REGIN
REGIONS FOR MIGRANTS
AND REFUGEES INTEGRATION

D3.3 - REGIN Indicators Comparative Report

Migrant Integration governance and outcomes in 25 EU regions: the MIPEX-R comparative analysis

Francesco Pasetti (CIDOB), Carmine Conte (MPG), Giacomo Solano (MPG), Stefano Deodati (MPG), Carlota Cumella de Montserrat (CIDOB)

CIDOB
BARCELONA
CENTRE FOR
INTERNATIONAL
AFFAIRS

MPG
MIGRATION POLICY GROUP

D3.3 Comparative Report

EXECUTIVE SUMMARY

Introduction: aims and scope

REGIN arises from the recognition of the need for an evaluation framework in the field of migrant and refugee integration that is applicable to the *regional level* and that is based on empirical evidence. To this end, the Barcelona Centre for International affairs (CIDOB) and the Migration Policy Group (MPG) have developed the first set of indicators in Europe that analyses integration governance and outcomes at a regional level.

REGIN indicators are made of two distinct parts: 61 regional governance-indicators (MIPEX-R) and 55 regional outcome-indicators. REGIN indicators draw on existing knowledge (i.e., MIPEX, NIEM; ICC, Zaragoza indicators), but follow a different analytical approach: adjusted to the regional level, focused on the capacity of regions to respond specifically to the challenges of integration (targeted focus), and extended to the governance model (beyond policy). More precisely, MIPEX-R measures and evaluates the regional governance of integration focusing on i) the elements of the governance system (i.e. actions, actors and relations, and resources); ii) the phases of the governance process (formulation, policy-output, implementation, evaluation); iii) the main-areas of integration (i.e. culture and religion, education, health, housing, language, labour market, and social security); and iv) two target-populations (i.e., TCNs and BIPs[1]). The analysis covers 25 European regions of seven EU Member states: Azores (POR), Bavaria (GER), Berlin (GER), Campania (ITA), Catalonia (SPA), Emilia-Romagna (ITA), Flanders (BEL), Friuli-Venezia Giulia (ITA), Lisbon (POR), Mecklenburg-Western Pomerania (GER), Melilla (SPA), Murcia (SPA), Navarre (SPA), Basque Country (SPA), Apulia (ITA), Skäne (SWE), South Tyrol (ITA), Tyrol (AUS), Trento (ITA), Valencia (SPA), Västra Götaland (SWE), Veneto (ITA), Vienna (AUS), Vorarlberg (AUS), Wallonia (BEL).

---

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

Key findings

On average, TCNs make up about 8% of the population of the regions analyzed, albeit with significant variation between regions (e.g., Berlin = 20%; Azores = 1%). Women comprise almost half (48%) of migrant populations, although once again this varies between regions (e.g. Friuli-VG = 78%; Trento = 77%; Västra Götaland = 23%; Vorarlberg = 27%). Moroccan TCNs represent the most significant migrant group in the majority of the regions, followed by Chinese (10), Syrian (9), Ukraine (9) and Afghan (7) migrants.

Outcome-indicators highlight significant gaps between TCNs and native populations in the areas of labour and education. In most of the regions, the migrant population is characterized by lower employment rates (-1, on average) and higher unemployment rates (+6). The unemployment gap is particularly evident in Basque Country (+18) and Västra Götaland (+17), while almost absent in Emilia-Romagna (+2) and Bavaria (+2). Results gathered at the regional level partially confirm what has been observed by Reyneri and Fullin (2008 and 2011) at the national level: migrants are more likely to be unemployed than native populations in Northern European countries, but not in Southern European countries. This hypothesis is confirmed in Austrian, Belgium, Italian and Swedish regions. The Spanish regions, however, go against the hypothesis and, instead, show unemployment gaps similar to the Northern European regions analyzed, pointing to the relevance of regional drivers and factors beyond the national level.

In terms of education, migrants tend to be less educated than nationals (-9). With the exception of Navarre (+14), the highest education gaps are observed in the Spanish regions analyzed. The gap is almost absent in Skäne (-1), Berlin (-2), and Västra Götaland (-3), which represent the more attractive contexts for high-skilled migrants.

This said, the most significant finding regarding integration outcomes is the lack of data. Most regions have no figures on the integration process of migrant populations and almost no data on key areas of integration, such as housing and health. Particularly striking is the scarcity of information on BIPs, despite the relevance of the phenomenon of asylum in recent years and the high profile that it has in the mass media and public opinion. The lack of data prevents reliable comparisons between the situations of nationals, TCNs and BIPs, undermining any conclusions about the potential challenges, barriers and difficulties that the migrant population face vis-à-vis nationals residing in the regions. More generally, this data gap limits the knowledge of the phenomenon of migrant integration and, thus, the effectiveness of the action of researchers, policymakers and stakeholders working in this field.

In terms of the regional governance of integration, MIPEX-R indicators highlight considerable variation among the 25 cases analyzed. Only a few regions (e.g., Vienna, the Basque Country) show highly developed, solid, and well-structured models of integration. In the majority of the cases, migrants lack opportunities and means in several key-areas of integration. The analysis has identified three groups of regions at different stages of governance development: 12 regions with well-established governance models; 4 regions with half-way developed governance models; and 9 regions with governance models still underdeveloped and characterized by critical gaps. The "quality" of governance also varies according to contextual characteristics: urban, high-competitive and diverse regions present more advanced governance models, better adjusted to the needs of the TCNs and BIPs than rural, low-competitive and non-diverse regions.

Regarding the governance system, regions perform better in the categories of 'actors and relations' (62/100) and 'resources' (62/100) compared with just 46/100 in terms of 'actions' (46/100). Regional governance usually relies upon a heterogeneous set of actors involved in migrant integration, directed by a specific department of the regional administration. This network of actors (and relations) is particularly developed within the regional administrative boundaries, but it gets weaker and more erratic as we move towards other layers of governance. The limited involvement of the private sector, NGOs, and associations (especially those led by migrants) harm the effectiveness of integration measures and reduce the scope of regional actions in the field of integration. Regions support the integration actions of NGOs and, to a lesser extent, local administrations mainly through funding schemes. Yet, other important resources (in-kind and immaterial) are often overlooked. The broadening and diversification of resources appear to be indispensable conditions for the improvement of regional governance. Significant margins of improvements are observed also in terms of actions, where MIPEX-R have detected crucial gaps in key areas of integration, such as language, the labour market, and housing. The area in which migrants can enjoy most favourable conditions of integration is that of health.

These remarks are reflected at in the category of 'governance process'. The level of formulation is half-way developed (55/100): it regularly involves actors from the regional administration, but less systematically – or only occasionally – involves external actors from other administrative levels, the private sector, and civil society. Particularly worrying is the scarce participation of migrant associations, which tells us that integration governance is usually carried out without consulting the population that it targets. The normative and institutional framework that regulates integration also presents room for improvement (policy-output = 48/100). The category of 'implementation', however, has the highest score (60/100), reflecting the monetary resources invested and the variety of actors involved. By contrast, the category 'evaluation' represents the weak point of the governance process (44/100) due to the lack of monitoring mechanisms. This points to a

broader and deeper problem of the regional model of integration: the lack of a stable and solid evidence-based approach to migrant integration.

Regional integration models appear to be generally less developed and prepared for BIPs' integration than for TCNs. Regions with the most advanced governance models of integration are also those with most developed integration measures for BIPs. This seems to relate on the one hand to differences in the general regional integration model and, on the other, to regional experiences in the field of asylum and refugee. The main gaps in this regard the scarcity of resources and the lack of tools and measures adjusted to the needs BIPs.

MIPEX-R helps to identify strengths and weaknesses of regions' governance models of integration. In doing so, it offers evidence-based knowledge through which concrete policy guidelines can be developed and migrant integration can be fostered at a regional level.

Recommendations to regional authorities

- Increase the support that regions provide to local authorities with regard to the field of migrant integration;
- Coordinate regular and systematic representation and consultation of migrants and NGOs in the policy decision-making process;
- Adopt comprehensive migrant and refugee integration strategies which include a wide set of elements such as rationales, goals, actions, budgets, and coordination structures;
- Elaborate a clear framework to implement, monitor, and evaluate an integrated integration strategy;
- Define precise indicators to measure progress in the achievements of the objectives set by the strategy;
- Provide long-term and sustainable funds and in-kind support for local actors that support the integration of migrants and refugees;
- Promote campaigns and raise awareness of the positive contribution of migration and diversity to society;
- Increase the cooperation with other regions and jointly formulate and develop measures.

INDEX

Introduction

REGIN (Regions for the Integration of Migrants and Refugees) is a biannual European project (2019-2021) that seeks to improve action and cooperation between European regions in the field of migrant and refugee integration. The project arises from the recognition, on the one hand of the key role that regions play in the governance of integration and, on the other hand, of the need for an evaluation, planning, and collaboration framework for these actors, based on empirical evidence.

To this end, the Barcelona Centre for International affairs (CIDOB) and the Migration Policy Group (MPG) have developed MIPEX-R, the first set of indicators that analyses both policies and outputs, namely i) migrant integration policies and related governance models, and ii) integration outcomes of migrants at the regional level. Even though this kind of analysis has been heavily implemented on the national level (e.g., MIPEX) and, to a certain extent, also at a local level (e.g., Intercultural Cities Index - ICC), the regional level has remained broadly unexplored (Manatschal et al., 2020; Solano and Huddleston, 2021).

MIPEX-R represents an analytical tool that offers a specific and novel approach to compare regional integration models, identify their strengths and weaknesses and highlight possible directions for improvement. We applied this newly developed tool to 25 regions in seven EU countries.

In doing so, the REGIN project wanted to i) provide evidence-based knowledge to foster migrant integration at a regional level; ii) refine the use of indicators for integration-policy evaluation at a regional level; iii) pinpoint the contribution of regional actors in the integration process; iv) foster the capacity for mutual learning between regions in the EU.

This report presents the main results of this analysis. The first part provides an brief overview of the existing literature on migrant integration policies at the regional level. The second section presents the methodology used for the creation of the MIPEX-R tool, explaining its analytical approach, as well as its scope and limits. The third part delves into regions' background, presenting their main characteristics, migration trends and outcomes. The fourth part examines the competences of the European regions in the field of migrant and refugee integration and sets the stage for the following section. The fifth section describes the main results of the cases analysed, highlighting the characteristic traits, strengths, and weaknesses of the regional governance of integration in comparative terms.

1 Regional indexes of integration: a literature review

Academic literature on the impact of policies for the integration of migrants in regions in EU Member States is still quite limited. To the same extent, indicators and indexes to assess and evaluate integration policies at the regional level are rare in the European context. The main undertakings have been mainly focused on the national and city level (Solano and Huddleston, 2021; Manatschal et al., 2020).[2] The lack of comprehensive studies in this field is due to the limitations in data availability at the sub-national level (Caponio and Pettrachin, 2021; Wolffhardt, Solano and Joki 2018). For example, data on migrant integration outcomes (on labour market and education) have been available exclusively at the national level for a long time and Eurostat only recently published regional-level (NUTS-2) data on the topic (Solano 2022). Recent studies outline that academic research on the regional level has been mainly limited to multilevel governance and a specific subset of regions (Manatschal et al. 2020).

The main attempts to build or apply indicators to examine regional policies on integration have been found in countries with strong federal systems, such as the United States, Switzerland, and India. To give a few examples in the US literature, Filindra and Manatschal studied how US state-level immigrant integration policies can influence the political engagement of the foreign-born and their American-born children (Filindra and Manatschal, 2019). They highlighted the relevance of regional integration policies in creating responsive 'citizens of the region' by analyzing the areas of language and social benefits. Their research pointed out that the policy context has a substantial effect on attitudes and political behaviour of migrants. Huyen Pham and Pham Hoang Van created an index to measure the immigration climate of US sub-federal governments: the Immigrants' Climate Index (ICI) (Huyen Pham and Pham Hoang Van, 2013). Their study observed that states have achieved divergent climates for immigrants by using sub-federal regulation. Another set of indicators is represented by the Welcoming Standard which provides a comprehensive roadmap for building more cohesive and equitable communities and fostering connections between newer immigrants and long-term residents (Welcoming America, 2016).

In the Swiss context, Manatschal and Stadelmann-Steffen explored how cantonal integration policy can impact immigrant educational inequality among Swiss cantons (Manatschal and Stadelmann-Steffen, 2013). Their key results show how more liberal and culturally pluralist integration policies are linked to lower immigrant educational inequality. They also conducted a study to assess how integration policies affect immigrants' voluntary engagement at Switzerland's subnational level. This work revealed

---

[2] See for instance the Migrant Integration Policy Index (MIPEX) (Solano and Huddleston, 2020), The National Integration Evaluation Mechanism (NIEM) (Wolffhardt et al. 2019), and the Intercultural Cities Index (ICC) (Council of Europe, 2019); the Zaragoza Indicators (Eurostat – European Commission 2019) and the Intercultural Cities Index (Council of Europe, 2019).

how policies fostering migrants' socio-structural rights coincide with higher levels of immigrant voluntary participation. In addition, Manatschal (2011) showed that cantonal data can validate international concepts at the subnational comparative level and variations on integration policy are particularly evident in federal Switzerland.

In India, the new Interstate Migration Policy Index (IMPEX) aimed at creating a set of indicators to understand the role of state/regional-level policies for integrating internal migrants (Aggarwal et al., 2020). The results of the evaluation highlighted the existence of gaps in the social welfare systems and policies for political participation.

In relation to existing regional studies in Europe, it is worth mentioning the Local Inclusion Action Tool developed by the Organisation for Economic Co-operation and Development (OECD), the Migration Policy Group (MPG), Welcoming International and Intercultural Cities/Council of Europe that offers local policy makers and practitioners an action-oriented approach to advancing migrant and refugee inclusion in their communities. Moreover, the OECD report 'Working Together for Local Integration of Migrants and Refugees' found that migrants face major integration challenges in the labour market and the housing sector at the regional level, while they are positively perceived as contributing to the local economy in those regions with larger migrant communities and lower unemployment. Another study of Piccoli (2016) instead tries to explain to what extent regional governments modify access for undocumented immigrants to public health care in the Spanish Autonomous Communities of Spain, Italian regions, and the cantons of Switzerland. His research demonstrated that regional authorities have adopted their own distinctive approaches to citizenship and access to rights (Piccoli, 2016). Recently, scholars also emphasized the crucial role played by the regions in the 'multilevel dynamic of integration policy-making', which can inspire policy-making at the central government level, or even replace it when the central level fails to intervene in the integration domain (Manatschal et al., 2020).

Against this background, REGIN aims to offer a comprehensive indicator-based system to assess and evaluate migrant and refugee integration at a regional level. It seeks to provide a tool to better design, plan, and monitor integration actions and clearly identify regional performances on promoting and strengthening integration.

2   Methodology

2.1   Building MIPEX-R

MIPEX-R indicators are based on existing indicators available in the field of migrant and refugee integration. This is done with the aim of filling-in the "regional-gap" in the literature, mentioned in the introduction, while providing an analytical tool aligned with

the current toolbox offered by scholarship in the field. Existing indicators evaluating migrant and refugee integration policies and outcomes at the national and local levels are, thus, reviewed and adjusted according to the REGIN object and level of analysis. More precisely:

- Regional governance-indicators (MIPEX-R) take the shape from the datasets provided by the Migrant Integration Policy Index (MIPEX) (Solano and Huddleston 2020), The National Integration Evaluation Mechanism (NIEM) (Wolffhardt et al. 2019), and the Intercultural Cities Index (ICC) (Council of Europe, 2019).
- Regional outcome-indicators are based upon the Zaragoza Indicators (Eurostat – European Commission 2019) and the Intercultural Cities Index (Council of Europe, 2019).

Regional indicators derived from the literature are reviewed with regional partners and experts in order to assess their validity and reliability. Those that are most relevant and better comply with the overall goals of the REGIN project are selected. Following the same procedure, the initial sets of indicators are complemented by ad-hoc measures developed to capture elements and aspects related to the regions' role in migrant and refugee integration that indicators from the existing literature do not cover. The review procedure carried out in collaboration with regional partners and experts ensures that indicators are clearly worded, policy-relevant, and sustainable for future updating.

Through this process, the final REGIN set of indicators is created: the Regional governance-indicators (MIPEX-R), made of 61 indicators, and the Regional outcome-indicators, including 55 indicators. Abiding by REGIN project's calendar and timeframe, governance-indicators refer to the regional situation on the 31st of March, 2020, while the outcomes-indicators refer to the situation on the 31st of December, 2019.

It is worth emphasizing that, whereas it draws on existing datasets, MIPEX-R adopts a different analytical approach: adjusted to the regional level, extended to the governance model (beyond policy) and focused on the capacity of regions to respond specifically to the challenges of integration (*targeted* focus).

2.2 Conceptual grounds and analytical dimensions

MIPEX-R evaluates regional governance of integration from a specific analytical perspective, both empirically (in terms of the aspects of governance that are analyzed) and in normative terms (in terms of the evaluation criteria employed). With regard to the former, MIPEX-R identifies four main dimensions of analysis:

1. The constitutive elements of governance understood as a "system", namely "the building blocks in which the concept can be theoretically decomposed and

empirically investigated" (Pasetti 2019, 14): the *actions* carried out (i.e., policies, measures, programmes, etc.), the set of *actors and relations* involved (individual and collective, public, and private, internal, and external), and the *resources* employed (material and immaterial).

2. The key-phases of governance understood as a "process": that is, from the definition of the governance model to its implementation and subsequent evaluation. Following the literature in the field (Jann and Wegrich 2007) REGIN indicators identifies four phases of the governance process: i) the early stage of decision-making (i.e.: *formulation*); ii) the formal issuing of the action/measure (i.e.: *policy-output*); iii) the phase in which the action/measure is put into practice (i.e.: *implementation*); and, lastly, iv) the phase of control and assessment of the action/measures implemented (i.e.: *evaluation*).

3. The third analytical dimension captures the key policy-areas of the integration policy sector. Moving from a careful revision of academic literature and governments reports on the domains, fields, and areas of integration, REGIN focuses on areas that are covered by regional competences. (Burkin, Huddleston and Chindea 2014; Garcés-Mascareñas and Penninx 2016, Solano and Huddleston 2020). The selection of key-areas includes culture & religion, education, health, housing, language, labour market, and social security.

4. The last axis of analysis captures variation in integration policies (and outcomes) inside the population of migrants. Accordingly, REGIN differentiates between Third Country Nationals (TCNs) and beneficiaries of international protection (BIPs, i.e.: recognized refugees, beneficiaries of subsidiary protection, resettled refugees, persons under temporary protection, and persons under humanitarian protection).[3]

The analytical dimensions of MIPEX-R also represent the aggregation axes of the 61 indicators that comprise it, which allows for the assessment and comparison of analytical dimensions (and sub-dimensions) through composite-indicators. Each composite-indicator provides a synthetic and specific assessment of a dimension of governance, for example, of a specific phase and/or a specific element of governance, as well as of a specific area of integration or in relation to a concrete target-population.

---

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

In normative terms, MIPEX-R takes root in principles and norms of the EU Integration Action Plan of Third-Country Nationals and, on the other hand, in the main sets of international standards on equality and integration (outlined below). These define the normative perspective underlying MIPEX-R, which takes the shape of three main criteria: i) the capacity of a governance model to recognize and respond to integration in a targeted manner; ii) the degree of development and articulation of the elements and phases of the governance model; and iii) the capacity of the governance model to ensure formal and substantial equality between the foreign population and the national population.

Following the literature in the field (Solano and Huddleston 2020, Wolffhardt et al. 2019), REGIN identifies the highest European and international standards regarding asylum and refugee, migrant integration, and human rights protection, including:

- Charter of Fundamental Rights of the European Union (CFR), 2000
- Common Basic Principles for Immigrant Integration Policy in the EU, 2004
- Convention for the Protection of Human Rights and Fundamental Freedoms (European Convention on Human Rights), 1950
- Council Directive 77/486/EEC of 25 July 1977 on the education of the children of migrant workers
- Council of Europe, Convention on the participation of foreigners in public life at local level, 1992
- Directive 2013/33/EU of the European Parliament and of the Council of 26 June 2013 Laying Down Standards For The Reception Of Applicants For International Protection.
- Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation.
- Directive implementing the principle of equal treatment between person irrespective of racial or ethnic origin, 2000/43 of 29 June 2000.
- EC Council Conclusions of 26 November 2009 on the education of children with a migrant background 2009/C 301/07
- EC Directive on the right of citizens and their family members to move and reside freely within the territory of the Member States, 2004/38 of 29 April 2004
- EC Directive on the status of third-country nationals who are long-term residents, 2003/109 of 25 November 2003.
- Geneva Convention relating to the Status of Refugees, 1951
- Gsir, Sonia and Martiniello, Marco, Local Consultative Bodies for foreign residents a handbook (Council of Europe; Strasbourg 2004)
- ILO Convention No. 143 of 1979 on Migrant Workers (Supplementary Provisions)
- ILO Convention No. 97 of 1949 on Migration for Employment
- ILO Multilateral Framework on Labor Migration: Non-binding principles and guidelines for a rights-based approach to labor migration

- Immigration Law Practitioners' Association and the Migration Policy Group, The Amsterdam Proposals: Proposed Directive on long-term residents, 2000
- International Convention on the Elimination of All Forms of Racial Discrimination (CERD)
- Starting Line Group, Proposals for legislative measures to combat racism and to promote equal rights in the European Union, 1998
- Tampere European Council Presidency Conclusions, 15 and 16 October 1999
- UN International Convention on the Protection of All Migrant Workers and the Members of Their Families
- UN International Convention on the Rights of the Child (CRC)
- UN International Covenant on Economic, Social and Cultural Rights (IESCR)
- UNESCO Convention against Discrimination in Education
- Universal Declaration of Human Rights (UDHR), 1948

The analytical perspective undertaken comes with different methodological limits. One of them relates to the specificity of the underlying conception of "governance of integration" and "good governance of integration" employed: the aspects of governance that are measured and the criteria employed to judge the quality of governance determine the scope of and the value MIPEX-R evaluation. This is a methodological limit intrinsic to indicators as tool of analysis. It might appear self-evident, but it is important to take this into account during the interpretation of the results ("scores") and, especially, during policy reasoning. At the same time, it is worth remembering the importance of grounding and pondering MIPEX-R results and analysis in relation to the concrete regional context examined. In this regard, it is necessary to stress the importance of triangulation (of data and techniques of analysis), especially when concerning policy guidelines. When it comes to formulating and defining guidelines to improve the regional governance of integration, MIPEX-R evaluation should be employed along with in-depth knowledge of the dynamics and challenges of integration that characterize a given regional context.

2.3 Data collection, revision, scoring, and the aggregation scheme

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

Finally, the CIDOB and MPG research team conduct a final question-by-question consistency check across all regions.

To ensure a valid and robust evaluation, REGIN applies a standardized questionnaire. Following MIPEX, the assessment method is based on a 0-100 scoring system scale applied to the whole questionnaire.[4] Each indicator is formulated as a question relating to a specific element of the migrant and refugee integration system. The score attributed (i.e., answer given among possible options) captures the extent to which such element meets the normative standards employed, where a score of 100 means the standard is fully met and 0 means the standard is fully unmet. The scoring system is adjusted according to the number of answers (for instance, a question with 5 possible answers can provide for 5 scores: 0, 25, 50, 75, 100).

For each region, the scheme employed for aggregating single indicators is that of the simple average used by most datasets (see Beine et al., 2016; Huddleston and Solano, 2020; Huddleston et al., 2015). This aggregating scheme allows for the assessment and comparison of analytical dimensions through composite indicators (i.e., governance elements; stages of the policy-cycle; policy-areas; target-groups). Taken together, composite indicators allow for an evaluation of the extent to which migrant and refugee systems of integration deployed at regional level ensure successful integration according to international standards. Given that the cases examined do not follow a standard distribution, the median value is relied upon in order to calculate the aggregate scores of various regions, calculated firstly among the scores of the regions of the same country and then among the median values obtained.

The following 25 European regions of seven EU Member states have been analyzed using the MIPEX-R tool: Azores (POR), Bavaria (GER), Berlin (GER), Campania (ITA), Catalonia (SPA), Emilia-Romagna (ITA), Flanders (BEL), Friuli-Venezia Giulia (ITA), Lisbon (POR), Mecklenburg-Western Pomerania (GER), Melilla (SPA), Murcia (SPA), Navarre (SPA), Basque Country (SPA), Apulia (ITA), Skäne (SWE), South Tyrol (ITA), Tyrol (AUS), Trento (ITA), Valencia (SPA), Västra Götaland (SWE), Veneto (ITA), Vienna (AUS), Vorarlberg (AUS), Wallonia (BEL).

For each region, governance indicators evaluate its governance of integration on the 31st of March, 2020, while integration outcomes capture the situation of migrant and refugee integration in its territory on the 31st of December, 2019.

---

[4] The questionnaire of governance-indicator includes also a few qualitative-indicators. In these cases, the information gathered is not synthesized and converted into scores (nor considered for the building of composite indicators).

3 Background – migration trends and outcomes

3.1 Data availability

As part of the MIPEX-R analysis (see methodology), we aimed at collecting information on the general regional population, migration trends, and integration outcomes of migrants (both TCNs and BIPs). The main result of this data collection effort was the overall lack of data on migrants and, to a greater extent, on BIPs and asylum seekers (see Table 1). Out of the 55 established indicators, only six have data available for the 25 regions analyzed, and most of these refer to the whole population (not specifically on foreign residents) and/or were taken from the Eurostat. The large majority of the indicators (39/55) have more than six missing regions. The lack of data concerns both the whole population and the migrant population (TCNs and BIPs). With regard to TCNs, only 11 regions have data on them, in general. The number of missing data is even more striking for BIPs: in general, data are available only in four regions out of 25. Data on migrant integration outcomes were even more difficult to find than those on population size and composition. Data on TCNs' integration outcomes are missing in 16 regions and data on BIPs are missing in 23 regions.

Table 1. Number of missing regions for each outcome indicator

Indicator	Number of missing regions
Size of population	0
TCNs population	0
TCNs duration of stay	16
Asylum seekers population	5
BIPs population	11
BIPs duration of stay	22
Migrant in irregular situation	16
Origin of TCNs population	1
Origin of BIPs population	12
Female population	1
TCNs Female population size	1
BIPs Female population size	18
Asylum seekers Female population size	17
TCNs Regional distribution	16
BIPs Regional distribution	19
Asylum seekers Regional distribution	21
Size of the working age population (e.g., 15-64)	6
Size of the working age population among TCNs (e.g., 15-64)	6
Employed population	0
TCNs employed population	1
BIPs employed population	21
Unemployed population	0
TCNs unemployed population	4
BIPs unemployed population	20
Active population	0
TCNs active population	1
BIPs active population	23
Low-skilled job	14
TCNs Low-skilled job	19

Self-employed	7
TCNs Self-employed	12
Types of contracts	12
TCNs Types of contracts	21
Low-achieving 15-year-olds in reading, mathematics and science	14
Low-achieving TCNs 15-year-olds in reading, mathematics and science	21
People of 15-64 years old with tertiary educational attainment	0
TCNs People of 15-64 years old with tertiary educational attainment	4
BIPs People of 15-64 years old with tertiary educational attainment	23
Early leavers from education and training	10
TCNs early leavers from education and training	21
BIPs early leavers from education and training	23
Size of students with a migrant background in schools	11
Median net income	10
TCNs median net income	16
BIPs median net income	25
At risk of poverty rate	9
TCNs At risk of poverty rate	19
BIPs At risk of poverty rate	25
Health conditions - perceived health status	16
Health conditions - perceived health status (TCNs)	23
Health conditions - perceived health status (BIPs)	25
TCNs Housing tenure	19
TCN people among elected representatives	13
Electoral participation	9
Non-EU foreign-born electoral participation	25

These data gaps limit the knowledge that researchers, policymakers, stakeholders, and the general public have on the topic at the regional level. First, while some data are gathered on the size and composition of the migrant population, there are no figures on the integration process of the migrant population in most regions. In particular, there are almost no data available on key areas of integration, such as housing, health, and political participation. Second, there is a scarcity of information on BIPs (and asylum seekers) at the regional level, which is particularly striking given the social relevance of the phenomenon in recent years and the high profile that it has in the mass media and the public consciousness. The lack of data means it is impossible to make reliable comparisons between the situations of nationals, TCNs and BIPs, undermining any conclusions about the potential challenges, barriers and difficulties that the migrant population face vis-à-vis to nationals residing in the regions.

3.2 Regional characteristics, migration trends and integration outcomes[5]

This section moves from a recent paper of the Urban Agenda initiative (De Coninck, Solano G. and Van Doren, 2022) which gathered information from Eurostat to identify groups of NUTS-2 regions based on their overall characteristics.[6] Given that the 25 cases analyzed with MIPEX-R covers NUTS-1, NUTS-2 and NUTS-3 regions, while applying the

---

[5] As explained before, it was challenging to collect many pieces of information and, therefore, we are going to present an overview of the analyzed regions on a selected number of indicators only.
[6] These groups of regions will be used in the comparative analysis in Section 5.

categorization proposed by the De Coninck, Solano and Van Doren (2022) we have broadened the original scope and level of analysis.[7] The authors group regions according to the following overall characteristics: degree of urbanization; regional gross domestic product (GDP); Regional Competitiveness Index (RCI), population size, net migration, and share of foreign born. Based on these, it identifies two groups of regions:

- *Group 1 - Mostly urban regions with high GDP and RCI, high diversity (net migration and foreign-born population).* This group of regions is characterized by a high regional GDP and RCI. This indicates that this group mostly consists of relatively wealthy regions that provide an attractive environment for residents to work in. Furthermore, regions in this group tend to have a high degree of net migration and a large share of foreign born. Mostly urban regions can be found in this cluster.
- *Group 2 – Mostly rural regions with low GDP and RCI, and low diversity.* This group of regions have a relatively low GDP and RCI, coupled with low net migration rates and share of foreign born. More rural and intermediate regions can be found in this group.

Figure 1. Groups of MIPEX-R regions according to their overall characteristics
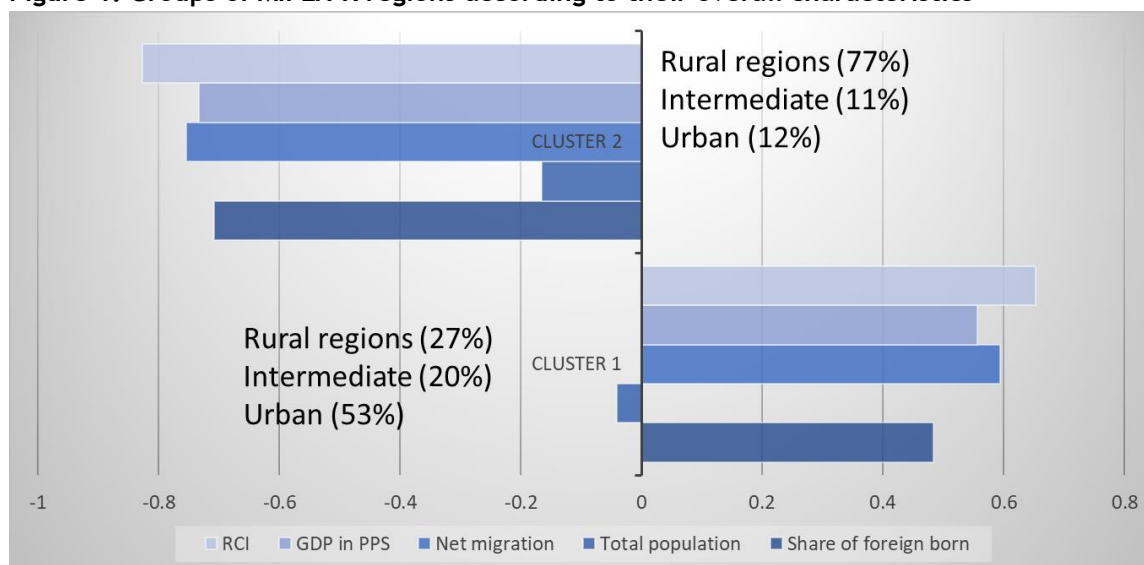
Source: Elaboration on De Coninck, Solano and Van Doren (2022)

---

[7] Among the 25 regions analyzed with MIPEX-R those of Austria, Italy, and Spain correspond to NUTS-2 level. In Sweden, regions correspond to NUTS-3 in Eurostat, and no data are available on this level. Therefore, we considered the Urban Agenda grouping category of the higher administrative level: Sydsverige (Skäne); Västsverige (Västra Götaland). For Belgium, Germany, and Portugal, some of the included regions correspond to NUTS-1 level (in the case of Berlin, Mecklenburg-Western Pomerania, Azores Lisbon, NUTS-2 and NUTS-1 administrative levels overlap and the data were the same). In the case of the other regions in those three countries, we checked the groups where the NUTS-2 areas that compose the NUTS-1 region were inserted in the Urban Agenda paper. Based on this, we decided in which group to place the regions. All the areas composing Flanders, four out of five areas composing Wallonia and six out of seven areas composing Bavaria belonged to the same groups. We used this approach as it was not possible to replicate the analysis done by the Urban Agenda paper as some data are only available at the NUTS-2 level (e.g., the regional competitiveness index).

Table 2. Groups of MIPEX-R regions according to their overall characteristics

Region	Regional characteristics	
	1	2
Vienna	X	
Tyrol	X	
Vorarlberg	X	
Basque Country	X	
Navarre	X	
Catalonia	X	
Valencia	X	
Murcia		X
Melilla		X
Campania		X
Apulia		X
South Tyrol	X	
Trento	X	
Veneto	X	
Friuli-Venezia Giulia	X	
Emilia-Romagna	X	
Lisbon	X	
Azores		X
Skäne	X	
Västra Götaland	X	
Flanders	X	
Wallonia	X	
Berlin	X	
Mecklenburg-Western Pomerania		X
Bavaria	X	
TOTAL	19	6

Source: Elaboration on De Coninck, Solano and Van Doren (2022)

Legend

Regional characteristics (RC)

1 Mostly urban regions with high GDP and RCI, high diversity (net migration and foreign-born population)

2 Mostly rural regions with low GDP and RCI, and low diversity

Integration outcomes (IO)

1 More favourable integration outcomes for non-EU-28 migrants than country natives

2 Less favourable integration outcomes for non-EU-28 migrants than country natives

In our sample most of regions belong to group 1 (19/25), as those are high-competitive and diverse mostly urban regions. The regions that fall under the group of low-competitive and non-diverse mostly rural regions are the following: Murcia; Melilla; Campania; Apulia, Azores; Mecklenburg-Western Pomerania.

Migrations trends

Going more into detail in the main migration trends and demographics of the regions analyzed (see Table 3), the size of the regions included in the analysis varies considerably. Most of the regions (19/25) have a population of more than one million people. Eight of them exceed four-million people. The most populated regions are Bavaria (DE - 13,142,000 inhabitants), Catalonia (ES - 7,778,362 inhabitants) and Flanders (BE - 6,653,062 inhabitants). The least populated regions are Vorarlberg (AT - 397,852 inhabitants), Azores (PT- 242,796 inhabitants) and Melilla (ES - 87,076 inhabitants).

Figure 2. Regions' share of TCNs
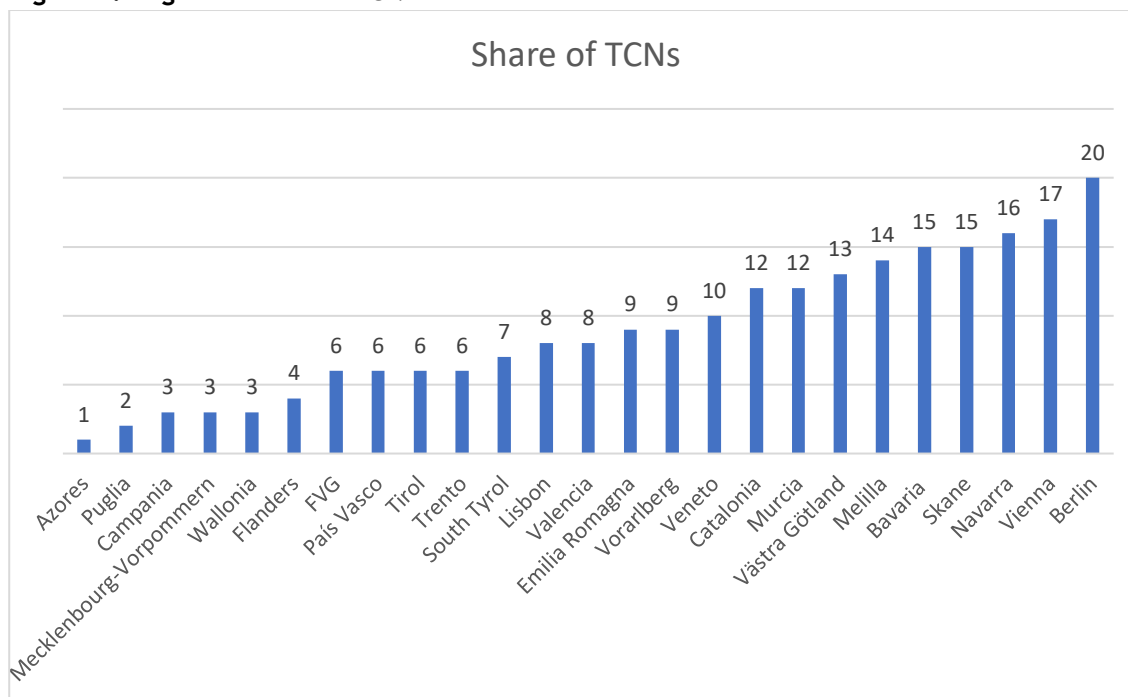
As in the case of the total size, the number of TCNs in the regions varies considerably. The regions with the most significant TCNs population (in absolute values) are Bavaria (DE - 1,964,285), Catalonia (ES - 950,860) and Berlin (DE – 762,600). The regions with the smallest TCNs populations are Azores (PT- 32,634), Melilla (ES - 12,586) and Trento (IT - 2,164). However, when looking at the share of migrants out of the total population, the picture is rather different. The highest share of migrants is in Berlin (DE – 20%), followed by Vienna (AT – 17%), Navarre (ES – 16%), Bavaria (DE – 15%) and Skäne (SE – 15%). The regions with the lowest share of TCNs are Azores (PT – 1%), Apulia (IT – 2%), Mecklenburg-Western Pomerania (DE– 3%), Wallonia (BE – 3%) and Campania (IT– 3%). The average share of TCNs is 8% among the regions analyzed.

Women comprise almost half (48%) of the migrant population, on average. Certain regions are characterized by higher shares, such as Friuli-Venezia Giulia (IT – 78%) and Trento (IT, 77%). Others have lower share of women, such as Västra Götaland (SE – 23%) and Vorarlberg (AT– 27%).

With regard to migrants' origin, the composition of the migrant population at the regional level seems to reflect the national one. For example, Moroccans and Latin-American migrants are among the biggest groups of TCNs in Spanish regions. Brazilian, Cape Verdean, and Angolan migrants make up a sizeable part of the migrant population in Portugal. Italian regions always have Moroccan and Eastern European migrants among the most relevant migrant groups. In Belgium, Moroccans and Turkish migrants represent two

sizeable groups in both Wallonia and Flanders. In general, the Moroccan group of migrants is one of the biggest groups in the majority of the regions (14/24, data on Skäne are missing), followed by Chinese (10/24), Syrian (9), Ukraine (9) and Afghan (7) migrants. Among the regions on which we have been able to gather data (20), German regions have the highest numbers of asylum seekers: Berlin (DE – 105,800 persons), Bavaria (DE – 27,415 persons), Mecklenburg-Western Pomerania (DE – 24,115 persons). Azores (PT – 0 persons), Navarre (ES – 709 persons) and Trento (IT – 824 persons) have the smallest population of asylum seekers. Finally, Bavaria (DE – 153,520 BIPs), Västra Götaland (SE – 118,368 BIPs), and Skäne (SE – 105,355 BIPs) are the regions with the biggest BIP population. By contrast, the lowest number of BIPs is in Azores (PT – 1 person), followed by Vorarlberg (AT – 413 persons) and Trento (IT – 720 persons). It is important to stress that we were not able to gather data on beneficiaries of international protection in 11 regions.

Table 3. Migration trends

	Population	TCNs	Share of TCNs	Female TCNs	Share of Female TCNs	Asylum seekers population	BIPs population
Azores	242,796	2,164	1	1,094	51	0	1
Bavaria	13,142,000	1,964,285	15	858,404	44	27,415	153,520
Berlin	3,769,962	762,600	20	365,165	48	105,800	80,938
Campania	5,785,861	200,059	3	92,563	46	3,515	20,800
Catalonia	7,778,362	950,860	12	458,056	48	13278	
Emilia-Romagna	4474292	420,312	9	210,529	50	7066	2,340
Flanders	6,653,062	256,174	4	120,374	47		
Friuli-Venezia Giulia	1211357	70,844	6	55,578	78	3589	3,028
Lisbon	2,863,272	222,899	8	114,129	51		
Mecklenburg	1,608,100	51,543	3	21,305	41	24,115	16,510
Melilla	87,076	12,586	14	4,985	40	4267	
Murcia	1,504,607	177,320	12	79,719	45	2,748	
Navarre	661,197	106,764	16	35,017	33	709	
Basque Country	2,220,504	137,128	6	69,816	51	4827	
Apulia	4008296	91,305	2	38,879	43	2894	6,717
Skäne	1362164	201,325	15	98,425	49	3554	105,355
South Tyrol	534624	35,276	7			1585	839
Tyrol	757634	45,702	6	21,742	48	1400	
Trento	544,193	32,634	6	25,008	77	824	720
Valencia	5,029,341	387,689	8	195,442	50	7509	
Västra Götaland	1709814	229,448	13	53,579	23		118,368
Veneto	4,905,854	501,085	10	253,443	51	6071	9,374
Vienna	1,911,191	326,410	17	157,616	48		
Vorarlberg	397852	35,749	9	9,595	27	1060	413
Wallonia	3,645,243	120,766	3	59,043	49		

Integration outcomes

Following De Coninck, Solano, and Van Doren (2022), to analyze migrants' integration outcomes we have focused on socio-economic integration, and we have looked at the differences (gaps) between non-EU migrants, EU-migrants and natives in the areas of labour market (the activity rate, employment rate) and education (different educational outcomes).

On average, 66% of the migrant population is active in the labour market in the selected regions, 54% (of the total TCN population) is employed (Table 4). 11% (of the total TCN population) is unemployed. The regions where migrants have the highest employment rates are Lisbon (PT – 68%), Bavaria (DE – 62%), Veneto (IT – 60%), Tyrol (AT – 60%) and Emilia-Romagna (IT – 60%). These regions have an activity rate that is higher than the regions' average, with the exception of Bavaria and Tyrol which have a share of active TCNs that is slightly below the average. Bavaria is a very interesting case as it also has the lowest unemployment rate (3%). Wallonia (BE – 28%), Melilla (ES – 32%), Skäne (SE – 43%) and Flanders (BE – 43%) have the lowest employment rate among the analyzed regions. These regions are also the ones with the lowest activity rate among migrants. For example, TCNs in Flanders and Wallonia have an unemployment rate of 7% and 10%, respectively, lower than the average (11%). By contrast, Melilla has the highest unemployment rate (24%). This points at the possible presence of many barriers in the region to enter the labour market and find a job. Besides Melilla, the other regions with the highest unemployment rates are Basque Country (ES – 22%) and Västra Götaland (ES – 20%). These two regions have among the highest activity rates (71% and 70%, respectively). The lower unemployment rates are in Bavaria and Flanders, as already mentioned, Berlin (DE – 8%) and South Tyrol (IT – 8%).

Migrants' outcomes should also be connected with the outcomes of native citizens. Indeed, whether or not migrants are able to find a job is strongly influenced by the overall regional conditions. Therefore, it is more meaningful to look at the gaps in relation to native citizens. On average, migrants perform (slightly) worse than native citizens in the labour market, as they have lower employment rates (-1, on average) and higher unemployment rates (+6). This is partially explained by the higher activity rate (+10).
In only eleven regions (out of the 24 on which we have information) migrants perform better than country nationals in terms of employment rates, such as Campania (IT – +25), Lisbon (IT – +15) and Apulia (IT – +14). By contrast, the highest employment gaps are in Skäne (SE – -25), Västra Götaland (SE – -23), and Wallonia (BE– -21). Migrants have higher unemployment rates in all the analyzed regions. There are regions in which this gap is particularly high (Basque Country, Västra Götaland and Navarre – +18, +17 and +15, respectively) and regions in which this gap is relatively low (Emilia-Romagna, Bavaria and Campania - +2, +2 and +3, respectively).

In terms of education, the share of 15-64 years old TCNs with a tertiary education amounts to 22% on average. The regions where migrants have the highest education rates are Skäne (SE – 37%), Navarre (ES – 36%), Berlin (DE – 35%), Västra Götaland (SE – 33%). By contrast, Apulia (IT – 7%) Campania (IT – 8%), Trento (IT – 9%), South Tyrol (IT – 10%), Veneto (IT – 10%) have the lowest rate of tertiary-educated migrants among the analyzed regions. This is also explained by the fact that people in Italy tend to be less educated than in other

countries, according to OECD data.[8] Therefore, as in the case with labour market integration, it is important to look at the gaps with the country nationals. Looking at the gaps, on average, migrants are less educated than country nationals (-9). Navarre is the only region with an education gap in favour of migrants (+14). Skäne, Berlin, and Västra Götaland are the other regions with the lowest gaps (-1, -2 and -3, respectively). Therefore, these regions are the leaders when it comes to attract high-skilled migrants or provide them access to tertiary education. Data also show that the Italian regions with the lowest share of migrants with tertiary education have below-average education gaps, with the exception of Veneto and Trento. The highest education gaps are in Spain, i.e., Basque countries, Valencia region, Catalonia and Murcia (-26, -3, -21 and -18, respectively).

Figure 3. Integration outcomes: gaps between migrants and country nationals
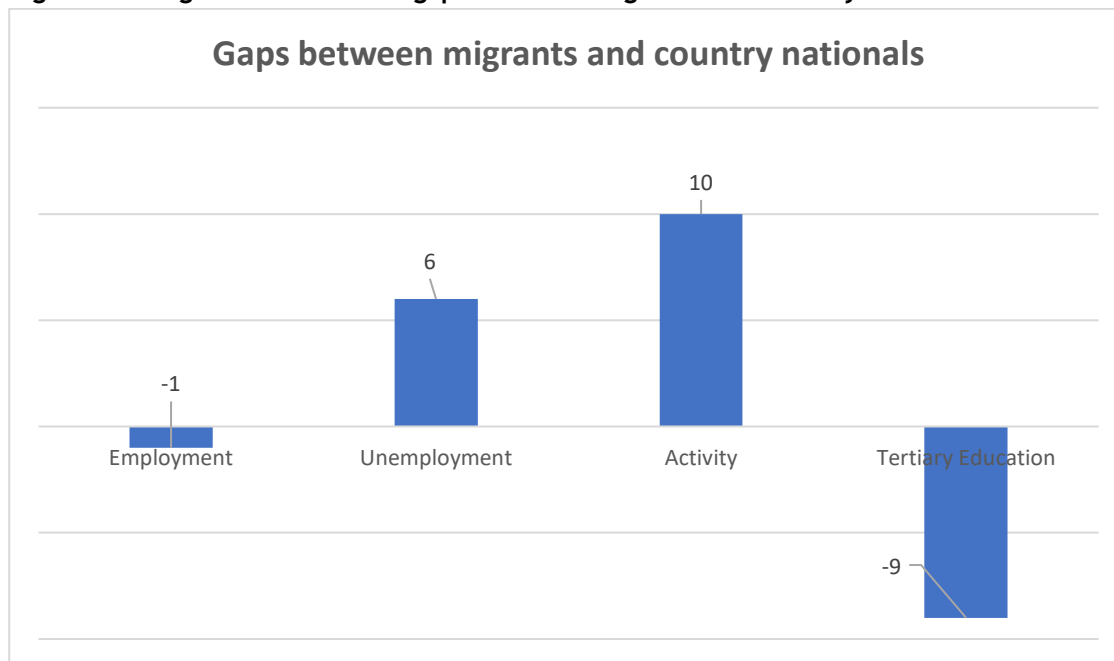
As can be seen, many findings go beyond national trends, but some national traits are supported too. The literature (Reyneri and Fullin, 2008 and 2011) shows that migrants in Northern European countries are more likely to be unemployed than country nationals, but this does not happen in Southern European countries. Our analysis only partially confirms these assumptions. This is confirmed for Austrian, Belgium, Italian and Swedish regions. By contrast, Spanish regions have gaps that are similar to Northern countries. Therefore, it seems that the regional characteristics matter as well and there is a certain degree of regional variation.

---

[8] https://data.oecd.org/eduatt/population-with-tertiary-education.htm

Italian regions are characterized by low high-education rates among migrants, mainly linked to the lower tertiary education rate of the entire population, and employment gaps in favour of migrants. Swedish regions have low education gaps but high labour market gaps. For TCNs in the Belgian regions it is somewhat different with very low (<55%) activity rates and similar (low) employment and unemployment rates.

Table 4. Migrant Integration outcomes

	15+ Active TCNs (%)	15+ Employed TCNs (%)	15+ Unemployed TCNs (%)	Tertiary educated TCNs (%)	Activity GAP	Employment GAP	Unemployment GAP	Tertiary education GAP
Azores								
Bavaria	65	62	3	23	0	-2	2	-6
Berlin	61	53	8	35	-2	-7	5	-2
Campania	69	57	11	8	28	25	3	-6
Catalonia	71	56	15	19	13	3	10	-21
Emilia-	69	60	9	26	13	11	2	-9
Flanders	52	46	7	27	-3	-9	5	-10
Friuli-VG	67	58	9	11	13	6	7	-11
Lisbon	76	68	9	21	19	15	5	-10
Mecklenburg	62	52		13	12	5		-6
Melilla	56	32	24		-5	-15	10	
Murcia	69	56	13	13	13	8	5	-18
Navarre	72	55	17	36	11	-4	15	14
Basque	71	49	22	22	17	0	18	-26
Apulia	63	49	13	7	22	14	7	-7
Skäne	58	43	15	37	-14	-25	11	-1
South Tyrol	67	59	8	10	7	1	6	-5
Tyrol	63	60		15	0	-1		-13
Trento	62	53	9	9	8	1	7	-12
Valencia	66	50	16	23	11	-2	13	-23
Västra	70	50	20	33	-5	-23	17	-3
Veneto	69	60	9	10	17	11	6	-9
Vienna	60	49	11	26	0	-6	6	-14
Vorarlberg	62	57			-2	-6		
Wallonia	37	28	10	23	-14	-21	6	-10

Note: For Skäne and Västra Götaland education data are based on the higher administrative level: Sydsverige (Skäne); Västsverige (Västra Götaland). GAP refer to the difference between TCNs and national population.

4 Competences of Regions on integration of migrants and beneficiaries of international protection: mapping of formal competences and access to funds in 25 Regions

4.1 Formal competences

REGIN indicators point out that Regions have formal competences in relevant areas for the integration of migrants and refugees including labour, education, health, housing, language, culture, religion, and social security and assistance.

Not much variation is detected in terms of the number of areas that fall under regional competence, ranging from a minimum of 4 areas in Mecklenburg to a maximum of 8 areas in various Regions (e.g., Lisbon, Melilla, Catalonia, Basque Country, South Tyrol and Bavaria). Most of the Regions assessed (Navarre, Valencia, Apulia, Friuli-Venezia Giulia, Trento, Veneto, Tyrol, Vienna and Vorarlberg) have competence in 7 integration policy areas.
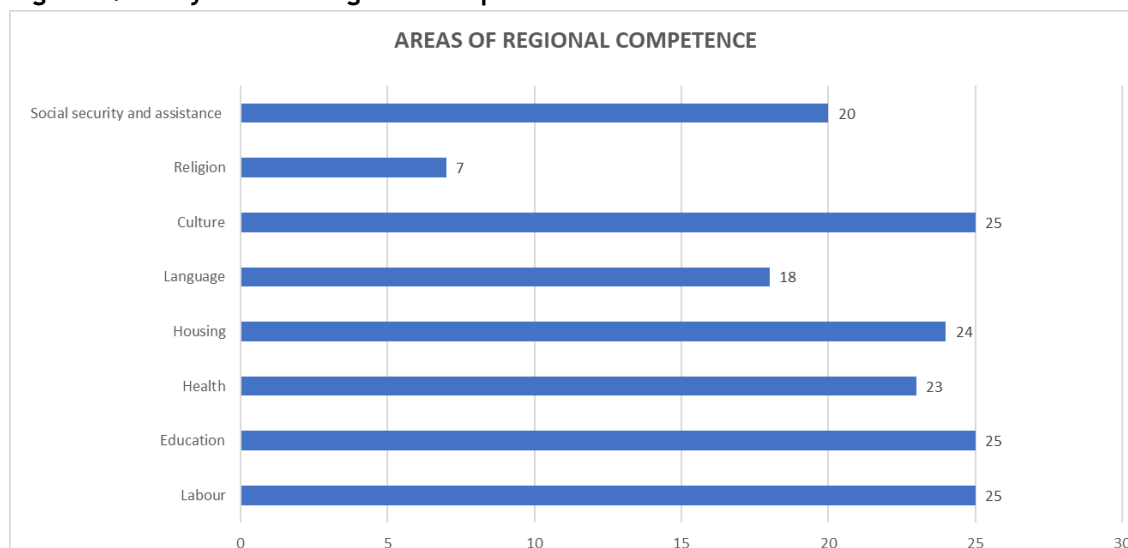
Figure 4. Number of regional competences
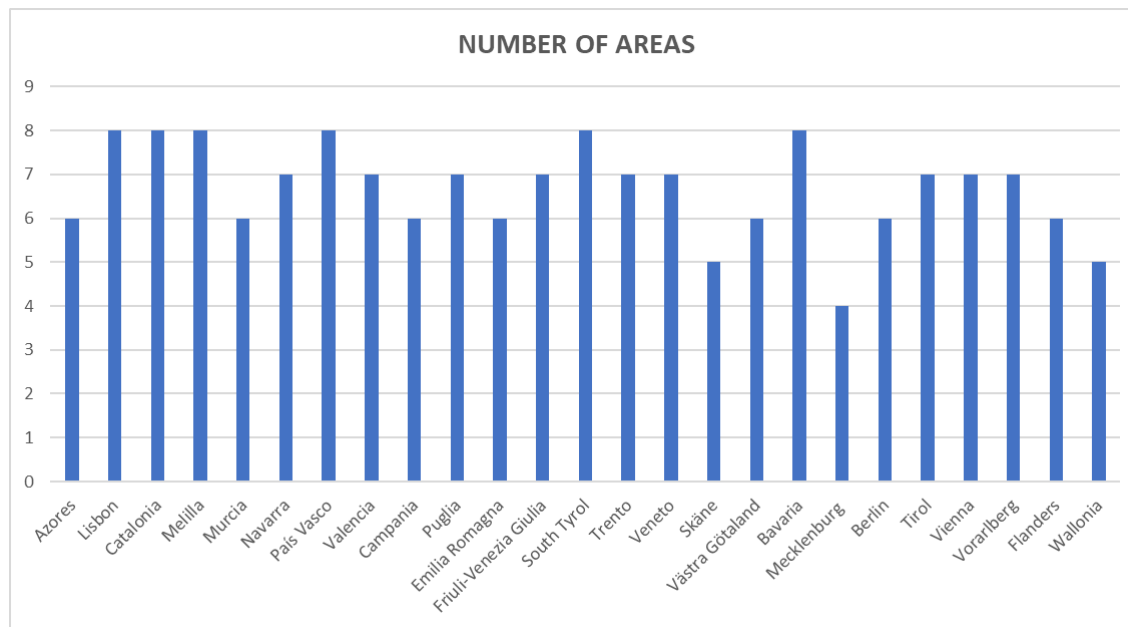
This mapping exercise shows that even if national governments have formal legal competence on immigration and asylum issues, regions are in practice responsible for the development and implementation of integration policies for migrants and refugees, especially in the areas of employment, education, culture, health, welfare, and housing. Both regions of first arrival and regions of destination are instrumental in newcomers' assistance and accommodation, in the provision of services and in social inclusion efforts, in line with or beyond their formal competence.

Some variations are instead found between the regions within the same state. To give an example, in Germany Bavaria has competence in all relevant integration areas, while Mecklenburg-Western Pomerania has formal competences limited to labour, education, language, and culture. On the other side, in Italy, regions cover a similar number of policy areas with the exception of South Tyrol that has competence in all the 8 dimensions. In Sweden and Belgium, the regions share similar competences, and they all lack formal powers concerning religious matters. However, in Västra Götaland and Skåne, the competences are more related to implementation rather than legislative decision-making (Strange and Zdravkovic, 2021).

In terms of the areas under regional competence, regions exercise a predominant role in socio-cultural and socio-economic integration. Education and culture are indeed the only two policy areas shared by all the regions included in this analysis. Housing and labour also represent crucial policy dimensions of integration which are widely present in all 25 regions. Health broadly falls under regional competence in 23 regions with the exclusion of Mecklenburg-Western Pomerania and Berlin. Most regions also cover language and social security, while only 7 regions, including Lisbon, Catalonia, Melilla, Basque Country, South Tyrol, Bavaria, and Berlin have competences in the area of religion, which stands out as the most 'absent' policy area at the regional level.

Figure 5. Policy areas of regional competence

AREAS OF REGIONAL COMPETENCE

| Policy area	Value
Social security and assistance	20
Religion	7
Culture	25
Language	18
Housing	24
Health	23
Education	25
Labour	25

The vast majority of competences on integration are shared with the central government in almost all the regions, whereby they have to act in compliance with the fundamental principles established at the national level. Only Flanders and Wallonia retain exclusive competence in all the integration matters, where they can independently exercise their own legislative and executive powers. However, it is worth noting that a certain degree of exclusive competence is recognized in some policy fields in Catalonia, Azores, Melilla, Valencia, Friuli-Venezia Giulia, South Tyrol, Veneto, Västra Götaland, Tyrol, Bavaria, Mecklenburg-Western Pomerania, Berlin, and Vorarlberg. For instance, education falls under the exclusive power of the German Regions.

4.2 Access to funds

Regions not only have formal competences in key areas of integration, but they also manage financial resources to put in place integration policies. REGIN indicators show that almost all the regions dispose over their own budget and funding measures to invest in most of the policy areas. Only Skåne has no direct budget control in any of these areas. Most of the funds at the regional level are available for labour, education, health, housing, culture, and social assistance. Lisbon, Catalonia, Melilla, Navarre, Basque Country, Apulia,

Friuli-Venezia Giulia , South Tyrol, and Bavaria are the few regions that have a comprehensive budget in all the integration dimensions. On the other hand, regions rarely have their own funds allocated for matters related to language and religion.

Figure 6. Budgetary Capacity on Policy Areas
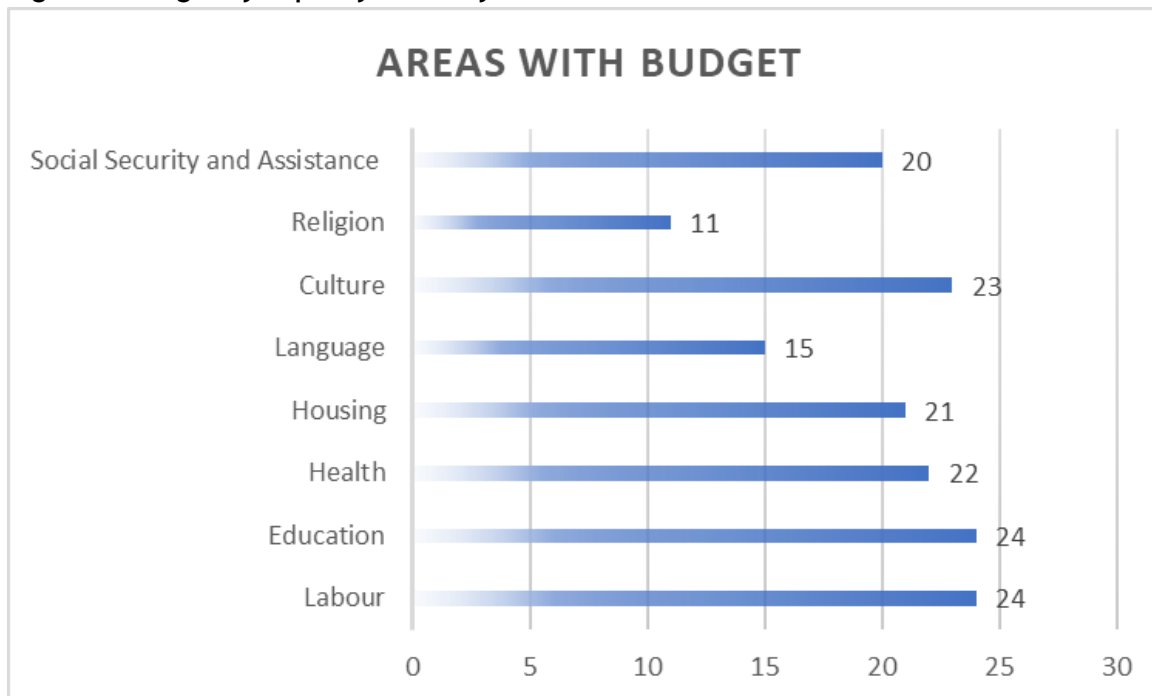
It is also important to highlight that the wide majority of Regions have EU funds at their own disposal to support migrant integration, with some exceptions – such as Lisbon and Friuli-Venezia Giulia - where EU funds can be accessed only in collaboration with the central government. Several regions participate in national AMIF calls or manage EU structural funds (ERDF) and ad hoc EU-funded projects. The European Integration Fund is also often used to design and implement a coordinated policy approach at the regional level.[9] In general, eligibility conditions set by the central government do not represent a significant barrier to access EU funds for the regions analyzed.

On the other side, the framework concerning the funds for the integration of beneficiaries of international protection is slightly different and less favourable than the one for migrants. Most regions still have EU funds at their own disposal to support BIPs' integration. However, some exceptions are observed. in Lisbon and Friuli-Venezia Giulia, EU funds can only be accessed in collaboration with the central government. Different types of barriers are observed in the Spanish regions, where access to EU funds in the field of asylum and refugee is restricted by the institutional framework set by the central government, limiting regions' capacity to achieve integration policy goals for BIPs.

---

[9] Eurofound, Challenges of policy coordination for third-country nationals, 2015 available at
https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef1558en.pdf

4.3 Conclusive remarks: regions as crucial actors of the multi-level governance on integration

In recent years, Member States are increasingly engaging with local-level stakeholders and governments in the design and implementation of policies on migration and integration (Eurofound, 2015). Academic research also shows that regional political authorities are actively using their competences to inform the integration process of migrants (Manatschal et al., 2020). In Germany, all levels of government are actively involved in integration matters and Italy broadly relies on the regional level for pursuing integration objectives. To give an example, Italian regions adopt measures concerning the social integration of immigrants within the general framework of immigration policies outlined by national legislation. The Ministry of Labour and Social Policies signed 17 Programme Agreements with the regions to define a system of interventions and integrated planning on migration policies in the 2014-2020 period. In Spain, competences in migrants' integration are divided between the central government and the autonomous communities which are in practice the key actors responsible for policy implementation. In Belgium, the two major Regions take central responsibility in this field, while in Sweden regions play a crucial role in integration policies, but their competences are mainly linked to the implementation phase. Portuguese and Austrian regions enjoy both exclusive and shared competences in key sectors of integration.

Despite the crucial role performed in key areas of migrant and refugee integration, regions are still rarely considered in the EU decision-making process. For example, regions are never mentioned in the EU Agenda on migration, and they are not involved in the relocation system of refugees defined by the EU. However, regional authorities not only enact legislation, but can also adopt policy actions and strategic plans to set up facilities, implement reception measures, and provide services that are essential to the integration of migrants and the protection of their rights, especially in areas such as education, housing, social support, legal assistance, employment, training, intercultural mediation, and language learning. Regional and local authorities can also promote better interaction between the receiving society and migrants and cooperation with different stakeholders (Wolffhardt et al., 2019). [10]

Regions are well positioned to tackle the challenges posed by migration and provide a balanced territorial development that considers the specific forms of support needed by migrants, such as access to health, social services and labour market. Studies show that migration is also an 'opportunity for regional development' to accelerate economic growth and repopulate rural areas (Polverari, 2019). An active role of regions in integration

---

[10] Wolffhardt A., Conte C. and Huddleston T., The European benchmark for refugee integration: a comparative analysis of the national integration evaluation mechanism in 14 EU countries, 2019, available at: https://www.migpolgroup.com/wp-content/uploads/2019/06/The-European-benchmark-for-refugee-integration.pdf

policies may benefit the overall 'multilevel dynamic of integration policy-making' in the Member States (Manatschal et al., 2020). Regions have demonstrated that they have the capacity to inform the decision-making process at the national level and even step in when the central government fails to act in key integration areas (Manatschal et al., 2020).

5 Regional governance of integration in a comparative perspective

The governance of integration varies considerably across the regions analyzed: significant differences are observed in all the dimensions analyzed (at the level of system, process, and areas of integration covered). A few regions (e.g., Vienna, Basque Country) show highly developed, solid, and well-structured models of integration that provide migrants with measures, tools, and resources for a positive and fruitful process of integration in all its key domains. Yet, in the majority of the cases analyzed, integration governance has a great deal of room for improvement. In these cases, migrants lack opportunities and means in several key-areas of integration and face a more difficult process of integration. The analysis has identified three groups of regions (section 5.4) at different stages of development: 12 regions with well-established governance models; 4 regions with governance models half-way developed; and 9 regions with governance models still underdeveloped and characterized by critical gaps. The "quality" of governance also varies according to contextual characteristics (section 5.5): urban, high-competitive and diverse regions present more advanced governance models, better adjusted to the needs of the TCNs and BIPs living in their territories, than rural, low-competitive and non-diverse regions.

The development of the governance system and of each of its elements varies considerably between regions (section 5.1). In general, regions perform better in the area of 'actors and relations' (62/100) than 'resources' (62/100) and, even more so, 'actions' (46/100). The regional system usually counts on a multilevel and articulated set of actors involved in migrant integration, directed by a specific unit or department of the regional administration. This network of actors and relations is particularly strong within the regional administrative boundaries, but it gets weaker and more erratic as we move towards other layers of governance. The limited involvement of the private sector, NGOs, and associations (especially those led by migrants) and the scarce inter-regional collaboration harm the effectiveness of integration measures and reduce the scope of governance actions. The governance system mainly hinges upon regional funds (both in terms of TCN and BIP integration) and, on this basis, regions develop their actions and support those of external actors (NGOs as well as, to a lesser extent, local administrations), predominantly through funding schemes. Yet, other important resources

(in-kind and immaterial) are often overlooked. The broadening and diversification of resources - both in terms of the regions nurturing their governance systems and externalizing integration actions – appear to be indispensable conditions for the improvement of regional governance. Significant margins of improvements are observed also in terms of actions. Despite most of the regions having a rather developed and well-structured integration strategy (marked by a relatively inclusive intercultural approach), crucial gaps are detected in various areas of integration, including crucial domains such as language, labour market, and housing, where migrants lack policies and means that facilitate their access to rights and opportunities. In general, the area in which actions are more advanced in ensuring formal and substantial equality between foreigners and national population is that of health (section 5.3).

These remarks are reflected at the level of governance process (section 5.2) and in each of its phases (formulation, policy-outputs, implementation, and evaluation). The phase of formulation is half-way developed (55/100) as it tends to involve different actors (and rely on empirical data), but these are mainly part of the regional administration. External actors from other administrative levels, the private sector, and the civil society are involved only occasionally. Particularly worrying is the scarce participation of migrant associations, which tells us that governance of integration tends to be conceived without the inclusion or consultation of the population that it targets. The phase of policy-output, which refers to the normative and institutional framework that formally regulates integration in the region, also presents considerable margins of improvement (48/100); especially concerning measures tailored to the needs of the TCNs. 'Implementation' represents the phase of the governance process with the higher degree of development (60/100). Its strengths point to the scope of resources that regions invest in the field of integration, to the range of actors involved (especially as regard TCNs), as well as to the presence of a dedicated regional unit in charge of this stage. By contrast, 'evaluation' is the phase with the lowest degree of development, representing the weak point of the governance process in most of the regions analyzed (44/100). The main gap in this regard is the lack of systematic mechanisms to control and monitor integration policies, which hinders regional governments' knowledge on the effectiveness of their policies. The lack of control and monitoring also affects other aspects of the governance model - such as the utilization of services by migrants (systematically monitored by only 3 regions) or the spread of discrimination in the territory (systematically monitored by only 7 regions) – and points to a crucial underlying problem of the regional model of integration: the lack of a stable and solid evidence-based approach to migrant integration.

Regional integration models appear to be generally less developed and prepared for BIP integration than for TCNs (section 5.4). Regions with the most advanced governance models of integration are also those with the most developed integration measures for BIPs. The main gaps in this regards concern: the lack of reception and integration strategies adjusted to the needs of this group (i) and the scarcity of ad-hoc resources,

both in terms of scope and variety, compared to those dedicated to the broad field of integration (ii). With regard to BIP integration, even more variation is observed across cases. This seems to relate on the one hand to differences in the general regional integration model and, on the other, to regions' experience with asylum seekers and refugees.

5.1 Constitutive elements of the governance system

Figure 7. Key elements of the governance system
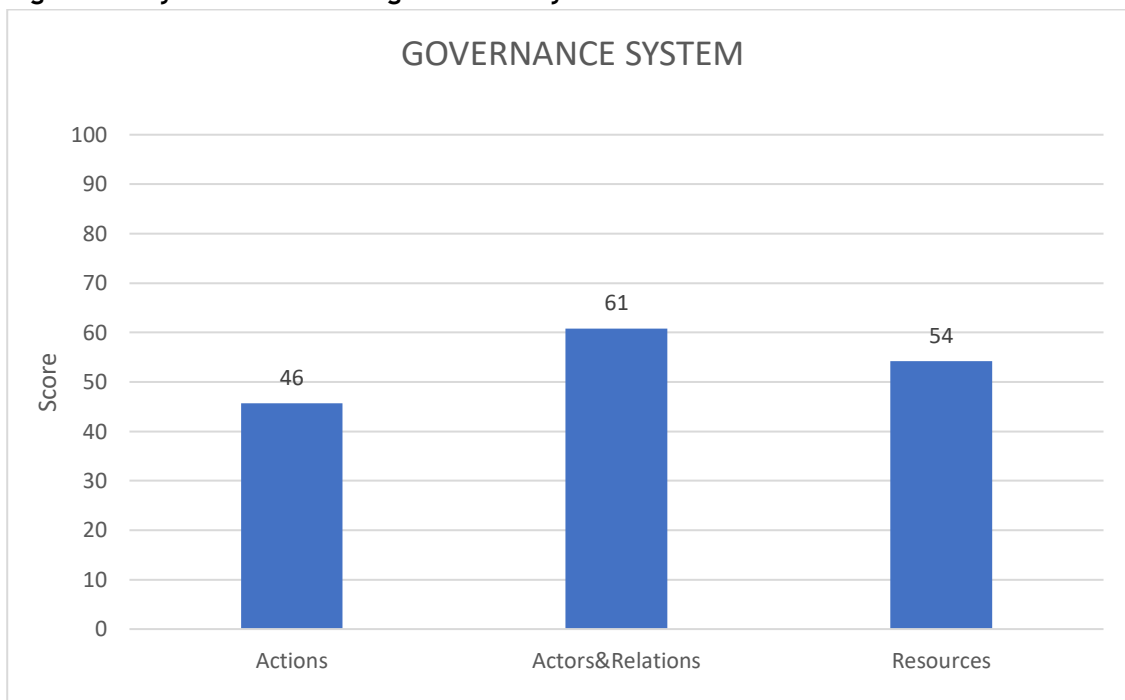
Actions (46/100) refers to the set of policies, measures, and programmes formally issued and put into practice in the field of integration and represents the element of the governance system with more margins of improvement. More than half of the regions (14 out of 25) count on a fully developed strategy targeting migrant integration, namely comprising of specific goals, targeted measures, a coordination structure, and a dedicated budget. In many cases, such strategies also cover asylum seekers and BIPs as a distinct target population (11 out of 25). In the rest of the cases, BIPs are usually addressed with measures and tools targeting the whole TCN population. It is worth noticing that 7 regions still lack all the components of integration strategies (goals, actions, budget, coordination structure). In these cases, migrant integration is addressed via sectorial policies directed to the whole population. Whether via targeted or sectorial approach, regions' actions cover most of the key areas of integration, with special attention paid to the areas of labour, education, and housing (covered in 19 out of 25 cases). In this regard, it is worth remembering that variation in regions' actions over the spectrum of integration areas is constrained by formally recognized competences in national laws.

Among the key strengths, the intercultural character of services provided to TCN and BIP populations (80/100) stands out. In the great majority of the cases analyzed (17 out of 25), the intercultural approach tends to be put into practice systematically through different actions, including: the provision of services tailored to the needs of migrant target groups (e.g., advice for new arrivals, for migrant entrepreneurs, etc.), measures to lower thresholds for accessing services (easy-to-read texts, translations, user advisory groups to improve service delivery etc.), and targeted information about services for migrant groups (community outreach, translated information material, etc.). 18 regions rely on interpretation services available to the foreign population and 12 of them also rely on interculturally competent front offices.

Critical problems are observed in the area of staff training. Only 8 regions actively promote integration-related competences of its officials and staff in the administration and in its public services, and even less (6 out of 25) can count on similar actions for competences related to BIPs. The rest of the regions either rely on occasional and ad-hoc courses and training actions (12 out of 25) or completely lack any form of training (4 out of 25). The kind and quality of training provided is inadequate and limited (25/100). Whether systematic of occasional, the training provided to regional officials and staff mainly consists of intercultural trainings and/or language courses (15 out of 25), whereas other important actions are still lacking in the majority of cases. Vienna, for instance, is the only case in which, on the one hand, the staff recruitment process is carried out considering migrant background, language, and intercultural skills of the candidates (as it occurs in Lisbon, Berlin, and Vorarlberg) and, on the other, intercultural competences are required as an asset for senior positions. Significant margins for improvement are observed also in terms of migrant institutional representation, especially in key institutions and organizations external to the regional administrations as trade unions, school boards, work councils and the media (0/100). Azores is the only region analyzed that holds specific actions in this regard. Crucial gaps are detected in different areas of integration, including crucial domains such as language, labour market and housing, where migrants lack policies and means that facilitate their access to rights and opportunities (see section 5.3).

Actors and relations (62/100) represent the most developed element of the regional governance system. The set of actors involved in the regional governance of integration takes the shape of a multi-level framework made of different stakeholders placed at different layers of governance, both inside and outside the regional administrative structure. The integration strategy and policies are usually the responsibility of a dedicated unit or department within the regional administration, which represents the core actor for both governance formulation and implementation. Its action is backed and complemented by other actors especially within the regional administration, where bodies and departments (e.g., council members/representatives) tend to be involved in the early stage of the decision-making process (13 out of 25). Other strengths of the network of actors involved in the governance system refer to the existence of specific bodies

dedicated to different aspects of migrant integration. 22 regions, for instance, count on a unit specifically dedicated to TCN integration in the region's administrative structure. In 19 cases, this is a permanent body/unit with its own multiannual planning and budget. 14 regions have also a similar entity specifically dedicated to BIP integration, and 12 regions also have a specific unit that deals with inter-religious relations.

This said, the further we move away from institutional boundaries of the regional administration, and toward other layers of governance, the ties with stakeholders gradually become weaker and more sporadic. National administrative units, migrant-led associations, as well as employer and employee organizations tend to be less involved, reducing the effectiveness of integration measures and the scope of governance actions. Inter-regional cooperation represents another area with significant room for improvement (38/100). Regions tend to work with other regions only on an ad-hoc basis and particularly within the national territory with the aim of establishing alliances to foster migrant integration (9 out of 25 do it systematically). It's also very rare to observe such alliances at the European level, among regions of different countries (only 3 regions do it systematically).

Finally, it is worth remembering the important role played by the regions in national integration policies. In fact, despite variation of tasks and ties established with the central government, all regions analyzed are involved in national integration policies for TCNs, especially in their implementation: the majority of regions systematically take part in it in matters decided at the national level in terms of the integration of TCNs (16 out of 25) and BIPs (18 out of 25).

The last element of the governance system refers to the set of *resources* dedicated to migrant and refugee integration, in which significant room for improvement is observed (54/100). For most of the regions, the main source of the budget dedicated to the implementation of the integration strategy and policies are represented by regional funds, both in terms of TCN integration (18 out of 25 regions) and BIP integration (17 out of 25 regions). This source is sometimes complemented by National and European funds (8 regions on average count on either sources). A critical point is the lack of support from the private sector: only Friuli-Venezia Giulia and Vorarlberg can count on the systematic support of private funds for their action in the field of integration.

Regarding the kinds and channels of resources, regions tend to focus on NGOs and associations (83/100), whose action in the field of migrant integration is supported in-cash (via mainstream of target funds), provided either systematically (17 regions) or occasionally (7 regions). 20 regions also provide in-kind immaterial support, such as by offering know-how and guidance for project development/implementation and 16 regions also provide in-kind material support (e.g., locations, commodity, goods, etc.), although these kinds of resources tend to have a more sporadic character. Resources provided to local authorities are more limited in terms of scope and type (50/100) and are especially

centred on the provision of monetary support via mainstream or targeted funds (12 regions provide this systematically, 9 of them occasionally). Apulia represents a positive example in this regard, being the only region regularly supporting municipal actors both via material (economic and in-kind) and immaterial means (thorough training and seminars).

The broadening and diversification of resources - both in terms of the regions nurturing their governance systems and those through which they externalize integration actions – appear to be indispensable conditions for the improvement of regional governance.

5.2   Key-phases of the governance process

Figure 8. Key phases of the governance process.
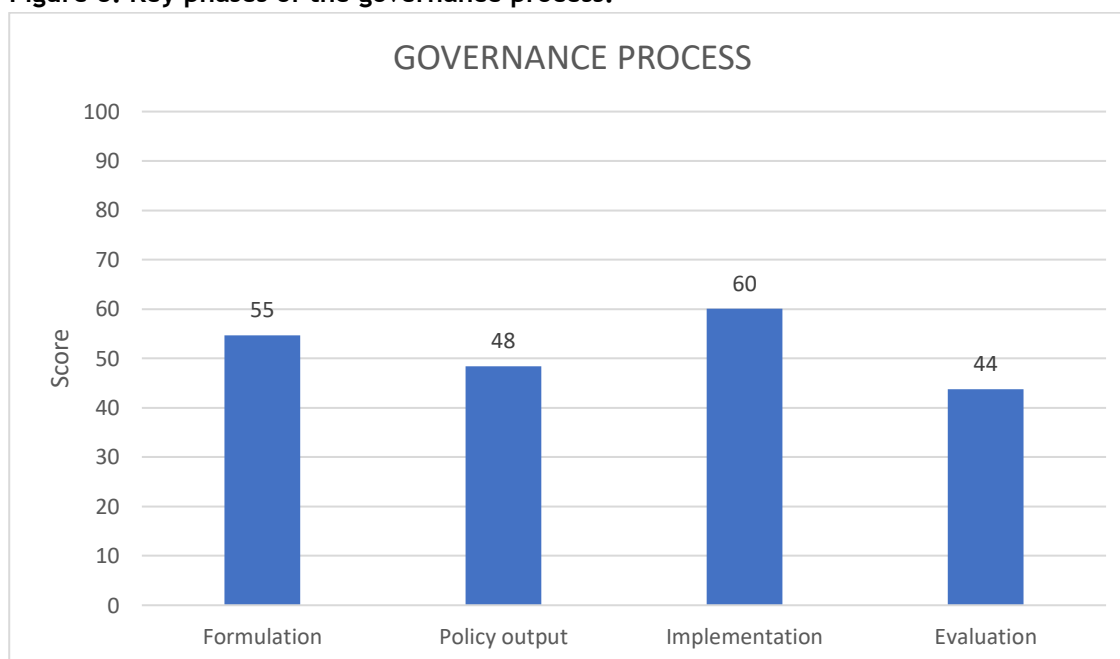
Formulation (55/100). The phase of formulation is half-way developed as it tends to involve different actors (and rely on empirical data), but these are mainly part of the regional administration. This early phase of the decision-making process, indeed, counts systematically on other units or departments of the regional administration (13 out of 25). However, it only sporadically includes other actors outside the regional institutional arena, such as competent actors at the local level (13 out of 25), non-migrant NGOs (16 out of 25), migrant organizations and associations (13 out of 25), as well as employer and employee organizations (15 out of 25). The phase of formulation is usually informed by quantitative and qualitative data collected on the integration of TCNs and BIPs. In regard to TCNs (75/100), only 2 regions completely lack evidence-based policy formulation, while 13 regions do it systematically and 10 do it on an ad-hoc basis. The quality and scope of data collection related to BIPs is reduced (50/100); only 8 regions, in fact, systematically collect statistical and qualitative information on this target-population to inform their decision-making process. The regions where the phase of governance formulation is more

developed are Lisbon (94/100), the Basque Country (81/100), Emilia-Romagna (84/100), Veneto (100/100), Tirol (81/100), Vienna (81/100), and Vorarlberg (100/100).

Weaknesses in the early stage of the decision-making process derive from the limitations discussed above regarding the network of actors and relationships of the governance system. More precisely, they derive from the fact that the phase of formulation tends to be deployed predominantly within the regional administration, with less involvement of actors from other administrative levels, the private sector, and the civil society. Among the latter, it is worth stressing the scarce participation of migrant associations: only 6 regions involved them systematically in the phase of formulation. In this sense, the regional governance of integration seems to be defined mostly without including or consulting the population that it targets.

Policy-output (48/100). This phase refers to the normative and institutional frameworks formally defined "on paper" that regulate integration. Given the overlap, to a large extent, between indicators of this phase of the process and those referring to the "actions" of the governance system, reference is made to the above section. In summary, despite having generally favourable regulatory frameworks for integration, the regions lack measures tailored to the needs of the TCNs, especially in the areas of language. Among the cases analyzed, Vienna (78/100) and the Basque Country (77/100) represent the regions with the most advanced normative and institutional frameworks.

Implementation (60/100). The phase of implementation shows a higher degree of development. This result can be interpreted in the light of what was observed above: on the one hand with respect to the resources that regions directly invest in the field of integration or place at disposal of civil society entities and local administrations; on the other hand, in relation to the array of actors involved in this phase of the governance process, especially in regard to the integration of TCNs (69/100). The implementation of the governance model is usually directed and supervised by a dedicated unit or department of the regional administration (21 out of 25), whose action is systematically complemented by other administrative units or departments (13 out of 25) and competent actors placed both at national (11 out of 25) and local levels (12 out of 25). Occasionally, this phase of the governance process relies on the contribution of external actors, such as non-migrant NGOs (12 out of 25), migrants' organizations and associations (13 out of 25), as well as employer and employee organizations (12 out of 25). Among those analyzed, the Basque Country (87/100) and Lisbon (77/100) represent the cases in which the phase of implementation proves to be more advanced, articulated, and able to reach TCNs and BIPs.

The *evaluation* phase refers to the monitoring and control that regions have for their integration actions and, more broadly, for their own governance model. In most of the cases analyzed, this phase represents the weakest point of the governance process

(44/100). A general shortage of mechanisms for systematic control and monitoring is observed: only 9 regions have it for actions targeting TCNs and only 6 regions have it for actions targeting BIPs (50/100). In other words, the regional governments tend to be unaware of the efficacy of their integration effort and the extent to which their governance model achieves the pre-established objectives (as well as about the factors of success or failure). The lack of control and monitoring affects other aspects of the governance model - such as the usage of service by migrants (systematically monitored by only 3 regions) or the spread of discrimination in the territory (systematically monitored by only 7 regions) – and points to a crucial underlying problem of the regional model of integration: the lack of a stable and solid evidence-based approach to migrant integration.

Emilia Romagna (88/100) and Tyrol (88/100) are the regions that hold the most advanced evaluation mechanisms, which also include specific tools to monitor the extent and the character of discrimination against migrants in the territory.

5.3 Policy Focus

Figure 9. Key areas of integration governance
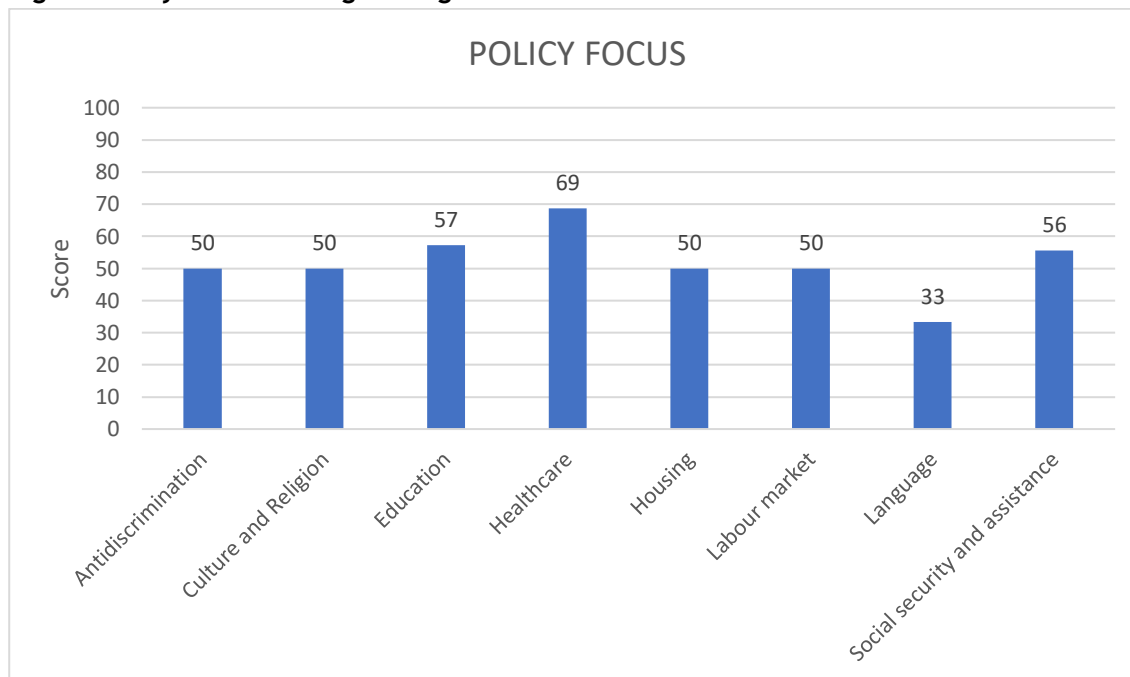
Healthcare (69/100). On average, this is the area in which actions are more advanced in ensuring formal and substantial equality between foreigners and native citizens. Migrants in regular situations are granted unconditional access to healthcare services on the same conditions as nationals in 16 regions. Whether steadily or on an ad-hoc basis, in most of the regions migrants can also make use of on free interpretation services available for patients with inadequate proficiency in the official language(s) (24 out of 25) and on

targeted information about their entitlements and use of health services (23 out of 25). In 14 regions, access and/or the services covered by the health care system are more restrictive for foreigners than for nationals. For instance, in the 3 German regions of Bavaria, Mecklenburg-Western Pomerania, and Berlin access to health care system is precluded for migrants with irregular status, who have to pay the full cost of medical expenses or need to be covered by an insurance policy. The Basque Country (100/100) and Emilia Romagna (100/100) present the most advanced governance models in the health area, fully in line with the international standards on migrant and refugee integration.

Education (57/100). Regions' actions in the area of education take the shape of two main measures. Firstly, the provision of guidance and assistance to address the educational situation of migrant groups (e.g., teaching assistance, homework support), which is carried out systematically in 15 regions and occasionally in 8 cases. Secondly, the provision of targeted-financial support to address the educational situation of migrant groups, which is implemented systematically in 12 cases and occasionally in 9 cases. Most of the regions (18 out 25) also ensure school places for all children of a compulsory schooling age, including those with irregular status. The main weakness in this area concerns the inadequacy of measures to bring migrants into the teacher workforce. Intercultural education is also lacking in serval contexts (10 out of 25): only 8 regions provide it as stand-alone school subject or as transversal topic in in school curriculum. Campania (93/100) and Veneto (86/100) are the regions with the most developed measures in this area.

Social Security and Assistance (56/100). Regions' integration efforts in the area of social security and assistance mainly consist of providing information and counselling, either by offering guidelines on how to access public services (provided by 23 regions, systematically or on an ad-hoc basis) or through social orientation courses targeting migrants (provided by 20 regions, systematically or on an ad-hoc basis). This said, policies favouring migrants' access to social services, complementary to the national system, are very rare at the regional level. Skäne (94/100) represents the most positive case in this regard: apart form ensuring systematic information and counselling, its government regularly undertakes supplementary measures to favour migrants' access to unemployment benefits, old age pension, invalidity benefits, maternity/paternity leave, family benefit and social assistance.

Antidiscrimination (50/100). Antidiscrimination represents an area characterized by notable variation across regions. 14 regions, for instance, count on a permanent service that advises and supports victims of discrimination on grounds of race, colour, language, religion, nationality or national/ethnic origin, directly provided or externalized to third parties; while 11 other regions completely lack such services. 13 regions have a charter/binding document proscribing all kinds of discrimination, while 10 other regions lack it. Antidiscrimination campaigns tend to be erratic or related to specific occasions

(13 out of 25); only in 5 regions they represent a structural and stable aspect of the governance model. Finally, among the weaknesses identified by the MIPEX-R analysis, it is worth stressing the scarcity of mechanisms to monitoring discrimination.

Culture & Religion (50/100). Regional action in the area of culture & religion is centred on the organization of events and activities aimed at encouraging people from different cultural backgrounds to interact and to foster migrant integration. These actions tend to be outsourced to actors from civil society. Such externalization is implemented systematically by 11 regions and occasionally by 13 regions. Only 5 regions develop their own events: Azores, Lisbon, Catalonia, Bavaria, and Berlin. 22 regions rely also on a body/unit specifically dedicated to TCN integration in the region's administrative structure. In 19 of them, this is a permanent body/unit with its own multiannual planning and budget.

Housing (50/100). Regional models of integration present significant gaps when it comes to ensure access to housing. The scope of measures and tools employed by the regions is varied and tend to be implemented only on an ad-hoc basis. The most common "policy" in this area is the provision of housing advice and counselling, which 9 regions offer systematically, and 5 regions provide occasionally. Forms of support are limited. Only 6 regions have in-kind targeted support to favour migrants' access to housing in their governance model; and even less provide systematic in-cash support (3 out of 25). Vienna (100/100) is the region in which migrants can enjoy better conditions to access housing. Its range of policies is broad, regularly implemented, and incudes targeted-housing counselling, financial and in-kind support specifically addressed to migrant groups, as well as specific measures to addresses the situations of territorial segregation.

Labour market (50/100). Regional policies for labour market integration focus on the provision of professional and vocational training courses (systematically given in 13 regions, occasionally in 5 regions) and on providing financial and logistical support to migrant entrepreneurs (systematically offered in 10 regions, occasionally in 4 regions). Despite this, important gaps are also observed in this area. In fact, most of the regions lack the following: programmes to encourage the hiring of TCNs; targeted actions to fight labour exploitation (systematically provided only in 3 regions); specific measures for migrant groups with special needs, such as youth, NEETs, or long-term unemployed (regularly provided only in 6 regions); and measures to increase participation in vocational training, such as scholarships, incentives, and mentoring (regularly provided only in 6 regions). Another crucial weakness concerns the scarce relationship between the regional administration and the private sector: only Lisbon and Tyrol can count on a stable partnership with social enterprises and the private sector to support new labour opportunities for migrants. Overall, the Tyrol's integration model represents the most advanced for labour integration (93/100).

Language (33/100). Language represents the area of integration with the least favourable policies and most significant gaps. Regions' efforts in this area are limited to the provision of language training in the national language (15 out of 25 regions provide it systematically). However, significant gaps are observed. Most of the regions (14 out of 25), for instance, do not teach migrant/minority languages: neither as part of the regular curriculum, nor as a mother tongue course for migrant children, or as language option available to everyone. In-cash and in-kind support for private and civil sector organizations providing (migrant/minority) language training is scarce and granted regularly only by 7 regions. The Spanish regions of Catalonia (100/100) and the Basque Country (100/100) are the most positive cases among those examined, having the most extensive and better implemented integration tools for language integration.

The findings reported in sections 5.1, 5.2 and 5.3 are reflected by composite-scores in the following table (Table 5).

Table 5. MIPEX-R composite-indicators for the 25 regions analyzed (31.03.2020).

|	Azores	Lisbon	Catalonia	Melilla	Murcia	Navarre	Basque Country	Valencia	Campania	Apulia	Emilia-Ragna	Friuli-Venezia Giulia	South Tyrol	Trento	Veneto	Skåne	Västra Götaland	Bavaria	Mecklenburg-Western Pomerania	Berlin	Tyrol	Vienna	Vorarlberg	Flanders	Wallonia
	(POR)	(POR)	(SPA)	(SPA)	(SPA)	(SPA)	(SPA)	(SPA)	(SPA)	(ITA)	(ITA)	(ITA)	(ITA)	(ITA)	(ITA)	(SWE)	(SWE)	(GER)	(GER)	(GER)	(AUS)	(AUS)	(AUS)	(BEL)	(BEL)
Governance	58	82	62	29	20	63	79	30	39	50	58	38	52	38	69	68	70	57	35	65	67	75	68	38	32
Actions	63	71	65	21	15	36	80	27	43	47	71	42	46	16	66	46	59	45	31	68	77	78	67	47	38
Actors&Relations	71	91	66	27	12	74	56	30	19	41	52	60	58	48	82	74	66	77	45	61	64	80	88	39	32
Resources	39	83	54	39	33	81	100	33	54	63	50	13	54	50	58	83	83	50	30	67	58	67	50	29	25
Governance	48	81	55	30	13	48	77	18	37	56	72	38	42	25	77	59	62	54	33	62	77	78	64	50	32
Formulation	58	94	41	25	3	55	81	13	50	56	84	42	42	22	100	64	64	50	55	64	84	81	100	48	33
Policy output	71	73	71	18	13	42	77	33	39	39	63	46	53	22	64	48	60	48	32	69	71	78	72	43	40
Implementation	33	87	59	26	17	71	88	22	36	65	53	25	54	52	65	81	81	60	47	72	66	83	67	28	26
Evaluation	31	69	50	50	19	25	63	6	25	63	88	38	19	6	81	44	44	56	0	44	88	69	19	81	31
Policy focus	58	75	66	31	16	34	77	38	50	28	54	44	37	25	51	63	54	46	25	46	59	77	56	44	43
Antidiscrimination	88	13	25	0	0	63	100	38	75	38	63	38	38	0	88	13	25	50	0	100	88	63	63	75	38
Culture and Religion	100	100	100	63	25	75	100	63	25	25	25	63	13	13	13	63	13	88	13	50	0	88	75	38	38
Education	71	43	71	29	14	36	71	71	93	14	64	50	71	21	86	50	64	36	36	36	64	64	71	64	71
Healthcare	75	81	88	63	63	50	100	75	63	63	100	63	69	50	88	88	88	25	25	25	69	50	75	63	63
Housing	38	75	0	0	0	0	50	13	38	13	50	75	0	25	13	63	63	0	0	63	50	100	13	13	0
Labour market	57	79	14	50	0	8	86	0	50	21	57	14	7	0	57	57	57	0	0	7	93	71	50	50	50
Language	17	92	100	8	8	50	100	17	33	25	33	17	50	25	33	25	25	42	42	67	58	83	42	25	25
Social security and assistance	50	56	89	8	0	22	33	28	47	36	50	28	50	44	67	94	69	67	61	72	78	81	67	56	56
TOTAL	64	76	64	23	14	47	77	28	39	47	65	44	49	25	69	55	64	52	34	67	73	78	70	44	36

5.4 The reception and integration of asylum seekers and beneficiaries of international protection

The analysis has pointed out that regions' integration policies and governance systems often follow broad approaches addressing the whole population of foreign residents without differentiating between TCNs and BIPs in terms of the benefits and services provided. Simply put, this is to say that the results gathered about the governance model for migrant integration - described so far in the section - to a large extent apply to both TCNs and BIPs.

This suggests the way in which MIPEX-R scores related to BIPs should be interpreted: not as a comprehensive evaluation of the governance of integration for BIPs, but rather as a specific assessment of the degree of adjustment of the governance model to such target-group (notwithstanding the basis provided by the general migrant integration model).[11] It is in this sense that the present sub-section tries to sketch the characteristic traits of the regional governance of integration for BIPs. While doing so, it places the focus on those aspects in which more deviation from the general integration model is observed.

Figure 10. Regional governance of integration for BIPs.

---
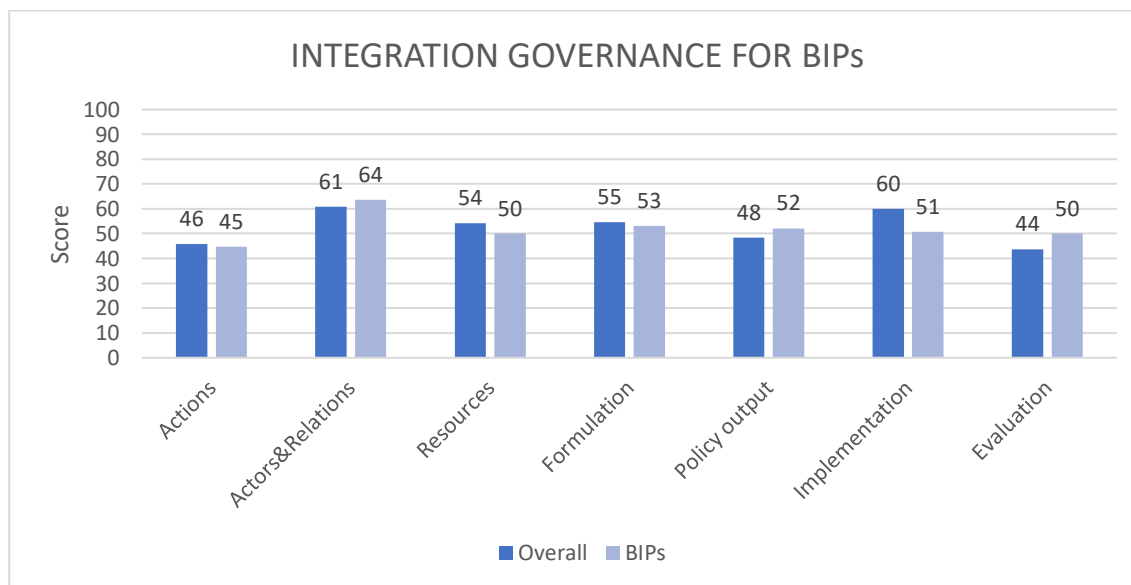
[11] On the one hand, this tells us that a comparison between regional governance models for TCNs and BIPs as distinct empirical entities is precluded. The possibility of comparing regional governance models for TCNs and BIPs is also limited by the different normative and institutional frameworks that regulate the integration of TCNs and BIPs, respectively, at national level in many of the cases analyzed. In Spain, for instance, regions are granted full competences and a key-role in migrant integration but, at the same time, they are excluded from the national reception system for BIPs.

Regarding BIP integration, regions mainly reflect characteristics observed for the overall migrant integration models (see Figure X). The governance model, to a large extent, hinges upon the same multi-level network of **actors and relations** (64/100) both inside and (even if to a lesser extent) outside the regional administrative structure, usually under the responsibility and guidance of a specific administrative unit dedicated to the reception and integration of asylum seekers and beneficiaries of integrational protection (14 out of 25 regions count on permanent unit with its own multiannual planning and budget).

Integration **actions** for BIPs (45/100) tend to be formulated and implemented relying on the actors of the regional administration, with less involvement of actors from other administrative levels and the civil society. As observed for the overall governance model, some of the weak points concern the lack of specific training about BIPs for the administrative staff (only 6 regions provide it systematically) and the lack of support from the private sector, both for-profit and non-profit, which seems to remain considerably excluded from governance implementation. One of the key differences from the general models concerns the relative underdevelopment of the integration strategy. While in most of the regions analyzed, the general integration model hinges upon a fully developed strategy of integration, when it comes to BIPs integration, only 10 regions can rely upon well-established strategies (25/100). Where present, strategies for BIP integration often lack clear goals, targeted actions, a coordinating structure, and/or a specific budget. Moreover, they usually have a narrower focus than that of the integration model: strategies for BIPs cover 4 (of 8) areas of integration, while the overall integration models usually embrace 6 of them (at least in 13 regions). The most significant gaps are observed in areas of the labour market, education, and housing.

Another important difference concerns the use of **resources** (50/100) made available to external actors. The support that regions provide for NGOs and associations carrying out projects in the field of BIP integration is in fact rather limited in terms of scope and variety. 12 regions provide systematic in-cash support, 8 regions give immaterial support (e.g., training, seminars, know-how for project development) and only 4 give them regular in-kind material resources. Those available for local actors are even more limited: 8 regions provide them systematic in-cash support and only 3 give them regular immaterial and in-kind material support.

At the level of the **governance process**, regions' efforts concerning BIPs again reflect the general trends observed in the general integration model. In this regard, the main difference is observed in the phase of implementation (60 vs. 51/100). This gap is linked, on the one hand, to the lack of measures and programmes specifically directed towards BIPs (45/100) and, on the other hand, to the aforementioned scarcity of resources that regions tend to make available to local actors and NGOs.

Significant variation is observed across the cases analyzed, whose scores related to BIP integration go from the most developed - Vienna (93/100) and Lisbon (90/100) - to the least developed - Murcia (5/100) and Valencia (9/100). In general, regions with the most advanced governance models of integration are also those with the most developed integration measures for BIPs. Considering the evolution of immigration in the regions analyzed – characterized by the long-term settlement of economic and family-related TCNs and then, only recently, by that of BIPs –, this seems to suggest that greater experience in managing migrant integration turns into more advanced governance for BIPs. At the same time, it points to the importance of the time-factor and regions' actual experience in the field of BIP integration. In several cases, in fact, BIP integration has come to the fore of the political agenda, for the first time, only after the so-called refugee crisis of 2015. It is reasonable to assume then the lack of time and scarce experience in this field, have influenced the development of new policies as well as the capacity to adapt their governance models to the new integration challenges.

5.5 Grouping regions according to their governance degree of development

So far, we have described the quality and degree of development of the regional governance of integration in general terms and we have tried to identify the main trends across the 25 regions analyzed. Still, as already stated, significant variation is observed across cases: the "quality" of the integration governance varies significantly between regions and notable differences are detected in the degree of development of the elements of the governance model, in the stages of its process as well as in relation to the various areas of integration that it covers. If we examine composite-scores of these three dimensions (and related sub-dimensions) together, it is possible to identify three groups of regions, each of which has a similar stage of governance development.

The first group – group A – includes 12 regions: Azores (64/100), Lisbon (76/100), Catalonia (64/100), the Basque Country (77/100), Emilia-Romagna (65/100), Veneto (69/100), Skäne (55/100), Västra Götaland (64/100), Berlin (67/100), Tirol (73/100), Vienna (78/100) and Vorarlberg (78/100). These regions have governance models of integration well-established in terms of systems (67/100) and processes (66/100) and equipped with targeted and slightly favourable measures for migrants in most of the areas of integration (62/100). Health policies are the most advanced (83/100): in this area, regions follow a comprehensive approach to integration that guarantees formal and substantive equality to migrants. The weak point is detected in the area of housing (53/100), characterized by significant gaps, where migrants lack measures and support that facilitate their access to housing, harming their overall process of integration.

The second group – group B – includes 4 regions: Navarre (47/100), Apulia (47/100), South Tyrol (49/100), and Bavaria (52/100). On the whole, these regions have governance models of integration half-way developed (52/100). These regions prove to be more

advanced in terms of systems (57/100), than in terms of processes (50/100) and shows notable gaps in several areas of integration (36/100). The strong point of these regions is the network of actors and relations upon which the governance system hinges (66/100). Regions in this group count on a well-developed multi-level governance model that regularly involves stakeholders inside and outside the regional administrative area, which proves to be particularly effective in the stage of implementation (63/100). The main weaknesses are observed in the stage of evaluation (41/100), due to the absence of systematic mechanisms for controlling and monitoring, and in the areas of housing (6/100) and the labour market (8/100) for the lack of minimum measures and programmes that favour migrant integration.

The last group – group C – includes 9 regions: Melilla (23/100), Murcia (14/100), Valencia (28/100), Campania (39/100), Friuli-Venezia Giulia (39/100), Trento (25/100), Mecklenburg-Western Pomerania (34/100), Flanders (44/100) and Wallonia (36/100). These regions have governance models of integration significantly under-developed in terms of systems (36/100) and processes (33/100) and also show remarkable gaps in most of the areas of integration (36/100). Relevant flaws characterize all the elements of the governance systems as well as the stages of the governance process, both of which would benefit from structural improvements. The most critical problems are detected in the area of housing (3/100). With the exception of Friuli-Venezia Giulia, when it comes to access to housing, migrants living in these regions lack basic means and actions to ensure basic access to housing for the foreign population living in their territory.

Figure 11. Main groups of regions. Key elements of the governance system
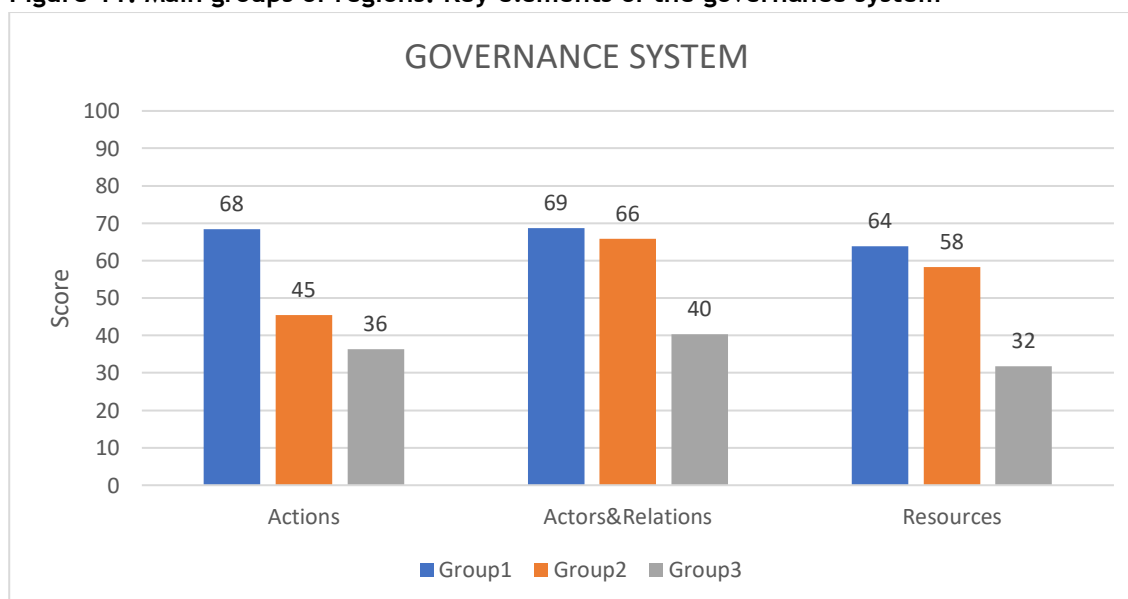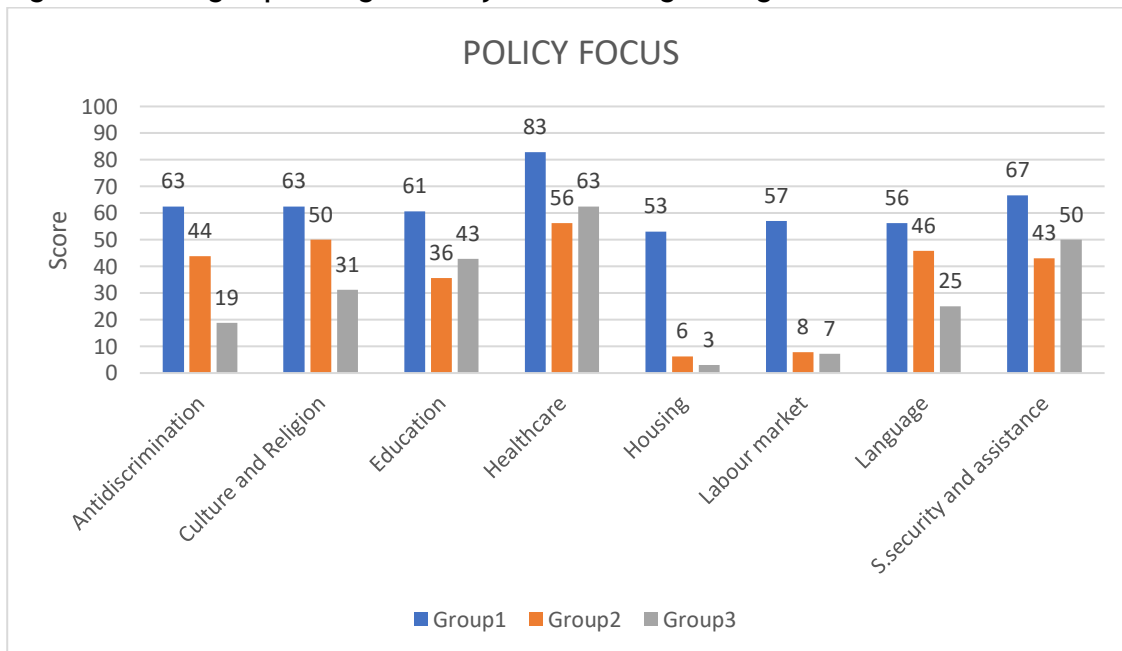
Figure 12. Main groups of regions – Kay phases of the governance process
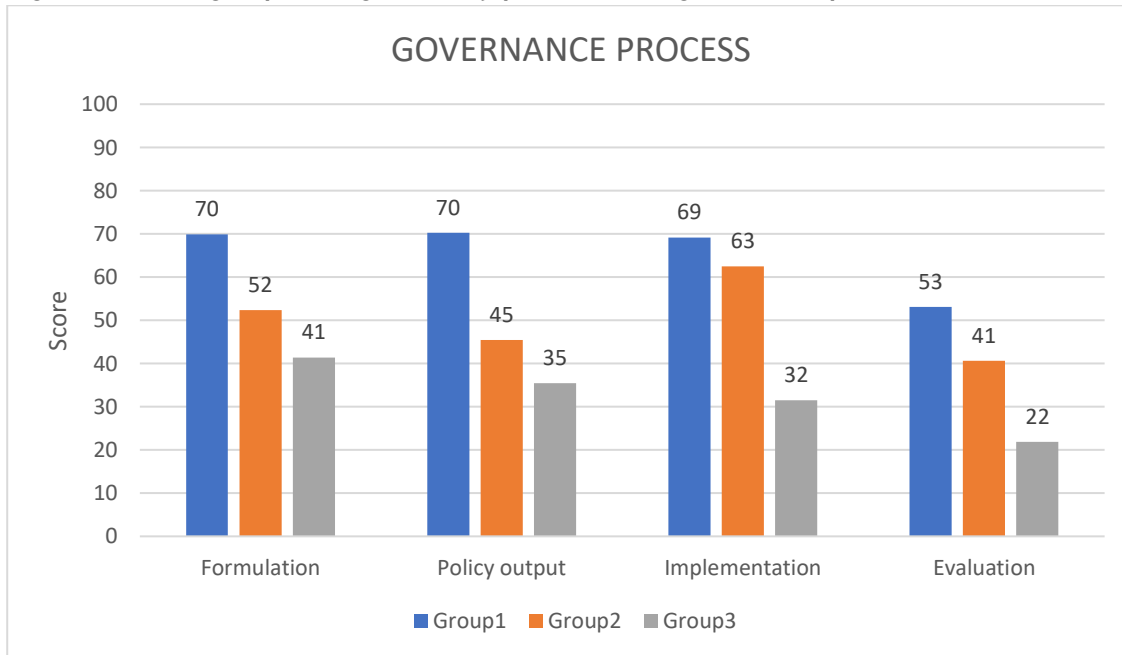
**Figure 13. Main groups of regions – Key areas of integration governance**

5.6   Regional characteristics and integration governance

In the third section, following the Urban Agenda (De Coninck et al., 2022) we have organized regions in two groups according to some of their contextual characteristics: Group 1, made of 19 mostly urban, high-competitive, and diverse regions; Group 2, made of 6 mostly rural, low-competitive, and non-diverse regions. At this stage, it is interesting to assess how these groups perform in terms of governance. By matching the groups of

regions with MIPEX-R scores, in fact, it is possible to explore similarities and differences between the way in which the two groups of regions deal with the integration of migrants and refugees. The following chart compiles the main composite-scores of the two groups of regions.[12]

The two groups present substantial differences across all the dimensions of the governance captured by MIPEX-R indicators, with group 1 scoring higher than group 2 in all composite-indicators related to system (60 vs. 38/100), process (57 vs. 41/100) and areas of integration (58 vs. 35/100). In other words, urban-wealthy and diverse regions tend to have governance models that are more advanced, articulated, and better adjusted to the integration needs of the TCNs and BIPs living in their territories, than those of the second group of regions.

Figure 14. Groups of regions according to their overall characteristics – Key elements of the governance system
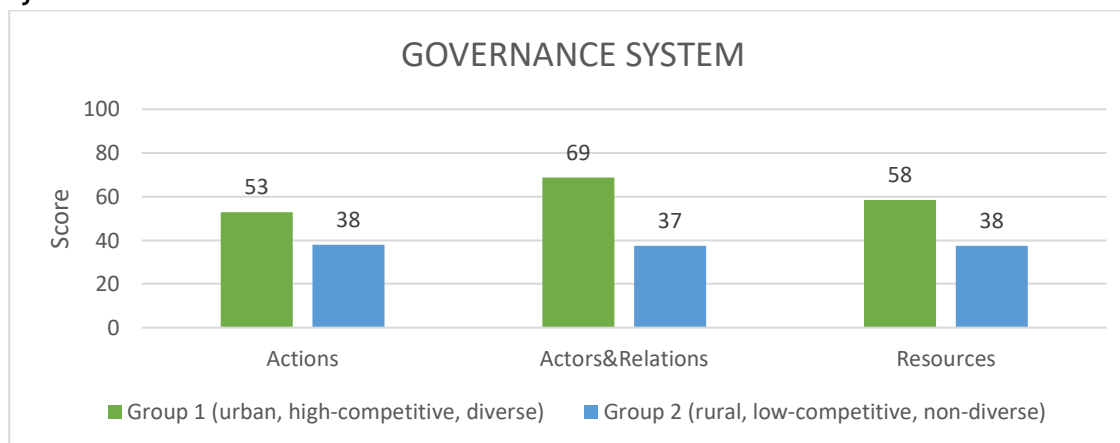
With regard to the governance system, group 1 performs better than group 2 in all the constitutive elements. Despite similar scopes in terms of competencies recognized and areas of integration covered, urban regions have more sophisticated and variegated integration actions than rural regions (53 vs. 38/100). One of the key differences between the two groups concerns the integration strategy. While urban regions rely upon a full developed strategy that includes goals, a coordination structure, and a dedicated budget, in rural regions the integration strategy is only sketched and often lacks important elements such as a dedicated budget or a stable coordination structure. The model of urban-diverse regions is also characterized by interculturally adapted services (80 vs. 40/100), which is only sporadically ensured in rural regions. The wider gap of the governance system concerns actors and relations (69 vs. 37/100). The governance of integration in urban regions can count on a well-established network of actors placed at different layers of governance, both inside and outside the regional administrative structure, particularly involved in the stage of implementation. By contrast, in rural

---

[12] For the sake of simplicity, we would refer to these groups as "urban regions" and "rural regions".

regions the variety of actors involved in the field of integration is more limited, tends to be circumscribed to the regional administration, and external actors are only sporadically involved. A similar gap is observed for the resources dedicated (58 vs. 38/100). Urban regions provide more variety of support (in-cash, in-kind and immaterial), and on a more regular basis, to local actors, NGOs, and civil society organizations, whereas rural regions basically concentrate their efforts in monetary terms (in-cash).

Figure 15. Groups of regions according to their overall characteristics – Key phases of the governance process
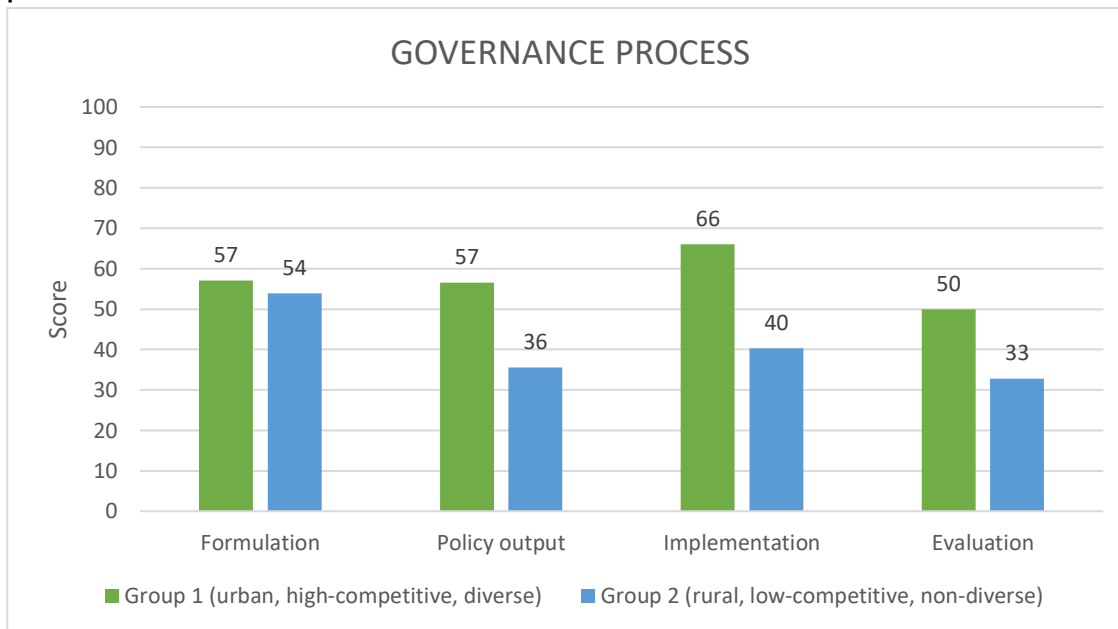
These differences are mirrored in terms of processes. The limits of rural regions' network of actors turn into serious limitations when it comes to putting integration measures into practice. It is no by chance that the main gap between the two groups of regions is observed in the phase of implementation (65 vs. 30/100). This gap is also due to the scarcity of resources dedicated to local administrations and NGOs just mentioned. The two groups of regions differ significantly also in the phases of policy-output (57 vs. 36/100) and evaluation (50 vs. 33/100). The first gap mainly relates to differences in the different degree of development of integration strategies among the two groups: urban regions tend to have more advanced and complete integration strategies than rural regions. The gap in the evaluation phase, instead, points to differences in the monitoring of policies (particularly those for BIPs; 50 vs. 13/100) and of migrants' use of services (50 vs. 38/100). These aspects are half-way developed in urban regions and significantly underdeveloped in rural regions. Formulation is the stage in which rural regions perform better and where more similarities are found between the two groups (57 vs. 54/100).

Figure 16. Groups of regions according to their overall characteristics – Key areas of integration governance
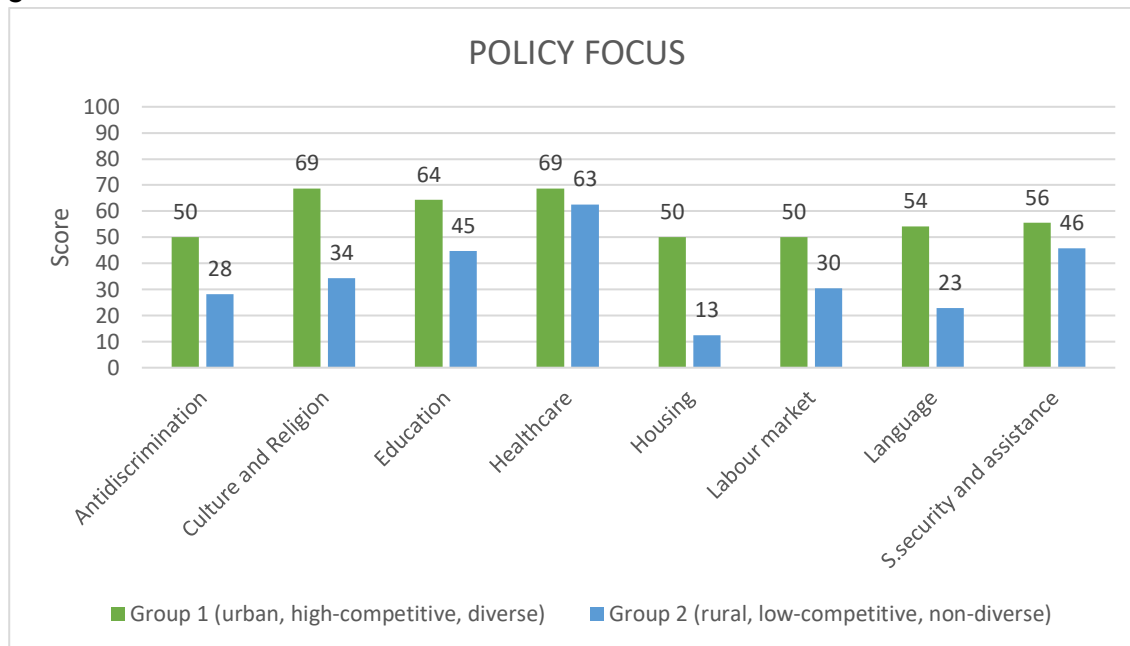
Urban, wealthy, and diverse regions also show more developed and favourable policies than rural, poorer, and non-diverse regions across all the areas of integration (58 vs. 35/100). The main differences between the groups are observed in the areas of culture and religion (69 vs. 34/100), housing (50 vs. 13/100) and language (54 vs. 23/100), in which urban regions have slightly favourable or half-way favourable policies, whereas rural regions present significant margins for improvement. In the first group of regions, migrants find at least minimum conditions of integration in terms of rights and opportunities granted and, in some areas (i.e., culture & religion, education, and healthcare), they can also rely upon more advanced tools and measures to facilitate their inclusion. By contrast, rural regions often fail to meet minimum standards of integration. With the exception of health - where they prove to have rather developed and favourable measures – in the other areas of integration, the regions present critical gaps. This applies particularly to the area of housing (13/100) and language (23/100). As for the latter, the main flaws concern the lack of teaching of migrant/minority languages and the scant support for organizations providing language training. As for the area of housing, rural regions lack tools and measures to ensure basic access to housing for the foreign population living in their territory, such as the provision of targeted financial support. Azores represents an exception in this regard. Even if on a sporadic basis, this region has more advanced housing policies, including the provision of target counselling, in-cash and in-kind targeted support for migrants. The distinctiveness of Azores goes beyond this area and regards the whole integration model of the region: its compositive-scores are, in fact, significantly higher than those of the group 2. In this sense, it can be considered as a "positive outlier" in the group of rural regions.

References

Aggarwal, V., Solano, G., Singh, P. and Singh, S., 2020. "The integration of interstate migrants in India: A 7 State policy evaluation". International Migration, 58(5), pp.144-163.

Beine M., Boucher A., Burgoon M., Crock M., Gest J., Hiscox M., McGovern P., Rapoport H., Schaper J. and Thielemann E. 2016. "Comparing Immigration Policies: An Overview from the IMPALA Database", International Migration Review, 50: 827-863.

Burkin K., Huddleston T. and Chindea A. 2014. "Refugee integration and the use of indicators: Evidence from Central Europe, UNHCR Regional Representation for Central Europe". Available online at: https://www.refworld.org/pdfid/532164584.pdf

Caponio, T. and Pettrachin, A., 2021. "A whole-of-community approach to study

Council of Europe, 2019 "Intercultural Cities Index Questionnaire". Council of Europe, Strasbourg.

De Coninck, D., Solano, G. and Van Doren, S., 2022. "Exploiting EU integration indicators at infra-national level: How are national-level integration policies associated with integration outcomes?". Urban Agenda Project Paper.

Eurofound, 2015. "Challenges of policy coordination for third-country nationals".

Eurostat - European Commission. 2011 "Zaragoza Pilot Study: Indicators of immigrant integration" Directorate F: Social and information society statistics Unit F-1, Luxembourg.

Filindra, A. and Manatschal, A., 2020. "Coping with a changing integration policy context: American state policies and their effects on immigrant political engagement". Regional Studies, 54(11), pp.1546-1557.

Garcés-Mascareñas, B. and Penninx. R. 2016 "Integration Processes and Policies in Europe, Contexts, Levels and Actors" IMISCOE Research Series: Springer International Publishing.

Goodman, S.W., 2019. "Indexing immigration and integration policy: Lessons from Europe". Policy Studies Journal, 47(3), pp.572-604.

Huddleston T., Bilgili O., Joki A.L., and Vankova Z., 2015. "Migrant Integration Policy Index 2015". Barcelona/Brussels: CIDOB and MPG. Available online at: http://www.mipex.eu/

Huddleston T., Niessen J. and Jaden J.T. 2013. "Using EU Indicators of Immigrant Integration: Final Report for Directorate-General for Home Affairs", Home Affairs, European Commission.

Knill C. and Tosun. J. 2014 "Policymaking". In Comparative Politics, edited by Daniele Caramani. Oxford: Oxford University Press, 335–48.

Manatschal, A. and Stadelmann-Steffen, I., 2013. "Cantonal variations of integration policy and their impact on immigrant educational inequality". Comparative European Politics, 11(5), pp.671-695.

Manatschal, A. and Stadelmann-Steffen, I., 2014. "Do integration policies affect immigrants' voluntary engagement? An exploration at Switzerland's subnational level". Journal of Ethnic and Migration Studies, 40(3), pp.404-423.

Manatschal, A., 2011. "Taking cantonal variations of integration policy seriously—Or how to validate international concepts at the subnational comparative level". Swiss Political Science Review, 17(3), pp.336-357.

Manatschal, A., Wisthaler, V. and Zuber, C.I., 2020. "Making regional citizens? The political drivers and effects of subnational immigrant integration policies in Europe and North America". Regional Studies, 54(11), pp.1475-1485.

Niessen F. and Huddleston. T. 2009 "Legal frameworks for the integration of third-country nationals" (Vol. 18), Martinus Nijhoff Publisher, Leiden, Netherlands.

OECD, 2018. "Working together for local integration of migrants and refugees". OECD Publishing, Paris.

OECD, Migration Policy Group (MPG), Welcoming International and Intercultural Cities/Council of Europe. "The Local Inclusion Action Tool". Available at https://welcominginternational.org/resources/liat-the-local-inclusion-action-toolliat/

Pasetti. F. 2019 "Measuring 'Good' Migration Governance in Turbulent Times, a Critical State of the Art" ADMIGOV Paper D7.1, Barcelona: CIDOB.

Pham, H. and Pham, H. Van, 2013. "Measuring state-created immigration climate". Migration and Citizenship, 1(2), p.22.

Piccoli, L., 2016. "Left out by the state, taken in by the region? Explaining the regional variation of healthcare rights for undocumented migrants in Italy", Spain, and Switzerland. Université de Neuchâtel.

Polverari, L., 2019. "Migration: What Role for Regional Policy". European Policy Research Paper, 110.
post-2014 migrants' integration in small and medium-sized towns and rural areas, State of the art, concepts, theory and methodology". Whole-COMM Working Paper N. 1.

Reyneri, E. and Fullin, G., 2008. "New immigration and labour markets in western Europe: a trade-off between unemployment and job quality?". Transfer: European Review of Labour and Research, 14(4), pp.573-588.

Reyneri, E., & Fullin, G., 2011. "Labour Market Penalties of New Immigrants in New and Old Receiving West European Countries: Labour market penalties in West Europe". International Migration, 49(1), 31–57

Solano G. 2022. "Indicators and survey data to understand migration and integration policy frameworks and trends in the EU", in Salah A., Korkmaz E. and Bircan T. (eds.), Data Science for Migration and Mobility, Oxford University Press.

Solano, G. and Huddleston, T., 2020. "Migrant integration policy index". Migration Policy Group.

Solano, G. and Huddleston, T., 2021. "Beyond immigration: Moving from Western to global indexes of migration policy". Global Policy, 12(3), pp.327-337.

Welcoming America, 2016. "The welcoming standard & certified welcoming". Welcoming America.

Werner, J. and Wegrich K. 2007. "Theories of the Policy Cycle." In Handbook of Public Policy Analysis.Theory, Politics, and Methods, eds. Frank Fischer, Gerlad J. Miller, and Mara S. Sideny. Boaca Raton, London, New York: Taylor & Francis Group, 43–62.

Wolffhardt A., Conte C. and Huddleston T. 2019. "The European Benchmark for refugee integration: A comparative analysis of the national integration evaluation mechanism in 14 EU countries". Migration Policy Group, Brussels and Institute of Public Affairs, Warsaw. Michael Strange and Slobodan Zdravkovic, Report for the region of Skåne, Sweden, November 2021;

Wolffhardt, A., Joki, A.L. and Solano, G., 2019. "Facilitating evidence-based integration policies in cities".

Appendix: Regional Profiles.

AUSTRIA

Tyrol, Austria.

The region of Tyrol has slightly favourable migrant integration policies (73/100) spanning on its multiple areas of competence, including among others health, labour and education. Tyrol's BIPs population benefits from slightly more well-developed policies than the region's small but sizeable TCNs population, which corresponds to approximately 6% of the population. The regional TCNs and BIPs populations benefit from a coordinated integration strategy comprising of specific goals and targeted actions, formulated, and implemented in collaboration with several competent governmental, private and civil society actors. The Region is particularly successful in the targeted actions it undertakes in several policy areas to favour integration, partially due to its strong performance at the formulation and evaluation stages of the policy cycle.

Migration and integration trends

- The regional TCNs population amounts to 45,702, corresponding to approximately 6% of the total regional population
- Data on the current regional BIPs population is unavailable
- In 2019 the Region received 1,400 asylum applications

Competences

- The Region has formally recognised competences in seven of the eight analysed policy areas: health, housing, culture, labour, education, language, and social security. All these competences are shared with the national government, except for social security policy, on which the Region enjoys exclusive competence. The Region has no formal competence on religious matters.
- The Region disposes of an own budget in all the aforementioned areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
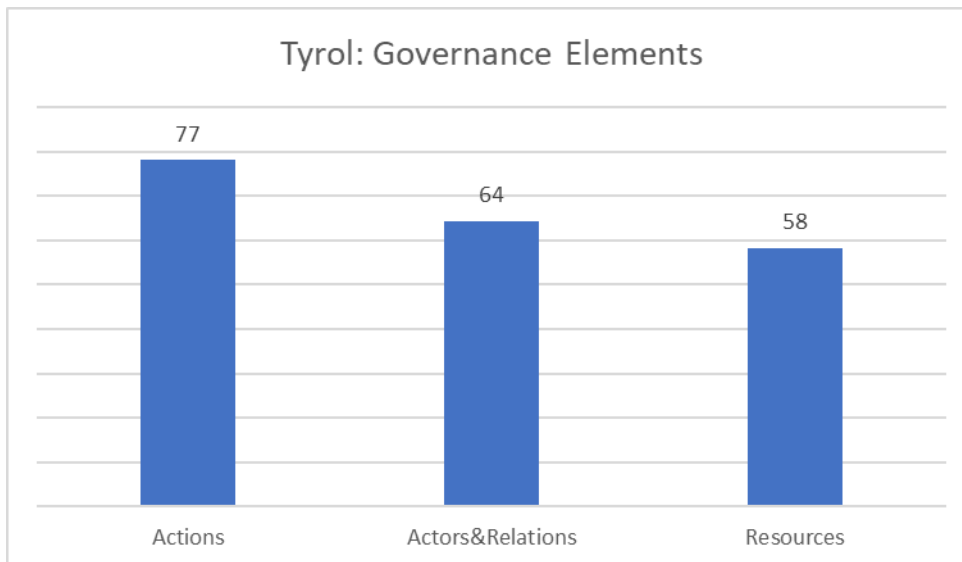
Governance Elements

In the region of Tyrol, the governance element related to *actions* (77/100) are better developed compared to the *actors & relations* (64) the use and availability of *resources* (58) for migrant integration.

- *Actions* (77/100). Tyrol has adopted comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure, targeting TCNs and BIPs, including asylum seekers. The regional strategy covers all the policy areas of regional competency and more, as

some areas where the regional competences are not formalised are nevertheless targeted by measures. Moreover, the Region systematically monitors the efficacy of its integration strategy, both with regards to TCNs and BIPs, and it occasionally monitors the extent of service usage by migrants across all departments. The Region systematically ensures the institutional representation of migrants in its administrative offices and in the regional work councils. Tyrol also provides its staff with integration-related training in various forms.

- *Actors & relations* (64/100).
  - at the formulation stage of policymaking for TCNs, the regional dedicated unit systematically involves multiple relevant regional and local administrative offices, as well as occasionally involving competent NGOs, labour organisations and civil society. For what concerns BIPs, the process systematically includes national bodies as well (e.g., the "Österreichische Integrationsfond, ÖiF").
  - At the implementation level the regional dedicated unit systematically collaborates with competent national, regional, municipal offices and the general public, while relevant NGOs and labour organisations are occasionally involved.
  - In the Region there is an independent institutional body promoting migrant integration, yet there is not a consultative body for migrants to voice their concerns to policymakers, nor a body concerned with inter-religious matters.
  - Interregional cooperation on migration matters systematically occurs on a national level through the formation of alliances and the joint formulation of policies, while occasionally similar kinds of collaboration take place with European regions.

- *Resources* (58/100). The Region systematically financially supports NGOs active in the field of integration, while occasionally providing them with in-kind immaterial support (e.g., training). Local authorities are systematically supported through funding and training programmes. Financial resources are obtained from regional and national funds.

Policy Cycle (Governance Phases)

In Tyrol the policy stages of *formulation* (84/100) and *evaluation* (88) are better developed than the *implementation* (66) and *policy output* (71) stages.

1. *Formulation* (84/100). The regional performance at this stage of the policy cycle is well-developed, as the regional dedicated unit successfully and systematically involves multiple relevant regional and municipal administrative offices, as well as occasionally involving competent NGOs, labour organisations and civil society. Furthermore, the policymaking process is systematically informed by collected quantitative and qualitative data on the integration of TCNs and BIPs.

Output (71/100). The Region has adopted a comprehensive and well-structured migrant integration strategy targeting both TCNs and BIPs, with the inclusion of asylum seekers. The regional integration strategy has a very wide scope, as it comprises on measures in all relevant policy areas, including some of national competence. The Region is also active, to varying extent, in promoting institutional representation of migrants within its services and administrative offices and their political participation, while it occasionally undertakes awareness raising initiatives on migrant integration. Furthermore, the Region systematically encourages the development of integration-related competences of its staff through the occasional provision of intercultural training programmes, the recruitment of staff with migrant background/language and by requiring or endorsing intercultural skills as an asset for senior positions.

2. *Implementation*, (66/100). At this stage the regional dedicated unit systematically collaborates with relevant national, regional, municipal offices and the general public, and relevant NGOs and labour organisations are occasionally involved. Furthermore, the Region provides systematic financial support and occasional in-kind immaterial support (e.g., training, knowledge-sharing) to NGOs and local

authorities working in migrant integration, although the training for local authorities is more systematically and frequently provided.

3. *Evaluation*, (88/100). The Region has very well-developed monitoring mechanisms in place, systematically evaluating the efficacy of its strategy and occasionally evaluating the level of service usage by migrants across all departments. Moreover, the Region sporadically monitors the extent and character of discrimination against migrants on the territory.
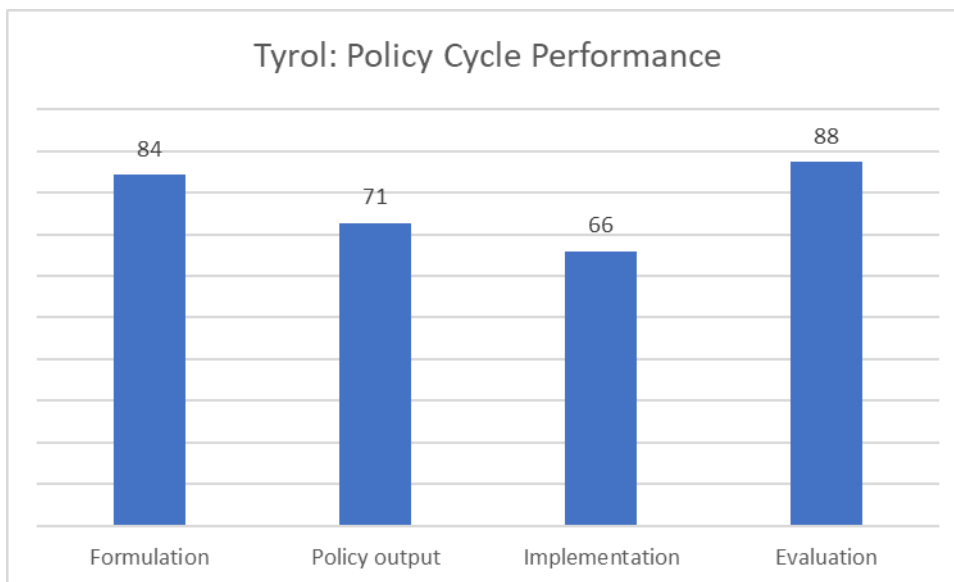
Policy Focus

The regional measures aimed at the integration of BIPs (84/100) are more well-developed than those addressing TCNs (69).

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants more restrictive conditions apply for access and the extent of available treatments is limited. The region occasionally provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, while information on TCNs' eligibility to healthcare access is provided systematically.
- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age and guidance/support to address the educational situation of migrants, substantial measures to provide teaching staff with multicultural training and financial resources for the educational situation of migrants. Occasionally the Region adopts measures to bring in teachers from a migrant background. By contrast, in the Region intercultural education is not included in the school curriculum and active measures to avoid the segregation of migrant children in schools are absent.
- *Social Security and Assistance*: the Region consistently provides guidance on access to services and social orientation courses, but it fails to provide one-stop-shops or

welcome packs. The Region systematically undertakes additional measures to ensure access to social assistance, old age pension, unemployment, maternity, and invalidity benefits.

- *Housing*: the Region regularly provides targeted housing advice and assistance to migrants and the latter can benefit from dedicated public housing, yet it fails to provide financial support for housing purposes or to address situations of urban segregation involving migrants.
- *Labour*: the Region systematically provides several targeted professional and vocational training programmes, including some targeting vulnerable categories of migrants, as well as providing financial and practical support for migrant entrepreneurship. Moreover, the regional authorities partner up with social enterprises and private sector to promote potential employment opportunities for migrants and incentives for employers to hire TCNs. Occasionally the Region undertakes targeted actions to fight labour market exploitation of migrants.
- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations and it does not organise cultural events promoting migrant integration. However, interculturally adapted services are provided regionally through interpretation services, targeted information, interculturally competent front offices and the lowering of thresholds for access to services.
- *Language*: the Region successfully addresses the specific language needs of migrants through a wide plethora of services, including tailored courses in the official national language, teaching minority and migrant languages in the school curricula. However, the Region does not provide in-cash or in-kind support to organisations providing language courses to migrants.

Vienna, Austria.

The region of Vienna has slightly favourable migrant integration policies (78/100) spanning on its multiple areas of competence, which include (among others) health, labour and education and are all shared with the national government. Vienna's BIPs population benefits from slightly more well-developed policies than the region's sizeable TCNs population, which corresponds to approximately 17% of the population. The regional TCNs and BIPs populations benefit from a coordinated integration strategy comprising of specific goals and targeted actions, formulated and implemented in collaboration with several competent governmental, private and civil society actors. The Region is particularly successful in the formulation and implementation of well-developed policies for migrant integration, partially due to the high level of collaboration that it achieves within its well-developed institutional network.

Migration and integration trends

- The regional TCNs population amounts to 326,410 corresponding to approximately 17% of the total regional population
- Data on the current regional BIPs and asylum seekers population is unavailable

Competences

- The Region has formally recognised competences in seven of the eight analysed policy areas: health, housing, culture, labour, education, language and social security. All these competences are shared with the national government. Religion is not a regional competence.
- The Region disposes of an own budget in all the aforementioned areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the Region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government
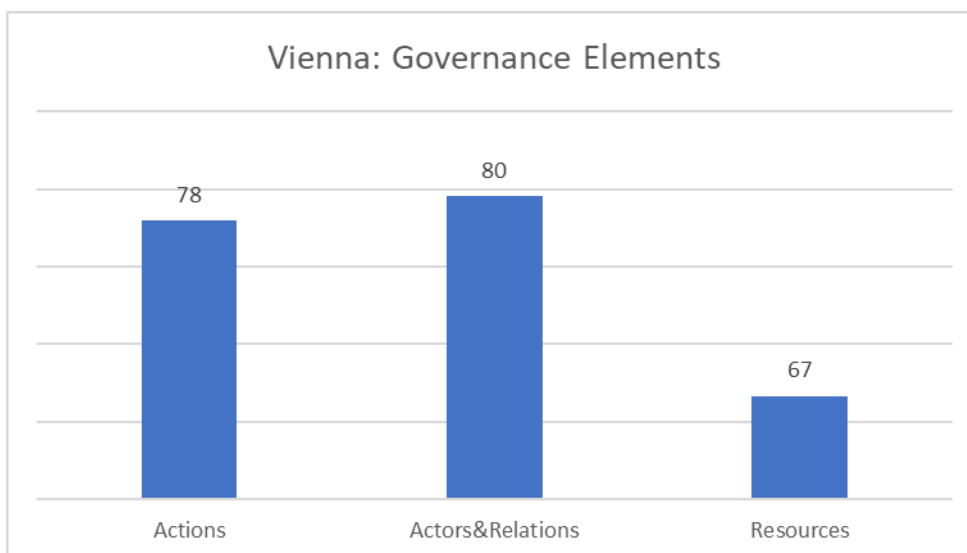
Governance Elements

In the region of Vienna, the governance elements related to *actors & relations* (80/100) and to the *actions* (78) are better developed compared to the use and availability of *resources* (67).

- *Actions* (78/100). Vienna has adopted comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure, targeting TCNs and BIPs, including asylum seekers. The regional strategy covers all the policy areas of regional competency and more, as some areas where the regional competences are not formalised are nevertheless targeted by measures. Moreover, the Region systematically monitors the efficacy of its integration strategy, both with regards to TCNs and BIPs, and it systematically monitors the extent of service usage by migrants across some departments. The

Region systematically ensures the institutional representation of migrants in its administrative offices, and it undertakes awareness-raising initiatives on the topic of migrant integration. Vienna also provides its regional staff with integration-related training on a regular basis and through several initiatives.

- *Actors & relations* (80/100).
    - at the formulation stage of policymaking the systematically involved administrative actors are the dedicated regional unit and competent municipal integration office (as Vienna is both the regional capital and a municipality), while other actors, such as NGOs, labour organisations, national institutions and civil society are only involved occasionally.
    - At the implementation level the regional dedicated unit systematically collaborates with a wide variety of actors, such as competent national, regional, and municipal offices, relevant NGOs, labour organisations and civil society.
    - In the Region there is an independent institutional body promoting migrant integration and a body devoted to inter-religious matters, yet there is not a consultative body for migrants to voice their concerns to policymakers.
    - Interregional cooperation on migration matters systematically occurs on a national and European level through the formation of alliances and the joint formulation of policies.

- *Resources* (67/100). The Region occasionally provides NGOs carrying out projects in the field of migrant integration with financial, material and immaterial support (e.g., training), while NGOs working in BIPs integration are systematically supported through funding and occasionally through material and immaterial assistance. Data on the regional level of support for local authorities is unavailable. Financial resources are obtained from regional funds.


Vienna: Governance Elements

Actions: 78	Actors&Relations: 80	Resources: 67

Policy Cycle (Governance Phases)

In Vienna, the policy stages of *formulation* (81/100) and *implementation* (83) are better developed than the *policy output* (78) and *evaluation* (69) stages.

1. *Formulation* (81/100). The regional performance at this stage of the policy cycle is well-developed, as the regional dedicated unit successfully and systematically involves multiple relevant municipal administrative offices, as well as occasionally involving competent regional offices, NGOs, labour organisations and civil society. Furthermore, the policy-making process is systematically informed by collected quantitative and qualitative data on the integration of TCNs and BIPs.

2. *Output* (78/100). The Region has adopted a comprehensive and well-structured migrant integration strategy targeting both TCNs and BIPs, with the inclusion of asylum seekers. The regional integration strategy has a very wide scope, as it comprises measures in all relevant policy areas, including some of national competence. The Region systematically raises awareness on migrants' integration through campaigns and initiatives and it promotes political participation of migrants, as well as occasionally encouraging eligible ones to naturalise. Furthermore, the Region systematically encourages the development of integration-related competences of its staff through the systematic provision of intercultural training programmes, the recruitment of staff with migrant background/language, and by requiring or endorsing intercultural skills as an asset for senior positions.

3. *Implementation*, (83/100). At this stage the Region performs well, as there is systematic collaboration between the dedicated regional unit and competent national, regional, and municipal offices, relevant NGOs, labour organisations and civil society. The Region occasionally provides financial support, in-kind material and immaterial support (e.g., training, knowledge-sharing) to NGOs working with TCNs, while these forms of support are more systematically provided for NGOs working for BIPs integration. Data on regional support for local authorities concerning migrant integration is unavailable.

4. *Evaluation*, (69/100). The Region has a comprehensive evaluation mechanism in place to regularly monitor the efficacy of the integration strategy. However, the extent of service usage by migrants is only monitored across some administrative departments and the level and nature of discrimination of migrants in the region is not actively monitored.

Vienna: Policy Cycle Performance
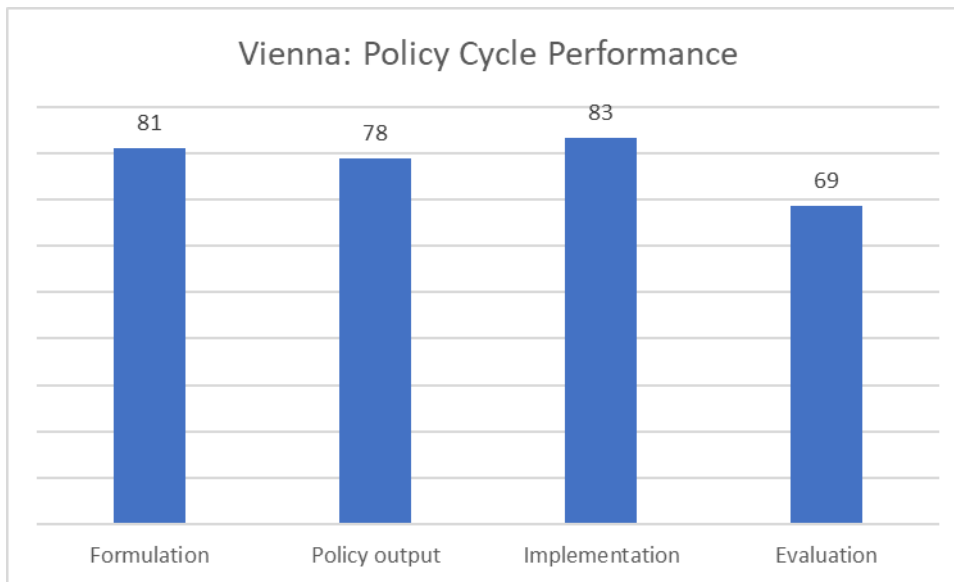
Policy Focus

The regional measures aimed at the integration of BIPs (93/100) are more well-developed than those addressing TCNs (73).

- *Healthcare*: access to healthcare for documented and undocumented migrants is guaranteed on with more restrictive conditions for access and, for the latter group, the extent of available treatments is limited. The region occasionally provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.
- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age and multicultural education in the school curriculum. Occasionally the Region provides teaching staff with multicultural training, financial resources for the educational situation of migrants and guidance to address the educational situation of migrants, as well as active measures to avoid the segregation of migrant children in schools and to bring in teachers from a migrant background.
- *Social Security and Assistance*: the Region consistently provides one-stop-shops, welcome packs and social orientation courses, while guidance on access to services is only occasional. Vienna undertakes additional measures to ensure access to social assistance, old age pension, invalidity benefits, maternity and, more systematically, unemployment.
- *Housing*: the regional measures in this area are outstanding, as the Region regularly provides targeted housing advice and assistance to migrants and the latter can benefit from dedicated public housing and financial support for housing purposes. Moreover, the Region systematically addresses situations of urban segregation involving migrants.

- *Labour*: the Region provides several targeted professional and vocational training programmes, including some targeting vulnerable categories of migrants, as well as providing financial and practical support for migrant entrepreneurship. Moreover, the regional authorities occasionally partner up with social enterprises and private sector to promote potential employment opportunities for migrants and to provide incentives for employers to hire TCNs. Occasionally the Region undertakes targeted actions to fight labour market exploitation of migrants.
- *Culture & Religion*: the Region has a body dedicated to inter-religious relations and it systematically funds third-parties' cultural events promoting migrant integration, while occasionally organising its own autonomous events on the topic. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, interculturally competent front offices and the lowering of thresholds for access to services.
- *Language*: the Region successfully addresses the specific language needs of migrants through a wide plethora of services, including tailored courses in the official national language, the occasional teaching of minority and migrant languages in the school curricula, and the provision of in-cash and, occasionally, in-kind support to organisations providing language courses to migrants.

Vorarlberg, Austria.

The region of Vorarlberg has slightly favourable migrant integration policies (70/100) spanning on its multiple areas of competence, which include among others health, labour and education and are mostly shared with the national government. Vorarlberg's BIPs population, which corresponds to 0.1% of the total regional population, benefits from slightly more well-developed policies than the much larger TCNs population, which corresponds to approximately 9% of the population. The regional TCNs and BIPs populations benefit from a coordinated integration strategy comprising of specific goals and targeted actions, formulated, and implemented in collaboration with several competent governmental, private and civil society actors. The Region is particularly successful in the establishment of fruitful partnerships and the collaboration with external partners and stakeholders, which in turn has a positive impact on the formulation of integration policies, in which the regional performance is outstanding.

Migration and integration trends

- The regional TCNs population amounts to 35,749, corresponding to approximately 9% of the total regional population
- The Region has a BIPs population of 413, corresponding to approximately 0.1% of the total regional population
- In 2019 the Region received 1,060 asylum applications

Competences

- The Region has formally recognised competences in seven of the eight analysed policy areas: health, housing, culture, labour, education, language, and social security. All these competences are shared with the national government, except for social security policy, on which the Region enjoys exclusive competence. The Region has no formal competence on religious matters.
- The Region disposes of an own budget in all the aforementioned areas, except for language and social security and assistance.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
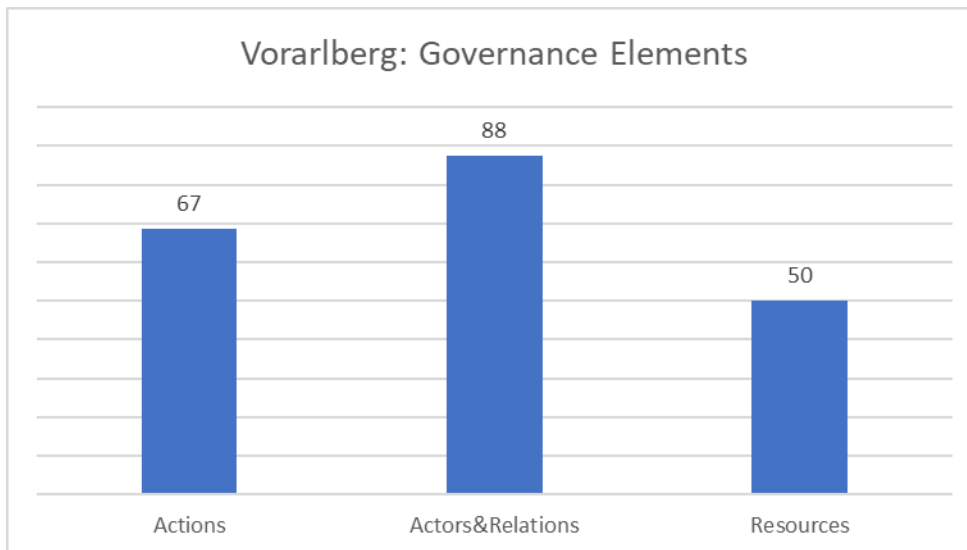
Governance Elements

In the region of Vorarlberg, the governance elements related to *actors & relations* (88/100) and the *actions* (67) it undertakes are better developed compared to the use and availability of *resources* (50).

- *Actions* (67/100). Voralberg has adopted comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure, targeting TCNs and BIPs, including asylum seekers. The regional strategy covers all the policy areas of regional competency and more, as some areas where the regional competences are not formalised are nevertheless targeted by measures. The regional practices in terms of monitoring the efficacy

of the integration strategy are not well-developed and evaluation is only carried out on an ad hoc basis for what concerns BIPs and migrants use of services (in selected departments). The Region systematically ensures the institutional representation of migrants in its administrative offices and in regional trade union boards. Vorarlberg also provides its staff working with TCNs with integration-related training, while the staff concerned with BIPs is trained on its intercultural competences less frequently.

- *Actors & relations* (88/100).
    - at the formulation stage of policy-making the regional dedicated unit is successful in systematically including input from a wide variety of actors, such as competent national, regional, and municipal offices, relevant NGOs, labour organisations and civil society.
    - At the implementation level the regional dedicated unit also systematically collaborates with a wide variety of actors, such as competent national, regional, and municipal offices, relevant NGOs, labour organisations and civil society.
    - In the Region there is an independent institutional body promoting migrant integration and a body devoted to inter-religious matters, yet there is not a consultative body for migrants to voice their concerns to policymakers.
    - Interregional cooperation on migration matters mainly occurs through alliances formed on a national level, while occasionally the Region also jointly formulates policies and forms alliances with other European regions.

- *Resources* (50/100). The only systematic assistance that the Region offers to NGOs and local authorities active in TCNs and BIPs integration is in-kind immaterial support, in the form of training and seminars to build integration-related competences, while financial support is only occasionally provided by the Region to these organisations. Financial resources are obtained from regional, national and European funds.

Vorarlberg: Governance Elements

Policy Cycle (Governance Phases)

In Vorarlberg the policy stages of *formulation* (100/100).and *policy output* (72) are better developed than the *implementation* (67) and *evaluation* (19) stages.

1. *Formulation* (100/100). Regional performance at this stage is outstanding, as the regional dedicated unit is successful in systematically including input from a wide variety of actors, such as competent national, regional, and municipal offices, relevant NGOs, labour organisations and civil society. Furthermore, the policymaking process is systematically informed by collected quantitative and qualitative data on the integration of TCNs and BIPs.

2. *Output* (72/100). The Region has adopted a comprehensive and well-structured migrant integration strategy targeting both TCNs and BIPs, with the inclusion of asylum seekers. The regional integration strategy has a very wide scope, as it comprises measures in all relevant policy areas, including some of national competence. The Region is also active, to varying extent, in promoting institutional representation of migrants within its services and administrative offices and in systematically promoting TCNs political participation (for BIPs this is only occasional), while it frequently undertakes awareness raising initiatives on migrant integration in the form of systematic campaigns. Furthermore, the Region systematically encourages the development of integration-related competences of its staff working with TCNs through the systematic provision of intercultural training programmes, the recruitment of staff with migrant background/language and by requiring or endorsing intercultural skills as an asset for senior positions. The same actions are only undertaken occasionally for the staff working with BIPs.

3. *Implementation*, (67/100). At this stage, the regional dedicated unit systematically collaborates with relevant national, regional, and municipal offices, competent NGOs, labour organisations and civil society. Furthermore, the Region provides occasional financial support and systematic in-kind immaterial support (e.g., training, knowledge-sharing) to NGOs and local authorities working in migrant integration.

4. *Evaluation*, (19/100). The Region performs poorly at this stage of the policy cycle, as it has no monitoring or evaluating mechanism in place to assess the actions it undertakes on TCNs integration, nor does it monitor the extent of service usage by migrants and only occasionally monitors the efficacy of its BIPs integration strategy. This aspect needs improvement, as proper evaluation of policy measures is fundamental to enhance their efficacy and finally contribute to better outcomes for both newcomers and the host society.
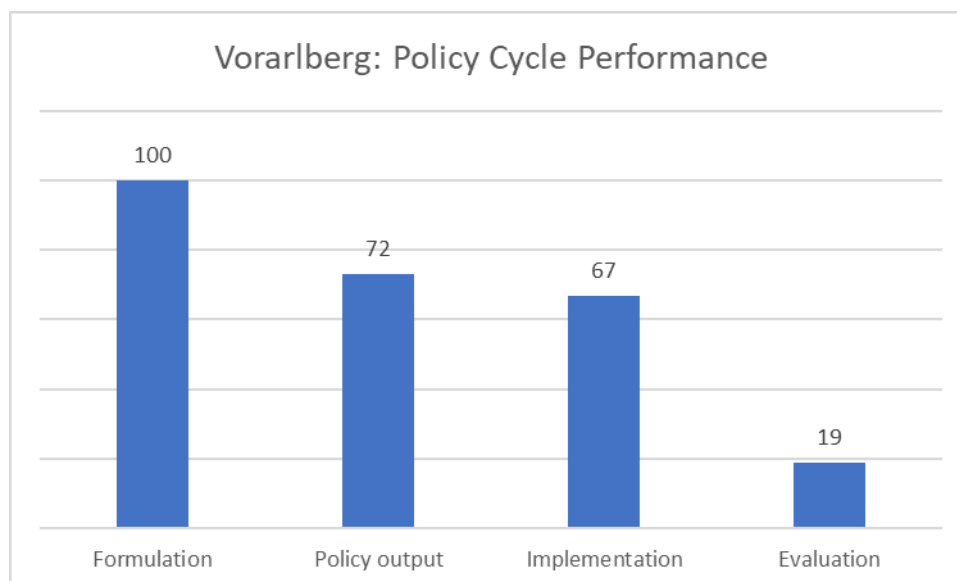
Policy Cycle (Governance Phases)

The regional measures aimed at the integration of BIPs (82/100) are more well-developed than those addressing TCNs (66).

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants the extent of available treatments is limited. The Region systematically provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, while information on TCNs' eligibility to healthcare access is provided occasionally.

- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age, financial resources for the educational situation of migrants, intercultural education in the school curriculum and guidance and support to address the educational situation of migrants, as well as adopting substantial measures to provide teaching staff with multicultural training. By contrast, active measures to avoid the segregation of migrant children in schools or to bring in teachers from a migrant background are absent.
- *Social Security and Assistance*: the Region fails to provide one-stop-shops, welcome packs, and guidance on access to services. However, the Region has systematic social orientation courses, and it regularly undertakes additional measures to ensure access to social assistance, but this does not apply to old age pension, unemployment, or maternity benefits.
- *Housing*: the regional measures in this area are poor, as the Region fails to provide targeted housing advice and assistance to migrants, as well as dedicated public housing or financial support for housing purposes. The only action undertaken by the Region in this policy area is the occasional addressing of situations of urban segregation involving migrants.
- *Labour*: the Region systematically provides several targeted professional and vocational training programmes, including some targeting vulnerable categories of migrants, as well as providing incentives for employers to hire TCNs. Moreover, the regional authorities occasionally partner up with social enterprises and private sector to promote potential employment opportunities for migrants. By contrast, the Region fails to provide financial and practical support for migrant entrepreneurship and to undertake targeted actions to fight labour market exploitation of migrants.
- *Culture & Religion*: the Region has a body dedicated to inter-religious relations and it systematically funds third-parties' cultural events promoting migrant integration. Moreover, interculturally adapted services are systematically provided regionally through interpretation services, targeted information, interculturally competent front offices and the lowering of thresholds for access to services.
- *Language*: the Regional provides tailored courses in the official national language, teaching minority and migrant languages in the school curricula, yet it fails to provide in-cash and in-kind support to organisations providing language courses to migrants.

BELGIUM

Flanders, Belgium.

The region of Flanders has halfway favourable migrant integration policies (44/100) spanning on its multiple areas of exclusive competence, which include (among others) health, labour and education. The Flanders' BIPs population benefits from slightly more well-developed policies than the region's small but sizeable TCNs population, which corresponds to approximately 4% of the population. The regional TCNs and BIPs populations benefit from a coordinated integration strategy comprising of specific goals and targeted actions, formulated, and implemented in collaboration with several competent governmental, private, and civil society actors. The Region is successful in the evaluation of its integration policies, yet its migrant population, would benefit from diffuse structural improvements, particularly vis-á-vis the allocation of resources to the authorities and NGOs active in providing integration-related services and the implementation of its policies.

Migration and integration trends

- The regional TCNs population amounts to 256,174, corresponding to approximately 4% of the total regional population
- Data on the current regional BIPs and asylum seekers population is unavailable

Competences

- The Region has formally recognised exclusive competences in six of the eight analysed policy areas: health, housing, culture, labour, education, and social security. The areas of religion and language are outside the regional competences. Although the regional competences in the Flanders are technically exclusive, practically in many policy areas the federal and regional levels jointly collaborate, to varying extents depending on the policy area, on the formulation and implementation of policies.
- The Region disposes of an own budget in all the aforementioned areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
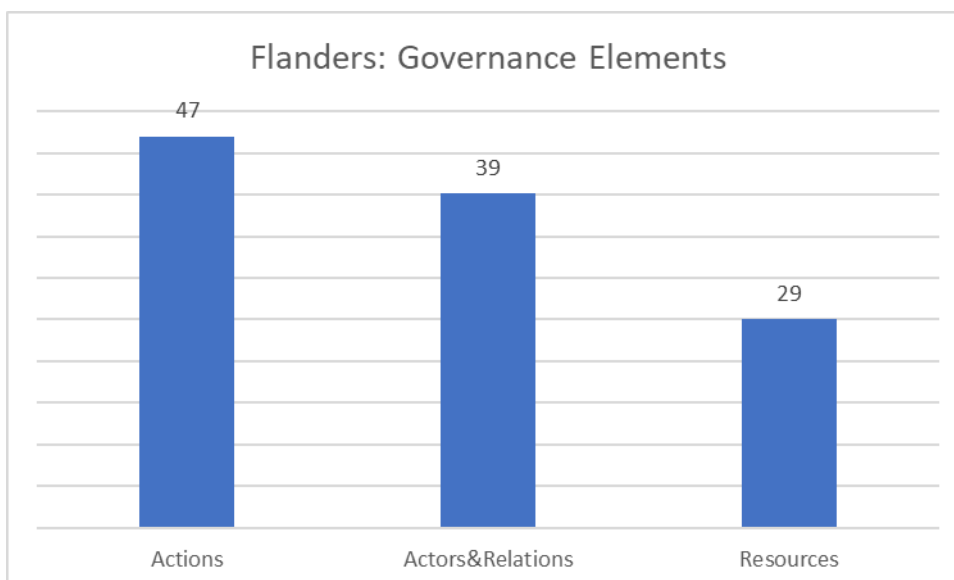
Governance Elements

In the region of Flanders, the governance elements related to the *actions* (47/100) and *actors & relations* (39) are better developed compared to the use and availability of *resources* (29).

- *Actions* (47/100). The region of Flanders has an overarching comprehensive regional strategy for the integration of migrants, comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure. The regional strategy includes the policy areas of labour, education, housing, language and culture and

the Region regularly monitors the efficacy of the TCNs and, less frequently, the BIPs integration strategy, as well as systematically tracking the extent of service usage by migrants in a few departments. The Region also ensures the institutional representation of migrants within its administrative offices and in the regional media. Furthermore, the Region occasionally promotes the development of the integration-related competences of its staff through the provision of intercultural or language courses. By contrast, the regional efforts to promote migrants' political participation and to raise awareness on migrant integration are poorly developed.

- *Actors & relations* (39/100).
    - at the formulation stage of policy-making the Region systematically relies on the work of competent regional offices, while the dedicated regional unit is only occasionally involved at this stage (as it is an executive body). Occasionally also NGOs, national and municipal actors are involved, with the latter mostly active in the development of supplementary measures.
    - At the implementation level the Region systematically relies on the dedicated regional unit, with occasional participation of municipal offices and non-migrant NGOs.
    - In the Region there is no institutional body for inter-religious relations, yet there is a unit dedicated to migrant integration.
    - Interregional cooperation on migration matters mainly occurs through the occasional formation of alliances with other national and European regions.

- *Resources* (29/100). The Region systematically provides NGOs active in the field of migrant integration with financial resources, while occasionally providing in-kind immaterial support (e.g. training) to NGOs specifically working with TCNs. Local authorities working with TCNs receive systematic funding, while those working with BIPs receive more sporadic financial support. Financial resources are obtained from regional funds.

Flanders: Governance Elements

Actions	47
Actors&Relations	39
Resources	29

Policy Cycle (Governance Phases)

In the Flanders the policy stage of *evaluation* (81/100) is better developed than the *formulation* (48), *policy output* (43) and *implementation* (28) stages.

1. *Formulation* (48/100). At this stage the Region systematically operates through competent regional offices (rarely the dedicated regional unit, as it is an executive rather than legislative body), while occasionally involving NGOs, national, and municipal actors. Moreover, regional policymaking concerning TCNs integration is systematically informed by the result of the regional data collection practices on the efficacy of measures.

2. *Output* (43/100). The Flanders has a well-developed migrant integration strategy, comprising of a rationale, targeted actions, budgetary capacity, and a coordination structure. The strategy specifically targets TCNs, while BIPs (including asylum seekers) are targeted by general measures within the main strategy. The strategy as a moderately wide scope, targeting relevant policy areas (e.g., labour, education, housing, language, and culture). The Region systematically promotes institutional representation of migrants within its administrative offices and in the regional media, while efforts to raise awareness on migrant integration and to promote political participation of migrants are not well-developed. Moreover, the Region occasionally promotes the development of the integration-related competences of its staff.

3. *Implementation* (28/100). The regional practices at this stage are not well-developed, as the Region mostly relies on the dedicated regional unit, with sporadic and supplementary participation of municipal offices and non-migrant NGOs, while other regional offices or national institutions, labour organisations and migrant NGOs are not part of the process of implementation. The main regional support received by NGOs and local authorities dealing with migrant integration is of a financial nature, with occasional trainings, and is more developed for the TCNs than for BIPs.

4. *Evaluation*, (81/100). The regional monitoring practices are well-developed and entail systematic evaluation of the efficacy of the integration strategy (this happens only occasionally for BIPs), as well as the regular tracking of the extent of service usage by migrants across few selected departments (e.g., civic integration and children's education). Moreover, the Region systematically monitors the extent and nature of discrimination against migrants on the territory.

Flanders: Policy Cycle Performance
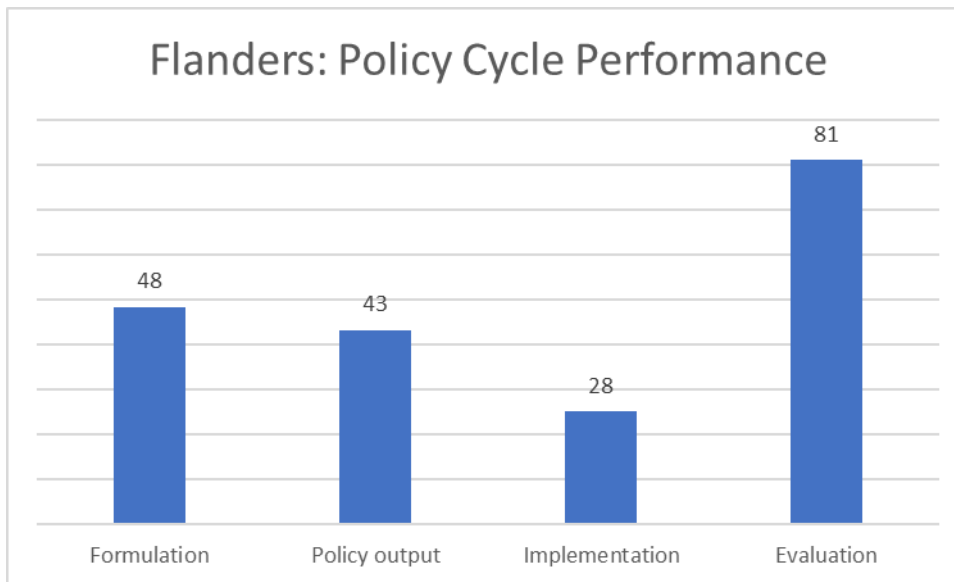
Policy Focus

The regional measures aimed at the integration of TCNs (53/100) are more well-developed than those addressing BIPs (17). This is partially due to the wider scope of measures for TCNs, as well as the fact that BIPs are asylum seekers are included in the TCNs strategy, yet they are not its primary beneficiaries.

- *Healthcare*: access to healthcare for documented and undocumented migrants is guaranteed with more restrictive conditions than for nationals. However, the Region systematically provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language and occasionally information on TCNs' eligibility to healthcare access.
- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age, guidance, support and financial resources for the educational situation of migrants and it adopts active measures to avoid the segregation of migrant children in schools. Occasionally some intercultural education is included, to varying extents, in the school curriculum. By contrast, regional measures to bring in teachers from a migrant background and to provide teaching staff with multicultural training are absent.
- *Social Security and Assistance*: the Region consistently provides one-stop-shops, welcome packs, guidance on access to services and social orientation courses. By contrast, the Region does not undertake any additional measures to ensure access to specific social benefits.
- *Housing*: The regional performance in this area is rather poor, as the only action undertaken is the attempt to address situations of urban segregation involving migrants, yet this is not a systematic effort.
- *Labour*: the Region provides several targeted professional and vocational training programmes, including some targeting vulnerable categories of migrants, as well as providing financial and practical support for migrant entrepreneurship.

Occasionally the Region undertakes targeted actions to encourage migrants' participation to available vocational courses. By contrast, the Region does not provide incentives for employers to hire TCNs, nor does it actively address situations of labour exploitation targeting migrants.

- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations, yet it funds third parties' cultural events promoting migrant integration and occasionally organises autonomous ones. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, and the lowering of thresholds for access to services.
- *Language*: the regional measures in this area are not very strong, as the Region does not provide any support to NGOs active in language education. However, the Flanders systematically provides training in the official national language, while it sporadically provides minority language teaching in school, available for everyone.

Wallonia, Belgium.

The region of Wallonia has slightly unfavourable migrant integration policies (36/100) spanning on its multiple areas of exclusive competence, which include among others health, labour and education. Wallonia's TCNs population, which corresponds to 3% of the total regional population, benefits from slightly more well-developed policies than the region's BIPs population. The regional TCNs and BIPs populations are not addressed by a coordinated integration strategy, rather they benefit from an array of different targeted measures, formulated, and implemented in collaboration with several competent public, private, and civil society actors. The Region would benefit from the creation of a coordinated strategy, as this would potentially provide a stimulus for the amelioration of the currently suboptimal policies and practices, to the benefit of the whole Region and its migrant population.

Migration and integration trends

- The regional TCNs population amounts to 120,766, corresponding to approximately 3% of the total regional population
- Data on the current regional BIPs and asylum seekers population is unavailable

Competences

- The Region has formally recognised exclusive competences in five of the eight analysed policy areas: health, housing, culture, labour, and education. The areas of religion, social security and language are outside the regional competences. Although the regional competences in Wallonia are technically exclusive, practically in many policy areas the federal and regional levels jointly collaborate, to varying extents depending on the policy area, on the formulation and implementation of policies.
- The Region disposes of an own budget in all the aforementioned areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.

Governance Elements

In the region of Wallonia, the governance elements related to *actions* (38/100) and *actors & relations* (32) are better developed compared to the use and availability of *resources* (25) for integration.

- *Actions* (38/100). The region of Wallonia does not have a structured migrant integration strategy, rather it undertakes an array of targeted actions to favour integration of TCNs (for which BIPs and asylum seekers are often eligible) in collaboration with the federal government. The regional measures for migrant integration mainly address the policy areas of labour, education and language and the Region systematically monitors the efficacy of its integration measures (mainly for TCNs), while occasionally tracking the extent of service usage by migrants across some departments. The Region also ensures the institutional representation of

migrants within its administrative offices and in the regional media. Furthermore, the Region occasionally promotes the development of the integration-related competences of its staff through the provision of intercultural or language courses. By contrast, the regional efforts to promote migrants' political participation and to raise awareness on migrant integration are poorly developed.

- *Actors & relations* (32/100).
    - at the formulation stage of policymaking the Region systematically relies on the work of competent regional offices, as there is no dedicated regional unit specifically devoted to integration (some integration work is done by the administrative offices dealing with social cohesion). Occasionally also NGOs, national and municipal actors are involved, with the latter mostly active in the development of supplementary measures.
    - At the implementation level the Region systematically relies on non-migrant NGOs, while regional and municipal offices are occasionally active.
    - In the Region there is no institutional body for inter-religious relations.
    - Interregional cooperation on migration matters is not actively sought by the Region.
- *Resources* (25/100). The Region provides systematic financial support to NGOs active in migrant integration, while local authorities are only provided with funding on an occasional basis. Other kinds of support (material or immaterial) are not provided by the Region. Financial resources are obtained only from regional funds.
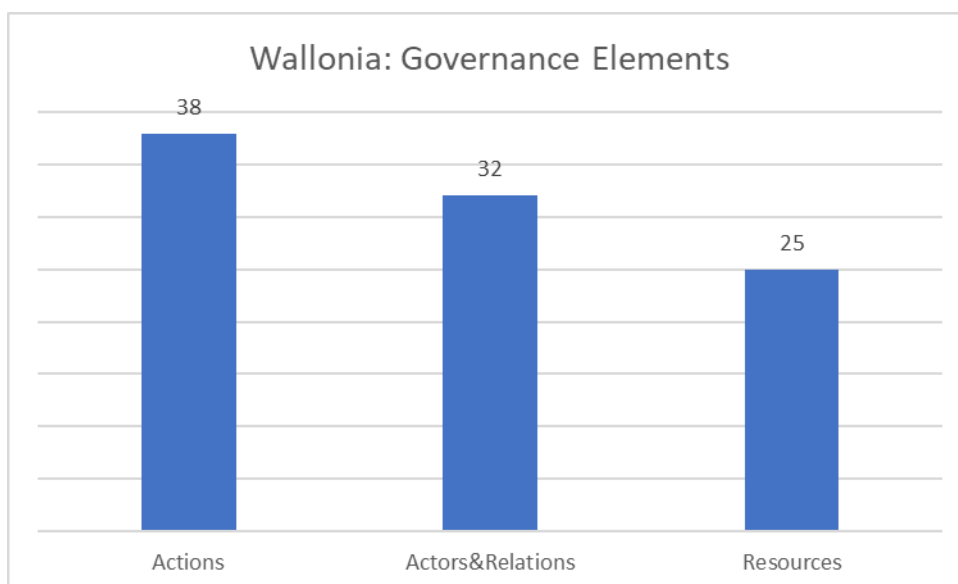

Policy Cycle (Governance Phases)

In Wallonia the policy stages of *formulation* (33/100) and *policy output* (40) are better developed than the *implementation* (26) and *evaluation* (31) stages.

1. *Formulation* (33/100). The Region is not very strong in the formulation of integration policies, yet it systematically relies on the work of competent regional offices (a specifically dedicated regional unit is absent), while occasionally collaborating with NGOs, national and municipal administrative actors. Regional policymaking concerning TCNs integration is occasionally informed by the result of the regional data collection practices on the efficacy of measures.

2. *Output* (40/100). The Region does not have a structured migrant integration strategy, yet it facilitates migrant integration through an array of targeted actions across the policy areas of labour, education, and language. The Region systematically promotes institutional representation of migrants within its administrative offices and in the regional media, while efforts to raise awareness on migrant integration and to promote political participation of migrants are not well-developed. Moreover, the Region occasionally promotes the development of the integration-related competences of its staff through intercultural training programmes, as well as employing a leadership narrative to highlight the positive social impact of migration and diversity.

3. *Implementation*, (26/100). The regional practices at this stage are not well-developed, as the Region systematically relies on non-migrant NGOs, with occasional support by regional and municipal offices, while national institutions, labour organisations and migrant NGOs are not part of the process of implementation. The only regional support received by NGOs and local authorities dealing with migrant integration is of a financial nature and it is regularly offered to the former actors, while it is only provided on an ad hoc basis for the latter.

4. *Evaluation*, (31/100). The regional efforts at this stage are not well-developed, as the Region only monitors the efficacy of the measures targeting TCNs, yet not for BIPs, and it sporadically tracks the extent of service usage only across few departments. Similarly, the Region does not monitor the extent and nature of discrimination against migrants in its territory.

Wallonia: Policy Cycle Performance
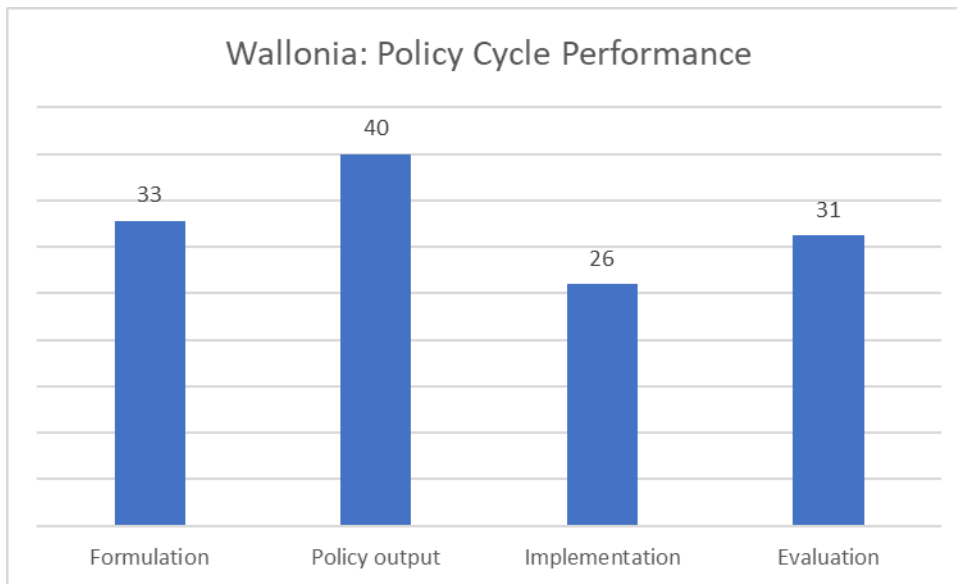
Policy Focus

The regional measures aimed at the integration of TCNs (44/100) are more well-developed than those addressing BIPs (11). This is mostly due to the lack of specifically targeted measures addressing BIPs, as the latter are marginally included in the general measures for TCNs, yet policy does not cater to their particular needs.

- *Healthcare*: access to healthcare for documented and undocumented migrants is guaranteed with more restrictive conditions than for nationals; moreover, for undocumented migrants the extent of available treatments is limited. The Region systematically provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language and, occasionally, information on TCNs' eligibility to healthcare access.
- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age, guidance, support and financial resources for the educational situation of migrants and it adopts active measures to avoid the segregation of migrant children in schools. Occasionally some intercultural education is included, to varying extents, in the school curriculum and some measures to provide teaching staff with multicultural training are present. By contrast, regional measures to bring in teachers from a migrant background are absent.
- *Social Security and Assistance*: the Region consistently provides one-stop-shops, welcome packs, guidance on access to services and social orientation courses. By contrast, the Region does not undertake any additional measures to ensure access to specific social benefits.

- *Housing*: regional efforts in this policy area are very poor, as no targeted action are undertaken by the Region and migrants do not have access to guidance or support on the matter.
- *Labour*: the Region provides several targeted professional and vocational training programmes, including some targeting vulnerable categories of migrants, as well as providing financial and practical support for migrant entrepreneurship. Occasionally the Region undertakes targeted actions to encourage migrants' participation to available vocational courses. By contrast, the Region does not provide incentives for employers to hire TCNs, nor does it actively address situations of labour exploitation targeting migrants.
- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations, yet it funds third parties' cultural events promoting migrant integration and occasionally organises autonomous ones. Moreover, interculturally adapted services are provided regionally through interpretation services and the lowering of thresholds for access to services, even though targeted information is not available in this area.
- *Language*: the regional measures in this area are not very strong, as the Region does not provide any support to NGOs active in language education. However, Wallonia systematically provides training in the official national language, while it sporadically provides minority language teaching in school, available for everyone.

74

GERMANY

Bavaria, Germany.

The region of Bavaria has halfway favourable migrant integration policies (52/100) spanning on its multiple areas of competence, which include among others health, labour and education and are mostly shared with the national government. Bavaria's BIPs population, which corresponds to 1.1% of the total regional population, benefits from slightly more well-developed policies than the region's TCNs population, which corresponds to approximately 15% of the population. The regional TCNs and BIPs populations benefit from an integration strategy comprising of specific goals and targeted actions, formulated and implemented in collaboration with several competent governmental, private and civil society actors. The Region performs well in terms of the collaboration and involvement of relevant actors for what concerns regional policymaking, while it would benefit from a more substantial allocation of resources to integration and for diffuse improvements in terms of the actions it undertakes to promote migrant integration.

Migration and integration trends

- The regional TCNs population amounts to 1,964,285, corresponding to approximately 15% of the total regional population
- The Region has a BIPs population of 153,520, corresponding to approximately 1.1% of the total regional population
- In 2019 the Region received 27,415 asylum applications

Competences

- The Region has formally recognised competences in all the eight analysed policy areas: health, housing, culture, labour, education, language, religion and social security. All these competences are shared with the national government, except for education, which is an exclusive regional competence.
- The Region disposes of an own budget in all the aforementioned areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government

Governance Elements

In the region of Bavaria, the governance element related to *actors & relations* (77/100) is better developed compared to the *actions* (45) it undertakes and its use and availability of *resources* (50).

- *Actions* (45/100). The region of Bavaria has adopted comprehensive migrant integration regional strategies comprising of defined goals, targeted actions, and budgetary capacity, yet without a coordination structure. The regional strategy

targets TCNs, BIPs and asylum seekers, yet most measures for BIPs are directed at asylum seekers. The strategy's scope covers all policy areas of regional competence for TCNs, excluding religion and social security, while for BIPs and asylum seekers the regional strategy mostly regards labour, housing, and language. Occasionally the Region monitors the efficacy of the regional integration strategy, and it systematically monitors the extent of service usage by the migrants across some departments. The Region makes effort to ensure that migrants are fairly represented in the regional institutions and to encourage their political participation, yet it does not undertake actions to raise awareness about migrants. Regional staff is occasionally trained in integration-related matters.

- *Actors & relations* (77/100).
  - at the formulation stage of policymaking for TCNs integration the regional dedicated office systematically collaborated with other relevant regional and local units, with the occasional participation of migrant and non-migrant NGOs. By contrast, for BIPs integration migrant NGOs are only involved on an ad hoc basis.
  - At the implementation level the actors that are systematically involved are the dedicated regional unit, other relevant national, regional, and local offices, and non-migrant NGOs, while migrant NGOs, labour organisations and civil society are only involved occasionally.
  - In the Region there is a consultative body ("Integration Commissioner", occasionally involved in policymaking) and an independent institutional body for inter-religious relations.
  - Interregional cooperation on migration matters mainly occurs on a national and European level through the systematic creation of alliances and through the occasional joint formulation of measures for integration.

- *Resources* (50/100). NGOs concerned with TCNs integration systematically receive in-kind material support, while, occasionally, they receive financial and in-kind immaterial (e.g., training) support. On the other hand, NGOs working with BIPs receive systematic in-kind immaterial support and, occasionally, financial and material support. Local authorities only receive occasional financial support and training.

Bavaria: Governance Elements
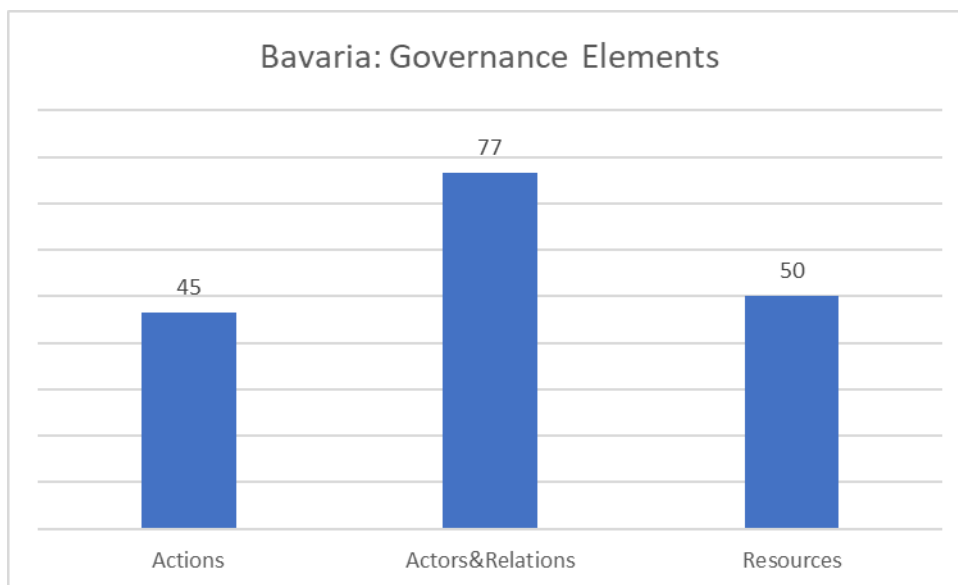
**Policy Cycle (Governance Phases)**

In Bavaria the policy stages of *implementation* (60/100) and *evaluation* (56) are better developed than the *formulation* (50) and *policy output* (48) stages.

1. *Formulation* (50/100). Regional efforts at this stage are halfway favourable, as the Region systematically involves regional and local administrative units and occasionally involves migrant NGOs, yet it fails to involve national offices, NGOs from other sectors or labour organisations. Moreover, the Region occasionally uses qualitative and statistical information to inform the policy-making process.

2. *Output* (48/100). The Region has a well-developed migrant integration strategy with a dedicated unit, targeting TCNs and BIPs. The strategy's scope is wider for TCNs, while the measures for BIPs cover only selected policy areas and are mostly directed at asylum seekers. The Region makes efforts to ensure the institutional representation of migrants in its administrative structure and its services. By contrast, the Region does not conduct awareness raising initiatives on the integration of migrants, such as public debates, yet it provides measures to positively shape the public perception of migration through campaigns such as 'Power of bilingual education', 'Migrants in volunteers services' and 'Education leadership'. Furthermore, the Region occasionally promotes the development of integration-related competence within its staff, through intercultural training programmes.

3. *Implementation*, (60/100). At this stage the Region systematically involves the regional dedicated unit, relevant national, regional, and local administrative offices, and non-migrant NGOs, while migrant NGOs, labour organisations and society at large are only involved occasionally. The Region provides NGOs working on TCNs integration with systematic material support and occasional financial and

in-kind immaterial support (e.g., training), while NGOs working with BIPs receive systematic training and occasional financial and material support. Local authorities working for migrant integration are occasionally provided with training and financial support.

4. *Evaluation*, (56/100). The Region occasionally monitors and evaluates the efficacy of its integration strategy and its measures, Furthermore, Bavaria monitors the extent of service usage by migrants across several departments.

Bavaria: Policy Cycle Performance

	Formulation	Policy output	Implementation	Evaluation
	50	48	60	56
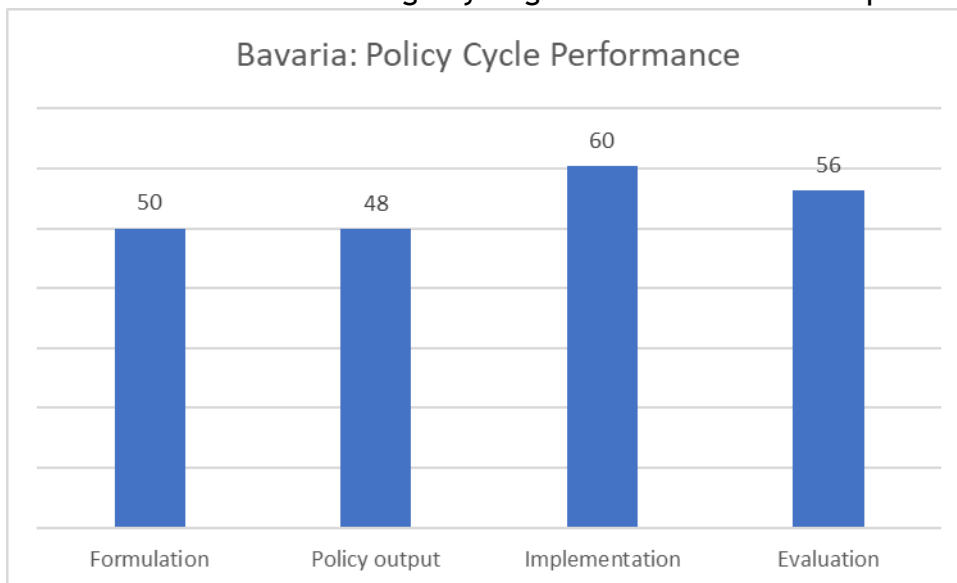
Policy Focus

The regional measures aimed at the integration of BIPs (55/100) are approximately as developed as those addressing TCNs (51). Despite this finding, the scope for the TCNs strategy is wider, while measures targeting BIPs are directed only at asylum seekers.

- *Healthcare*: regional policies in this area are not favourable, as access to healthcare for documented and undocumented migrants is not guaranteed on the same level as nationals and these categories need to either personally pay the cost of their treatment or rely on a private health insurance, usually provided by employers. However, the Region occasionally provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.

- *Education*: the regional measures in this policy area are several but not systematic, as the Region occasionally provides measures to avoid the segregation of migrant children in schools, gives financial resources for the educational situation of migrants and favours the inclusion of intercultural education, to varying extents, in the school curriculum. Furthermore, the Region provides guidance and support to address the educational situation of migrants and makes efforts to provide teaching staff with multicultural training. However, measures to bring in teachers

from a migrant background and to guarantee school places for all migrant children in compulsory schooling age are absent.

- *Social Security and Assistance*: the Region systematically provides one-stop-shops, welcome packs, guidance on access to services and social orientation courses. By contrast, the Region does not undertake additional measures to ensure access to social assistance and related benefits (e.g., old age pension, unemployment, maternity/paternity, or invalidity benefits).

- *Housing*: the Region regularly provides targeted housing advice and assistance to migrants and the latter can benefit from dedicated public housing. Less frequently, migrants can also benefit from financial support for housing purposes. By contrast, the Region fails to address situations of urban segregation involving migrants.

- *Labour*: the Region performs poorly in this area, as it does not provide targeted professional and vocational training programmes, nor financial or practical support for migrant entrepreneurship. Moreover, the regional authorities do not collaborate with social enterprises and the private sector to promote potential employment opportunities for migrants and do not provide incentives for employers to hire TCNs. Similarly, the Region does not undertake targeted actions to fight labour market exploitation of migrants. Improvement in this policy area is desirable, as employment can positively contribute to successful integration of migrants.

- *Culture & Religion*: the Region has a body dedicated to inter-religious relations and it autonomously organises cultural events promoting migrant integration, as well as funding third-parties' events. By contrast, the Region only provides targeted information about services, but it fails to provide interculturally adapted services through interpretation services, interculturally competent front offices or to lower thresholds for access to services.

- *Language*: the Region systematically provides tailored courses in the official national language and promotes teaching of minority and migrant languages in the school curricula, while occasionally providing in-cash support to organisations providing language courses to migrants.

Berlin, Germany

The region of Berlin has slightly favourable migrant integration policies (67/100) spanning on its multiple areas of competence, which include (among others) health, labour and education and are mostly shared with the national government. Berlin's BIPs population, which corresponds to 2% of the total regional population, benefits from slightly more well-developed policies than the region's TCNs population, which corresponds to approximately 20% of the population. However, the regional measures for TCNs integration span across more policy areas than those for BIPs, which are mostly directed to asylum seekers. The regional integration policies are successfully formulated and implemented in collaboration with several competent governmental, private, and civil society actors. The Region is particularly successful in the development and implementation of targeted actions and services to promote migrant integration, as well as in the allocation of resources to this end.

Migration and integration trends

- The regional TCNs population amounts to 762,600, corresponding to approximately 20% of the total regional population
- The Region has a BIPs population of 80,938, corresponding to approximately 2% of the total regional population
- In 2019, the Region received 105,800 asylum applications

Competences

- The Region has formally recognised competences in six of the eight analysed policy areas: housing, culture, labour, education, language, and religion. By contrast, the Region has no competences in the areas of health and social security. All these competences are shared with the national government, except for education, which is an exclusive regional competence.
- The Region disposes of an own budget in all the policy areas in which it has competence.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the Region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government
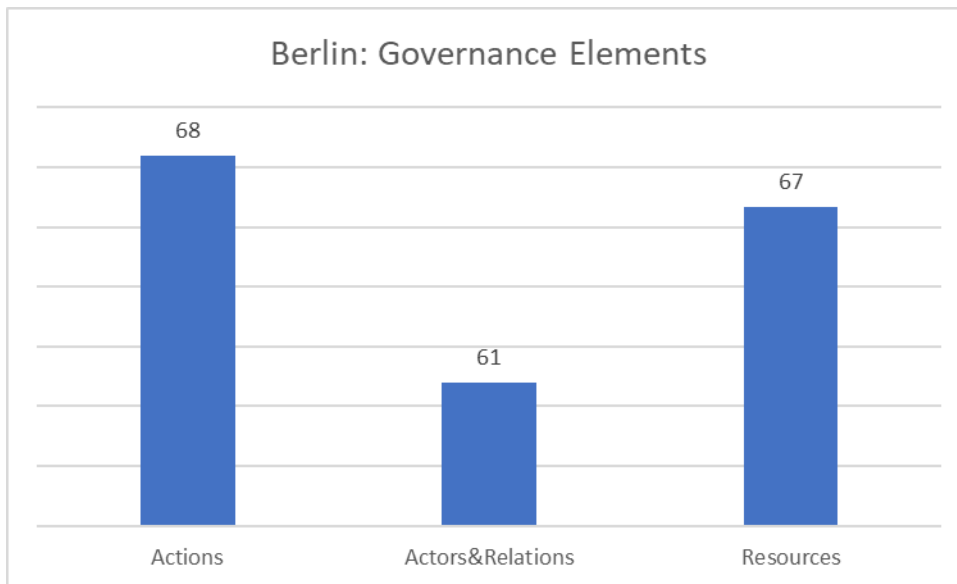
Governance Elements

In the region of Berlin, the use and availability of *resources* (67/100) and the *actions* (68) undertaken for integration are better developed compared to the governance element related to *actors & relations* (61).

- *Actions* (68/100). The region of Berlin has adopted comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure targeting TCNs. There is no formalised strategy addressing asylum seekers, yet the Region has a strategy including targeted actions and a dedicated budget aimed specifically at asylum

seekers. The strategy's scope covers all policy areas (including the ones of national competence) for TCNs, while for BIPs and asylum seekers the regional strategy mostly regards labour, housing, and language. The Region does not monitor the efficacy of the integration strategy, yet it systematically monitors the extent of service usage by the migrants across some departments. The Region also takes action to ensure institutional representation for migrants within the regional administration and the services it controls, as well as in labour organisations and school boards. Similarly, the Region systematically raises awareness for the situation of migrants through campaigns and initiatives and it regularly provides its staff with training to enhance their integration-related competences.

- *Actors & relations* (61/100).
  - at the formulation stage of policymaking for TCNs integration, the regional dedicated office systematically collaborates with other relevant regional and local units, with the occasional participation of migrant and non-migrant NGOs. By contrast, for BIPs integration, also national relevant offices are systematically involved, while migrant NGOs, labour organisations and civil society are occasionally involved.
  - At the implementation level the actors that are systematically involved are the dedicated regional unit, other relevant national, regional, and local offices, and non-migrant NGOs, while migrant NGOs, labour organisations and civil society are only involved occasionally.
  - In the region there is a consultative body ("the Berlin Senate Commissioner for Migration and Integration", involved in policymaking) an independent institutional body for inter-religious relations and a body dedicated to anti-discrimination measures.
  - Interregional cooperation on migration matters is not actively pursued by the Region.

- *Resources* (67/100). The Region systematically provides financial, in-kind material and material resources to NGOs for TCNs integration, while those dedicated to BIPs integration only obtain financial support systematically and occasionally support in the form of training or seminars. On the other hand, local authorities also receive systematic financial support and, occasionally, in-kind material and immaterial support. The resources for integration are sourced from regional, national and EU funds.

Berlin: Governance Elements

Policy Cycle (Governance Phases)

In Berlin the policy stages of *policy output* (69/100) and *implementation* (72) are better developed than the *formulation* (64) and *evaluation* (44) stages.

1. *Formulation* (64/100). Regional efforts at this stage are halfway favourable, as the Region systematically involves regional and local administrative units and occasionally involves migrant NGOs, yet it fails to involve national offices, non-migrant NGOs, or labour organisations. Moreover, the Region systematically uses qualitative and statistical information to inform the policy-making process for TCNs, while for BIPs policy-making data is used occasionally.

2. *Output* (69/100). The Region has a very well-developed coordinated migrant integration strategy with a dedicated unit. The extent of development of the strategy, however, varies for TCNs, who benefit from measures in all policy areas, and BIPs, who benefit from few targeted measures (mostly asylum seekers are supported) across a limited number of policy areas. Despite these differences, the Region is very active in systematically ensuring institutional representation of migrants in the regional administration and services and in trade union boards and schools; the Region also systematically organises public campaigns to raise awareness on migrant integration and to shape public perceptions regarding the positive social contribution of migration and diversity. Furthermore, the Region regularly promotes the development of integration-related competences in its administrative staff, through the recruitment of employees from a migrant background and through the occasional provision of intercultural and linguistic training.

3. *Implementation*, (72/100). At this stage the Region systematically involves the regional dedicated unit, relevant national, regional, and local administrative

offices, and non-migrant NGOs, while migrant NGOs, labour organisations and society at large are only involved occasionally. The Region furthermore provides systematic support to NGOs operating in migrant integration, in the form of in-kind material and immaterial (e.g., training) assistance, as well as financial support. Financial support is also regularly accessible for NGOs working for BIPs integration, who also benefit from occasional trainings. Local authorities are also provided with these forms of supports, albeit to a lesser extent, except for financial support for TCNs integration which is systematically provided.

4. *Evaluation*, (44/100). The regional performance at this stage is suboptimal, as the Region does not have a structured evaluation mechanism in place and the only actions undertaken concern the monitoring of the extent of service usage by migrants across some departments.
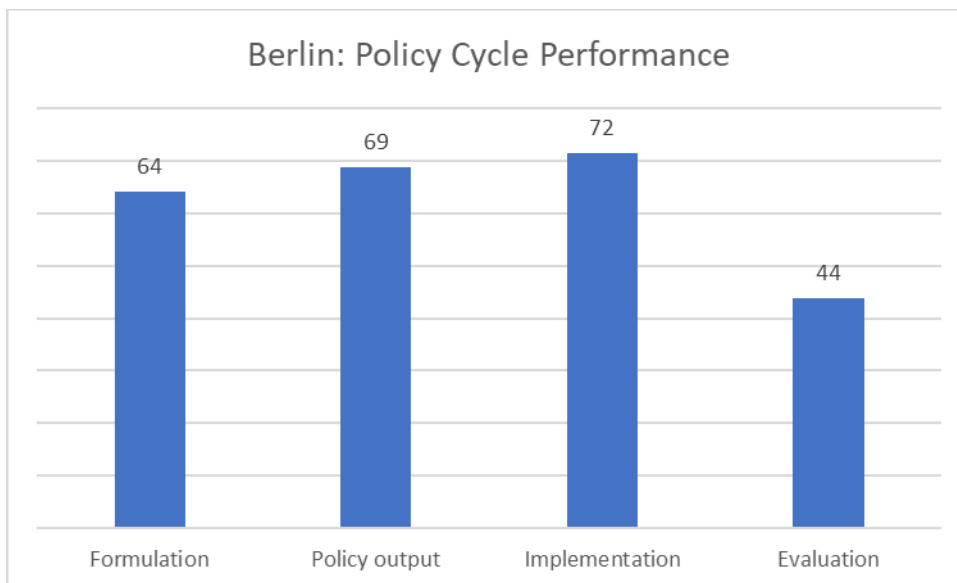
Policy Focus

The regional measures aimed at the integration of TCNs (70/100) are more well-developed than those addressing BIPs (57). Despite this finding, the BIPs integration strategy is less articulated than the TCNs one and measures for the former group span across fewer policy areas and are mostly directed at asylum seekers.

- *Healthcare*: regional policies in this area are not favourable, as access to healthcare for documented and undocumented migrants is not guaranteed on the same level as nationals and these categories need to either personally pay the cost of their treatment or rely on a private health insurance, usually provided by employers. The region occasionally provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.
- *Education*: the regional measures in this policy area are several but not systematic, as the Region occasionally provides measures to avoid the segregation of migrant

children in schools, financial resources for the educational situation of migrants and the inclusion of intercultural education, to varying extents, in the school curriculum. Furthermore, the Region provides guidance and support to address the educational situation of migrants and makes efforts to provide teaching staff with multicultural training. However, measures to bring in teachers from a migrant background and to guarantee school places for all migrant children in compulsory schooling age are absent.

- *Social Security and Assistance*: the Region systematically provides one-stop-shops, guidance on access to services and social orientation courses, while the provision of welcome packs is only occasional. Furthermore, the Region undertakes additional measures to ensure access to social assistance and family benefits.
- *Housing*: the Region regularly provides targeted housing advice and assistance to migrants, while it only occasionally provides dedicated public housing or financial support for migrants. Moreover, the Region attempts to address situations of urban segregation involving migrants, yet this is not a systematic effort.
- *Labour*: the Region performs poorly in this area, as it does not provide targeted professional and vocational training programmes, nor financial or practical support for migrant entrepreneurship. Moreover, the regional authorities do not collaborate with social enterprises and the private sector to promote potential employment opportunities for migrants. Occasionally the Region undertakes targeted actions to fight labour market exploitation of migrants, yet it does not provide incentives for employers to hire TCNs. Improvement in this policy area is desirable, as employment can positively contribute to successful integration of migrants.
- *Culture & Religion*: the region does not have a body dedicated to inter-religious relations, yet it autonomously organises cultural events promoting migrant integration, as well as funding third-parties' events on a regular basis. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, interculturally competent front offices and the lowering of thresholds for access to services.
- *Language*: the Region successfully addresses the specific language needs of migrants through a wide plethora of services, including tailored courses in the official national language, teaching minority and migrant languages in the school curricula, and the provision of in-cash and in-kind support to organisations providing language courses to migrants.

Mecklenburg-Western Pomerania, Germany

The region of Mecklenburg-Western Pomerania has slightly unfavourable migrant integration policies (34/100) spanning on its areas of competence, which include, among others, labour and education and are shared with the national government. Mecklenburg-Western Pomerania's BIPs population, which corresponds to 1% of the total regional population, benefits from slightly more well-developed policies than the region's TCNs population, which corresponds to approximately 3% of the population. The regional BIPs population, however, benefits from a less developed integration strategy comprising of targeted actions limited to the policy areas of labour, housing, and language. The regional policies could generally benefit from structural improvements, both in terms of their degree of development and of the number of resources allocated to them. The Region and its migrant population would greatly benefit from diffuse improvements in the evaluation of policies, as the poor practices at this stage of the policy cycle diminish the potential for general improvement of measures.

Migration and integration trends

- The regional TCNs population amounts to 51,543, corresponding to approximately 3% of the total regional population
- The Region has a BIPs population of 16,510, corresponding to approximately 1% of the total regional population
- In 2019 the Region received 24,115 asylum applications

Competences

- The Region has formally recognised competences in four of the eight analysed policy areas (culture, labour, education, and language), while it has no competences in religion, social security, health, and housing. All the competences are shared with the national government.
- The Region disposes of an own budget in all the aforementioned areas, except for health and housing.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the Region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government
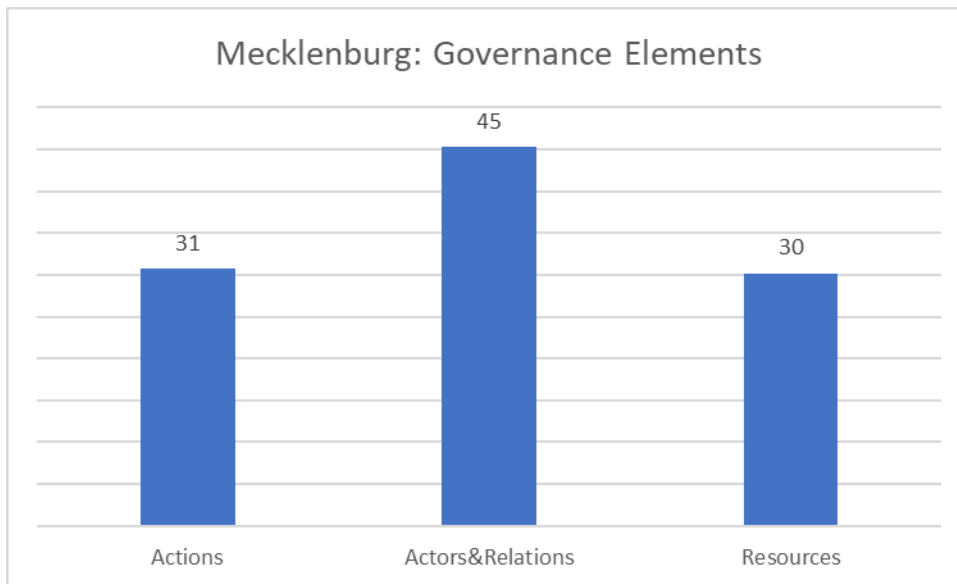
Governance Elements

In the region of Mecklenburg-Western Pomerania, the governance elements related to *actors & relations* (45/100) are better developed compared to the *actions* (31) it undertakes and its use and availability of *resources* (30) for integration.

- *Actions* (31/100). The region of Mecklenburg-Western Pomerania has adopted comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and a coordination structure targeting TCNs. For what concerns BIPs and asylum seekers, the regional strategy only includes

targeted actions and a dedicated budget. The strategy's scope covers all policy areas of regional competence for TCNs, excluding social security, while for BIPs and asylum seekers the regional strategy mostly regards labour, housing, and language. The Region does not monitor the efficacy of the integration strategy, nor does it monitor the extent of service usage by migrants. Similarly, the Region does not take action to ensure institutional representation of migrants. By contrast, the Region occasionally raises awareness for the situation of migrants through campaigns and initiatives and it occasionally provides integration-related training to its staff.

- *Actors & relations* (45/100).
    o at the formulation stage of policymaking at the formulation stage of policymaking for TCNs integration the regional dedicated office systematically collaborated with other relevant regional and local units, with the occasional participation of migrant and non-migrant NGOs. By contrast, for BIPs integration, also national relevant offices are systematically involved, while NGOs, labour organisations and civil society are occasionally involved.
    o At the implementation level the actors that are systematically involved are the dedicated regional unit, other relevant national, regional and local offices, and non-migrant NGOs, while migrant NGOs, labour organisations and civil society are only involved occasionally.
    o The Region has a federal integration council (occasionally consulted in policymaking).
    o Interregional cooperation on migration matters is not actively pursued by the Region.

- *Resources* (30/100). NGOs concerned with TCNs integration receive systematic financial support. On the other hand, NGOs working with BIPs receive occasional financial support. Local authorities only receive occasional financial support and training.

Mecklenburg: Governance Elements

Policy Cycle (Governance Phases)

In Mecklenburg-Western Pomerania the policy stages of *formulation* (55/100) and *implementation* (47) are better developed than the *policy output* (32) and *evaluation* (0) stages, which would greatly benefit from structural improvements.

1. *Formulation* (55/100). Regional efforts at this stage are halfway favourable, as the Region systematically involves regional and local administrative units and occasionally involves migrant NGOs, yet it fails to involve national offices, non-migrant NGOs, or labour organisations. Moreover, the Region occasionally uses qualitative and statistical information to inform the policy-making process.

2. *Output* (32/100). The Region has a migrant integration strategy with a dedicated unit, targeting TCNs and BIPs. The strategy's scope is wider for TCNs, while the measures for BIPs cover only selected policy areas (labour, housing, and culture) and are mostly directed at asylum seekers. The Region does not undertake any targeted actions to ensure regional institutional representation of migrants, awareness raising initiatives on migrants' integration are only occasional and only staff working with TCNs is occasionally trained to acquire intercultural skills.

3. *Implementation* (47/100). At this stage the Region systematically involves the regional dedicated unit, relevant national, regional and local administrative offices and non-migrant NGOs, while migrant NGOs, labour organisations and society at large are only involved occasionally. NGOs working in TCNs integration are systematically provided with financial support, while those working with BIPs are assisted financially less frequently. Local authorities working for migrant integration are occasionally provided with training and financial support.

4. *Evaluation* (0/100). The Region performs extremely poorly at this stage of the policy cycle, as it has no monitoring or evaluating mechanism in place to assess the actions it undertakes on migrant integration, nor does it monitor the extent of service usage by migrants. This aspect needs improvement, as proper evaluation of policy measures is fundamental to enhance their efficacy and finally contribute to better outcomes for both newcomers and the host society.

Mecklenburg: Policy Cycle Performance
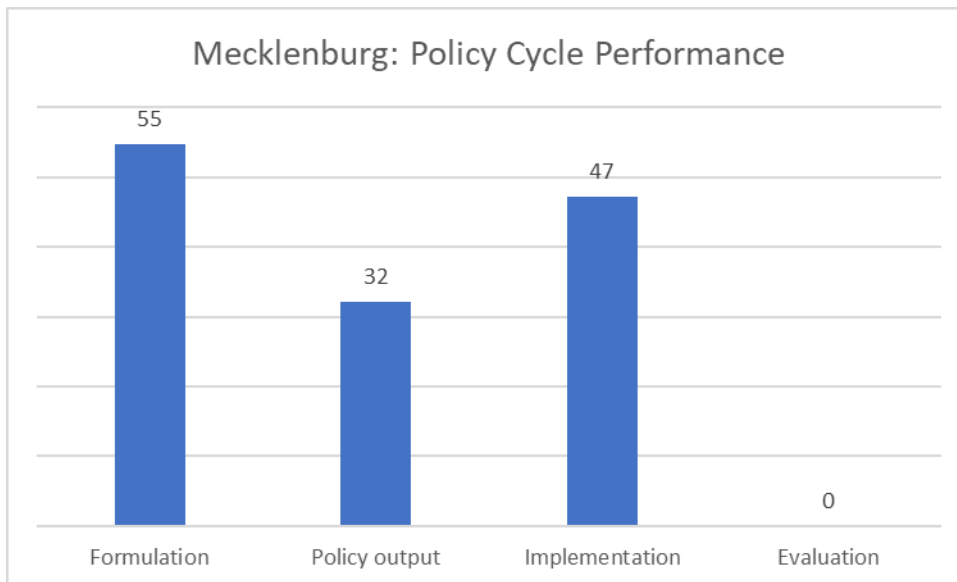
Policy Focus

The regional measures aimed at the integration of BIPs (42/100) are more well-developed than those addressing TCNs (31). Despite this finding, the BIPs integration strategy is less articulated than the TCNs one and measures for the former group span across fewer policy areas.

- *Healthcare*: regional policies in this area are not favourable, as access to healthcare for documented and undocumented migrants is not guaranteed on the same level as nationals and these categories need to either personally pay the cost of their treatment or rely on a private health insurance, usually provided by employers. However, the Region occasionally provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.
- *Education*: the regional measures in this policy area are several but not systematic, as the Region occasionally provides measures to avoid the segregation of migrant children in schools, financial resources for the educational situation of migrants and the inclusion of intercultural education, to varying extents, in the school curriculum. Furthermore, the Region provides guidance and support to address the educational situation of migrants and makes efforts to provide teaching staff with

multicultural training. However, measures to bring in teachers from a migrant background and to guarantee school places for all migrant children in compulsory schooling age are absent.

- *Social Security and Assistance*: the Region systematically provides one-stop-shops, guidance on access to services and social orientation courses, while the provision of welcome packs is only occasional. By contrast, the Region does not undertake additional measures to ensure access to social assistance and related benefits (e.g., old age pension, unemployment, maternity/paternity, or invalidity benefits).
- *Housing*: the Region performs poorly in this policy area, as it fails to provide targeted housing advice and assistance to migrants, dedicated public housing or financial support for housing purposes. Similarly, the Region also fails to address situations of urban segregation involving migrants.
- *Labour*: the Region performs poorly in this area, as it does not provide targeted professional and vocational training programmes, nor financial or practical support for migrant entrepreneurship. Moreover, the regional authorities do not collaborate with social enterprises and the private sector to promote potential employment opportunities for migrants and do not provide incentives for employers to hire TCNs. Similarly, the Region does not undertake targeted actions to fight labour market exploitation of migrants. Improvement in this policy area is desirable, as employment can positively contribute to successful integration of migrants.
- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations, yet it occasionally funds third-parties' cultural events promoting migrant integration. The Region only provides targeted information about services, but it fails to provide interculturally adapted services through interpretation services, interculturally competent front offices or to lower thresholds for access to services.
- *Language*: the Region systematically provides tailored courses in the official national language and promotes teaching of minority and migrant languages in the school curricula, while occasionally providing in-cash support to organisations providing language courses to migrants.

ITALY

Apulia, Italy.

The region of Apulia presents halfway developed integration policies (47/100) and shared competences on many policy areas affecting integration of migrants and beneficiaries of international protection (e.g., labour, education and health). Apulia's TCNs' population, which represent only the 2.3% of the regional population, benefits from a coordinated integration strategy, comprising of a variety of targeted actions. However, the small but sizeable BIP population does not benefit from a specific integration strategy or body, rather it is addressed as part of the broader TCNs strategy. The Region is particularly strong in the allocation of resources to integration, and it is rather advanced in the implementation and evaluation of its policies.

Migration and integration trends

- The region of Apulia has a TCNs population of 91,305, corresponding to approximately 2.3% of the total regional population.
- Apulia's BIP population consists of 6,717, corresponding to approximately 0.2% of the total regional population.
- In 2019 Apulia received 2,894 asylum applications.

Competences

- The Region has formally recognised competences in the following seven (out of the eight analysed) policy areas: health, housing, culture, labour, education, language and social security. All these competences are shared with the national government. The region has no formal competence in the policy area of religion.
- The Region disposes of an own budget in all the aforementioned areas, including the policy area of religion, on which the region does not exercise formal competence.
- The region of Apulia currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the Region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government.

Governance Elements

The governance element related to the use and availability of *resources* (63/100) is better developed than the *actions* (47) and the *actors & relations* (41) elements.

- *Actions* (47/100). Apulia has adopted a coordinated migrant integration plan comprising of targeted actions. The plan mainly addresses TCNs, but includes also BIPs and asylum seekers. However, an independent reception and integration strategy is absent for the latter groups. The integration plan has a broad scope, including all the policy areas on which the region has formal competences.

Furthermore, the integration strategy's efficacy for TCNs is systematically monitored and evaluated, while regional decision-making only occasionally makes use of statistical and qualitative information on migrant integration. The Region does not take actions to ensure the institutional representation of migrants and only occasionally encourages the involvement of TCNs in non-formal political assemblies. The Region sporadically provides integration-related training to its staff and undertakes efforts to raise awareness on migrant integration through targeted campaigns and initiatives.

- *Actors & relations* (41/100).
    o The Region has a permanent unit dedicated to migrant integration, which plays a key role in the formulation and the implementation of policies.
    o The Region ensures systematic consultations with competent national actors, including migrant and non-migrant NGOs on an occasional basis, and it strongly relies on them for the implementation of policies.
    o Interregional cooperation on migration matters occurs in the national and European context, through alliances to foster migrant integration and the joint formulation of measures within the framework of targeted programmes.
    o The Region occasionally involves itself in the formulation of national integration policies, but systematically implements the latter.

Resources (63/100). The Region systematically allocates financial resources to the provision of in-cash support to NGOs and other civil society organisations, while occasionally providing the same organisations with in-kind material and immaterial support. Moreover, the Region systematically provides financial and in-kind material and immaterial to local authorities, while forms of support for BIPs reception and integration are provided on an occasional basis.


Apulia: Governance Elements
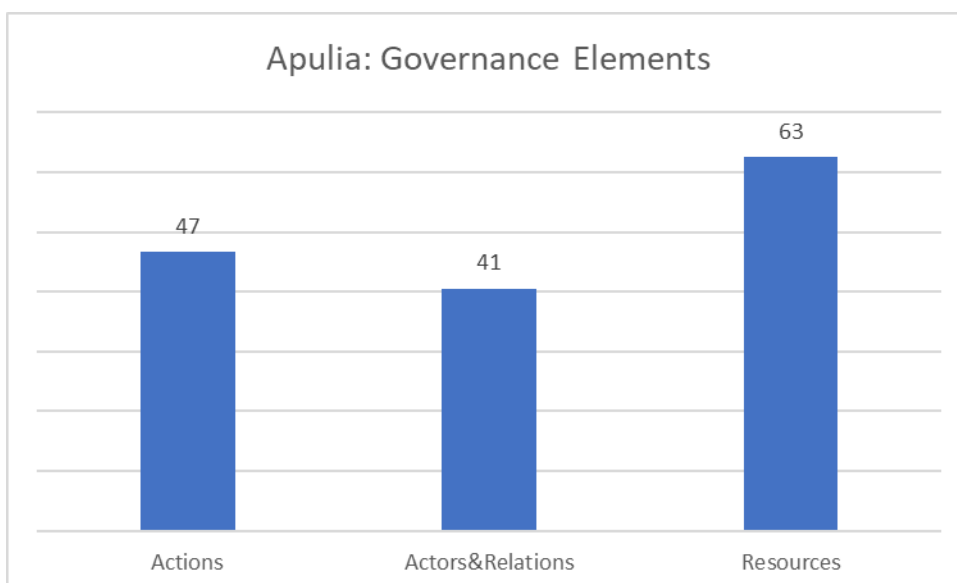
Policy Cycle

Apulia's performance on the policy cycle is better developed at the *implementation* (65/100) and *evaluation* (63) stages, while the *output* dimension (39) and, to a lesser extent, the *formulation* stage (56) would greatly benefit from structural improvements.

1. *Formulation* (56/100). At this stage the Region systematically involves the dedicated regional unit and the national competent actors, while involvement of other parties, such as local and regional actors and NGOs is only occasional. Decision-making is only occasionally informed by the statistical and qualitative data collection practices.

2. *Output* (39/100). The Region has adopted a TCNs integration strategy comprising of actions and a coordination structure, which includes BIPs and asylum seekers. The integration strategy has a wide scope and the Region undertakes occasional efforts to raise awareness on issues related to migrant integration.

3. *Implementation*, (65/100). Numerous stakeholders are involved at this stage, with systematic involvement of competent national authorities and non-migrant NGOs, as well as occasional involvement of migrant NGOs, competent regional and local actors and employer/employee organisations. The regional support to local authorities is systematic and covers all available modalities, while NGOs are regionally supported on a systematic level only in financial terms, with other forms of support given on an occasional basis.

4. *Evaluation* (63/100). Apulia systematically monitors and evaluates the efficacy of the TCN integration strategy, while the monitoring of the efficacy of BIPs integration measures is only occasional. The Region systematically monitors the level of usage of services by migrants, but it does not monitor the extent and character of discrimination against migrants in the region.

This project is funded by the European Union's Asylum, Migration and Integration Fund
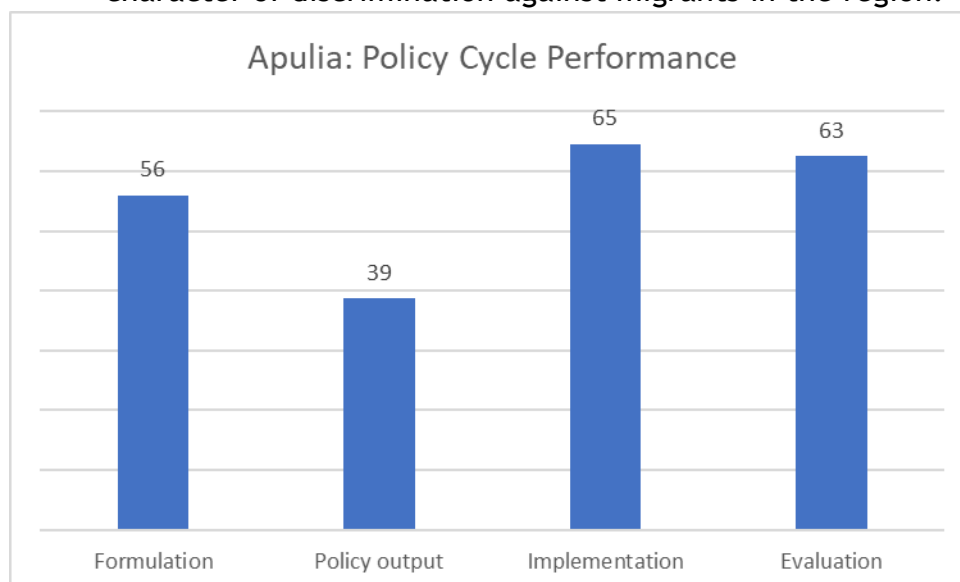
Policy Focus

The Region lacks a developed integration strategy specifically targeting BIPs (54/100), but rather includes this category in the coordinated TCNs (44) integration strategy with the national government. The Region has a regional unit dedicated to TCNs integration policies, while a body exclusively dedicated to BIPs integration is not present.

- *Healthcare*: the Region provides documented TCNs the same unconditional access to healthcare as for nationals; access to healthcare for undocumented TCNs is instead subject to stricter requirements, with only essential and urgent treatments available free of charge. Moreover, the Region provides occasional interpretation services aimed at accessing healthcare services for TCNs with an inadequate level of language proficiency in the official language, as well as occasional information on TCNs eligibility to healthcare access.
- *Education*: the Region occasionally offers guidance and support to address the educational situation of migrants through ad hoc projects, but it does not offer financial support to this end, as school integration is not a regional competence per se. Placement in school for all migrant children of compulsory schooling age is provided occasionally.
- *Social Security and Assistance*: the Region provides systematic access to social assistance, maternity/paternity leave and family benefits, while occasionally providing access to invalidity, unemployment and old age benefits.
- *Housing*: the Region sporadically monitors the level of segregation of migrants and it since 2017 it has provided "guest houses for seasonal agricultural workers", but no other systematic actions are undertaken to ensure migrants' access to housing. The Region in the past undertook an initiative aimed at the mediation between migrant tenants and landlords, but this initiative is currently not operative.
- *Labour*: the Region occasionally provides vocational training programmes for migrants, as well as financial support for migrant entrepreneurs. Additionally, the Region undertakes targeted actions to fight labour market exploitation on an occasional basis.
- *Culture & Religion*: the Region occasionally funds and organises events in the fields of arts, culture and sport aiming to encourage people from different cultural backgrounds to interact and to foster migrant integration.
- *Language*: the Region occasionally provides in-cash and in-kind support for NGOs and private sector organisations providing language training in minority languages, as well as tailored language training for migrants in the official language.

Campania, Italy.

The region of Campania presents halfway favourable integration policies (39/100) and it exercises shared competences on multiple key areas for the integration of migrants and beneficiaries of international protection, including health, labour and education. The Region does not present a structured and overarching integration strategy, but provides a wide plethora of targeted integration policies. These policies are better developed for the small but sizeable TCNs population, approximately equivalent to 3% of the regional population than for the regional BIPs population (0.4% of the regional population). The Region is relatively strong on the formulation of policies and on the allocation of resources to integration.

Migration and integration trends

- Campania has a TCNs population of 200,059, corresponding to approximately 3% of the total regional population.
- Campania's BIP population consists of 20,800, corresponding to approximately 0,4% of the total regional population.
- In 2019 the Region received 3,515 asylum applications.

Competences

- Campania has formally recognised competences in six out of the eight analysed policy areas. The Region exercises shared competences in the policy areas of health, housing, culture, labour, education and social security.
- The Region has its own budget in all the aforementioned areas.
- In addition, the Region is eligible for access to further EU funds for migrant integration in collaboration with the central government.
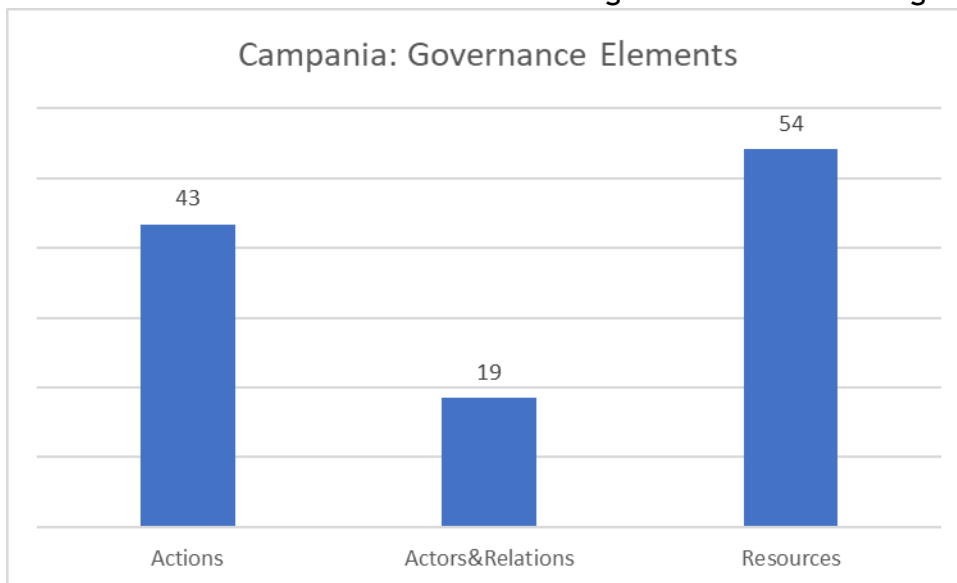
Governance Elements

In the region of Campania the governance elements related to the use of *resources* (54/100) and to *actions* (43) are more developed than the *actors & relations* (19) element.

- *Actions* (43/100). The Region does not have a structured migrant integration strategy, but rather relies on ad hoc interventions and on civil society organisations to foster integration. Moreover, Campania systematically analyses nationally collected qualitative and quantitative data related to BIPs and TCNs to inform decision-making. The Region only occasionally provides staff-training on migrant integration, usually through EU funding.

- *Actors & relations* (19/100). The Region performs poorly on the actors & relations element of governance;
  - o The absence of a structured integration strategy results in a lack of involvement of stakeholders and actors in the decision-making process.
  - o In terms of actors, the Region has a unit dedicated to TCNs integration policies within the regional Directorate General on Social and Social Health

Policies, while a body exclusively dedicated to BIPs integration is not present.

- o The Region is not involved in national policymaking related to BIPs, but it implements national measures.
- o Interregional cooperation on migration matters occurs within the country on an occasional basis in the context of partially EU-funded programmes. Moreover, some interregional cooperation takes place at a European level.

- *Resources* (54/100). The Region allocates resources to the provision of occasional support to NGOs and local authorities active in the field of TCNs integration and BIPs reception and integration; support is provided in the form of in-kind material and immaterial assistance and in-cash support via targeted programmes and training. The absence of a structured integration strategy makes it impossible to determine the total amount of budget dedicated to integration or its sources.

Campania: Governance Elements

Policy Cycle (Governance Phases)

In Campania the policy stages of *formulation* and policy *output* are better developed than the *implementation* and *evaluation* stages.

1. *Formulation* (50/100). Albeit lacking a structured migrant integration strategy and exhibiting limited decision-making on the matter, the Region systematically makes use of nationally collected statistics on migration to inform regional decision-making.

2. *Output* (39/100). The regional policies on migrant integration are halfway favourable. A regional migrant integration strategy is absent in terms of scope and development. However, the Region ensures the fair internal representation of TCNs in the regional administration and in the public services provided by the Region.

Moreover, some regional legislation contains general anti-discrimination norms. The Region also encourages non-formal political participation for TCNs, as they cannot participate in regional elections.

3. *Implementation* (36/100). The regional implementation stage is not well-developed because of the absence of a structured migrant integration strategy. Nevertheless, the Region provides occasional support and assistance both to migrant NGOs (score 50) and local authorities (score 66.7).

4. *Evaluation* (25/100). The current regional arrangements fail to include any evaluation and monitoring mechanisms of integration policies. However, there is systematic monitoring of the extent and the character of discrimination against TCNs and BIPs on the territory.
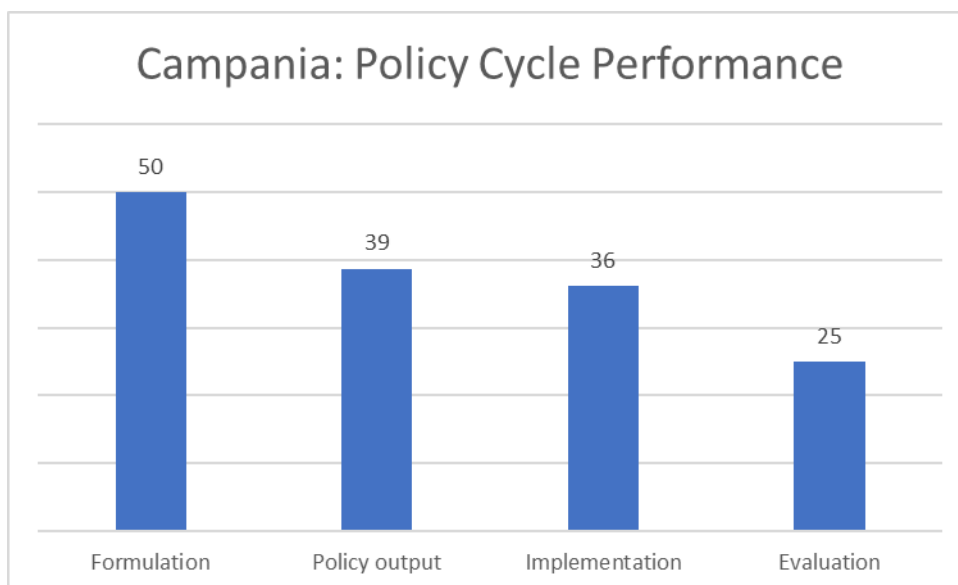
Policy Focus

The Region does not have a developed integration strategy specifically targeting BIPs (23/100). For what concerns TCNs (44), the Region has agreed on an integration strategy with the national government, but this was never finalised, thus there is not a comprehensive regional strategy for this category either. The Region has a department dedicated to TCNs integration policies, while a body exclusively dedicated to BIPs integration is not present.

- *Healthcare*: the Region provides TCNs in a documented situation with unconditional access to healthcare, equivalently to nationals; access to healthcare for undocumented TCNs is subject to stricter requirements, with essential and urgent treatments available free of charge, while non-essential treatments are available

provided the patient pays for the service. Moreover, the Region provides occasional interpretation services aimed at accessing healthcare services for TCNs with an inadequate level of language proficiency in the official language, as well as occasional information on TCNs eligibility to healthcare access.

- *Education*: policies aiming at educational inclusion of migrants are very well-developed; the Region systematically ensures the provision of guidance and support, of targeted financial resources and interculturally trained staff to address the educational situation of migrants. Additionally, the Region systematically implements anti-segregation measures, offers intercultural education within school curricula and provides school places for all school children in compulsory schooling age. The Region also undertakes occasional efforts to bring migrants in the teacher workforce.
- *Social Security and Assistance*: the Region systematically offers one-stop shops and welcome packs to TCNs. However, the Region does not undertake additional actions to ensure TCN access to social security and only occasionally offers courses for the social orientation of TCNs.
- *Housing*: the Region provides occasional guidance and support to migrants for housing access and occasionally provides in-kind support, in particular via an integrated plan for dedicated housing (Piano Casa), targeting weakest social classes including migrants.
- *Labour*: the Region is active in the provision of financial and logistical support, vocational training for migrants and programmes promoting the hiring of migrants. However, most of these programmes are provided on an occasional basis thanks to funding from different targeted EU programmes.
- *Culture & Religion*: the Region provides interculturally adapted services through interculturally competent front-desks and through the lowering of thresholds for access via interpretation services. The Region also funds cultural third-party events encouraging diversity and integration.
- *Language*: the Region systematically provides in-cash and in-kind support for NGOs and private sector organisations providing language training in minority languages.

Emilia-Romagna, Italy

The region of Emilia-Romagna has well-developed migrant integration policies (65/100) spanning on its multiple areas of competence, which include health, labour and education and are shared with the national government. Emilia-Romagna's BIPs population, which corresponds to 0.05% of the total regional population, benefits from slightly more well-developed policies than the region's TCNs population, which corresponds to approximately 9.4% of the population. Emilia-Romagna's TCNs and BIPs populations benefit from a coordinated integration strategy comprising of specific goals and targeted actions, formulated and implemented in collaboration with several competent governmental, private and civil society actors. The Region is particularly successful in the actions it undertakes to facilitate integration, especially for what concerns the formulation and evaluation of regional policies.

Migration and integration trends

- The region of Emilia-Romagna has a TCNs population of 420,312, corresponding to approximately 9.4% of the total regional population.
- Emilia-Romagna's BIPs population consists of 2,340, corresponding to 0.05% of the total regional population.
- In 2019 the Region received 7,066 asylum applications.

Competences

- Emilia-Romagna has formally recognised competences in six out of the eight analysed policy areas. The region exercises shared competences in the policy areas of health, housing, culture, labour, education and social security, while it exercises no competence in the areas of language and religion.
- The region has its own budget in all the aforementioned areas.
- The region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the Region is eligible to further access EU funds for migrant integration in collaboration with the central government.
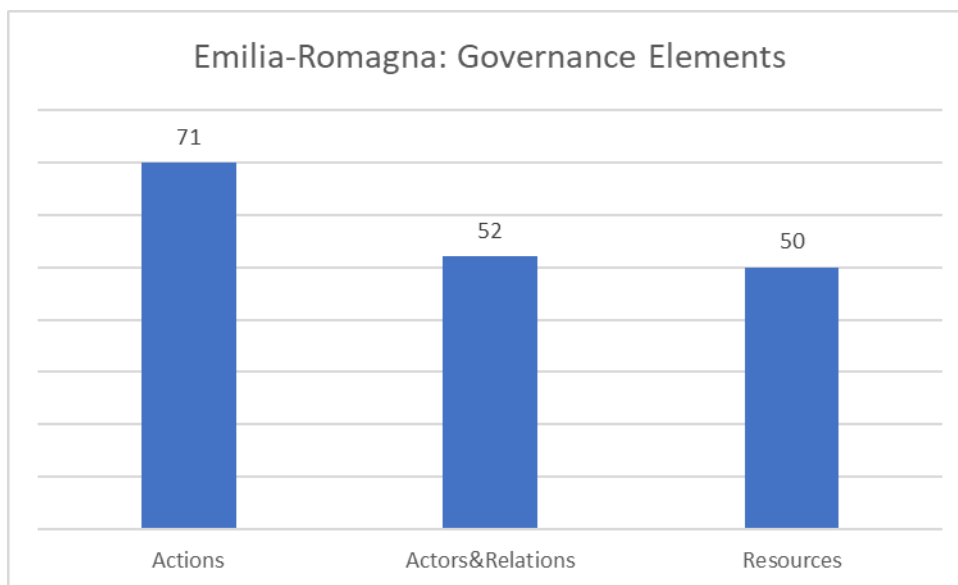
Governance Elements

The region of Emilia-Romagna performs better on the governance element of *actions* (71/100) than on the *actors & relations* (52) and the *resources* (50) elements.

- *Actions* (71/100). Emilia-Romagna has adopted a comprehensive migrant integration regional strategy comprising of defined goals, targeted actions and a coordination structure. The strategy targeting BIPs has a dedicated budget, it includes asylum seekers and mainly targets the policy areas of labour and health. The integrations strategy for TCNs does not have budgetary capacity, yet it has a broader scope, addressing all the policy areas on which the Region has shared competences. The Region systematically evaluates the efficacy of its integration

plans, collecting quantitative and qualitative data to inform the policy-making process and monitoring the extent of service usage by migrants. Emilia-Romagna's efforts to promote the institutional representation of migrants are limited to the public services offered internally to the region. Furthermore, the region provides integration-related training to its staff and undertakes efforts to raise awareness on migrant integration through targeted campaigns and initiatives.

- *Actors & relations* (52/100).
  - at the formulation stage of policy-making the Region involves several stakeholders and competent organisations. In the formulation of policies for TCNs the Region systematically involves regional departments, including the dedicated unit, and migrant NGOs, while other organisations, such as national administrative units, labour organisations and non-migrant NGOs are only involved on an ad hoc basis. For what concerns BIPs integration, the regional administrative units consistently collaborate with a wider range of actors, such as national administrative units and NGOs. At this stage the Region regularly makes use of statistical and qualitative data for evidence-based policymaking.
  - For the implementation of the TCNs integration strategy, the Region mainly relies on the regional and local administrative departments, with occasional involvement by NGOs, labour organisations and competent national offices of the Ministry of Interior. Similarly, the BIPs integration plan is mostly implemented by the dedicated regional unit and local administrative offices, with some support from NGOs and relevant national institutions.
  - The Region does not have an independent institutional body for inter-religious relations or are a consultative body through which migrants can voice their concerns to policy-makers.
  - Interregional cooperation on migration matters occasionally occurs on a national and European level in the form of alliances and joint policy-making platforms.
  - The regional involvement in the national integration policies mostly consists of the sharing of information, the elaboration of policy positions and implementing measures.

- *Resources* (50/100). The use and availability of resources for integration is halfway developed in Emilia-Romagna. The region occasionally allocates resources (financial, material and immaterial) to support NGOs and local authorities active in the field of migrants' integration.

Emilia-Romagna: Governance Elements

Policy Cycle (Governance Phases)

Emilia-Romagna's performance in the policy cycle is better in terms of the *formulation* (84/100) and the *evaluation* (88) of integration policies, than it is at the *output* (63) and the *implementation* (53) stages.

1. *Formulation* (84/100). The Region collaborates with several stakeholders in the policy-making process, systematically including the competent regional unit, local governmental actors and migrant NGOs. Occasionally also non-migrant NGOs, labour organisations, and competent national offices (particularly for what concerns BIPs) are involved. Furthermore, the policy-making process is systematically informed by collected quantitative and qualitative data on the integration of TCNs and BIPs.

2. *Output* (63/100). The Region has a migrant integration strategy articulated through goals, targeted actions, and a coordination structure. For TCNs the integration strategy has a wide scope, covering all the policy areas in which the Region has competences, while most measures targeted to BIPs (including asylum seekers) regard the policy areas of labour and health. Moreover, the Region occasionally makes efforts to enhance the integration-related competences of its staff (especially for the staff working with BIPs and asylum seekers) and it organises public campaigns to raise awareness on migrant integration. The regional efforts to promote migrant political participation are only systematic for what concerns non-formal citizens' initiatives and consultations.

3. *Implementation*, (53/100). The implementation of the regional migrant integration strategy relies mostly on the job carried out by the dedicated regional unit, in

collaboration with other regional departments, NGOs and local governmental actors (e.g. municipalities and city councils). The local authorities and NGOs active in the implementation of the integration strategy occasionally benefit from regional support in the form of finances, training programmes and material resources.

4. *Evaluation*, (88/100). The Region has a very well-developed monitoring mechanism in place, systematically evaluating the efficacy of its strategy and the level of service usage by migrants across all departments. Furthermore, the Region sporadically monitors the extent and character of discrimination against migrants on the territory.

Emilia-Romagna: Policy Cycle Performance
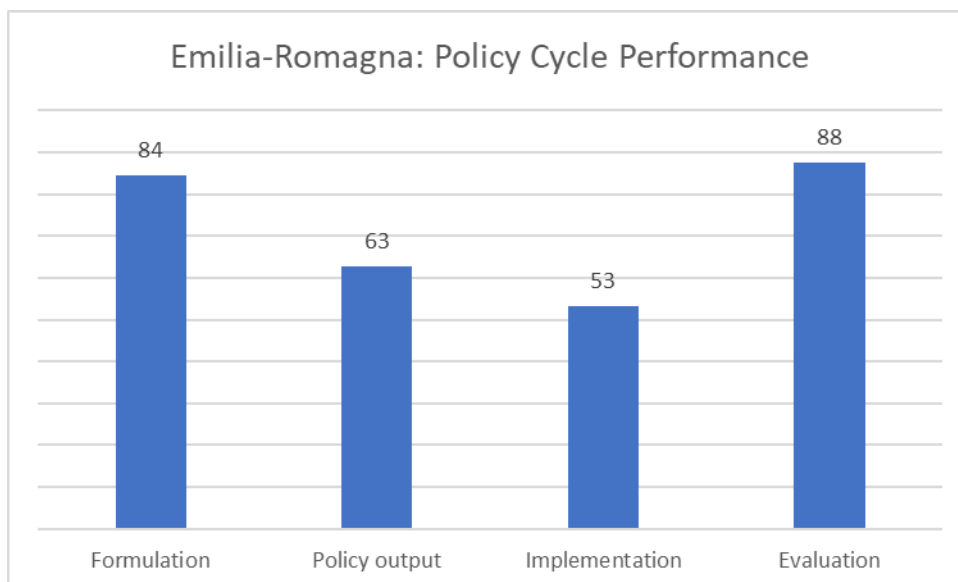
Policy Focus

The regional measures aimed at the integration of BIPs (70/100) are more well-developed than those addressing TCNs (64/100).

- *Healthcare*: migrants both in a regular or irregular status are granted unconditional access to healthcare services on the same conditions as nationals; the provision of interpretation services for migrants with an insufficient proficiency in the official language and targeted information on migrants' access to healthcare are systematically provided.
- *Education*: the Region consistently provides guidance and financial resources to address the educational situation of migrants and offers intercultural education within the school curricula; furthermore, on occasions the Region enacts measures to prevent the segregation of migrant pupils, as well as providing intercultural training to educational staff and school places for all pupils of compulsory schooling age.

- *Social Security and Assistance*: the Region only offers general guidelines for access to social security and assistance for migrants, who are mainly entitled to unemployment benefits. By contrast, the provision of social orientation courses for migrants is systematic across the Region.
- *Housing*: Emilia-Romagna regularly provides dedicated public housing through the system of public residential buildings ("Edilizia Residenziale Pubblica – ERP") to people in need, including migrants. Targeted housing advice and financial support for accommodation are occasionally provided by the Region.
- *Labour*: the Region systematically provides professional and vocational training courses aimed at migrants in search of employment, as well as financial and logistical support to aspiring migrant entrepreneurs. Other forms of support for employment, such as programmes to address the labour situations of migrant NEETs or campaigns encouraging the hiring of migrants among employers, are only occasionally provided.
- *Culture & Religion*: the Region provides interculturally adapted services through interculturally competent front offices, tailored services and lower threshold for access, yet interpretation services are not always available and the Region does not have a permanent body dedicated to inter-religious relations.
- *Language*: the Region only provides needs-assessed language training in the national language and provides logistical support to third parties active in the provision of language courses for migrants.

Friuli-Venezia Giulia, Italy

The Region of Friuli-Venezia Giulia presents halfway favourable migrant and refugee integration policies (44/100) and it shares competences on several policy areas affecting integration of migrants and beneficiaries of international protection (e.g., labour, education and health). The regional TCNs and BIPs population, respectively corresponding to the 5.9% and the 0.2% of the regional population, benefit from a coordinated and well-structured integration strategy. This strategy has a wider scope for what concerns TCNs than BIPs, for which most measures are in the policy areas of education and language. The Region performs well in terms of the collaboration and involvement of relevant actors for what concerns regional policy-making, while it would benefit from a more substantial allocation of resources to integration.

Migration and integration trends

- The regional TCNs population amounts to 70,844, corresponding to approximately 5.9% of the total regional population
- The Region has a BIPs population of 3,028, corresponding to approximately 0.2% of the total regional population
- In 2019 the Region received 3,589 asylum applications

Competences

- The Region has formally recognised competences in seven of the eight analysed policy areas: health, housing, culture, labour, education, language, and social security. All these competences are shared with the national government, except for housing policy, on which the Region enjoys exclusive competence.
- The region disposes of an own budget in all the aforementioned areas, including the policy area of religion for which there is no formal regional competence.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government.
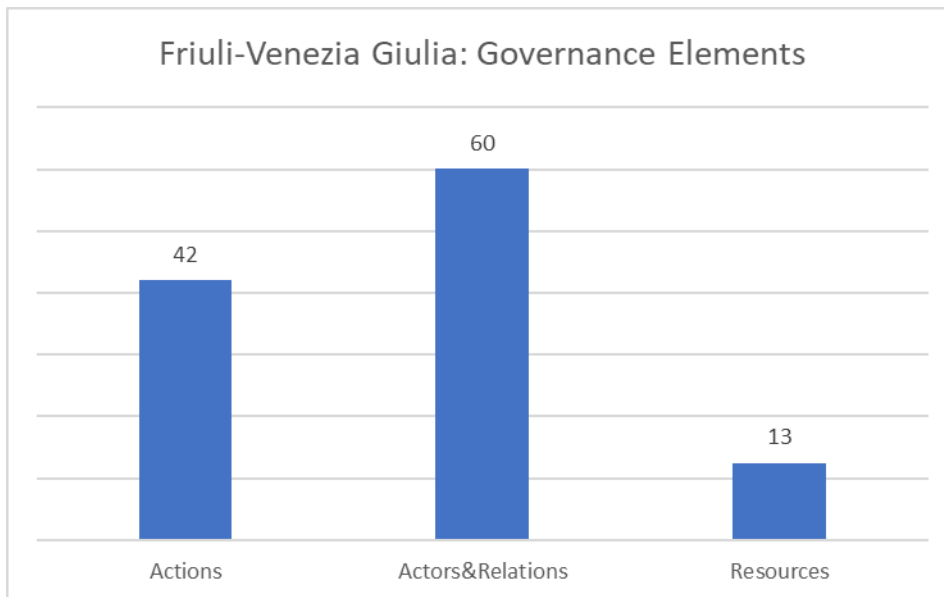
Governance Elements

Friuli-Venezia Giulia performs better in terms of the involvement of relevant *actors* and the *relations* (60/100) between them and the *actions* (42) it takes to favour integration, than on the use and availability of *resources* (13) for migrant integration.

- *Actions* (42/100). Friuli-Venezia Giulia has adopted a comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and a coordination structure, targeting TCNs and BIPs, including asylum seekers. The regional strategy for TCNs has a moderately wide scope and its measures include the policy areas of language, housing, labour, and education. By contrast, measures targeting BIPs and asylum seekers are only found

in the areas of education and language. Occasionally the Region evaluates the efficacy of its integration plans, collecting quantitative and qualitative data to inform the policy-making process, yet it fails to monitor the extent of service usage by migrants. The Region does not actively encourage migrants' political participation or institutional representation and its efforts to raise awareness on the topic of integration are sporadic. Occasionally the Region provides its staff with integration-related training.

- *Actors & relations* (60/100).
  - o at the formulation stage of policy-making the involvement of relevant actors, such as the dedicated regional unit, competent regional and national offices and NGOs is only occasional. For what concerns BIPs integration, migrant NGOs, crucially relevant actors, are not involved.
  - o At the implementation level the dedicated regional unit has a central role, while other actors, such as NGOs, competent local and regional offices, and labour organisations, are involved occasionally.
  - o The Region does not have an independent consultative body for migrants to voice their concerns, yet it has an institutional body for inter-religious relations.
  - o Interregional cooperation on migration matters mainly occurs through the systematic establishment of alliances with other regions in the country to foster migrant integration.

- *Resources* (13/100). This element is not very well-developed in Friuli-Venezia Giulia; the Region does not provide any form of support to NGOs or other private entities active in the field of migrant integration. By contrast, there is some regional financial support systematically offered to local authorities dealing with TCNs integration and, to a lesser extent, to BIPs integration. The sources of the available resources for integration in the Region are very diversified, including regional, national, and private funds.
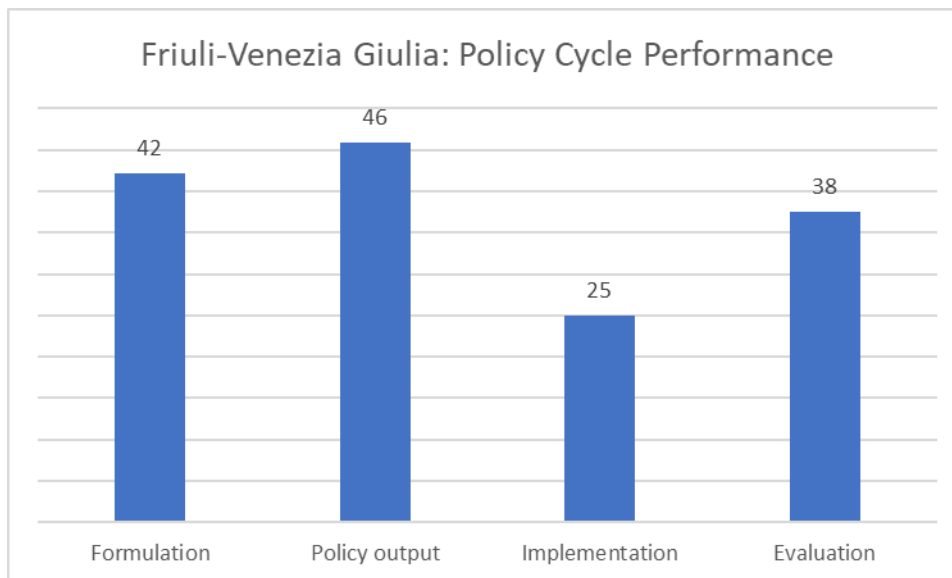
Friuli-Venezia Giulia: Governance Elements

Policy Cycle (Governance Phases)

In Friuli-Venezia Giulia the policy stages of *formulation* (42/100) and *policy output* (46) are better developed than the *implementation* (25) and *evaluation* (38) stages, which could benefit from structural improvement.

1. *Formulation* (42/100). At this stage the region occasionally involves the dedicated regional unit, the national competent actors, local and regional actors, and NGOs. For BIPs integration migrant NGOs are not actively included in policy-making. Decision-making is only occasionally informed by the statistical and qualitative data collection practices.

2. *Output* (46/100). The Region has adopted a comprehensive and well-structured migrant integration strategy targeting both TCNs and BIPs, with the inclusion of asylum seekers. The breadth of the integration strategy however is wider for TCNs (covering most relevant policy areas), than it is for BIPs and asylum seekers, for which measures mostly address education and language policies. There are no regional efforts to promote the political participation of migrants and only occasionally the Region organises awareness-raising campaigns on integration matters. Furthermore, the Region occasionally promotes the integration-related competences of its staff.

3. *Implementation* (25/100). The regional dedicated unit is mostly in charge of implementation of the integration strategy and only occasionally it relies on the collaboration of other actors (NGOs, regional and local offices and labour organisations). The Region provides financial support to local authorities in the integration field, yet not to NGOs.

4. *Evaluation* (38/100). The Region only occasionally monitors the efficacy of the migrant integration strategy, while it does not monitor the extent of service usage by migrants. This stage needs improvement, as only by carrying out a proper evaluation of integration policies can the Region aspire to improvement.

Friuli-Venezia Giulia: Policy Cycle Performance

Formulation	Policy output	Implementation	Evaluation
42	46	25	38

Policy Focus

The regional measures aimed at the integration of BIPs (55/100) are more well-developed than those addressing TCNs (40), despite the wider breadth of policy areas covered by the TCNs strategy.

- *Healthcare*: access to healthcare for documented and undocumented migrants is guaranteed on the same level as nationals. The region occasionally provides paid interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language but fails to systematically provide information on TCNs' eligibility to healthcare access.
- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age and financial resources to the educational situation of migrants. Occasionally it adopts active measures to avoid the segregation of migrant children in schools, it provides guidance and support to address the educational situation of migrants and it provides teaching staff with multicultural training. By contrast, measures to bring in teachers from a migrant background and to have intercultural education in the curriculum are absent.
- *Social Security and Assistance*: the Region consistently provides one-stop-shops and guidance on access to services, while social orientation courses are only provided occasionally. The Region undertakes no measures to ensure migrant access to any form of social benefits.

- *Housing*: the Region regularly provides targeted housing advice and assistance to migrants, as well as dedicated public housing and financial support for housing purposes. The Region however does not attempt to address situations of urban segregation involving migrants.
- *Labour*: the Region occasionally provides targeted professional and vocational training programmes and it undertakes targeted actions to fight labour market exploitation of migrants. By contrast the Region does not provide financial and practical support for migrant entrepreneurship, nor promotes potential employment opportunities for migrants.
- *Culture & Religion*: the region has a body dedicated to inter-religious relations and it occasionally funds third-party cultural events promoting migrant integration. Moreover, it provides interculturally adapted services regionally, through of interpretation services, targeted information, interculturally competent front offices and tailored services.
- *Language*: the Region systematically offers tailored courses in the official national language, yet it fails to teach minority and migrant languages in the school curricula, and to provide in-cash and in-kind support to organisations providing language courses to migrants.

South Tyrol, Italy

South Tyrol presents halfway favourable migrant integration policies (49/100) and it shares competences on several crucial policy areas for the integration of migrants and beneficiaries of international protection (e.g., labour, education and health). The regional TCNs population, corresponding to the 6.6% of the total regional population, benefits from a coordinated and well-structured integration strategy. By contrast, the regional BIPs population is not addressed by a dedicated strategy, yet, jointly with the asylum seeker population, is covered by some targeted actions and measures. The TCNs strategy is well-developed and provides for substantial coverage for the BIPs population as well, resulting in an approximately similar level of integration policies for both categories. The Region performs well in terms of the collaboration and involvement of relevant actors for what concerns regional policy-making, and in the allocation of resources to integration, while the regional practices concerning the evaluation of policies would greatly benefit from structural improvements.

Migration and integration trends

- The regional TCNs population amounts to 35,276, corresponding to approximately 6.6% of the total regional population
- The Region has a BIPs population of 839, corresponding to approximately 0.2% of the total regional population
- In 2019 the Region received 1,585 asylum applications

Competences

- The Region has formally recognised competences in all of the eight analysed policy areas; these competences are shared with the national government in the policy areas of health, housing, labour, education, religion and social security, while for what concerns the areas of language and culture the Region enjoys exclusive competences.
- The Region disposes of an own budget in all the aforementioned areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the Region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government
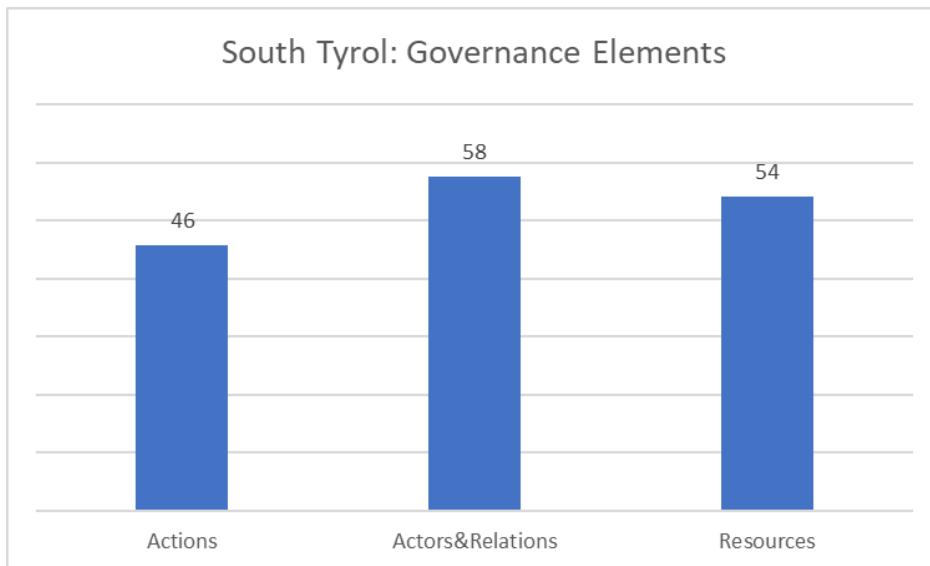
Governance Elements

South Tyrol performs better in terms of the involvement of relevant *actors* and the *relations* (58/100) between them and of the use and availability of *resources* (54) for migrant integration, than on the *actions* (46) it takes to favour integration.

- *Actions* (46/100). South Tyrol has adopted comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure, mainly targeting TCNs. BIPs and asylum seekers are partially addressed within the general TCNs strategy but are not addressed by a

dedicated strategy. The regional migrant integration strategy has a wide scope, and it includes all of the relevant policy areas. Regional monitoring of the integration strategy efficacy is carried out occasionally and discretionally to the relevant department for TCNs, yet not for BIPs. The Region does not actively encourage migrants' political participation or institutional representation and its efforts to raise awareness on the topic of integration are sporadic and limited to the category of TCNs. In terms of integration-related training, the Region regularly provides training to its staff working with TCNs, while training for practitioners dealing with BIPs is less frequent and structured.

- *Actors & relations* (58/100).
  - o at the formulation stage of policymaking for TCNs the Region systematically involves a wide variety of relevant regional and local actors, such as the dedicated regional unit, other competent regional and local offices, and migrant and non-migrant NGOs. This stage also occasionally benefits from the contribution of labour organisation and civil society. For what concerns BIPs integration the same actors are involved to a lesser extent, coherently with the lack of a dedicated strategy targeting this group.
  - o At the implementation level the dedicated regional unit systematically collaborates with a variety of actors, including migrant NGOs and regional administrative offices for the TCNs strategy. For the BIPs measures, local and municipal offices have a central role.
  - o In the Region there is a consultative body through which migrants can voice their concerns to policymakers, yet there is not an independent institutional body for inter-religious relations.
  - o Interregional cooperation on migration matters mainly occurs through the occasional establishment of alliances with other national and European regions to foster migrant integration.

- *Resources* (54/100). The Region systematically provides support to NGOs active in the field of migrant integration and to local authorities implementing its TCNs integration strategy to a varying extent and in multiple forms, such as training, financial and logistical support. Similarly, but occasionally and to a lesser extent, the Region provides support to NGOs and local authorities concerned with BIPs integration. The regional resources for integration are sourced from regional funds and, for what concerns BIPs, from national funds.

South Tyrol: Governance Elements

Policy Cycle (Governance Phases)

In South Tyrol the policy stages of *policy output* (53/100) and *implementation* (54) are better developed than the *formulation* (42) and *evaluation* (19) stages, which could greatly benefit from structural improvement.

1. *Formulation* (42/100). At this stage the region systematically involves the dedicated regional unit and the regional competent actors, as local actors, and NGOs, while involvement of other parties, such as labour organisations and civil society is only occasional. This applies mostly for what concerns TCNs integration, as the involvement of actors for what concerns BIPs integration in more limited and only occurs on an ad hoc basis. Decision-making is only occasionally informed by the statistical and qualitative data collection practices for what concerns the TCNs integration strategy.

2. *Output* (53/100). The Region has adopted a comprehensive and well-structured TCNs integration strategy, which spans across a wide variety of policy areas. BIPs and asylum seekers do not benefit from a dedicated integration strategy but are nevertheless addressed by multiple measures spanning across all relevant policy areas. There are no regional efforts to promote the political participation of migrants and only occasionally the Region organises awareness-raising campaigns on integration matters. Furthermore, the Region occasionally promotes the integration-related competences of its staff through intercultural training programmes.

3. *Implementation*, (54/100). At this stage the regional units, in particular the unit dedicated to integration, local administrative offices and NGOs are systematically involved, while other actors are involved on an ad hoc basis. The Region provides in-kind immaterial support (e.g., training) and financial resources to local

authorities and NGOs active in TCNs integration and, to a lesser extent, to BIPs integration.

4. *Evaluation*, (19/100). The Region does not perform well on this dimension, as it only occasionally monitors the efficacy of the migrant integration strategy, and it does not monitor the extent of service usage by migrants. This stage needs improvement, as only by carrying out a proper evaluation of integration policies the Region can aspire to improvement.
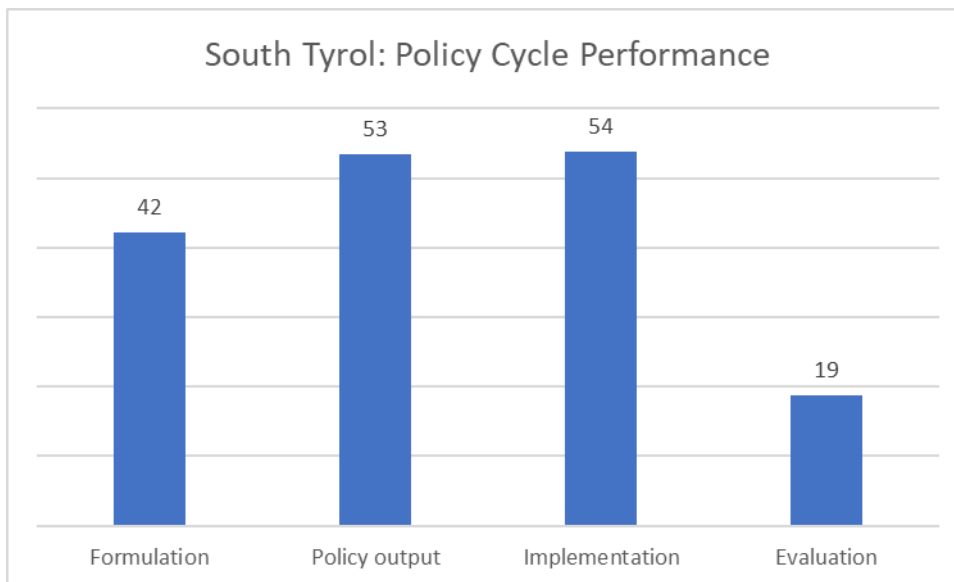
Policy Cycle (Governance Phases)

The regional measures aimed at the integration of BIPs (48/100) and TCNs (49/100) are approximately equivalent.

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants more restrictive conditions apply for access and the extent of available treatments is limited. The region occasionally provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as systematically providing information on TCNs' eligibility to healthcare access.
- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age, multicultural training for staff, some financial resources for the educational situation of migrants and guidance and support to address the educational situation of migrants. Occasionally the Region adopts measures against the segregation of migrant pupils and intercultural education is included, to varying extents, in the school curriculum. By contrast, in the Region measures to bring in teachers from a migrant background are absent.

- *Social Security and Assistance*: the Region occasionally provides one-stop-shops, welcome packs, guidance on access to services and social orientation courses. The Region undertakes no measures to ensure migrant access to any form of social benefits.
- *Housing*: the Region scores very low on this dimension as it undertakes no action in this area; there is no targeted housing advice and assistance to migrants, nor dedicated public housing. Migrants in the Region do not benefit from financial support for housing purposes and situations of urban segregation involving migrants are not addressed.
- *Labour*: the Region performs poorly in this area, as it only provides occasional incentives for migrants to undertake third-parties' vocational or professional training. No other regional actions, such as the provision of professional and vocational training programmes or financial and practical support for migrant entrepreneurship, are currently present.
- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations and it occasionally funds third-party cultural events promoting migrant integration. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, tailored services, and the lowering of thresholds for access.
- *Language*: the regional policies in this area are halfway favourable, as the Region systematically provides tailored courses in the official national language and in-cash and in-kind support to organisations providing language courses to migrants. By contrast, it fails to teach minority and migrant languages in the school curricula.

Trento, Italy

The region of Trento presents slightly unfavourable policies (25/100) for the integration of migrants and beneficiaries of international protection. The regional TCNs and BIPs populations, respectively corresponding to 6% and 0.1% of the total regional population, currently do not benefit from a structured and coherent migrant integration strategy, as the former strategy was discontinued in 2019 as a result of electoral changes. Nevertheless, the Region has in place several targeted measures for the integration of the two categories and its performance is solid for what concerns the implementation of its policies and the allocation and use of resources towards integration.

Migration and integration trends

- The regional TCNs population amounts to 32,634, corresponding to approximately 6% of the total regional population
- The Region has a BIPs population of 720, corresponding to approximately 0.1% of the total regional population
- In 2019 the Region received 824 asylum applications

Competences

- The Region has formally recognised competences in seven of the eight analysed policy areas. The region exercises shared competences in the policy areas of health, housing, culture, labour, language, education, and social security, while it exercises no competence in the area of religion.
- The Region disposes of an own budget in all the aforementioned areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.

Governance Elements

Trento performs better in terms of the involvement of relevant *actors* and the *relations* (48/100) between them and of the use and availability of *resources* (50) for migrant integration, than on the *actions* (16) it takes to favour integration.

- *Actions* (16/100). Trento currently does not have a coordinated migrant integration strategy. The Region in the past adopted a targeted strategy, but this was discontinued in 2019, which explains the low score on this governance element. Nevertheless, the Region yearly signs a Memorandum of understanding for the implementation of some minimum measures aimed at the reception and integration of BIPs and asylum seekers. As part of this agreement the Region occasionally monitors the extent of service usage by BIPs. For what concerns other areas of integration the Region's effort are limited as no active measures to promote political participation of migrants, awareness raising and integration-related staff-training are present.

- *Actors & relations* (48/100).
  - at the formulation stage of policymaking, in the past, the Region used to consult with the NGOs and other third-sector bodies who were active in the implementation, to include their input. However, the current regional government formulated measures unilaterally.
  - At the implementation level the dedicated regional unit, the 'Cinformi' ('Centro informativo per l'immigrazione', 'Immigration information centre') and migrant NGOs are systematically involved, while other institutions are occasionally involved as well.
  - The Region does not have an independent consultative body for migrants to voice their concerns, nor an independent institutional body for inter-religious relations.
  - Interregional cooperation on migration matters occurs occasionally through the joint formulation of measures in collaboration with other European regions.

- *Resources* (50/100). The Region occasionally provides financial, logistical, and material support to NGOs and local authorities active in the implementation of the regional measures for migrant integration. The resources dedicated to integration come from regional, national, and European funds.
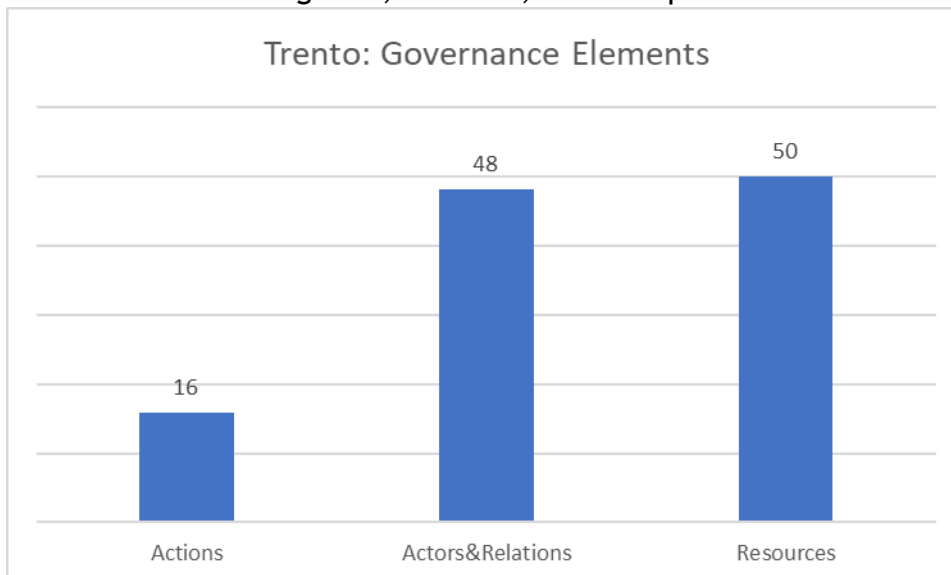

Policy Cycle (Governance Phases)

In Trento the policy stage of *implementation* (52/100) is better developed than the *formulation* (22), *policy output* (22) and *evaluation* (6) stages, which could greatly benefit from structural improvement.

1. *Formulation* (22/100). For TCNs integration, at this stage the Region occasionally involves the dedicated regional unit, the national competent actors, local and regional actors, and NGOs. For BIPs integration non-migrant NGOs and the dedicated regional unit are systematically involved in policymaking. However, the migrant integration policy-making process cannot benefit from data collection practices, which are mostly absent in the Region.

2. *Output* (22/100). The Region does not have a coordinated and structured strategy to favour the integration of BIPs and TCNs. However, both TCNs and in particular BIPs benefit from some targeted measures across some policy areas, including, among others, language and education. There are no regional efforts to promote the political participation of migrants, nor to promote the integration-related competences of the regional staff. The Region has a publicly accessible list of grassroot organisations operating in the field of migration and integration, but this is not constantly updated. There is a dedicated regional unit for integration matters, the Cinformi, but its operations have been scaled down since the abolition of the integration strategy in 2019.

3. *Implementation*. (52/100). Most actors are systematically involved in the implementation of the integration measures (which mostly address BIPs, under agreements with the national government) are the dedicated regional unit, Cinformi, and non-migrant NGOs. Other actors are only involved occasionally. The Region occasionally provides support to local authorities and NGOs active on integration.

4. *Evaluation*. (6/100). This is the stage with the worst overall performance for Trento, partially because of the lack of a coordinated strategy to review. The Region only occasionally monitors the usage of services by migrants. This is however a crucial stage of the policy cycle, as only by carrying out a proper evaluation of integration policies can one aspire to an improvement, which would be necessary for Trento.
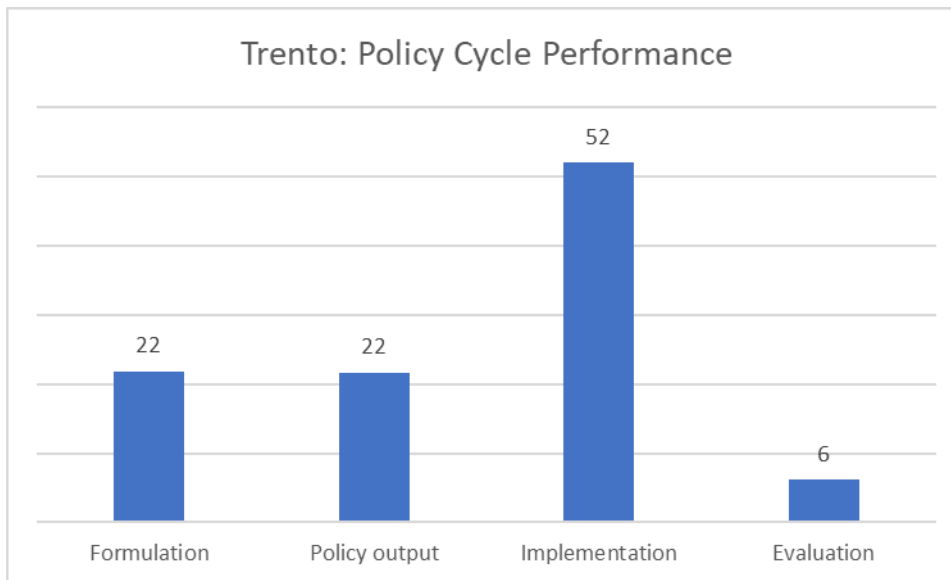
Policy Focus

The regional measures aimed at the integration of BIPs (29/100) are more well-developed than those addressing TCNs (24/100). This is partially due to the Memorandum of Understanding between the national Ministry of Interior, which mandates a minimum standard of measures to be in place for the reception and integration of BIPs and asylum seekers, despite the absence of a structured regional integration strategy.

- *Healthcare*: access to healthcare for documented and undocumented migrants is guaranteed with a more limited extent of available treatments. The Region occasionally provides free interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.
- *Education*: in this area the Region systematically provides guidance and support to address the educational situation of migrants and occasionally adopts substantial measures to provide teaching staff with multicultural training. By contrast, school places for all migrant children in compulsory schooling age are not guaranteed and the Region has no active measures to avoid the segregation of migrant children in schools or to bring in teachers from a migrant background or to encourage that intercultural education is included in the school curriculum. Moreover, the Region does not provide financial support to address the needs of migrant pupils.
- *Social Security and Assistance*: the Region consistently provides one-stop-shops, guidance on access to services, while occasionally it also provides welcome packs and social orientation courses. The Region undertakes no measures to ensure migrant access to any form of social benefits.
- *Housing*: regional measures in this area are not very favourable to migrants, as the Region only occasionally provides targeted housing advice and assistance to migrants and makes attempts to address situations of urban segregation involving

them. There is no regional dedicated public housing and migrants do not benefit from financial support for housing purposes.

- *Labour*: the Region performs poorly in this area, as it provides no professional and vocational training programmes, nor financial and practical support for migrant entrepreneurship nor does it take action to fight labour market exploitation of migrants.
- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations and it occasionally funds third-party cultural events promoting migrant integration. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, tailored services, and the lowering of thresholds for access.
- *Language*: the Region occasionally provides tailored courses in the official national language and in-cash and in-kind support to organisations providing language courses to migrants. By contrast it fails to teach minority and migrant languages in the school curricula.

Veneto, Italy

The region of Veneto has slightly favourable migrant integration policies (69/100) spanning on its multiple areas of competence, which include health, labour and education and are mostly shared with the national government. Veneto's BIPs population, which corresponds to 0.2% of the total regional population, benefits from slightly more well-developed policies than the region's TCNs population, which corresponds to approximately 10% of the population. The regional TCNs and BIPs populations benefit from a coordinated integration strategy comprising of specific goals and targeted actions, formulated and implemented in collaboration with several competent governmental, private and civil society actors. The Region is particularly successful at the formulation and evaluation stages of the policy cycle for what concerns integration policies, largely due to the efficient collaboration with relevant actors in the administrative and non-governmental sectors.

Migration and integration trends

- The regional TCNs population amounts to 501,085, corresponding to approximately 10% of the total regional population
- The Region has a BIPs population of 9,374, corresponding to approximately 0.2% of the total regional population
- In 2019 the Region received 6,071 asylum applications

Competences

- The Region has formally recognised competences in seven of the eight analysed policy areas: health, housing, culture, labour, education, language, and social security. The Region does not have formal competence in the policy area of religion. In the other policy areas, the regional competences are shared with the national government, except for housing and language, which are exclusive regional competences.
- The Region disposes of an own budget in all the aforementioned areas, except language and religion.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
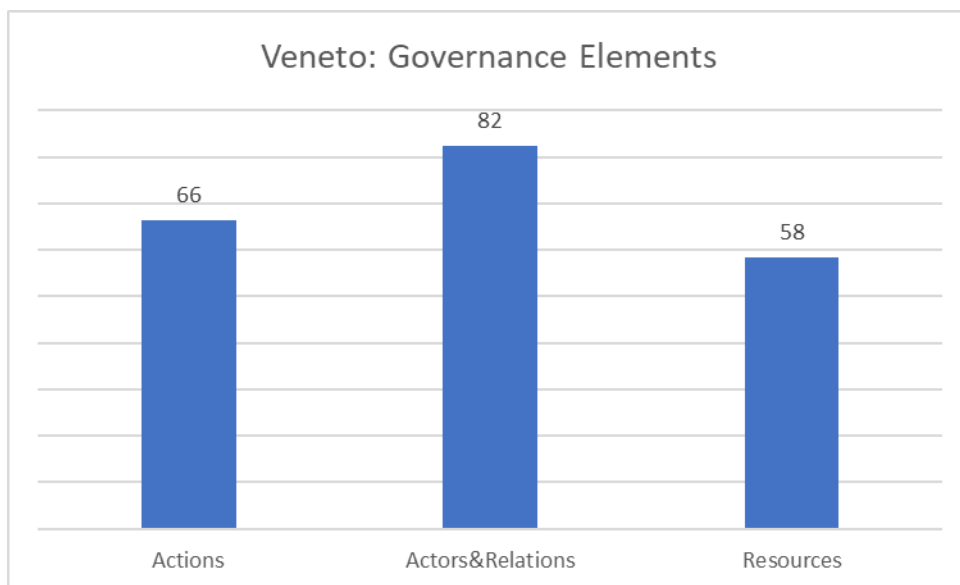
Governance Elements

In the region of Veneto, the governance elements related to *actors & relations* (82/100) and the *actions* (66) it undertakes are better developed compared to the use and availability of *resources* (58) for migrant integration.

- *Actions* (66/100). Veneto has adopted comprehensive migrant integration regional strategy comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure, jointly targeting TCNs and BIPs, as well as asylum seekers. The regional strategy has a wide scope, covering all policy areas of regional competence for TCNs, while for BIPs the strategy does not include social security

and assistance. In terms of evaluation, the efficacy of measures for TCNs is occasionally monitored, while the BIPs strategy monitoring is systematic. Furthermore, the Region systematically monitors the extent of service usage by migrants across some departments. The efforts to promote institutional representation of migrants are limited to public services controlled by the Region and political participation of migrants is not actively promoted regionally. By contrast, the Region systematically collects quantitative and qualitative data on migrant integration, and it occasionally promotes the integration-related competences of its staff through training and recruitment.

- *Actors & relations* (82/100).
  - o at the formulation stage of policy-making the Region successfully and systematically collaborates with a wide variety of relevant actors and stakeholders, within the context of the Regional Council on immigration, a roundtable that involves relevant regional, national and local offices, as well as labour organisations, NGOs and civil society.
  - o At the implementation level all relevant actors, including national, regional, and local competent offices, as well as NGOs are systematically involved. By contrast, labour organisations are only involved occasionally at this stage.
  - o In the Region there is an independent institutional body for inter-religious relations and a body dedicated to anti-discrimination measures.
  - o Interregional cooperation on migration matters mainly occurs nationally through the regular creation of alliances and the joint formulation of measures.

- *Resources* (58/100). The Region systematically provides financial, in-kind material and material resources to NGOs for TCNs integration, while those dedicated to BIPs integration only obtain financial support systematically. On the other hand, local authorities also receive systematic financial support and, occasionally, in-kind immaterial support, such as training programmes and seminars. The resources for integration are sourced from regional, national, EU and private funds.

Veneto: Governance Elements

Policy Cycle (Governance Phases)

In Veneto the policy stages of *formulation* (100/100) and *evaluation* (81) are better developed than the *implementation* (65) and *policy output* (64) stages.

1. *Formulation* (100/100). The regional performance at this stage is outstanding, as the Region successfully involves all relevant national, regional and local units, as well as migrant and non-migrant NGOs, labour organisations and civil society in a formalised process of consultation. Moreover, the Region systematically uses qualitative and statistical information to inform the policy-making process.

2. *Output* (64/100). The Region has an overarching and coordinated migrant integration strategy with a dedicated unit, covering most relevant policy areas and targeting TCNs, BIPs and asylum seekers. The Region does not organise public campaigns on the topic of migrant integration, neither does it promote political participation. By contrast, it occasionally provides integration-related training to its staff, in the form of intercultural trainings or language courses and recruitment of staff with migrant background or language and intercultural skills.

3. *Implementation*, (65/100). At this stage the regional performance is slightly favourable, as the Region systematically involves the regional dedicated unit, relevant national, regional and local administrative offices and NGOs. Occasionally, for what concerns BIPs, labour organisations are also involved at this stage. The Region furthermore provides systematic support to NGOs operating in migrant integration, in the form of in-kind material and immaterial (e.g., training) assistance, as well as financial support. Financial support is also accessible for NGOs working for BIPs integration. On the other hand, local authorities only receive regular funding and are occasionally provided with in-kind immaterial support in the form of seminars and training programmes.

4. *Evaluation*, (81/100). The regional performance at this stage is positive, as it systematically monitors the efficacy of integration measures for BIPs and occasionally for TCNs as well. Furthermore, the Region monitors the extent of service usage by migrants across a few departments.

Veneto: Policy Cycle Performance
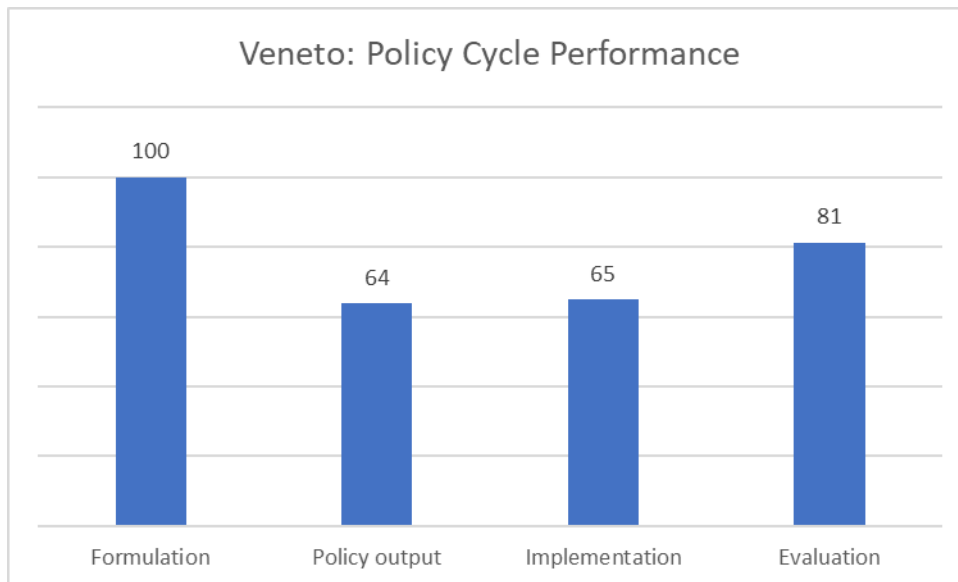
Policy Focus

The regional measures aimed at the integration of BIPs (77/100) are more well-developed than those addressing TCNs (67).

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants more restrictive conditions apply with regards to the extent of available treatments. The Region systematically provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.
- *Education*: the Region performs well in this policy area, as it systematically provides school places for all migrant children in compulsory schooling age, active measures to avoid the segregation of migrant children in schools, financial resources devoted to the educational situation of migrants and the inclusion of intercultural education, to varying extents, in the school curriculum. Furthermore, the Region provides guidance and support to address the educational situation of migrants and substantial measures to provide teaching staff with multicultural training. However, measures to bring in teachers from a migrant background are absent.

- *Social Security and Assistance*: the Region systematically provides one-stop-shops, welcome packs, guidance on access to services and social orientation courses. By contrast, the Region does not undertake additional measures to ensure access to social assistance and related benefits (e.g., old age pension, unemployment, maternity/paternity or invalidity benefits).
- *Housing*: the Region performs poorly in this policy area, as it only occasionally provides targeted housing advice and assistance to migrants, while other kinds of support, such as dedicated public housing or financial support for housing purposes are absent. Similarly, the Region fails to address situations of urban segregation involving migrants.
- *Labour*: the Region provides several targeted professional and vocational training programmes, financial and practical support for migrant entrepreneurship and it undertakes targeted actions to fight labour market exploitation of migrants and to increase their participation in available programmes. By contrast, the regional authorities do not partner up with social enterprises and private sector to promote potential employment opportunities for migrants, they do not offer specific programmes targeting vulnerable categories of migrants and they do not provide incentives for employers to hire TCNs.
- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations, yet it occasionally funds third-parties' cultural events promoting migrant integration. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, interculturally competent front offices and the lowering of thresholds for access to services.
- *Language*: the Region systematically provides tailored courses in the official national language and occasionally provides in-cash and in-kind support to organisations providing language courses to migrants. By contrast the Region does not promote the teaching of minority and migrant languages in the school curricula.

PORTUGAL

Autonomous Region of the Azores, Portugal

The Autonomous Region of the Azores' integration policies strongly reflect the migratory profile of the Region, with most of the policies directed to the small-sized TCN population, as the region does not present a relevant BIP population. The Region has well-established policies on migrant integration (64/100). However, the Region could greatly benefit from improvements in the development and in particular in the evaluation of these policies. While the Region has rather well-developed mechanisms for the inclusion of different actors in the decision-making process, it devotes limited financial resources to migrant integration policies.

Migration and integration trends

- The Azores has a TCNs population of 2,164, corresponding to approximately 1% of the total regional population.
- The Azores' BIP population consists of one individual and the Region is not a common destination for asylum seekers.
- In 2019 the Region did not receive any asylum application.

Competences

- The Azores have formally recognised competences in six out of the eight policy areas analysed. The Region enjoys exclusive competences in the policy areas of health, housing and culture, while it exercises shared competences in the areas of labour, education and social security.
- The Region disposes of an own budget in the aforementioned areas, with the exception of social security policy.
- The region of Azores currently has EU funds at its disposal for projects and actions concerning the integration of Third-Country Nationals (TCNs) and Beneficiaries of International Protection (BIPs). Nevertheless, no budget is allocated to BIPs integration strategies.
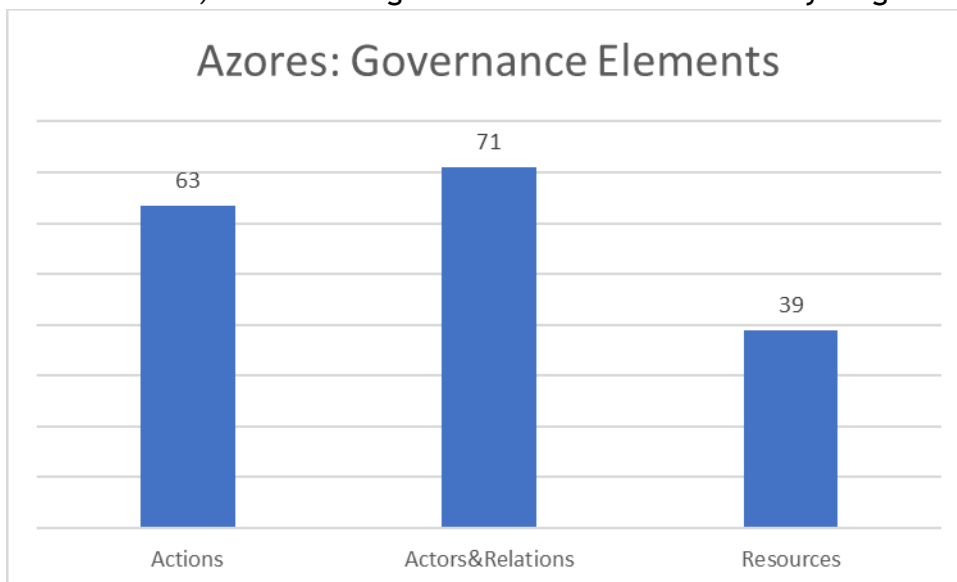
Governance Elements

In the Region of the Azores the governance elements of *actions* (63/100) and *actors & relations* (71) are better developed than the *resources* (39) element.

- *Actions* (63/100). The Region's actions are most strongly developed in the provision of support and information for access to services and are almost exclusively targeted towards TCNs. Furthermore, the Region presents strong data collection practices and the institutional representation of TCNs is notable. Evaluation and monitoring actions are limited.
- *Actors & relations* (71/100). The Region performs best on the actors & relations element of governance;

- at the formulation stage of policy-making the Regional Department of Communities systematically involves other regional institutions and migrant NGOs, while only occasionally consulting with employer and employee organisations or non-migrant NGOs. Competent national actors are not involved in this process.
- At the implementation level, the only actors systemically involved are the Regional Department of Communities and migrant NGOs.
- In the Region there is an independent institutional body for inter-religious relations and a body dedicated to anti-discrimination measures.
- Interregional cooperation on migration matters mainly occurs within the framework of the CRPM`s Migration Task Force, to which the region participates.

- *Resources* (39/100). Resources at a regional level are exclusively aimed at the implementation of integration strategies for TCNs. The Region systematically provides in-kind immaterial support (in the form of training programmes) and in-cash support to migrant NGOs. Moreover, the Region occasionally provides in-kind support for local authorities. The implementation budget for the Region consists of 53.375,00 € from regional funds and it exclusively targets TCNs.


Policy Cycle (Governance Phases)

In the policy cycle the Azores perform best in the policy *output* stage (71/100) while the system would benefit from improvements across the other stages, particularly in terms of *implementation* (33) and *evaluation* (31) of policies.

1. *Formulation* (58/100). The Azores involve regional and local actors, as well as migrant non-profit associations, in the decision-making process. Moreover, the Region's decision-making is informed by the collection of statistical and qualitative information on migrant integration.

2. *Output* (71/100). The Region's policy output dimension is the most developed; the Region has established a coordinated strategy for TCNs integration comprising of goals and targeted actions covering all policy areas. Migrants are fairly represented in key institutions and the region occasionally undertakes awareness raising efforts.

3. *Implementation* (33/100). Regional integration strategies are mainly implemented by the Regional Department of Communities in collaboration with migrant non-profit association, with occasional support by other regional and local actors. Furthermore, the Region systematically supports migrant NGOs via staff-training programmes and targeted funds. Local authorities only occasionally benefit from support.

4. *Evaluation* (31/100). The evaluation stage of the policy cycle is the least developed: the efficacy of the integration strategy is monitored and evaluated on an *ad hoc* basis and service usage by migrants is occasionally monitored only in a few departments.
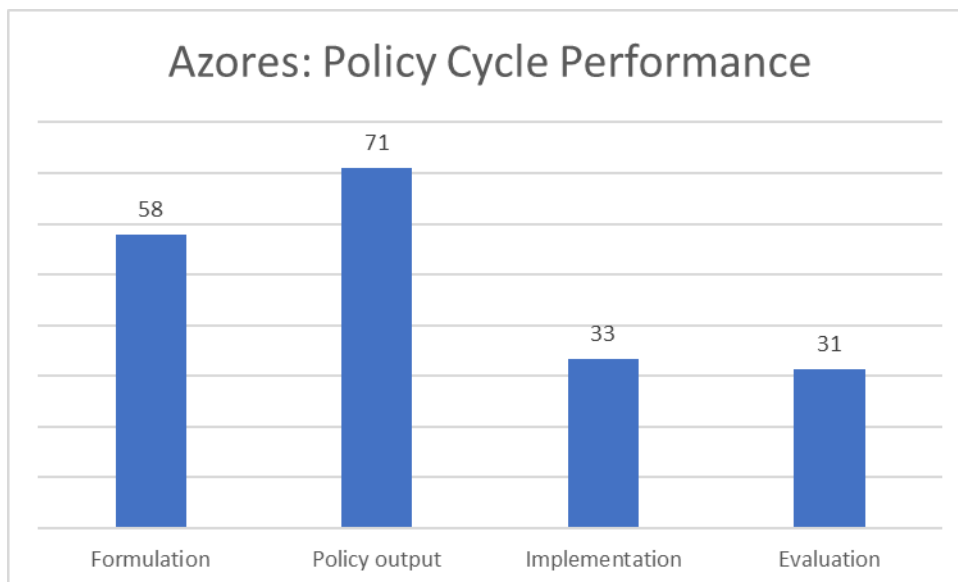
Policy Focus

In the Region of Azores the policies for the integration of BIPs are halfway favourable (53/100). Beyond the provision of occasional staff-training on asylum and the implementation of national decisions on the matter, the Region does not provide policies specifically addressing BIPs. Policies addressing TCNs are significantly more developed (67/100) than those addressing BIPs. Policies for TCNs and BIPs integration are jointly managed by the Regional Department of Communities.

The Region has undertaken steps to support migrants' integration through the lowering of thresholds for access, the dissemination of information on migrants' opportunities to access services and the presence of interculturally competent front desks.

- *Healthcare*: The Region provides migrants with unconditional access to healthcare, under the same conditions as nationals, with occasional efforts to provide linguistic support and information.
- *Education*: the Region systematically favours migrant inclusion in the educational sector through the provision of guidance and support for the educational situation of migrants, the inclusion of intercultural education within the school curriculum, the provision of school places for all children of compulsory schooling age and the enactment of anti-segregation measures.
- *Social Security and Assistance*: the Region systematically ensures the eligibility of TCNs for access to social security and assistance.
- *Housing*: regional support for migrants to access housing only consists of the occasional provision of targeted advice, financial support and dedicated public housing.
- *Labour*: the Region regularly provides support to migrant entrepreneurs and systematically fights labour market exploitation of migrants. These measures are occasionally complemented by vocational training and measures targeted towards the inclusion of migrants with special needs in the labour market.
- *Culture & Religion*: the Region regularly organises cultural events promoting diversity and it has a permanent body dedicated to inter-religious matters.
- *Language*: language inclusion measures are not well-developed and only include the occasional provision of in-cash and in-kind support to private sector organisations providing language training in minority languages.

Lisbon, Portugal

The region of Lisbon presents slightly well-developed integration policies (76/100) and shares competences on all policy areas affecting integration of migrants and beneficiaries of international protection (e.g., labour, education, and health) with the national government. Lisbon's TCNs and BIPs populations benefit from distinct and coordinated integration strategies comprising of specific goals, targeted actions and budgetary capacity, formulated and implemented in collaboration with a wide variety of competent governmental, private and civil society actors. The Region is particularly strong in the allocation of resources to integration and in the establishment of fruitful partnerships with external partners and stakeholders. As a result of the multiplicity of inputs derived from this network capacity, the Region is rather advanced in the formulation and implementation of its policies.

Migration and integration trends

- The region of Lisbon has a TCNs population of 222,899, corresponding to approximately 7.8% of the total regional population.
- The researchers estimate that the regional BIPs population consists of approximately 1,384 individuals, yet this is not official data.

Competences

- The region has formally recognised competences in all of the eight analysed policy areas: health, housing, culture, labour, education, language, religion and social security. All these competences are shared with the national government.
- The Region disposes of its own budget in all the aforementioned areas.
- The Region of Lisbon currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the Region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government.
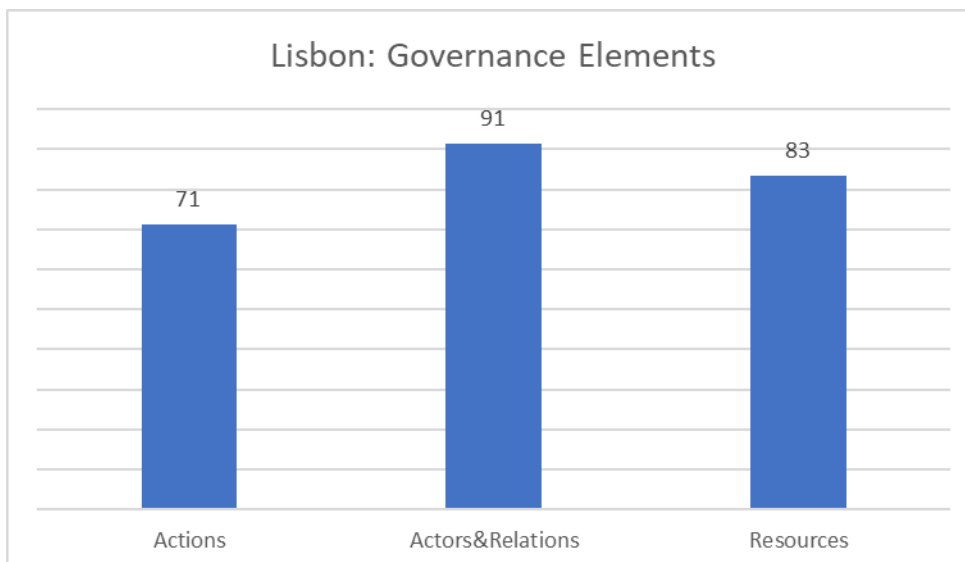
Governance Elements

In the region of Lisbon, the governance elements related to *actors & relations* (91/100) and the use and availability of *resources* (83) are better developed compared to the *actions* (71) it undertakes.

- *Actions* (71/100). Lisbon has adopted comprehensive migrant integration regional strategies comprising of defined goals, targeted actions, budgetary capacity and of a coordination structure, one targeting TCNs and one targeting BIPs, including asylum seekers. These strategies encompass all policy areas in which the region exercises competences. The Region systematically monitors and evaluates the efficacy of integration policies, while the extent of service usage by migrants is monitored systematically only in a few departments. Moreover, the Region regularly collects statistical and qualitative information on TCNs and BIPs integration to inform the policy-making process. Regional practices to promote

institutional representations of migrants within the region are well-developed. Furthermore, the Region sporadically provides integration-related training to its staff and undertakes efforts to raise awareness on migrant integration through targeted campaigns and initiatives.

- *Actors & relations* (91/100).
    - At the formulation stage of policy-making the region systematically involves a wide variety of actors, including the dedicated regional committee, competent national and local governmental actors, migrant NGOs, labour organisations and society at large.
    - The implementation of the TCNs strategy systematically involves the dedicated regional body, national and local governmental actors, migrant NGOs, labour organisation and civil society. The implementation of the BIPs strategy relies on the same range of organisations and actors, with the addition of non-migrant NGOs.
    - In the Region there is a consultative body through which migrants can voice their concerns to policy-makers, an independent institutional body for inter-religious relations and a body dedicated to anti-discrimination measures.
    - Interregional cooperation on migration matters mostly occurs on a national level and takes the form of alliances and joint policy-making platforms. Cooperation with other European regions is present but less frequent.
    - The Region actively and systematically exchanges knowledge on migration with the national government and it occasionally participates to the policymaking at a national level.

- *Resources* (83/100). The Region systematically allocates resources (financial, material, and immaterial) to support to NGOs active in the field of migrants' integration and, to a lesser extent, to local authorities. Financial resources are obtained from regional, national, and European funds.

Lisbon: Governance Elements

Policy Cycle (Governance Phases)

The region of Lisbon performs better at the policy cycle stages of *formulation* (94/100) and *implementation* (87) than it does at the *output* (73) and the *evaluation* (69) stages.

1. *Formulation* (94/100). The region of Lisbon successfully includes a wide variety of stakeholders in the policy-making process, including national and local governmental actors, labour organisations, migrant NGOs, and civil society. Furthermore, the policy-making process is systematically informed by collected quantitative and qualitative data on the integration of TCNs and BIPs.

2. *Output* (73/100). The Region has adopted separate coordinated integration strategies addressing TCNs and BIPs (including asylum seekers), both comprising of goals, targeted actions and budgetary capacity and spanning across all relevant policy areas. Moreover, the Region occasionally makes efforts to enhance the integration-related competences of its staff (e.g., through intercultural training or by hiring employees from a migrant background) and it organises public campaigns to raise awareness on migrant integration. The regional efforts to promote migrant political participation are systematic only for what concerns non-formal citizens' initiatives and consultations.

3. *Implementation,* (87/100). For the implementation of the coordinated integration strategies, the Region relies on the collaboration of several stakeholders, including the specialised regional body, competent national and local governmental offices, migrant NGOs, labour organisations and civil societies. For what concerns the implementation of the BIPs strategy, also non-migrant NGOs, and other regional administrative offices play an important role. The Region also offers financial and practical support to migrant NGOs active in the integration field, as well as occasionally providing the same kind of support to local authorities.

4. *Evaluation,* (69/100). The Region has a comprehensive evaluation mechanism in place to regularly monitor the efficacy of the integration strategy. However, the extent of service usage by migrants is only monitored across some administrative departments and the level and nature of discrimination of migrants in the region is not actively monitored.
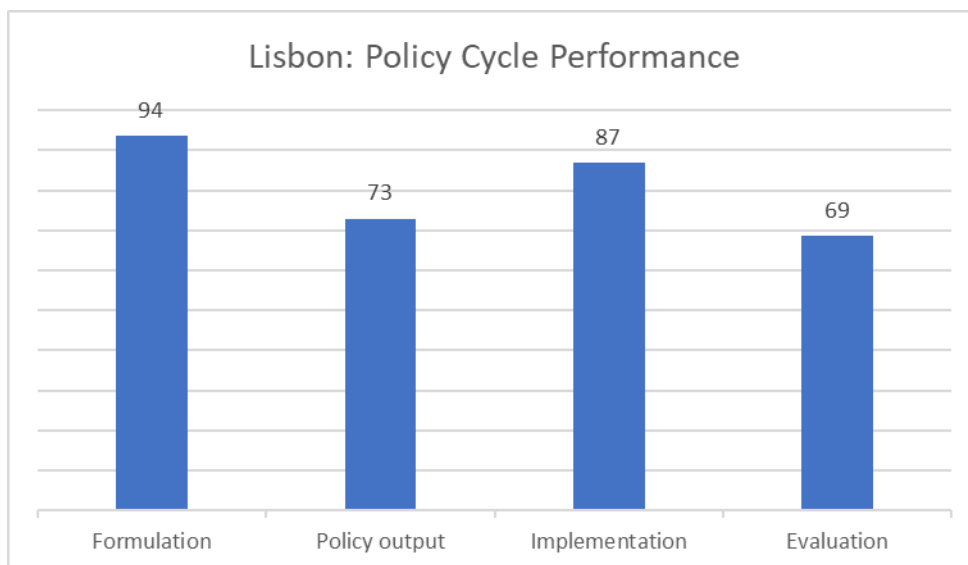
Policy Focus

The regional measures aimed at the integration of BIPs (90/100) are more well-developed than those addressing TCNs (72). This is partially due to the higher number of stakeholders and organisations involved in the formulation and implementation of the coordinated BIPs integration strategy and to the higher influence of the region in the national policy-making process for what concerns BIPs integration.

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants more restrictive conditions apply for access and the extent of available treatments is limited. The region systematically provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.
- *Education*: the Region systematically provides school places for all migrant children in compulsory schooling age and it adopts active measures to avoid the segregation of migrant children in schools. Occasionally some financial resources are devoted to the educational situation of migrants and intercultural education is included, to varying extents, in the school curriculum. By contrast, the Region does not provide guidance and support to address the educational situation of migrants and substantial measures to provide teaching staff with multicultural training or to bring in teachers from a migrant background are absent.
- *Social Security and Assistance*: the Region consistently provides one-stop-shops, welcome packs, guidance on access to services and social orientation courses. The Region undertakes additional measures to ensure access to social assistance, but this does not apply to old age pension, unemployment, or maternity benefits.
- *Housing*: the Region regularly provides targeted housing advice and assistance to migrants and the latter can benefit from dedicated public housing. Less frequently, migrants can also benefit from financial support for housing purposes. The Region

attempts to address situations of urban segregation involving migrants, yet this is not a systematic effort.

- *Labour*: the Region provides several targeted professional and vocational training programmes, including some targeting vulnerable categories of migrants, as well as providing financial and practical support for migrant entrepreneurship. Moreover, the regional authorities partner up with social enterprises and private sector to promote potential employment opportunities for migrants. Occasionally the Region undertakes targeted actions to fight labour market exploitation of migrants. By contrast, the Region does not provide incentives for employers to hire TCNs.

- *Culture & Religion*: the Region has a body dedicated to inter-religious relations and it autonomously organises cultural events promoting migrant integration. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, interculturally competent front offices and the lowering of thresholds for access to services.

- *Language*: the Regional successfully addresses the specific language needs of migrants through a wide plethora of services, including tailored courses in the official national language, teaching minority and migrant languages in the school curricula, and the provision of in-cash and in-kind support to organisations providing language courses to migrants.

SPAIN

Basque Country, Spain

Basque Country presents favourable integration policies (77/100) and it exercises shared competences on all key policy areas for the integration of migrants and beneficiaries of international protection, including health, education and labour. The Region presents a coordinated and overarching integration strategy. The regional integration strategy addresses both BIPs and the TCNs population, which approximately corresponds to 6.2% of the regional population. The Region engages with multiple stakeholders in the governance process.

Migration and integration trends

- Basque Country has a TCNs population of 137,128 individuals, approximately equivalent to 6.2% of the regional population
- Data on the size of the regional BIPs population is unavailable
- In 2019 Basque Country received 4,827 asylum applications

Competences

- Basque Country has formally recognised competences in all eight analysed policy areas. In all areas the competences are shared with the national government.
- The Region disposes of its own budget in all the aforementioned areas.
- The Region is eligible to access EU funds in collaboration with the national government. For what concerns BIPs integration, the Region cannot directly access EU funds, as these are directly allocated to NGOs by the national administration.

Governance Elements

In the Basque Country the governance elements related to *actors & relations* (56/100) and to *actions* (80) are less developed than the *resources* (100) element.

- *Actions* (80/100). The high score in the actions element is mainly because the Region has a well-developed integration strategy covering all the policy areas analysed. Moreover, the Basque Country systematically takes actions in the field of health, access to housing, access to the labour market, education, language, and access to social services. In addition to the strategy, it has a document prohibiting discrimination and takes measures to prevent discrimination and to support victims of discrimination.

- *Actors & relations* (56/100). The institutional framework is the least developed element in the region. Although the Region is systematically involved in national integration policies and collaborates with the central government, it does not work with other regions either within the country or with other European regions. Nor does it have a specific department within the administrative structure to deal with migrant integration, although it does have a specific department dealing with inter-

religious relations to address inclusion. Within its institutional framework it only occasionally engages with other actors.

- *Resources* (100/100). The Basque Country scores highest on all indicators analysing the region's use of resources for migrant integration. The Region provides local authorities with both immaterial resources (training, seminars etc.) and financial resources. It also funds NGOs and associations that carry out activities in the field of integration.

Basque Country: Governance elements

Actions: 80
Actors&Relations: 56
Resources: 100
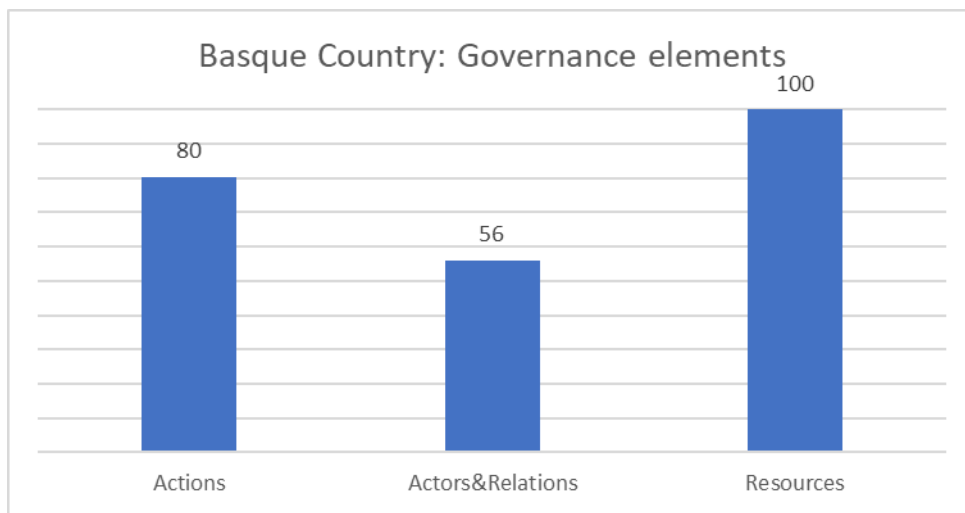
Policy Cycle

The regional integration measures in Basque Country are more developed at the *implementation* (88/100) and *formulation* stages (81) of the policy cycle than at the *output* (77) and *evaluation* (63) stages.

1. *Formulation* (81/100). The formulation phase benefits from the qualitative and statistical information gathered by the region to make informed decisions in the case of both TCNs and BIPs. In its decision-making process, the region includes regional actors systematically and central government, NGOs, migrant associations, and civil society only occasionally. In addition to including these actors systematically, it could also include business organisation's opinions to improve its decision-making on labour integration.

2. *Output* (77/100). This phase scores very well because the Region has adopted several measures regarding the protection of migrants from discrimination and organises events and activities to promote migrant integration. However, it has not yet passed measures to ensure migrants' access to social services as it has done for health, employment, and education, although the latter to a lesser extent. The Basque Country, at this stage of the policy cycle, would benefit from having a specific department dedicated to migrant integration.

3. *Implementation* (88/100). The implementation phase is the most developed in the Basque Country. This is because the Region allocates resources for the implementation of its own policies, but also of policies developed by other actors such as NGOs or local actors. Moreover, it systematically involves the relevant departments and other regional actors in the implementation and occasionally involves all other actors such as NGOs, migrants' associations, and civil society. The implementation of the integration strategy is coordinated and developed in a very positive way.

4. *Evaluation* (63/100). The evaluation phase is the one that deserves the most attention since only by carrying out a proper evaluation of integration policies can we aspire to improve them and in the case of the Basque Country it is the least developed aspect. The region has a systematic and effective mechanism to evaluate and monitor the migrant integration strategy but only occasionally evaluates and monitors the BIPs strategy. Although the Region monitors the extent and characteristics of discrimination, it does not monitor the use of the services offered to migrants.

Basque Country: Policy Cycle Performance
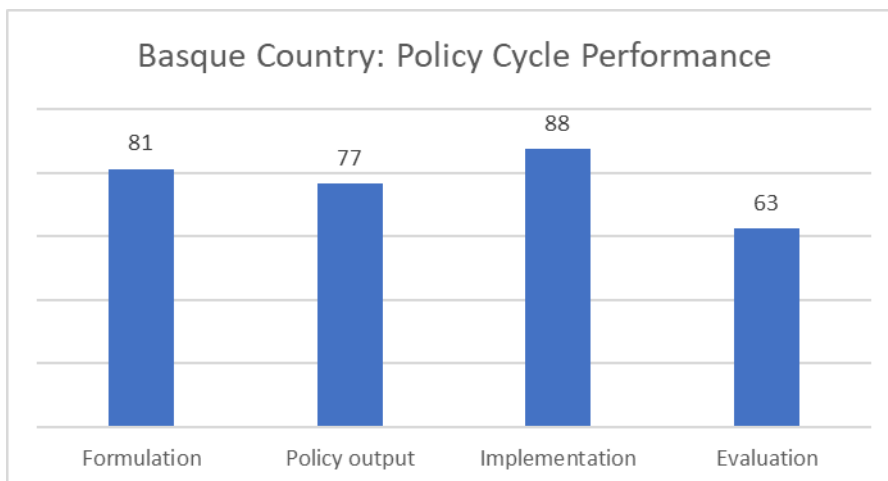
Policy Focus

The regional strategy is slightly less developed with respect to TCNs integration (76/100) than for BIPs reception and integration (79/100).

- *Healthcare*: access to health care for both documented and undocumented migrants is guaranteed under the same conditions as for nationals. In addition, the Region systematically provides free interpretation services for patients who do not speak the language. It also provides specific information on the use of health services.
- *Education*: The Basque Country takes less integration measures in the educational context than in other areas. It provides guidance and support to address the educational situation of migrants and offers resources to do so, putting in place

measures to avoid school segregation and offering places for all migrant minors. However, it does not provide intercultural education or take measures to attract migrants to the teaching force.

- *Social Security and Assistance*: the Region has not taken measures to ensure access to social services such as unemployment benefits, disability benefits, maternity leave, etc.
- *Housing*: the Region offers advice and representation to migrants in their attempt to access the housing market. It also offers financial support on a systematic basis but does not offer material support through the provision of public housing. It has also failed to address situations of neighbourhood segregation
- *Labour*: The Region takes many measures to favour integration into the labour market. On the one hand, it offers specific training courses both for migrants in general and for those with special needs. On the other hand, it offers programmes that encourage the recruitment of TCNs. The Basque Country also offers support to entrepreneurial migrants and has taken measures to combat labour exploitation. The only thing the Region does not do is collaborating with the different actors (local authorities, companies, and private sector) to favour new job opportunities for migrants.
- *Culture & Religion*: the Region has a body dealing specifically with inter-religious relations. It systematically funds events and activities in the fields of arts, culture and sport with the aim of encouraging people from different cultural backgrounds to interact, thus fostering the integration of migrants.
- *Language*: The Region systematically offers language training adapted to the needs of migrants and systematically provides financial and in-kind support to organisations providing language training. It also offers the possibility of learning migrants' mother tongues.

Catalonia, Spain

Catalonia presents slightly favourable integration policies (64/100) and it exercises shared competences on multiple key policy areas for the integration of migrants and beneficiaries of international protection, including health, education and labour. The Region presents a coordinated and overarching integration strategy. The regional integration strategy mainly addresses the TCNs population, which approximately corresponds to 12% of the regional population. The reception and integration of the BIPs population is addressed as a dedicated subarea within the general integration strategy. The Region engages with multiple stakeholders in the governance process and the regional administrative structure includes units that are specifically dedicated to TCN and BIP integration.

Migration and integration trends

- Catalonia has a TCNs population of 950,860 individuals, approximately equivalent to 12% of the regional population
- Data on the size of the regional BIPs population is unavailable
- In 2019 Catalonia received 13,278 asylum applications

Competences

- Catalonia has formally recognised competences in all eight analysed policy areas. The Region exercises exclusive competences in the policy areas of culture and language (vis-à-vis the Catalan language), while it shares with the national government competences in the areas of labour, education, health, housing, social security & assistance and religion.
- The Region disposes of its own budget in all the aforementioned areas.
- The Region has EU funds at its disposal for TCNs integration and is eligible to access additional EU funds in collaboration with the national government. For what concerns BIPs integration, the Region cannot directly access EU funds, as these are directly allocated to NGOs by the national administration.
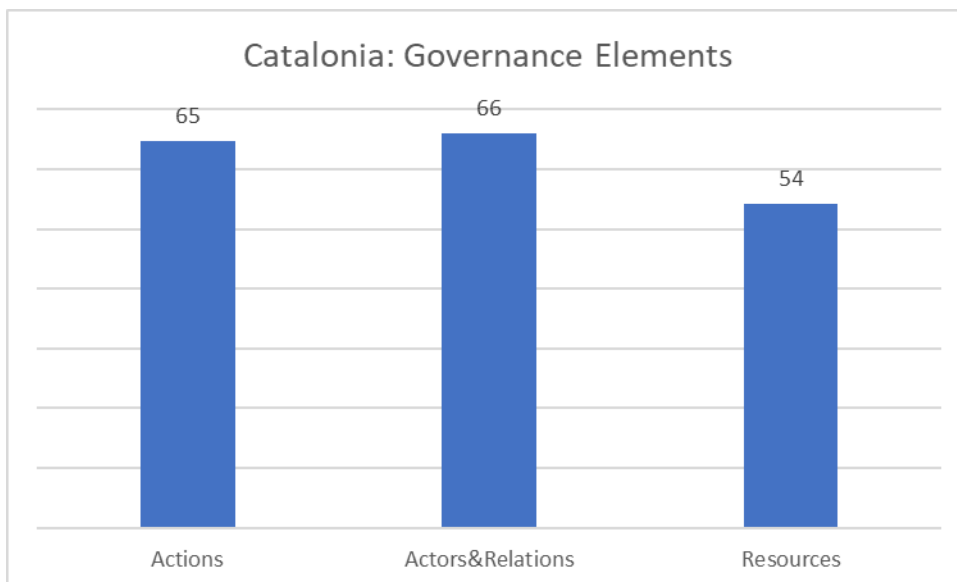
Governance Elements

In the region of Catalonia the governance elements related to *actors & relations* (66/100) and to *actions* (65) are more developed than the *resources* (54) element.

- *Actions* (65/100). The Region has a well-developed integration strategy, comprising of goals, actions, budgetary capacity and a coordination structure. The integration strategy is mainly targeted to TCNs but includes BIPs reception and integration as a dedicated subarea. The TCNs integration strategy presents a wide scope, including all analysed policy areas, while the BIPs reception and integration strategy only addresses the areas of health, labour and housing. The Region annually monitors and evaluates the efficacy of the integration strategy and occasionally uses statistical and qualitative information on migrant integration to inform decision-making. The Catalan government has planned actions to ensure fair institutional representation of TCNs, yet most of these actions are not yet

operative. The Region systematically organises campaigns to raise awareness on migrant integration and to create a consensus on interculturality. The regional staff is systematically trained on matters related to migrant integration.

- *Actors & relations* (66/100). The regional practices in terms of this dimension are well-developed and the Region includes multiple stakeholders in the governance process;
  - The Region has a specific department dedicated to migrant integration: the Secretariat of Equality, Migration and Citizenship.
  - There is a deliberative and consultative body through which migrants can express their views, which is occasionally consulted.
  - Multiple stakeholders, such as regional departments civil society organisations, are involved in the formulation and implementation stages of the policy cycle with variable frequency.
  - Interregional cooperation on migration matters occasionally occurs on a national and European basis through targeted conferences and networks.

- *Resources* (54/100). Governance practices related to the use and availability of resources are not very well-developed. The Region does not provide support to civil society organisations active in TCNs integration, while it systematically provides financial support and training for NGOs active in BIPs reception and integration. Regional support is provided to local authorities active in the field of TCNs integration in the form of training and financial resources.

Catalonia: Governance Elements

Policy Cycle (Governance Phases)

The regional integration measures in Catalonia are more developed at the *output* (71/100) and at the *implementation* (59) stage of the policy cycle than at the *formulation* (41) and *evaluation* (50) stages.

1. *Formulation* (41/100). Regional actions at this stage are not fully developed. The dedicated regional department and relevant regional actors are systematically involved in the formulation of policies, while other stakeholders such as NGOs and labour organisations are only occasionally involved. The use of statistical and qualitative data on migrant integration to inform decision-making processes is only occasional and does not constitute standard practice.

2. *Output* (71/100). The regional migrant integration strategy is well-developed and coordinated and has a wide scope, addressing all analysed policy areas. The Region undertakes notable efforts in raising awareness for migrant integration and inclusion, as well as taking actions to ensure fair institutional representation for migrants in the regional administration and public services. Moreover, the Region maintains a list of grassroot and civil society organisations working in the migration domain.

3. *Implementation* (59/100). This stage of the policy cycle is partially developed. Albeit the dedicated regional department, relevant regional/local actors, NGOs and labour organisations are systematically involved in the implementation process, the level of support provided by the Region to local authorities and civil society organisations is limited and very heterogenous in magnitude and modalities, depending on target groups (TCNs or BIPs) and on national provision of support.

4. *Evaluation* (50/100). This stage of the policy cycle could benefit from improvements. The Region presents a developed evaluation and monitoring mechanism regarding the efficacy of the integration strategy for TCNs and BIPs category, yet it does not monitor the general usage of services by migrants in a coordinated manner, nor does it monitor the extent and character of discrimination against migrants in the Region.

Catalonia: Policy Cycle Performance
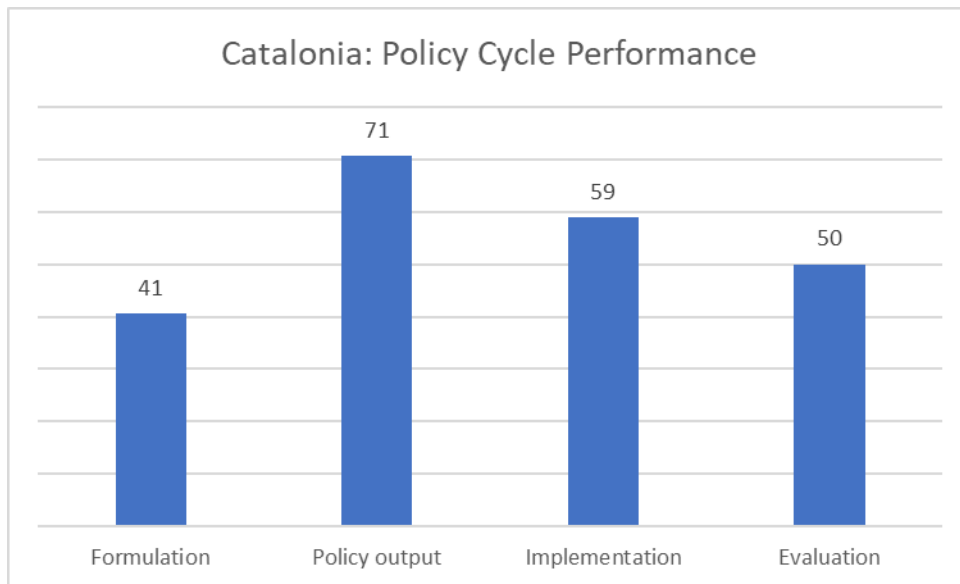
Policy Focus

The regional strategy is more developed with respect to TCNs integration (67/100) than for BIPs reception and integration (56).

- *Healthcare*: migrants both in a regular or irregular status are granted unconditional access to healthcare services on the same conditions as nationals; the provision of interpretation services for migrants with an insufficient proficiency in the official language is systematically provided, while targeted information on migrants' access to healthcare is provided on an occasional basis.
- *Education*: education is recognised as a universal right under regional law; the Region systematically ensures the provision of guidance and support, of targeted financial resources and interculturally trained staff to address the educational situation of migrants. Additionally, the Region systematically offers intercultural education within school curricula and provides school places for all children in compulsory schooling age.
- *Social Security and Assistance*: the Region systematically takes steps, such as the provision of welcome-packs and guidelines on eligibility, to ensure migrants' access to all forms of social benefits; additionally, the Region offers courses for migrants' social orientation.
- *Housing*: although the Region offers measures facilitating access to housing, these address the whole population and are not specifically targeted to migrants.
- *Labour*: the Region provides several forms of vocational training and labour market orientation to augment the employment levels of migrants.
- *Culture & Religion*: the Region systematically organises, or funds cultural events to promote migrant integration and interculturality; the Region has also aimed to provide interculturally adapted services, through the provision of interpretation

services and targeted information. Moreover, the Region has a body dedicated to inter-religious relations, the Advisory Council on Religious Diversity.

- *Language*: the Region has undertaken systematic efforts to ensure migrants' language inclusion, such as the provision of tailored language training in minority/migrant languages and of in-cash and in-kind support to NGOs and private organisations providing language training to migrants.

Melilla, Spain

Melilla presents unfavourable integration policies (23/100) and it exercises shared competences on multiple key policy areas for the integration of migrants and beneficiaries of international protection, including labour, education and social security. It also exercises exclusive competence on housing. The region lacks an overarching and coordinated migration strategy, yet it provides few non-systematic measures on integration with varying degrees of development. Although generally unfavourable for both analysed categories, policies are slightly better developed for what concerns the TCNs population (which approximately corresponds to 14.5% of the total regional population) than the policies developed for the BIPs population

Migration and integration trends

- Melilla has a TCNs population of 12,586 individuals, approximately equivalent to 14.5% of the regional population
- Data on the size of the regional BIPs population is unavailable
- In 2019 Melilla received 4,267 asylum applications

Competences

- Melilla has formally recognised competences in all eight analysed policy areas. The policy areas of education, health and housing are exclusive regional competences, while those of labour, language, culture, religion and social security are shared with the national government.
- The Region disposes of its own budget in all the areas of integration in which it has competences.
- The Region has EU funds at its disposal for TCNs and BIPs integration.

Governance Elements

In the region of Melilla, among the governance elements analysed, the most developed is *resources* (39/100), ahead of *actors & relations* (27) and *actions* (21)

- *Actions* (21/100). The lack of an integration strategy for migrants and refugees lowers the score of Melilla on these elements of governance. The Region also fails to take concrete measures to facilitate migrants' access to employment, education, social services, and housing. Nor has it taken any measures to protect migrants from discrimination. Only occasionally has it organised a seminar to improve workers' integration training. The Region carries out almost twice as many actions for the integration of TCNs as for the integration of BIPs.

- *Actors & relations* (27/100). The institutional framework has its own department dealing with religious integration and fostering inter-religious relations, but Melilla does not have a specific department in its administrative structure dealing with migrant integration. The Region is systematically involved in the central government's asylum seeker reception system. In addition, it occasionally

collaborates with other regions of the country, but never with other regions or European countries. Regional actors involved in the integration of TCNs (30/100) are more and better coordinated than those involved in the integration of BIPs (20/100) as part of this competence is state responsibility.

- *Resources* (39/100). Melilla invests fewer financial resources in BIPs policies (33/100) than in TCNs (42/100), as the former are the responsibility of and funded by the central government. The Region systematically collaborates financially with integration NGOs and occasionally collaborates by providing material to its local authorities.
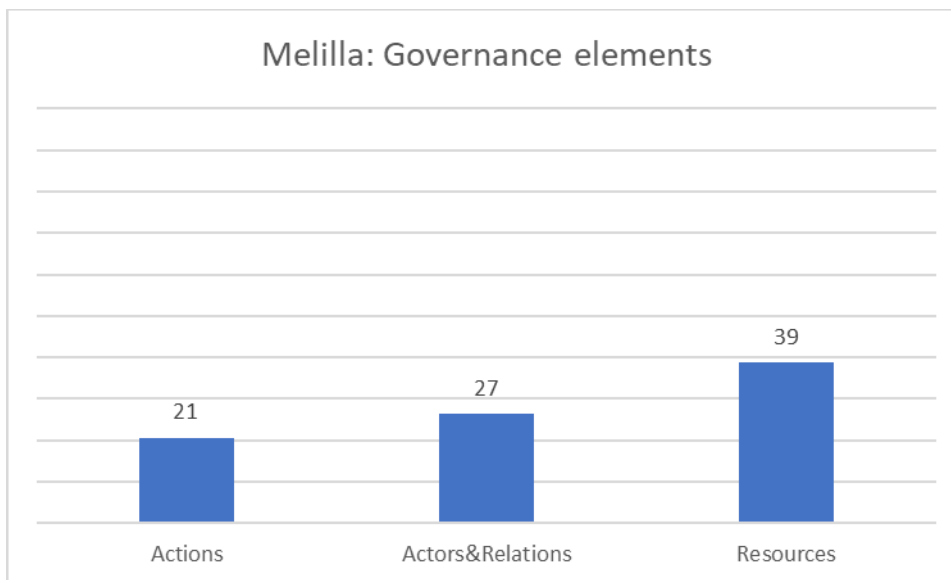

Policy Cycle (Governance Phases)

Migrant integration policies are more developed in Melilla at the *evaluation* (50/100) stage than at the *implementation* (26), *formulation* (25) and *output* (18) stages, which would benefit greatly from structural improvements.

1. *Formulation* (25/100). The formulation phase needs improvement in terms of its use of statistical and qualitative information to inform decision-making, which it does occasionally in the case of TCNs but never in the case of BIPs. Furthermore, Melilla only occasionally includes some competent actors at the local level such as regional actors, NGOs, migrant associations, and employers' organisations but never systematically and never for policy decision-making for BIPs which only scores 3/100.

2. *Output* (18/100). The output phase is even less developed than the decision-making phase and requires more action from the Region. Melilla, apart from the occasional funding of events to promote interculturality, has not enacted any decisions to end discrimination, nor does it have a binding document prohibiting discrimination. It

does not organise social orientation courses, although it occasionally publishes guides on how to access social services. Melilla takes little action to promote linguistic integration, educational integration, labour market inclusion or access to housing. In addition, the Region should take action to ensure that migrants are represented in institutions and organisations.

3. *Implementation* (26/100). The implementation phase is deficient in that it only occasionally collaborates in the implementation by regional and local actors, NGOs, and migrant associations beyond financial collaboration through grants to some NGOs. However, none of the main actors are included in the implementation phase, mainly because the Region lacks a strategy to coordinate the implementation of integration objectives.

4. *Evaluation* (50/100) The evaluation phase scores best in Melilla even though it does not have a strategy that includes an evaluation phase. The Region systematically monitors migrants' use of the services offered to them and occasionally monitors the integration activities they carry out for BIPs and TCNs but does not do so in a structured way or make use of this information. Furthermore, the Region does not assess the extent and nature of discrimination against migrants in the territory.

Melilla: Policy Cycle Performance

	Formulation	Policy output	Implementation	Evaluation
Value	25	18	26	50
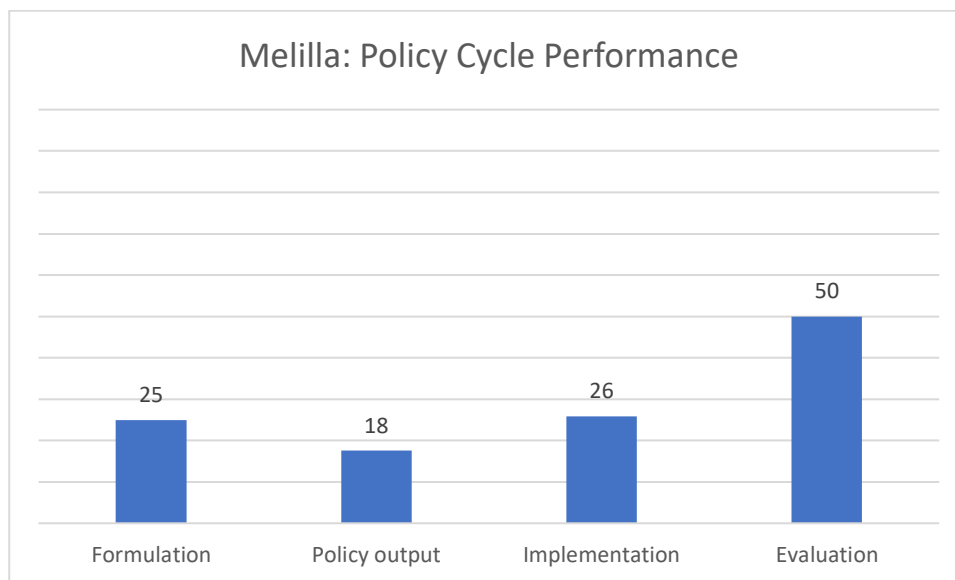
Policy Focus

The regional strategy is more developed with respect to TCNs integration (25/100) than for BIPs reception and integration (18/100).

- *Healthcare*: access to health care for both documented and undocumented migrants is provided on equal terms with nationals. In addition, the Region occasionally offers a qualified interpreter service to TCNs accessing healthcare but does not provide them with information on the use of the healthcare system.

- *Education*: Melilla legally provides educational places for all migrant minors, but in practice faces numerous administrative barriers. It occasionally provides educational support to migrants, through after-school classes and financial resources. The Region has not taken any measures to prevent school segregation or to attract migrants to the teaching staff, nor does it provide teacher training in intercultural competences.
- *Social Security and Assistance*: the Region occasionally provides guidance on access to public services but has not taken measures to ensure access to social assistance and other services such as unemployment benefits, disability benefits, maternity leave, etc. In fact, Melilla is the region that requires migrants to be registered for the longest time before they can access social services: 5 years.
- *Housing*: the Region does not implement any measures to support the housing situation of migrants. Neither by providing information or financial support, nor by tackling the situation of territorial segregation of migrants by neighbourhoods.
- *Labour*: the Region systematically takes several measures to promote the inclusion of migrants in the labour market. On the one hand, it offers specific training courses for employment as well as courses for migrants with special needs. It also supports migrant entrepreneurs. On the other hand, Melilla has not approved measures designed to increase participation in vocational training courses, nor specific actions to combat labour market exploitation. Furthermore, the Region does not have an active relationship between local authorities, social enterprises, and the private sector to support new job opportunities for migrant and host communities.
- *Culture & Religion*: the Region has a body dealing specifically with inter-religious relations. It occasionally funds events and activities in the fields of arts, culture, and sport with the aim of encouraging people from different cultural backgrounds to interact and thus fostering the integration of migrants.
- *Language*: The Region has not taken any measures to favour the linguistic integration of the region beyond occasional financial support to entities and NGOs that teach Spanish to migrants. Melilla does not offer the possibility for migrants to learn their mother tongue, nor is the learning of Spanish adapted to the needs of minors.

Murcia, Spain

The region of Murcia presents generally underdeveloped integration policies (14/100). Murcia exercises shared competences on a number of key areas for the integration of third country nationals and beneficiaries of international protection, such as health and education. The Region lacks an overarching and coordinated migration strategy, yet it provides few non-systematic measures on integration with varying degrees of development. Although generally unfavourable for both analysed categories, policies are slightly better developed for what concerns the sizeable TCNs population, which approximately corresponds to 12% of the total regional population, than for the BIPs population.

Migration and integration trends

- Murcia has a TCNs population of 177,320 individuals, corresponding to approximately 12% of the regional population
- Data on the size of the regional BIPs population is unavailable
- In 2019 Catalonia received 2,748 asylum applications

Competences

- Murcia has formally recognised competences in the following six policy areas: health, education, housing, culture, labour (concerning employment policies) and social security and assistance (concerning actions with limited and variable access). All these competences are shared with the national government. There is no formal regional competence on language and religion.
- The Region has its own budget in the aforementioned policy areas.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.

Governance Elements

In the region of Murcia the governance element related to *resources* (33/100) is more developed than the *actions* (15/100) and *actors & relations* (12/100) elements.

- *Actions* (15/100). The Region does not have a structured integration strategy for TCNs or BIPs, rather it undertakes some non-regular and non-systematic initiatives, mainly on housing and education. A few regional departments regularly monitor the level of service usage by migrants, but the Region undertakes no further actions in terms of policy evaluation, data collection or staff training with regards to migrant integration.

- *Actors & relations* (12/100).
  - The Region does not have administrative bodies specifically dedicated to TCNs and BIPs integration, nor does it have a consultative body through which migrants can voice their concerns on integration matters.

- o The formulation of policies is solely carried out by the dedicated departments, mainly those of education and social policy, without involvement of other stakeholders. The implementation of educational policies is systematically carried out by the relevant department, while the regionally funded housing policies are implemented by non-migrant NGOs.
- o Interregional cooperation on migration matters is only recorded on a European level through the Regin project itself.
- o The Region occasionally exchanges information on TCNs and BIPs integration with the national government and it takes part in the implementation of national policies for both categories.

- *Resources* (33/100). The Region systematically provides financial support to NGOs active in the field of TCNs integration. Other forms of regional support to NGOs and local authorities for migrants' integration are not documented. The BIPs reception and integration strategy falls under national competence and is nationally funded.
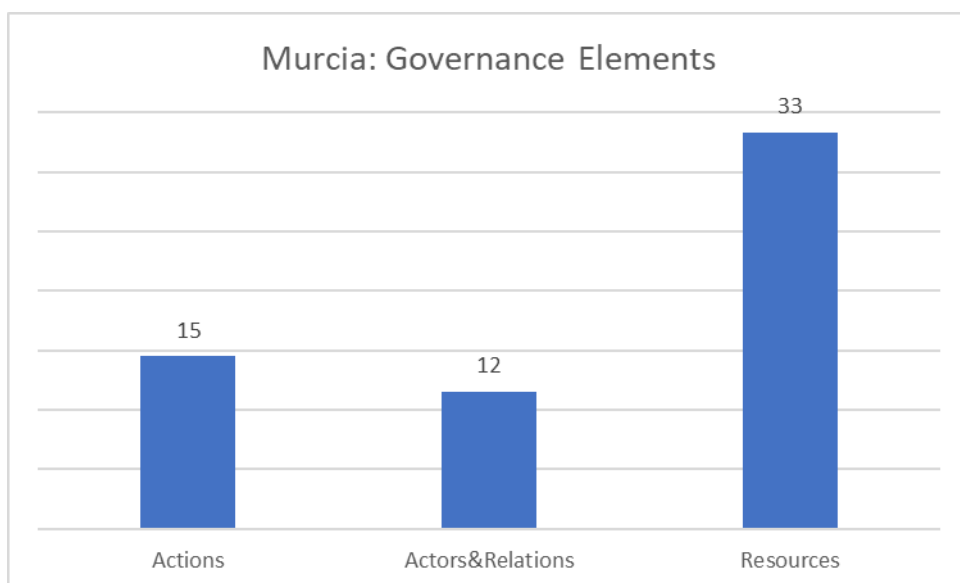

Policy Cycle (Governance Phases)

The regional integration measures in Murcia are slightly more developed at the *implementation* (17/100) and *evaluation* (19) stages, than at the *output* (13) and the *formulation* stage (3), but all dimensions would largely benefit from structural improvements.

1. *Formulation* (3/100). Regional decision-making on TCNs integration is mainly carried out by the responsible departments (e.g., the Regional Councils of Education, Social Policy, etc.), with little or no input from other stakeholders (e.g., NGOs, labour organisation and local administrative actors). Policy formulation with regards to BIPs reception and integration is absent on a regional level. Furthermore,

the Region does not make use of statistical and qualitative data on integration to inform decision-making.

2. *Output* (13/100). The Region does not have a structured and articulated integration strategy for TCNs and BIPs and regional integration policies mainly concern the fields of housing and education. Moreover, the Region does not undertake initiatives to raise awareness for migrant integration or to promote TCNs institutional representation.

3. *Implementation*, (17/100). Regional policies are systematically implemented by the dedicated departments (e.g., the Regional Council of Education for educational initiatives), with the occasional involvement of non-migrant NGOs. The Region regularly provides financial support to NGOs active in the field of TCNs integration, while other forms of support to local authorities or other NGOs are not documented.

4. *Evaluation*, (19/100). The regional monitoring system to evaluate the efficacy of integration measures is not very well-developed, and no common evaluation strategy is in place. Some regional departments, such as those of education and social policy, systematically monitor the extent of service usage by migrants.
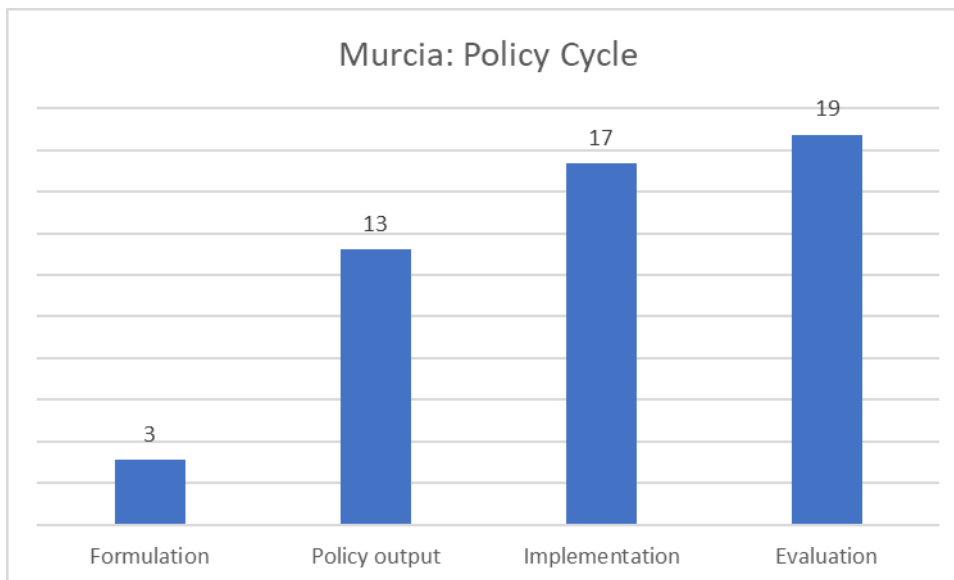
Policy Focus

The regional integration policies in Murcia are slightly more developed for TCNs (17/100) than for BIPs (5), but they are generally unfavourable for both categories.

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants more restrictive requirements apply (e.g., ineligibility for national health coverage, lack of sufficient economic means, etc.). Moreover, the Region occasionally provides interpretation services to facilitate healthcare access for TCNs with an inadequate

proficiency in the official language, as well as some information on TCNs eligibility to healthcare access.

- *Education*: the Region provides school placement for migrant children in compulsory schooling age through specific programmes addressing their educational needs, but it fails to provide targeted financial support and intercultural competence training for educational staff.
- *Social Security and Assistance*: there are no social security and assistance policies specifically targeted to TCNs, who can benefit from measures directed at the general population.
- *Housing*: the Region only provides for short/medium-term accommodation for migrants in a situation of social vulnerability through targeted programmes, known as *Albergues* and *Viviendas de Acogida*. According to these programmes, accommodation has a duration spanning from fifteen days to six months, possibly extendable, and is complemented by orientation initiatives aimed at the development of autonomous skills.
- *Labour*: there are no targeted regional policies in this area.
- *Culture & Religion*: the Region provides interculturally adapted services through the systematic provision of interculturally competent front offices and interpretation services (mostly limited to healthcare services). Moreover, the Region regularly funds third-party events in the field of arts and culture which promote multicultural integration.
- *Language*: the Region provides official language courses tailored to migrants on an ad hoc basis.

Navarre, Spain

Navarre presents slightly unfavourable integration policies (47/100) and it exercises shared competences on multiple key policy areas for the integration of migrants and beneficiaries of international protection, including health, education and labour. The Region lacks an overarching and coordinated migration strategy, yet it provides few targeted measures on integration with varying degrees of development. Although generally unfavourable for both analysed categories, policies are slightly better developed for what concerns the BIPs population than for the sizeable TCNs population, which approximately corresponds to 16% of the total regional population

Migration and integration trends

- Navarre has a TCNs population of 106,764 individuals, approximately equivalent to 16% of the regional population
- Data on the size of the regional BIPs population is unavailable
- In 2019 Navarre received 709 asylum applications

Competences

- Navarre has formally recognised competences in 7 analysed policy areas (all except religion). All the competences that the region has are shared with the national government.
- The Region disposes of its own budget in all the areas of integration, including religion even if it does not have competence in the area.
- The Region has EU funds at its disposal for TCNs integration but is not eligible to access additional EU funds in collaboration with the national government. For what concerns BIPs integration, the Region can also directly access EU funds
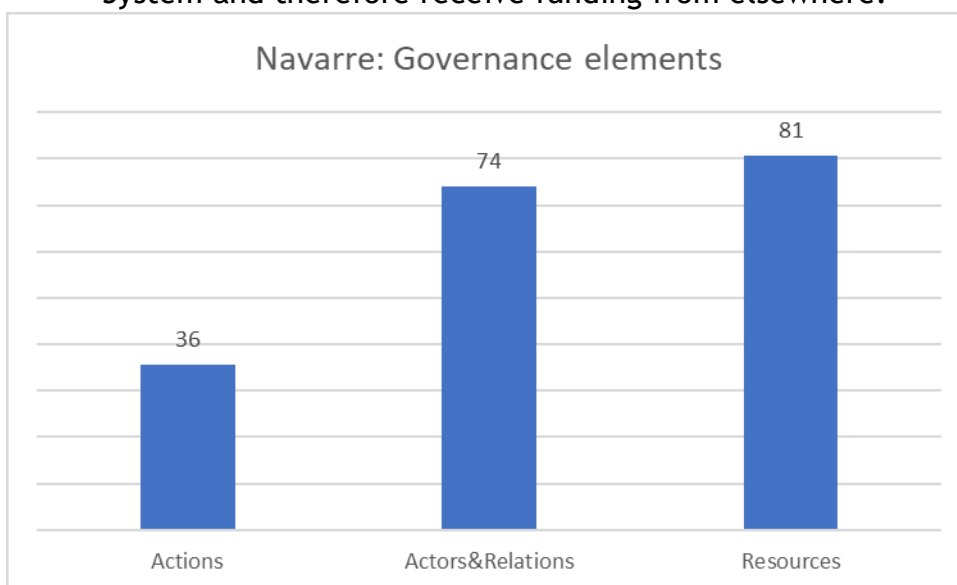
Governance Elements

In the region of Navarre, among the governance elements analysed, the most developed is *resources* (81/100), ahead of *actors & relations* (74) and *actions* (36)

- *Actions* (36/100). The low score on actions is mainly due to the lack of an integration strategy for migrants and refugees and the lack of concrete actions aimed at favouring migrants' access to social services, linguistic and social inclusion, education, health, and access to housing. Furthermore, the Region does not have a binding document outlawing discrimination or specific training related to migrant integration for staff.

- *Actors & relations* (74/100). The institutional framework benefits from a specific general directorate (General Directorate of Migration Policies). The Directorate, together with the departments of Peace and Coexistence and Social Rights, is involved in the creation of actions that favour the integration of migrants and refugees, for example, regarding inter-religious relations. The Region is also systematically involved in national refugee integration policies, through the

exchange of information and knowledge and the implementation of policies. It is also involved in the case of TCNs, but only occasionally since the competence is national. It also occasionally engages with other regions and other European countries.

- *Resources* (81/100). Although the Region invests fewer economic resources in BIPs policies than in TCNs, it carries out more actions for this group and the institutional framework is more developed, partly because it requires more cooperation with the national level given that the competence is at state level. Along these lines, the indicators show that Navarre allocates fewer resources to NGOs dealing with BIPs, but this may be because many of them are part of the national Reception System and therefore receive funding from elsewhere.


Policy Cycle (Governance Phases)

Migrant integration policies are more developed in Navarre in their *implementation* (71/100) and *formulation* (55) phase than in the *output* (42) and *evaluation* (25) phases, which would benefit greatly from structural improvements.

1. *Formulation* (55/100) . The formulation phase would be improved if some measures that are now carried out occasionally, such as the use of statistical and qualitative information to inform policy-makers' decision-making, were done systematically. It would also benefit from the systematic involvement of relevant actors such as NGOs, migrant associations, and civil society as it is currently disadvantaged by the low involvement of migrants in the actions taken by the region. Given that the region occasionally collaborates with other actors, it is understood that the channels are already in place and therefore it would be easier to implement it systematically. In this case the policy decision phase of BIPs and TCNs is very similar.

2. *Output* (42/100) The output phase needs substantial changes such as the adoption of a binding document to end discrimination, the systematic organisation of events promoting integration and cultural exchange and the provision of social integration courses. Action is also needed to ensure that migrants are represented in institutions and organisations. The systematic interpretation service in the field of health is positive.

3. *Implementation* (71/100) The implementation phase, the most developed, benefits from the strong institutional framework for implementing actions in collaboration with other actors and from collaboration with NGOs and other organisations. It would improve if support for organisations working with refugees were systematic. Implementation is more developed in the case of more general policies aimed at migrants in general than those specific to BIPs.

4. *Evaluation* (25/100) The evaluation phase is the one that deserves the most attention since only by carrying out a proper evaluation of integration policies can we aspire to improve them. Navarre does not have an evaluation and monitoring mechanism for integration policies, neither for policies aimed at TCNs nor for those aimed at BIPs. Nor does it monitor the use of the services offered by migrants, although it does monitor the extent and nature of discrimination against migrants in the territory.
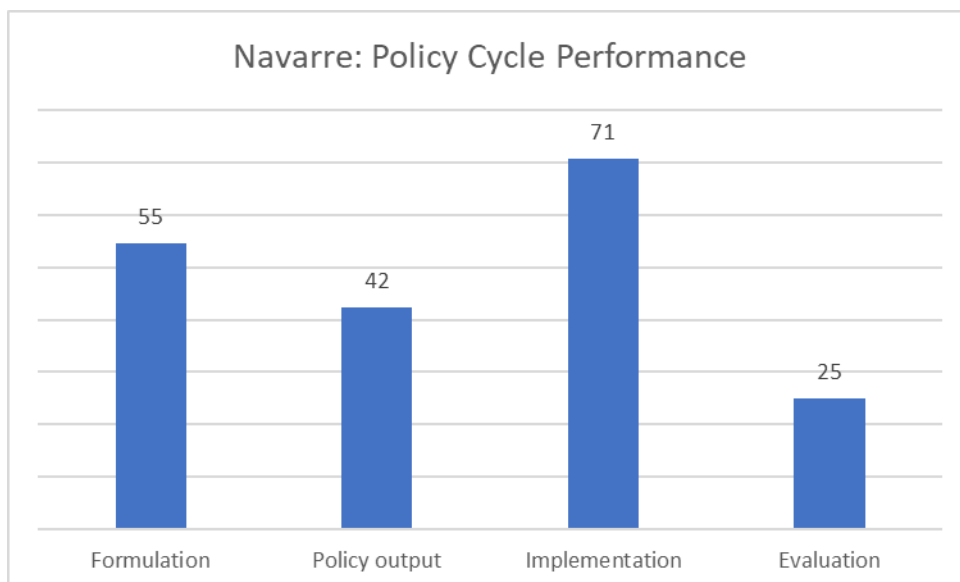
Policy Focus

The regional strategy is less developed with respect to TCNs integration (45/100) than for BIPs reception and integration (53/100).

- *Healthcare*: access to health care for both documented and undocumented migrants is more restricted than for nationals, with more restrictive requirements (e.g. inability to access national health coverage, lack of sufficient financial means, etc.). In addition, the Region provides information on the use of the health system to migrants only occasionally. On a positive note, Navarre offers qualified interpreter services on a systematic basis to TCNs accessing the health care system.
- *Education*: Navarre provides school places for all children, including undocumented children of compulsory school age, but the Region only offers guidance and support to address the educational situation of migrant groups on an occasional basis and has no specific resource provision or measures to prevent segregation of pupils on ethnic or religious grounds. It has not taken measures to attract migrants as teaching staff, nor does it provide teacher training in intercultural competences, although it does offer intercultural education subjects.
- *Social Security and Assistance*: The Region has occasionally taken measures to ensure access to social services such as unemployment benefits, disability benefits, maternity leave, etc.
- *Housing*: The Region has not taken any measures to favour migrants' access to the housing market, neither in terms of information nor financial support. it only provides short/medium-term accommodation for migrants in a situation of social vulnerability through specific programmes, known as Shelters and Shelter Homes. According to these programmes, accommodation lasts between fifteen days and six months, possibly extendable, and is complemented by orientation initiatives aimed at the development of autonomous skills.
- *Labour*: The Region only offers occasional job training courses and has no programmes to encourage the recruitment of migrants, nor to address the labour market situation of migrant groups with special needs. It also does not provide support or financial assistance to migrant entrepreneurs, nor has it adopted measures designed to increase participation in vocational training courses, nor specific actions to combat labour market exploitation.
- *Culture & Religion*: The Region has a body dealing specifically with inter-religious relations. It occasionally organises or funds events and activities in the fields of arts, culture and sport with the aim of encouraging people from different cultural backgrounds to interact and thus promoting the integration of migrants.
- *Language*: The Region occasionally offers language training tailored to the needs of migrants and systematically provides financial and in-kind support to organisations providing language training. However, it does not offer the learning of migrants' mother tongues either optionally or as part of the official curriculum.

Valencia, Spain

Valencia presents unfavourable integration policies (28/100) and it exercises shared competences on multiple key policy areas for the integration of migrants and beneficiaries of international protection, including health, education and labour. The region lacks an overarching and coordinated migration strategy, yet it provides several non-systematic measures on integration with varying degrees of development. Although generally unfavourable for both analysed categories, policies are slightly better developed for what concerns the TCNs population (which approximately corresponds to 7.7% of the total regional population) than the policies developed for the BIPs population.

Migration and integration trends

- Valencia has a TCNs population of 387,689 individuals, approximately equivalent to 7.7% of the regional population
- Data on the size of the regional BIPs population is unavailable
- In 2019 Valencia received 7509 asylum applications

Competences

- Valencia has formally recognised competences in seven analysed policy areas (all except religion). Three of the competences are shared with the national government (labour, health and social security) and the other four are exercised exclusively by the regional government (education, housing, language and culture).
- The Region disposes of its own budget in all the areas of integration in which it has competences.
- The Region has EU funds at its disposal for TCNs integration and is eligible to access additional EU funds in collaboration with the national government. For what concerns BIPs integration, the Region cannot access EU funds due to eligibility conditions set by the central government.
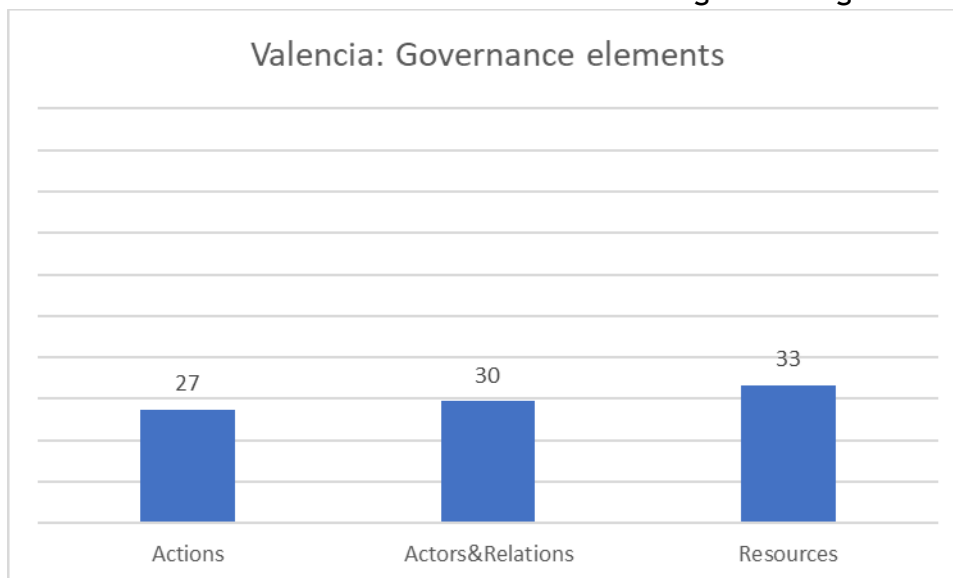
Governance Elements

In the region of Valencia, among the governance elements analysed, the most developed is *resources* (33/100), ahead of *actors & relations* (30) and *actions* (27)

- *Actions* (27/100). The low score on actions is mainly due to the lack of an integration strategy for migrants and refugees and the lack of concrete actions to promote migrants' access to social services, linguistic and social inclusion, access to housing and, to a lesser extent, education, and health. However, the Region does have a binding document prohibiting discrimination and occasionally takes measures to improve specific training related to migrant integration for public administration staff.

- *Actors & relations* (30/100). The institutional framework benefits from a specific general directorate that together with other actors is involved in the creation of actions that favour the integration of migrants and refugees in Valencia, for

example, with regard to inter-religious relations. The Region does not engage in national refugee integration policies, through information and knowledge exchange and policy implementation, and only occasionally works with other regions or European countries.

- *Resources* (33/100). Valencia invests fewer financial resources in BIPs policies (8/100) than in TCNs (58/100), as many asylum seeker policies are the responsibility of and funded by the central government. The Region systematically collaborates with NGOs and local actors by providing in-cash resources to support their integration initiatives. Apart from this collaboration, the Region does not allocate its own funds or material resources to migrant integration.
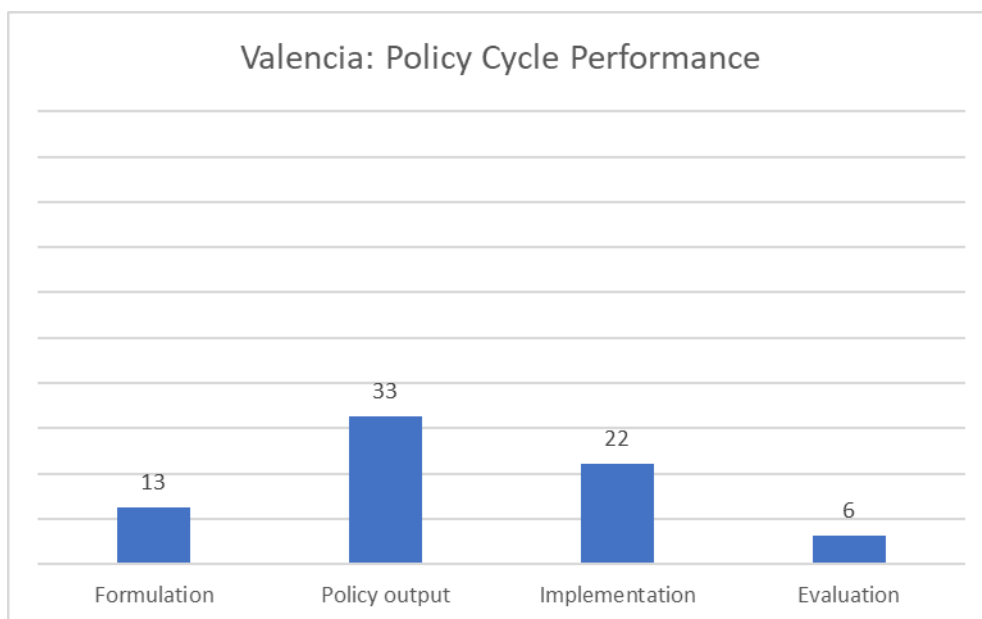

Policy Cycle (Governance Phases)

In Valencia, migrant integration policies are more developed in their *output* (33/100) and *implementation* (22) phases than in their *formulation* (13) and *evaluation* (6) phases, which would benefit greatly from structural improvements.

1. *Formulation* (13/100). The formulation phase needs structural improvements as it does not make use of statistical and qualitative information to inform decision-making or does so only very occasionally. Moreover, Valencia does not include in the decision-making process all actors that play a role in the integration of migrants, neither regional nor local actors, nor NGOs or migrant associations. The Region would benefit from the systematic involvement of relevant actors such as NGOs, migrant associations, and civil society, as it is currently disadvantaged by the low involvement of migrants in the actions taken by the Region. The decision-making phase is even more deficient in the case of BIPs integration policies.

2. *Output* (33/100). The output phase, although much more developed than the decision-making phase, also requires more action from the Region. Valencia hardly takes measures to ensure access to social services, promote linguistic integration, labour market inclusion or access to housing. In addition, integration in Valencia would benefit from the systematic organisation of events promoting integration and cultural exchange, the provision of social integration courses and the creation of a service to support victims of discrimination. It is also necessary to take action to ensure that migrants are represented in institutions and organisations.

3. *Implementation* (22/100). The implementation phase is positive in terms of the financial support given by the Region to NGOs carrying out migrant integration projects and occasionally to local authorities. However, none of the main actors are included in the implementation phase, mainly because the Region lacks a strategy to coordinate the implementation of integration objectives. In the case of asylum seekers, implementation scores 6/100 which shows that in the case of BIPs this phase is even more deficient because there is no coordination with the central government to carry out integration.

4. *Evaluation* (6/100). The evaluation phase is the one that deserves the most attention since only by carrying out a proper evaluation of integration policies can one aspire to improve them and in the case of Valencia it is particularly underdeveloped. Valencia does not have an evaluation and monitoring mechanism for integration policies, neither for policies targeting TCNs nor for those targeting BIPs. Nor does it evaluate the extent and nature of discrimination against migrants in the territory. It very occasionally monitors migrants' use of the services offered but does not do so in a structured way and does not make use of this information.

Valencia: Policy Cycle Performance

Formulation	Policy output	Implementation	Evaluation
13	33	22	6

Policy Cycle (Governance Phases)

The regional strategy is more developed with respect to TCNs integration (35/100) than for BIPs reception and integration (9/100).

- *Healthcare*: access to health care for both documented and undocumented migrants is provided on equal terms with nationals. In addition, the Region occasionally offers a qualified interpreter service to TCNs accessing healthcare and information on the use of the healthcare system.
- *Education*: This is the area of integration with the most measures in Valencia. The Region provides school places for all children, including undocumented children of compulsory school age, and support to address the educational situation of migrant groups. It also has specific resource provision and has taken measures to avoid segregation of pupils on ethnic or religious grounds. Although it has not taken measures to attract migrants as teaching staff or to promote intercultural education, it does provide teacher training in intercultural competences.
- *Social Security and Assistance*: the Region occasionally provides guidance on access to public services and has taken measures to ensure access to social assistance but has not yet taken measures to facilitate access to other services such as unemployment benefits, disability benefits, maternity leave etc.
- *Housing*: the Region only occasionally carries out a measure to improve the housing situation of migrants. This consists of developing activities to avoid segregation of migrants by neighbourhoods. However, Valencia has not taken any measures to promote migrants' access to the housing market, either in terms of information or financial support.
- *Labour*: the Region does not take any measures to favour the inclusion of migrants in the labour market. It neither offers job training courses nor has programmes to encourage the recruitment of migrants, nor to address the labour market situation of migrant groups with special needs, nor does it provide support or financial assistance to migrant entrepreneurs, nor has it adopted measures designed to increase participation in vocational training courses, nor specific actions to combat labour market exploitation. Nor is there a relationship between local authorities, social enterprises and the private sector to support new job opportunities for migrant and host communities.
- *Culture & Religion*: the Region has a body dealing specifically with inter-religious relations. It occasionally funds events and activities in the fields of arts, culture and sport with the aim of encouraging people from different cultural backgrounds to interact and thus promoting the integration of migrants.
- *Language*: The Region occasionally provides financial resources to organisations carrying out language inclusion projects and occasionally offers the possibility for migrants to learn their mother tongue. But migrants in Valencia do not receive language training that meets their needs, nor is the learning of migrants' mother tongues offered either optionally or as part of the official curriculum.

SWEDEN

Skåne, Sweden

Skåne presents partially developed integration policies (55/100) spanning on its multiple areas of competence, which include health, labour and education. The region does not present an overarching and coordinated integration strategy, but provides numerous targeted measures for migrants and BIPs according to its competences. The degree of development of integration policies is roughly equivalent for Skåne's TCNs and BIPs populations, which respectively correspond to approximately 15% and 8% of the regional population. Skåne's competences are shared with the national government and are mostly related to the implementation of policies, where regional practices are particularly developed. Skåne has a permanent unit within the County Administrative Board dedicated to third country nationals´ integration, which has a coordinating role locally and regionally between stakeholders (e.g., regional and national administrative bodies, NGOs and labour organisations) in the formulation and implementation of policies. Additionally, the region is particularly strong in the allocation of resources to integration.

Migration and integration trends

- Skåne has a TCNs population of 201,325 individuals, corresponding to approximately 15% of the total regional population.
- Skåne has a BIPs population of 105,355 individuals, corresponding to approximately 8% of the total regional population.
- In 2019 Skåne received 3,554 asylum applications.

Competences

- Skåne has formally recognised competences in the following five policy areas: health, housing (mostly through the provision of advice and data to municipalities), culture, labour and education. These policy areas are shared with the national government. There are no regional competences for the policy areas of language, religion and social security.
- Skåne does not have its own budget in the aforementioned policy areas, instead budgets are scattered between different regional level actors, namely between Region Skåne and the County Administrative Board. Regional competences in practice are mostly related to implementation.
- Skåne currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the regional level is eligible for access to further EU funds directed to migrant integration in collaboration with the central government.

Governance Elements

In Skåne the governance elements related to *resources* (83/100) and *actors & relations* (74) are more developed than the *actions* (46) element.

- *Actions* (46/100). Skåne does not have an overarching comprehensive regional strategy for the integration of migrants, rather it undertakes an array of distinct strategic initiatives. Such initiatives encompass all policy areas in which regional level actors have tasks and competences. Skåne occasionally monitors and evaluates the efficacy of integration policies and the extent of service usage by migrants. Moreover, Skåne regularly collects statistical and qualitative information on TCNs integration and, to a lesser extent, on BIPs integration. Regional practices to promote institutional representations of migrants and to raise awareness for migrant integration are not well-developed.

- *Actors & relations* (74/100).
  - In the regional level there is a permanent unit within the County Administrative Board, with a pivotal role in the formulation and implementation of policies.
  - The region systematically consults with regional relevant governmental actors for policy-making, occasionally including non-migrant NGOs, labour organisations and national actors. The region relies on regional, national and local governmental actors for the implementation of policies, with sporadic involvement by NGOs and labour organisations.
  - Interregional cooperation on migration matters mostly occurs on a national level and takes the form of alliances and joint policy-making platforms. Cooperation with other European regions is present but less frequent.
  - Skåne actively exchanges knowledge on migration with the national government and it systematically implements national integration policies.

- *Resources* (83/100). The region systematically allocates resources (financial, material and immaterial) to support NGOs active in the field of migrants' integration and local authorities. Financial resources are obtained from regional, national and European funds.


Skåne: Governance Elements
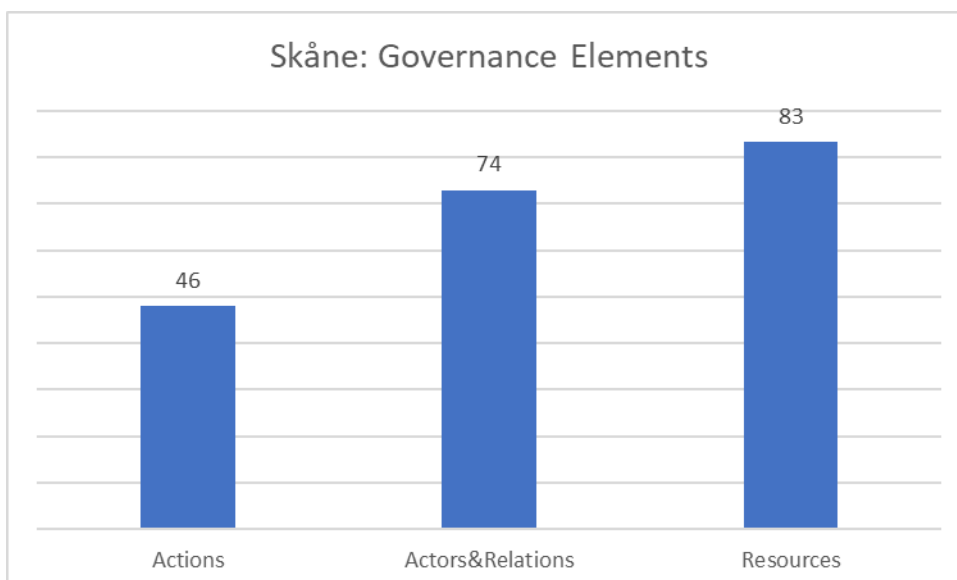
Policy Cycle (Governance Phases)

Skåne's performance on the policy cycle is better developed at the *implementation* (81/100) and *formulation* (64) stages, while the *output* dimension (48) and, to a greater extent, the *evaluation* stage (44) would largely benefit from structural improvements.

1. *Formulation* (64/100). Regional decision-making is the product of the collaboration of a wide plethora of actors and stakeholders; the dedicated regional unit and other regional administrative units have a key role at this stage. The regional policy debate and decision-making is systematically informed by the collected data on integration. However, participation of civil society organisations, labour organisations and national level actors in the decision-making process is only occasional.

2. *Output* (48/100). The coordination of the regional integration strategy is not well-developed, yet regional policies present a rather wide scope, addressing all the policy areas of competence. Despite the lack of awareness-raising efforts and migrants' institutional representation, leaders in Skåne's administration employ a narrative promoting the positive impact of migration in the region. Moreover, Skåne consistently supports TCNs' political participation and, where applicable, naturalisation.

3. *Implementation* (81/100). Regional competences are mostly concerned with the implementation of policies and this dimension is very well developed. In Skåne, implementation relies on the systematic involvement of the dedicated unit and other regional and national administrative bodies, complemented by the occasional involvement of NGOs, labour organisations and society at large. Skåne ensures regular financial and material support, including training, for NGOs carrying out integration projects for migrants. Local authorities are also financially and materially supported by the region.

4. *Evaluation* (44/100). Skåne occasionally evaluates the efficacy of the integration strategy in a few departments. A centralised evaluation framework is absent. Similarly, the level of migrants' use of services is monitored sporadically and only across a few administrative units (e.g. for what concerns civic and health orientation).

Skåne: Policy Cycle Performance
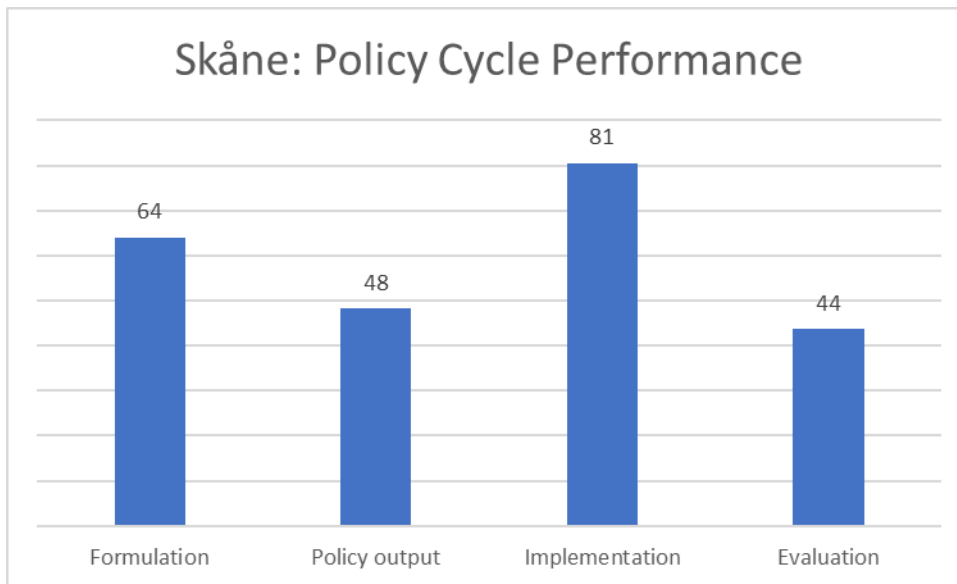
Policy Focus

The regional measures aimed at the integration of TCNs (56/100) are approximately equivalent to those for BIPs (52). However, statistical and qualitative data relating to BIPs is collected less regularly.

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants and asylum seekers more restrictive conditions apply. Moreover, the healthcare system systematically provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access, based on national law. Furthermore, Skåne has a Knowledge Center for Migration and Health, which has a coordinating function and offers knowledge support to health care staff on migration issues and works with educational initiatives to promote migrants´ health.
- *Education*: Skåne systematically provides guidance and support (e.g. capacity-building, system innovation) for the educational situation of migrants, as well as school placement for all children in compulsory schooling age. By contrast, Skåne only sporadically provides financial support and imparts intercultural training to educational personnel, as the practical aspects of education are a municipal competence. It also fails to enact measure against pupils' segregation and to offer intercultural education within the curriculum.
- *Social Security and Assistance*: municipalities together with regional level civic and health communicators make sure that migrants are correctly informed about social benefits and Skåne consistently provides welcome packs, guidance on access to services and social orientation courses.

- *Housing*: in Skåne the municipalities regularly provide counselling to aid migrants' access to housing, while forms of regional support (such as financial or material) are more sporadic. The regional level is mostly concerned with regional growth issues, community planning at county level and with the provision of advice and data to support municipal housing planning.
- *Labour*: in Skåne municipalities consistently offer vocational training and support to migrant entrepreneurs, but only occasionally provide targeted programmes and actions to promote TCNs labour market integration and to tackle exploitation. The regional level is involved in a number of European Social Funds projects preparing migrants for an earlier access to labour market. However, Skåne lacks measures to enhance the level of migrants' participation to targeted vocational programmes.
- *Culture & Religion*: Skåne has a foundation dedicated to inter-religious relations and it funds third parties' cultural events promoting migrant integration. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information and the lowering of thresholds for access to services.
- *Language*: in Skåne local level offers training in the official language and provides teaching in minority languages; the regional level provides financial support to civil society organisations which then provide language training to migrants.

Västra Götaland, Sweden

The region of Västra Götaland has slightly favourable migrant integration policies (64/100) spanning on its multiple areas of competence, which include, among others, health, labour and education and are mostly shared with the national government. Västra Götaland's BIPs population, which corresponds to 7% of the total regional population, benefits from slightly more well-developed policies than the region's TCNs population, which corresponds to approximately 13% of the population. The regional TCNs and BIPs populations benefit from a coordinated integration strategy comprising of specific goals and targeted actions, formulated, and implemented in collaboration with several competent governmental, private, and civil society actors. The Region is particularly successful in the allocation of financial and material resources to migrant integration, as well as in the implementation of its integration measures, where it is most active.

Migration and integration trends

- The regional TCNs population amounts to 229,448, corresponding to approximately 13% of the total regional population
- The Region has a BIPs population of 118,368, corresponding to approximately 7% of the total regional population

Competences

- The Region has formally recognised competences in six of the eight analysed policy areas: health, housing, culture, labour, education, and language. For religion and social security, the Region has no formal competence. The regional competences are all shared with the national government, except for health, which is an exclusive regional competence.
- The Region disposes of an own budget only in the areas of labour, education and health.
- The Region currently has EU funds at its disposal for projects and actions concerning the integration of TCNs and BIPs.
- In addition, the region is eligible for access to further EU funds directed to migrant integration in collaboration with the central government
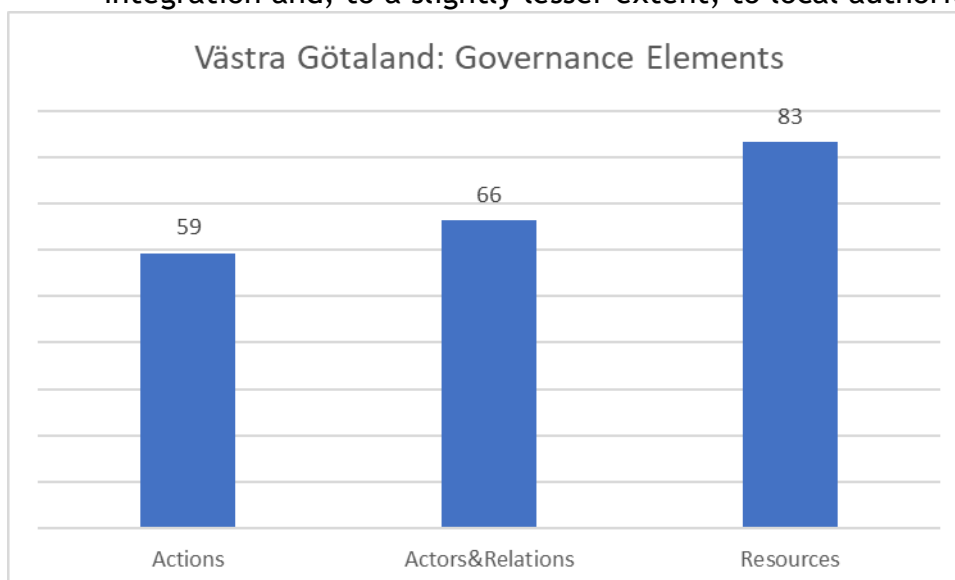
Governance Elements

In the region of Västra Götaland the governance elements related to the use and availability of *resources* (83/100) and *actors & relations* (66) are better developed compared to the *actions* (59) it undertakes for integration.

- *Actions* (59/100). The region of Västra Götaland has an overarching comprehensive regional strategy for the integration of TCNs, comprising of defined goals, targeted actions, budgetary capacity, and a coordination structure. The strategy generally makes no difference between TCNs and BIPs and it includes asylum seekers. The regional strategy encompasses all policy areas in which the region exercises competences for TCNs, while BIPs mostly have access to measures related to

labour, education, health, language, and culture. The Region occasionally monitors and evaluates the efficacy of integration policies and the extent of service usage by migrants. Moreover, the Region regularly collects statistical and qualitative information on TCNs integration and, to a lesser extent, on BIPs integration. Moreover, the Region systematically ensures the institutional representation of migrants within its administrative offices and services, as well as occasionally raising awareness on migrant integration and promoting political participation for migrants. The Region systematically provides training to improve the integration-related competences of its staff.

- *Actors & relations* (66/100).
  - at the formulation stage of policy-making the Region systematically consults with regional and national competent governmental actors, occasionally including non-migrant NGOs, labour organisations and municipal offices.
  - At the implementation level the Region relies on regional and national governmental actors for the implementation of policies, with sporadic involvement by NGOs and labour organisations.
  - In the Region there is no institutional body for inter-religious relations, yet there is a unit dedicated to migrant integration.
  - The Region actively exchanges knowledge on migration with the national government and it systematically implements national integration policies.
  - Interregional cooperation on migration matters mostly occurs on a national level and takes the form of alliances and joint policy-making platforms. Cooperation with other European regions is present but less frequent.

- *Resources* (83/100). The Region systematically allocates resources (financial, material, and immaterial) to support to NGOs active in the field of migrants' integration and, to a slightly lesser extent, to local authorities.


Västra Götaland: Governance Elements

Policy Cycle (Governance Phases)

In Västra Götaland the policy stages of *formulation* (64/100) and *implementation* (81) are better developed than the *policy output* (60) and *evaluation* (44) stages.

1. *Formulation* (64/100). Regional decision-making is the product of the collaboration of a wide plethora of actors and stakeholders; the dedicated regional unit and other regional administrative units have a key role at this stage. However, participation of NGOs, labour organisations and national level actors in the decision-making process is only occasional. Moreover, the regional policy debate and decision-making is systematically informed by the collected data on integration.

2. *Output* (60/100). Västra Götaland has a well-developed migrant integration strategy, comprising of a rationale, targeted actions, budgetary capacity, and a coordination structure. The strategy does not differentiate greatly between TCNs and BIPs (including asylum seekers), yet it provides measures in more policy areas of TCNs than for BIPs. The Region systematically promotes institutional representation of migrants within its administrative offices, while efforts to raise awareness on migrant integration and to promote political participation of migrants are sporadic. Moreover, the Region systematically promotes the development of the integration-related competences of its staff.

3. *Implementation*, (81/100). Regional competences are mostly concerned with the implementation of policies and this dimension is very well developed. In Västra Götaland, implementation relies on the systematic involvement of the regional and national administrative bodies, complemented by the occasional involvement of NGOs, labour organisations, and society at large. The Region ensures regular financial and material support, including training for NGOs carrying out integration projects for migrants. Local authorities are also financially and materially supported by the Region, but do not receive regional training.

4. *Evaluation*, (44/100). The Region occasionally evaluates the efficacy of the integration strategy in a few departments. A centralised evaluation framework is absent. Similarly, the level of migrants' use of services is monitored sporadically and only across a few administrative units (e.g., for what concerns civic and health orientation).

Västra Götaland: Policy Cycle Performance
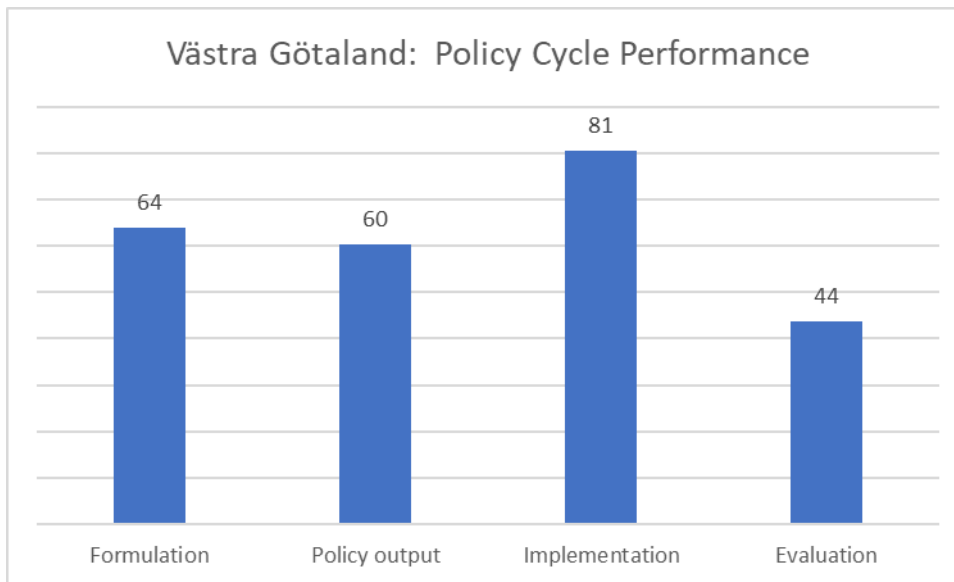
Policy Focus

The regional measures aimed at the integration of BIPs (72/100) are more well-developed than those addressing TCNs (61). Despite this finding, TCNs in Västra Götaland benefit from measures across a wider number of policy areas.

- *Healthcare*: access to healthcare for documented migrants is guaranteed on the same level as nationals, while for undocumented migrants more restrictive conditions apply. Moreover, the Region systematically provides interpretation services to facilitate healthcare access for TCNs with an inadequate proficiency in the official language, as well as information on TCNs' eligibility to healthcare access.
- *Education*: the Region systematically provides guidance and support for the educational situation of migrants, as well as school placement for all children in compulsory schooling age and it enacts measures against pupils' segregation. By contrast, the Region only sporadically provides financial support and imparts intercultural training to educational personnel. It also fails to offer intercultural education within the curriculum.
- *Social Security and Assistance*: the Region consistently provides one-stop-shops, welcome packs, guidance on access to services and social orientation courses. The Region occasionally undertakes additional measures to ensure access to social assistance, unemployment, and family benefits.
- *Housing*: the Region regularly provides counselling to aid migrants' access to housing, while other forms of support (such as financial or material) are more sporadic.
- *Labour*: the Region consistently offers vocational training and support to migrant entrepreneurs, but only occasionally provides targeted programmes and actions to promote TCNs labour market integration and to tackle exploitation. Furthermore,

the region lacks measures to enhance the level of migrants' participation to targeted vocational programmes.

- *Culture & Religion*: the Region does not have a body dedicated to inter-religious relations, yet it funds third parties' cultural events promoting migrant integration. Moreover, interculturally adapted services are provided regionally through interpretation services, targeted information, and the lowering of thresholds for access to services.
- *Language*: although the Region offers training in the official language and provides teaching in minority languages (exclusively) for migrant children and, it does not provide support to civil society organisations that provide language training to migrants.