Migration and Cohabitation in South Tyrol

Recommendations for a Civic Citizenship in the Province of Bozen/Bolzano
In the province of Bolzano/Bozen, the new minorities who have arrived in the wake of recent migration flows from foreign countries encounter an unusual situation. The area already features the presence of German-speaking, Italian-speaking and Ladin-speaking communities. There exists a series of provisions and measures adopted in past decades in order to guarantee protection of the German- and Ladin-speaking communities and regulate relations between those communities and the Italian-speaking population as well as the Italian State. More recently, these linguistic, cultural, and institutional features have begun to interact with the presence of new communities of people with a migration background. This situation makes South Tyrol different from almost all the other Italian regions and provinces and forces the South Tyrolean provincial government to find its own approach to migration, adopting specific laws and policies that accompany those already dictated by the Italian State. The aim of migration policies is to manage migration flows while guaranteeing the fundamental human rights of people and offering them the best conditions possible for their inclusion in local society. However, in South Tyrol, migration policy must take into account its impact on the relations between the German, Italian-, and Ladin-speaking groups, relations with the Italian State, and the system set up in the province of Bolzano/Bozen to protect the German and Ladin language groups.

Developing a civic citizenship is an endeavour that involves the entire South Tyrolean society and must be a bottom-up dynamic process, in which civil society participates in the drafting of migration policies. In order to harmonize national policies and civic citizenship offered at provincial level, it is advisable that the Province of Bolzano/Bozen negotiate with the central state to gain as many competences as possible in the area of migration policies. In any case, in the name of civic citizenship, actions taken by the Province in migration matters must be driven by a spirit of acceptance and inclusion of all individuals living in South Tyrol and should not entail stricter criteria than those established at national level.

The main elements of civic citizenship are:

- Promoting diversity: In this sense, a recommendation is made to further increase the multi- and intercultural activities offered in the province of Bolzano/Bozen that highlight all cultures present in this area. These activities include instruction courses offering all the languages spoken in the countries of origin of those with a migration background, open to all people who are interested.

- Promoting events for bringing people together and programmes to foster intercultural contact and integration, during which the entire South Tyrolean population can interact, irrespective of their linguistic-cultural background. These programmes encourage the development of a shared sense of belonging to society and act as catalysts for a new civil society that includes all those who live in South Tyrol on a permanent basis, regardless of their cultural, social, linguistic or religious affiliation.

- Awareness and acceptance of the linguistic peculiarities of the South Tyrolean society (bi- or trilingualism) to allow for fuller participation and to foster a shared sense of belonging to South Tyrol. To this end, we recommend measures that favour the voluntary learning of local languages and that make these languages a real-life experience and the ‘languages of everyday life’.

- Promoting participation and equality: A recommendation is made to promote the participation of all those who live in South Tyrol in its political, social, cultural, and economic life in the province of Bolzano/Bozen and to adopt measures that expand the civil, political, economic, and social rights of those who do not have Italian citizenship. Furthermore, actions are needed to further fight against discrimination and racism, which deprive the concept of civic citizenship of its essential meaning and thwart actions in favour of inclusion. In particular, it is advisable that the main criterion for gaining access to welfare services of an economic nature in the province of Bolzano/Bozen be the person’s actual economic situation, without additional discriminatory requirements for people with a migration background. Steps should be taken to extend the right to vote and to streamline the procedures for acquiring Italian citizenship.

In 2011, the Bozen/Bozano Provincial Parliament passed a provincial law entitled “Integration of foreign citizens” that provides guidelines to facilitate the incorporation of foreign citizens into South Tyrolean society in the same manner as EU citizens and residents of a Member State. This approach was confirmed by the European Commission in its 2003 “Communication on integration, immigration and employment.” The 2005 communication entitled “A Common Agenda for European Union Immigrant Integration” and the European Council in its 2003 “Communication on immigration, integration and employment.” The communication entitled “A Common Agenda for Integration” states as one of the main objectives for the inclusion of third-country nationals in the European Union: “Expanding the value of developing a concept of civic citizenship as a means of promoting the integration of third-country nationals, including the rights and duties needed to give immigrants a sense of participation in society.”
Similar to the concept of ‘civic citizenship’ developed by the European Union, ‘residential citizenship’, as developed by Catalonia, is a symbolic citizenship, understood in a civic and pluralistic sense that is applicable to both the local population and to residents who are not Spanish citizens and who intend to settle in Catalonia. In this sense, all residents should share the same rights and responsibilities and enjoy the same guarantees in terms of human rights and equal opportunities, irrespective of their nationality and legal status. Residential citizenship is based on the enhancement of pluralism, on the principle of equality and on civic duties as behavioural criteria. A key element of the concept developed in Catalonia is that social cohesion among resident citizens is encouraged by the decision that made Catalonia the common public language and a vehicle for social, economic, political and cultural communication. As a consequence, promoting its dissemination, knowledge and usage becomes a shared social responsibility. The concept of residential citizenship aims to infuse the population with a migration background with a sense of belonging to the Catalan community, thereby encouraging them to participate in the process of forming the Catalan nation.

Both the concept of civic citizenship described in EU documents and that of residential citizenship developed in Catalonia represent new ways to include people in contemporary societies in the light of globalization and globalisation processes. These processes combine global development patterns with local cultural ones, along with transnational dynamic processes, and mark the transcendence of social, cultural, linguistic, or religious identities that are simply limited to State borders in favour of the creation of supranational forms of participation in a series of political communities.

These recommendations tailor the concepts of civic citizenship and residential citizenship to the characteristics of South Tyrol and to the Italian State system. Catalonia, in fact, while encompassing several recognized languages (Catalan, Castilian and Aranese), gives priority to Catalan. Instead, in South Tyrol, the objective is to grant equality to the Italian and German languages while also enhancing Ladin. In the case of South Tyrol, therefore, recommendations propose a civic citizenship understood as a voluntary social contract offered to all those who live permanently in South Tyrol, based on the respect for and enhancement of diversities, on the promotion of equality, non-discrimination and a culture of civility in which social cohesion among citizens derives from the awareness and acceptance of the specific nature of the South Tyrolean society. In other words, its bi- or trilingualism, its institutional organization, and its historical and cultural structure. This awareness and acceptance, understood as civic responsibility, would enable the entire population to fully participate in society, thereby creating the conditions for the development of a shared sense of belonging to the territory.

Civic citizenship understood as a voluntary social contract...

enhancement of diversities...

promotion of equality...

awareness and acceptance of the specific nature of the South Tyrolean society...

full participation in society...

conditions for the development of a shared sense of belonging to the territory

While civic citizenship mainly has a symbolic value, it also entails substantial effort. In fact, the introduction of civic citizenship requires that South Tyrol politics and society share a general position about the acceptance and inclusion of each individual who resides or intends to reside in South Tyrol on a permanent basis. The symbolism of civic citizenship is closely linked to the will and commitment of South Tyrol society in promoting diversity and the principle of equality; it therefore brings closer the community those who do not have the Italian citizenship yet, while permanently living here. At the same time, civic citizenship influences individual and collective behaviours and aims at improving cohabitation, thereby producing positive effects for society as a whole.

Furthermore, civic citizenship is all-encompassing, i.e. it is offered to the entire South Tyrolean population. It represents an instrument for ‘project identity’ (Castells, 2000), understood as a common objective, for all those who live permanently in South Tyrol, irrespective of their cultural, linguistic or religious background, who can participate and claim a sense of ownership. Civic citizenship is an opportunity to open dialogue about the future of South Tyrol and what it means to be South Tyrolean, even those who are not Italian citizens can engage in this dialogue on an equal footing with all South Tyrolean inhabitants.

**Instrument for “project identity”**...

**opportunity to open dialogue about the future of South Tyrol and what it means to be South Tyrolean**

This is the sense, the concept of civic citizenship imagined for South Tyrol is linked and conducive to the development of a territorial identity in South Tyrol. This process of identification sets aside ethnic affiliation and is based on the sense of belonging to the same territory and to a common political organization, on the shared awareness of the historical and linguistic features of this province, on sharing specific values and overarching symbols, and on a sense of sharing a destiny that unites every individual to the other members of the community. This sense of territorial identity – which according to some observers is already implicit in the concept of full autonomy (Villaminmorì) developed by Richard Thiene, political secretary of Südtiroler Volkspartei - would establish a bond among all inhabitants of South Tyrol, be they Italian, German or Ladin speakers or people with a migration background. In line with the European citizenship model, such a territorial identity would accompany the individual sense of belonging to a specific linguistic, ethnic, or religious community. In other words, it is a collective identity that complements individual and multiple identities, without erasing them but rather respecting and safeguarding them.

Civic citizenship, as it is intended in this document, becomes instrumental in the enhancement of multiple identities and, as a consequence, in developing a new policy for living together and participation, by involving all those who live permanently in South Tyrol.

Indeed, migration calls for an adjustment of the South Tyrolean system and the revision of rights, responsibilities, and forms of participation for those who live in the province on a permanent basis in light of the presence of new cultures and new forms of diversity. Civic citizenship marks the beginning of a negotiation process to develop a common vision of South Tyrolean society, create a more harmonious community, and encourage interactive cohabitation. If all goes well, civic citizenship, as drafted in this document, will become a catalyst for a new society characterised by the enhancement of multiple identities and the overcoming of divisions based on particularistic identities.

Civic citizenship... negotiation process to develop a common vision of South Tyrolean society...

**catalyst for a new society characterised by the enhancement of multiple identities and the overcoming of divisions based on particularistic identities**

These recommendations are organized into four chapters: actions to encourage cohabitation; promotion of language learning; actions to encourage participation and discourage discrimination; civic citizenship and competences. Each chapter starts with a short introduction on the main arguments, which are then further elaborated in the individual recommendations. Even though they are not numbered, these short introductions are an integral part of the recommendations, as they are functional to the development of the concept of civic citizenship in South Tyrol. Each chapter or recommendation, therefore, shall be interpreted as part of an organic system, linked to one another, and should not be removed from the general context. Furthermore, since this document revolves around the concept of civic citizenship, it is not exhaustive in the sense that it does not aim to cover all questions, issues, or topics that are directly or indirectly related to the migration phenomenon.

Before listing the recommendations, some terminology needs to be clarified. First of all, this document refers to people coming from foreign countries who intend to live for a medium or long-term period in South Tyrol. The document also tends to avoid using the words ‘immigrant’ or ‘migrant’ because these terms have taken on a negative connotation in the collective imagination. Furthermore, we did not want to categorize people based on their origin or social status. In addition, a person who has lived for some time in South Tyrol can no longer be technically considered an individual undergoing a process of immigration, but rather they are a person ‘with a migration history’. And yet the document refers to people coming from foreign countries who intend to live for a medium or long-term period in South Tyrol and those who already reside here. For this reason, the decision was made to use expressions such as ‘people who do not have the Italian citizenship and who live permanently in South Tyrol’, and, only when necessary, the expression ‘people with a migration background’. On this matter, we are aware of the fact that those who do not have the Italian citizenship and who live permanently in South Tyrol do not form a homogenous entity, as is also the case with the Italian-speaking and the German-speaking groups. Various elements, such as the family environment, age, qualifications, and work experiences as well as the socio-economic situation, influence the nature of inclusion, participation, and social relations of each individual. We sought to take this heterogeneity into account as much as possible in the document. Lastly, we decided to use the term ‘inclusion’ instead of ‘integration’, which characterizes the provincial law on migration because the word ‘integration’ excludes several domains that pertain to the governance of migration and the regulation of people’s living conditions. Indeed, the term ‘integration’ might suggest an approach to migration inspired by assimilation; therefore, ‘inclusion’ seemed to be a more appropriate and all-embracing choice.
Managing migration and the cohabitation of culturally different groups properly, as well as thinking about identity and the sense of belonging, are complex challenges and all the more so in a territory like South Tyrol, where there are already historically present language groups. Our wish is to deepen the understanding and advance the capability of political decision-makers and administrators, as well as civil society as a whole, in tackling these challenges in the best way possible.

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Migration and living together in South Tyrol
A Civic Citizenship for the Province of Bozen/Bolzano

I. ACTIONS IN FAVOUR OF COHABITATION

In addition to contributing to the wellbeing and inclusion into the local fabric of those who do not have Italian citizenship and live permanently in South Tyrol, the provincial cohabitation policy should govern the impact of migration on the linguistic, cultural, historical, and institutional traits of South Tyrol—the relations between the German-, Italian- and Ladin-speaking groups and relations with the Italian State. The most effective way to achieve this objective is to develop a civic citizenship for all those who live permanently in South Tyrol, irrespective of their nationality, ethnic or social origin, language, or religion. It has to be understood as a voluntary social contract, based on the respect for and enhancement of diversity, on the promotion of equality, on the fight against discrimination, and on the culture of civility. This contract shall be enacted by having people become aware of and make their own the specificities of South Tyrolean society, i.e. bi- and trilingualism, its institutional structure, the culture and history of the province of Bozen/Bolzano, in a spirit of civic responsibility. Civic citizenship would enable people to become an integral part of South Tyrolean society, laying the foundations for a shared sense of belonging to South Tyrol.

1. The acquisition of civic citizenship should be the result of voluntary actions. Foreseeing coercion or penalizing conditions in this matter, especially if they question the legal status of people, entails the risk of causing a sense of alienation and of provoking negative reactions. On the contrary, policies and actions for inclusion must induce stakeholders to consider becoming aware of and accepting the peculiarities of South Tyrol, as well as the fact of belonging to and participating in local society, as an advantage and an added value, to be acquired by means of conscious and voluntary choices.

2. Education can be decisive in spurring the development of civic citizenship among children and adolescents. Schools, indeed, are the first and most important platform for starting the process by which all those who live permanently in the province of Bozen/Bolzano get to know and gain ownership of the peculiar characteristics of South Tyrolean society. This enables people to fully participate in local society and to develop a sense of belonging to South Tyrol. Education must provide students with the knowledge and instruments needed to understand and discuss the concept of civic citizenship—by means of coordinating and implementing projects, meetings, teaching activities and education activities, in cooperation with teachers and associations. In order to promote civic citizenship, a school should not only be conceived of as teaching tool, but also as a place of inclusion, where contacts and intercultural relations are experienced for the integration of the entire population. Furthermore, schools must be prepared to accommodate the specific needs of all students in order to give them all, irrespective of their linguistic-cultural background, the same tools for success in life. To this end, the qualification of teachers in terms of their relational and intercultural competences should be further promoted, channels for the exchange of best practices among teachers should be favoured, and measures to tackle cases of discrimination and racism in schools should be introduced.

3. The process of accomplishing civic citizenship and a shared sense of belonging to South Tyrolean society cannot limit itself to the school system. Rather, it should be an organic and long-term process that embraces various levels and sectors as well as the entire life of people.

   Process ... that embraces ... the entire life of people

4. The concept of civic citizenship is rooted in the respect for and the promotion of diversity. In this spirit, it is advisable that multi- and intercultural projects be offered at various levels and be promoted by different entities, thereby increasing occasions for exchange and dialogue. These projects should be integrated into the various provincial programmes, for example in the sectors of social and education policies. Furthermore, multi- and intercultural projects are a means to consolidate social cohesion, mutual knowledge, and interaction between the various groups.

   A Civic Citizenship for the Province of Bozen/Bolzano

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The promotion of diversity...

5. In order to develop civic citizenship and a shared sense of belonging, it is necessary to increase opportunities for bringing people together and programmes to foster contacts and intercultural integration (such as voluntary language teaching, the "With New Cultures project, community kitchen gardens, and time banking), in which the entire South Tyrolean population can interact, irrespective of their linguistic-cultural background. In order to be effective, these programmes should not be solely planned as an occasion to bring people into contact. Rather, they must aim at pursuing a practical and useful objective for participants. In this way, these programmes become spaces of genuine equality in which all those who live in South Tyrol can interact and cooperate, going beyond linguistic-cultural divisions, and pursue a common interest. Furthermore, these programmes fostering contacts and inclusion can act as catalysts for a new civic society that includes all those who live permanently in South Tyrol, irrespective of their nationality, ethnic or social origin, language, or religion. On this matter, sports, music, cultural, leisure and voluntary associations must be open to all those who live in South Tyrol, going beyond the linguistic-cultural backgrounds of people. In regards to the youth, we recommend supporting self-management experiences in which young people come forward as interlocutors of civic citizenship.

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6. A number of offices of the Bozen/Bolzano provincial administration that deal with issues related to migration (for instance, education, vocational training, cultural services) are institutionally subdivided by linguistic areas. Nevertheless, the concept of civic citizenship should be experienced and implemented in a uniform way by all competent public offices and for the entire population. In addition, in order to forge a shared sense of belonging, it is advisable that sector policies (social affairs, labour, education, health etc.) be planned in unison, which would also entail the involvement of staff with a migration background. This approach demands stronger cooperation among all provincial offices, in particular school superintendencies, to plan, organize, and offer common activities, such as those that already take place through the Language Centres and the Service Giovan (literally, Youth Service).

The civic citizenship concept must be realised in real life and should not remain a rhetorical construction. Nevertheless, this does not rule out the importance of its political thematisation nor the need for the institutions of the Bozen/Bolzano Province to publicly talk about it in order that people with a migration history perceive the will of institutions to promote real equality and active participation in society and convey to the local population a message of inclusion.

9. Civic citizenship should also be encouraged by promoting participation in traditional local activities by those who do not have the Italian citizenship or with a migration background and who live permanently in South Tyrol. This could include, for instance, their membership in musical bands or in voluntary fire brigade groups, their participation in festivals (including their organisation) and so on. In order to further consolidate civic citizenship, participation should be planned and accomplished in an intercultural context, which also encompasses measures that encourage the local population to participate in the traditional activities of the cultures of origin of residents with a migration history.

II. PROMOTION OF LANGUAGE LEARNING

2. Actions and campaigns should be started to raise awareness in the entire population to the topic of migration and inclusion, highlighting the role and positive contribution of people who do not have Italian citizenship and/or have a migration background. Such people should be regarded as an integral part of society and not as "foreign competitors" who take away local resources and are a burden for society. Everybody will understand the need to respect and enhance diversity, understood as a source of enrichment for the entire community. To this end, programmes such as "Puliamo per renderci arini" (literally: "Let's clean up to be useful"), in which people who do not have the Italian citizenship carry out useful tasks for the community, can be expanded. The same applies to programmes through which companies map the language, working, cultural, or social skills of workers to promote their employability and favour synergy at the workplace. These programmes must be open to the entire South Tyrolean population.

3. Inclusion policies and actions should also comprise symbolic events, such as official ceremonies in which local authorities explicitly acknowledge those who live permanently in South Tyrol without Italian citizenship as members of the South Tyrolean community. This type of initiative produces psychological effects that strengthen people's sense of belonging to society. One example could involve setting up an official ceremony to be held when specific requirements set out by immigration provisions are met or when a certain administrative procedure is completed, for instance when the EC long residence permit is issued or when the necessary number of credits is reached for the so-called Integration agreement.

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10. Policies and actions for cohabitation should be tailored to their specific needs. For instance, there is a need to increase the availability and improve the quality of language courses, as well as make them accessible to those who do not have the Italian citizenship and who live permanently in South Tyrol. Course should be tailored to their specific needs.

16. Learning local languages, as a key element of civic citizenship, should originate more from personal interest and reinforce the sense of awareness of local identities among all those who do not have the Italian citizenship. Furthermore, this bottom-up approach should go beyond elite groups in the population with a migration background and involve all walks of life as well as more peripheral communities. The Service coordinamenti immigrazione (Integration co-ordination office), which is already entrusted with the task of promoting networks with public and private entities, is the best placed body to guide the development of an action plan for this purpose.

Interlocutors and promoters of the process of developing civic citizenship include...

12. The civic citizenship project must be implemented in a uniform manner throughout the entire province of Bolzano/Bozen and should not be limited only to those (urban) areas that have more experience with widespread migration.

13. Interlocutors and promoters of the process of developing civic citizenship do not only include the institutions of the Bolzano/Bozen Province but also political parties, all local authorities, starting with municipal administrations, and civil society as a whole (red/white cross, trade unions, associations, the private sector, bodies which represent people with a migration background at municipal and provincial levels, single individuals etc.). Achieving the goals of civic citizenship also pertains to political and social actors who do not directly deal with the topic of migration.

14. To be effective, cohabitation policies and actions must follow a bottom-up approach and entail broad participation in order that people are brought closer to the governance of migration issues. Civil society must be directly involved in the planning, approving, and implementing of these actions and an action plan needs to be developed for this. In particular, the different organizations dealing with people without Italian citizenship and associations that represent those with a migration background shall be involved. In the province of Bolzen/Boalzo, the role of these organizations should be further strengthened, promoted, and institutionalised, in order to involve people with a migration background and make them active parties in decision-making processes. This principle also helps promote the employability and favour synergy at the workplace. These programmes must be open to the entire South Tyrolean population.

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8. The civic citizenship concept must be realised in real life and should not remain a rhetorical construction. Nevertheless, this does not rule out the importance of its political thematisation nor the need for the institutions of the Bozen/Bolzano Province to publicly talk about it in order that people with a migration history perceive the will of institutions to promote real equality and active participation in society and convey to the local population a message of inclusion.

9. Civic citizenship should also be encouraged by promoting participation in traditional local activities by those who do not have the Italian citizenship or with a migration background and who live permanently in South Tyrol. This could include, for instance, their membership in musical bands or in voluntary fire brigade groups, their participation in festivals (including their organisation) and so on. In order to further consolidate civic citizenship, participation should be planned and accomplished in an intercultural context, which also encompasses measures that encourage the local population to participate in the traditional activities of the cultures of origin of residents with a migration history.

10. Policies and actions for cohabitation should be tailored to the profiles of individuals to the greatest extent possible. In particular, variations in age, gender, and geographical context should be taken into account, paying special attention to the differences between urban and rural contexts. Based on the assumption that inclusion is a mutual process, these variables (age, gender, geographical context) must be considered for the entire South Tyrolean population. Furthermore, since the potential beneficiaries of policies and actions for cohabitation are the so-called second and third generations, (i.e. those with at least one parent who is not an Italian citizen) special attention should be devoted to groups when planning and implementing policies and actions for cohabitation.

11. A number of offices of the Bozen/Bolzano provincial administration that deal with issues related to migration (for instance, education, vocational training, cultural services) are institutionally subdivided by linguistic areas. Nevertheless, the concept of civic citizenship should be experienced and implemented in a uniform way by all competent public offices and for the entire population. In addition, in order to forge a shared sense of belonging, it is advisable that sector policies (social affairs, labour, education, health etc.) be planned in unison, which would also entail the involvement of staff with a migration background. This approach demands stronger cooperation among all provincial offices, in particular school superintendencies, to plan, organize, and offer common activities, such as those that already take place through the Language Centres and the Service Giovan (literally, Youth Service).

14. The school system stands out as one of the most effective instruments for promoting knowledge of local languages. Its role should be further expanded, for instance, by enhancing provincial language centres. In any case, the promotion of language learning should not be limited to the school sector but extended to society as a whole with additional out-of-school actions and actions for adults. In particular, there is a need to increase the availability and improve the quality of language courses, as well as make them accessible to those who do not have the Italian citizenship and who live permanently in South Tyrol. Course should be tailored to their specific needs.

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the voluntary choice of individuals than from obligations or coercion. In order to stimulate the learning and usage of local languages, especially among adults, we should start campaigns to publicize the advantages of knowing loc- cal languages, for instance, in terms of social mobility and wages.

17. Policies that promote language learning should include suitable measures to make local languages a real-life ex- perience (and the ‘languages of everyday life’). This means that local languages should not only be taught at school or used for communication in public institutions or at work, but that their use has to be encouraged in oth- er sectors of everyday life, such as trade, sport, leisure, cultural and after-school activities, religious life, and in as- sociations. Furthermore, in order to maximize their effects, language policies should involve the more influential peo- ple in the communities with a migration background, for instance, by planning special courses for religious lead- ers. Lastly, civil society as a whole must be included in the planning of these actions, with a view to reinforcing the concept of a local language as a real life experience.

Learning local languages ... voluntary choice of individuals ... make local languages a real-life experience (the ‘languages of everyday life’)

18. Since the local population plays a decisive role in lan- guage learning, campaigns and measures need to be started to encourage citizens to speak their primary language with those who live permanently in South Tyrol and do not have a good knowledge of local lan- guages yet. To this end, programmes coordinated by the Province of Bozen/Bolzano and aimed at involving the local population in teaching their primary language, also within the framework of voluntary work, should be reinforced and spread. These programmes also produce a positive effect on mutual knowledge and in preventing prejudice and mis- trust among people from different cultures.

19. A greater number of language courses should be offered before migration takes place, i.e. before people arrive in South Tyrol. These courses could be offered abroad through embassies and consulates or via on-line courses. The quo- ta system, provided for by the national laws in force, gives priority to citizens who are not Italian nationals and who attend vocational training courses abroad. These courses could be organized by local authorities, employers’ as- sociations, trade unions, and associations in the field of migration. This opportunity should be extended in the province of Bozen/Bolzano by organising courses that also include linguistic, historical and cultural elements. In any case, under no circumstances, should attendance of such courses become a prerequisite for being granted residence in South Tyrol.

20. Actions aimed at favouring the learning of local lan- guages should be followed by the acknowledgement and promotion of the primary languages of those who do not have Italian citizenship. By respecting and promot- ing linguistic diversity, the motivation of people to learn local languages and cultures will increase and dialogue and exchange are encouraged. Furthermore, promoting the primary languages of those who do not have Italian citi- zenship is also instrumental in learning local languages since it generally improves the capability of learning new languages. Lastly, learning the primary languages of those who do not have the Italian citizenship helps overcome the generation gap that often grows between parents, i.e. first generation persons with a migration background and their children, the second generation who might or might not have a migration background. Actions taken for this pur- pose in the province of Bozen/Bolzano must address all those who live in South Tyrol.

21. In the province of Bozen/Bolzano, the availability of courses in the languages of those who do not have the Italian citizenship should be expanded and added to the activities coordinated by provincial language centres and by intercultural mediators. Such courses should not be or- ganized only by the public administration but could also be offered by associations, language schools, or other pri- vate entities with a government support. Courses in the primary language of students who do not speak Ital- ian and/or German as their primary language should be offered as extracurricular activities in schools. Such courses should also be made available to students with Ital- ian and/or German as their primary language in order to favour dialogue and social interaction.

22. Language policies should also take into account the need to facilitate access to social services for peo- ple who live permanently in South Tyrol and do not have good knowledge of local languages yet. For instance, possible measures could include expanding the activity of mediators and of intercultural associations, giv- ing language support and assistance, translating the most important documents and drafting information sheets in the more widely spoken languages among those who do not have the Italian citizenship and who live permanently in South Tyrol. At the same time, it is essential that public of- ficials receive proper training so that they can check and improve their intercultural skills, which are a precondi-
tion to being able to interact effectively with the population with a migration background.

... promoting the primary languages of those who do not have the Italian citizenship ... the availability of courses in the languages of those who do not have the Italian citizenship should be expanded ... facilitate access to social services for people who live permanently in South Tyrol and who do not have good knowledge of local languages yet ...

23. Among the new challenges that can emerge when defin- ing and implementing language policies, there looms the so-called ‘reverse discrimination’ problem, caused by ex- cluding the local population from free-of-charge language courses offered by the provincial language centres to peo- ple who do not have Italian citizenship. This problem must be tackled by extending actions for the learning of local languages to the entire population residing in South Tyrol. For instance, anyone living in South Tyrol, with or without Italian citizenship, should be entitled to attend language courses offered by language centres, except for those who have attended a school level in South Tyrol and who have therefore already had the opportunity to learn the local languages.

24. Specific indicators should be developed to obtain a more reliable picture of the language skills of those residents whose primary language is not Italian or German. This as- sessment would enable the addressing of problems in a more knowledgeable way and the monitoring of effects of provin- cial actions in favour of language learning. An indicator for the usage of the local language in the family setting and es- pecially between husband and wife and between parents and children, for instance, would be useful in gauging the inter- generational transmission of languages.

25. The exchange of teaching material and language best prac- tices in managing relations with the population with a migration background should be started and/or increased, especially among territories where the same languages are spoken or with a multilingual context that are similar to South Tyrol (for instance Catalonia and Québec).

III. ACTIONS IN FAVOUR OF PARTICIPATION AND AGAINST DISCRIMINATION

The concept of civic citizenship is based on the participation of all those who live permanently in South Tyrol in its politi- cal, social, cultural and economic life, as well as on promoting equality and fighting against discrimination. Actions in fa- vor of participation and equality include those who do not have the Italian citizenship and who live in South Tyrol to benefit from all the advantages of civic citizenship. Nev- ertheless, in order to be effective, civic citizenship must be a positive experience. For this reason, measures should be adopted in the province of Bozen/Bolzano to eliminate une- qual conditions and minimize disadvantages related to the “immigrant” status, while favouring the extension of politi- cal, civil, social and economic rights to those who do not have the Italian citizenship and who live permanently in South Tyrol. Any hindrance to the enjoyment of these rights shall be removed and any abuse must be prosecuted.

26. The right to political, social, cultural, and economic participation for all those who live permanently on the ter- ritory of the province of Bozen/Bolzano is a key element of the concept of civic citizenship. Moreover, civic citizenship is a means capable of generating a sense of belonging to a territory and to society. Nevertheless, it is obvious that you cannot feel you belong to a community if you cannot partic- ipate in it. In the province of Bozen/Bolzano, there is a need to encourage the participation of those who do not have the Italian citizenship and who live permanently in South Ty- rol at all levels of social, economic, cultural, and political life, decision-making processes included. Increasing the participation of those with a migration background does not only concern politics and provincial institutions but also South Tyrolean society as a whole, in all its domains. The entire civil society, media included, and all local insti- tutions should contribute to achieving this objective.

27. In order to strengthen the enjoyment of political, civil, social and economic rights of those who live permanent- ly in South Tyrol, irrespective of their nationality, ethnic or social origin, language or religion, the Province of Bozen/ Bolzano should encourage the central State to make the acquisition of Italian citizenship easier, especially for the so-called “second and third generation.” Currently, in accordance with the national laws in force, the children of individuals without the Italian citizenship, who are born in Italy, can choose the Italian citizenship at age 18, on condition that they can prove that they have resided con-
tiously in Italy. Furthermore, for the second and third generation of those who do not have the Italian citizenship and who have resided in South Tyrol for at least 5 years, the Province of Bozen/Bolzano should seek to obtain from the Italian State specific measures for the issuance of permanent residence permits for minors who have grown up in Italy, separately from those of their parents, to be granted before they turn 18.

28. Even though the central state competently regulates political rights, the Province of Bozen/Bolzano should take a stand in favour of extending such rights to those who do not have the Italian citizenship, appealing to an interpretation of the Italian Constitution and laws as well as of the European norms that should not only be a literal interpretation but also consider their spirit. Such interpretations envisage the possibility of extending the right to vote at the local level to citizens without citizenship of the State in which they reside. In order to strengthen the concept of civic citizenship, the Province of Bozen/Bolzano should therefore urge the central state to extend political rights to those who do not have Italian citizenship yet but who live permanently on Italian territory, such as active and passive electoral rights at municipal level, at least for those with a residence permit for long term residents.

29. Councils created at local level and made up of people with a migration background are useful instruments envisaged by national laws for the participation in decision-making processes. In this regard, a number of aspects of the “Provincial immigration council”, set up under the provincial law entitled “Integration of foreign citizens,” should be further discussed. In particular, the provisions concerning its composition should be revised according to the provincial law, members representing the provincial territory, as well as the means to make its role more effective, for example, by increasing the autonomy of the provincial immigration council in decision-making processes. In this sense, the Province of Bozen/Bolzano should not only be active in reinforcing inclusion policies, by national laws, at the national level, but should coordinate all its actions in light of this goal, involving different sectors such as education, health, and housing and labour policies make it easier to intervene by adopting policies and measures that are specific to the local situation and social, economic, and cultural context. The Province of Bozen/Bolzano should be constantly active in reinforcing inclusion policies, by giving priority to the acceptance and participation of the population with a migration background to territorial and local bodies and to competences exercised at the provincial level. In any case, competences exercised and actions taken by the Province in migration matters must be driven by a spirit of acceptance and inclusion of all individuals living in South Tyrol, as the basis of civic citizenship; in this sense, the Province should not introduce in any domain stricter criteria than those established at national level.

30. Civic citizenship is conceived as a voluntary act. In this sense, the so-called Integration agreement and the other mandatory requirements that any citizen coming from a non-EU member country, under the Italian law, must fulfil in order to obtain and maintain a legal status on the Italian territory are contrary to the spirit of civic citizenship and should be opposed since they are coercive measures.

31. The civic citizenship concept implies extending social rights to those who live permanently in South Tyrol and who do not have the Italian citizenship. Inequality in the enjoyment of social rights creates first and second-class categories of individuals and this is contrary to the concept of civic citizenship. In the province of Bolzano, the main criterion for gaining access to welfare services of an economic kind should be the person’s actual economic situation. Additional requirements that discriminate against people with a migration background, such as the five year residence status, slow down the process of eliminating those inequalities that undermine the concept of civic citizenship.

… it is advisable that the Province of Bolzen/Bolzano adopt additional instruments to favour participation…

… the Province of Bolzen/Bolzano should … urge the central State to make the acquisition of Italian citizenship easier … and obtain from the Italian State specific measures for the issuance of permanent residence permits for minors…

… the main criterion for gaining access to welfare services of an economic kind should be the person’s actual economic situation …

32. In order to extend social rights to all those who live in South Tyrol, irrespective of their nationality, ethnic or social origin, language or religion, “truth campaigns” are needed to make the entire population understand the real situations that exist behind requests to gain access to social services, making it clear that those who do not have the Italian citizenship and who live permanently in South Tyrol sometimes gain access to certain services more easily than others because they meet the specific requirements more often than other categories of citizens. Moreover, they often use some services, such as those for the elderly, less frequently than others.

33. Actions against discrimination and racism are key elements of the concept of civic citizenship. As a matter of fact, discriminating and racist acts prevent us from fully benefiting from the advantages of civic citizenship, derive it of its essential contents, and thwart actions in favour of inclusion. In order to make civic citizenship a “real-life experience”, it is insufficient to perceive that people with a migrant background be accepted as an integral part of society; there must also be awareness of protection measures by the competent authorities. All sectors of South Tyrolean society must endorse the fight against discrimination and racism. In particular, the Province of Bolzen/Bolzano should coordinate all its actions in light of this goal and simultaneously start campaigns against the criminalization of those with a migration background or against the creation of scapegoats. Furthermore, measures are needed to prevent stereotypes of people with a migration background from spreading, for instance, in teaching material and in the media. Such actions, which should address the entire population of South Tyrol, are key instruments in reinforcing full participation in society and the sense of belonging. In this regard, it would be advisable to increase the autonomy of the Centro di tutela contro le discriminazioni (literally Anti-discrimination centre), which is to be put in place with the Provincial labour department.

34. Political parties and public bodies must avoid expressing provocative positions on migration, especially with reference to relations between local language groups or between South Tyrol and the national State. Provocative stands, in fact, can lead to counterproductive measures or can criminalize categories of individuals, thereby undermining social cohesion and peaceful cohabitation.

35. Actions, information campaigns and other initiatives in migration matters should not produce reverse discrimination against the local population. Even though actions can be tailored to different conditions that are especially pervasive for people with a migration background, they should not be exclusively focused on those who do not have the Italian citizenship, but should be open to society as a whole.

… Actions against discrimination and racism are key elements in the concept of civic citizenship…

In particular, the Province of Bolzen/Bolzano should coordinate all its actions in light of this goal…

IV. CIVIC CITIZENSHIP AND COMPETENCES

Civic citizenship requires that the Province of Bolzen/Bolzano take an active role in drafting migration policies, where the limits established by Italian laws. In this regard, it is advisable that the Province negotiate with the central State as many competences as possible in this field, in order to harmonize national policies and civic citizenship offered at the provincial level. In any case, competences exercised and actions taken by the Province in migration matters must be driven by a spirit of acceptance and inclusion of all individuals living in South Tyrol, as the basis of civic citizenship; in this sense, the Province should not introduce in any domain stricter criteria than those established at national level.

36. National laws assign the majority of competences in matters regarding the inclusion of people with a migration background to territorial and local bodies and to competent regional or provincial ministries. Since inclusion is an over-arching field of action, involving different sectors such as education, health, and housing and labour policies make it easier to intervene by adopting policies and measures that are specific to the local situation and social, economic, and cultural context. The Province of Bolzen/Bolzano should be constantly active in reinforcing inclusion policies, by giving priority to the acceptance and participation of the population with a migration background to territorial and local bodies and to competences exercised at the provincial level. In any case, competences exercised and actions taken by the Province in migration matters must be driven by a spirit of acceptance and inclusion of all individuals living in South Tyrol, as the basis of civic citizenship; in this sense, the Province should not introduce in any domain stricter criteria than those established at national level.

37. Based on national laws, the central state is competent in controlling migration flows. Territorial bodies have room for action, albeit an extremely limited one, regarding this matter–this includes the possibility to send a report to the central state about the conditions of people with a migration background present on the territory, with forecast indications about flows that can be sustained in the following three-year period in the light of the absorption capacity of the social and economic framework; and also the possibility to organize vocational training programmes abroad, which give attendants priority in the quota of people authorized to enter the Italian territory. In any case, if new competences are negotiated for the Province of Bolzen/Bolzano in migration flow regulation matters, this should not lead to the introduction of measures or provisions limiting fundamental rights, for instance by...
establishing incongruous or illegitimate requirements. Furthermore, any additional involvement of the Province in immigration matters should not entail stricter entry and stay requirements for South Tyrol than those for the rest of the Italian territory or a selection of migrating people based on criteria such as their nationality, ethnicity, culture, language, or religion. Finally, in case of new competences of the Province in immigration control matters, entry and stay procedures and requirements should be applied uniformly throughout the entire South Tyrolean territory and should not be left to the discretionary power of authorities.

38. In order to adjust migration policies to specific local situations, it is advisable that this matter be decentralized as much as possible at municipal level. Nevertheless, the Province of Bozen/Bolzano, additionally through the activities of the Centro di tutela contro le discriminazioni (literally Anti-discrimination centre), should take on a supervisory role of the provisions adopted by local authorities in order to develop a consistent civic citizenship throughout the entire provincial territory and to avoid treatment discrepancies in the various municipalities.

39. Since migration is a transnational issue, the Province should continue focusing on international cooperation and on migration actions at supranational level (for instance through EU institutions, Arge Alp or the European Region Tyrol-South Tyrol-Trentino).

40. Migration is a social phenomenon that needs continuous analysis. Therefore a periodic quantitative and qualitative survey system should be set up to assess the living conditions of those with a migration background, their inclusion in society, and the impact of their presence on society itself. The goal is to identify possible problems before they produce their negative results. The Servizio coordinamento immigrazione (literally Immigration coordination office) and/or ASTAT (the Provincial institute of statistics), in addition to the quantitative and qualitative studies published so far, should deploy part of their available resources to developing a set of indicators and parameters to be periodically applied within the framework of comparative studies, especially qualitative ones (using surveys, interviews, etc). The second qualitative study by ASTAT on migration was published several years after the first one; these surveys should be performed at regular and shorter intervals. Furthermore, studies made in these fields must be enhanced by specific campaigns for their dissemination in social and political settings.

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The aim of the project is the analysis of migration policy in autonomous regions (Catalonia and South Tyrol) and of practices able to guarantee both the integration of new migrants and the protection of traditional autochthonous communities and minorities.

The Institute for Minority Rights represents many years of applied research on the protection of minorities, cultural diversity and European integration as well as the resolution of ethnic conflicts. Apart from its research activities, the Institute offers consultancy and advanced education and training programmes.