ReSOMA

INTEGRATION

Alexander Wolffhardt

Operationalising a comprehensive approach to migrant integration

The **ReSOMA Discussion Policy Briefs** aim to address key topics of the European migration and integration debate in a timely manner. They bring together the expertise of stakeholder organisations and academic research institutes to identify policy trends, along with unmet needs that merit higher priority. Representing the second phase of the annual ReSOMA dialogue cycle, nine Discussion Briefs were produced covering the following topics:

- Secondary movements within the EU
- Implementation of the Global Compacts on Refugees (GCR)
- SAR and Dublin: Ad hoc responses to refusals to disembarkation
- Funding a long-term comprehensive approach to integration at the local level
- Public opinion on migrants: the effect of information and disinformation about EU policies
- Integration outcomes of recent sponsorship and humanitarian visa arrivals
- Strategic litigation of criminalisation cases
- Implementation of the Global Compacts on Migration (GCM)
- The increasing use of detention

Under these nine topics, ReSOMA Discussion Briefs capture the main issues and controversies in the debate as well as the potential impacts of the policies adopted. They have been written under the supervision of Sergio Carrera (CEPS/EUI) and Thomas Huddleston (MPG). Based on the Discussion Briefs, other ReSOMA briefs will highlight the most effective policy responses (phase 2), challenge perceived policy dilemmas and offer alternatives (phase 3).

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Discussion Policy Brief

Operationalising a comprehensive approach to migrant integration

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1 INTRODUCTION

How can the EU support a comprehensive approach to migrant integration, which is oriented on the long term, involves society as a whole and builds on the specific advantages of action on local level? What are the leading principles and the components of such an approach, and do these elements lend themselves to support through EU instruments? And how would this fit with the EU's future framework to support migrant integration, as it is being decided now for the 2021 to 2027 funding period and enters the concrete programming phase in each Member State? What are the options within the new EU instruments to strengthen policies based on a truly holistic model?

As a first step to answer these questions, this ReSOMA Discussion Brief sets out to conceptualise such a comprehensive approach to migrant integration in view of the overall still very patchy nature of integration policymaking in Europe. It does so by drawing on policy models promoted by European stakeholders, long-standing experiences in established destination countries and current policy debates which are mostly related to the recent peak of arrivals and its impact. Propositions are informed as much by the

condensed practitioner expertise reflected in stakeholder literature, as by recent insights of scholarly research. After detailing the notion of a comprehensive approach, section 2 elaborates on the specific potentials – but also constraints – of the local level in migrant integration. Chapter 3 presents ten possible, concrete and fundable focal points of implementing a comprehensive, long-term approach in practice, based on the principles described. As a step towards linking the comprehensive approach to future priorities for EU funding on migrant integration in the upcoming Multiannual Financial Framework, section 4 of the paper presents the results of a stakeholder survey concerning the elements of a comprehensive approach to integration that should receive more support from the EU. A forthcoming ReSOMA Policy Options Brief matches the proposed elements of a comprehensive approach with future EU programmes and draws conclusions with regard to funding opportunities and programming needs at Member State level.

2 SCOPING THE DEBATE

2.1 From deficient to comprehensive integration policies in Europe

To a large extent, migrant integration policies remain limited, patchy and incomplete in European comparison. Notwithstanding the high levels and sophistication of integration support provided in some countries, gaps in standards and provisions among countries prevail, as evidenced by comparative research on integration policies in Europe (e.g. FRA 2015, FRANET 2015, Garcés-Mascareñas and Penninx 2016a, Huddleston et al 2015). Integration frameworks may be one-dimensional, focussing only on one or two areas such as language acquisition or counselling, and lack perspective beyond short-term support following the arrival phase. They may be uncoordinated, with measures in e.g. the education, employment and social sectors implemented ad hoc and without referring to a consistent overall strategy on what a country wants to accomplish in integrating its immigrants. In such a setting, integration measures tend to lack systematic development and assessment, often relying on time-limited funding of programmes and projects. Where measures exist only for partial target groups, i.e. those who have the most urgent needs or who are most exposed to political debate (e.g. recently arrived refugees), integration policies fail to do justice to the full range of (labour, family, education,...-related) migration patterns. Policies focused on alleviating perceived 'deficits' alone tend to underappreciate the economic potentials and demographic opportunities for the destination country.

As policies lack concern for long-term social and economic advancement and do not fully acknowledge that a resident population with international roots has become part of society for good, they also remain ignorant of the far-reaching changes that society undergoes in a country of immigration. Integration frameworks therefore often are incomplete in that they do not envisage an active role of the receiving society and do not substantiate the notion of integratien as a two-way-process; not spelling out receiving society responsibilities and the involvement of civil society, the business sector and social partners. Without a mind-shift to accepting the need to engage, mutually adapt and accommodate pluralism, however, policymaking cannot draw conclusions for how public institutions work, provide services and employ people in a migration society; and will avoid addressing issues of political participation and representation. The EU with its efforts at promoting migrant integration in Member States only has had a limited impact on alleviating this widely incomplete nature of integration policies in Europe. Without full regulatory competences in integration, the EU's role has been restricted to soft governance tools of policy coordination and support through funding programmes.

Guiding principles of a comprehensive approach. An all-of-government and all-of-society response to migration and its consequences for society would strive to fill these gaps. Accordingly, a holistic and at the long-term oriented approach to migrant integration needs to be:

- *Balanced and comprehensive*, covering all policy areas relevant to the socio-economic and socio-cultural aspects of the integration process;

- *Coordinated and planned*, with cross-sectoral mainstreaming of integration based on an overall strategy and a regular process for review and further development of policies;

- *Active and targeted*, going beyond the mere provision of equal access rights, with support measures and public service provision responding to specific needs of migrants;

- *Tailored and differentiated*, taking into account the full variety of inflows in terms of their causes, intentions, composition and countries of origin conditions;

- *Broadly based and supported*, with policy development and implementation in partnership with local and regional authorities and civil society organisations;

- *Mutual and transformative*, acknowledging integration as a two-way process, with active involvement and adaptations on the part of the receiving society.

2.2 Setting free the local advantage in integration policies

The local level in migrant integration: torn between strengths…

Against the background of incomplete, lopsided or myopic integration policies on national level, the local level finds itself in a peculiar position. On the one hand, European cities often have been in a pioneering role, reacting to integration challenges and demographic change caused by migration in a faster and more comprehensive way than governments. While governments have only reluctantly developed national integration policies, often with a delay of several decades, arguably numerous cities introduced their own integration policies to compensate for the lack of a national policy in the past.

A major reason for such a pro-active stance on local level certainly is that cities typically are much more exposed to migration flows and are faced with changed demographics early on. But more than just that, cities can play out the specific advantages of municipalities in integration affairs, stemming from the fact they are closest to residents and end-users of public services. While policy and policymaking at national level tends to be regulatory and informed by politicised debate, local action is concrete and often very pragmatic when dealing with the practical aspects of migrants' arrival, settlement and daily lives. Local authorities are also better placed to overcome 'silo thinking' in policymaking and may find it easier to link migration, integration and diversity to key transversal challenges like economic competitiveness or the sustainability of health and care systems in ageing societies. Not the least, cities – and their associations – have in many cases been

able to address the social exclusion of those migrants who are left outside the general system through the provision of dedicated health services, basic material support and reception by using EU funds and national resources.

Public services that play a key role in integration trajectories and for which many municipalities have direct responsibilities include housing, early childhood education, care for the elderly, poverty relief and local economic development. In addition to adapting these own services to the needs of immigrants, local authorities can strive to coordinate among local branches of services overseen by higher levels of government to facilitate and better align access (typically, education, vocational training, employment and health). Local authorities are also free to implement their own language learning and social orientation activities. In particular, the local level can play a key role in managing the relationships between the receiving society and newcomers, fostering community building and influencing the social climate in which integration takes place. Therefore, where cities are pursuing a committed and pro-active approach, their integration policies are found to be more inclusive, hands-on and mutual. Cities have proven to be able to find own answers and even to fill gaps left by insufficient national policy reponses (e.g. Ambrosini 2017, Camponio & Borkert 2010, CLIP 2009, 2010, Crul 2016, Dekker et al. 2015, De Graauw & Vermeulen 2016, EUROCITIES 2016, 2017a,b, Glick-Schiller & Caglar 2009, Jensen 2018, OECD 2018, Jørgensen 2012, Pastore and Ponzo 2016, Pennix et al. 2004, Penninx 2014a,b, Schiller 2015, Schmidtke and Zaslove 2014, Scholten et al 2019; cf. ReSOMA Discussion Brief on 'Cities as providers of services to migrant populations').

…and weaknesses

On the other hand, even the most energetic and ambitious urban integration strategy cannot deny the fundamental weaknesses of the local level in the integration policy equation. In principle and for structural reasons, cities remain in a delicate position. More than anything else, they are hampered by their limited legal competencies, leaving them without direct jurisdiction in key areas such as education, health or employment in most cases. While local authorities across European countries differ considerably in terms of their leeway for autonomous action and policy responsibilities, without exception the local level has a subordinate role in the shadow of national (or regional) governments.

Directly related to this fundamental weakness is the enduring need for coordination with national-level authorities and agencies that provide social services and exercise government functions on the territory of municipalities. Key socio-economic policy domains are governed through intricate arrangements involving various levels of government in most countries. Depending on the constitutional setting and institutional/financial framework, local authorities may have full autonomy, shared competencies, discretion in implementation, stakeholder status, or no leeway at all. Quite often policies are regulated and financed from the national level, while service delivery is managed by regional or local authorities. Educational institutions, social housing and labour market services are the policy areas most prone to decentralization, but strong variation persists across Europe. It should be added that in several countries generic national integration polices that focus on language and 'citizenship'

acquisition are implemented – according to national rules – also at the local level. A more recent development has been a shift to employment services as key actors for co-ordination and implementation of integration measures in some countries, with strong regional/local governance implications.

Thus, if local authorities want to pursue specific integration objectives, in most policy areas they need to work through governance arrangements and rely on partnerships with actors beyond their direct control and jurisdictional oversight. Notwithstanding the gains in terms of efficient policy-making that may result from well-devised multi-level governance arrangements, the very fact that local authorities are dependant on such collaboration to achieve specific goals fundamentally represents a sign of their weakness. Last not least, the local level is disadvantaged with regard to available funds, with most cities in Europe having only a very limited base of own revenues. Being dependant on financial transfers from higher levels of government for most of their expenditure, local authorities are also highly susceptible for austerity measures implemented by national governments.

EU instruments to ease local level dilemmas

The tension between the willingness and the ability of local authorities to pursue integration policies based on their perceived needs constitutes what may be called the integration policy dilemma of many local level decision makers. While their aims may be more ambitious and based on a better understanding of challenges and needs, as compared to national policy makers, local authorities often lack the necessary rights, partners and means to implement comprehensive approaches. In this context, EU programmes with their policy objectives, partnership-based implementation rules and financial means potentially offer a source of support, to be in a better position to address migrant inclusion needs and mitigate the dilemma.

The opportunities related to EU funds are bound to increase. As previous ReSOMA Briefs have shown, the European Commission with its proposals for the 2021 to 2027 programming period aims for a multi-fund approach to supporting integration in the upcoming MFF, including more overall EU co-funding for migrant integration, easier access for local authorities, and in particular increased use of the European Social Fund – the EU's mainstream funding instrument for social inclusion and labour market integration – for the purpose of fostering long-term integration (cf. ReSOMA Synthetic Report [Future EU funding to support the integration of refugees and migrants](#)).

This development begs the crucial question: How can the local level be empowered by EU means to pursue comprehensive, long-term integration policies? Addressing the inherent weaknesses of the local level in integration policymaking as described above, a cross-cutting concern for future EU support thus should be on capacity building, i.e. the question how EU programmes could be leveraged to

- organise and improve the capacities of local authorities for implementing their own comprehensive policies and measures, within the scope of their genuine policy responsibilities and jurisdictional competencies;
- help establish stable local level coalitions for integration, based on partner-

ships of local authorities with civil society, social actors and businesses, as well as the locally present agencies and authorities of higher levels of government;

- support local level actors to initiate and contribute to country-wide coalitions for comprehensive and long-term

oriented migrant integration policies, to set a holistic approach on national policy agendas and cross-fertilise good practices?

3 KEY ISSUES AND CONTROVERSIES

3.1 Proposed elements of a comprehensive approach: background and sources

This chapter seeks to identify, and propose for discussion, elements of a holistic approach to migrant integration. What are the concrete building blocks of a migrant integration framework that is oriented on the long-term, takes into account the peculiar possibilities of the local level and could be supported through EU means? What controversies and policy debates need to be addressed when operationalising them?

A number of core challenges for achieving an all-of-government and all-of-society response can be identified from local level practice, current policy debate as well as academic and stakeholder research. Much of what is described here has been promoted by stakeholder networks, such as EUROCITIES' Integrating Cities Charter, the Council of Europe's Intercultural Cities (ICC) network and the European Coalition of Cities Against Racism (ECCAR) in one form or another - to name just those networks linked to local authorities (CoE 2009, ECCAR 2017, EUROCITIES 2010, 2013, 2015). Typically, policy models promoted in such context have been elaborated in cooperation with city representatives and local level stakeholders, and thus represent a broad bottom-up process of identifying policy needs and objectives. On EU level, the Common Basic Principles for Immigrant Integration Policy, agreed by all Member States in 2004, re-affirmed 2014 and supposed to guide Member States in their efforts, is a manifest of approaching integration in a comprehensive way (CEU 2014). EU handbooks for policymakers and

practitioners have promoted holistic solutions based on bottom-up consultations in a similar way as the models endorsed by stakeholder networks (EC 2007). More recently, the OECD has proposed recommendations for comprehensively addressing integration on local level, likewise elaborated in a network of contributing cities (OECD 2018). Not the least, comparative analysis of integration policy case studies in destination countries point to objectives that are consistently pursued where local, regional and national level policymakers have tried to address migrant integration as a long-term challenge, such as mainstreaming, political participation and strong anti-disrimination legislation (e.g. Benton et al. 2015, Dixon et al. 2018, Gidley et al. 2018, González-Ferrer and Morales 2013, Martinelli 2014, Morales and Pilati 2011, OSCE 2017, Scholten et al. 2017, Seidle 2015).

Other components of a comprehensive approach reflect recent discussions conducted in the wake of the recent peak of arrivals in Europe, such as renewed attention to early integration across a wide political spectrum, the role of the receiving society, volunteerism and community building (e.g. CoE 2015, EWSI 2017, FRA 2018, Schmidtke 2018). Also brought to the fore more recently are the potentials of transnational links of migrants for integration and economic development in both receiving and sending countries (e.g. Clewett 2015, Di Bartolomeo et al. 2017, Gsir 2014, Garcés-Mascareñas and Penninx 2016, Salamońska and Unterreiner 2017, Vincent-Mory 2018, van Ewijk and Nijenhuis 2016); as well as the implications of the availability and quality of social

infrastructures for integration outcomes (e.g. EUROCITIES 2014, Fransen et al. 2014).

3.2 Ten focal points of a comprehensive approach

The elements proposed below are conceived as the possible focal points of broad policy agendas. Potentially, they represent (fundable) priorities of comprehensive, long-term oriented integration strategies. They are presented by first highlighting the key question; secondly, listing important implementation challenges which policymakers need to focus on when moving from a patchy to a comprehensive approach; and thirdly, pointing out what is controversial or remains largely unresolved about the issue. They range from measures which relate to how public authorities and services operate, work together and develop their policies, to measures that relate to building new partnerships with society, the involvement of the receiving society and transnational links.

1) Enabling comprehensive integration from day one & improving coordination among authorities for newly arrived

How to ensure that newly arrived can integrate and access key services and rights immediately, preventing long wait periods, social isolation and demotivation? – Implementation challenges to tackle include providing seamless, well-coordinated and mutually reinforcing integration support services based on individual needs and existing skills; supporting tailored early advice and the elaboration of indidvidual long-term integration plans; ensuring early access to key regular institutions (such as education, housing, employment, health) without delays caused by

lack of coordination; eliminating administrative barriers to accessing services which result from rules and conditions that newcomers cannot meet; devising pre-departure integration measures which include key orientation knowledge and prepare migrants for quick insertion after arrival; in the asylum context, reconciling the early integration objective with the spatial implications of the reception system, safeguarding that asylum seekers as well have access to early integration support.

Controversial and unresolved issues: coordination among organisations responding to different levels of government; practical implementation of individual needs-based integration programmes and 'one-stop-shop' provisions; divergent approaches to 'integration from day one', and reluctance to include persons awaiting an asylum decision into integration measures; rationale of partial provision of early integration support only to those asylum seekers supposed to have a high probability of being recognised; delayed labour market access (with different timing and sectors of employability in different Member States); scope of employment-related support for asylum seekers (e.g. skills assessments); local level involvement in asylum reception systems and related cooperation/timely communication with national authorities; scope of meaningful pre-departure integration support and lack of practical opportunities.

2) Mainstreaming integration across policy areas & supporting integration in the long-term

How to ensure that mainstream public services provide services in equal quality for all members of society, by making differentiated efforts according to specific, individual needs that result from the migration context? – Implementation challenges to tackle include safeguarding that migrants' needs are understood and met by service providers and their staff (such as schools, employments services, social care, hospitals and other authorities) and that migrants and their descendants attain the same access and uptake of public goods and services as non-migrants in similar situations; embedding integration mainstreaming in a wider diversity approach that simultaneously takes account of gender, age and vulnerabilities; complementing standard services with targeted measures responding to migrant-specific needs where necessary; introducing integration measures geared towards supporting long-term settlement and social mobility (e.g. access to language courses on higher levels, catch-up schooling for adults, tertiary education support, etc.); ensuring continuous, coordinated reform and adaptation across all relevant policy areas in order to retain the capacity to govern in contemporary immigration societies.

Controversial and unresolved issues: need for strong horizontal policy coordination mechanisms including ministerial-level responsibility for integration; need for effective national integration plans or strategies, underwritten by dedicated budgets; rationale of stakeholder involvement (civil society, local and regional levels, etc.) to achieve stable and broad support for national integration strategies; maintenance of long-term political leadership and priority-setting across all government portfolios and public services; steps to reflect population diversity in the composition of the public service workforce across all staffing levels; scope of information and public services provided in foreign languages; striking the balance between diversity-mainstreamed, interculturally competent regular services and targeted migrant-specific measures to fully ensure equal access and counterbalance disadvantages (risk of 'mainstreaming away' versus special treatment of supposed 'deficiency groups').

3) Establishing effective non-discrimination policies & enforcing anti-discrimination laws

How to ensure that strong anti-discrimination laws are effectively enforced and that discriminatory behaviour becomes socially unacceptable? – Implementation challenges to tackle include establishing effective anti-discrimination laws (covering discrimination on the grounds of racial or ethnic origin as well as religion or belief, extending to all areas of equal treatment in employment, education, social protection and publicly available services); facilitating the reporting of discrimination cases and supporting victims to come forward with complaints; informing migrants about laws and their rights through campaigns and specialised NGOs; raising awareness among key actors on e.g. the housing and labour markets; establishing strong, independent and well-resourced equaliy bodies with powers to advise and launch own investigations; sustaining public communication and campaigns that

consistently stress that discrimination is forbidden and socially unacceptable.

Controversial and unresolved issues: political acknowledgement that discrimination represents a major obstacle to integration, emanating on the side of the receiving society; reluctance to broaden national and EU anti-discrimination legislation to also address discrimination on grounds of religion or belief and nationality, and covering all areas of life; necessity of binding character of measures intended to improve enforcement (such as Action Plans and Diversity Charters); necessity of obligatory monitoring of incidents and cases; independence, mandate and available resources of anti-discrimantion bodies; sustained commitment to anti-discrimination messages in public communication; ways to most effectively address the enormous under-reporting of incidents which prevails even among the long settled, citizens with migrant background and victims of repeated discrimination.

4) Facilitating social investments & ensuring adequate social infrastructures in regions experiencing higher levels of immigration

How to ensure that social infrastructures are provided in line with demand and population numbers, in particular in areas dealing with a growing citizenry resulting from immigration? – Implementation challenges to tackle include the mobilisation of (public) funding for the expansion of social infrastructures, such as schools, early education, social care, public housing and health services; needs assessments and accurate foresight of emerging bottlenecks/future demand in areas under-

going demographic changes; the coordination of investments across different systems (e.g. childcare, education, housing) on a given territory; coordination between social and spatial (urban) planning both horizontally and vertically across levels of government.

Controversial and unresolved issues: political acknowledgement of need to invest in social infrastructures and increase the absorption capacity of public services as a result of immigration; reversing negative attitudes to immigration in areas of stagnating or decreasing social investments; high dependency of local actors on national/EU-level budget decisions and (public spending, competition) rules with regard to ability to finance social infrastructures; access to loans and alternative funding outside public budgets (e.g. public-private partnerships) and their legitimacy/public scrutiny; access rules to social infrastructures (e.g. public housing) in high-mobility cities with high shares of temporary migrants.

5) Creating a knowledge base & strengthening evidence-based integration policy development and evaluation

How to nurture a reliable knowledge base, allowing for continuous monitoring of integration processes, identification of policy gaps and development of measures, evaluation and further development of policies? – Implementation challenges to tackle include using statistical concepts that fully capture population diversity resulting from migration; implementing indicator-based monitoring systems to systematically track developments and measure outcomes by means of reliable and comparable data; using monitoring systems to

benchmark the implementation and mainstreaming of policies (from the arrival/reception phase to settlement/integration and social cohesion/managing diversity); conducting impact assessments and evaluations of individual measures and policies, of long-term integration outcomes and effects on social cohesion; linking data gathering efforts to the policy cycle with procedures to continuously feed information on socio-economic trends and emerging policy needs into formulation, review and adaptation of policies.

Controversial and unresolved issues: Permissibility of, and concepts for, the collection of ethnic data; necessity of a policy-making culture in migration/integration based on evidence; introduction of monitoring systems on multiple levels of government, availability of local-level data and alignment/comparability within national systems as well as with EU-level integration indicators; meaningful and practicable impact assessments and long-term evaluations; targeted, regular surveying of migrant populations (esp. newly arrived and vulnerable migrants) to shed light on integration outcomes as well as access to support, support received and obstacles faced; provision of findings and data in a timely manner to facilitate policy responses to current developments; statistical 'literacy' among policymakers; communication strategies to forgo that data and findings are misconstrued and misused for stigmatisation and stereotyping in public or political debate.

6) Fostering trust and positive identification & initiating community-building among newcomers and the receiving society

How to build and sustain trust among newcomers and residents, as a starting point for a positive social climate, sense of belonging and identification with a place as being home to people of various background? – Implementation challenges to tackle include supporting activities which encourage regular and trust-building interaction among (local) residents of all backgrounds and newly arrived; creating partnerships with civil society, businesses and the culture sector for this purpose; enabling local residents and migrants to work together on common projects to improve the community and address its needs (e.g. related to gender, youth, age issues); engaging in debate about the impact of diversity on social development and its potentials and challenges; building stable majorities across different segments of the public in favour of immigration and long-term inclusion of migrants and refugees; consistently advocating a pluralistic identity of communities/cities/countries and communicating diversity as a resource; pursuing public communication strategies that reflect the diversity in the composition of the population; ensuring pro-active and transparent communication in the context of large-scale arrival situations, involving political, social, security and civil society stakeholders.

Controversial and unresolved issues: commitment of politicians and authorities to promote a pluralistic and inclusive identity that acknowledges the presence and contribution of migrant populations; provision and maintenance of strong leadership and communication efforts to defuse

tensions and forego a polarized public climate, addressing fears and debunking fake-news; strategic and targeted communication vis-a-vis different segments of the population with varying basic attitudes to migration and related concerns; communication outreach to forego polarisation resulting from selective (social) media consumption which reinforces existing biases; ensuring mutual respect in day-to-day interactions and agreement on social rules which accommodate both socio-cultural diversity and fundamental rights and freedoms in intercultural societies; ways to ensure that native populations can recognize themselves in a changing society without feeling insecure; enforcing respect for minorities in media and unprejudiced reporting without curtailing freedom of opinion; representation in mainstream media of migrants' needs, perspectives and topics.

7) Enabling participation & involving migrants with different residence status, host language skills and social capital

How to facilitate, on all levels, the formal and informal participation of migrants in managing the affairs of their new country; in order to ensure participation of all members of society and maintain the legitimacy of the democratic system? – Implementation challenges to tackle include achieving a level of representation of persons with a migrant or refugee background in assemblies, parliaments, governments, political parties and other decision bodies that reflects their actual share among the population; conducting active citizenship campaigns to increase voter turnout among enfranchised migrants (naturalised citizens, TCNs with voting rights); pursuing inclusive citizenship

policies which facilitate and encourage naturalisation and extend voting rights to settled TCNs; involving migrants in particpatory decision-making on local level (citizen fora, consultative processes, neighbourhood development, participatory urban planning etc.); creating independent consultative bodies on local, regional and national levels to represent migrants' needs and interests; involving migrants in the formulation of integration policies so that their interests and perspectives, as primary stakeholders, are reflected; including information on civic and political participation in social orientation courses.

Controversial and unresolved issues: ways to effectivly address people with different duration of stay, social capital, residence status, and at different stages of language and citizenship acquisition; award of political participation rights as a means to foster integration (as opposed to seeing citizenship and voting rights a 'reward' for successful integration); necessity of inclusive naturalisation laws that foresee a pathway to citizenship in a reasonable time-frame and with fair and feasible conditions attached; extension of voting rights (in particular local, regional) to foreign nationals as part of residential citizenship approaches; effective ways to increase migrant membership in political and decision-making institutions (breaking through 'glas ceilings' in government, authorities, parties, etc.); organisation and resourcing of sustainable consultative fora that are representative and legitimate in terms of their election, composition, decision-making and output quality for policy development; scale and rationale of public investment in migrant self-organisation.

8) Encouraging volunteerism & ensuring long-term collaboration between authorities and civil society

How to encourage and sustain high levels of citizen involvement and volunteerism in integration support, as well as volunteering of migrants as a catalyst for their civic, social and economic integration? – Implementation challenges to tackle include developing integration frameworks that allow for a strong role of volunteering in integration support (mentoring, learning, mixing,…) as a way to foster intercultural relationships and the notion of a welcoming society; supporting the effectiveness of often small volunteer-based initiatives through training, tools and support; providing resources and coordination for outreach to potential volunteers and beneficiaries to meet demand; encouraging migrant involvement in integration support activities to gain from their language and intercultural skills; linking the contributions of voluntary initiatives to overall integration programmes and measures and ensuring their complementarity; encouraging general civic and social engagement of migrants in the voluntary sector to facilitate interaction with the receiving society, community building, informal acquisition of (language) skills and learning about the new country; supporting carrier organisations, initiatives and local bodies in creating such volunteering opportunities for migrants; mobilising potential volunteers through community outreach and supporting volunteering initiatives carried by migrants.

Controversial and unresolved issues: methods for public authorities of enabling and strengthening volunteerism without patronising, co-opting and curtailing bottom-up initiative; definition of roles and relationships vis-à-vis established, institutional civil society actors in the integration field; support structures and funding arrangements which ensure long-term sustainability of initiatives and platforms; methods of scaling up for general integration policies the innovation in terms of methods, solutions and social networking that takes place on the grassroots level; avoiding that volunteer-driven integration support is used as a fill-in for deficient public integration policies; encouraging and incentivising migrant volunteerism without turning it into an obligation (e.g. linking it to easier access to social benefits); in the asylum context, government acceptance and support for volunteer-based integration support activities in the reception phase benefitting asylum seekers.

9) Seizing opportunities of transnational links & promoting integration as a 'three-way process' including the countries of origin

How to faciliate that social, economic, cultural and political links of migrants with their country of origin contribute to integration and well-being in the country of destination? – Implementation challenges to tackle include identifying those transnational/translocal links of migrants, communities, organisations and authorities that can contribute to integration and the economy in receiving countries; encouraging civic engagement in transnational migrant organisations as starting point for civic activities and political participation in the destination country; removing barriers for inclusive citizenship policies related to legal provisions of country of origin (e.g. not allowing dual citizenship, loss of rights

in case of naturalisation) as part of bilateral origin-destination cooperation; supporting (in and outside school) bilingualism and the learning of languages of origin to foster inclusion and employment prospects; turning 'transnational capital' (in terms of home country language, social and cultural knowledge) into assets for migrant enterprises, to grow businesses and create jobs; connecting the support for transnationally active enterprises with overall economic and international trading strategies of countries, regions and cities; linking integration and socio-economic advancement in receiving countries with social and economic development processes in the region of origin ('co-development').

Controversial and unresolved issues: Fears that strong homeland orientation is undermining or even preventing integration, resulting in reluctance to embark on policies with a transnational dimension; ways to create complementary conditions in sending and receiving countries which are favourable to integration in destinations, by effectively linking integration and migration policies (and internal and external EU funding), for e.g. meaningful pre-arrival integration measures or complementary citizenship laws; contradictions between the widespread focus on language acquisition/socio-cultural norms in European integration policies on the one hand and the employment focus of sending country policies on the other hand; reluctance to engage with organisations that are linked to diaspora policies of sending state governments (either in principle or due to the illiberal character of sending state governments); rationale of public support for teaching immigrant languages as a way

to appreciate migrants' contribution to a diverse society and broaden the overall skill base of the population; ways to identify promising transnational/country of origin migrant organisations which innovate and strive for improvements in migrants' socio-economic position; limited knowledge base on transnational links and conditions on both ends of migration corridors, and use of such insight for targeted measures to balance out negative determinants of integration outcomes linked to the country of origin.

10) Supporting place-based community empowerment & setting free local potentials for neighbourhood development

How to foster civic community organizing capacities and support neighbourhoods to achieve increased levels of social involvement, overcome social isolation, reduce tensions and improve access to resources, well-being and economic outlook? – Implementation challenges to tackle include establishing inclusive, participatory fora and formats to identify communities' and peoples' needs, reaching out to marginalised groups of all background; providing resources (e.g. neighbourhood budgets, participatory budgeting) as incentive for joint engagement, planning and decision-making on activities and projects around shared interest; building a dense interaction infrastructure (e.g. youth centres, culture/leisure facilities, public libraries, schools as focal points for parental/community outreach, quality public space, dedicated intercultural centres); linking efforts to wider urban regeneration schemes, housing improvement and social mixing policies as well as local (migrant) business support structures, and ensuring cross-sectoral coordination

on municipality level; providing professionally staffed, well-resourced, trained and interculturally competent social and community work, conflict management and mediation services; strengthening the ability of local authorities to monitor social developments on small territorial scales and to intervene preventively in collaboration with stakeholders.

Controversial and unresolved issues: rationale, necessecity and scale of public investment in migrant self-organisation; types of community organisations to support with public means to foster local cohesion and empowerment; preconceptions which regard spatial concentration of migrant populations as an integration obstacle, rather than as a potential source of social cohesion and local growth; ways to stimulate the ability of local communities to come up with collective responses to negative challenges and crises (e.g. public space, crime, religious radicalisation, negative depiction in media), based on a shared sense of identity; danger of focusing on improvements in impoverished neighbourhoods as a proxy policy for not tackling social segregation, blocked socio-spatial mobility and ghettoization resulting from housing discrimination; reluctance to invest public funds in (and redistribute to) low-income neighbourhoods marked by migration and low shares of enfranchised citizens with voting rights.

4. STAKEHOLDER PRIORITIES: RESULTS OF THE RESOMA SURVEY

To link the debate on what constitutes a comprehensive integration model to the ongoing debate on EU funding support for migrant integration in the 2021 to 2027 programme period, ReSOMA is reaching out to the stakeholder community of local authorities, civil society in the social/migration sectors and integration experts in research and practice. A stakeholder survey conducted in summer 2019 inquired which of the suggested ten focal points of a comprehensive approach to integration-should receive more support from the EU, with local authority and social sector representatives making up a high share of respondents. Results therefore can be seen as an important pointer to priorities on the ground, and in particular to where local level stakeholders would see an added value of EU funding in fostering a holistic approach.
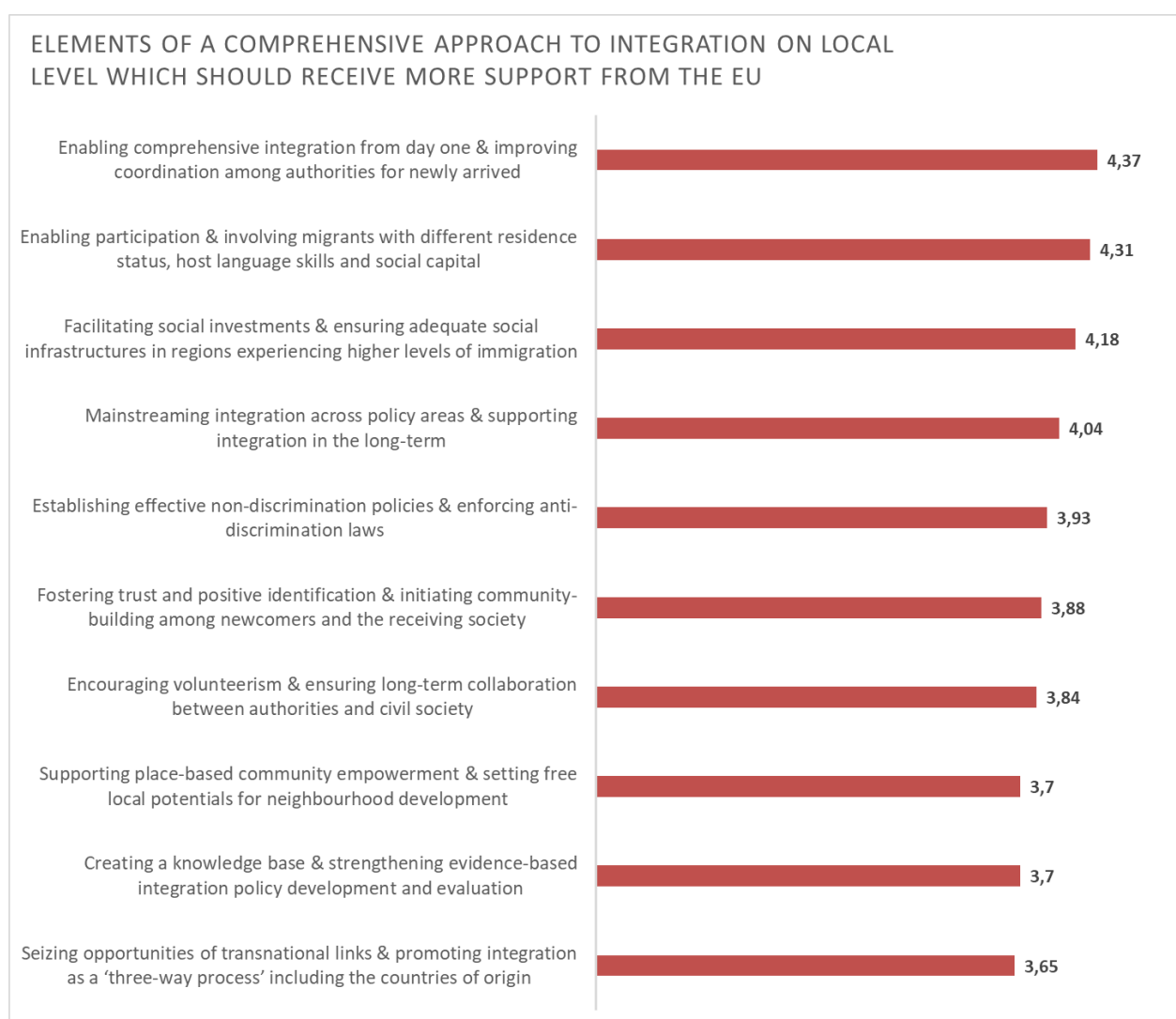
ELEMENTS OF A COMPREHENSIVE APPROACH TO INTEGRATION ON LOCAL
LEVEL WHICH SHOULD RECEIVE MORE SUPPORT FROM THE EU

Enabling comprehensive integration from day one & improving coordination among authorities for newly arrived	4,37
Enabling participation & involving migrants with different residence status, host language skills and social capital	4,31
Facilitating social investments & ensuring adequate social infrastructures in regions experiencing higher levels of immigration	4,18
Mainstreaming integration across policy areas & supporting integration in the long-term	4,04
Establishing effective non-discrimination policies & enforcing anti-discrimination laws	3,93
Fostering trust and positive identification & initiating community-building among newcomers and the receiving society	3,88
Encouraging volunteerism & ensuring long-term collaboration between authorities and civil society	3,84
Supporting place-based community empowerment & setting free local potentials for neighbourhood development	3,7
Creating a knowledge base & strengthening evidence-based integration policy development and evaluation	3,7
Seizing opportunities of transnational links & promoting integration as a 'three-way process' including the countries of origin	3,65

Table 1: ReSOMA stakeholder expert survey July to Septmber 2019: "Please rate to what extent the following elements of a comprehensive approach to integration on local level should receive more support from the EU (1 - not important at all; 5 - very important)"; n=57, weighted average

As can be seen from table 1, depicting the average rating on a scale of 1 to 5, no strong overall variation exists in the importance stakeholders attach to each of the ten suggested focal points. All propositions, therefore, can be said to be considered by respondents as lending themselves to EU funding support; and none of the options was rejected as not suitable, in principle, to be strengthened via EU programmes. At closer in inspection, however, the list of the five highest-ranked topics reveals stakeholder priorities that may partly come as a surprise in view of the themes that dominate much of recent policy and public debate:

- By ranking this objective first, stakeholders seem to see a very strong link between comprehensive and well coordinated efforts at **integration in the early phases** after arrival and achieving positive long-term outcomes.
- The second-strongest preference, related to **participation,** may reflect acute concerns about loss of civic involvement and democratic account-

ability in places with high shares of residents who lack formal voting rights, or which are strongly affected by temporary migration and high mobility.
- The priority attached to **social investments and adequate social infrastructures**, highlights a fundamental that may be somewhat overlooked in current integration policy discourse, which only rarely stresses the importance of absorption capacities in areas experiencing positive net migration.
- Cross-sectoral **mainstreaming of integration**, with adequate reform and adaptation in relevant areas like education, employment, housing, health, etc. is acknowledged as a key priority and precondition for achieving positive integration outcomes in the long term.
- Remarkably high on this list as well, stressing support for **strong and effectively enforced anti-discrimination policies** seems an indication that exclusion based on discrimination is recognised as a persistent problem in the context of long-term integration trajectories.

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ReSOMA

**RESEARCH SOCIAL
PLATFORM ON MIGRATION
AND ASYLUM**

ReSOMA - Research Social Platform on Migration and Asylum
is a project funded under the Horizon 2020 Programme
that aims at creating a platform for regular collaboration
and exchange between Europe's well-developed networks
of migration researchers, stakeholders and practitioners to
foster evidence-based policymaking. Being a Coordination
and Support Action (CSA), ReSOMA is meant to communicate
directly with policy makers by providing ready-to-use evidence
on policy, policy perceptions and policy options on migration,
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