

INCLUSIVE
CITIES
FOR
EUROPE

**CITIES
AND
ECONOMIC
MIGRATION** CHALLENGES
AND
LOCAL
POLICY
RESPONSES



This study is based on contributions from EUROCITIES Working Group on Migration and Integration and EUROCITIES Working Group on Economic Migration.

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CITIES AND ECONOMIC MIGRATION CHALLENGES AND LOCAL POLICY RESPONSES

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0_Executive summary

This study examines how European cities organise the reception and social inclusion of economic migrants, and the efforts that these cities take to improve the management of international economic migration flows. The study was developed in cooperation with 19 EUROCITIES member cities, together with the working groups 'Migration and Integration' (EUROCITIES Social Affairs Forum) and 'Economic Migration' (EUROCITIES Economic Development Forum).

The study addresses recent trends in economic migration to EU cities, both from within the EU and from outside the EU. It outlines the challenges and policies regarding economic migration in terms of: social inclusion, access to decent labour, communication and campaigning, language training, international accessibility and openness, transnational partnerships, political representation, and strategic planning.

Based on a collection of good practices in the field of economic migration, the study offers a toolkit for cities that want to improve their economic migration policies. This contains the elements that are considered to be essential, such as: free or low price language courses; cooperation with private recruitment agencies; a communication strategy that addresses both the migrant population and the host society; partnerships with transport providers to improve accessibility; and cooperation with research institutes to get a more accurate picture of local migration and population developments.

In addition, EUROCITIES also presents recommendations for European and national policy makers, outlining the additional support that is needed for cities to succeed in their work on social inclusion for migrants and the removal of any existing legislative or other barriers to this task. For instance, it is suggested that national and European political authorities and employers should work with cities to recognise migrants' skills and professional qualifications, and to develop their skills further, for example, by providing language training, in order to avoid exploitation and 'brain waste'. A key measure in this field would be a certification system for ethical labour recruitment agencies that respect labour rights and minimum wages.

Another set of recommendations for policy makers addresses the framework for the management of economic migration at the European level. While EUROCITIES welcomes the forthcoming European policy framework on economic migration, cities ask that this should not be restricted to highly-skilled migrants alone.

Cities also stress that they need support for cooperation between their local administrations and the research sector, in order to improve the data available on the range and the effects of migration at the local level. This is because existing data and research approaches are inadequate, given the increasingly volatile characteristics of economic migration.

1_Introduction

The free movement of workers within the European Union, economic migration has increased significantly. In addition, most economic migration is to cities. Cities are very attractive to migrants, not only because of the jobs they offer, but for a wide variety of other reasons, including quality of life, family and friendship networks, and good transport connections.

Economic migration is shaped by many factors, including an individual's personal motives, their social relationships, political and legal frameworks. The term 'economic migration' is therefore rather imprecise. Nevertheless, it is used as a specific technical term to distinguish a certain group of migrants from other population groups, such as asylum seekers, refugees, students, and pensioners. From a city perspective, the concept of economic migration has to be interpreted in its broader sense, acknowledging that migrants who arrive in a city not only represent a 'workforce', which is in some senses an abstract concept, but are also future citizens who need to be socially integrated.

This study is the result of a common effort by EUROCITIES members to describe current migration trends and their impact on cities. It begins by setting the scene, with an overview of recent developments concerning economic migration in Europe. It goes on to examine the main challenges facing cities with regard to economic migration, and looks at examples of the positive action that cities are currently taking to improve their capacity to welcome migrants, and to provide migrants with access to services and to the labour market.

Based on the conclusions drawn from this, we provide a toolkit for cities which are receiving economic migrants, together with a set of recommendations to policy makers at the national and European level.

While the situation may differ significantly from Lublin to Leeds, or from Barcelona to Berlin, and while changes may occur earlier or later in one place compared to another, the challenges that cities face in times of economic migration seem nevertheless comparable enough to make knowledge exchange a useful tool. Therefore, the study outlines some of the measures that cities can take, and some that cities are already taking, to reduce the problems and increase the benefits of economic migration: both for migrants and for the cities they move to.

A common starting point for all the EUROCITIES members participating in this study is that they stress that inward migration offers major benefits for cities: not only in terms of the economic and demographic effects, but also by enriching cities culturally, by literally opening them up to the world. Cities have always been dependent on immigration, both in order to grow and also to generate economic and social innovation. The most dynamic cities are often those that attract the most migrants from all over the world. Meanwhile, cities which are which are intolerant and provincial run the risk of stagnation.

At the same time, migration is a politically contested issue. This makes it all the more important for cities to include the integration of migrants within a broader policy framework of a local social inclusion strategy, as well as communicating and campaigning on the positive aspects of inward migration to society at large.

2_ The context for economic migration in Europe

This study is a joint effort between two EUROCIITIES Working Groups: 'Migration and Integration' and 'Economic Migration'. From different perspectives, these two working groups provide a platform for creating innovation and improvements concerning integration governance, social inclusion and economic growth.

The EUROCIITIES members that specifically contributed to this study are: Belfast, Berlin, Bristol, Edinburgh, Glasgow, Helsinki, Leeds, Lublin, London, Malmö, Munich, Newcastle, Oulu, Rotterdam, Sofia, Southampton, Tampere and The Hague and Vienna.

These cities have not only provided data on the current situation regarding economic migration in their cities, and the policy instruments they are using to address economic migration issues, but they have also made recommendations on how cities' local efforts can be better supported by national and European policies.

2.1_ What is economic migration?

Economic migration is a somewhat imprecise term. While 'international' migration is usually defined as a permanent change of residence across borders, this becomes 'economic' or 'labour-related' if economic gain is the main motive. However, a significant proportion of international migratory movement in Europe does not fit into the category of 'economic' migration, either because it is too short-term, or because, despite having an economic element to it, it is driven by a different primary motive.

While economic gain might still be the most important driver for migration into and within Europe, other motives such as education and personal self-fulfilment have grown in importance (King 2002). Examples of migration flows that are not primarily labour orientated include asylum-related migration, the migration of family members (family reunification), the migration of university students within or from outside Europe, and the migration of sun-seekers to the southern shores of Europe.

From a political and regulatory perspective, the term 'economic migration' in the European Union is defined by the legal frameworks and gates of entry for migrants, which are created, opened and closed by national and European Union policies. In the EU, there are two main categories of economic migration that relate to different political and regulatory frameworks:

- The first category refers to the economic migration of **EU citizens** within the EU, including the recent East-West migration of citizens from new Member States to countries such as the United Kingdom or Ireland. For this group, the principle of free movement of workers within the EU applies, which implies the freedom to take up work within the EU, although in practice there are restrictions (see 2.2).
- The second category refers to the economic migration of those known as '**third-country nationals**': migrants who hold a passport from outside the EU and are admitted into the EU territory to work. In 2004, the Council of the EU agreed on common principles for the integration of 'third-country' migrants; and the European Commission has proposed a legislative framework for this group, including the 'Blue Card' scheme for highly skilled migrants (see 2.3).

In recent years, the majority of migrants arriving in EU Member States consists of third country citizens. The two latest EU accession phases (in 2004 and 2007) have not changed this pattern (European Commission 2008). The accession of the twelve new Member States in 2004 and 2007 nevertheless meant that a significant proportion of migration flows were brought within the legal framework relating to the mobility of EU citizens, and labour-related migration within the EU therefore reached its highest level in at least 30 years.

Even if differing legal statuses are important in shaping migration patterns, they are often less relevant when it comes to social integration once migrants have arrived in a city. Cities have an interest in enabling all of their inhabitants to earn a living, to be active and innovative, and to have access to goods and services that allow for a decent standard of living. This includes 'irregular migrants' (e.g. clandestine migrants, failed asylum seekers and overstayers). From both a humanitarian and an economic point of view, cities do not wish to deny access to vital resources to any group of inhabitants. Contradictions between legal provisions and humanitarian and economic interests pose a frequent challenge for local administrations and service providers when offering assistance and orientation for all residents (see EUROCIITIES 2004).

Whatever type of economic migration is being considered, economics is never the only issue. Even those migrants who come primarily for labour-related reasons pose questions about accommodation, health and well-being, and their relations to the local community. Developing a narrow view of economic migration that ignores these basic human needs would not be consistent with a respect for human dignity.

From migration to mobility: time-space compression and growing volatility

Recent technological and economic developments are affecting economic migration. New developments in transport and communication have, in effect, brought geographically distant places closer together: this has fuelled mobility and enabled migration to become increasingly volatile. This time-space compression, as David Harvey (1989) called the processes that seem to accelerate the experience of time and reduce the significance of distance, effectively shrinks distances, although mobility is, of course, still bound to financial resources. Migrants also make active use of new communication technologies (such as the internet and electronic money transfer) to stay in touch with their place of origin. This results in an increasingly unclear concept of migration. Rather than being a one-time, one-way move, migration often looks more like a continuum of different forms of mobility of different durations, including remigration and circular forms of mobility. This is why some researchers find it more appropriate to consider migration not simply as a phenomenon involving a clearly identifiable point of departure and arrival, but as a transnational phenomenon with an ongoing impact on sending and receiving nations that creates economic, social and cultural links between several locations (e.g. Vertovec 1999).

Under these circumstances of unpredictable, short-term migration, it is quite difficult for cities to plan ahead. For example, it is a challenge for cities to plan and implement special language training for newly arrived migrants, or special school education for migrant children, when they cannot predict whether these children will still be there in a year's time. It is also increasingly difficult to get a clear picture of migration patterns for each city or country: for example, it is difficult to know how many citizens from one country are actually residing in another country, how many have either returned or moved on to a different country, and how long those who remain will stay. The question, therefore, is not so much whether economic migration should take place, but how economic migration is taking place, and also what action cities can take to increase the benefits migration brings, both to the cities themselves and to the migrants, without neglecting the challenges it poses.

Before taking a closer look at this topic, we will address in further detail the framework for economic migration which is set at the European and national levels, and the current migration trends associated with this. As argued above, due to different legal statuses, it is to some degree important to first of all distinguish between the migration of EU-citizens and the migration of third-country citizens. Only then can we take a broader perspective, to consider economic migration in general, when looking at the effects of economic migration in cities.

2.2 Economic migration within the EU: free movement of workers

The free movement of workers within the EU is part of the free movement of people within the EU: a fundamental freedom guaranteed by European Community law. Freedom of workers within the European Communities became codified in the Treaty of Rome in 1957 and was further specified, in a 1968 Regulation, as a fundamental right of workers and their families. This Regulation set out principles such as the right to equal access to employment and the right to non-discrimination.

At the time, the 1968 Regulation served to improve the situation for migrants who had already migrated to another European country, often on the basis of temporary bilateral 'guest worker' programmes for labour migration. Through European legislation and EU enlargement in the 1980s and early 1990s, the home countries of many of these migrants became part of the EU, and were therefore included in regulations on the mobility of EU citizens ex post facto. Examples are Greek, Spanish and Portuguese workers who moved to Western European Countries, or Finnish migrants who went to Sweden to find work. The assumption that this 'guest worker' migration would be temporary proved to be wrong in the majority of cases, and was contested from the beginning, by employers as much as by the migrants themselves.

European legislation and EU enlargement also made circular mobility and return migration far easier e.g. in the case of Spanish migrants. Moreover, in the 1990s, the former countries of emigration, Italy, Spain, Portugal and Greece, turned into countries of immigration. Today, these countries are among those EU Member States with the highest influx of third-country migrants, and some are also the most popular destinations for EU citizens.

Although EU enlargement may not be the only determining factor, migration and the free movement of people have been important in helping to reduce the economic disparities between the EU Member States.

The latest accession rounds and transitional arrangements

For the two most recent rounds of EU enlargement, in 2004 and 2007, which brought 12 new Member States into the EU, legislation allowed the existing Member States to adopt temporary exceptions to the fundamental freedom of workers.

In the 2004 accession round, these 'transitional arrangements', which permitted states to restrict access to national labour markets for a maximum period of 7 years, were used by 12 out of 15 old Member States (EU-15). At first, only Ireland, Sweden and the United Kingdom opened their labour markets fully to the eight Central and Eastern European new Member States which joined the EU in 2004 (EU-8). Since then, most of the other old Member States have lifted these restrictions; and at the time of writing this report, the only countries still maintaining these transitional arrangements are Austria, Belgium, Denmark, and Germany (European Commission 2008, 2007, 2006).

In the 2007 accession round, when Bulgaria and Romania (EU-2) joined the EU, the list of countries that applied transitional arrangements is quite different from those that applied restrictions in the 2004 accession round. For the 2007 round, Finland, Sweden (both part of the EU-15), and most of the new Member States that joined the EU in 2004, opened their labour markets to Bulgaria and Romania.

Transitional arrangements were put in place by all the other old Member States, including Ireland and the United Kingdom. The arrangements themselves restrict entry to varying degrees. Notably, most countries liberalised access for certain categories of employment, while others, such as Ireland and Spain, lifted restrictions for citizens who had already worked in the country for at least one year. The United Kingdom introduced skills criteria for Bulgarians and Romanians, to help determine admission, while France and Italy allowed access for certain occupations .

Accession to the EU since 2004

2004: Eastern and Southern enlargement (EU-10): Accession of ten countries: Poland, Czech Republic, Slovakia, Hungary, Slovenia, Estonia, Latvia, Lithuania, and the island nations of Cyprus and Malta. The Eastern European countries of this group (excluding Cyprus and Malta) are often grouped as (EU-8).

2007: Accession of Bulgaria and Romania (EU-2)

Note: The countries which were members of the EU before 2004 are referred to as the EU-15.

Legal provisions versus actual mobility: current trends of intra-EU mobility

After the 2004 accession round, employment opportunities and income gradients between the new Member States and the old Member States were high. This triggered significant movements of people within the EU: EU-15 countries received a yearly net inflow of about 250,000 migrants from the eight central and Eastern European states which joined the EU in 2004 (Brücker 2007). In its latest report on the free movement of workers after enlargement in 2004 and 2007, the European Commission estimates that the EU-15 countries experienced a net-increase of roughly 1 million people from the 10 new Member States and approximately a further million from Romania and Bulgaria (European Commission 2008).

However, due to the transitional arrangements, this migration was strongly concentrated in just a few countries at first. For example, after the 2004 enlargement, the United Kingdom and Ireland received by far the most migrants from within the EU. Between 2004 and the end of 2007, the UK recorded a net gain of 550,000 migrants from the EU-8 and EU-2-countries (IPPR 2008). In Ireland, this population group increased by more than 100,000 between 2002 and 2006 (Central Statistics Office 2008). On the other hand, Sweden, which had also opened its labour markets to new EU citizens, received only a net inflow of 10,000 EU-8 citizens between 2004 and the end of 2005. The language, the structure and dynamism of the labour market may have played a role here (Doyle et al. 2007).

If transitional arrangements were designed to improve the ability to manage migration flows into the countries that applied them, it would seem that the transitional arrangement failed. In spite of the way that that EU transitional arrangements have tended to channel the migration flows towards particular countries, nevertheless, countries such as Germany, Italy and Spain still received quite a high inflow of migrants (European Commission 2008; Brücker 2007; Brenke and Zimmermann 2007). For example, Spain received the largest inflow of people from Bulgaria and Romania of all the EU-15 Member States, after the accession of these countries, despite the restrictions it had imposed (European Commission 2008).

Part of the explanation for this contradiction can be found in the pre-enlargement migration patterns, such as Polish migration to Germany, and Romanian migration to Spain and Italy, which partly compensated for the negative effect that closed labour markets have on migration. Even before the last accession round, Spain had admitted some 360,000 migrants from Romania and Bulgaria (Brücker 2007). So, rather than minimising migrant flows, labour market restrictions seem to have fostered undeclared work and poor working conditions for migrants; on the other hand, lifting restrictions, as in the Netherlands, has led to a decrease in undeclared or illegal work (European Commission 2008: 9).

This latest experience of intra-EU migration indicates that it is not possible to fully control migration, and that it is far easier to stimulate migration (as in the case of the UK's approach to the EU-8-countries) than to stop migration. In Germany, keeping up transitional arrangements had the effect of attracting a particular group of migrants from new Member States, and from Poland in particular, who started out as self-employed or seasonal workers, and who were less qualified than those migrants who went to the UK and Ireland (Brücker 2006).

National policies on free movement of workers after the latest two EU-accession rounds

Member State	Workers from the EU-8/EU-15	Workers from BG and RO/EU-25	
EU-15	Belgium (BE)	Restrictions with simplifications	Restrictions with simplifications
	Denmark (DK)	Restrictions with simplifications	Restrictions with simplifications
	Germany (DE)	Restrictions with simplifications*	Restrictions with simplifications*
	Ireland (IE)	Free access (1 May 2004)	Restrictions
	Greece (EL)	Free access (1 May 2006)	Restrictions
	Spain (ES)	Free access (1 May 2006)	Restrictions
	France (FR)	Free access (1 July 2008)	Restrictions with simplifications
	Italy (IT)	Free access (27 July 2006)	Restrictions with simplifications
	Luxembourg (LU)	Free access (1 November 2007)	Restrictions with simplifications
	Netherlands (NL)	Free access (1 May 2007)	Restrictions
	Austria (AT)	Restrictions with simplifications*	Restrictions with simplifications*
	Portugal (PT)	Free access (1 May 2006)	Restrictions
	Finland (FI)	Free access (1 May 2006)	Free access, subsequent registration for monitoring purposes
	Sweden (SE)	Free access (1 May 2004)	Free access
	United Kingdom (UK)	Free access (1 May 2004), mandatory workers registration scheme for monitoring purposes	Restrictions
EU-10	Czech Republic (CZ)	No reciprocal measures	Free access
	Estonia (EE)	No reciprocal measures	Free access
	Cyprus (CY)	-	Free access, subsequent registration for monitoring purposes
	Latvia (LV)	No reciprocal measures	Free access
	Lithuania (LT)	No reciprocal measures	Free access
	Hungary (HU)	Reciprocal measures (simplifications as of 1 January 2008)	Restrictions with simplifications
	Malta (MT)	-	Restrictions
	Poland (PL)	No reciprocal measures (17 January 2007)	Free access
	Slovenia (SI)	No reciprocal measures (25 May 2006)	Free access, subsequent registration for monitoring purposes
Slovakia (SK)	No reciprocal measures	Free access	
EU-2	Bulgaria (BG)	-	No reciprocal measures
	Romania (RO)	-	No reciprocal measures

Source: European Commission 2008: 5 (DG Employment).

Profiles of east-west migrants within the EU

Intra-EU migrants have very specific characteristics: in brief, they are younger and more educated than average. To give some examples: around 74% of migrants from the EU-8 to the UK are between 16 and 39 years old. Survey data on the time they have spent in full-time education suggests that the qualifications of migrants from new Member States to the UK are slightly above the average for all migrants to the UK (IPPR 2008).

Another feature of this intra-EU migrant group is that the share of men is slightly higher than that of women. For instance, 64% of the Polish migrants in Ireland are male (CSO 2008).

The rates for employment and self-employment among migrants from new Member States are well above average; and the share of social benefit claimants is very low (IPPR 2008, The Work Foundation 2008, CSO 2008). However all existing data sources suggest that the occupational profile of intra-EU migrants in the receiving country is usually below their skills: a phenomenon described as 'brain waste'.

The proportion of intra-EU migrants working in manufacturing, construction, agriculture, hospitality, retailing and private households is well above average (IPPR 2008: 35, 39; European Commission 2008: 10); and a clear gender-based division of labour exists, with female migrants predominantly working in the latter sectors: hospitality, retailing and private households (e.g. CSO 2008).

Comparisons between registration statistics and surveys suggest that mobility is highly volatile. Only half of the migrants who came from new Member States to the UK after 2004 are still present (IPPR 2008). It seems as most migrants from new Member States see their movement as "temporary, opportunistic and circular" (Favell 2008: 11).

Population trends in countries of origin and future perspectives

The population losses that economic migration within the EU have brought about in central and eastern Europe play an important role in terms of these countries' perspective on migration. Since the mid-1990s, Romania and Poland have recorded the highest net outflows of inhabitants with roughly 600,000 each. In Lithuania, a far smaller country, the population outflow during the same period is 150,000.¹ In 2006, Polish citizens were the second largest group of migrants to industrialised countries worldwide, exceeded only by Chinese citizens (OECD 2008: 41).

According to official statistics, for some EU new Member States, population loss through migration represents up to 5% of the total population. In reality, this number might be even higher, due to the difficulties of keeping track of people leaving the country if they have not deregistered.

This situation is, however, not the same in every new Member State. Some countries, namely the Czech Republic, Hungary and Slovenia, have not registered net outward migration since the mid-1990s. In a second group of countries, encompassing Estonia, Latvia and Slovakia, the pre-2004 trend of population loss has slowed down since 2004, or has even been reversed. In the remaining new Member States that are still losing population through migration, this loss has slowed down since EU accession.² The latest European Commission report on the mobility of workers distinguishes between low and high mobility countries. Whilst in Lithuania, Romania, Poland and Bulgaria, between 3.1 and 1.7% of the working age population left the country over the last four years, in other countries such as Hungary or the Czech Republic the outflow is below or the same as in most EU15-countries (European Commission 2008).

¹ See: eurostat migr_immigrac_2008
² See: eurostat migr_immigrac_2008. One should keep in mind, however, that this could partly be explained by the fact that measuring population movements has become more difficult after accession.

Questions concerning the long-term demographic effects of economic migration for the countries of origin are difficult to answer (cf. IPPR 2008). Since 2004, in fact, new job opportunities have been created in the new EU Member States, and the gap between labour costs in EU-15 and EU-8 has narrowed. Also, current figures from the UK and Ireland show that the number of arrivals is slowing down significantly. This decrease in arrivals to the UK and Ireland might be due to other EU states granting work permits, such as the Netherlands or France, but it might also be due to remigration (e.g. IPPR 2008). In addition, countries of origin have recently started campaigns to actively convince their citizens to return, so they can contribute to filling labour shortages back home (The Observer 2008).

Supported by the political freedom to move, and the new technologies discussed above that 'shrink space', it is likely that many migrants will establish circular forms of migration or return to their countries of origin. Returning migrants will have acquired new language skills and experiences that will have an impact on their lives, and on their countries of origin. In the long run, the last two accession rounds (2004 and 2007) might lead to similar results to earlier accession phases, enabling mobility, and significantly changing the countries of origin and destination alike.

2.3_Economic migration from third countries

International labour migration is, of course, older than the EU itself: in some cases it dates back to the systematic recruitment of skilled workers for the territorial development of the early modern European states. As mentioned above, the 1950s and 1960s saw systematic recruitment of migrant workers to countries like the Netherlands, Belgium, France, Germany and the UK. In the 1970s, economic migration ceased and was partly replaced by family reunification and completion: the form of migration into the EU that is still the most significant at present date (GéDAP/BIVS 2006).

EU legal framework and the approaches at national government level

Today, there are only very limited opportunities for labour migrants from third countries to enter the EU. Some Member States have, since the late 1990s, been giving preferential treatment to highly qualified third-country citizens; this is often supplemented by a defined minimum income, and sometimes restricted to certain employment sectors. Such special 'job cards', 'job schemes' or visas were, for example, introduced in Austria, Belgium, Germany, the Czech Republic, Denmark and Ireland (GéDAP/BIVS 2006: 68). So far, however, in most of the cases, these national programmes have not generated significant interest among qualified prospective migrants. Often, the conditions for staying in the receiving country seem to pose a problem for would-be migrants.

In some EU Member States, regularisation programmes for undocumented migrants represent an indirect means of meeting labour market needs, in particular for low-skilled work. Since 1998 alone, more than 3 million migrants have been regularised in the EU. While almost every Member State has organised regularisation programmes or procedures at some point, the majority of regularisations have taken place in Italy, Spain, Greece, France and Portugal (Kraler 2008). While some regularisation programmes target failed asylum seekers, most schemes are aimed at labour migrants who can prove that they are already in employment. However, the latest European propositions, notably the "Pact for Migration and Asylum" and the Communication on "A Common Immigration Policy for Europe" (COM 2008:359), suggest avoiding large-scale regularization in the future, so that this legal gate of entry would be slowly closed down.

Another policy option chosen by EU Member States in the field of economic migration is seasonal migration: this gate of entry is opened up temporarily and for a fixed quota of people, for particular, often low-skilled, occupations in sectors such as agriculture.

It seems obvious that there is a need to extend and harmonise, at the European level, the often isolated and improvised national solutions for meeting gaps in EU labour markets. With more and more EU Member States becoming aware of the effects of demographic change, in particular the effect of an ageing population on a narrowing tax base, there is a growing awareness, at national and European level, of the need to open up new possibilities for migrants to enter the EU. Most of the resulting initiatives, so far, focus on particular groups of migrants that seem to best suit Europe's economic and demographic needs.³

EU legislation on economic migration from third countries is still rather new. In 2003, the European Commission highlighted, in its communication on immigration, integration and employment (COM 2003/336), the need for labour migration to address demographic, social and economic challenges. The subsequent Green Paper on a Community approach for the management of economic migration (COM 2004/ 811) explored legal options for economic migration: this then led to the 2005 policy plan on legal migration. In 2008, the EU institutions discussed a framework directive on third country workers and specific directives on highly skilled workers, seasonal workers, intra-corporate transferees, and remunerated trainees. The proposal for highly qualified workers, also known as the Blue Card scheme, has probably received the most public attention. The aim of this scheme is to facilitate access to the EU for third-country citizens who fulfil certain criteria that are common to all EU Member States e.g. a certain level of qualification or experience, and an above average salary.

Migration trends from third countries to the EU

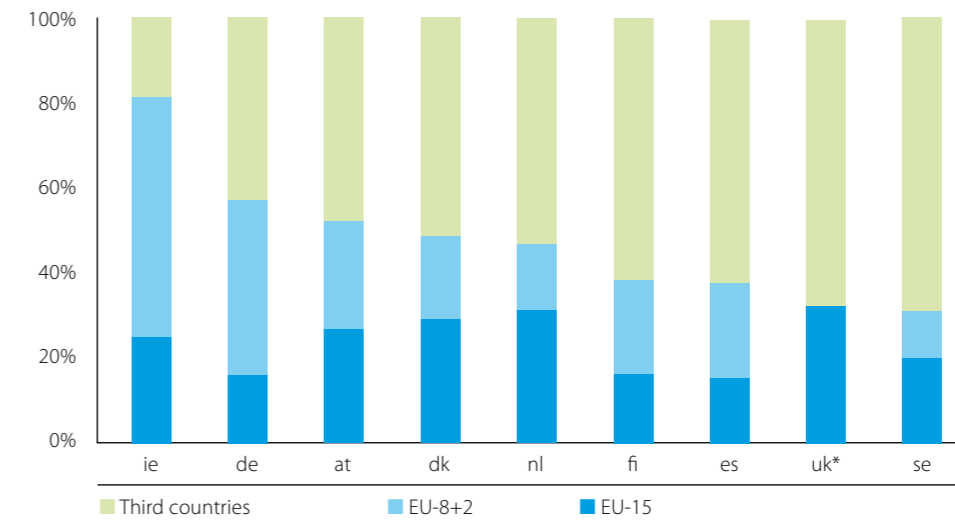
In terms of actual migration from third countries to the European Union, in 2006, the most important regions of origin were North Africa, Eastern Europe (Ukraine, Russian Federation), East and South Asia (China, India, Pakistan) and Latin America (Bolivia, Brazil, Columbia). Other important countries of origin were the United States of America, Australia and Turkey.⁴

While in the United Kingdom and Sweden, the share of migrants from Asia is particularly high, Spain and Portugal have a relatively high proportion of migrants from Latin America; , and France and Portugal both have a relatively high proportion of migrants from Africa. Migrants from (South) Eastern European States bordering the EU represent the highest shares of all migrants in Greece and in the Eastern European Member States such as Lithuania.

As Fig. 1 shows, in most Member States, the inflow of third-country nationals is bigger than the inflow of EU-citizens. The only exceptions to this rule are Ireland and Luxemburg. Also, in most EU countries the inflow of migrants from the EU-15 tends to be bigger than the inflow from the new Member States (see also European Commission 2008).

Even if in some countries the specific situation may be different, in the longer term, migration flows from third-countries are likely to remain the main factor in population change at the national and urban level, outweighing intra-EU mobility.

Fig. 1_Immigration of foreign nationals to selected EU Member States in 2006 by citizenship group



Source: eurostat, MIGR_IMMIAGEC; IE: Central Statistics Office Population and Migration Estimates; UK: Total International Migration (TIM)

* the UK figure does not distinguish between Member States and includes all EU-25

3_Economic migration to cities

Migration has always been crucial for the development of cities. Today, urban areas host approximately 75% of the European population and an even higher share of Europe's migrant population. Obviously, the local level is where settlement and integration literally 'take place', and therefore urban areas play a key role in integrating migrants. Recognising this, city administrations endeavour to provide accommodation for newcomers, support migrants' access to decent housing and health care, and foster integration in the labour market; thus cities actively contribute to the social inclusion of migrants into their host societies.

As a result of increasingly varied and complex migration patterns, urban populations in Europe have become more and more diverse. Few cities, particularly in the EU-15, remain unappealing destinations for international migrants. For instance, between 1996 and 2004, the share of non-nationals in Barcelona rose from 2% to 12%, while in Athens it increased from 8% to more than 25% (Urban Audit, city level). In the same period, cities with a longer history of immigration, like London and Paris, have transformed into veritable 'cosmopolises' whose degree of diversity was unimaginable some 20 years ago.

However, pointing out, as in section two, that citizens from the new Central and Eastern European Member States have contributed to these patterns of migration does not mean that cities in the new Member States are solely places of outward migration. Bigger cities in the new Member States, such as Bucharest and Vilnius, have not lost significant numbers of people through migration, and some cities, such as Warsaw, even recorded a net gain between 1996 and 2004. Some of the medium-sized new Member State cities, such as Poznan, also saw a gain in population in this period (data available at www.urbanaudit.org).

In fact, international migration to cities is embedded in a more general process of population concentration in economically dynamic regions: while more dynamic urban centres all over Europe gained population and reinforced their position, regions with weak economic structures, particularly in Eastern Europe, lost population both through national and international migration.

The following section sets out the main benefits and challenges that economic migration represents for cities. We then address the data sources that cities rely on, and draw a picture of the recent inflow of migrants to the 19 cities that participated in this study.

3.1_Economic migration: an opportunity and challenge for cities

As recent popular writings on urban development have stressed (see Florida 2003, Wood/Landry 2008), the openness of a city towards migrants, and the diversity it creates, has positive effects not only for the migrants themselves, but for the whole city. The sociologist Jan Rath, for instance, uses the term 'diversity dividend' to describe the economic advantage that the commodification, or commercialisation, of migrant cultures has to offer for cities (Rath 2006).

In this context, the most important function of economic migration is clearly to fill labour shortages. An interesting point to note, however, is that while political discourses at the national and European level seem to focus on highly skilled migrants, cities often stress the importance of both - highly-skilled and low-skilled migrants - for their economies.⁵

While no attempt to calculate economic benefit can ever capture the full picture, the notion of economic benefit should be defined much more broadly. This is also important because in an increasingly interdependent world, calculating gains in one clearly delineated place, without looking at the other places that are involved, becomes problematic.

Taking this broader perspective, migration affects the migrants themselves, the places they come from, and the places people migrate to, as outlined below:

- For migrants, international mobility represents an opportunity to escape situations that are economically, socially and politically difficult or simply an opportunity to develop further.
- For the countries of origin, the benefits generated by migrants, such as remittances and investments, come into play; but at the same time these countries of origin may be challenged by the threat of an exodus of a young and qualified population group ('brain drain').
- For the cities receiving inward migration, many of which increasingly rely on knowledge-intensive and creative industries, opening up to the world and letting in new ideas has always been a key to their economic and cultural development: it is probably more so now than ever before.
- In addition, cities also benefit through the potential for immigration to reverse demographic decline. Migration can contribute to reurbanising a city and rejuvenating its population. This phenomenon can be observed at neighbourhood level, too. Since the 'guest worker' migration of the 1960s, migrants in many cities in North-Western Europe have contributed to the regeneration of run-down inner-city neighbourhoods that were abandoned when other population groups moved to the suburbs. Migrant settlement saved old city centres from becoming obsolete and, consequently, being torn down: and in many cases this happened long before reurbanisation and tourism turned them into attractions again.

At the same time, migration is a major challenge for most cities. Badly managed migration in the host society can represent a risk for social cohesion and inequality for the city: it can expose migrants to exploitation, discrimination and racism. As a politically contested issue, migration can also become hijacked by extremist political discourse. It is therefore crucial for cities to conceive economic migration as a broad issue which not only involves local institutions, employers and migrants, but the whole society. Migrant integration should be embedded into the city's broader strategy for social cohesion, addressing society at large with information campaigns and teaming up with partners from civil society in order to meet these challenges.

⁵ This point was highlighted in particular by the contribution of London to this study.

3.2_Data on economic migration at the local level

It has already been mentioned in the previous section that it is not easy to obtain a clear picture on the quantity and types of economic migration at the national or European level; and while, compared to the national level, cities clearly have a more direct grasp on current migration trends that are visible in their own societies, producing a solid empirical basis on which to base policy making on remains an important challenge for cities. The reasons include the following:-

- Economic migration consists of a heterogeneous set of different legal categories.
- Migrant admissions are only monitored at the national level and cannot always be traced down to the local level.
- In the case of EU citizens migrating to other EU countries, the receiving countries only keep track of intra-EU migrants when they formally register, especially to take up work; and some migrants, in particular EU-citizens, do not always register formally and are therefore hard to track statistically.
- Short-term migration accounts for a significant portion of economic migration.
- Economic migration is increasingly volatile and includes circular forms.

As a result, cities often have to rely on a mix of data sources to assess the situation. The major data sources are currently as follows:

- Census data helps to provide a fairly precise picture on resident population. However, as censuses are usually only carried out every five or ten years, this data becomes quickly outdated.
- Official surveys based on a representative share of the population provide a more up-to-date and more in-depth source for migration data. Examples include the micro censuses in Germany and Austria, the Quarterly National Household Survey in Ireland, and the International Passenger Survey in the United Kingdom which focuses on the population entering and leaving the UK.
- Population registers provide accurate data on legally residing residents, but often hold no information on economic activity. Some countries, such as the UK, do not use registers at all. It also has to be kept in mind that temporary migrants, who don't intend to settle long term in the country, often do not register.
- Statistics on work permits and similar schemes can be used to trace the inflow of those third-country migrants whose admission depends on economic activity. In some EU Member States, work permits also used to apply transitional arrangements for citizens from new Member States, which generates data on this type of intra-EU economic migration. Meanwhile, the UK has a 'worker registration scheme' for citizens from the new Member States who joined the EU in 2004; this is a softer approach than work permits, but still makes it possible to keep track of labour market effects.

Proactive Local Registration Policy (Empadronamiento) in Barcelona

Barcelona has set-up a proactive local registration scheme (empadronamiento) for migrants. The registration is a precondition for free access to health and educational services. Even irregular migrants can register, provided they have a passport or a similar document, without their information being transferred to police authorities. This policy acknowledges the right of every resident to access basic services and at the same time delivers accurate and up-to-date information on the local situation.

- Registrations for access to social services, such as applications for national insurance numbers, provide important information on economic migration in some countries (e.g. National Insurance Number (NINO) registrations in the UK, Personal Public Service Numbers in Ireland). However, the problem with this data source is that it does not count deregistrations.

None of the existing statistical sources provides a complete picture of economic migration to EU cities. Therefore, the question of how many migrants have migrated to and from our cities during recent years, and which particular groups they consist of, cannot be answered precisely.

One reaction to this situation is for cities to organise a 'soft' local registration policy which is independent from the country's admission requirements. Barcelona applies such a policy to encourage migrants to register in order to allow access to health and education (see box).

In addition, in recent years, EU city administrations have tried to fill the gap in migration data by undertaking their own surveys, often in partnership with research institutions. While standardised surveys and comprehensive analyses of various existing data helps to get a better picture, additional qualitative surveys are used to identify the most important challenges and solutions for local policy.

Economic migration surveys (Leeds)

Leeds City Council has commissioned several studies relating to newly arrived migrants.

The latest study, 'New Migrant Communities in Leeds', was carried out by a team of researchers from Leeds University. It uses a qualitative approach based on interviews with migrants, service providers, and other stakeholders.

The study looks at migration patterns, work conditions, neighbourhood and community relations, and welfare service provision.

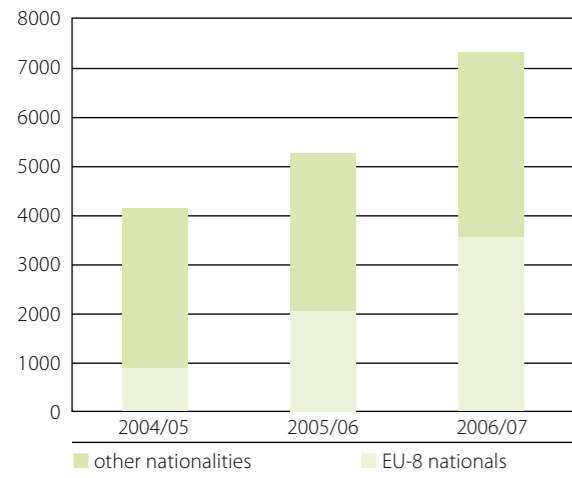
The findings stress, for example, the diversity of migration (beyond the cliché of the young, male, single migrant), the problems with exploitative recruitment agencies, the wide variation in the effect of economic migration on services in different neighbourhoods, and the need to address potential tensions in the host society (see Cook et al. 2008).

3.3_An overview of local situations

Across Europe, economic migration has had an impact on most large cities. While for most EU cities, third-country nationals are still the most important migrant group, in some EU cities, citizens from the EU-8 have dominated the net migration inflow, and have formed important new migrant communities. This trend is most significant in the United Kingdom and in Ireland, but it is also important in the Netherlands. An interesting observation in the UK is that, not least because of new transport links and cheap airlines, the immigration of EU citizens is spread more evenly across the UK's urban areas, beyond the typical destinations for migrants, to include previously less popular cities (IPPR 2008).

It is interesting to note some local statistics from the UK relating to the inflow of workers from the Central and Eastern European new Member States (EU-8 and EU-2). For example, for Belfast, it is estimated that some 10,000 new Member State workers migrated to the city between April 2004 and March 2006, the largest population group being Polish citizens. In 2007, Glasgow recorded roughly 2,500 inhabitants originating from the new EU Member States, 90% of these being Polish.⁶ In Southampton, the number of people from the EU-8 increased by some 10,000 between 2001 and 2007. Leeds has received 23,000 registrations from the EU-8 (Cook et al. 2008) and Bristol has 6,500 migrants from the same group. Dublin reported a net inflow of some 18,000 people originating from Poland and 7,000 originating from Lithuania between 2001 census and the 2006 census (CSO 2008).

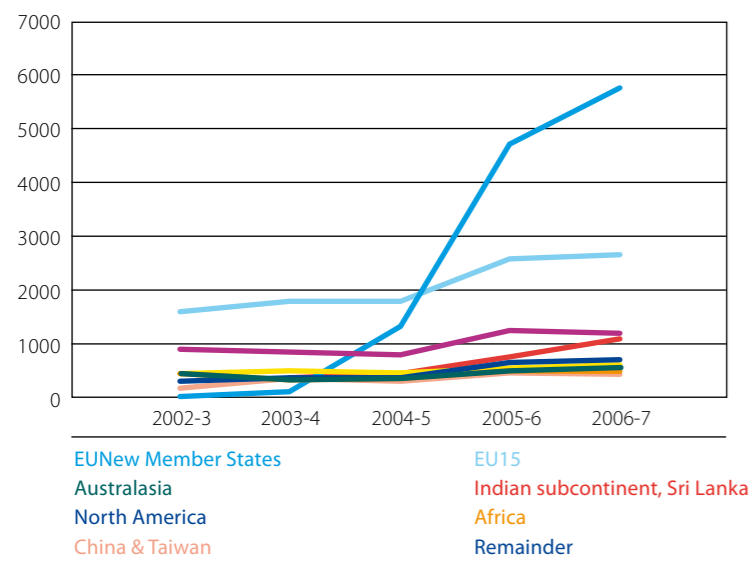
Bristol: Registration of Non-Nationals for National Insurance Numbers: EU-8 nationals and other nationalities



As none of these cities had a significant group of people from the EU-8 and EU-2 countries prior to 2004, recent EU accession has clearly changed the face of economic migration for these urban areas. In the Netherlands, where the labour market was opened to EU-8 citizens in 2007, cities also recorded a high inflow of EU-8 migrants. After one year, Rotterdam and The Hague reported a net inflow of roughly 5,000 and 7,000 inhabitants from the EU-8 and EU-2 countries respectively. While this intra-EU mobility from the East to the West has clearly been the most dynamic migratory development for the EU as a whole over the last few

years, for some cities it has not been the only important trend. As the charts for Bristol and Edinburgh indicate, citizens from new EU Member States only account for roughly half of all registrations of non-nationals in 2006/07; the rest consist mostly of third country nationals.

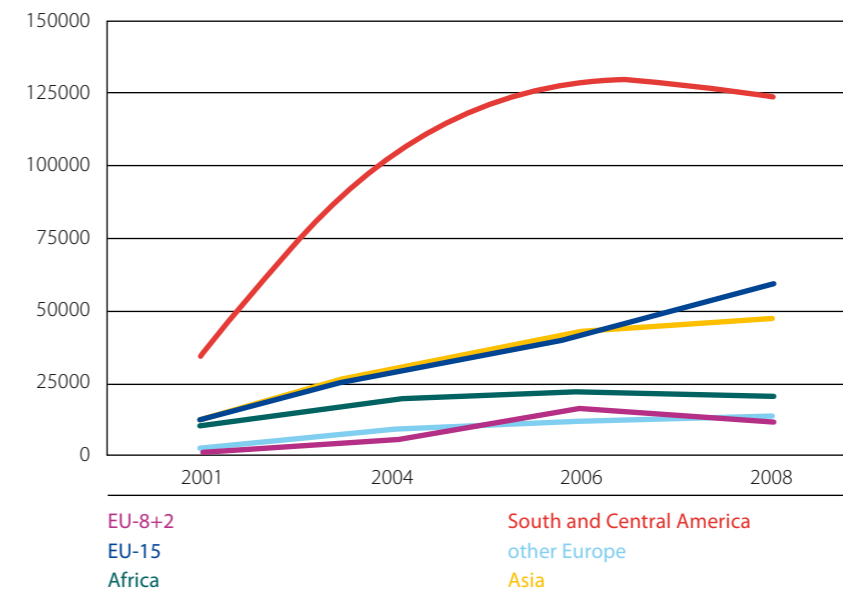
Edinburgh: Registration of Non-Nationals for National Insurance Numbers by selected groups of citizenship



In The Hague, the number of residents from EU-8 and EU-2 roughly tripled between 2005 and 2008 to reach 7,000. However, migration from these countries was already on the rise before the Dutch government opened the labour market to EU-8-citizens. In Barcelona, the picture concerning the composition of migration is quite different: although the population of citizens from EU-8 and EU-2 grew by some 6,500 between 2004 and 2008, and the growth of migrants from non-EU Eastern European countries nearly reached the same level, both these migrant groups were clearly outnumbered by the inflow of citizens from South America and Central America (20,000)

and from the EU-15 countries (30,000) over the same period. One third of these migrants from the EU-15 countries were Italian nationals, the majority being migrants from Argentina with Italian ancestry.

Barcelona: Development of selected groups of inhabitants 2001-2008.



Source: Ajuntament de Barcelona, Departament d'Estadística.

In Finland, the cities of Oulu and Tampere report that the inflow of people from new Member States has not been very important so far. Only Estonians have reached significant numbers and they now rank as the second largest group of migrants in both cities, with Russians being the largest group.

In Berlin, despite the transitional arrangements maintained in Germany, Polish and Bulgarian migrants rank highest in the immigration statistics, with a net-inflow of some 2,000 from each country in the period from 2006 to 2007. Self-employment, which is permitted in some sectors, seems to be relatively high among this group of migrants in Berlin (Brenke 2008).

A point to mention is that EU citizens are often not required to register in other EU countries if they are only staying for a short period (for example, in Dutch cities), and even if they stay longer, they may not need to register. Thus, the actual number of intra-EU migrants is often underestimated in official statistics. In Rotterdam, the real number of migrants from EU-8 and EU-2 is estimated to be twice as high as the official figure, while in The Hague, the administration estimates the actual number to be 1.5 times as high as the official figure.

4_Challenges of economic migration and the responses of cities

Perceptions in countries of origin: Lublin

The city of Lublin (350,000 inhabitants), and the Lublin voivodeship, or province, c.2,200,000 inhabitants), in Poland, have lost population through migration over recent years. Net outward migration from the voivodeship increased from 3,082 in 2000 to 6,593 in 2006. The region loses population both to other regions of Poland and to other countries. The numbers of inhabitants moving annually to other countries increased by more than 600% in 6 years: from 260 in 2000 to 1,703 in 2006. At the same time, international inward migration to the voivodeship is only rising slowly: from 147 in 2000 to 270 in 2006, mostly from neighbouring Eastern European countries. The municipality is expecting immigration to rise further in the long term.

The majority of people who leave the province and the city are young, active and well educated. The city considers the recent population loss as problematic both from an economic and a social point of view, so it is now developing a policy to become more attractive to young international populations, including Polish citizens who have migrated to other countries.

Glasgow confirms that each attempt to quantify immigration through the International Passenger Survey, the Worker Registration Scheme and National Insurance Registrations for foreign nationals has shown that official records have been inadequate. Neither of the latter two systems, which are both employment-based, takes account of the casual and informal labour markets which characterise the sectors in which many citizens from new Member States work: such as construction, the hospitality industry, agriculture etc. A more accurate estimate for Glasgow may be about 5,000, which is more than double the official figure.

A report on economic migration to Leeds also states that "it is generally accepted (in the UK) that official statistics and systems for recording and interpreting migration are inadequate and need to be improved at national, regional and local level" (Leeds 2007).

Economic migration and the current economic downturn

Since the second half of 2008, cities in the UK and Ireland, having benefited most from intra-EU-migration in recent years, seem to be losing some of their migrant populations. The current economic downturn and high cost of living in these countries, as well as the high demand for skilled labour in some of the new Member States, might well explain this new trend. At present, however, as this trend is still very new, information is based on anecdotal evidence only, and remains to be substantiated by statistics. Whatever the short-term future economic trends, it is likely that in the long run, the economic and demographic needs of cities will demand continuing immigration.

The local impact of economic migration goes well beyond the labour market. It touches a whole range of areas for which local authorities have responsibility, such as:

- Promoting social inclusion
- Ensuring decent working conditions
- Fighting discrimination and racism
- Language training
- Improving international accessibility
- Building transnational partnerships with areas of origin
- Ensuring political participation
- Strategic planning.

The following sections present approaches and practices for tackling the above issues. Two crucial success criteria for all such practical measures is that, first, they are designed in a sustainable way, and are not just one-off projects; and, second, that they are developed in close partnership with civil society organisations, such as migrant groups and non-governmental organisations (NGOs), and also, where appropriate, with private sector businesses.

4.1_Social inclusion and access to services

When newcomers from other countries of origin arrive in a city, it is very likely the case that they are confronted with unfavourable social conditions, in particular concerning access to key services such as housing, healthcare and children's education. These services provide important life resources. However, they are also resource intensive, and in addition, they are often organised for the long-term rather than to meet temporary needs, so that providers find it particularly hard to adapt to unexpected short-term changes.

Promoting good quality standards and easy accessibility to these key services is the most important practical help that cities can offer to migrants, both in the arrival phase, and later on: through short-term and long-term measures.

At the same time, flexibility in terms of adapting these services to their target groups is also important. Cities also need to take into account and plan for the different stages a migrant may go through, in terms of personal development, status, and changing requirements due to changing demographic profile (age, childbirth etc).

Orientation for newcomers

In their contributions to this study, the Cities of Oulu, Rotterdam and Southampton stress the need to provide migrants, in particular newcomers, with a general introductory orientation as to the available services and legal advice, in their heritage languages. Indeed, the way in which cities welcome newcomers during the first weeks of their stay is crucial for the success of the integration process. In this phase, newcomers need information on how to solve the most pressing issues when arriving in what is often an unfamiliar society.

Web-based information bank: www.infopankki.fi (Helsinki)

www.infopankki.fi is a web-based information bank that provides information on various aspects of public life in Finland, such as different permits, the educational system, health and social issues, accommodation, labour markets etc., in a user-friendly way, in 15 languages. 300 pages of information provided by the relevant authorities are available. The information is regularly updated and controlled by a webmaster at the International Cultural Centre of the City of Helsinki (Caisa). The website receives 150,000-230,000 downloads per month. In 2006, 1.9 million pages were downloaded. These figures are huge considering Finland's tiny immigrant population, which represents only 3 % of the total population of 5.2m.

According to a web survey conducted in May 2007, a growing number of visitors to the site are foreigners who plan to move to Finland.

The project was initially funded by the City of Helsinki and the European Social Fund. In 2005, the Info Bank was turned into a nationwide service. The website contains essential information relating to the whole country at both state- and municipal level. At the moment, the service is sponsored by several ministries and participating cities, including Helsinki, Turku, Tampere, Kuopio and the Kainuu Region. The website was awarded the 'epractice.eu' Good Practice Label 2007.

For the purpose of orientation, Rotterdam is in the process of developing a multi-sector communication strategy, targeting economic migration. Other cities such as Berlin, Belfast and Tampere have published information booklets in various languages: these provide important information and addresses so that newcomers can find their way around.

Increasingly, cities also use web-based information services, so that migrants can access this vital information before arriving in the city. A popular example is Finland's information service, www.infopankki.fi: this provides both municipal and state-level material in various languages. Via 'clearing agencies' and 'one stop mobility shops' (see information boxes), newcomers can find out how to apply for housing, labour and education.

Clearing Agency for newcomers (Berlin)

The Berlin Clearing Agency for newcomers is managed by charity organisations and based in the office of the aliens department. It was jointly set up in June 2006 by the aliens department, the Federal Office for Migration and Refugees and charity organisations. In this Clearing Agency, new immigrants receive assistance and orientation in terms of the labour market and available training courses, as well as in the search for housing, schools, integration courses and social services. The agency is one of the leading projects in the Berlin Senate's integration strategy, with the aim of developing the Foreigners Authority offices into a service point. The plan is to expand these services to other local administration offices.

In Vienna, newcomers receive welcome packages on arrival: these contain information regarding all the important aspects of life in the city, including contact details for useful organisations and counselling services. Presentations are organised by the city administration, giving an overview of Vienna's labour market and other important areas concerning daily life, including special provisions for immigrant women. The recent relaunch of Vienna's newcomer's programme also includes training courses for newcomers, conducted in their mother tongues.

For all these orientation services, their accessibility largely depends on whether they are available in the most common migrant languages. In addition to tackling the language issue, cities are also using the social and cultural capital of migrants who have already settled, to support the reception of newcomers in a more culturally sensitive manner. Migrant associations and groups of established highly skilled migrants play a key role in this.

Reception system in partnership with civil society (Barcelona)

The core idea of the Barcelona Reception Plan is to use the diversity of existing associations in the city to promote and increase the participation of new residents in the daily life of Barcelona: it involves both traditional associations and new migrant associations, and empowers them to provide basic information to newcomers.

The project is led by the Barcelona's Immigration Department and is funded by the Spanish Ministry of Social Affairs, the Regional Government and the City Council of Barcelona.

The Reception Plan is implemented through a so called 'Reception Network', which consists of about 100 associations from a huge range of sectors (social associations, neighbourhood associations, commercial associations, religious groups, migrants' organisations).

The 'Reception Network' is given the role of ensuring newcomers are welcomed, by providing them with information on all the basic services they need to start living in Barcelona (information about legislation, the labour market, housing, education, language trainings, etc...).

In addition, the general social and economic services (that do not have a specific migrant focus), are also directly involved, to ensure a comprehensive reception process: these include health centres, educational centres, security staff, social services, housing offices, employment centres, language centres, leisure centres, libraries and civic centres, entrepreneurs, trade unions, and the media.

In 2007, 85,251 newcomers were welcomed by the Reception Network. Three sub-groups have emerged from the Reception Network: the legal assessment network (45 associations), the language network (28 associations), and the professional placement network.

The Hague, for instance, is subsidising a migrant association to train ten Polish-speaking volunteers, so they can provide information to newcomers, and guide them to the different services and offices within the municipality, as well as to leisure and sports activities. The city is also planning to set up an information point for newcomers. Both services are only temporary measures due to the recent inflow of migrants from new EU Member States. They could, however, be extended to new groups of migrants who may arrive in the future.

The knowledge that existing migrant communities have of a city is an important resource that can be drawn on in providing orientation for newcomers. Organising reception systems and welcome materials in close partnership with migrant associations can be very effective: it also builds good relations and a feeling of trust between the city and these groups. An example is given by Barcelona, where the reception policy strongly draws on a network of migrant associations and other civil society groups.

One stop mobility shops (London, Paris, Poznan, South Tyrone)

In a pilot project, run by the European Citizen Action Service together with local authorities and NGO partners, 'one stop mobility shops' have been set up to provide social assistance, in particular to vulnerable migrants. The service provides free crisis relief, and alcohol and drugs addiction treatment, and also helps in finding accommodation and employment and in improving community relations. After initial funding by the European Commission, longer term roll-out and financing is currently being discussed between the participating cities and NGOs.

<http://www.ecas-citizens.eu/content/view/127/202/>

Tackling poor housing conditions

A strong inflow of migrants often puts local housing markets under pressure; and poor housing conditions have a negative impact on the social situation of migrants. The housing situation is generally described as very problematic in cities where the housing markets are already strained. The Hague reports that an increasing number of migrants from Poland and Bulgaria appear at homeless shelters. Leeds and Rotterdam report a high concentration of newly arriving migrants are living in deprived inner-city neighbourhoods.

The housing conditions are to some degree a result of low income, but are also the result of discrimination in the housing market or by recruitment agencies, and a lack of information and resources among migrants.

Faced with increased pressure on the housing market and the poor housing conditions related to the recent inflow of migrants, The Hague is establishing a stock of short-term housing facilities for migrants, in order to fight illegal housing occupation and the exploitation of migrant workers on the housing market. Dealing with similar problems, Rotterdam actively works together with housing associations to play their part in the reception of newcomers.

Organising education for children

Providing education for children of newly arrived migrants is another important challenge. Economic migration not only brings a working age population to the cities but also families and children. In Leeds, the number of newly arrived migrant children per school rose by up to 20% from one year to the next. Often, due to their restricted access to the housing market, the highest concentrations of migrant children are to be found in the most deprived areas. Educational services have to adapt to the special needs of these children as mentioned, for instance, by Berlin and Tampere.

The volatility of economic migration, however, makes planning difficult for school authorities and puts schools under pressure to react quickly. It is a particular challenge for cities to organise school education for the children of migrants who, in some cases, might only be in the country for a year or less. In addition to the need for schools to adapt their budgets to the challenges of economic migration, public sector funds and policy tools must also be made available quickly, for cases where there is an unexpected inflow of migrant children. In the UK, the Exceptional Circumstances Grant is an example of this type of instrument, made available at the national level, to schools needing additional funding.

Due to the importance of education, however, cities have to do their best to build bridges to quickly integrate children into the mainstream curricula. Extending their work with migrant parents is another important aspect of the kind of initiatives that cities can take, to adapt their educational systems to promote the social inclusion of migrant families.

Exceptional Circumstances Grant for unexpected rise of migrant school population (UK)

In the UK, the Department for Children, Schools and Families has introduced the Exceptional Circumstances Grant (ECG), for schools that experience a rapid growth in the number of children with English as an Additional Language (a rise by more than 2.5%). The grant was set up to mitigate the pressures on school budgets that can arise rapidly and unexpectedly, in particular as a result of new pupil arrivals after the January count date.

<http://www.standards.dfes.gov.uk/>

4.2 Access to appropriate work

All 19 cities that took part in this study report that recent economic migration involves some typical occupational patterns: the most important employment sectors for labour migrants are manufacturing and processing, construction, retail and hospitality. There is a clear gender division of labour, with male workers tending to be employed in the first two sectors, and female workers in the latter two sectors. The typical economic specialisations of particular cities, such as the port industries and greenhouses in Rotterdam, have also an impact on this distribution of occupations among migrants.

The usual skill level required for these types of work is low. Only relatively few cities reported a significant number of higher skilled jobs being taken up by migrants, such as in the medical and IT professions in Belfast.

In the EU's global cities, there is typically a dual occupation structure, with migrants taking an important share of employment both in high skilled and low skilled jobs. In London, the share is 28% of high skilled and 42% of low skilled (London 2008). In Vienna, about one third of the migrant workers are white collar workers and two thirds are blue collar workers. Among the group of white collar migrant workers, the share of women is higher than the share of men.

As a general trend, however, migrants tend to work below their occupational skill level: a phenomenon which is usually described as 'brain waste'. This is related to the low language skills of migrants, as well as the inability of the host country to recognise the skill levels of migrants, but it is also related to discrimination.

With a strong inflow of migrants over the last two years, Rotterdam is keen to avoid downward competition in the labour market, with migrants taking jobs held by Dutch labour, leading to a deterioration in labour standards (Rotterdam 2008). In Berlin the problem is rather different: due to Germany's continuing transitional measures for citizens from new EU Member States, migrants from these countries are to some degree forced into precarious or irregular work.

Special support for migrant children within comprehensive education (Tampere)

In Tampere, Finland, support for migrant children is integrated into the whole comprehensive school curriculum, from day-care services and preschool education to regular school services. In all these stages, group sizes can be reduced according to needs of migrant children, without isolating the groups in special classes from the other children.

The support measures include intensive training in Finnish as a second language, and also, at school, classes conducted in the mother tongues of the children with a migrant background.

In order of frequency, Russian, Persian, Arabic, Somali, Kurdish, Vietnamese and Chinese are the most important heritage languages to be taught.

In addition to this, work with parents is intensified for migrant children.

All cities have a strong interest in guaranteeing regulated working conditions, and many cities report that poor labour conditions are one of the most pressing issues related to economic migration. These include unsafe labour, exploitative salaries and undeclared work, which decreases workers' social protection status.

While employers often praise the hard-working attitude of migrants, some take advantage of their vulnerable situation and the fact that they are often ill-informed about their social rights.

In addition to monitoring labour conditions, cities need to gain better control over labour recruitment agencies, and provide advice to migrants on legal procedures, as a means of improving this situation. These intermediary labour recruitment agencies are frequently the actual employers, and in many cases they are suspected to be the cause of exploitative working conditions, as reported by as Bristol, Rotterdam and The Hague.

Good Practice Charter on employing migrant workers (Belfast)

Belfast City Council has signed up to a voluntary code of practice for the employment of migrant workers. The code of practice encourages employers to support the integration and safety of migrant workers into the local community and reinforces best practice in relation to their employment.

The recognition of migrants' qualifications and skills is another problem that has an impact on working conditions, as Berlin, Bristol and Vienna emphasise. Centres and one-stop-agencies for the validation and development of professional skills, such as the ones in place in Vienna and in Malmö, are promising responses to this issue at city level. The common standards set by the European qualifications reference system implemented in 2008, is an important step in facilitating this work at local level. By quickly referencing their systems to the European Qualifications Framework (EQF), Member States can make their different national qualifications understandable and transferable.

'Rotterdamse Covenant' with housing associations, employers associations and job agencies

As one of the measures in Rotterdam's Action Plan on Economic Migration, the city proposes a 'Rotterdamse Covenant': bringing housing associations, employers and recruitment agencies together to tackle poor labour conditions. The city aims to identify 'bona fide' recruitment agencies which comply with the standards set by the municipality, and offers assistance in return e.g. to find appropriate housing for their workers. By introducing a certification scheme, the municipality will improve the standards of labour recruitment agencies, and, in the future, will only cooperate with certified agencies (Rotterdam 2008: p. 16)

Intercultural openness of the Job Centre (Berlin)

Improvement in the intercultural competencies of all stakeholders in the labour market is an essential pre-condition for reaching target migrant groups. Berlin has put an emphasis on achieving intercultural openness in its job centres, to ensure equal accessibility and treatment for people of every culture, working with employment agencies in the region and in the boroughs. Among its judicial and political possibilities, the Senate Department for Integration, Employment and Social Affairs supports initiatives which introduce an intercultural approach in selected job centres. Their objective is to make job centres more welcoming and inclusive for immigrants as a target group; implementation includes consultation, for example, in terms of required organisational changes and intercultural training for staff. Knowledge of the social and cultural situation of migrant groups will be broadened, as well as skills in providing customer service excellence to this client group. Above all, an adequate organisational structure will be established.

The competence centre for skills recognition and further educational counselling for new immigrants (Vienna)

The competence centre is a one-stop-shop to provide support for migrants in having their professional skills recognised and further developed.

The centre provides information on the recognition of migrants' existing qualifications in Austria; it also helps to find appropriate vocational courses or training; and it helps to identify financial support options for training or continuing education.

<http://www.waff.at/en/service-for-jobseekers/migrants/>

4.3 Communication and campaigning

In some cities, the acceptance of the newcomers by local populations is at times a problematic issue. This is particularly the case for cities that have recently been confronted with large-scale economic migration, or those that have no previous history of large-scale immigration, for example, Belfast, Leeds, Rotterdam and Vienna. The spread of hostile sentiments and prejudices in local media, and the racist and xenophobic slogans of local populist parties, are well-known phenomena in many big cities.

Centre of Validation (Malmö)

The City of Malmö in Sweden has a Centre of Validation, which offers methods and tools for the validation of vocational skills. The Centre cooperates with public authorities and other organisations to help individuals have their competencies validated. In cooperation with Malmö's department of adult education, clients work on their qualification portfolio as part of their Swedish language training, during their introduction program for new immigrants.

The validation process includes four steps that can either be used separately or together in a longer process. Firstly the client fills in an exploratory survey, which is interpreted by a guidance counsellor. The second step is a one to two hour detailed identification of occupational skills by a vocational teacher (which ends with a report). Thirdly, a three to five day occupational assessment follows, in which the basic occupational requirements are discussed, practised and certified. An optional fourth step consists of a 4-8 week validation against Sweden's upper secondary school courses. Often, this fourth validation step needs to be complemented by some further education. This validation process leads to an upper secondary school certificate.

In working on their qualification portfolio, questions for clients include: What have I done? How did I carry out my work tasks? What responsibilities did I have? What skills were required? The portfolio can then be handed over to employers.

Initial experiences with this approach show that the process of creating the portfolio has turned out to be nearly as important as the portfolio itself. By adding qualifications to a client's Curriculum Vitae, a clearer picture of the clients' competencies develops. This is useful both for the individual and for the employers. It increases a client's insight into themselves; it increases their self-confidence; and it increases their ability to communicate their skills.

Since the year 2000, more than 3000 newcomers (unemployed, employed and others) have created a qualification portfolio. Since 2001, 900 clients were directed onto upper secondary school courses. The identification of occupational skills started in 2007, and to date, 120 newcomers have been supported.

In monitoring the Centre of Validation, figures showed that 68% of respondents felt that creating a qualification portfolio had better prepared them to plan for the future; 48% said that it had created better conditions for learning relevant Swedish terms; and approximately one third said it had had a positive impact on their general motivation and on their Swedish language skills. In addition, one third of the employment officers found that the programme made it easier to match job seekers with employment offers. The program is now being extended to most municipalities in the region around Malmö.

As society becomes more and more diverse, and cultural differences need to be managed, it is crucial for the public sector to take a pro-active role in fighting any kind of discrimination. Action can include appropriate information policies and campaigns by responsible public authorities, and political leadership and civic engagement that addresses the local population, the local media and also the newcomers. Information campaigns are used to raise awareness of the problems that migrants are confronted with, and of the ways in which they contribute to the city's development. Cities use 'myth busters' to overcome common misconceptions about migrant groups, for example, to demonstrate that migrants are not net beneficiaries of the welfare system, but are largely contributing to it. Cities also lead by example, by adopting responsible employment and procurement practices, ensuring equal opportunities, and promoting the benefits of diversity. In Berlin, the campaign 'Berlin needs you' underlines the city's commitment to open up public sector employment opportunities to workers with a migrant background.

Migrant awareness programme (Belfast)

Belfast City Council has developed and delivered a specific migrant awareness programme. This training is a half day interactive workshop exploring both inward and outward migration and the rights of migrant workers in Northern Ireland. It aims to dispel myths and provide practical information on issues relating to migration. An information sheet on frequently asked questions about migrant workers and migration has also been produced.

Belfast City Council also provides ongoing funding to support projects and activities that aim to promote good relations between people of different religious beliefs, political opinions and ethnic groups.

The Council has adopted the 'Bigword On-Call Language Service' for translation and interpreting, which is available to services across the Council. It has also produced an Equality Reference Guide for employees, which provides information on major religions, migrant and ethnic diversity, the appropriate use of language and the Council's language policy.

The campaign 'Berlin needs you' – increasing the openness of the public sector to immigrant employment

To increase the ratio of young immigrants in vocational training in public services is the target of the Vocational Qualifications Network for Immigrants (BQN Berlin), which is run by the Commissioner of Migration and Integration. In order to reach this target, the BQN Berlin has implemented the following initiatives:

- A monitoring committee focusing on 'Training immigrants in public services' has been established, involving cooperation between representatives from the Senate Departments, the borough authorities, the Federal Administration Department, educational institutions and self-help migrant organisations.
- Since 2005, the target migrant groups have been approached directly, via vocational training announcements from the Berlin administration, featuring the statement: 'We specifically welcome applications from young people of non-German origin who fulfil the requirements'.
- In 2006, BQN Berlin started the 'Berlin needs you!' information campaign. This informs young people with a migrant background of the public services training available, and the entry requirements. This campaign also involves parents and other stakeholders who have direct contact with these young people.

These initiatives have already achieved positive results: from 2005 to 2008, the rate of applications for training in public services from young people with immigrant backgrounds has risen from 7% to 18%. The Senate aims to take further steps to increase this rate and to further develop these BQN initiatives.

**Berlin
braucht
dich!**

Berlin potrzebuje ciebie!
Берлин нуждается в тебе!
Berlin needs you!
Berlin'in sana ihtiyacı var!
Berlin cần bạn!
برلين بحاجة اليك!

4.4 Organising language training

For most cities, migrants' skills in the host country language are a key issue, and this has an impact on all the other identified challenges. However, language courses are not always accessible to all types of migrants, and in addition they are often over-subscribed, e.g. when an increase of new arrivals occurs.

In the employment field, interviews and surveys have revealed that language skills are felt to be particularly important both to migrants and to their employers (e.g. Southampton). There is a clear correlation between low language skills and high levels of brain waste and also vulnerability.

Granting quick and flexible access to language training has been identified in almost every local survey on economic migration as crucial for the empowerment of newcomers (e.g. Glasgow 2007, Cook et al. 2008 for Leeds, Southampton 2007). Allocating financial resources for language courses that are open to all, and are not just for one particular group of migrants (such as asylum seekers), is important if cities are to meet this widespread need for language training.

Language vouchers for newcomers (Vienna)

New migrants receive a voucher for a language course when they receive their residence permit. The voucher is worth 300 Euros and is valid for 30 months. It can be used for German courses and integration courses that reach the level A2 of the Common European Reference Framework for Languages.

4.5 International accessibility and openness

Across Europe, the big port and gateway cities have traditionally been the urban centres that most attracted migrants. Today, technological changes in communication and transport infrastructure have, to some extent, flattened the hierarchy of European and national urban systems with regard to migration. Low cost airlines and other transport, for instance, have significantly improved the accessibility of small and medium sized cities. International accessibility has, in turn, become an increasingly important part of cities' economic development strategy. In this way, cities become more autonomous in managing flows of people and goods. Cities may work together with transport agents to improve their international accessibility. In Newcastle for example, a direct flight with Krakow was established as a result of a study on Polish migrants which the municipality conducted in partnership with a research institute.

The intercultural openness of a city is another key quality that helps cities become more accessible for international population groups and migrants, but in a less technical way. The openness of a city depends on factors such as the multilingualism, intercultural awareness, and tolerance of a city's institutions and populations. Vienna's multilingual glossary is one example of how a city can make its administration easier to understand for people with a different language context.

Vienna multilingual glossary

The multilingual glossary of the City of Vienna comprises almost 500 terms relating to the city administration: in Bosnian/Croatian/Serbian, Turkish, English and German, from A to Z. The aim was to find standard translations in the various languages for typical city administration terminology. The internet-based glossary not only helps translators and counsellors but also makes the city administration more intelligible for people from outside the country. <http://www.wien.gv.at/english/social/integration/glossary.html>

Attracting an international population (Lublin)

Among other factors, Lublin municipality, in Poland, is promoting itself on the basis of being a young city (with some 100,000 students), situated in an interesting landscape. The city is also building on its potential role as an 'intermediary' between the EU and its Eastern neighbours, as it is situated right on the border with the Ukraine. Lublin has created partnerships with several cities in the Ukraine.

In 2009, Lublin will be organising a series of events in the UK where representatives from the city make presentations about Lublin to Polish migrants who have left the country, in order to convince some of them to come back. These events are developed jointly with Polandstreet, an association of Polish migrants in the UK

4.6_Transnational partnerships

As another important dimension of their 'external policies', cities are taking an increasingly active role in improving the management of migration through cooperative projects and partnerships with migrants' areas and countries of origin. Activities include information projects to better prepare migrants for their move to a new country, PR campaigns to attract economic migrants, and cooperation with employers and job centres on skills development and language training. In the context of new migration from Eastern Europe, the city of Rotterdam (see box below) and the London borough of Hammersmith and Fulham, have built up partnerships with Polish authorities to jointly manage migration, in particular to organise support for migrants who are in special need for medical or psychological care. Spanish municipalities have competences to prepare family reunification already before the actual migration takes part. Cities preparing and managing migration flows jointly with authorities in countries of origin is clearly a trend - in particular concerning aspects such as the preparation of migrants, training and matching of skills with local labour markets and social inclusion.

Partnership with authorities in countries of origin (Rotterdam)

To improve the management of Polish migration, Rotterdam works closely with the Polish authorities. There is a regular dialogue with the Polish Ministry of Social Affairs. In addition, representatives from the Polish municipalities visit the City of Rotterdam, to discuss the issues related to economic migration from Poland with Rotterdam officials.

These efforts are backed by the Dutch central government. Relevant information on rights and obligations for potential or newly arrived Polish migrants is provided on the website of the Dutch Embassy in Poland and at a jointly developed Polish language website www.polski.szw.nl

4.7_Political participation

Not all economic migration is short-term. Instead of assuming that migrants will not stay for a long period, as was the case during the 'guest worker' phase in the 1960s and 1970s, cities are now working on integration and participation initiatives that are based on the assumption that for many migrants, their stay might last longer than expected. For those migrant groups who enjoy only limited rights to political participation, cities offer alternative participation mechanisms, in order to plan not only for this group of residents, but also with them.

Advisory boards and advisory councils, for example, those in Berlin and Tampere, provide a means for migrants to take part in the planning process. In many cases, these bodies were established during the first wave of labour migration. Another way of empowering migrants politically is to work in partnership with migrant associations and NGOs. The Hague, for instance, gives community organisations a key role in integrating newcomers. The city also encourages newcomers to take basic Dutch language courses, especially when they intend to stay permanently. As this example shows, cities often strive to set migrants on track to become citizens with full rights.

Berlin State Advisory Board for Integration

In April 2003, in Germany the Senate established the State Advisory Board for Integration, and included the involvement of relevant social groups, as well as delegates from the Senate Departments and boroughs, in its representation. Under the chair of the Senator for Integration, this Advisory Board consists of the State Secretaries of all the Senate Departments, the selected representatives from immigrant organisations and nominated delegates from boroughs and NGOs, including employers, work unions and the refugee council.

The immigrant representatives can articulate their interests on the Advisory Board and can participate in the political decision-making process at the level of State Secretary.

The Advisory Board has significantly contributed to making integration a cross-departmental task in Berlin. Since the Integration Concept 2005, the Advisory Board has issued two recommendations to the Senate, on the introduction of ethics lessons in schools, and the support of children, youth and families with immigrant backgrounds.

More recently, the Advisory Board has concentrated on the participation of immigrants and has given a recommendation to the Senate for a confederative initiative promoting municipal voting rights for non-EU citizens. The Advisory Board will also adopt recommendations for the effective fight against discrimination, xenophobia and racism, which is being prepared by a working group of the Advisory Board. The recommendations will become an important foundation for the Senate to further develop policies in this area.

5_ Good practice toolkit for cities

4.8_Strategic planning

One of the most important developments in integration governance at city level during recent years is the development of more strategic approaches to integration. In their integration plans and concepts, cities recognise that the social and economic integration of migrants is an essential part of local policy which has to be addressed from a holistic perspective: with cooperation within the city administration and with external partners. Cities set goals and define responsibilities and instruments to reach these goals. They also engage in a process of monitoring to assess how these goals are met over a period of time.

Integration strategies either address the whole immigrant population, as in Berlin's Integration Strategy, and in Tampere's Integration Programme; or they highlight particular groups as in Leeds, with its Local Area Agreement on Migrant Workers, Refugees and Asylum Seekers. Following the inflow of migrants from Central and Eastern European new EU Member States, the City of Rotterdam developed an action plan specifically for this group entitled 'Migratie in goede banen'. Planning integration in this way increases the visibility and transparency of integration policy among the city administration, its partners and in the city as a whole.

Local action plan on economic migration (Rotterdam)

The municipality of Rotterdam has developed a local action plan on economic migration from new EU Member States entitled "Migratie in goede banen". Its main purpose is to tackle the key issues concerning working conditions, housing, health and school education. It proposes to extend existing integration policies for third country citizens in some fields (such as language training) to migrants from new EU-member states, although these measures are not compulsory for EU citizens.

The action plan also sets up a communication strategy to inform migrants about their rights and obligations and which addresses both migrants who are already present in Rotterdam and potential migrants in their countries of origin. With the development of the action plan, the municipality is monitoring the situation in a six months cycle (Rotterdam 2008).

The intercultural openness of a city is another key quality that helps cities become more accessible for international population groups and migrants, but in a less technical way. The openness of a city depends on factors such as the multilingualism, intercultural awareness, and tolerance of a city's institutions and populations. Vienna's multilingual glossary is one example of how a city can make its administration easier to understand for people with a different language context.

Berlin Integration Strategy 'Encouraging Diversity - Strengthening Cohesion' 2007-2011

Berlin has developed a cross-sectoral integration strategy that involves all ministries and departments, and that is underpinned by a Monitoring System with 43 indicators designed to measure the progress of the Senate's integration policies.

In seven fields of action (cultural diversity, education, employment, urban cohesion, diversity management, participation and anti-discrimination, and refugees), the strategy supports key projects which the Berlin Senate will undertake until 2011. Furthermore, Integration Monitoring is proposed that consists of a set of indicators measuring integration processes in all the above named fields of action.

The strategy addresses the question of the steering and coordination of integration policies in a large city. The guiding principle of the Berlin integration policy 'Fostering diversity – strengthening cohesion' is being adopted in the seven fields of action and in the key projects. The main aim is to achieve equality of opportunities for the immigrant population while at the same time understanding cultural diversity as a strength and crucial resource. The main aims represented in the strategy are: improving migrants' educational performance; labour market participation; political participation; and intercultural openness of public institutions. 45 key projects related to the strategy will be carried out until 2011. These including furthering the development of: the State Advisory Board for Integration and Migration; the intercultural openness of Job Centres; the neighbourhood management projects; the programme against racism; the dialogue with Muslim minorities; and the implementation of integration monitoring.

An annual report will serve to evaluate the progress and provide results of the integration monitoring. The first report will be published in late 2008.

This good practice toolkit, as outlined below, brings together the main elements for good management of economic migration by cities. There is scope for this toolkit to be extended and refined over time, through city to city knowledge transfer.

Access to services / social inclusion

- > Develop and maintain high quality social services to the benefit of migrants and the broader society. When adapting to economic migration, cities should bear in mind that it is people and families who are moving: not simply a labour force.
- > Make sure that your city's strategy for migrant integration is compatible with its broader social inclusion strategy.
- > Develop diversity management in public institutions and attract migrants for positions in public institutions, to make services more inclusive for migrants.
- > Make use of existing social and cultural capital in your city by organising the reception of newcomers in partnership with migrant organisations and other organisations from civil society.
- > Provide details of services and administrative requirements in all the key migrant languages (e.g. on website homepages, and in information material), especially information regarding physical and mental health, legal information and education.
- > Work together with housing associations and other housing market stakeholders, to improve access to housing and to provide short-term solutions for a rapid inflow of migrants.
- > Allow schools to adapt to the inflow of new migrants in areas where the inflow is expected to be greatest. Use structures such as bridge classes to facilitate the integration of children. If possible, provide additional staff training in the most important heritage languages of migrant children.

Access to decent labour

- > Set up local services for the recognition of skills.
- > Cooperate with private recruitment services to develop and monitor the quality of recruitment processes and to avoid exploitation.

Communication strategies

- > Migration is a campaigning issue that demands an active communication policy to make the city's commitment to equal opportunities visible, and also to stress the positive effects that migration and ethnic diversity have for the host society.
- > Develop campaigns for the immigrant population that carry the message that public services, as well as cities as a whole, need the competencies and resources that immigrants and their children have to offer (multilingualism, knowledge of cultural traditions and customs etc.)
- > Use outreach work in neighbourhoods where the effects of economic migration are strongest, in order to prevent conflicts in public spaces and to develop specially targeted projects and communication strategies.

International accessibility and openness

- > Develop your city's openness, and remove obstacles for international populations to live in your city alongside the local population and their interests (e.g. by improving the linguistic and cultural capabilities present in public services).
- > Improve your city's international accessibility by building partnerships with air carriers and other transport agents.

6_ Policy recommendations addressing the national and European level

International Partnerships

- > Develop partnerships with local, regional and national authorities and NGOs in migrants' countries of origin, in order to better prepare migrants for migration and mobility.

Language training

- > Make available free or low priced language courses according to different requirements and targeted to special groups.
- > To improve the language proficiency of migrants, also think of working in partnership with recruitment agencies and employers to co-finance language courses.
- > As a short term solution, develop your city's capacity for translation services.

Political Participation

- > Set-up appropriate bodies that can politically represent migrants who do not enjoy full political citizenship rights. Think early about building pathways for migrants that lead to full political citizenship (e.g. naturalisation).

Strategic Planning

- > Show leadership and flexibility in applying, interpreting and implementing existing legislation to react appropriately to the challenges of migration and integration.
- > Develop a comprehensive cross-sectoral integration strategy, setting out responsibilities, instruments and commonly defined goals.
- > Monitor migration and integration, and underpin your city's integration capabilities by providing indicators of progress.
- > Increase your city's capacity to react to an unexpected inflow of migrants, e.g. through short-term action plans.

Data collection

- > Work together with research institutes to improve monitoring of economic migration to/from your city. For instance, surveys, estimations and expert interviews may be more suitable in assessing the dynamic situation than registration data.
- > Analyse the evidence collected on economic migration in your city in terms of its impact on different social services and on different neighbourhoods, to evaluate the need to adapt your services to meet changing needs.

To be successful, the tools that are proposed in the above toolkit should be:

- implemented with a sustainable and long-term perspective;
- developed in partnership with the host society at large, including migrant associations, neighbourhood associations, other civil society organisations and companies;
- flexible and open enough to be able to take into account, and adapt to, the different life stages of migrants, not only in terms of personal development, and demographic characteristics but also of the legal statuses a migrant may go through.

The following recommendations arise from the cases and issues presented in this study and address policy makers at the national and European level to better empower cities in order to improve their capacity for social inclusion for migrants and for managing economic migration.

Concerning access to social services and social inclusion

- ≈ EUROCITIES underlines that cities need support for providing basic services for all residents, including all categories of migrants.

Concerning language training

- ≈ EUROCITIES asks European and national authorities to remove legal barriers that deny certain migrant groups access to language training. Language training is key to facilitating social inclusion as well as to avoiding "brain waste" and the exploitation of migrants.
- ≈ We recommend involving and supporting employers in providing language training and skill development for both newly arriving migrant workers and the existing workforce.

Concerning labour market access

- ≈ EUROCITIES asks national and European policy makers to engage in developing a certification for ethical labour recruitment agencies, who only do business with employers who respect labour rights and comply with minimum wages.
- ≈ We acknowledge the efforts undertaken by the European Commission to create legal instruments for the protection against discrimination in the labour market and beyond. They should be, however, accompanied by measures to raise awareness in the whole society on their human and social rights.
- ≈ Labour market access needs to be improved for all population groups, including other migrant groups such as asylum seekers.
- ≈ EUROCITIES encourages EU Member States to relate their qualifications systems or frameworks to the European Qualification Framework (EQF) and to ensure that all new qualifications carry a reference to the appropriate EQF level.
- ≈ We ask for further support for agencies that translate and recognise professional skills and university degrees from other countries.

Concerning economic migration

- ≈ EUROCITIES welcomes the efforts of the European Commission to harmonise entry and admission to the EU, including the coming European policy framework for economic migration. We strongly urge that this policy is not restricted to highly skilled migrants.
- ≈ EUROCITIES encourages the support of partnerships of cities with the local authorities, regions and states where migrants originate from, e.g. in the framework of the European Neighbourhood Policy. In order to be successful, these policies should aim for a true partnership that tries to increase the benefits for all parties involved.
- ≈ EUROCITIES urges the European Institutions to complete the European framework for the transferability of pension rights in due time to enable workers to be mobile without losing work-related benefits.
- ≈ The use of EU Structural Funds for projects to improve the management of economic migration should be made possible in all affected areas.

- ≈ Measures supporting employers with advice on legitimate ways to recruit workers from third countries need to be further extended. Advice is required on how to employ migrant workers to ensure that their employment rights are guaranteed and they have adequate accommodation.
- ≈ EUROCIITIES proposes that more attention should be given to the topic of campaigning and the dissemination of information about migration, integration and diversity in transnational exchanges, projects and funding schemes. Promoting welcoming and receptive values in the wider public is in itself highly relevant for integration and it is important to follow up the activities and achievements of the European Year of Intercultural Dialogue.

Concerning data and Information

- ≈ EUROCIITIES members make significant efforts to identify the main challenges of economic migration to cities through monitoring and data collection. As existing instruments for statistical monitoring are less and less capable of reflecting the volatile character of migration and mobility, cities need support from researchers to develop new monitoring tools. Appropriate support for the cooperation between local authorities and research institutions is needed in the European Research Framework.
- ≈ EUROCIITIES also suggests initiating a debate and an exchange of experiences on basic local registration schemes for residents that could lead to more effective social policies through better and more accurate monitoring of local population changes.

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