Evaluation of the impact of the free movement of EU citizens at local level

Final Report

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Building a better working world

Contents

Executive summary

In the European Year of Citizens, as part of the concrete actions of the European Commission to promote the EU free movement rights, the present study has been commissioned to gain a better understanding of the **application on the ground of the "Directive 2004/38/EC on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States"**. The evaluation discusses the **economic and social impacts of intra-EU mobility at local level**, explores the **local policies** addressed at fostering the successful inclusion and participation of EU mobile citizens, and provides an **inventory of best practices**.

Six cities promoting a "welcome culture" have been selected as case studies: Barcelona, Dublin, Hamburg, Lille, Prague, and Turin. In some of these cities, between 2004 and 2011, **the presence of EU mobile citizens has become significant**, varying from 2% of total population in Lille to 9% in Dublin, and has implied a range of economic and social impacts, as well as new challenges for the governance and policy system of the six cities.

The growing trends of intra-EU mobility has led to the inflow of **young and working-age EU mobile citizens who appear to be contributing to the economy** of the hosting cities by **filling gaps in the labour market and by supporting the development or sustainment of some core sectors of the local economy**. For the most part, EU mobile citizens take up work in the sectors characterising the local economy, at the extremes of the skills spectrum. EU mobile citizens tend to cover low-skilled occupations, which can be considered less attractive for native employees and where the mismatching between nationals' qualifications and demand for low-skilled labour is likely to be more significant, as well as more high skilled occupations. Entrepreneurship is another relevant area of impact of intra-EU mobility: in some cases, EU mobile citizens are increasingly contributing to the creation of entrepreneurial activities at local level. The results of the study confirm that internal EU mobility can bring some benefits in terms of economic output of the host communities, whereas negative economic impacts are clearly excluded.

At the same time, intra-EU mobility is also producing **social and cultural impacts**, by influencing local communities and their well-being, with effects on several areas such as housing, the education system, social cohesion and relations between the newcomers and the host communities. The overall evidence suggests that this situation is not placing major issues and burdens on the local communities or local public services[1], whereas issues related to discrimination are being gradually overcome and positive attitudes towards migration and mobility are generally recorded. However, EU mobile citizens do not always benefit from the same opportunities as native citizens when it comes to labour market conditions, housing options, or full inclusion of children in the schools. Also, the interaction with local citizens and the participation in the city's civic and political life appear still limited.

The need to manage challenges and maximising benefits that intra-EU mobility can actually produce have drawn the attention of policy makers towards the adoption of new and comprehensive policy responses, accompanied by a gradual shift towards the creation of more inclusive and welcoming societies. The **Directive 2004/38/EC did not imply direct and major changes in the governance structure and in the policy approaches**: cities appear to rely on services and institutions dealing with all foreign nationals (or with all citizens), rather than provide new and specific services for EU citizens moving across Member States. Nevertheless, **new approaches have been or are being introduced in all the cases investigated** and a **vast range of inclusion and welcome policies are actually promoted**. Covering several fields, these are aimed at providing **improved and accessible information** through **one-stop-shop services** addressed to newcomers, strengthening l**anguage knowledge**, as one of the main barriers to mobility or successful

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[1] Although the lack of data at the local level does not permit a comprehensive assessment, evidence suggests that intra-EU mobility does not place major problems and burdens on the local public services.

inclusion, promoting **educational policies which recognize and address diversity**, enhancing the **dialogue** and the **reciprocal understanding** between citizens from different backgrounds while tackling discrimination and negative attitudes, and promoting the **full participation** of EU mobile citizens in the political and civic life of the host community. Based on these fields of action, the best examples of effective or promising practices implemented in the six cities have been identified.

1 Introduction

1.1 The context

"**Directive 2004/38/EC on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States**"(MS) represents a cornerstone in the process of creating a European integrated area: it replaced a fragmented set of existing Union instruments and definitively enhanced a crucial right of citizens of the European Union: the possibility of moving with their family members without restrictions or hindrances and settling down in the country of one's choice.

About ten years later, the EU institutions made 2013 the "**European Year of Citizens**", to give new impetus to the concept of EU citizenship and the rights attached to it, and to encourage dialogue between all levels of government, civil society and business through the organization of events and conferences around Europe.

In this context, the Commission has launched a set of integrated actions, in different policy areas and with different instruments, aimed at making it easier for citizens to exercise their rights as Union citizens in all aspects of their daily lives and making the Single Market work effectively for citizens. Among a number of actions recently launched, the following can be mentioned as the most emblematic:

► The EU Citizenship Report 2013 "EU citizens: your rights, your future", approved in May 2013[2]: it proposes 12 new actions to improve the full enjoyment and use of EU rights, by addressing six areas of intervention:

- o Removing obstacles for workers, students and trainees in the EU;
- o Cutting red tape in the Member States;
- o Protecting the more vulnerable in the EU;
- o Eliminating barriers to shopping in the EU;
- o Promoting the availability of targeted and accessible information about the EU;
- o Strengthening citizens' participation in the democratic process.

► An online public consultation on EU citizenship, held in the period May-September 2012: it received more than 10,000 answers and represented a step further in the understanding of the main obstacles that EU mobile citizens may confront in their every-day lives when moving across Member States;

► The "Citizens' dialogues" initiative: launched by the Commission in 2012 to engage with citizens in a discussion about their concerns and suggestions for a better Europe.

In line with the path defined since the 2009 Stockholm Programme, which put the citizens at the heart of European policies, these initiatives aim at taking a further and major step in the development of the concept of EU citizenship and the creation of a truly integrated economic area for EU citizens. Indeed, in spite of the strong efforts that have been made to date to remove barriers to the citizens mobility, workers and businesses, both practical and legal obstacles continue to limit the effective exercise of free movement rights, including language barriers, a lack of easily accessible information and adequate assistance for finding a job, finding suitable housing, adapting to a different culture, dealing with the necessary administrative formalities, accessing health care or other social benefits[3].

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[2] COM(2013) 269 final.
[3] Special Eurobarometer 337, Geographical and labour market mobility, June 2010.

1.2 This study

As part of the concrete actions to promote the EU free movement rights, the present study, commissioned by DG Justice, aims at **gaining a better understanding of the application on the ground of the framework set up by the Directive 2004/38/EC**, at **exploring the best options for improving local policies** addressed to EU mobile citizens and, ultimately, at concretely boosting the **full enjoyment of EU citizens' free movement rights**.

To this end, the **objectives of the present study** are articulated as it follows:

▶ Provide the European Commission with an **overview of policies put in place in different EU cities aimed at promoting the inclusion and participation of foreign nationals** (with particular focus on EU mobile citizens). To this end, welcome policies have to be intended in a broad sense, including policies and measures aimed at promoting employment opportunities, adequate housing conditions, access to education, intercultural dialogue and the creation of a positive attitude towards mobility. Moreover, welcome services - intended to provide EU mobile citizens with information and different forms of direct support - have been mapped (see Table 1 below);

▶ Assess the **social and economic impact of welcome policies**, as a means for managing mobility and fostering its benefits;

▶ **Investigate how policies and programs effectively promote the practical implementation of the Directive** on the field and support the EU mobile citizens and their family members wishing to exercise their free movement rights in the EU;

▶ Contribute to the identification of best practices and to the definition of the most suitable options for improving the application of the Directive at the regional and local level.

The study analyses policies addressed to EU mobile citizens and aimed at enhancing their economic and social inclusion, favouring their full participation in the democratic as well as everyday life of the city, and promoting a welcome culture and a positive attitude towards foreign nationals by native population. When policy measures specifically addressed to EU mobile citizens are missing, the study considers those policies and measures which benefit or could benefit EU mobile citizens, even if mainly designed for Third Country Nationals (TCNs).

Policy measures considered in the study are aggregated in policy fields, as described in Table 1.

Table 1: Policy measures classified by policy field

Policy field	Measures
Employment	- A combination of individual career counselling and educational activities for foreign nationals; - Publication of thematic leaflets/guides providing information regarding working in the specific country/city; - Awareness campaigns on foreigners' labour conditions.
Entrepreneurship	- Training aiming at improving foreigners' knowledge of management and business administration and at providing practical information on specific legal and administrative requirements; - Counselling and coaching to assess and enhance the entrepreneurship skills of foreign clients.
Inter-cultural dialogue	- Free or low cost language courses targeted to different foreigners' groups (i.e., young, workers, elderly people, etc.), also including specific contents as language for work (vocabulary, CV, and cover letter writing techniques). - Events, forum and workshops; - Local private companies' plans promoting foreigners' inclusion; - Awareness campaigns for foreigners' rights and inclusion.
Housing	- Housing allowances and subsidies for people with limited income;

	- Advice, information and support in understanding the city's specific housing policies and in the identification of the most suitable solution.

Education and University	In this field, the analysis considered policies and measures aimed at both:
	- The positive inclusion of foreign children and pupils enrolled in the primary, secondary and tertiary schools of the hosting cities. These include, for example:
	   o the establishment of international schools where foreign children can study in English or in other languages different from the local language;
	   o the creation of awareness campaigns on diversity management addressing students and teachers;
	   o Language support and other activities, often supported through volunteering.
	- The inclusion of foreign University students and the projects addressed at the promotion of students mobility and exchange, through for example:
	   o Exchange students and international doctoral projects;
	   o Support, coaching, and education activities for young foreigners.

Attitude towards migration	- Municipal strategic plans for the inclusion of foreigners and for diversity management; - Practical guides in different languages, which explain the main city services and list the contacts points for migrants' potential needs (i.e., housing, employment, education); - Involvement in EU networks and projects regarding integration policies for foreigners such as: CLIP, Eurocities, Open Cities, Intercultural Cities, etc.
Participation to city life	- Active participation; - foreign voters campaigns to raise awareness on the right to vote and the voting process; - Creation of participatory bodies.

Policy measures are analysed in six cities, selected as case studies to get a deep understanding of inclusion policy measures in different contexts:

► **Barcelona (Spain)**, a city experiencing high inflows of EU mobile citizens, is a destination for many Erasmus students and is placing a particular focus on promoting itself as an intercultural centre;

► **Dublin (Ireland)**, an EU capital which experienced an important increase in terms of migration inflows and, consequently, adopted a range of welcoming policies;

► **Hamburg (Germany)**, an important economic centre, with a long history of migration and specific policies for managing and promoting foreigners' inclusion;

► **Lille (France)**, a major city of the French Flanders, with cross-borders mobility from/towards Belgium and active policies in social inclusion;

► **Prague (Czech Republic)**, the capital and largest city of the Czech Republic, which in the last year has undertaken an overall review of migration policies as well as several initiatives and research activities for multicultural dialogue;

► **Turin (Italy)**, one of Italy's main industrial centres, receiving mainly EU foreigners and committed to strengthening dialogue and relationships between native and foreign citizens.

Box 1: Data availability on intra EU-mobility

The evaluation of the **extent of intra EU mobility** is significantly limited by the insufficient availability and homogeneity of data, at local, national and EU level and the consequent difficulties in their interpretation[4]. Generally short-term EU mobile citizens are not included into the population statistics and household surveys of national statistics which mainly catch the long-term residents (i.e. above1 year of residence).

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[4] Several statistics capture different phenomena related to intra-EU mobility (in addition to population statistics, data are collected also from the Labour Force Survey, as well as statistics on specific forms of mobility such as that of posted workers, or commuters - to indicate those citizens which repeatedly travel, even not on a regular basis, for work or other reasons, without changing their country of residence).

The data collected within the study refers to the "stock" of EU citizens residing in a Member State different from that of citizenship, at a certain time point, whereas the dynamics of movements between MS are not captured.

We refer to this group as **"EU mobile citizens"** – as a generic definition to include EU citizens that are permanent, temporary or short term, circular migrants (EU citizens moving for limited time periods to work and then coming back to their home countries or moving on to other European countries). The term "**Foreign nationals**" or "Foreigners" has been used to indicate the overall group of non-nationals, including both TCNs and EU mobile citizens.

Another issue relates to the **availability and comparability of data across the six cities**.

The comparability is jeopardized, first of all, by different definitions of "migrants" among Member States. More specifically, only Dublin and Hamburg distinguish the category of "migrant" and that of "persons with migrant background", i.e. native-born persons with one or both parents born abroad[5].

Moreover, the collection of data has been particularly challenging with reference to:

► Disaggregated data on EU mobile citizens and TCNs, since the majority of datasets include both the categories under the group "Migrants/Foreigners";

► Specific field of analysis, such as sectors of employment, level of education, qualifications;

► Data at municipal level, regional or provincial level.

In the majority of cases, it has been possible to achieve this level of detail by relying on studies and literature on the matter, or observatories on specific issues. In these cases, the information provided is often exhaustive and meticulous, but difficult to be generalized or compared with other data.

Data gaps have been observed in particular for the cities of Dublin and Prague, where data at municipal level was not available in the majority of cases, and national level data on migration and its characteristics has been used. In the case of Barcelona, in many instances data does not distinguish between EU mobile citizens and TCNs.

1.2.1 Research methods

Three research methods have been implemented to meet the requirements of this study: (i) desk research, (ii) a field research, including surveys, interviews and focus groups, and (iii) an econometric analysis aimed at modelling and investigating the economic impacts of intra-EU mobility on European cities. The same research methodology was used for all six cities. Particular attention was placed on the contribution of the key stakeholders of each city, involved through a questionnaire-based survey, phone interviews and focus groups.

Desk research consisted in:

► Identification and analysis of key publications/references, i.e. studies, data and working papers related to migration, issues placed on the cities and impacts;

► Collection and analysis of statistical data from Eurostat and from official national sources. For the majority of cities, data on labour market positioning, skills and sectors of employment was missing.

As for **field research**, we involved key actors for each of the six cities, i.e. relevant public or private organizations (see the annexes for complete lists), such as representatives of the local public administration, NGOs active in the field of migration and social inclusion, chambers of commerce, and experts and researchers on the topic.

The first step for their involvement has been a **questionnaire-based survey** involving all actors identified for each city. Through the analysis of the responses to the survey, it has been possible to screen the list of stakeholders to be further involved in **interviews and focus groups** (see Annex 3).

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[5] Both Ireland and Germany applies "Ius Soli", i.e. the right of a child born in a country to get the citizenship there independently from the origin of her/his parents. Moreover, in Germany, the definition includes persons and their descendants that immigrated to Germany after 1950 or get naturalization after 1950 - based on their German origin. In particular, "Spätaussiedler" (who have been recognized as Germans by Russian/Soviet Governments) is part of this group.

1.3 Contents of the report

The report is structured as it follows:

► **Overview on intra-EU mobility trends** (Chapter 2), presenting the phenomenon in the EU and more specifically in the six selected cities;

► **Local policies and impacts at local level** (Chapter 3). For each city, the study presents an overview of the features of the city, the governance structure, the economic and social impacts and the inclusion policies;

► **Lessons learned** (Chapter 4), presenting a transversal analysis of the governance systems identified and of policy measures, as well as an overview of economic and social impacts. The chapter concludes with the selection of best practices, i.e. policy measures identified in the selected cities that best address impacts of EU mobility;

► **Annexes**, presenting the background information used to the purposes of the report and the list of sources.

2 Intra-EU mobility: trends and patterns

This Chapter introduces the phenomenon of EU free movement by pointing out the most recent trends at EU level, and framing the trends and patterns observed in the six cities selected as case studies in this context.

2.1 The free movement of EU citizens for work, family, study and business reasons: a growing phenomenon

Trends of intra EU mobility are steadily increasing: in the last decade, **larger numbers of EU citizens have become part of mobility flows from their own MS of citizenship to another MS**. In 2011, **12.6 million EU citizens** resided **in a MS other than the State of which they are citizens,** 2.4 million more when compared to 2007, equivalent to an increase of 24%[6]. The highest share of EU mobile citizens is reported in Luxembourg with a significant margin (37.9%), followed by Cyprus (12.6%), Belgium (7%) and Ireland (8.5%) (see Chart 1). In absolute terms, Germany, Spain and the UK are reported to have the highest number of EU mobile citizens (over 2 million).

Despite the further increase recorded in 2012, with a total of **13.4 million EU nationals** living (for more than one year) in another MS, the overall intra-EU mobility is still a limited phenomenon: **only 2.7% of the EU population resides in a MS other than their country of origin**[7]. If mobility for less than one year is taken into account, this proportion raises to 2.8 %, including 14.1 million EU citizens[8].

Moreover, across the MS, EU mobile citizens continue to constitute a minority as compared to TCNs living in the European Union. As for 1 January 2012, EU Member States were hosting about 20.7 million non-EU nationals, with 1.3 million new migrants to the EU from third countries reported in 2011[9].

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[6] Eurostat data, population by sex, age group and citizenship. In the aggregated data is not included data relative to Croatia, Romania and Bulgaria.

[7] Eurostat, Population by sex, age group and citizenship [migr_pop1ctz], last update on 13/01/2014.

[8] European Commission, DG Employment estimates based on Eurostat migration statistics and the EULabour Force Survey (LFS), in COM(2013) 837 final, "Free movement of EU citizens and their families: Five actions to make a difference".

[9] Eurostat data, population by sex, age group and citizenship.

Chart 1: EU mobile citizens as a share of total population (%) in 2012

Country	%
Luxembourg	37,9%
Cyprus	12,6%
Ireland	8,5%
Belgium	7,0%
Austria	4,5%
Spain	4,5%
United Kingdom	3,7%
Germany	3,4%
Malta	2,9%
Sweden	2,9%
EU average	2,7%
Denmark	2,4%
Italy	2,4%
Netherlands	2,2%
France	2,1%
Czech Republic	1,4%
Greece	1,3%
Hungary	1,3%
Finland	1,3%
Estonia	1,1%
Portugal	1,0%
Slovakia	1,0%
Latvia	0,3%
Slovenia	0,3%
Bulgaria	0,1%
Lithuania	0,1%
Poland	0,0%
Romania	0,0%
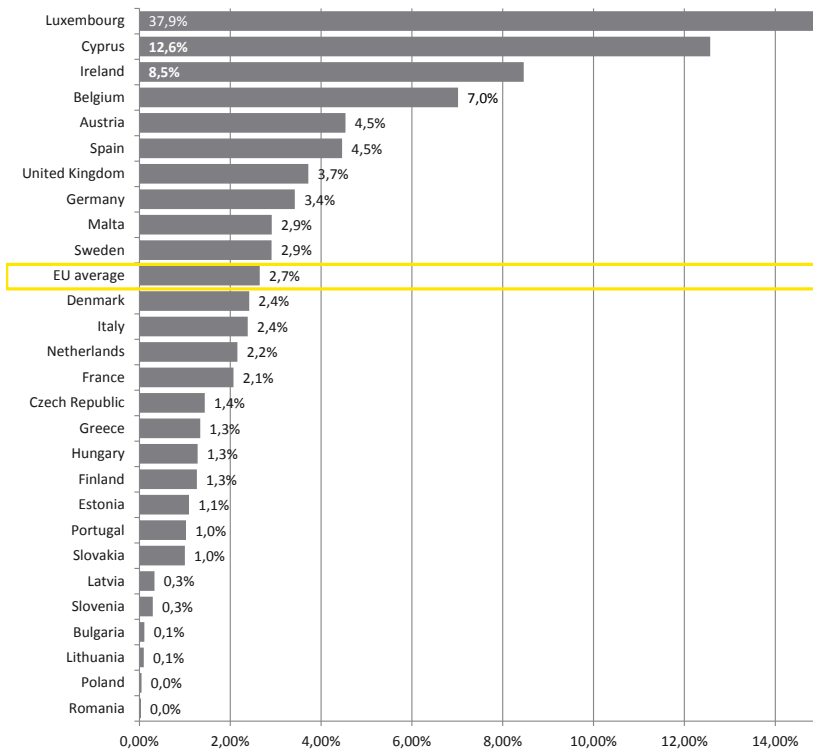
Source: Eurostat data, Population by sex, age group and citizenship

Among the multiple **reasons for moving from one EU country to another**, **work** is by far the prevailing factor. Data for 2011 shows that **6.3 million EU citizens** (about half of the total EU movers) **are employed in a MS other than the one of citizenship**[10]. In general terms, intra-EU mobility mainly involves active population, with about 70% of EU mobile citizens to be considered as "active population" (i.e. persons aged between 15 and 64).

Moreover, the two enlargements of the EU in 2004 and 2008 strongly contributed to intra-EU labour mobility. Between **2004 and 2008, the number of citizens of the EU-12 living in the EU-15 increased by more than 1 million.** Polish and Baltic citizens mainly directed to the United Kingdom and Ireland, and Romanian and Bulgarian flows to Spain and Italy. Despite the economic crisis, movements of EU citizens from EU-12 to EU-15 MS continued[11], with an overall increase in the number (i.e. the stock) of EU citizens living in a MS different from that of citizenship. However, it is of note that the economic crisis led to a drop in intra-EU mobility flows, especially in the first period (-41 % between 2008 and 2010); following a recover in 2011-2012, the intra-EU flows remained anyway below the pre-crisis levels[12].

Focusing on recent mobility flows, in 2011 the most frequent nationality of economically active EU mobile citizens were Polish, 159.6 thousand, and Romanian, 159.4 thousand (see Chart 2)[13].

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[10] Eurostat database, Labour Force Survey.

[11] Migration Policy Institute 2013.

[12] European Commission, EU Employment and Social Situation - Quarterly Review, Special Focus on mobility, June 2013.

[13] DG Employment, EU employment and Social situation Quarterly review (June 2012).

Chart 2: Recent Arrivals (i.e. over the last 3 years) of economically active EU Citizens in other EU countries, 2011 (thousands)

Nationality	2011
Greek	17.0
Irish	24.2
Spanish	25.4
Portuguese	31.8
Italian	55.1
Romanian	159.4
Polish	159.6

Source: DG Employment, EU employment and Social situation Quarterly review (June 2012)

These figures remain relevant despite the decrease in intra-EU mobility flows involving Polish and Romanian citizens that followed the economic crisis. In 2008, the number of EU citizens moving from these MS was even more significant: 436.1 thousand Polish (with a drop equal to 63.4% in 2011), and 259.1 Romanian (-38.5% in 2011) citizens moved to another MS.

However, the phenomenon of intra-EU labour mobility is likely to be underestimated, being short-term EU mobile citizens not included into the population statistics and household surveys, which mainly catch the long-term residents (more than 1 year). For example, a comprehensive quantification of intra-EU mobility for working reasons should include **cross-border commuters,** persons who travel to work on a regular basis, which can be daily, weekly or even spread over a larger amount of time. According to an EC study and the most recent available data, **5 people out of the 1.000 of those employed in the EU move on a daily basis to another MS for working reasons[14]**. On a similar note, **in the framework of the Eurobarometer survey on Intra-EU mobility, 10% of EU citizens reported having worked in another Member State at some point in their lives[15]**.

The figures related to EU mobile citizens for family reasons are often assumed as the complement of the data relative to the work reasons movement, as well as family reunification following movers for working reasons.

Moving on, **study reasons** constitute a more limited phenomenon but is still consistent. As an example, a propelling policy for students is constituted by the **EU Erasmus programme**. Since the inception of the programme, the number of students benefiting from an Erasmus grant has continued to grow, reaching a total of **231,410 students in 2010-11**, with an annual increase of 8.5% as compared to 2009-10 (the equivalent year-on-year increase in 2009-10 was 7.4%)[16].

2.2 Trends and patterns in the six cities

As regards the share of foreign nationals (EU mobile citizens and third country nationals) on total population the trends in the selected cities are different: the share steadily increased in **Turin** and **Prague** between 2003 and 2011 and in **Dublin** from 2006 to 2011[17]; it increased until 2009 in **Barcelona** to then decrease; it decreased in **Hamburg** and remained stable in **Lille**, even if the cross-border mobility of Belgian citizens is more and more relevant for the city; a partial slowdown occurred in Barcelona between 2009 and 2011 and in Hamburg between 2007 and 2009, possibly also as an effect of the economic

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[14] DG Employment, Social Affairs and Equal Opportunities, Mobility in Europe, 2011.

[15] European Citizenship – Cross-Border Mobility, Aggregate Report, August 2010.

[16] EC, MEMO/12/310, The Erasmus programme in 2010-11: the figures explained, 2012. The Erasmus programme enables those in higher education to spend between 3 and 12 months in another European country – either for studies or for a placement in a company or other organisation.

[17] Dublin CSO, Population census 2006, 2011

crisis[18] (Chart 3). The compound annual growth rates (i.e., CAGR) of total foreign nationals from 2006 to 2011 (Table 2) available for 5 of the 6 cities confirms these trends.

Chart 3: Trend in the share of total foreign nationals, as % of total city population 2003-2011
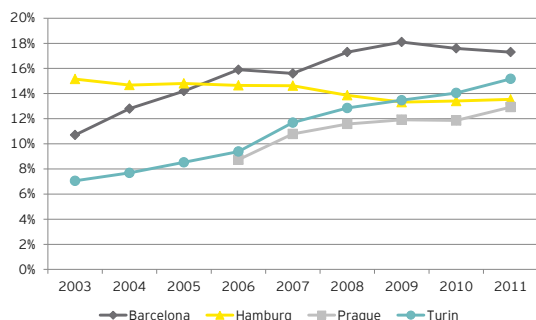
Source: National Statistical Offices

Table 2: CAGR 2006-2011 of total foreign nationals as share of the total city population[19]

	Compound annual growth rate 2006-2011
Barcelona	1.7%
Dublin	10.2%
Hamburg	-1.6%
Prague	8.1%
Turin	9.5%

Source: National Statistical Offices

The **intra EU mobility** constitutes a trend in the composition of foreign population. In all the 6 cities, between 2004 and 2011 (i.e. before and after the implementation of the Directive), **intra-EU mobility generally increased**.

Notably, between 2004 and 2011 the share of EU mobile citizens on total population (see also Chart 4):

► **doubled** in **Barcelona**, growing from 2.2% of the total population to 4.3% (corresponding to a change from 35 to 69 thousands);

► increased in **Hamburg** from 3.7% to 4.3% of total population (from 63 to 77 thousands);

► increased in **Turin** from 0.4% to 6.4% (57 thousand persons in 2011), with a significant increase between 2006 and 2007 in correspondence of the enlargement of the European Union and the change of status of Romanians in EU citizens[20]. Romanians represented the largest community of Europeans in Turin even before the enlargement and, after the EU enlargements and the acquisition of the free movement rights, their relevance increased.

As for the remaining cities, although the same data as in Chart 4 has not been made available for the present study, the information collected shows a similar trend:

► **Dublin** was affected by the first enlargement in 2004, as Ireland did not maintain labour market restrictions after the enlargement, and that played a decisive role in driving migration flows from EU 10 MS (in 2011 the quota of EU mobile citizens was 9.9%)[21];

► In **Prague**, the share of EU mobile citizens has progressively increased, passing from 23.4% of total foreigners in Prague in 2009 to 26.5% in 2011, which corresponds to 3.4% of the total population;

► In **Lille,** the main migration flow occurred in the post war years. The quota of EU mobile citizens in the Nord Pas de Calais region did not change significantly in the last 10 years, passing from 0.9% in 1999 to 1.6% in 2009.

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[18] Migration Policy Institute, March 2013.

[19] Compound Annual Growth Rate, used in order to dampen the effect of volatility across periods.

[20] As of March 2007, individuals from Romania and Bulgaria are no longer required to obtain residence permits in order to enter Italy ("visto d'ingresso"). Some restrictions were in place on the employment of Bulgarian and Romanian nationals in Italy (EURES, 2010), largely based on the sector of employment. However, from the point of accession to the EU, a work permit has not been required for Bulgarians and Romanians working in the following sectors: agriculture, hotel and tourism, domestic work and care services, construction, engineering, managerial and highly skilled work and seasonal work. No restrictions are in place for self-employment.

[21] Migration Policy Institute, March 2013

Chart 4: Number and share of EU mobile citizens on total population, 2004, 2007, 2011
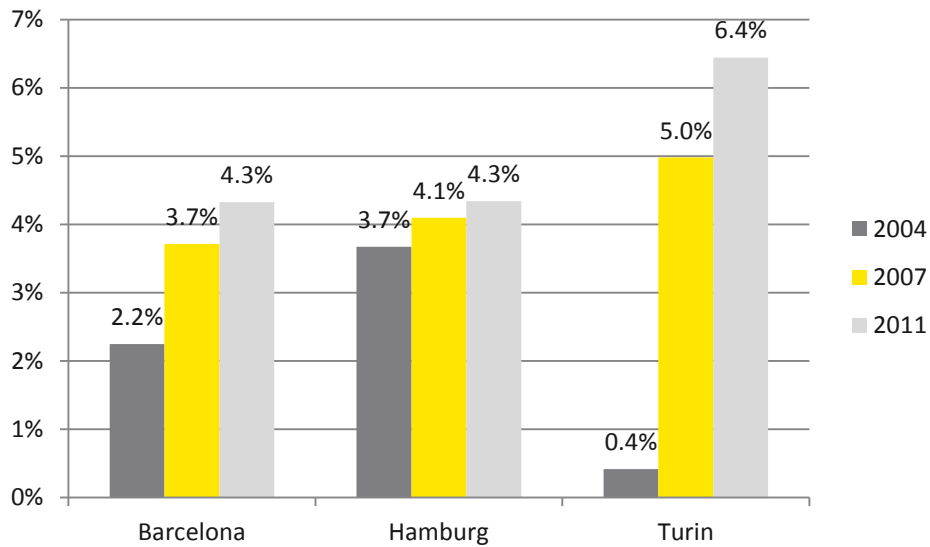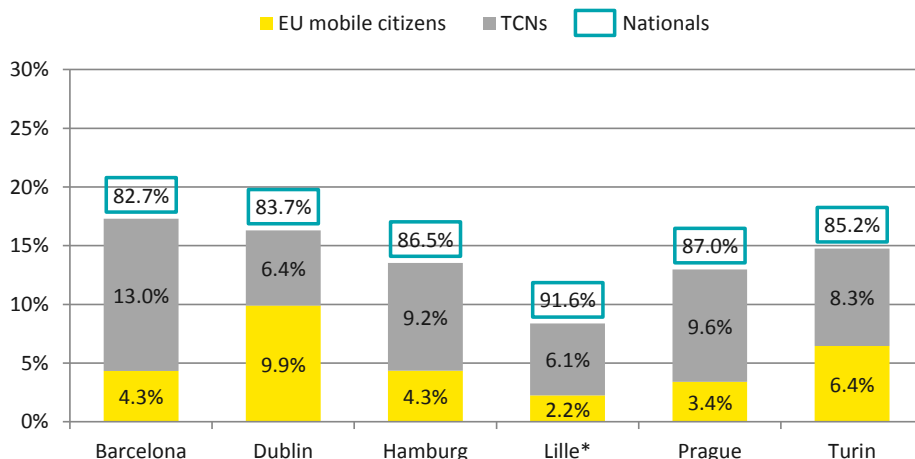

Source: National Statistical Offices

The introduction of the **free movement rights for EU citizens** as well as the **two enlargements** in 2004 and 2007 have definitively **affected and shaped the trends and patterns of intra-EU mobility in most of the selected cities**: **EU mobile citizens from newest Member States (EU 12)** are the main group behind the increasing movements across MS[22].

As a result, although TCNs continue to be the prevailing group of migrant population (with the exception of Dublin), the selected cities are characterized by a significant share of EU mobile citizens, although the situation in the cities considered is quite different: it ranges from 2.2% of inhabitants in Lille (a figure below the EU average) and 3.4% Prague, to 9.9% in Dublin (higher than the average). After Dublin, Turin shows the second highest share: EU mobile citizens represent 8.3% of the total population of the city (Chart 5). EU mobile citizens represent a significant portion of foreign nationals in Dublin, Turin and Hamburg (respectively 60.7%, 43.7% and 32% of foreign nationals).

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[22] An exception is Barcelona where most of EU mobile citizens come from Italy and France (see par. 3.1 for further details).

Chart 5: Total population composition in the 6 cities in 2011

■ EU mobile citizens   ■ TCNs   ☐ Nationals

City	Nationals	TCNs	EU mobile citizens
Barcelona	82.7%	13.0%	4.3%
Dublin	83.7%	6.4%	9.9%
Hamburg	86.5%	9.2%	4.3%
Lille*	91.6%	6.1%	2.2%
Prague	87.0%	9.6%	3.4%
Turin	85.2%	8.3%	6.4%

Source: National Statistical Offices

Note: Data of Lille refers to LMCU in 2009

However, the 6 cities vary significantly in terms of **waves of migration they have experienced over the years**. Notably, **Lille** attracted large inflows of citizens from South Europe countries at the beginning of the 20th Century, as a consequence of the industrial development of the Region and the work opportunities offered, whereas the inflows progressively decreased in the subsequent periods. Similarly, **Hamburg** is characterised by a long-standing history of migration triggered by the massive labour-supply shortages in the post-war period, which caused large inflows from southern European countries. On the contrary, in other cities, the inflow of EU mobile citizens is a recent phenomenon. In particular, **Dublin** witnessed significant inflows of EU mobile citizens from EU-12 (especially from Poland, Lithuania and Latvia) following the 2004 EU enlargement. Also **Barcelona** recorded increasing inflows since 2004, whereas **Turin** was strongly affected by the 2007 EU enlargement to Romania, with a constantly growing number of Romanians living in the city. Finally, **Prague** has evolved from simply a transit route to a target country only recently. On the whole, different factors have shaped the intra-EU mobility patterns in the six cities, by implying significant differences in the composition of the population of EU mobile citizens, in the design of inclusion policies and inclusion needs.

Chart 7 shows nationality composition of EU mobile citizens. In some cities, **one or two nationalities make up the bulk of EU mobile citizens**. This is the case in **Turin**, where 91.8% of EU mobile citizens are from Romania, and in **Prague**, where 52.5% of EU mobile citizens come from Slovakia. In other cities, although more EU nationalities are represented, two national groups prevail: in **Lille** (LMCU data) 30.2% of EU mobile citizens come from Portugal and 25.8% from Belgium; in **Barcelona**, citizens from Italy and France account respectively for 31.6% and 16.6% of EU mobile citizens. Finally, **Hamburg** and **Dublin** show a definitively **fragmented picture**, since these cities host a high number of different communities (despite the relevance of some national groups such as Polish, significant in both cities).

The path followed by intra-EU mobility after 2004 is explained by several factors: the intention to maximize **employment opportunities** through the possibility of free movement (although with some limitations) in an extended labour market, the role of **networks and 'chain migration'** (e.g. Romanian nationals settled in Turin and, partly, in Barcelona) or **neighbourhood** (Belgian moving towards Lille, Slovaks to Prague), the existence or not of **transitional measures** addressed to EU-12 (the large inflows in Dublin)[23].

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[23] Migration Policy Institute, March 2013.

As a consequence, the **degree of diversity brought by intra-EU mobility,** as represented by the Diversity Index[24], is quite heterogeneous across the cities (see the Chart below), revealing indeed different drivers behind mobility in the cities, which are either following consolidated paths (when the index is low) or are due to other reasons linked to working opportunities, living conditions, study reasons (when the index assumes high values).

Chart 6: Diversity index of the nationalities of EU mobile citizens from other MS in the 6 cities (2011)
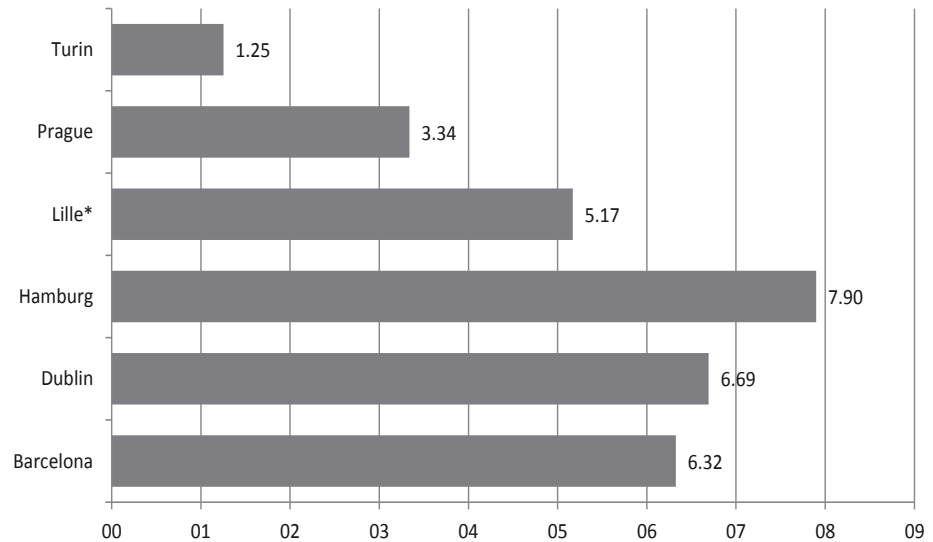
For example, Turin is the city where the rate of diversity is lower, due to the overriding presence of Romanians. On the opposite side, Hamburg is the city where several EU nationalities coexist; although the Polish community counts for 30.6% of EU mobile citizens, the remaining 69.6% come from a number of different MS (Portugal, Italy, Bulgaria, Greece, and others).

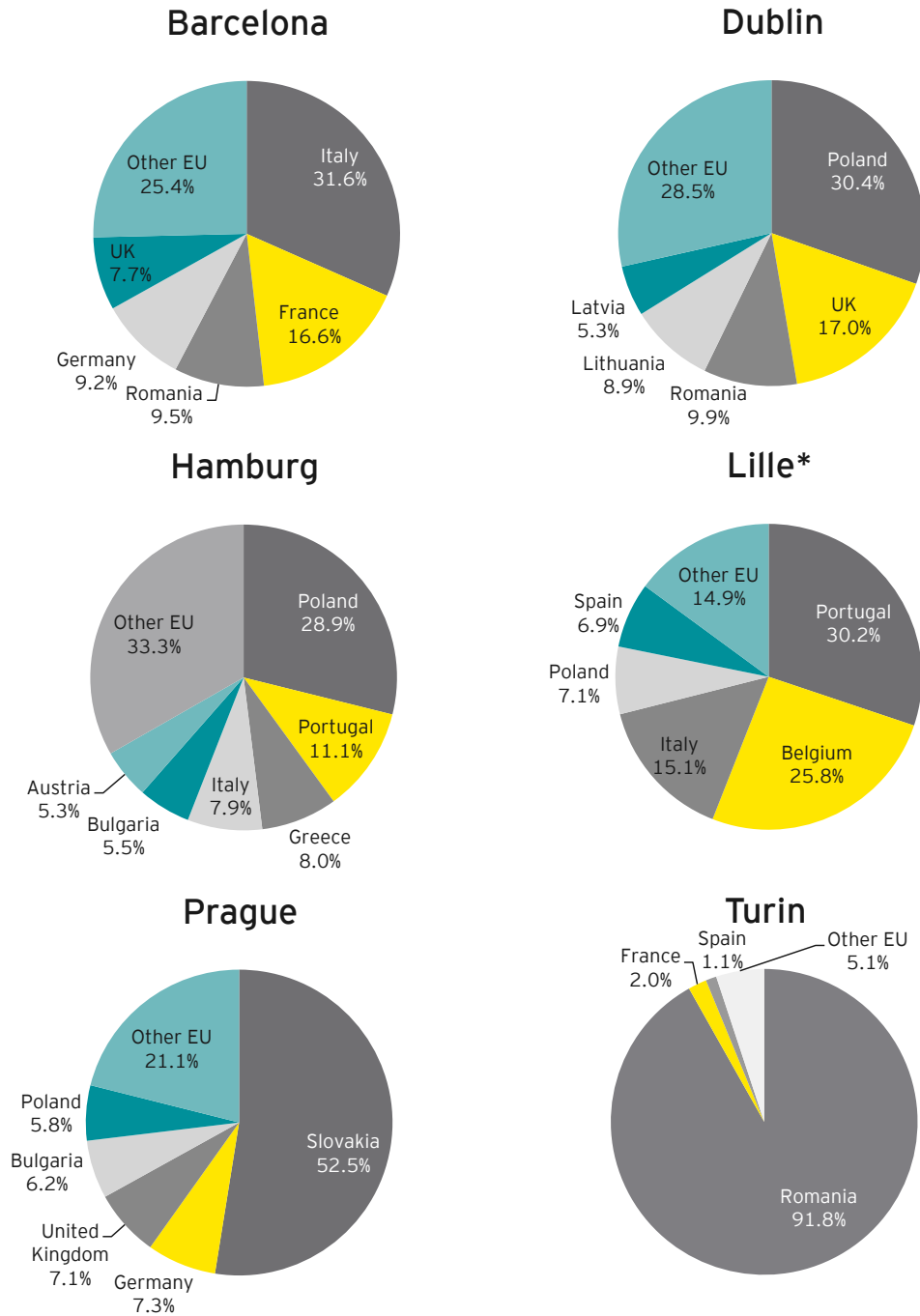*Source: EY elaboration on data from the National Statistical Offices*

The composition of EU mobile citizens impacts differently governments and policies, as local administrations may be faced with completely different issues: on the one side, policy makers could be dealing with the risk that the presence of a large group of foreign nationals results in a closed and separate community, which hardly enters into contact with nationals; on the other hand, where more foreign nationalities are represented, governments could be confronted with a variety of needs, cultures and claims, and the necessity to turn this complexity into an inclusive society.

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[24] The diversity index measures the degree of concentration when individuals are classified into types. Source: EY elaboration on National Statistical Offices' data, Note: Data of Lille refers to LMCU in 2009.

In this context the Diversity Index is the result of the sum of the squares of the share of EU citizens from the same MS on the overall number of EU citizens living in the city. Diversity Index with a higher value indicates a high level of diversification of the countries of origin of EU citizens in the country. On the opposite end of the scale, a low index value indicates high concentration of the same communities in the city.

Chart 7: Composition of EU mobile citizens by country of origin in the 6 cities

Barcelona

- Other EU 25.4%
- Italy 31.6%
- UK 7.7%
- France 16.6%
- Germany 9.2%
- Romania 9.5%

Dublin

- Other EU 28.5%
- Poland 30.4%
- Latvia 5.3%
- UK 17.0%
- Lithuania 8.9%
- Romania 9.9%

Hamburg

- Other EU 33.3%
- Poland 28.9%
- Austria 5.3%
- Portugal 11.1%
- Bulgaria 5.5%
- Italy 7.9%
- Greece 8.0%

Lille*

- Other EU 14.9%
- Spain 6.9%
- Portugal 30.2%
- Poland 7.1%
- Italy 15.1%
- Belgium 25.8%

Prague

- Other EU 21.1%
- Poland 5.8%
- Slovakia 52.5%
- Bulgaria 6.2%
- United Kingdom 7.1%
- Germany 7.3%

Turin

- Spain 1.1%
- France 2.0%
- Other EU 5.1%
- Romania 91.8%

Source: National Statistical Offices

*Note: *Data of Lille refers to LMCU in 2009*

3 Local policies and impacts at local level

3.1 The City of Barcelona

3.1.1 Snapshot of the city

BARCELONA – The Intercultural City

Population: Capital of the Catalonia Region with 1,620,943 inhabitants on 1st January 2012 and located in a larger metropolitan area with almost 5 million inhabitants representing 63% and 10% of the total population of Catalonia Region and Spain respectively.

Positioning: located on the east cost of Spain, it is Europe's ninth largest container port.

Main economic sectors: Longstanding commercial tradition and historical industrial centre (i.e., textiles and machinery) progressively evolving towards the service sector (i.e., tourism).

INTRA- EU MOBILITY CITY PROFILE

► **History of migration**: Increasing inflows since 2004 triggered by the development of the Region and decreasing trend since 2008 as a result of the economic crisis;

► **EU mobile citizens**: current limited weight of EU mobile citizens (i.e., 72,678 people), 4% of Barcelona population and 26% of the total number of foreign nationals in Barcelona.

► **Main countries of origin**: Italy (32% of EU mobile citizens) and France (16% of EU mobile citizens);

► **Main features** of EU mobile citizens:

  • Prevalence of young people (56% are between 25 and 39 years old);

  • Higher level of education with respect to TCNs and nationals;

  • Longstanding tradition in welcoming European nomads and presence of dedicated structures to support them.

IMPACTS OF INTRA EU-MOBILITY: KEY EVIDENCE

► **Economic impacts**:

  • Strong demand for job-seeking services and a potential growth in the number of unemployment benefits due the increasing level of unemployment of EU mobile citizens (compared to nationals);

  • Limited request of pensions/child benefits due to the young average age of EU mobile citizens;

  • Increase in the minimum levels of qualifications requested for a job, given that EU mobile citizens undergo job downgrading;

  • Strong contribution to the increase in the weight of service sectors in the local economy.

► **Social impacts**:

  • Strong multiculturality due to the high number of foreign nationals' communities and increasing level of complexity in the definition of effective social inclusion policies able to take into account all the various needs;

  • Limited spatial segregation with respect to TCNs;

  • Positively evolving local attitude towards foreign nationals (after the "health tourism" phenomenon);

  • Limited knowledge of the Catalan language remains one of the main barriers to foreign nationals' inclusion;

  • Limited involvement of EU mobile citizens in the European and local elections.

POLICY RESPONSES AND LESSONS LEARNED

Barcelona has a long tradition of migration and social inclusion, having become well known for the social cohesion of its inhabitants, and the awareness among its institutions of the importance of dealing with cultural diversity. Indeed, Barcelona stands out for the existence of an **overall strategic framework to deal with foreign nationals' inclusion**

and integration at a local level since 2003.

According to the "Barcelona Immigration Plan 2012-2015", **EU mobile citizens are not specifically targeted as a group on its own.** Various stakeholders contribute to the welcoming and to the inclusion of foreign nationals in the City:

► **The Barcelona City Council - Directorate of Immigration and Interculturalism**, is the key actor for foreign nationals' inclusion policies;

► **The Barcelona Municipal Immigration Council** is an advisory and participatory body created with the aim of bridging the gap between Barcelona's City Council and local foreign nationals' community.

The approach adopted by the City mirrors the peculiar features of a highly mixed and international urban region, by focusing on:

► The gradual change from a **global "multicultural approach"** to inclusion policies towards an **"intercultural approach"** giving a growing importance to individual citizens and their distinctive characteristics, rather than to their group of origin which are progressively mixing up and losing their "distinctive character";

► The integration of services for foreign University students (from housing to scholarships and cultural activities), to ease their welcome and improving the City positioning as one of the most attractive destinations for foreign University students in Europe.

3.1.2 Overview of the city: size and features of intra-EU mobility

National level

Among the countries analysed in this study, Spain is the country with one of the **highest incidence of foreign nationals on the population**. Indeed, 5.7 million[25] **foreign nationals in Spain represent 12.2% of the total population** (see Chart 8). According to residence permit data for 2011, considering all EU citizens, around 15% are Romanian, and approximately 6.5% are British. Among TCNs, the main groups are Moroccan (14% of residence permits) and Ecuadorian (6.4%). Other sizeable foreign communities are Colombian, Bolivian, German, Italian, Bulgarian, and Chinese. Since 2000, Spain has experienced high population growth as a result of immigration flows, despite a birth rate that is only half of the replacement level.

Chart 8: Trend of foreign nationals in Spain as % of the total population and number
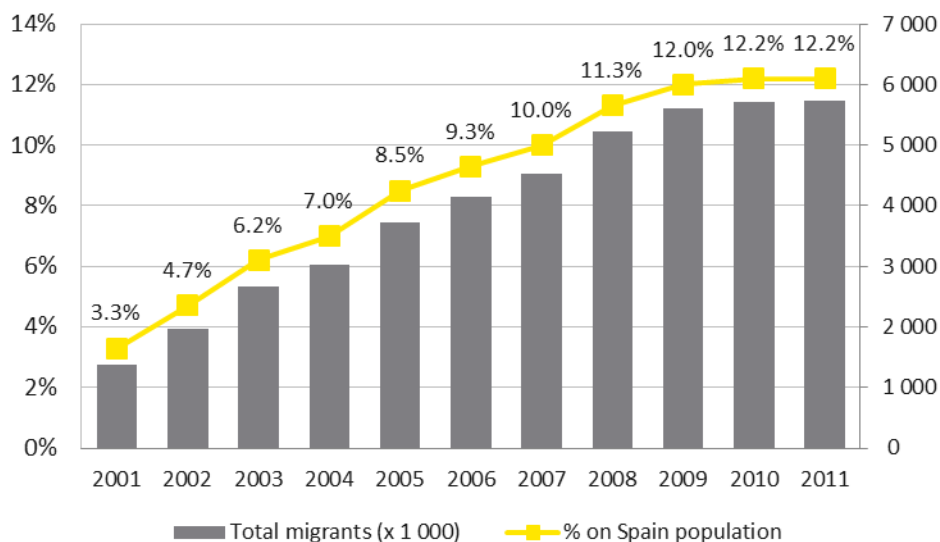
Source: National Institute of Statistics

Spain has also been one of Europe's **largest absorber of foreign nationals, the second after Cyprus in 2005**[26], with its foreign population more than doubling between 2002 and 2007. According to the
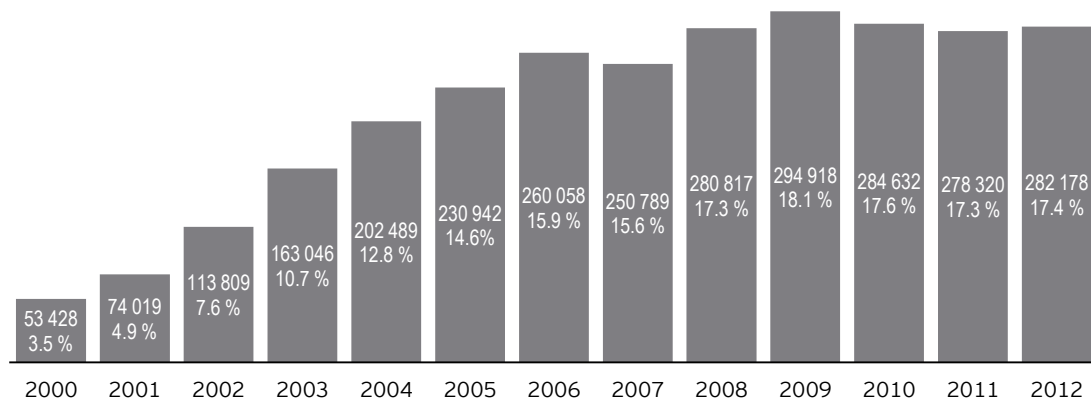
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[25] Spanish government data, 2011.

[26] http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-NK-06-001/EN/KS-NK-06-001-EN.PDF

Financial Times, Spain is the most favoured destination for West Europeans considering to move from their own country and to look for a job elsewhere in the EU.

The city of Barcelona

The foreign nationals **residing in Barcelona mirror the increasing national trend while recording a foreigners' incidence of 17.4%,** meaning 280,047 people out of over 1,600,000 inhabitants within the city in 2013 (see Chart 9).

Chart 9: Trend of Foreign nationals in Barcelona as % of the total population and number

53 428 3.5 %	74 019 4.9 %	113 809 7.6 %	163 046 10.7 %	202 489 12.8 %	230 942 14.6 %	260 058 15.9 %	250 789 15.6 %	280 817 17.3 %	294 918 18.1 %	284 632 17.6 %	278 320 17.3 %	282 178 17.4 %
2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012

Source: Department of Statistics, Barcelona City Council

Barcelona has become more and more a multicultural and cosmopolitan city over time, but with a clear difference in trends before and after 2009. Whereas the incidence of foreign nationals has constantly increased from 2000 to 2009, passing from 3.5% in 2000 to 18.1% in 2009 (294,918 units), after 2009 it started decreasing, reaching in 2013 17.4%[27] (280,049 units)[28]. Although the intensity of the drop in foreign nationals is not as significant as its increase in the years before 2009, these figures show the immigration crisis in the most "open" metropolis of Spain.

In this context, **EU mobile citizens represent in 2012 the 4.3% of the population**[29] and 25.7% of all foreign nationals in the city (Chart 10).

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[27] 40% of foreigners living in Barcelona are Latinos, followed by 26% of EU citizens from other MS, 22% from Asia and 5% from the rest of Europe (see Chart 13).

[28] Barcelona Immigration Plan 2012-2015

[29] Correspondent to 77,264 citizens in 2013.

Chart 10: EU mobile citizens and TCNs: trend in the number and share of the total population of Barcelona
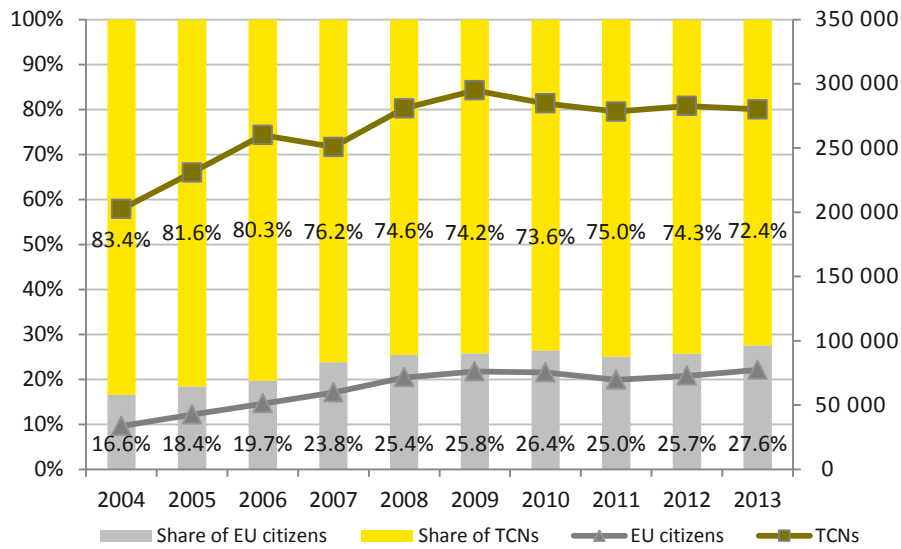
Source: Department of Statistics, Barcelona City Council

Among EU mobile citizens, Italy and France are the most represented countries (covering respectively 31.5% and 16.4% of EU mobile citizens), due to the increasing mobility from these two countries in **the last ten years** (Chart 11).

Chart 11: Composition and trends of EU mobile citizens by country of origin (2012)
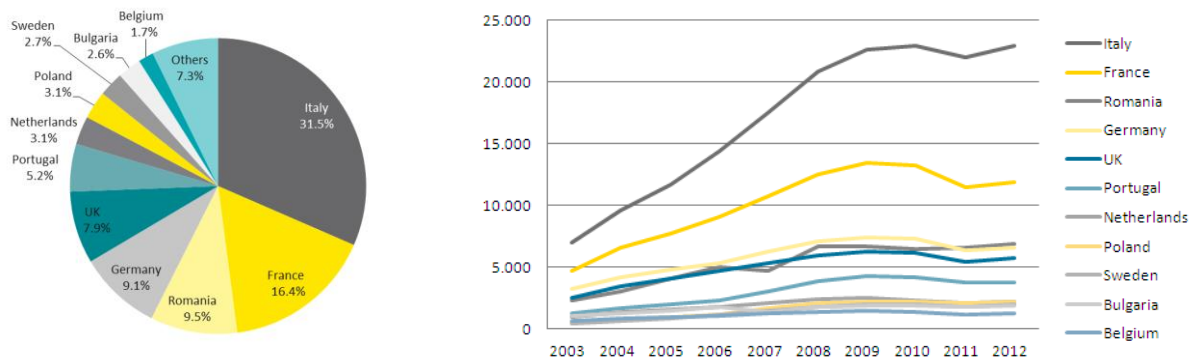
Source: Department of Statistics, Barcelona City Council

When compared to nationals, EU mobile citizens are younger: in 2011 the average age was 34 compared to 43 for nationals[30]; in 2013, 56% of EU mobile citizens living in Barcelona are aged between 25 and 39 years old, whereas nationals' share in that range is only 25.8% (Chart 12).

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[30] Análisis estadístico de la población en Barcelona, Les Corts
(14/01/2011).w110.bcn.cat/portal/site/LesCorts/menuitem.3f01c3b58fdb11b9e212e2126e424ea0/?vgnextoid=14bdf982896cd
210VgnVCM10000074fea8c0RCRD&vgnextfmt=formatDetall&lang=es_ES

Chart 12: Composition of Barcelona population by age group (2013)
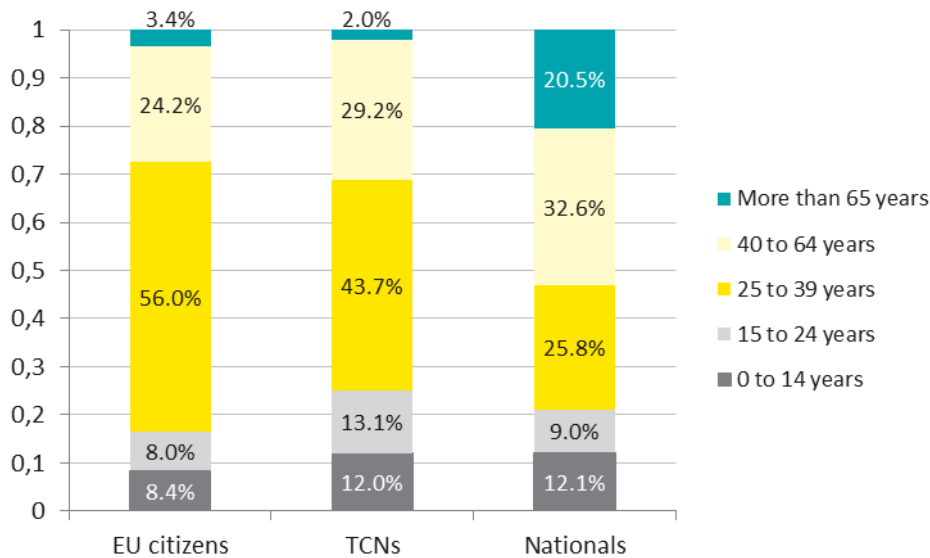
Source: Department of Statistics, Barcelona City Council

3.1.3 Management of migration, intra-EU mobility and inclusion policies in the city

Barcelona has a long tradition of migration and social inclusion, having become well known for the social cohesion of its residents, and the awareness among its institutions of the importance of dealing with social issues.

The **case of Barcelona stands out (among the cities analysed) for the existence of an overall strategic approach developed by the Municipality since 2003** to deal with the migration phenomenon (as a whole) at the local level and adequately support foreign nationals' inclusion and integration. The Barcelona strategic approach towards foreign nationals' inclusion evolved over the years taking into account new challenges brought by the changing socio-economic context. This is the case, for example, of the recent increasing relevance of employment policies for foreign nationals as a result of the economic crisis of 2008. Moreover, the gradual **change from a global "multicultural approach" to inclusion policies towards an "intercultural approach"**, as presented in the "Barcelona Immigration Plan 2012-2015[31]", reflects the increasing importance given to individual citizens and their distinctive characteristics rather than to their group of origin. The City Council currently aims at developing policies for both locals and foreign nationals instead of considering the latter as a separate group of citizens, favouring the inclusion of foreign citizens in the social and urban fabric, and making foreigners protagonists of the common construction of the city, from a perspective of full equality. Foreign nationals should become not simply a focus of attention of social policies, but they must, through personal effort and access to the standard resources available to all citizens, be jointly responsible for their situation[32].

Various institutions (City Municipality, Province of Barcelona, Government of Cataluña, National Government[33]) are, to different extents, involved in welcoming foreign nationals and supporting their

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[31] http://www.bcn.cat/novaciutadania/arees/en/acollida/plans.html.

[32] Barcelona Immigration Plan 2012-2015.

[33] The political division of Spain establishes three levels of territorial organisation: City Municipalities, Provinces, Autonomous Communities. In general municipalities have received a large degree of autonomy in their local affairs (Article 140, 1978 Spanish Constitution), even if they do not have legislative capacity; the Statutes of Autonomy of the various autonomous communities also contain provisions concerning the relations between the municipalities and the autonomous governments.

inclusion, but the **City Council** with the **Directorate of Immigration and Interculturalism is the main actor in this area**[34] (see Figure 1). Due to the extensive political autonomy of Cataluña Region, exchanges are limited with the national level -mainly responsible for setting the legislative framework for immigration - and frequent with the regional Government.

Figure 1 provides an overview of the main actors involved in the governance of inclusion policies in Barcelona.

Figure 1: Governance of Inclusion Policies in Barcelona
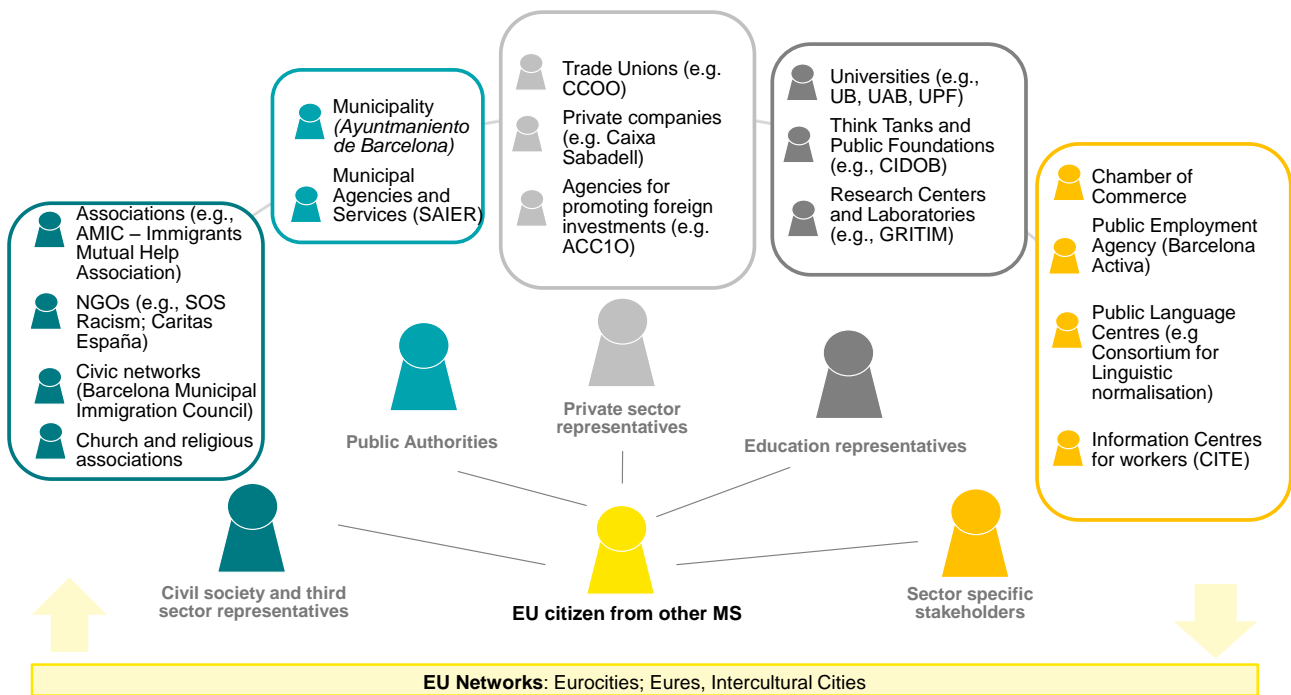
Besides local actors, **Barcelona City Council links to several networks at both European** (e.g., Eurocities and Intercultural Cities), **and national level** (e.g., the Spanish Federation of Municipalities and Provinces - Femp)[35] and has implemented networks with similar cities, like the Spanish Network of Intercultural Cities[36] which facilitates the exchange of experiences and best practices between various Spanish cities, and the design of common strategies in the field of foreign nationals' inclusion.

Moreover, the City Council has established the **Service for Migrants, Foreigners and Refugees (SAIER),** a municipal service composed of several associations (e.g., Red Cross, ASCAR, CITE), that works following an integrated service approach in integration.

Together with these institutional actors, **non-governmental and non-profit organisations play a major role in addressing issues related to foreign nationals' inclusion**. This involvement and participatory approach is favoured by the local administration itself, which promotes the contribution by other

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The Barcelona City Council is the local governmental body. Since Barcelona is one of the two biggest cities in Spain, it is subject to a special law articulated through the Municipal Law (Ley 1/2006): according to this law, the City Council receives further powers in areas like telecommunications, traffic and public safety, and it is divided into two entities, one political and one executive, consisting of various direct intervention sectors and departments. Moreover, the Municipality of Barcelona is further articulated in district councils, one for each of the ten districts, with the authority to report and to make proposals on plans, programmes, budgets and urban development instruments that affect their respective Districts and the distribution of the expenses that are assigned to them.

[34] In addition, also other departments of the City Council (e.g. Education, Health, Social Services, Civil Rights.) collaborate in the definition of measures and the creation of reports and statistics about migrants.

[35] http://femp.es/.

[36] A network coordinated by the Pompeu Fabra University and linked to the "Intercultural Cities" programme http://www.upf.edu/gritim-reci/.

associations. An example is given by the **Barcelona Municipal Immigration Council**, an advisory and participatory body, established in 1997, with the participation of the Barcelona City Council and members of more than 50 volunteer entities, foreigners' associations, institutional and political actors, involved in the promotion of social inclusion and cultural pluralism[37]. It acts as a direct contact between associations and the City Government, constituting an open space for foreign nationals' communities to bring their issues and questions and give suggestions in the migration and inclusion-related matters to the City representatives who will be able to adapt and develop city programmes and policies in response.

Different actors are also involved in the provision of services to foreign nationals since their arrival in the city, such as legal advice and basic information about living, housing and civil rights, and professional services (e.g. legal assistance). They are mainly Municipal Agencies (e.g., Centre for Linguistic Normalisation), non-governmental organisations (e.g. Associaciò AMIC), the Church and religious organisations (e.g. ACCEM), think tanks and research foundations (e.g. CIDOB), sportive associations (e.g. Fundació Esport Escolar Barcelona), local foundations (e.g. Multicultural Citizens' Foundation. MESCLADIS), local development agencies (e.g. Barcelona Activa), foreigners' associations (e.g. ASOCROM) and local universities (e.g. UPF, UAB).

All these actors have developed multiple actions and initiatives addressing citizens from both EU and non-EU countries, in order to foster their inclusion. In Annex 2 we provide a complete list of the initiatives implemented. These initiatives relate to, amongst others, housing, education, employment, political life and intercultural dialogue. It has to be noted that all listed policies are **not addressed specifically to EU mobile citizens** but to foreign nationals (and indeed the 2004 and 2007 EU enlargements did not significantly impact local policies and strategies). This is probably due to the fact that they do not constitute the main group of foreign nationals in the city and have already recognized the same rights as nationals[38]. This evidence further confirms the strategic approach of the Municipality, being mainly focused on the individual citizen regardless of his/her group of origin, and on the specific needs connected to the reasons attracting foreign nationals to Barcelona (work, study, family reunification). A change of approach by the local Administration has brought a more in-depth focus on the full inclusion of EU mobile citizens and TCNs[39], by shifting from purely welcome services towards policies aimed at promoting labour market inclusion, coexistence and exchange among all the citizens[40]. In this context, an exception is represented by the EU accession of Romania in 2007, which brought an increased number of initiatives offered by NGOs and organisations addressing Romanians, being among the most vulnerable groups of foreign communities.

In Table 3, a list of major policies and initiatives carried out in Barcelona is presented.

Table 3: Selection of inclusion policies relevant for EU mobile citizens and TCNs in Barcelona

POLICY AREAS	POLICIES / INITIATIVES
Employment	► Labour Guidebook for Immigrant Workers
Entrepreneurship	► Barcelona Activa "Do it in Barcelona"
Housing	► General policies addressed at neighbouring activities
Education	► Barcelona University Centre

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[37] http://www.bcn.cat/novaciutadania/arees/en/consell_municipal/on_adrecarse.html

[38] This is true especially in the areas of education and housing, where EU citizens from other MS are required to submit the same documents and follow the same procedures as nationals, except for the required registration at the Central Register of Foreign Nationals.

[39] Barcelona Immigration Plan 2012-2015.

[40] This is likely to have brought a progressive attention onto other types of policies such as employment oriented policies (e.g. Barcelona Activa), while welcome and reception of new foreigners would have seen families as main players. This is true considering that the influx of people arriving for family reunification purposes still remain the main factor behind new arrivals.

| Inter-cultural dialogue | ► 2008 Intercultural Dialogue Programme; |
	► Convivim Esportivament;
	► General policies for Catalan language learning.
Attitude towards migration	► Orientation and Support Service for Immigrants;
	► Anti-Rumours Initiative.
Participation to city life	► Proactive Citizenship Initiatives

3.1.4 The economic impacts of intra-EU mobility in the city of Barcelona

Employment: the positioning and contribution of EU mobile citizens in the local labour market

In 2011, **EU mobile citizens represented around 20% of the active foreign nationals in Cataluña**, and almost 25% of employed foreign nationals in the same region[41].

The positioning of EU mobile citizens in the labour market in terms of employment and unemployment rates is not available at local level, but can be analysed at national and regional level. When looking at figures for Spain, it emerges that **EU mobile citizens, as well as TCNs, have particularly suffered from the economic crisis that impacted the Country**, presenting both lower employment rates (since 2008) and higher unemployment rates than nationals (see Chart 13)[42].

Chart 13: Trend of employment and unemployment rates in Spain
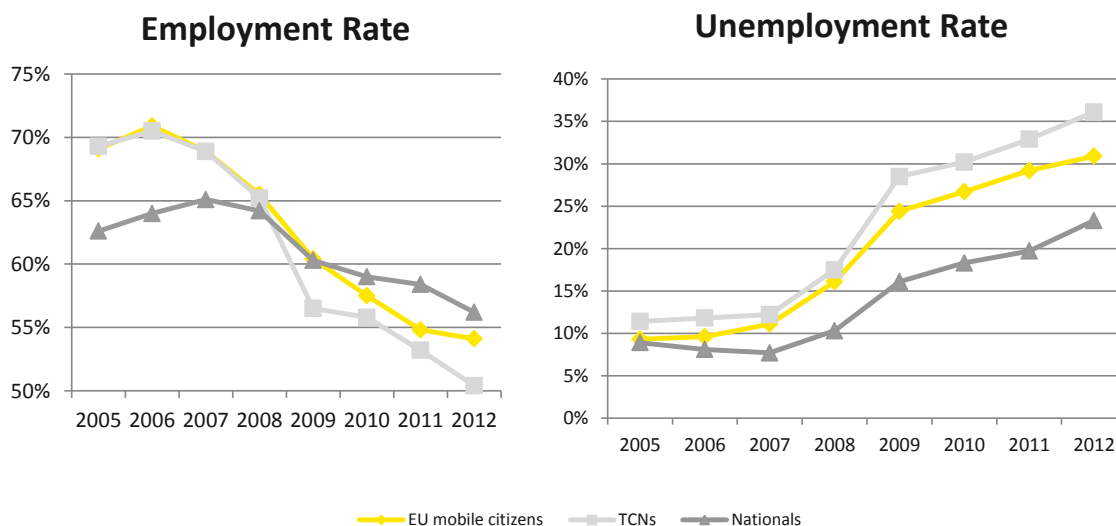
Source: Eurostat

In line with the national trend, also **at regional level the rate of unemployment for EU mobile citizens increased, passing from 22.3% in 2010 to 24.2% in 2011,** staying though at a lower level than the national rate and at a lower level than TCNs (possibly due to the comparatively higher qualification level of EU mobile citizens).

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[41] CCOO Cataluña.

[42] The Spanish economy has been affected by a reduction in GDP of 1.3% in 2012, and is characterised by high rigidity of the labour market, both legal and institutional, a high share of temporary contracts, wage rigidity and low flexibility and mobility.

EU mobile citizens are quite polarised with approximately a third employed in jobs with low or no level of qualification (32.4%), **and a third in jobs with high level of qualification** (30.3%) (Chart 14).

Chart 14: Share of employed EU mobile citizens per level of qualification and skills required in Cataluña (2011)
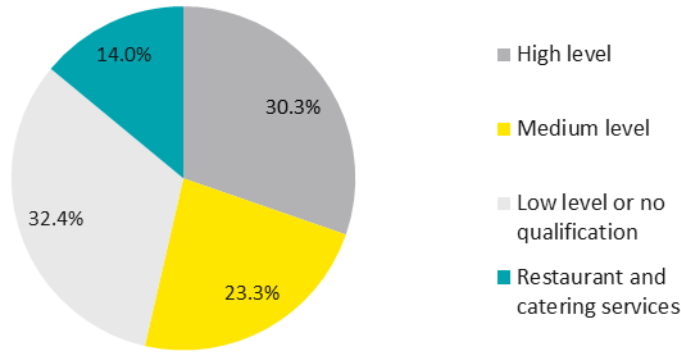
Source: CCOO Cataluña

This pattern partially contrasts with the high level of education that characterizes EU mobile citizens (see Chart 15), possibly due to the fact that these citizens accepted jobs that did not match with their qualification level.

Chart 15: Composition of Barcelona population by educational background
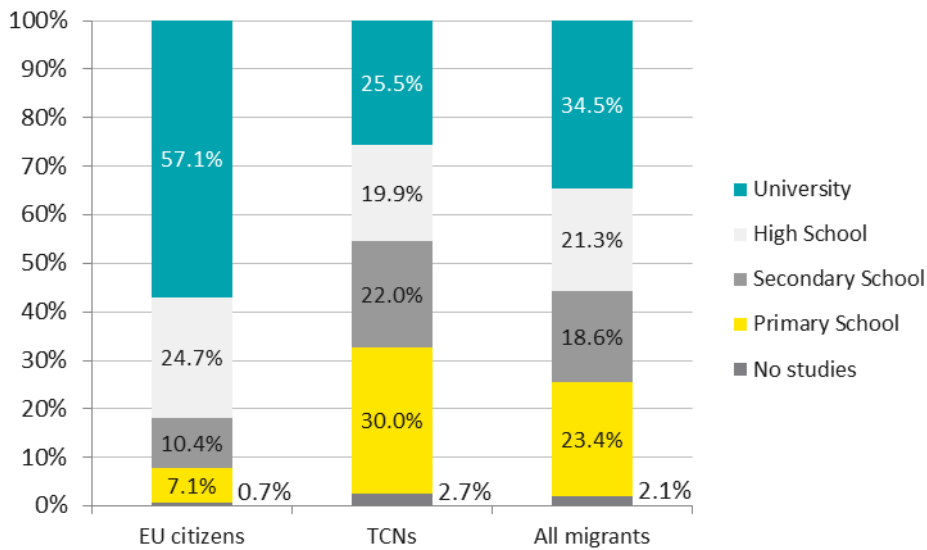
Source: Department of Statistics, Barcelona City Council

At city level, information collected, available only for foreign nationals and not specifically for EU mobile citizens, shows that:

► In 2012, 25.3% of registered work contracts in Barcelona were for foreign nationals (198,223 contracts, as compared to 256,916 registered in 2008), most of them (78.5%) being temporary contracts[43];

► Unemployed foreign nationals represented 20.9% of all unemployed people in Barcelona in 2012[44];

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[43] Barcelona City Council, Department of Statistics: Informes Estadístics - La població estrangera a Barcelona. Gener 2013.

► In 2011, foreign nationals mainly worked in the services sector (see Chart 16);

► Foreign nationals contributed to lowering the working average age, as 74.1% of foreign workers in Barcelona were between 25 to 44 years old versus 58.9% of nationals in 2012 (Chart 17).

Chart 16: Profile of registered contracts for foreign nationals in Barcelona 2011
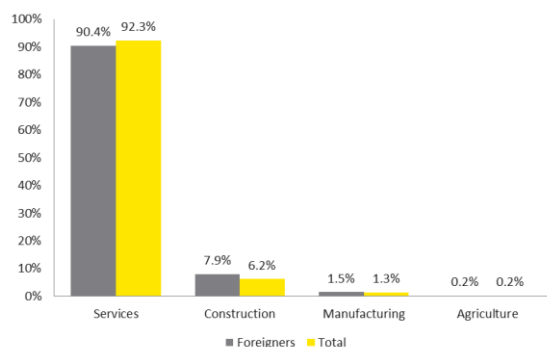
Chart 17. Foreign workers' distribution in Barcelona per age 2012
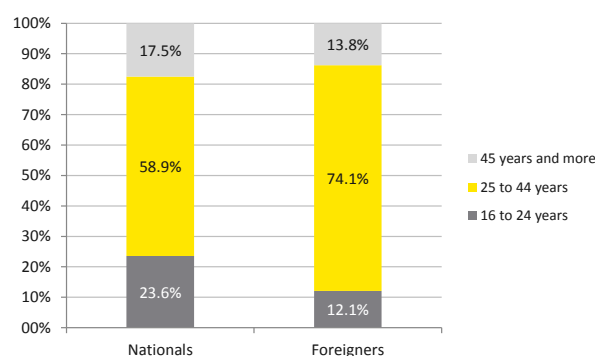

Source: Department of Statistics, Barcelona City Council

Source: Department of Statistics, Barcelona City Council

According to the evidence from the survey, EU mobile citizens have played an important role in the local labour market, especially filling the labour market shortages. They present better conditions than TCNs in terms of labour market positioning (with low levels of unemployment, accompanied by better employment rates), discrimination and other barriers to integration (especially on the working places, as also confirmed by the stakeholders who took part in the focus group and the survey).

Box 2: Policies for entering into the labour market

Several local actors (e.g. City Council, CCOO) have started to implement policies, to support foreign nationals in entering the local labour market, especially after the economic crisis. To this purpose, AMIC association developed a **Guidebook for Immigrant Workers**, a basic tool to guide any worker regardless of his/her origin, nationality or legal situation into the local labour market. The choice of addressing foreign workers is justified by the need they have to know the labour market they are joining. This is true in particular for EU citizens from the newest Member States (Bulgaria and Romania) as they are subject to transitional measures, reintroduced in 2011, restricting their access to the national labour market.

Wage differentials

Data on wage differentials is available only at regional level: **in Cataluña[45] EU mobile citizens from other Member States receive, on average, a higher salary than Spanish workers** (14.5€/hour against 10.7€/hour), while TCNs receive a lower salary (7.3€/hour)[46].

Entrepreneurship: the contribution of EU mobile citizens to business creation

The city of **Barcelona is an active entrepreneurial city in Europe**: the rate of entrepreneurial activities[47] in the province of Barcelona is 6.5% in 2012[48], higher than or line with the most dynamic European countries[49].

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[44] Barcelona City Council, Department of Statistics.

[45] Immigració I mercat de Treball a la ciutat de Barcelona, CESB and Fundació Jaume Bofill.
http://www.bcn.cat/novaciutadania/pdf/es/mercat/estudis/Immitreball_es.pdf.

[46] According to the National Institute of Statistics, at national level, Spanish workers receive a higher salary than migrants, with a difference between 25% and 35%. Sources: http://www.ine.es/revistas/cifraine/0305.pdf.

[47] TEA – percentage of working age population both about to start an entrepreneurial activity, and that have started one from a maximum of 3 years and half.

[48] Data on resident population, 18-64 years old.

In this environment, many business activities have been started by foreign nationals, even if it is difficult to retrieve data at local level about the nationality of entrepreneurs. According to the evidence from the survey, the **estimated number of both EU mobile citizens and TCNs entrepreneurs is 10% of the total entrepreneurs in Barcelona**, comparatively higher than the incidence of EU mobile citizens in the population. For instance, in 2001, EU mobile citizens have created 11 business activities in the Ciutat Vella district, accounting for 2.9% of foreign nationals' activities in the area, but TCNs seem to be the main group of foreign entrepreneurs.

According to the information collected during the Focus Group, there is **not a single sector of activity where foreign nationals' businesses are more focused on**, or specific city areas where these businesses are concentrated, although it is known that, in 2006, the four sectors with the larger presence of local foreign entrepreneurs were **repair business, restaurant and hotels, construction and retail activities**[50], that accounted for two thirds of all foreign nationals' self-employment activities[51].

Box 3: Initiatives to support entrepreneurship

An important contribution to entrepreneurship has been given by specific programmes and projects addressed to foreign nationals, aimed at providing information and strengthening the knowledge on how to start a business. **Barcelona Activa**, the development agency of the Barcelona City Council, played in this respect an important role, in boosting entrepreneurship through a series of initiatives, like coaching and training activities for entrepreneurs, support to new ideas of business, giving legal advice to start a company, to facilitate economic activities, fostering the dynamism of the local labour market and attract people to the city. Among the main initiatives promoted there is the "**Do it in Barcelona**" project, the program to attract international talents to the city, offering information and resources on how to create a company in Barcelona, develop a professional career, or on how to participate in research centres and postgraduate studies in universities and business schools[52].

Every year more than 40,000 participants pass through the **Glòries Entrepreneurship Centre**, for business plan coaching, using the Centre's resource, or for networking and marketing activities. In 2009, the Centre supported more than 2,000 business projects promoted by over 2,400 entrepreneurs, which may create more than 3,000 jobs in the city[53]. Nearly a third of all participants in the activities organised by the Centre are foreign nationals[54].

3.1.5 Inclusion policies and social impacts of intra-EU mobility in the city of Barcelona

Housing: Social housing and help for homelessness

Foreign nationals are quite **spread out throughout the entire city** but some areas are characterized by a higher incidence (Figure 2).

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[49] La actividad emprendedora en Barcelona y Cataluña en el año 2012.

[50] Some migrants have consolidated strong businesses and international companies all around the city, becoming a successful example for other local entrepreneurs (e.g. Mango clothing).
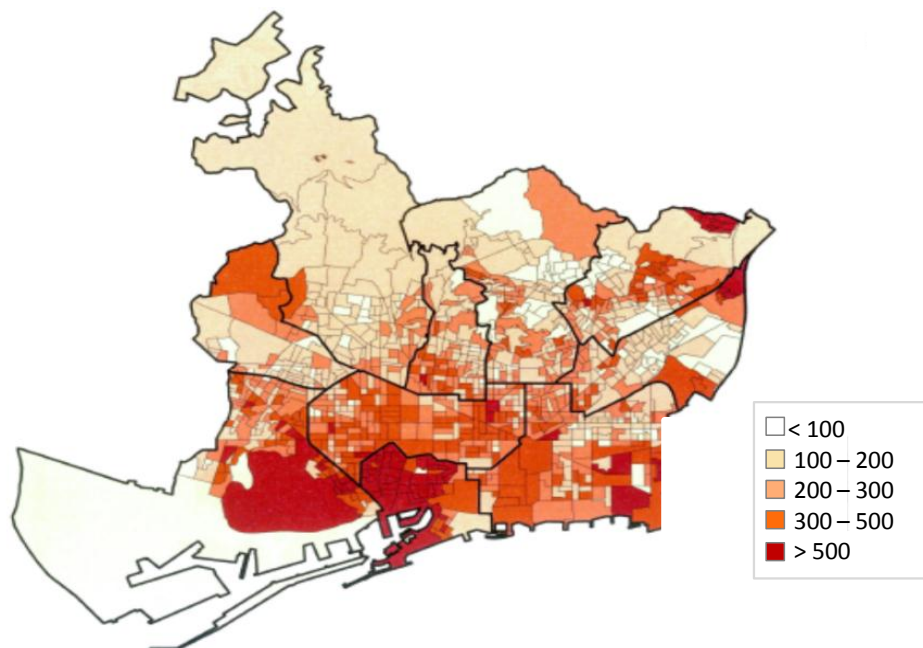
[51] Immigració I mercat de Treball a la ciutat de Barcelona, CESB and Fundació Jaume Bofill.
http://www.bcn.cat/novaciutadania/pdf/es/mercat/estudis/Immitreball_es.pdf

[52] http://w146.bcn.cat/web/guest/home_es

[53] http://www.barcelonactiva.cat/

[54] http://citiesofmigration.ca/good_idea/barcelonaactiva/

Figure 2: Number of foreign nationals in the City of Barcelona

Source: Barcelona City Council –Department of Statistics

In particular, Eixample, Ciutat Vella, Sants-Montjuïc and Sant Martì districts host the biggest settlements of foreigners in Barcelona. In addition, the number of foreign residents in the mentioned districts has grown over the last years – with the only exception of 2011 – contrary to the rest of the city.

In general, the **city presents a good level of cohabitation between foreign nationals and nationals** despite the fact that immigration in the city is not such an old phenomenon, as it also emerged from the survey, and presents a strong social and cultural diversity. Indeed, there are neighbourhoods in Barcelona where several groups of foreigners live together. For instance, in the Eixample district, there are more young couples between 20-35 years from mixed nationalities than exclusively national couples[55].

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[55] http://citiesofmigration.ca/good_idea/from-neighbours-to-citizens-the-barcelona-interculturality-plan/

Box 4: Spatial settlements of EU mobile citizens and TCNs.

EU mobile citizens are generally more present in the districts of Eixample (22.4%), Ciutat Vella (16.5%), Sant Marti (13%) and Nou Barris (9.5%)[56]. The **largest communities of EU mobile citizens have quite a different spatial settlement if compared to TCNs**. The **Italians**, for example, which are the main group of EU mobile citizens, have settled in almost all city districts, and often represent the most numerous group of foreign nationals in several city neighbourhoods – like Eixample, Gracia and Sarrià (see the following figure).

The **French** – the second largest group of EU mobile citizens in Barcelona – show a more distinctive pattern, since, even if they are more widely spread than other groups of foreign nationals with similar size, their presence is more concentrated in few districts (Ciutat Vella, Eixample, Sarrià).

Figure 3: Italian and French citizens in Barcelona per district (2013)
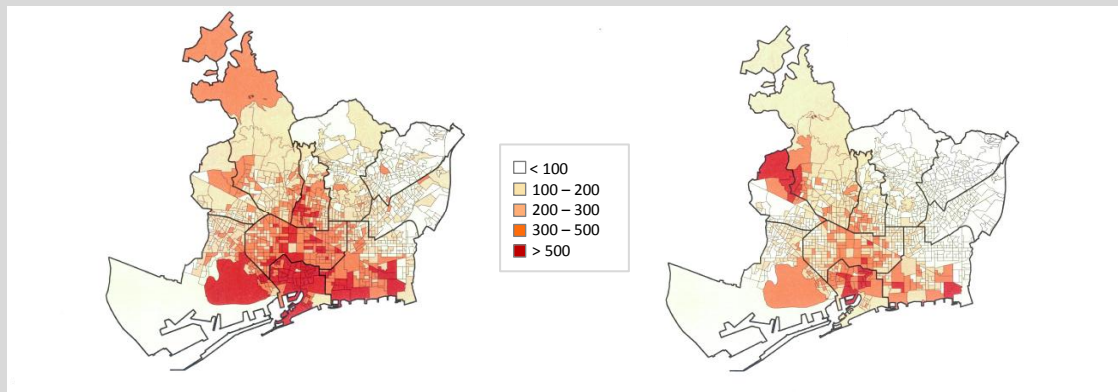
Source: Barcelona City Council –Department of Statistics

For TCNs there is a higher level of spatial segregation: some of these groups are concentrated in one or two areas of the City. There are some examples: one of them is the neighbourhood Ciutat Meridiana (in the Nou Barris district) [57], characterised by a high number of foreign nationals – mainly TCNs, a lower quality of houses than other neighbourhoods and by being an area of high concentration of evictions. To react to this situation, the "**Barcelona Ciutat Meridiana**" initiative, part of the European project "In the dark", has been implemented[58] with the aim of promoting the development of a different opinion about the urban environment, giving visibility to the most difficult city areas. Another example is the El Raval neighbourhood (in the Ciutat Vella district), which has 50% of foreigner incidence, being one of the most multicultural neighbourhoods of Barcelona; this area, however, is still attractive for many young local people due to its multicultural atmosphere and new trends.

As regards access to housing, there are no differences between EU mobile citizens and nationals. The former are required to provide the same documents as the latter, and, in general, EU mobile citizens can use local housing services at the same conditions as nationals.

A problem that has recently become more critical, due to the economic crisis and the 2009 real estate bubble burst, is **homelessness**. The number of homeless people in Barcelona has increased by 5% between 2008 and 2009. The city estimates that on any given night, roughly 1,500 people in Barcelona are homeless, both nationals and foreign nationals. During the last annual census, on the evening of March 12, 2010, some 650 people were sleeping outdoors and 850 were sleeping in shelters[59]. The city reacted to this by increasing the number of social and emergency housing, available in all city districts. In addition, the **Network for People Without a Roof**, a network of 24 charities and NGOs, collaborating with the city

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[56] Department of Statistics, Barcelona City Council.

[57] Barcelona Free Movement Focus Group, 10th July 2013.

[58] http://dormitorios.wordpress.com/

[59] http://homeless.samhsa.gov/resource/report-from-barcelona-fostering-social-inclusion-to-end-homelessness-50139.aspx

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government, is responsible for assisting homeless people. The network has also implemented a campaign "**Imagine a 2015 with No One Living in the Street**"[60], to end the phenomenon by 2015.

Box 5: Relevant policies aimed at improving access to housing

Due to the high number of foreign nationals in Barcelona, and the recognized importance of access to housing as a tool of social cohesion, the Barcelona City Council has developed a full **network of Housing Service Office**s[61], in an effort to facilitate housing access. In addition, the City Council Website dedicated to new citizens (**Nova ciutadania**)[62] provides all the information concerning financial aid based on type of work and city location and the availability of affordable housing for foreign nationals[63].

Moreover, the major local universities (like UAB) are active in this field, also through the Barcelona University Centre, by providing low-cost accommodation to international students.

Education: Information, assistance and welcome programmes

Foreign pupils in schools

In the school year 2011/2012, more than 28,000 foreign non-university students (both EU mobile citizens and TCNs) were enrolled in Barcelona schools, accounting for 11.5% of total non-university students in the city[64] (see Chart 18). Their number progressively increased in the last years.

Chart 18: Total number and share of foreign non-university students on the total number of non-university students in Barcelona
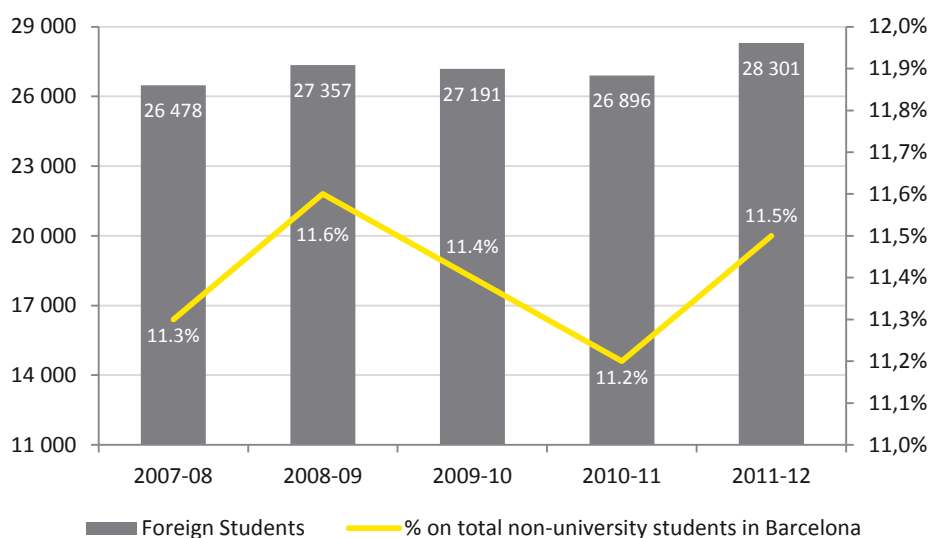
Source: Barcelona City Council – Department of Statistics

In 2012, only 28,301 out of the 37,000 foreigners living in Barcelona of school age (0-17 years old) were registered in a school, most of them attending primary schools (31.6%, from 5 to 12 years old) and secondary schools (29.6%, from 12 to 16 years old) (from 5 and to 13 years old) (see Chart 19).

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[60] http://www.bcn.cat/barcelonainclusiva/2jornadaxarxasensesostre/es/campana-sensibilizacion.html
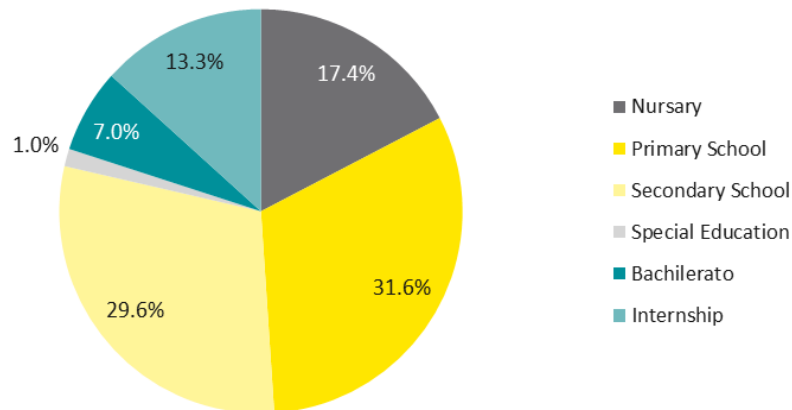
[61] http://www.bcn.cat/habitatge/bcn_oficina.shtml

[62] http://www.bcn.cat/novaciutadania/arees/en/acollida/acollida.html

[63] http://www.bcn.cat/habitatge/esp/ass_que_ent.shtml

[64] Barcelona City Council, Department of Statistics - 2013

Chart 19: Distribution of foreign students in Barcelona per education level (2012)[65]

Source: Barcelona City Council –Department of Statistics

EU mobile students represent only 10% (2,845)[66] of all foreign pre-university students in Barcelona; they also represent a higher share of students in private schools (14.2%) than in public schools (9.3%)[67].

University Students and welcome programmes

The presence of foreign nationals among university students is significant: Barcelona is indeed one of the most requested and chosen university destinations for international students. In 2010, out of more than 245,000 students in Cataluña, 20,000 were foreigners[68]; **more than 14,000 foreign students[69] studied in the public universities of Cataluña in 2011**[70], twice the number of 2002. Furthermore, in the academic year 2011-12 the University of Barcelona (UB) received 1,105 students from EU Member States through the Erasmus Programme, the Autonomous University of Barcelona (UAB) 1,007 and the Polytechnic University of Cataluña 687[71].

Box 6: Relevant policies aimed at assistance and welcome programmes

Due to the massive presence of international students, in both university and non-university courses, the city of Barcelona and many other local actors have developed **several measures** to address them. Since arrival, different services are offered: public schools provide "**welcome programmes**", consisting of intensive Catalan and Spanish courses at the beginning of the child enrolment, to ease their integration at school.

All the main information concerning documents and procedures required to foreign students can be found in the City Council web portal for new citizens[72]. The City Council has also created the **City Education Project of Barcelona (PECB),** an instrument of educational governance based on community participation, strategic planning and joint social responsibility in formal, non-formal and informal education[73]. It is a work entity that brings together education and social actors from different territorial areas of the city and different areas of educational intervention, creating a

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[65] Bachilerato is a two-year post compulsory schooling, after the Secondary School education.

[66] Barcelona City Council, Department of Statistics – 2013

[67] Barcelona Consortium of Education-
http://www.edubcn.cat/rcs_gene/extra/01_documents_de_referencia/InformeEscolaritzacio1213.pdf

[68] http://es.bcu.cat/archivos/esp-educacio.pdf

[69] In the academic year 2011-2012, more than 5,000 foreign students were enrolled in course in the four major universities (UB, UAB, Polytechnic University of Cataluña and Pompeu Fabra University)
(Source:http://www.idescat.cat/pub/?id=aec&n=762&lang=es).

[70] Barcelona Data Sheet 2012 (http://barcelonacatalonia.cat/b/wp-content/uploads/2012/12/datasheet-2012-angles.pdf)

[71] http://ec.europa.eu/education/erasmus/doc/stat/1112/receiving_en.pdf

[72] http://www.bcn.cat/novaciutadania/arees/en/educacio/educacio.html

[73] http://w110.bcn.cat/portal/site/Pec/

network to develop projects and local educational activities.

Given the strong presence of international students in all city universities, these institutions have created the **Barcelona University Centre** (BCU), a unique platform to coordinate, encourage, and drive necessary actions and initiatives to promote Barcelona as an international university centre and to make life easier for foreign students outside the university. Its aim is to offer an "all-in-one" service to students and researchers, from the welcoming initiatives and security advices, to housing policies, organisation of cultural tours and conference organisation.

Similar initiatives are developed also at regional level, for instance through **Study in Catalonia,** a web site providing a complete map of higher education in Cataluña, with information about all the welcome and guidance services available for university students, as well as general information about life in Spain.

In addition, each university has developed its own projects, like the **Mentoring Programme** at Pompeu Fabra University, aimed at facilitating the welcoming and integration of exchange students.

Other projects, on the contrary, address teachers, like the **Training for the reception and the teaching of immigrants,** implemented by City Council, a comprehensive training for volunteers, partner organisations or professionals working in teaching second languages to foreign nationals.

EU mobile citizens do not face any specific obstacle in education: they face the same enrolling requirements and fees, and, for university, they can compete for places like Spanish students.

Intercultural dialogue: intercultural activities and attention to non-discrimination

The massive presence of foreign nationals in Barcelona has brought about the development of specific policy measures to support intercultural dialogue.

The City Council, through the Directorate of Immigration and Interculturalism, has developed and supported many initiatives aimed at the promotion and consolidation of an intercultural dialogue in the city, at fostering foreigners' inclusion into the local community, with the approach to create spaces and processes to facilitate a positive interaction between locals and foreign nationals, effective communication and cooperation[74].

The Immigration Department, along with the Barcelona Institute of Culture, launched the **Intercultural Dialogue programme** in 2008[75], coinciding with the European Year of Intercultural Dialogue. The programme collected and presented the initiatives aimed at raising awareness about different cultures, fostering dialogue, debate and cooperation between different foreigners' communities, and promoting the Catalan language and culture. Many events and activities were organised by both the City and the District Councils, cultural days, exhibitions, theatre and cinema events, music festivals, cooking activities, public debates, promotion the knowledge of foreign languages and educational programmes for children and adolescents.

The importance of the intercultural dialogue as a key asset to foster foreign nationals' inclusion has been underlined also in the **Barcelona Immigration Plan 2012-2015** and in the **Barcelona Intercultural Plan** in 2009[76], to be considered as the main instrument of the City to interpret and approach the local socio-cultural diversity. The plan defined a strategy to coexist and identified 10 strategic areas, 30 objectives and 90 measures. The importance of the plan was highlighted by the massive presence of actors involved in its definition: over 4,000 people and 200 local organisations, charities, education centres, research institutions, professional associations, foundations, municipal councils and participatory platforms.

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[74] Barcelona Immigration Plan 2012-2015

[75] http://www.bcn.cat/cultura/dialeg/eng/index.html

[76] http://www.interculturalitat.cat/plans/elpla

Language training for newcomers

One of the main obstacles to an effective integration is **language knowledge**: Catalan and Spanish are the two official languages, used in politics, education and media. Their knowledge is crucial for foreign nationals to actively participate in the local community life, overcome barriers arising from cultural differences, allow interaction with people having different backgrounds and avoid exclusion and discrimination. Consequently several actions have been taken to address the issue, and the importance of official language knowledge has been recognised at both university and non-university level. The number of language courses offered by the local associations has continuously increased between 2007 and 2010 (see Chart 20). Concerning the origin of foreign nationals attending these courses, the number of EU mobile citizens increased by 18% between 2007 and 2010, representing around 11% and 8% of foreign nationals attending basic and intermediate/advanced courses respectively[77].

Chart 20: Number of Catalan language courses in Barcelona
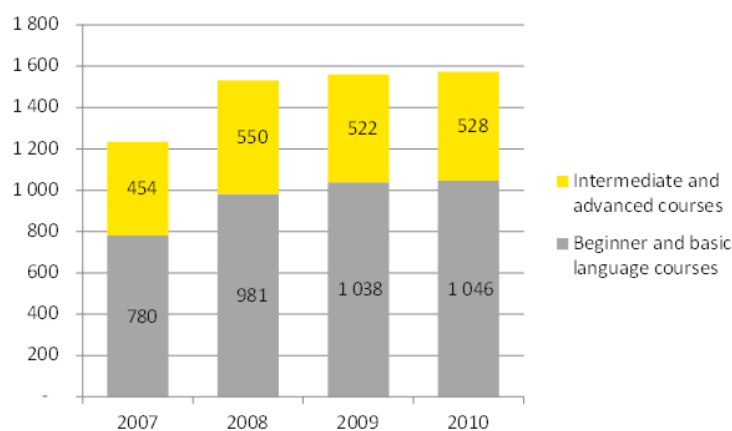
Source: Consortium for Linguistic Normalisation of Barcelona

Language courses are offered by many local schools and by all universities, as well as by the **Consortium for Linguistic Normalisation** (CPNL – Consorcio para la Normalización Lingüística), local and regional NGOs and cultural centres (e.g. Catalan Language and Culture Institute), in class and through virtual learning spaces like **Parla.cat**, both to improve foreigners' language skills and to promote and spread the use of Catalan as the main language in the region, like **Parlem ("Let's talk").**

Box 7: Local Initiatives promoting intercultural dialogue

Local authorities and NGOs have developed other types of initiatives and measures to foster and promote integration and coexistence between locals and foreign nationals, like **Convivim Esportivament (Let's live together through sport),** using sport and physical activities to build a cohesive city. These kinds of projects are targeted at people – especially the young – at risk of social exclusion and discrimination, especially foreign nationals in low-income neighbourhoods, in order to fight prejudices and facilitate relationship building among citizens. The aim of the programme is to bring about social inclusion through physical activities. It is a way of fostering relations between local residents while also helping to protect against situations of social exclusion. It involved students from primary and secondary schools as well as young people and teenagers outside the school circuit. The activities are run by neighbourhood primary and secondary schools and sports organisations. Thanks to their involvement, an interactive network was set up that was instrumental in achieving the programme's goals.

In addition, an **Office for non-Discrimination** has been created by the City Department of Civil Rights[78]; addressing all citizens, even if mainly used by foreign nationals, to report discrimination episodes, to promote human rights, guarantee equality to all citizens, combat all forms of discrimination by providing advice, legal counselling and information and playing a mediation role in conflicts arising between private individuals, enterprises and institutions.

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[77] Source: Consortium for Linguistic Normalisation, Barcelona

[78] http://w110.bcn.cat/portal/site/DretsCivils

Attitude towards migration: criminal activity rate and natives' perception

Locals have a **positive attitude towards migration**: a survey from the Barcelona City Council[79] indicates that the negative perception of local citizens towards foreign nationals has reached a new low point[80] (see Chart 21): there is a perception of a low level of racism, and nowadays migration is not considered a major problem for Spanish and Catalan citizens, in comparison to other issues like unemployment and the downward trend of the economy. For instance, even if the city's unemployment rate is high (around 20%), there is no strong conflict between locals and foreigners, and the local cohesion is preserved.

Chart 21: Evolution of negative perception of foreign nationals by citizens in Barcelona (2007-2012)
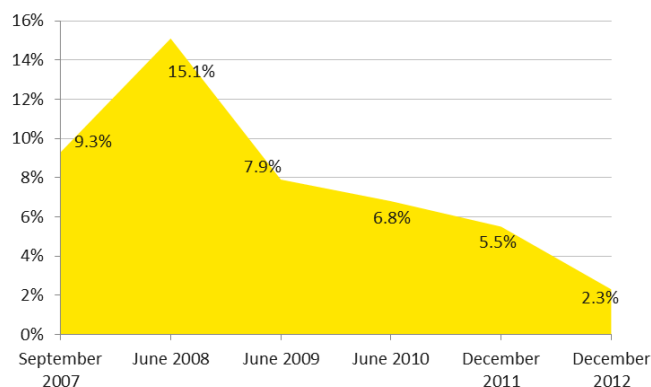
Source: Enquesta Òmnibus Municipal. Barcelona City Council.

Some negative feelings of Spanish citizens towards migration emerged in the past in relation to specific issues, such as the fears related to the possible exploitation of the national health system by foreign citizens. As emerged during the focus group, until few years ago, the Spanish National Health System supported a universal approach in providing healthcare assistance to all people in Spain, with risks in terms of sustainability of this approach. The legislative revisions approved at national level in 2012 introduced some restrictions and specified the conditions to be fulfilled by non-Spanish citizens (with the due differences among EU citizens and TCNs) for the access to the National Health System, as well as the related verification mechanisms[81].

Another important factor to reduce prejudices and strengthen national stereotypes is constituted by the level of security perceived in the local context, and the criminality level associated to foreigners' communities.

As far as **Cataluña is concerned**, the majority of convicted people are nationals (63.8%), followed by Third Country Nationals (27.8%), while **the convicted people that come from other EU Member States represent a small share**, only 8.4%, as shown in Chart 22.

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[79] Ayuntamiento de Barcelona, Nota de Prensa 01/05/2013

[80] http://www.lavanguardia.com/local/barcelona/20130501/54373060697/disminuye-poblacion-extranjera-barcelona-caer-nuevas.html

[81] "Real Decreto-ley 16/2012, de 20 de abril, de medidas urgentes para garantizar la sostenibilidad del Sistema Nacional de Salud y mejorar la calidad y seguridad de sus prestaciones"; and "Real Decreto 1192/2012, de 3 de agosto, por el que se regula la condición de asegurado y de beneficiario a efectos de la asistencia sanitaria en España, con cargo a fondos públicos, a través del Sistema Nacional de Salud". The Catalan government published in 2013 the related "CatSalut. Instrucció 10/2012 - Accés a l'assistència sanitària de cobertura pública del CatSalut als ciutadans estrangers empadronats a Catalunya que no tenen la condició d'assegurats o beneficiaris del Sistema Nacional de Salut".

Chart 22. Convicted people in Cataluña per nationality (2011)
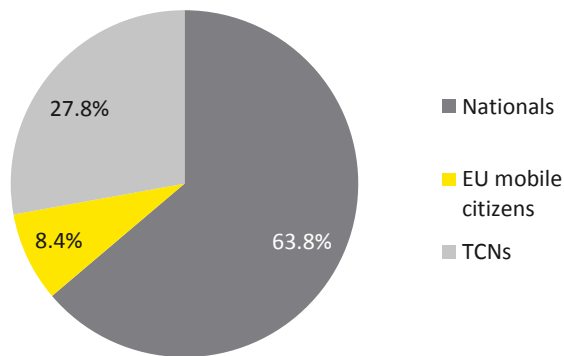
Source: Spanish National Institute of Statistics

Box 8: Relevant policies regarding perception to migration

The positive perception of foreign nationals for the local community is also the result of a series of initiatives and policies developed and implemented in the city by the local administration and local associations, on the one hand to promote different cultures (e.g. Asocrom), and on the other hand to raise awareness about foreigners' situations and fight stereotypes and prejudices. In particular, the **Anti-Rumours Policy**[82] has become a renowned innovative project in this field, with the aim of making Barcelona inhabitants socialise and get closer to each other, thus overcoming traditional rumours and stereotypes about cultural diversity. It is based on a network (Xarxa BCN Antirumors), created in 2010 and composed of more than 300 entities, associations and individuals, which realize several initiatives: anti-rumours projects in neighbourhoods, roundtables, exhibitions and documentaries, presence and campaigns in the mass media, training of people to become anti-rumours agents, and workshops for young people.

In addition, the great number of NGOs, associations and solidarity movements (e.g. ASCAR, AMIC, Red Cross) have helped to build a favourable environment for inclusion, developing numerous services, like the **Orientation and Support Service for Immigrants,** the **Welcome Service for Migrants, Foreigners and Refugees,** or the offering of general information about the city's environment, administrative procedures, as well as orientation about resources, rights and duties to all foreign nationals.

The principal communities of foreign nationals can also count on their own local associations: the Italians represent the largest community of EU mobile citizens in the city, and have developed several organisations, forums, blogs and institutions – like **Casa degli Italiani** and Spaghettibcn – to foster their integration and ease the connections and relationships with nationals and other communities.

It is perceived that a good level of integration really does exist[83], and there is not a "migrant community" completely and definitely separated from the local citizens. **Many EU mobile citizen communities have reached a good level of integration – especially Italian and French**; other **EU mobile citizens, especially those who are considered more vulnerable, from EU-12 like Romania, seem to encounter more difficulties**, especially in terms of work discrimination[84], even if they are reaching a better level of inclusion. This recent improvement could be explained partially by the knowledge of a Latin language, Romanian being a Latin language, thus removing one of main barriers of integration[85]. According to the survey conducted for this study, episodes of discrimination concern more TCNs than EU mobile citizens, and are more related to working conditions and recruitment.

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[82] http://www.bcnantirumors.cat/

[83] Barcelona Free Movement Focus Group, 10th July 2013

[84] EY Survey.

[85] Barcelona Free Movement Focus Group, 10th July 2013

Focus on Roma people

One of the main characteristics of immigration in Spain is the large presence of Roma people. Cataluña and Barcelona are no exception: around 80,000 of Roma people live in the region. Roma people are one of the most vulnerable groups of migrants in Barcelona[86], with the highest risk of social exclusion, discrimination practices and low access to social and welfare services. Barcelona has a long tradition in working with Roma people; the "Romani Secretariat of Barcelona"[87], funded in 1965, is the oldest institution in Spain dedicated to Roma people. The activity of this institution, as well as of others, has helped in fostering the inclusion of these people, and the majority of them are now integrated in the city environment[88], and employed in many local companies, institutions and authorities. This positive situation has been favoured by the low level of violence and racism in Spain against Roma people (at least lower than other EU countries) and by the variety and number of both institutions and initiatives dedicated to this particular group. The Romani Secretariat, collaborating with the Barcelona City Council and other organisations like Union Romani, Barcelona Activa, Caritas de Barcelona and private actors (e.g. Obra Social de la Caixa Sabadell) have developed a series of policy measures[89] in the field of education (Promociona), employment (Acceder), and social inclusion (to foster school attendance and to fight infant poverty)..

Participation in city life: electoral activity

Despite the fact the EU mobile citizens have the right to vote in local and European elections, the number of those who participate is still quite low in Barcelona[90]. In 2011, 17,000 EU mobile citizens (around 24%) were registered at the Barcelona local electoral office, but the number tends to increase with each election. Chart 23 shows how the largest EU mobile citizen communities (i.e., Italians and French) are also the most involved in local political life.

Chart 23: Share of EU mobile citizens registered at local electoral registry per country of origin (2011)
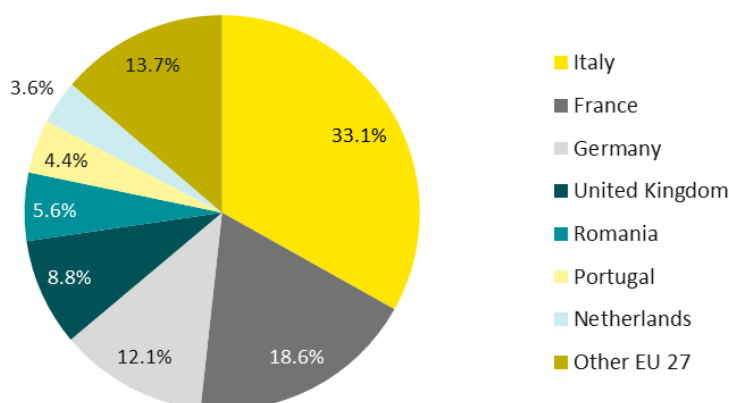
Source: Elaboration on data from the Barcelona City Council

The main reasons behind the limited involvement of EU mobile citizens in local elections are to be found first of all in the lack of information. EU mobile citizens can participate but the required procedure is not as simple and direct as it is for Spanish nationals. Only people included in the official Town Hall register (Padròn Municipal) may vote (also before receiving the residency): EU mobile citizens – as well as other foreigners – have to submit a specific request to the local office, in order to be enlisted and allowed to vote.

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[86] http://www.vozbcn.com/2012/04/10/108770/gitanos-rumanos-parias-barcelona/

[87] Secretariat Gitano de Barcelona.

[88] http://w110.bcn.cat/portal/site/Home/

[89] http://www.gitanos.org/zonas/cataluna/programas.html

[90] Barcelona Free Movement Focus Group, 10th July 2013

To undertake this issue, **specific campaigns** are organised before local elections, to inform foreign nationals about this procedure. Moreover, the local Government collaborates with national Consulates to promote electoral participation, and NGOs together with local associations, like Associaciò AMIC, publish brochures and informative documents to raise awareness and inform non-nationals, and draft specific campaigns to explain how to be registered on the electoral list.

3.2 The City of Dublin

3.2.1 Snapshot of the city

DUBLIN – A New Destination of EU mobile citizens

Population: Dublin is **the capital of Ireland**, located at the heart of a wider metropolitan area the **Greater Dublin Area,** which in 2011, accounted **for 1,804,156**[91] **inhabitants**.

Positioning: situated near the midpoint of Ireland's east coast, at the mouth of the River Liffey[92] on the Irish Sea.

Main economic sectors: A light industrial sector driven economy (i.e., pharmaceutical, information and communications technology) boosted by investor friendly policies (i.e., low tax structure).

INTRA- EU MOBILITY CITY PROFILE

► **History of migration**: Migration is a recent phenomenon. Starting from the mid-1990s, Ireland has moved from being predominantly an emigration country to a country that has attracted large-scale immigration both from outside the EU and from other EU Member States. Its rapid economic growth and a liberal work permit system created a favourable environment for labour migration. In addition, following the 2004 EU enlargement, no restriction for the access to the labour market was introduced; this caused significant increases in the inflow of EU mobile citizens, attracting a considerable number of Polish, Lithuanian and Latvian citizens. At the moment foreign nationals account for 16.3% of the Dublin population.

► **EU mobile citizens**: Strong weight of EU mobile citizens (i.e., 118,707 people), making up 9.9% of the Dublin population and 60.7% of the total number of foreign nationals in Dublin.

► **Main countries of origin:** Poland (30.4% of total EU mobile citizens), UK (17%);

► **Main features** of EU mobile citizens:
  - Mainly labour citizens;
  - They are generally highly skilled and/or educated (especially Germans). Nonetheless, EU 10 workers (accessing EU in 2004) have concentrated on lower-skilled sectors of the economy;
  - Young relative to native population.

IMPACTS OF INTRA EU-MOBILITY: KEY EVIDENCE

► **Economic impacts:**
Immigration plays a significant positive role in the economy. Foreign nationals allow the local economy to work more smoothly by filling vacancies across the jobs spectrum, at both the top and the bottom of the qualification levels. On the one hand, EU mobile citizens provided qualified professional skills and contributed to some sectors such as the ICT industry; on the other end of the skill spectrum, they took up unskilled jobs that local people would be unwilling to accept.

► **Social impacts**:
Difficulties related to housing, school inclusion, language knowledge and (to some extent) discrimination still remain. The EU mobile citizens living in Dublin are confronted with a limited **affordability of private housing**, poor quality of accommodation, and overcrowding due to resource constraints and/or the decision to increase remittances. **Poor language knowledge** is another issue, often behind difficulties in the labour market, as foreigners from non-English speaking countries are also more likely to be in lower grade occupations than comparable natives.

POLICY RESPONSES AND LESSON LEARNED

Existing migration policy has been developed in the last two decades. The recent immigration increase in Dublin has been driven mainly by workers moving to Ireland to fill labour shortages and has prompted many policy developments.
With the aim of coordinating foreigners' inclusion policies, in 2008, the Dublin City Development Board[93] launched a strategy for integration **"Towards Integration - A City Framework"**. The young governance structure set down

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[91] Population census 2011,Central Statistics Office. The Central Statistics Office estimates that the population will continue to increase and the Greater Dublin Area will reach 2.1 million inhabitants by 2021, and 2.4 million by 2026.

[92] Dublin's port is a crucial gateway for access to the EU and the Western Hemisphere.

allowed for the development of numerous initiatives at local and national level ranging from employment to languages, from housing to entrepreneurship and voting.

Specific governmental bodies have been created, both at national and local level to deal with foreigners' inclusion issues (i.e**. Ministerial Council on Migrant Integration, Dublin regional forum, Local councils** et al.).

All in all, in Dublin there is a wealth of policy initiatives addressed to foreign nationals (although not specifically focused on EU mobile citizens). These are aimed at favouring the creation of a cohesive society, by addressing language shortages of foreign pupils and adults (e.g. the language courses "Tell me more"), creating a multicultural and open environment in schools and libraries (services of the public libraries system), by celebrating diversity (the campaign "One City, One People") and listening to the perception and needs of citizens ("Your Dublin, Your Voice").

3.2.2 Overview of the city: size and features of intra-EU mobility

National level

Immigration is a relatively recent phenomenon for Ireland[94], whereas the country's long history of emigration is well known and documented[95], with outflows exceeding inflows until the early 1990s.

In **1996, Ireland reached its migration turning point, becoming a country of net immigration**. The country's rapid economic growth created a high demand for labour across a wide range of sectors, including construction, financial, information technology and healthcare. Ireland experienced important **increases in immigration flows especially after the 2004 EU enlargement**, attracting a considerable number of Polish, Lithuanian and Latvian citizens. The 2007 enlargement affected migration patterns to a lesser extent, also due to the economic downturn affecting Ireland and western economies[96]. Today, the foreign population has been accepted as a permanent feature of Irish society. This is confirmed by the most recent results of the **2011** Census, which reports that **12.1% of the population was classified as non-Irish National**, when compared with just 5.8% in 2002 (see Chart 24).

Among the non-Irish people, the number of **EU mobile citizens** has progressively increased, **dominating migratory inflows since 2004**. Specifically, the number of EU mobile citizens passed from 133,436 in 2002 (i.e., 3.5% of Ireland population), to 275,777 in 2006 and 386,764 in 2011: despite the decreasing growth rate from 2006, **EU mobile citizens in Ireland represent 8.6% of Ireland's population**[97] and 71% of the total number of foreign nationals.

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[93] The Dublin City Development Board is led by the Dublin City Council.

[94] As a further demonstration, the official Census of the Population in Ireland realized by the Central Statistics Office starts to include a question on nationality only from 2002 (http://www.cso.ie/en/census/).

[95] Induced primarily by Ireland's lagging economic development, net emigration was particularly high in the age of mass migration (1871-1926) and in the post-World-War II era (1951-1961) Source: Ireland: From rapid immigration to recession. M.Ruhs, Center on Migration, Policy and Society Oxford University and E.Quinn, Economic and Social Research Institute, Dublin.

[96] Integration Center through interview.

[97] CSO, Population census 2002, 2006, 2011.

Chart 24: Composition of population in Ireland

2002

3.5% 2.3%

94.2%

2011

3.5%

8.6%

87.8%

- Nationals
- EU mobile citizens
- TCNs
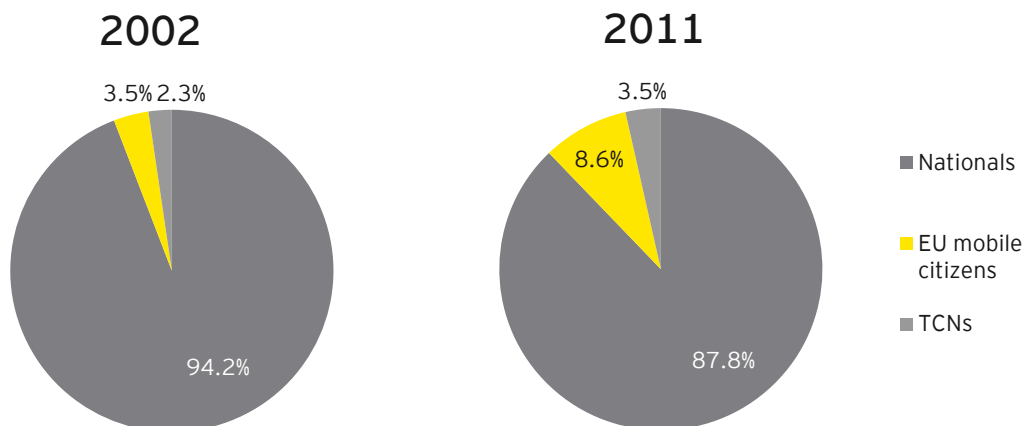
Source: CSO, Population census 2002 and 2011

Citizens from Poland (31.7%) dramatically increased between 2006 and 2011 (with a percentage change equal to 93,7% in 5 years); they overtake the share of UK citizens, still representing 29% of EU mobile citizens living in Ireland, followed by Lithuanian (9.5%)[98], see Chart 25.

Chart 25: Composition of EU mobile citizens by country of origin in Ireland (2011)

17.1%

2.9%

4.5%

5.3%

9.5%

31.7%

29.0%

- UK
- Poland
- Lithuania
- Latvia
- Romania
- Germany
- Other EU
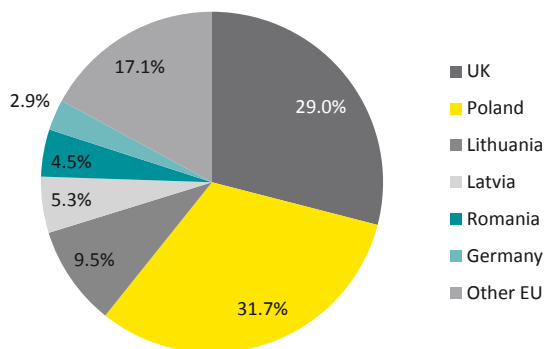
Source: Census 2011
Note: Among "Other EU", the main MS of origin are: Czech Republic, Hungary, Italy, Spain.

Dublin

Migration trends in Dublin are likely to reflect the national situation. **Non-Irish people living in Dublin account for 15.7% of the total population** (195,496 foreign nationals, in a total population of around 1.248 million), and **55.1% of them come from other EU MS, accounting for 9.5% of the population** (Chart 26).

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[98] It is reported in the Dublin Focus Group (for details please refer to Annex 3), that in the national Census 2006, 75% of Slovak nationals did not participate because they did not understand what was being asked them; in the 2011 Census, 66% did not participate.

Chart 26: Composition of Dublin population (2011)
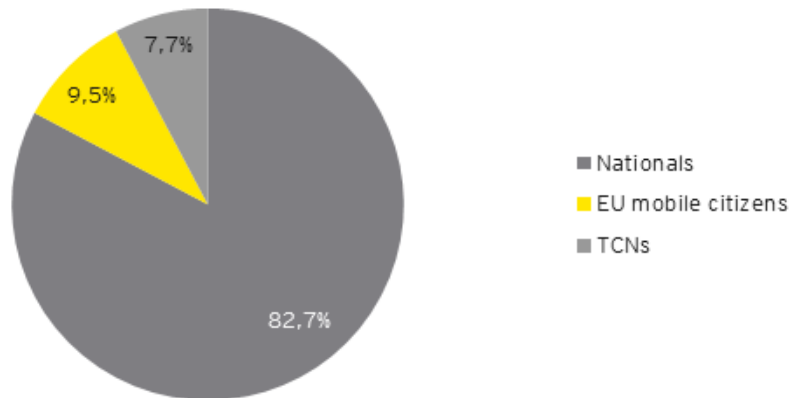
Source: CSO, Population census 2011

The major group of EU mobile citizens in Dublin is made up of Polish citizens (30.4% of the total number of EU mobile citizens), followed by citizens from the UK (17%), Romania (9.9%) and Lithuania (8.9%) (Chart 27).

Chart 27: Composition of EU mobile citizens by country of origin in Greater Dublin Area (2011)
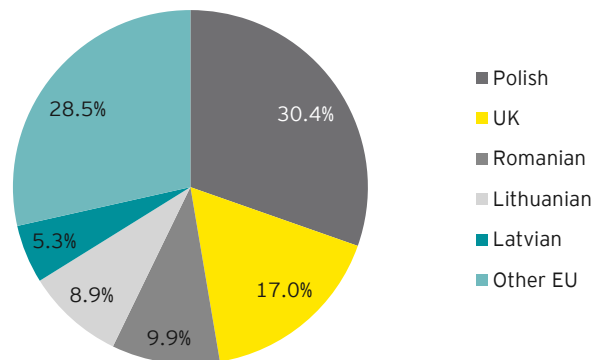
Source: CSO, Population census 2011

As for the trends of the **overall migration inflows in the Dublin Area**, the 2006 Census found that the non-Irish population of Dublin (as opposed to the smaller Dublin City Council area) **rose more than four-fold between 1996 and 2006**, the increasing trend continued upwards and reached 195,496 foreign nationals in 2011.

As for **Polish citizens,** their number has greatly increased in the last five years, as a consequence of the economic upturn and the shift towards a more flexible employment and work permit culture. As indicated in a Polish-focused research study conducted in 2006[99], the main mobility driver from Poland was the instability of the Polish employment market: with the unemployment rate in Poland at 15%, Ireland's economic growth and shortages in the labour force were motivating factors to emigrate.

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[99] Polish migrant workers in Ireland. Community profiles series. K.Kropiwiec. 2006.

The last decade's inflows of EU mobile citizens are characterised by an average young age: 59.8% of EU mobile citizens are younger than 34 years old, as compared to 50% of nationals and 62% of TNCs. On the other hand the share of EU mobile citizens older than 55 years is particularly low (around 10%, as opposed to 21.7% of Irish citizens)[100].

3.2.3 Management of migration, intra-EU mobility and inclusion policies in the city

Specific governmental bodies have been created to deal with EU mobile citizens and TCNs' inclusion issues.

This is the case with the **Ministerial Council on Migrant Integration**, established in 2010 within the Office for the Promotion of Migrant Integration, to advise the responsible Minister on issues faced by legally resident foreign nationals in different regions of the Country. The Council meets in regional formation and consists of 15 to 20 members in each region.

The **Dublin regional forum** consists of 20 members and draws its membership from a wide range of interests and from a balance between the countries of origin of foreign nationals living in the region. Indeed, coherently with the high incidence of EU mobile citizens on the regional population, there are 12 out of 20 Council Members that come from EU Member States, more specifically 3 from Poland, 2 each from Latvia, Lithuania and Bulgaria, and 1 from Romania, Slovakia and Sweden.

After the financial crisis of 2008 many changes have occurred at national level as regards migration and integration policy. Governmental budget cutbacks have significantly reduced financial resources of key stakeholders (e.g., Office for the Promotion of Migrant Integration, National Consultative Committee on Racism and Interculturalism). This decreasing trend in national financial resources has progressively **increased the role of local authorities and of non-governmental organizations** that locally could undertake effective initiatives to welcome and integrate foreign nationals' communities.

At city level, the Dublin City Council is pivotal in the inclusion of foreign nationals, having done extensive work with foreigners' organizations to develop dedicated projects. Unlike many EU States, Local Councils in Ireland lack control over policies in Education, Health, Housing etc. which lie with the national Government. Notwithstanding that, they have succeeded in providing diversity training and gaining the appropriate knowledge and experience to deal with the large influx of foreign nationals.

However, both in the local administration and in other consultative bodies such as the **"Community Forum",** there is no department which specifically and exclusively deals with policies addressed to EU mobile citizens; in general terms, in Dublin (as well as in other EU cities analysed) the focus of local policies tends to be more on TCNs.

As a result of the fact that massive migration inflows in the city are quite a recent phenomenon (even though the number of foreign nationals leaped from 1.5% in 1998 to 13% in 2013), on the whole, Dublin is characterized by a **"young" governance system**. However, the current governance model represents a positive experience, and local councils are making a huge effort in promoting the inclusion and full participation of foreign nationals, even though additional efforts are welcome to strengthen coordination among the different policy areas and the involvement of all stakeholders (from both the public and private sector)[101].

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[100] Data provided by Office of Economy & International Relations of Dublin City Council.
[101] Based on the discussion during the Focus Group.

As for policies, in 2008, the Dublin City Development Board[102] launched a specific strategy, "**Towards Integration - A City Framework**"[103], to be considered as an important milestone for recognising the contribution of foreign nationals to the local community development. This strategy defined, for the first time in the city, a policy framework for inclusion and integration activities.

Figure 4: Governance of inclusion policies in Dublin
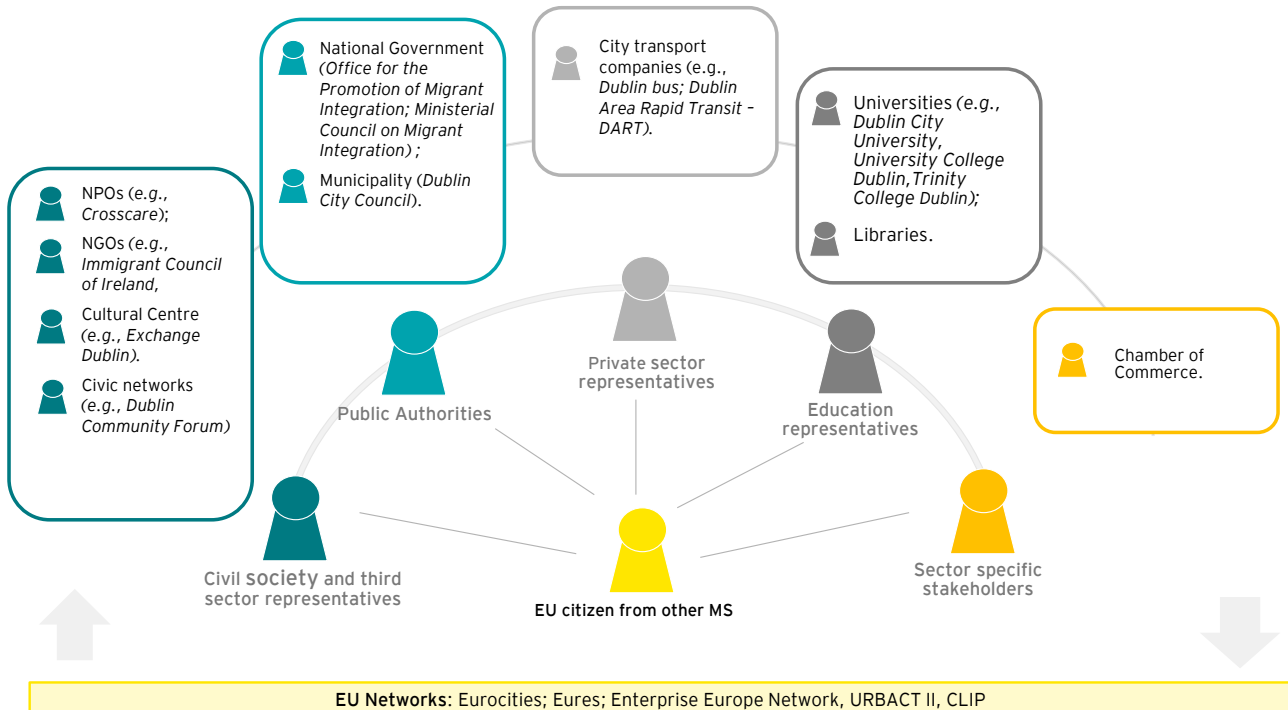
In addition to national and local government departments and agencies, a range of social partners and non-governmental organisations, including foreigner-led organisations, are recognised as important stakeholders in the inclusion of foreign nationals in the City of Dublin. Among these **local stakeholders** we can include:

► The three **Universities** of Dublin (i.e., Dublin City University, University College Dublin and Trinity College Dublin) which have developed International Relation Offices to adequately welcome foreign students arriving in Dublin and set student exchange programmes to promote the international attractiveness and positioning of the City.

► **Charities and associations** such as **Crosscare**, the social care agency of Dublin Archdiocese, which started to deal with foreign nationals when their presence in the city became significant. In 1987 a specific section – Crosscare Migrant Project[104]– was established to support foreign nationals who are marginalised or in vulnerable situations and to inform them of their rights through the support of cultural mediators (e.g., Polish, Russian).

► **Promoters of innovative forms of exchange** among Dublin inhabitants, such as Exchange Dublin[105]. This is a collective volunteer run and organised Arts Space in Dublin, opened in 2009 as an alternative answer to the lack of sufficient spaces in the City for the proliferation of cultural and intellectual events. It consists of an inclusive forum encouraging participation in a consensus-based democratic model to collectively and co-operatively manage a publicly-used community space.

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[102] The Dublin City Development Board is led by the Dublin City Council.

[103] In 2008 the Dublin City Council received 250,000€ by the Office for the Promotion of Migrant Integration for the implementation of the Integration Strategy.

[104] www.migrantproject.ie

[105] www.exchangedublin.ie

In addition, **at national level,** there are various non-governmental institutions dealing with foreign nationals' inclusion, witnessing once again how this issue is felt as a priority by the Irish society at all levels. As an example, there is the **Immigrant Council of Ireland**[106], an independent human rights organisation and law centre which advocates for foreigners' rights and their families. It acts as a catalyst for public debate and for legislative policy change, dealing with the following issues: immigration reform, citizenship, residence and belonging, family reunification, work and access to justice. Another institution responsible for promoting inclusion and strengthening migrant awareness on their rights is the **Migrant Rights Centre Ireland**[107], a national organisation working to promote justice, empowerment and equality for foreign workers and their families. The Centre's efforts are inspired by a community work approach which seeks to advance social justice goals by challenging the root causes of poverty, inequality and exclusion. As a last example of national organisations active for foreigner inclusion, there is the **Integration Centre**[108]. This is a non-governmental organisation with more than 250 affiliated organisations in the network. It is committed to the integration and inclusion of people from migrant backgrounds in Ireland and specialized in planning, monitoring and advocacy at city, local, national and international levels. The Centre provides regionalised information, advice, training services and evidence-based research to influence positive change in legislation, policy and practice.

Box 9: National strategy for migrants

In Ireland, service provision for migrant communities is based on a central **Government mainstreaming policy launched in 2008, "Migration Nation: Statement on Integration Strategy and Diversity Management"**, with the Office for the Promotion of Migrant Integration[109] as the Ministry with the overall responsibility on the specific issue. While this policy recognizes that in certain cases there may be a need for targeted initiatives, it requires that the relevant services and policies be provided to a client base comprising all the society and non Irish and migrants as separate groups. The national policy sets out the key principles of integration which include:

- ► A partnership approach between Government and non-governmental organisations;
- ► A strong link between integration policy and wider state social inclusion measures;
- ► A clear public policy focus that avoids the creation of parallel communities;
- ► A commitment to effective local delivery mechanisms that align services for foreign nationals with those for local communities.

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[106] www.immigrantcouncil.ie

[107] www.mrci.ie

[108] www.integrationcentre.ie

[109] This Ministry has a cross-Departmental mandate to develop, lead and co-ordinate migrant integration policy across other Government Departments, agencies and services.

Table 4: Selection of inclusion policies relevant for EU mobile citizens and TCNs in Dublin

POLICY AREAS	POLICIES / INITIATIVES
Employment	► Employment for People from Immigrant Communities programme; ► Dublin employment act.
Entrepreneurship	► Equal emerge.
Housing	► Cold weather initiative.
Education	► English as an Additional Language; ► Blue Star Programme.
Inter-cultural dialogue	► Tell me more.
Attitude towards Migration	► One City, One People; ► Your Dublin, Your voice.
Participation in political life	► Migrants voters campaign.

3.2.4 The economic impacts of intra-EU mobility in the city of Dublin[110]

Intra-EU Mobility and local labour market

Job seeking represented one of the main drivers for foreign nationals, and specifically EU citizens moving to Ireland[111]. Indeed, the country promoted a **highly favourable and liberal work permit system,** as in 2004 it was one of the three states (together with the United Kingdom and Sweden) among the 15 Member States that granted accession-state nationals unrestricted access to its labour market immediately upon EU enlargement.

Indeed, in the two years following the enlargement, the Irish Department of Social and Family Affairs recorded a significant increase in the number of Personal Public Service Numbers (PPSNs)[112], necessary to work legally in Ireland, which were issued to people from 10 EU States acceding in 2004, as well as Romania and Bulgaria.

Box 10: Employment for People from Immigrant Communities programme

The **Employment for People from Immigrant Communities programme** (**EPIC**) is a Dublin initiative co-funded by the Irish Government and the EU and is run by the Business for the Community in Ireland. The EPIC programme is open to adults from EU Member States entitled to work in Ireland and TCN adults with stamp 4[113]. The goal is to assist these target groups to gain employment or further training/education in Ireland, helping them to overcome the main obstacles to succeed in their applications, such as lack of Irish work experience, interview preparation and the

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[110] Data on migrants positioning in the labour and economic system in Dublin is not available. As alternative national data has been used in the light of interviews and FG outcome (for reference see Annex 2) Moreover the reliability of national data utilization lay on the economic role of Dublin in the national framework , as the city's GDP represent 42% of national value, and migrants residing in the city represent 35% of the foreigners living in Ireland (30% of EU citizens from other MS).

[111] "Labour mobility within the EU in the context of enlargement and the functioning of the transitional arrangements" 2009 by European Integration Consortium IAB, CMR, fRDB, GEP, WIFO, wiiw.

[112] PPSNs are individual identifiers required in order to gain employment in Ireland or to access State benefits and public services. It is important to note that PPSNs record the monthly gross inflow of migrants from the Accession States who are predominantly looking for employment and not the increase in the stock of migrants.

[113] Stamp 4 is given to a person who is allowed to stay in Ireland until a specified date (i.e., Non EEA family member of an EEA citizen, Non EEA spouse of Irish citizens, refugees, Non-EEA person granted family reunification under the Refugee Act 1996, Programme refugee, Non-EEA parent of Irish citizen child where parent was granted permission to remain in the State, Non-EEA family member of EU citizen where family member qualifies under the European Communities-Free Movement of Persons-No. 2-Regulations 2006).

understanding of the Irish standards when preparing a CV and cover letter. To this purpose, EPIC provides a training module and one-to-one individual support with Training and Employment Officers (TEOs).

As for the training module, EPIC provides classroom-based trainings structured as follows:

► Pre-Employment and English for Work Training (3 weeks) – Business English vocabulary, CV and cover letter writing techniques; identifying and describing skills; telephone skills for job interviews and in the workplace; advice on how to look for a job;

► Interview Skills Training (1 week) - intensive interview preparation including different tips, skills and techniques. Each client attends a mock interview with CPL (a leading Dublin based recruitment agency);

► Living and Working in Ireland Training (2 weeks) – information sessions on a variety of themes to facilitate networking, understanding of the Irish system and to promote social integration. Topics covered include employment rights and entitlements, social welfare, access to education and healthcare;

► IT Skills Training (2 days) – focusing on the use of Microsoft Office Word, Excel and PowerPoint. This is supported by British Telecom;

► Using Social Media to find employment. This is supported by Ericsson.

In the period 2007-2011, 1033 people from foreign communities (over 80% of EPIC users) were placed in jobs, training/education, or work placements with the direct intervention of the EPIC staff; citizens from 64 different countries have attended EPIC training – 14 EU countries and 50 non-EU countries – a real reflection of the diversity of nationalities within Ireland's foreigners' communities. The 10 EPIC staff is representative of 6 different nationalities[114].

Both educational and ageing characteristics of **EU mobile citizens** contributed to an average national **employment rate** (around 63.1% in 2012) **higher than those experienced by TCNs** (59.4%) **and Irish** (58.7%) **population** (Chart 28). For all the three samples, Nationals, EU mobile citizens and TCNs, it is worth noting that, apart from the level, their employment and unemployment rate followed similar trends in the past years. Indeed, the **economic recession had a significant impact** on the Irish economy, hitting both Irish nationals and foreign nationals alike. Nonetheless, foreigners have been much more affected. **EU mobile citizens' unemployment had reached 17.7% in 2012, as compared to 14.5% for Irish nationals**. Moreover, the higher employment rate of foreign nationals, and in particular of EU mobile citizens, is in line with the higher unemployment rate, being the higher quota of persons in the job market. However, the higher unemployment rate suffered by foreign nationals should be ascribed to the diversified impact of the crisis in the different economic sectors.

Chart 28: Trend of employment and unemployment rates in Ireland
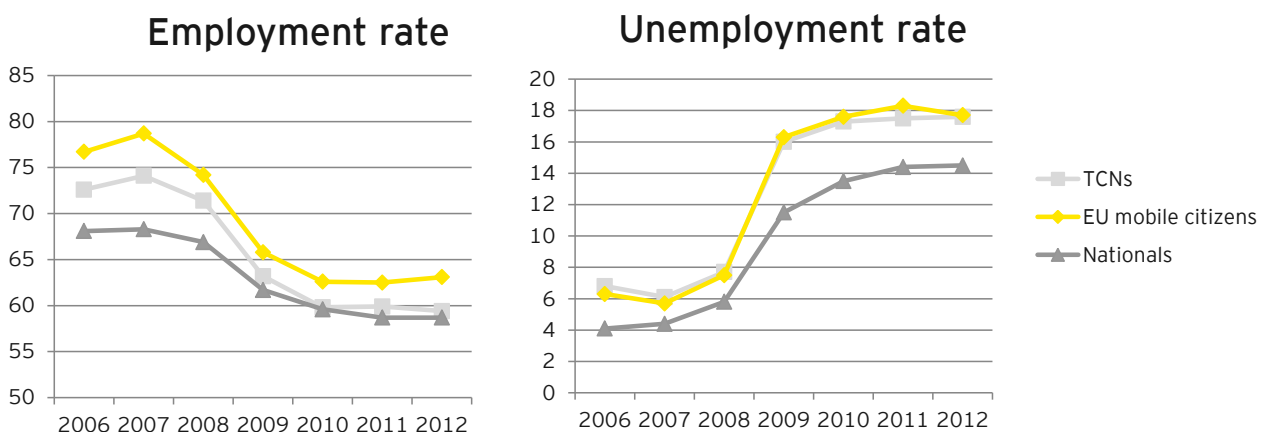
Source: Eurostat

Foreign nationals tend to work in the sectors most impacted by the crisis, namely construction, the wholesale and retail trades and manufacturing. In October 2010, there were 9,590 non-Irish nationals on

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[114] http://www.integration.ie/.

the Live Register[115] in Dublin City along with 42,274 Irish nationals (Department of Social Welfare, 2010), meaning **non-Irish nationals made up 18.49% of the total number of receivers of Jobseeker Allowance and Jobseeker Benefits in Dublin City**. Among the broad nationality groups, **Accession State Nationals represented the biggest non-Irish nationality group** (10%), in line with their high incidence on foreign population, followed by TCNs (5%). UK citizens and Old EU nationals made up the smallest group of job-seekers (2%).

Box 11: Dublin employment act

The **Dublin employment pact** includes a variety of initiatives in four strategic policy areas: social inclusion, labour market equality, enhancing community sector capacity, innovative education and skills. It also deals with the integration of new communities in the hosting society and in the local labour market. The Pact was launched in 1998 (and ended in 2012) and was signed by representatives of Dublin regional and local authorities, local development and community sectors, social partners and relevant Government and State agencies.

Skills and sector of employment

Showing a reverse trend as compared to most of the EU countries[116], EU mobile citizens and TCNs in Ireland **are generally a highly educated group**, with 32.8% of foreigners holding a degree, higher than the Irish national quota (24.6%) (Chart 29). Among EU mobile citizens, the **Germans rank as the most qualified**, with 48.1% holding a degree, followed by the British (28.8%).

Chart 29: Composition of Ireland population by educational background and detail per country of origin (2011)
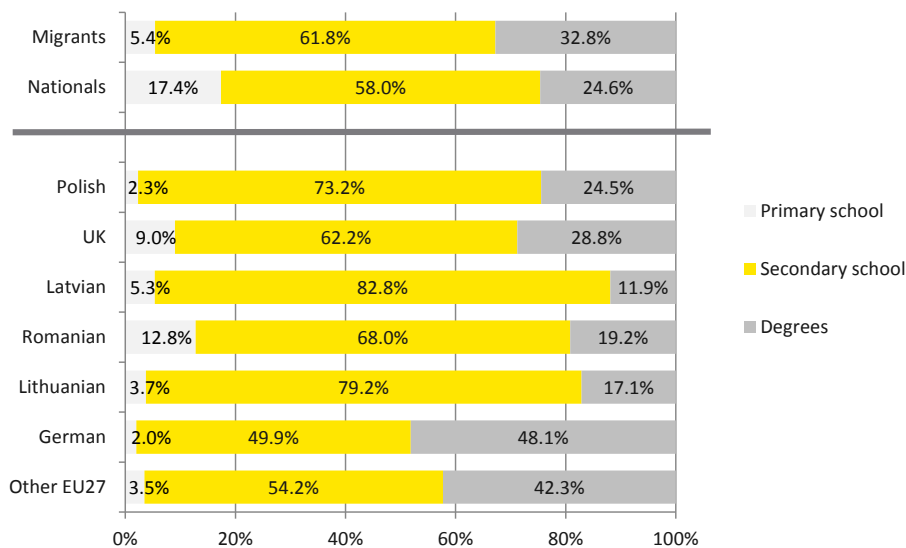
Source: CSO, Population census 2011

Foreign nationals arriving in Ireland appear to have responded to local labour market shortages, by taking up jobs at both ends of Dublin's labour market, i.e. by filling low-skilled and highly skilled positions. On the contrary, their presence in the medium-skilled segment is generally low[117].

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[115] The Live Register, maintained by local Social Welfare Offices, includes part-time (those who work up to three days a week), seasonal, and casual workers entitled to Jobseeker's Allowance or Jobseeker's Benefit.

[116] "Labour mobility within the EU in the context of enlargement and the functioning of the transitional arrangements" 2009 by European Integration Consortium IAB, CMR, fRDB, GEP, WIFO, wiiw.

[117] For references Péter Szlovák, Ian McCafferty, "Monitoring Integration in Dublin City: Challenges and Responses", March 2012

To this end, it is worth mentioning that the European headquarters of high-tech companies such as Google, Microsoft, Facebook, etc. are found in Dublin. Generally speaking, Ireland is included in the Top 10 of The World's Most Innovative Countries (according to the Global Innovation Index 2013)[118] and, despite the current crisis, the ICT sector in Ireland is actually driving the growth. Some key data provided by the Irish Business and Employers' Confederation[119] is worth mentioning:

► 5,402 ICT enterprises are based in Ireland, and among them there are the top 10 technology companies;

► The sector currently employs more than 90,000 people, with an employment growth equal to 6% in 2009 and 4% in 2010. In 2012 more than 6,000 new jobs were announced;

► Ireland receives one third of US European-investment.

The establishment of so many multinational companies, and their success are an attraction for highly qualified foreign nationals from all over Europe and more. As an example, Google employs 2,500 persons, 75% of them are foreigners (from 65 different countries), and most of them highly qualified[120].

Despite a high unemployment rate in Ireland, shortages in the ICT field are recorded. Some of these are highly technical jobs, but many are roles which require multi-lingual skills[121]. An illustrative case of initiatives in this field is represented by a privately funded project, **Make IT in Ireland**, which tackle this shortfall, by bringing people in from other countries that can do the jobs that are being offered (Box 12).

Box 12: Project for the attraction of IT talents: Make IT in Ireland

The explosive growth of the tech sector in Ireland has created a plenty of career opportunities with some of the world's best tech companies. These companies constantly need software developers and skilled IT professionals, as well as multi-lingual professionals.

Make IT in Ireland[122] is a private project, an industry-led initiative to help existing technology enterprises to grow. It does this by attracting IT talents, showing the careers and lifestyle available in Ireland and to provide a better balance between the supply and demand for digital and multi-lingual skills. To this purpose, it acts like a job-matching service, the middle man between the demand of high-skilled workers (ICT companies) and the supply. Through its website, "Make IT in Ireland", promotes the job and business opportunities available in Ireland in the ICT sector, provides a range of information about living and working in Ireland's tech sector, and provides links to the companies' career sites from this map. Individuals are allowed to submit their CV into a database; any of the recruiters from the participating companies can log in in the database and see those CVs. There is no charge to the company or the job seeker for this service. The pilot project ran from Jan 2013 to Oct 2013. All of the funding came from large multinational software companies including Facebook, Google, Twitter, Microsoft and others.

Notwithstanding **the high educational and skills profile of EU mobile citizens, the analysis of the professional composition** shows a **higher share of manual, semi-skilled and unskilled workers among EU mobile citizens** (31.5%) than among Irish (19.1%), and a smaller share of professional, employer, manager and non-manual workers (47%), as compared to 55.9% of Irish nationals (Chart 30).

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[118] INSEAD European Competitiveness Initiative, Global Innovation Index Report (http://knowledge.insead.edu/innovation/the-worlds-most-innovative-countries-the-global-innovation-index-2013-2525).

[119] ICT Ireland, Sector profile: http://www.ictireland.ie/Sectors/ICT/ICT.nsf/vPages/Papers_and_Sector_Data~sector-profile?OpenDocument.

[120] "Web giants Facebook and Google are making the right connection with Dublin staff" Belfast Telegraph http://www.belfasttelegraph.co.uk/business/business-news/web-giants-facebook-and-google-are-making-the-right-connection-with-dublin-staff-29367199.html

[121] Information directly provided by the representative of the initiative "Make IT in Ireland". See also an interview on Technology Voice (http://technologyvoice.com/), on 01/29/2013 (http://technologyvoice.com/2013/01/29/john-dennehy-on-zartis-and-make-it-in-ireland).

[122] http://makeitinireland.com/

Chart 30: EU mobile citizens and Irish citizens per occupation in Ireland
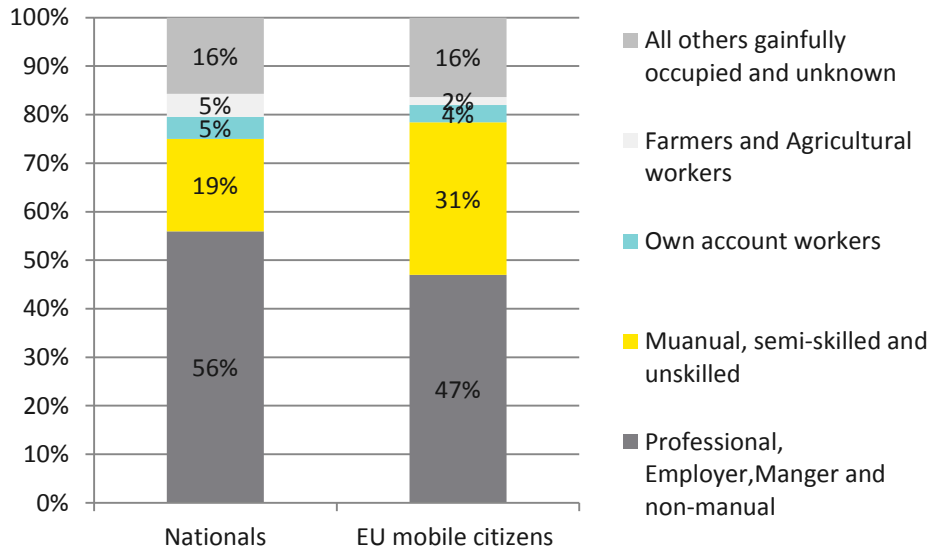
Source: CSO, Population census 2011

As regards sectors, post-enlargement EU mobility towards Ireland severely impacted on worker distribution across sectors according to citizenship[123]. Although, in Ireland, the distribution of EU and TCNs workers across sectors is substantially in line with that of nationals, the former are more likely to be employed in some sectors, such as manufacturing (25.5% of foreign workers are employed, compared to 21% of Irish nationals) and Accommodation and Food (16.4% of foreign workers take up jobs here, against 8.5% of nationals). Finally, a high number of foreign nationals (17.3%) are employed in the Human Health & Social work sector (which is, however, a significant sector of employment also for national workers) (see Chart 31).

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[123] For an in depth analysis please refer to "Freedom of movement for workers from Central and Eastern Europe: Experiences in Ireland and Sweden" By Doyle N. Hughes G. and Wadesnsjo E.

Chart 31: Nationals' and foreigners' distribution per employment sectors in Ireland (2011)
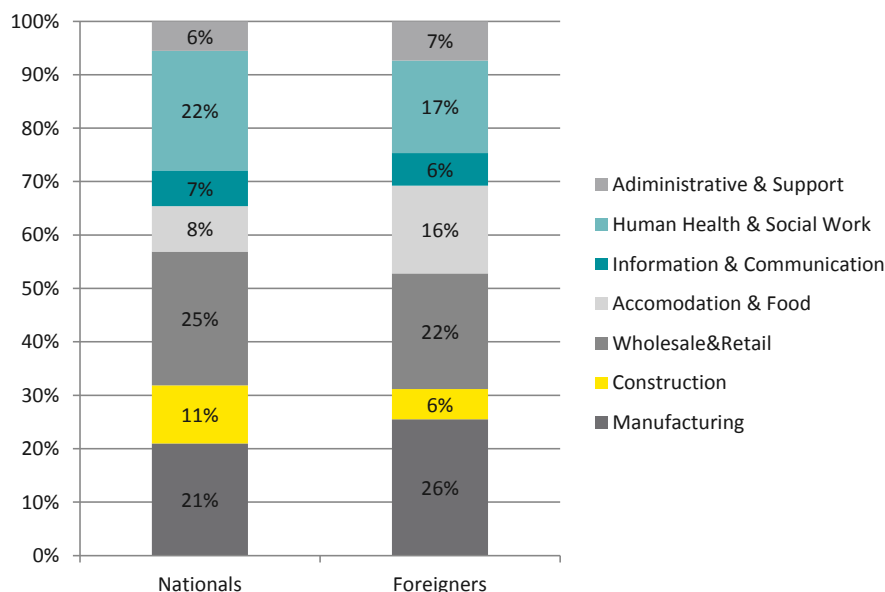
Source: Quarterly Household national Survey Q1 2011

On the whole, the distribution of foreign nationals on the labour market is partly biased towards lower skilled sectors. According to the Centre on Migration, Policy and Society (COMPAS) of Oxford University[124], non-Irish nationals seem three times more likely to report experiencing discrimination while looking for work than Irish nationals, possibly due to the fact that employers are twice as likely to invite a candidate with an Irish name for an interview than an equivalent with a distinctively non-Irish name. However, as disclosed in interviews[125], discrimination seems to be higher for TCNs than for EU mobile citizens.

As regards specifically EU mobile citizens, detailed data is not available, but interviews and qualitative evidence suggest that many citizens from new EU Member States have filled lower-skilled jobs than appropriate for their level of education. Particularly, **EU-10 workers tend to be concentrated in lower-skilled sectors of the economy**, such as production industries and the wholesale and retail trades[126].

Entrepreneurship

As far as **entrepreneurship is concerned**, according to a study carried out by Cooney and Flynn (2008) on ethnic entrepreneurship[127] in Ireland, **12.6% of the 4 main foreign nationals' groups surveyed** (EU10, other Eastern European, Asia, Africa) **identified themselves as an owner or part-owner of a business in Ireland.**

This study also found that, on the basis of Census 2006 figures, "of the 275,200 non-Irish nationals recorded as working for remuneration 7.8% are categorized as 'employer/worker for own-account'. Therefore, higher rates of self-employment exist among the Irish population relative to the non-Irish population cohort" (Cooney and Flynn, 2008), the corresponding percentage for the Irish population being 17.5% (Table 5). Among foreigners, significant variation is evident across the various foreign nationals'

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[124] "The potential of temporary migration programmes in future international migration policy" by Martin Ruhs Centre on Migration, Policy and Society (COMPAS) University of Oxford. http://economics.ouls.ox.ac.uk/12666/1/TP3.pdf

[125] See Annex 3.

[126] For references Péter Szlovák, Ian McCafferty, "Monitoring Integration in Dublin City: Challenges and Responses", March 2012; interviews and focus group.

[127] Please note that throughout the report we use the expression "ethnic entrepreneurship", "ethnic business" or "ethnic entrepreneurs" to refer to the topic of enterprise creation by foreign nationals, according to the terminology used in the literature on the matter.

groups in respect of persons classified as 'employer/worker for own- account'. Taken together, 49% of ethnic entrepreneurs in Ireland are from Central or Eastern Europe, Africans 28%, Asians 18%, with the remaining 5% from 'Other' nations.

Ethnic business owners in Ireland are predominantly male, relatively young in age, and educated[128]. The age profile of ethnic business owners demonstrates that the majority have only established themselves in the last few years. Exactly 75% of the ethnic business respondents have been in operation for no more than 2 years, while 16% are recorded as being in operation for 3-4 years, with only 9% declaring activity for 5 years or more.

Table 5: Percentage of self-employed of total employed according to nationality in Ireland

Self-employment among non-Irish nationals, 2006, 2009		
	Census 2006	*QHNS, 2009*
Foreign nationals	7.8%	8%
Nationals	17.5%	19%

Source: Cooney and Flynn 2008; QHNS, Quarter 4, 2009

Box 13: Project to foster foreign nationals' entrepreneurial activity: Equal emerge

The "**Equal EMERGE**" project engages Ethnic Minorities Entrepreneurs (EMEs), boosting their entrepreneurial spirit, by supporting them to overcome barriers related to a new business start-up. It is addressed to foreign nationals living in Ireland and was launched in 2005 (and ended in 2007) at national level, under the framework of EU Equal Community Initiative, and funded by the European Social Fund. Equal EMERGE program includes: developing a best practice model of training and support for EMEs, developing a strategy for integrating EMEs into mainstream business and financial networks and finally influencing mainstream policy towards ethnic minority entrepreneurship. The EMERGE Development Partnership brings together many of the Irish business community key stakeholders (e.g., PARTAS, BASE Enterprise Centre Ltd, Cork City Enterprise Centre, FÁS, Metro Eireann, Small Firms Association, South Cork Enterprise Board Ltd and Galway City Partnership) to create more favourable conditions for ethnic minority entrepreneurs.

Concerning the Dublin region, the EMERGE Development Partnership includes a range of enterprise boards, area-based partnerships, enterprise training centres and foreigners-oriented institutes (e.g. the Institute for Minority Entrepreneurship in the Dublin Institute of Technology) that have all sought, in different ways and with varying degrees of success, to embrace the needs of foreign nationals and to assist them throughout the stages of business creation and consolidation. Among these stakeholders there is BASE, which offers enterprise training exclusively designed for ethnic entrepreneurs.

3.2.5 Inclusion policies and social impacts of intra–EU mobility in the city of Dublin

Housing: Assistance services and homelessness

In Dublin, EU mobile citizens are entitled to the same social housing and rent supplement schemes (provided they qualify) as Irish nationals. However, several data collection exercises suggest that EU mobile citizens and TCNs living in the city often suffer poor housing conditions, homelessness not excluded. According to data of the Homeless Agency, monitoring the use of homeless services by foreign nationals since 2005, the extent to which **EU mobile citizens and TCNs have been using homeless services has followed an increasing trend**. In 2006, 283 citizens of EU10 MS[129] were using homeless services: 27% of them were using accommodation services and 73% only food/day services. The "Counted In" survey carried out in 2008 pointed out a radical shift in the kind of services used by EU 10 citizens, with a significant increase in the proportion of EU mobile citizens using homeless accommodation

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[128] Entrepreneurs who have secured a third level qualification.

[129] The 10 new members that joined the EU in 2004.

services. In 2008, 69% of EU mobile citizens using homeless services were using accommodation and 31% were using only food/day services[130]. The increasing trend of foreign nationals using homeless services has been confirmed also by the most recent data collected in the 2011 Census, showing that a slightly higher proportion of the usually resident homeless population was non-Irish (15% or 553 people in Ireland; 15% or 350 people in Dublin[131]). EU mobile **citizens represented around 9% of total homeless people** (in line with the share of EU mobile citizens on the total population of the city)[132], as compared to 4% of TCNs (mainly from Africa). Among EU mobile citizens, British citizens were the largest group, followed by Polish and Lithuanian[133].

Box 14: Initiatives to support homeless

Homelessness became a policy focus in Ireland in 2001 with the adoption of the national policy framework "**Homelessness: An Integrated Strategy**". The Homeless Agency was established in Dublin in the same year, to develop a data collection and monitoring system supporting policy-making in this field[134]. This phenomenon has been specifically taken into account, with a view to both prevent foreigners becoming homeless and identifying solutions for those who have been using emergency accommodations over a long period.

Moreover, foreign EU nationals who fall out of the safety net (job loss, failure to qualify to rent supplement conditions, etc.) can benefit from the number of initiatives designed for people in need, such as the partnership formed in the **Cold Weather Initiative**, which provides shelter to those in need and assist especially non-Irish citizens: **the majority** of service users (around **71%**), were reported to be **non-Irish nationals[135]**.

Apart from homelessness, which represents an exceptional case, several sources and indicators confirm the **difficulties experienced by EU mobile citizens living in Dublin**, faced with troubles in terms of **affordability of private housing**, **poor quality of accommodation**, and **overcrowding** due to resource constraints and/or the decision to increase remittances.

Some key facts on the housing conditions of foreign nationals in Dublin highlight this issue:

► The **high rate of EU** mobile **citizens using assistance services**: in 2010, the Crosscare, which provides non-Irish people with housing information in Dublin, dealt with 2,520 EU citizens from new (EU 12) MS, mainly from **Poland**, **Romania**, **Lithuania** and **Slovakia,** as people at risk of homelessness (due to the insecurity of their accommodation), with no income, with needs for social welfare interventions[136].

► The increasing proportion of EU mobile citizens in need of long term social housing (Chart 32) and the significant share of non-Irish nationals applying for the Rental Accommodation Scheme[137], due to the lack of resources to secure long-term accommodation. Although data on nationality is not available, it has been noted that the share of non-Irish nationals on the local authority housing list corresponds to their estimated 14.9% share in the Dublin population[138].

► The high incidence of **tenants in bed-sits:** both EU mobile citizens and TCNs represented almost half of the rental market in 2006[139] and more 30% of the National Household Charity (Threshold) clients in

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[130] Homeless Agency, Counted In, 2008.

[131] Dublin counts for 62% of the overall homeless population in Ireland.

[132] Please note that the incidence of EU mobile citizens among homeless people is in line with the share of EU mobile citizens on the total population of the city, the latter share being 9.9% of the Dublin population.

[133] Homeless Agency, Census 2011 Special Homeless Report, September 2012.

[134] Department of Environment and Local Government.

[135] Chester House Closing Report, 2011.

[136] For references Péter Szlovák, Ian McCafferty, "Monitoring Integration in Dublin City: Challenges and Responses", March 2012.

[137] The Rental Accommodation Scheme (RAS) is an initiative of the Dublin City Council addressed to people who are in receipt of rent supplement (state support payment) and living in the private rented sector for 18 months or more. Under the Scheme, Dublin City Council enters into direct contracts with Landlords for their properties for a minimum of 4 years.

[138] For references Péter Szlovák, Ian McCafferty, "Monitoring Integration in Dublin City: Challenges and Responses", March 2012.

[139] Census 2006.

2009 (almost 1,500 non-Irish persons in that year). Moreover, according to the Census 2006, 5% of non-Irish nationals stayed in bed-sits in Dublin City, in contrast to less than 1% of Irish nationals[140].

Chart 32: Housing needs assessment 2005-2009 in Dublin
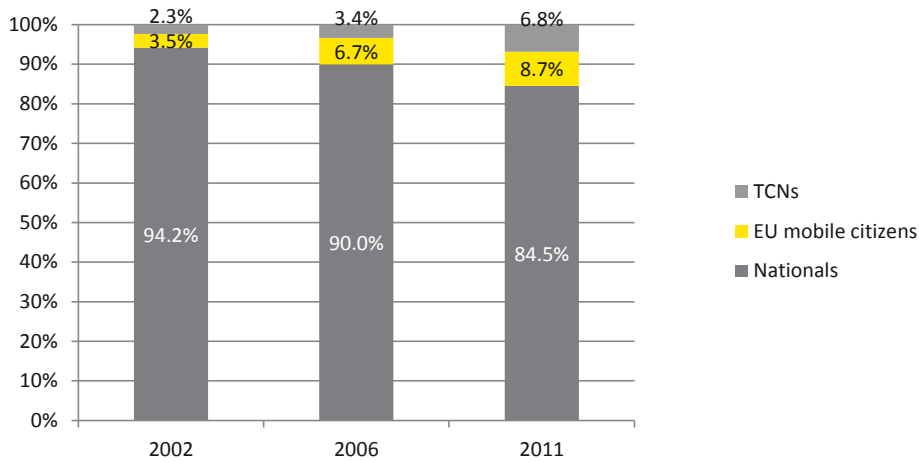
Source: Department of Environment and Local Government

Education: Supporting inclusion of foreign pupils in schools

National Census data

There were 49,915 non-Irish national students and pupils resident in Ireland in 2011, 45% (22,903 people) were students from other EU MS. As compared to 2006 (when comparable data is available), strong increases were recorded in the presence of students from Poland, Lithuania, Latvia and Romania. The largest group, however, continues to be made up of UK nationals (8,277 persons).

Table 6: Top Nationality groups of EU students in Ireland, 2011

Nationality Group	2011 Census	2006 Census
UK	8,277	6,683
Poland	4,586	966
Lithuania	2,134	713
Latvia	1,192	316
Romania	1,119	NA
France	1,065	872
Germany	980	860
Spain	682	NA
Italy	532	NA
Slovakia	397	NA

Source: Census 2011, Census 2006

The participation rate in higher education of non-Irish 19-24 year olds was 32.2% compared with a rate of 41% for Irish nationals. However, this rate varied greatly among nationalities: the education participation

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140 See note 138.

rate was lowest among Slovakian students (7.2%), Polish students (9.1%) and Hungarian students (9.2%). This reflected the correspondingly high rates of labour force participation amongst these nationalities in 2011.

Data on foreign pupils in primary and secondary schools

Patterns and trends at the national level are largely mirrored in the findings concerning the **city of Dublin,** although some differentiations can be observed[141].

As for **primary schools**, Chart 29 shows that in the years 2007-2008 a high percentage of pupils with a migrant background (including Irish children with immigrant parents) were enrolled in **North-Inner City primary schools**, representing around 40% of the total amount.

Chart 33: Share of native students and those with migrant background in North Inner city primary schools
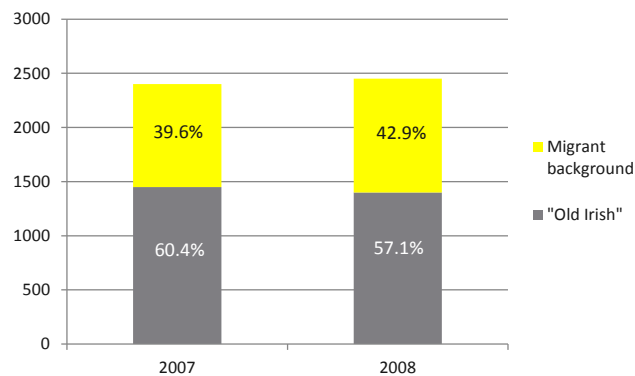
Source: Péter Szlovák, Ian McCafferty, "Monitoring Integration in Dublin City: Challenges and Responses", March 2012, based on Curry et al, 2011

This percentage is definitively above the national average of 10% in primary schools but it is not mirrored into an equal large number of foreign students in secondary schools.

Indeed, as for enrolment in **secondary schools** of the city, the percentage of non-Irish students attending a sample of 72 secondary schools in 2010 was 9% of total pupils, with Polish and Romanian students being the most numerous groups of EU mobile students after Irish.

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[141] Data on primary schools is based on a research carried out by the Trinity College, i.e. a North-Inner City Primary Schools Survey. Results pertain only to 16 schools that participated in both years.

Table 7: Top Nationality groups within Dublin City's secondary schools, 2010

Nationality Group	N. of Pupils	N. of Schools where nat. Group present	Average number of pupils
Ireland	27,749	72	385
Philippines	359	41	9
Poland	291	51	6
Romania	259	46	6
UK	234	61	4
Lithuania	163	41	4
Nigeria	157	41	4
South Africa	152	27	6
Pakistan	150	25	6
India	112	25	4
Latvia	92	38	2
Mauritius	92	25	4
USA	73	32	2

Source: "Monitoring Integration in Dublin City: Challenges and Responses", March 2012, based on data of the Department of Education and Skills (DES)

The distribution of non-Irish students among both primary and secondary schools of the City is **not homogeneous**, with Catholic, Gaelic and fee paying schools having the lowest amount of non-Irish pupils. This might also be a consequence of specific student enrolment policies which, for example, favour students siblings at school, or admit late entries.

In some schools (especially **primary schools**), the number of foreign students exceeds 40%, with the most **not having English as their first language**. From the perspective of school performance, the presence of non-English speaking pupils is more challenging at secondary schools; however, it represents an issue that should be taken into consideration within primary schools as well.

Inclusion of foreign pupils and impacts on host schools

Several nationwide researches[142] depicted a substantially positive environment in Irish schools, with **academic achievement levels** among newcomer students in primary and secondary schools **at least as good as those among Irish students**, although lack of language competency can adversely impact on the achievement of newcomer students in the first periods. Children from EU MS and Third Countries have **positive attitudes to school** and place high value and aspirations on education. School is generally perceived as **a friendly environment**. However, several barriers are also highlighted, notably:

► Lack of parental involvement in education;

► Poor attendance and completion of homework;

► Distant or difficult relationships: aside from British children, foreign children in Irish schools have been often found to socialise among themselves, with some difficulties in making Irish friends.

In this context, as also pointed out during the Focus Group, schools in **Dublin** actually **represent innovative and creative environments**, with a number of interesting initiatives: hosting talks, hanging flags and creating a **welcoming atmosphere for all nationalities**.

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[142] Smyth et al., 2009; Curry, Gilligan, Ward, "The lives of nine year old migrant children in Ireland"; Trinity Immigration Initiative Children, Youth and Community Relations Project & Integrating Ireland, "In the Front Line of Integration: Young people managing migration to Ireland" (2010).

However, **initiative is left to each individual school and, therefore, depends on the available resources**. With resources becoming more and more limited due to the economic downturn and budget cuts, as compared to the past, **major issues are encountered** in both **assisting students** in schools for whom English is not a first language and **training teachers** to deal with non English-speaking pupils. These difficulties affect both public and private schools. As an example, the International School in Dublin have taken students (aged 13) as an additional year to the primary system because mainstream secondary schools do not have the resources to cope with a non English-speaking student and cannot accept them.

There are many **voluntary organizations** offering extra-curricular activities for children and young people and many schools have been successful in recruiting **language-provision volunteers**. However, granting the quality of teaching support, the access to suitable teaching resources and materials would necessarily need a more structured approach.

Box 15: English as an Additional Language Service

EAL (English as an Additional Language) is a language support service provided by the Department of Education and Skills within primary and secondary schools throughout Ireland. It provides for Primary and Post-Primary Assessment Kits for the assessment of language needs and offers additional education resources (additional teaching staff or financial support for the school) to assist students to become proficient in the language of instruction. However, the use of the toolkit provided appears to be quite rare in schools and the budget dedicated to this project has been progressively decreasing since 2009, with negative effects on the actual coverage of increasing needs.

Also, little or no effort is made by schools to **cultivate the mother-tongue languages of foreign students** and more should be done to foster the **mutual understanding** between Irish and non-Irish pupils[143].

As already pointed out, newly arrived children usually find school a friendly environment. Nevertheless, **bullying and racism** is sometimes experienced, although a small difference in the rate of bullying reported by Irish (39.6%) and non-Irish (43.3%) children is recorded. **Risk of social isolation and barriers to friendships** with local Irish young people are often perceived by non-Irish children (both EU mobile citizens and TCNs), due to differences in cultural background, language and accent, differences in educational and life experience, racism and differences in attitude towards education, authority, and religion. At the same time, however, **cultivating the cultural heritage** of their country of origin is a relevant element for the well-being of foreign children[144].

In this view, further investments for the **creation of an intercultural environment,** the **support with language learning** and a **positive school climate enhancing the socialization** between newcomers and nationals are all aspects that assume a key role.

Box 16: Blue Star Programme

The Blue Star Programme is an education initiative implemented in primary schools aiming ''to foster better understanding and knowledge of the European Union and how it affects the lives of Irish citizens among Irish primary pupils through classroom projects and activities'' (http://www.europeanmovement.ie/blue-star/).
It is targeted at primary school pupils, teachers, parents and the wider community. 32 schools participated in 2012 and 94 schools participated in 2013, so an obvious growth of interest and support for the programme is evident.

Finally, in line with the barriers previously mentioned, the discussion held during the focus group also pointed out that a major attention should be placed on **opening schools to parents**, through both formal

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[143] As also raised during the focus group.
[144] Trinity Immigration Initiative, 2010.

involvement (parent-teacher meetings), and informal involvement (discussion of educational issues), as a key action deemed to contribute to children's completion of school in the Irish context[145].

Education: Attracting university students

Regarding post-secondary education, Dublin universities have recently attracted a growing number of foreign students coming from abroad (both EU MS and TCNs). As a matter of fact, in 2010 international students enrolled in Dublin universities represented 59% of all international students in the country. French, British, Spanish and German students were the most numerous group of EU mobile citizens[146].

However, it should be remembered that mobility towards Ireland mainly originates on the basis of occupational reasons, rather than educational. That is clear observing data on the share of foreigners attending Irish universities in 2009: EU mobile citizens account for only 3.2% of the total number of universities students, 4.8 thousands (Chart 34).

Chart 34: University students - composition in Ireland in 2009
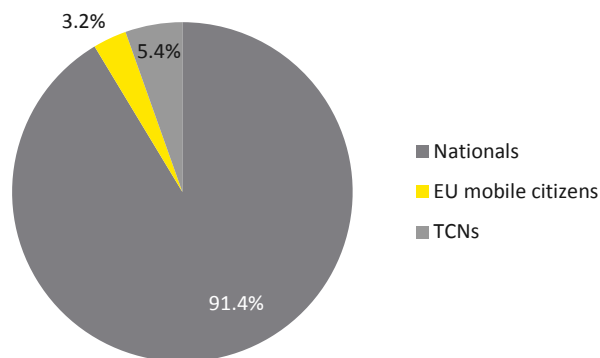
Source: Eurostat

To this end, in addition to the *Dublin City Development Plan 2011 – 2017* which aims at promoting Dublin as an International Education Centre and Student City, Ireland's International Education Strategy 2010-2015 *"Investing in Global Relationships"* seeks to develop a concrete action plan for Ireland to become a chosen destination for talented international students and defines an ambitious target, i.e. increasing by 50% (8,500 people) the number of full-time international students by 2015[147].

Intercultural Dialogue: a wide set of initiatives targeting language needs and cultural diversity

Dublin has become a vibrant melting pot in recent times and this fact has been taken into account through actions in different fields:

► Tackling language barriers;

► Promoting an intercultural attitude and services within the Public Administration;

► Promoting volunteering among people with different backgrounds;

► Celebrating diversity.

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[145] Focus group held in Dublin, see also Annex 3.

[146] Source: Curry et al, 2011

[147] Ireland's International Education Strategy 2010-2015 *"Investing in Global Relationships"* - Report of the High-Level Group on International Education to the Tánaiste and Minister for Education and Skills (2010).

Tackling language barriers

The "fragmented" composition and the relatively recent nature of mobility in Dublin, with the coexistence of EU mobile citizens from a number of MS, imply a high differentiation in terms of language skills among newcomers and the need to take into account this diversity in order to grant equal access to information and services.

The national census in 2011 found a significant rate (16.6%) of non-Irish nationals, including EU mobile citizens, who do not speak English well or at all. Amongst EU mobile citizens, Lithuanian citizens had the highest average rate of residents who could not speak English well or at all (29.9%), followed by Latvian (28.8%) and Polish (24.5%). As expected, the ability to speak English is clearly related to the years of permanence in the country, with language difficulties generally more common among adults than children[148].

In Dublin, **several language training initiatives** are addressed to foreign nationals, starting from the language services provided by the **Public Libraries Service**, which encompasses 32 libraries across the city. In the recent years, the service has undergone significant changes in order to adapt to new foreign users' needs and requests, notably:

► The service adapted its membership requirements, enabling people to become library users even if they cannot provide a permanent address;

► It sets up a Conversation Exchange Program in a number of branches, matching users who want to practice their respective languages;

► An initial pilot scheme to source books in different languages has also been extended to other branch libraries, with posters advertising their availability in different languages. In recognition of its achievements, the library service was awarded an EU Language Ambassador of the Year Award in 2006[149].

Furthermore, the **Development Plan for Dublin Public Libraries 2012-2016** places social equality among the service core development principles. The main aim of the Plan is to make the libraries become a centre of learning and literature that welcomes and include collections, services and programs for learners, readers, researchers, for children and families and in general for all citizens, including EU mobile citizens and TCNs[150].

Also promoted by the Public Libraries is the **Tell me more** project, an online language training course available in different languages and regarded as a good practice.

Box 17: Tell me more

Tell me more project is an online language training course. Courses are available for English, French, Italian, Spanish, Dutch, and German people, through 19 interface languages, including also Portuguese, Polish, Norwegian, Turkish, Hungarian, Slovak, Russian and Chinese-Mandarin. Students can work on their speaking, listening, writing and grammar skills. There is also access to real Euronews videos on topics such as Culture & Society, Space, Politics & the Economy and Science. Workshops allow users to work on a specific skill or theme. The themes include "banks and cash points", "paying a bill", "weather forecast" and "going out". A "My Statistics" section gives users a summary of work done in each language skill as well as a progress report showing completed activities and their success rate[151].

Similarly, selected government publications are written in a range of languages, such as the guide to key services in Dublin City "**Find Your Way** - A Guide to Key Services in Dublin City Centre", primarily aimed at

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[148] CSO, Census 2011, Profile 6 "Migration and Diversity".

[149] Equality and diversity in jobs and services: CLIP policies for migrants in Europe, European Foundation for the improvement of living and working conditions, Dublin, 2008.

[150] A Development Plan for Dublin City Public Libraries 2012-2016, Dublin City Council, 2012.

[151] http://www.dublincity.ie/RecreationandCulture/libraries/Library

linking foreign nationals with available and relevant services to help ease their transition and integration into Irish life and society. It is published in English, Polish, French, Russian and Chinese.

However, the indicators in place to choose which languages are most needed do not always fully cover the real needs of the citizens. Large foreigners' groups are often omitted from the publication and translation process. As an example, it was argued that a large proportion of Slovaks cannot fill in the forms during the last Census, or data collected was incorrect and incomplete, with clear consequences on the reliability of the overall data on foreigners' presence and living conditions in the city[152].

Promoting an intercultural attitude and services within the public administrations

Cultural differences and communication difficulties also imply the need to adapt public service delivery and enhance the ability of public officers to deal with people having different backgrounds. It is acknowledged that Officers in the Dublin City Council dealing with Social Inclusion and Integration matters, as well as Police Officers are commonly trained to be confronted with different cultures and to understand how to approach foreign nationals and how to help them to feel at ease in the Irish society.

A significant example of the development of inter-cultural services is the "**Health Services Intercultural Guide**", developed in 2009 in response to an expressed need by healthcare staff to deal with a range of cultural backgrounds. It provides the knowledge, skills and awareness in delivering care to people from diverse backgrounds, including the religious and cultural profiles of 25 diverse groups, as well as a focus on Roma people[153].

Promoting volunteering among people with different backgrounds

Volunteering is deemed as a relevant indicator of inclusion in the host society and one of the elements that contributes to social inclusion. In Dublin, a relatively high rate of participation among foreign nationals, and in particular among EU mobile citizens, is recorded in the two volunteers centres in Dublin[154].

These include activities with children and young people, social work, office administration tasks, arts and media, and some craft work (whereas activities related to sport organizations are excluded).

As shown in Chart 35, the composition of registered volunteers in the two centres of Dublin mirrors the composition of the population itself, with EU mobile citizens and Africans accounting for the majority of non-Irish volunteers.

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[152] As highlighted during Focus Group, please refer to Annex 3.

[153] The Guide was published within the framework of the HSE National Intercultural Health Strategy 2007 to 2012, as part of a framework of initiatives designed to build capacity to deliver culturally competent care in Irish health settings. The Guide was jointly resourced by the Social Inclusion Unit, which has responsibility for the implementation of the Strategy, and the National HR Directorate.

[154] Dublin City North Volunteer Centre and Dublin City South Volunteer Centre.

Chart 35: Composition of registered volunteers in Dublin (2010)

■	Irish
■	EU 27
■	Africans
■	Asian
■	Latin America
■	Other Europe
■	Canada/US
■	Middle East
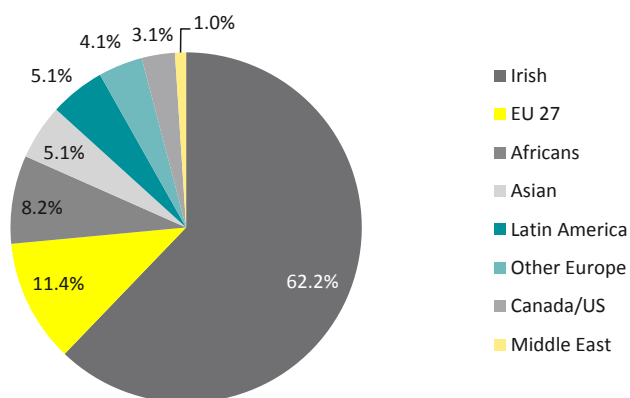
Source: North Volunteer Centre, Volunteering Ireland, 2011

Celebrating diversity

Finally, the City places particular focus on celebrating the cultural diversity of its inhabitants and their inclusion into one of the most multicultural cities of Europe.

One of these occasions is the **Social Inclusion Week**[155] that this year, in correspondence to the European Year of Citizens, has "Equality and Diversity" as the main theme. Various initiatives and events targeted at disadvantaged groups will take place, such as free plays and arts exhibitions, public forums, informatics, social media and cooking classes, sports sessions for people with different kinds of abilities.

Attitude towards migration: nationals' and foreigners' perception

Launched in 2010, "**Your Dublin, Your Voice**" is an initiative promoted by Dublin city council, with the four Dublin Local Authorities representing the Dublin City Region aimed at giving Dubliners and visitors an opportunity to provide opinions and views on the well-being of the city, via an on-line survey. As such, it is a unique source of information on the perceptions of the local community.

The first survey report was published in 2011 and it is based on an opinion panel of almost 2,300 members. 60 nationalities are included, the top nationality groups being British, French, Polish, and Italian (in addition to Irish).

The results of the first survey were quite encouraging: **88%** of respondents stated that **diversity is a good thing for Dublin**, in line with the growing multicultural and cosmopolitan nature of the city. Almost 90% (over 2,000) of respondents were positive about the fact their job or place of study was in Dublin and 77% stated that Dublin is a welcoming place. Among the lowest ranked statements, only 56% of panel members felt positive about the sense of community in their local area. Unsurprisingly those living in Dublin longer than 5 years, older respondents (in particular those over 65) and those with children were more likely to feel part of their local communities[156].

The 2012 study "Monitoring Integration in Dublin City" reported the details of survey's responses disaggregated per Irish and non-Irish nationals (both EU mobile citizens and TCNs). It found that non Irish nationals have a generally positive feeling about the city, definitively deemed as a welcoming place. However, **non-Irish nationals were somewhat less likely to agree that Dublin is a good place to live, work and study and they were considerably less likely to feel a part of the community.**

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[155] www.dublin.ie

[156] "Your Dublin, Your voice", Top line Results and Commentary – April 2011.

On the whole, although it seems that there are no major social inclusion issues, **the transition towards a multicultural and open society is far from being fully completed**. In Dublin, the huge influx of foreign nationals was a new phenomenon, and the local culture and attitude are still changing to accept that.

Discrimination and racism is still an on-going issue in Dublin and in Ireland, although it is not outwardly manifested and sometimes could be indirect and hidden. Refusals of foreign nationals from services or accommodation, as well as discrimination on transport services are sometimes reported. Such attitudes and behaviours in certain areas are a problem[157].

For example, **Polish citizens seem to be socially isolated** in Ireland, both as a consequence of arriving *en masse* and living closely clustered together, as well as a result of being disadvantaged by language limitations. Approximately **65% of Polish citizens have a secondary education**, 39% belong to the professional, employer, manager and non-manual category, while **45% pertain to the manual, semi-skilled and unskilled sectors**[158].

Similarly, Lithuanians reported high difficulties to have regular contact and socialize with Irish people, more than other TCNs groups such as Nigerian, Indian and Chinese. These are the results of a survey - 'Getting on: From Migration to Integration' – involving 400 foreigners representing 4 foreign nationals' groups[159]. Interestingly, Lithuanians recorded low scores as compared to the other surveyed communities in several indicators, i.e. in the use of legal and advice services, interest in voting in Ireland, interaction with nationals; at the same time, also for Lithuanian citizens, when comparing working position before and after migration in Ireland, evidence of significant "deskilling" was found.

Finally, as reported in the Focus Group, both Irish and foreigners' attitudes have changed since the economic downturn. While the influx of foreign nationals between 2002 and 2004 was huge but was coupled with a large availability of resources, the economic crisis has to some extent exacerbated the climate and perceptions of Dubliners.

However, the high focus placed by National and local Authorities on the need to face discrimination and create a positive attitude towards foreign nationals and diversity should be acknowledged. In addition to the overall strategy for foreigners' integration adopted by the City of Dublin and among the number of projects that have been implemented, the campaign **One City One People** represents one of the most notable examples of the actions taken to improve the image of Dublin as an open city.

Box 18: One City, One People

This project mainly consists of events and forums for discussion to improve the image of Dublin as an open city, a city which respects and embraces difference and does not accept racism and discrimination. A distinctive element of this initiative is the cooperation of Government institutions with public transport companies, whose premises (bus and tram stops) and vehicles was used to spread the message of anti-racism, since evidence suggested that many racist accidents take place in public transport.

Focus on Roma people

Roma migration to Ireland is not a new phenomenon, and even before the recent inflows, it was not unusual for Roma to arrive in the country for seasonal work and then moving back to England or Europe[160]. This migration was characterised by a temporary nature and small numbers so it went relatively unobserved, but since the mid-1990s the numbers of Roma who have arrived in Ireland have risen. In line with other European countries, there are unlikely

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[157] Opinions collected as evidence form the facts reported below.

[158] CSO, Population census 2011.

[159] Immigrant Council of Ireland, ''Getting on: from migration to integration Chinese, Indian, Lithuanian, and Nigerian migrants' experiences in Ireland'', 2008. Half of surveyed migrants were living in Dublin.

[160] http://www.nccri.ie/cdsu-travellers.html#2

official statistics related to the Roma population in Ireland. The estimated Roma population in Ireland was 1,700 in 2004, rising to 2,500 – 3,000 in 2005[161]. The largest share resides in Dublin city and county.[162]

A growing number of Roma have settled in towns and suburbs around Dublin (like Tallaght, Lucan, Leixlip)[163]. In particular, there is a growing community in Dolphins Barn suburb where episodes of conflict with the local community have recently taken place[164]. Roma community in Dublin tends to live in accommodation of poor quality[165], in informal and unauthorized camps in densely populated areas. These issues are often perceived as an issue for security and social order. Moreover, Roma people have limited access to social protection and to social services, worsened by a strong language barrier, with little or no fluency in English[166].

Several organizations deal with the inclusion of Roma people in Dublin. As an example, the Pavee Point Travellers Centre has established a **Roma Support Group**, whose mission is to preserve Roma identity through research, documentation, and events (e.g., conferences, training and dissemination activities), and through the development and implementation of dedicated social inclusion policies[167]. This Group has also established an Employment Agency, to support Roma people in the access to the local labour market, creating a database including a detail on skills and professional profiles of Roma people and on their availability for job opportunities with the aim to make easier their search for a job.

Moreover, a General Practitioner Mobile Clinic for Roma community was launched in March 2013 at the Tallaght Hospital (in Dublin). The service is a multi-agency initiative between the Tallaght Roma Integration Project, the Safetynet and the Tallaght Hospital, and is the first of its kind in Ireland for Roma, described as "a positive first step towards achieving better health outcomes for the Roma population"[168].

Participation in city life: electoral activity

Ireland has one of the most inclusive voting systems in Europe. Every resident in Ireland can vote in local elections, while European citizens can also cast their vote in European elections if they first de-register at home. British nationals can also vote in the general election, but only Irish nationals are entitled to participate in referenda. Specifically, Dublin City Council holds a voter register of all eligible voters in Dublin City Council. An Electoral Register is drawn up in February every year and a Supplementary Register is compiled in November each year.

Regarding data on **participation of foreign nationals in Dublin local elections**, concerns about low rates of voters' registration seem to be borne out by the most recent (March 2009) electoral register figures for the Dublin City Council area, registering the total number of persons entitled to vote in the local government elections as 337,925. Out of this total, some **14,010 are non-Irish citizens entitled to vote in the local government elections, including both EU mobile citizens** (other than citizens of the United Kingdom) and TCNs. The number of such persons registered to vote in the local government elections has **more than doubled from 6,000 in 2004**. This trend could well **represent a decline however if we consider the share of foreign nationals**, given the rapid increase in the size of the foreign population from 2004 onwards[169].

The scarce knowledge of English among EU mobile citizens is a limiting factor for political participation. A significant barrier to voters' motivation in the Irish context is also that local councils have limited powers, since employment, health, and education are exclusively national policy areas. Even more important is the

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[161] Roma educational needs in Ireland, Context and Challanges, L. Lesovitch, 2005.

[162] Since the largest majority of Roma people in Ireland come from Romania, there has been a new influx of Roma people into Ireland after the 2007 enlargement so the number could be higher.

[163] http://www.nccri.ie/cdsu-travellers.html#2

[164] http://paveepoint.ie/pdf/Roma_Report.pdf

[165] http://www.irishabroad.com/news/irish-voice/news/RomanianGypsiesEncampedinDublin250707.aspx

[166] Roma educational needs in Ireland, Context and Challanges, L. Lesovitch, 2005.

[167] http://www.romasupport.ie/

[168] http://www.northsidepeople.ie/article.php?id=2178

[169] New Irish Politics Political Parties and Immigrants in 2009 (Bryan Fanning, Neil O'Boyle and Jo Shaw, 2009).

fact that immigration policy, which is often of primary concern to first generation foreigners, is decided at national level. Dobbs (2009) argued that local politicians may ignore foreign electorate even at local level due to the fact that many of them aspire to play a role in national politics where non-Irish citizens have no influence due to the restriction of voting[170]. However, recent years have seen a number of targeted campaigns with a view to attract foreign nationals to register and cast their votes.

Box 19: Migrant Voters Campaign

The Dublin City Council in collaboration with a number of non-governmental organisations launched in 2008 a **Migrant Voters Campaign**[171]. This project aimed at raising awareness among foreign residents in the city on their right to vote, the need to register and the voting procedure for local elections in 2009[172]. This project was promoted with a focused advertising campaign within foreigners' communities together with a general awareness campaign highlighting the importance of the registration procedure. The key stakeholders have prepared and distributed promotional material in 26 languages targeted to the non-Irish communities (including Polish, Lithuanian, Spanish, Arabic and Chinese). Thanks to the cooperation of the Dublin City Council with the Vincentian Partnership for Social Justice[173] the project includes the provision of a one-day voter education training to 75 members of foreign local communities. Once the training was finished these trainers delivered a programme of voter education sessions across the city in local community centres and places used by foreign nationals.

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[170] Dobbs, E. Navigating Networks: Local Government, Civil Society and Political Integration in Ireland, November 2009, Trinity Immigration Initiative.

[171] www.dublin.ie

[172] As a further demonstration of how the global participation of all citizens to elections represents a priority at all government levels, in 2011 the Immigrant Council of Ireland launched the "Count Us In Campaign" to raise awareness among naturalized citizens of their right to vote in the 2011 Ireland General Election and to remind politicians that the electorate in Ireland is diverse and presents different needs that should be taken into account to design effective policies. (Source: www.citiesofmigration.ca).

[173] The Vincentian Partnership for Social Justice is non-governmental organization which works for social and economic change tackling poverty and exclusion. It consists of a partnership among: The Society of St. Vincent de Paul, The Vincentian Congregation, The Daughters of Charity and The Sisters of the Holy Faith.

3.3 The City of Hamburg

3.3.1 Snapshot of the city

Hamburg – A Long History in the attraction of EU mobile citizens

Population: With a population of 1.8 million in 2012, the Free and Hanseatic City of Hamburg is the second largest city in Germany and it is part of the Hamburg Metropolitan Region.

Positioning: Situated in the North of Germany, Hamburg is a major port and transport hub.

Main economic sectors: A highly diversified economy with wholesale, retail trade and shipbuilding as key sectors. It hosts numerous enterprises in the sectors of renewable energy, maritime industry, aeronautics and trade relations especially with Asia (namely China), media and IT.

INTRA- EU MOBILITY CITY PROFILE

► **History of migration**: The migration flow is a consequence of the massive labour-supply shortages, the extreme post-war economic growth and the settlement of post-war guest workers from Turkey, the former Yugoslavia, Italy, and other southern European countries. In the most recent years, citizens from Poland (including relevant inflows of women) were recorded.
► **Migration origins**: 13.6% of the total population of Hamburg is made up of foreign citizens and 4.3% is made up of EU mobile citizens. The proportion of people with a migrant background[174] in Hamburg is estimated at 30%.
► **Main features** of EU mobile citizens:
   • Prevalence of young people;
   • High level of education for more recent waves of mobile citizens;
   • Strong presence of Polish citizens.

IMPACTS OF INTRA EU-MOBILITY: KEY EVIDENCE

Economic impacts: The collocation of **EU mobile citizens**, as well as TCNs, in the Hamburg labour market is **characterized by an overall understatement of employees' expertise and skills**, reflected in their employment in low paid sectors. In the last few years, the gaps of professional expertise seem to be reduced, as the average wage differential between nationals and foreign citizens has reduced.

Social impacts: In line with its long history as a destination for foreigners, Hamburg foreign citizens are well included in city life. In particular, they are **very active in the democratic participation** with 7.4% of city council members having a migration background.

POLICY RESPONSES: KEY POLICIES AND LESSONS LEARNED

Based on the long-lasting migration history, policies and **initiatives aimed at the welcoming and inclusion of foreign people** have been gradually developed and strengthened. As a matter of fact, improvements have been made in the areas of education, language training, recognition of degrees, and naturalization of foreigners.

Moreover, in 2013, the local administration took a step forward, developing a structured comprehensive strategy for foreigners' inclusion (the "Integration Concept"), based on "participation, intercultural opening and cohesion". The strategy is based on an "Inclusive Thought" (the "We-concept"), where integration and inclusion strategies are addressed to the whole society, with the target group of the strategy being not limited to foreign nationals or people with a migration background, but to all citizens of Hamburg.

Two key points of the strategy should be highlighted:

► The priority placed on the creation of a public administration free of discrimination (through trainings for employees, fair selection processes, an "interculturally" open and low-threshold complaint management system) and that represents the cultural diversity of its citizens;
► The introduction of a comprehensive set of indicators and target values, in order to monitor progress and ensure transparency.

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[174] For the definition of migration background please refer to Box 1.

3.3.2 Overview of the city: size and features of intra-EU mobility

National level

Characteristics, trends, and policies of intra- and extra-EU mobility in Hamburg should be considered in the overall national context. Germany has been a country of strong migration flows:

► In the post war period, due to large inflows from Southern European countries[175] as a consequence of a shortage of manpower and the conclusion of a range of bilateral labour recruitment agreements (with Italy, Greece, Turkey and Yugoslavia), that resulted in 4 million immigrants in 1973, when the recruitment agreements were cancelled[176];

► At the end of the Second World War, with around 12 million displaced persons and refugees that entered East and West Germany, mainly coming from the East-Prussian region, West-Prussia, Danzig, Pomerania, Silesia, Czechoslovakia, Romania, Yugoslavia, Hungary and the Baltic region;

► In the 1980s and after the end of the Cold War, with a constant influx of Spät-Aussiedler[177] (Germans that resided for more than two or three hundred years in specific Eastern European regions and the former Soviet states).

As a consequence, Germany has a multi-cultural population, with 18% of Germans (i.e. 2.7 million persons) having one parent who comes from one of the groups mentioned above[178].

With migration continuing to follow an increasing pattern, Germany is nowadays one of the main recipients of intra-EU mobile citizens (with 2.6 million EU mobile citizens in 2011, corresponding to 3.2% of the total population)[179]. In 2011, they counted for 36.6% of total foreign nationals (Chart 36), with Italy and Poland representing the most prevalent countries of origin (respectively 7.5% and 6.7% of total migrants[180]).

EU mobile citizens, like TCNs, **are younger than nationals**: over 84.6% of them are between 15 to 54 years old (Chart 37) whereas for nationals the percentage of population falling in this range is 53.2%.

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[175] Migration Policy Institute, March 2013.

[176] Initially policy makers were intended to establish a "rotation model", with foreign workers expected to go back in their country in short period. However, the complaints of employers, due to continuous training needs for new employees, pushed for the recognition of a residency status, as "guest workers".

[177] Repatriates.

[178] Hamburg Institute of International Economics (HWWI), Focus Migration: Country profile : Germany, 2007.

[179] Migration Policy Institute, March 2013.

[180] Migration Policy Institute, March 2013.

Chart 36: Composition of foreign population in Germany (2011)
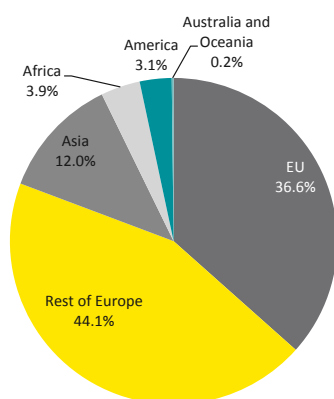
Source: German Central Register of Foreigners

Chart 37: Composition of Germany population by age group (2011)
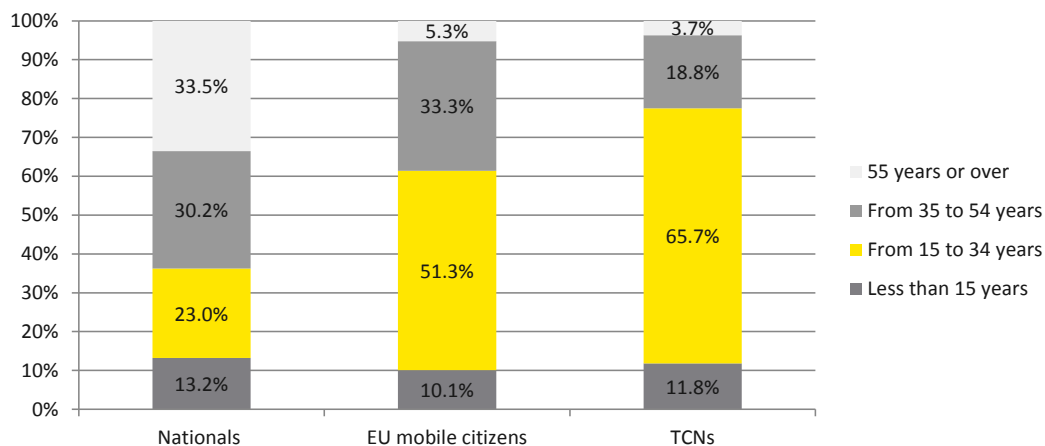
Source: Eurostat

Free and Hanseatic City of Hamburg

The number of **EU mobile citizens living in Hamburg has grown steadily over the last years** and has been the major source of foreign nationals' increase in the city. Indeed, while the **total number of foreign nationals** decreased from 262,532 in 2003 to 241,788 in 2011(counting in 2011 for **13.6% of the total population**), the number of EU mobile citizens increased from 47,019 in 2003 to 77,538 in 2011 (counting in 2011 for 4.3% of the population) (see Chart 38 and Chart 39).

Major inflows came from the **first enlargement of the European Union** in 2004 (bringing many Polish citizens) and **the end of the free movement restrictions** for most of the new EU member states' citizens for the German labour market starting from May 1st 2011[181], whereas the second enlargement in 2007 has not significantly impacted the EU citizen inflows.

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[181] For Romania and Bulgaria these restrictions will last until January 1st 2014, although these do not apply to self-employed or entrepreneurs.

Chart 38: EU mobile citizens and TCNs: trend in the share on the total population in Hamburg
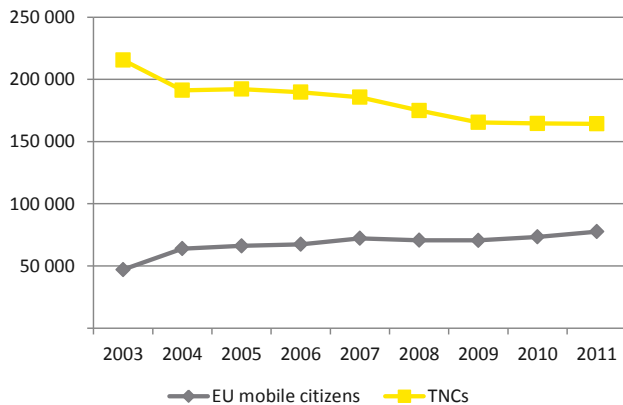
Source: Statistisches Bundesamt

Chart 39: Composition of population in Hamburg (2011)
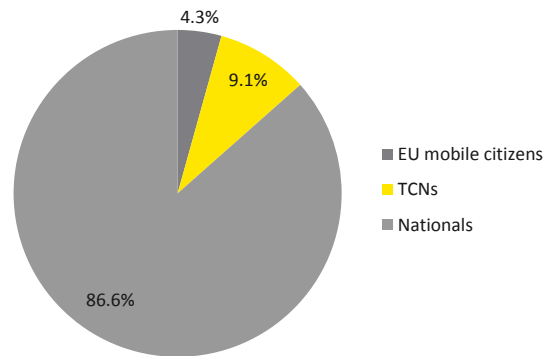
Source: Eurostat and Statistisches Bundesamt

Polish citizens are the prevailing community (**28.9%** of all EU mobile citizens), followed by citizens from **Portugal (11.1%), Greece (8.0%), Italy (7.9%) and Bulgaria (5.5%)**, and just following the most numerous community of **Turkish citizens** (counting for 20.8% of total foreign nationals).

Chart 40: Composition of EU mobile citizens by country of origin in Hamburg (2011)
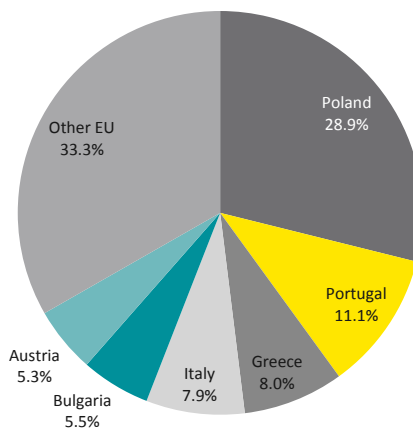
Source: Statistisches Bundesamt

3.3.3 Management of migration, intra-EU mobility and inclusion policies in the city

The Free and Hanseatic City of Hamburg is a city state and represents one of the sixteen German states (*Länder*). The city is divided into two levels of government: the **Senate of Hamburg** (i.e. state administration), and a **local administration for each of the seven districts** which, combined, make up the state. The main actors for migration and inclusion policies are:

► the BASFI (Ministry for Labour, Social and Family Affairs and Integration), and more specifically its **department for labour and integration** (*Amt für Arbeit und Integration, ESF-Verwaltungsbehörde* – AI): it has responsibility for migration and integration; for coordinating the implementation of **the**

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state's concept for the integration of foreign nationals (the **Hamburger Integrationskonzept**, hereafter referred to as "**Integration Concept**") and for the functional steering of the Integration Centres in Hamburg. The **Integration Council** (*Integrationsbeirat*): it gives advice to the department in all matters regarding integration policy[182], has been involved in the update of the "Integration Concept", provides information on developments in migration policy, makes proposals on appointments to public committees to ensure that a growing number of people with a migrant background is considered for these positions and has equal opportunities. 23 members of the Council (out of 52) are nominated by foreigners' organisations.[183]

► The **Integration Centres** (a specific feature of migration policy in Hamburg, when compared to other German states where these centres do not exist): the 17 centres currently covering the seven districts of Hamburg provide counselling to foreigners who have legally lived in Germany for years and are no longer entitled to federally funded integration counselling[184]. They are operated by private but non-profit organizations and are funded by the government of Hamburg.

► The **Hamburg districts** (linked to the Ministry of Finance of the State of Hamburg): they are mostly independent and can have their own integration and inclusion strategies[185]. As an example, in the District of Hamburg Nord[186] the participation of foreign nationals in district affairs is one of the key issues; a round table on integration was created and a specific integration concept (*Integrationsleitlinien*) was drafted, with the direct participation of citizens of the district.

Other stakeholders, like representatives of the business community (Chamber of Commerce, of Handicraft, etc) NGOs and schools -also represented in the Integration Council- foster the inclusion of EU mobile citizens. At the same time, the state administration and districts closely cooperate with local NGOs dealing with integration and migration issues. The state and district administration finds this cooperation very important, because stakeholders bring their own experience and act to involve the immigrant community[187]. Figure 5 provides an overview of the different actors involved in the governance of Hamburg's inclusion policies.

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[182] The statute of the council can be found here: http://www.hamburg.de/contentblob/549044/data/geschaeftsordnung.pdf.

[183] The remaining members are appointed by the BASFI and are mainly representatives of the civil society and special interest groups such as labour unions, the local economy, the education sector, child and youth aid organisations, family and senior organisations, sport associations, refugee organisations, culture and health organisations, and representatives of religious groups. A complete list of all current members can be found here: http://www.hamburg.de/contentblob/115254/data/integrationsbeirat-mitglieder.pdf.

[184] According to a recent answer of the government of Hamburg to an information request in the state senate, which is available for download here: http://www.buergerschaft-hh.de/parldok/Cache/8582C81E78150AB0BF0107A0.pdf.

[185] Integration policy has been part of the districts' duties since the administration reform of 2005, when more responsibilities in this field were given to the districts in consideration of their closer position to the people.

[186] This district has the leadership for integration policy among all districts, which means that her district represents all of Hamburg's districts on issues of integration policy when dealing with the state of Hamburg.

[187] Based on the interviews.

Figure 5: Governance for inclusion policies in Hamburg

NPOs (*e.g., Charitasverband für Hamburg;* Integration Centres);

NGOs (*e.g., Interkulturelles Migranten Integrationscenter e.V*);

Civic networks (*e.g., Integration Council*) .

National Government (*Senate Administration for Labour, Social Affairs, Family and Integration – BASFI*);

Local Government (*7 Local Districts*).

Research Center (*e.g., CJD- Hamburg + Eutin*);

University (*e,g., HAW – Hamburg*);

Libraries.

Chamber of Handicrafts;

Chamber of Commerce;

Entrepreneurs without Borders.

Public Authorities

Education representatives

Civil society and third sector representatives

EU citizen from other MS

Sector specific stakeholders

EU Networks: Eurocities; Eures; Enterprise Europe Network, URBACT II

As for policies, the BASFI -in cooperation with the federal government and with other states- developed a comprehensive strategic framework (the "integration Concept") in 2006[188] and updated/revised it in **February/March 2013**[189]. The 2013 Integration Concept focuses on a **range of new initiatives aimed at the social and economic inclusion of foreign nationals in different areas** (i.e. education, housing, labour market, etc), and defines for them target indicators and values (as a follow up of the recommendations on the 2006 version). The updated strategy develops an **inclusive approach towards foreign nationals** (a "**we- concept**"), shifting from special measures for foreigners to the mainstream of inclusion across all policy areas, strengthening the overall welcome culture in Hamburg, defining and further investigating the intercultural openness of the city and its strategies for improving the general attitude towards migration[190]. Some features are worth being noted:

► **EU citizenship** is pointed out as a distinct and specific priority, with different programmes and initiatives aimed at **informing young people about the EU** (for example by teaching and addressing European issues at school)[191];

► EU mobile citizens should benefit from the city's comprehensive migration approach, without being the target of specific policies or initiatives.

Table 8 provides a selection of the main initiatives to support the inclusion of foreigners that have been launched in Hamburg. A comprehensive overview can be found in Annex 2.

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[188] The General Accounting Office (*Rechnungshof*) audited the 2006 version of the state's integration concept. One of the recommendations of the General Accounting Office was to include more target indicators. To this end, it should be noted that there generally are evaluations of support measures (*Fördermaβnahmen*) in the field of integration policy, especially of language measures.

[189] The updated integration concept is entitled: *Hamburger Integrationskonzept: Teilhabe, Interkulturelle Öffnung und Zusammenhalt*. It is available for download at: http://www.hamburg.de/contentblob/128792/data/konzept.pdf.

[190] The mainstream of inclusion is expected to be implemented in the future ideally without a specific integration department, committee or officer.

[191] Furthermore, the city focuses on student exchange programmes within the EU, key to the information process. The city of Hamburg provides a forum for young people to share their ideas on Europe, also by organizing an annual street party at Gänsemarkt square. Hamburg Welcome Portal. Hamburg Priorities in European Policy. Available online at: http://www.hamburg.de/international/priorities-in-european-policy/.

Table 8: Selection of inclusion policies relevant for EU mobile citizens and TCNs in Hamburg

POLICY AREAS	POLICIES / INITIATIVES
Employment	► Council for migrants' skills action plan ► Migrant Parent involvement in school to work transition ► Highly skilled strategy
Entrepreneurship	► Entrepreneurs without borders
Inter-cultural dialogue	► Welcome centre
Housing	► General policies addressed at neighbouring activities
Education	► Bilingual schools ► Parents on site (Eltern vor Ort) ► School Information Center (SIZ) ► PIASTA program
Participation in city life	► We are Hamburg! Won't you join us?

In the end, Hamburg has a sophisticated migration inclusion policy and an effective welcoming approach

3.3.4 The economic impacts of intra-EU mobility in the city of Hamburg

Intra-EU Mobility and local labour market

According to the Focus Group participants (see Annex 3), *vis a vis* the increasing level of skills and professional expertise of new foreign nationals, there is (in Hamburg and in the whole Germany) still a large need for less-qualified jobs, often low paid and deemed as unattractive by nationals and therefore filled by foreigners[192]. Even before the entry into force of the Directive 2004/38/EC, Germany had indeed been one of the main destination countries for foreigners covering low-skilled jobs, with such a significant role for seasonal and permanent work migration[193] that, following the EU enlargements, Germany set restrictions up to 2011 to prevent excessive foreigners' inflows towards the country on mobility from EU 10 MS for working reasons.

Restrictions on inflows resulted in a limited increase (on average less than 5% per year) in EU mobile citizens employed in Hamburg between 2007 and 2011, whereas, following the removal of the transitional arrangements, there was an increase of 13%. In the same period, the dynamics for TCNs employed in Hamburg was different, and steadily increasing at around 2% rate (Chart 41 presents absolute values).

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[192] Indeed, migrants resulted mainly employed in the least paid and skilled positions in core industrial sectors, such as port and transport.
[193] "How free is free movement? Dynamics and drivers of mobility within the European Union" By Meghan Benton and Milica Petrovic Migration Policy Institute Europe March 2013

Chart 41: Number of EU mobile citizens and TCNs employed in Hamburg, years 2007-2012
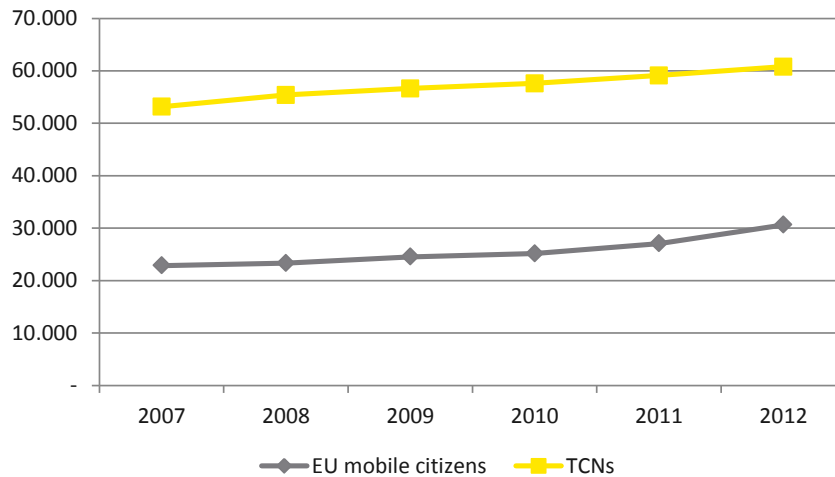
Source: Statistik der Bundesagentur für Arbeit, Data refers to the 30/6 of each year

At the same time, in the last years, the overall unemployment rate in Hamburg decreased, both for nationals and foreigners; the rate of unemployment for EU mobile citizens passed from 6.4% in 2005 to 4.4% in 2011, converging to that of nationals (Chart 42). The trend in the share of jobseekers shows a similar path for EU mobile citizens and nationals, while significant divergences are recorded as compared to the occupation research of TCNs (Chart 43).

Chart 42: Unemployed rate trend, among nationals and EU mobile citizens in Hamburg
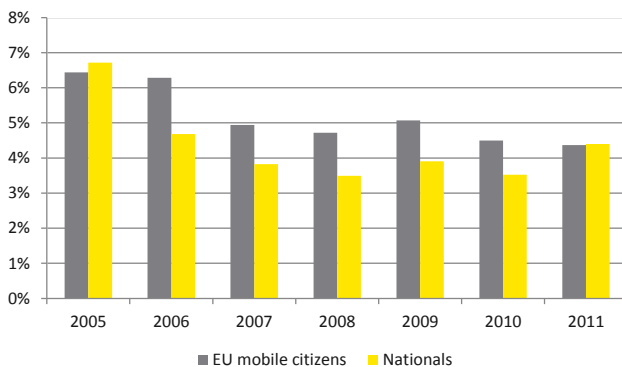
Data refers to the 30/9

Chart 43: Share of Job seekers among resident population

Data refers to the 30/6

Source: Statistik der Bundesagentur für Arbeit

The rate of unemployment is actually different depending on the country of origin: taking into account the five biggest communities, Greek and Italian citizens have the highest levels of unemployment, Polish and Portuguese citizens' rate of unemployment is more or less aligned with that of German nationals, and Bulgarian citizens register the lowest level of unemployment, with a rate of approximately 2%[194].

Skills and sector of employment

In Germany, the level of qualification and the degree of specialization of citizens from other EU MS significantly increased in the last 10 years, both as a result of an increasing level of education and the recognition of technical or higher education degrees following the Bologna-process: in 2011, 25.6% of

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[194] Source: Statistisches Bundesamt

employees from other EU MS living in Hamburg owned a technical or higher level education, as compared to 13.8% in 2001[195] and the percentage of those without vocation training decreased from 35.2% in 2001 to 25% in 2011 (Chart 44).

Chart 44: Employee per skill level among nationals, EU mobile citizens and TCNs in Hamburg in 2001 and 2011
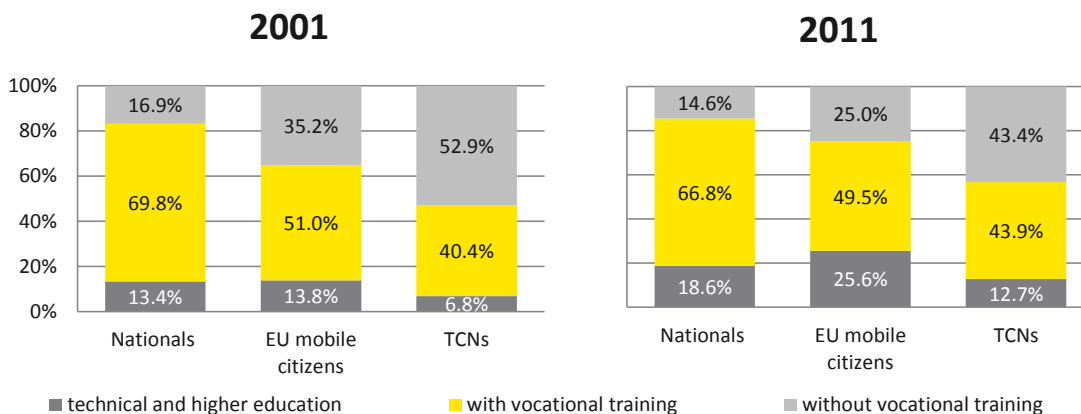
Source: Statistik der Bundesagentur für Arbeit, Data refers to the 30/6

As for unemployed foreign nationals, available data for 2012 shows that 67.2% of unemployed EU mobile citizens do not have any vocational training, as compared to 47% of nationals and 83.7% of TCNs (Chart 45).

Chart 45: Unemployed nationals, EU mobile citizens and TCNs per skill level in Hamburg in 2012

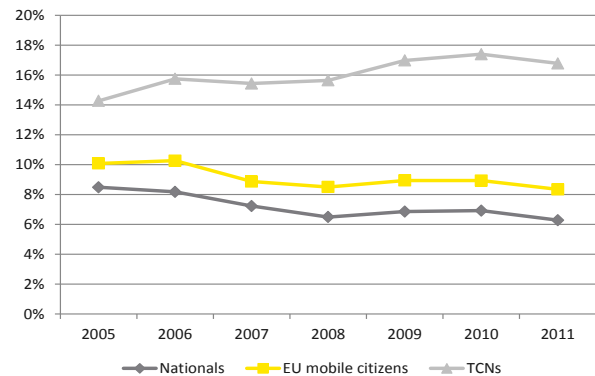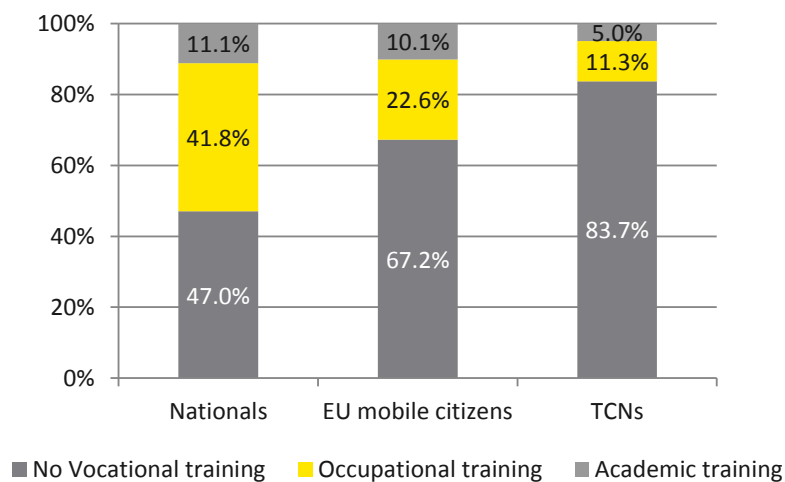*Source: Statistik der Bundesagentur für Arbeit, Data refers to the 30/6*

Accessing the labour market is a major challenge for **low skilled people**, and EU mobile citizens are no exception, being particularly **vulnerable to unemployment**. According to statistics on Hamburg, many young people (due to their biography, social environment, academic qualifications, and origins, as well as to the dynamics of the labour market) and among them particularly **young people with migrant**

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[195] In Hamburg an important component of migration policies is the "Fachkräftestrategie". It is a strategy for skilled workers, focusing among others on the integration of residents with a migration background and EU-nationals from other Member States in the labour market.

background less keen to attend training[196]**,** find it difficult to make the transition from school to work. As part of the strategies aimed at promoting foreign nationals' participation in training programmes and their introduction in the labour market, the Coordination Office for Further Training and Employment's activities set down an action plan, bringing together a wide range of stakeholders, and aiming at making migration background a key asset (see Box 20).

Box 20: Local policies supporting foreigners' employment in Hamburg

The "Beratung Qualifizierung Migration" (BQM) is a **plan of action for the integration of both young** EU mobile citizens and TCNs **in the education and labour market**. The plan, promoted in 2002 by the major of Hamburg through the Coordination Office for Further Training and Employment (KWB) and with the financial support of the European Social Fund (ESF) and of the Free and Hanseatic City of Hamburg, is intended to improve career opportunities by supporting foreigners' attendance and participation to training and professional courses and taking into account the international orientation of many companies in Hamburg, which could greatly take advantage from the presence of skilled employees with an intercultural background and speaking several languages.

In this framework, the plan promotes networks among companies, associations, government agencies, chambers of commerce, guilds, unions, schools, foreigners' organizations, young people with a migration background and their parents. Moreover the plan is structured to support companies during their recruiting activities, training organization and other related activities[197].

Finally, parental involvement is sought in order to better guide the transition of children to work: the project **Migrant Parent involvement in school to work transition**[198] supports foreigners' parents in understanding the German dual education system (professional education vs. vocational training) and aims at reducing foreigners' children drop-outs and secure generations of skilled workers. A dedicated manual has been published presenting proven and new ideas to the inclusion of parents in the education process (e.g. guides on writing).

At the federal level, the Federal Ministry of Labour and Social Affairs and the Federal Employment Agency concluded an agreement in 2010 with the aim of increasing the labour market integration of young people in apprenticeships and decreasing youth unemployment. To this end, the agreement called for improving the cooperation between the jurisdictions of the Social Code (Sozialgesetzbuch) II, III and VIII. Hamburg was chosen as one of 20 model regions in January 2011, in order to put this cooperation into practice. Furthermore, BASFI outlined that Hamburg was the first federal state to found a youth employment agency, with the aim of ensuring the transition of all young people from school to apprenticeship or university. The youth employment agency is not a new institution, but it rather aims at coordinating the activities of its partners, by putting them under the same roof.

Besides this, in recent years, other initiatives have been launched to face the increasing demand of skills and knowledge coming from the ageing of Hamburg citizens' population and the city's economic growth perspectives, such as a City Council's initiative in 2009 coordinated by, the "Hamburger Institut fur Berufliche Bildung (HIBB)" for the introduction in 2013 of a Professional Strategy for skilled workers, that places a strong focus on diversity and inclusion in the labour market of residents with a migration background and EU-mobile citizens (Fachkräftestrategie, Box 21).

Box 21: Fachkräftestrategie für Hamburg (Professional Strategy for Hamburg)

The Professional Strategy was introduced in 2013 defining specific objectives for four areas related to different policy fields (housing, school and education, family and equal opportunities) in order to address the lack of skilled labour force, attractiveness for new professionals or qualifications both in Hamburg and outside the administrative borders of Hamburg. The Senate of the Free and Hanseatic City of Hamburg has developed the Professional Strategy for Hamburg (Hamburger Fachkräftestrategie) under the auspices of the Ministry for Labour, Social and Family Affairs and Integration (BASFI) and with Ministry for the Economy, Traffic and Innovation (BWVI) and other technical authorities (Fachbehörden), in an intensive dialogue with the Employment Agency Hamburg, the Job center (Jobcenter team.arbeit.hamburg), the Chamber of Commerce of Hamburg, the Hamburg Chamber of Crafts, the German Trade Union Confederation of Hamburg as well as the Business Association North.

Areas	Specific objectives
1: Qualifying professionals	▶ Increase the mobility of the education system ▶ Enhance the capacities and quality of education in general

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[196] http://www.kwb.de/bqm.html.

[197] http://www.vernetzung-migration-hamburg.de/Beratung-Qualifizierung-Migration.414.0.html.

[198] http://www.bqm-hamburg.de/c_news_044.php

2: Make use of and protect the labour force potential	► Make use of trans-disciplinary qualification approaches
	► Increase the labour participation of youth persons
	► Increase the labour participation of women
	► Save the employment of elder persons until retirement
	► Integrate handicapped persons into the labour market
	► Integrate persons with migrant background
3: Win new professionals from in- and outside Germany and improve the Welcome Culture	► Empower migrants living in Hamburg as professionals
	► Make use of a single European labour market
	► Improve the Welcome Culture for TCN professionals
4: Enhance the attractiveness of the labour conditions	► Adequate monetary compensation
	► Organization of work and corporate culture
	► Health and security
	► Corporate learning and training on the job

Prevailing **sectors of employment** are slightly different between EU mobile citizens (and TCNs) and nationals: the presence is similar in the most important sector for employment, the "Sale, maintenance and repair of motor vehicles sector", but is higher for EU mobile citizens and TCNs in "Commercial services" and "Tourism". Chart 46 provides figures for all sectors.

Chart 46: Employee per sectors- data for nationals, EU mobile citizens and TCNs in Hamburg in 2012
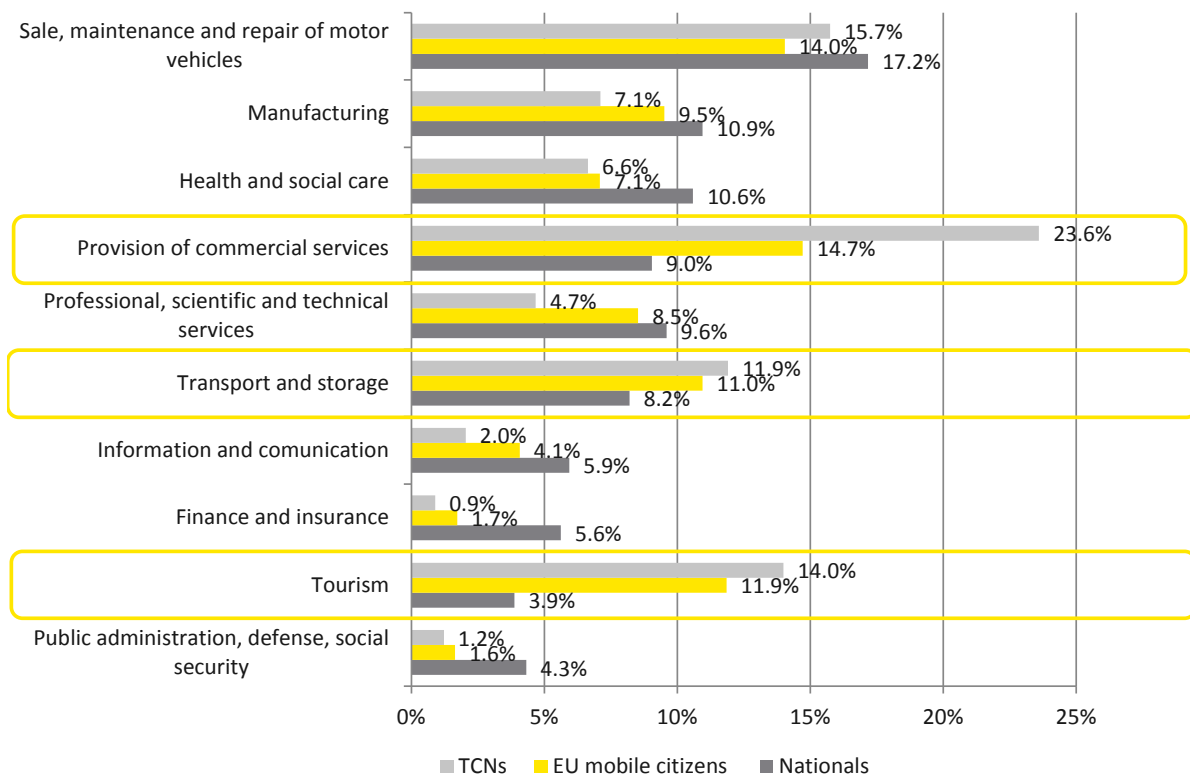
Source: Statistik der Bundesagentur für Arbeit. Data refers to the 30/6

As already mentioned, the relatively high level of education and expertise of EU mobile citizens is only partly reflected in their positioning on the labour market and indeed significant differences are observed among nationals, EU mobile citizens and TCNs when looking at their professional profile. Chart 47 shows that a small share of EU mobile citizens are employed in organizational, administrative and other white-

collar occupations (20%), as compared to nationals (29.1%), whereas they are largely more present in transport and logistical occupations (e.g. train, truck or taxi drivers, pilots) or as nutrition professionals (e.g. cooks, bakers, butchers).

Chart 47: Employee per profession – data for nationals, EU mobile citizens and TCNs in Hamburg in 2012
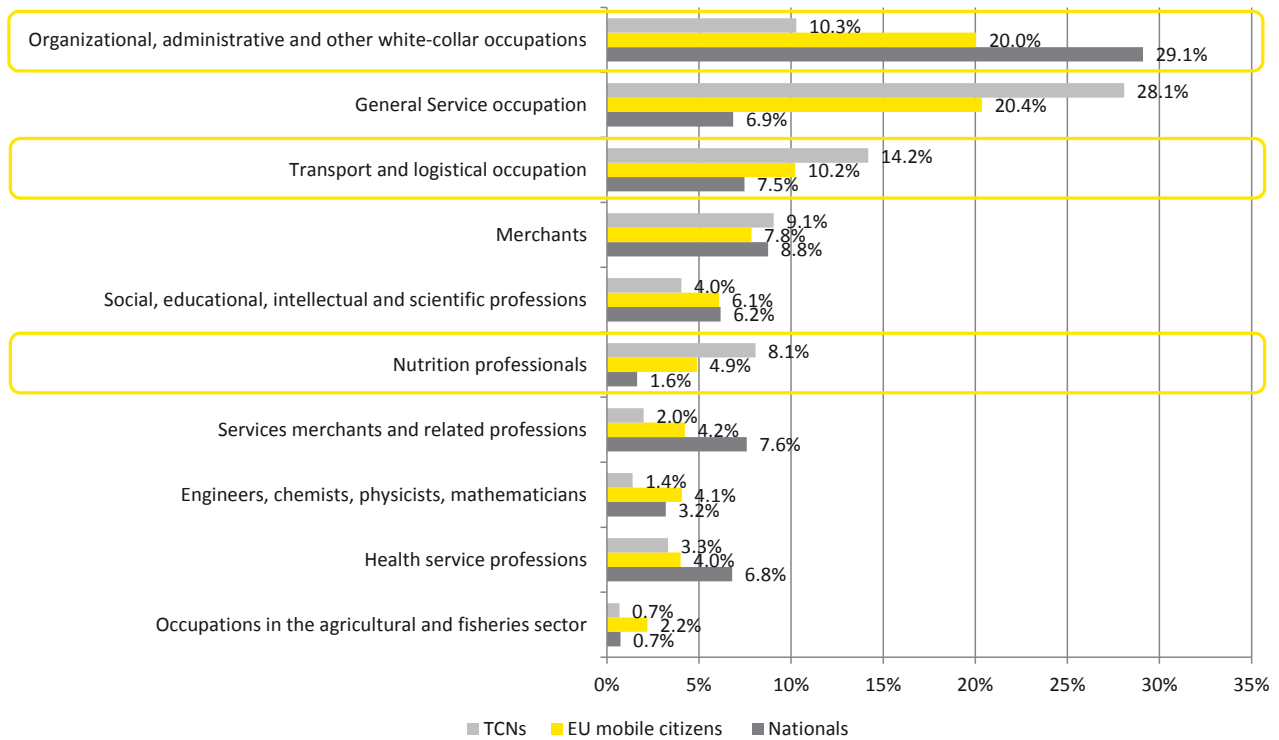
Source: Statistik der Bundesagentur für Arbeit, Data refers to the 30/6

Wage differentials

The understatement of foreigners' skills and expertise in the German labour market is mirrored in the wage differential[199] as compared to national employees[200], though with data showing a decreasing differential thanks to the increase in the level of education and skills of foreign nationals: in 2001-2003 foreigners' wages were around 60% of the average German wage, while in 2008-2009 they were 75% of those of nationals.

Moreover, as pointed out in the focus group, increasing attention is being placed on the need for stricter and clearer regulations in order to ensure the equal treatment of foreign workers and their protection from forms of exploitation or potentially harassing situations[201].

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[199] The wage differential also depends on migrants' average younger age than native population and on the sector of employment.

[200] Hamburg data is aligned to those at national level. Indeed according to Integration Policy at a Regional Level in Germany of Hamburg Institute of International Economics (HWWI), in 2004 foreigners' wage were equal to 70% of Germans.

[201] Besides wage differentials, another issue has to be mentioned: in the recent years, migrants have often been among the victims of the so-called "false self-employment" ("Scheinselbstständigkeit"), used by employers to evade taxes and social insurance and engage workers without having to respect employment rights and entitlements such as holiday pay, sick pay and pensions. This phenomenon is particularly common in lower skills sectors, such as construction; concerns have been raised that this phenomenon may have been accentuated by the economic crisis as newly arrived migrants are keen to accept jobs as "Scheinselbstständige" without being aware they are liable for taxation themselves on their own and not contributing to the social insurance. This argument was discussed during the focus group (see Annex 3).

Entrepreneurship

The share of self-employed with migrant background (13.8%) is particularly high in Hamburg, above the national level and almost in line with that of Germans (14.3%) (Chart 48). Among them, Polish citizens, both because of their high incidence among EU mobile citizens and as a result of the transitional arrangements previously mentioned[202], are particularly proactive, followed by Italians, Greeks and Austrians (Table 9).

Chart 48: Proportion of self-employed by immigrant status in 2011

Table 9: Number of business registrations of single entrepreneurs among citizens for selected EU countries
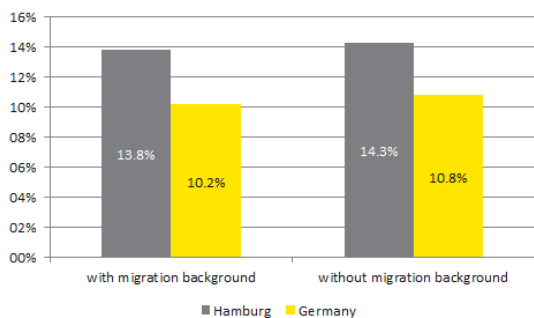
Source: Integrationsmonitoring der Länder 2011

	Single entrepreneurs				
	2007	2008	2009	2010	2011
Greece	80	89	83	82	72
Italy	91	92	106	84	86
Austria	43	46	47	33	35
Poland	2 076	1 911	1 776	1 860	2 294
Total	21 918	22 781	22 250	24 632	24 495

Source: Statistisches Bundesamt

Box 22: Policies to support foreigners' entrepreneurial activity

"Entrepreneurs without borders" is an initiative, launched in 2000, to support foreigner entrepreneurship and self-employment in urban depressed areas, through *i)* Strengthening the foreigners' potential; *ii)* Guidance and advisory services; *iii)* Activation of training and potential work for foreign businesses; *iv)* Promotion and networking of small and medium-sized enterprises; *v)* Raising authorities' and institutions' awareness about the needs of foreigners; *vi)* Organization of conferences, debates, and cultural events; *vii)* Networking, cooperation, and regular exchange of experiences with relevant regional, national, and international organizations[203].

In order to achieve the latter, the initiative set up the following services:

► Counselling services and advice on all aspects of running a business;

► Seminars and briefings on different aspects of business;

► Training courses on the subjects of financing, production, investment, and marketing;

► Provision of fundamental knowledge in the field of business planning;

► Organizing events that bring together entrepreneurs and other important groups (e.g. bank representatives or policymakers);

► Access through networks to relevant institutions and local and regional business structures[204].

From 2000 to 2005, 1,467 foreigners made use of the counselling services; among them, 596 foreigners (41%) made use of general orientation services, while the majority, 871 foreigners (59% of the total) made use of the more intensive categories of services, such as start-up consultation (546 foreigners), business plan creation (178), and follow-up consults (147). To evaluate the rate of success of the counselling activities a sub sample of users has been interviewed, and resulted that half of them (55%) had started a business. The survival rate of these businesses was 73%; projecting these percentages to the total number of clients, one may conclude that the project generated around 800 start-ups.

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[202] However, according to the BASFI, following the free movement rights for EU 8 workers, the share of social insurance contributions has been increasing, with a decreasing tendency in the business registrations.

[203] UCLG – Committee on social inclusion, Participatory Democracy and Human Rights, Inclusive Cities Observatory. Hamburg Germany, Entrepreneurs without borders. Available online at:
http://www.ces.uc.pt/myces/UserFiles/livros/1097_Hamburg_2010_en_FINAL.pdf.

[204] European Cities Monitor, Cushman and Wakefield, 2010.

3.3.5 Inclusion policies and social impacts of intra-EU mobility in the city of Hamburg

Housing

When looking at the current situation on the housing market in Hamburg, several problems can be identified, from an acute lack of affordable rental housing, particularly social housing for tenants with a low income, to the offering of poor housing conditions for the most vulnerable citizens.

Many foreign nationals are concentrated in specific and sometime deprived areas (with high levels of unemployment and crime and people relying on social income), with negative consequences in terms of segregation from the host community and the risk of fostering counter cultures challenging the model of an open society[205].

Between 2003 and 2007 about 1,600 social housing units were built on average each year but, at the same time, many existing units had been converted from social to normal housings, due to the reduction of public grants.

In the recent years, on the one hand, the local administration is continuing to strengthen the access to social housing for low-medium income households, by granting same conditions to foreign nationals qualifying for the assistance. On the other hand, the housing policies in Hamburg are focusing on high quality housing, by supporting the urban renewal of several areas of the city. As an example, the IBA (International Building Exposition) impacts the former foreigners' quarters (e.g. Wilhelmsburg) and various islands of the Elbe, converting them into more middle or upper class quarters replacing the original population.

However, the new housing opportunities could be hardly affordable for foreigners as a whole (i.e. those not qualifying as highly skilled workers or academics), and specifically for low-income foreigners, that face difficulties in finding adequate accommodation and continue suffering, to some extent, from discrimination[206].

These are the reasons why housing is one of the priority actions of the Integration Concept, and initiatives (like workshops and events) have been launched to fight discrimination and raise awareness on the importance and benefits of coexistence of people with and without a migration background. Interestingly, one of the indicators proposed in this area is the reduction of complaints relating to housing by people with a migrant background. Also, the Hamburg Welcome Centre has specific counselling services providing foreign nationals with advice for finding suitable accommodation.

Education: Information, assistance and welcome programmes

Supporting foreign pupils in schools

Migration inflows implied a significant diversification of the composition of pupils attending schools in Hamburg. Specific data on EU mobile citizens is not available, but data on foreign nationals as a whole, shows that the share of foreigners among students, referred to school year 2010-2011, range from 9.5% in elementary schools to 14.5% in secondary schools (Chart 49).

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[205] Immigrants in the City Recommendations for urban integration policy, Darmstadt 2005.
[206] URBACT - SUITE TN Baseline Study 2008.

Chart 49: Students in general education schools in Hamburg in the school year 2010/11, broken down by nationality
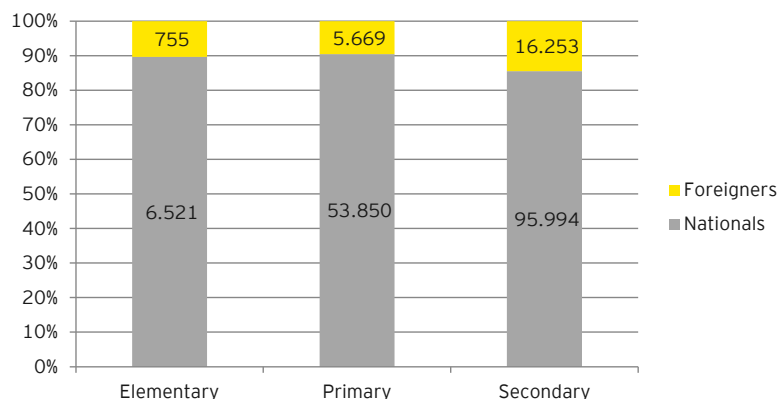
Source: "Partizipation Vor Ort" Institut für Stadtforschung und Strukturpolitik 2011

As a result of the long-lasting history of migration and the recent inflows, **linguistic diversity shapes the lives of all children in the city** and 35% of the pupils at primary schools use a language other than German in their daily communication at home[207]. In this context, also children from monolingual German families are confronted with linguistic diversity on a daily basis.

Such linguistic diversity, often considered as a barrier to the social inclusion of foreign children, has been promoted as an asset by the city of Hamburg through the creation of public bilingual schools. This project aims at reducing mechanisms of social inequality and at improving foreign children's educational achievements[208]. Indeed, according to specific studies, in the particular case of second language learners, instruction in their home language has proven necessary for general linguistic development as well as for educational achievement and children who attend home language classes are considered more proficient.

Box 23: Bilingual schools in Hamburg

The German PISA Consortium comments that proficiency in the German language at a grade-appropriate level is considered a decisive factor for school achievement amongst foreign children that have a lower level of school achievements if compared with monolingual German students.

To fill this educational gap between students with a migration background and their monolingual peers, in 2000, a new project launched the creation of bilingual schools for some of the largest foreign languages, and namely German-English, German-Portuguese, German-Italian, German-Spanish and German-Turkish. The bilingual school is a public school which offers subjects taught in a target language (i.e. the classroom language is Italian, the materials are in Italian, the tests and assignments are in Italian, and even the *Abitur* (German High School Diploma) can be taken in Italian).

The goal of bilingual education in the Hamburg school system is to introduce the students to a foreign language, and, through classes in the target language, help them to develop the working skills necessary to be competent users of the target language.

In Hamburg, since the school year 2011/12, primary schools increased the number of English classes offered and all children learn English from the first grade[209].

Besides language, also parental involvement and discrimination are relevant issues.

According to the report "Partizipation vor Ort" by IfS Institut für Stadtforschung und Strukturpolitik (published in 2011), the **involvement of foreign families is somewhat limited or difficult**: these often experience language barriers, with a lack of understanding of the institutional processes in the schools, and have a common feeling that their children are being **unfairly assessed**. As a consequence, one of the

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[207] Bilingual language proficiency, a comparative study; J.Duarte, 2011.

[208] In Germany the level of school achievement of migrant children is lower than that of monolingual German students (Source: Bilingual language proficiency, a comparative study; J.Duarte, 2011).

[209] Fremdsprachenunterricht, 2013/14.

core objectives of the 2013 integration strategy is supporting students with a migration background and their families[210] and other policies have been implemented to specifically address foreigners' parents, in order to improve children's inclusion process and to ease their transition to work.

Box 24: Local policies supporting foreigners' parental involvement in education

Parents on site (Eltern vor Ort) is a project funded by the ESF, for the period October 2011 - December 2013, with the aim of advising families and district schools in the quarters of Hamburg that have specific need for assistance, and also training active parents to become volunteer moderators. The initiative aims, among other things, to increase the competencies for choosing a profession as well as the participation in education of young people with an immigrant background. Started in 2011, the project has reached out to more than 1,500 parents and trained 43 by April 2013[211].

The **School Information Centre** (SIZ) is a service facility of Schools and Vocational Training Authority (BOD) that provides information and advice for parents, pupils and for other stakeholders ("School in Hamburg- from A to Z"). Activities at the school include information about further schooling as well as the certification and the assessment or recognition of qualifications from home and abroad and the support to parents and student councils in all matters relating to participation at school.

University students and related initiatives

As for University, the number of foreign students grew until 2006-2007 (when it was about 13% of the total number of students), started decreasing after 2007, and then grew again in the last two years. The share of foreign students on the total number of students has constantly decreased from 2007, mainly because of the significant growth in the overall number of students of Hamburg's universities[212] (Chart 50).

Chart 50: Foreign students in Hamburg Universities, as % of total students and in absolute values
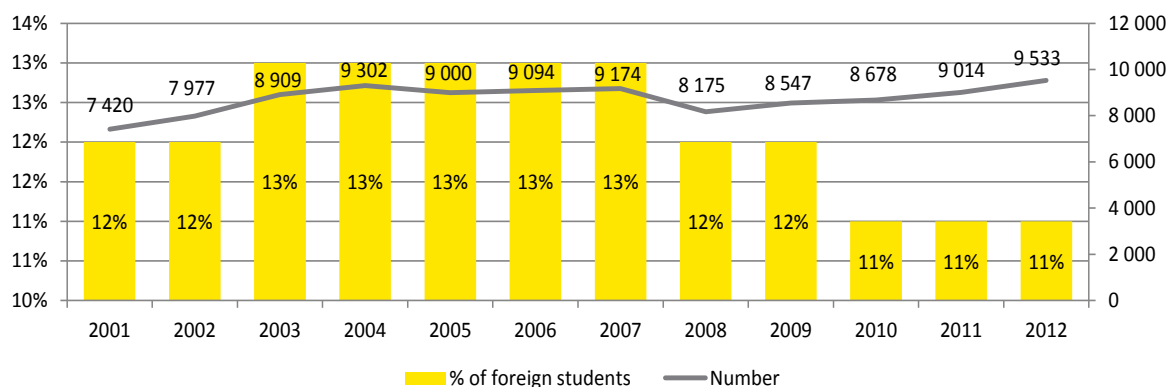
Source: Statistisches Bundesamt

Nonetheless, various measures and initiatives are implemented at a local level to support incoming university students: international relations offices welcome students and help them in the administrative procedures, and students' associations progressively include foreign students through cultural initiatives and sporting activities.

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[210] With the following monitoring indicators: *i)* Increase the rate of students with migrant backgrounds completing their secondary education making them eligible to attend university (with a target value of 40-50%); *ii)* Decrease the rate of students with migrant backgrounds who drop out of school without a diploma (with a target value of 7-10%); *iii)* Decrease the share of early school leavers (without any degree) with migratory background; *iv)* Increase the success quotas of teenagers and young adults with migratory background in the dual education system; *v)* Migrant and non-migrant student success rate (with a target value of 65%).

[211] http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=541.

[212] Source: Statistisches Bundesamt.

Box 25: Foreign students support: PIASTA Programme

PIASTA (International Programme for All Students and Alumni) is a student, intercultural association fostering the international and intercultural exchange within Hamburg University. PIASTA addresses all foreign students, to help them integrate in university and city life, by providing them assistance and support during their first times in Hamburg and by leading them in discovering the local community. Hence, PIASTA organises a wide range of activities:

- ► International welcome week: it takes place two weeks before the semester begins and gives foreign students the chance to meet each other and get in touch with local students, to join guided-tours around the campus and cultural events;

- ► Intercultural PIASTA evening: once a week foreign students have the chance to hang out to deepen their intercultural exchange in a more relaxed atmosphere, enjoying music, dance or theatre. Some themed-evenings focus on foreign countries tradition, such as "Vive la France", "Brazil, carnival and samba" or "Discover the Mediterranean";

- ► Cultural events and leisure activities: they include visits to museums and travel to other German cities and locations;

- ► Training and coaching: a series of courses helping foreign students to acquire and develop useful skills for being successful in studies and later work life. Courses include public speaking, Excel for beginners and communication skills;

- ► Language Tandem: it matches two students with different native languages who want to learn from each other's language.

In addition, PIASTA supports foreign students by counselling them on several university and city-related issues (e.g. campus services and housing, courses registration, rights of residence and entry visa, scholarships, etc.) at any time.

Intercultural dialogue and overall attitude towards migration

Policies and initiatives aimed at the welcoming and inclusion of foreign people have been constantly developed and strengthened, with improvements achieved in the areas of education, language training, recognition of degrees, and naturalizations of foreigners.

Although no official evidence is available[213], information collected for this study confirmed there has been an improvement in the relation between foreign nationals and natives, with inclusion policies positively impacting relations and the overall perception of migration and mobility[214], but discrimination is still an issue to be addressed through inclusion processes that can take several generations.

Based on that, the local administration is focusing more and more on tackling discrimination, fostering intercultural dialogue, and promoting the openness of the public administration as a space where different cultures are represented. Two main initiatives are to be mentioned.

- ► The Hamburg Welcome Center, to be intended as a "welcoming" initiative, i.e. a first facility for foreigners coming in the city;

- ► The principles enriched in the "Integration Concept", aimed at opening public administration to foreign nationals, tackling discrimination and fostering inclusion.

First contact with newcomers: the Welcome Center

As confirmed in the focus group, the Hamburg Welcome Center is widely considered an example of good practice and it has frequently been presented to delegations from other cities as such. It follows the **one-stop-shop principle**, which can effectively support citizens moving within the EU to obtain complete information (also online) and **adequate orientation towards the services and the opportunities** offered by the city. It has been noted that especially EU-citizens from other MS are using the facilities offered by the

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[213]As pointed out by the representative of the BASFI, Hamburg is considering the possibility for conducting a survey on the topic of attitudes towards integration in the near future.

[214] Although not specifically related to EU citizens from other MS, the increasing number of naturalizations in the last years can be intended as an indicator of the improvement of the relations between nationals and migrants, whit the latter feeling more and more part of the host society.

Welcome Centre, without the need for prompting or attracting them with advertisements. The range of services and areas covered is wide: newcomers can find information about job vacancies, health services and conditions for access, housing, on study programmes, etc. For each topic, a complete set of information, contact addresses and related links is provided. Moreover, there are also monthly meetings for newcomers with volunteering Hamburg locals, in order to provide them with practical basic information about the city. These events are called Welcome Club.

<div align="center">Box 26: Communication with the newcomers in the city of Hamburg</div>

The **Welcome Center is a multi-purpose facility**, promoted and managed by the Senate, aimed at providing newcomers with a complete set of information. It also offers a range of information services also for companies choosing to set up their activities in the city. The information mostly relates to accommodation (for example which city district to choose to settle down in), schooling, local administration services for foreign qualified executives and students[215].

In addition, the Senate of Hamburg provides additional information on migration related issues, through the **integration portal** (http://www.hamburg.de/integration/), including information on:

► Language and integration courses (German language, German legal system, culture, and history);
► Advice for foreign nationals, both for adults and teens, information brochures, information about counselling services and meeting places for families in seven languages;
► Information on immigration law;
► A specific service for the recognition of diplomas and degrees.

Intercultural openness and anti-discrimination

The Integration concept adopted in 2013 is based on a concept of **inclusion** as **equal and measureable participation of all citizens** in all sectors (from education to labour market) and in all the aspects of city life (political participation, cultural participation, exchange between nationals and foreigners). As pointed out in the focus group, it is based on an **"Inclusive Thought"** – the **"We-concept"**, where integration and inclusion strategies are addressed to the **whole society**, regardless of nationality, and are aimed at promoting three aspects: **welcoming culture**, **diversity** and **cohesion**. Public Administrations in the city are at the heart of the implementation of this strategic approach: promoting **intercultural opening and non-discrimination in public and administrative offices** is one of the main starting points for the deployment of the "integration concept". To this end, the work undertaken by the city of Hamburg aims at a twofold objective.

On the hand, the local administration is placing priority on the creation of a **public administration free of discrimination**, to be achieved through specific **trainings for employees** for the development of intercultural skills, **fair selection processes** and the setting up of an **"interculturally" open and low-threshold complaint management system**, to be implemented in administrations and institutions with client contact (e.g. immigration offices, job-centres, etc.). On the other hand, the city is focusing on developing a public administration that represents the **cultural diversity of its citizens**, including the objective to increase the share of "Deputierte"[216] with migrant background. This priority builds on a campaign launched in 2006 and called "**We are Hamburg! Won't you join us?**" (Wir sind Hamburg! Bist Du dabei?), aimed at **recruiting and involving young foreigners in the Hamburg public service training system**. A package of measures aimed at raising the proportion of foreign trainees for the public service was approved by the Senate and implemented through a marketing and media campaigns as well as with the further cooperation with citizens and families.

Results were rather encouraging. When the campaign started in 2006, Hamburg had more than 70,000 employees in administration and approximately 600 new trainees and apprentices per year, of which 5.2% with a migrant background. In 2011, this share increased to 16.5%. Although the initiative is about

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[215] The Official Hamburg Website, http://english.welcome.hamburg.de/about-us/

[216] These are appointed by the legislature to serve as a sort of board members for the cities ministries.

training, after its successful completion there are good chances of moving into a stable employment. The current programme offers about 500 training places, ranging from the field of general administration to law courts, fire service, police, tax authorities and prison.

No new budget has been allocated to the implementation of the new integration concept so far, but there are existing budgets in each of the administration's (Behörden) annual budgetary framework dedicated to integration and also other funds allocated to integration measures. Additional resources can be obtained from European funds (e.g. the ESF and the new AMF). The new concept is designed in a way that mostly leaves up to the relevant departments and districts how they will achieve the targets measured by the indicators. A list of "top 13" indicators is presented below, as an indication of the objectives pursued by city's strategy.

	Objective	Main indicators
1	Increase the number of **naturalizations**	Number of **naturalizations**
2	Increase the usage of **early childhood development measures** by children with migrant background	Share of children under 3 years with migrant background, that make **use of day-care facilities for children**
3	Increase the share of **graduations** with higher education entrance qualification in the group of teenagers with migrant background	Share of teenagers with migrant background leaving school with a **higher education entrance qualification** as share of all school leavers with migrant background
4	Decrease the share of **early school leavers** (without any degree) with migrant background	Share of **early school leavers (without any degree)** with migrant background
5	Improving the **access to integration / citizenship courses**	Number of **new participants** in integration / citizenship courses
6	Improving the **academic success of students** with migrant background	**Academic success quotas** of so-called resident aliens and non-resident aliens
7	Increase the **success quotas of teenagers and young adults with migrant background** in the dual education system	**Success quotas in the dual education system** of teenagers and young adults with migrant background
8	Increase the **participation in labour market** / being part of the labour force	**Employment rate** of persons with migrant background
9	Decrease of **unemployment**	**Unemployment rate** of foreign citizens
10	Strengthen **social cohesion** and promoting intercultural exchange	**Number of contacts between individuals/families** with and without migrant background
11	Increase the share of persons with migrant background in **public committees, legislative, executive and counselling bodies**	Share of persons with migrant background **participating in public committees, legislative, executive and counselling bodies**
12	Increase the **employment of young people** with migrant background as junior staff in the Hamburg public administration	Share of young people with migrant background **employed in the Hamburg public administration**, also divided up into profession and pay scale
13	Control and address possible **discrimination issues in public administrations and administrative bodies** having client contact	Degree of **satisfaction with the counselling** in public administrations and administrative bodies having client contact

Although the exact procedures are still "work in progress", indicators will be monitored bi-annually or in some cases annually, using statistical data already collected at the Länder-level and data to be uploaded by different stakeholders on a Share-point platform.

Participation in city life: involvement in democratic and associative activities

There is a growing number of German citizens with a migrant background getting actively involved in political city life, even from an active view point. According to data provided by Integration monitoring der

Länder in 2011 the share of **voters** with migrant background in Hamburg was around 10% (slightly higher than the average rate at national level, around 9%)[217].

Moreover, a growing number of people with migrant background have been elected for the State and District Parliaments, even if their continuous involvement in local bodies has proven to be difficult. On state level they are only eligible if they possess the German citizenship; at local level they are eligible if they are at least EU-citizens. Their involvement in local bodies has risen thanks to a new local election system in Hamburg that allows voters to deviate from the list of candidates proposed by each party. Voters are now able to split their votes between candidates and to cumulate votes on candidates (even of different parties). This leads to a more selective voting process reflecting the profile and representativeness of the voters in the districts and to the promotion of candidates the citizens truly know and that they want to push.

As presented in Table 10, 3.2% of Federal Parliament members have a migrant background, while at state level their representativeness is much higher, with a percentage equal to 7.4% of total members in the City Council (Table 10)[218]. The even more significant involvement of people with migrant background might be confirmed by selected data on candidates to local elections, but unfortunately their migrant background is not recorded.

Table 10: Members of governmental bodies with migrant background, 2011

Government level		Total	with migrant background	% on total
Federal representatives	Members of German Federal Parliament with a migration background	620	20	3.2%
Hamburg City Council	Members of the Hamburg City Council (State Parliament)	121	9	7.4%

Source: CJD Hamburg and Eutin/Markard, 2011

More specifically, according to 2011 data, around 6% of candidates for youth and adult juries in Hamburg had a migrant background (Table 12). These jury candidates are eligible to become a lay judge (Schöffe) in court hearings and be potentially responsible for judging citizens in criminal proceedings. Being part of a jury is, thus, an honorary position that is seldom filled by foreign nationals.

Table 11: Candidates with migrant background, 2011

Position	Total	with migrant background	% on total
Candidates for the youth jury (Jugendschöffen)	1 803	101	5.6%
Candidates for the adult jury (Erwachsenenschöffen)	7 028	463	6.6%

Source: Partizipation Vor Ort" Institut für Stadtforschung und Strukturpolitik 2011

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[217] Source: "Partizipation Vor Ort" Institut für Stadtforschung und Strukturpolitik 2011. This data can be hardly compared with the other cities in the scope of the study for which the information is available. In Turin, only 7% of entitled migrants registered to vote in Local elections (2% for European Parliament elections) while in Barcelona around 24% of EU citizens from other MS were registered at the Barcelona local electoral office in 2011. In Hamburg this data is lower, but it includes a wider range of population, i.e. persons with migrant background.

[218] DivPol - Diversity in Political Parties' Programmes, CJD Hamburg and Eutin.

Another indicator of the inclusion of foreign nationals is represented by the high share of foreigners taking part in volunteering activities[219]. As Table 12 shows, 61% of foreigners living in the city participate in volunteering activities and associations, as compared to 71% of nationals. Associations founded by foreign nationals are more likely to be involved in activities linked to the promotion of "Cultural events and festivals", "Intercultural Collaboration" and "Information exchange and establishment of contacts".

Table 12: Participation, involvement and commitment of nationals and foreign nationals in Hamburg

Fields of action	Intercultural associations	Migrants organization
Information exchange and establishment of contacts	53%	67%
Religious Events, Religious instruction	7%	44%
Cultural events and festivals	53%	83%
Country of origin-related information sessions	20%	44%
Intercultural Collaboration	73%	77%
Socio-political events	40%	39%
Promoting the heritage language	7%	35%
German courses	33%	29%
(Further) education programs	40%	25%
Advice for new immigrants, refugees or asylum seekers	33%	31%
Counselling for the unemployed and apprenticeship seekers	33%	31%
Social Counselling	67%	39%
Working with senior citizens	20%	21%
Parents work	53%	37%
Health counselling	13%	33%
Sports and leisure activities	47%	35%

Source: Partizipation Vor Ort" Institut für Stadtforschung und Strukturpolitik 2011

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[219] The intercultural centres and the migrants' associations acting in the city of Hamburg focus on several areas, including the promotion of the cultural and linguistic heritage of their home-countries, counselling for employment and access to other services, organization of cultural events, networking and exchange of contacts.

3.4 The City of Lille

3.4.1 Snapshot of the city

LILLE – The City of Old Intra-EU Mobility and Cross-Border Flows

Population: 226,827 inhabitants included in a larger urban area, of 1,154,861 inhabitants (2009). In particular, the **Lille Metropolis Urban Community (LMCU)** is a group of 85 municipalities (among which the city of Lille) which counts 1,108,991 inhabitants (2009).

Positioning: Located at the heart of North-West Europe, near France's border with Belgium, at the exact core of the Paris – London – Randstad triangle, with 100 million Europeans (Germans, Belgians, British, French, Luxembourgers and Dutch) within a radius of 350km around Lille.

Main economic sectors: Relevant industrial centre, progressively becoming a service centre.

INTRA- EU MOBILITY CITY PROFILE

► **History of migration**: Old inflows (beginning of the 20th Century) triggered by the industrial development of the Region (e.g., mining and textile industries);
► **EU mobile citizens:** Limited weight of EU mobile citizens (i.e. 24,974 people), 2.2% of Lille population and 26.8% of the total number of foreigners in Lille.
► **Main countries of origin**: Portugal (30.2% of EU mobile citizens) and Belgium (25.8% of EU mobile citizens);
► **Main features** of EU mobile citizens:
  • Prevalence of elderly people (45.9% are older than 55 years old);
  • High level of education for more recent waves vs. low educational backgrounds of elderly people (i.e., Portuguese and Italians);
  • Cross-border workers from Belgium (even if less than a half of the outflows of French people towards Belgium).

IMPACTS OF INTRA EU-MOBILITY: KEY EVIDENCE

► **Economic impacts**:

  • Impact on the national social assistance and social security systems (namely for pensions) given the high percentage of retired EU mobile citizens;
  • Larger contribution (as compared to nationals) to construction and industrial sectors;
  • The kind of occupations covered by EU mobile citizens appears to be aligned to the educational background characterising them: Portuguese, Italians and Spanish – with an educational level generally lower - mainly have lower skilled jobs while Belgians and Germans fill intermediate and high qualified positions;
  • Cross-border movements of workers between France and Belgium, and specific features of the local working force due to the negative balance between incoming Belgians and outgoing French people.

► **Social impacts:**

  • Positive attitude of the local community towards EU mobile citizens, settled in the urban area since a long period, and *de facto* inclusion in city daily life;
  • Intercultural dynamism given by the high level of involvement of foreign nationals in cultural associations and strong participation in political life (except for Portuguese);
  • Establishment of cooperative relations with Belgians, due to the creation of various common initiatives and governance structures.

POLICIES RESPONSES AND LESSONS LEARNED

Despite its positioning on the border with Belgium and its long history of migration, LMCU has the lowest incidence of EU mobile citizens and TCNs on the local population among the cities analysed. This figure is also the result of the decreasing trend in the number of incoming EU mobile citizens over the last decades. In the end, EU mobile citizens represent a well-integrated group in the city daily life, after approximately 50 years of stay. In this context, the developments of a municipal strategic framework as well as the creation of dedicated structures at local level for EU citizens assume a limited relevance.

Belgians are the only group of EU mobile citizens that are increasing in number. This explains the number of targeted policies addressing them such as: the EuresChannel to improve the cross-border mobility of workers and the 2008 cooperation agreement of Lille with the neighbouring Belgian cities which brought to the creation of the Eurometropolis with the aim to improve the well-being of mobile citizens in this area. Given the limited weight of Belgian inflows compared to the French outflows, these initiatives reveal the challenge of a harmonious development of cross border regions.

Looking at the remaining policies focused on migration, the overall approach adopted by the City mirrors the particular features of a long-lasting migration pattern, by focusing on:

► The **full participation of EU mobile citizens** in the political life of the city and decision making process, with the aim of further empowering their role;
► The **attraction of foreign University students** from other EU MS, as a means for affirming the excellence of the City and further strengthen its positioning as one of the twelve International Campuses of France.

3.4.2 Overview of the city: size and features of intra-EU mobility[220]

National level

France hosts a high number of foreign nationals from all over the world, exceeding 5.5 million people (around 8.5% of the total national population) in 2010[221] (see Chart 51).

Chart 51: Trend of foreign nationals in France as % of the total population
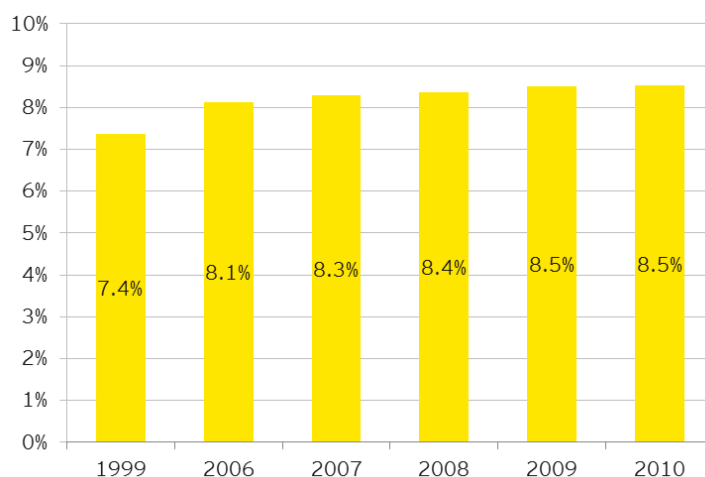
Source: INSEE

In particular, 1.8 million (i.e. 32% of total foreign nationals) are EU mobile citizens, and **Portuguese**, with 588,276 people, **represent a third of total EU mobile citizens in France**, followed by Italian and Spanish citizens (see Chart 52). Nonetheless, Algeria (with 729,814 people) and Morocco (with 671,814 people) are the most represented countries of origin of foreign nationals in France, mainly due to past historical relationships.

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[220] Data concerning the migration's flows and characteristics in Lille is based on the official population census of the Institut National de la Statistique et des Etudes Economiques (i.e. INSEE). It should be noted that only limited data is available for the LMCU, whereas more complete dataset is referred to the Nord Pas-de-Calais region; to this end, a first part of the present paragraph focuses on the regional level (i.e. on the Nord Pas-de-Calais), whereas the second part focuses on the LMCU, the main economic centre, where over 50% of migrants residing in the Region are concentrated.

[221] INSEE Population Census, 2010.

Chart 52: Composition of EU mobile citizens by country of origin in France (2010)
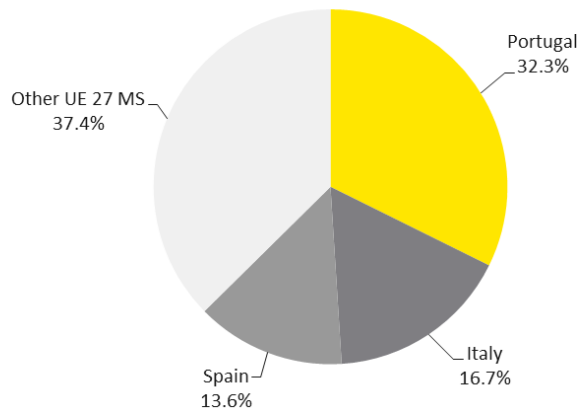
Source: INSEE, Population census, 2010

Regional level

In the **Nord Pas-de-Calais Region**, in 2009, there were 183,863 EU mobile citizens and TCNs accounting for less than 5% of the regional population[222] (see Chart 53). **The Region is characterized by a relatively low incidence of foreign nationals as compared to other French Regions** (the national average is 8.3%, ranging from 2.6% of Basse-Normandie Region to 17.2% of the Ile-de-France Region).

Chart 53: Composition of the population in the Nord Pas-de-Calais Region
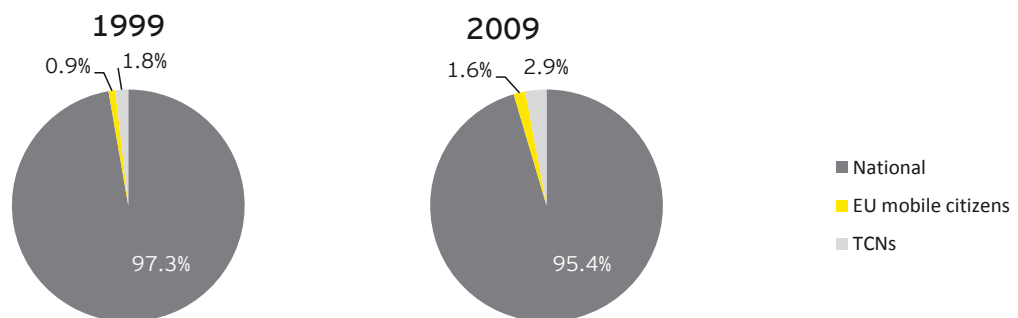
Source: INSEE

The Nord Pas-de-Calais Region has seen several waves of immigration in the past 150 years, and through population census' it is possible to obtain a clear picture of these[223].

Specifically, the inflows of foreign workers started in the nineteenth century with the industrial development of the Region and have shaped the current patterns of migration. **Most of the EU mobile citizens arrived from Belgium**, the first to feed the labour needs of an emerging industry in the Region; from **Poland**, most of whom arrived before the Second World War to work in the mines; from **Italy**, most of whom came after the Second World War to participate in the reconstruction of France, and from **Portugal** during 1960 and 1970.

Relevant TCNs inflows from Algeria and Morocco occurred firstly in 1970s and secondly in the mid 2000s. This latter wave highly contributed to the current stock of TCNs in the Region. In the Region, the total

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[222] INSEE Population Census, 2009.

[223] Immigrés en Nord Pas-de-Calais: une implantation liée à l'histoire économique en Nord Pas-de-Calais. P. Chaillot, D.Lavenseau, Service Etudes et Diffusion, INSEE 2011.

number of EU mobile citizens and TCNs decreased significantly between 1970 and 1999[224]. In 2000, the decreasing trend stopped thanks to the arrival of foreign nationals from the South of Europe[225]. However, the number of EU mobile citizens did not significantly increase (Chart 54)[226].

Chart 54: Trend in the number of arrivals of EU mobile citizens from a selection of MS in the Nord Pas-de-Calais Region
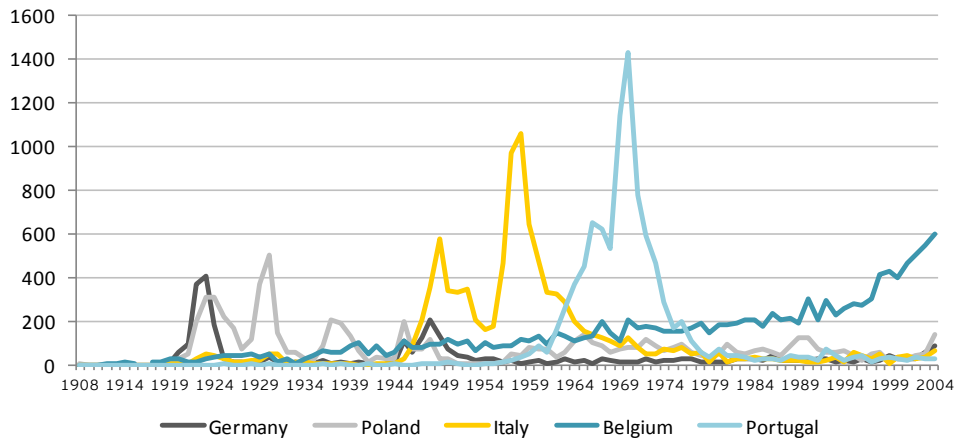
Source: INSEE, Population census 2007

According to the most recent data available, in 2009, 45% of the regional foreign population came from Algeria, Tunisia and Morocco[227], whereas **36%** (65,479 people) **were from other EU MS: the Belgians, the Portuguese and the Italians are the most represented in the Region** (see Chart 55).

Chart 55: Composition of EU mobile citizens by country of origin in the Nord Pas-de-Calais Region (2009)
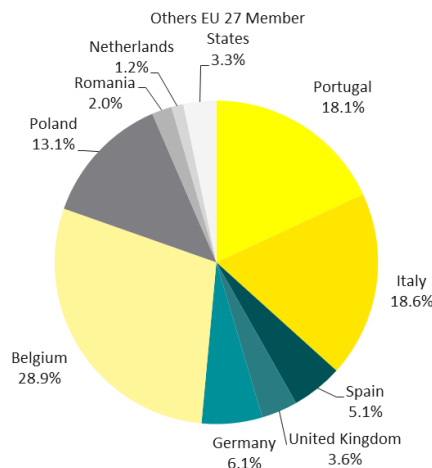
Source: INSEE, Population census 2009

Lille Metropolis Urban Community

Lille and its metropolitan area (Lille Metropolis Urban Community – LMCU) hosts approximately 50% of the regional foreigners[228] and follows the patterns and composition of foreign population residing in the

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[224] The number of immigrants in the Nord Pas-de-Calais Region passed from 209,396 in 1982 to 172,584 in 1999 (INSEE, 2007).

[225] In 2007 there were 182,887 immigrants in the Nord Pas-de-Calais region and in 2009 183,832 (INSEE, 2007, 2009)

[226] Trend data is available only until 2004.

[227] INSEE Population Census, 2009.

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overall Nord Pas-de-Calais. In line with the national average, 8% of the total population of the LMCU is represented by foreign nationals. **EU mobile citizens** represent **26.9% of the total number of foreign nationals in LMCU** (or **24,947 people**). As shown in Chart 56, among EU mobile citizens in the LMCU **Portuguese** (30.2%) and **Belgians** (25.8%) represent nearly a half, followed by **Italians** (15.1%), **Polish** (7.1%) and **Spanish** (6.9%)[229] (see Chart 56).

As for TCNs, **Algerians and Moroccans** are the first two foreign communities in terms of number of people (respectively 26% and 20% of the total number of foreign nationals in the LMCU).

Chart 56: Composition of EU mobile citizens by country of origin in the LMCU
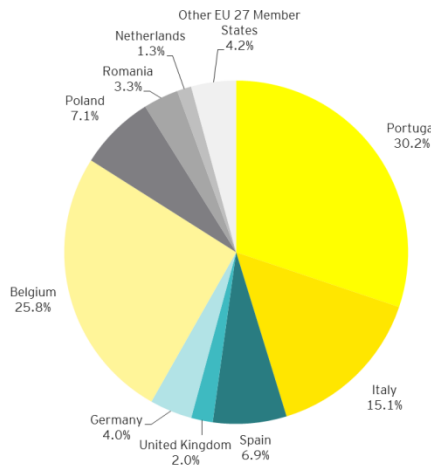
Source: INSEE, Population census 2009

The long history of EU mobility in Nord-Pas-de-Calais Region, as previously described, explains the **high number of elderly EU mobile citizens in the metropolitan area**. Indeed, 45.9% of EU mobile citizens are older than 55 years old, while nationals in this age range are 22.4%.

Chart 57: Composition of LMCU population by age group (2009)
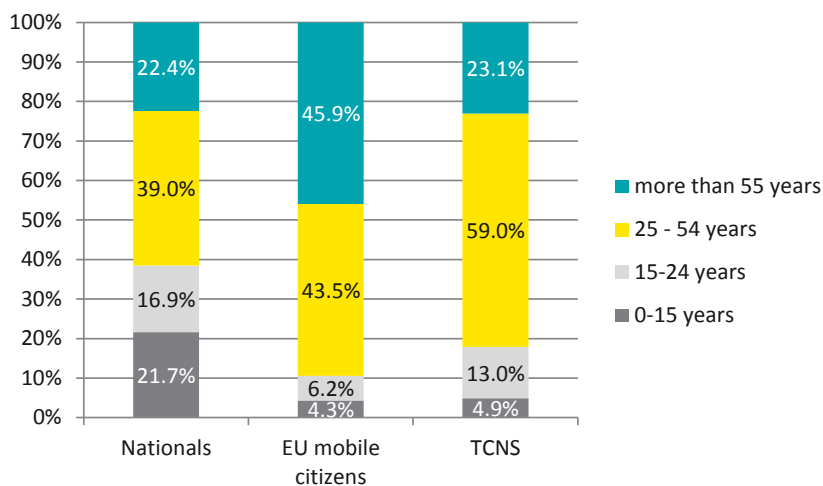
Source: INSEE, Population census 2009

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[228] For less than 30% of the regional population (Source. INSEE, 2009).

[229] INSEE Population census, 2009.

3.4.3 Management of migration, intra-EU mobility and inclusion policies in the city

Despite its positioning on the borders with Belgium and its history of migration, the LMCU has the lowest incidence of foreign nationals on the local population among the cities analysed (approximately 8.3% versus an average of 15% of the other cities).

Moreover, differently from the other case studies analysed, **migration flows in the Nord Pas-de-Calais Region were not significantly affected by the EU enlargements of 2004 and 2007 but, on the contrary, a decreasing trend in the number of EU mobile citizens after 2004** was experienced (with the exception of the inflows of Belgians). This trend of intra-EU mobility and the settlement patterns are behind the administrative structure's set-up in the city and the range of inclusion policies implemented at the local level.

Firstly, **no "strategic" framework or plan for managing migration and inclusion exists at local level**, nor any dedicated Municipal department is exclusively designed as responsible for foreign nationals' welcoming and inclusion[230].

Secondly, **EU mobile citizens are not considered as a main policy target**, since they came in the Region many years ago (in the 1960s) and they are now considered to be well integrated within the local community and benefit from both initiatives aimed at all inhabitants of the metropolitan area and initiatives addressed at the wider category of foreign nationals.

However, the Municipality of Lille, as well as its metropolitan area, is known for its openness, being one of the first cities in France to have introduced **citizens' political participation measures** (e.g., Citizens Forum, Neighbourhood Councils, Conseil des Residents Etrangers de Lille - CREIL[231], etc.) and for the high number of **social inclusion initiatives** (e.g., Neighbourhood Municipalities, Social Centres, Municipal Plan to fight against discrimination, etc.)[232].

As shown in Figure 6, the governance system of inclusion policies in the city of Lille is composed mainly of Public Authorities, Civil Society and third sector representatives, Education representatives and some sector specific stakeholders mainly related to housing, entrepreneurship and employment. According to the policy mapping performed, private companies do not play a primary role for the inclusion of EU mobile citizens on the territory.

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[230] A recent development concerns the new issues poses by Roma communities and the LMCU has recently started to approve specific measures in this field, as the number of Roma people started to increase significantly.

[231] The Conseil des Residents Etrangers is mentioned as an example of the platforms for dialogue implemented by the City. Nonetheless it will not be further described as it targets mainly Third Country Nationals.

[232] Additional programmes are in place regional level in order to address directly migrants' (e.g. Regional Programmes for the integration of Immigrant Populations).

Figure 6: Governance of inclusion policies in Lille
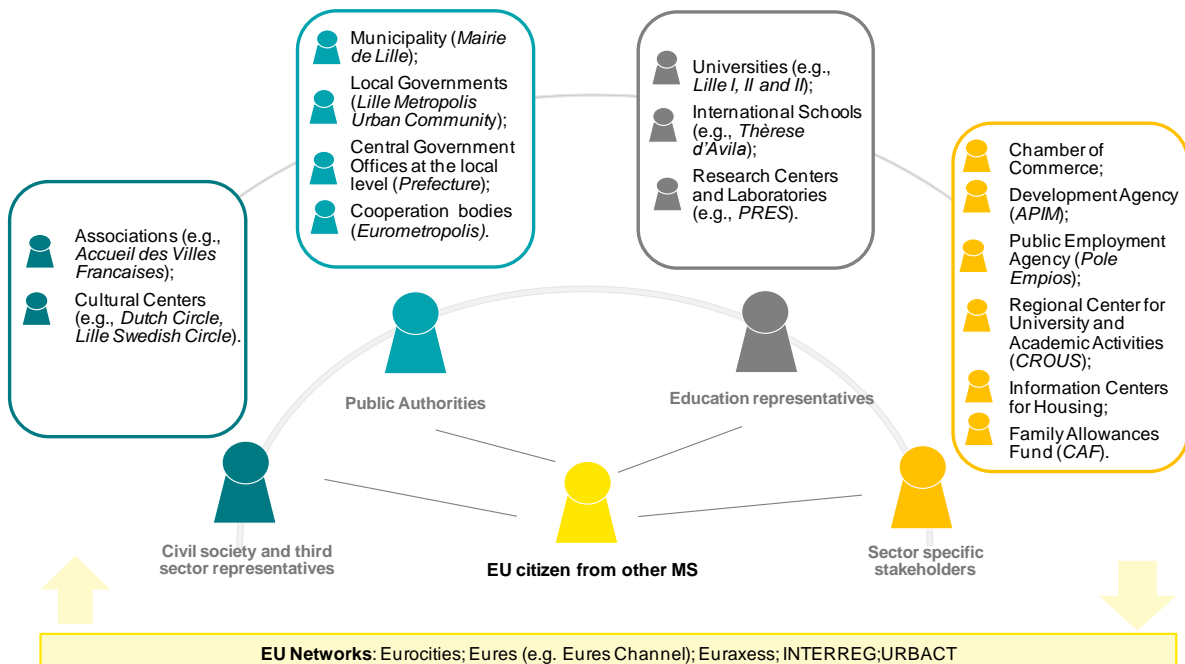
This range of stakeholders contributes in several ways to the management of migration and the implementation of the related inclusion policies:

► The **Eurometropolis**: Lille case study is particularly distinctive in terms of governance of EU mobile citizens' inclusion being the only one having built a common "urban area" with another EU MS (Belgium): the *Eurometropolis*. The relationship between the LMCU and the near Belgian municipalities deserves particular attention. Indeed Belgian citizens have always been the first foreign community in the LMCU in terms of number and are the only group of EU mobile citizens that continued to increase over the years. This flow is the result of many informal co-operative structures created to manage the wider city-region of which Lille is a part. The creation of cooperation urban area encompassing the French boundaries is one of the strongest examples of local inclusion policies that could be found among the cities analysed. The Eurometropolis is instrumental in developing concrete ways to help people to better study, work, travel, indulge in cultural activities, visit each other, have fun, participate in society, and help companies to innovate, invest, share ideas, etc.

► **Higher Education Institutions**: Despite the fact that the majority of EU mobile citizens in Lille have settled down many years ago and do not rely on the local education system, **educational institutions play a crucial role for all the new EU students who choose Lille as a destination for their studies.** Knowledge of additional languages is a priority in many schools of the metropolitan area, starting from the primary education institutes up to secondary schools. Some Institutes have set up European sections offering additional language teaching. In addition, there are two **international schools** where lessons are in other languages than French. As for higher education, the three public universities of the city, Lille I, Lille II and Lille III represent one of the twelve **international campuses in France**[233] attracting a strong share of international students.

► **Associations and NGOs**: EU mobile citizens in Lille receive support also from **associations and cultural centres**. International associations enable foreigners to communicate with other nationals from their own country (e.g., British Community Association, Franco-German Economic Circle, Dutch Circle, Lille Swedish Circle, Scandinavian Club, etc.). Bookshops, international libraries and radio

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[233] Étudiants étrangers en mobilité en France : localisation par académies en 2007. Les notes de Campus France, 2009.

provide EU mobile citizens with another means to keep their own roots and stay in touch with representatives of their communities.

► **Other stakeholders**: As the needs of EU mobile citizens in Lille are mainly related to employment and housing, several sector specific stakeholders could be found in these policy areas (e.g., CAF, Chamber of Commerce, Pole d'Emplois, etc.).

In addition, **European programmes and networks** like INTERREG, URBACT[234], Eurocities, Eures Channel and Enterprise Europe Network contribute to the development of local inclusion policies providing best practices from other cities and represent a platform where the city can discuss its policies with other stakeholders.

In Table 13, we present a short list of selected inclusion policies and initiatives carried out in Lille and categorized as per their policy area, while in Annex 2 we provide the full list of initiatives that benefit EU mobile citizens promoted in the metropolitan area by different stakeholders. These policies/initiatives relate, among others, to employment, housing, education, intercultural dialogue, and political participation.

Table 13: Selection of inclusion policies relevant for EU mobile citizens and TCNs in Lille

POLICY AREAS	POLICIES / INITIATIVES
Employment	► Jobseekers' support services (e.g., Pole Emplois, Eureschannel)
Entrepreneurship	► Business support services; ► The Cross-Border Centre for Companies.
Inter-cultural dialogue	► Poliglot Café; ► General initiatives for French language learning; ► Events, conferences and cultural activities.
Housing	► Social Housing; ► Personal Housing Subsidy and the Housing Allocation; ► MobiliPass; ► Housing Information Centres.
Education	► Label International; ► Integration week, Buddy System.
Participation in political life	► Participatory democracy policy instruments.

Finally, due to the long standing history of migration inflows in Lille, **no major changes occurred in the governance approach of the city**, with the only exception of the cooperative structures created in 2008 to manage the French-Belgian urban area, the *Eurometropolis,* as an answer to the progressive increase in the number of Belgian citizens crossing the borders and establishing in the city of Lille and also as an answer to the challenges of a cross-border living area (e.g. in terms of mobility, employment, education and services).

Similarly, **all the inclusion policies analysed were implemented before 2004**, apart from policies aimed at the attraction of University students, a field of action recently boosted and developed in the city. **As an example,** in 2008 the University of Lille Nord de France PRES was created, rounding up the six public universities from the Region and two business schools to increase the appeal of the secondary school

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[234] As an example: Culture and Urban Regeneration, Urban region and metropolitan governance.

education system of the Region at an international level. This initiative should be added to the range of actions undertaken in 2012 by Lille I (discussed in the following paragraphs).

3.4.4 The economic impacts of intra-EU mobility in the city of Lille

Employment: the positioning and contribution of EU mobile citizens in the local labour market

A distinctive feature of LMCU is the high percentage of retired people among EU mobile citizens. Retired people represent 34.4% of the total EU mobile citizens, as compared to 21.1% of nationals and 12.8% of TCNs (see Chart 58).

The high percentage of retired people could be observed for all the groups of EU mobile citizens and directly mirror the fact that most EU mobile citizens arrived in the LMCU mainly after the Second World War and are now mostly over 55 years old.

The high incidence of elderly EU mobile citizens in Lille is also behind the lower rate of **actively employed EU mobile citizens** (44.3%)**, as compared to nationals** (50.7%). On the contrary, active citizens from other EU MS show a lower **unemployment rate, equal to** 5.9%, as compared to the unemployment rate of nationals (7.8%) and, even more, of TCNs (18%) (see Chart 58)[235].

Chart 58: Nationals, EU mobile citizens and TCNs (over 15 years old) per type of activity in the LMCU (2009)
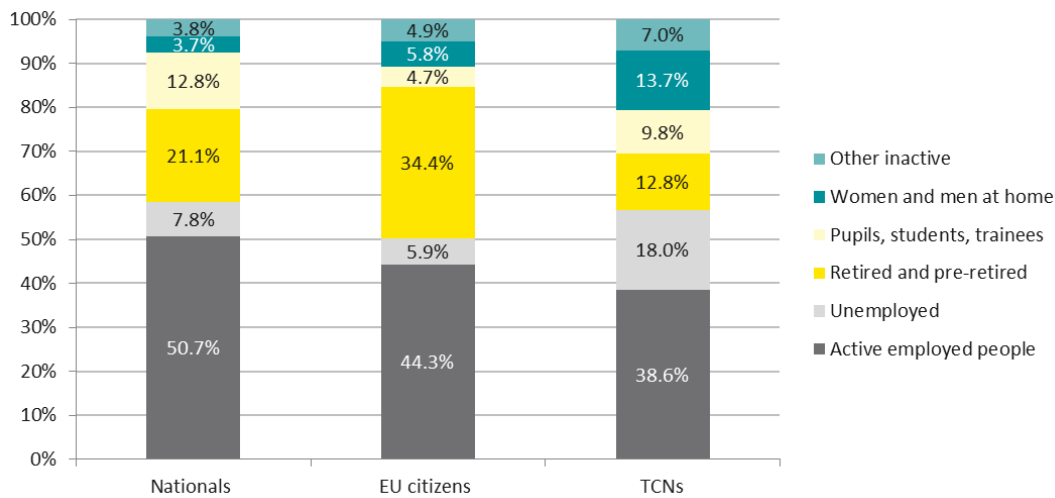
Source: INSEE, Population census 2009

As far as the main sectors of activity are concerned, **EU mobile citizens, when compared to Nationals, work more in the industry and construction sectors**. Nonetheless, the employment structure of EU mobile citizens living in the Nord Pas-de-Calais region is globally coherent with the one of Nationals and TCNs with a majority of people employed in the service sector and in the public sector in general (see Chart 59).

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[235] INSEE, Population census 2009.

Chart 59: Nationals, EU mobile citizens and TCNs (between 25 and 64 years) per employment sectors in the Nord Pas de Calais Region (2007)
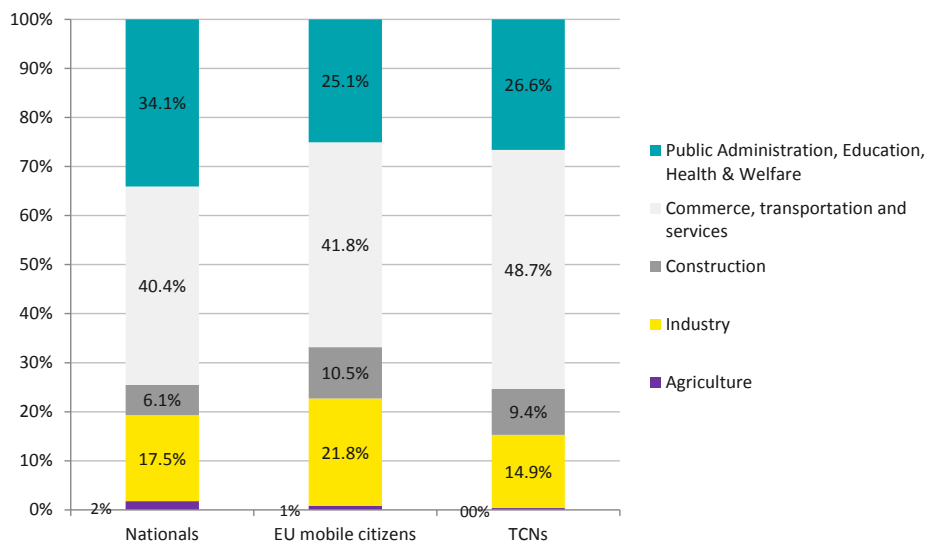
Source: INSEE, Population census 2009

Focusing on the occupational structure of **EU mobile citizens** who are actively employed in the LMCU, they **mainly belong to the working class (33.3%) and to the employee category (25.6%)** (See Chart 60).

Chart 60: Nationals, EU mobile citizens and TCNs per occupation in the LMCU (2009)
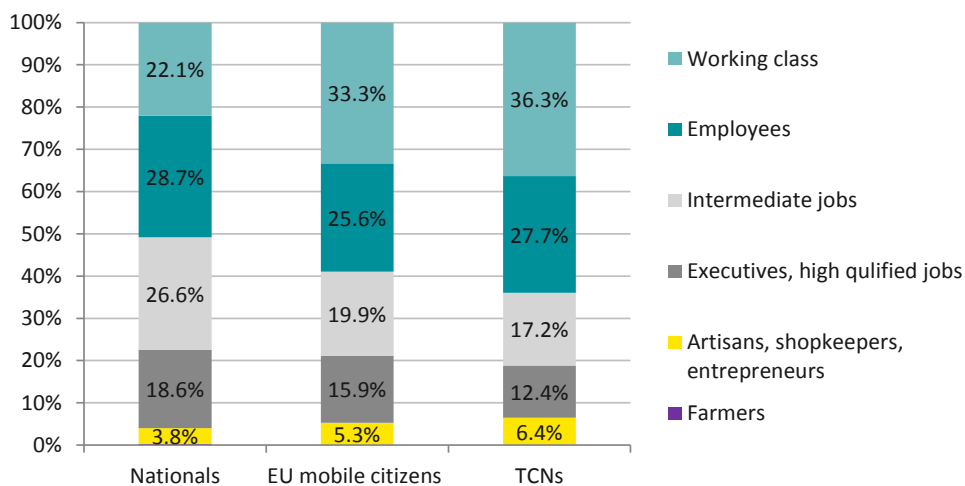
Source: INSEE, Population census 2009

This picture is the result of the strong incidence among EU mobile citizens of Portuguese and Italians. These two groups are characterized by a low level of education (or by the absence of education qualifications) and mainly belong to the working class (50% of active Portuguese and 36% of active Italians)[236]. For citizens from Belgium and Germany, the most qualified groups of EU mobile citizens living in the Nord Pas de Calais Region, the picture slightly changes, with a higher percentage of intermediate and high qualified jobs (see Table 14).

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[236] INSEE Population Census, 2009.

Table 14: Percentage of EU mobile citizens per occupation of the total number of active EU mobile citizens in the LMCU (2009)

	Portugal	Italy	Spain	Other EU 27 MS
Farmers	0%	0%	0%	0%
Artisans, shopkeepers, entrepreneur	6%	8%	2%	5%
Executives, superior intellectual jobs	4%	17%	21%	24%
Intermediate jobs	13%	18%	19%	26%
Employees	27%	22%	29%	25%
Working class	50%	36%	29%	20%
TOT	100%	100%	100%	100%

Source: INSEE, Population census 2009

On the whole, in the **Nord Pas-de-Calais**, there is a high **heterogeneity in the educational background of foreign nationals.** This can be partially explained by the different waves of migration flows, the countries of origin and the reasons for migration. If during the World Wars and the reconstruction period, work was the main reason for migration, over time, the reasons have changed and family reunification has often taken over.

In particular, **most EU mobile citizens are more likely to have a University degree than TCNs, as are nationals**, although the evidence is quite mixed. On the one hand, **Belgians and Germans appear to be the most qualified**[237] (see Chart 61). Their educational profile is in line with the one of the nationals residing in the Nord Pas-de-Calais Region. On the other hand, among **Italian and Portuguese citizens** the incidence of people with **no education title** is **higher than the regional average and similar to the one of TCNs** (approximately 32.5% for the Italians and 54.7% for the Portuguese vs. 16.5% for French living in the Nord Pas-de-Calais Region).

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[237] Immigrés: le diplome, une moindre sécurité face au chômage? P.Chaillot, D.Lavenseau, Service Etudes et Diffusion, INSEE 2011.

Chart 61: Population per education level by country of origin in the Nord Pas-de-Calais Region (2007)

	No education title	Primary School	Secondary School	Degrees
Nationals	16.5%	44.3%	15.8%	23.3%
Selection of TCNs	43.8%	19.9%	12.5%	23.9%
Portugal	54.7%	33.2%	5.7%	6.3%
Spain	29.1%	37.1%	10.7%	23.1%
Belgium	16.0%	26.6%	23.8%	33.7%
Italy	32.5%	47.1%	9.3%	11.2%
Poland	17.6%	28.6%	23.9%	29.9%
Germany	15.4%	30.4%	16.2%	38.0%
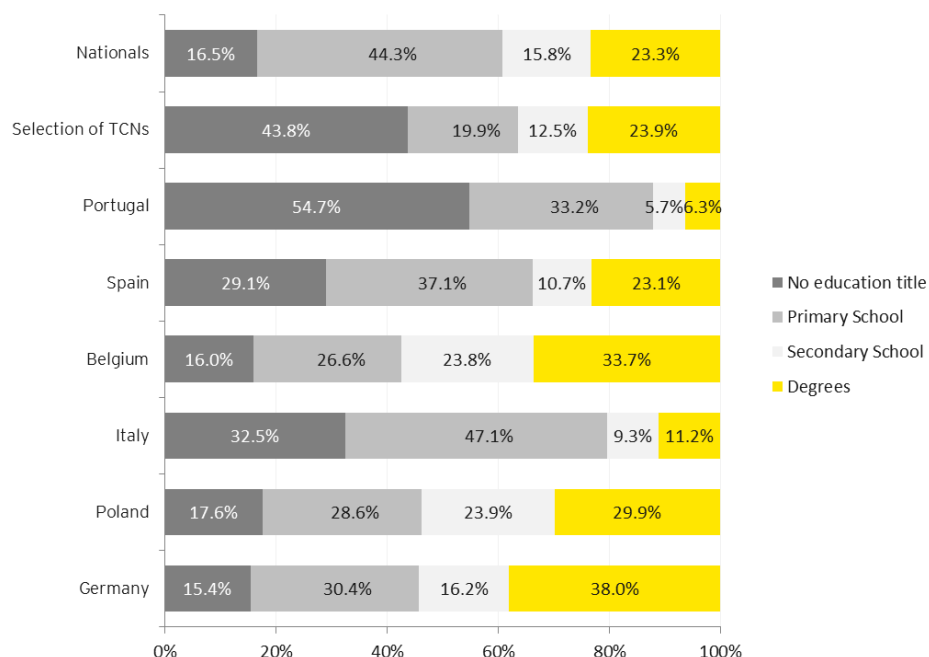
Source: INSEE, 2007

Cross-border workers

In order to comprehensively describe the employment of EU mobile citizens in the LMCU, the incoming flows of **cross-border workers living in Belgium and working in the Nord Pas-de-Calais** need to be added to the case study, being a distinctive characteristic of this Region. Historically the outflow of French people going to Belgium is more significant than the inflows of Belgians arriving in France mainly due to fiscal advantages[238]. According to the last report of the EuresChannel[239] in 2011, 38,799 French, mainly from the Nord Pas-de-Calais Region crossed the border to work in Belgium while only 5,477 Belgians went to France. The number of Belgians significantly increased between 2007-2008 (+9.2%) and then progressively declined. In 2011, the number of Belgians working in France is at the same level of 2007. **The limited relevance of incoming Belgian flows compared with the outflows** could be partially explained by the high level of unemployment[240] of the Nord Pas-de-Calais Region and by the higher number of opportunities offered by the Belgian employment market being better reactive to the economic crisis.

Given the positioning near the borders with Belgium and the increasing number of exchanges and relationships with this country, in 1993 **EuresChannel** was launched, after various agreements and forms of cooperation. Specifically, EuresChannel is a network set up to facilitate cross-border labour mobility in the French-Belgian border region. The basic services provided include information and free advice on border work, depending on customer's needs.

In order to also support EU citizens arriving from all the other MS, the **Pole Emplois** (i.e., Public Employment Agency) is generally responsible for providing information and consulting services to all jobseekers. According to the specific status of the new EU citizen and the agreements with the country of

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[238] Recent changes in the legislation (the 2008 Fiscal Treaty between France and Belgium) could probably reduce the outflows in the near future.

[239] Flux de travailleurs de part et d'autre de la frontière Franco-Belge sur le territoire de l'Eureschannel, 2012.

[240] The Region's unemployment rate has long been above the national average, and is currently one of the most affected areas, along with Languedoc Roussillon. At the end of March 2009, while the national average was 8.7%, this region had 12.2% unemployment. Since the economic crisis began, unemployment has been rising both regionally and nationally (Source: EURES)

origin, the *Pole Emplois* is also responsible for the payment of the unemployment benefits for the first three months of stay and research for a job.

Entrepreneurship: the contribution of EU mobile citizens to business creation

No data is available on the entrepreneurial activity of EU mobile citizens in the Nord Pas-de-Calais Region. Nonetheless, it is quite a dynamic territory as far as companies' creativity is concerned, as, since 2007, on average 10,000 new companies have been created each year[241].

There are some **dedicated services to support foreign entrepreneurs** who are willing to start their entrepreneurial activity in this territory like the ones offered by the **Development Agency of Lille Metropolis** (APIM). Through customized services for site selection, legal, tax and financing counselling, coaching, and human resources recruiting, the APIM accompanies foreign entrepreneurs in the identification of the most suitable opportunities and in the understanding of the local context. Similarly, also the Chamber of Commerce of Lille offers a wide range of consulting services for companies' creation and market prospects to increase the rate of success of business activities.

Given its positioning near the borders with Belgium, and in order to further improve business exchanges with this country, the Nord Pas-de-Calais Region launched in 2008 a **Cross-border Centre for Companies**[242]. Specifically, the Centre offers support services for SMEs willing to settle down in the French-Belgian cross-border Region and it is based on a partnership between public and private, French and Belgian organizations. The Center provides direct assistance (i.e., guidance on tax, social, legal and administrative procedures; business development support and cross-border settlement); cross-border animation activities (i.e., information workshops, participation in trade fairs, networking of French and Belgian entrepreneurs); and information (i.e., dedicated website, brochures and guides for cross-border business).

The impact of foreign nationals on services and public finance

In general terms, the circular nature of intra-EU mobility as well as the prevalence of young people moving across MS for working opportunities imply a low use of public services, and a consequent low impact of foreign nationals on social security and social assistance systems. Nonetheless, the distinctive age structure of EU mobile citizens in the LMCU, with a high incidence of persons aged 55 years old and over, changes the scenario. This age structure is in line with the one of France where, given the long migration history of the country, EU mobile citizens are mainly elderly people[243]. In this context, **impacts on national social security and social assistance systems could be high**. According to the research "Immigration and the dependence to the welfare system: The case of France" carried out by Lille University, 37% of EU mobile citizens receive a pension from the French social system, versus 31% of nationals. High levels of utilization of public services also apply to other services, such as Family assistance, Family benefits and scholarship (Table 15).

[241] Bilan 2011 des création d'entreprises enregistrées par la Chambre du Commerce et d'Industrie du Nord Poas-de-Calais, Horizon Eco, n°100, 2012.

[242] http://www.centre-transfrontalier.org/

[243] 48% of EU citizens from other MS living in France are more than 55 years old (Source: INSEE, Population Census, 2010).

Table 15: The probability of being beneficiaries of social security and social assistance systems in France per country of origin

	Born in France	Born in EU MS	Born in North Africa
Retirement	31%	37%	33%
Family assistance	24%	23%	27%
Family benefits and scholarship	25%	24%	32%
Housing assistance	14%	12%	34%
Unemployment benefits	12%	13%	19%

Source: Immigration and the dependence to the welfare system: The case of France by Defoort and Drapier EQUIPPE University of Lille 2010

3.4.5 Inclusion policies and social impacts of intra-EU mobility in the city of Lille

Based on the main field of policies which characterize the city, the related fields of social impacts of intra-EU mobility are analysed here below.

Housing: foreigners' access to the housing market and supporting policies

As far as access to housing and housing conditions, data is not disaggregated for EU mobile citizens.

In general terms, **in France housing conditions for foreign nationals' households[244] are still far from the quality of those of French households**, especially in the free market. Nonetheless, the housing conditions of foreigners have improved substantially over the years, especially through social housing[245].

In the LMCU **foreigners are generally tenants and have more frequent access to the rental market**. Indeed, 43% of foreign nationals are owners versus 56% of nationals[246]**.** Nonetheless **foreigners often run into difficulties with the French private rental housing market**[247]. Most of the recently migrated foreigners are not in a condition to provide the personal guarantee (e.g., wage, deposit, full-time job, etc.) to access a private rental. **The majority of newcomers**, those with low skills and working experience, have low incomes and **depend on social housing**. According to data of the Development and Urban Agency of Lille Metropolis, in Lille in 2008, 31% of foreign nationals lived in social housing compared to 19% of the native population. Despite the increasing number of requests for social housing over the years, the number of units has not increased proportionally and the housing park is still far from satisfying the local community needs (12,300 concessions for 40,700 requests in 2007). **Social housing accommodations are relatively new** (54.3% of buildings built before 1974)[248] and renewal of old housing stock is ongoing after the city of Lille signed the "Urban Renewal Plan" in 2005 with the National Agency of Urban Renovation (ANRU).

Nonetheless, in the City of **Lille**, the analysis of **the geographical distribution of foreign nationals in the different city districts let us assume a certain degree of spatial segregation**. In the city, approximately 50% of foreigners live in the southern districts: Lille-Sud, Moulin, Faubourg de Béthume and Fives[249]. The

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[244] According to 1999 Population Census, EU citizens globally lived in uncomfortable accommodation, especially Polish. 10% of Polish did not have a bath or a shower in the apartments that the Municipality gave them for free as a reward for working in the mines (Source: INSEE).

[245] Les conditions des logements des immigrées en 2006, Département des Statistiques, des Etudes et de la documentation, Ministère de l'Immigration, le l'Intégration de l'Identité Nationale et du Développement solidaire, 2009.

[246] Agence de Développement et d'Urbanisme de Lille Métropole, 2006.

[247] City Report: Lille, L.Fraisse, M. Bia Zafinikamia, WILCO Publication n°20.

[248] Tableau de bord de l'habitat, Cahier n.1, Lille Métropole: le parc résidentiel et ses habitants; évolutions récentes et questions pour demain. Contribution au Grand Débat Habitat de Lille Métropole Communauté urbaine - 4 Décembre 2008.

[249] City Report: Lille, L.Fraisse, M. Bia Zafinikamia, WILCO Publication n°20.

figure below shows how the abovementioned districts are also those where the highest number of social housing is located, further confirming the previous figure: a high percentage of foreign nationals in the LMCU depends on social housing. Moreover these **areas are classified as ZUS (Sensitive Urban Area)**, where 85% of population has a low-income, and the unemployment rate is as high as 27%[250]. This concentration of foreign nationals in Sensitive Urban Areas is not a coincidence. Indeed, these areas have been developed since the beginning close to major industrial areas, away from the city centres, to accommodate the workforce, including foreigners, who worked in the mines and in the plants in the 1950s -1970s[251]. Even though today the city has expanded, these areas are still not completely integrated and many urban projects are ongoing to transform these neighbourhoods and link them to the rest of the Urban Community.

Figure 7: Number of social housing units/km2 in the LMCU
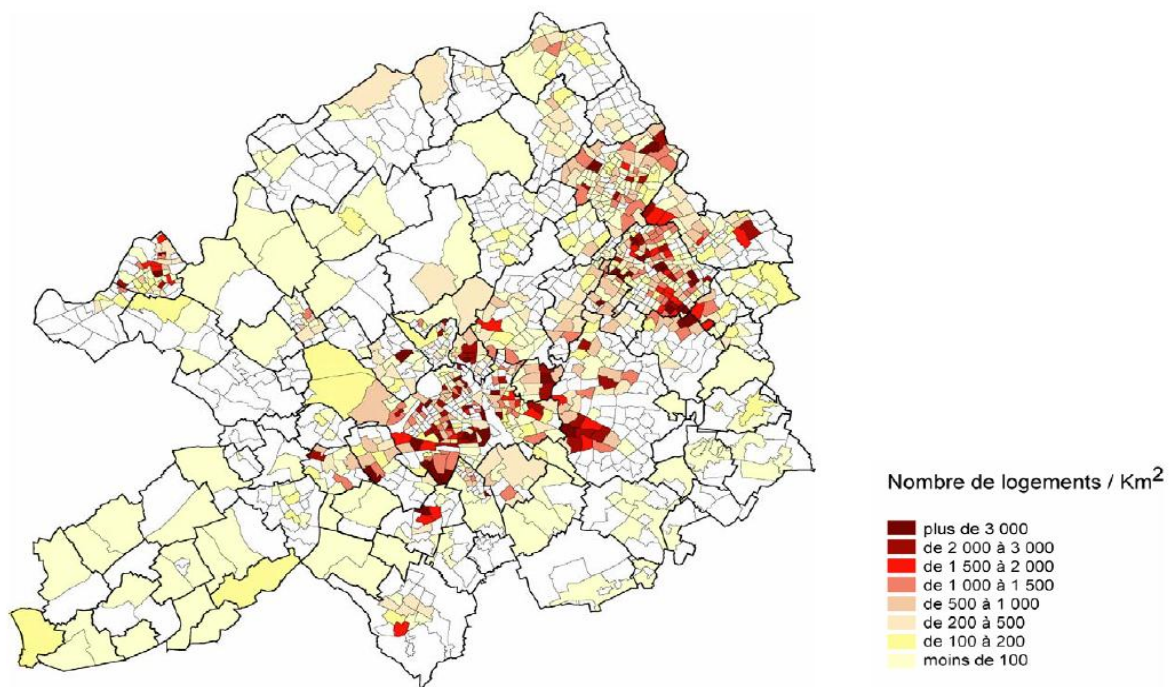
Source: ADU, 2008

The limited access to housing ownership is not only a characteristic of foreign population, but it is a distinctive figure of the Nord Pas-de-Calais population. Given the industrial and mining history, this Region was historically housing a population with a medium-low income with limited access to property. This background partially explains the low percentage of owners among local population (never higher than 55%)[252]. Moreover, the number of housing allocated free of charge to mine workers and their families, has progressively strengthened this situation.

Box 27: Policies for foreign nationals' housing in LMCU

In order to counterbalance the limited social housing offer, the *Caisses d'Allocation Familiales (CAF)* has included foreigners among the beneficiaries of the **Personal Housing Subsidy and the Housing Allocation**. Through these financial allowances, foreign families meeting specific requirements, among which limited revenue, could also access the private market. Moreover, as information is not always clearly accessible to newcomers who do not necessarily speak the local language, a number of **Housing Information Centres** have been created in the Nord Pas-de-Calais Region by the National Agency for Housing Information. Through these Centres, foreign nationals can have free

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[250] City Report: Lille, L.Fraisse, M. Bia Zafinikamia, WILCO Publication n°20.

[251] Kriegel B., Le Logement des persnonnes immigrées, Haut Conseil à l'Intégration, 2007.

[252] Atlas transfrontalier Édition 2012-2013, INSEE.

advice on all legal, financial and fiscal matters concerning housing.

Slightly different is the perspective of a foreigner arriving in the LMCU to work for a French company. In this case, dedicated programs, like the *Mobili Pass,* support the newcomers during all the steps of the transfer and provide them with all the support to find an accommodation under the best possible conditions and offer a wide set of services (e.g., financial assistance for relocation and for home buyers, etc) that could improve foreign nationals mobility experience.

Foreign students' access to housing is another relevant issue in the LMCU, being an important pole of research and higher education. **The situation of students' housing in the LMCU reflects the one characterizing the social housing park: the housing offer of CROUS[253] is significant** (7,400 units[254]) **but not enough for the high number of students asking for a scholarship**. Thus, private rental market represents the alternative for the increasing number of foreign students arriving in the LMCU to study. Indeed 27,000 students have chosen this solution to be located[255]. The private market is less regulated and the initiative is left to the foreign students, mainly those arriving in the city through a non-programme based mobility[256], who independently search for a suitable accommodation in the city. Approximately 20% of foreign students of Lille I[257] search for private accommodation in the city centre (outside the University Residences and the CROUS accommodations). **Depending on the country of origin of the student, it happens that the landlord asks for additional guarantees thus creating some barriers to access the rental market for foreign nationals, especially TCNs**[258]. Nonetheless, thanks to the increasing number of exchanges that local young people have the opportunity to undertake within EU and extra-EU programmes, the attitude of national inhabitants is becoming increasingly open and much more sensitive to young foreigners' needs.

Education: welcome and integration of foreign university students

In **France**, the presence of both EU mobile citizens and TCNs is mainly linked to previous migration inflows, aimed at family reunification and occupation research. **Migration linked to educational reasons is limited**, and this is proven by the low share of EU mobile citizens (1.9%) among university students in France, versus TCNs (9.5%) (see Chart 62).

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[253] CROUS is the organisation aiming at improving living and working conditions for all students in the Region and to help them access higher education in the best possible financial circumstances. It helps international students to find an accommodation in a University residence or in a shared flat.

[254] Tableau de bord de l'habitat, Cahier n.1, Lille Métropole : le parc résidentiel et ses habitants ; évolutions récentes et questions pour demain. Contribution au Grand Débat Habitat de Lille Métropole Communauté urbaine – 4 Décembre 2008.

[255] Ibidem.

[256] Among students arriving in Lille I to study within a non-programme based programme 47% have a private accommodation, while 42% live in University residences (Source: Les étudiants internationaux hors programmes institutionnels, Observatoire des Formatons et de l'Insertion Professionnelle, n°60, 2010.

[257] According to interviewees performed (see Annex 3).

[258] According to interviewees migrants from Iran or Iraq encounter the major number of problems when searching for an accommodation.

Chart 62: University students by origin in 2009 in France
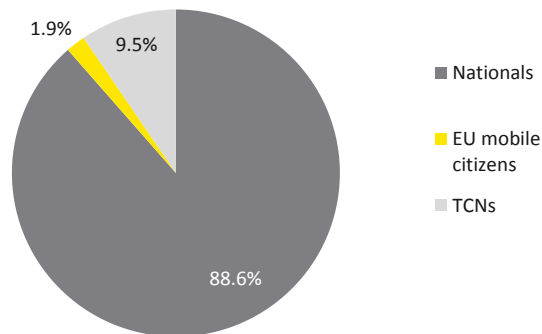
Lille, with its three public universities[259] (i.e., Lille I, Lille II and Lille III) is **one of the twelve international Campus in France and it is the sixth in terms of number of foreign students enrolled** (11,036[260] foreign students, accounting for 11.5% of the total number of students enrolled in the universities of Lille). **Belgians are the most represented group of EU students in Lille universities** (with 354 students in 2010[261], approximately 3% of the total number of foreign students of Lille Universities). However, TCNs enrolled in local University remain the predominant group of foreign students.

Focus on Lille I University[262]

Among the secondary education institutions in the LMCU, the **University of Lille I is among the most internationally oriented with 21% of foreign students** (approximately 4,000 foreign students in 2011), **various international agreements[263] and welcoming policies for international students[264]**. The number of foreign students who do not hold a French bachelor degree have tripled between 2000 (1,162 foreign students) and 2006 (3,247 foreign students) confirming Lille I's longstanding attractiveness for **areas such as Maghreb, Africa and Asia, the main regions of origin of foreign students**.

As far as non-French **EU students** are concerned, they **represent a minor part of students in Lille I** (3% of the total number). The trend in their number remained pretty stable over the years, passing from 339 in 2000 to 484 in 2011 for those who do not hold a French bachelor. Nonetheless, the weight of EU students

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[259] Together with universities, there are also *Grandes Ecoles* and business schools that make Lille and its neighbourhood an attractive place for secondary education and research. In order to gather the main higher education institutions, the University of Lille Nord de France PRES was founded in 2009, and rounds up the 6 public universities from the Nord-Pas de Calais region and two business schools (the Ecole Centrale de Lille and the Ecole des Mines de Douai). The creation of this Research and Higher Education Network reflects the desire of the Nord pas-de-Calais leading educational and research establishments to create a network able to boost their visibility and appeal at an international level.

[260] Etudiants étranger en mobilité en France: localization par academies en 2010 dans les universities. Les notes de Campus France n° 36, 2012.

[261] Etudiants étranger en mobilité en France: localisation par académies en 2010 dans les universités. Les notes de Campus France n° 36, 2012.

[262] The majority of Universities and Schools in the LMCU have created exchange programmes for their students and built International Relation Offices to support French students going abroad and to welcome foreign students arriving in the city. The case study focuses on Lille I, as one of the most internationally oriented and based on the relevance of one initiative implemented by that University, i.e. the "International Label", described in the paragraph.

[263] Lille I has signed 233 institutional cooperation agreements with nearly all EU countries and has stated in its strategy to further improve the relationships with the north-eastern part of Europe. Agreements may be academic cooperation agreements or agreements to promote Erasmus student mobility.

[264] Les étudiants internationaux de l'Université Lille I – évolution entre 1999/2000 et 2010/2011. Observatoire des Formations et de l'Insertion Professionnelle, n°81. Parcours sur 4 ans des étudiants internationaux entrant à Lille 1, Observatoire des Formations et de l'Insertion Professionnelle, n°67, 2010.

over the total number of foreign students in Lille I progressively decreased: the increase was mainly due to the inflows from Third Countries[265].

These figures show that the progressive **enlargement of the European Union did not affect significantly the trend in the number of EU students in Lille.**

As shown in the Figure 8, in Lille I, **Bulgarians** are the first group of EU students (with 98 students), followed by Belgians (with 88 students) and **Romanians** (with 74 students)[266]. However, the high number of EU mobile citizens from Romania and Bulgaria, as also confirmed by the interviewees, is mainly the result **of intra-university agreements** started by Lille I long before the accession of these new countries to the EU and are not related to the EU enlargement.

Figure 8: Number of enrolled EU students in Lille I per country of origin
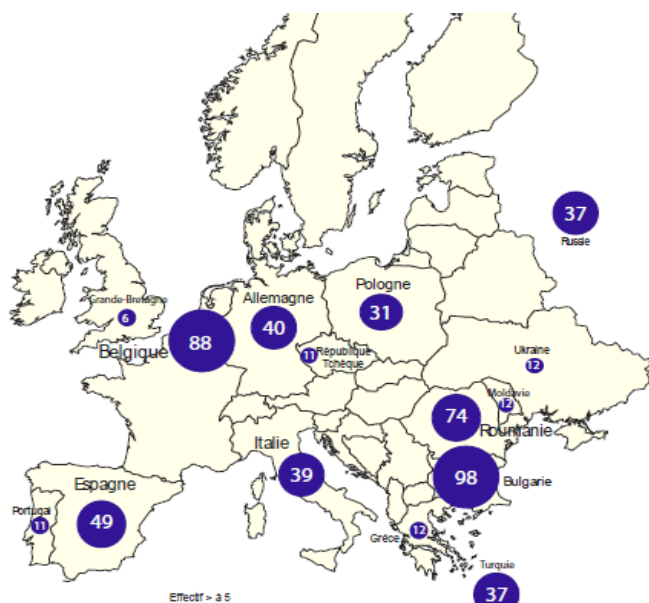
EU students arrive in Lille I both through a programme-based mobility[267] (e.g., Erasmus, double degree, thesis co-supervision, etc.) **and a non-programme-based mobility**[268] (or "free-mover" mobility). For students arriving within a programme-based mobility or within a specific agreement of the University with institutional partners, **Lille I offers reception services for incoming students, in particular with the development of a one-stop shop system,** by helping them to overcome the difficulties that students moving in Lille individually often experience in their daily life (especially in the search for housing, for employment and during the administrative procedures for enrolment).

Foreign students in Lille I who do not hold a French bachelor degree are often **enrolled in degree level Bac+4 and above, and in particular in PhD** programmes (52% of international co-supervision of thesis are with European Institutes[269]), and they attend, more than other students, **degrees in economics and management or applied science** (mechanical, civil engineering, electronics, computers)[270]. According to a wider perspective, EU students come to France mainly for the 'Licence'[271] (18,442 EU students) followed by the Master (16,476 students) and the Doctorate (4,756)[272]. **The rate of success of EU students in**

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[265] While Asian students (and more specifically Chinese ones) passed from 3% of the total foreign population of Lille I in 2000 to 20% in 2011, EU students passed from 29% to 14%.

[266] Politique d'ouverture internationale 2009-2010, Université Lille I, Observatoire des Formations et de l'Insertion Professionnelle.

[267] Les étudiants internationaux hors programmes institutionnels Observatoire des Formations et de l'Insertion Professionnelle, n°60, 2010 and Les étudiants internationaux de l'université Lille I – évolution entre 1999/200 and 2010/2011, Observatoire des Formations et de l'Insertion Professionnelle, n°81, 2102.

[268] If foreign students fall under this category there is no specific monitoring of their studies, whereas programme-based mobility enables proper monitoring of students these days.

[269] Politique d'ouverture internationale 2009-2010, Université Lille I, Observatoire des Formations et de l'Insertion Professionnelle.

[270] Les étudiants internationaux hors programmes institutionnels Observatoire des Formations et de l'Insertion Professionnelle, n°60, 2010.

[271] Bachelor Degree.

[272] Immigration of International Stduents to France, Franch Contact Point of the European Migration Network, 2012.

Lille I is mainly aligned with the one of French students[273], while it is more critical for students from Morocco, Guinea and Algeria that frequently face more difficulties than French students[274].

In addition to the mobility programme described so far, the University of Lille I stands out for an innovative and distinctive initiative: the "*Label International*[275]". Launched in 2011 and recently awarded by the European Commission[276], this initiative offers students the possibility to enhance their intercultural awareness, international mobility and language skills by **obtaining an international label,** that will be mentioned in the descriptive annex to the final diploma. The distinctive aspect of this programme is the offer of an "**Intercultural Module**" that integrates the exchange programme to which the student will or has already participated in. Thanks to specialized teachers, the Intercultural Module provides students with the basics to understand differences among cultures. During one week students could exchange their opinions and ideas on their international experiences and, with the support of teachers, could rationalize their impressions and capitalize lessons to adequately manage cultural differences. This initiative, despite not being directly addressed to foreign students, **positively contributes to the creation of an international context that could facilitate the inclusion of foreign students in Lille I University**. Moreover, as a result of the positive feedback collected among participants, Lille I has decided in 2012 to extend the Intercultural Module to all the administrative staff and teachers in order to support them in the management of the increasing number of foreign students choosing Lille I for their studies.

Box 28: Other policies supporting the inclusion of foreign University students in LMCU

More related to the welcome of foreign students (EU mobile citizens and TCNs), Lille I, like many other universities analysed, organises an "**Integration Week**" at the arrival of newcomers, free French language classes over their period of stay and has a **Buddy system.** Through this system for each new incoming foreign student there is a French student who guides the new one in the Campus daily life. All new students are welcomed by their Buddy directly at the airport or at the train station and introduced in the *Maison des étudiants* where various associations organise meetings, parties and cultural activities to foster the social inclusion of all students.

Data regarding EU mobile citizens enrolled in primary schools is not available. Nonetehless, there are some international Primary Schools like the Ecole Active Bilingue Jeannine Manuel and the Ecole Thérèse d'Avila that allows children to follow classes in other languages than French.

Intercultural dialogue: language knowledge and foreign nationals' involvement in local associations

Language training for newcomers

According to the Eurobarometer Survey 2011[277], almost everyone in France felt that speaking the local language is imperative for the integration of foreign nationals. It is the cornerstone to communicating with /understanding local society (at work, at school, at the shops, carrying out administrative tasks, paying bills socializing, etc.). The *Centre d'Etudes de Langues* in the Chamber of Commerce of Lille, the *Maison de Langues* of the University Lille I, and other cultural and linguistic institutions provide newcomers with language courses. Nonetheless, according to realized interviewees[278], **the level of knowledge of the local language of foreigners could be further improved and still constitutes one of the main barriers for EU mobile citizens, especially those who came to the LMCU to work**. Also for foreign students the knowledge of the French language is important, even though, according to the chosen diploma or programme, they could attend classes in English. A distinctive **initiative that combines language learning**

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[273] According to the interviewees (see Annex 3).

[274] Parcour sur 4 ans des étudiants internationaux entrant à Lille I, Observatoire des Formations et de l'Insertion Professionnelle, n°67, 2010.

[275] http://www.univ-lille1.fr/international/label-international

[276] This recognition rewards innovative projects in the field of teaching and learning languages with the European Language Label.

[277] Migrant Integration Aggregate Report, Qualitative Eurobarometer 2011

[278] See Annex 3.

goals with social inclusion ones is the **Poliglot Café** (*Café de Paris*) located in the heart of the Lille Centre. With its informal weekly get-togethers, Lille's Polyglot Café is a club, open to all citizens living in the city wanting to practice language. Thus, foreign newcomers could find people from their countries of origin as well as local people to speak French in a tandem[279].

EU mobile citizens' associations

The Nord Pas-de-Calais Region is historically a welcoming territory for EU mobile citizens and TCNs who, in the past, came to this territory for working reasons. Historically open-minded, the Region has traditionally respected the differences among local communities and considered this difference as an added value of the territory. The high number of associations (nearly 500 registered to the *Maison des Associations de Lille*) shows how the local community is active in promoting interests of local citizens. Among local associations, **EU mobile citizens' associations play an important role of cohesion given the long period of stay of EU mobile citizens in this territory** (e.g., *Association des etudiants bulgares de Lille*, *Centre Culturel Britannique*, *Centre Culturel Italien Linea Diretta*, *Printemps Roumain*, etc.)[280].

Box 29: Portuguese associative life in France

Portuguese people deserve particular attention, being the most represented group of EU mobile citizens in the LMCU. According to a study addressing this community in France[281], **Portuguese citizens are socially and economically well-integrated in France**, but still do not fully participate in political life (see the paragraph "Participation in political life"). Portuguese residing in France **take part in associations that mainly preserve the memory of Portuguese culture and traditions**[282]; they are active in cultural, sporting and festive events **and rarely assert broader demands on society**[283]. The number of Portuguese associations in France increased steadily passing from 20 in 1971 to hundreds today. They are generally very small, restricted to a few small circles of friends, or people with family links or a common interest. Due to their differences in size, isolation, means and specificities, it is difficult to group or further characterize Portuguese associative life.

Finally, due to the longstanding experience in welcoming foreigners, various intercultural events take place in the LMCU. Among the most active associations in the welcoming of newcomers, the *Accueil des Villes Francaises* strongly encourages friendly relations between its members and organise events, conferences, cultural and sporting activities for all newcomers in Lille (e.g., young, employed, unemployed, with a family or not). Nonetheless, **EU mobile citizens are by now considered to all effects part of the local community and they are not anymore the primary target of intercultural events.**

Attitude towards migration: nationals' perception and media discourse

Given its geographical positioning and its past major economic role[284], **Lille has always welcomed a high number of EU mobile citizens and those who decided to settle down in the Region are now, after approximately 50 years of stay, well integrated in city daily life.** They can benefit from all social inclusion policies addressing nationals and they are considered part of the local community to such an extent that some of their Consulates have recently closed/downsized (e.g., the Italian and the British

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[279] Thanks to agreements with the Café owner, the entrance is free.

[280] The trends described above are in line with the national context. According to a study on the political participation of EU citizens from other MS in different countries (All citizens now": Intra-EU mobility and political participation of British, Germans, Poles and Romanians in Western Europe. Moveact Project, 2012.), France is the country with the highest level of participation of EU citizens in associations, with 73% of EU citizens from other MS involved in associations (namely cultural, sport and professional associations).

In France there are approximately 52 EU citizens from other MS associations: 12 British associations, 8 German Associations, 22 Polish associations and 10 Romanins.

[281] http://www.icosi.org/IMG/pdf/report-france.pdf

[282] ARCPF (Cultural and Recreational Association of Portuguese People in Fontenay-sous-bois); FAPF (Portuguese Federation of France); ARE (Associaçao de Reencontro dos Emigrantes, a defence-oriented association of Portuguese emigrants); CIVICA (Association of Elected Representative of Portuguese Origin).

[283] The inclusion of the Portuguese community in the local economy (mainly construction sector) did not create any major problems of inclusion. Thus Portuguese associations are mainly cultural oriented.

[284] One of the French main coalmining and steel production sites during the Industrial Revolution.

Consulate closed in 2011 and the Polish Consulate strongly reduced its personnel in 2012). The open attitude of the city of Lille is also the result of the international relations policy implemented by the city since 1958. Lille has indeed established 15 partnerships with other cities: 10 of these are European cities (i.e., Cologne, Rotterdam, Liege, Turin, Leeds, Wroclaw, Valladolid, Erfurt, Kharkov, Esch-sur-Alezette). Through these partnerships, the city implements projects involving both citizens coming from these cities and Lille inhabitants.

Among EU mobile citizens, **Belgian people** deserve particular attention as, differently from the other EU citizen groups in this territory, they are progressively increasing in terms of number. This trend lets us assume that **all cooperation attempts and efforts undertaken by the Nord Pas-de-Calais Region since the early 1990s** (please refer to par. 3.4.3) **proved to be effective**. Belgians come to the Nord Pas-de-Calais mainly for studying or working. Despite the French-Belgian flow being more than twice the Belgian-French one[285], many common initiatives have been launched over the years (e.g., Metropolitan Cooperation Chart) and institutions promoting common interests have been created (e.g., French-Belgian Chamber of Commerce, Cross Border Centre for Companies, etc.).

The open attitude of Lille is also the result of the **open-minded guidance and principles of its Mayors**. Pierre Mauroy before[286] and now Martine Aubry, both leading personalities of the Socialist Party at the national level, have strongly contributed to building the international image of the city, fostering its links with Europe[287]. Indeed, various European Institutions are now located in Lille (e.g., European Railway Agency, Management Authority of the cross-border European Programme INTERREG). Moreover, institutional communications continue to be inspired by the principles of equity, solidarity and inclusion of citizens in the decision making progress considering their differences as an added value.

Slightly **different is the attitude of the local community towards TCNs[288]**. These foreign communities, and especially Algerians and Moroccans, are the most represented in terms of number and arrived in the city quite recently (approximately in 2000) bringing a tremendous increase in the number of foreign nationals in the Region. Despite no significant discrimination episodes taking place, the local community still needs to find its way to cohabitation.

Regarding local attitude towards foreign students, **international graduates in France are highly sought after for positions often involving significant responsibility**[289]. According to the French employers' organisation, MEDEF, French firms today are actively seeking talented individuals from abroad with their **knowledge of languages and the markets in their countries.** MEDEF does not believe that they are taking the place of French graduates. In this respect, reduced "student" flows are seen as a threat to the attractiveness and competitiveness of French companies. Once they graduate, these EU and international students are an asset to French firms, who hope to benefit from their skills and open up new markets.

More generally, according to the Transatlantic Trends - Immigration 2011[290], despite a tumultuous year, public opinion **in France** remained largely stable in its assessment of **migration, which remained a second order concern**. The largest percentage of respondents cited "the economy" or "unemployment" as the most important issues facing their country. Given the continuing instability in the economy, the public is clearly focused on the challenges of high unemployment and the threat of renewed recession. The Eurobarometer Survey of 2011[291] integrates this picture by providing further details, aggregated at the

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[285] Flux de travailleurs de part et d'autre de la frontière franco-belge sur le territoire de l'Eureschannel, 2012.

[286] Mayor from 1973 to 2001.

[287] The France President F. Hollande recently defined the former Pierre Mauroy as one who "understood that French destiny is Europe".

[288] According to interviewees (see Annex 3).

[289] Immigration of International Students to France, French Contact Point of the European Migration Network, 2012.

[290] http://trends.gmfus.org/files/2011/12/TTImmigration_final_web1.pdf

[291] Migrant Integration Aggregate Report, Qualitative Eurobarometer 2011.

national level and with no differentiations among EU mobile citizens and TCNs. More specifically, French attitude towards migration seems to be characterized by some barriers like the **excessive assistance/care/financial support given to foreign nationals, whereas issues related to public order or criminal offences do not seem to be major concerns.**

Focus on Roma people

A high degree of tension and critical situations are taking place in the LMCU following the recent increasing trend in the number of Roma people that settled down in the urban area. Between 2007 and 2013 the number of Roma people[292] in the area of Lille-Roubaix –Tourcoing[293] passed from 600 to approximately 3,200. In the LMCU there are approximately 2,500 Roma (i.e., 15% of Roma population at national level)[294].The Mayor of Lille and President of LMCU has asked the 85 Mayors of the LMCU to find lands to accommodate families in insertion villages[295].

Roma people are mainly located on the edges of the cities of the LMCU.

Recently, many interventions of evacuation occurred at the local level like the one of June 5th 2013, where some 200 policeman had evacuated a Roma camp located on a plot property of the city of Lille. The evacuation occurred in accordance with a court decision of the *Tribunal de Grande Instance*.

The situation has been very tense in Lille and its surroundings for several months. Local residents complain of health conditions, begging and thefts near Roma camps and media report the general dissatisfaction about the presence of Roma people. Tensions between residents and Roma people have exacerbated the hatred in some parts of the metropolitan area. As an example, in Villeneuve d'Ascq, residents decided in April "*to take action for their own safety*", exposing publicly the photos of Roma who committed burglaries in the city[296].

However, the situation is progressively improving. Despite the fact that neither the city of Lille, nor the LMCU have competence on this issue, the LMCU has voted in 2008 for an action plan aimed at housing 1,500 Roma in good conditions. This plan starts with the creation of equipped sites, and continues through the creation of insertion villages and the social housing (i.e., *"logement en diffus"*).

In the LMCU there are now seven insertion villages in the area (i.e., Lille, Hellemes, Faches-Thumesnil, Halluin, Roubaix, Lezennes, Tourcoing) and four are foreseen in the coming months. Within the LMCU action plan, two sites have been equipped (i.e., 4 cantons in Villeneuve d'Ascq, and the parking of the old prison of Loos) and they are constantly monitored from a technical as well as a social point of view. These are closed sites, fully equipped with toilettes, dumpsters and access to water and electricity, where Roma's caravans are located. Moreover, the city of Lille deserves particular attention regarding the education of Roma children. Indeed, in November 2013, 80 Roma children were enrolled in the city's schools (i.e., kindergarten, primary and secondary schools). Moreover, a lot of other cities of the LMCU are also implementing actions to favour the enrolment of Roma children in their schools.

Other innovative solutions are developed in order to increase the number of Roma households' sustainability settled in Lille's urban area. Nonetheless, integrated approaches seem to be the key to managing multi-factor exclusion, for any migrant population, and an intervention at national level by the Ministry of the Interior has already been requested.

Participation in political life: electoral activity and participatory democracy

The presence of EU mobile citizens living in France for several years positively affected their political participation, confirmed by the relative high proportion of foreigners inscribed in electoral roll. In France, for municipal elections of 2001, 13.8% of them were enrolled on voting lists with a total number of 166,122 persons[297].

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[292] In France there are between 15,000 and 20,000 Roma people, and 15 to 20% of them are concentrated in the Nord Pas-de Calais Region (Source: http://www.lexpress.fr/actualite/societe/etre-voisins-de-roms_1172791.html).

[293] http://www.lemonde.fr/societe/article/2013/05/11/roms-a-lille-une-implantation-sur-fond-de-bras-de-fer-politique_3175596_3224.html

[294] Mayor of Lille contribution to the study, 5 December 2013.

[295] http://www.lemonde.fr/societe/article/2013/05/11/roms-a-lille-une-implantation-sur-fond-de-bras-de-fer-politique_3175596_3224.html

[296] http://www.francetvinfo.fr/societe/la-metropole-lilloise-se-dechire-sur-le-dossier-des-roms_340774.html

[297] La participation des Portugais aux elections européennes et municipales en France,Cahiers de l'URMIS S.Strudel, 2004.

According to a study on the political participation of EU mobile citizens[298], among EU mobile citizens, the most eagerly frequented elections are the municipal elections (40% of EU mobile citizens voted in France) followed by the European elections (30% of EU mobile citizens voted in France).

On the other hand, the number of EU mobile citizens presenting as a candidate to municipal elections in France is still very low: 991 EU candidates versus 255,935 French candidates in 2001[299]. Moreover **EU candidates are less elected than nationals**: one in three French candidates is elected while one in five EU candidates is elected[300].

Differently to other case studies analysed, where associations are also an important means of political participation, **the high number of EU citizen associations in France does not have a political relevance**. Indeed, the French legislation on associations forbids the political involvement of organization leaders in order to guarantee the apolitical character of organizations.

Portuguese people, the most represented group among EU mobile citizens in the LMCU and in France, **barely exercise their right to vote,** and their participation in municipal and European elections is almost non-existent[301]. While the Portuguese form almost half of Europe's potential electorate in France, they represent only a third of registered EU mobile citizens (34%) in the municipal elections of 2001 and they have the lowest enrolment rate (10%) if compared with other EU citizen groups[302]. **Portuguese people in France are willing to integrate in the local community with discretion**. As previously shown in the paragraph "Intercultural dialogue", Portuguese commitment to creating or participating in associations is viewed more of an opportunity to remain in contact with their culture than a "political" statement of belonging. The low participation of Portuguese citizens goes beyond the effectiveness of local initiatives of participatory democracy tools. Indeed, Portuguese people have a similar lack of participation also in their country of origin elections and they do not see politics as something essential in their life. Moreover, Portuguese political disaffection can also be explained by the desire for discreteness in society, as this is viewed as more likely to foster social mobility[303]. By contrast, a large number of Portuguese citizens have stood for local elections, mainly in the Ile-de-France Region (22) but also in the Nord-Pas-de Calais Region (4)[304].

In addition to the direct involvement into political life, both EU mobile citizens and TCNs could also take part in the political decision making process of Lille through a **set of participatory democracy policy instruments**[305]. Indeed, Lille is one of the first cities in France to have created, since 1978, Neighbourhood Councils[306]. In Lille, Participatory Democracy is based on the following three levels that allow different degrees of involvement and include various meetings focused on the main issues of the local community life:

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[298] "All citizens now": Intra-EU mobility and political participation of British, Germans, Poles and Romanians in Western Europe. Moveact Project, 2012.

[299] La participation des Portugais aux elections européennes et municipales en France,Cahiers de l'URMIS S.Strudel, 2004.

[300] European candidates more frequently elected in France are the Swedish (30%), the Irish and the Netherlands (25%) and the Spanish (23.2%) (Source: La participation des Portugais aux elections européennes et municipales en France,Cahiers de l'URMIS S.Strudel, 2004).

[301] Political and Social Integration of Migrant Communities: a comparative study. The case of Belgium, France, Italy, Spain and Greece. C. Brandeleer, F. Camporesi, 2013.

[302] La participation des Portugais aux elections européennes et municipales en France,Cahiers de l'URMIS S.Strudel, 2004.

[303]Political and social integration of migrant communities: a comparative study. The case of Belgium, France, Italy, Spain and Greece. C.Brandeleer, F.Camporesi, 2013.

[304] Report on Purtuguese communitity in France. ICOSI, 2011.

[305] http://www.mairie-lille.fr/cms/accueil/lille-citoyenne/Democratie_participative_a_Lille

[306] 25 years before the law has officially asked cities with more than 80,000 inhabitants to create them.

► **Proximity**: the Neighbourhood Councils[307], the Municipal Council of Children, the Municipal Council for Young People and the Municipal Council for Elderly People[308].

► **Consultation in the city**: the Municipal Consultation Council, the Extra Municipal Commissions (e.g., Municipal Office for Sports, Commission for nightlife, Agenda 21, Conseil de Développement de Lille Metropole, etc.).

► **Direct Democracy**: Citizens Forums[309] and Urban Proximity Workshops.

Despite no data being available on the number of EU mobile citizens and TCNs who participate to these meetings, they **represent a concrete opportunity given by the city of Lille to EU mobile citizens to take part in the local decision making process and shape the political decisions according to their interests**.

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[307] A representative body for the interests of each neighbourhood of the city of Lille. The Mayor could consult the Neighbourhood Council and this latter can make proposals on any matter concerning the neighbourhood or the city. The Mayor may involve the Council during the development, implementation and evaluation of activities relevant to the area. The number of Counselors is proportionate to the local population. The composition of each Neighbourhood Council reflects the geographic composition of the inhabitants living in the concerned Neighbourhood.

[308] These Councils provide advice and make proposals at the request of the Mayor, of the City Council, or on their own initiative, in order to foster the adoption of appropriate municipal policies for childhood, youth and old age.

[309] Places of dialogue and concrete proposals, meeting opportunities between residents and elected officials.

3.5 The City of Prague

3.5.1 Snapshot of the city

PRAGUE – The City Of The Third Sector

Population: 1.2 million inhabitants in 2011, the largest city in the Czech Republic.

Positioning: Set in north-west of the Czech Republic, in the heart of the Bohemia Region. It is the most important hub for Central Europe. Located on average 350 km from Munich, Berlin, Wien and Bratislava.

Main economic sectors: Relevant industrial centre, progressively becoming a service centre focused on tourism and R&D.

INTRA- EU MOBILITY CITY PROFILE

► **History of migration:** In the past 15 years the Czech Republic has evolved from simply a transit route to a target country;
► **Presence of EU mobile citizens:** EU mobile citizens (i.e., 42,662 people) account for 3.4% of total city population and 26.5% of the total number of foreign nationals in Prague;
► **Main countries of origin**: Slovakia (52.5% of EU mobile citizens);
► **Main features** of EU mobile citizens:
  • High incidence among University students (78.3% of EU mobile students in Czech Republic are University students);
  • Majority of EU mobile citizens registered in labour offices (more than 80%), versus a majority of TCN having a trade licence (i.e., entrepreneurs).

IMPACTS OF INTRA EU-MOBILITY: KEY EVIDENCE

► **Economic impacts**:
  • Contribution to all economic sectors: Romanians and Bulgarians fill market shortages in poorly-qualified and manual jobs being preferred to TCNs while western Europeans contribute to highly qualified jobs, and Slovakians mirror the nationals' employment structure;
  • Strong contribution to the increase in the weight of services sector in the local economy;
  • Limited contribution in the creation of new jobs given the limited self-employment rates, although increasing;
  • Low impact of EU mobile citizens on primary and secondary education system, whereas the number of EU foreign students at University is significant and increasing.

► **Social impact**:
  • Diffused "assimilation philosophy" to intercultural issues, but increasing tolerance of Czech citizens towards both EU mobile citizens and TCNs;
  • Global positive attitude towards Slovakians and high level of inclusion given the absence of language barriers and the strong cultural similarity with the Czech society;
  • No major issues in terms of spatial segregation and general access of foreign nationals to good housing conditions;
  • Roma people still suffering from discrimination and obstacles to inclusion in the labour market;
  • Extremely limited political participation.

POLICY RESPONSES AND LESSONS LEARNED

Even though in Prague an increasing share of foreign population is recorded, the city has only recently turned into a destination for migration flows and is still adapting its policies to the changing context. Indeed, there is **no comprehensive approach to foreign nationals' inclusion at the municipal level** while at a national level an overall strategy for foreign nationals has been launched in 2011. **At the local level, much is done by NGOs and Associations** which fill the gap left by the unclear share of competencies among institutional stakeholders.
Moreover, in all initiatives (national and local ones) **EU mobile citizens are not exclusively addressed as a target, nor have dedicated structures been set up** (before and after 2004). In line with the migration patterns at the local level, the main focus of inclusion and support policies is TCNs as EU mobile citizens are treated more like nationals with regards to day to day issues.

The approach adopted by the City can be traced back to the recent history of the city as a destination of migration inflows. It focuses on:

► The **key role NGOs** could play in welcoming foreign nationals to the city and in offering professional services (e.g., training, housing and job-seeking advices, etc.) to support foreign nationals' inclusion in the local community;

► The **importance given to the awareness campaigns on foreign nationals' issues** to improve local attitude towards migration and create the starting point for an effective implementation of a future strategy for foreign nationals' inclusion at a local level;

► The **support to foreign students coming to Prague to study at the University** through personal and direct assistance in order to strengthen the city positioning and to attract qualified foreign profiles from the other countries.

3.5.2 Overview of the city: size and features of intra-EU mobility

National level

Despite its relatively young age as a unitary state, the Czech Republic is one of the most important immigration countries in Central and Eastern Europe. In the past 15 years the **country shifted from a transit route to a target nation**, with migration trends comparable to those of the other EU Member States. However, despite the increasing trend, **the share of** both EU mobile citizens and TCNs **on the Czech population is still limited** (4.2% in 2011, see Chart 63) when compared with other case studies analysed. The Czech Republic hosted around 436,000 foreign nationals, between long-term and permanent stays; this number double from 2001. Following the increasing trend between 2005 and 2008, a slightly slowdown in migration inflows was recorded in 2009, probably as the result of the global economic recession.

Chart 63: Trend of foreign nationals in Czech Republic as % of the total population
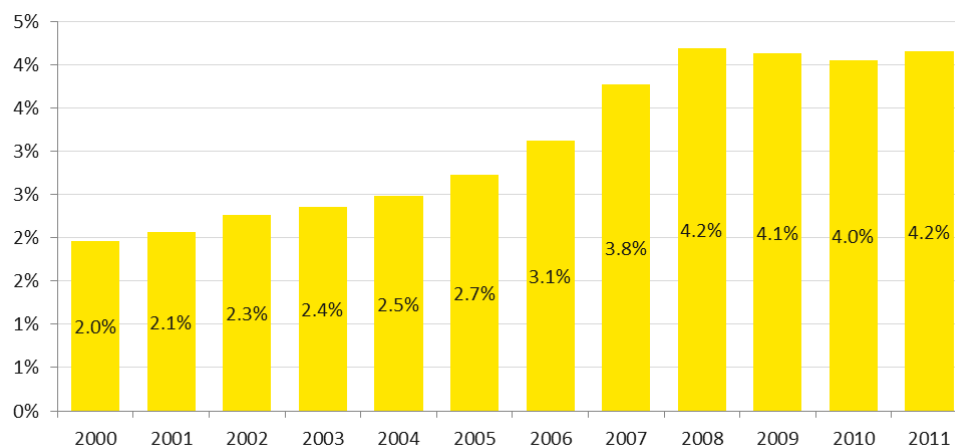
Source: Czech Statistic Office

Regarding **EU mobile citizens**, their numbers progressively increased over the years: they now represent around **35% of the total foreign population** (2011)[310], with **Slovakians** (approximately 81,200), **Polish** (approximately 19,000) and **Germans** (approximately 15,800) being the main groups[311].

Prague

Coherently with national trends, **Prague's migration inflows have increased steadily** over the years. According to the last Population Census in 2011, **overall** there are 160,783 foreign nationals, approximately **13% of total population**. Among them: **EU mobile citizens represent 3.4% of the total population of the city** (i.e., 42,662 people), whereas TCNs account for **9.5% of the population** - (Chart 64).

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[310] Source: Czech Statistical Office

[311] A new phenomenon has recently gained attention in the Czech Republic: **native citizens that come back to the country after their temporary life abroad**. Re-Turn project (http://re-migrants.eu/Result.php)

Chart 64: Composition of population in Prague (2011)
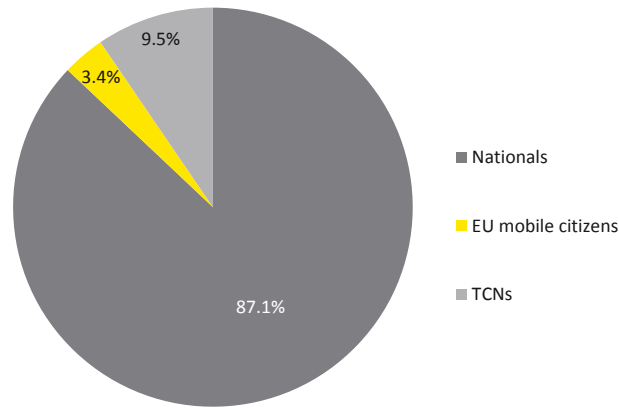
Source: Directorate of Alien Police

In line with the national migration pattern, **in Prague, TCNs have** always represented the highest share of migrants in the city[312]: **Ukraine, Russia and Vietnam** are the most represented countries with 49,695, 19,587, and 11,001 people respectively. Nonetheless, in **Prague, the share of EU mobile citizens has progressively increased** passing from 23.4% of overall foreign nationals in 2009 to 26.5% in 2011. Among them, **Slovakians are the most numerous group** (22,408 people), accounting for **52.5% of the total number of EU mobile citizens with citizenship of another MS** (see Chart 65). This is related to the historical background of the Czech Republic and Slovakia, which in the past were one united country, Czechoslovakia. In addition, the similarity of the language reduces the inclusion barriers otherwise present. Besides Slovakia, also **Germany** (7.3%) and the **UK** (7.1%) are significantly represented, as well as **Bulgaria** and **Poland**, with 6.2% and 5.8% respectively.

Chart 65: Composition of EU mobile citizens by country of origin in Prague
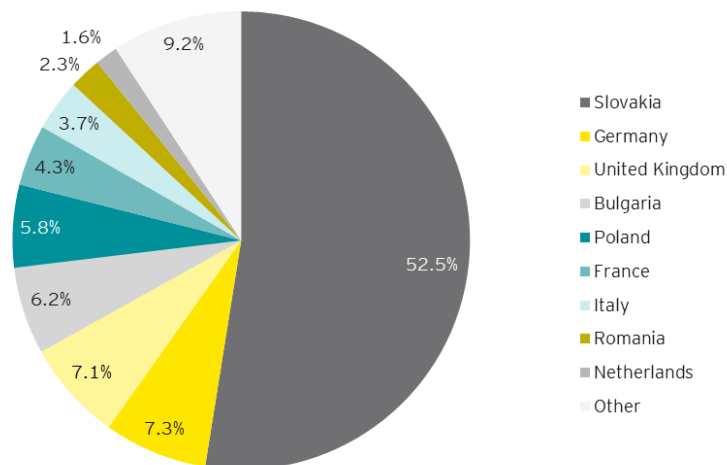
Source: Czech Statistical Office, 31 December 2011

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[312] Indeed, the Czech Republic is one of the countries with the highest share (15.7%) of TCNs with an EU long-term legal residence status.

Overall, migrants contribute to lowering the average age of Prague's population: as shown in Chart 66, the majority (77.6%) of migrants belong to the younger working population categories (20-34 and 35-54 years old), versus 49.2% of nationals.
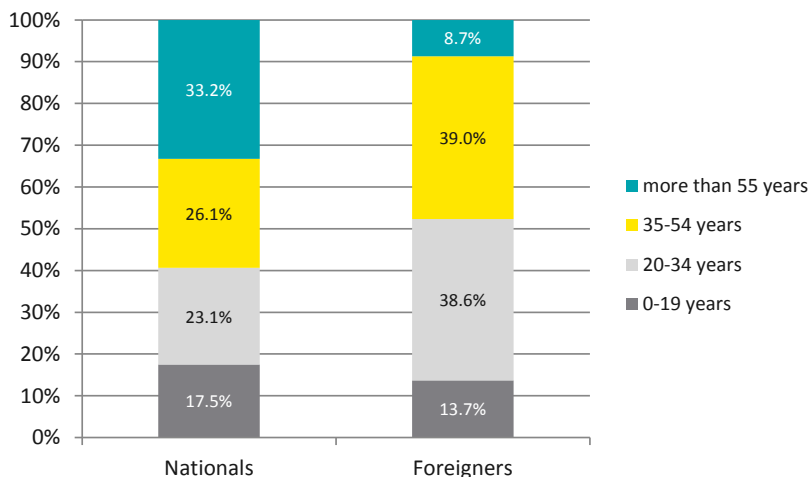
Chart 66: Composition of Prague population by age group (2010)

Source: Directorate of Alien Police; Ministry of Labour and Social Affairs; Ministry of Trade and Industry

On the contrary, only a low share of migrants is elderly people (8.7% of over 55 years old) versus a much higher proportion (33.2%) among nationals.

3.5.3 Management of migration, intra-EU mobility and inclusion policies in the city

2004 was certainly a crucial turning point in the political and social development of the Czech Republic as it became a Member of the European Union. Nevertheless, the local system appears to be still adapting to this change and the increasing migrant presence in Prague does not seem to be fully reflected in municipal policies and institutions.

Currently, **a comprehensive and coordinated policy for the management of migrants' inclusion is still under development**. As a consequence, **welcome and inclusion initiatives addressed to migrants in the city are mainly left to the initiative of third sector representatives** (i.e., Non-Governmental Organizations, Non Profit Organizations and local associations - see Figure 9). Moreover, at the moment, the local policies mainly depend on the national framework and are shaped by the principles established within the **national policy framework for integration**: the "**Updated Policy for Integration of Immigrants – Living Together**", adopted in 2011 (see Box 30).

This strategy represents the first governmental integrated document on the issue[313]. The previous Concept, considered a limited effective tool (concentrated almost exclusively on granting rights to foreigners, leaving aside their social inclusion) was updated, with an emphasis on individuals (as members of the society, and not only of a particular foreign community) and the creation of a long-term framework for inclusion and integration policies.

Box 30: The Updated Policy for Integration of Immigrants in Czech Republic

Immigration and integration issues were the object of a **structured national policy in 2011**: the **Updated Policy for Integration of Immigrants – Living Together,** and the **Proposal for Further Step**. Later on, in 2012, the Procedure

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[313] http://www.idea6fp.uw.edu.pl/pliki/WP11_Czech_Republic.pdf

of Implementation of the Updated Policy for Integration of Immigrants was adopted.

The basic target group of the Integration of Immigrants policy is TCNs legally residing within the territory of the Czech Republic, who are neither applicants for international protection nor recognized as refugees. In exceptional cases, this target group can also include nationals of other EU Member States. The four main integration priorities of the national Government are: language proficiency, economical independence and orientation of the immigrants in the host society plus mutually beneficial and problem free coexistence of migrants and local population.[314]

In order to implement the abovementioned strategy, the Ministry of the Interior organizes regular joint meetings with other national Ministries, Regions, Municipalities and bilateral meetings with representatives of Czech NGOs involved in the integration of Immigrants.

As far as intra-EU mobility is concerned, the main **focus of national** and **local policies remains TCNs.** In Prague, there are **no specific offices or departments for EU mobile citizens** and, according to the evidence raised during the Focus Group, **EU mobile citizens** are treated more like nationals with regards to day to day issues, without any dedicated body or initiative.

However, a major step in the development of policies aimed at migrants' inclusion has been recently taken, with a focus on improving the dialogue and mutual understanding among different cultures. In 2012, a **Commission for Integration of Foreigners**[315] was established at the City Council of Prague[316], including a variety of stakeholders, as a proof of the increasing political interest on migration issues at the local level. More specifically, the Commission aims at creating a strategy for foreigners' inclusion in Prague, through cooperation and mutual sharing of information among various stakeholders of the city[317].

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[314] European Migration Network Annual Policy Report 2011, Czech Republic.

[315] The Commission is chaired by Mgr. Hana Halová, councilor for health care, social care, and national minorities. Prague City Hall is represented by specialists for national minorities, the Roma coordinator, the director of the housing department, the coordinator of the education sector, the director of the school department, the conceptual specialist in the field of the economics of the travel industry, the director of ZIV, the deputy director of Prague city Hall, and the director of the social department. Other organizations that are directly engaged in questions of the inclusion of foreigners are represented in the Committee.

[316] Local inclusion policies for migrants in Europe. CLIP. European Foundation for the Improvement of Living and Working Conditions, 2007.

[317] Information of the cooperation of the City of Prague in the realization of the Concept for Integrating Foreigners by the Year 2004 and its further development in 2005.

Figure 9: Governance of Inclusion Policies in Prague
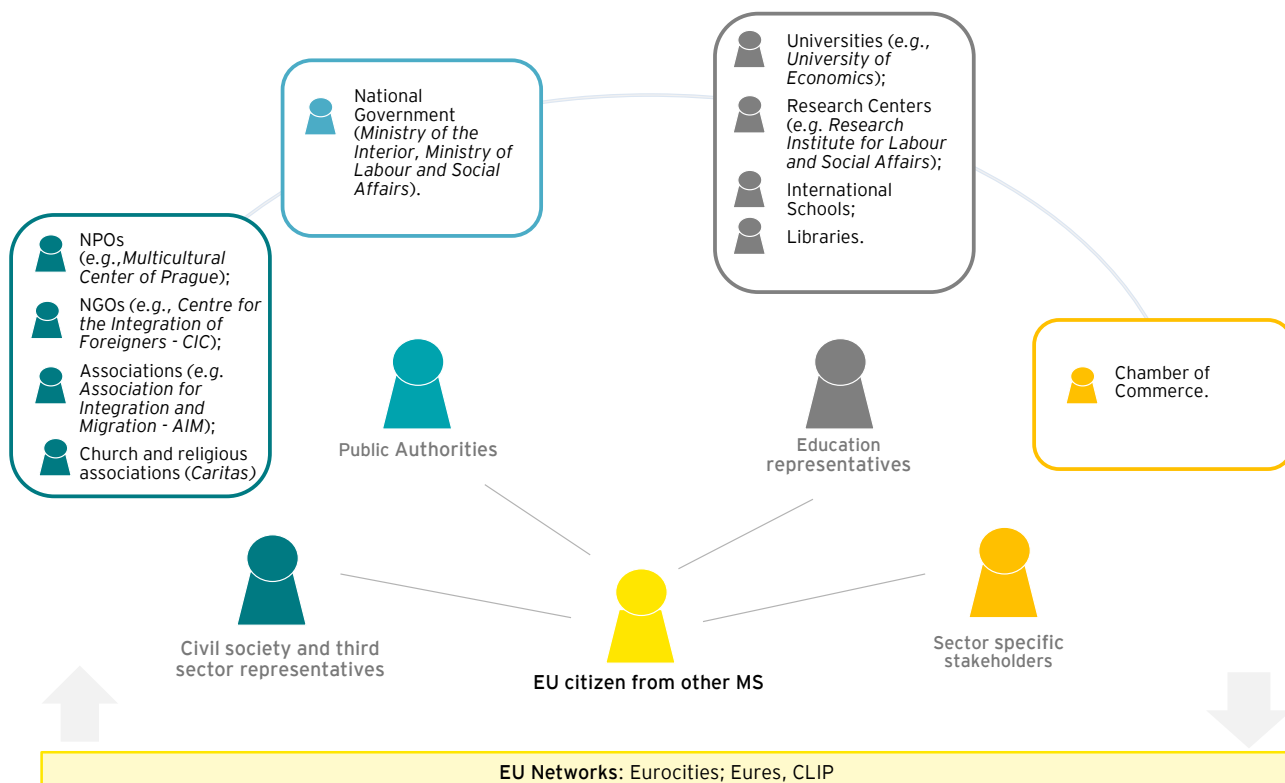
In this institutional framework, **non-Profit Organizations** are key stakeholders for all issues related to foreign nationals' inclusion at the local level. NPOs fill the gap left by the unclear share of competencies among institutional stakeholders regarding these issues. In the city of Prague, there are different types of non-profit organizations, each one with a wide range of representatives. There are citizen-action associations (e.g., Multicultural Centre of Prague), foundations and charities (e.g., People in Need), legal entities established by the Church or religious organizations (e.g., Caritas of the Archdiocese of Prague), and general beneficial associations (e.g., META - Association for Opportunities of Young Migrants).

Besides NPOs, there are also several **Non-Governmental Organizations** in Prague acting as civic associations (e.g. Centre for the Integration of Foreigners – CIC), providing language courses, social and employment counselling and volunteer programmes.

There are also **associations**, such as the Association for integration and Migration (AIM)[318] that provide legal and social counselling in matters related to housing, employment, education, social security. They are particularly active in raising public awareness with the aim of cultivating tolerance, removing xenophobia and racism. Given the number and importance of third sector representatives, a Consortium of Non-Governmental Organisations Working with Migrants[319] in the Czech Republic was established in 2000 to coordinate actions and initiatives of local actors at a national level.

Furthermore, **education-related stakeholders**, like local Universities (e.g., Charles University, VCE) are active in the field, by contributing to foreign nationals' integration through language courses, international programmes and welcoming and support activities for international students.

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[318] http://www.migrace.com/en/organization/about

[319] http://www.konsorcium-nno.cz/index.html?lang=EN

All actors have developed multiple actions and initiatives addressing both EU mobile citizens and TCNs, in order to foster their inclusion. In Annex 2 we provide a complete list of the initiatives implemented, from which EU mobile citizens can benefit.

In Table 16 a list of major policies and initiatives carried out in Prague is presented, categorized according to their main focus.

Table 16: Selection of inclusion policies relevant for EU mobile citizens and TCNs in Prague

POLICY AREAS	POLICIES/INITIATIVES
Employment	► Help them out of crisis.
Entrepreneurship	► Entrepreneurship "as a route" out of social exclusion.
Inter-cultural dialogue	► Libraries for all - EU Multicultural Education; ► Let's give immigrants a chance; ► General policies for Czech language learning.
Housing	► General policies on social housing; ► Housing in the Czech Republic: a guidebook /Living in Czech Republic.
Education	► Buddy System - The Big Buddy Guide; ► Educational Programme for the Support of Educators working with foreign students; ► Foreigners as teaching assistants.
Attitude towards migration	► Put yourself into integration; ► Social interpreters for foreigners; ► Migrants Forum.

3.5.4 The economic impacts of intra-EU mobility in the city of Prague

Employment: the positioning and contribution of EU mobile citizens in the local labour market

With reference to the economic impact of EU mobile citizens- and of foreign nationals in general - there is very limited data available.

At the end of 2011, in the **Czech Republic** there were 310,921 economically "active" foreign nationals; out of them, 56% (or 174,279) were from EU Member States. **Slovakians** represented the largest group of economically active foreigners in 2011, like the previous year, with 117,831 people, representing 38.5% **of all economically active foreign nationals**[320].

In **Prague**, employed **EU mobile citizens were** more than 58,000 in 2011 (accounting for around **53% of total foreign workers in the city**), increasing by almost 10,000 from 2009.

No further data is available at the city level on employment and unemployment rates of foreign nationals. However, interesting trends and patterns can be observed at the national level.

In 2012, although a slight reduction as compared to the previous years, **employment rate of EU mobile citizens** in the Czech Republic **was around 74%**, higher than those of nationals at 66.4% (Chart 67).

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[320] Czech Statistical Office.

However, at the same time, the **unemployment rate of EU mobile citizens has grown from 2.7% (2007) to 6.5% (2012)**, becoming higher than TCNs' one and reducing the gap with the nationals' rate.

Chart 67: Trend of Employment and Unemployment rates in Czech Republic
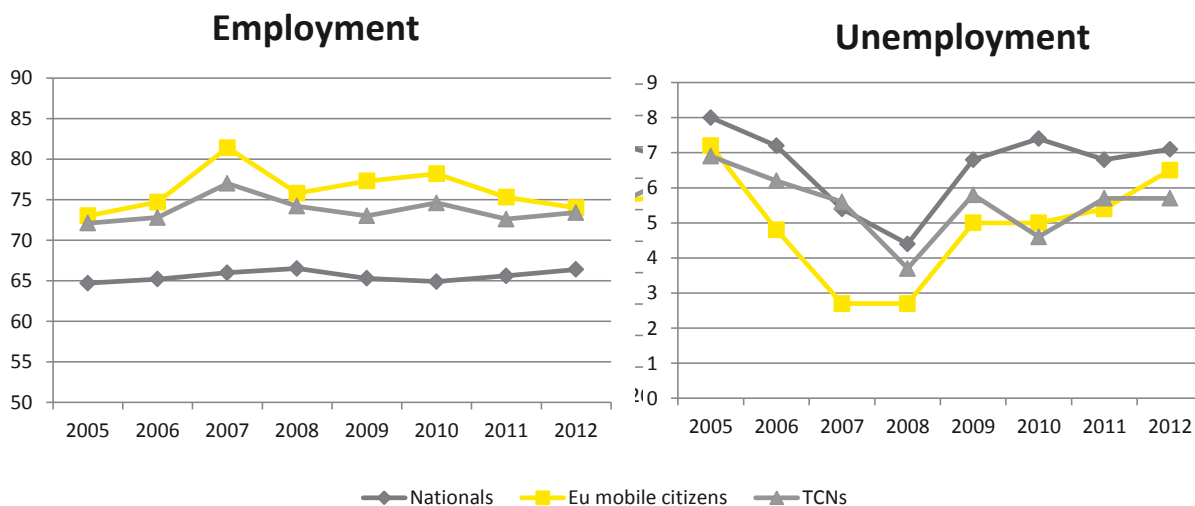
Source: Eurostat

It is of note that **TCNs present high participation rates to the labour market**, in terms of higher employment and lower unemployment rates, when compared to nationals. This can reasonably be explained by two factors: many TCNs (such as Vietnamese) are self-employed citizens with a valid trade licence, so they did suffer to a minor extent the declining demand for workers due to the economic crisis; many other TCNs (such as Ukrainians) are employed as unskilled workers in occupations left vacant by nationals and EU mobile citizens[321] (namely elementary occupation), supplementing, rather than competing with, nationals in the labour market.

However, the overall picture defined above is likely to be gradually changing. According to evidence from the Focus Group[322], from 2007 and after the 2009 crisis, the **growing demand for workers has been increasingly filled with citizens of other EU Member States**, namely from Romania and Bulgaria. The EU enlargement and the consequent simplification of admission procedures has partially implied a shift and an increased tendency to rely more on intra-EU mobility, rather than on TCNs (subject to long and complex procedures for being admitted in the country). Not surprisingly, the discussion held during the focus group also points out that Bulgarian, Romanian and, to a minor extent, Polish citizens often suffer from a poor condition and positioning on the labour market, quite similar to that of TCNs. EU mobile citizens, in many cases, represent a cheaper work force, even more than third-country workers[323].

Available data on sectors of employment and levels of occupation, in the Czech Republic and in the city of Prague, does not distinguish between EU mobile citizens and TCNs. Therefore, a complete assessment of the positioning of EU mobile citizens is not possible. Nevertheless, useful information can be pointed out.

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[321] http://www.idea6fp.uw.edu.pl/pliki/WP11_Czech_Republic.pdf
[322] Prague Free Movement Focus Group, 25th June 2013
[323] Prague Free Movement Focus Group, 25th June 2013

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Firstly, as for the main **sectors of activity**, both EU mobile citizens and TCNs in Prague are mainly employed in the service sector (67%), followed by the construction sector (23.8%) as shown in Chart 68.[324]

Chart 68: Foreign national workers per sector of activity in Prague in 2010
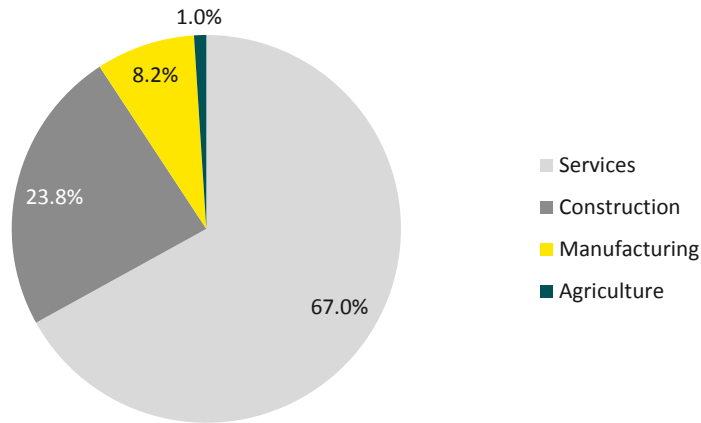
Source: Directorate of Alien Police; foreigners registered at labour offices - Ministry of Labour and Social Affairs

Secondly, with reference to the skills/occupational level, considering total foreign nationals in **Prague**, in 2010 the largest share was in elementary occupations (21,560), employing **28.2% of foreign nationals registered at labour offices**. As compared to 2004, the share of foreign nationals employed in elementary occupation decreased, as well as foreign nationals employed in craft and related trade workers, while the number of foreign nationals employed as professional occupations increased (16.6% compared to 12.1% in 2004) - Chart 69.

Chart 69: Foreign nationals registered at labour offices by level of occupation, in Prague in 2010
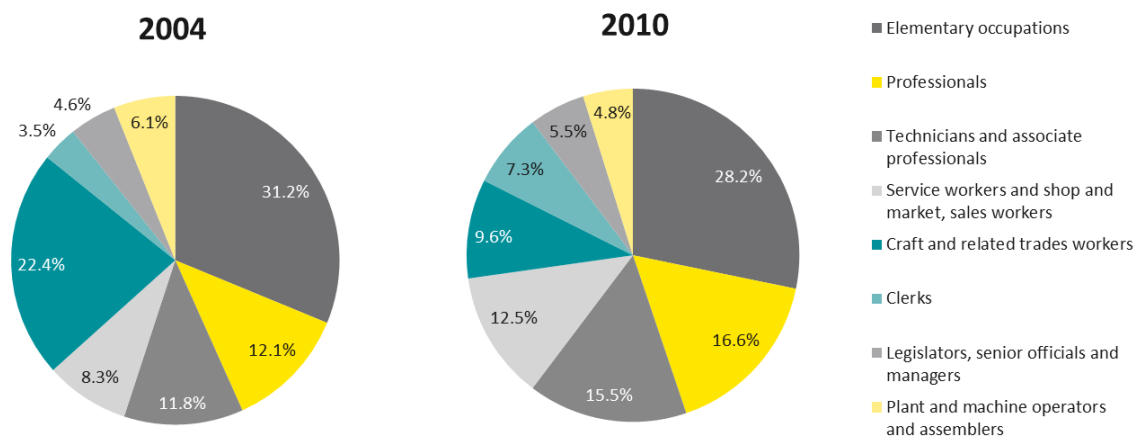
Source: Directorate of Alien Police; foreigners registered at labour offices - Ministry of Labour and Social Affairs

According to evidence coming from the survey carried out to the purpose of the present study and qualitative evidence at national level[325], EU mobile citizens cover a different positioning on the labour

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[324] Qualitative evidence in Czech Republic also mention that EU citizens are employed not only in manufacturing and construction activities (especially Polish, Romanian and Bulgarian citizens), but also in real estate and renting activities, proportionally more than nationals (http://www.idea6fp.uw.edu.pl/pliki/WP11_Czech_Republic.pdf).

market, depending on the MS of origin. Notably, citizens from Central/Eastern Europe (**Romania, Bulgaria, Poland**) are mostly likely to be in poorly-qualified, manual jobs, whereas **Slovak** citizens are more likely to follow patterns similar to that of native citizens, and the remaining EU mobile citizens, mainly from **Germany**, are generally in highly qualified jobs.

Foreign nationals could experience some difficulties when dealing with the local labour market institutions, including the difficulty in understanding the Czech legislation[326] and their low reliance on labour offices (no foreigners work there, creating also a language barrier). Their weaker position on the labour market could also be the result of a substantial over qualification, i.e. foreigners are skilled or educated beyond what is necessary for the jobs they are taking up. In the Czech Republic, both EU mobile citizens and TCNs are more likely to be over-qualified than persons born in the country, being this rate approximately 5% for Czech citizens, and approximately 10% for foreign nationals[327].

Box 31: Local initiatives promoting employment in Prague

Two types of employment policies and initiatives implemented in Prague can be defined: on the one hand policies that target foreign nationals, providing them with counselling and support services; on the other hand, awareness campaigns regarding foreigners related-issues which are addressed to national and/or foreign partners, which indirectly benefit foreigners creating a more favourable environment.

Among the first, **Help them out of crisis** aims to help foreign nationals to protect their rights and improve their position and condition in the local labour market, through legal advice and practical support (preparing CVs and cover letters and strengthening job-searching skills). Among the second type, the **Inclusion of the Labour Migrants in the Czech Republic: reinforcing the role of the Czech towns** is a project launched by the Multicultural Centre of Prague, to build an international network in support of foreigners' inclusion.

At the same time, risks of differences in terms of working conditions and salary between nationals and foreign nationals remain. Comparing the average wage of nationals and foreign nationals in 2006, there was evidence that both EU mobile citizens and TCNs earned less than native workers, with persistent negative wage gaps between 2002 and 2006[328]. In addition, foreign national-native wage gaps still remain for both men and women[329].

Entrepreneurship: the contribution of EU mobile citizens to business creation

The **Czech Republic records high self-employment rates[330] among EU mobile citizens.** According to the Ministry of Industry and Trade, in 2011, there were almost 20,000 EU mobile citizens holding a trade license in the Czech Republic, out of more than 90,000 foreign trade licences in the country. The number of EU mobile citizens with a valid trade license reached 14,000 in 2004, and continued to increase in the following years. The largest group is represented by Slovakians, with more than 11,000 trade licences in the Czech Republic in 2011, and 2,200 in Prague in 2008. However, Italians and Germans are those

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[325] http://www.idea6fp.uw.edu.pl/pliki/WP11_Czech_Republic.pdf

[326] Horàkovà M, Bares p., Intercultural Opening of the labour market and employment institutions in the Czech Republic, 2010

[327] The data refers to *"Employment Survey Data Population 15-64, 2003-2004"* and *"Censuses and Population Registers, Population 15+, Corca 2000"*.These two sources produce comparable results in terms of over-qualification by place of birth, but they occasionally differ in their level because they refer to slightly different periods and population groups. The employment survey data is used to examine over-qualification by gender and length of stay, while census data allows a detailed analysis by country of origin.

[328] "Changes in the Czech Wage Structure. Does Immigration Matter?". K. Dybczak and K. Galuščák. European Central Bank. Working Paper Series N. 1242 (09/2010) http://www.ecb.int/pub/pdf/scpwps/ecbwp1242.pdf

[329] http://www.eurofound.europa.eu/ewco/studies/tn0701038s/tn0701038s_4.htm

[330] One of the greatest issues connected to the reliability of these statistics is that there is no time limitation for the trade license. This means that even if the holder is no longer actively running a business, or has even moved away completely, the license is still valid (Source: EU Free Movement Focus Group, Prague June 25th, 2013).

presenting the highest rates in terms self-employment with, respectively, 34% and 32% of them holding a trade licence, i.e. the third and fourth highest rates among non-Czech people[331].

The sectors where foreign nationals prefer to start their businesses are quite different from those chosen by Czech entrepreneurs, since the former prefer sectors with low administrative barriers and a limited need for financial capital. In 2009, there was a significantly higher share of foreign entrepreneurs in construction business (foreigners 22%, Czech 9%), in retail (foreigners 21%, Czech 16%), in real estate (foreigners 7%, Czech 3%), and in wholesale (foreigners 16%, Czech 15%)[332].

Despite the high number of foreign entrepreneurs, the majority of **policies and social stakeholders in the city of Prague are more focused on supporting foreign nationals in the job search** or providing them with professional training and counselling. Foreigners' entrepreneurship has become only recently the target of specific national initiatives, although the focus on **mobile EU entrepreneurs continues to be left behind**[333]. Yet, EU mobile citizens find themselves in a favourable position because their qualifications are usually approved as equivalent to local qualification profiles, while TCNs need to authenticate their educational background and practical experience[334].

Box 32: Local policies promoting entrepreneurship in Prague

Recently, a change of perspective towards foreign entrepreneurship has occurred, with policy measures targeting specifically this category, and representing the increasing importance of and interest towards the migrant entrepreneurship phenomenon in the policy agenda: **Entrepreneurship as a route out of social exclusion** was launched in 2008: it is a one-to-one support and advice service, aimed at developing the necessary skills to start a business, increase employment opportunities of under-represented groups, and raise awareness of entrepreneurship as a way out of social exclusion.

The impact of foreign nationals on services and public finance

EU mobile citizens have the same conditions and benefits as nationals in terms of: health services and insurance, unemployment, social and disability benefits and pension insurance.

Table 17 shows the social benefits paid by the Czech State to foreign nationals, which account for a low share; 0.1%, of the total paid benefits in the first quarter of 2008[335].

Table 17: Number of Social benefits received by EU mobile citizens and TCNs in Czech Republic in the first quarter of 2008

Type of Social Benefit	EU mobile citizens	TCNs
Child benefits	8 788	2 682
Social bonus	358	517
Housing benefits	84	144
Parents benefits	3 796	2 221
Birth grant	95	78
Total	13 149	5 654

Source: Social 2008

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[331] Kohlbacher, J., Protasiewicz, P M: The Ethnic Economy in CEE Metropolises: A Comparison of Budapest, Prague, Tallinn and Wroclaw, CMR Working Papers 59/117

[332] Ibidem

[333] Kohlbacher, J., Protasiewicz, P M: The Ethnic Economy in CEE Metropolises: A Comparison of Budapest, Prague, Tallinn and Wroclaw, CMR Worlking Papers 59/117

[334] Kohlbacher, J., Protasiewicz, P M: The Ethnic Economy in CEE Metropolises: A Comparison of Budapest, Prague, Tallinn and Wroclaw, CMR Worlking Papers 59/117

[335] http://www.idea6fp.uw.edu.pl/pliki/WP11_Czech_Republic.pdf

The recipients were EU mobile citizens, with **Slovakians and Poles** as main communities. Specifically, social benefits paid to Slovakians account for 52.4% of the total number of social benefits paid to foreign nationals, followed by Polish accounting for 16% and Bulgarians with only 0.6% of total benefits paid to foreign nationals. The **highest share of social benefits paid to EU mobile citizens are Child Benefits** (67%), received by low-income families with a child, and Parents' Benefit (29%), paid to parents with a child of less than four years old. However, as the low shares suggest, a limited use of social services among the main EU mobile citizens is actually recorded.

3.5.5 Inclusion policies and social impacts of intra-EU mobility in the city of Prague

Housing: social housing and information services

In Prague, issues related to **foreigners' spatial segregation and/or concentration** in limited areas **of the city** "are not considered an urgent immigration and integration-related problem by the municipality"[336]. Due to the fact that immigration to eastern European cities is relatively moderate to date, most urban areas still have an acceptable social and nationalities' mixture[337]. Differences in the economic situation of citizens have determined **a certain degree of concentration in the outskirts of the city** (i.e., Prague 4, 5, and 9 Districts). Slovakians have also heavily settled in the Prague's 10th District (see Table 18).

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[336] Housing and integration of migrants in Europe, CLIP Network 2007

[337] Discussion about housing integration of migrants are still rare and a very recent phenomenon, thus visions and concrete concepts on the issue of access to affordable and decent housing are now in a state of slow development. Socio-spatial segregation was weak during the communist era when compared to western cities. During the transformation process, the patterns of segregation in Prague are more socio-spatial, i.e. linked to the economic situation of inhabitants, rather than to their nationality(Case Study on Housing, Prague, Czech Republic, H.Fassmann, J.Kohlbacher, CLIP Network).

Table 18: Number of foreign nationals in the Capital City of Prague and its districts338

City districts	Migrants total	Slovakians	Polish
Prague	160 783	22 408	2 489
Prague 1	4 654	429	45
Prague 2	9 141	873	126
Prague 3	10 467	1 441	150
Prague 4	29 082	4 667	560
Prague 5	25 823	3 328	466
Prague 6	17 051	2 009	232
Prague 7	6 394	806	46
Prague 8	12 478	1 761	174
Prague 9	25 082	3 555	326
Prague 10	19 471	3 388	358
Other	1 140	151	6

Source: Directorate of Alien Police (31, December 2011)

The patterns of geographical localisation highly vary according to foreigners' communities going from those which are more concentrated, mainly TCNs (i.e., Ukrainians, Russian and Vietnamese) to those which are **more spread throughout the city like Slovakians and those such as EU mobile citizens from western Europe** which have a high concentration in the historical city centre and in the district of Prague 6 (see Figure 10) which has traditionally been considered a high social status district[339].

Figure 10: Share of nationals of EU 15, Iceland, Norway and Switzerland in the total number of these nationals in Prague (%)
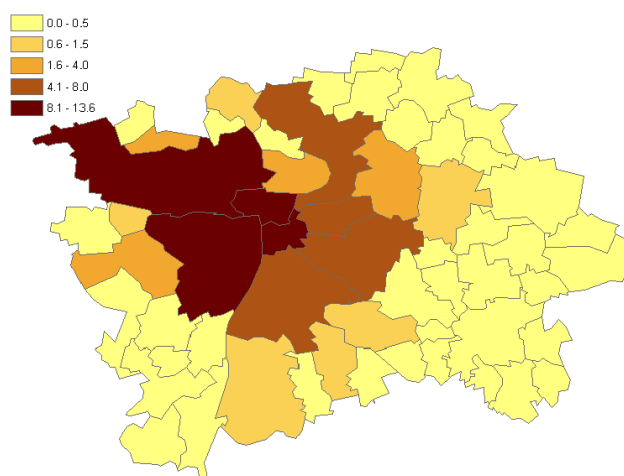
Source: The Czech Republic: on its way from emigration to immigration country, 2009

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[338] City districts according to Act No. 36/1960 Coll.

[339] The Czech Republic: on its way from emigration to immigration country, IDEA working paper 2009

Regarding foreigners' housing conditions, no specific empirical data is available but, according to the evidence provided by the Focus Group, **housing conditions are not deemed to be problematic in the City of Prague**. Whereas the situation slightly changes for smaller villages and cities in the neighbourhood where housing conditions seem worsen. Since foreigners often represent the most disadvantaged categories, **local measures in this field have mainly focused on supporting low-income families through the provision of subsidies, housing allowances and social housing accommodation**[340]. Nevertheless, **foreign nationals' access to social housing seems to be characterized by some obstacles**. In the Czech legislation there is **not yet a univocal definition of social housing**[341], and several issues are implied by an unclear definition of responsibility at all levels of governance[342], the existence of differences among the various municipalities, a high level of misinformation among potential users. Moreover, the number of social houses has been progressively decreasing since the early 1990s[343].

Finally, although there are no official figures of the proportion of foreign nationals among homeless people available at the local level, it should be mentioned that **homelessness** is an increasing issue in Prague, being the economic capital with a low rate of unemployment which attracts a great number of people looking for work and success. In 2013 there are approximately 4,000 people[344] on the streets, up by 7% from last year[345].

<div align="center">Box 33: Local initiatives promoting housing in Prague</div>

In order to support foreign nationals to understand Prague's housing policies and to identify the most suitable solutions according to their personal needs, **private organizations, such as consulting agencies or associations (e.g., CIC, AIM, etc.), offer foreigners advice and information**.

Moreover, the Counselling Centre for Integration has edited the information brochure "**Housing in the Czech Republic: a guidebook, 2002**" to support foreigners to gain a better understanding and a foothold on the Czech housing market and the brochure "**Living in the Czech Republic**" which contains an overview of legal regulations governing the area of housing, possibilities of finding accommodation, information about renting, rental agreements and subleasing as well as model examples of solving a number of housing related problems.

Education: Inclusion measures for students and support to teachers for multicultural classes

Supporting foreign pupils in schools

In the Czech Republic, foreign EU children represent a low share of the total students in nursery, primary and secondary schools: 0.3% in nursery schools and 0.4% in secondary schools (see Table 19).

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[340] Public housing stock with regulated rents for low income families.

[341] Cities and Active Inclusion: Housing. National report on the role of housing services for the active inclusion of people furthest away from the labor market. Local Authority Observatory on Active Inclusion Prague. EUROCITIES-Network of Local Authority Observatories on Active Inclusion; Joint Memorandum on social inclusion of Czech republic. Member of the European Commission responsible for Employment and Social Affairs Minister of Labour and Social Affairs Czech Republic. 2003.

[342] Which as has pushed the providers of housing to set up the conditions of access to social housing by themselves.

[343] In Prague, the City Hall manages part of the public housing stock (10,000 apartments), and the municipality's individual districts manage the rest of it (60,000 apartments). The number of flats of the housing stock of the City of Prague and its city districts has been decreasing. Indeed, the fall of the communist regime has led to the massive decrease in the state-financed housing construction and to the progressive de-regulation of the housing market with the subsequent increase in the privatized housing market. Source: Cities and Active Inclusion: Housing. National report on the role of housing services for the active inclusion of people furthest away from the labour market. Local Authority Observatory on Active Inclusion Prague. EUROCITIES-Network of Local Authority Observatories on Active Inclusion.

[344] In Czech Republic homeless people are approximately 35,000 people (0.35% of the total population) and they are half as numerous as the homeless in the average West European country (Source: Frome precariousness to disaffection: the homeless in Prague., I. Rouzic.

[345] http://www.theatlanticcities.com/neighborhoods/2013/01/homeless-guides-highlight-part-prague-most-tourists-never-see/4318/

Table 19: Student population in Czech Republic Schools according to the country of origin

	Nursery schools	Basic schools	Secondary schools	Higher professional schools	Universities
Nationals	98.6%	98.2%	98.2%	98.4%	90.1%
TCNs	1.0%	1.3%	1.4%	0.7%	2.8%
EU mobile citizens	0.3%	0.5%	0.4%	0.9%	7.1%

Source: Ministry of Education, Youth and Sports, 2011/12

Among foreign students (both EU mobile citizens and TCNs)**, Slovakians are the largest group in Czech Republic Schools at all levels**. Specifically they represent 17% of foreigners in Nursery Schools, 22% in Primary Schools, 17% in Secondary Schools, 44% in Conservatories, 52% in Higher Professional Schools and 63% of University students. Indeed, students coming from Slovakia do not have any language obstacles and are treated as though they are native citizens (see par. "Attitude towards migrations" for further details on the attitude towards migration). As far as EU mobile citizens are concerned, Slovakians represent more than 50% of EU mobile citizens enrolled in Czech Republic Schools/Universities.

University Students in Prague

What is important to point out with reference to Prague is the high and increasing share of University students. While the presence of children in primary and secondary school is scarcely significant, **EU mobile citizens represent 7.1% of total University students in Czech Republic**. They account for the overwhelming **majority of EU students in the Czech Republic from other Member States** (see Chart 70).

Chart 70: Share of nationals, EU mobile citizens and TCNs per school type in Czech Republic
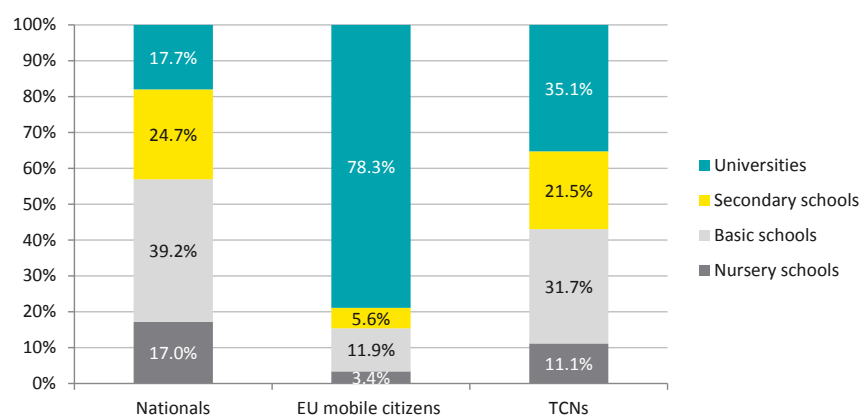
Source: Ministry of Education, Youth and Sports, 2011/12

Slovakians are the most represented (with 24,568 students) but, interestingly, a wide range of EU nationalities are represented: Portugal (with 475 students), United Kingdom (with 435 students), Germany (with 427 students) and other EU Member States (i.e., Greece, Poland, Cyprus, Sweden and Bulgaria).

The increase in the bulk of incoming University students (passing from 13,136 in 2003 to 38,942 in 2012) is behind the growth of the overall number of foreign students in the Czech Republic, **following the EU enlargement**[346] (see Chart 71).

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[346] EU Free Movement Focus Group, Prague June 25th, 2013.

Chart 71: Trend in the number of foreign students in the Czech Republic per type of school
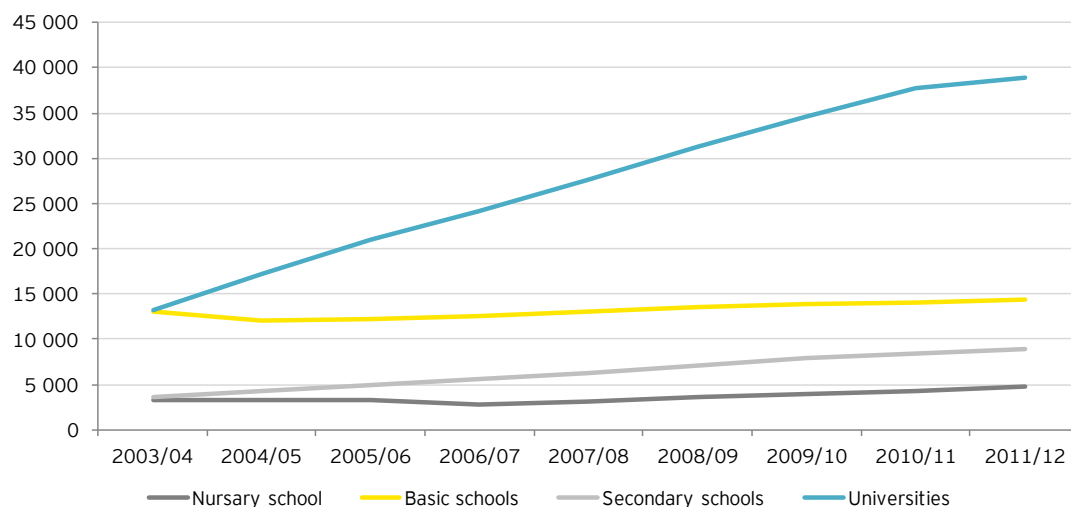
Source: Ministry of Education, Youth and Sports

Prague has progressively become an attractive destination for **foreign students** (including both EU mobile citizens and TCNs). Indeed **14.3% of its students are foreigners versus an average of 10% at the Country level**[347]. In the past years lots of incoming students expressed a desire to prolong their studies in the Czech Republic and very often try to settle-down in the country[348].

Box 34: Local policies promoting education in Prague

Policy measures and initiatives in the area of education address all the potential target groups, and specifically foreign pupils and children from primary to high school, university students, as well as teachers dealing with intercultural classes.

Due to the high number of foreign students in Prague universities, most of the projects address university students. The most popular Universities in Prague (i.e., Charles University, University J. A. Komensky and the University of Economics) have all joined the **LLP Erasmus Programme** and have established numerous exchange agreements with non-European Institutions. Moreover, they all established an **International Relations Service/Office** to assist incoming foreign students and manage relations with foreign partner universities. Regarding this, the **Erasmus Student Network Czech Republic (ESN CZ)** is a not-for-profit student organisation aiming at supporting incoming students under the principle of Students Helping Students.

The University of Economics also runs a **Buddy Programme** in order to ease the arrival and the inclusion of foreign students, and to reduce the stress of moving to a different country. Based on common interests, field of study and language spoken, the Buddy Programme matches an incoming foreign student with a local one responsible for assisting the new arrived during her/his first times in Prague and helping her/him in dealing with everyday issues. A Buddy Guide is also delivered to all foreign students as an additional information support for all University services.

In addition, for foreign pupils and children there are **International Schools** (e.g., Christian International School, Prague British School) where they can attend classes in other languages different from Czech.

The increasing number of foreign students in Prague prompted also the necessity to take into account teachers' needs when dealing with multicultural classes. To this end, the **Educational Programme for the Support of Educators working with foreign students** has been launched with the aim of providing teachers with the appropriate tools to support and ease the integration of foreign pupils and students into the Czech education system. Interested teachers could use an online platform to get professional literature dedicated to multicultural/intercultural education, as well as working material, contact details of organisations operating in the given area, professional workshops that deepen the knowledge and skills related to work with foreign students. A substantial part of the project consisted in training selected educators with the goal of teaching them how to work with the provided material and information.

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[347] Source: Ministry of Education, Youth and Sports, 2011.

[348] I EU Free Movement Focus Group, Prague June 25th, 2013.

In order to increase the level of multi-culturality at school, also the programme **Foreigners as teaching assistant** has been implemented giving foreign nationals the opportunity to assist teachers in schools and support them in dealing with cultural differences of children.

Intercultural Dialogue and attitude towards Migration

As pointed out by a research[349]**, the majority of Czech citizens share what can be defined as an "assimilation philosophy" with regard to foreigner communities, a sign of a limited openness towards cultural differences**. Specifically, in 2008, more than two thirds of the Czech population supported the adjustment of foreign nationals to Czech culture, as the "preferable mode of immigrants' integration". An even more pronounced strengthening of this assimilation appeared to be recorded in 2008 (coinciding with the enlargement of the EU to Romania and Bulgaria). More generally, the research mentioned above highlights how foreign nationals are not always welcomed, especially those establishing in the city for economic reasons, whereas a more favourable attitude is recorded towards students and those who come because of family reunification[350].

Nevertheless, moving from these general considerations, several **distinctions** should be made, as well as ongoing **changes which should be pointed out**.

Firstly, **there are significant differences regarding the perception of individual foreigners' groups.** According to a poll aimed at evaluating the trend in the attitude of the Czech towards selected nationalities form 1991 to 2001[351], the **Czech have the most positive attitude towards Slovakians** passing **from 58%** of people stating a good attitude in 1991 to **74% in 2001**. The common life in one State for more than 70 years, as well as cultural and language proximity probably explain the positive results. However, a positive attitude is also recorded where **Polish** citizens are concerned: the positive attitude towards this group passed **from 35%** in 1991 to **53% in 2001**. In **2006**, a different poll on the degree of sympathy of the Czech population towards selected nationalities **definitively confirms** an increasing openness of Czech citizens towards other EU national groups. **91.4% of Czech citizens have a high degree of sympathy** towards **Slovakians, 73% towards Polish and 59% towards Germans**[352]. In other words, the negative attitude recorded seems to concern more, even if not exclusively, TCNs (and more specifically for citizens of the Balkans, citizens of the former Soviet Union and Vietnamese) [353]. **Moreover, it should be mentioned that the negative attitude towards migration appears to be lower at local level** (26% at local level, as compared 58% of Czech)[354].

As far as the media discourse on both EU mobile citizens and TCNs in the Czech Republic is concerned, **there is much more public discourse about their labour market integration than other issues, such as, for example, housing integration**. Many Czech citizens are afraid of the negative consequences of labour immigration as many foreigners are working for lower salaries than native people. Housing and segregation are actually not topics of a public discourse[355].

This overall picture explains the **number of awareness campaigns** that NGOs are promoting to increase nationals' knowledge of foreign nationals' situations.

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[349] The Czech Republic: on its way from emigration to immigration country, IDEA working paper 2009.

[350] Ibidem.

[351] Ibidem.

[352] Vztah 2007

[353] In the two opinion polls mentioned "Vztah 2007" and "Postoje 2008", as well as pointed out in the IDEA working paper 2009.

[354] According to the survey results mentioned above: foreigners are mostly perceived as a problem at the country level, while at a local level (in a place where respondents live) this negative perception is significantly lower, and equal to 26% (IDEA working paper 2009).

[355] Case Study on Housing, Prague, Czech Republic, H.Fassmann, J.Kohlbacher, CLIP Network.

Box 35: Local initiatives promoting a positive local attitude towards migration in Prague

In order to support foreign nationals arriving in the city in dealing with Czech Public Authorities, NGOs in Prague have decided to both support foreigners in dealing with public officers and to increase civil servants' awareness of foreigners' needs.

On the one side, **Put yourself into Integration!** is a training project for Government officials and NGOs working in the field of inclusion of foreigners in the city of Prague and aims at improving their attitude towards a multicultural dialogue. Trainings focus on less common issues in this area such as gender and cultural sensitivity, stereotypes and prejudices, etc. On the other side the support to foreigners in dealing with Public Authorities is granted through the **Social Interpreters for foreigners**, being an "interpreting" service free of charge.

Moreover through the **Migrants' Forum** migrants can enhance their presence on the web (through blogs, demonstrations, etc.) communicating their stories and perspectives in order to progressively increase the general public awareness regarding their cultures and habits.

At the end, with the aim of increasing the local understanding of different cultures, programmes like **Together for Foreigners II** try to directly involve nationals in the voluntary work of local NGOs dealing with the welcoming and support of foreign nationals during their process of inclusion thus helping them to understand foreigners' needs.

Box 36: initiatives promoting nationals' awareness on foreign nationals' situation in Prague

Among the initiatives implemented to draw Czech citizens attention on foreign nationals situation there is the **Let's Give Immigrants a Chance,** managed by the Association for Integration and Migration. The aim of this project is to make secondary school students and foreign nationals get in touch promoting a cultural exchange among people with a different background. Thus, children were involved in 13 discussions, followed by multicultural evenings, both organized to raise their awareness in relation to the labour migration and the life of foreigners in the Czech Republic. Discussions with children were performed in the form of interactive workshops led by professionals in the field of migration and foreigners themselves, so that children had the chance to learn about integration from personal stories. Foreigners also took part in the multicultural nights through the presentation of their culture (music, food, customs, exhibitions, movie screening, etc.). At the end, the project also looked to contribute to the elimination of intolerance and stereotypes on the part of the Czech society, also compensating for the lack of information.

Besides NGOs, **local libraries represent a major actor in developing policies to foster intercultural dialogue in Prague**. Indeed, they have recently undergone a major change in the services they supply in order to meet foreigners' needs. Joining the European project "Libraries for all – a European Strategy in Multicultural Education", libraries in Prague aim at becoming multicultural and multilingual and at being considered as places of learning and communication for all the city inhabitants.

Box 37: Local intercultural initiatives launched by the libraries of Prague

Prague's libraries offer new services for foreigners that are easily accessible thanks to a new arrangement of the space which takes into account foreigners' needs. After the preparation phase in summer 2009, new services for foreigners were communicated through **library information brochures produced in 7 foreign languages** (including German, English, Russian, Ukrainian, Mongolian, Vietnamese and Chinese). A notice was posted on websites of NGOs in Prague that deal with foreigners and the word also spread among organizations and associations of foreigners via e mail, telephone, by volunteers and MKC Prague's external co-workers. The new library services were also advertised in minority newspapers. MKC Prague and the Municipal Library of Prague (MLP) ran also **computer training for foreigners** between October 2009 and May 2010, in which foreigners, mainly from the Ukraine and Russia, have participated.

The project has also focused on the **training of libraries' staff** as the second main aspect. In 2009, a theory-oriented seminar for librarians was held. Contributions on the overall migration situation in the Czech Republic and Prague were presented, as well as intercultural communications techniques and examples of good practice. In the final part of the seminar, a panel discussion with spokespeople and other guests was held, covering the topic "The role of libraries in education and integration of migrants". **Two practically oriented workshops** for librarians with 20 participants each, took place in February 2010. The participants were the staff members of the MLP Central library and MLP branches operating in Prague districts with the highest incidence of foreigners. The topic was "Communication with migrants in a library". Librarians had the opportunity to prepare for and experience common communication situations that occur in a library. Based on the workshop, a handbook for librarians providing guidance and basic phrases was produced.

Finally, **Czech language knowledge is one of the key integration targets set by the Updated Concept of Immigrant Integration**. Indeed, there are various initiatives implemented by local NGOs addressing this issue but no general data mapping Czech language competencies among foreigners. Nonetheless, as the main group of EU mobile citizens in Prague is represented by Slovakians, **language knowledge becomes a less critical issue for EU mobile citizens** and thus they are not considered as the primary target of these initiatives.

Box 38: Initiatives promoting language learning in Prague

Several policy measures have been developed to support foreigners' knowledge of language. As an example, the "**Low threshold course of Czech language**" is an open and accessible language course organised by the MKC Prague and the MLP in partnership with the Centre for Integration of Foreigners (CIC) in Prague. The CIC also has launched the "**Czech for foreigners**" giving foreigners the possibility to attend different kinds of classes according to the specific level (i.e., beginners, pre-intermediate, intermediate).

Targeting specifically foreigners coming to Prague to study, the **Erasmus Intensive Language Courses (EILC)** aim at supporting students in overcoming the language barrier and limit the stress of moving to a different country. Specifically, incoming Erasmus students are welcome to join these courses run during summer holidays, usually at the end of August or beginning of September and during winter until the end of February. Students have the opportunity to study the Czech language for two to six weeks (with a minimum of 60 teaching hours in total, and at least 15 teaching hours a week) and, at the same time, to get familiar with the city, culture and people.

Finally, some initiatives and local stakeholders are contributing to the intercultural dialogue and exchange between foreigners and native citizens. For example, **the most represented groups of EU mobile citizens have their cultural institutes** (e.g., Slovakian or Bulgarian Cultural Institutes) which organise various initiatives for strengthening their common cultural background. Moreover, local associations and NGOs organise events and meetings to introduce to the general public the cultures of different countries as well as foreigners' communities living in the Czech Republic (e.g., Dialogue of Cultures, Women between cultures, exhibitions organised by the Multicultural Centre Prague).

Focus on Roma people

The estimated number of Roma people in the Czech Republic is about 250,000. Prague is one of the most important destinations for Roma people and nowadays there are approximately 20,000 people. Roma people are often discriminated (accused of petty street crime, prostitution and abuse of the social system)[356]. The majority of Czech citizens have a negative perception towards Roma people probably due to the different style of living considered incompatible with what they are used to. Nonetheless, Czech perception has progressively improved passing from 70% having a bad attitude towards Roma in 1991 to 60% in 2001[357].
Regarding the access to housing there is still a heavy impact of discrimination which hinders Roma people to integrate in the regular housing market. Moreover housing conditions are critical, as the majority live in deprived accommodations[358].

Participation in political life: electoral and political activity

In the case of the Czech Republic, **foreigners' participation in the political system appears to be almost non-existent**[359]. Foreigners do not seem to have any visibility in the national or regional political arena,

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[356] Case on housing Prague, Czech Republic, H.Fassmann, J.Kohlbacher, Austrian Acedemy of Sciences Vienna, CLIP Network.

[357] The Czech Republic: on its way from emigration to immigration country, IDEA working paper 2009

[358] Case on housing Prague, Czech Republic, H.Fassmann, J.Kohlbacher, Austrian Acedemy of Sciences Vienna, CLIP Network

[359] Only one exception is documented and is a women minister of Kazakh origin who was appointed to the Czech Government in 2006 to deal with human rights and national minorities issues.

neither as candidates or voters[360]. At the same time, there is no evidence of local policy in this field, while this could represent an important element in the process of full integration.

Moreover, so far both EU mobile citizens and TCNs **do not benefit from democratic consultative bodies** or dedicated funding to organise, meet community needs, and represent their interests[361].

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[360] No evidence of persons elected in the upper or the lower chamber of the Parliament of the Parliament exists. In addition, foreigners are not allowed to be part of a political party in Czech Republic (The Czech Republic: on its way from emigration to immigration country, IDEA working paper 2009).

[361] http://www.mipex.eu/czech-republic

3.6 The City of Turin

3.6.1 Snapshot of the city

TURIN – "Pluralistic City"

Population: 906,874 people in 2011.

Positioning: Set in Piedmont Region in the north-west of Italy, 100 km from the French border. It is part of the Province of Turin, which accounts for 2.3 million inhabitants (2011).

Main economic sectors: Traditionally an industrial city, gradually switching to a post-industrial economy, with the service sector gaining importance with a strong position in the ICT sector.

INTRA- EU MOBILITY CITY PROFILE

► **History of migration:** Growing inflows of EU mobile citizens and TCNs since the 1980s. Strong impact of the 2007 EU enlargement to Romania with an increasing number of Romanians living in the city. Total foreigners residing in Turin account for 14.7% of the total city's population;
► **EU mobile citizens:** 5,438 people, 6.4% of Turin population and 43.7% of the total number of foreigners in Turin;
► **Main countries of origin**: Romania (91.8% of total EU mobile citizens) and France (2%);
► **Main features** of EU mobile citizens:
  • Prevalence of working-age people with low skill level;
  • Strong presence in some sectors, such as Domestic Work and Construction;
  • Increasing role of foreign entrepreneurs in the city economic system;
  • Increasing number of foreign students in the local education system.

IMPACTS OF INTRA EU-MOBILITY: KEY EVIDENCE

► **Economic impacts:**
  • Progressive replacement of national workers in some sectors for which unskilled labour is required;
  • High contribution to the creation of new enterprises;
  • Increasing economic impact on the education system.

► **Social impacts:**
  • Risk of social exclusion of EU mobile citizens;
  • High incidence of foreign pupils and need for supporting their specific needs and possible difficulties through tailored approaches;
  • Gradually the perception of national citizens and the attitudes towards migration is improving, as an effect of the policies promoting the intercultural dialogue and enhancing the contacts between people with different background.

THE ANSWER OF THE CITY: KEY POLICIES AND LESSONS LEARNED

Even prior to accession to the EU, Romanians represented the largest community of Europeans in Turin and the enlargement further trigged this trend. From then on, Romanian citizens already residing in the city were granted access to a range of services previously open only to nationals. At the same time, however, they forfeited access to the projects and initiatives granted to TCNs, having experienced similar issues.
The City of Turin recognized the need for addressing both the strong presence of foreigners in the City, and the "precarious" situation faced by citizens from Romania, through:
► Policies for promoting **the improvement of the labour market** status of Romanians, through the recognition of **qualification** and the support of entrepreneurship;
► **A transversal approach** to the inclusion of EU mobile citizens, by **extending policies** generally aimed at TCNs and by integrating the inclusion and **management of diversity in the overall strategy for urban renewal and development**;
► A strong focus on **positive communication** and celebration of diversity in the city (Turin as a "Pluralistic City");
► The activation of **Public Private Partnerships**, as a means for overcoming budget constraints in public administrations.

3.6.2 Overview of the city: size and features of intra-EU mobility

National level

Italy hosts a large community of foreigners from all over the world, exceeding 4.5 million people (around 7.5% of the total national population in 2011).

Chart 72: Trend of foreigners in Italy as % of the total population
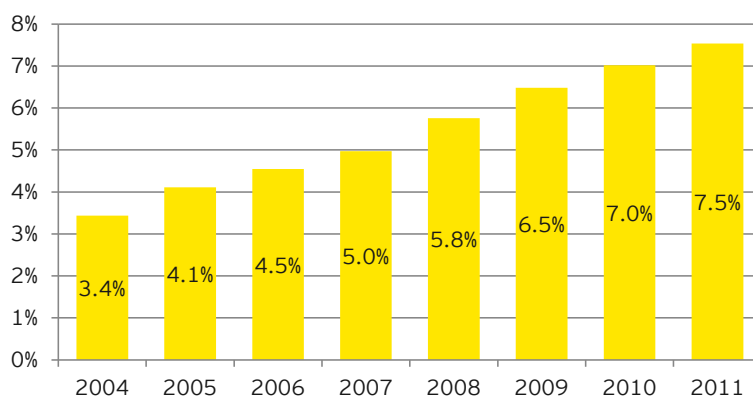
Source: National Statistics Office- Istat

In particular, 1.3 million (i.e. 29.1% of total foreigners) are EU mobile citizens, with 968,576 Romanians representing almost three quarters of the total number of EU mobile citizens in Italy, followed by Polish and Bulgarians (Chart 73).

Chart 73: Composition of EU mobile citizens by country of origin in Italy (2012)
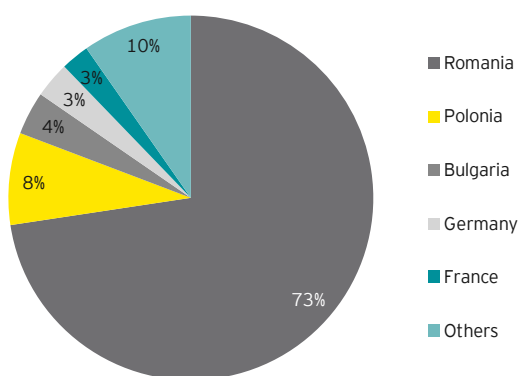
Source: ISTAT, 2011[362]

Turin

Up until the 1980s migration flows were mainly determined by Italian citizens from the South. A**fter 2000,** Turin experienced a **important growth of foreigners from North Africa (Morocco) and Eastern Europe (Romania),** attracted by job opportunities: in 2011, migration increased by more than 330% when compared to 2001, with a major role played by EU mobile citizens and more specifically Romanians. Indeed, **EU mobile citizens increased from 3,000 in 2001 to more than 60,000 in 2012**, whereas TCNs almost doubled in the same period (Chart 74).

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[362] La popolazione Straniera residente in Italia, 2011, ISTAT http://www.istat.it/it/archivio/39726)

Chart 74: EU mobile citizens and TCNs: trend in the number and share in the total population of in Turin
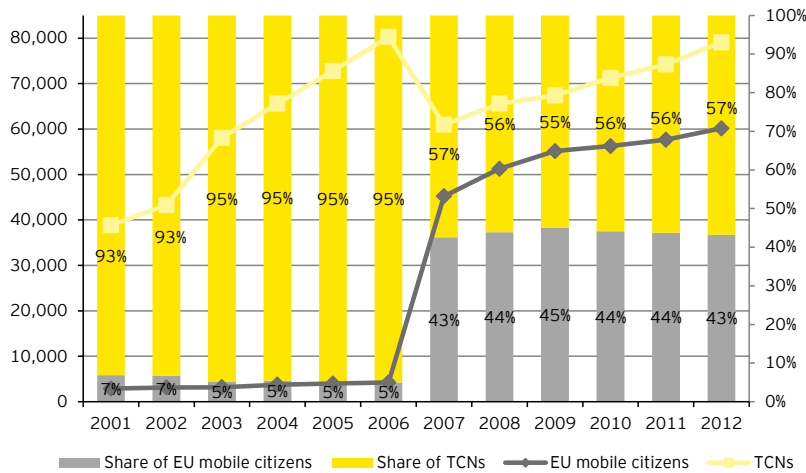
In 2011 there were 133.869 **foreigners** in Turin (EU mobile citizens and TCNs), representing **14.7% of the total population** as opposed to 4.8% in 2001. In particular, in 2011, 58,438 people were EU mobile citizens, representing approximately 6.4% of the population and 43.6% of the total foreign population; and 75.431 were TCNs, representing 8.3% of the total city's population and 56.3% of the total number of foreigners in the city (Chart 75).

Chart 75: Composition of population in Turin Municipality (2011)

The **major increase of EU mobile citizens occurred between 2006 and 2007**, coinciding with the enlargement of the European Union and triggered by entries from **Romania**[363]. Even prior to accession to the EU, Romanians represented the largest community of Europeans in Turin, considering that in 2001, they represented 61% of EU mobile citizens. Part of the important increase of EU mobile citizens is therefore only due to the change, in 2007, of the legal status of Romanians already residing in the city, but a significant part is also due to new migration flows. As a result, 52,940 Romanians lived in Turin in 2011, corresponding to 91.8% of EU mobile citizens and followed by the French (Chart 76). As for TCNs,

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[363] As of March 2007, individuals from Romania and Bulgaria are no longer required to obtain residence permits in order to enter Italy ("visto d'ingresso"). Some restrictions are in place on the employment of Bulgarian and Romanian nationals in Italy (EURES, 2010), largely based on sector of employment. However, from the point of accession to the EU, a work permit has not been required for Bulgarians and Romanians working in the following sectors: agriculture, hotel and tourism, domestic work and care services, construction, engineering, managerial and highly skilled work and seasonal work. No restrictions are in place on self-employment.

the Moroccans represent the largest community, with more than 20,000 people, followed by Peruvians, with a population of almost 9,500 people.

Chart 76: Composition of EU mobile citizens by country of origin in Turin
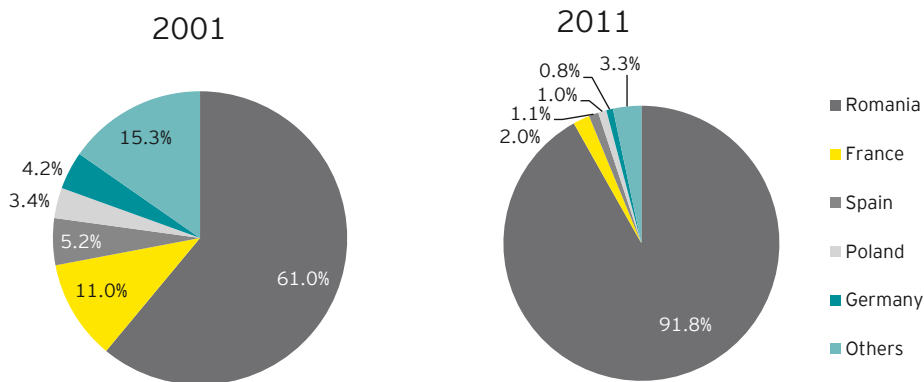
Source: Ufficio di Statistica Comune di Torino, (Statistical Office of the city of Turin), 2001-2012

EU citizens' mobility and TCNs migration contributed significantly to **lowering the median age** of the population. As seen in Chart 77, only 28.2% of Italian citizens living in Turin are below the age of 34 years, as opposed to 55.6% of EU mobile citizens, and 56.3% of TCNs. Furthermore, 42% of Italians are over the age of 55 in comparison to 6% and 7.3% of EU mobile citizens and TCNs living in Turin in 2011 respectively. The young age of people both from EU MS and from TCNs suggests that the main reason to move to Italy is still work opportunities.

Chart 77: Composition of Turin Municipality population by age group (2011)
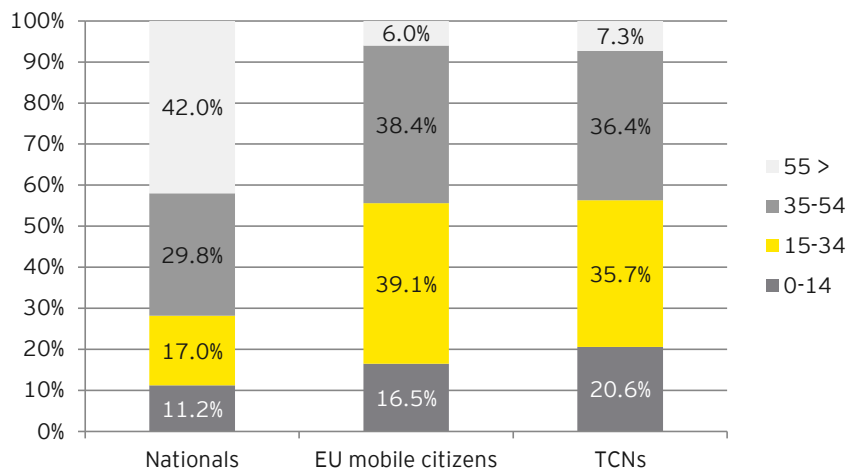
Source: Osservatorio interistituzionale sugli stranieri a Torino (Institutional Observatory for Foreigners in Turin), 2011

3.6.3 Management of migration, intra-EU mobility and inclusion policies in the city

A wide set of local institutions (City Municipalities, Provinces and Regions) are, to different extents, involved in the policies and practical measures aimed at receiving foreigners and supporting their inclusion.

Focusing on institutions dealing with foreigners at the local level, the City of Turin applies what can be referred to as a "**transversal approach" to promote inclusion** and integration of foreigners in the city, with **policies aimed at** improving the economic, social and cultural inclusion of **EU mobile citizens as part of both policies addressed at managing migration-related issues and general policies for the inclusion and wellbeing of the citizens.**

In principle, issues related to the co-existence of different cultures and needs at the local level are not relegated to specific departments or projects, but are addressed in the framework of the **overall social and urban-planning policies**. As an example of this approach, the **Integration Department** ("Assessorato Integrazione"), established in 2005 in order to manage migration-related issues, was **transformed** (following the elections in 2011) and expanded to include urban development and renewal (now "Urban Planning and Integration Department"), by closely linking the integration and inclusion of foreigners with urban development as a whole.

Moreover, the **Foreigners' Office** of the city of Turin acts as a structure for the internal coordination between Municipal Departments, and contributes to the development and implementation of policies aimed at foreigners. In addition to this transversal role, it also provides orientation and information about the **city's services,** such as work and professional training, education, public health assistance and housing, citizenship rights, assistance for victims of discrimination, temporary assistance in cases of extreme difficulty and abuse. The Foreigners' Office is definitely more concerned with TCNs, and most of the **policies which directly benefit EU mobile citizens are implemented by the different departments of the Municipality dealing with social inclusion and welfare**. In addition to the abovementioned "Urban Planning and Integration Department", a relevant role is assumed by the **Department for Culture and Education, the Department for Social services and the Department for Job and Employment**[364].

Finally, it is worth noting that the Municipality of Turin is further articulated in local "**Districts**", administrating single portions of the city's territory, in order to bring services and administrative structures closer to citizens and to their specific local issues and needs.

Figure 11: Governance of inclusion policies in Turin

<hr/>
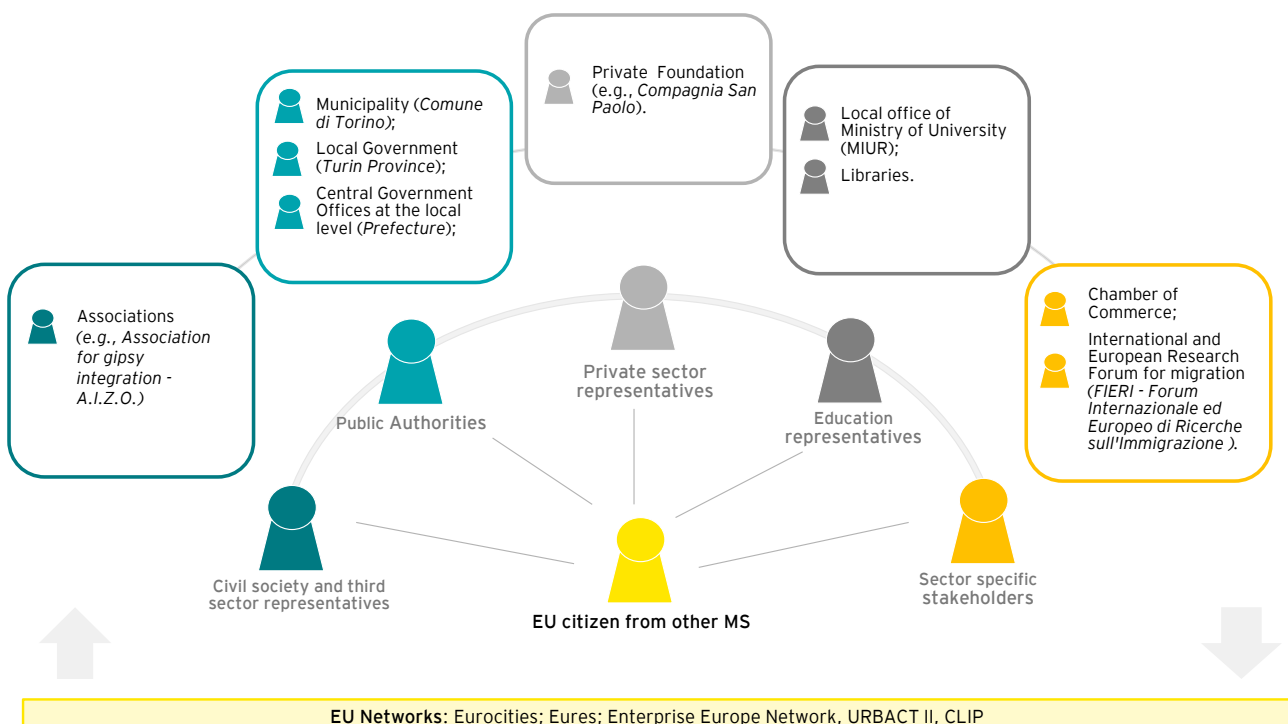
[364] In addition, a specific Directorate is dedicated to the management of EU Funds and "Smart City" strategies.

Together with the above mentioned institutional stakeholders, a **participatory approach with other non-institutional stakeholders** is strongly pursued by the Municipality of Turin, which actively promotes collaboration with foundations, associations of citizens and foreigners, and other **organisations that implement projects and initiatives** on behalf of the city. On the one hand, in the absence of formal bodies, such as a "migrant council", the Municipality promotes different forms of active participation and involvement of foreigners' associations in the development of inclusion policies. On the other hand, in response to the increasing financial constraints, several **private stakeholders** have been increasingly involved in the implementation of initiatives for the inclusion of foreigners. A notable example is the gradual and now stable cooperation between the City Municipality and the Financial Institute "Intesa San Paolo". Through its Foundation "Compagnia San Paolo", this Institute is providing funding for many inclusion and integration policies implemented in Turin. As a result, several **public-private partnerships** have been developed and have contributed in shaping the initiatives implemented in recent years, supporting the city's strategy in promoting social diversity, and supporting foreign entrepreneurship.

Following the 2007 EU enlargement and the increase of Romanian citizens, the city has undergone significant changes with an expansion of the array of welcoming and inclusion policies and becoming one of the most "open" cities in Italy. The adoption of the slogan "Torino Cresce Plurale", i.e. "Turin – A pluralistic City"– developed between 2009-2011 represents the attitude of the city towards migration.

Table 20 presents a short list of selected policies and initiatives. Annex 2 presents them extensively together with additional relevant policy measures.

Table 20: Selection of inclusion policies relevant for EU mobile citizens and TCNs in Turin

POLICY AREAS	POLICIES / INITIATIVES
Employment	► Cantieri di Lavoro (Labour Integration Projects); ► Extra titoli in Barriera.
Entrepreneurship	► Progetto Mettersi in Proprio (MIP) (Start your own business project); ► Fare impresa - Istruzioni per i nuovi cittadini (Doing business- Instruction for new citizens).
Inter-cultural dialogue	► "Torino Cresce Plurale"/"Turin – Towards a pluralistic City", as an information portal on inclusion policies; ► Public spaces for interaction and initiatives involving different groups of citizens (e.g. Intercultural Center, Casa del Quartiere); ► Policies for language training.
Housing	► General policies addressed at neighbouring activities
Education	► "Provaci ancora Sam"/"Play it again Sam!"
Participation in political life	► Proactive Citizenship Initiatives.

3.6.4 The economic impacts of intra-EU mobility in the city of Turin

Employment: the positioning and contribution of EU mobile citizens in the local labour market

Over the last years, the limited growth of the Italian economy, with its lack of flexibility in the labour market and the increase in unemployment rates, has particularly affected **EU mobile citizens and**

TCNs[365]; notwithstanding, **EU mobile citizens** and TCNs had in 2012 **employment rates higher than nationals** (65.3% for EU mobile citizens and 56.4% for nationals)[366], thanks to younger and elderly males substituting nationals in low skilled and blue collar jobs[367].

A similar pattern is observed in Turin both in terms of the **contribution that foreigners bring to the working force and concentration in the low-skills sector**.

Table 21 shows data available at the Turin province level on people over 15 seeking employment: in 2011, **Romanians had the highest employment searching rate** (8%), followed by TCNs, and then other citizens[368]. The low level of search for employment among Italians can be mainly attributed to the age structure of the Italian population which is mainly no longer economically active.

Table 21: Share of population (over the age of 15) seeking employment in Turin

Nationality		2008	2009	2010	2011	2009 / 2008	2010 / 2009	2011 / 2010
		\multicolumn{4}{c}{Year}	\multicolumn{3}{c}{% Variation}		
Italy		1.6%	2.1%	1.7%	1.8%	31%	-18%	-3%
EU	Romania	7.0%	9.2%	8.3%	8.0%	44%	-8%	-1%
	Other EU	3.4%	3.9%	3.2%	3.8%	12%	-18%	19%
	EU average	**6.6%**	**8.8%**	**7.9%**	**7.6%**	**42%**	**-9%**	**-1%**
TCNs		7.0%	9.1%	7.5%	7.1%	33%	-9%	3%

Source: Turin Municipality Employment Services, 2011

In 2011, **12.5% of new jobs were attributed to EU mobile citizens** (Table 22) mainly in the **low-skilled occupations**: 17% of low specialization jobs are covered by EU mobile citizens, in comparison with 3.2% of highly specialized jobs[369].

Data available at province level for 2011 on **sectors of employment** of new employees shows that EU mobile citizens have particularly contributed to the **"Domestic workers industry"**, covering **36.8%** of new jobs against the 20% covered by Italians. EU mobile citizens have also contributed to new jobs in the **construction** and **agriculture** sectors (see Table 22).

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[365] Makovec 2008 "Labour mobility within the EU in the context of enlargement and the functioning of the transitional arrangements. Country study Italy".

[366] Data source Eurostat.

[367] Makovec 2008 "Labour mobility within the EU in the context of enlargement and the functioning of the transitional arrangements. Country study Italy".

[368] Data on the employment, unemployment and activity rates of Romanian, and other EU citizens at local level is not available. The share of job seeking population (theTable 21) represents only a proxy of the unemployment among migrants.

Moreover it is worth noting that the high number of Romanians seeking for a job in the province, it is not inconsistent with the high rate of employment mentioned above at national level. High employment rate entails higher rate of working activity of the population (and lower inactivity rate) and higher rate of people in the labour market, even if classified as "job seekers".

[369] "Non solo braccia. Un'indagine sull'impiego di lavoro immigrato nelle imprese del torinese", Turin Chamber of Commerce and FIERI 2011 (http://fieri.it/wp-content/uploads/2012/11/Non-solo-braccia-rapporto-di-ricerca.pdf)

Table 22: New EU mobile workers by specialization level and by sector - % of total new foreign workers – Turin Province[370]

	New Jobs	%	Nationals	TCNs	EU mobile citizens	EU composition	
						% New EU	% Other EU
Total	74,430	100%	80%	10%	10%	96%	4%
High Specialized	7,776	10%	93.0%	3.9%	3.2%	71.1%	28.9%
Medium Specialized	47,039	63%	76.0%	11.8%	12.2%	98.0%	2.0%
Low Specialized	19,615	26%	66.0%	17.0%	17.0%	100.0%	0.0%
Agriculture	1,490	2%	54.0%	17.5%	28.5%	100.0%	0.0%
Manufacturing	12,674	18%	78.0%	9.7%	12.3%	96.4%	3.6%
Construction	7,667	11%	57.0%	15.5%	27.5%	100.0%	0.0%
Commerce	3,853	5%	91.0%	5.0%	4.0%	90.9%	9.1%
Hotel and restaurants	7,726	11%	80.0%	12.2%	8.0%	44.0%	56.0%
Domestic workers	15,694	22%	20.0%	36.8%	43.2%	100.0%	0.0%
Others	22,303	31%	79.0%	11.3%	9.7%	95.7%	4.3%

Source: Turin Chamber of Commerce, 2011

In line with data on new jobs in 2011, EU mobile citizens in the Province of Turin tend to be highly concentrated in certain sectors, in particular Construction (15.3%), where males mainly work, and the Domestic working sectors (49.1%), where the majority of women are employed (Chart 78).

Chart 78: New Employees by sector in Turin province in 2011
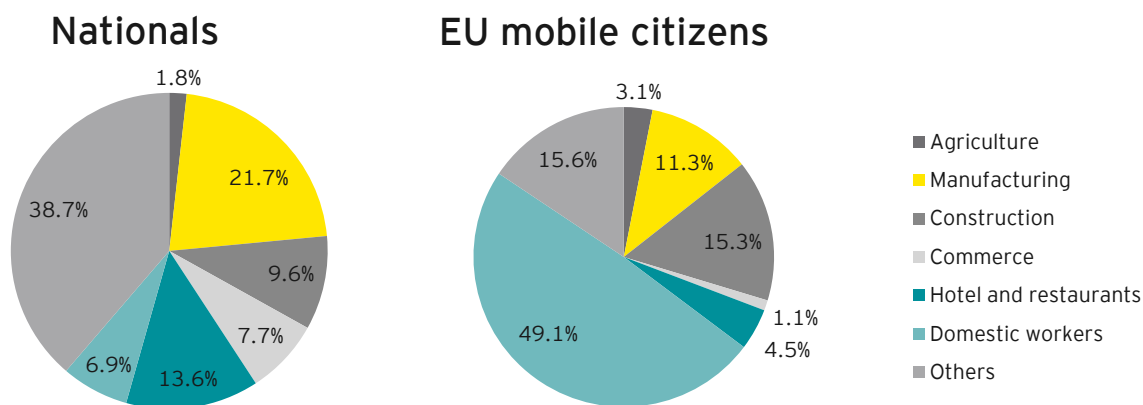
Source: Turin Chamber of Commerce, 2011

In conclusion, EU mobile citizens' employment covers a diverse range of profiles when compared to nationals, as it **assumes a complementary role in the local labour market dynamics, and progressively replaces national workers in some sectors which can be retained less attractive for native employees, such as domestic work, construction and agriculture**[371].

As such, **EU mobile citizens appear to largely contribute to the development of the Construction sector and Domestic working sector** (in the table below included in the "Health, public, social, and personal

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[370] "New EU" citizens intends citizens from Romania, Bulgaria, Cyprus, Estonia, Malta, Latvia, Lithuania, Poland, Czech Republic, Slovakia, Slovenia and Hungary.

[371] "Labour mobility within the EU in the context of enlargement and the functioning of the transitional arrangements" 2009 European integration consortium.

services" sector). These, together with the "Hotel and restaurants" industry **are a relevant source of local economy** development with increasing rates of growth in the past years (Table 23).

Table 23: Number of companies per sector in Turin province in 2009

	2009	2008/2009
Agriculture	6.2%	0.21
Manufacturing	11.6%	-1.1
Construction	15.8%	1.18
Commerce	26.2%	0.09
Hotel and restaurants	5.0%	2.17
Health, public, social and personal services	5.2%	3.1
Services for enterprises	23.6%	0.09
Not available	6.3%	-0.39

Source: Turin Chamber of Commerce, 2011

At the same time, **wage differentials and over-qualification** are relevant issues especially among Romanian women[372].

The average monthly wage of Italian workers in the Turin province is 1,311€ against 975€ for both EU mobile citizens and TCNs, corresponding to a difference of 25.6% that can be attributed mainly to the low level of specialization of foreigners, and the related sectors of employment[373].

Table 24: Average monthly wage in Turin province for Italian and foreign workers (2011)

	Nationals	Foreigners	Difference	%
Men	1,476	1,176	300	20
Women	1,141	775	366	32
TOTAL	1,311	975	336	26

Source: FIERI elaboration on RCFL ISTAT data

Finally, a major problem in the employment sector is the over-qualification among EU mobile citizens. This issue has been specifically addressed by the Municipality through the setting up of a specific service, "Extra Titoli in Barriera" (see the box below).

Box 39: Extra Titoli in Barriera Service

The problem of over-qualification has been addressed by the city of Turin by means of the **Extra Titoli in Barriera** service, targeted to economically active citizens from the EU-12 and TCNs who are in possession of a high school certificate or a professional/university degree. This is true especially for Romanian people: as shown in Table 25, 40% of the Romanian citizens who made use of the service in the first year, held a bachelor degree, 7% held a higher education, 17% had a post-high school or Professional Education, 19% a high school diploma, and only 16% lower education qualifications.

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[372] The risk of over-qualification was pointed out during the focus group and it is the subject of a specific project (Extra-Titoli), described in the following paragraphs.

[373] The Italian **trend of wage differentials between nationals and immigrants has been irregular in the past**: they were quite stable during the 1990s, but they have increased since 2000. In 2003, foreign wages were on average about 75% of those of locals and about 70% of those of intra-national migrants; and, on average, from 1990 to 2003, foreign workers earned 21% less than natives and worked 20% less than natives (Wage assimilation: migrants versus natives and foreign migrants versus internal migrants" Steinar Strøm, Alessandra Venturini and Claudia Villosio EUI Working papers 2013).

Table 25: Beneficiaries of the "Extra Titoli in Barriera" service in the first year per country of origin

Country of origin	EDUCATIONAL QUALIFICATION					Country Total
	Secondary School or lower	High School Diploma	Post High School and Professional Education	Bachelor Degree	Higher	
Romania	9	11	10	23	4	57
Morocco	5	1	4	17	2	29
Peru	-	2	9	12	1	24
Moldavia	1	3	1	5	-	10
Philippines	-	-	2	7	-	9
Others (30)	4	21	7	40	2	74
Total Titles	19	38	33	104	9	203

Source: Data provided by the Municipality of Turin

To this purpose, Extra-Titoli is managed and led by competent operators, with good knowledge and experience in the relevant fields covered by the service. In particular, it offers:

► Personalised consulting services about the possibility to have one's study degree/certificate recognized in Italy and/or use it to gain access to training courses;
► Assistance in activating the procedures to have the degree/certificate recognized, at the option of monitoring the process at the Italian embassies in the different countries of origin;
► Assistance in orientation of the beneficiaries, with respect to training courses and working possibilities, useful to improve and adjust professional skills (e.g. language courses, training courses, self-entrepreneurship services, etc.), and "translate" these into training credits;
► Assistance in overcoming obstacles and difficulties related to training routes through the activation of direct contacts with the relevant offices and ministries as well as educational commissions of the school, when it is deemed necessary to go back into training/education;
► Assistance in orientation of the beneficiaries towards the helping networks within the territory that may support them during the period necessary for the training of the route chosen.

Entrepreneurship: the contribution of EU mobile citizens to business creation

An element which characterizes Italy is the **low incidence of foreigners amongst self-employed people**: in 2010, the self-employment rate of foreigners in Italy was around 14% against the average rate of 27%[374] and it contracted down to 13.3% in 2011. This difference between nationals and foreigners can be attributed to the **presence of formal and informal barriers that slow down the entry of foreigners into self-employment**, so that they are only able to fill vacancies in the most burdensome independent activities (two thirds of self-employed foreigners' work in the construction, retail trade, hotels and restaurants sectors). Notwithstanding the presence of these barriers, foreigners have a strategic role in propelling the city's economic activities, and this is demonstrated by **the increasing role of foreigners' entrepreneurship** in Turin's economic system[375].

In Turin province, during the period between 1997 and 2005, the presence of both Italian and foreign enterprises increased. From 2005 onwards, the number of firms owned by Italians started decreasing while foreign entrepreneurs continued to grow, even if at a slower pace (Chart 79). Foreign entrepreneurs amounted to 11,843 in the year 2000 and more than doubled in 2010 to 30,122, with a compound annual growth rate of 10.9%. Following the EU enlargement in 2007, there has been a boom in Romanian enterprises, and Romanians soon became the largest group among ethnic entrepreneurs, representing

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[374] Fullin, G. and E. Reyneri 2011 Low unemployment and bad jobs for new immigrants in Italy. International Migration, Vol. 49 (1) pp. 118-147.

[375] Non solo braccia. Un'indagine sull'impiego di lavoro immigrato nelle imprese del torinese", Turin Chamber of Commerce and FIERI 2011 (http://fieri.it/wp-content/uploads/2012/11/Non-solo-braccia-rapporto-di-ricerca.pdf)

22% of all non-national entrepreneurs and followed by Moroccans (16.2%), French (5.8%), Chinese (5.4%), Albanians (3.9%) and Germans (3.6%)[376].

Chart 79: Foreign entrepreneurs in Turin[377]
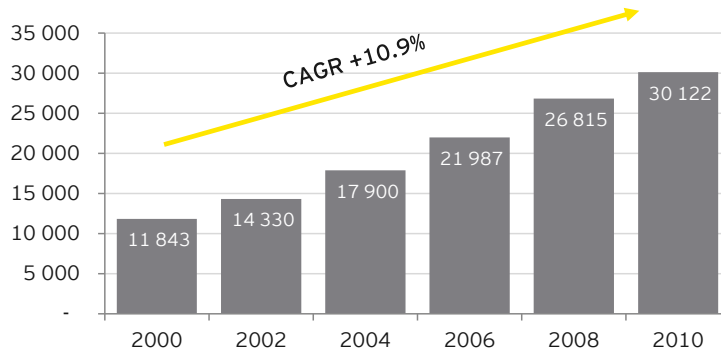
Source: Camera di Commercio di Torino (Chamber of Commerce of Turin), March 2010

The ethnic enterprises in Turin are strongly oriented towards the pre-established sectors, showing prevalence in commerce (28.6%) and construction (27.9%). Other prevalent working sectors for foreign entrepreneurs (both EU mobile citizens and TCNs) are business services (15.7%), manufacturing (10.3%), tourism (6.1%) and personal services (3.8%)[378]. The business sector analysis highlighted that entrepreneurial activities of foreigners differ according to the country of origin, with **over 71% of Romanian entrepreneurs involved in the field of construction.**

Entrepreneurship is particularly relevant for the creation of occupational opportunities for foreigners Turin's production system. Indeed, as self-employment creation among nationals decreased in the last years (from 112,695 in 2005 to 110,910 in 2011), **foreign self-employed increased from 4.256 in 2005 to 15,756 in 2011**, showing a compound annual growth rate of 15.7% in the last 10 years (Chart 80). In line with this trend, in the area of Turin, several successful initiatives have been implemented with the aim of supporting foreigners in starting professional and productive activities.

Chart 80: Self-employed in Turin Province in the last 10 years

Source: Chamber of Commerce of Turin 2011

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[376] Turin Chamber of Commerce. Please note that ''ethnic entrepreneurs'' refers to foreign nationals having set up a business (see also footnote 127).

[377] Compound Annual Growth Rate.

[378] ''Ethnic Entrepreneurship. Case Study: Turin, Italy''. CLIP Network

Even if the Municipality tends to consider ethnic entrepreneurship as part of a more general entrepreneurship issue and the main strategy is to strengthen the idea of a single group of entrepreneurship policy recipients, whether nationals or foreigners, some specific initiatives **to strengthen foreigners' basic knowledge of how to start an enterprise foreigners have been identified,** and some commercial banks in Turin (Intesa SanPaolo, Unicredit, etc.) have improved their policies for helping foreigners intending to become entrepreneurs by hiring foreign employees speaking Middle Eastern languages or Spanish, and placing them in front-office roles in the areas of the city with high levels of foreigners.

Box 40: Local policies promoting entrepreneurship in Turin

The initiative "**Starting a Business – Instructions for new citizens**" ("Fare Impresa – istruzioni per i nuovi cittadini") aims to provide support, advice and answers to difficulties encountered by foreigners in their contact with the Public Administration and in the process of starting a new business. The promoters also started a specific school for foreigners, targeting those who already are, or want to become, entrepreneurs in the area.

The initiative "**Start your own business**" ("**Progetto Mettersi in Proprio - MIP**") has been set up by Turin Province and funded by the EU Social funds to support enterprise creation. The project provides support and advice to discuss the business idea, assess its effectiveness and develop all the necessary steps towards the implementation of the business plan. Between 2008 and 2012, the project helped in realising more than 6,683 projects involving almost 9,000 entrepreneurs, in different sectors, ranging from commerce, handicraft, services, restaurants.

The impact of foreign nationals on services and public finance

EU mobile citizens and TCNs' inclusion and assistance policies account for 3.7% of the total expenses of the Turin Municipality (around 10 million € in 2010) (Table 26). Around 15% of these expenses are represented by public contribution to activities developed by associations and companies (accounting for the 25.3% of total contributions to associations and companies).

Table 26: Turin's municipality expenses for migration policies (2010)

	Expenses	of which Contribution to associations and company
Social assistance	2 371 401	
Help desk and cultural mediation	313 275	
Other services	8 197 182	
Migrants policies	**10 881 858**	**1 567 762**
% of total expenses	*3.7%*	*25.3%*
Total	292 711 493	6 197 768

Source: Rapporto Multiwelfare 2013 FIERI

As for benefits, data at local level is not available, but an evaluation carried at national level by "Caritas migrantes" in 2009 shows that tax revenues from foreigners on the whole brought a net benefit of 1.5 billion € to national public finances (Table 27): the high amount of social security taxes paid by foreigners, in addition to other direct and indirect taxes, extensively overcomes the costs of social services provided for them.

Table 27: Foreigners public Cost & Benefits in Italy

Benefits		Costs	
	€ billion		€ billion
Social security taxes	7.5	Healthcare	3.1
Personal income taxes (IRPEF)	2.8	Education system	3
VAT	1	Prisons and court	1.5
Oil and mineral	0.4	Social security	1.5
Lotteries	0.2	Social services	0.5
Visa and citizenship allowance	0.1	Ministry for Home services	0.5
		Housing	0.4
Total	12	Total	10.5
Net	1.5		

Source: Dossier Statistico Immigrazione Caritas/Migrantes 2009

3.6.5 Inclusion policies and social impacts of intra-EU mobility in the city of Turin

Improving housing conditions and reaching the suburbs

Both EU mobile citizens and TCNs are not uniformly distributed in the city of Turin: they have mainly **settled in a limited number of districts, where the percentage of foreign people ranges from 11.2% to 15.9%.**

Figure 12: % of foreigners per district
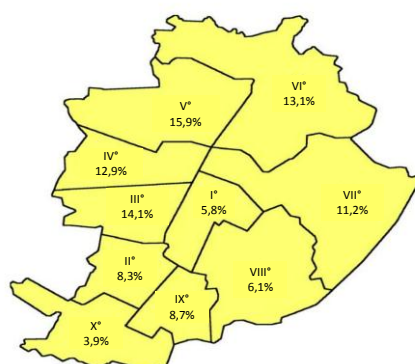
Source: Osservatorio interistituzionale sugli stranieri a Torino, 2011

Several initiatives, promoted by the Turin Municipality and related public associations, offer support to foreigners to address the housing problem. Moreover, services resulting from the "Agreement between the Ministry of Internal Affairs and the Municipality of Turin" and "New habitants and social cohesion" work to collect data and build up inclusive policies. Several services for foreigners' inclusion are deployed just in the suburbs of the city, as to allow foreigners to actually benefit from the services offered.

Every year the Turin municipality assigns around 500 hundred social houses, but most of them are for nationals and to a minor extent for TCNs: the incidence of EU mobile citizens receiving this kind of assistance, although increasing in the last years, is still low (Chart 81).

Chart 81: People benefiting from social housing per national group
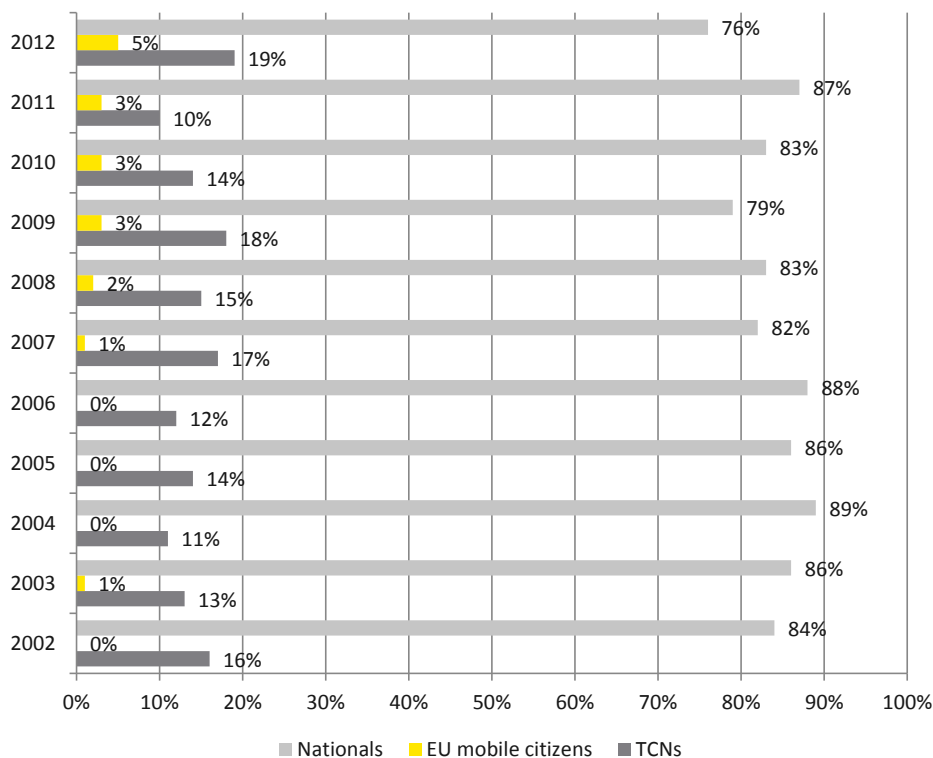
Source: Informa casa by Turin municipality

Education: Supporting inclusion of foreign pupils in school and attracting university students

Supporting foreign pupils in schools

The young foreigners' average age is reflected in the relevant share of foreign pupils enrolled in the city schools. 24.2% of Turin's pupils, attending primary schools, are EU mobile citizens and TCNs, of which 16.8% are non-Italian children born in Italy and 7.3% are born abroad (Chart 82).

Chart 82: Students enrolled in primary school for the year 2012-2013
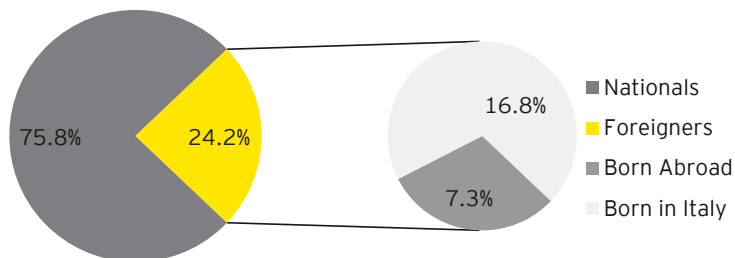
Source: Divisione servizi Educativi. Osservatorio sulla scuola di Torino

The share of foreign pupils in primary schools in different districts reveals a concentration of foreign students in a few districts, i.e. 6th and 7th, where they are more than 1/3 of the total attendance.

Table 28: Primary Schools – Students enrolled in 2012-2013 for districts and nationality

Districts	Italian Students		Foreign Students				Total
	%	N	Born Abroad	Born in Italy	Total		N
			%	%	%	N	
1	88.4%	2 439	3.5%	8.0%	11.6%	319	2 758
2	87.1%	3 033	4.9%	8.0%	12.9%	448	3 481
3	80.5%	3 716	7.1%	12.4%	19.5%	900	4 616
4	75.3%	2 357	8.9%	15.8%	24.7%	774	3 131
5	74.3%	3 632	6.2%	19.5%	25.7%	1 256	4 888
6	61.3%	2 627	10.3%	28.4%	38.7%	1 657	4 284
7	63.9%	1 876	10.9%	25.1%	36.1%	1 058	2 934
8	79.2%	1 537	7.4%	13.4%	20.8%	403	1 940
9	77.1%	2 357	6.8%	16.2%	22.9%	701	3 058
10	76.3%	847	7.1%	16.6%	23.7%	263	1 110
City	76.4%	24 421	7.3%	16.8%	24.2%	7 779	32 200

Source: Osservatorio sulla scuola di Torino (Turin school observatory)

Foreign pupils attending secondary schools in Turin are fewer than those enrolled in primary schools, accounting for around 13.2% of total students, of which 5.4% are pupils from other MS[379]. EU mobile students mainly prefer practical study profiles, with 71.7% of pupils divided among Professional and Technical schools, as opposed to 46.4% of Italian students.

Chart 83: Senior secondary school students per study field 2011/2012 in Turin
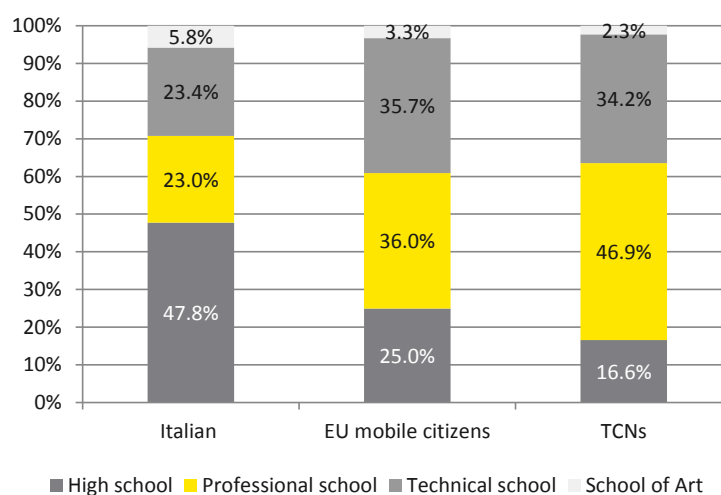
Source: Osservatorio sulla scuola di Torino (Turin school observatory)

Foreigners in secondary schools face difficulties in the process of inclusion. Data related to 2011/2012 shows that young foreign students (both EU mobile citizens and TCNs) have a rate of success of **55.8% and a rate of failure of 19.2%, in comparison to respectively 69.5% and 8.1% of Italians** (Chart 84).

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[379]Source: Educational services division, Observatory on School of Turin Divisione servizi Educativi. Osservatorio sulla scuola di Torino

Chart 84: Secondary school results 2011/2012 in Turin
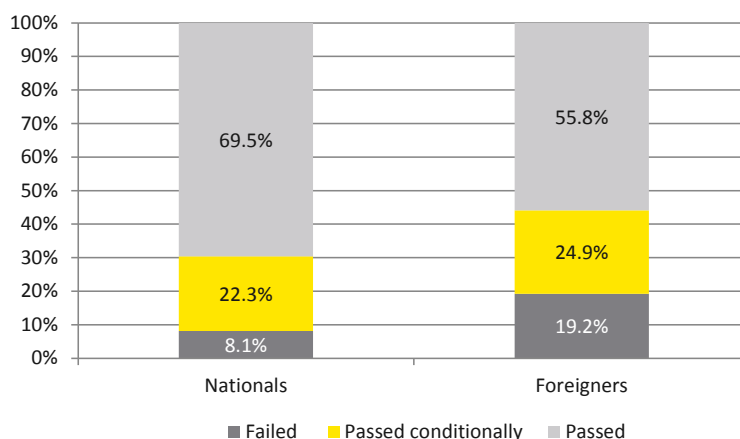
Source: Processing of Education and vocational guidance of Turin province from Regional School Database

Box 41: Local policies promoting education in Turin

The "**Play it again Sam**!" is a project to fight drop outs that can be considered a best practice. The project is led by the Italian Ministry of University and Research and Compagnia San Paolo and envisages a joint action of schools, associations and local authorities to support, through social inclusion and assistance actions both within and outside schools, students' drop outs. In 2011, foreigners accounted for 47% of the pupils included in the primary programme and 87% of the pupils in the secondary programme.

The International dimension of local Universities

The number and share of foreign students enrolled in city universities significantly grew over the last ten years, from an overall average of 2.4% to 11.8% (Chart 85). Data on foreign students in Turin's universities is not disaggregated for EU mobile citizens and TCNs, but as the total number started to increase after 2007, coinciding with the year of EU inclusion of Romania and Bulgaria, there seems to be a clear impact of EU mobile citizens. Foreign university students are concentrated in the Politecnico of Turin, a university specialized in technical degrees as well as Engineering courses.

Chart 85: Share of foreign students in the city's universities
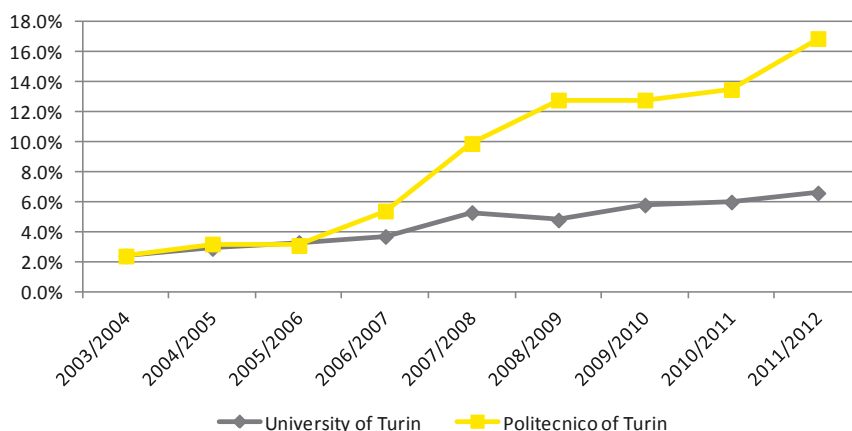
Source: Regional Observatory of Universities and Right to Study

Intercultural dialogue and attitude towards migration: Public spaces for interaction

Contact between people who would not necessarily interact with each other is another distinguishing element of the approach to inclusion pursued by the city of Turin. The creation of spaces and places in which all groups come into contact and interact, rather than the creation of separate spaces, is at the heart of the city's strategy[380]. Several activities seek to attract EU mobile citizens, TCNs and nationals and to promote the interaction and the creation of a sense of community (see the examples in Box 42 below).

Box 42: Local policies promoting intercultural dialogue in Turin

The city has heavily invested in the creation and development of **"Neighbourhood Centres"** (there are currently 8 centres) which promote various cultural activities, designed on the basis of the needs of the specific areas/neighbourhoods. For example, the "Casa del Quartiere" is a neighbourhood centre established thanks to the funding of the Vodafone Foundation and the Compagnia di San Paolo.

This centre is part of a "**policy on the social use of public spaces**" that brings policy implementation to the places in the city where migrants live. The underlying idea is that inclusion is rooted in places, hence the initiatives can be described as place-tailored to most effectively address and respond to local needs. The "Casa" is to some extent self-financing in order to promote sustainability (the goal is for 60-70% self-financing for all centres). Nonetheless, the city would like to ensure that the centres do not become profit-based enterprises.

Similarly, the "**Intercultural Centre of the City of Turin**" (*Centro Interculturale della Città di Torino*) was created in 1996 with the purpose of offering intercultural training courses to all citizens, both migrants and nationals, therefore promoting inclusion. Specifically, the Centre promotes, among others, seminars, meetings, intercultural materials, and events. Moreover, during the last years, the Centre has been focusing on second-generation migrants, to avoid school dropouts and promoting "artistic languages" at the same time.

Moreover, the city of Turin is one of the first Municipalities in Italy to confront directly the topic of immigration through the adoption of a co-operation model with the third sector. The *slogan* **"Turin – A Pluralistic City"** is itself the recognition of inclusion as part of the planned growth for the city.

Box 43: Communication tools - Torino as a "Pluralistic city"

"Turin – A pluralistic City" is also a web portal and a communication tool, aimed at providing information and assistance in relation to the services and initiatives available in the city (e.g., enrolment of children to schools, health assistance, employment services, cultural initiatives). The website offers informative tools, such as a guide and services' maps in several languages, such as Romanian, English, French and Spanish (plus Arabic, Albanian, and Chinese). This aims at representing a first and complete channel for starting the contact with newcomers and orienting them towards the different opportunities of the city.

As also echoed during the focus group, the "pluralistic" approach adopted by the local administration, the related communication campaigns launched, and the welcome tools implemented, played a significant role in the development of the city. All these elements strongly contributed to change the perception of local citizens towards foreigners and to gradually address discrimination issues.

Not surprisingly, the 2013 "Report on Migrants' integration Index in Italy" by CNEL (National Council for economics and occupation)[381] on data for 2010 confirmed the improvements achieved by the Piedmont Region and Turin Province in foreigners' inclusion. According to the index, the Turin province ranked 16th

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[380] Turin: results of the intercultural city index, 15 November 2011.
[381] http://www.cnel.it/29?shadow_ultimi_aggiornamenti=3484. The index does not distinguish between EU citizens living in a MS different from that of origin and TCNs.

out of 110 as for the "attractiveness index" [382] and 38th for the "migrants' integration potential"[383]. This latter represents an impressive improvement, considering that in 2008 Turin ranked 96th.

Focus on Roma people

In Italy, the number of Roma and Sinti population is estimated to be around 150,000 persons, coming from EU MS (Romania and Bulgaria), and other Balkan regions; in Turin this number is around 2,300 people (2011)[384]. Around 900 of them, mainly with Italian and Balkan origins, are located in 4 authorized "residing zones" of Turin, while the remaining live in "voluntary residing zones" (not authorized), nearby the authorized areas, or in the neighbouring areas of the city. The 2004 and 2007 EU enlargement contributed to the movement of a great number of Roma from Eastern EU MS, raising western countries' concerns about potential issues on their socio-economic inclusion[385].

Historically they have been largely marginalised and suffered low socio-economic status; they often settled in informal and unauthorized camps in densely populated areas, factors that have always been perceived as issues for security and social order. Moreover, a number of studies and publications have reported high levels of discrimination against Roma and Sinti, including complaints on Italian practice related to housing, access to justice and promotion of social and economic wellbeing of Roma communities.

In Turin, a wide range of initiatives and services addressed to the Roma population residing in the city has been implemented, mainly aimed at providing information on how best to utilize the social services and practical assistance. Furthermore, local institutions in collaboration with non-profit associations have put in place several experimental programmes to foster the Roma population's social inclusion in the city. These projects are mainly focused on education and training and aim at overcoming obstacles linked to the language knowledge and the level of education.

Among these, an initiative organized by Ufficio Nomadismo e Insediamenti di Emergenza (Office for Roma and emergency residing area) of the Turin municipality offers information to Roma and Sinta population with the assistance of cultural mediators, as well as several support services (e.g., pupils' school enrolment; national Social service registration; housing services; support to access the labour market and self-employment regularization).

Other non profit organizations, such as A.I.Z.O ("Associazione Italiana Zingari Oggi"/"Italian Association for Gipsy today") organize courses for the preparation of secondary level education exams and professional courses for sanitary occupation, for Roma and Sinti population. For example, the association organizes leather and ceramic laboratory with the guidance of cultural mediators, to introduce Roma and Sinti youth to a labour activity.

Among the different projects implemented in the city, other two examples are to be mentioned:

- The project "**Inclusion techniques for Roma people**", carried out in 2010 by a Consortium of several associations acting in Turin[386] and specifically aimed at fostering the social, education and labour market inclusion of Roma; it involved 71 Roma people in tutoring activities, based on individual working conditions

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[382] The index is based on the following indicators:

- Relevance: share of foreigners on total population;
- Density: average number of foreigners per sqm;
- Internal migrant reception: share of foreigners registered to the civil registry on those cancelled;
- Stability: Share of under-18 year old foreigners on total foreigners;
- Birth-rate: number of born among foreigners every 1000 foreigners;
- Increasing yearly rate: Share of increase of foreigners residing at the beginning and end of the year.

[383] However, it should be noted the overall good score of the Turin is mainly triggered by the good performance in the "labour market and employment" whereas the performance concerning other aspects such as the real estate market access and the high school attendance is lower. The index is based on the following indicators related to:

Economic inclusion (employment participation; labour market's ability to absorb workers: average of born abroad workers newly employed in the year; rate of employment continuity, as share of employed, excluded newly employed, that in the course of the year never ceased their working activity, on the total born abroad employed; self-employment, as share of foreign entrepreneurs on total foreigners older than 18 years of age).

Other indicators, such as real estate access (average annual rent pro capite for sqm compound on positioning respect the city centre), high school attendance; linguistic competences, as share of success of linguistic exams for long term CE residence; share of "permessi di soggiorno" for family reasons on total "permessi di soggiorno" of short term; number of naturalization).

[384] Rom, Sinti, Caminanti e Comunità Locali. Studio sulle condizioni di vita e sull'inserimento nella rete dei servizi socio-assistenziali nel Mezzogiorno "Roma Sinti, Caminati and local communities. A study on life conditions and inclusions in the South of Italy welfare state" IRES 2010.

[385] Migration Policy Institute, March 2013.

[386] "Tecniche di Inserimento ROM", realized by Forcoop, Cooperativa Animazione Valdocco, Consorzio Kairos, Consorzio Sinapsi, in cooperation with ASGI.

and potentialities, with the aim of: *i)* Regularizing contracts of employees; *ii)* Improving ability to communicate in Italian; *iii)* Supporting job seeking; *iv)* Increasing labour market opportunities for Roma.

▶ The **"Dado project"**, aimed at social inclusion of Roma people from Romania in the Piedmont region. The project started in 2008, after the accidental burning of an unauthorized residing zone near the city of Turin (the Settimo Torinese area), thanks to the cooperation of numerous local non-profit organizations, local institutions and the co-founding of Compagnia San Paolo. The project provided a structure to a group of Roma families (around 20), in the framework of an inclusion strategy, promoting children's education, employment services for adult and a cooperation agreement within the neighbourhoods. The structure, offered and restructured by families and organizations involved, became a place for social inclusion of Roma people and the local communities.

Participation in city life: electoral activity

The number and share of EU mobile citizens registered to vote in local and EU Parliament elections did not follow the trend of intra-EU mobile citizens' inflows, as the large inflow of EU citizens from eastern countries has been accompanied by a low level of political participation. Even if the number of EU mobile citizens actively participating in the political life has been increasing in absolute numbers, the proportion of registered to vote on the total number of EU mobile citizens in the city actually decreased and experienced a important decrease to less than 2% after 2007 (Chart 86).

Chart 86: EU mobile citizens registered for voting in Turin Municipality, as a share of total EU mobile citizens entitled to vote
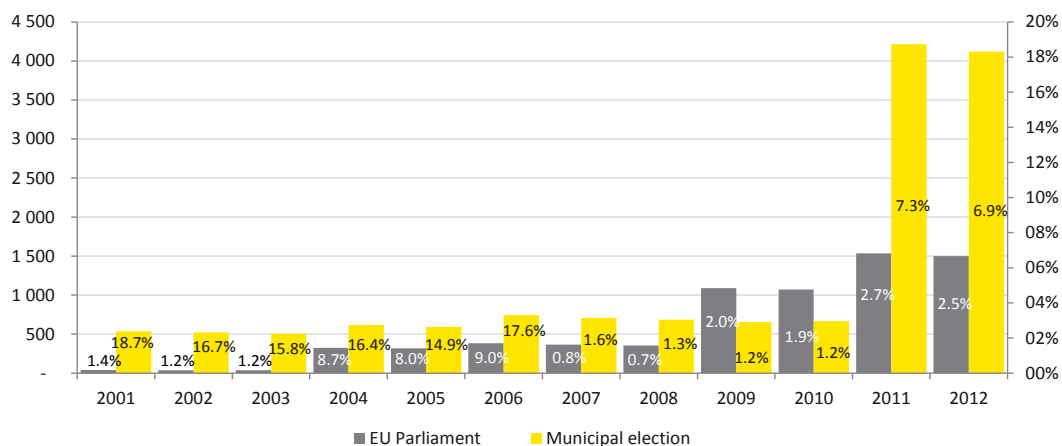
Source: Voting services Torino Municipality

On the whole, a low share of EU mobile citizens actually participate in political life of the city, as well as to Parliament elections. This is mainly due to the low level of participation of Romanians to elections generally observed. For example, a recent study pointed out[387] how, in the last 20 years, the rate of participation of Romanians in their home country elections decreased by 50%, due to government corruption episodes.

More generally, even though the migration movement of Romanians usually has a long-term profile, they remain strongly linked to the Romanian culture and less interested in the host country civil life.

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[387] "Political & social integration of migrant communities: a comparative study The case of Belgium, France, Spain and Greece".

4 Lessons learned: local policies, economic and social impacts of intra-EU mobility

Based on the evidence emerged from each case study, this section provides the main findings and lessons learned.

Paragraphs 4.1 and 4.2 present an overview on governance approaches and policies adopted to manage the full and positive inclusion of this "new" category of foreigners, paragraphs 4.3 and 4.4 investigate the economic and social impacts of intra-EU mobility and the "answers" provided by the policy makers at the local level to effectively face the issues encountered. Finally, paragraph 4.5 concludes and present an inventory of best practices.

4.1 The governance of inclusion policies: main approaches

Strategic approach

The management of migration and the issues related to the effective inclusion of newcomers are complex and can only be addressed through a multi-level governance (where national, regional, local levels play a role) and a coordinated approach between the various policy fields and related departments.

Approaches to inclusion policies across the six cities are various, even though a common feature appears to be the **"mainstreaming" of actions addressed to EU mobile citizens in policies aimed at migration as a whole or at the local citizens regardless of their nationality**.

There is a clear tendency in all cities to rely on services and institutions dealing with all foreigners or with all citizens rather than providing separate services to EU mobile citizens: EU mobile citizens are often not considered as a target on their own merits[388].

At the same time, the overall strategic frameworks are essentially oriented towards **migration intended as a long term phenomenon**.

Selected policies are specifically addressed at **favouring EU mobile citizens with regards to different forms of short term mobility**, mainly related to employment and study (e.g., "EuresChannel" in Lille, "International Employment service" in Dublin, "Contact and consultation centres for EU citizens" in Prague, the numerous initiatives implemented by the Universities of the selected cities to boost exchanges between Universities). However, it should be noted that, apart the specific and targeted initiatives supporting mobility, the whole set of policies and related actions implemented in the selected cities seems also able to take into account forms of temporary and circular migration: EU mobile citizens, whether permanent, temporary or circular, are all confronted with the need for accessing services (including ensuring their children's education) as well as for finding their place in the host society, whereas local governments are increasingly challenged to embrace a growing diversity, and to facilitate the inclusion and mutual interaction between the newcomers and the society that receives them[389].

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[388] To this end it also worth noting that, in line with the terminology used at local level, "Integration" policies is often used, as many of the policies analyzed are addressed to all migrants.

[389] For example, a study carried out on behalf of the European Commission – DG Employment, listed the main hurdles that affect and limit intra-EU mobility of EU citizens: lack of language skills, difficulties in finding a job, access to child care and education, or other facilities, problems of finding suitable housing, problems of adapting to a different culture (European Commission, "Geographic mobility in the European Union: Optimising its economic and social benefits", Final Report 2008).

This overall approach can be partly traced back to the **issues and needs actually perceived** by the local governments when confronted with the **practical management of migration inflows**: on one side the limited weight of EU mobile citizens on total foreign nationals (with the exception of Dublin) and their entitlement to a range of services like nationals[390] often make the need for targeted institutions and policies less urgent; on the other side, the free movement and the EU citizenship are relatively new concepts, to which national and local administrations are still adapting.

Besides this, mainstreaming of EU mobile citizens' policies appears to be in line with a **clear and intentional tendency** to develop **formal and comprehensive policies based on an inclusive approach**, targeting the whole community and refraining as much as possible from categorization of citizens according to their nationality, in order to progressively create an intercultural society able to adapt to the changing circumstances. This is the case of most of the selected cities, where municipalities have drafted a comprehensive local policy/strategy for the inclusion of all foreigners and for diversity management and have singled this out as a key area for policy action (e.g. the Integration Concept of Hamburg, developed in 2013; the 2008 "Towards Integration - A City Framework Strategy" in Dublin; the slogan "Torino Città Plurale", aimed at setting Turin as a multicultural city; the Barcelona immigration Plan 2012-2015).

These strategies highlight some common trends towards foreigners' inclusion:

► **Inclusion is intended as equal participation of all citizens**, both nationals and foreign nationals, without considering foreigners as a separate group, in all sectors and in all aspects of city life. This principle suggests finding a balance between rights and duties and the fight against diversified treatment according to language, origin and religion;

► **Foreigners' inclusion needs a positive interaction of all citizens** and calls for contact, dialogue and mutual knowledge between native citizens and foreigners, through inter-cultural projects.

Mainly conceived as policy frameworks, these strategies consist of principles, guidance and global goals with which single initiatives should be coherent. The last Integration Concept of Hamburg stands out for being the only one including also a **monitoring system for the assessment of all central topics of integration**. A set of indicators with related target values allows the Municipality to assess the progress made with respect to key priorities in the main areas related to integration, and namely employment, training, education, health and administration, children and youth rights, and identity.

The governance structure

The inclusion of EU mobile citizens, as well as of foreigners as a whole, clearly requires and involves different authorities and stakeholders, at national, regional and local level. In addition, local governance is a cross-cutting issue and requires collaboration and coordination between relevant departments and services, and with transnational stakeholders (the EU and the various networks) playing a relevant role.

Not surprisingly, **in the six cities analysed, the governance system of EU mobile citizens' inclusion policies is highly fragmented**. Various actors, both public and private, share the responsibility for the welcoming and inclusion of EU mobile citizens, providing information, offering support services or promoting exchanges with the local community. Generally, **the main actor of foreigners' inclusion policies is the Public Authority**[391], **but additional actors are often involved,** notably civil society and third sector representatives, private sectors representatives, education representatives and sector specific stakeholders. Figure 13 provides an overview of all actors mapped that can be involved in inclusion policies for EU mobile citizens.

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[390] Although with conditions and differences among MS.

[391] It is to be mentioned that none of the six municipalities has set up a specific department dealing specifically with EU citizens' inclusion although some cities have bodies dedicated to migrants' inclusion, like the Office for Integration and the Dublin City Integration Forum in the city of Dublin, the Foreigners Office in the city of Turin, the Integration Council and the Integration Centers in Hamburg, and the Directorate of Immigration and Interculturalism in Barcelona.

Figure 13: Local governance of EU mobile citizens' inclusion policies
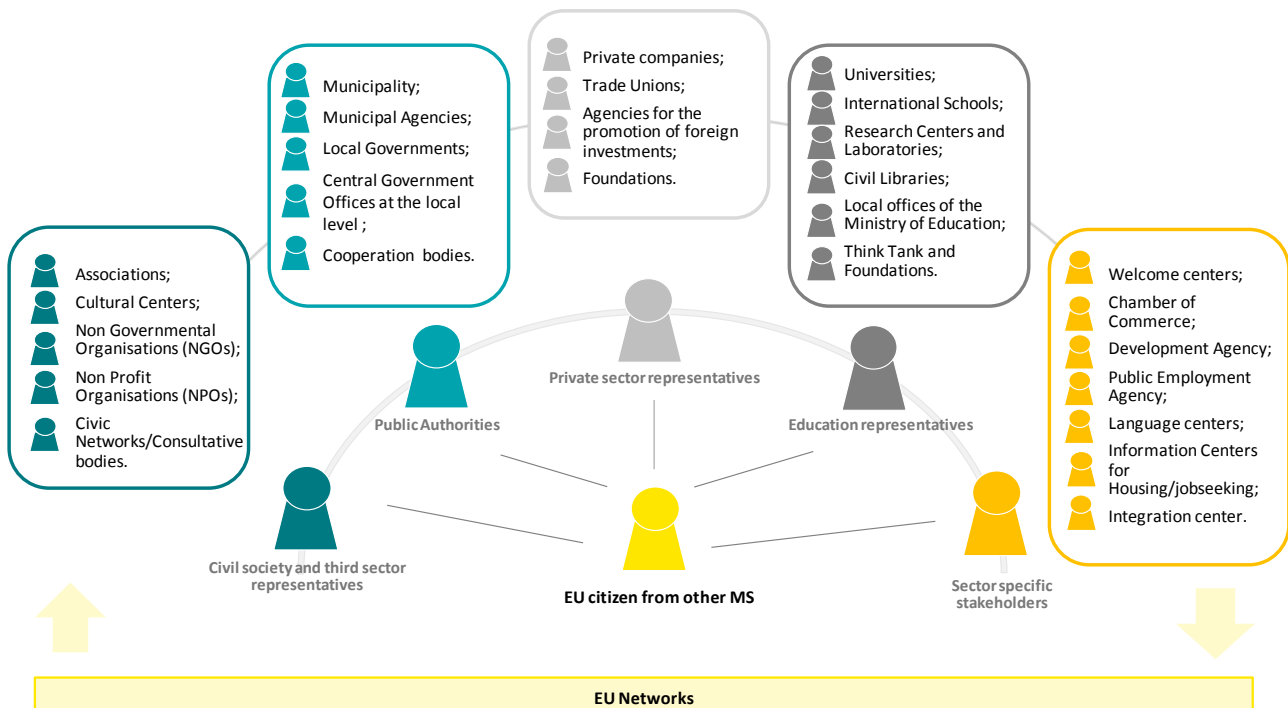
Regarding public stakeholders, the **National Government often provides guidance to the local level for foreigners' inclusion activities** (e.g., this is particularly relevant in Dublin, Hamburg and Prague). Indeed, municipal strategies are often drafted within the wider policy framework set at national level (e.g., "Migration Nation: Statement on Integration Strategy and Diversity Management" in Ireland, the "Updated Policy for Integration of Immigrants" in Czech Republic).

Nonetheless, after the **financial crisis of 2008**, many **changes** have occurred in the assignment of responsibilities among Public Authorities levels. On the one hand, Governmental budget cutbacks have significantly reduced available national financial resources thus increasing the role of **local authorities that are now, for the majority of cases, the key actors for EU mobile citizens' inclusion policies at local level**. On the other hand, **public-private partnerships and collaboration agreements with third sector representatives are progressively growing** to fill the gap left by the unclear share of competences among institutional stakeholders. Thus a **participatory approach with other, non-institutional stakeholders has become the prevailing** (and necessary) model at the city level. As a result, several stakeholders often intervene, with the following specificities:

► **Civil society and third sector representatives**. Associations, NGOS, NPOs and Cultural Centres provide EU mobile citizens with language courses, social and employment counselling and volunteer programmes. Moreover, they are often responsible for the organisation of cultural events and exchanges to foster the intercultural dialogue with the local community. Civic networks and foreigners' consultative bodies also fall into this category, being useful platforms for discussion and for scaling up relevant policy issues for foreigners inclusion.

► **Private sector representatives**. Big private companies (like in Dublin) contribute to the spread of an intercultural and open attitude at the local level fostering equal access to employment. Apart from them, private Foundations financially support the city in promoting social diversity, in supporting foreign entrepreneurship and in participating in projects for the inclusion of foreign citizens (e.g., Turin).

► **Education representatives**. Schools, Universities and Research Centres are active in the field contributing to foreigners' integration through international students' exchange programmes, support

services for incoming students and language courses. Libraries are other actors that are increasingly gaining importance with the aim of becoming (like in Dublin and Prague) multicultural and multilingual centres for all the city inhabitants.

► **Sector specific representatives**. As EU mobile citizens' needs mainly concern housing and employment, many sector-specific stakeholders have extended their services to foreigners supporting them in the search of a house or of a job, in the launch of an entrepreneurial activity, and in the understanding of local institutions. Thus stakeholders like Information Centres for housing or job-seeking, the Chamber of Commerce, or Welcome Centres need to be considered.

Within this general context, governance patterns are highly diversified among the case studies analysed, with **each city presenting a distinctive system of stakeholders**[392] **and a peculiar balance between public and private responsibilities**. Dublin, Prague and Lille are significantly different examples of how cities manage EU mobile citizens. Specifically, **Dublin** stands out for the *strong involvement of the Municipality* in the migrants' inclusion process. Besides the above mentioned strategic plan, the Municipality has a dedicated office (Office for Integration) as well as a forum (Dublin City Integration Forum) working closely with the Dublin City Council to represent foreigners' interests in the political decision making process. A different pattern marks the city of **Prague** where *NGOs and NPOs are providing the main services to newcomers* and play a primary role in the local governance system of EU mobile citizens' inclusion activities. Finally, in **Lille,** inclusion is sought via the *EU mobile citizens' direct involvement in the decision making process* and the use of participatory tools, with no bodies exclusively dedicated to their inclusion.

The majority of policy measures analysed was implemented over the years and it appears that **national governments have progressively reacted to the increase of foreign nationals' inflows, to which intra-EU mobility has greatly contributed**[393]. However, these policies did not specifically focus on tackling the actual and potential impacts of intra-EU mobility. As already pointed out, EU mobile citizens remain a small share of foreign nationals in all the selected cities. On the one hand, they generally encounter minor obstacles than TCNs in their inclusion process at the local level and they are entitled to a range of services by the virtue of the EU citizenship; on the other hand, they have specific needs (e.g. language barriers, need for adapting to a different culture, difficulties in the full recognition of skills and qualification) common to all foreigners and already addressed by institutions and measures dealing with the migration phenomenon. These factors largely limited the need and, thus, the extent of structural changes in the local governance or re-orientation of the underlying paradigms of local inclusion policies.

However, **some changes** should be pointed out, as demonstrated by the following examples:

► The progressive expansion of the array of policies promoted in the city of Turin after the 2007 EU enlargement and the resulting tremendous increase in the number of Romanians in the city;

► The increasing trend in the number of social inclusion initiatives addressing Romanians in Turin and Barcelona after 2007;

► The creation, in 2008, of the first foreigners' integration strategy for the city of Dublin;

► The launch, in 2008, of the Eurometropolis Lille-Kortrijk-Tournai to develop concrete ways of helping people to better live, work and study in the interested European cross-border urban area.

4.2 Inclusion policies: an overview

In line with a governance approach that basically identifies the inclusion of EU mobile citizens as part of the national inclusion policy and the migration management system, EU mobile citizens **benefit from a vast array of policies tackling the needs and potential issues that a newcomer is likely to face**, ranging

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[392] The local governance system of each city is described in the dedicated paragraphs according to the taxonomy presented here.

[393] With growing numbers of EU mobile citizens, also in in the selected cities. Lille is the only exception, as it is a city characterized by an old EU mobility (beginning of 20th century) linked to the industrial development of the city. Here the trend of EU mobile citizens progressively decreased since the industrial sector starts to decline.

from information, counselling and orientation services to the provision of practical support in the different fields. Where **policies directly addressed to EU mobile citizens** are encountered, these are mainly **focused on cultural aspects**, **awareness raising on EU citizenship**, promotion of the **political participation** through the exercise of voting rights.

The detailed case studies pointed out that **each city covers a vast range of policy fields**, although with differences in terms of priorities. At the same time, the comparative overview of the policies implemented in the different local frameworks allows us to identifying the features of:

► **the initiatives undertaken in each policy field** (in terms of kind of services offered, design and practical implementation of the measures);

► the approach to dealing with the full inclusion and participation of EU mobile citizens , and facing the dilemma of including EU mobile citizens in the policy framework defined for the national citizens or, on the contrary, addressing their needs through policies specifically designed for foreigners as a broad category.

More specifically, as for the first point, for each policy field analysed, the following **features of policy initiatives** can be pointed out:

► **Housing policies.** This is the policy area with the **smallest number of initiatives** specifically addressed to foreigners' needs. In every city, EU mobile citizens and other foreign nationals with limited income who meet specific conditions (established at a local and national level) can benefit from housing allowances and subsidies as well as social housing. Additional and specific support is mainly given by private organizations, or NGOs which offer foreigners advice, information and support in understanding the city's specific housing policies and in the identification of the most suitable solution (e.g., the "Welcome Club" in Hamburg, the Migration Centre in Prague, and the Housing Information Centres in Lille).

► **Policies promoting foreigners' entrepreneurship**. Foreign entrepreneurship has become an increasingly relevant phenomenon in many of the selected cities. In order to adequately manage the related specific dynamics, local stakeholders have created a set of services to support and assist foreigners willing to set-up enterprises. These services mainly consist of trainings which aim at improving foreigners' knowledge of management and business administration and at providing practical information on specific legal and administrative requirements. In line with this approach a dedicated school ("Fare Impresa") for foreign entrepreneurs was created in the city of Turin. In other cities, like Dublin or Hamburg, the portfolio of services offered by local stakeholders is wider and includes counselling and coaching to assess and enhance the entrepreneurship skills of foreign clients (e.g., "Entrepreneurs without borders" in Hamburg). Some of these initiatives are promoted by institutional stakeholders (like Turin's Chamber of Commerce) while others by local associations (like NGOs in Prague).

► **Policies supporting foreigners' employment**. Most of the initiatives in this field consist of a combination of individual career counselling and educational activities for foreigners carried out by multicultural teams of local authorities and non-institutional stakeholders (e.g., Employment for People from Immigrant Communities in Dublin). In parallel, a few cities have also published thematic leaflets/guides providing information regarding working in the specific country/city. These information tools include "Know Before you go" of Dublin city and the "Labour guidebook for immigrant workers" of Barcelona. In addition, awareness campaigns on migrants' labour conditions (e.g., Labour Safety of the city of Prague) were also launched where these represent a main policy issue, in order to improve the social (as well as legislative, when referring to lobbying activities) condition of foreigner workers in the city.

► **Policies fostering foreigners' education.** Given the increasing number of foreign children at local level, mapped initiatives include both the establishment of international schools where foreign

children can study in English or in other languages different from the local language, and the launch of awareness campaigns on diversity management addressing students and teachers. The city of Dublin stands out for a distinctive approach to this issue: the schools which have done best at promoting diversity and multiculturalism are publicly awarded (i.e., "Yellow Flag Initiative"). As for universities and higher education, exchange student programmes and international doctoral projects have been launched by several universities under analysis, in order to increase the city's attractiveness towards skilled foreign students. Young foreigners are sometimes addressed as a specific group through targeted services including support, coaching, and education activities (e.g., the Counselling and information centre for the education of young foreigners in Prague). An additional and frequently used approach to young foreigners' inclusion is volunteering. The high number of local projects that promote volunteering among foreigners' communities (e.g., the "ACTIVE Migrant project" in Dublin, "Together for Foreigners II" in Prague, the "Voluntary service for young immigrants" in Turin) shows that the direct involvement of foreigners in the provision of services can sometimes contribute to their inclusion in the local community more than the provision of dedicated services for inclusion by institutional stakeholders.

► **Policies and events promoting diversity and intercultural dialogue**. All the selected cities are vibrant melting pots of cultures and traditions. On various occasions, cities celebrate the cultural diversity of their inhabitants and their inclusion into the local community through events, forum and workshops. Among the main examples that could be mentioned are the "Social Inclusion Week" and "One City One People" in Dublin, and the forum "Fare Impresa per gli Stranieri in Italia" in Turin. Together with the Municipality and the associations that are normally the main actors in the promotion of foreigners' inclusion, local private companies can play an important role as well. Coherently with this orientation the Dublin bus company has implemented an Employment Equality Act aimed at promoting equal opportunities for employment and preventing discrimination of any sort in the workplace.

► Since learning to speak the **local language** tends to be one of the biggest barriers to the full inclusion of foreigners, an increasing number of migrant-oriented NGOs and associations have established free or low cost language courses as part of their migrants' integration services. Every city offers language courses targeted to different foreigners' profile (i.e., young, workers, elder people, etc.), also including specific contents as language for work (vocabulary, CV, and cover letter writing techniques).

► **Policies promoting a positive attitude towards migration.** Several cities have drafted practical guides in different languages, which explain the main city services and list the contact points for foreigners' potential needs (i.e., housing, employment, education). Among the examples: the "Newcomers' guide" in Lille, the "Living in Ireland" for Dublin, the "Reception and Support Guide" in Barcelona. In Hamburg, the local effort to inform newcomers goes further with the creation of a dedicated Welcome Centre addressed to all foreigners willing to settle in the city.

► **Awareness campaigns** about foreigners' situation to fight stereotypes and prejudice fall in this field. Among the most relevant campaigns the Anti-Rumours Policy in Barcelona stands out for its aim to make Barcelona inhabitants socialise and get closer to each other, thus overcoming traditional rumours about cultural diversity.

► Moreover, each city is an active member of many EU networks and projects regarding inclusion policies for foreigners such as: CLIP, Eurocities, Open Cities, and Intercultural Cities. All these networks allow the city to share approaches to inclusion issues and to spread best practices. Also these networks, as well as the majority of local policies analysed, address migration issues without making distinctions according to the country of origin. Only few EU initiatives target directly EU mobile citizens[394].

► **Policies promoting foreigners' participation in city life**. EU mobile citizens could vote in local elections. Nonetheless this right is rarely exerted, mainly due to a lack of information. Dublin stands out for the widespread campaign (i.e., "Migrant voters campaign"), organised in 2008 to encourage

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[394] Such as the "Invisible EU Migrants" project, of which the city of Dublin is part.

foreigners' political participation and to raise awareness on the right to vote and the voting process. In other cities, migrants' active participation is generally fostered through the creation of participatory bodies or specific projects (e.g., "Neighbourhood Councils" in Lille, "Dublin City Community Forum" in Dublin, EU for citizens 2007-2013" in Turin).

As for the second point, concerning the "categorization" of EU mobile citizens and their positioning in the landscape of local policy strategies, as already underlined, **EU mobile citizens substantially rely on policies designed to take into account foreign nationals' needs**, regardless of whether they are EU nationals or TCNs (Figure 14 recaps the set of policies mapped within the present study and their targets).

Figure 14: Targets of foreigners' inclusion policies implemented by the selected cities per policy area

		SELECTED CITIES					
		Lille	Dublin	Prague	Barcelona	Hamburg	Turin
POLICY AREAS	Housing	M	A	A	A	A	M
	Entrepreneurship	M	M	M	M	M	M
	Employment	M	M	M	M	M	M
	Education	M	M	M	M	M	M
	Intercultural dialogue	M	M	M	M	M	A
	Participation in city life	A	M	*NA*	M	A	M
	Attitude towards migration	M	M	M	M	M	M

A   Policies/Initiatives addressing All local citizens (including migrants)

M   Policies/Initiatives addressing specifically at Migrants (including EU citizens from other Member States)

NA   Not Available

Basically, EU mobile citizens appear to need and benefit from tailored support services which address the issues they face as foreigners and newcomers into a host and different society. To be effective, access to the services granted to national citizens and open to EU mobile citizens as well (with the limitations provided for) needs to be supported and promoted by dedicated actions.

Finally, as far as the **origin of funding** is concerned, in line with prevailing governance patterns previously described, **local Public Authorities** (e.g., Municipality, Region, Local Public Agencies) **are the main sponsors of local inclusion policies for EU mobile citizens**. Initiatives addressing EU mobile citizens are often financed through the city budget or through public-private partnerships with Foundations of private Institutes[395]. In addition, the European Social Fund can definitively be used, according to the focus of the initiative to be launched, and actually it supports a high number of the initiatives described in the present study. They range from projects aimed at promoting entrepreneurship among foreign nationals by helping them to overcome the barriers to business start-up (such as "Equal EMERGE" in Dublin, "Mettersi in Proprio - MIP" in Turin, "Entrepreneurs without borders" in Hamburg), to project focused on supporting employment opportunities of new comers and young people (e.g. "Foreigners as Teaching assistants" in Prague, the "Beratung Qualifizierung Migration" (BQM) plan of action in Hamburg).

Annex 2 presents the complete list and description of policies investigated in the selected cities.

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[395] Also funding from MS of origin should be mentioned (Homeland funding).

4.3 The Economic impacts of intra-EU mobility

It is generally recognised that migration is a complex phenomenon that can have both positive and negative economic impacts on receiving countries, as well as on sending countries[396].

In simplified terms, on the one hand, one of the main overall positive effects of geographical mobility concerns the possibility of better skill matching, by leveraging on an expanded labour market. Enhancing geographical mobility would lead to regional labour market adjustments and to a better match between the demand and supply of skills. At the same time, immigrants can contribute to counterbalance demographic ageing, support the development of new industries and create new jobs, contribute to public finances.

On the other hand, some suggest that foreigners can also compete for jobs with local workers and may negatively affect the related groups of natives if they work for a lower wage ('distributional effects'). The possible negative impact on native workers' pay, conditions and employment opportunities is behind the frequently heard public concern regarding labour migration in general and labour mobility in the context of EU enlargement.

However, empirical literature suggests little or no evidence that foreigners have a major impact on native labour market outcomes such as wages and unemployment. Concerning the European context and the specific issue of the EU enlargement, a range of studies covering time periods before or after enlargement consistently find little or no negative impact from migration on local workers[397], whilst a recent review of literature[398] finds that intra-EU labour mobility seems to have played a positive role in the economies of receiving countries, contributing to skill mix and impacting sectors and occupations where job shortages needed to be filled.

Age structure and demographic aging

Based on these general considerations and focusing on the six case studies, a first evidence relates to the age structure of mobile EU mobile citizens: EU nationals from other MS are, on average, younger than the population of the city of destination. Apart from the city of Lille, where most of EU mobile citizens are over 55 years old, EU nationals from other MS are definitively younger than nationals, with the larger share in the group 20/25-44/54. Chart 87 provides a synthesis on comparable data for 4 of the 6 cities.

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[396] Please consider that the perspective of sending countries and, therefore, the effects in terms of brain drain, skill shortages, remittances, are outside the scope of the present study.

[397] A study commissioned by the European Commission, DG Employment on the impact of labour mobility and enlargement within the EU found that the macro-economic impact of the population shifts from the EU-8 and EU-2 to the EU-15 since 2004 is expected to be small, possibly raising the long-run level of potential output by up to 0.8 per cent, after allowing for the age profile of the mobile population (National Institute of Economic and Social Research, Labour mobility within the EU - The impact of enlargement and the functioning of the transitional arrangements, 2011).

A study by the European Integration Consortium found that the, as effect of the enlargement, the total factor income of natives in the receiving countries would have increased by 0.1 per cent in the long-term. In the short-term, wages in the receiving countries decline slightly, while the unemployment rate increases modestly. In the long-term, mobility from the EU-12 is by and large neutral for the labour market. The impact on the different groups in the labour market is balanced, although less-skilled workers lose slightly more than medium and high-skilled workers (European Integration Consortium, Labour mobility within the EU in the context of enlargement and the functioning of the transitional arrangements, 2009).

Similar findings are in: "Intra-EU labour migration: flows, effects and policy responses", European Trade Union Institute, 2011.

See also Annex 1 for a review of literature.

[398] European Commission, DG Employment, Employment and Social Developments in Europe, 2011.

Chart 87: Age composition of overall foreigners or (where data available) EU mobile citizens in 4 cities[399]
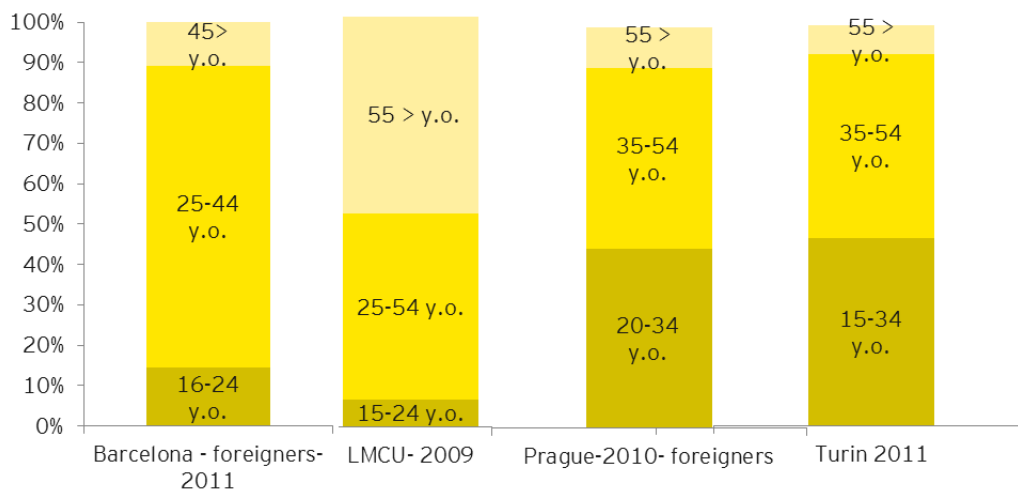
Source: EY elaboration on data from the National Statistical Offices

EU mobile citizens moved from their country of origin to the host cities mainly due to differentials in job opportunities[400] and not surprisingly the phenomenon mainly involves the working age population. As an indirect result, while **demographic ageing** experienced by the EU is one of the main concerns raised in the last years[401], the **inflow of younger and working age EU mobile citizens in the selected cities is, to some extent, contributing to offset the challenges** faced in terms of gradual shrinking of labour forces and the further exacerbation of shortages on the labour market.

Contribution of intra-EU mobility to labour market and economic sectors of the host cities

On a similar pattern, the EU mobility in the selected cities is likely to be helping to fill **labour and skills shortages** within the local labour market at the low-skills level.

As data in the selected cities - except Lille and Barcelona- suggests, EU mobile citizens are mainly taking up low-skilled jobs in certain sectors, such as **construction** (e.g. 15% of total EU mobile citizens in **Turin**, 24% of total foreigners in **Prague**)**, domestic work** (e.g. 49% of total EU mobile citizens in **Turin**), **commercial services** (e.g. 15% of total EU mobile citizens in **Hamburg**) and/or are generally **employed** in **low-skilled or manual occupations**.

This is particularly true with reference to the city of **Turin**, where foreign employees (and, among them, specifically Romanians) cover a different range of profiles as compared to natives and are **progressively replacing national workers in some sectors, which can be retained less attractive for native employees, such as domestic work, construction and agriculture.**

In **Hamburg**, there is still a large need for less-qualified jobs, often low paid and deemed as unattractive by nationals, and foreigners are mainly employed in the core industrial segments, such as port and transport activities, but in the less skilled positions.

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[399] Dublin is excluded as only national data was available.

[400] Migration Policy Institute, March 2013.

[401] According to the 2012 Aging Report (European Commission, DG ECFIN), the population of the EU is projected to reach 517 million in 2060. Nearly one third of the citizens will then be aged 65 or over.

Similarly, in **Prague**, evidence from the field research suggests that foreigners from Central/Eastern Europe (Romania, Bulgaria, Poland) are mostly active in poorly-qualified, manual jobs throughout many sectors of the economy.

Finally, data from Ireland[402] shows that **EU mobile citizens are taking up work at the extremes of the skills spectrum**, with 31% employed in manual, semi-skilled and elementary occupations, and 47% in professional and highly qualified positions.

Several factors can explain the tendency in these cities to rely on foreign workers in certain sectors, such as the **unwillingness of EU nationals workers to undertake certain positions**, and the **mismatching between nationals' qualifications and demand for low-skilled labour**.

Taking into account the general high level of education of natives, **no major negative impact should be expected for low-skilled and medium-skilled workers in the host cities.** In other words, EU mobile citizens appear to positively contribute to the economy of the destination communities, by filling gaps and also supporting the development or sustainment of some core sectors of the local economy. As an example, in Turin, the construction sector, that is driving the economic growth of the city in recent years, hugely relies on foreign labour forces, including a high share of Romanian citizens. In Hamburg, EU mobile citizens are largely contributing to the key sectors of the local economy, characterised by the harbour and the transport.

In **Lille and Barcelona**, the labour market positioning of EU mobile citizens is more similar to that of their peers with native background. In **Lille,** EU mobile citizens, when compared to nationals, work more in the industry and construction sectors. Nonetheless, the employment structure of EU mobile citizens living in the city is largely in line with the one of nationals and TCNs. In **Barcelona,** EU mobile citizens are quite polarised on the labour market, with approximately a third employed in jobs with low or no level of qualification (32.4%), and a third in jobs with high level of qualification (30.3%). Although detailed information on the sector of employment of EU mobile citizens is not available, data related to all foreign nationals shows little differences between foreign workers and the total population, with the services sector being the main source of employment.

The issue of over qualification of EU mobile citizens

To complete the picture defined above, another aspect should be carefully considered, i.e. the **greater flexibility of foreigner workers to accept jobs which require skills below their qualification levels**.

As mentioned, the prevailing positioning of EU mobile citizens in the less qualified segments is only partly explained by their lower level of education and qualification as compared to nationals. Indeed, the **Education level** of EU mobile citizens is generally high in Barcelona, Dublin and comparable to those of nationals in Hamburg and Lille.

In Turin, EU mobile citizens are in the lower skills sectors, and a main issue concerns the risk of over-qualification among EU workers from other MS, especially among Romanian females. Similar concerns were expressed in relation to Prague, whereas the general understatement of EU mobile citizens' skills and expertise in Germany and Hamburg is an example as well[403].

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[402] Detailed data for the city of Dublin is not available.

[403] An interesting evidence has been found also in Ireland: when comparing working position of Lithuanian before and after migration, evidence of "deskilling" is found (Immigrant Council of Ireland, "Getting on: from migration to integration Chinese, Indian, Lithuanian, and Nigerian migrants' experiences in Ireland", 2008. Half of surveyed migrants were living in Dublin). Moreover, in Ireland EU mobile citizens are generally a highly educated group, with 33% of foreigners holding a degree, higher than the Irish national quota (25%). Although most of EU mobile citizens from other MS are employed in professionals and highly qualified jobs (47% of EU mobile citizens in Ireland), an equally high share is in manual and unskilled occupations (31%).

Furthermore, the over qualification of EU mobile citizens is a well-known phenomenon in the context of intra-EU mobility from EU-12 to EU-15 MS. With an over qualification rate around 29%, foreign-born EU mobile citizens are clearly more likely to be overqualified than native-born persons, who registered a rate of only 19%[404].

On the whole, this trend could imply a wasting of skills and hinder the potential benefits and impacts of intra-EU mobility. The issue is actually addressed in some of the cities surveyed. One example is the strategy for highly skilled workers recently launched in Hamburg. Another one is the project supported by the local administration of Turin and aimed at improving the recognition of the skills of foreigners and the development of adequate carriers, with Romanian citizens being among the main beneficiaries of the service.

Entrepreneurship

Foreign entrepreneurship and its contribution to employment creation is another relevant area of investigation. Migrants are more likely to become entrepreneurs than non-foreigners in the population, entrepreneurship being an indirect way for immigrants to avoid difficulties in entering the labour market (e.g. discrimination, language difficulties, problems with the recognition of qualifications)[405]. Nonetheless, the European performance is still far below that of other areas such as the US and OECD countries[406], where the contribution of foreign entrepreneurs to employment creation has been increasing[407].

Turning to the selected cities, Turin and Hamburg are the cities where EU mobile citizens have played a greater role in entrepreneurship.

In **Turin,** data available for the whole province from 2005 onwards shows that the number of firms owned by Italians started decreasing while foreign entrepreneurs continued to grow. The number of foreign entrepreneurs doubled between 2000 and 2010, with Romanians strongly contributing to this trend. The entry of Romania in the EU in 2007, indeed, produced a boom in Romanian enterprises in Turin, and Romanians soon became the largest group among foreign entrepreneurs in Turin, representing 22% of all non-national entrepreneurs.

In **Hamburg,** the share of foreign self-employed people is particularly high, and comparable to that of nationals (around 13.8%, against 14.3% respectively). In particular, in recent years, Polish citizens in Hamburg, even when considering their high incidence among EU mobile citizens, were particularly proactive in the city's economic landscape, followed by Italians.

The contribution of foreign entrepreneurs to the host economy has drawn the attention of policy makers in several cities, and they introduced specific policies to support them, such as "Entrepreneurs without borders" in Hamburg and "Starting a Business – Instructions for new citizens" ("Fare Impresa – istruzioni per i nuovi cittadini") in Turin. These measures consist of targeted support for foreigners already established in the city, aimed at enhancing their human, social and financial capital in order to address the relative disadvantages they face compared with native entrepreneurs. These projects also tackle the most common barriers such as bureaucracy, difficulties in understanding the regulations, or lack of information on national context.

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[404] Migrants in Europe, A statistical portrait of the first and second generation, Eurostat 2011. The over qualification rate is defined as the share of persons with tertiary education working in a low- or medium-skilled job among employed persons having achieved tertiary education.

[405] Global Entrepreneurship Monitor, Global Report 2012.

[406] The Global Entrepreneurship Monitor Global Report 2012 calculates the prevalence of entrepreneurial activity (defined as total early-stage entrepreneurial activity among the adult population – TEA rate) of migrants compared to the non-migrant population in different geographic regions of the world. TEA rates in Western Europe (Israel included) and Eastern Europe (Russia included) are respectively 6.1% and 8.2%, against 12.9% in US and 9.4% in Asia.

[407] OECD, International Migration Outlook, Migrant Entrepreneurship in OECD countries, 2011.

Impact on services and public finances

The impacts on **public finances** and **public services** should be mentioned as part of the economic impacts of intra-EU mobility. In some of the selected cities this aspect has been taken into account based on existing evidence at local and, mainly, at national level[408].

In **Lille**, the distinctive age structure of EU mobile citizens in the Lille Metropolitan Urban Community (LMCU), with a high incidence of persons aged 55 years and over, actually imply a major impact on the social security system and potentially on social services, in line with the evidence on France where the level of utilization of services by foreigners seems to be significant[409].

In **Turin**, it has been calculated that inclusion and assistance services targeting foreigners accounted for 4% of Turin municipality's budget (around 10 M€) in 2010. However, it should be considered that data includes the assistance services addressed to all foreigners, with TCNs remaining a prevailing share of this population in the city; moreover, the costs implied by the assistance provided to newcomers should be considered in comparison with the potential benefits they brought as tax payers. To this end, a research carried out at national level by "Caritas migrantes" in 2009, shows that tax revenues on the whole brought a net benefit of 1.5 billion € to national public finances: the high amount of social security taxes paid by foreigners, in addition to other direct and indirect taxes, extensively overcomes the costs of social services provided to them.

As for **Prague**, evidence at national level, shows that the social benefits paid by the Czech State to foreigners represented only 0.1% of the total paid benefits in the first quarter of 2008[410]. Among foreigners, Slovakians and Poles were the prevailing recipients. However, the rate of use and access to social service remains definitively low among foreigners in general and EU mobile citizens as well.

Another aspect to be considered is the impact of migrant inflows **expenses for schools and housing**.

In most of the surveyed cities, EU mobile citizens appear to suffer poor housing conditions, with difficulties in accessing rents and even cases of homelessness. For example, in **Dublin**, EU mobile citizens represented around 9% of total homeless people in the city in 2011. High rates of EU mobile citizens mainly from Poland, Romania, Lithuania and Slovakia using housing assistance services were also recorded in Dublin in 2010. In the other cities, although detailed information is not available, homelessness and troubles in finding affordable and adequate accommodation are common issues faced by EU mobile citizens, with the consequence of a potential pressure on the social housing system.

At the same time, the incidence of **pupils from other EU MS in the schools** of the hosting cities is significant in all the surveyed cases where data is available (with the exception of Lille, where no relevant evidence was found), ranging from 24% in Turin to around 9% in Dublin and Hamburg, and with particular incidence in secondary schools. In this context, there is a clear need for the provision of additional services, mainly aimed at supporting language learning and training teachers to deal with non-mother tongue pupils.

However, the issues related to pressure on both social housing and schooling should be framed in the local contexts and seem to be nuanced by practical reality. As for the first issue, the access to social housing appears to be actually difficult for EU mobile citizens (and for all foreign nationals as well), possibly due to the progressive reduction of public investments in this field. As for the schooling system, it should be

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[408] Assessing this impact is quite challenging. Indeed, apart from the lack of detailed data, the assessment of costs and benefits implied by migration are highly dependent on the state organization and the sharing of competences and responsibilities among the different levels.

[409] Immigration and the dependence to the welfare system: The case of France by Defoort and Drapier EQUIPPE University of Lille 2010.

[410] http://www.idea6fp.uw.edu.pl/pliki/WP11_Czech_Republic.pdf

taken into account that a **strong and crucial role is often played by associations and charities**, which balance the scarce and diminishing public budget allocated to these supporting services.

Moreover, when looking at the issue in terms of costs and benefits of intra-EU mobility on public finance, **several factors are likely to limit the overall burden placed by EU mobile citizens in the host communities** (as compared to potential benefits). Firstly, EU mobile citizens are required to be **economically active or self-supporting** and are, therefore, supposed to make them low consumers of public services. Actually, as seen in the selected cities where data is available[411], the **participation rate of EU mobile citizens** to the local labour market is generally high. Secondly, the **younger age of EU** mobile **citizens** is supposed to imply a parsimonious and lower use of some services, such as health care[412].

All in all, EU mobile citizens seem to be contributors in the host communities, rather than a burden. For example, evidence In the United Kingdom found that EU-8 citizens who have resided in the country long enough to become eligible for benefits are net contributors to the public finances and low users of public services[413]. Similarly, a study of the European Integration Consortium found that citizens from EU-12 receive a disproportionate part of welfare benefits and it is therefore likely that the fiscal balance of citizens from EU-12 for the welfare state in receiving countries is positive[414].

Finally, **short term/circular migration** is another phenomenon expected to lower potential impacts on public services of the host MS.

Main conclusions and findings of the econometric analysis on European cities

All in all, EU mobile citizens appear to contribute to the overall economy of the host cities, although to different extents and with some issues, such as over-qualification and wage differentials. Moreover, the concerns expressed in relation to the enlargement and, more generally, the free movement of EU mobile citizens across labour markets of the MS, did not materialise.

The descriptive evidence presented above is confirmed by the econometric analysis carried out for the purposes of the present study. The analysis is aimed at providing quantitative cross-European evidence of the economic impact of intra- EU mobility on the economy of cities.

The analysis builds on two interrelated but distinct strands of literature: a first strand on the economic impacts of internal EU mobility (particularly following the latest enlargements); a second strand studying the relationships between diversity and growth, at urban and national level.

The first strand finds some impacts in the short-to-medium term on GDP per capita. The impact is positive in EU15 and negative in the EU10 in the short to medium-term, driven by the, respectively, increase and decrease in labour supply. In line with the principle that international migration increases the productive use of human capital and, thus, the global output, receiving MS gain from migration, whereas the opposite effect applies to the sending countries. However, also the positive impacts (on both sending and receiving countries) are likely to become negligible in the long-run, when capital accumulation restores the capital/labour equilibrium ratio (i.e. the initial effects of the inflows of new workers over the supply of

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[411] Data on unemployment and employment rates in the selected cities is quite fragmented. However, the following information are worth mentioning: in Lille and Hamburg (where data was available), unemployment rates of EU citizens from other MS are respectively lower and equal as compared to national; in Czech Republic, unemployment rates of EU citizens from other MS is lower than that of nationals. As for the other cities (Barcelona, Turing and Dublin), labour markets were particularly hit by the crisis, with increasing overall unemployment rates at national level, affecting both nationals and migrants.

[412] MPG 2013.

[413] Dustmann, Frattini and Halls, "Assessing the Fiscal Costs and Benefits of A8 Migration to the UK - Discussion Paper Series CDP No 18/09", Centre for Research and Analysis of Migration, University College London, 2009.

[414] European Integration Consortium, 2009.

labour is progressively absorbed by the increased production capacity and the demand of labour, with the equilibrium returning to the starting point)[415].

As for the second strand of literature, at urban level, evidence from cross-cities regressions tend to show a positive impact of diversity on cities' economic growth, through increased labour supply, increased interaction, exchange and creation of knowledge[416].

Based and this literature and optimising the availability of data to the research objectives, two sets of growth equations have been performed to estimate the impact of intra-EU mobility on the growth patterns of the cities. In more detail, the regressions estimated the relation between the share of EU nationals in a set of cities (used as dependent variable) on the one hand, and the disposable income per household and the GDP per capita (independent variables) in the same cities, on the other hand[417]. Three waves of the Urban audit have been used, covering the following periods: 1999-2002; 2003-2006 and 2007-2010.

The results of these regressions indicate that economic impacts are slightly positive (the latter case is especially true when the GDP per capita is considered as dependent variable) or statistically not significant (i.e. neither positive or negative). In this view, the results are consistent with previous literature in confirming that internal EU mobility can bring some benefits in terms of economic output of the host communities, whereas negative economic impacts are clearly excluded.

Overall, the econometric conclusions suggest that internal EU migration can hardly have negative economic impacts on the hosting cities, a risk which was much feared before the enlargement, but in empirical evidence finds little support.

The complete econometric analysis is presented in Annex 1.

4.4 Social impacts and related policy initiatives

The analysis of the social impacts in the case studies has been aimed at taking into account the different aspects of the life of a community. It includes the perspective of:

► **The host society**, by analysing the effects that migration – both on permanent or temporary basis – has on areas such as housing, education, social cohesion and increased cultural influences;

► **The EU mobile citizens**, by assessing the degree of social and cultural inclusion in the host community and the overall well-being achieved. To be sure, these effects are relevant for EU mobile citizens to other MS on a permanent/long term basis; however, mobile citizens using the EU free movement rights for short term or circular forms of mobility, are also faced with issues related to language, cultural barriers, access to services and schools for their children[418].

Four areas have been identified as relevant indicators for assessing the social impacts implied by intra-EU mobility and mobility in the six cities:

► **Housing** and effects in terms of spatial segregation, access to housing, differences in accommodation standards among nationals and EU mobile citizens;

► **Education in schools and Universities**, by investigating the increased diversity in schools, the needs implied and the opportunities for the interaction of different cultures;

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[415] Among other studies: D'Auria et al (2008), IAB (2008), Brücker (2007), Burrell, Fitzgerald and Riley (2007), Holland et al (2011).

[416] Among others, we refer to Easterly and Levine (1997), Ottaviano and Peri (2005).

[417] I.e. two sets of regressions have been carried out with respectively the disposable income per household and GDP per capita in the NUTS 3 regions as dependent variables.

[418] See also European Commission, ''Geographic mobility in the European Union: Optimising its economic and social benefits'', Final Report 2008.

► **Intercultural dialogue and attitude towards migration**, intended as the degree of interaction between EU mobile citizens and nationals, the development of a welcome culture towards newcomers, and the overall attitudes and perception towards migration and mobility;

► **Active participation**, intended as the participation of EU mobile citizens in the political and everyday life of the hosting communities[419].

Finally, the effects produced have been described in strict relation to the policy responses of the cities, focusing on measures aimed at welcoming and including the newcomers.

Housing

Sudden and/or steady increases of EU mobile citizens have created some issues in terms of **congestion** in certain areas, **spatial concentration**, and difficulties for EU mobile citizens in having **access to adequate housing solutions**. Evidence from the six case studies is quite mixed and, in all the cases, information available usually does not distinguish EU mobile citizens from TCNs. However, some specific issues and common trends can be highlighted.

Looking at the phenomenon of **spatial segregation**, in most of the case studies, EU mobile citizens appear to be integrated in the city, especially those belonging to old mobility inflows (this is the case of Italians and French in Barcelona, Slovakians in Prague, and EU mobile citizens in Dublin). Only in a few cases, i.e. **Turin** and **Hamburg**, evidence exists that deprived areas within the city still remain, characterised by a high concentration of foreign population, high levels of unemployment and people relying on social income[420]. In this respect, a key case is that of the Roma people, commonly highly concentrated in the suburbs of urban areas, both in authorized or voluntary residing zones. They are often confronted with unaffordable conditions on the private rental market, and they also suffer from discrimination, which limits their access to the regular housing market.

These types of issues, although quite limited in the six cities and linked to peculiar situations, can represent serious obstacles to the creation of a positive feeling towards migration, as well as hinder the formation of social networks between EU mobile citizens and the receiving society, the acquisition of language competence and, in general, the creation of open and inclusive societies[421].

Finally, EU mobile citizens appear to be confronted with difficulties in **accessing private housing**, as they often cannot provide the necessary guarantees (e.g., wage, deposit, full-time job, etc.), lack adequate resources, and/or do not have an in-depth knowledge of the city and its institutions. As a consequence, the quality of housing conditions of foreigner households is often far from the quality of national ones[422].

Providing adequate **policy responses** proved to be quite a difficult challenge for the selected cities. Access to housing is a crucial issue that can significantly affect national citizens as well. Most of the cities analysed created information centres (e.g., Housing Information Centres in Lille, the Network of Housing Services in Barcelona, a specific service provided by the Welcome Center in Hamburg) or drafted information material (e.g., "Housing in the Czech Republic" or "Living in the Czech Republic" in Prague), in order to help foreigners to understand local housing policies and identify the most suitable options. Looking at more structured approaches, the city of Hamburg is placing a major emphasis on the need to fight discrimination and raise awareness on the creation of an urban space where people with different backgrounds coexist.

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[419] There are caveats to the distinctions across the different fields. Each field interacts with the other, and strict relations exist between social and economic impacts (for example, attitude towards migration is likely to be largely related to cohesion perceptions and may be affected by how migrants perform in the labour market).

[420] In Turin, 45% of Romanians are concentrated in 4 Districts (out of 10) of the city (Comune di Torino, Osservatorio stranieri, 2011). In Hamburg, the data collected within the URBACT-SUITE (2009) projects highlights the presence of deprived areas, where the concentration of migrant people is usually high, a finding confirmed during the focus group.

[421] CLIP Network, Housing and integration of migrants in Europe, 2007.

[422] Secondary sources on the case studies and evidence from the focus group.

Education

The inflow of foreign citizens (EU and TCNs) also implies a **greater number of children arriving in the six cities**; high shares of foreign children enrolled in schools are recorded in Barcelona (31.5% in primary schools and 21.6% in secondary schools in 2012[423]), in Dublin (30% of students had a migrant background in North-Inner City primary schools in 2007[424]), in Turin (24% out of the total number of students are foreigners in 2012-2013[425]).

The effects of overall foreigners' inflows on the schooling system of the receiving communities can be investigated in a double perspective, and the same considerations can apply to foreign students from other EU MS and from outside the EU[426]. On the one hand, **educating children from diverse cultural, linguistic or religious backgrounds is a challenging endeavour**, since they come with different (and often additional) needs, starting from language support and teachers trained to deal with children who are not mother tongue, as well as the need to ask the overall school environment to adapt to an increased diversity[427]. Moreover, impacts can be concentrated in some schools of the city, due to the uneven distribution of the foreigners' presence and/or the differences in enrolment policies pursued.

On the other hand, the review of the six cities finds that **foreign children are likely to face more problems than their peers**, including lower academic results, difficulties in finding new friends among national students and risks of discrimination due to differences in cultural background, language, etc. In some cases, the figures on the scholastic success revealed a particularly poor situation for foreign children – for example, in **Turin** the performance of foreign students has often be found to be lower than those of nationals. Research in **Irish schools** suggest that foreign children (both EU mobile citizens and TCNs) generally place high value and aspirations on education and school is generally perceived **as a friendly environment,** but they are also confronted with several issues, such as distant or difficult relationships with native pupils and a lack of parental involvement in education, with possible negative consequences on their academic achievements[428]. Finally, in a recent research project carried out in **Hamburg**, foreign families reported the common feeling that their children were being unfairly assessed[429].

These issues are common to all the cities where data is available. Yet, schools have an important role in forming community cohesion and represent a critical location for creating relationships between foreign populations and the communities they live in. This challenge has been clearly recognized by the cities represented in the case studies, and a vast array of initiatives and tools have been implemented.

Aside from the measures for language support, generally provided in all cities, additional initiatives pursue the **cultivation of the language of the country of origin as an asset** (the bilingual classes in **Hamburg**), or seek to enhance **parental involvement** in children's education (e.g. in **Hamburg**, "Parents on site"[430]), as a means to both support the successful completion of the school career of foreign students and to further encourage contacts and exchanges between different communities. The "Educational Programme for the Support of Educators with Foreign Students" in **Prague** or the "Training for the reception and the teaching

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[423] Barcelona City Council –Department of Statistics.

[424] Children with migrant parents.

[425] Osservatorio sulla scuola di Torino, 2013. In Dublin, data shows a high share of foreign pupils in schools (especially in primary schools, about 30%); in Hamburg, the share is around 10% in primary and 14% in secondary schools. However, data from these two cities is not comparable, as it includes children with migrant background (i.e. with migrant parents).

[426] There is scarce evidence on the impacts, well-being and feelings entailed by the increased presence of EU pupils from other MS in the hosting cities, since the most of information refers to migrants in general.

[427] University of Sussex, the Impacts and Experiences of Migrant Children in UK Secondary Schools, 2008.

[428] Smyth et al., 2009; Curry, Gilligan, Ward, "The lives of nine year old migrant children in Ireland"; Trinity Immigration Initiative Children, Youth and Community Relations Project & Integrating Ireland, "In the Front Line of Integration: Young people managing migration to Ireland" (2010).

[429] IfS Institut für Stadtforschung und Strukturpolitik, Partizipation vor Ort, 2011.

[430] "Eltern vor Ort" (or, Parents on site) is a project funded by the ESF for the period October 2011 - December 2013 with the aim of advising families and district schools in the quarters of Hamburg. In April 2013,.the project reached out more than 1,500 parents.

of immigrants" in **Barcelona** are two examples of the focus placed on the need to improve the skills of teachers and staff to effectively deal with diversity.

What seems to be missing is a more structured approach (especially with respect to the offering of services that include, for example, teacher trainings). Indeed, especially in this field, the implementation of support measures is in many cases left to the initiative of individual schools, complementary measures are commonly offered by the third sector and the private schools often play an important role in the education of children from migrant families.

Although part of the education field, a different role is played by **Universities**. These represent places where the exchange and contact between different cultures can happen and represent a starting point for the creation of an open and internationally oriented culture, as well as for the attraction of talents from abroad. Also in this case, data available does not distinguish between TCNs and EU mobile citizens studying in a MS different from that of citizenship. However, in recent years the number of foreign students has been increasing in the Universities of the cities considered, with Romanians and Bulgarians becoming increasingly present in the Universities of Lille[431] and Turin, and Slovakians in Prague[432].

The Erasmus programme has contributed to a large extent to increase the mobility of European students, with about 3 million students that have participated since it started in 1987[433]. However, this positive trend can be also be traced back to several projects and exchange programmes launched by the Universities. All the selected Universities appeared to be increasingly engaged in the establishment of partnerships with other EU (as well as extra-EU) initiatives and in the implementation of support services for the incoming students.

To this end, some Institutes adopted a "**one-stop shop system**" approach (e.g., Barcelona with the Barcelona University Centre) with the aim to provide students with all the information needed to overcome the potential difficulties they could face when moving to the city (from housing, to cultural and sporting opportunities, to support in the administrative procedures). As another example, some universities (e.g., in Prague and Lille) provide each incoming student with a "Buddy", a local student responsible for assisting them. The increasing number of foreign students in Universities has also prompted the introduction of "intercultural" programmes, such as the "Label International – Intercultural Module" of the University of Lille I, aimed at providing students and administrative staff with the tools to understand differences among cultures.

Attitude towards migration and intercultural dialogue

The objective of this section is to understand how perceptions and attitudes towards intra-EU mobility has evolved, to what extent social relations among EU mobile citizens and the host communities are being created, and how policies and welcoming initiatives are contributing to improve the current picture. As expected, data on perceptions and attitudes towards migration is quite scarce and, in any case, does not distinguish between EU mobile citizens and TCNs. However, where information is collected, **results are quite encouraging**, showing a **gradual reduction of issues related to discrimination and racism, mirrored by the progressively improved attitudes towards diversity and migration**. Similar findings were confirmed in the focus groups and interviews carried out.

Considering the perspective of the **hosting community**, a survey from the **Barcelona** City Council indicates that the negative perception of local citizens towards foreign nationals has steadily decreased between 2007 and 2012, reaching a low point. The overwhelming problems related to unemployment and

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[431] It is worth mentioning that the high presence of Romanian and Bulgarian citizens in the Lille universities is the result of intra-university agreements started by Lille I long before the accession of these new countries to the EU.

[432] See the case studies for further details.

[433] http://ec.europa.eu/education/lifelong-learning-programme/erasmus_en.htm.

economic downturn have fully replaced the concerns linked to the increasing migration inflows[434]. Opinion-polls conducted in the **Czech Republic** from 1991 to 2001[435] and in 2006[436] pointed out how a positive attitude towards the main groups of foreign EU mobile citizens has been progressively developed: in 2006, 91.4% of Czechs were found to have a high degree of sympathy towards Slovakians (against 58% in 1991 and 74% in 2001) and 73% towards Polish people (against 35% in 1991 and 53% in 2001)[437]. According to the survey "Your Dublin Your voice", in 2011 "diversity" in the city was a good thing for **88%** of responses. Finally, although not based on specific data collection exercises, in the remaining cities (Hamburg, Turin and Lille) the level of discrimination and social exclusion towards foreign nationals in general and towards EU mobile citizens is perceived as diminishing over the years, and no major conflict between EU mobile citizens and hosting communities has been pointed[438].

The policies adopted by governments and social partners in the selected cities have been an essential part of these developments. Although the cities in the scope of the study appear to be at very different stages in developing their approach to managing migration and intra-EU mobility (ranging from cities of traditional immigration to cities where migration is a recent phenomenon), **new approaches have been or are being introduced** in all the cases investigated. Growing EU mobility further increased diversity within the cities and drew attention to the need to provide adequate policy responses.

As discussed in par. 4.1, all the cities, in varying degrees, have made attempts to promote an inclusive environment as well as a welcoming culture, by acting in different fields:

► **Improved and accessible information**, through **one-stop-shop services** addressed to newcomers and aimed at providing comprehensive information and assistance in relation to the services and initiatives available in the city, including housing, employment and children's education. These services represent the first contact and "welcome" facility for people moving into the city for several reasons. The need to improve and expand these kind of services has been recognized in all the case studies (the Welcome Center in Hamburg, the portal "Turin – A pluralistic City" in Turin; the SAIER - Welcome Center for foreigners in Barcelona; "Welcome to dublin.ie" and the guide "Find Your Way" in Dublin; "Migration Center", "Council and information centre for Young migrants" in Prague; "Newcomers Guide to Lille" in Lille).

► **Language knowledge**, recognized as one of the main barriers to mobility and inclusion in the host societies, and promoted in several ways and by addressing different target groups in the six cities (e.g., programs such as "Parla.cat" in Barcelona, "Tell me more" in Dublin).

► **Dialogue between citizens from different backgrounds** and promotion of the **interaction** and reciprocal understanding between nationals and EU mobile citizens (based on these principles, the "Barcelona Immigration Plan 2012-2015" recognizes inter-culturalism as an asset for its development; the "Integration Concept 2013" in Hamburg establishes the "We-concept", intended as an inclusive strategy addressed to all the citizens; the "neighbourhood centres" in Turin promote cultural activities in different areas/neighbourhoods involving both foreigners and nationals; "Towards Integration - A City Framework" recognises the contribution of foreigners to local community development).

► **Tackling negative attitudes and discrimination**, such as the Anti-Rumours campaign in Barcelona[439] or the "One city, One People" initiative in Dublin[440].

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[434] Enquesta Òmnibus Municipal. Barcelona City Council.

[435] The Czech Republic: on its way from emigration to immigration country, IDEA working paper 2009.

[436] Vztah 2007.

[437] It is worth mentioning that the improvement in perception was not observed with reference to TCNs, still more likely to be subject to a negative evaluation.

[438] Based on interviews and focus groups.

[439] Multiple initiatives against discrimination and stereotypes.

► **Intercultural social events**, where each group can represent his/her nationality (e.g. the "Social Inclusion Week" in Dublin or the ones launched by the Accueil des Villes Françaises in Lille).

Finally, the need to foster the growth of a society that embraces people from different nationalities has also prompted the introduction of some initiatives aimed at **improving the delivery of services across a range of cultural backgrounds and increasing the "diversity" of the public administration** itself. The most notable example is the city of **Hamburg**, where the local administration is actively promoting the recruitment of people with migrant background and the introduction - in offices having contact with clients - of compliant management systems against discrimination.

The results of these policies are still to be achieved (as many of them are recent developments) and assessed. When focusing on the perception and well-being of EU mobile citizens, evidence is quite mixed and the overall picture is not fully positive. As discussed in the previous paragraphs, **EU mobile citizens** do not always benefit from the same opportunities in terms of labour market conditions, housing and inclusion of children in schools.

However, the policies described above represent a shift towards more inclusive and welcoming societies, as well as an outcome of the change in perceptions and attitudes towards migration and mobility.

Political and active participation

As one of the main components of European citizenship, EU mobile citizens have the right to vote and stand as candidates in European parliamentary elections and in municipal elections. The question is to what extent EU citizens moving across MS are aware of their rights and/or are "active" citizens who fully take part in the development of the European Union and the political life of the hosting communities. In this perspective, the active participation can also be seen as a further indicator of the degree of inclusion and involvement reached in the selected cities.

In line with the levels of participation across MS[441], evidence in the selected cities reveals that **the participation of EU mobile citizens in local elections as well in the EU Parliament elections is still limited.**

EU citizen participation is particularly low in elections for the EU Parliament, whereas better results seemed to be achieved in the local elections. The main relevant elements from the available information are as follows: in Turin, 7% of EU mobile citizens were recorded in the electoral register of the municipal elections in 2012, versus 2% for the EU Parliament. In Hamburg, in 2011, 10% of voters (registered people) had a migrant background, whereas in Barcelona around 24% of EU mobile citizens were registered at the Barcelona local electoral office in 2011[442].

Similarly, promoting the participation of **foreign people standing as candidates or being elected is an aspect that seems to be overlooked at the local level**. The increased representation of different nationalities has been a point of attention in Hamburg, where about 7.4% of the City Council Members have a migrant background; however, no evidence was found in the other cities.

The reasons behind the low involvement of EU mobile citizens in local political life are multiple and several factors interact. The limited impact perceived by EU mobile citizens on the relevant decision making processes is one of the main drivers and it strictly depends on the specific governance systems

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[440] The One City, One People project mainly consists of events and fora for discussion to improve the image of Dublin as an open city, a city which respects and embraces difference and does not accept racism and discrimination.

[441] See for example, http://ec.europa.eu/news/eu_explained/130313_en.htm and the "All citizens now": Intra-EU mobility and political participation of British, Germans, Poles and Romanians in western and Southern Europe, Moveact Project, 2012.

[442] Data provided here is presented for illustrative purposes, since they are not fully comparable. A similar evidence can be pointed out, at national level, in France 40% of EU citizens from other MS voted for the municipal elections versus 30% for the Parliament elections of 1994.

characterising the city[443]. Additional and general elements could have an impact on foreigners' political participation and, therefore, should be carefully taken into account in the policy-making process:

► The length of stay in the countries of residence[444], since foreigners who have lived longer in the country of residence are most likely to vote there and to be involved in the local community life[445].

► The cultural background, as different foreigners' communities have different civic cultures that have a specific impact on foreigners' levels of political involvement. For example, the low interest showed by Romanians in Turin can be part of an attitude, pointed out in the Moveact 2012 Report, which is characterised by a strong attachment to the country of origin and the tendency to not create links with the country in which they live.

► The awareness of European citizenship rights: the share of EU mobile citizens that consider themselves as "well informed" or "very well informed" about their rights is low (about one third according to the 2010 Eurobarometer reports on EU citizenship) thus having a negative impact on their participation in decision making process[446].

Finally, besides the involvement in political elections, the case studies focused also on the EU mobile citizens' involvement in the wider **democratic life or in the cultural and volunteering activities of the hosting cities**, generally deemed to be a means to develop a sense of citizenship among members of a community. Again, the level of involvement is quite **limited**: in the cities analysed, EU mobile citizens often have their own organisations/associations (i.e., mainly sport, recreational and culture-oriented associations, and associations of co-nationals) but they are rarely politically oriented or mixed with natives of the city[447].

The attention placed by local governments on enhancing political participation is progressively increasing over the years, as the implementation of a set of initiatives shows. As an example, many cities (e.g., Dublin, Barcelona and Lille) have launched **information campaigns to increase foreigners' awareness concerning their voting rights and their understanding of the related voting procedures**.

Moreover, various cities have created public fora/consultative bodies as platforms for foreigners' communities to express their points of view and foster their involvement in the local decision making process. Several examples have been pointed out in the case studies: the democracy policy instruments of the city of Lille (e.g., Neighbourhood Councils, Citizens Fora) addressed to all citizens, including EU mobile citizens, and aimed at including their perspectives when dealing with specific policy issues; the Barcelona Municipal Immigration Council, including foreigners' associations and other migration-related stakeholders.

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[443] In Dublin, as an example, employment, health, immigration and education are exclusively national policy areas and migrants have the impression not to shape relevant policies but to contribute to the design of complementary initiatives that do not significantly influence their well-being. More generally, EU citizens are still excluded from a large part of political life as they do not have the right to vote in the national elections, and this could be a factor preventing a full involvement in politics.

[444] Migrants who have lived longer in the country of residence are the most likely to vote there and to be involved in the local community life. Although not comparable, the examples of France and Italy (i.e. the evidence on Turin) can be illustrative: in France, the country with the oldest intra-EU mobility inflows, 40% of EU citizens from other MS voted in municipal elections; in Turin the most recent (2007) inflows of Romanians did not proportionally increased the share of EU citizens from other MS participating in municipal elections.

[445] Although not comparable, the examples of France and Italy (i.e. the Turin) can be illustrative: in France, the country with the oldest intra-EU mobility inflows, 40% of EU citizens from other MS voted in municipal elections; in Turin the most recent (2007) inflows of Romanians did not proportionally increased the share of EU citizens from other MS participating in municipal elections.

[446] The recent awareness campaigns the European Commission have launched (with a view to 2014 elections) towards an improved provision of information to voters about candidates' political positions and party affiliations further confirm the lack of information as one of the major reasons for low migrants' voter turnout.

[447] The creation of this kind of associations is more common among migrants from "the old EU countries" seem to be more active than migrants from the "new EU countries", maybe because of the participation inherited from their country of origin (Moveact Project, 2012).

4.5 An inventory of best practices

The research carried out in the six cities allowed us to identify common issues met by EU mobile citizens when moving to a MS different from that of citizenship and the associated impacts on hosting communities, as well as the local policies and initiatives aimed at supporting newcomers and creating a society which is inclusive and respectful of diversity.

The importance of the following policies and related objectives should be pointed out:

► Removing barriers to mobility and to full inclusion of EU mobile citizens in the host communities, by providing **effective and accessible "welcome" services**, and by **tackling practical issues**, such as **difficulties in accessing relevant information**, or **language barriers**;

► Capitalizing on the **benefits of labour mobility and migration**, by ensuring effective employment services for migrant workers and proper recognition of their skills, and by helping them to realize their potential;

► Promoting educational policies which recognize and address diversity, by supporting the full inclusion of foreign children in schools, and fostering mobility, through exchange programs, and the development of intercultural skills and attitudes;

► Promoting **intercultural dialogue among people with different national backgrounds and developing a welcoming attitude** towards newcomers, by tackling discrimination, favouring the relationship and mutual understanding between newcomers and the host society;

► Enhancing the full participation of EU mobile citizens in the political and civic life of the host community, as well as their full exercise of the rights attached to EU citizenship, starting from the voting rights;

► **Monitoring and evaluating policies implemented**: the analysis of intra-EU mobility is strongly limited by the shortage of data. The implementation of local (and, in turn, regional and national) policies could be improved by strengthening the knowledge basis on the different aspects of the phenomenon, by collecting detailed data on patterns of intra-EU mobility, by evaluating the impact and effectiveness of the policies implemented, and by understanding the perceptions and attitudes of the citizens.

It is important to note that the extensive mapping carried out in the scope of this study allowed us to point out a vast range of policies and initiatives, implemented by both the local administrations and the social stakeholders, and aimed at addressing the issues and needs highlighted above. All the policies outlined in previous paragraphs, in relation to the economic and social impacts of mobility and migration, represent positive examples of the developments occurred at local level.

Furthermore, an attempt has been made to identify the best examples of effective or promising practices implemented in the six cities, based on the following criteria:

► **Innovation**: the policy measure/initiative has developed new and creative solutions;

► **Impacts at the local level**: the policy measure/initiative brings a positive and tangible impact;

► **Relevance with respect to the policy objectives** defined above;

► **Potential for replication**: the policy measure/initiative can serve as an inspirational framework for generating policies and initiatives in other cities and could be easily replicated.

These practices, summarized in the table below and presented in the paragraph that follows, should be seen as possible initiatives and means of intervention, focused on specific areas of action, which can complement the country-specific approach and overall strategy for inclusion of newcomers and enhancement of intra-EU mobility.

N	Policy area	Title of the policy measure/ initiative	City	Rationale for assessment	Innovation	Impacts at the local level	Relevance for policy objectives	Potential for replication
1	Education: fostering mobility	Barcelona University Centre	*Barcelona*	Use of a common platform for the provision of a wide set of services to international students.	H	M	M	L
2	Education: addressing diversity	Training for the Reception and Teaching of Immigrants	*Barcelona*	Training for teachers to Improve the offer of local educational services and take into account the multiculturality of classes.	M	M	H	M
3	Education: fostering mobility	International Label	*Lille*	Intercultural module to enrich international exchange experience of national students.	H	L	H	H
4	Inter - cultural Dialogue and attitude towards migration: tackling discrimination	Anti-Rumours Strategy and Campaign	*Barcelona*	Multiple initiatives targeted at the specific city's rumours and stereotypes to be fought.	H	H	H	M
5	Inter - cultural Dialogue: promoting relationship and mutual understanding	Libraries for all	*Prague*	Transformation of libraries into multicultural and multilingual centres.	H	H	H	L
6	Removing language barriers	Tell me more	*Dublin*	On-line, interactive and multilingual language programme for basic and advanced learning.	M	M	H	H
7	Inter - cultural Dialogue and attitude towards migration: tackling discrimination	One city one people	*Dublin*	Planned and recurring series of intercultural events.	L	H	M	M
8	Monitoring and evaluating inclusion policies	Your Dublin, your voice	*Dublin*	Use of an on-line survey to gather views and opinions on the city's well-being.	H	H	H	H
9	Monitoring and evaluating inclusion policies	Migrants' Inclusion monitoring system - the Hamburg Integration Concept 2013	*Hamburg*	System of indicators and target values to assess the level of foreigners' inclusion in the city in a number of key areas.	H	M	H	L
10	Providing information and support to newcomers	Hamburg Welcome Centre	*Hamburg*	"One-stop shop" system approach to offering multiple services to foreigners in the city.	M	H	H	M
11	Attitude towards migration	We are Hamburg! Won't you join us?	*Hamburg*	Recruitment of foreigners in local Public Authorities to reflect the city's cultural diversity.	H	M	H	H
12	Capitalizing on the benefits of labour migration: Entrepreneurship	Start a business – Instructions for new citizens	*Turin*	Voluntary support to foreigners' entrepreneurship.	L	L	M	H

N	Policy area	Title of the policy measure/ initiative	City	Rationale for assessment	Innovation	Impacts at the local level	Relevance for policy objectives	Potential for replication
13	Participation in political life	Migrant Voters Campaign	*Dublin*	Pervading and multichannel communication campaign to promote foreigners' active participation.	H	H	H	H
14	Capitalizing on the benefits of labour migration: Employment	Employment for People from Immigrant Communities	*Barcelona*	A complete assistance for foreigners searching for an employment.	L	M	H	H
15	Capitalizing on the benefits of labour migration: Employment	Degree Recognition, Educational Training and Employment Services	Turin	Portfolio of services addressing all foreigners' needs in the access to the labour market (counselling and customised training).	M	M	H	H
16	Attracting IT talents to fill shortages in the local labour market	Make IT in Ireland	Dublin	**Private-funded** project acting as a job-matching platform to provide a **better balance between the supply and demand for digital and multi-lingual skills.**	H	H	M	H
17	Intercultural dialogue	Provaci ancora Sam! (Play it again Sam!)	Turin	Central government project, co-founded by private stakeholder to **fight school drop outs** through social inclusion activities (47% of primary school pupils, and 87% of secondary school pupils are foreigners)	M	H	H	H
18	Market labour rights information	Help them out of the crisis	Prague	**Information and support on labour regulation and workers' rights** for foreigners to improve their positioning in the **local job market.**	L	M	H	H
19	Welcome tools	"Newcomers" guide to Lille	Lille	A **guide** aimed at newcomers and their family to support them in the integration in the local community. The guide gathers information regarding: **Administrative procedures; Education; Getting around; Professional activity; Healthcare; Useful information; Culture**.	H	H	M	M
20	Language training	Failte Isteach (Welcome)	Dublin	Senior citizens volunteer (i.e. retired people) to **teach English to foreigners,** offering on average over a thousand hours of tuition each week.	M	H	M	H
21	Entrepreneurship	Barcelona Activa	Barcelona	Local agency for the promotion of entrepreneurship, employment and business competitiveness with an international perspective.	M	H	H	M

Where: L is "Low", M is "Medium", and H is "High".

Detailed description of selected Best Practices

1. **Barcelona University Centre** *(Barcelona Centre Universitari)*

(http://www.bcu.cat)

CITY
Barcelona

POLICY AREA
Education: fostering mobility

LAUNCH
1997

DESCRIPTION

Barcelona Centre Universitari (BCU) was set up **to facilitate all aspects of non-academic life for the foreign university and scientific community** and to coordinate and direct all activities to promote Barcelona as an international university centre. BCU is a consortium that works with the Government of Catalonia, the Barcelona City Council, the Catalan Foundation for Research and Innovation and the Universities located in Barcelona. It represents a unique platform to coordinate, encourage, and drive necessary actions and initiatives to make life easier for foreign students outside the university. It offers many types of services to both incoming students and researchers, from the welcoming initiatives and safety tips, to the offer of accommodation and the organisation of cultural events and conferences.

FUNDING

Generalitat de Catalunya, Catalan Foundation for Research and Innovation; Barcelona Universities

RESULTS AND OUTCOMES

The Barcelona Centre Universitari is a key element in the promotion and development of Barcelona as a major university centre in Europe[448]. Today, the city is one of the preferred destinations for international and exchange students, and the BCU is crucial in assisting and helping them: according to students' feedback, BCU is an important help, facilitating their arrival, stay and leave, and it contributes to get students to choose Barcelona as the destination for their studies[449].

CONDITIONS FOR TRANSFER

- ▶ Strong coordination among the actors to be involved (e.g., regional government, universities, etc.) and definition of key roles and responsibilities since the beginning to ensure the efficient provision of services;
- ▶ Analysis of the main flows of incoming students, identification of the main countries of origin and evaluation of students' needs, taking into consideration the local offer (e.g., accommodation, language courses, administrative procedures, etc.) and providing students with the most suitable services.

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[448] See Barcelona Case Study for further data regarding the incoming flows of University students in Barcelona.

[449] http://agenda.bcu.cat/

2. Training for the reception and the teaching of immigrants

(http://www.formaciocoordinadora.blogspot.com.es/)

FORMACIÓ dels nous ciutadans:
Llengua, cultura i participació

CITY
Barcelona

POLICY AREA
Education: fostering mobility

LAUNCH

2011

DESCRIPTION

A **comprehensive training for volunteers, organizations or professionals working in teaching second languages to foreigners** in Barcelona, which began in 2011 and, given the positive results, continued in 2012 and 2013. The training focus is to facilitate learning, but it also deals with other issues of interest for educators, such as legislative, cultural or religious issues. The aim is that the recipients get a cross-training in the field of education to foreigners, and can thus improve their teaching techniques and give greater attention to quality in the classroom. The proposed training addresses issues like: learning a language as an instrument of social cohesion, main cultures in the city, foreigners and participatory citizenship. As a new feature for the academic year 2013-2014, in addition to the open training, a post-graduate diploma is offered, divided into two modules: training in basic language skills, and different cultures in Catalonia: the cosmopolitan citizenship.

The training programme is managed by the Comissiò de Formaciò (Training Committee) of Barcelona, which is composed of several institutions active in the field of education: Servei Solidari, EICA (Espai d'inclusiò i Formaciò Casc Antic), Apropem-nos, PROBENS and FundaciòMigra Studium.

FUNDING

NA

RESULTS AND OUTCOMES

The programme is now at its third edition and it has achieved encouraging results in terms of number of participants in the past editions. It contributed to the creation of a multicultural offer in the local education system, as proved by the fact that the number of foreign students in schools is progressively increasing.

CONDITIONS FOR TRANSFER

▶ Analysis of foreigners in the city in terms of number, main communities, and local language knowledge needs in order to offer adequate trainings for professionals working in teaching language and supporting them in dealing with the main foreigner communities of the city;
▶ Communication of the initiative, explaining its characteristics and its potential benefits;
▶ Design of an assessment system to evaluate the effectiveness of trainings.

3. International Label

(http://www.univ-lille1.fr/international/label-international)

CITY
Lille

POLICY AREA
Education: fostering mobility

LAUNCH

2011

DESCRIPTION

Label International is a project launched by the University Lille 1 to **promote the intercultural awareness, the foreign language knowledge and the international mobility of its students through the provision of an International Label** that will be mentioned in the descriptive annex to the final diploma. In order to get the label, a student needs to complete a 30-hour Intercultural Module, to be enrolled in a mobility programme (study abroad or internship) and to obtain a B2 certificate in a foreign language.

The distinctive aspect of this project is the **Intercultural Module** that integrates the exchange programme in which students will or have already participated. Through specialized teachers, this Module provide students with the basics to understand differences among cultures and to adequately deal with them in their future professional life.

FUNDING

Université Lille 1

RESULTS AND OUTCOMES

This initiative, despite not being directly addressed to foreign students, positively contributes to the creation of an international context that could facilitate the inclusion of foreign students in Lille University. Label International is the first example of such an initiative in France, and received very positive feedback from participants. As a consequence, the programme has been extended to include administrative staff and professors, in order to support them in the management of the increasing number of foreign students choosing Lille 1 for their studies. Label International has recently received an award from the European Commission (in 2012)[450], recognizing it as an innovative project in the field of teaching and learning languages approaches.

CONDITIONS FOR TRANSFER

- ▶ Analysis of the targets of the Intercultural Modules. Specifically, for national students it is relevant to point out the main countries of destination; for administrative staff/professors the main groups of international students in the university they have to deal with. The purpose is to identify specialised teachers to manage intercultural modules to adequately add value to the experience abroad of national students and effectively support administrative staff and professors;
- ▶ Guarantee of continuity between the students' international exchange experience and the Intercultural Module once back in Lille. The Intercultural Module should ideally take place a few weeks after the return of the student, in order to make it as effective as possible;
- ▶ Follow-up to the post-exchange experience, through the involvement of national students as key actors in welcoming international incoming scholars.

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[450] http://www.univ-lille1.fr/international/Flash-Infos?id=29107

4. Anti rumours Strategy and Campaign *(BCN antiRUMORS)*

(http://bcnantirumors.cat/)

CITY
Barcelona

POLICY AREA
Inter-cultural Dialogue and attitude towards migration: tackling discrimination

LAUNCH
2010

DESCRIPTION

The **Anti rumours Strategy of the City of Barcelona aims to fight the main rumours and stereotypes on cultural diversity spread throughout the city**. The strategy is enriched by an Anti-rumours Campaign to raise awareness in the local community on the situation of foreigners. The strategy and the campaign are developed by the Anti-rumours Network (*Xarxa Antirumors*), composed of the City Council and more than 200 organisations (ranging from neighbourhood resident associations to parents in the city's schools).

The strategy's main goal is to remove negative and unfounded rumours that have an adverse effect on the well-being of the city, working in conjunction with different social actors and organizations. In order to coordinate all the actions foreseen, the strategy introduces the role of the "Anti-rumour Agent", responsible for the implementation of specific activities and for the overall supervision. In line with the above mentioned main goal, the Anti Rumours Campaign aims at fighting stereotypes in a number of key areas such as retail, health, taxes, employment, social services and school, creating dedicating anti-rumour materials (e.g., leaflets and videos), addressing all Barcelona inhabitants.

Main Output: "Manual to combat rumours and stereotypes about cultural diversity in Barcelona", including 12 rumours to fight and a list of 35 anti-rumour activities categorized according to the type, the target group, the key stakeholders involved (e.g. cultural/education centres, theatres, private foundations, schools, libraries) and the objectives. More than 350 Anti-Rumours Agents were trained and the Barcelona City Council created a fund to finance activities supporting the Anti Rumours Campaign objectives.

FUNDING
Barcelona City Council

RESULTS AND OUTCOMES

This good practice has received EU recognition as it is a simple and effective way to build a more cohesive society and foster the inclusion of foreign population in the local community[451]. It will be extended[452] to four cities in the Spanish Network of Intercultural Cities (i.e., Sabadell, Getxo, Fuenlambrada and Tenerife), and other European cities have also expressed an interest in the strategy developed in Barcelona, especially those where cohabitation between different cultures is put to the test on a daily basis[453].

CONDITIONS FOR TRANSFER

- ▶ Analysis of the foreigners' situation in the city, identifying main rumours and stereotypes to be fought;
- ▶ Wide engagement of key local actors (e.g. public service companies, associations, NGOs, etc.) in the design and implementation of the strategy and the campaign in order to raise their potential for success;
- ▶ Strong communication effort to give visibility to and raise awareness about the Anti Rumours initiatives;
- ▶ Enrolment of volunteers to be trained as Anti-Rumours Agents;
- ▶ Creation of data collection tools (e.g. surveys, questionnaires), and of an evaluation and monitoring system in order to assess the progress of the strategy and the impacts of the campaign.

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[451] http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=28379

[452] http://www.elmundo.es/elmundo/2013/05/19/paisvasco/1368961195.html

[453] http://www.uclg-cisdp.org/en/news/latest-news/barcelona-anti-rumours-network

5. Libraries for all – European Strategy for Multicultural Education *(ESME)*

(http://www.librariesforall.eu/en/local-projects/multicultural-center-prague)

CITY
Prague

POLICY AREA
Inter- cultural dialogue and attitude towards migration: tackling discrimination

LAUNCH
2008

DESCRIPTION

The Prague project is part of the wider European project "Libraries for all – a European Strategy in Multicultural Education" and aims at **changing the city public libraries into multicultural and multilingual centres providing services which take into account foreigners' needs**.

The project is run by the Multicultural Centre of Prague (MKC) and by the Municipal Library of Prague (MLP), and it has three main target groups: foreigners, adults and children, but also librarians and library visitors. An Advisory Board composed of foreigner representatives has informed libraries about the needs and wishes of foreigner communities and has advised them with regard to potential multicultural library services. Libraries have thus created several **new services and initiatives tailored to foreigners' needs** (e.g., books in foreign languages, 'low threshold' course of Czech language, two Infopoints for foreigners, computer training for foreigners, etc.). New services for foreigners were communicated in brochures translated in seven languages. An additional aspect of the project is the **training of library staff**, through seminars (on intercultural communication techniques and examples of good practices), and practically-oriented workshops[454]. The main result of the project is a manual which provides comprehensive information on new approaches to multicultural education in libraries[455].

FUNDING

EU-Lifelong Learning Programme - GRUNDTVIG (Adult Education) (75%) and own resources and funding of the partner organisations (25%).

RESULTS AND OUTCOMES

The project created manifold advantages for different groups: the libraries that could actively contribute to the inclusion of foreigners, foreigners that considerably profited from the new library services and the local community that have experienced their own region's cultural diversity. In the Municipal Library of Prague, the Czech language courses were visited by twice the number of students than similar courses offered in different parts of Prague by the Centre for the Integration of Foreigners (CIC) (616 participants, 378 attended the courses regularly); the library website and the info points were visited by foreigners to a greater extent and 1,715 new library cards (readers without Czech citizenship) were issued during the project[456].

CONDITIONS FOR TRANSFER

▶ Analysis of the foreigners in the city, main groups, their level of inclusion and their characteristics (e.g., level of local language knowledge);
▶ Design of a coherent set of services to meet different clients' needs, identifying where (which libraries in the city) and how (e.g., online, one-to-one meetings, workshops, etc.) to provide these services;
▶ Creation of an information campaign to promote and raise awareness about the new services provided;
▶ Set up of monitoring activities to assess the progress, the customer satisfaction and the global service efficiency. Moreover, the system should support the identification of new needs and could suggest changes in the services provided.

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[454] Ibidem

[455] http://librariesforall.eu/en/products

[456] http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=17152

6. Tell me more – Language Learning Programme

(http://www.dublincity.ie/RecreationandCulture/libraries/Library%20Serv
ices/learning_with_your_library/Pages/tellmemore.aspx)

CITY
Dublin

SECTOR OF THE POLICY
Removing language barriers

LAUNCH
2009

DESCRIPTION

Tell Me More (TMM) is an **internet based language programme** provided by Dublin City Public Libraries and administered by the Open Learning Centre (OLC) in the Central Library. Courses are available for learning English, French, Italian, Spanish, Dutch, and German, through 19 interface languages, including Portuguese, Polish, Hungarian, Slovak, and Russian. Students can work on their speaking, listening, writing and grammar skills, through examples of everyday or professional situations, and can access real Euronews videos. Learning tasks are individually tailored to students' needs, on the basis of an initial "skill assessment".

Students can track their progress via the '**My Statistics'** section, which gives them a summary of the work done and a record of their progress showing completed activities and success rates. This is possible thanks to the constant monitoring on the part of the OLC staff. To take part in the programme, interested people need to have library membership and, if needed, a licence to use the program virtually.

FUNDING

Tell Me More is sponsored by the Social Integration Office of the Dublin City Council, the Department of Integration, RAPID, and Aurolog ParisDublin. The programme has received endorsement from the Council of Europe.

RESULTS AND OUTCOMES

Tell Me More has been very well received and, owing to its strong system of monitoring, evaluation and outreach, it is progressively expanding. The programme caters to more than 2,500 non-Irish nationals. Specifically, the programme counted 2,790 participants in 2010: 23% was from EU Member and, globally, 113 nationalities were represented. Furthermore, 62% of participants were between 25 and 50 years of age[457].

A high proportion of foreigners participated in the Tell Me More programme with the aim of obtaining the IELTS certificate (so as to gain entry to higher education or registration in a professional body) or the TOEIC certificate (to easily access the labour market). In this way, this programme supports an often neglected group of language learners: qualified foreigners wishing to up-grade their qualification or have their professional qualification recognised in Ireland[458]. Moreover, the project may improve educational opportunities for foreign students in schools with disadvantaged status and comparatively low levels of language learning[459].

CONDITIONS FOR TRANSFER

► Analysis of foreigners in the city (e.g., incidence on the local community, level of knowledge of local language, aptitude in learning the local language) to define the most appropriate customizations;
► Communication of the initiative, explaining its characteristics and its potential benefits;
► Design of a skill assessment tool to identify the starting level and monitor students' progress.

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[457] Slovak, P. and McCafferty I. (2012), Monitoring Integration in Dublin City: Challenges and Responses. Full Report March 2012.
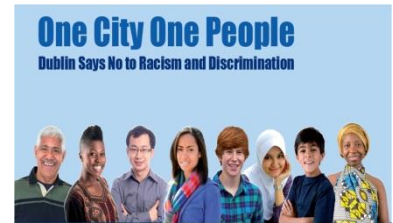
[458] Ibidem

[459] Ibidem

7. One City One People

(http://www.dublin.ie/arts-culture/one-city-one-people.htm)

CITY
Dublin

POLICY AREA
Inter-cultural Dialogue and attitude towards migration: tackling discrimination

LAUNCH
2010

DESCRIPTION
This initiative firstly launched in 2010, and then repeated in 2011 and 2012, by the Dublin City Council (Office for Integration) **aims to foster inclusion and integration of the city's foreign population through a set of intercultural events** (e.g., exhibitions, concerts, seminars, workshops, guided tours, sport competitions, etc.). All the events promote the image of Dublin as an open city, respectful of the difference and valorising the intercultural profile of its inhabitants. The wide engagement of all the city key actors is a distinctive trait of this initiative. As an example, since evidence suggested that many discrimination incidents occur in public transport arenas, the involvement of public transport companies was secured, and vehicles were used to promote the message of anti-racism. This initiative also offered a forum to discuss developments and future actions for foreigners' inclusion policies in the city.

FUNDING
Dublin City Council and the Integration Office of Ireland.

RESULTS AND OUTCOMES
The project is an integrated part of the wide set of policies and initiatives implemented at the local level by the Dublin City Council to foster foreigners' inclusion and it strongly contributes to strengthening the multicultural image of the city. Among the cities analysed, Dublin is indeed the one with the highest share of EU mobile citizens (with respect to the total number of foreigners). Moreover, diversity and inter-culturality are enhanced and considered a good thing for the city by a large majority of inhabitants[460]. This element, together with the positive attitude of citizens, has been built through and thanks to policies like One City One People. In particular, the success of this initiative has contributed to Dublin City Council's decision to repeat the initiative in the next years.

CONDITIONS FOR TRANSFER

▶ Analysis of the foreigners in the city, in order to understand migration and inclusion patterns and identify main issues to be addressed through dedicated events;
▶ Engagement of key local actors and strong coordination among them in order to define a coherent programme and efficiently implement all the planned events;
▶ Wide communication of the events, as their success is strictly linked to the level of involvement of the local community.

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[460] See Dublin Case Study, in particular the paragraph on "Attitude towards migration" for further details on nationals' and migrants' perceptions.

8.	**Your Dublin Your voice**

(http://www.dublincity.ie/PRESS/DCCPRESSPACKS/YDYV/Pages/YourDublinYourVoice.aspx)

CITY
Dublin

POLICY AREA
Monitoring and evaluating inclusion policies

LAUNCH
2010

DESCRIPTION

"Your Dublin, Your Voice" is **an on-line survey addressing all Dubliners and visitors, whose aim is to collect opinions and views on general well-being in the city.** The project seeks feedback and suggestions on a range of issues that could impact the quality of life in Dublin, such as: living/working and studying in Dublin (e.g., asking if Dublin could be considered a good place to study), personal experience of Dublin (e.g., considering diversity a good thing for the city), feelings about neighbourhoods (e.g., being happy and feeling safe in one's own neighbourhood); and personal perception about Dublin (e.g., the best and worst things about the city)[461].

This is an initiative of the four Dublin Local Authorities representing the Dublin County.

FUNDING
Dublin City Council (Office for International Relations and Research).

RESULTS AND OUTCOMES

The initiative has been well received since the beginning, with almost 2,300 respondents to the first survey, representing some 60 nationalities, with British, French, Polish, and Italian as the main groups[462]. Indeed, since 2010, surveys have been launched every year. Moreover, the use of the internet in the delivery of the survey, and the analysis of its results makes "Your Dublin, Your Voice" a highly cost effective mechanism for public sector decision makers to engage with citizens in order to drive change for the region[463].

"Your Dublin, Your Voice" survey is one of the rare sources of information that provide some insight as to the perception of Dublin among non-Irish communities[464]. The panel now boasts around 4,000 members representing men and women of all ages and backgrounds of more than 50 nationalities and hailing from every county in Ireland[465]. The opinions collected in the first surveys, for instance, have brought the city to secure action among agencies on anti-social behaviour concerns, and to inform policy makers and businesses about the leisure industry sector and confirm the need to develop a Digital Masterplan for Dublin[466].

CONDITIONS FOR TRANSFER

▶ Strong knowledge of the city, of its assets and its development goals in order to design a survey whose results could effectively support and feed the public decision making process;
▶ Analysis of foreigners in the city and identification of the main inclusion issues, in order to design a proper survey and build a panel able to reflect the city's cultural diversity;
▶ Use of an easy and accessible tool to carry out the survey;
▶ Multichannel communication campaign to inform citizens about the initiative, stressing its importance and its potential benefits;
▶ Definition of a monitoring and evaluation system, to systematically measure the attitude towards inclusion, and raise awareness about the well-being of the city among the population.

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[461] http://www.dublincity.ie/Press/dccPressPacks/YDYV/Documents/YourDublinYourVoice_TopLineResults%20April%202011.pdf
[462] See Dublin Case Study for further details on the results of the 2010 survey.
[463] http://www.creativedublinalliance.ie/projects/your-dublin-your-voice/
[464] Slovak, P. and McCafferty I. (2012), Monitoring Integration in Dublin City: Challenges and Responses. Full Report March 2012.
[465] http://www.dublincity.ie/PRESS/DCCPRESSPACKS/YDYV/Pages/YourDublinYourVoice.aspx
[466] http://www.informer.ie/YourDublin,YourVoice.asp

9. Migrants' Inclusion Monitoring System – the Hamburg Integration Concept 2013

(http://www.hamburg.de/integration/service/115238/integrationskonzept.html)

CITY
Hamburg

POLICY AREA
Monitoring and evaluating inclusion policies

LAUNCH
2013

DESCRIPTION

In 2013, the Hamburg Integration Council developed a **new Integration Concept, which promotes social inclusion and integration as a cross-sectoral issue** and encourages an open approach involving all the relevant stakeholders (e.g., administration, social institutions, day care centres, schools, associations, businesses, etc.). Within this strategic framework, foreigner integration includes three main aspects: welcoming culture, diversity and cohesion. The 2013 Concept introduces[467] for the first time a **set of indicators and target values to measure and assess the progress for all central topics of integration**. These indicators include:[468]:

- ▶ Number of naturalizations;
- ▶ Foreigner high-school graduates with higher education entrance qualification per year;
- ▶ New participants to integration courses;
- ▶ Foreign and non-foreign student success rate in universities and in dual education;
- ▶ Foreigner employment/unemployment rate;
- ▶ Number of foreigners working in Public Authorities;
- ▶ Discrimination in the provision of public services.

Within the set of indicators, there is a specific focus on **housing**, which is deemed to be a key issue for social inclusion. The following related aspects are observed: equal access to public housing, improvement of housing assistance and the information services of housing-related issues. The overall objective of the Integration Concept is to create an affordable housing market, and to foster good coexistence in the city. To this end, a number of additional initiatives will be planned, like workshops led by technical authorities and housing industries with the involvement of foreigner organisations, to provide a forum to discuss and deal with the obstacles in the provision of housing to foreigners.

The indicators will be controlled annually or bi-annually, with data provided by different actors who are supposed to upload it onto a share-point platform. However, the procedures for the monitoring processes are still under construction[469].

Professional Strategy for Hamburg

In line with the Integration Concept, a four-pillar Professional Strategy for Hamburg was introduced in 2013, with the aim to address the increasing need for skills of the city of Hamburg. It consists of an overall strategic framework and a list of policy fields (e.g., housing, education, family and equal opportunities) to be addressed to achieve the foreseen objectives. The four pillars are:

1. Qualifying professionals (e.g., increase the mobility of the education system);
2. Make use of and protect the labour force potential (e.g., increase the labour participation of young

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[467] See the Hamburg case study, paragraph "Management of migration and inclusion policies in city" for further details on the content of the New Hamburg Integration Concept.

[468] http://www.hamburg.de/contentblob/128792/data

[469] Hamburg Free Movement Focus Group

persons, integrate persons with a migrant background);

3. Win new professionals from within- and outside Germany and improve the Welcome Culture (e.g., empower foreigners living in Hamburg as professionals);

4. Enhance the attractiveness of the labour conditions (e.g., health and security, adequate monetary compensation).

The strategy has been designed also to satisfy the needs for professionals in companies outside the administrative borders of Hamburg, experiencing problems such as a lack of skilled labour force, and attractiveness for new professionals or qualifications.

FUNDING

No new budget has been allocated to the implementation of the new integration concept so far, but there are existing budgets in each of the Administration's (Behörden) annual budgetary framework dedicated to integration and also other funds allocated to integration measures. Additional resources can be obtained from European funds (e.g., the ESF, the new AMF). The new concept is designed in a way that generally leaves it up to the relevant departments and districts to define how they will achieve the targets measured by the indicators.

RESULTS AND OUTCOMES

The Integration Concept is the key element of the new integration approach of Hamburg. It will be possible to observe outcomes in a few years; nonetheless, the definition of measurable objectives and the introduction of a set of monitoring indicators are likely to give Hamburg a new asset to improve foreigners' inclusion at the local level.

CONDITIONS FOR TRANSFER

▶ Analysis of the foreigners' situation in the city (e.g., main communities, main obstacles to inclusion, etc.), to identify the areas to be address to improve their inclusion;

▶ Engagement of key local actors for the design of the strategy in order to gather their commitment;

▶ Definition of roles, tasks and responsibilities among the actors involved (e.g., local administrations, experts, local associations, etc.) for an effective implementation of the strategy;

▶ Definition and set up of a monitoring and evaluation system, including objectives, targets and qualitative and quantitative indicators. Particular attention should be paid to the data collection phase, as often data is not easily available at the local level.

10. Hamburg Welcome Centre

(http://english.hamburg.de/welcome-center/)

CITY
Hamburg

POLICY AREA
Providing information and support to newcomers

LAUNCH
2007

DESCRIPTION

The Welcome Centre is a **multi-purpose facility, promoted and managed by the Senate, to help foreigners in getting comfortable with the city and obtain complete information** and adequate orientation with respect to the services and the opportunities offered by the City.

Most of the information provided by the Centre (online, through printed brochures or personal advice) relates to**:** accommodation, schooling, studying, local administration services for foreign qualified executives and students, employment, family and childcare. The Centre also offers information services for foreign entrepreneurs/companies who choose to set up their activities in the area.

The Welcome Centre continues to improve its services and adapt them to the needs of new residents, thanks to a continuous assessment system (i.e., customer satisfaction surveys) that allows the Centre to measure the effectiveness of its offer. In addition, through the **Welcome Club** newcomers could meet with locals on a monthly basis to get practical basic information about the city.

FUNDING

Free and Hanseatic City of Hamburg

RESULTS AND OUTCOMES

The Welcome Centre is an example of a successful inclusion initiative. Indeed, the number of services provided has increased, as well as the number of contacts with newcomers (in 2009 the Centre had an average of 60-70 visitors a day)[470]. In the first two years, evidence from the periodic assessment was very encouraging, showing a high level of satisfaction among final users, and a high consideration of advice given[471]. The importance of the initiative was also recognized by both other cities, interested in creating similar centres, and the Federal Government, underlining how the Hamburg Welcome Centre represents an outstanding example of welcome culture[472].

CONDITIONS FOR TRANSFER

▶ Analysis of the foreigners' situation in the city: what are the main groups, what are their main characteristics, obstacles and needs, in order to identify and customise the most suitable services to provide to newcomers;
▶ Engagement of all local actors (e.g., associations, NGOs, etc) active in foreigners' welcoming activities for the design of the Centre and its service portfolio;
▶ Strong coordination between all actors involved, both public and private, in order to design the Centre according to a "one-stop-shop" principle, able to provide all the needed information;
▶ Communication of the initiative: making the Centre visible and renowned as the main point where to find information, help, and assistance;
▶ Design of a customer satisfaction system (e.g. though questionnaires) to assess the effectiveness and the quality of services.

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[470] http://en.eumobilitynet.info/archivos/17_hwc_hamburgo_en.pdf

[471] Ibidem

[472]http://www.bundesregierung.de/Content/DE/Pressemitteilungen/BPA/2012/07/2012-07-10-boehmer-hamburg.htm

11. We are Hamburg! Won't you join us? *(Wir sind Hamburg! Bist Du dabei)*

(http://www.hamburg.de/bist-du-dabei)

CITY

Hamburg

POLICY AREA

Attitude towards migration

LAUNCH

2006

DESCRIPTION

"We are Hamburg! Won't you join us?" is a **campaign launched to promote intercultural openness in local Public Authorities and to recruit and involve young foreigners in the Hamburg public service training** system. The relevance of the policy becomes even more evident considering that the local Public Administration should reflect the city's cultural diversity.

Every year the Hamburg public service department offers more than 500 training places in six different occupational fields, namely general administration, law courts, prison, police, fire service and tax authority. The initiative was widely communicated through multilingual brochures in Turkish, Russian and German, including information on how to apply, required qualifications, and eligibility criteria. In addition, multilingual flyers were distributed to foreigner organisations, describing the city's recruitment goals and outlining the various training opportunities available for young foreigners.

FUNDING

Senate of the Free and Hanseatic City of Hamburg.

RESULTS AND OUTCOMES

Results were rather encouraging. At the starting point in 2006, 5.2% of the candidates recruited for training within the city administration were of foreigner origin, and their number doubled in 2007. Thanks to marketing and media campaigns, the percentage of trainees and apprentices with a foreigner background increased to 15% in 2010[473] and 16.5% in 2011[474] The most represented countries of origin were Poland, Russia, Turkey and Kazakhstan.[475]

CONDITIONS FOR TRANSFER

▶   Analysis of the city to understand the cultural diversity and foreigners' professional profiles;
▶   Coordination and strict collaboration with foreigners organisations, to promote and raise awareness about the initiative;
▶   Design a training programme in line with foreigners' profiles.

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[473] http://citiesofmigration.ca/good_idea/we-are-hamburg-wont-you-join-us/

[474] See Hamburg Case Study for further details on migrants' involvement in Public Authorities.

[475]http://www.eukn.org/E_library/Social_Inclusion_Integration/Social_Inclusion/%E2%80%9CWe_are_Hamburg_Won%E2%80%99t_you_join_us_%E2%80%9D

12. Start a business – Instructions for new citizens *(Fare Impresa – Istruzioni per i nuovi cittadini)*

(http://www.to.camcom.it/fareimpresa)

CITY
Turin

POLICY AREA
Capitalizing on the benefits of labour migration: Entrepreneurship

LAUNCH
2007

DESCRIPTION

The project, developed by the Turin Chamber of Commerce and Industry, the Turin Tax Office and the Turin Social Security Office, aims to provide **support, advice and answer to difficulties encountered by foreigners in the process of starting a new business** and in their contact with the local Public Administration offices.

Within this project, the promoters designed **"Start a business course",** a **free dedicated course for foreigners** (i.e., Romanians and TCNs), targeting those who already are, or want to become, entrepreneurs in the city. The purpose is to provide foreigners with information and the basic knowledge to interact with Public Administration offices and to comply with fiscal and administrative obligations. The course also gives information on how to start a business, how to register at the Chamber of Commerce and how to obtain loans and funding.

FUNDING

INPS Turin, Turin Chamber of Commerce and Industry, and Turin Tax Office.

RESULTS AND OUTCOMES

Foreign entrepreneurs – and EU mobile citizens in particular – strongly increased in the Turin province, and the foreigners' entrepreneurial activities have become more and more relevant in the area, creating thousands of new jobs[476]. An important contribution to this increasing role of foreign entrepreneurs is given by the set of programmes and projects of the Turin Chamber of Commerce and Industry addressing their needs when starting a new business, like the "Start a new business" project. This initiative has achieved strong success in the area, as demonstrated by the fact that "Start a new business" counsellors and teachers are increasingly requested by local authorities willing to involve them in parallel projects (e.g., the Informagiovani).

CONDITIONS FOR TRANSFER

- ▶ Knowledge of foreigners' labour and entrepreneurial market in order to give the most suitable and adequate advice to foreigners willing to launch their own entrepreneurial activities;
- ▶ Availability of experts (administrative, business and legal) volunteering to give assistance and information to foreigners.

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[476] See the Turin case study for further details on migrant entrepreneurship.
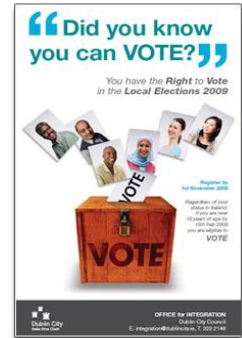
13. Migrant Voters Campaign

(http://www.dublincity.ie/PRESS/PRESSRELEASES/PRESSRELEASES2008/OCTOBER2008/Pages/MigrantVotersCampaign.aspx)

CITY
Dublin

POLICY AREA
Participation in political life

LAUNCH
2008

DESCRIPTION
A Campaign launched in 2008 by the Dublin City Council, with the aim to **raise awareness among foreign communities of their voting rights in the municipal elections and the importance of voting**. The campaign also provided information on the practical steps (i.e., registration and voting procedure) on how to actually cast a ballot on Election Day. Information was given through various channels, such as posters translated in over 25 languages, including Polish, Lithuanian, Arabic, Chinese and Spanish[477].

Together with the multi-lingual education campaign, the initiative included also a "**Train the trainer**" programme, to train grassroots community activists for group training sessions addressing foreigners on voting procedures. Once the training was finished, activists delivered voters' education courses across the city in local community centres and places used by foreigners.

FUNDING
Dublin City Council

RESULTS AND OUTCOMES
The initiative was considered a significant step in terms of the City of Dublin's commitment to foreigners' inclusion and was widely appreciated in the local foreigners' communities that have been involved. Indeed, the Federation of Polish Organisations recognised the importance of the campaign to inform foreigners of their right to vote.

The campaign convinced a number of foreigners to register to vote. In particular, the number of EU mobile citizens registered to vote in Dublin local elections increased, doubling from 2004 to 2009[478] (even though the increase was not as significant as some would have expected).

CONDITIONS FOR TRANSFER

▶ Analysis of the migrant communities, to understand how many and who should be addressed by the initiative, in order to plan and design the most appropriate campaign;
▶ Coordination of communication efforts with local foreigners' associations;
▶ Availability of volunteers and activists to be trained to assist and inform foreigners;
▶ Design of a multiple-channel communication strategy, to raise awareness throughout the local community.

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[477] http://citiesofmigration.ca/good_idea/did-you-know-you-can-vote-cities-and-democracy-at-work/
[478] See Dublin Case Study for further details on migrants' electoral activity.

14. Employment for People from Immigrant Communities (EPIC)

(http://www.bitc.ie/employment-programmes/employment-for-immigrants/)

CITY

Dublin

POLICY AREA

Capitalizing on the benefits of labour migration: Employment

LAUNCH

2006

DESCRIPTION

EPIC is a **free programme supporting adults** from EU states entitled to work in Ireland and those from non-EU states with stamp 4[479] **to secure employment, training and education in Ireland**.

EPIC provides six weeks of classroom-based training, plus ongoing individual support in order to improve foreigners' job seeking skills. The **six week training module** includes: Pre Employment and English for Work Training, Interview Skills Training, Living and Working in Ireland Training, IT Skills Training, Using Social Media to find employment. Moreover, **Training and Employment Officers (TEOs)** with expertise and wide experience in career advice and job placement, provide one-to-one support sessions on the various steps for seeking new employment or education. TEOs support also with CV and interview preparation, psychometric testing, coaching for interviews as well as working with the participant to source and secure further education or employment.

EPIC is implemented by Business in the Community Ireland with the cooperation of BT, CPL, Ericsson, Matheson and Bank of Ireland as key business partners for this initiative. EPIC also works with Cairde, Citizens Information Service, Dublin City North Volunteer Centre, The Equality Authority and the INOU. All partners provide their expertise for the training, as well as work placements for foreigners.

FUNDING

The EPIC programme is funded by the Office for the Promotion of Migrant Integration (formerly the Office of the Minister for Integration) under the Department of Justice and Equality and co-financed under the European Social Fund Human Capital Operational Programme 2007-2013

RESULTS AND OUTCOMES

EPIC brings relevant benefits to foreigners in terms of improving their English, their job seeking skills, raising their motivation and confidence, increasing their understanding of Irish culture and the work environment, building their networks and promoting overall social inclusion.

In Dublin, EPIC has impacted the lives of over 1,300 people from 95 nationalities and 69% of clients have found jobs or entered training or are volunteering[480].

CONDITIONS FOR TRANSFER

▶ Knowledge of foreigners' profiles in terms of: skills, country of origin, level of knowledge of the local language, in order to provide them with the most suitable training module and recruit the most appropriate Training and Employment Officers to advise clients;

▶ Availability of Training and Employment Officers with expertise and wide experience in career advice and job placement able to deal with foreign clients;

▶ Design of a monitoring system, to assess (and support) the foreigners' experience accessing the labour market.

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[479] Stamp 4 is given to a person who is allowed to stay in Ireland until a specified date (i.e., Non EEA family member of an EEA citizen, Non EEA spouse of Irish citizens, refugees, Non-EEA person granted family reunification under the Refugee Act 1996, Programme refugee, Non-EEA parent of Irish citizen child where parent was granted permission to remain in the State, Non-EEA family member of EU citizen where family member qualifies under the European Communities-Free Movement of Persons-No. 2-Regulations 2006).

[480] http://www.bitc.ie/employment-programmes/employment-for-immigrants/

15. Degree Recognition, Educational Training and Employment Services *(Extra Titoli in Barriera and Cantieri di Lavoro)*

(http://www.comune.torino.it/urbanbarriera/lavora/extra-titoli.shtml#.UffAcfIM8oI)

CITY
Turin

POLICY AREA
Capitalizing on the benefits of labour migration: Employment

LAUNCH
2012

DESCRIPTION

The project "Extra Titoli in Barriera" addresses Romanians, Bulgarians as well as TCNs), offering **advice in the procedure of recognition of the education titles awarded in the country of origin and providing educational training programmes**. More specifically, the project offers foreigners tailored counselling activities about the recognition of degrees and qualifications, and about the necessary procedures, as well as information and support towards the continuation of education or professional courses, orientation towards other support networks, and orientation towards training and working opportunities existing in the area, with the final aim of facilitating foreigners' access to the labour market, in the most suited sector and position. Beneficiaries should be of working age, with a high school diploma or higher education degree and should reside in the city of Turin. The service is implemented through an open "help desk", and back-office activities, managed by expert and skilled officers, with the aim of supporting beneficiaries throughout the entire process. This project is included in a wider set of initiatives to foster foreigners' employment, developed by the Turin Municipality. Another relevant project is "**Cantieri di Lavoro**" (Labour Integration Projects), which aims at promoting the temporary inclusion of unemployed citizens (both nationals and foreigners, EU mobile citizens and TCNs) in administrative and low-skill technical activities. The project also provides orientation and training activities, to help unemployed people to find a job[481].

FUNDING

Extra Titoli in Barriera is part of the UrbanBarriera project, funded by the Piedmont Regional Government through the European Regional Development Fund (ERDF), and by the Municipality.

RESULTS AND OUTCOMES

Since its inception, Extra Titoli in Barriera has worked with foreigners from more than 30 nationalities. Specifically, concerning the recognition of professional and educational qualifications, 28% of the 203 users in 2012 were Romanian[482], this being the largest group of foreigners using the service. On the contrary, in the area of training programmes, TCNs are more involved, due to the fact that they usually experience worse occupational and working conditions than nationals and EU mobile citizens. The service is almost the only one of its kind, bar a couple of similar initiatives in Lombardy Region, and represents a successful example of Turin policies in the employment field.

CONDITIONS FOR TRANSFER

▶ Knowledge of the different foreigners' communities in the city in terms of characteristics, skills, and educational background. A sound knowledge of the various education systems of the countries of origin of the main foreigner communities is needed to adequately perform the recognition service.
▶ Availability of experts and trainers with knowledge of the labour market to facilitate foreigners' inclusion;
▶ Design of a monitoring system, to assess (and support) the foreigner's experience in accessing the labour market.

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[481] http://www.comune.torino.it/lfs/pag/p7.html

[482] http://issuu.com/urbanbarriera/docs/cdb_02_settembre2012?e=5315660/2569111

16. Make IT in Ireland

(http://makeitinireland.com/)

CITY
Dublin

POLICY AREA
Attraction of talents and workers in the IT sector: Employment

LAUNCH
2012

DESCRIPTION

Make IT in Ireland is a private service, an Industry-led initiative to help existing enterprises to grow; it aims at providing a solution to shortages in the ICT field, by bringing people in from other countries that can do the jobs that are being offered. The basic principle is that the "raw material" of all ICT businesses is human capital. The initiative, thus, supports ICT companies to grow, by helping provide a better balance between the supply and demand for digital and multi-lingual skills, by promoting the region (Ireland in this case) and attracting the right people from distant EU regions.

The project uses some of the technology from Zartis[483] and social media to let people in Europe who have an interest in the ICT sector know about the possibilities that are available in Ireland for employment and career progress. The website Make IT in Ireland, on the one hand, promotes the job and business opportunities available in Ireland in the ICT sector. On the other hand, it provides a range of information about living and working in Ireland's tech sector, working as a kind of one-stop-shop for people wishing to move in the country. It is based on user generated content to populate a map of Ireland showing all the technology companies in the country. The website Make IT in Ireland provides links to the companies' career's sites from this map. This allows foreigners find and apply for roles in companies from one single point. Individual are allowed to submit their CV into a CV database; any of the recruiters from the participating companies can log in and see those CVs. There is no charge to the company or the job seeker for this service.

FUNDING

All of the funding is private, coming from large multinational software companies including Facebook, Google, Twitter, Microsoft and others. In total 20 companies were involved in funding.

RESULTS AND OUTCOMES

Over 40,000 visited the site and hundreds of thousands heard about it through TV, radio, print and online. Based on a test period of 6 weeks, the last data shows that the website received 400 CVs. Almost all of them were from IT professionals. According to estimates provided by Make IT in Ireland, every job that the project helps to fill results in an average salary of €47,000 being paid. This results in a **multiplier effect in the local economy** of between 0.7 and 7 new jobs being created. In their estimates, every job filled increases ICT spend in the Irish economy of approx. €75,000. In many cases it reduces potential spend on social welfare in the country the foreigner has left. It also provides a new job, and life, for the job seeker and the company fills a position allowing it to grow.

CONDITIONS FOR TRANSFER

- ▶ Knowledge of the different local IT market, characteristics, trends, and needed profiles in terms of characteristics, skills, and educational background;
- ▶ Connections with and support from the main IT/ICT employers in the local area;
- ▶ Design of a multimedia and social platform, to connect people and companies, creating a kind of one-stop-shop space for both recruiters and people wishing to move in the country.

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[483] It is a web based recruitment service that promotes job opportunities that a company may have through the use of social media outlets such as Facebook and Twitter. The Zartis software can then, in turn, help manage the responses from applicants. Storing their CVs in a database and so on.

17. Provaci ancora Sam! (Play it again Sam!)

(http://www.provaciancorasam.it/)

CITY
Turin

POLICY AREA
Intercultural Dialogue

LAUNCH
1989

DESCRIPTION

It is an integrated and inter-institutional project, which addresses school dropouts, both within and outside schools, thanks to a framework of joint actions integrated among school institutions and entities promoting the same project as well as local authorities. Provaci ancora Sam! addresses students from secondary schools with a high risk of drop out and concern with learning-related issues.

The project is characterized by a strong interaction among the entities involved, and a strong use of innovative and experimental educational methods. The services provided are both primary and secondary prevention, specific and individual supporting interventions.

Many institutions are involved within PAS project, including many NGOs, the Ministry of University and Research, and private actors, like Compagnia di San Paolo. The main objectives are:

- Paying benefits tackling school dropouts;
- Favouring learning and school as well as social inclusion;
- Acting against behavioural, emotional and social issues;
- Creating relations between school environment and other non-school environments.

FUNDING

Turin Municipality, Compagnia di San Paolo

RESULTS AND OUTCOMES

In the school year 2012-2013, the project has took place in over 25 schools, with the support 20 voluntary associations, and has involved more than 700 students (both nationals and foreigners), in both primary and secondary prevention[484]. The local newspaper, La Stampa, has defined the project as one of the most successful in this field[485].

CONDITIONS FOR TRANSFER

- ▶ Analysis of the dropouts situation in the local schools, to have a knowledge of how many students should be involved;
- ▶ Availability of volunteers;
- ▶ Strong interaction and coordination among the involved institutions and organisations.

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[484] http://www.provaciancorasam.it/?p=568

[485] http://www.provaciancorasam.it/wp-content/uploads/2012/06/Stampa_19aprile.pdf

18. Help them out from crisis

(http://www.osf.cz/databaze-podporenych-projektu/pomozte-jim-z-krize-ven)

CITY
Prague

POLICY AREA
Market Labour Rights Information

LAUNCH
2012

DESCRIPTION

The aim of the project is to protect the rights of working foreigners and to strengthen their position on the labour market through the provision of social and legal counselling by the Association for Integration and Migration (AIM).

The legal counselling is focused on the issues of labour rights, labour law, immigration law and other related legal fields, such as social security and health care. Emphasis was placed on increasing the awareness of foreigners about legal matters. Social counselling supports the foreigners to become more integrated in the labour market, providing information on how to prepare motivation letters and CVs. The project is funded by the Open Society Fund Prague.

FUNDING

Open Society Fund Prague

RESULTS AND OUTCOMES

Although specific results are not recorded/detailed information is not available, the project represents a step forward for a City which is in the process of defining its strategy for labour mobility. The project addresses both foreigners and EU mobile citizens and provides a range of services aimed at helping stabilize the stay of foreigners in the Czech Republic and their position in the labour market

CONDITIONS FOR TRANSFER

- Analysis of profiles, skills and problems encountered by foreign workers;
- Coordination of communication efforts with local associations;
- Availability of volunteers and activists to be trained to assist and inform;
- Design of a multiple-channel communication strategy, to raise awareness throughout the local community.

19. *"Le guide des nouveaux arrivants"* ("Newcomers" guide to Lille)

(http://www.apim.com/guide/indexen.htm)

CITY
Lille

POLICY AREA
Welcome Tools

LAUNCH
2011

DESCRIPTION

The guide is written in French and English and groups all the information that a newcomer and his/her family might need to install and integrate in the city of Lille. Information is structured according to the main needs a foreign citizen could have in order to make the guide easy to use and effective. The main issues treated are:

▶ Location: providing background information about the city neighbourhoods, as well as contacts of the main local stakeholders supporting newcomers in finding accommodation and providing information and advices on all related legal, financial and fiscal matters. A specific part is dedicated to Social Housing as a type of housing highly requested by foreigner, with a list of all the responsible institutions in the LMCU.

▶ Administrative procedures: providing information on all the administrative documents (e.g., proof of identity, residence permit, birth registration, driving licence, social security, etc.) that a newcomer should get according to his/her country of origin and on all the Public Administration offices responsible.

▶ Education (from the nursery to the university): providing different options for childcare and the list of all schools and education institutes in the LMCU, indicating those where additional languages are taught, those having a European Section and those which are bilingual. A chart explaining the structure of the French education system helps the reader to properly understand this part.

▶ Getting around: proving useful information on all the transport networks (e.g., underground, bus, railway, motorway, airport, etc.) of the metropolitan area, with prices, options to buy tickets, parking lots.

▶ Professional activity: providing information on all useful partners at a local level to support a newcomer in finding a job (e.g., advice for job searching, professional training, etc.) as well as in developing a business project (e.g., documentation, evaluation services, incubators, financial aid providers, etc.).

▶ Healthcare: providing background information on the functioning of the French healthcare system and the list of hospitals, clinics and medical centres, both public and private.

▶ Useful information: providing information and suggestions on the community life in Lille, entertainment, local media, personal services, shops and restaurants.

▶ Culture, Leisure and Sports: providing information on the places to go to do sport and to visit for cultural heritage.

FUNDING

Lille Metropolis Development Agency

RESULTS AND OUTCOMES

The guide is a useful tool for newcomers in Lille. It helps them to get oriented in the city, know and understand the main city services and procedures, becoming more and more important in the welcoming of foreigners.

CONDITIONS FOR TRANSFER

▶ No major issue to scale up this initiative in any city.

▶ Specific attention to be placed on the coordination among different stakeholders at the local level, in order to provide an orientation to all the different forms of support available in the city and provided by both public and private actors.

20. Failte Isteach (Welcome)

(http://www.thirdageireland.ie/what-we-do/15/failte-isteach/)

CITY
Dublin

POLICY AREA
Language Training

LAUNCH
2006

DESCRIPTION

Fáilte Isteach is a community project started by the Third Age Foundation, with older volunteers welcoming new foreigners through conversational English classes. It utilises the skills, talents and expertise of senior citizens and harnesses their desire to contribute positively to society. The project aims at meeting the needs of new foreigners in an area who are experiencing difficulties in their social and working lives due to limited or non-existent knowledge of English.

Fáilte Isteach works at breaking down the barriers that foreigners and communities face by extending the hands of friendship and goodwill through the practical, welcoming and inclusive manner in which the programme is delivered.

The project provides more than the transfer of skills and knowledge, making a positive difference to everyone involved. The teachers benefit from a sense of value and making a contribution. The students benefit from improved language skills and also because the project provides them with a network and support group in their new home. And the community as a whole benefits from the improved level of integration that results.

The Third Age Foundation also offers support to communities all over the country who wish to set up similar programs.

FUNDING

Private Funding (Irish O'Brien Foundation and Arthur Guinness Fund) and State Funding (Department of Integration, Office for Promotion of Migrant Integration).

RESULTS AND OUTCOMES

Since its start in 2006, the project has expanded throughout the country. Today there are 53 Failte Isteach projects throughout the country. Every week over 540 volunteers teach over 1,600 students from over 63 countries, collectively offering over a thousand hours of tuition each week[486].

In 2007 the Fáilte Isteach project was awarded a Social Entrepreneurs Award (Level 1) and this was followed by a Level 2 Social Entrepreneurs Award in 2008. The project received further recognition in 2008 when Mary Nally, Chairperson of the Third Age Foundation, won a People of the Year award on behalf of the project. It has been listed on the EU website for Integration as best practice in its field, and as a project adaptable to any EU country.

CONDITIONS FOR TRANSFER

▶ Knowledge of the foreigner communities, to understand how many and who should be addressed by the initiative;
▶ Availability of volunteers;
▶ Means to raise awareness throughout the local community.

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[486] http://www.thirdageireland.ie/what-we-do/63/development.html

21. Barcelona Activa

www.barcelonactiva.cat/

CITY
Barcelona

POLICY AREA
Entrepreneurship

LAUNCH
1986

DESCRIPTION

Barcelona Activa is the executive tool of the Economic Development policies of the Barcelona City Council, with a solid reputation as a pioneer in providing support to entrepreneurs, innovation and professional improvement both nationally and internationally, supporting enterprises, employment creation and international business projection of Barcelona. Barcelona Activa operates around 30 entrepreneurial programmes, and it has created a dedicated space, called Barcelona Empresa to provide entrepreneurs with coaching sessions and training seminars (from the business ideas to the setting up of new companies), tailored-made programmes to support to new ideas of business, legal advice. The Glories Entrepreneurship Centre is one of the main facilities of Barcelona Activa for the business creation. It is organised depending on the purpose of the visitor – business start-up, training and orientation rooms, classrooms, auditorium and offices, containing all the tools necessary to start a business, including professional advisors ready to help iron out the details throughout the different phases of the project[487].

Among the programmes for entrepreneurship promoted by Barcelona Activa, **"Do it In Barcelona"** aims at **attracting international talents**, offering information of interest and access to useful professional services for entrepreneurs, professionals, researchers and university graduates who are considering moving to Barcelona, supported by many higher education institutes (including IESE, Esade).

FUNDING

Barcelona Activa is a tool of the Barcelona City Council. Do it in Barcelona is co-funded by the Generalitat the Catalunya and the European Regional Development Fund (ERDF).

RESULTS AND OUTCOMES

In 2011, Barcelona Activa supported more than 2,400 projects, 139 companies were to be installed in its business incubator, with more than 20,000 participated in training programmes[488]. Each year, more than 40,000 people pass through the Glories Entrepreneurship Centre, for all the provided activities[489]. As regard to Do It In Barcelona, in 2010 there were more than 600 participants in sessions on entrepreneurship or professional self-development, and over 1,300 in information sessions[490].

Barcelona Active is widely considered a successful story. It received the Eurocities Award for its support for entrepreneurship, listed as Best Practice in the UN Habitat Programme and one of the best practices in business incubation by the World Bank. Its contribution to the city was also recognized by the OECD as "gold" standard in 2009. Products and methodologies developed by Barcelona Activa were transferred to other settings, including Buenos Aires, Cape Town, Bogotá and Santiago de Chile.

CONDITIONS FOR TRANSFER

- ▶ Strong network of advisors, with extensive knowledge of the different legal, economic and business aspects related to the creation and development of new businesses;
- ▶ Preferential contacts with entrepreneurships and entrepreneurs worldwide, that could be used as successful examples, experts, supporting actors in the launch of new businesses;
- ▶ Adequate premises where to provide complete and effective services.

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487 http://citiesofmigration.ca/good_idea/barcelonaactiva/

488 http://www.barcelonactiva.cat/barcelonactiva/en/all-about-barcelona-activa/who-we-are/index.jsp

489 http://citiesofmigration.ca/good_idea/barcelonaactiva/

490 http://www.pemb.cat/en/?projecte=do-it-in-barcelona-4

Annexes

Annex 1. Detailed econometric analysis

1.1. Literature review: impact of intra-EU mobility and previous assessment

In economic models, migration is expected to contribute to the overall economy through a more efficient allocation of labour, improved matching of workers' skills (D'Auria et al, 2008) and complementarity between personal skills and expertise available for consumption, production and innovation (Lazear 1999; O'Reilly, Williams and Barsade 1998; Ottaviano and Peri 2005 and 2006a; Berliant and Fujita 2004). On the other hand, particularly in urban areas, diversity may pose serious challenges to governance as well as inducing segregation and negative feedback loops that could damage the economy.

Impacts are different in origin vs. destination countries and in the short vs. long term. In destination countries, the initial increase in labour supply may lead to, in the short-term, a decrease of wages or an increase in unemployment (depending on the degree of flexibility in the labour market). This will however induce faster capital accumulation in longer term and increasing wages in the longer run (as the overall production capacity of the country grows). In origin countries, the effect is reversed, with short-term positive impact on wages and unemployment (as the outflow of workers reduce the labour supply), absorbed over the long term through slower capital accumulation restoring the labour/capital equilibrium (as the production capacity adapts to the lower availability of workers). In addition, migrants themselves will benefit from moving towards a higher productivity environment. After adjustment, the final effect on wages and productivity in destination/origin economy will depend on the balance between the skill complementarity, which will induce benefit on the labour market functioning and the overall economic growth, and cultural negative effects (possibly leading to social fragmentation and social tension) in the resulting diverse composition of population (Ottaviano and Peri, 2006).

First strand: the economic impact of EU internal mobility
A number of studies have been carried out to assess the impact of internal EU mobility following the 2004 enlargement. D'Auria et al (2008) use Quest, the Dynamic General Equilibrium Model of the European Commission, to simulate the impact of the migration flows following the enlargement. Specifically, they implement a shock of 0.5 percentage points (pp) increase of the share of working age population in EU15 countries and a corresponding decrease of the share of working age population of 2.5pp in EU10 over 2004-2007. Simulations are run over time horizon of around 10 years post-enlargement, with incomplete adjustment of capital to labour. The impact on aggregate EU GDP and GDP per capita is estimated at +0.27% over baseline over the ten years (ie, a growth differential of 0.027% pa). The impact is distributed unevenly in the EU15 and EU10. Notably, GDP increases in EU15 countries (+0.38%, driven by the increase in labour supply) and decreases in EU10 (-2.23%, where, conversely, labour supply decreases). The impact on GDP per capita is reversed: negative in the EU15 (-0.12%) and positive in the EU10 (0.28%), due to changes in labour to capital ratio. When accounting for the lower skill endowment of migrants with respect to natives, the impact on GDP and GDP per capita at aggregated level are reduced to 0.22% over baseline (ie, a growth differential of 0.022% pa).

IAB (2008) also uses a general equilibrium model to simulate the impact of migration shocks of similar size than D'Auria et al (2008). Simulations are carried however over the long run, considering a full adjustment of labour to capital ratio. The impact on aggregate GDP is +0.23%, similar than in D'Auria et al (2008), mostly due to the increased incomes of migrants themselves. The long run impact on GDP per capita and real compensation of employees is however negligible in both the EU15 and EU10 (+0.06% cumulated over the period). Brücker (2007) finds an overall impact of +0.40% on GDP over baseline at aggregate EU level, strongly concentrated in the EU15 (between +0.83% and 0.99% over baseline). The impact on the EU10 is negative (between -0.73% and -1.08% over baseline).

Burrell, Fitzgerald and Riley (2007) use an estimated model to simulate the impact on internal EU mobility over 2004-2006 in seven of the EU15 countries and in all EU10 countries excluding Malta and Cyprus. The impacts are more limited than in the above contributions (also because of the more limited shock). Ten years after the enlargement the impact on GDP is positive in the EU15 (between 0.09% in Italy and 1.66% in Ireland) and negative in the EU10 (between -0.04% in Slovenia and -1.05% in Poland). The model also predicts in the short-term a decline in productivity and GDP per capita in the EU15 countries and an increase in productivity and GDP per capita in the EU10 (similar to D'Auria et al, 2008). These effects are substantially reduced in the long term as capital reacts to labour supply shocks.

More recently, Holland et al (2011) use NIGEM, an estimated macro-economic model of the British National Institute of Economic and Social Research on more recent data. The study estimates that about 1.8% of the EU8 population has moved to the EU15, raising the host population by 0.3% in host countries (just less than in D'Auria et al, 2007). This is used in the model to simulate the resulting economic impacts assessment, taking into account the age and skill profile of the migrant population. Potential GDP is estimated to have decreased in origin countries (from 3% in Latvia and Estonia to 5-10% in Bulgaria, Romania and Lithuania) and increased slightly in destination countries (around 0.5%, higher in Ireland and the UK did not apply transitional arrangements). The estimated long run impact on GDP per capita is again negligible (slightly negative in origin countries and slightly positive in destination countries). Holland et al (2011) also find that the crisis has slowed down migration flows from EU10 to EU15 countries, in particular to Ireland and the UK (which previously had attracted a larger share of migrants).

Some studies focused on specific countries. Results are not conclusive. Using econometric techniques, Baas, Brücker and Hauptmann (2009) and Reed and Latorre (2009) find that post-enlargement migration flows had a small negative impact on UK wages, while Dustmann, Frattini and Preston (2008) find positive effects in average but negative on wages at the bottom end of the distribution. Breuss (2009) finds a slightly negative long-run impact of intra-EU mobility on real GDP in Romania and Bulgaria and a very limited impact, if any, in the EU15.

Second strand: diversity in cities

In their seminal paper, Easterly and Levine (1997) find, across countries, that richer diversity is associated with slower economic growth, due to ethnic fractionalization[491], in turn leading to poor institutional outcomes. Despite strong criticism (see for example Arcand et al 2000), the Easterly and Levine results have been confirmed by a number of studies. In particular, Alesina and La Ferrara (2005) find that going from perfect homogeneity to complete heterogeneity would reduce a country yearly growth performance by 2 per cent. These results would be consistent with earlier findings in the economic literature quoted above.

However, studies at city level, found different conclusions and more substantial gains, generally due to the major opportunity for interactions between persons with different nationalities and background and, for example, the creation and exchange of knowledge. Indeed, seminal contributions in urban studies and urban history highlight the importance of diversity to the prosperity of the city. Jacobs (1961) for instance sees diversity as the key factor of success of a city. Similarly Bairoch (1985) and Legrain (2010) see cities and their diversity as the engine of economic growth. More recently, the sociologists Florida (2002) and Landry (2000) argue that diversity contributes to the creative capital of cities and thereby to long-term knowledge-based growth (Gertler et al, 2002; Wood and Landry, 2008).

Econometric evidence is nuanced. Glaeser, Scheinkman and Shleifer (1995) examine the relationship between a variety of urban characteristics in 1960 and urban growth (income and population) between 1960 and 1990 across US cities. They find that racial composition and segregation are basically uncorrelated with urban growth. Alesina and La Ferrara (2005) use the basic specification of Glaeser,

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[491] Intended as the fractionalization among different nationalities.

Scheinkman and Shleifer (1995) to estimate population growth equations across US counties over 1970-2000. They find that diversity has a negative effect on population growth in initially poor counties and a less negative (or positive) effect for initially richer counties. Ottaviano and Peri (2005) find that US-born citizens are more productive the more culturally diversified is the city where they live. Similar results are found by Bellini et al. (2009) when studying the diversity-productivity relationships across EU cities.

The econometric analysis carried out in the present study has been built on and take forward these contributions. Specifically, it will focus on the impact of EU internal mobility on European cities using more recent data that allows comparing periods before and after the entering into force of Directive 2004/38.

1.2. The datasets

To the best of our knowledge, comparable micro-level georeferenced data (that would be in principle optimal to study the economic impact of EU mobility on cities) is not available in Europe. The European Labour Force Survey includes data on nationality and economic outcomes (e.g, wages) but data is georeferenced to NUTS 2 (and in some cases to NUTS 1) level, which is not suitable for city level analyses. Census data is collected at individual level but is not fully comparable across Europe (because of different underlying questions and classifications used), is collected at very distant points in time (10 years) and in most countries is made available only at a certain level of aggregation.

In the absence of micro-level geo-referenced data, this subtask relies primarily on the Eurostat Urban Audit data. Urban Audit provides information and comparable measurements on the different aspects of the economy of European cities. Data is collected for "core cities", whose definition goes below NUTS 3 and vary from country to country taking into account of different administrative settings. For each city, the database provides the number of EU mobile citizens living in the city, as well as data for human capital level, economic structures and income levels that is necessary to the econometric exercise.

Three waves of the Urban audit with data collected for the following periods: 1999-2002 (Wave 1); 2003-2006 (Wave 2) and 2007-2010 (Wave 3). For each period, a single value of the variable is reported, interpreted as mid-point estimates over the period. This defines two periods between each wave: Period I (between the first and second wave) and Period II (between the second and third wave). In line with the 3 waves of the Urban audit data collection, the analysis refers to the following periods: 1999-2002; 2003-2006 and 2007-2010.

As the last Urban Audit data collection is not yet available, Eurostat REGIO data has been used to construct estimate the Urban Audit GDP per capita data for 2010 (as in both databases, the variable are consistently defined in Purchasing Power Standard – PPS - and collected at NUTS3 level) by applying the relevant 2008-2010 growth rate of the variable in REGIO to the level provided in the third wave of Urban Audit.

As a conclusion, this defines **three periods between waves**: **Period I** (between the first and second wave – i.e. the period before the Directive 2004/38/EC): **Period II** (between the second and third wave - i.e. following the Directive 2004/38/EC) and **Period III** (between the third wave and the last year for which data is available in REGIO, i.e., 2010).

1.3. Preliminary analysis

This section develops a preliminary analysis of data. The objectives are to identify key facts in the changing maps of EU mobile citizens living in Europe cities. To this end, only the three Urban Audit waves can be used with most recent data for 2007-2010. This nevertheless allows analysing changes in Period I (preceding the entering into force of the Directive) and in Period II (following the Directive). Both periods are of relative economic expansion in Europe, with economic growth in line with long-run structural

evolutions of the European economies, and precede the financial crisis, which has indeed affected migration flows (Holland et al, 2001) and economic patterns. The results can be therefore related to structural long-term economic conditions, abstracting from the one-off impacts of the crisis.

Firstly, we compare changes in settlement patterns across the two periods. Chart 88 maps the changes in the share of EU mobile citizens in European cities in Period I compared with changes in Period II. Each point represents a city for which data is available. Almost all points are in the first quadrant, showing that intra-EU mobility has consistently grown over the two periods. In average, changes in Period II are larger than in Period I, suggesting that intra-EU mobility increased in the period following the entering into force of Directive 2004/38 and the enlargements of 2005 and 2007. There is however no evident correlation between changes in the first period and changes in the second period suggesting that EU nationals moving in the second period have not followed upon movers in first period but tend to have taken new directions. It seems that foreign nationals' networks, that the previous literature on migration has shown to contribute to explain settlement patterns of migrants (Ottaviano and Peri, 2006), seems to have played a relatively minor role in this case.

Chart 89, showing the corresponding changes for non-EU citizens. As before, almost all points are in the first quadrant, confirming that European cities are becoming more and more diverse over time. Differently than for EU mobile citizens, however, changes in the first period are larger than in the second period (third-country arrivals seems to have slowed down) and there is some linear positive correlation between changes in the first and second period, suggesting that non-EU citizens arriving in the second period may have simply followed past waves, consistently with previous literature on migrants' networks and settlement patterns.

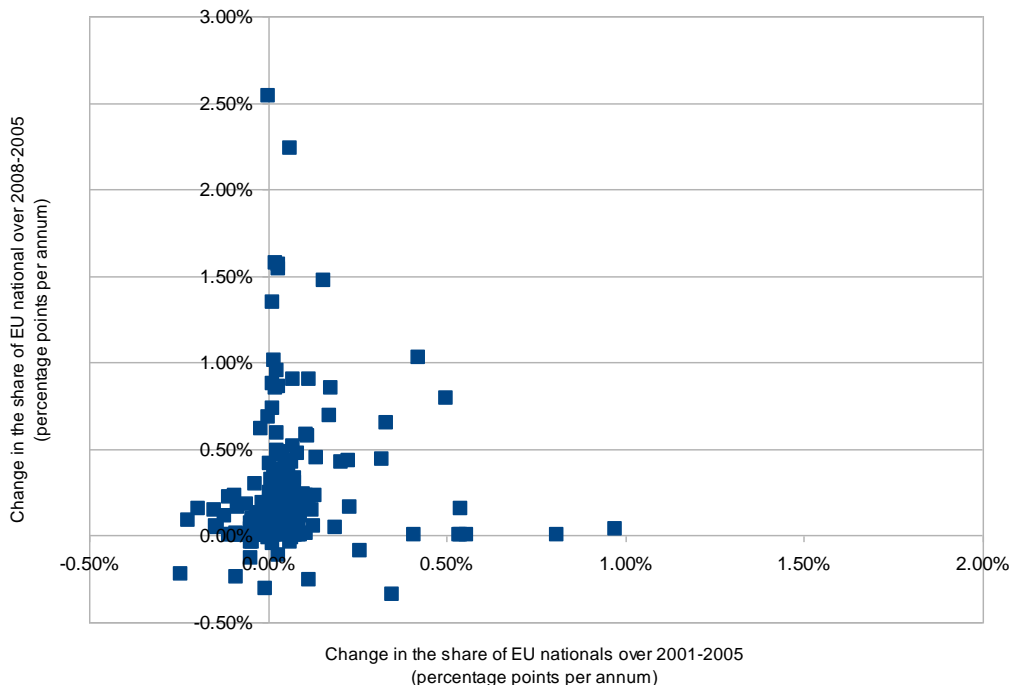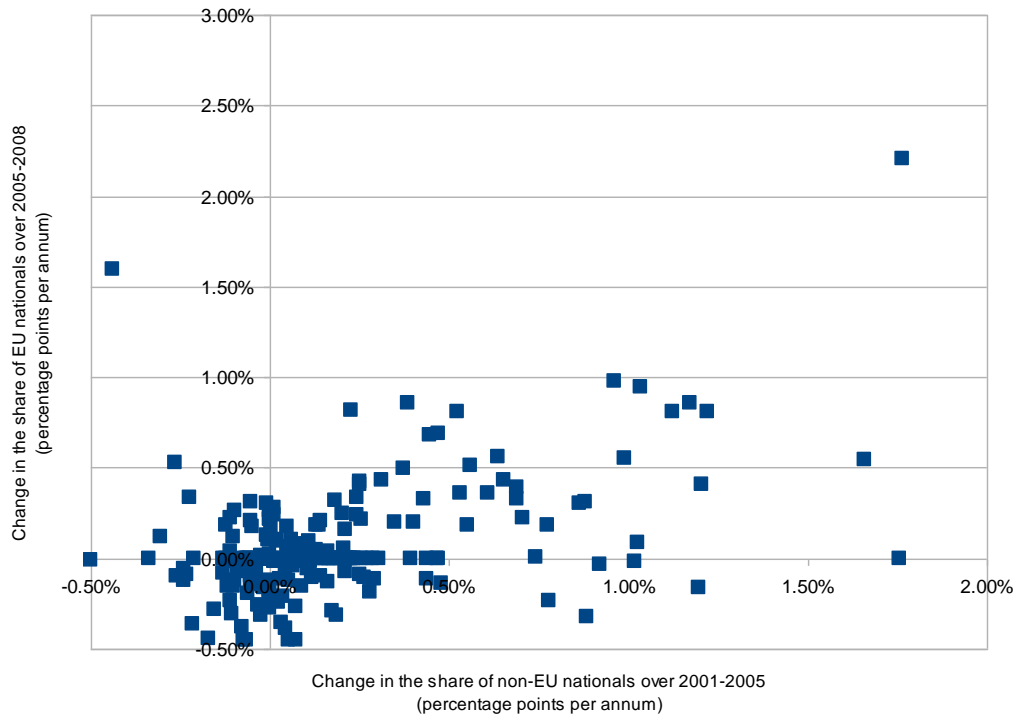Chart 88: Growth of EU nationals in European cities (2001-2005 vs. 2005-2008)

Chart 89: Growth of non-EU nationals in European cities (2001-2005 vs. 2005-2008)

Secondly, we analyse settlement patterns depending on economic variables. Chart 90 and Chart 91 map changes in the share of EU mobile citizens in European cities in the period depending on the level of income per capita at the beginning of the period, respectively for Period I and Period II. Chart 92 and Chart 93 repeat the exercise using income per capita growth in the period instead of the level at the beginning of the period. Urban Audit includes data for 'household income' but for a limited set of cities. Since GDP per capita in NUTS 3 is one of the key drivers of household income in the city (and indeed, the correlation between the two variables is high: 0.54 consider the variables in levels and 0.68 considering the rate of growth), we use the latter from REGIO database to approximate the first. The four charts do not indicate any clear trends in the data. Apparently, EU mobile citizens are not only going to richer or more dynamic cities but follow more dynamic settlement patterns, i.e. not directly related to the economic growth on the destination countries[492].

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[492] Other factors such as the language, geographical proximity, transnational networks may play a role in the settlement patterns.

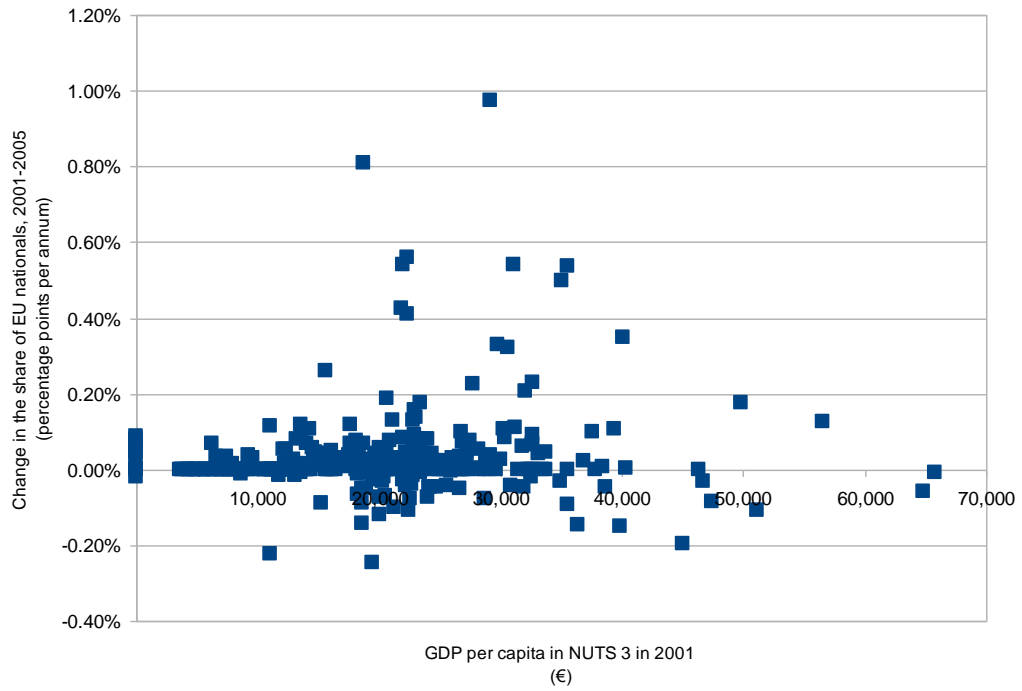Chart 90: Growth of EU nationals vs. income per capita in starting year (2001-2005)

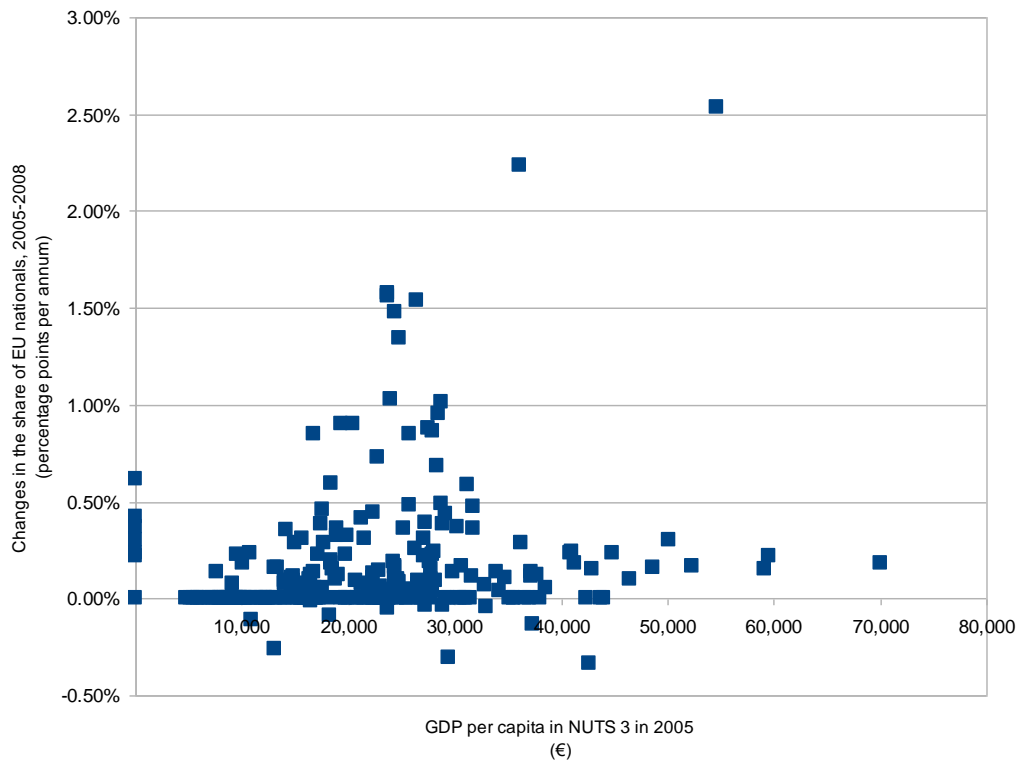Chart 91: Growth of EU nationals vs. income per capita in starting year (2005-2008)

Chart 92: Growth of EU nationals in EU cities vs. income per capita growth (2001-2005)
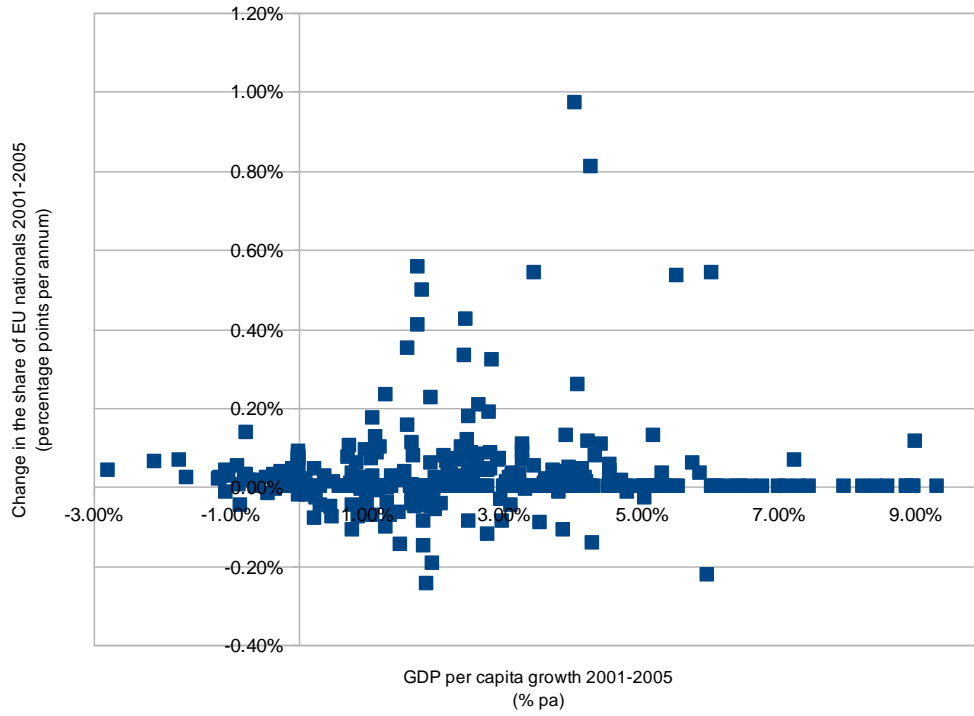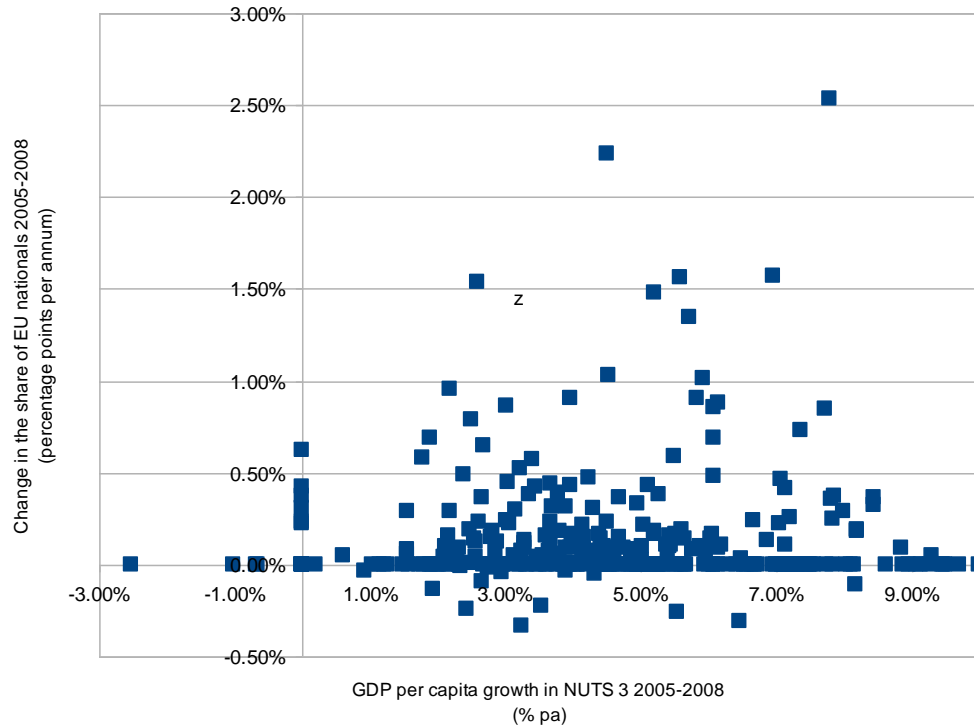

Chart 93: Growth of EU nationals vs. income per capita growth (2005-2008)

1.4.   Econometric analysis

Methodology

This section presents the results the econometric analysis. The methodology is based on the estimation of standard growth equations (Barro and Sala-î-Martin, 2004), in the following specification:

$$(\ln(y_t) - \ln(y_{t-1}))/n = \alpha + \beta \ln(y_{t-1}) + \gamma(\ln(shareEU_{t-1}) + \delta \ln(controls_{t-1}) + \varepsilon_t$$

where t is the time index (t=1, 2, 3 referring respectively to the first, second and third waves of Urban Audit) and:

y_t = dependent variable;

$EUshare_t$ = share of EU mobile citizens in total resident population;

$controls_t$ = set of control variables.

In this specification, the annualised growth rate of the dependent variable during Period I/II (ie, between two waves) is regressed on a set of explanatory variables measured in level at the beginning of the period (ie, the value in wave I/II). Equations are estimated in panel with city and time fixed effects that control for any city-specific and period-specific factors (including any cross-city time differences in the collection of data). The idea is that along a balanced growth path (BGP) productivity grows at a constant rate across regions so that these may differ only in terms of income levels. Then, under the assumption that the economy fluctuates around its BGP, the growth equation captures transitional growth: if a certain city exhibits a higher growth rate than the other, then the former has a higher level of income in BGP than the latter and it is converging to that level, given its initial conditions. While modelling the dynamics of the economy, the above equation also allows us to address the endogeneity problem. The reason is that, whereas explanatory variables are measured at the beginning of period (at time t-1), the growth of income is measured during the period of observation (from times t-1 to t). In other words, the independent variables are predetermined relative to the dependent one.

The dependent variable derived from literature would be the level of wages in the city. This information is however not available across European cities. Short of this, we use two proxies available in the Urban Audit database that best approximate the desired information. The first is the level of disposable income per household and the second is the GDP per capita in the NUTS 3 (measured in pps). GDP per capita is widely used in the growth literature (see Temple, 1999 for a review). Measured in purchasing power standards allow to control for nation-wide differences in price movements. The shortcoming is that it is only available at NUTS 3 level (wider than city level). Disposable income is available at lower geographical level and it is also used in literature (for a discussion, see Pinelli and Ottaviano, 2006). We therefore choose the latter as our main variable. The city-dummies will correct for any distortion arising from cross-cities differences in the average size of households.

The set of explanatory variables includes the share of EU mobile citizens (variable of interest) and other variables that ensure ceteris paribus conditions (control variables), all in log terms. Consistent with existing empirical literature on growth (Temple, 1999; Pinelli and Ottaviano, 2006 for a comprehensive review) control variables are introduced for: decreasing return to capital accumulation (measured by the level of income per household in starting year. A negative coefficient implies that convergence is taking place, with initially poorer cities growing faster in subsequent period); human capital (measured by the share of population with at least ISCED3/4 or ISCED 5/6); population ageing (measured by the median age in the population or old age dependency ratio); industrial structure (measured by the share of employment in manufacturing/services); intensity of knowledge and technology externalities (measured by the density

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of population as non-market interactions are more frequent in densely populated areas); efficiency of labour market institutions (measured by the share of unemployment).

Two final remarks concerning the methodology. First, with labour mobility, a positive impact of the share of EU mobile citizens on incomes could reflect a higher productivity level as well as a premium for a disamenity effect. In the latter case, however, local prices and population would decrease. In order to rule out this possibility, we have estimated growth equation with population growth and house prices growth as dependent variable as well. Since the results of the latter turned out to be not relevant to the interpretation of the income regression results, they are not reported here. Second, it is important to note that comparing average cross cities performance, our methodology would not capture the gains accruing to the migrants moving from lower to higher wages cities. These gains can be sizeable (D'Auria et al, 2008). Their estimation would need more disaggregated origin-destination data that is not available at the city level.

Dependent variable 1: average household income

In the first set, the dependent variables are the average household income in the city. This is the variable available in Urban Audit that best approximates the growth of average wages that is used in the growth literature (see Ottaviano and Pinelli, 2006).

Table 29 below presents the regressions results, selected on the basis of goodness of fit and significance of coefficients. In the first two columns, the share of EU mobile citizens at the beginning of period is used as focus variable (consistently with the discussion above). In the second two columns, the annual change of the share over the available years is introduced instead (to check for potential correlations between economic growth and growth of EU mobile citizens. This, however, leaves unaddressed the endogeneity problem because of the contemporaneity of changes).

Table 29: First set of regressions

Dependent variable	Growth of average houseold income (% pa)			
	(1)	(2)	(3)	(4)
Household income	-0.716 [0.091]***	-0.715 [0.091]***	-0.285 [0.028]***	-0.284 [0.028]***
Share of EU nationals in the period	-0.011 [0.007]	-0.011 [0.007]*		
Change in the share of EU nationals			-0.021 [0.015]	-0.021 [0.015]
Median age	-1.036 [0.613]*	-1.002 [0.614]	-0.11 [0.220]	-0.1 [0.220]
Unemployment rate	-0.066 [0.058]	-0.066 [0.058]	-0.012 [0.017]	-0.012 [0.017]
Share of population with at least ISCED 3/4	0.811 [0.233]***	0.807 [0.234]***	0.222 [0.101]**	0.223 [0.101]**
Share of manufacturing	-0.29 [0.170]*		-0.114 [0.064]*	
Share of services		0.237 [0.141]		0.093 [0.053]*
Density of population			0.041 [0.019]**	0.041 [0.019]**
Constant	11.001 [2.521]***	10.623 [2.533]***	2.882 [0.894]***	2.75 [0.903]***
Observations	89	89	81	81
R-squared	0.89	0.89	0.91	0.91
Number of cities	47	47	45	45

Note(s): Standard errors in brackets
* significant at 10%; ** significant at 15%; *** significant at 1%

The regressions perform well. The R^2 is high across all equations, and all control variables have the expected coefficients. Notably, the coefficient on the starting level of average household income is always negative and significant, showing that decreasing returns to capital accumulation are at work. The human capital variable is positive and significant across the different specification, consistently with existing literature. Population density is positive confirming the relevance of knowledge externalities in cities. The coefficient on median age and unemployment are negative as expected, but barely significant. Concerning sectorial specialisation, manufacturing weighs negatively on cities' income growth while services have positive effect. Also this latter effect is consistent with existing evidence.

The coefficient on the variable of interest is not significant, neither as share at beginning of period, or as average percentage change over the period. This result is consistent with the literature discussed in the previous section, which found the impact on GDP per capita and productivity to be negligible, particularly in the long run (see for instance Holland et al, 2011). It should be noted however that our results are not directly comparable with the majority of previous empirical analyses discussed above, as the latter rely on

existing calibrated or estimated models to simulate (rather than estimate) the impact of a given migration shock.

Dependent variable 2: GDP per head in NUTS 3 (pps)

In the second set of regression, the dependent variables are the GDP per capita (in purchasing power standards) in the NUTS 3 including the city. NUTS 3 are larger than the city and the geographical definition is therefore less appropriate than for the average household income. However, REGIO data allows calculating the growth rate of the dependent variable for an additional period. Distortions are likely to be small, as each NUTS 3 includes only one city (which would be therefore the main determinant of GDP per capita in the NUTS 3 as a whole). The correlation between GDP per capita and average household income (for the periods for which both are available in Urban Audit) is indeed very high, at around 0.7.

Table 30 below presents the regressions results in the main specification (with the share of EU mobile citizens). The first set of three columns presents the results for the panel including all the 3 periods. As the larger dataset allows us to estimate the regressions over subsets of cities, Column 1 reports the regressions results with all cities, Column 2 only with regions from the EU15 and the Column 3 only for regions with a share of EU mobile citizens above 2%. For consistency with the result presented in Table 1, the second set of three columns presents the results for the first two periods only.

The coefficient on the starting level of GDP per capita, and to a lesser extent the coefficients on density, are highly significant. Decreasing return to capital accumulation and increasing returns to agglomeration are driving the results, as predicted respectively by neoclassical growth theory and economic geography. The other coefficients have the expected sign but are not significant.

The coefficient on the share of EU mobile citizens is generally positive, but not significant in the majority of regression. It is significant and positive in two of the regressions estimated over the first two periods only, notably when all observations are included and when only EU15 cities are included. The results are however not robust to changes in the specification of the model, for example to the inclusion or exclusion of some variables (in this case, we have excluded the education variable) and changes in the time period. Furthermore, the results reported in the first three columns are more in line with previous literature pointing to a slightly, almost negligible, positive impact of EU mobility on GDP per capita. Table 3 presents the results with the change in the share (rather than the share itself) of EU mobile citizens, following the same structure than in Table 30. Results in Table 31 are consistent with those in Table 30.

Table 30: Second set of results: Main specification

Dependent variable	Growth GDP per capita in NUTS 3 (% pa)					
	Period I-II-III			Period I-II		
	All obs	Only EU15	Only EU share above 2%	All obs	Only EU15	Only EU share above 2%
GDP per capita	-1.054***	-1.083***	-0.911***	-1.043***	-1.331***	-1.088***
	[0.0908]	[0.109]	[0.132]	[0.157]	[0.151]	[0.205]
Share of EU nationals	0.00754	0.0164	-0.00819	0.0918***	0.0525*	0.0527
	[0.0197]	[0.0176]	[0.0326]	[0.0334]	[0.0301]	[0.105]
Share of residents with at least 3-4 ISCED level of education	-0.00131	0.0509	0.00172			
	[0.0536]	[0.0503]	[0.0578]			
Density of population	0.0572**	0.0203	0.0268	0.0767*	0.0444	0.0537
	[0.0288]	[0.0271]	[0.0333]	[0.0441]	[0.0385]	[0.0416]
Unemployment rate	-0.0133	0.0184	-0.0209	-0.0473	-0.0567	-0.0183
	[0.0314]	[0.0295]	[0.0512]	[0.0496]	[0.0426]	[0.0641]
Constant	10.17***	11.04***	9.283***	10.31***	13.58***	11.05***
	[0.945]	[1.181]	[1.409]	[1.550]	[1.544]	[2.101]
Observations	208	163	98	173	137	72
R-squared	0.830	0.794	0.814	0.647	0.741	0.681
Number of cities	117	75	39	122	87	41

Note(s): Standard errors in brackets

* significant at 10%; ** significant at 15%; *** significant at 1%

Table 31: Second set of results. Alternative specification

Dependent variable	Growth GDP per capita in NUTS 3 (% pa)						
	Period I-II-III				Period I-II		
	All obs	Only EU15	Only EU share above 2%		All obs	Only EU15	Only EU share above 2%
GDP per capita in starting year	-1.087*** [0.183]	-1.329*** [0.160]	-1.155*** [0.225]		-1.021*** [0.169]	-1.355*** [0.155]	-1.102*** [0.205]
Change in the share of EU nationals	0.0129 [0.0122]	0.00310 [0.0103]	0.0121 [0.0221]		-0.00858 [0.0201]	-0.00690 [0.0165]	0.00355 [0.0209]
Share of residents with at least 3-4 ISCED level of education	-0.0718 [0.110]	0.117 [0.0989]	0.103 [0.169]				
Density of population	0.117*** [0.0414]	0.0590 [0.0363]	0.0597 [0.0400]		0.106** [0.0463]	0.0545 [0.0394]	0.0527 [0.0418]
Unemployment rate	-0.0497 [0.0465]	-0.0198 [0.0388]	-0.111 [0.0833]		-0.0723 [0.0528]	-0.0713 [0.0433]	-0.0251 [0.0633]
Constant	10.06*** [1.890]	13.24*** [1.702]	11.82*** [2.375]		9.664*** [1.673]	13.56*** [1.592]	11.05*** [2.117]
Observations	125	121	66		141	137	72
R-squared	0.557	0.698	0.690		0.591	0.724	0.678
Number of city	76	73	38		90	87	41

Note(s): Standard errors in brackets
* significant at 10%; ** significant at 15%; *** significant at 1%

1.5.   Conclusions

The analysis builds on two interrelated but distinct strands of literatures. The first studies the economic impacts of intra EU mobility (particularly following the latest enlargements). The second strands studies the relationships between diversity and growth, at urban and national level. Optimising the availability of data to the research objectives, our study uses the methodological approach of the second strand, while taking into account of the first strand in the interpretation of the results.

The first strand finds some impacts in the short-to-medium term on GDP per capita. The impact is positive in EU15 and negative in the EU10 in the short to medium-term (driven by the, respectively, increase and decrease in labour supply) and becomes negligible in both cases in the long-run (when capital accumulation restores the capital/labour equilibrium ratio, in other terms the initial effects of the inflows of new workers over the supply of labour is progressively absorbed by the increased production capacity and the demand of labour, with the equilibrium returning to the starting point). Evidence from cross-cities regressions tends to show a positive impact of diversity on cities' economic growth (measured with different proxies).

Two sets of growth equations have been performed to estimate the impact of intra-EU mobility on the growth patterns of the cities, approximated by the disposable income per household and GDP per capita in

the NUTS 3 (in purchasing power standards). Three waves of the Urban audit have been used, covering the following periods: 1999-2002; 2003-2006 and 2007-2010.

Overall, results are consistent with previous literature in confirming that intra EU mobility had not negative economic impacts, including cities. Econometric results indicate that economic impacts are statistically not significant, either slightly positive or slightly negative, depending on periods. Statistically significant positive impacts are recorded only for the sets of regressions with GDP per capita as dependent variable, covering only Period I and Period II.

Although these results cannot be generalised, they are consistent with previous findings in confirming that internal EU mobility did not have negative economic impacts on the host communities and little evidence supports the claim that the inflow of labour from other MS can seriously depress growth in destination countries.

Table 32: Data used in the regressions

Variable	Source	Availability
Average disposable annual household income	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Gross Domestic Product per inhabitant in PPS of NUTS 3 region	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Gross Domestic Product per inhabitant in PPS of NUTS 3 region	REGIO	annual observation to 2010
Total employment / jobs (work place based)	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Employment (jobs) in agriculture, fishery (NACE Rev. 1: A-B) & ESA95 A3	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Employment (jobs) in mining, manufacturing, energy (NACE Rev. 1: C-E)	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Employment (jobs) in construction (NACE Rev. 1: F)	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Number of residents (aged 15-64) with ISCED level 3or 4 as the highest level of education	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Number of residents (aged 15-64) with ISCED level 5 or 6 as the highest level of education	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Population density in Urban Audit cities	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Residents who are Nationals	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Residents who are Nationals of other EU Member State	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Residents who are not EU Nationals	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Total Resident Population	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Unemployment rate in Urban Audit cities - %	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Demogr. old age dependency: > 65 / 20-64 years	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Median population age	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Net residential density - pop. per land area in housing	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Average price for an apartment per m2	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Average price for a house per m2	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010
Average annual rent for housing per m2	Urban Audit	point estimates 1999-2002 point estimates 2003-2006 point estimates 2007-2010

Annex 2. Complete mapping of inclusion policies in the six cities

2.1. The City of Barcelona

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona
INTEGRATION/SOCIAL INCLUSION POLICIES/INITIATIVES	
SAIER – Welcome service for migrants, foreigners and refugees	Description: established in 1989, SAIER is a municipal agency offering advice to foreigners and asylum seekers in Barcelona. It is managed in cooperation with many agencies with extensive social experience in the city. Apart from services specifically targeted at asylum seekers, refugees and TCNs (e.g. legal advice, support on documents for work and residence permit, etc), it provides a range of general services which could benefit EU mobile citizens, such as: • Information and orientation about resources and services provided by SAIER itself and the city in general; • Information and advice on education and labour integration programmes for foreigners; • Information on access to housing; • Information and advice for recognition of higher education qualifications; • Language training; • Information and legal advice to Spanish citizens about foreign citizens-related matters (foreign citizens' employment, marriage, etc.). Key Stakeholder: Several associations take part in SAIER: • ACSAR - Asociación Catalana de Solidaridad y Ayuda a los Refugiados (Solidarity Catalan Association for Aid to Refugees) (www.acsar.net); • AMIC-UGT - Asociación de Ayuda Mutua de Inmigrantes en Cataluña (Mutual Aid Association of Migrants in Catatonia) (www.associacioamic.com); • CITE-CCOO - Centro de Información para Trabajadores y Trabajadoras Extranjeros (Information Center for Foreign Workers) (www.ccoo.cat); • Colegio de Abogados de Barcelona (Barcelona Bar Association) (www.icab.cat); • Cruz Roja (Red Cross) (www.creuroja.org); • Consorcio para la Normalización Lingüística (Consortium for Language Standardisation) (www.cpnl.cat). Target: All foreigners and asylum seekers living in Barcelona.
Barcelona Immigration Plan 2012-2015	Description: This new immigration plan, designed as a cross-city plan, includes over sixty measures to be implemented in five different areas: reception policies, cross-cutting actions, territoriality, equality promotion, diversity recognition and coexistence policies. Importantly, it puts an emphasis on the need of a new immigration policy approach, following the change in the reduction of immigrant flows. Thus, it foresees a switch from foreigners' reception to the integration and adaptation of foreigners already

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona
	residing in Barcelona. Foreigners should also start having an active role in their own adaptation, fully participating in all aspects of life in Barcelona and shouldering their share of responsibility for the city's permanent development. The final goal is to make Barcelona a diverse, intercultural and inclusive city, where people with different backgrounds coexist and share principles, rules and identities. Key stakeholder: Barcelona City Council. Target: all foreigners (regardless of their nationality).
Barcelona Intercultural Plan 2009	Description: The Barcelona Intercultural Plan set forth by the City of Barcelona in 2009 to deal with the diversity of origins, languages, customs, values and religious beliefs brought on by the substantial increase in sociocultural diversity in recent years, that introduces not only new complexities affecting coexistence and social cohesion, but also new opportunities. The Plan responded to the need of setting a strategy for interculturalism, aimed at defining changes occurred in the city due to and provide answers to the emerging challenges and needs of our city. Key stakeholder: Barcelona City Council. Target: all foreigners (regardless of their nationality).
Catalogue of activities to fight rumors and stereotypes about cultural diversity	Description: the catalogue contains a list of 35 anti-rumour activities, distinguished by typology, target group and goal. They are arranged by different entities acting in the city (e.g. cultural/education centres, theatres, private foundations, schools, libraries). Residents with different origins, cultural and linguistic background can register and join the activities. The aim is to make Barcelona inhabitants socialise and get closer to each other, thus overcoming traditional stereotypes and rumours about cultural diversity. Key stakeholder: The Directorate of Immigration and Interculturality of the City Council; Barcelona Anti-Rumour Network. Target: all people residing in Barcelona, both Spanish citizens and foreigners.
HOUSING POLICIES/INITIATIVES	
Network of Housing Service Offices	Description: The Barcelona City Council has established the Network to facilitate the access to housing by all citizens. The Offices give help to renovate and improve housing conditions, provide social housing and complementary services (information about similar services, information about social housing in Barcelona) Key stakeholder: Barcelona City Council. Target: all citizens (regardless of their nationality).
Imagine a 2015 with No One Living in the Street	Description: Initiative of the Network for people without a Roof, a network of 24 charities and NGOs, collaborating with the City Government, and responsible for assisting homeless people. The initiative aims at ending homelessness by the year 2015. Key Stakeholder: Network for people without a Roof. Target: homeless people.
ENTREPRENEURSHIP and EMPLOYMENT POLICIES/INITIATIVES	
Barcelona Activa (Barcelona City Council's local development agency)	Description: Barcelona Activa is the executive tool of the Economic Development policies of the Barcelona City Council. It boosts the economic growth of Barcelona and its influence area, fostering businesses, entrepreneurship and employment. Meanwhile, it promotes the city internationalisation and its strategic sectors. The agency operates in several fields, all related to

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NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona

entrepreneurship:

- Entrepreneurship: Barcelona Activa coaches entrepreneurs from their business ideas to the setting up of their companies, fostering Barcelona as a model of entrepreneurial city;
- Enterprise: Barcelona Activa supports businesses in the city of Barcelona to improve their competitiveness, fosters relations with the city's major companies and offers business oriented services for the generation of economic growth and employment;
- Professional skills and employment: Barcelona Activa guides and empowers people throughout their careers, according to market and business requirements, allowing the qualitative encounter between labour demand and supply;
- Training: it offers a range of training activities adapted to the needs of the users, including IT training and dissemination activities to improve technological skills of Barcelona's citizens, professionals and businesses;
- Strategic sectors promotion: it supports business cooperation and research projects, public-private partnerships in economic sectors that are strategic for Barcelona's economy, leadership and positioning.

Barcelona Activa mission is to be the reference organisation for policies supporting enterprises, employment creation and international project of Barcelona, as an excellent environment for economic activity and social progress.

Among the projects it manages, Project EXE-MORE (Programme Erasmus for Young Entrepreneurs)[493] with the aim of providing entrepreneurs and recently created companies with the possibility to have a stage in one of the companies linked to any of EXE-MORE project partners (Research and Technology Centre innovazione Friuli –Italy-, I3P Incubatore Imprese Innovative Politecnico di Torino –Italy-, CICOM Organisation – Business Innovation Centre -France-, Barcelona Activa –Spain-, Technology Park Ljubljana –Slovenia-, ITD Hungary Zrt –Hungarian Investment and trade development Agency –Hungary-, IPN Association for Innovation and R&D in Science and Technology –Portugal-, ICT Cluster Bulgaria –Bulgaria-, Agro Business Park -Denmark). Regarding quantitative targets, EXE-MORE aims at supporting 50 stages. The final purpose of this programme is to provide entrepreneurs and companies with tools to facilitate their internationalisation and to encourage innovative entrepreneurship and business development.

Another major entrepreneurship policy implemented is "Do it in Barcelona", a programme aimed at attracting foreign young talents to Barcelona and putting them in the condition to start up their own business. The programme provides all the necessary information and resources about how to create a business, develop a professional career, choose and participate in master courses in Barcelona.

The Glòries Entrepreneurship Centre is the home of entrepreneurs in Barcelona and the axis of the constant stimulus of enterprising initiative promoted by Barcelona Activa through all of its various activities. It includes the Entrepreneurship Centre, a self-use space where entrepreneurs can turn business idea into a viable business, thanks to the Centre's daily program of activities and seminars, online applications and the advice of expert counsellors.

Key stakeholder: Barcelona Activa.

Target: everyone wanting to start a new business/entrepreneurial activity in Barcelona or abroad (regardless of his/her nationality).

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[493] http://www.barcelonactiva.cat/barcelonactiva/en/all-about-barcelona-activa/international-co-operation/index3.jsp

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona
Labour Guidebook for Immigrant Workers	Description: The main objective of this guide, edited in several languages, is to offer useful information to foreigners and to those who enter the Spanish labour market. It is a basic tool to understand the rights and obligations in a working relationship, and it can guide any worker in the labour market regardless of his/her origin, nationality or legal situation. It is directed at foreign workers, to respond to their specific need for information on the functioning of labour market they are joining. Further information is supplied from Catalan Employment Agency, Catalan Work Tribunal and the Labour and Social Security Inspectorate. Key stakeholder: Immigrants Mutual help Association of Catalonia (AMIC), Workers General Union (U.G.T.), Target: all foreigners (regardless of their nationality).
EDUCATION POLICY/INITIATIVES	
Barcelona University Centre	Description: A unique platform to coordinate, encourage, and drive necessary actions and initiatives to promote Barcelona as an international university centre and to make life easier for foreign students outside the university. It offers many types of services to both incoming students and researcher, from the welcoming initiatives and security advices, to housing policies, organisation of cultural tours and conferences. Key Stakeholder: Barcelona Universities. Target: International Students and Researchers.
International Mobility	Description: The University of Barcelona (UB) has a long tradition of collaboration with universities in other countries, both within and outside the EU. The UB offers students the opportunity to take part into international exchanges with over 400 universities in more than 40 countries. The Erasmus programme has more participants than other exchange programmes. Some exchanges are organised through general and specific agreements that have similar conditions to the Erasmus programme, but enable students to study in other continents. The Institute also organises Spanish courses for students from foreign universities who are studying temporarily at the UB on international exchange programmes, such as Erasmus. In addition, the Cervantes Institute's Diploma in Spanish as a Foreign Language (DELE) can be taken at the Institute. The Institute runs courses to prepare for this examination. Key stakeholder: University of Barcelona. Target: All European and non European students taking part in the Erasmus programme or other exchange programmes.
Spanish/Catalan courses for international students	Description: Throughout the academic year, the Autonomous University of Barcelona (UAB) provides broad, intensive Spanish and Catalan courses for beginners and the more advanced students. The courses aim to provide students with the basic skills needed to understand the language and communicate from the very first class. Erasmus programme students are entitled to one Spanish course at a reduced fee (25%) and to one free of charge Catalan course. Key stakeholder: Autonomous University of Barcelona. Target: All European and non European students taking part in the Erasmus programme or other exchange programmes.
Mentoring Programme	Description: The "Mentoring Programme" consists in researching some volunteers within the local college community to be a mentor (they are buddies) to Erasmus/exchange students during the beginning of the exchange/academic period in the Universitat Pompeu Fabra. The Mentoring Programme aims at helping Erasmus/exchange students to establish a social and academic network starting from the first few days and it is a valuable experience for both international and local students.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona
	Key stakeholder: Erasmus Student Network (ESN) Barcelona- UPF (Universitat Pompeu Fabra). Target: All European and non European students taking part in the Erasmus programme or other exchange programmes.
City Education Project of Barcelona (PECB)	Description: the project is an instrument of educational governance based on community participation, strategic planning and joint social responsibility in formal, non-formal and informal education[494]. It is a work entity that brings together education and social actors from different territorial areas of the city and different areas of educational intervention, creating a network to develop projects and local educational activities. Key stakeholder: Barcelona City Council. Target: Education actors.
Training for the reception and the teaching of immigrants[495]	Description: It is a comprehensive training for volunteers, partner organisations or professionals teaching second languages to foreigners in Barcelona. The training focus is to facilitate students learning, but it also deals with other issues of interest for teachers, such as legislative, cultural or religious ones. The aim is that the recipients get a cross-training in the field of teaching foreigners, and can carry out teaching, providing higher quality in the classroom. Therefore the proposed training focuses on three areas: learning a language as an instrument of social cohesion, majority cultures in the city and of other groups attended, foreigners and participatory citizenship. Key stakeholder: Language Training and Coordination Commission. Target: professionals and volunteers involved in teaching languages to foreigners of all nationalities.
Study in Catalonia	Description: This web offers a complete map of the higher education offered at the twelve Catalan universities. There are welcome and guidance services available to university students that will help them find an accommodation and in dealing with the language. There are bank of flats and rooms for rent in the centre of Barcelona available to the academic and research community. The universities also have international student services offices that will help with all the basic processing to make stays in Catalonia easier (healthcare information, foreign resident permits, sports and leisure activities, and so on). Key stakeholder: Generalitat de Catalonia (Regional Government), Conseill Interuniversitari de Catalunya (Regional Inter-University Council). Target: International University students.
Comenius Regio – Integrating content, language and culture – The learners perspective (2009-2011)	Description: Barcelona Education Consortium has developed a Comenius Regio project with the Department of Education of the City of Birmingham in the UK. The Comenius Regio between educational institutions in the cities of Birmingham and Barcelona is called "Integrating content, language and culture - The learners' perspective" and was conducted from 2009 to 2011. It involved the participation of the Department of Teaching Language and Literature at the University of Barcelona, Smurfs School, The Pine School, Olympic Village School and the Newton College in Birmingham and English schools Dorrington and Whitehouse Common. The main themes of the project were: • The methodology of learning language and integrated content (CLIL);

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[494] http://w110.bcn.cat/portal/site/Pec/

[495] http://www.bcn.cat/novaciutadania/arees/en/llengues/programes.html

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona
	• Strategies and methods to give voice to students on various issues affecting schools; • Intercultural understanding and knowledge. Key stakeholders: Barcelona Education Consortium; Department of Education of the city of Birmingham. Target: all students enrolled in the schools taking part into the project.
INTERCULTURAL DIALOGUE POLICIES/INITIATIVES	
Intercultural Dialogue Programme	Description: This programme is developed by the Immigration Department of the City Council, in collaboration with the Barcelona Department of Culture and other entities (Institute of Culture of Barcelona, Barcelona Municipal Institute, Intercultural Social Institutions, Cultural Institutions, etc.) with the aim to show that diversity is an asset. This programme was created in the framework of the European Year of Intercultural Dialogue in 2008. Key Stakeholder: Barcelona City Council. Target: All inhabitants (both nations and foreigners).
Offices for non-discrimination	Description: The Office for Non-Discrimination is a service provided by the Department of Civil Rights of the Barcelona City Council to promote human rights, ensure equality to all citizens and to combat all forms of discrimination, offering: • Information and guidance on basic human rights; • Conflict resolution when discrimination has occurred, through mediation or conciliation; • Specialised legal advice; • Training on equal rights and combating discrimination. Key Stakeholder: Barcelona City Council, Office for non-Discrimination. Target: All city inhabitants.
Catalan language course	Description: The initiative aims to facilitate the learning of Catalan language, as one of the fundamental strategies for promoting the autonomy and integration of the newly arrived population. The Consortium for Linguistic Normalisation (CPNL – Consorcio para la Normalización Lingüística) is in charge of this task and supplies free courses throughout the year in all the districts of Barcelona. There are also specialised classes designed for specific professions. For instance, the Catalan at the Table course, aimed at professionals in the hospitality industry, or Catalan courses for professionals providing residential care for senior citizens or those working in geriatric centres. Key stakeholder: Consortium for Linguistic Normalisation (CPNL – Consorcio para la Normalización Lingüística). Target: all newcomers to Barcelona who want to learn Catalan.
Parla.cat	Description: Parla.cat is a virtual learning space that offers all the educational materials for learning the Catalan language. The course offers four learning levels and each level is organised into three grades: • Basic: Basic 1, Basic 2, Basic 3; • Elementary: Elementary 1, Elementary 2, Elementary 3; • Intermediate: Intermediate 1, Intermediate 2, Intermediate 3;

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona
	• Sufficiency : Sufficiency 1, Sufficiency 2, Sufficiency 3. Each grade lasts approximately three months and is equivalent to 45 hours of study. The course is offered in two different methods: • Self-managed learning, allowing to study in a completely autonomous way, as the course materials can be easily accessed; • With a tutor, allowing beneficiaries to learn with the support of a tutor who will guide and encourage them. This method offers access to a classroom with communication tools for interaction between the members of the virtual community. The self-managed learning method is free of charge, whereas the learning with a tutor requires payment. In both methods the students will have the resources and help tools that integrate the language learning. Key stakeholder: Linguistic Policy General Directorate, Catalan Language and Culture Institute, Consortium for Linguistic Normalisation. Target: everyone wanting to learn Catalan (regardless of his/her nationality).
Parlem ("Let's talk")[496]	Description: the purpose of the project is to promote and spread the social use of Catalan language among non Catalan people, including foreigners. Thus, it seeks to boost their inclusion into the local community. Couples are composed of one local, native-speaker volunteer and one non-speaker who wants to learn or improve his/her Catalan knowledge. The project foresees ten meetings per couple at least. However, project monitoring has proved couples have often met more than 10 times, thus showing the project socialisation potential. Key stakeholder: Coordinator for Associated Entities for Language (Coordinadora d'Associacions per la Llengua Catalana, CAL). It is a set of Catalonia regional centres, aimed at promoting Catalan language and culture. Target: all non Catalan speakers, wanting to learn Catalan or improve their linguistic skills, including foreigners.
Convivim Esportivament (Let's live together through sport)[497] (2012-2013)	Description: The project is based on the idea that sport plays a very important role in building a cohesive city. Thus, it uses sports and physical activities to build social and personal attitudes, to develop habits and values among young people, and to establish interpersonal relationship networks through associations and sport groups. By enabling children and teenagers to take up sports such as basketball, football, athletics, skating, chess and badminton, it also aims to prevent conflict situations between local residents, with sports offering a social-cementing and inter-relationship building bridge between residents, regardless of their social, economic, cultural background or origins. The initiative is divided into two sections: children and the teenager programme. This latter is targeted at young people at risk of social exclusion and discrimination due to culture, origins, gender or social and economic background. Key stakeholder: Barcelona Sports Institute, the Department of Immigration Services and the Public Health Agency. Its implementation is being examined in cooperation with the "Esport Escolar de Barcelona" Foundation and the Barcelona School Sports Council. Target: for the period 2012-2013, it will benefit about 1,200 children and teenagers, attending different city neighbourhoods schools (regardless of whether they are Spanish citizens, EU mobile citizens or TCNs).

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[496] http://www.cal.cat/qui_som.aspx.

[497] http://w3.bcn.cat/V25/Serveis/Noticies/V25NoticiesLlistatNoticiesCtl/0,2138,5004038_5184167_3_1791173997,00.html?accio=detall&home=

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Barcelona
OTHER TRANSVERSAL INCLUSION POLICIES/INITIATIVES	
Reception and Support Guide of Barcelona 2013	Description: The Reception and Support Guide of Barcelona contains the main resources for the reception and support of foreigners in the city. The handbook is structured in several sections, dealing with information of general interest, housing, school system, health system, culture and leisure, social care, etc. It also provides a list of useful services, which new residents need to take into consideration for their life and mobility in Barcelona. Thus, it introduces foreigners to how the city works by providing them with practical, quality information. Moreover, the list of the public services and resources in each district is available in a number of different languages. Key stakeholder: Barcelona City Council. Target: all foreign citizens in Barcelona (both from EU and non-EU countries).
Orientation and Support Service for Immigrants	Description: The City Council offers general information about the city environment, administrative procedures, as well as orientation about resources, rights and duties. The service is managed by technicians of Reception and Support Service, located in different points of the city. Group sessions are conducted periodically, from 6 pm to 8 pm, usually in the City Council offices of each district, and are open to everyone. People concerned can contact the technician to sign up to get advice on any matter related to the sessions. Translation services for group sessions are available upon request. Key stakeholder: Reception and Support Service, within Barcelona City Council. Target: All newcomers in Barcelona (Spanish nationals and foreigners, regardless of their nationality).
New Citizens Information Portal	Description: A web portal designed for everyone, from professionals working in different disciplines related to immigration and newcomers to the city of Barcelona, to the general public, including anyone who wants to learn about the reality of immigration in the municipality. It contains a detailed list of all the agencies and services foreigners can address to. Agencies are divided into categories, according to the kind of service they provide or the issue they deal with (i.e. civil rights, culture, sport, intercultural dialogue, education, etc.). The description of the agencies is integrated with programmes and additional materials they have developed. Key stakeholder: Reception and Support for Immigrants Network. It is a network of about 150 non-profit organisations, service agencies or facilities (such as libraries, adult education centres, etc.), distributed in the city districts. They provide information and/or advice to newcomers in order to promote personal independence and social inclusion. Target: all foreigners (regardless of their nationality) and, generally, anyone interested in immigration issues within the Barcelona metropolitan area.

2.2. The City of Dublin

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
INTEGRATION/SOCIAL INCLUSION POLICIES/INITIATIVES	
Towards Integration Strategy – A City Framework	Description: A City Framework adopted in 2008 by the Dublin City Development Board and the Dublin City Council outlining the context of migration and the settlement patterns. The framework aims at the improvement and rationalisation of existing initiatives and at the development of new initiatives for foreigners' inclusion in relation to the following areas: • Equality promotion; • Racism prevention; • Intercultural dialogue promotion; • Human Rights protection; • Poverty prevention. Key stakeholder: Dublin City Council and members of the Dublin City Development Board (e.g., local and national authorities, agencies or departments like FAS, Enterprise Ireland, IDA Ireland, Irish Business and Employers' Confederation, Irish Congress of Trade Unions, etc.). Target: All foreigners settled in Dublin (both from EU Member States and TCNs).
One City One People[498]	Description: This initiative was launched in 2010, and then repeated in 2011 and 2012, by the Dublin City Council Office for Integration to promote inclusion and integration of the city's immigrant population and to fight against racism and discrimination. It consists of a set of events (exhibitions, concerts, cultural nights), meetings and forum of discussion. Key stakeholder: Dublin City Council's Office for Integration, with the support of the Office for the Promotion of Migrant Integration and the participation of the city transport companies (e.g., Veoila, Dublin Bus, DART, Irish Rail, etc.), foreigners' networks and organisations along with museums, libraries, galleries, and open spaces. Target: All foreigners settled in Dublin (both from EU Member States and TCNs).
Inclusion and integration initiatives[499]	Description: New Communities Partnership (NCP) is an independent national network of 165 foreigner led groups representing 75 nationalities (including Latvian, Spanish, Romanians and Slovakians). It aims at representing and fostering the participation of foreigners' communities in decision making processes and consultative fora. It supports and strengthens foreigners' communities through a set of programs related to: • Representation and participation; • Education and training; • Coordination and networking; • Training and capacity building;

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[498] www.dublin.ie

[499] www.newcommunities.ie

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
	• Information building. In 2012, this network launched the NCP Youth Ireland, a youth platform facilitated by New Communities Partnership in Ireland to support the needs of young foreigners and youths with immigrant backgrounds in Ireland. Key Stakeholder: New Communities Partnership. Target: New Communities Partnership members (e.g., Latvian Children & Women Association, Association of Spanish Parents in Ireland, Irish Romanian Cultural and Business Association, Slovak Centre Ireland, etc.).
Migrant Project ACTIVE (*All Can Take Part In Volunteering Equally*)	Description: Launched by the Dublin City North Volunteer Centre in 2012, ACTIVE Migrant project aims at promoting, supporting and facilitating volunteer activities among foreigners' communities in Dublin. Thus, it also helps foreigners getting integrated into the city community through volunteering activities. In February 2013 the first results and activities implemented were presented in occasion of the ACTIVE Fair. Key stakeholder: Dublin City North Volunteer Centre. Target: All foreigners settled in Dublin (both from EU Member States and TCNs).
Social Inclusion Week	Description: Since 1998, the Dublin City Council, and the Social Inclusion Unit more specifically, holds an annual "Social Inclusion Week", with the objective of promoting an understanding of social inclusion and the importance of people actively participating in their community. It is an outstanding opportunity to publicly communicate all the work done to make people live, work and play in the city of Dublin. In correspondence to the EU year of citizens, Social Inclusion Week 2013 theme is "Equality and Diversity". Key stakeholder: Social Inclusion Unit within Dublin City Council. Target: Disadvantaged and helpless groups (elderly people, disabled people, foreigners of all nationalities).
HOUSING POLICIES/INITIATIVES	
Rental Accommodation Scheme[500]	Description: Under the Rental Accommodation Scheme (RAS), launched in 2005, the Dublin City Council made an agreement with a private landlord to provide people with accommodation on a medium to long-term basis. Under the RAS the local authority will find suitable accommodation and will pay rent to the landlord directly. The interested person will still contribute to the rent but will pay it to the local authority, according to the local authority's differential rent scheme. The RAS provides people with low or middle-range incomes long-term housing security, it provides access to a range of housing support and also leads to improvements in the quality and standards of private rented accommodation. Key Stakeholder: Dublin City Council, Rental Accommodation Scheme (RAS) Unit. Target: All people who are receiving rent supplement, usually for more than 18 months, and who need long-term housing.
Cold weather initiative	Description: "Homelessness: An Integrated Strategy" has been introduced in 2001 with two main aim: preventing foreigners becoming homeless and identifying solutions for those who have been using emergency accommodation over a long period. The Cold Weather Initiative provides shelter to those in need and assists especially non-Irish citizens. Key Stakeholder: Homeless Agency.

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[500] http://www.dublincity.ie/Housing/RAS/

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
	Target: All needing citizens (around 71% of service users were reported to be non-Irish nationals[501])

ENTREPRENEURSHIP POLICIES/INITIATIVES	
Equal Emerge	Description: The project engages Ethnic Minorities Entrepreneurs (EMEs), boosting their entrepreneurial spirit, by supporting them to overcome barriers related to a new business start-up. It was launched in 2005 (and ended in 2007) at national level, under the framework of EU Equal Community Initiative, and funded by the European Social Fund. EMERGE program includes: • developing a best practice model of training and support for EMEs; • developing a strategy for integrating EMEs into mainstream business and financial networks; • finally influencing mainstream policy towards ethnic minority entrepreneurship. The EMERGE Development Partnership brings together many of the Irish business community key stakeholders (e.g., PARTAS, BASE Enterprise Centre Ltd, Cork City Enterprise Centre, FÁS, Metro Eireann, Small Firms Association, South Cork Enterprise Board Ltd and Galway City Partnership) to create more favourable conditions for ethnic minority entrepreneurs. Concerning the Dublin region, the EMERGE Development Partnership includes a range of enterprise boards, area-based partnerships, enterprise training centres and foreigner-oriented institutes (e.g. the Institute for Minority Entrepreneurship in the Dublin Institute of Technology) have all sought, in different ways and with varying degrees of success, to embrace the needs of foreign nationals and to assist them throughout the stages of business creation and consolidation. Among these stakeholders there is BASE, which offers enterprise training exclusively designed for ethnic entrepreneurs. Key stakeholder: European Social Fund; organisations of the Emerge Development Partnership (BASE, Cork City Enterprise Board, Galway City Partnership, FAS, Metro Eireann, Partas, Small Firms association, South Cork Enterprise Board). Target: EMEs from EU Member States and TCNs.

EDUCATION POLICY/INITIATIVES	
International School of Dublin	Description: The International school of Dublin is for students aged 3-12 and is the only school in Ireland providing the International Baccalaureate (IB) Primary years program. The school aims to provide excellent international education through the promotion of high academic standards, international understanding and full parental involvement. Key stakeholder: International School of Dublin. Target: All students (regardless of their nationality) from 3 to 12 years old.
International/Erasmus students orientation services	Description: All the three universities in Dublin (Dublin City University, University College Dublin, Trinity College Dublin) have International Offices, dealing with welcome and assistance to international and Erasmus students. The offices provide pre-arrival information (e.g., accommodation, visa, health insurance, university and city life), welcome services (e.g., airport pick up, international students booklet) and arrange orientation days for incoming foreign students. Key stakeholder: Dublin City University, University College Dublin, Trinity College Dublin.

[501] Chester House Closing Report, 2011.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
	Target: All European and non European students taking part in the Erasmus program or other exchange programs.
Pathways to Parental Leadership Project	Description: Developed by the Immigrant Council of Ireland (ICI), the project aims to develop a toolkit on initiatives that could be used by primary and post-primary schools to foster foreign parents' involvement in their children school lives in order to improve educational outcomes, strengthen foreigners' voice in the community and promote social inclusion. Key stakeholder: Immigrant Council of Ireland. Target: Foreigners' parents (regardless of their nationality) of children attending primary and post-primary schools.
Yellow Flag Initiative –Diversity in Schools[502]	Description: The Yellow Flag Programme provides a practical series of steps that brings issues of inter-culturalism, equality and diversity into the whole school program and allows schools to apply them to the day to day running. In parallel with the Green Schools, the Yellow Flag Diversity in Schools is both a practical program and an award scheme, therefore; on completing these steps, and being assessed externally, the school is awarded its "Yellow Flag" in recognition of its work in promoting diversity and inclusion and the award is publicised locally. Key Stakeholder: Irish Traveller Movement. Target: Students, staff, management, parents and wider community groups so that issues of diversity and equality are not merely seen as "school subjects" but can be understood and taken outside the school setting into everyone's personal life.
English as an Additional Language (EAL)	Description: EAL is a language support service provided by the DES within primary and secondary schools throughout Ireland. It provides for Primary and Post-Primary Assessment Kits for the assessment of language needs and offers additional education resources (additional teaching staff or financial support for the school) to assist students to become proficient in the language. Key Stakeholder: Department of Education and Skills. Target: Children whose home language is neither English nor Irish.
Blue Star Programme	Description: An education initiative in primary schools aiming at fostering ''better understanding and knowledge of the European Union and how it affects the lives of Irish citizens among Irish primary pupils through classroom projects and activities''. Key Stakeholder: 32 schools participated in 2012. Target: Primary school pupils, teachers, parents and the wider community. Actual participants are students and teachers...
EMPLOYMENT POLICIES/INITIATIVES	
Employment for People from Immigrant Communities (EPIC)[503]	Description: EPIC's multicultural team assists foreigners to find employment and/or further training and education in Ireland. EPIC brings many benefits to clients in terms of improving their English language skills, their job seeking skills, increasing their understanding of Irish culture and the work environment; building their networks and promoting overall social integration. There are two main elements to EPIC, the first is a six week training module, the second is one to one individual support with a Training and Employment Officer (TEO). Key stakeholder: Office for the Promotion of Migrant Integration; BT, CPL, Ericsson, Matheson & Bank of Ireland are key business

[502] http://www.yellowflag.ie/home

[503] http://www.bitc.ie/employment-programmes/employment-for-immigrants/

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
	partners for this initiative. EPIC also works in cooperation with Cairde, Citizens Information Service, Dublin City North Volunteer Centre, The Equality Authority and the INOU. Target: All EU mobile citizens entitled to work in Ireland and to TCNs with stamp 4[504].
Local Training Initiative & International Employment Service	Description: Both initiatives are managed by the **FAS**[505]. The first one aims to help foreigners improving their written/spoken English skills. The second one consists of several workshops for EU communities, providing them with information on employment and training opportunities in Ireland, offering assistance on job-seeking techniques and resources. Among the specific initiatives, there are: the "Know Before You Go" campaign (a leaflet available in English and other 18 European languages providing information regarding living and working in the EU destination country); the "Information Day for European Mobile Workers" (Open days at regional level for foreigners living in Ireland, providing information and advice on a wide range of issues including job opportunities, employment rights, accommodation, health and welfare etc.); recruitment events in European countries to satisfy the needs of the Irish labour market (they are organised on behalf of Irish employers who might otherwise have to recruit from outside the EU); the DIALOG project (new initiative aimed to provide a platform for identifying problems of EU/ EEA workers in Ireland and a platform for developing solutions to help them with integration). Key stakeholder: FAS; EURES (European Employment Service). Target: Local Training Initiative is addressed to all foreigners (both from EU Member States and TCNs). The International Employment Service, instead, is addressed to Irish and 31 EEA states and Switzerland employers and job seekers.
Dublin Employment Pact	Description: The Pact includes a variety of initiatives in four strategic policy areas: social inclusion, labour market equality, enhancing community sector capacity, innovative education and skills. It also deals with the integration of new communities in the hosting society and in the local labour market. The Pact was launched in 1998 (ended in 2012) and was signed by representatives of Dublin regional and local authorities, local development and community sector, social partners and relevant Government and State agencies. Key stakeholder: Dublin regional and local authorities, numerous partners from the national Government and European organisations. Target: Low skills and unskilled people (including foreigners of all nationalities) experiencing difficulties accessing the local labour market.
National Service for Recognition of Foreign Qualification	Description: The free service facilitates the recognition of foreign educational qualifications, by the identification of the nearest comparable Irish qualification. Documentation and information are available in a number of languages, including Polish, Lithuanian, Latvian and Russian, thus enabling foreigners to understand where their qualification may fit in with the Irish education system. Key stakeholder: Quality and Qualifications Ireland.

[504]Stamp 4 is given to a person who is allowed to stay in Ireland until a specified date (i.e., Non EEA family member of an EEA citizen, Non EEA spouse of Irish citizens, refugees, Non-EEA person granted family reunification under the Refugee Act 1996, Programme refugee, Non-EEA parent of Irish citizen child where parent was granted permission to remain in the State, Non-EEA family member of EU citizen where family member qualifies under the European Communities-Free Movement of Persons-No. 2-Regulations 2006).

[505] National Training and Employment Authority.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
	Target: foreigners willing to study or work in Ireland (regardless of their nationality).
Free national service for recognising foreign qualifications	Description: National Framework of Qualifications (NFQ), provides a means for identifying the nearest comparable Irish qualification. Information is provided on the website of Qualifications Recognition Ireland (http://www.qualificationsrecognition.ie), which enables the foreigner to see where their qualification may fit in the context of the Irish education system. A qualifications recognition service is provided free of charge. Although translation of documents is not included in the service, documentation and information are available in a number of languages, including Latvian, Lithuanian, Polish and Russian. The onus is on job applicants to certify their qualifications through the NFQ. Key Stakeholders: National Framework of Qualifications (NFQ). Target: all citizens.
Make IT in Ireland	Description: Industry-led initiative to help existing IT enterprises to grow. To do so, the service is meant to act as a job-matching facility, showing the careers and lifestyle available in Ireland and helping provide a better balance between the supply and demand for digital and multi-lingual skills... The pilot project, running from January 2013 to October 2013, is funded by large multinational companies, including Facebook, Google and Microsoft. Key Stakeholders: Multinational IT/digital/multimedia companies based in Ireland. Target: People with an interest in the ICT sector.
MULTICULTURAL DIALOGUE POLICIES/INITIATIVES	
Dublin Public Libraries Development Plan	Description: The Plan, launched in 2012, promotes the social equality principle in the Dublin Public Libraries Service, thus favouring the respect of communities' cultures and the valorisation of differences. Dublin Public Libraries Service proved a good capability to adapt to new foreigners' needs, supplying books in different languages and enabling people to become library users even if they cannot provide a permanent address. It also sets up multicultural services and language trainings. Key stakeholder: Dublin Public Libraries Service. Target: all foreigners living in Dublin (regardless of their nationality).
Tell me more	Description[506]: online language learning programme (e.g., six European languages could be chosen) provided by the Dublin City Public Libraries Service. Key stakeholder: Dublin City Public Libraries Service. Target: All foreigners living in Dublin (regardless their nationality).
Welcome - Fáilte Isteach[507]	Description: The project, launched in 2006, involves senior citizens, members of the Third Age Foundation, teaching English to foreigners. In 2007 the Fáilte Isteach project was awarded a Social Entrepreneurs Award (Level 1) and this was followed by a Level 2 Social Entrepreneurs Award in 2008. Recently it has been listed on the EU website for Integration as best practice in its field and as a project that is adaptable to any EU country. Funding comes from: the Irish O'Brien Foundation and the Arthur Guinness Fund

[506]http://www.dublincity.ie/RecreationandCulture/libraries/Library%20Services/learning_with_your_library/Pages/tellmemore.aspx

[507] http://www.thirdageireland.ie/what-we-do/15/failte-isteach/

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
	and State funding from the Department of Integration. The tutors are all volunteers. Today there are 53 Failte Isteach projects throughout the country. Every week over 540 volunteers teach over 1,600 students from over 63 countries, collectively offering over a thousand hours of tuition each week. Key Stakeholder: The Third Age Foundation. Target: All foreigners settled in Dublin (both from EU Member States and TCNs).
ACTIVE PARTICIPATION INCLUSION POLICIES/INITIATIVES	
Migrant Voters Campaign	Description: This policy, launched in 2008 and led by the Dublin City Council, encourages foreigners' political participation, raising awareness among foreigners residing in Dublin on their right to vote[508], the need to register and the voting process. This policy consisted of two main initiatives: • a multi-lingual education campaign; • a "train the trainer" program to train grassroots community activists for group training sessions on voting procedure aimed at foreigners. Key stakeholder: Dublin City Council, in collaboration with a number of Non-Governmental Organisations. Target: All foreigners settled in Dublin (both from EU Member States and TCNs).
Dublin City Community Forum	Description: The Dublin City Community Forum is composed of 700 community groups from all parts of Dublin City and it aims at representing Community & Voluntary inputs into strategic plans of Dublin City. The Forum includes those representing residents, tenants, the arts, the environment, childcare, youth, disability, new communities, diversity, the homeless, and sports and recreation. Membership of the Dublin City Community Forum is open to any group, club or organisation that operates on a voluntary, co-operative or not-profit basis for the benefit of the community. Key Stakeholder: Dublin City Community Forum. Target: Any group, club or organisation that operates on a voluntary, co-operative or not- profit basis for the benefit of the community.
OTHER TRANSVERSAL INCLUSION POLICIES/INITIATIVES	
Find your way	Description: Directory map available in five languages (English, Polish, Russian, Chinese-mandarin, French), developed by Dublin City Libraries and Citizens Information Service in order to inform foreigners about essential and relevant services in Dublin (in the field of employment, education, health, housing, transports), fostering their integration into Irish life and society. Key stakeholder: Dublin City Libraries, Citizens Information Centre. Target: All foreigners settled in Dublin (both from EU Member States and TCNs).

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[508] As a matter of fact, Ireland has one of the most inclusive voting rights in Europe: every resident in Ireland can vote in local elections and EU citizens from other Member States can also cast their vote at European elections, if they de-register at home. Furthermore, UK nationals can also vote in their general elections according to a simpler procedure.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Dublin
Living in Ireland[509]	Description: It is an easy-to-use, multi-purpose online resource created by Crosscare Migrant Project. The latest version, funded by the European Integration Fund, is available in five languages (English, Portuguese, Russian, Chinese, Arabic) and contains a great deal of information on community involvement, the political system, housing, education, health system, culture and the history of Ireland. It includes lists of foreigner-led organisations, of foreigner-led churches, and updated news. The website is the result of the work of a steering group of foreigners living in Dublin. Key stakeholder: Crosscare Migrant Project, European Integration Fund, Office for the Promotion of Migrant Integration. Target: All migrants settled in Ireland (both from EU Member States and TCNs).
Dublin Bus: a Company Policy for Inclusion and the Fight Against Discrimination[510]	Description: Since 1998, Dublin Bus has had an active company policy in terms of equal access to employment. The Employment Equality Acts of 1998 and 2004 are aimed at promoting equal opportunities for employment and preventing discrimination of any sort in the workplace. The implemented strategy is centred on three main objectives: to support and protect the needs of staff and commercial activity, to develop skills and raise awareness, and to facilitate and direct change. In order to achieve this, an equality and diversity manager provides permanent support (information and advice) for everyone in the company. Key stakeholder: Dublin Bus. Target: Employees of the company and the wider Dublin community.
Your Dublin Your Voice	Description: Your Dublin Your Voice is an initiative developed by the Dublin City Council and the four Dublin Local Authorities representing the Dublin City Region. The initiative aims at that giving Dubliners and visitors an opportunity to provide opinions and views on the well-being of the city, via an on-line survey. The project seeks feedback and suggestions on a range of issues that impact on quality of life in Dublin. Launched in 2010, the project has established Dublin's first opinion panel for the city region, composed of almost 2,300 members from all ages and background, to reflect the diverse cosmopolitan nature of Dublin. Key stakeholder: Dublin City Council and Dublin regional authority. Target: All people, from all ages and backgrounds.

2.3. The City of Hamburg

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Hamburg
INTEGRATION STRATEGY POLICIES/INITIATIVES	
Integration concept 2013	Description: in 2013, Hamburg Integration Council developed a new integration concept, on the ground of previous concepts defined in 2006 and 2013. The new concept promotes integration as a cross-section topic in all tasks and encourages an open approach involving all the relevant stakeholders (administration, social institutions, day care centres, school, associations and

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[509] http://www.livinginireland.ie/en/community/family/

[510] http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=3968

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Hamburg
	clubs, businesses, etc.). The concepts of "participation, intercultural opening and cohesion" are addressed to all parts of society and emphasize three aspects: welcoming culture, diversity and cohesion. Furthermore, the Integration concept 2013 calls for an assessment of progresses related to all central topics of integration, by means of specific indicators and target values. Key stakeholder: Ministry for Labour, Social and Family Affairs and Integration (Behörde für Arbeit, Soziales, Familie und Integration - BASFI), in collaboration with the Integration Council. Target: People with and without migrant backgrounds.
We are Hamburg! Won't you join us?	Description: We are Hamburg! Won't you join us?" (Wir sind Hamburg! Bist Du dabei?) is a campaign launched in 2006 to promote intercultural openness in administration. Its purpose is recruiting and involving young foreigners into the Hamburg public service training system. This policy is highly significant because it entails that the city's administration should reflect the city's cultural diversity. For this purpose, it is necessary to increase foreigner employees at all levels. Therefore, in October 2006, when the campaign started, the Ministry approved a package of measures aimed at raising the proportion of young foreigner trainees within the public service. The umbrella campaign "We are Hamburg. Won't you join us?" is coordinated by the Personnel Department – Centre for Training and Continuing Training, which also cooperates with many foreigners' organizations and vocational training agencies. The Ministry for School and Vocational Education is supporting the initiative, too. Concerning the results achieved up to now, the percentage of trainees/apprentices with migrant background increased from 5.2% to 16.5% within 5 years, thanks to marketing and media campaigns as well as to further cooperation with families. Although the initiative supplies a training period only, there are good chances to move into stable employment at the end. Most of participants are from Poland, Russia, Turkey and Kazakhstan. Key stakeholder: Public Service Department, Ministry of School and Vocational Education. Target: Young foreigners (regardless of their nationality).
Welcome Policies[511]	Description: The Welcome Centre is a multi-purpose facility, created to help foreigners in getting comfortable with the city. Since the starting premise is that anyone who can contribute to the city's growth is more than welcome, the centre's main purpose is to help newcomers feel at home. Among other services, the initiative provides: ▪ Language and integration courses (German language, German legal system, culture and history); ▪ Advice for foreigners, both for adults / teens, information brochures information about counselling services and meeting places for families in seven languages; ▪ Information on immigration law; ▪ A specific service for the recognition of diplomas and degrees. Furthermore, monthly meetings take place to give foreigner newcomers the chance to meet Hamburg people, in order to provide them with practical basic information about the city. These events are called Welcome Club. Since the Welcome Centre is well-aware of Hamburg economic relevance, attracting many people from abroad to set up home, the initiative welcomes anyone willing to give its contribution to the city growth. Hence, its services help in addressing any issue both for German citizens and foreigners moving to Hamburg. Main information covers accommodation (for example which city district to choose to settle down), schooling, local

[511] Hamburg Welcome Centre, http://english.hamburg.de/welcome-center/

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Hamburg
	administration service for foreign qualified executives and students. There is a specific service for companies planning to relocate in the region as well. Key Stakeholder: Free and Hanseatic city of Hamburg – Welcome Centre. Target: foreigner newcomers.
"Hamburg. My harbour. Germany. My home. (*Hamburg. Mein Hafen. Deutschland. Mein Zuhause)*	Description: The initiative is a communication campaign, started in November 2010, to promote German citizenship to long-time and well-integrated residents with a migration background. The campaign is accompanied by a web site providing preparatory documents and describing the step necessary to complete the naturalization process. The campaign is linked to the initiative "We are Hamburg! Won't you join us?" Key stakeholder: City of Hamburg Target: Foreigners resident for more than 8 years in the city.
ENTREPRENEURSHIP POLICIES/INITIATIVES	
Entrepreneurs without borders	Description: launched in 2000, "Entrepreneurs without borders" is an initiative intending to support foreigners' entrepreneurship in urban depressed areas. Indeed, its purpose is the promotion of economic self-employment among foreigners. This goal is achieved through several means: ▪ Strengthening the foreigners' potential; ▪ Guidance and advisory services; ▪ Activation of training and potential work for foreign businesses; ▪ Promotion and networking of small and medium-sized enterprises; ▪ Raising authorities' and institutions' awareness about the needs of foreigners; ▪ Organization of conferences, debates, and cultural events; ▪ Networking, cooperation, and regular exchange of experiences with relevant regional, national, and international organizations[512]. In order to achieve the latter, the initiative sets up the following services: ▪ Counselling services and advice on all aspects of running a business; ▪ Seminars and briefings on different aspects of business; ▪ Training courses on the subjects of financing, production, investment, and marketing; ▪ Provision of fundamental knowledge in the field of business planning; ▪ Organizing events that bring together entrepreneurs and other important groups (e.g., bank representatives or policymakers); ▪ Access through networks to relevant institutions and local and regional business structures[513]. Key stakeholder: 'Entrepreneurs without Borders' (semi-public organization funded by the City of Hamburg and the European Social

[512] UCLG – Committee on social inclusion, Participatory Democracy and Human Rights, Inclusive Cities Observatory. Hamburg Germany, Entrepreneurs without borders. Available online at: http://www.ces.uc.pt/myces/UserFiles/livros/1097_Hamburg_2010_en_FINAL.pdf.

[513] European Cities Monitor, Cushman and Wakefield, 2010.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Hamburg
	Fund).
	Target: Potential entrepreneurs with a migrant background.
LANGUAGE POLICIES/INITIATIVES	
Language training	Description: In Hamburg more than 100 different integration courses are provided and authorized by the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge).
	The courses aim to foster the integration of foreigners. Participants will learn how to communicate in important everyday life situations. They are trained in listening, speaking, reading and writing. Each course consists of a language session and an orientation session. The latter is supposed to give an overview of Germany's legal system, culture and history.
	Key stakeholder: 'Federal Office for Migration and Refugees, integration course providers.
	Target: foreigners who meet certain requirements.
EDUCATION POLICIES/INITIATIVES	
Intercultural leaving and learning activities	Description: Hamburg university intercultural team (International Programme for All Students and Alumni - PIASTA) provides support to Erasmus/exchange students, promotes internationalization and cultural exchange, and arranges recreational and cultural events. PIASTA organizes a wide range of activities aimed to support foreign students' integration in the city and university life, to help them develop essential skills for both an academic and professional career. Importantly, the international welcome week gives foreign students the chance to meet local students and get in touch with the local community. Furthermore, the welcome booklet "Welcome to Hamburg University – First steps for new students" contains useful information about city life, health insurance, setting up a bank account, registering with the authorities, etc.
	Key stakeholder: PIASTA (International Programme for All Students and Alumni – PIASTA).
	Target: Erasmus/exchange students coming to Hamburg University.
Bilingual schools	Description: The project started in 2000, involved the creation of bilingual schools for some of the largest foreign languages. Bilingual classes were thus set up for the following language combinations: German-Portuguese, German-Italian, German-Spanish and German-Turkish. The bilingual school is a public school which offers subjects taught in a target language, (i.e. the classroom language is English, the materials are in English, the tests and assignments are in English, and even the Abitur (German High School Diploma) can be taken in English in the bilingual subject).
	The goal of bilingual education in the Hamburg school system is to introduce students to a foreign language, and, through classes in the target language, help them to develop the working skills necessary to be competent users of the target language.
	In Hamburg, since the school year 2011/12, primary schools increased English classes offered and all children learn English from the first grade. Each primary school has a bilingual supply in the following foreign languages: Italian, Portuguese, Spanish and Turkish and there are six elementary schools, in which all subjects - with the exception of German - are taught in English.
	Key stakeholder: Hamburg School District.
	Target: Pupils living in Hamburg.
School Information Center (SIZ)	Description: The Service provides information and advice for parents, pupils and for the school interested public around the theme 'school in Hamburg " from A to Z. Activities at the school include the Information about further schooling in Hamburg as well as the

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	certification and the assessment or recognition of qualifications from home and abroad, the support to parents and student councils in all matters relating to participation of school. Key Stakeholder: Schools and Vocational Training Authority (BOD). Target: Students and their parents with special focus on foreigners.
Parents on site (Eltern vor Ort)	Description: is a project funded by the ESF, for the period October 2011 - December 2013, with the aim of advising families and district schools in the quarters of Hamburg that have specific need for assistance, and also training active parents to become volunteer moderators. The initiative aims, among other things, to increase the competencies for choosing a profession as well as the participation in education of young people with an immigrant background. Started in 2011, the project reached out at more than 1,500 parents and 43 trained (April 2013)[514]. Key Stakeholder: KWB Management GmbH. Target: Foreigners' parents.
EMPLOYMENT POLICIES/INITIATIVES	
Council for migrant's skills action plan	Description: BQM Beratung Qualifizierung Migration is a plan of action for the integration of young foreigners in the education and labour market. The plan of action was promoted in 2002 by the major of Hamburg through the Coordination Office for Further Training and Employment (KWB) and the financial support of the European Social Fund ESF and the Free and Hanseatic City of Hamburg. The plan is focused on improveing career opportunities of young foreigners supporting their attendance and participation in training and professional courses. The plan promotes the establishment of networks among companies, associations, government agencies, chambers of commerce, guilds, unions, schools, associations, carriers, foreigners' organizations, young people with a migration background and their parents. Moreover, the plan is structured to support companies during their recruiting activities, training organization and other related activities. Key stakeholder: Coordination Office for Further Training and Employment (KWB). Target: Young people with migrants background, their families, private companies, associations, government agencies, chambers of commerce, guilds, unions, schools, foreigner organizations.
Migrant Parent involvement in school to work transition	Description: The project aims at reducing foreign children drop-outs and secures generation of skilled workers supporting foreigners' parents in understanding the German dual education system (professional education vs. vocational training). A dedicated manual has been published presenting proven and new ideas to the inclusion of parents in the education process, from parents' evenings' over trainee-parent guides' to information in writing, so-called 'Simple Language'. Key Stakeholder: Beratung Qualifizierung Migration (BQM). Target: Foreigner students' parents.

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[514] http://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=541.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Hamburg
Professional strategies for Hamburg	Description: The professional Strategy for Hamburg has been introduced in 2013 and consists of a four column strategic framework and flanking policy fields such as housing, school and education, family and equal opportunities, which should be addressed in order to achieve the objectives set in the Professional Strategy. Four priorities are detailed: Qualifying professionals; Enhance the attractiveness of the labour conditions; Make use of and protect the labour force potential; Win new professionals from in- and outside Germany and improve the Welcome Culture; Enhance the attractiveness of the labour conditions. Key stakeholder: Ministry for Labour, Social and Family Affairs and Integration (Behörde für Arbeit, Soziales, Familie und Integration - BASFI), in collaboration with the Integration Council. Target: People with and without migrant backgrounds.

2.4. The city of Lille

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Lille
HOUSING POLICIES/INITIATIVES	
Mobili Pass	Description: Adopted in 1943 this scheme enables companies to help their employees to find an accommodation under the best possible conditions and to have access to various products and services, such as: • Financial assistance for home buyers; • Financial assistance for tenants; • Financial assistance for relocation; • Financial assistance for employees in difficulty; • Financial assistance for employees in social housing. Originally a voluntary payment scheme for employers, it was later made compulsory for all non-agricultural, privately owned companies with 10 or more employees. The rate of this employer contribution has become 0.45% of the payroll since 1992 (whereas it was initially fixed at 1% of the payroll). Key stakeholder: Action Lodgement. Target: All foreigners coming to work in a French company.
Housing Information Centers	Description: Established in the 1950s, the Centres d'Informations sur l'Habitat (CIH) is a housing information centre network approved by the ANIL (i.e., National Agency for Housing Information). CIHs provides free information and advice on all legal, financial and fiscal matters concerning housing. It is funded with subsidies from private partners. Key stakeholder: Centres d'Informations sur l'Habitat (CIH). Target: French people and foreigners.
The Personal Housing Subsidy or the Housing Allocation	Description: Since 1945, the Caisse d'Allocation Familiales aims to help low-income families overcoming financial shortages (i.e. funds for children instruction and medical care); promote solidarity towards helpless people (i.e. funds to support disabled and precarious people having acceptable living-standards). It provides several kinds of Housing Allocation subsidies, such as: the personal Housing Subsidy (APL) is addressed to people renting a subsidized accommodation or taking out a specific loan- loan for

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Lille
	social accession (Pas), loan for property accession(Pap), subsidized loan(Pc); Family Housing Sunsidy (ALF), addressed to families and couples married from at least five years; Social Housing Subsidy (ALS), addressed to low-income people, which do not fill the requirements to get the APL or the ALS. It is financed through the Generalized Social Contribution (tax financing social benefits): 1.08% of earned income and 1,10% of other incomes are allocated to the CAF. Key stakeholder: Caisse d'Allocation Familiales (CAF) Target: French and EU mobile citizens; foreigners from EEA or Swiss Confederation filling conditions for the right to reside in France; foreigners from third countries in possession of a valid residence permit.
Social Housing	Description: For more than 30 years, many local institutions provide inhabitants with a limited income with the possibility of living in a subsidised housing, more commonly referred to as HLM (low income housing). Key stakeholder: Association Régionale pour l'Habitat Nord Pas-de-Calais. Target: anyone of French nationality or authorised to stay on the French territory, and whose income does not exceed the threshold calculated.
Students' accommodation	Description: CROUS is an organisation aiming at improving living and working conditions for all students in the Region and to help them to access higher education in the best possible financial circumstances. It helps international students to find an accommodation in a university residence or in a shared flat and to get integrated in Lille university. Key stakeholder: Le CROUS (Regional Centre for University and Academic Activities) de Lille. Target: French and international students.
ENTREPRENEURSHIP POLICIES/INITIATIVES	
Business support	Description: The Development Agency of Lille Metropolis (APIM) has implemented a set of initiatives to support business development. Among the main measures promotes there are the following: • Site selection; • Tax and legal aspects; • Project management; • Financial engineering, including public financing; • Public administration interface; • Human resources: recruitment and training; • Business Introduction / Business partnering; • Staff relocation services. APIM was established in 1958 and it is financed by the local authority Lille Métropole Communaute urbaine, the Greater Lille Chamber of Commerce and Industry and the General Council of the North. Key stakeholder: Agence pour la promotion Internationale de Lille Metropole (APIM). Target: French and international entrepreneurs willing to install themselves in Lille.
Cross-border Center for Companies (CTE GO-KMO)	Description: A support service for SMEs willing to settle down in the French-Belgian cross-border Region. It is based on a partnership between public and private organizations, French and Belgian and is financed through the INTERREG Programme IV France-Vallonie-Vlaanderen by the European Union. The CTE GO-KMO provides direct assistance (guidance on tax, social, legal and

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Lille
	administrative procedures; business development support and cross-border settlement); cross-borders activities (information workshops, participation in trade fairs, networking of French and Belgian entrepreneurs); Information (dedicated website, brochures and guides for cross-border business). Key stakeholder: 14 public and private partners of France, Wallonia and Flanders and European Fund for Regional Development. Target: SMEs willing to be located in the French-Belgian cross-border area, French and Belgian entrepreneurs willing to find new business opportunities respectively in Belgium and France.
EDUCATION POLICIES/INITIATIVE	
Information and Orientation Centre	Description: Free public service open all year round that provides a listening ear, guidance and information in the following areas: • Study information, vocational training, qualifications and careers; • Interview advice, given by careers advisors and psychologists, as part of an individual support program. The centre provides reliable and up-to-date documentary resources and careers guidance software that can be accessed at any time. Key stakeholder: Centre d'Information et d'Orientation. Target: French people and foreign nationals.
International School	Description: The Ecole Active Bilingue Jeannine Manuel (EABJM) is a private school, founded in 1954 and governed by a partnership agreement with the State. The school caters for pre-school children (ages 5-6) up to *Terminale* pupils (ages 17-18), and aims to develop international awareness within an international educational, academic and school environment. At primary school level, EABJM teaches in three languages: French, English and Chinese. At junior secondary school level, lessons are bilingual (English and French), with the following modern languages available: Chinese (from *cinquième* (12-13 year olds) for "beginners"; or from *sixième* (11-12 year olds) for "very advanced" pupils), Spanish, German and Italian. Senior secondary school level prepares pupils for the French baccalaureate - European option or international option or for the international baccalaureate. The EABJM in Lille has around 750 pupils on roll, from the last year of pre-school (ages 5-6) to *Terminale* (ages 17-18), who between them represent over 37 different nationalities. Its financial resources come from both education fee and state aid. Key stakeholder: Ecole Active Bilingue Jeannine Manuel (EABJM). Target: pre-school children, primary, secondary and high school students filling the admission requirements (regardless of their nationality).
International School and student exchanges	Description: Since 1989, Thérèse d'Avila is a European private Catholic school run by the Sisters of Saint Joseph de Cluny, and governed by the Lille Diocesan Directorate. The school has around 2,000 students on roll, not just from France but also from other French-speaking and non-French speaking countries. Pupils are taught from the pre-school stage right through to *Terminale* (ages 17-18). Foreign language teaching has always formed one of this school's educational priorities. The lessons delivered prepare pupils for the French baccalaureate and the European option baccalaureate, as well as to the B1 Cambridge certificate (English) and the KMK (German). The Thérèse d'Avila school opened international sections for primary and junior secondary pupils in September 2009, and for senior secondary pupils in 2010. These sections include: • Special lessons in French as a foreign language (FLE) for non-French speaking pupils; • English language classes for all French-speaking, bilingual or English-speaking pupils aged 5 -14.

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	In addition to the traditional curriculum, Thérèse d'Avila runs exchanges with English, Spanish and Swedish junior secondary schools, and with German, Australian, American, Italian and Romanian senior secondary schools. Key stakeholder: Ecole Therese d'Avila. Target: pre-school children, primary, secondary and high school students filling the admission requirements (regardless of their nationality).
International learning and student exchanges	Description: The International Relation Service of the University of Lille Nord de France PRES, promotes students' and researchers' mobility through several exchange programs across and outside Europe, and welcomes thousands of international students per year. These exchange opportunity (e.g. Erasmus) are addressed to foreign students (bachelor, master, phd) and researchers coming to Lille University. Each University has also implemented additional initiatives (e.g., Label International de Lille I). Key Stakeholder: University of Lille Nord de France PRES (Pole de Recherche e d'Enseignememt Superieur). Target: All foreigners.
EMPLOYMENT POLICIES/INITIATIVES	
Jobseekers'support	Description: Since 1999, The Public Employment Agency provides a various set of services for all jobseekers and more specifically it: • Registers job seekers; • Pays benefits to eligible job seekers; • Supports job seekers in their search for work up until they become employed; • Helps with job prospection by going to meet companies; • Helps companies with their recruitment needs; • Provides analysis of the employment market. • Supports for the creation of a company (e.g. ''Guide pratique sur la creation d'entreprise''); • Helps with professional learning. Within the services provided by the Pole Emplois there is also the Pole-Emplois International which supports French employers to recruit staff members abroad and foreign employers to recruit staff members in France. In order to get the support, employees must be French, EU mobile citizens or reside in France regularly, whereas enterprises can be French or not, set in France or abroad. Key stakeholder: Pole Emplois. Target: Jobseekers of all nationalities.
Eures Channel	Description: The Eures Channel is a network of specialists supporting cross-border French and Belgian job-seekers. It has been launched in 1993 after various agreements and forms of cooperation among the two countries to facilitate cross-border employment mobility in the Franco-Belgian border zone. It gathers national employment services, trade unions and employers' organizations and provides information (through studies, brochures and website) and consulting services. Key stakeholder: European Employment Services Transfrontaliers (EURES). Target: French and Belgian nationals; EU mobile citizens residing in France or Belgium.
INTERCULTURAL DIALOGUE POLICIES/INITIATIVES	

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NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Lille
Events, conferences, cultural and sporting activities for newcomers	Description: Created in 1966, the Accueil des Villes Francaises de Lille is an association which provides newcomers with the keys to integrate and to create social links that can help them to settle into their new life in the Metropolis. This Association strongly encourages friendly relations between its members. All newcomers, whether young, employed, unemployed, with a family or partner or without, are welcomed by volunteers who organise a range of events, conferences and cultural and sporting activities. The Association's activities are financed through subsidies from private partners and members registration fees. Key stakeholder: Accueil des Villes Francaises de Lille. Target: newcomers and people living in Lille for less than three years.
Polyglot Café	Description: Language enthusiasts meet up at the Café de Paris, right in the heart of Lille city centre, on a fairly casual basis. With its informal weekly get-togethers, Lille's polyglot café does not have an association status, and remains a free club open to all, with no membership fee. The polyglot café is held on Wednesday evenings from 7.30 pm, with 9 pm and 10 pm being the busiest time. Spanish, English, Russian and Italian are all spoken. An official agreement with the café owner makes the entrance to the café free so that polyglots can come and go as they want. Key stakeholder: Café de Paris. Target: All French people and foreign nationals willing to improve their language skills.
International Bookstore V.O	Description: Opened in 2002, the International Bookstore offers a wide choice of classical and recent publications in their original languages (English, Spanish, Italian, Portuguese, Greek, Russian and Japanese). It is both a bookstore and a literary café. It often holds cultural events, such as readings in foreign languages, inviting foreign authors to present their books in their mother tongue, "round table conversations" (language exchanges among French citizens and foreign nationals). Key stakeholder: International Bookstore V.O. Target: All French people and foreigners.
ACTIVE PARTICIPATION POLICIES/INITIATIVES	
Participatory democracy policy tools	Description: The Municipality of Lille has implemented an articulated set of participatory policy instruments in order to foster the active participation of all city inhabitants. The composition of all different representative bodies reflects the characteristics and geographical origins of the city inhabitants. Among the main participatory tools there are the following: • Neighborhood Councils; • Municipal Councils of Children, Municipal Councils for Young People and Municipal Council for Elderly People; • Municipal Consultation Councils; • Citizens Forums. Key stakeholder: Municipality of Lille. Target: French inhabitants and EU mobile citizens.
OTHER TRANSVERSAL INCLUSION POLICIES/INITIATIVES	
A newcomers' guide to Lille	Description: a guide aimed at newcomers and their family to support them in the installation and integration in the local community. The guide gathers information regarding the following main areas: • Location; • Administrative procedures; • Education;

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	• Getting around; • Professional activity; • Healthcare; • Useful information; • Culture. Key stakeholder: Lille Metropolis Development Agency. Target: French people and foreigners.
Regional Programs for the Integration of Immigrants Populations (PRIPI)	Description: The Regional Programs for Integration of Immigrant Populations (PRIPI) implement at a regional level the national integration policy. It is structured on three axes: the welcome policy, the social and professional policy and the policy against discrimination. Among the main measures promoted by the PRIPI there are the following: • Aid and assistance to foreign women; • Families assistance (children instruction, health); • French language learning and practice (written and spoken); • Assistance to elderly foreigners; • Employment assistance and valorisation of knowledge and competences; • Promotion of civil participation; • Supporting the learning of "living together" rules and the assimilation of French Republic values; • Valorisation of migrants' background. It is financed through Program 104 decentralised credits (intégration et accès à la citoyenneté française), and in addition, if necessary, credits from the European Integration Fund (EIF). Key stakeholders: Direction Regionale de la Jeunesse, des Sports et de la Cohésion Sociale (DRJSCS) Nord-Pas-de-Calais. Target: foreigners residing in the Nord-Pas-de-Calais Region.
Relocation centre for International researchers	Description: A centre that assists researchers joining a regional research team or laboratory, providing continued support since the preparation until the end of the staying period. Its services are free of charge and also extended to researchers' partners and children. It helps EU and Third countries researchers with: • Finding accommodation and moving in; • Finding schools for children; • Advice with various formalities (administrative procedures, banking, social security, etc.); • Service and price negotiation; • Connecting researchers with one another; • French lessons, etc. Key stakeholder: Centre de mobilité "EURAXESS Services". Target: EU and third countries researchers.
Municipal plan to fight against discrimination	Description: The Lille municipal plan to fight against discrimination and for equal opportunities includes juridical support to victims of discrimination, agreements with housing and employment local offices, testing process, revision of municipal recruitment procedures. Stakeholder: Municipality of Lille. Target: All people who are victims of discrimination.

2.5.   The City of Prague

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
HOUSING POLICIES/INITIATIVES	
Social Housing	Description: The housing policy of the city of Prague features financial assistance (on the basis of specifically stipulated conditions) for those citizens who cannot ensure adequate housing for themselves despite their best efforts and responsible approach, and for those who have found themselves in a precarious situation. Key Stakeholder: Prague City Hall Housing Department and the Municipality's individual districts. Target: All citizens of the Czech Republic (including EU mobile citizens) who are in a precarious situation and meet the requirements set, socially excluded and individuals in need, low income earners, target groups of the Active Inclusion Strategy, groups of seniors above 65 years of age, etc.
Housing ladder social services[515]	Description: The City of Prague supports social services providers to deliver complex services to promote a "housing ladder" that enables clients to gradually become independent of social services. An example of such a provider is the Prague Centre for Social Services, offering a complex coverage of social services (also in cooperation with NGOs) in Prague. This organization operates shelters, low-threshold day centres, asylum houses and provides the services of social counselling and social prevention. The organization has been allocated five social housing apartments in cooperation with the Housing Department of Prague City Hall. The organization can provide accommodation to its clients, ultimately aiming at their gradual social inclusion. Key Stakeholder: Prague Centre for Social Services. Target: All citizens of the Czech Republic (including EU mobile citizens) who are in a precarious situation.
ENTREPRENEURSHIP POLICIES/INITIATIVES	
Support for entrepreneurs	Description: Support service provided by the social workers of the Association for Migration and Integration, who aim to help foreigners with a business plan or to provide advice on the necessary steps to be taken in order to start a business. Key stakeholder: Association for Migration and Integration. Target: All foreign entrepreneurs.
Contact and consultation centres for EU citizens in Prague[516]	Description: These centres, launched in 2010 as part of the "Competitiveness" programme (priority axis 3 for Innovativeness and Enterprise) co-financed by EU funds, provide advice for every EU entrepreneur wanting to set up an enterprise in Prague.

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[515] Cities and Active Inclusion: Housing. National report on the role of housing services for the active inclusion of people furthest away from the labour market. Local Authority Observatory on Active Inclusion Prague. EUROCITIES-Network of Local Authority Observatories on Active Inclusion.

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	They also provide information for Czech citizens who want to start a business in other EU Member States. Key Stakeholder: Local Authorities (e.g., the Capital City of Prague, Prague's city sections, Organisations established by the City of Prague and Prague's city sections, NGOs). Target: All EU entrepreneurs who want to start an enterprise in Prague.
Entrepreneurship as a route out of social exclusion[517]	Description: Supported by the Operation Programme "Adaptability" of Prague, this project was launched in 2008 to support businesses managed by under-represented groups such as the long-term unemployed, women with children under 15 years of age and foreigners. The project consisted of one-to-one support and advice on issues relating to the creation and management of an enterprise as well as on the development of entrepreneurial skills. Key Stakeholder: GLE o.p.s. Target: Under-represented groups such as the long-term unemployed, women with children under 15 years old and foreigners.
EMPLOYMENT POLICIES/INITIATIVES	
Help them out from crisis[518]	Description: The aim of the project, launched in 2010, is to protect the rights of working foreigners and to strengthen their position on the labour market through the provision of social and legal counselling. The legal counselling is focused on the issues of labour law, immigration law and other related legal fields, such as social security and health care. Social counselling supports the foreigners to become more integrated in the labour market, providing information on how to prepare motivational letters and CVs. The project is funded by the Open Society Fund Prague. Key stakeholder: Association for Integration and Migration. Target: All foreigners (regardless of their nationality).
Labour Safety[519]	Description: Launched in October 2012, the project aims at promoting equal rights for foreign workers and enhancing their safety in the workplace. Czech non-profit organisations, together with foreign partners, have created a functional thematic network, which they will use to address and involve key stakeholders, experts and the public in the Czech Republic as well as in other EU countries in an effort to improve the position of foreigners on the labour market. To this end, partnerships have been created with *Caritasverband für die Diezöse Osnabrück* in Germany and Anti-Slavery International in the UK, organisations that have a longstanding experience dealing with the issue of foreign employment and work safety for foreigners. Representatives of State Administration, politicians, trade unions and other entities which can influence Czech legislation and migration policy will be familiarised with the results of this joint initiative. Key stakeholders: Association for Integration and Migration, in cooperation with the Organization for Aid to Refugees (OPU) and Multicultural Centre Prague (MKC).

[516] The Ethnic Economy in CEE Metropolises: A Comparison of Budapest, Prague, Tallinn and Wroclaw. J.Kohalbacher, P.M. Protasiewcz. CRM Working Papers 59/117. 2012

[517] http://ec.europa.eu/ewsi/en/practice/details.cfm?ID_ITEMS=22022

[518] http://www.migrace.com/en/mission/projects

[519] http://www.migrace.com/en/work/bezpecnost-prace/about-the-project

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
	Target: Foreign workers (regardless of their nationality).
Workshop for female migrants[520]	Description: One-day workshop (held on the 30th April 2013) providing advice to female foreigners working or wishing to work as domestic helpers. The workshop dealt with: • How to find a job; • Rights and responsibilities at work; • Essential information on how to obtain a business licence, how to issue invoices etc; • Immigration and Labour Laws (work permits, contracts etc); • Practice of essential skills enhancing chances of gaining access to the labour market (interview techniques, writing CVs etc). Key stakeholders: Association for Integration and Migration and Creative Gate Prague. Target: All female foreign workers (regardless of their nationality).
New perspective	Description: A combination of individual career counselling and educational activities personalized to the needs of each participant. The ultimate goal is to help foreigners to find a job. Counselling focuses on: writing CVs and cover letters, preparing for interviews, enhancing job-seeking skills. Key stakeholders: Centre for the Integration of Foreigners. Target: EU mobile citizens permanently residing in the city, foreign family members of a Czech national or of an EU citizen owning a permanent residence.
Integration of Labour Migrants in the Czech Republic: reinforcing the role of the towns	Description: The project aims at empowering the role of Czech cities in the area of integration of foreigners in the Czech labour market. The core of the project lies in educating the Czech Local Authorities and State employees in this respect, and in mobilizing them in response to a dissatisfactory situation of foreign labour in the Czech Republic. It promotes mutual learning between Czech and other European cities (Berlin, Dresden, and Brussels) and an exchange of best practices about local integration policies. Key stakeholder: Multicultural Centre of Prague, in cooperation with foreign partners: CBAI (Centre Bruxellois d'Action Interculturelle asbl), Humanity in Action Deutchland e.V., Landeshauptstadt Dresden, Integrations- und Ausländerbeauftragte a Rejs e.V.). Target: All foreigners (regardless of their nationality).
INNO-VET	Description: This international project, launched in 2009, aims at creating a system for the improvement of the workplace in a way that would satisfy the needs of employees speaking in a language other than that of their given country. It also deals with the difficult experiences faced by these employees when starting work. Meetings were planned for Holland (2009), Belfast (2010), Prague (2010), Copenhagen (2010), Helsinki (2011), and Oslo (2011) to share and exchange best practices and experiences among partners. The project has been implemented as a sub-programme of Leonardo da Vinci as part of the Life-long Education Programme and realised with financial support of the European Union.

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[520] http://www.migrace.com/en/articles/718_workshop-for-female-migrants

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
	Key stakeholders: META - Association for Opportunities of Young Migrants.
	Target: All foreigners living in Prague (regardless of their nationality).
EDUCATION POLICY/INITIATIVES	
European Migrant Adviser - Toolkit[521] *(to be launched)*	Description: This project aims at promoting the integration of foreigners into the labour market, by means of a toolkit for trainers and institutions involved in the vocational education of foreigners for free. Overall, the project supplies a set of educational courses focused on the integration of people threatened by social exclusion (long-term unemployed, foreigners, those returning from maternity or parental leave). Among the initiatives specifically addressed to foreigners, it organizes courses focusing on labour market legislation, practical skill trainings, language skills, job interview training, personal development and evaluation.
	Key stakeholder: The European Contact Group in the Czech Republic (EKC) with the cooperation of: Praxis and The Gilfillan Partnership (UK), Iberika (Germany), The University of Szczecin (Poland), Laboral Fundacion Del Metal (Spain).
	Target: All foreigners (regardless of their nationality).
International Schools - Christian International school	Description: The Christian International school is home to many students whose native language is not English but who want to be educated in the English language. English Language Learning (ELL) helps students to work towards English language proficiency. During ELL classes, students develop the linguistic, academic, and social vocabularies that are necessary for success at an English-speaking school.
	Key stakeholders: Christian International School.
	Target: Students (regardless of their nationality) from elementary to high school.
International Schools - Prague British School	Description: Prague British School is a bilingual school, which encourages its students to achieve their highest level of academic success, by utilizing the best features of the British educational system set in an international environment. It also provides language courses for parents in various languages and at all levels, thanks to qualified and experienced teachers. The lessons are a convenient way for parents to fit language lessons into the day, either to improve English or Czech skills, or even to learn or just brush up on any other languages.
	Key stakeholders: Prague British School.
	Target: Children and students (regardless of their nationality) from nursery to high school.
International/Erasmus student orientation services	Description: The main universities in the city (Charles University, University J. A. Komensky, and University of Economics) take part in the LLP Erasmus programme, as well as other bilateral exchange programmes. Thus, their International Relations Offices/Departments provide assistance, advice and information about university and learning systems to incoming foreign students.
	Key stakeholders: Charles University, University J. A. Komensky, University of Economics.
	Target: All European and non-European students taking part in the Erasmus programme or a bilateral exchange programme.
Buddy System – The Big Buddy Guide	Description: The initiative matches a local student (called BUDDY) enrolled at the University of Economics with an incoming

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[521] www.migrationtoolkit.eu.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
	international/Erasmus student. The BUDDY's task is to assist the foreign student during his/her first experience in Prague, helping him/her to deal with everyday issues (i.e. understanding the university system, knowing the town, finding accommodation) and becoming integrated in the local community. The association running the project (ESN) has also developed the Big Buddy Guide, a booklet containing useful information for foreign students, such as university services (housing, canteen, library, sport), local public transport, neighbourhoods, emergency contacts and sightseeing tips. Key stakeholder: Erasmus Student Network (ESN) Prague – University of Economics. Target: All European and non-European students taking part in the Erasmus programme or a bilateral exchange programme within the University of Economics.
Counselling and Information Centre for the Education of Young Migrants	Description: The aim of this project, launched in 2008, was to facilitate the integration of young foreigners into the Czech education system through counselling and other services (volunteer support, courses in Czech, and other education activities). In addition, a working group of specialists on the education of foreigners elaborated a methodological programme for working with foreigners in Czech schools. Another goal of the project was to generate an electronic database outlining the compatibility of the Czech education system with the systems in the foreigners' home countries. Key stakeholders: META- Association for Opportunities of Young Migrants. Target: Young foreigners of all nationalities who are already involved with the Czech educational system or planning to attend school in the Czech Republic. This includes students from elementary schools, secondary schools, vocational schools, and universities, as well as young foreigners who completed their elementary school education in their home countries and aim to continue their studies in the Czech Republic.
Foreigners as Teaching assistants	Description: The project, launched in 2012, is focused on supporting employment opportunities for foreigners residing in Prague. Within the project, positions of teaching assistants will be created in Prague schools and 20 participants will receive a training course for teaching assistants, and a follow-up course in assisting foreign students. The entire target group (100 people) will be supported by the Job club activity (individual employment counselling, individual and/or group practice of communication and presentation skills, arranging and possible reimbursement of retraining courses, language training). The project has been developed to face the limitations educated foreigners face in the Czech job market stemming from their status, and to tackle the difficulties schools encounter in obtaining teaching assistants for their students, both foreigners and those with other special educational needs. It is supported as a part of the OPPA programme from the resources of the European Social Fund, the State budget, and the budget of Prague. Key stakeholders: META (Association for Opportunities of Young Migrants). Target: Young foreigners (regardless of their nationality).
Educational Programme for the Support of Educators working with Foreign Students	Description: The goal of this project, launched in 2009, was to provide educators with a selection of support tools which enable the effective integration of foreign children into the Czech education system. This goal was accomplished with the creation of an easily accessible web portal. It gives educators access to working material as well as useful tools to strengthen their skills to work with foreign pupils. There has been an extension of these educational activities to three other regions - Pilsen Region, Moravian-Silesian Region and Liberec Region.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
	Key stakeholders: META - Association for the Opportunities of Young Migrants. Target: Teachers working with foreign pupils of all nationalities.
INTERCULTURAL DIALOGUE POLICIES/INITIATIVES	
Libraries for all – A European Strategy in Multicultural Education[522]	Description: The project involves the international cooperation of public libraries of four partner countries (Czech Republic, Germany, Austria and Sweden). Its goal is to initiate an EU-wide upgrade of local public libraries, making them more intercultural and multilingual. The idea is that they should also turn into places of learning and communication, as well as local contact points for implementing common European integration strategies. In Prague, the project is run by the Multicultural Centre of Prague (MKC) and the Municipal Library of Prague and has resulted in the creation of several new services tailored to foreigners' needs. Key stakeholders: Multicultural Centre of Prague (MKC), Municipal Library of Prague (MLP). Target: All foreigners - adults and children living within the Region of the Capital City of Prague; librarians; library visitors.
Networking Migrant Women[523]	Description: Launched by three member organizations of the European Network of Migrant Women (ENoMW) - European Contact Group (EKS) from the Czech Republic, Maisha from Germany and AkiDwa from Ireland - the project aims to build up an effective multicultural partnership between organizations working on the issues of integration of foreigners in three different countries of the EU, in order to develop common and transferable strategies for effective and gender sensitive integration of foreigners. Key stakeholders: European Contact Group of the Czech Republic. Target: Foreign women (regardless of their nationality).
Czech for foreigners	Description: The Centre for the Integration of Foreigners arranges Czech courses for foreigners. Different kinds of classes are available: individual or in groups, free or paid, focusing on grammar, pronunciation or communication. Participants are divided into three levels: beginners, pre-intermediate, intermediate. Courses are held in Prague, as well as in other cities within the Czech Republic. Key stakeholders: Centre for Integration of Foreigners. Target: All foreigners (regardless their nationality).
Let's give immigrants a chance	Description: The project, launched in 2011, was aimed at supporting the integration of foreigners and to acquaint the public with migration issues by organizing workshops and multicultural events. There were discussions involving secondary school children and foreigners and multicultural evenings, organized to raise awareness among young students and the public in relation to labour migration and the life of foreigners in the Czech Republic. The project received funding from the Ministry of the Interior of the Czech Republic, through the European Fund for Integration of TCNs and the US Embassy in Prague. Key stakeholders: Association for Integration and Migration.

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[522] http://www.librariesforall.eu/en/local-projects/multicultural-center-prague.

[523] http://www.ekscr.cz/en/projects/networking-migrant-women-2/.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
	Target: Secondary school children.
Tutoring in Czech language for foreign children in Prague 11th	Description: By organizing tutoring modules led by volunteer teachers, the goal of this project was to improve the language competence of foreign children attending elementary schools in Prague's 11th district, to help them master their school material, and to facilitate their integration into Czech society. The project began in September 2007, when volunteers were recruited and trained. Also at that time, communication with schools in Prague 11 was opened, contacting children and their parents with information about the opportunity for tutoring, enrolling students in the tutoring modules, and providing an informational meeting for interested parents. The children were divided into two groups according to their grade level in school and then a tutoring schedule together with the children and their parents was worked out. Key stakeholders: META (Association for Opportunities of Young migrants). Target: Foreign pupils (regardless of their nationality) attending elementary school in the city's 11th district.
Erasmus intensive language courses (EILC)[524]	Description: The EILCs gives ERASMUS students visiting Czech Republic for studies and placements the opportunity to study Czech for two to six weeks (with a minimum of 60 teaching hours in total, and at least 15 teaching hours a week) with the aim of being prepared for the ERASMUS mobility period abroad. A supplementary mobility grant for participating in EILC may be awarded and paid by the respective sending higher education institution. ERASMUS students may not be charged a study fee for participation in an EILC course. Key Stakeholder: Prague University and other educational institutions. Target: Students accepted for an Erasmus study or placement period in the Czech Republic.
ACTIVE PARTICIPATION INCLUSION POLICIES/INITIATIVES	
Know your country, know your rights[525]	Description: The project aims at reducing discrimination against foreigners in Prague and in the Czech Republic. This will be achieved by providing foreigners with information on the social, legal and cultural framework; supporting their inclusion into local communities, and eliminating stereotypes and prejudices. The main activities of the project include: • Training workshop for foreigners on employment and social issues (3 training cycles, 10 workshops in each cycle); • Creation of a handbook for effective work with foreigners; • Media campaign (e.g. articles in newspapers and magazines, TV and radio releases on the life of foreigners in the Czech Republic). This project is supported by a grant from Iceland, Liechtenstein and Norway. Key stakeholder: European Contact Group. Target: All foreigners (regardless of their nationality).

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[524] http://www.naep.cz/erasmus/eilc

[525] http://www.ekscr.cz/en/projects/know-your-country/

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
OTHER TRANSVERSAL INCLUSION POLICIES/INITIATIVES	
Together for Foreigners II	Description: This project was launched in January 2013 and financed by the Ministry of the Interior. It aims at developing voluntary work at the Association for Integration and Migration. Through this project, volunteers are encouraged to provide assistance to foreigners asking for the Association's support during the process of their integration into the society, helping them practice the Czech language, helping the Association to edit their web site, providing text summaries and carrying out research tasks, or helping with the educational and cultural events in which the Association participates during the whole year. Key stakeholder: Association for Integration and Migration. Target: All Prague inhabitants.
Migrants' Forum[526]	Description: The Migrant's Forum was originally founded as an informal discussion group by the non-governmental organization People in Need in the framework of the Migration Awareness Programme. It consists of blogs, demonstrations, media training, Czech language courses and more, and it aims at trying to change the Czech nationals' perception of foreigners by telling stories of their lives and cultures. Key stakeholder: People in Need. Target: All foreigners (regardless of their nationality).
Put Yourself into Integration![527]	Description: Launched in 2007, this training project is designed for officials from the Governmental sector and NGOs working in the field of integration of foreigners in the city of Prague (and in the Czech Republic). Together with experts from Praxis, the European Contact Group trained 36 Czech officials during the project, which includes 3 cycles made up of workshops and study visits. Key Stakeholder: European Contact Group with the cooperation of Praxis (British NGO). Target: Officials from the Governmental sector and NGOs working in the field of integration of foreigners in the Czech Republic.
Counselling and information centre for Young Migrants	Description: Launched in 2008 by META, this Centre provides, through qualified social workers, social counselling regarding educational, training, and employment opportunities with a focus on the specific needs of young foreigners. Since 2008, the Czech language courses and the individual support provided by volunteers continue to exist. This project was funded through the financial support of the European Social Fund, the state budget of the Czech Republic, and the Prague city budget. Key Stakeholder: META - Association for Opportunities for Young Migrants. Target: Young foreigners (regardless of their nationality).
Migration Centre[528]	Description: The Migration Centre in Prague is part of the all-state network of counselling centres run by Caritas Czech

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[526] http://www.ceskapozice.cz/en/news/society/prague-ngos-strive-help-integrate-foreigners

[527] http://www.ekscr.cz/en/projects/put-yourself-into-integration/

[528] http://praha.charita.cz/en/social-services/migration-center/

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Prague
	Republic. It provides mainly social and legal advisory services to foreigners free of charge to help them to become integrated in society. More specifically, the Centre's services include: • Assistance during appointments at bureaus and institutions (hospitals, schools, insurance companies…); • Job search support and counselling in the area of work-related issues and work-legal relations (e.g. information on requalification possibilities, help with validation of documents, obtaining work permits, etc.); • Psychological and mental support; • Help with accommodation search; • Material help in urgent cases; • Information on courses of Czech language for foreigners; • Translation and interpretation services; • Management of clothes storage. Key Stakeholder: Caritas of the Archdiocese of Prague. Target: All foreigners (regardless of their nationality).
Social interpreters for foreigners	Description: Interpreting service free of charge for foreigners to improve communication with the public sector, financed by the Ministry of Social Affairs. Key Stakeholder: META - Association for Opportunities for Young Migrants. Target: All foreigners (regardless of their nationality).

2.6.   The City of Turin

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Turin
HOUSING POLICIES/INITIATIVES	
Agreement between Ministry of Internal affairs and Municipality of Turin.	Description: Agreement between Ministry of Internal affairs and Municipality of Turin (from law 241/1990): • Residential fostering – building spaces to organise different groups of people in order to grant progressive social inclusion, walking them towards it (199 places); • Family fostering – Families willing to offer a proper living space to foreigners identified by the Office (12 months tops, 20 places); • Legal protection – activity aimed at verifying and granting the rights foreigners are entitled to. Psychological help – the initiative aims to promote health, with particular focus on mental health, granting counselling, psychological support as well as psychotherapy. The project is addressed to all foreigners.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Turin
	Key Stakeholders: Municipality of Turin - Foreigner's Office (Ufficio stranieri del Comune di Torino). Target: All foreigners (regardless of their nationality).
New inhabitants and social cohesion	Description: The project final goal is to contribute to develop housing policies. Hence, it provides real data, analysis and proposals which may help Turin civil society and institutions to process and implement policies that may significantly impact the issue of housing brought up by migration phenomena. In particular, the program shall give an idea of the difficulties experienced by foreigners on their path of settling down in Turin Province. Additional objectives concern strengthening the relationship between representatives of migrants' associations, landlords, local authorities, etc. in order to get a participated, helpful analysis to work out useful proposals for projects engineering and implementation. Key Stakeholders: Local Authorities, Cicsene. Target: All foreigners (regardless of their nationality) willing to settle down in Turin.
DADO project	Description: The project offered a structure to a group of Roma families (Around 20), in the framework of an inclusion strategy, which comprehend the children attendance to school, a working introduction pattern for adult and a cooperation agreement with the neighbourhood. The structure offered and restructured by families and organization involved, became a place for social inclusion of Roma habitants and the local communities. Key Stakeholders: Associazione Terra del Fuoco, Compagnia di San Paolo, Provincia di Torino, Comune di Settimo Torinese, con la collaborazione di Gruppo Abele, Arcidiocesi di Torino, Croce Rossa, Cooperativa sociale "Architettura delle Convivenze" Target: Roma
ENTREPRENEURSHIP POLICIES/INITIATIVES	
Progetto Mettersi in Proprio (MIP) (start your own business project)	Description: the project is developed by Turin Province in order to train new entrepreneurs among foreigners living there. It is funded by the EU Social funds for enterprise creation and provides a totally free service, consisting of training through desks, toll free number, website and events. Therefore, the Province is able to offer support and consultancy to discuss the business idea, evaluate its effectiveness and develop all the necessary steps towards the business plan. Tutoring and consultancy last up to 36 months after the start up for those entrepreneurs whose business plan was validated. Between 2008 and 2012, the project helped realising more than 6,683 projects involving almost 9,000 entrepreneurs. Enterprises run their business in different sectors, ranging from commerce, handicraft, services, restaurants. Key Stakeholders: Province of Turin (Provincia di Torino). Target: All foreigners who have started or are willing to start an enterprise.
FARE IMPRESA - Istruzioni per I nuovi cittadini (Doing business - Instruction for new citizens)	Description: within a bundle of projects, run by local public administrations, a specific school for foreigners was started and targeted at those who already are or want to become entrepreneurs. The purpose of this initiative is to provide basic knowledge to better interact with the main local, public authorities in order to ease compliance with fiscal obligations. The 1st national meeting about foreigners running an enterprise in Italy was held in Turin on the 25th of January 2013. The meeting was about foreigner-running enterprises as an asset for the country and professional activities foreigners are engaged in. Key Stakeholders: Tax Office of Turin, Inps Turin, Chamber of Commerce of Turin.

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NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Turin
	Target: All foreigners who have started or are willing to start an enterprise.

EDUCATION POLICIES/INITIATIVES

Play it again Sam! (PAS)	Description: the project addresses school dropouts, both within and outside schools, thanks to a framework of joint actions integrated among school institutions and entities promoting the same project as well as local authorities. Many institutions are involved within PAS project, from the Ministry of University and Research to Compagnia di San Paolo, with the objective of: • Paying benefits tackling school dropouts; • Favouring learning and school as well as social inclusion; • Acting against behavioural, emotional and social issues; • Creating relations among school environment and other non-school environments. Key Stakeholders: Local office of Ministry of University (MIUR), Compagnia San Paolo, Turin Municipality. Target: all pupils (both Italian citizens and foreigners) concerned with learning-related issues.
Progetto LAPIS	Description: The project has a twofold purpose: on one hand, it aims at improving services projects and training methodologies, strengthening knowledge on health/wellness – social integration; on the other hand, the aim is to improve networking to create future systemic actions. The first objective is to be reached through the analysis of the problems supported by epidemiologic evidence, to develop a common training path. The second objective, completing the first one, focuses more specifically on networking and its interconnections. Within this framework, the project splits participants in two groups, which have to deepen different topics, during a one-week exchange in two different European states (Spain and Germany). Key Stakeholders: Comune di Torino (Municipality of Turin), University of Turin. Target: all health care users (regardless of their nationality).
Bibliolingua Project	Description: The project was launched in 2008 (ended in 2012) with the purpose of setting up an intensive literacy program for those who do not have the chance to attend courses at "Centri Territoriali Permanenti" (Permanent Territorial Centers). The project was addressed to all foreigners in general. Key Stakeholders: Municipality of Turin – Foreigners' Office (Ufficio Stranieri del Comune di Torino). Target: All foreigners who want to learn Italian.
Language Courses for Migrants	Description: Language courses for foreigners provide certifiable knowledge of Italian language, with customised learning paths for foreigners. Key Stakeholders: Casa del Quartiere San Salvario. Target: All foreigners who want to learn Italian.
ABC PROVGOVERNANCE	Description: The initiative was launched in 2010, co-funded by EU, Piemonte Region and Ministry of Internal Affairs, provides Italian language and culture courses to foster foreigners social inclusion. Key Stakeholders: Torino Plurale. Target: All foreigners who want to learn Italian language and culture.

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Turin
DELFI – Development of Language Learning For Immigrants	Description: it is a 24-month, EU-funded project launched in partnership with the City of Pitea, the Association for Social Education Promotion of Lyon, the Association Workers' Educational, the City of Oslo, the Engim Piemonte and others, promoted by the Direction of Educational Services together with the Service for Job and Professional the Orientation Policies. The goal is strengthening the European dimension of adult learning programs and improving language learning methodologies and tools for adult foreigners. Turin Municipality takes part to the project as a partner. Key Stakeholder: Comune di Torino (Municipality of Turin). Target: all adult foreigners involved in a learning process.
Associazione Idea Rom	Description: The association run a project to train I.C. Leonardo Da Vinci's teachers for Roma and Sinti cultural mediation and promote their social inclusions Key Stakeholder: Associazione Idea Rom Target: Teachers and Roma and Sinti students
A.I.Z.O. (Associazione Italiana Zingari Oggi)	Description: The Turin branch of A.I.Z.O. organizes course for the preparation of secondary level education exams and professional course for sanitary occupation, for Roma and Sinti population. Moreover the association organizes a leather and ceramic laboratory with the guide of cultural mediators, to introduce Roma and Sinti youth to a labor activity. Key Stakeholder: A.I.Z.O Target: Roma and Sinti youth
Extra-Titoli in Barriera	Description: The project offers advice to foreigners to support them in the procedure to certify their educational and professional titles awarded in the origin countries. The objective is to help foreigners get an occupation in the sectors and position which best suit and commend their skills. Key Stakeholders: Turin municipality and Consorzio Sinapsi. Target: Employed and unemployed foreigners (citizens of Bulgaria and Romania or no EU citizens) living in Turin municipality.
EMPLOYMENT POLICIES/INITIATIVES	
L.E.I.LA - Liaisons Européennes pour l'Inclusion et l'Autonomisation	Description: It is a project that lasted 24 months, aimed at improving innovation skills in training, placement and inclusion of people who risk to be cut off of the labour market, women in particular. Key Stakeholder: Comune di Torino (Municipality of Turin). Target: Anyone (regardless of his/her nationality) who risks being cut out of the labour market.
PRO.M.ETEO.	Description: Project "**PRO.M.ETEO.**" was launched with the purpose of favouring best practices exchange to support integration placement and training of vulnerable individuals or groups of people (unemployed, women, foreigners) who have interrupted their training program or have been cut off from the labour market. The project is run by Job, Training and Economic Development Division together with the Educational Services Division. Key Stakeholder: Comune di Torino (Municipality of Turin).

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Turin
	Target: All vulnerable people (both Italian citizens and foreigners).
Cantieri di Lavoro (Working construction site)	Description: The services offer training and orientation to long term unemployed for market labor placement. During the period of the courses the attendances receive an economic subsidy. Key Stakeholder: Turin municipality. Target: Long-term unemployed (Italian and foreigners divided for age range).
MULTICULTURAL DIALOGUE POLICIES/INITIATIVES	
Multiple Intercultural Dialogue initiatives	Description: It was launched in 1996 with the purpose of promoting integration, by means of supplying intercultural training courses to all citizens, both foreigners and non-foreigners. Some of the main activities of the centre are the organisation of seminars, meetings, intercultural materials and events. During recent years, the centre has focused on second generation foreigners in order to avoid school dropouts and to promote "artistic languages" at the same time. Key Stakeholder: Centro Interculturale della Città di Torino. Target: Anyone (regardless of his/her nationality) interested in intercultural issues.
INCLUSION/INTEGRATION POLICIES/INITIATIVES	
In & Out	Description: The project, put in place in First Reception Centres, where arrested minors are kept until judgement confirms arrest, provides a team to engage minors, to establish a trusting relationship with them and to inform them about the sources available in the city once they get out of the centre. Key Stakeholders: Ufficio Minori Stranieri (Office for minor foreigners). Target: Foreign minors (regardless of their nationality).
Finestra sulla Piazza	Description: The project was launched in 2003 in order to prevent (and tackle) the use of drugs and alcohol. Among its purposes, there is foreigner minors' engagement, tutoring and training. The final goals are to monitor and map them through observation and to promote their social inclusion. A scientific committee has been programmed for kick off. The institution was funded by the Region thanks to law 309/90, concering cure and drug rehabilitation Key Stakeholders: Ufficio Minori Stranieri (Office for minor foreigners). Target: Foreigner minors (regardless of their nationality).
Integration Policies screening (Best Practices)	Description: the International and European Research Forum on Migration (Forum Internazionale Europeo di Ricerche sull'Immigrazione) is a study centre, funded by Compagnia di San Paolo, is aimed at supporting effective policies through compared research and knowledge. The final goal is to define best practices in terms of foreigners' treatment, to promote and support their implementation. Key Stakeholders: FIERI. Target: all foreigners (regardless of their nationality).
Ufficio Nomadismo e Insediamenti di Emergenza (Turin Municipality)	Description: the office offers information to Roma and Sinti population with the assistance of cultural mediators. The range of service offered are:

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Turin
	• Support to pupils enrolment in schools;
	• National Social service registration;
	• Housing services;
	• Support to accede to the labour market and self-employment regularization;
	• Request for authorization and renewal for Roma and Sinti settlement area.
	The Office collects data and information to run an Observatory on nomadism and analyse the phenomenon.
	Key Stakeholder: Turin municipality.
	Target: Roma and Sinti population.
Roma inclusion technique (Tecniche di Inserimento ROM)	Description: in 2011 the project involved 71 Roma citizens, to support them in the path towards education and work inclusion. The A.T.I. project involved other agents in the region, with the aim of creating a network around to support Roma citizens.
	Key Stakeholders: Consortium made up of no-profit organization as Forcoop, Cooperativa Animazione Valdocco, Consorzio Kairos, Consorzio Sinapsi, in cooperation with ASGI.
	Target: Roma and Sinti population.
ACTIVE PARTICIPATION POLICIES/INITIATIVES	
Proactive Citizenship Initiatives	Description: The association provides many different initiatives targeting dialogue integration and European mobility.
	Among the main purposes there are:
	• encouraging proactive citizenship and participation, the diffusion of a culture of rights, favouring reciprocal comprehension and valorising differences in order to prevent discriminations;
	• promoting training activities built on informal education methods as well as international exchange and mobility projects;
	• supporting European integration processes and consideration of European citizenship through proactive citizenship paths and democratic participation;
	• Sensitizing and informing citizens about topics of European relevance, particularly about the opportunities offered by the EU for young people in terms of international mobility support.
	Key Stakeholder: Association Eufemia.
	Target: anyone (regardless of his/her nationality) interested in European citizenship-related issues.
EU FOR CITIZENS 2007-2013	Description: within the program "EU FOR CITIZENS 2007-2013" (by EACEA- Education, Audiovisual and Culture Executive Agency), Turin Municipality has adhered to four actions, meant to tighten up EU populations as well as to favour multicultural dialogue:
	Action I: "Cittadini attivi per l'Europa"(Active citizens for Europe) directly involves citizens in activities strictly linked to city twinning and other activities they are related to;
	Action II: "Una società civile attiva per l'Europa" (Active Civil Society for Europe) is aimed to social organisations both to offer structural aid based on their work programs and to help building transnational projects;
	Action III: "Insieme per l'Europa" (Together for Europe) supports high visibility events overcoming national borders with the purpose of building a more solid Europe for citizens;

NAME OF THE POLICY/INITIATIVE	DESCRIPTION OF THE POLICY/INITIATIVE - Turin
	Action IV: "Memoria Europea Attiva" (Active European Memory) supports initiatives preserving memories about origins and future of European integration, such as memorials and sites. Key Stakeholder: Comune di Torino (Municipality of Turin). Target: all EU citizens residing in Turin (both Italian and non-Italian).

Annex 3. Survey and interviews

3.1. Survey, Interviews and contacts

Stakeholder Category	Organisation	Level of involvement
LILLE		
Public Authority	Prefecture du Nord	Interview
Education representatives	University - Lille 1 Science and Technology – International Relations Office	Interview
Sector specific stakeholder – Employment/ Entrepreneurship	Pôle emploi - Service EURES Espace Emploi International	Interview
Public Authority	Lille Metropole Communauté Urbaine	Phone contact
Sector specific stakeholder – Employment/Entrepreneurship	Invest in France Agency	Questionnaire
Statistic Office	Institut National d'Etudes Demographiques	Mail contact
Statistic Office	INSEE	Mail contact
Statistic Office	Conseil Régional du Nord Pas de Calais	Mail contact
TURIN		
Public Authority	Turin Municipality - Urban planning, renewal and integration Division	Interview
Public Authority	Turin Municipality - Office Civil Service for young migrants (Servizio Civile per Giovani Immigrati)	Interview
Public Authority	Foreigners' Office	Phone contact
Public Authority	Turin Prefecture	Phone contact
Statistic Office	Observatory on labour market in Turin Province (Osservatorio sul mercato del lavoro della Provincia di Torino)	Phone contact
BARCELONA		
Public Authorities	Barcelona City Council – Immigration and Interculturality Department	Interview and questionnaire
Private Sector Representatives – Trade Unions	CCOO - Comisiones Obreras Catalunya	Interview and questionnaire
EU Networks	EURES Network Barcelona Questionnaire	Questionnaire
DUBLIN		
Public Authorities	The Integration Centre of Ireland	Interview
Public Authorities	Dublin City Council's Office for Integration	Interview
EU Networks	EUROCITIES Dublin	Questionnaire
HAMBURG		
Public Authorities	Ministry for Labour, Social and Family Affairs and Integration (Behörde für Arbeit, Soziales, Familie und Integration – BASFI)	Interview
Public Authorities	District of Hamburg Nord, City of Hamburg	Interview
PRAGUE		
Public Authorities	Ministry of interior	Phone Contact
Public Authorities	Prague City Hall	Interview

| Stakeholder Category	Organisation	Level of involvement
Education Representatives	University of Economics Prague	Phone Contact and questionnaire
Education Representatives	Research institute for labour and social affairs – VÚPSV, v.v.i	Interview and questionnaire
EU Network	Eures Network	Questionnaire
NGO	Association for integration and migration, Czech Republic	Questionnaire
Civil Society and Third Sector Representatives	Consortium of Migrants Assisting Organisations in the Czech Republic	Questionnaire
Civil Society and Third Sector Representatives	International Organisation for Migration Prague	Questionnaire

3.2. The Focus Groups

Guidance of the Focus groups

The focus group was structured according to three parts:

1. **An introduction with the presentation of the study**, its objectives, our methodology and our preliminary findings.

2. **The evaluation of local policies implemented in the city** and the assessment of their capacity to address relevant aspects of the inclusion of EU mobile citizens.

   More specifically, we identified six main fields of assessment of social impacts (i.e., Attitude towards migrants; intercultural dialogue; education; participation in political decisions; housing and employment/entrepreneurship – see Figure 15).

Figure 15: Main fields of assessment of social impacts
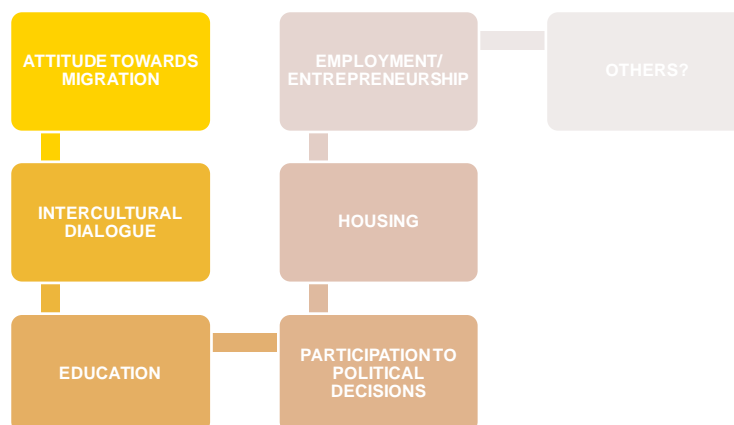
For each policy field, during the focus group we presented a **synthesis of the main policies and initiatives mapped in the specific field, and we stimulated the discussion to assess policies' impacts** and more globally understand the intra-EU mobility impacts relating to the policy field at the local level. Our discussion was guided by a set of evaluation questions (see Table 33) aiming at involving local actors, collecting additional information, data and valuable perspectives.

Moreover, specific focus was placed on the main group of EU mobile citizens in each city (when applicable), in order to understand their situation, the main reasons for migration, their organisation at the local level, and the existence of specific policies and relationships with the local community and other foreigners.

3. **An overall assessment of social impacts of EU inclusion policies** asking participants whether and how specific impacts were produced by the Directive 2004/38/EC, to which extent policy measures contributed to the creation of a positive attitude towards mobility and to the improvement in the relation between nationals and EU mobile citizens. This part also aims at pointing out barriers for an effective and full inclusion of EU mobile citizens, and at identifying potential best practices in each policy field.

Table 33: Main evaluation questions per each policy field

Fields of assessment	Main evaluation questions
Attitude towards migration	How the city performs in terms of: ▶ Promotion and support of foreigners' access to welfare system and services (e.g., pension, health security, etc.)? ▶ Perceived level of discrimination and social exclusion towards EU mobile citizens and TCNs and changes over the years? ▶ Perception on criminality associated to foreigners (examples of social exclusion cases)? ▶ Media communication on foreigners' communities (e.g., type of news published on foreigners' communities, communities more targeted)? ▶ Existence of associations/bodies for foreigners?
Intercultural Dialogue	How the city performs in terms of: ▶ Participation of EU citizens to local associations, NGOs, cultural initiatives? ▶ Knowledge of the local language? ▶ Relations between the host society and EU mobile citizens and their promotion? ▶ Number of cultural initiatives organized by cultural centers of other EU MS, other campaigns, etc?
Education	How the city performs in terms of: ▶ Scholastic results and main obstacles faced by foreigners in the local education system as compared to nationals? ▶ Intercultural school programs (e.g., language course, programme on multicultural dialogue, different countries history and religions, etc.)? ▶ Ability of teachers to deal with intercultural classes?
Entrepreneurship	How the city performs in terms of: ▶ Market for entrepreneurial activities (e.g., main sectors for foreigners, for nationals, etc.)? ▶ Impacts of the current economic crisis on foreign entrepreneurs? ▶ Average life cycle of a foreign entrepreneurship activity?
Housing	▶ Which is the geographical localization of foreigners' communities in the city? (e.g., level of spatial segregations) ▶ Which are the problems faced by EU mobile citizens in terms of: 　▶ Affordability and housing supply? 　▶ Access to housing (e.g., housing allowances, loans conditions)? 　▶ Physical housing conditions for foreigners? 　▶ Rental market conditions (e.g, specific guarantees asked to foreigners)? 　▶ Homelessness?
Participation to political decisions	▶ Which is the level of involvement of foreigners in the democratic life of the local community (e.g., participation to public debate, neighbourhoods committees, participatory fora, etc.)? ▶ What are the main reasons for the possible limited involvement of EU mobile citizens in local elections (e.g., limited information, limited trust in the political system, age, etc.)? ▶ Do you know about cases of migrants standing as a candidate in municipal elections?

Agenda of the Focus Groups

(*15 minutes*) Welcome and introduction

(*15 minutes*) Study on the impact of EU Free Movement at local level: objectives and main findings

- *Objectives of the study on EU Free Movement;*
- *Methodology and steps;*
- *Where to focus: six European cities as case studies and local policies for foreigners' inclusion;*
- *Objectives of the EU Free Movement Focus Group;*
- *Preliminary findings of the study.*

(*1,5 hour*) Our findings and your inputs about local policies aimed at EU mobile citizens

- *Overview of inclusion policies;*
- *Governance of inclusion policies;*
- *Main fields of assessment of social impacts;*
- *Attitude towards Migration;*
- *Intercultural Dialogue;*
- *Education;*
- *Entrepreneurship;*
- *Housing;*
- *Participation in political decision-making;*
- *Other policy fields suggested by the participants to the focus group.*

(30 minutes) Conclusions: Best practices and areas for improvement

- *Overall social impacts of EU inclusion policies;*
- *Areas for improvement and suggestions;*
- *ANNEX: Overview of inclusion policies;*

(*30 minutes*) Q&A and Conclusions

Focus Group in each City and Participants

City	Date	Participants	Policy areas discussed
Dublin	17th June 2013	EU Treaty Rights Section - Department of Justice and Equality Irish Naturalisation and Immigration Service; Slovak Centre Ireland; Dublin City Community Forum; International School of Dublin; Integration Centre of Ireland.	Intercultural dialogue; Education; Housing; Participation in political decision.
Prague	25th June 2013	Integration Centre Prague, o.p.s.; Ministry of Interior; Ministry of Labour and Social Affairs; University of Economics Prague; IOM International Organisation for Migration.	Attitude towards migration; Intercultural dialogue; Education; Entrepreneurship.
Turin	9th July 2013	Urban regeneration and Integration service, Turin Municipality; Civil service for young migrants, Turin Municipality; Office for Employment policies, Turin Municipality; Piazza dei Mestieri; Associazione ASAI, Migrants Office; Laboratorio R. Revelli.	Attitude towards migration; Intercultural dialogue; Education; Entrepreneurship.
Barcelona	10th July 2013	Directorate of Immigration and Interculturalism, Barcelona City Council; ACC1Ó – Agency for the promotion of foreign investment in Catalonia; AMIC – Immigrants Mutual Help Association; CIDOB – Barcelona Centre for International Affairs; International Relation Service – Pompeu Fabra University; GRITIM (Interdisciplinary Research Group on Immigration).	Attitude towards migration; Intercultural dialogue; Education; Entrepreneurship; Participation in political decisions.
Hamburg	3rd July 2013	Ministry for Labour, Social and Family Affairs and Integration (Behörde für Arbeit, Soziales, Familie und Integration – BASFI); District of Hamburg Nord, City of Hamburg; Hamburg Welcome Centre; CDJ Hamburg and Eutin; Arbeitsgemeinschaft Selbstständiger Migranten; Arbeit und Leben Hamburg.	Intercultural dialogue; Employment; Housing; Participation in political decision.

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