# D3.7 Regional Policy Briefs

**November 2021**

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AZORES
AZORES’S APPROACH TO THE INTEGRATION OF MIGRANTS AND REFUGEES

1. OVERVIEW

The region of Azores presents slightly favourable integration policies (63/100) spanning on its multiple areas of competence, which include health, housing, culture, labour, social security and education.

TCNs population in Azores represents only 0.89% of the total regional population, however the Region has adopted a coordinated integration strategy that comprises a variety of targeted actions for the integration of TCNs. This strategy also targets the BIP population corresponding to approximately 0.2% of the entire regional population.

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.

2. KEY FINDINGS

Governance Elements

Indicators on the ‘governance’ of migrant and refugee integration aims to capture the following elements: i) actors: set of single/collective, state/non-state and public/private actors involved in the regulation of migrant integration, distributed over the various levels of governance; ii) relations: formal links and relationships among actors involved in the governance of migrant and refugee integration; iii) resources: in-cash and in-kind means and assets dedicated to the regulation of migration and refugee integration; iv) actions or policy-outputs: ‘policymaker’s statements of what it intends to do or not do in regard to regulation of international migration’.

In the region of Azores, the governance elements related to the involvement of actors and the establishment of relations among them (71/100) and the actions put in place (63/100) are more developed than the allocation of resources (39/100).

- 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. However, evaluation and monitoring actions are limited.
- Actors & relations (71/100): The region has a dedicated body (the Regional Department of Communities) that systematically involves other regional institutions and migrant NGOs at the formulation stage of policy-making; while only occasionally consulting with employer and employee organisations or non-migrant NGOs. Moreover, competent national actors are not involved in this process. Interregional cooperation on migration matters mainly occurs within the framework of the CPMR’s Migration Task Force, in which the region

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This project is funded by the European Union’s Asylum, Migration and Integration Fund
participates. The region also counts with an independent institutional body for inter-religious relations and a body dedicated to anti-discrimination measures. At the implementation level, the only actors systemically involved are the Regional Department of Communities and migrant NGOs.

- **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. Moreover, the migrants can access services reimbursed by European funds in areas such as housing and employment.

![Governance Elements](image)

**Policy Cycle**

*Indicators on the policy cycle aims to capture the moment from when a political matter is acknowledged and the moment in which the action chosen to face such problem is put into practice and, later on, evaluated. To this end, REGIN indicators identifies four stages of the policy cycle: i) **formulation**: the early stage of decision-making and policy-discussion; ii) **policy-output**: the formal issuing of the action/measure; iii) **implementation**: the phase in which the action/measure is put into practice; iv) **evaluation** the phase of control and assessment of the action/measures implemented.*

Azores’ performance on the policy cycle is better developed at the output (71/100) and formulation (58/100) stages, while the implementation dimension (33/100) and the evaluation stage (31/100) would largely benefit from structural improvements.
Formulation (58/100): Regional decision-making is the product of the collaboration of a wide plethora of actors and stakeholders; involving regional and local actors, as well as migrant non-profit associations. However, participation of civil society organisations, 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 collection of statistical and qualitative information on migrant integration.

Output (71/100): The regional integration strategy is very well-developed for BIPs and quite slightly less developed for TCNs. Regional policies present a rather wide scope, addressing all the policy areas of competence. Migrants are fairly represented in key institutions and the region occasionally undertakes awareness raising efforts. The region does not undertake systematic measures to favour migrant inclusion in those areas in which it does not have competences.

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.

Evaluation (31/100): The evaluation stage of the policy cycle is the least developed: the efficacy of the integration strategy (activities and efforts) is monitored and evaluated on an ad hoc basis and only 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.
Policy Focus

Policy indicators focus on the key-areas within the integration policy sector covered by regional competences, according to academic research. The key areas selected include: labour, education, health, housing, language, culture, religion and social security and assistance.

The regional measures aimed at the integration of third country nationals (67/100) are approximately equivalent to those for beneficiaries of international protection (64/100). Regional level involvement is the same for beneficiaries of international protection as for the third country nationals who have arrived due to forced migration. However, statistical and qualitative data relating to beneficiaries of international protection is collected less regularly because the number of beneficiaries of international protection is insignificant.

- **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 and targeted information for migrants on entitlement and use of health services.
- **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. The region has not taken any actions to bring teachers into the workforce and only occasionally provides intercultural competence training to educational staff.
- **Social Security and Assistance**: the region systematically takes additional measures to ensure the eligibility of TCNs for access to social security and assistance in all areas (e.g. unemployment benefits, invalidity benefits etc.). Azores occasionally takes actions to favour migrant access to universal services such as guidelines on how to access public services.
- **Housing**: regional support for migrants to access housing only consists of the occasional provision of targeted advice, financial support and dedicated public housing. Housing segregation is not an issue in Azores given the size and the geographical dispersion of the immigrant community in the region.
- **Labour**: Azores 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**: In Azores there is a permanent body dedicated to inter-religious relations which funds third parties’ cultural events promoting migrant integration. Also, the region regularly organises cultural events promoting diversity.
- **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.
3. CONCLUSIONS AND RECOMMENDATIONS

The region of Azores presents slightly favourable integration policies (63/100).

The regional level shows highly favourable results in the institutional framework and the relations amongst actors and stakeholders based on the systematic involvement of the dedicated unit and other regional and national administrative bodies. In addition, Azores has a strong system to issue actions and measures and has undertaken multiple relevant actions to promote migrant integration.

On the other side, the regional level has a very weak implementation and evaluation phase in its policy cycle. The actions and measures are not controlled nor assessed, the region fails to monitor the extent and service usage of its initiatives. Moreover, the region does not provide assistance to the NGOs and local authorities that are implementing the integration policies and it does not involve all the actors/stakeholders in the implementation phase of the integration strategy and the migrant integration measures.

In order to improve its integration policies, Azores should consider the following policy guidelines:

- Increase the support that the region provides for local authorities as regards the field of migrant integration;
- elaboration of a clear framework to monitor and evaluate an integrated integration strategy;
- undertake systematic measures to favour migrant access to housing and labour market;
- increase the cooperation with other regions and jointly formulate and develop measures.
- regular and systematic actions to favour the migrants’ language inclusion;
- promote campaigns and raise awareness on the positive contribution of migration and diversity to society;
CAMPANIA

CAMPANIA’S APPROACH TO THE INTEGRATION OF MIGRANTS AND REFUGEES

1. OVERVIEW

The Region of Campania only presents halfway favourable results (39/100) on policies for the integration of migrants (TCNs) and beneficiaries of international protection (BIPs). The Region lacks a structured and overarching integration strategy for migrants, but it adopts different targeted policies in those key areas under its competence (shared with national government), including health, housing, culture, labour, education and social security. In these dimensions, the region also has its own budget and is eligible for access to EU funds for migrant integration in collaboration with the central government.

In general, integration policies are better developed for the TCNs population than for BIPs. It is worth noting that Campania has a TCNs population of 200,059 corresponding to approximately 3% of the total regional population, while BIPs are 20,800 representing almost 0.4% of the total regional population.

2. KEY FINDINGS

Governance Elements

Indicators on the ‘governance’ of migrant and refugee integration aim to capture the following elements: i) **actors**: set of single/collective, state/non-state and public/private actors involved in the regulation of migrant integration, distributed over the various levels of governance; ii) **relations**: formal links and relationships among actors involved in the governance of migrant and refugee integration; iii) **resources**: in-cash and in-kind means and assets dedicated to the regulation of migration and refugee integration; iv) **actions** or policy-outputs: ‘policymaker’s statements of what it intends to do or not do in regard to regulation of international migration’.

In Campania, the governance elements concerning the use of **resources** (54/100), the involvement of **actors** and the establishment of relevant **relations** (19) are more developed than those elements referring to the **actions** (43) taken by policymakers.

- **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. However, the absence of a structured integration strategy makes it impossible to determine the total amount of budget dedicated to integration or its sources.

- **Actions** (43/100): the Region does not have a structured migrant integration strategy, but rather relies on ad hoc interventions and civil society organisations to foster integration. Campania systematically analyses nationally collected qualitative and quantitative data related to BIPs and TCNs to inform decision-making, but it only occasionally provides staff trainings on migrant integration, usually through EU funding.
• **Actors & relations** (19/100): Campania performs poorly in this area of governance due to the following reasons:
  o the lack of involvement of stakeholders and actors in the decision-making process;
  o the lack of a body exclusively dedicated to BIPs integration. The region has only a unit dedicated to TCNs integration policies within the regional Directorate General on Social and Social Health Policies;
  o interregional cooperation on migration matters occurs within the country on an occasional basis and in the context of partially EU-funded programmes.

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**Governance Elements**

*Indicators on the policy cycle aim to capture the moment a political matter is acknowledged, the moment the matter is acted upon and the moment the matter is evaluated. To this end, REGIN indicators identify four stages: i) formulation: the early stage of decision-making and policy-discussion; ii) policy-output: the formal issuing of the action/measure; iii) implementation: the phase in which the action/measure is put into practice; iv) evaluation the phase of control and assessment of the action/measures implemented.*

In Campania the policy stages of formulation (50/100) and policy output (39) present better results than the implementation (36) and evaluation (25) stages.

• **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;

• **Output** (39/100): the Region ensures fair internal representation of TCNs in their regional administration and public services. Regional legislation also contains general anti-discrimination norms and the Region encourages non-formal political participation for TCNs, as they cannot participate in regional elections.

• **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 and local authorities.

- **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**

Policy indicators focus on the key-areas within the integration policy sector covered by regional competences. According to academic research. The key areas selected include: labor, education, health, housing, language, culture, religion and social security and assistance.

Campania does not have a developed integration strategy specifically targeting BIPs (23/100). As regards 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 instead 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 ensures 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, it 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 grants occasional guidance and support to migrants for housing access and occasionally in-kind support, in particular via an integrated plan for dedicated housing (Piano Casa), targeting weakest social classes including migrants.

• **Labour**: Campania 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 implemented on an occasional basis thanks to funding from different targeted EU programmes.

• **Culture & Religion**: the Region promotes 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.

### 3. CONCLUSIONS AND RECOMMENDATIONS

The Campania Region obtains a lower overall score in relation to its integration policies of refugees and migrants (39/100) in comparison with the other Regions analyzed in the REGIN project.

The lack of a formal and comprehensive regional strategy for the integration of migrants negatively affects the overall result. The Campania Region in fact did not implement the agreement signed in 2014 with the Ministry of Labour and Social Policies which established an intervention plan for the integration of migrants in the region. Another weakness concerns institutional representation and the failure to involve migrants in the decision-making process. In this regard, Article 18 of the Statute of the Campania Region envisages the creation of a Council of Immigrants (2009), but this body has never actually been established.

By contrast, Campania show positive and encouraging results in relation to its cooperation with stakeholders working with migrants and the allocation of resources to foster integration. In particular, Campania supports stakeholders and NGOs active on its territory to offer assistance and services to migrants, by means of in-kind material and immaterial assistance, in-cash support via targeted programmes and training.
In order to improve its integration policies, Campania should consider the following policy guidelines:

- adoption of comprehensive migrant and BIPs’ integration strategy which includes a wide set of elements such as rationales, goals, actions, budget and coordination structure;
- elaboration of a clear framework to implement, monitor and evaluate an integrated integration strategy;
- regular and systematic representation and consultation of migrants and NGOs in the policy decision-making process;
- promotion of long-term and sustainable funds and in-kind support for local and small NGOs that support integration of migrants and refugees;
CATALONIA

CATALONIA’S APPROACH TO THE INTEGRATION OF MIGRANTS AND REFUGEES

1. OVERVIEW

The region of Catalonia presents slightly favourable integration policies (64/100) extending on the 8 policy areas on which it has competences (health, labour, education, housing, religion, social security, language and culture). 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.

Catalonia presents a coordinated and overarching integration strategy. The regional integration strategy mainly. The reception and integration of the BIP 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.

In general, integration policies are better developed for the TCNs population than for BIPs. It is worth noting that Catalonia has a TCNs population of 865,287 corresponding to approximately 11.27% of the total regional population whilst the BIP population corresponds only to 0.17% of the population.

2. KEY FINDINGS

Governance Elements

Indicators on the ‘governance’ of migrant and refugee integration aims to capture the following elements: i) actors: set of single/collective, state/non-state and public/private actors involved in the regulation of migrant integration, distributed over the various levels of governance; ii) relations: formal links and relationships among actors involved in the governance of migrant and refugee integration; iii) resources: in-cash and in-kind means and assets dedicated to the regulation of migration and refugee integration; iv) actions or policy-outputs: ‘policymaker’s statements of what it intends to do or not do in regard to regulation of international migration’.

In the region of Catalonia, the governance elements related to actors & relations (66/100) and to actions (65/100) are more developed than the resources (54/100) 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; mainly with a specific department dedicated to migrant integration: the Secretariat of Equality, Migration and Citizenship. Within the region there is also a deliberative and consultative body through which migrants can express their views, which is occasionally consulted. Moreover, multiple stakeholders, such as regional departments civil society organisations, are involved in the formulation and implementation stages of the policy cycle with variable frequency. In Catalonia, interregional cooperation on migration matters occasionally occurs on a national and European basis through targeted conferences and networks.

- **Resources** (54/100): Financial resources are obtained from regional and European funds and allocated both to own initiatives and to support civil society organizations active in the field of migrants’ integration and to local authorities. There are too few resources specifically allocated to the integration of BIPs.

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**Governance Elements**

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**Policy Cycle**

*Indicators on the policy cycle aims to capture the moment from when a political matter is acknowledged and the moment in which the action chosen to face such problem is put into practice and, later on, evaluated. To this end, REGIN indicators identifies four stages of the policy cycle: i) **formulation**: the early stage of decision-making and policy-discussion; ii) **policy-output**: the formal issuing of the action/measure; iii) **implementation**: the phase in which the action/measure is put into practice; iv) **evaluation** the phase of control and assessment of the action/measures implemented.*
Catalonia’s performance on the policy cycle is better developed at the output (71/100) and implementation (59/100) stages, while the evaluation dimension (50/100) and, to a greater extent, the formulation stage (41/100) would largely benefit from structural improvements.

- **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.

- **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.

- **Implementation (59/100):** In Catalonia, the implementation stage could benefit from substantial improvements especially regarding the integration of BIPs (43/100) as the region does not collaborate in the implementation of national policies and does not support organisations that contribute to the integration of BIPs. The region should systematically involve other actors such as NGOs, migrants' associations, business organisations and civil society in general.

- **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.
Policy Focus

Policy indicators focus on the key-areas within the integration policy sector covered by regional competences. according to academic research. The key areas selected include: labor, education, health, housing, language, culture, religion and social security and assistance.

The regional measures aimed at the integration of third country nationals (68/100) are slightly more developed than those for beneficiaries of international protection (56/100).

- **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 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.

3. CONCLUSIONS AND RECOMMENDATIONS

The region of Catalonia presents slightly favourable integration policies (65/100).

The regional level shows highly favorable results in the policy output of integration policies that are based on the systematic actions taken by the dedicated unit and other regional and national administrative bodies to obtain a better integration for migrants. In addition, Catalonia has a strong relation between the actors and stakeholders that are involved in the integration policies in most levels, especially with NGOs that deal with migrant integration.
On the other side, the **regional level shows a weak decision-making process** where statistical and qualitative information is not systematically used to inform the regional policymakers. Catalonia fails to involve NGOs, migrant associations, and the national competent actors on a regular basis on the decision-making process even if there is a strong relation with the NGOs. The region also fails to include the data collected in a targeted manner to improve the public policies on integration and does not monitor the usage of its services, **making the evaluation process weak**. A centralised evaluation framework for integration policies is also absent.

In order to improve its integration policies, Catalonia should consider the following **policy guidelines**:

- Adoption of a permanent service that *advises and supports victims of discrimination* on grounds of race, colour, language, religion and nationality;
- elaboration of a **clear framework to monitor and evaluate** an integrated integration strategy;
- systematic undertaking of actions to favour migrant *access to housing market*;
- regular and systematic *representation and consultation of migrants, NGOs and actors of the national level in the policy decision-making process*;
- adoption of targeted programs and actions to *favour migrant inclusion into the labour market*;
- undertake measures to avoid *segregation of pupils in the educational context*. 

This project is funded by the European Union’s Asylum, Migration and Integration Fund
MURCIA
MURCIA’S APPROACH TO THE INTEGRATION OF MIGRANTS AND REFUGEES

1. OVERVIEW

The region of Murcia presents unfavourable integration policies (14/100) extending on the four policy areas on which it has competences (health, education, housing and culture). It shares with the national government competences in the areas of labour, education, health, housing, social security & assistance and religion.

The region lacks an overarching and coordinated migration strategy, yet it provides a 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 of 167,392, which approximately corresponds to 11.20% of the total regional population, than for the BIPs population.

2. KEY FINDINGS

Governance Elements

Indicators on the ‘governance’ of migrant and refugee integration aims to capture the following elements: i) actors: set of single/collective, state/non-state and public/private actors involved in the regulation of migrant integration, distributed over the various levels of governance; ii) relations: formal links and relationships among actors involved in the governance of migrant and refugee integration; iii) resources: in-cash and in-kind means and assets dedicated to the regulation of migration and refugee integration; iv) actions or policy-outputs: ‘policymaker’s statements of what it intends to do or not do in regard to regulation of international migration’.

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

- **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. 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. The region occasionally exchanges information on TCNs and BIPs integration with the national government and it takes part in the implementation process of national policies.
• **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.

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**Governance Elements**

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**Policy Cycle**

*Indicators on the policy cycle aims to capture the moment from when a political matter is acknowledged and the moment in which the action chosen to face such problem is put into practice and, later on, evaluated. To this end, REGIN indicators identifies four stages of the policy cycle: i) formulation: the early stage of decision-making and policy-discussion; ii) policy-output: the formal issuing of the action/measure; iii) implementation: the phase in which the action/measure is put into practice; iv) evaluation the phase of control and assessment of the action/measures implemented.*

Murcia’s performance on the policy cycle is weakly developed at the **formulation** stage (3/100), the **output** (13/100), the **implementation** (17/100) and the **evaluation** stages (19/100). All areas would largely benefit from structural improvements.

• **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 regard 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.

• **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.

• **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.

- **Evaluation (19/100):** The departments in charge of specific actions or projects in the field of migrant integration (education and housing) carry out occasional follow-up or monitor of their actions. However, there is no regular policy evaluation system, and no common evaluation strategy is in place.

### Policy Focus

*Policy indicators focus on the key-areas within the integration policy sector covered by regional competences. According to academic research. The key areas selected include: labour, education, health, housing, language, culture, religion and social security and assistance.*

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 a specific program facilitating the incorporation of newly arrived migrant children, 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 of
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. The region should undertake measures to favour migrant inclusion in the labour market.

- **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 occasionally funds third-party events in the field of arts and culture which promote multicultural integration.

- **Language**: the region does not provide official language courses tailored to migrants on an ad hoc basis. It also does not teach migrant/minority languages, nor does it offer in-kind or in cash support for organisations providing language training.

3. **CONCLUSIONS AND RECOMMENDATIONS**

The region of Murcia presents **unfavourable integration policies (14/100)**

The regional level shows **highly unfavourable results in the policy formulation and output of integration policies**; the decision-making process is weak. This means that the region does not involve all stakeholders into the decision-making process, it does not include the migrant’s perspective and it does not use statistical and qualitative data to make informed decisions. Mainly because the relations amongst NGOs, the regional government and the local authorities is not strong nor systematic.

On the other side, the **region shows stronger development in the resources element**, particularly in the in-cash support given to the NGOs in the field of integration. This means that even if the region is not undertaking actions to favour migrant integration, it is actively promoting and sponsoring these actions. The region also funds third parties’ events organized to encourage people from different cultural backgrounds to interact and foster migrant integration.

In order to improve its integration policies, Murcia should consider the following **policy guidelines**:

- adoption of a **comprehensive migrant and BIPs’ integration strategy** which includes a wide set of elements such as rationales, goals, actions, budget and coordination structure;
- elaboration of a **clear framework to monitor and evaluate** an integrated integration strategy;
- systematic undertaking of actions to favour migrants integration in the **educational context**.
- regular and systematic **representation and consultation of migrants, NGOs** and actors of the national level in the **policy decision-making process**;
- adoption of targeted programs and actions to **favour migrant inclusion into the labour and housing market**;
- take action to fight against **discrimination** by passing a binding document that proscribes it, running anti-discrimination campaigns and funding a permanent service that advises and supports victims of discrimination.
PUGLIA

PUGLIA’S APPROACH TO THE INTEGRATION OF MIGRANTS AND REFUGEES

1. OVERVIEW

The region of Puglia presents overall halfway developed integration policies (47/100) and particularly favourable results in relation to the allocation of resources, the implementation and evaluation of its integration policies.

Puglia has shared competences with the central government on many policy areas that are crucial for the integration of migrants (TCNs) and beneficiaries of international protection (BIPs) including health, housing, culture, labour, education, language and social security. The Region also disposes of an own budget in all the aforementioned areas and has access to EU funds for projects and actions concerning the integration of TCNs and BIPs.

TCNs population in Puglia represents only the 2% of the total regional population, however the Region has adopted a coordinated integration strategy that comprises a variety of targeted actions for the integration of TCNs. This strategy also targets the small but sizeable BIPs population of 6,717 inhabitants, corresponding to approximately 0.2% of the entire regional population.

2. KEY FINDINGS

Governance Elements

Indicators on the ‘governance’ of migrant and refugee integration aim to capture the following elements: i) actors: set of single/collective, state/non-state and public/private actors involved in the regulation of migrant integration, distributed over the various levels of governance; ii) relations: formal links and relationships among actors involved in the governance of migrant and refugee integration; iii) resources: in-cash and in-kind means and assets dedicated to the regulation of migration and refugee integration; iv) actions or policy-outputs: ‘policymaker’s statements of what it intends to do or not do in regard to regulation of international migration’.

The governance of migrant and refugee integration is more developed when it comes to providing in-cash and in-kind resources for integration (63/100), rather than developing actions (47) in cooperation with relevant actors (41).

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

- **Actions (47/100):** Puglia 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 promotes integration-related training to its staff and undertakes efforts to raise awareness on migrant integration through targeted campaigns and initiatives.

- **Actors & relations (41/100):** The Region has a permanent unit dedicated to migrant integration, which plays a key role in the formulation and the implementation of policies. 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. 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. The region occasionally involves itself in the formulation of national integration policies, but systematically implements the latter.

**Policy Cycle**

Indicators on the policy cycle aim to capture the moment a political matter is acknowledged, the moment the matter is acted upon and the moment the matter is evaluated. To this end, REGIN indicators identify four stages of the policy cycle: i) **formulation:** the early stage of decision-making and policy-discussion; ii) **policy-output:** the formal issuing of the action/measure; iii) **implementation:** the phase in which the action/measure is put into practice; iv) **evaluation** the phase of control and assessment of the action/measures implemented.

Puglia’s performance on the policy cycle is more favourable in the **implementation** (65/100) and **evaluation** (63) stages, while the **policy-output** dimension (40) and, to a lesser extent, the **formulation** phase (56) would greatly benefit from structural improvements.
• **Formulation** (56/100): At this stage, the Region systematically involves the dedicated regional unit and the national competent actors in the policy cycle, but the participation of other parties, such as local and regional actors and NGOs is only occasional. In general, decision-making is only occasionally informed by the statistical and qualitative data collection practices.

• **Output** (40/100): The Region has adopted a TCNs integration strategy that includes actions and a coordination structure, targeting BIPs and asylum seekers as well. The integration strategy has a wide scope, but the Region undertakes occasional efforts to raise awareness on issues related to migrant integration.

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

• **Evaluation** (63/100): Puglia systematically monitors and evaluates the efficacy of the TCNs integration strategy, while BIPs integration measures are monitored only occasionally. In particular, the Region systematically monitors the level of usage of services by migrants, but it fails to assess discrimination against them.

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**Policy Focus**

*Policy indicators focus on the key-areas within the integration policy sector covered by regional competences. according to academic research. The key areas selected include: labour, education, health, housing, language, culture, religion and social security and assistance.*

The Region lacks a specific integration strategy specifically targeting BIPs (54/100), but this category is covered by the coordinated TCNs (45) 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 ensures 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:** Puglia occasionally offers guidance and support to address the educational situation of migrants, but it does not offer financial support to this end. Placement in school for all migrant children of compulsory schooling age is provided occasionally.

• **Social Security and Assistance:** the Region promotes systematic access to social assistance, maternity/paternity leave and family benefits, while occasionally grants access to invalidity, unemployment and old age benefits.

• **Housing:** the Region sporadically monitors the level of segregation of migrants and no 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:** Puglia occasionally promotes 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:** Puglia 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.

### 3. CONCLUSIONS AND RECOMMENDATIONS

The region of Puglia presents halfway developed integration policies (47/100), scoring in line with the average result of the other Regions analysed in the REGIN project.

PUGLIA’s most favourable results are related to the way integration policies are implemented, due to the active involvement of a wider range of stakeholders and its capacity to allocate economic resources to support and finance specific programmes for the inclusion of migrants. Puglia also adopted one of the most advanced legislation on migration in Italy: Regional Law n. 32 of 2009 on the reception, civil coexistence and the integration of immigrants in Puglia (Norme per l’accoglienza, la convivenza civile e l’integrazione degli immigrati in Puglia). For instance, the law aims to acquire a structured knowledge of the migratory flows affecting the regional territory and increase information and awareness of the immigration phenomenon by disseminating and exchanging good practices and initiatives to combat forms of racism or discrimination. The law positively requires that the Region adopts a strategy on migration, the so-called ‘Piano regionale delle politiche per le migrazioni’.

The law and strategy on migration represent crucial instruments to promote integration at regional level, but they show some gaps that should be addressed by the Region. The law requires indeed the establishment of both a Regional Observatory on migration policies and a Council to foster participation of migrants to the public and administrative life of the Region. However, these bodies have not been put in place yet. In addition, the regional strategy on
migration still lack clear and precise objectives in relation to the governance of the migratory phenomenon and the social inclusion and participation of migrants in the Region.¹

In order to improve its integration policies, Puglia should consider the following policy guidelines:

• adoption of precise goals and actions as part of a comprehensive migrant and BIPs’ integration strategy;
• elaboration of a clear framework to implement, monitor and evaluate an integrated integration strategy, including the establishment of a Regional Observatory on migration policies;
• definition of precise indicators to measure the progresses in the achievements of the objectives set by the strategy;
• regular and systematic representation and consultation of migrants and NGOs in the policy decision-making process, including the establishment of a Council to promote political and social participation of migrants in the life of the Region;

¹ For more details, see Antonio Ciniero (Università del Salento), Presenze migranti e governance del fenomeno migratorio in Puglia, 15/09/21, REGIN WP3.
SKÅNE
SKÅNE’S APPROACH TO THE INTEGRATION OF MIGRANTS AND REFUGEES

1. OVERVIEW

The region of Skåne presents partially developed integration policies (54/100) spanning on its multiple areas of competence, which include health, housing, culture, labour and education.

Skåne does not present an overarching and coordinated integration strategy but provides numerous targeted measures for migrants (TCNs) and beneficiaries of international protection (BIPs) according to its competences. The degree of development of integration policies is roughly equivalent for Skåne’s third country nationals and beneficiaries of international protection populations, which respectively correspond to approximately 15% and 8% of the regional population.

Skåne’s policy competences and areas are shared with the national government and are mostly related to the implementation of policies, where regional practices are particularly developed. In Skåne, there is no single regional budget administrated by one organization, instead budgets are scattered between different regional level actors, namely between Region Skåne and the County Administrative Board. Moreover, there is a permanent unit within the County Administrative Board dedicated to third country nationals’ integration. The unit has a coordinating role between organizations and authorities locally and regionally, also acting specifically through the multilevel platform called Partnership Skåne.

2. KEY FINDINGS

Governance Elements

Indicators on the ‘governance’ of migrant and refugee integration aim to capture the following elements: i) actors: set of single/collective, state/non-state and public/private actors involved in the regulation of migrant integration, distributed over the various levels of governance; ii) relations: formal links and relationships among actors involved in the governance of migrant and refugee integration; iii) resources: in-cash and in-kind means and assets dedicated to the regulation of migration and refugee integration; iv) actions or policy-outputs: ‘policymaker’s statements of what it intends to do or not do in regard to regulation of international migration’.

In the region of Skåne the governance elements related to the allocation of resources (83/100), the involvement of actors and the establishment of formal relations among them (74) are more developed than the actions put in place (45).

• Actions (45/100): The region of 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 it systematically monitors the extent of service usage by migrants across some sectors. Moreover, it regularly collects statistical and qualitative
information on third country nationals’ integration and, to a lesser extent, on integration of beneficiaries of international protection. 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. Skåne systematically consults with regional relevant governmental actors for policy-making, occasionally including non-migrant civil society organizations, labour organisations and national actors in the process. The regional level relies on regional and national governmental actors, and on local actors, for the implementation of policies. Interregional cooperation on migration matters occurs mostly 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 regional level systematically allocates resources (financial, material and immaterial) to support civil society organizations active in the field of migrants’ integration and to local authorities. Financial resources are obtained from regional, national and European funds.

![Governance Elements](image)

**Policy Cycle**

Indicators on the policy cycle aim to capture the moment a political matter is acknowledged, the moment the matter is acted upon and the moment the matter is evaluated. To this end, REGIN indicators identify four stages of the policy cycle: i) **formulation:** the early stage of decision-making and policy-discussion; ii) **policy-output:** the formal issuing of the action/measure; iii) **implementation:** the phase in which the action/measure is put into practice; iv) **evaluation** the phase of control and assessment of the action/measures implemented.
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 (38) would largely benefit from structural improvements.

- **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. Moreover, the regional policy debate and decision-making is systematically informed by the collected data on integration.

- **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. In the regional level there is a lack of awareness-raising efforts and migrants’ institutional representation. However, the regional level supports third country nationals’ political participation through providing information in civic and health communication and, where applicable, it supports naturalisation. Occasionally, the region actively provides integration-related training to its staff.

- **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 civil society organisations, labour organisations and society at large. The regional level ensures regular financial and material support, including training, for civil society organisations carrying out integration projects for migrants. Local actors are welcome to attend training sessions provided by the regional level, but training is not specific to the local level.

- **Evaluation (38/100):** The region occasionally evaluates the efficacy of the integration strategy (activities and efforts) in a few departments. A centralised evaluation framework is absent. Similarly, the level of migrants’ use of services is monitored regularly, but only across a few administrative units (e.g. as regards civic and health orientation).
Policy Focus

*Policy indicators focus on the key-areas within the integration policy sector covered by regional competences. According to academic research, the key areas selected include: labour, education, health, housing, language, culture, religion and social security and assistance.*

The regional measures aimed at the integration of third country nationals (55/100) are approximately equivalent to those for beneficiaries of international protection (52). Regional level involvement is the same for beneficiaries of international protection as for the third country nationals who have arrived due to forced migration. However, statistical and qualitative data relating to beneficiaries of international protection 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, healthcare system provides interpretation services based on national law to facilitate healthcare access for third country nationals with an inadequate proficiency in the official language, as well as information on third country nationals’ eligibility to healthcare access. The Knowledge Center for Migration and Health works for a more equal and safe care for people from other countries. The Center has a coordinating function. It offers knowledge support to health care staff on migration issues in healthcare and works with educational initiatives and development of new methods to promote migrants’ health and prevent ill health.

- **Education:** education does not belong to regional level tasks and competences but is the responsibility of local level municipalities. As a part of regional development strategy, however, the Region Skåne is contributing to new educational programs for the citizens of Skåne, including migrants. The regional level systematically provides guidance and support for the educational situation of migrants, as well as school placement for all children in compulsory schooling age. By contrast, it only sporadically provides financial support and imparts intercultural training to educational personnel. 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. Skåne ensures migrants’ access to all analysed social benefits and consistently provides welcome packs, guidance on access to services and social orientation courses.

- **Housing:** housing belongs to the tasks and competences of local level municipalities. The regional level provides information about housing, but it does not assist individual applications. In the region, it is the municipalities which regularly provide housing assistance. In housing, the County Administrative Board’s role is above all to provide advice, information and data to the municipalities for their planning of housing supply. The Region Skåne is responsible for regional growth issues and for community planning at county level and it regularly provides counselling to aid migrants’ access to housing, while other forms of support (such as financial or material) are more sporadic.

- **Labour:** Skåne consistently offers vocational training and support to migrant entrepreneurs, but only occasionally provides targeted programmes and actions to promote third country nationals’ labour market integration and to tackle exploitation. Furthermore, the region lacks measures to enhance the level of migrants’ participation to targeted vocational programmes.
3. CONCLUSIONS AND RECOMMENDATIONS

The region of Skåne presents partially developed integration policies (54/100).

The regional level shows highly favourable results in the implementation of integration policies that are based on the systematic involvement of the dedicated unit and other regional and national administrative bodies. In addition, Skåne ensures regular financial and material support for civil society organisations carrying out integration projects for migrants. The regional level systematically allocates financial, material and immaterial resources to support local authorities and civil society organizations active in the field of migrants’ integration and.

On the other side, the regional level lacks a comprehensive strategy for the reception and integration of migrants and regional integrations policies are spread across multiple and complex layers of competences and tasks. The regional level often fails to include NGOs on a regular basis in the decision-making process, but there is a long tradition of ad hoc and project-based cooperation with NGOs on integration. A centralised evaluation framework for integration policies is also absent.

In order to improve its integration policies, Skåne should consider the following policy guidelines:

- adoption of comprehensive migrant and BIPs’ integration strategy which includes a wide set of elements such as rationales, goals, actions, budget and coordination structure;
- elaboration of a clear framework to monitor and evaluate an integrated integration strategy;
- definition of precise indicators to measure the progresses in the achievements of the objectives set by the strategy;
- regular and systematic representation and consultation of migrants and NGOs in the policy decision-making process;
- promote campaigns and raise awareness on the positive contribution of migration and diversity to society;