# Supporting information

## List of interviews

### Federal level authorities

1. State Secretariate for Migration (SEM), 11/12/2018, Berne
2. State Secretariate for Migration (SEM), 26/09/2018, Lausanne
3. State Secretariate for Education, Research and Innovation (SERI), 06/02/2019, Berne

### Cantonal offices

1. Canton of Basle-City: Office of social assistance, 12/2/2019, Basle
2. Canton of Berne: Cantonal office of vocational education, 14/12/2018, Berne
3. Canton of Geneva: Office pour l’orientation, la formation professionnelle et continue, (OFPC), 28/04/2018, Geneva
4. Canton of Grisons: Office of vocational education, 14/08/2018, telephone
5. Canton of Jura: Service de la formation post-obligatoire (SFP), 05/07/2018, Delémont
6. Canton of Lucerne: Cantonal office of vocational education, 24/1/2019, Lucerne
7. Canton of Neuchâtel: Service des formations post-obligatoires et de l'orientation, 20/08/2018, Neuchâtel
8. Canton of Valais: Ecole artisanat professionelle service communautaire, (EPASC), 21/08/2018, Martigny
9. Canton of Vaud: Direction générale de l’enseignement post-obligatoire, (DGP), 03/08/2018, Lausanne
10. Canton of St.Gallen: Office of vocational education, 29/3/2018, St.Gallen
11. Canton of St.Gallen: Association of municipalities of St.Gallen for integration projects, (TISG), 09/04/2019, St.Gallen
12. Canton of Thurgau: Cantonal office of vocational education, 13/11/2018, Frauenfeld
13. Canton of Zurich: Cantonal office of vocational education, 27/11/2018, Zurich

### Professional training organizations (PTOs)

1. Construction: Polybau, 26/3/2018, Uzwil
2. Health: Geneva ORTRA Santé, 2/08/2018, Geneva
3. Mechanics and automation: Swissmem, 29/01/2019, Winterthur
4. Building technology: Suissetec, 06/02/2019, Berne
5. Rail construction and cleaning: Login, 03/07/2018, Olten
6. Logistics: Swiss association for vocational education in logistics (Schweizerische Vereinigung für Berufsbildung in der Logistik, ASFL), 15/08/2018, telephone
7. Meat preparation: Swiss association of meat specialists (Schweizerische Fleisch-Fachverband, SFF), 02/08/2018, Zurich
8. Printing: Viscom, 10/8/2018, Berne

### External experts/consultants to the policy process

1. Swiss Federal Instistitute of Vocational Education and Training (SFIVET), 01/04/2019, Zollikofen

## List of analysed government documents

 Eidgenössisches Departement für Wirtschaft, Bildung und Forschung. (2017). Zusammenarbeit Arbeitslosenversicherung und Sozialhilfe. Berichte der Arbeitsgruppen Arbeitsmarktfähigkeit, Finanzierungsmodell und Rahmenvereinbarung. Bern: Eidgenössisches Departement für Wirtschaft, Bildung und Forschung (WBF), Staatssekretariat für Wirtschaft (SECO), Konferenz Kantonaler Volkswirtschaftsdirektoren (VDK CDEP), Verband Schweizerischer Arbeitsmarktbehörden (VSAA), Konferenz der kantonalen Sozialdirektorinnen und Sozialdirektoren (SODK), Schweizerische Konferenz für Sozialhilfe (SkOS), Schweizerischer Gemeindeverband, Städteinitiative Sozialpolitik.

 Landert, C., & Eberli, D. (2015). Bestandsaufnahme der Zwischenlösungen an der Nahtstelle 1. Zürich.

 Regierungsrat des Kantons Basel-Stadt. (2017). Anzug Sarah Wyss und Konsorten betreffend Fachkräftemangel beheben durch Nachholbildung von Zugezogenen. Basel.

 Eidgenössisches Departement für Wirtschaft, Bildung und Forschung. (2014). Berufsabschluss und Berufswechsel für Erwachsene. Bestehende Angebote und Empfehlungen für die Weiterentwicklung. Bern: Eidgenössisches Departement für Wirtschaft, Bildung und Forschung.

 Schweizerische Eidgenossenschaft: Der Bundesrat. (2015). Begleitmassnahmen Artikel 121a BV: Verstärkung der Integrationsmassnahmen für Flüchtlinge und vorläufig Aufgenommene. Bern: Schweizerische Eidgenossenschaft: Der Bundesrat.

 Staatssekretariat für Migration (SEM). (2016). Eckpunkte Pilotprogramm "Integrationsvorlehre". Bern: Eidgenössisches Justiz- und Polizeidepartement EJPD.

 Staatssekretariat für Migration (SEM). (2017). Modell Kantonsübergreifende Zusammenabeit im Pilotprogramm "Integrationsvorlehre (INVOL)". Bern: Staatssekretariat für Migration (SEM).

 Staatssekretariat für Migration (SEM). (2018). Anhang 4 zum Rundschreiben vom März 2017 zum Pilotprogramm Integrationsvorlehre: Übersicht aktuelle Zusammenarbeit mit nationalen OdA. Bern: Staatssekretariat für Migration (SEM).

## List of analysed newspaper articles

Felber, P. (2017). Die Zeit drängt, sonst ist das Geld weg. Basellandschaftliche Zeitung.

Schneider, H. (2019, 5. Februar). Vorlehre wird als Chance betrachtet. Frutigländer.

Schöchli, H. (2019, 26.2.2019). Stärker motiviert als Schweizer Lehrlinge. Neue Zürcher Zeitung.

## Interview Codebook Integration pre-apprenticeships

### Main code: ‘Process of the elaboration and implementation of the INVOL program’

#### Sub-code: ‘Professional training organization - Process of elaborating INVOL’

* Hours worked and process steps on the side of professional training organizations

#### Sub-code: ‘Canton - Process elaboration INVOL’

* Hours worked and process steps on the side of cantons

#### Sub-code: ‘SEM - Process elaboration INVOL’

* Adaptations of the program on the side of the SEM, point in time of certain activities allowing to establish the sequence of different steps

### Main code: ‘Characteristics of different INVOL Curricula’

#### Sub-code: ‘Mixed profiles’

* INVOL curricula combining content of more than one occupation

#### Sub-code: ‘Curriculum/teaching material INVOL’

#### Sub-code: ‘Support and mentoring of INVOL candidates’

### Main code: ‘Administrative aspects of the INVOL program'

#### Sub-code: ‘Financing / costs of the program'

#### Sub-code: ‘Work permit / residency status'

### Main code: ‘Actors and Coalitions – Coordination among different actors’

#### Sub-code: ‘Professional training organization – cantons – schools’

* Coordination with respect to the program INVOL
* Coordination with respect to other educational programs

#### Sub-code: ‘Coordination across professional training organizations’

* Coordination with other professional training organizations

#### Sub-code: ‘Professional training organizations: Coordination with the State Secretariate of Migration’

#### Sub-code: ‘Intercantonal coordination’

* Intercantonal coordination: Elaboration of curricula
* Intercantonal coordination: Cross-border candidates

#### Sub-code: ‘Intracantonal coordination’

* Coordination between different cantonal public offices
* Coordination between vocational schools and cantonal public offices
* Coordination between private foundations and public offices
* Political opposition against cantonal public offices

#### Sub-code: ‘Coordination across federal offices’

* Coordination between State Secretariate of Migration and State Secretariate of Education, Research, and Innovation

#### Sub-code: ‘Coordination with employers’

* Recruitment of employers by cantons or professional training organizations
* Involvement of employers in the development of the INVOL program

#### Sub-code: ‘Coordination between State Secretariate of Migration and cantons’

* When cantons describe how the coordination with the State Secretariate of Migration worked and how coordination could have been improved
* When cantons describe that they weren’t involved enough in the elaboration of the program INVOL

#### Sub-code: ‘Type of interaction in coalitions’

* Interactions in coalitions: coordinate, compete, interact very generally
* Personal contacts: if personal contacts are leveraged in the coordination

### Main code: ‘Additional actors involved in the elaboration of INVOL’

#### Sub-code: ‘Unions and remuneration’

* When salaries of INVOL-candidates are discussed

#### Sub-code: ‘State Secretariate of Education, Research and Innovation’

* When actors talk about the State Secretariate of Education, Research and Innovation

#### Sub-code: ‘Municipalities’

* The role of municipalities in the implementation of the program; financing of the program

#### Sub-code: ‘Refugees’

* Occupations, that are met with interest by refugees

### Main code: ‘Other ACF elements present in this case'

#### Subcode: ‘External events'

* When actors talk about the refugee crisis

#### Subcode: ‘Policy learning'

* When State Secretariate of Migration is described to have learned a lot in the process

#### Subcode: ‘Negotiated agreement'

* Compromise between State Secretariate of Migration and State Secretariate of Education, Research and Innovation
* Compromises between different cantonal offices

### Main code: ‘Professional training organization (PTO)’

#### Sub-code: ‘Professional training organization’

* Information in relation to how the organization is structured and organized

#### Sub-code: ‘Professional training organization activities’

* Information in relation to other activities, than implementing the integration pre-apprenticeship program; description of challenges in VET system in general

#### Sub-code: ‘Professional training organization financing’

* If they describe the financial situation of the organization, or how they get their resources

#### Sub-code: ‘Professional training organization - French and German-speaking part’

* Organization within the professional training organization, coordination between locations in the German-speaking and in French-speaking part of Switzerland

### Main code: ‘INVOL – Cantonal program offers for refugees and migrants (Programs before and after INVOL)'

#### Sub-code: ‘Alternatives to INVOL’

* Description of programs implemented instead of INVOL, in cantons that decided not to implement it

#### Sub-code: ‘INVOL – existing cantonal offers’

* If cantons describe, how INVOL complements their cantonal measures; If cantons describe that their existing offers serves as a template for developing the national INVOL-program

#### Sub-code: ‘Continuing programs for candidates after INVOL’

### Main code: ‘Cantonal motivations and beliefs'

#### Sub-code: ‘Motivations of cantons’

* Other reasons why a canton decides to / doesn’t implement INVOL

#### Sub-code: ‘Resources as a cantonal motivation'

* Reluctance to send candidates to other cantons, because they cannot get the CHF 13.000
* When they say that the resources were important
* When cantons mention that they fear public criticism for letting public stimulus to other cantons

#### Sub-code: ‘Program characteristics'

* Program characteristics that were mentioned to be important in the implementation of the INVOL program: general education, occupation-specific (one whole class per occupation)

### Main code: ‘Motivations of professional training organizations to implement the program'

#### Subcode: ‘Reputation/political goodwill'

* When they mention that they hope that their support for the program helps them in their relation with other stakeholders (state, customers)

#### Subcode: 'Threat of another actor implementing program in one’s occupation'

### Main code: ‘Prestige-related beliefs of VET actors'

#### Sub-code: ‘INVOL – Vocational education system'

* When vocational education is compared to other academic educations
* When the autonomy of an occupation is affirmed in comparison to other occupations
* When actors ask for the recognition of the service of professional training organizations, i.e. for the integration and socialization of youths with difficulties in schools

#### Sub-code: ‘Selection of candidates'

* Selection criteria: description of selection criteria; description of the requirements in this occupation; share of women in the INVOL program
* Barriers of entry: When interviewees describe entry barriers, such as language requirements, knowledge of math