WP 3

STUDY ON THE LOCAL IMPLEMENTATION OF INTEGRATION / INTRODUCTION COURSES FOR NEWCOMERS
CASE STUDY ZURICH / SWITZERLAND

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About the Project

While integration policies as such are not new, and in some countries date back to the 1980s and beyond, there have been important shifts in the debates on integration and in related re-configurations of integration policymaking in the past decade or so. One of the main recent trends is the linkage of integration policy with admission policy and the related focus on recent immigrants. A second trend is the increasing use of obligatory integration measures and integration conditions in admission policy, and third, integration policymaking is increasingly influenced by European developments, both through vertical (more or less binding regulations, directives etc.) and through horizontal processes (policy learning between states) of policy convergence.

An increasing number of EU Member States have, in fact, adopted integration related measures as part of their admission policy, while the impact of such measures on integration processes of immigrants is far less clear. In addition, Member States’ policies follow different, partly contradictory logics, in integration policy shifts by conceptualising (1) integration as rights based inclusion, (2) as a prerequisite for admission residence rights, with rights interpreted as conditional, and (3) integration as commitment to values and certain cultural traits of the host society.

The objective of PROSINT is to evaluate the impact of admission related integration policies on the integration of newcomers, to analyse the different logics underlying integration policymaking and to investigate the main target groups of compulsory and voluntary integration measures.

The project investigated different aspects of these questions along five distinct workpackages. These analysed (1) the European policy framework on migrant integration (WP1), (2) the different national policy frameworks for the integration of newcomers in the 9 countries covered by the research (WP2), the admission-integration nexus at the local level in studied in 13 localities across the 9 countries covered by the research (WP3), the perception and impacts of mandatory pre-arrival measures in four of the nine countries covered (WP4) and a methodologically oriented study of the impact of admission related integration measures (WP5).

The countries covered by the project were Austria, the Czech Republic, Germany, Italy, the Netherlands, Spain, Sweden, Switzerland and the United Kingdom. Apart from individual cases project reports generally cover the period until end of 2010.

For more information about the project visit http://research.icmpd.org/1429.html.
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I Introduction

For Switzerland the selection of case studies was made considering the 2 main language-regions – German speaking part and French speaking part – as well as different approaches regarding integration of new comers. While in Geneva (for the French speaking part) integration has been done using a bottom-up approach, the ones initiating integration projects and demanding for a law on integration being the civil society organisations (including migrant organisations), in Zurich, apart from active NGOs, policy has developed much more in accordance with Bern and has already introduced a pilot project on the implementation of the integration agreement for new comers after the Basel canton model.

Migration in the canton of Zurich

Zurich is the canton with the highest population in Switzerland (with 1.327.000 inhabitant at the end of 2008). 23% of the canton’s population are migrants; in both the city of Zurich and the Limmattal Region 30% of the population are foreigners. In 2010, the canton of Zurich counted 1.371.007 inhabitants, out of which 325.833 were foreigners. From the non-EU migrants, Serbians were the biggest group, with 21.637 persons residing in the canton. The city of Zurich counted in 2010 a population of 372.047, out of which 112.938 were foreigners.

II Local Migration-Integration Policy Frames - An overview

The areas of migration and integration are located in the canton in two different departments – the Cantonal Migration Office is under the Department of Security. The Cantonal Office for Integration is part of the Department of Justice and Home Affairs. The Office for Integration implements the order of the executive council to allow the canton of Zurich a coherent and coordinated promotion of integration. Moreover, it brings together existing activities and structures, creating new services in order to promote integration.

The Cantonal Office for Integration (Kantonalle Fachstelle fuer Integrationsfragen) was created in 2003 out of the Cantonal Association of Immigration (Kantonales Arbeitsgemeinschaft fuer Auslaenderfragen – KAAZ). The KAAZ is a politically and religiously neutral organisation based in Zurich, founded in 1980. It gathers 46

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collective and 13 individuals members from private and public institutions, workers’ and employers, churches, migrant organisations etc. The aim of the Association is to represent and bring into the public discourse the interests of migrants. The Association is responsible for the administration of the Cantonal Office for Integration.

The Cantonal Office coordinates the integration measures of different government areas, such as education, social services, health, economy and security. The Office is a partner authority for the Federal Office for Migration (Bundesamt fuer Migration – BMF). The main goal of the Cantonal Office is to ensure the optimum impact of the integration measures in the canton of Zurich, through the following activities:

1. First information and advice
2. Project funding
3. Launch of pilot projects
4. Public relations and networking
5. Strengthen cooperation with internal and external partners.

Regarding cantonal legislation on integration, by the time this research was conducted, the promotion of integration was included in the 2005 cantonal constitution. Art. 114 states that both “the canton and the communes promote the coexistence of different populations in mutual respect and tolerance, as well as their participation to public life”.

Integration is defined as a social process which begins with the first day of people moving in Switzerland and requires active participation from both immigrants and locals. Moreover, integration refers to the economic, social and cultural integration of all members of society, in order to provide equal opportunities to all. Along the line of the Basel model on integration, Zurich has adopted (starting with 2007) the principle of “demand and promote” (fordern and fördern) which is to be applied starting with the first day of residence in the canton.

II.1 The link between migration and integration policies

The changes in the cantonal policy on integration (e.g.: the pilot project on integration agreements) were made possible by the changes in the federal Alien Act (voted in 2006 and entered into force in 2008). The new federal law replaced the one on residence and settlement of foreigners from 1931. Major changes involve: admission and settlement of third country nationals (non-EU and non-EFTA). Labour market access is limited, in case of these countries, to highly skilled. This restriction is meant to avoid the increase of unemployment rate and thus the burden on the social services. Some of the most important changes are presented below:

1. 3rd country nationals admitted with conditions
2. Integration of foreigners with a residence permit

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4 Kanton und Gemeinden fördern das Zusammenleben der verschiedenen Bevölkerungsgruppen in gegenseitiger Achtung und Toleranz sowie ihre Beteiligung am öffentlichen Leben.
5 Sie treffen Massnahmen zur Unterstützung der Integration der im Kanton wohnhaften Ausländerinnen und Ausländer. (http://www.integration.zh.ch/content/dam/justiz_innern/integration/recht/Verfassung%20Kanton%20Z%C3%BChrich.pdf, 06.05.2011)
3. Protection of the public order – sanctions in case of criminal behaviour and abuse of foreigners’ rights (eg: illegal employment, marriage of convenience)

Considering the changes introduced, the link between migration and integration is already put forward in the federal law. The main research question of the project addresses precisely the reasoning behind this link which could be regarded as both – promoting integration (admission criteria were designed in order to support integration) or rather an impediment for admission (as certain integration criteria need to be fulfilled in order for someone to enter and stay in the country).

The federal Aliens Act, in force since 2008, spelled out admission criteria for 3rd country nationals with a clear preference for highly skilled. One of the interview partners pointed out the positive impact the federal law has on family reunification – children over the age of 12 can join their parents within one year, while before 2008 children would follow shortly after the age of 18, which posed integration problems (ZH-G1).

From another perspective, the link between immigration and integration is being criticised. Integration, seen as an admission criteria, can rather impede people to enter the country and poses a fundamentally different question than regarding integration as a measure of making it easier for people who are already in the country to make a plan for their life.

“If we constantly question the presence of people here, this is an integration policy with a different position than when we say that people are here for 5 years and they are going to stay and what are we going to do together in 10 years? This question is actually useful as a starting point for an integration perspective and any combination of the integration policy with the immigration policy is always harmful, it always has a negative impact on the integration policy.” (ZH-G2)

II.1.1 Target groups of integration policy in the canton of Zurich

Integration policy addresses both – Swiss nationals and foreign population residing in Switzerland. While foreign population is expected to be willing to integrate and live according to the Swiss laws and rules, local population is expected to accept the presence of foreigners in their communities and to actively support their integration.

Integration policy addressing the inclusion of the foreign population into the Swiss society refers to EU/EFTA countries nationals and third country nationals. Due to the agreement Switzerland signed with the EU and EFTA countries regarding free movement of persons, integration activities targeting citizens of these countries have a voluntary character. However, cantonal integration activities can also be mandatory and they address third country nationals, as this is the main target group of the integration policy. It is important to mention that migrants coming from (third) countries such as United States, Canada or India are highly qualified while EU citizens coming to Switzerland (eg Portugal) are low-skilled.\(^6\) As presented by an interview partner, this was one of the reasons behind the changes of the federal Alien Act in 2008.

\(^6\) Zwischenbericht Integration (Arbenz-Bericht) (2009)
“With the bilateral agreements it can be noticed that the cheap EU seasonal workers come to Switzerland. From here came the consideration to admit highly qualified third country nationals. It is simply the acquisition efficiency. If someone brings the know-how then [s/he] is very welcome. If someone comes and is often unemployed and perhaps lives on social assistance (then it is not so well received). It is really the profitability that is behind these thoughts” (ZH-G1)

II.1.2 Integration policy in the city of Zurich

The city’s integration policy is based on principles and objectives set in 1999 in a Mission Statement adopted by the City Council – “Measures for a good cohabitation in our city” (Massnahmen für ein gutes Zusammenleben in unserer Stadt). The implementation of these principles was only slightly changed by federal and cantonal policy in the last ten years.

The city of Zurich based its integration policy on three main areas: equal opportunities in terms of access to social services, improving the ability of individuals to participate in the economic and social life as well as promotion of acceptance/tolerance including recognition and appreciation (welcoming culture). The goals proposed for the 2010 policy were reached through the following measures:7

1. Improving the welcoming culture, through welcoming letters, invitation flyers for the welcoming events in 16 different languages, information available on the official portal of the city etc. Moreover, the Welcome Desk was used in 2010 of 995 persons from 96 nations. Individual counselling by appointment was offered to 336 persons in 2010.

2. The dialogue with various stakeholders was strengthened through projects implemented together with active associations, through financial support (eg from the Credit for Integration) for integration projects, through events organised to promote integration etc.

3. Strengthening the role of the city administration as a centre for integration through different coordination and support groups.

Apart from the measures intended to address the new comers, the integration policy in the city of Zurich8 targets also long-stayers. As one interview partner phrased it, integration policy in the city of Zurich refers to the implementation of equal opportunities, municipality services being offered at the same quality for all. In this sense, social recognition becomes extremely relevant, as integration is not only a subjective matter, but needs to be acknowledged by the community in which an individual is living and the other way around – subjective factors add up to the objective aspects of integration.

8 The migrant population in the city is Zurich is the following: 30% of the population does not have Swiss citizenship, 38% of the population was born outside Switzerland and over 50% of the population has a migration background.
“Social recognition is one of our main problems. The influence of the cantonal and federal debate is more political and harms subjective issues, such as integration. The question of whether a person is integrated or not in a group somewhere, depends not only on objective factors but also on the question of whether that person has the feeling that may be integrated and vice versa – if you have the feeling you are integrated, but if everyone else in the group says no, then you are tolerated not integrated.” (ZH-G2)

II.1.3 Migrant associations (Migrantenvereine)

The association is regarded as a fundamental element of Swiss society. According to the survey published in 2003 – “Club membership of Swiss inhabitants” – of the GfS Research Institute Zurich, more than 40% of the population is actively involved in associations. In small communities, the clubs often make out the entire cultural and social life. A club membership also promotes a faster settling for the new comers (NeuuzugängerInnen) into the cantonal and community life. The associations are important for the potential integration of migrants, as successful integration of migrants is not only associated with knowledge of the language, but also with the contacts with the local environment, as well as with the community life. The clubs generally have a high social integration and social performance, as the individual will acquire certain skills, which enables him/her to act in other social contexts.⁹

The Cantonal Office for Integration acknowledges the importance of clubs and associations for integration and provides direct links to some of the associations which have taken part in the welcoming events organised by the Office – German Club in Zurich (http://www.deutscher-club.ch), Indian Association in Zurich (http://iazch.ch), Zurich for you (http://www.zurich4you.ch), American Women’s Club of Zurich (http://www.awczurich.org), Zurich International Women’s Association (http://www.ziwa.com).

II.2 Cantonal Initiatives

II.2.1 Integration modules

The new implementation model of integration support in the Canton of Zurich (a pilot project) promotes targeted integration. The residential communes are the main partners of the Cantonal Office for Integration in the pilot project. Needs assessment forms the basis for the description of the foreign resident population of a municipality on the basis of statistical information on various topics such as demography, language, education, employment, social affairs etc. The statistical basis together with the workshops and information on the experiences and perceptions of the community play an important role. Taking into account the resources as well as the recent

developments, strategy objectives of integration support are defined in the community and adequate measures are developed (“integration modules”). The needs analysis process is documented by the Office for Integration then the Office advises the municipalities in the selection of appropriate measures and proposals. The communes implement the modules autonomously. The municipality is responsible for networking, coordinating and strengthening the integration activities. The course providers are responsible for the technical management as well as for implementing the activities. The centre for integration has developed a catalogue\(^\text{10}\) of proven and well-communicable integration programs in the canton of Zurich. The catalogue is meant to cover the main issues relevant to integration. The catalogue serves the communities in the needs analysis, being a reference book on good and well-communicable integration services. Providers of integration measures can apply to have their offer included in the catalogue of good integration modules. Regarding the evaluation of the pilot project, it will be scientifically monitored and externally evaluated. Moreover, the project is supported by the following organisations: Swiss Federal Office for Migration, Mercator Foundation Switzerland, Paul Schiller Foundation and Migros Culture Percentage.\(^\text{11}\)

### II.2.2 Integration agreement (Integrationsvereinbarung)

The integration agreement was first introduced in the canton of Zurich as a pilot project in mid 2008 until 2009. By the time of undertaking this research and the evaluation of integration agreements\(^\text{12}\), in Zurich the integration agreement was not stipulated in any law, unlike other pilot projects in the cantons of Aargau, Basel-Landschaft, Basel-Stadt and Solothurn.

In the canton of Zurich 42 integration agreements were signed until May 2009. Most of those who signed the agreements are coming from: ex-Yugoslavia countries (Macedonia, Serbia, Montenegro) and Asia. Almost 80% were women; almost 60% were between 21-30 years old; 5% (2 persons) were between 16 and 20 and 17% between 31 and 35; the rest up to 100% are older than 35, with the oldest person being 45. The selected age categories expose the canton’s strategy to address particularly the young newcomers. Moreover, 85% of the participants came to Switzerland in 2008 or 2009. Besides these persons (from 3\(^\text{rd}\) countries), 13 persons from EU and EFTA countries signed integration agreements on a voluntarily basis. The Office for Integration sees no problem with the fact that motivated people (even from countries that signed agreements with Switzerland) can receive the same services as the 3\(^\text{rd}\) country nationals, with no consequences on the admission process.\(^\text{13}\)

The goal of the pilot project was to promote integration on a continuous basis starting with the first day of residence in the canton. The project was implemented in 14 communes who volunteered to participate. The cases for which the municipalities

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\(^\text{10}\) For more information visit: http://www.integration.zh.ch/internet/justiz_inneres/integration/de/ueber_uns/veroeffentlichungen.html (09.05.2010)


\(^\text{12}\) E. Tov et all (2010)

\(^\text{13}\) Ibid.
(communes) could not find a viable solution were sent to the Cantonal Office. Few of these cases, which involved persons supported by the social services, were addressed by the Cantonal Office and due to the support offered, suitable jobs for these persons were found. The main group in this situation was made of women (with kindergarten age children) who, because of poor knowledge of German, could not, for instance, communicate with the teachers of their children. The criteria for evaluating the cases in which integration agreements would be signed included: poor or no German, few years in school, low-skilled (for newcomers) and disability which impede the person to be independent in everyday life activities (for long-stayers). However, the lack of clarity in formulating these criteria was raised as a problematic issue. Moreover, interview partners raised the question of who has to sign the agreement and who not, pointing out that discriminatory treatments could appear.

'It's all about the question of who has to sign this agreement and who not (and we are referring now only to non-EU citizens, the question being who from these could have integration problems in the future). And I am very sceptical that one can answer this question rationally and free from discrimination and arbitrariness. If we say: “All Turkish women who are coming to Switzerland – with whom we make the agreement” – I am convinced this is discriminatory and thus it cannot be made. There are many practical problems, but this is not my concern as it is a cantonal matter. Politically, people are tricked into feasibility - “we make it mandatory from the day one” – this is the political game that has impressed now the whole national policy. (ZH-G2)

Moreover, a general and most common critique of the integration agreement refers to its usefulness with regard to promoting German language learning – in other words, the question whether learning is better achieved through an external or an internal motivation. As the general argument goes, learning is promoted rather by internal than by external motivation.

"Promotion of language can be done without an integration agreement, as one can fund language courses, as there are also people without a residence permit with conditions (Aufenthaltsgenehmigung mit Auflagen) in these cases there is no connection [nt between integration contract and language knowledge]. The only connection is that they have no idea what to make mandatory, other than visiting a language course. And then one can ask, for example, whether is better to learn by force [nt under external pressure] or by [voluntary] internal motivation. If one learns German in order to get the residence permit renewed, this is another learning requirement. [...] We believe that reaching 100% of people is not realistic anyway and then it is appropriate that we concentrate on the motivation." (ZH-G2)

Another issues raised as problematic with regard to the integration agreements was the usefulness of the pilot project itself, as one could not draw a valid conclusion from only a few agreements signed within the pilot project.

"I am more or less an opponent of the integration agreement. [...] There was a pilot project for Zurich – around 50 agreements were signed (the agreement also includes support for these 50 people). Considering that last year 25 000 foreigners came in the city of Zurich, the cases where integration agreements were signed are exceptions." (ZH-G2)

Regarding the connection between migration and integration policies, at this is point it is worth mentioning the fact that, while the migration policy is made at the federal level, integration policies are left to the cantonal administration. However, by introducing the
integration agreement, criteria according to which people are admitted might become more transparent, as one interview partner phrased it:

The integration agreement, made possible through the federal law, is nothing more than a residence permit with conditions. This means that, from a legal perspective, behind the integration agreement there is a threat of expulsion. If the requirements are not met, one does not get the prolongation of the residence permit. There is always a sanction behind. I am very sceptical whether this really brings something. Agreements could be useful in cases where the residence status is endangered (e.g., delinquency, social assistance) for people who are already leaving here. The Migration Board (Migrationsamt) decides (not really clear according to what criteria) whether someone can stay or not. I think the integration agreement can actually create a bit of transparency. [...] But this has nothing to do with the integration agreements for the newcomers. Newcomers have by definition no history [nt: within the country of destination] and thus the agreement plays no role. (ZH-G2)

Concerning the integration agreements during the pilot project, this was meant to be more than an instrument intended to recommend German courses. The initial interview addresses more than language knowledge, touching upon issues regarding the overall situation of the migrant. However, for the ones conducting the interview, this might be interfering with the principles of the welcoming culture, which is supposed to receive people and not to assess their integration potential.

I do not agree with the fact that the initial interview (Erstgespräch) is being used to assess who has to sign the agreement. If I have a first conversation with someone, I would like to welcome that person. This is for me part of a welcoming culture and if I have to evaluate whether that person is likely to present integration risk, then I have another conversation, with a different goal. This is why I am against this combination of these two tasks in a first interview.” (ZH-G2)

This issue, of separating the welcoming part from the evaluation of someone’s potential to integrate, is addressed by the canton’s new concept of integration (access to equal chances for all) and its four pillars:

1. Information
2. Integration from the language perspective
3. Labour market integration
4. Social and cultural integration

In concrete terms, these pillars refer to: 1) information that newcomers receive in the communes where they reside (language courses, integration courses, Swiss social and political system etc.); 2) language courses offered by different organisations/institutions are meant to ease the everyday interaction of migrants with the different groups within the host society. The motivation of migrants to learn the language of the country of destination is regarded as essential; 3) the labour market integration is in the responsibility of the public employment services, trade unions and other organisations which have made performance agreements with the canton; 4) social and cultural integration is carried out mainly through migrant organisations, sports associations, interreligious dialogue and different spontaneous activities to which migrants have access.

14 Zwischenbericht Integration (Arbenz-Bericht) (2009)
A working paper on knowledge of German language among the population of Zurich (published in 2008) revealed the fact that 80% of the city’s population (and thus at least each 3rd foreigner) speaks German at home or with acquaintances. In other words, each 5th person (which makes around 71,000 persons in 2000) speaks no German. More than 92% of the population regularly speaks German or Swiss dialect either at home or at work.

The proportion of those who do not speak German or Swiss dialect grew between 1990 and 2000 from 6 to 7,3% (7,3% is almost 26,000 persons). One of the conclusions of the working paper was that differentiation on courses offer is needed, in order for the migrants’ availability to participate to increase.15 Differentiation according to the time plan, to the level of courses as well as to the regularity of German courses should be provided. Language promotion in the city of Zurich is developed accordingly:

“In the city of Zurich we have for 2 years now a new concept for language promotion (the Federal Government pays a little, while the Canton does not) – federal funds are a small part of the overall funding and if this funding is omitted, the program is not reduced. Of course, one is never in the best position in a town – we can have centralised offers [in a city], remote access courses and so on. For smaller towns this is much more difficult because it makes no sense to organise in a community special courses for mothers, as they might have different learning styles and levels in the same course. It is important that there is a differentiation according to learning styles and levels and this works only for centralised courses (zentralen Angeboten). We expect that this differentiation to be of a great benefit for the concept of integration. In the city of Zurich we want to have a few special offers for migrants. And there are also exceptions and language promotion is one of them, but one has to be careful that integration is not suddenly reduced to that.” (ZH-G2)

Although integration projects offer more than language courses, learning German is promoted the most. It is important to mention that most of the courses are not included in the integration agreement, as this was introduced only as a pilot project. Courses offered in the city of Zurich are open to all. The municipal Office for Promoting Integration (Integrationsfoerderung der Stadt Zurich) promotes language learning on 3 axes. One axis consists of courses organised in connection with schools – one year courses that begin after the school year. The other axis is made of centralised courses (with different teaching levels and methods) coordinated by the Social Welfare Department (Sozialdepartement). The third one consists of introductory and training courses financially supported through a loan by the municipal Office for Promoting Integration. The introductory courses run for maximum one year and a half and can be mono-ethnic (e.g. only Albanian women), although this is not desirable. The aim of the courses is to provide a basis which will enable the participants to visit a regular A1 course.

“The Language promotion concept includes all migrant groups, although one cannot reach so easily the migrants who have been here longer (who came 30 years ago). But important in the language promotion is the offer of the free


(09.05.2011)
market through private schools. In Zurich we have 350 language courses of which only a small part is supported through subventions – people learned German before the existence of an integration policy. Most people learn German in a private school – and one has to look at those who, for whatever reasons, do not have access to the free market courses.” (ZH-G2)

II.2.3 Inter-service Roundtable (Interdirektionaler Runde Tisch)

This instrument was created in order to improve the Cantonal Office’s cooperation with internal and external partners. Moreover, through this action, integration was identified as a cross-cutting issue.

II.2.4 Welcoming culture (Willkommenskultur)\(^{16}\)

The cantonal Office for Integration organises welcoming and information events for foreigners who have recently moved to the canton (in German\(^{17}\) and other languages). During these events, representatives of state institutions present different aspects of Swiss social and political system, while entertainers make enjoyable presentations of everyday live aspects of Zurich’s society.

The website “New in the Canton of Zurich” (www.neu-in-zuerich.ch) is an interactive interface of the welcoming culture promoted by the canton. The website presents in 11 different languages issues such as: Swiss German language, education, health, transport, social system, custom and traditions, neighbourhood, family and children, work, leisure, environment. The website presents also the integration campaign “like you and I” which, through humorous imagery and short phrases in Swiss dialect, allows more ease and openness in the Zurich everyday life. Moreover, the website has a section dedicated to tips about life in Zurich from visitors’ side. An ongoing competition between these tips is also being proposed on the website.

\(^{16}\) For more information visit: http://www.integration.zh.ch/internet/justiz_inneres/integration/de/integrationspolitik/strategie/neu
mkantonzuerich1.html (08.05.2011)

\(^{17}\) For Germans and German speaking foreigners, invitation to the next presentation: http://www.integration.zh.ch/internet/justiz_inneres/integration/de/welcome/Begruessung_informatio
1/jcr_content/contentPar/downloadlist/downloaditems/next_event_for_anglo.spooler.download.1302
104496487.pdf/Einladungskarte_1800511_definitiv.pdf (08.05.2011)
III The Local Integration Landscape - A mapping of integration / introduction courses

III.1 German courses in the canton of Zurich

At this point it is important to mention the data base of integration courses available on the website of the cantonal Office for Integration which provides information on available courses in the communes of the canton. By the time of this research, there were more than 400 initiatives all over the canton, out of which 120 only in the city of Zurich. Furthermore, almost 40 courses are implemented in more than one commune and thus presented as comprehensive in terms of location.

This wide range of courses address integration from different perspectives: social, health, labour market, language, education etc. Most of these courses target migrant population, but there are also courses which address social integration for all groups – migrants and non-migrant – or persons with a migration background or both – Swiss citizens and foreigners.

Since 2001, courses subsidized by the federation, by the canton and by the municipal administration have been organised in the city of Zurich. The database on courses offered in the city gathers all types of courses – subsidized by the city, by the canton and courses offered by private organizations (on the free market). In June 2011 this database counted 409 course offers.

The courses offered by the Fachstelle fuer Integrationsfragen (financed by the city or by the canton) address all migrants (newcomers and long-stayers) and offer child care (babysitters) for participant’s children during classes, service which is not provided by courses from the free market. However, migrants who have been living in Zurich for a while have learned German also in private courses and thus they do not attend so much subsidized courses. This, certainly, also depends on the migrants’ financial possibilities.

The cantonal approach on integration proposes two main types of integration offers:


http://www.integration.zh.ch/internet/justiz INNERES/integration/de/angebotsdatenbank.html (08.05.2011)

Sprachförderung in der Stadt Zürich. Konzept für die städtische Mitfinanzierung von Deutschkursen für fremdsprachige Erwachsene (2008), p. 7,

http://www.stadt-zuerich.ch/prd/de/index/stadtentwicklung/integrationsfoerderung/deutschkurse/datenbank_deutschkurse.html (10.06.2011)

1. Modules which are services which can be bought as they are offered – eg. Alphabetization courses with child care

2. Concepts which are ideas of projects organised either by the commune itself or by other providers contracted by the communes – eg. “Family literacy – Tell me a story” project during which parents are encouraged to read together with their children (in German or in their mother language)

In the city of Zurich the following types of courses are available (Some of these courses are financed or co-financed by the cantonal administration):

1. private courses which are not subsidized (by the local or national administration)

2. Courses offered in the framework of the subsidised federal and cantonal vocational training. Some of these courses provide also child care for participants’ small children during classes. This service is organised together with the municipality.

3. German courses for persons who receive unemployment benefits and social assistance (financed by the canton)

4. German courses supported by employers or trade unions; several employers in the city of Zurich and several trade unions organise German courses for its employees or offer support such as offering premises for German courses or considering them as working hours. These courses are often made together with specialised private providers.

5. Integration courses for teenagers and young adults; these courses are designed for youngsters older than the compulsory schooling age (they are thus between 15 and 20 years old). The courses are subsidised by the canton and organised together with the municipality of Zurich. Moreover, the city organises also half-year integration courses for newly arrived adults with limited or no German knowledge as well as one year courses of German for youngsters between 18 and 26.

6. German courses for asylum applicants

7. Informal learning opportunities organised by private associations

8. language support for preschool children and for school-aged children

9. Literacy courses with child care for persons with no or insufficient knowledge of the Latin alphabet.

III.2 German courses in communes (Deutschkurse in Gemeninde)

The cantonal Office for Integration financially supports the communes in implementation of local German courses. These courses are complementary to the supply of vocational schools, other cantonal authorities and private educational institutions, and are:

- Open to all
- Organised in the commune (close to the place of residence)
- Persons with low level of education can join
- Courses are (also) for complete beginners: A1-A2 level
- Offer child care for children under the schooling age
- Cheap: Participants pay 5 CHF per lesson only
- Extensive: 2x2 lessons per week morning or in the afternoon
- If necessary, additional literacy courses are offered

The courses are organised by schools on behalf of the cantonal Office for Integration: schools send to the Office the curriculum and focus on the implementation of the course. The positive aspect is that the communes are not concerned with the tuition fees and course quality. The cantonal Office invites communes and course providers to apply for cantonal funds, under the following conditions:

1. The communes offer the infrastructure and childcare for preschool children. The babysitters (Kinderhuette) can be provided by the municipality or by the course provider
2. In each commune courses have to be provided for at least two levels. Where possible, cooperation with other communes should be sought, in order for a wider range of courses to be available
3. The commune, in close cooperation with the provider and, where the case, with other communes, are responsible for advertising the courses. Each part's responsibility is subject to a performance agreement which is to be made between the provider and the community where the course is being organised
4. The commune supports the courses through individual contributions or adequate financial assistance, while supported by the cantonal Office. The financial contributions are in each case negotiated.

### III.3 Costs and funds for integration courses

At the cantonal level a fund of 600 000 CHF is available and from the Federal Government almost 2 million CHF are made available for German language courses only. The cantonal funds support mostly educational projects and there are also extra packages available for recognised refugees (ZH-G1).

As mentioned above, the courses organised in communes with the financial support of the cantonal Office for Integration are offered to migrants for a relatively low price of 5 CHF. This is considered to be important, as paying a certain price has shown to increase participants’ motivation to attend the courses.23

### III.4 Language acquisition

#### III.4.1 Courses offered in the context of the Integration Agreement (IA)

The majority of courses in the canton of Zurich are language courses, to which are enrolled mostly new comers. The evaluation of the integration agreement pilot project revealed that for migrants’ integration important is not only the language knowledge, but also issues such as lack of debt or childcare 24. Therefore, the activities proposed (language courses, qualification programs) are taken into consideration the individual

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23 Ibid.
24 E. Tov et al. (2010)
situation of persons concerned. When the courses are being chosen, the following are taken into consideration: education/ profession, economic conditions, language competences etc. In the integration agreement a type of project plan for each person is developed. Almost all persons (95%) who signed the integration agreement (in the pilot project) were enrolled in more than one course. In this respect, the finding differs from the participants’ declarations who said that, as a rule, the activity in the pilot project was attending a language course.

The pilot project revealed that the course offer has to be improved – while the courses dedicated to women with small children (during which childcare is being provided) are well represented, evening courses for which subvention is offered (language and integration courses) for those employed need to be further developed. The cantonal Office for Integration together with the cantonal Statics Office are developing other instruments in order to meet the needs of different groups of the canton’s population.

III.4.2 Courses offered by civil society organisations (in cooperation or supported by the local authorities)

Courses offered by AOZ (an independent public corporation of the city of Zurich, politically and religiously neutral):

1. Alphabetisation and intensive German (for all migrants) (all participants have to pay, with the exception of asylum seekers and refugees with residence in the canton)
2. German for Portuguese – beginners (financially supported by the city of Zurich)
3. German for employment – B1 level (all participants have to pay, with the exception of asylum seekers and refugees with residence in the canton)
4. German course for parents and their children
5. German courses in communes with child care provided during the course
6. German courses for women – beginners (financially supported by the city of Zurich)

AOZ organises also language exams for the levels A2, B1 and B2 as well as integration programs for persons who receive social assistance and have a migration background (this does not depend on the participants’ residence status) in the fields of: retail, handicraft, restaurant and catering industry.

Caritas Zurich organises courses for social and labour market integration.

BAMIZ, Balkan Centre for Migration organises courses for Albanian, Bosnian and Turkish migrants in the field of language acquisition, offers psychosocial support as well as support in education for migrants coming from the Balkans who are enrolled in a Swiss school.

ECAP is an institution which provides continuous education and integration programs with financial support from the canton. ECAP offers alphabetisation courses and German courses from level A1 to C1. Moreover, the time plan is prepared in order for employed persons to visit the courses (in the afternoon or in the evening).

25 Ibid.
26 Ibid.
27 http://www.stadt-zuerich.ch/aoz/de/index.html (09.05.2011)
28 http://www.bamiz.ch/startseite (08.05.2011)
29 http://www.ecap.ch/National/DE/index_nat_de.htm (09.05.2011)
**Schools**

Machbar bildungs-gmbh, Aarau (private school)\(^{30}\) organises courses for adults in the area of integration. One of the courses implemented also in the canton of Zurich (Affoltern district) is a language course for women with preschool children.\(^{31}\)

Professional school of the Bülach district organises information courses on Swiss society for migrants with a certain German knowledge (especially B1 level) who prepare for naturalisation, as well as integration on the labour market.

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**III.4.3 Courses organised by municipalities**

Apart from the city of Zurich, the Office for Integration of the city of Winterthur\(^{32}\) as well as Andelfingen municipality are organising information events.

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**III.4.4 Other course offers**

The Office for Addiction Prevention Zuercher Unterland (specialized regional centre in the districts of Bülach and Dielsdorf) offers courses on integration in relation to education, health, networking and training.

In the city of Zurich some of the active organisations: AOZ, Churches (like the Romanian Orthodox Church, Russian Orthodox Church), Caritas Zurich, Schools (Fachschule Viventa, Paedagogische Hochschule).

The courses presented are only a sample of the entire offer available in the canton. However, the bid of courses is seen by some of the interview partners as insufficient and providing only marginal information (ZH-N1).

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**III.4.5 Course participants**

In the canton there are 171 communes (municipalities) where integration courses are being organised through civil society organisations and schools. Over 42% of students enrolled are migrants.

Programs offered by the canton target the following migrant groups: young migrants in their last year of school (initiatives meant to prevent delinquency, sport courses etc.), families (with initiatives involving women), highly qualified and refugees (ZH-G1). Courses offered at the city level address migrants from 80 countries, the biggest groups coming from regions like Balkans, Brazil, Sri Lanka, Thailand or Turkey.

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\(^{30}\) [http://www.mbb.ch/index_frames.html](http://www.mbb.ch/index_frames.html) (08.05.2011)
\(^{32}\) [http://www.integration.winterthur.ch/](http://www.integration.winterthur.ch/) (08.05.2011)

16
IV The (perceived) Impact of Integration / Introduction courses on Immigrants Integration Trajectories

IV.1 (Perceived) impact of the Integration Agreement

Opinions (expressed by our interview partners) regarding the impact of integration agreements are twofold. On one side, the opportunity that the agreements are offering – enrolment and attending a course – is seen as a positive outcome. On the other side, the criteria according to which the selection of the participants is being made raise questions regarding fairness and non-discrimination.

Moreover, another concern was the fact that the assessment of cases for which an agreement would be signed is made in the first interview, which is supposed to be a welcoming event. The 2010 evaluation, however, disclosed the fact that participants perceived the discussion with the officials as friendly and helpful. Moreover, professional translators were always available, with the exception of cases in which the official speaks the mother language of the migrant.33

IV.1.1 Effectiveness of the Integration Agreement

According to the 2010 evaluation, officials’ perception is that participants undergo a “slow but sure” process of integration. Moreover, the authorised persons (to make the agreement) have the opinion that, through the agreements, migrants have a better idea of what would mean to integrate into a new society. On the other side, participants also expressed a positive perception after visiting the courses (under the integration agreement), considering that their chances on the labour market have considerably improved.34

33 E. Tov et all. (2010)
34 E. Tov et all. (2010)
V Conclusions

By the time this research was conducted, integration was legally stipulated in the cantonal Constitution only, where integration is being specified as a mutual process (with the involvement of both migrants and locals). The phrasing of integration in the constitutional text was not changed (since it was established in late 1990’s), but its interpretation differs starting with 2008.

Before the current federal law on immigration entered into force (2008), integration projects followed the idea to promote the attitude of migrants and also the openness of local people. In 2008 the interpretation of the concept has been modified, using the individual responsibility. Therefore, a policy targeting the immigrants is being developed. The mutual process means that the state and the local society have to recognise and provide support to the migrants, but it’s up to the migrants to integrate. Thus, the general idea remains the same. However, instead of implementing projects to promote the openness, financial support is being offered for migrants to integrate and they have to be willing to integrate. This switch in the interpretation and thus in the cantonal integration policy can be based on the German-Swiss protestant tradition according to which the individual has to do something for him/herself. Moreover, one has to get involved, be responsible for oneself, in order to obtain one’s rights (e.g. to social care)(ZH-N2).
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