



Multilevel Governance of integration

Irene Ponzio
ponzo@fierri.it



Topics

- Multilevel governance
- National integration models
- The role of the EU in integration policies
- Local integration policies



Immigration policies: policies relating to admission, entrance and expulsion of people who used to live outside the national territory

Immigrant policies/Integration policies: policies related to immigrants and their position in the new society of settlement

(Hammar 1985)



Policies are decisions on issues of public relevance
(they do not necessarily turn into laws)

Multilevel governance is:

- An analytical perspective
- A phenomenon



Multilevel governance as an analytical perspective

‘Governance’: not just formal decision-making process but also semiformal and informal processes which include non-public actors

‘Multilevel’: relations between the various levels of government at which decisions are made (central state, regions/federal states, provinces and municipalities):

-**Top down**: from the higher level institutions to lower/peripheral levels, from formal policy making arenas to informal social actors

-**Bottom up**: from lower levels to upper levels, and from civil society to public formal arena



Multilevel governance as a phenomenon

- Supra-national organisations such as the EU and the UN have strengthened their role in the decision-making processes on migration
- An increasing devolution of power to lower institutional levels such as Regions has occurred
- Non public organisation and private companies have gained relevance



Four ideal type configurations of relations between government levels

- centralist (top-down)
- localist (bottom-up)
- multilevel
- decoupled.

(Scholten, *Agenda Dynamics and the Multi-Level Governance of Migrant Integration. The case of Dutch migrant integration policies*. In: *Policy Sciences* 2013, 46, 217-236)



National integration models

	POLICY TARGET (people addressed by integration policies)	
STATE INTERVENTION	Migrant groups	Single individuals
Strong	The Netherlands	France
Weak	UK	Switzerland



Convergence towards civic integration

Western European states' policies on immigrant integration are increasingly converging towards 'civic integration' (civic integration courses and tests for obtaining and renewing the residence permit) with traits which appear incompatible with the assumptions of the traditional national integration models.

(Joppke, Beyond the national models, 2007)



EU in integration decision-making

EU integration policymaking is based on an intergovernmental agreement (third pillar): policies have to be decided through consensus of member states and there is no binding legislation.

Tools of intervention: Communications, Handbooks, Agendas, Funds/Calls for projects, promotion of networks, comparison and exchange of best practices, etc.

(Scholten & Penninx, *The Multilevel Governance of Migration and Integration*, 2016)



Common Basic Principles for Immigrant Integration Policy

CBP 1 'Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of MS'

CBP 2 'Integration implies respect for the basic values of the European Union'

CBP 3 'Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible'

CBP 4 'Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration'

CBP 5 'Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society'

CBP 6 'Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration'

CBP 7 'Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, intercultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens'

CBP 8 'The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law'

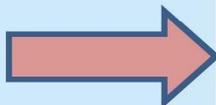
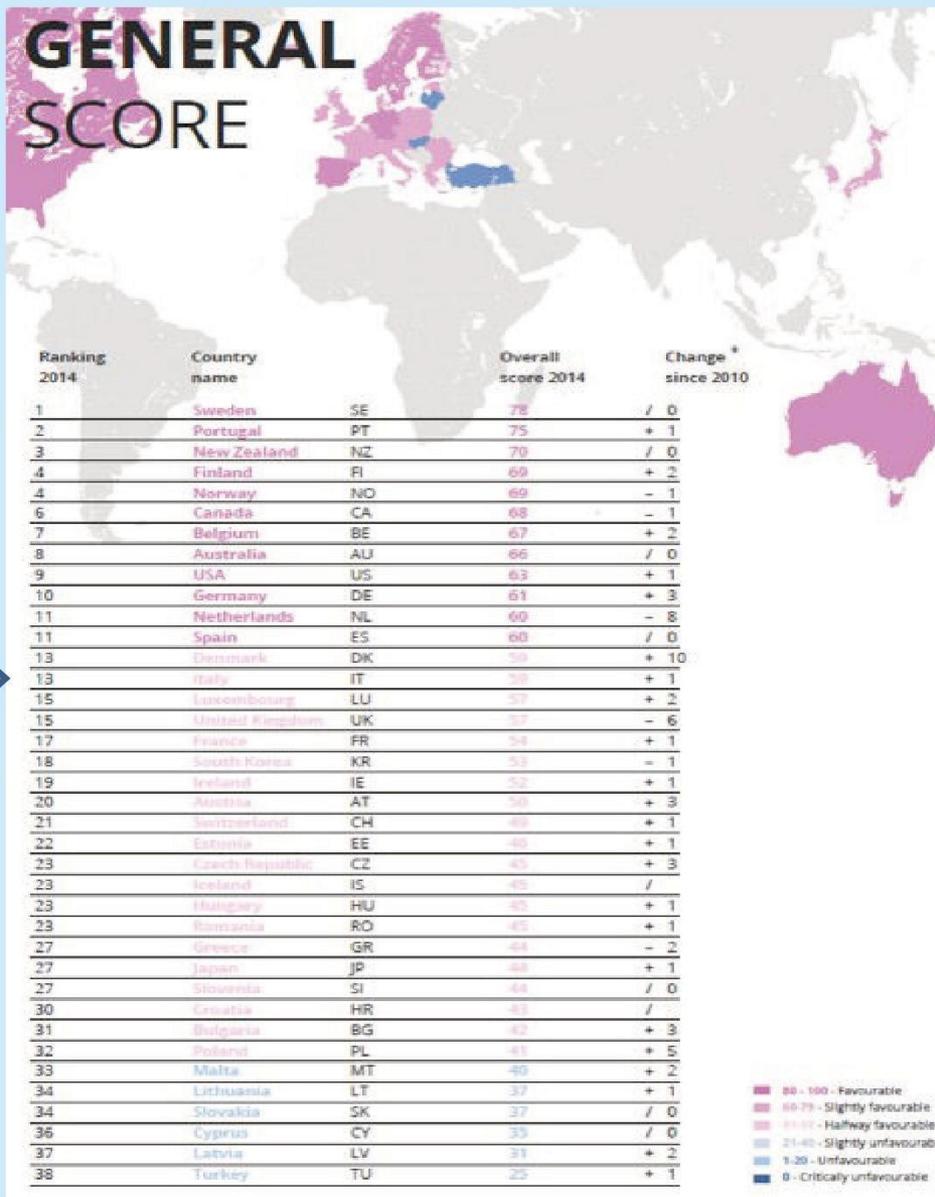
CBP 9 'The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration'

CBP 10 'Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation.'

CBP 11 'Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.'

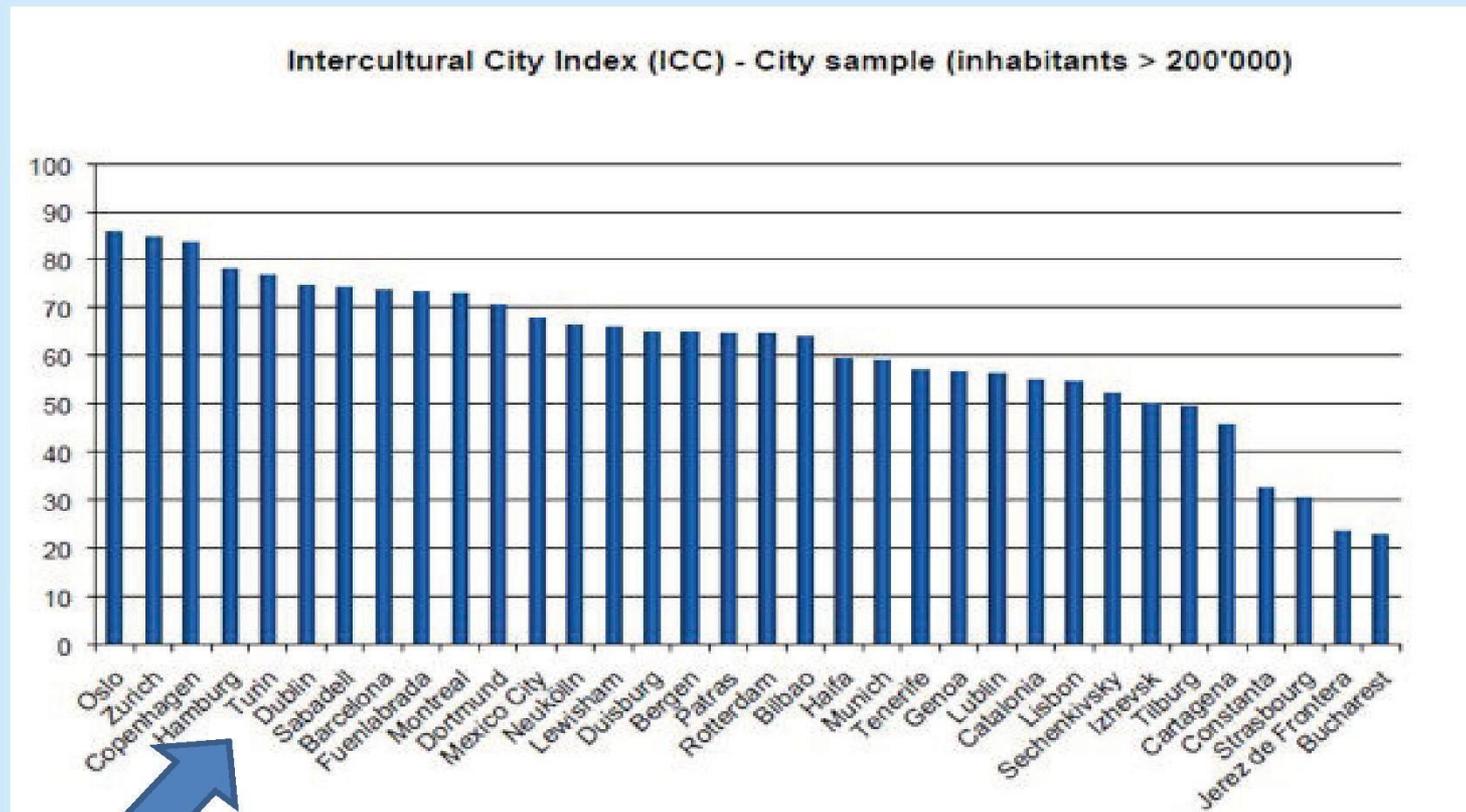


MIPEX





Intercultural City Index





IV. Language

The learning of the language of the host country by migrants is key issue for integration. However there are other considerations in an intercultural approach to language. For example in cities where there are one or more national minorities (or indeed where there is indeed no clear majority group) there is significance in the extent to which there is mutual learning across language divides. Even in cities where recent migrations or trade connections have brought entirely new languages into the city, there is significance in the extent to which the majority are prepared to adopt these languages.

46. Does the city provide any of the following:

(Multiple denomination possible)

Specific language training in the official language(s) for hard-to-reach groups (non-working mothers, unemployed, retired people etc.)	
Learning migrant/minority languages as part of the regular curriculum at schools	
Learning migrant/minority languages as a mother tongue course for migrant/minority kids only	
Learning migrant/minority languages as a regular language option available to everyone	
Support for private/civil sector institutions providing language training in migrant/minority languages	
Others (please specify)	

Please give an example to validate your answer:

47. Does the city support financially local

(Multiple denomination possible)

Minority newspaper/journal	
Minority radio programmes	
TV programmes in (a) minority language(s)	
Others (please specify)	

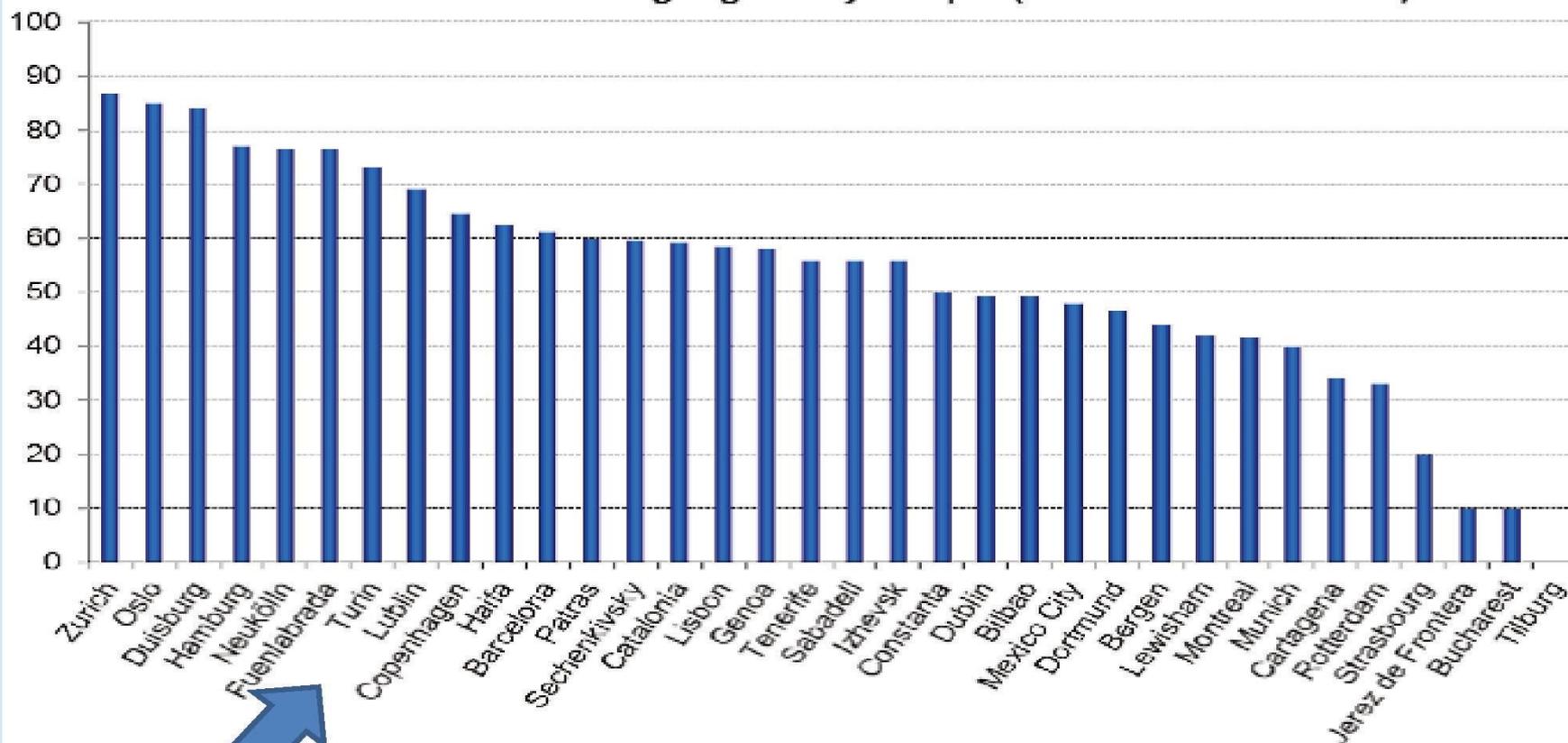
Please give an example to validate your answer:

48. Is the city supporting projects seeking to give positive image of migrant/minority languages (for instance day of migrant languages, readings, poetry evenings, multi-lingual cultural events etc.)?

YES	
NO	



ICC-Index - Language - City sample (inhabitants > 200'000)





VII/VIII. Intercultural intelligence and competence

A city cannot be intercultural if it is ignorant of its citizens, their diversity and lifestyles and how they interact with each other. An intercultural observatory takes existing data and interrogates it from an intercultural perspective. It also identifies gaps in the city's knowledge base and where necessary devises new kinds of data and analysis to add depth and clarity to the 'intercultural picture'.

Very few people can be expected to be experts in more than a few of the languages and cultures of the many groups who live in a city. This is understandable. However, the competent public official in an optimal intercultural city should be able to detect, and respond to, the presence of cultural difference, and modulate their approach accordingly; rather than to seek to impose one mode of behaviour upon all situations. Such sensitivity and self-confidence in unfamiliar situations is not commonly-seen but it is a skill which can be acquired through expert training, and must become as important to the officials as their specific profession and technical skills.

59. Is statistical and qualitative information about diversity and intercultural relations mainstreamed to inform the city government / council's process of policy formulation?

YES	
NO	
Sometimes	

Please give an example to validate your answer:

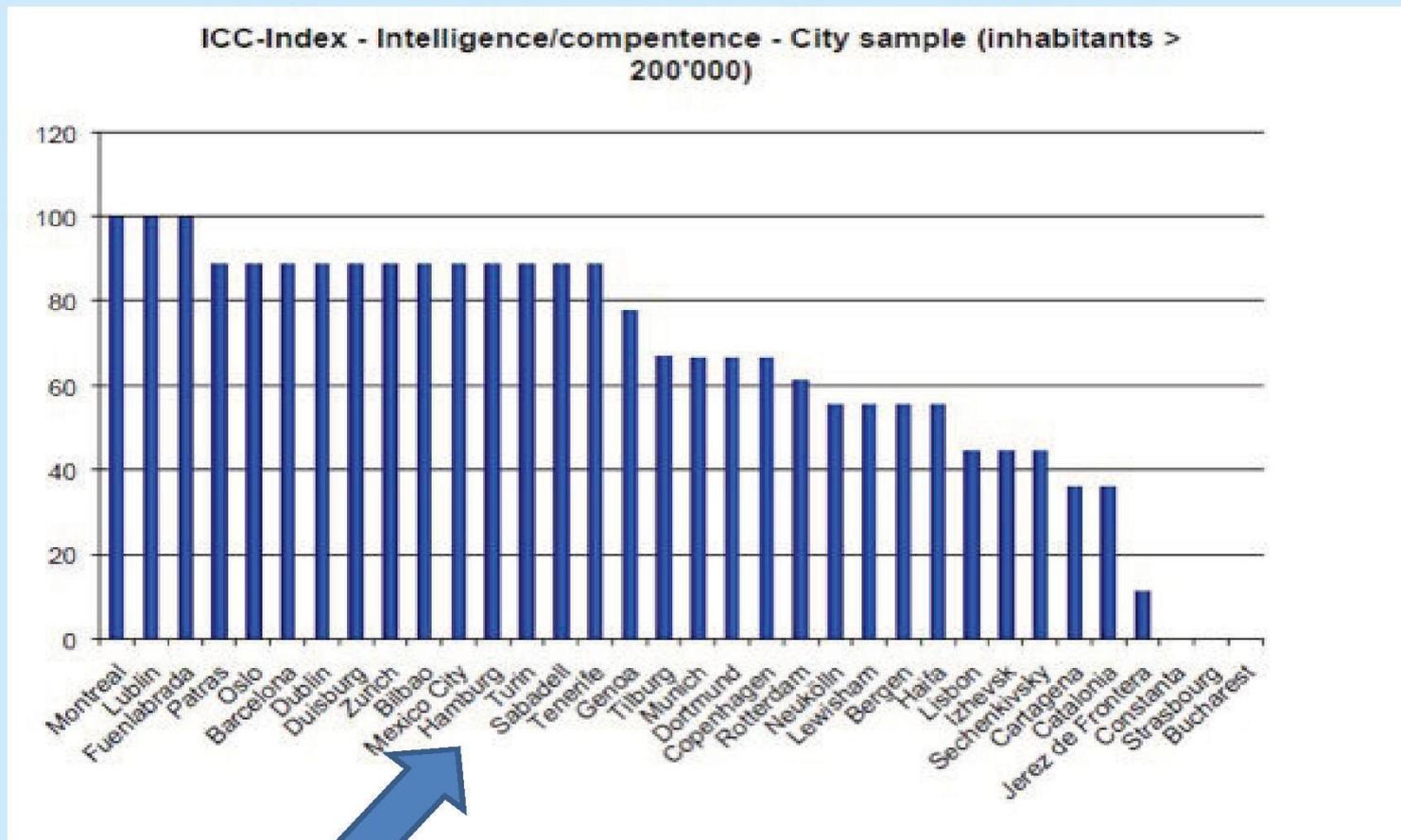
60. Does the city (directly or through an external body) carry out surveys including questions about the public perception of migrants/minorities?

YES	
NO	

61. Does the city promote the intercultural competence of its officials and staff (both in administration, and public services), for example through (Multiple denomination possible)

Interdisciplinary seminars and networks	
Training courses	
Others, please specify	

Please give an example:





IX. Welcoming new arrivals³

People arriving in the city for an extended stay (whatever their circumstance) are likely find themselves disorientated and in need of multiple forms of support. The degree to which these various support measures can be co-ordinated and delivered effectively will have a major impact upon how the person settles and integrates. What is often overlooked, but which has a powerful impact on intercultural relations, is whether those from the host community have been given any prior preparations or, on the contrary, might they feel surprised or alarmed by the new arrival.

62. Does the city have a designated agency or office to welcome newcomers?

YES	
NO	

63. Does the city have a comprehensive city-specific package of information and support to newly-arrived residents from abroad?

YES	
NO	

64. Do different city services and agencies provide welcome support for newcomers?

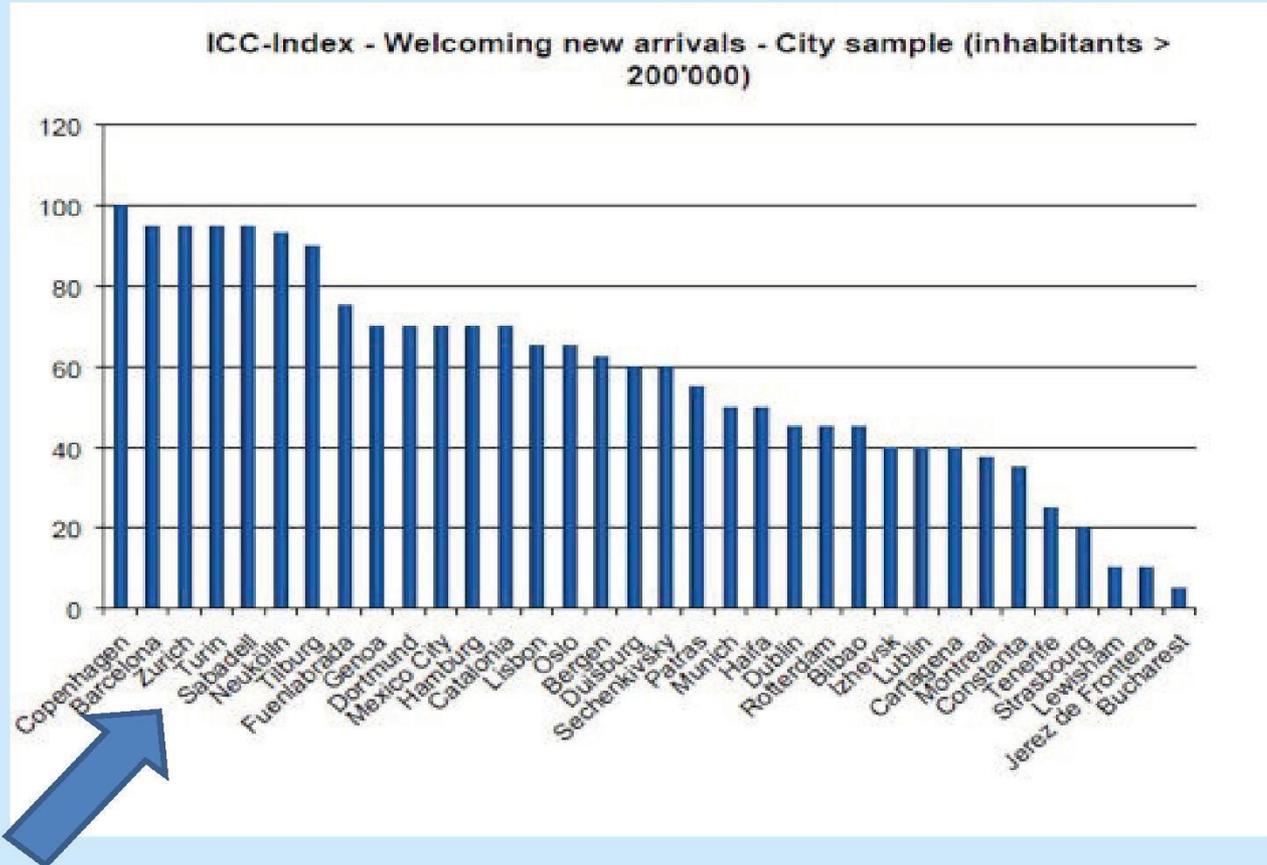
(Multiple denomination possible)

Family members	
Students	
Refugees	
Migrant workers	
Others (please specify)	

65. Does the city have a special public ceremony to greet newcomers in the presence of officials (we do not mean official ceremony for newly naturalised citizens but for people arriving to live in the city regardless of nationality)?

YES	
NO	

Please give details:





X. Governance, leadership and citizenship

Perhaps the most powerful and far-reaching actions which a city can take in making a city more intercultural are the processes of democratic representation and decision-making. Clearly some of these may be determined nationally, but there is much that a city council can do to influence the way in which diverse groups interact and co-operate around the allocation of power and resources.

66. Can foreign nationals (excluding EU nationals or other nationals with special regimes (eg. Nordic, Commonwealth etc.) vote in local elections?

After three years of residence or less	
After five years of residence or more	
NO	

67. Does the ethnic background of elected politicians reflect the composition of the city' population?

YES	
Partly	
NO	

Please give an example to validate your answer:

68. Does the city have a political body (council or similar) to represent ethnic minorities/migrants and/or to deal with diversity and integration matters and which is independent of the local authority and has an advisory function?

YES, we have an advisory body representing migrants/minorities and their organisations	
Yes, we have an advisory body involving migrants/minorities as well as relevant public institutions, organisations and experts	

NO	
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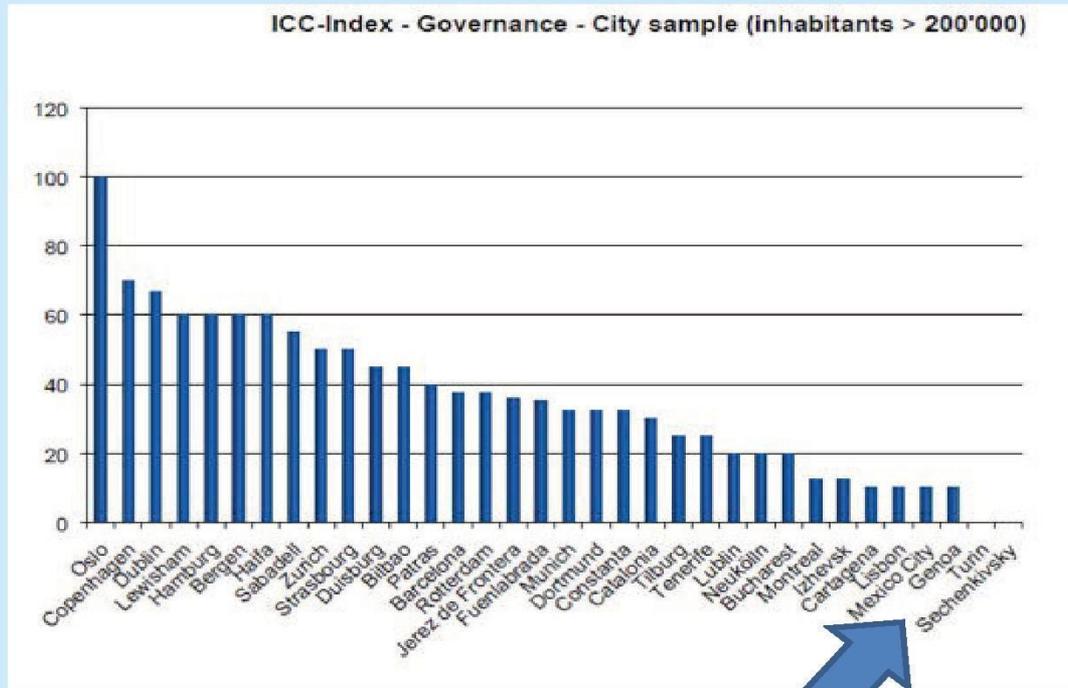
69. Is there a standard for the representation of migrants/minorities in mandatory boards supervising schools and/or public services?

YES	
NO	
Not applicable, this is regulated regionally/nationally	

70. Do you have initiatives to encourage migrants/minorities to engage in political life (in particular but not limited to participatory democracy platform and e-tools)?

Regularly	
Sometimes	
NO	

Please give an example to validate your answer:





Local integration policies

Some scholars argue that local policies are more likely than national policies to be accommodative of ethnic diversity and to work together with migrant organizations, due to the practical need to manage ethnic differences in a city.

Others contend that, rather than being characteristically more accommodative, local policies are driven by specifically local factors in very different directions. Significant variation in local policies can therefore be expected.

(Scholten & Penninx, *The Multilevel Governance of Migration and Integration*, 2016)



Relations between government levels: from ideal types to empirical cases

- centralist
- localist
- multilevel
- decoupled

Scholten looks at:

- the coordination structure for vertical relations between national and local governments
- the extent to which national and local governments actually converge or diverge in their framing of migrant integration

The UK: London and Glasgow (multilevel)

The Netherlands: Amsterdam (decoupling) and Rotterdam (venue shopping)

(Scholten, *Between National Models and Multi-Level Decoupling: The Pursuit of Multi-Level Governance in Dutch and UK Policies Towards Migrant Incorporation*, Int. Migration & Integration (2016))



Italy



Milestones of Italian integration policies

1980s. Main cities of Central and Northern Italy set up housing plans and immigration offices, and acknowledged certain social rights.

1986. The first law on immigration gave responsibilities to Regions and Municipalities in the field of migrant integration but did not allocate any funds for this purpose.

1990. The second law of immigration gave economic resources to Regions and Municipalities but only for setting first-aid shelters.

1990s. Many Centre-North cities, often funded by the Regions, undertook innovative interventions (intercultural education, migrants' political participation, etc.).

1998. Organic Law on Immigration (L. 49/1998) tried to overcome fragmentation of local policies and assigned competences and funds to Regions (annual and triennial plans) + Federalist reform completed the devolution of power in migrant integration to the Regions (2001)



Regional integration policies

Caponio&Campomori (Competing frames of immigrant integration in the EU: geographies of social inclusion in Italian regions, in Policy Studies, vol. 3, 2013) analyse:

- Ways of framing immigration
- Systems of governance of integration policies:
 - Vertical dimension
 - Horizontal dimension



Emilia Romagna

Immigration framing

Immigrants defined as citizens

Policy priorities

Cultural diversity, political participation, anti-discrimination, since 2006 also economic aspects

System of governance

- 70% of the budget assigned to Social Areas Plans whereby local authorities draft their own integration plans based on regional priorities
- 30% assigned to the Provinces for monitoring and coordinating



Veneto

Immigration framing

Immigrants defined as ‘extracomunitari’

Policy priorities

Individuals’ basic needs such as housing and employment, since 2004 also schooling and migrants’ children integration

System of governance

- Well specified areas of intervention and budget broken down by policy priority
- Region involved in implementation



Calabria

Immigration framing

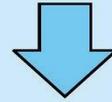
Immigrants defined as ‘extracomunitari’, but also citizens

Policy priorities

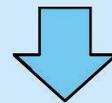
Social assistance with a focus of temporary accommodation, and more recently on schooling

System of governance

- Priorities are not detailed and specification is left to local actors
- Public tendering system for allocating funds



- a. Frames are different
- b. Priorities show convergent trends
- b. Multi-level governance:
 - Vertical dimension: high degree of devolution to local actors
 - Horizontal dimension: third-sector organizations involved as implementing agencies



Fragmented integration policies