DER KONGRESS DER GEMEINDEN UND REGIONEN EUROPAS DES **EUROPARATES**

Integrationspolitik auf regionaler und lokaler Ebene

Referenztexte

IRE Fachkonferenz

Best Practice Beispiele aus Europa

in Zusammenarbeit mit dem Staatssekretariat für Integration

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REFERENZTEXTE DES KONGRESSES

Integrationspolitik auf regionaler und lokaler Ebene

Informationsdokument

Inhalt

ÜBEREINKOMMEN

- Übereinkommen über die Beteiligung von Ausländern am kommunalen öffentlichen Leben
- Liste der Ratifizierungen und Unterschriften *[nur auf Englisch erhältlich]*

EMPFEHLUNGEN

- Recommendation 347 (2013) – Migrants' access to regional labour markets *[nur auf Englisch erhältlich]*
- Recommendation 343 (2013) - Integration through self-employment: promoting migrant entrepreneurship in European municipalities *[nur auf Englisch erhältlich]*
- Empfehlung 262 (2009) - Gleichheit und Vielfalt bei der Beschäftigung und den Diensten der Gemeinden
- Empfehlung 261 (2009) - Interkulturelle Städte
- Empfehlung 252 (2008) - Verbesserte Integration von Migranten durch kommunale Wohnungspolitik

ENTSCHLIESSUNGEN

- Resolution 362 (2013) – Migrants' access to regional labour markets *[nur auf Englisch erhältlich]*
- Resolution 358 (2013) - Integration through self-employment: promoting migrant entrepreneurship in European municipalities *[nur auf Englisch erhältlich]*
- Entschließung 318 (2010) - Kulturelle Integration von muslimischen Frauen in europäischen Städten
- Entschliessung 281 (2009) - Gleichheit und Vielfalt bei der Beschäftigung und den Diensten der Gemeinden
- Entschliessung 280 (2009) - Interkulturelle Städte
- Entschliessung 270 (2008) - Verbesserte Integration von Migranten durch kommunale Wohnungspolitik

BERICHTE *[nur auf Englisch erhältlichen]*

- CPR(25)3 – Migrants' access to regional labour markets
- CPL(25)2 - Integration through self-employment: promoting migrant entrepreneurship in European municipalities
- CG(19)12 - Cultural Integration of Muslim Women in European Cities
- CPL(16)2Rep – Equality and diversity in local authority employmentand service provision
- CPL(16)1Rep - Intercultural cities
- CPL(15)5Rec - Improving the integration of migrants through local housing policies

ANHANG

- Liste der Referenztexte des Kongresses der Gemeinden und Regionen *[nur auf Englisch erhältlich]*

Übereinkommen über die Beteiligung von Ausländern am kommunalen öffentlichen Leben Straßburg/Strasbourg, 5.II.1992

Nichtamtliche Übersetzung

Die Mitgliedstaaten des Europarats, die dieses Übereinkommen unterzeichnen,
in der Erwägung, daß es das Ziel des Europarats ist, eine engere Verbindung zwischen seinen Mitgliedern herbeizuführen, um die Ideale und Grundsätze, die ihr gemeinsames Erbe bilden, zu wahren und zu fördern sowie ihren wirtschaftlichen und sozialen Fortschritt unter Achtung der Menschenrechte und Grundfreiheiten zu erleichtern;
in Bekräftigung ihres Bekenntnisses zu dem universellen und unteilbaren Charakter der Menschenrechte und Grundfreiheiten, die auf der Würde aller Menschen beruhen;
gestützt auf die Artikel 10, 11, 16 und 60 der Konvention zum Schutze der Menschenrechte und Grundfreiheiten;
in der Erwägung, daß der Aufenthalt von Ausländern im Staatsgebiet zu einem dauerhaften Wesenszug der Gesellschaft in den europäischen Staaten geworden ist;
in der Erwägung, daß ansässige Ausländer auf kommunaler Ebene allgemein dieselben Pflichten haben wie Staatsbürger;
eingedenk der aktiven Beteiligung der ansässigen Ausländer am Leben der örtlichen Gemeinschaft und an der Entwicklung ihres Wohlstands sowie überzeugt von der Notwendigkeit, ihre Eingliederung in die örtliche Gemeinschaft zu verbessern, insbesondere durch eine Ausweitung der Möglichkeiten einer Beteiligung an den kommunalen öffentlichen Angelegenheiten,
sind wie folgt übereingekommen:

Teil I

Artikel 1

1. Jede Vertragspartei wendet die Bestimmungen der Kapitel A, B und C an. Jeder Vertragsstaat kann jedoch bei der Hinterlegung seiner Ratifikations-, Annahme-, Genehmigungs- oder Beitrittsurkunde erklären, daß er sich das Recht vorbehält, entweder Kapitel B oder C oder aber beide Kapitel nicht anzuwenden.
2. Jede Vertragspartei die erklärt hat, daß sie nur ein oder zwei Kapitel anwenden wird, kann jederzeit danach dem Generalsekretär notifizieren, daß sie bereit ist, die Bestimmungen des Kapitels oder der Kapitel anzuwenden, die sie zum Zeitpunkt der Hinterlegung ihrer Ratifikations-, Annahme-, Genehmigungs- oder Beitrittsurkunde nicht angenommen hatte.

Artikel 2

Für die Zwecke dieses Übereinkommens bezeichnet der Ausdruck "ansässige Ausländer" Personen, die nicht Angehörige des jeweiligen Staates sind und die ihren rechtmäßigen Aufenthalt in dessen Hoheitsgebiet haben.

Kapitel A – Freie Meinungsäußerung, Versammlungs- und Vereinigungsfreiheit

Artikel 3

Jede Vertragspartei verpflichtet sich, vorbehaltlich des Artikels 9 den ansässigen Ausländern unter denselben Bedingungen wie ihren eigenen Staatsangehörigen folgendes zu gewährleisten:

a. Anspruch auf freie Meinungsäußerung; dieses Recht schließt die Freiheit der Meinung und die Freiheit zum Empfang und zur Mitteilung von Nachrichten oder Ideen ohne Eingriffe öffentlicher Behörden und ohne Rücksicht auf Landesgrenzen ein. Dieser Artikel schließt nicht aus, daß die Staaten Rundfunk-, Lichtspiel- oder Fernsehunternehmen einem Genehmigungsverfahren unterwerfen;
b. das Recht, sich friedlich zu versammeln und sich frei mit anderen zusammenzuschließen, einschließlich des Rechts, zum Schutz ihrer Interessen Gewerkschaften zu bilden und diesen beizutreten. Insbesondere umfaßt das Recht, sich frei mit anderen zusammenzuschließen, das Recht ansässiger Ausländer, eigene örtliche Vereinigungen zum Zweck der gegenseitigen Hilfe, der Erhaltung und der äußerung ihrer kulturellen Identität oder der Wahrnehmung ihrer Interessen in Angelegenheiten, die in die Zuständigkeit der kommunalen

Gebietskörperschaften fallen, zu bilden, sowie das Recht, jeder beliebigen Vereinigung beizutreten.

Artikel 4

Jede Vertragspartei bemüht sich sicherzustellen, daß angemessene Anstrengungen unternommen werden, um ansässige Ausländer an öffentlichen Umfragen, Planungsverfahren und anderen Befragungsvorgängen in bezug auf kommunale Angelegenheiten zu beteiligen.

Kapitel B – Beratende Gremien zur Vertretung ansässiger Ausländer auf kommunaler Ebene

Artikel 5

1. Jede Vertragspartei verpflichtet sich, vorbehaltlich des Artikels 9 Absatz 1:
    a. sicherzustellen, daß es keine gesetzlichen oder sonstigen Hemmnisse gibt, welche die kommunalen Gebietskörperschaften, in deren Gebiet es eine bedeutende Anzahl ansässiger Ausländer gibt, daran hindern, beratende Gremien einzurichten oder andere angemessene institutionelle Vorkehrungen zu treffen mit dem Ziel:
        i. die Verbindung zwischen diesen Gebietskörperschaften und den genannten Ausländern zu sichern,
        ii. ein Forum für die Erörterung und Formulierung der Meinungen, Wünsche und Sorgen der ansässigen Ausländer in Fragen des kommunalen öffentlichen Lebens, die sie besonders betreffen, einschließlich Tätigkeiten und Verantwortlichkeiten der betreffenden Gebietskörperschaft, zu bieten, und
        iii. die allgemeine Eingliederung der ansässigen Ausländer in das Leben der Gemeinschaft zu fördern;
    b. die Einrichtung solcher beratenden Gremien oder die Schaffung anderer angemessener institutioneller Vorkehrungen zur Vertretung ansässiger Ausländer durch die kommunalen Gebietskörperschaften, in deren Gebiet es eine bedeutende Anzahl ansässiger Ausländer gibt, anzuregen und zu erleichtern.
2. Jede Vertragspartei stellt sicher, daß die Vertreter ansässiger Ausländer, die sich an den in Artikel 1 bezeichneten beratenden Gremien oder anderen institutionellen Vorkehrungen beteiligen, von den ansässigen Ausländern im Gebiet der kommunalen Gebietskörperschaft gewählt oder von einzelnen Vereinigungen ansässiger Ausländer ernannt werden können.

Kapitel C – Stimmrecht bei Kommunalwahlen

Artikel 6

1. Jede Vertragspartei verpflichtet sich, vorbehaltlich des Artikels 9 Absatz 1 jedem ansässigen Ausländer bei Kommunalwahlen das aktive und passive Wahlrecht zuzugestehen unter der Bedingung, daß er dieselben rechtlichen Voraussetzungen erfüllt, die für Staatsangehörige gelten, und darüber hinaus in den letzten fünf Jahren vor der Wahl rechtmäßig seinen gewöhnlichen Aufenthalt in dem betreffenden Staat hatte.
2. Ein Vertragsstaat kann jedoch bei der Hinterlegung seiner Ratifikations-, Annahme-, Genehmigungs- oder Beitrittsurkunde erklären, daß er beabsichtigt, die Anwendung des Absatzes 1 auf das aktive Wahlrecht zu beschränken.

Artikel 7

Jede Vertragspartei kann entweder einseitig oder durch zwei- oder mehrseitige übereinkunft festlegen, daß die in Artikel 6 enthaltenen Aufenthaltsvoraussetzungen auch durch eine kürzere Aufenthaltsdauer erfüllt sind.

Teil II

Artikel 8
Jede Vertragspartei bemüht sich sicherzustellen, daß den ansässigen Ausländern Informationen über ihre Rechte und Pflichten in bezug auf das kommunale öffentliche Leben zur Verfügung stehen.

Artikel 9
1. Im Fall eines Krieges oder eines anderen öffentlichen Notstands, der das Leben der Nation bedroht, können die den ansässigen Ausländern aufgrund des Teiles I gewährten Rechte in dem Umfang und unter der Bedingung weiter eingeschränkt werden, daß diese Einschränkungen nicht in Widerspruch zu den sonstigen völkerrechtlichen Verpflichtungen der Vertragspartei stehen.
2. Da das durch Artikel 3 Buchstabe a anerkannte Recht Pflichten und Verantwortung mit sich bringt, kann es bestimmten, vom Gesetz vorgesehenen Formvorschriften, Bedingungen, Einschränkungen oder Strafdrohungen unterworfen werden, wie sie in einer demokratischen Gesellschaft im Interesse der nationalen Sicherheit, der territorialen Unversehrtheit oder der öffentlichen Sicherheit, zur Aufrechterhaltung der Ordnung und zur Verbrechensverhütung, zum Schutz der Gesundheit und der Moral, zum Schutz des guten Rufes oder der Rechte anderer, zur Verhinderung der Verbreitung vertraulich erhaltener Nachrichten oder zur Gewährleistung des Ansehens und der Unparteilichkeit der Rechtsprechung notwendig sind.
3. Das durch Artikel 3 Buchstabe b anerkannte Recht darf keinen anderen Einschränkungen unterworfen werden als den vom Gesetz vorgesehenen, die in einer demokratischen Gesellschaft im Interesse der äußeren und inneren Sicherheit, zur Aufrechterhaltung der Ordnung und zur Verbrechensverhütung, zum Schutz der Gesundheit und der Moral oder zum Schutz der Rechte und Freiheiten anderer notwendig sind.
4. Alle in übereinstimmung mit diesem Artikel getroffenen Maßnahmen müssen dem Generalsekretär des Europarats notifiziert werden, der die anderen Vertragsparteien davon in Kenntnis setzt. Dasselbe Verfahren gilt bei der Aufhebung solcher Maßnahmen.
5. Die Bestimmungen dieses Übereinkommens sind nicht als Beschränkung oder Minderung von Rechten auszulegen, die in den Gesetzen einer Vertragspartei oder einem anderen Vertrag, deren Vertragspartei sie ist, festgelegt sind.

Artikel 10
Jede Vertragspartei setzt den Generalsekretär des Europarats von jeder von den zuständigen Behörden in ihrem Hoheitsgebiet beschlossenen gesetzlichen Bestimmung oder sonstigen Maßnahme in Kenntnis, die sich auf ihre Verpflichtungen aufgrund dieses Übereinkommens bezieht.

Teil III

Artikel 11
Dieses Übereinkommen liegt für die Mitgliedstaaten des Europarats zur Unterzeichnung auf. Es bedarf der Ratifikation, Annahme oder Genehmigung. Die Ratifikations-, Annahme- oder Genehmigungsurkunden werden beim Generalsekretär des Europarats hinterlegt.

Artikel 12
1. Dieses Übereinkommen tritt am ersten Tag des Monats in Kraft, der auf einen Zeitabschnitt von drei Monaten nach dem Tag folgt, an dem vier Mitgliedstaaten des Europarats nach Artikel 11 ihre Zustimmung ausgedrückt haben, durch das Übereinkommen gebunden zu sein.
2. Für jeden Mitgliedstaat, der später seine Zustimmung ausdrückt, durch das Übereinkommen gebunden zu sein, tritt es am ersten Tag des Monats in Kraft, der auf einen Zeitabschnitt von drei Monaten nach Hinterlegung der Ratifikations-, Annahme- oder Genehmigungsurkunde folgt.

Artikel 13
1. Nach Inkrafttreten dieses Übereinkommens kann das Ministerkomitee des Europarats durch einen mit der in Artikel 20 Buchstabe d der Satzung des Europarats vorgesehenen Mehrheit und mit einhelliger Zustimmung der Vertreter der Vertragsstaaten, die Anspruch auf einen Sitz im Komitee haben, gefaßten Beschluß jeden Nichtmitgliedstaat des Europarats einladen, dem Übereinkommen beizutreten.

2. Für jeden beitretenden Staat tritt das Übereinkommen am ersten Tag des Monats in Kraft, der auf einen Zeitabschnitt von drei Monaten nach Hinterlegung der Beitrittsurkunde beim Generalsekretär des Europarats folgt.

Artikel 14
Von Vertragsparteien des Übereinkommens in übereinstimmung mit Artikel 1 Absatz 2 nachträglich abgegebene Verpflichtungen gelten als untrennbarer Teil der Ratifikation, der Annahme, der Genehmigung oder des Beitritts der notifizierenden Vertragspartei und haben vom ersten Tag des Monats an, der auf einen Zeitabschnitt von drei Monaten nach Eingang der Notifikation beim Generalsekretär folgt, dieselbe Wirkung.

Artikel 15
Dieses Übereinkommen gilt für alle Arten von kommunalen Gebietskörperschaften, die im Hoheitsgebiet jeder Vertragspartei bestehen. Jedoch kann jede Vertragspartei bei der Hinterlegung ihrer Ratifikations-, Annahme-, Genehmigungs- oder Beitrittsurkunde die Arten von Gebietskörperschaften bezeichnen, auf die sie den Anwendungsbereich des Übereinkommens beschränken oder die sie von seinem Anwendungsbereich ausschließen will.

Artikel 16
1. Jeder Staat kann bei der Unterzeichnung oder bei der Hinterlegung seiner Ratifikations-, Annahme-, Genehmigungs- oder Beitrittsurkunde einzelne oder mehrere Hoheitsgebiete bezeichnen, auf die dieses Übereinkommen Anwendung findet.
2. Jeder Staat kann jederzeit danach durch eine an den Generalsekretär des Europarats gerichtete Erklärung die Anwendung dieses Übereinkommens auf jedes weitere in der Erklärung bezeichnete Hoheitsgebiet erstrecken. Das Übereinkommen tritt für dieses Hoheitsgebiet am ersten Tag des Monats in Kraft, der auf einen Zeitabschnitt von drei Monaten nach Eingang der Erklärung beim Generalsekretär folgt.
3. Jede nach den Absätzen 1 und 2 abgegebene Erklärung kann in bezug auf jedes darin bezeichnete Hoheitsgebiet durch eine an den Generalsekretär gerichtete Notifikation zurückgenommen werden. Die Rücknahme wird am ersten Tag des Monats wirksam, der auf einen Zeitabschnitt von sechs Monaten nach Eingang der Notifikation beim Generalsekretär folgt.

Artikel 17
Vorbehalte zu diesem Übereinkommen mit Ausnahme des in Artikel 1 Absatz 1 bezeichneten Vorbehalts sind nicht möglich.

Artikel 18
1. Jede Vertragspartei kann dieses Übereinkommen jederzeit durch eine an den Generalsekretär des Europarats gerichtete Notifikation kündigen.
2. Die Kündigung wird am ersten Tag des Monats wirksam, der auf einen Zeitabschnitt von sechs Monaten nach Eingang der Notifikation beim Generalsekretär folgt.

Artikel 19

Der Generalsekretär des Europarats notifiziert den Mitgliedstaaten des Rates und jedem Staat, der diesem Übereinkommen beigetreten ist:
a. jede Unterzeichnung;
b. jede Hinterlegung einer Ratifikations-, Annahme-, Genehmigungs- oder Beitrittsurkunde;
c. jeden Zeitpunkt des Inkrafttretens dieses Übereinkommens nach den Artikeln 12, 13, und 16;
d. jede nach Artikel 1 Absatz 2 eingegangene Notifikation;
e. jede nach Artikel 9 Absatz 4 eingegangene Notifikation;
f. jede andere Handlung, Notifikation oder Mitteilung im Zusammenhang mit diesem Übereinkommen.

Zu Urkund dessen haben die hierzu gehörig befugten Unterzeichneten dieses Übereinkommen unterschrieben.

Geschehen zu Straßburg am 5. Februar 1992 in englischer und französischer Sprache, wobei jeder Wortlaut gleichermaßen verbindlich ist, in einer Urschrift, die im Archiv des Europarats hinterlegt wird. Der Generalsekretär des Europarats übermittelt allen Mitgliedstaaten des Europarats und allen zum Beitritt zu diesem Übereinkommen eingeladenen Staaten beglaubigte Abschriften.

Convention on the Participation of Foreigners in Public Life at Local Level
CETS No.: 144
Treaty open for signature by the member States and for accession by non-member States

Opening for signature	Entry into force
Place: Strasbourg Date : 5/2/1992	Conditions: 4 Ratifications. Date : 1/5/1997

Status as of: 28/11/2013

Member States of the Council of Europe

	Signature	Ratification	Entry into force	Notes	R.	D.	A.	T.	C.	O.
Albania	9/6/2004	19/7/2005	1/11/2005			X				
Andorra										
Armenia										
Austria										
Azerbaijan										
Belgium										
Bosnia and Herzegovina										
Bulgaria										
Croatia										
Cyprus	15/11/1996									
Czech Republic	7/6/2000									
Denmark	5/2/1992	6/4/2000	1/8/2000					X		
Estonia										
Finland	26/8/1997	12/1/2001	1/5/2001			X				
France										
Georgia										
Germany										
Greece										
Hungary										
Iceland	11/2/2004	11/2/2004	1/6/2004							
Ireland										
Italy	5/2/1992	26/5/1994	1/5/1997			X				
Latvia										
Liechtenstein										
Lithuania	12/2/2008									
Luxembourg										
Malta										
Moldova										
Monaco										
Montenegro										

Netherlands	30/11/1994	28/1/1997	1/5/1997			X		X		
Norway	9/8/1993	9/8/1993	1/5/1997					X		
Poland										
Portugal										
Romania										
Russia										
San Marino										
Serbia										
Slovakia										
Slovenia	23/11/2006									
Spain										
Sweden	5/2/1992	12/2/1993	1/5/1997							
Switzerland										
The former Yugoslav Republic of Macedonia										
Turkey										
Ukraine										
United Kingdom	5/2/1992									

Non-members of the Council of Europe

Signature	Ratification	Entry into force	Notes	R.	D.	A.	T.	C.	O.

Total number of signatures not followed by ratifications:	5
Total number of ratifications/accessions:	8

Notes:
a: Accession - s: Signature without reservation as to ratification - su: Succession - r: Signature "ad referendum".
R.: Reservations - D.: Declarations - A.: Authorities - T.: Territorial Application - C.: Communication - O.: Objection.

Source : Treaty Office on http://conventions.coe.int – * Disclaimer

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COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

25th SESSION
Strasbourg, 29-31 October 2013

Migrants' access to regional labour markets

Recommendation 347 (2013)[1]

1. The rapidly growing cultural diversity of European societies has brought to the forefront the questions of both integration of migrants into the host community and their participation in the economic development, in particular at regional and local levels. The migrant population in Europe is becoming more diverse not only in terms of ethnic or national origin, but also of length of stay, educational achievement, and socio-economic position, meaning that migrants today have better opportunities for making a meaningful contribution to the regional and local economy, which is especially important in the current economic crisis.

2. In 2011, 33.3 million foreigners were living in the European Union alone (6.6% of the total population). The majority (20.5 million) were third-country nationals (4.4% of the total population). About 80% of third-country nationals in the EU are of working age (15–64 years) and constitute a significant pool of the labour force. In the period prior to the economic crisis, from 2000 to 2007, third-country nationals contributed to a quarter of the overall rise in employment.[2] Yet this migrant human capital remains widely underused, to a large extent due to the lack of recognition of foreign qualifications, complexity of procedures for obtaining work authorisation as well as a range of discriminatory practices. During the economic crisis, the employment situation of migrant workers has deteriorated more rapidly than that of natives.

3. Migrants' access to the labour market or to creating their own businesses is of utmost importance for successful integration processes because gainful activities – as employee on the labour market or as entrepreneur – constitute a central dimension of both the structural and social integration of migrants. Many opportunities for their participation in society and economic processes become available through employment or self-employment, influencing their social status as individuals. Successful integration through employment contributes to better social cohesion at the local and regional levels and renders a wide range of benefits for the communities and regional population, including by reducing costs associated with social assistance and conflict resolution.

[1] . Debated and approved by the Chamber of Regions on 30 October 2013 and adopted by the Congress on 31 October 2013, 3rd Sitting (see Document CPR(25)3, explanatory memorandum), presented by Inger Linge, Sweden (R, EPP/CCE) on behalf of Deidre McGowan, Ireland (R, ILDG), rapporteur.
[2] European Commission (EC) - Employment in Europe 2008, Luxembourg 2009.

4. Thus, employment and self-employment have been widely recognised as a crucial step in the process of migrants' integration: they are an integral part of building intercultural relations and improving social cohesion of regional and local communities. Although the regulatory framework for integration is set mostly at the national or European level, regional and local authorities have considerable leeway in implementing related regulations and in moderating their impact and outcome at the grassroots level. Since integration always takes place in a concrete local context, they share the responsibility for the inclusion of migrants in regional and local economic processes,[3] and play a crucial role in creating specific conditions of access to regional and local labour markets or to entrepreneurial activity. This has also been emphasised in the European Agenda for the Integration of Third-Country Nationals.[4]

5. The challenge of integrating migrants in regional and local communities as a major factor for better social cohesion and intercultural harmony, and the crucial role of regional and local authorities in this process, were also highlighted in the report on "Living together: Combining diversity and freedom in 21st century Europe", commissioned by the Council of Europe and prepared by its Group of Eminent Persons in 2011.

6. Over the past years, the Congress of Local and Regional Authorities has addressed to the Committee of Ministers a number of recommendations on various aspects of the integration of migrants at local level, in particular Recommendation 115 (2002) on "the participation of foreign residents in local public life: consultative bodies"; Recommendation 153 (2004) on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions"; Recommendation 252 (2008) on "Improving the integration of migrants through local housing policies"; Recommendation 261 (2009) on "Intercultural cities"; Recommendation 262 (2009) on "Equality and diversity in local authority employment and service provision"; Recommendation 304 (2011) on "Meeting the challenge of inter-faith and intercultural tensions at local level"; and Recommendation 347 (2013) on "Integration through self-employment: promoting migrant entrepreneurship in European municipalities". Improving migrants' access to regional labour markets is another aspect crucial for migrant integration at the grassroots.

7. Regional policy can directly influence the conditions of migrants' employment, even if it has to operate in a framework of national and federal state regulations and legislations. In many countries, regional authorities have significant competences in regulating employment and access to labour markets in terms of evaluation of skills and qualifications, issuance of work permits, and provision of proper education and training, as well as of financial assistance, among others. Yet, in many regions, even highly skilled migrant workers are unable to work and integrate professionally, which is often due to the complexity of procedures and discriminatory attitudes and prejudice towards hiring migrants.

[3] CdR 212/2009 fin - Own-Initiative Opinion of the Committee of the Regions on Local and regional authorities at the forefront of integration policies, p. 4f, Brussels 2009.

[4] COM(2011) 455 Final – Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, European Agenda for the Integration of Third-Country Nationals, p. 8-9, Brussels 2011.

8. The Congress is convinced that promoting migrants' access to regional labour markets and business activities requires a broad range of policies and measures, which must be part of the general economic development and social policy, and which must be guided by the principles of equality, non-discrimination and respect for human rights. Such policies must be based on an integrated approach encompassing most aspects of traditional integration policy, improvement of intercultural relations and diversity management. The challenge of supporting the integration of migrants into increasingly diverse societies calls indeed for innovative measures in all relevant institutions of the host society, and the regional level offers unique opportunities for a bottom-up development of such innovation.

9. In the light of the above, the Congress of Local and Regional Authorities asks the Committee of Ministers to invite member States of the Council of Europe to review national regulatory frameworks for the employment of migrants with a view to improving and facilitating their access to labour markets, as well as to promote and support regional action and measures aimed at facilitating migrants' access to employment, and in particular to:

a. encourage regional authorities to mainstream migrant employment policies and strategies into regional economic development plans;

b. adopt and enforce non-discrimination legislative measures with regard to employment;

c. consider lifting or shortening the duration of work restrictions for certain categories of migrants (such as refugees and asylum seekers);

d. review, where applicable, procedures for the evaluation of skills and qualifications, in particular for medium-and high-skilled migrants, in order to facilitate their obtaining of work authorisation without undue delay;

e. review and facilitate, where applicable, general procedures for obtaining work authorisation by migrants;

f. review and facilitate employment procedures in order to reduce bureaucratic hurdles and to remove excessive requirements for certain categories of jobs, in particular language requirements where applicable;

g. support the development of regional intercultural policies aimed at fostering dialogue and interaction between migrants and the host community, in order to change the prejudiced attitudes of the local population (in particular employers) towards hiring migrants;

h. support training for regional staff to improve their intercultural competences and promote respect for diversity and non-discriminatory attitudes and practices;

i. support the development of intra and inter-regional co-operation aimed at facilitating labour mobility, which would be beneficial also to the migrant population;

j. promote migrant entrepreneurship as a measure to increase job creation and expand regional labour markets, which would be beneficial also to migrant employment;

k. improve education opportunities for migrants and their access to educational institutions, including by providing financial assistance as necessary.

10. The Congress further reaffirms the continued relevance of its proposals for the integration of migrants contained in its recommendations referred to in paragraph 6 above, and asks the Committee of Ministers to invite member States of the Council of Europe to ensure their full implementation.

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COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

25th SESSION
Strasbourg, 29-31 October 2013

Integration through self-employment: promoting migrant entrepreneurship in European municipalities

Recommendation 343 (2013)[1]

1. The immigrant population in Europe is growing and rapidly becoming more diverse in terms of ethnic or national origin, as well as in terms of length of stay, educational achievement, and socio-economic position. Increasing migration to Europe raises the questions of both integration of migrants into the host community and their meaningful contribution to the local economy and economic development, which is especially important in the current situation of economic crisis.

2. An increasing number of migrants are becoming entrepreneurial, with a greater number of migrants interested in setting up their own businesses than among the native population. The ongoing rise in migrant entrepreneurship is expected to contribute significantly to the integration of immigrants at local level, to the economic development of their city of residence, and to the creation of new businesses in Europe in general, which has been identified as a crucial issue in the EU proposal for the programme for business competitiveness and small and medium-sized enterprises (SMEs),[2] in the implementation of the Europe 2020 strategy.

3. Micro-businesses and SMEs represent 99% of all enterprises in the EU,[3] employ 67% of the workforce in the private sector, account for 58% of the total turnover[4] and create 4 million new jobs every year.[5] It is the entrepreneurs behind these businesses who are the backbone for building stability and success for European economic recovery and development. However, Europe lags behind other world regions in the creation of new businesses, with only 37% of Europeans interested in starting a business – down from 45% three years ago – compared to 51% in the USA and 56% in China.[6] Improving the possibilities and conditions for starting and operating businesses in Europe as well as for supporting and protecting entrepreneurs is therefore crucial for European economic development.

4. Migrant entrepreneurs can be important for various reasons: they create their own jobs; create jobs for others; develop different social networks than immigrant workers and shape their own destinies rather than waiting for cues from the host society's institutions. As entrepreneurs, they may provide a different range of goods and services; they can enhance the vitality of particular streets or neighbourhoods in cities or of specific economic sectors and most of all, they play their part in the 'natural' process of succession and renewal of the total corpus of entrepreneurs.

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[1] Debated and approved by the Chamber of Local Authorities on 30 October 2013, and adopted by the Congress on 31 October 2013, 3rd sitting (see Document CPL(25)2, explanatory memorandum, presented by Henrik HAMMAR , Sweden (L, EPP/CCE), rapporteur).
[2] COM(2011) 834 – Proposal for a programme for the competitiveness of enterprises and small and medium-sized enterprises (2014-2020).
[3] CLIP – Promoting ethnic entrepreneurship in European cities, © European Union, 2011, ISBN 978-92-897-1038-1.
[4] COM(2011) 834 – Proposal for a programme for the competitiveness of enterprises and small and medium-sized enterprises (2014-2020).
[5] COM(2012) 795 – Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe.
[6] Ibid.

5. However, migrants face significant obstacles when starting business careers, which are specific to their situation and include, among others, difficulties in contacting the authorities, receiving funding or accessing local social networks. The typical barriers they encounter are related to the availability of information about entrepreneurial opportunities and the relevant rules and regulations; to the availability of business locations; to the availability of financial capital; to having access to a pool of customers; to their embeddedness in local, national and transnational networks; to staff management; and to the availability of skills and competencies.

6. At the same time, many national authorities today consider that migrant entrepreneurship is first and foremost a question of entrepreneurship, that efforts toward entrepreneurs are also beneficial for migrants, and that no specific measures are therefore needed to promote migrant entrepreneurship.

7. Over the past years, the Congress of Local and Regional Authorities has addressed to the Committee of Ministers a number of recommendations on various aspects of integration of migrants at local level, in particular Recommendation 115 (2002) on "The participation of foreign residents in local public life: consultative bodies"; Recommendation 153 (2004) on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions"; Recommendation 252 (2008) on "Improving the integration of migrants through local housing policies"; Recommendation 261 (2009) on "Intercultural cities"; Recommendation 262 (2009) on "Equality and diversity in local authority employment and service provision"; and Recommendation 304 (2011) on "Meeting the challenge of inter-faith and intercultural tensions at local level". The integration of migrants through local entrepreneurship and self-employment is another aspect that deserves full attention.

8. The challenge of integrating migrants in local communities as a major factor for better social cohesion and intercultural harmony, and the crucial role of local authorities in this process, were also highlighted in the report on "Living together: Combining diversity and freedom in 21st century Europe", commissioned by the Council of Europe and prepared by its Group of Eminent Persons in 2011.[7]

9. The European Commission, in its January 2013 communication "Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe", committed itself to proposing "policy initiatives to attract migrant entrepreneurs and to facilitate entrepreneurship among migrants already present in the EU or arriving for reasons other than setting up business, building on the best practices developed in the member states, including by local authorities."[8] The Commission also invited EU member states to remove legal obstacles to the establishment of businesses by legal migrant entrepreneurs and to facilitate access to information and networking for migrant entrepreneurs and prospective migrant entrepreneurs.[9]

10. Maintaining and improving social cohesion through better integration and inclusion of migrants and other minority groups has become a major challenge for all Council of Europe member states, in particular in this time of economic crisis. The implementation of the Europe 2020 strategy in EU countries should provide impetus and positive examples to trigger similar policies and action in non-EU member states as well.

11. In the light of the above, the Congress of Local and Regional Authorities asks the Committee of Ministers to invite member states of the Council of Europe to:

a. recognise the importance of migrant entrepreneurship for integration and economic development, and promote migrant entrepreneurship as part of wider integration policies and economic growth;

b. review the regulatory and structural frameworks for setting up and operating small and medium-sized businesses, which frequently present barriers to migrant business creation, bearing in mind the Think Small First principle and aim to:

i. make national laws more business-friendly for SMEs;

[7] "Living together: Combining diversity and freedom in 21st century Europe", Report of the Group of Eminent Persons of the Council of Europe, © Council of Europe, May 2011.
[8] COM(2012) 795 – Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe.
[9] Ibid.

ii. simplify procedures and reduce administrative burdens;

iii. improve the information flow between business and the administration;

iv. provide access to finance and support access to markets;

v. evaluate the impact of policy measures on migrant business operations;

vi. set up mechanisms for consultations with entrepreneurs and their associations to ensure their feedback on the way policy measures are implemented and their effectiveness.

c. advocate and develop in particular methods to facilitate access to venture capital through micro-financing for migrant entrepreneurs and other specific groups;

d. raise the awareness of intermediary organisations such as training centres, consultancies and business associations concerning the situation and conditions of migrant entrepreneurs and strengthen these organisations' capacities;

e. recognise the importance of the local level in promoting migrant entrepreneurship, and support local policies and measures to facilitate the start-up and operation of migrant businesses;

f. improve the framework for increasing the participation of migrants, including migrant entrepreneurs, in decision making at local level, and in particular grant the right to vote at local level to non-EU foreign residents, following the example of more than 20 European countries which have done so, as well as sign and ratify the Council of Europe Convention on the Participation of Foreigners in Public Life at Local Level;[10]

g. stimulate network building between different actors and co-operation between different levels of governance to raise awareness and increase the knowledge of migrant entrepreneurship;

h. promote entrepreneurship and business creation in general and recognise in particular the importance of SMEs in meeting the challenges brought about by the ageing of the European population.

12. The Congress further reaffirms the continued relevance of its proposals for the integration of migrants contained in its recommendations referred to in paragraph 7 above, and asks the Committee of Ministers to invite member states of the Council of Europe to ensure their full implementation.

13. The Congress also recommends that the European Union and its structures:

a. recognise migrant entrepreneurship as an important aspect of integration and use its potential to contribute to job creation and inclusive economic growth in Europe;

b. take advantage of the possibilities at European level to support local and national governments in their efforts to promote migrant entrepreneurship and increase migrant entrepreneurs' access to venture capital;

c. recognise and promote entrepreneurship in general as a prerequisite for Europe in dealing with future challenges;

d. make the best use of the existing knowledge of European countries, regions and cities to promote experience sharing and dissemination of best practices.

[10] Council of Europe Convention on the Participation of Foreigners in Public Life at Local Level of 1992, CETS No. 144.

Der Kongress
der Gemeinden und Regionen

16. PLENARTAGUNG
Straßburg, 3. – 5. März 2009

Gleichheit und Vielfalt bei der Beschäftigung und den Diensten der Gemeinden

Empfehlung 262 (2009)[1]

1. Die Migrationsströme können die Vielfalt und Vitalität der europäischen Städte begünstigen, wie der Kongress der Gemeinden und Regionen in seiner Entschließung 181 (2004) für „einen Pakt zur Integration und Beteiligung der Einwanderer in den Städten und Regionen Europas " unterstrich. In der Entschließung wird zu einer interkulturellen Öffnung der öffentlichen Dienste aufgerufen, um diese Vielfalt als Ressource zur Förderung der Integration zu nutzen;

2. Es ist allgemein bekannt, dass die Förderung von Nichtdiskriminierung und Chancengleichheit in der Beschäftigung und den Diensten sowie die Verwaltung der Vielfalt eine entscheidende Rolle für Einwanderer im Integrationsprozess spielen können;

3. Da die Integration hauptsächlich auf lokaler Ebene stattfindet, sind die Gemeinden in diesem Prozess die Hauptakteure, umso mehr als sie oft zu den Hauptarbeitgebern ihrer Region zählen und auch wichtige Anbieter von Dienstleistungen sind;

4. Das CLIP-Netz (Cities for Local Integration Policy), dessen Mitbegründer der Kongress ist, hat daher beschlossen, erfolgreiche Strategien für die Beschäftigung von Einwanderern und die Erbringung von Dienstleistungen für diese Bevölkerungsgruppe durch die Gemeinden zu entwickeln;

5. Die aus den im Rahmen des CLIP-Netzes durchgeführten Fallstudien gezogenen Feststellungen zeigen, dass ein nationaler Gesetzes- und Politikrahmen notwendig ist, damit die Gemeinden effizient und umfassend ihre Ziele Gleichheit und Vielfalt erreichen können;

6. Der Kongress ist der Auffassung, dass die Mitgliedstaaten einen bedeutenden Beitrag zum Integrationsprozess leisten können, indem sie die Integration der Einwanderer bei der lokalen Beschäftigung fördern und ihnen einen Zugang zu den Diensten gewähren und fordert daher das Ministerkomitee auf:

i. die Regierungen und Regionen der Mitgliedstaaten zu ersuchen, die Europäische Kommission aufzufordern, die Begründung, Notwendigkeit und Auswirkungen der rechtlichen Einschränkungen in den Mitgliedstaaten der Europäischen Union für den Zugang von Nichtstaatsbürgern des Europäischen Wirtschaftsraumes zu Arbeitsplätzen in der Gemeinde zu revidieren, um ihre Einstellungsmöglichkeit und damit die Beschäftigungsmöglichkeiten zu verbessern;

[1] Diskussion und Zustimmung durch die Kammer der Gemeinden am 4. März 2009 und Annahme durch den Kongress am 5. März 2009, 3. Sitzung (siehe DokumentCPL(16)2REP, Begründungstext, Berichterstatterin : E. Maurer (Schweiz, L, SOC)).

ii. die Mitgliedstaaten des Europarates aufzufordern:

- Maßnahmen zu ergreifen, um die allgemeine politische Empfehlung Nr. 7 von ECRI betreffend die nationale Gesetzgebung zum Kampf gegen Rassismus und Rassendiskriminierung aus dem Jahr 2002 umzusetzen und darauf zu achten, dass die staatlichen Behörden verpflichtet sind, die Gleichheit zu fördern und Diskriminierung bei der Ausübung ihrer Funktionen zu verhindern;

- die Bedeutung der Beschäftigung und der Dienste der Gemeinden für die Einwanderer bei der nationalen Integration anzuerkennen, die Gemeinden aufzufordern, mit gutem Beispiel bei einer umfassenden und proaktiven Gleichstellungspolitik für die Einwanderer in ihrer eigenen Verwaltung voranzugehen und Finanzmittel zur Verfügung zu stellen, um einen Erfahrungsaustausch zwischen den Gemeinden in diesen Fragen zu ermöglichen;

- das aktuelle System der Anerkennung der Qualifikationen zu überprüfen, um sicherzustellen, dass es kein unnötiges Hindernis für eine vollständige Integration der Einwanderer in den Arbeitsmarkt und insbesondere bei der Beschäftigung in der Gemeindeverwaltung darstellt;

- sicherzustellen, dass die Einwanderer Zugang zu Informationen in verschiedenen Sprachen über ihre Rechte im Bereich Beschäftigung, die Möglichkeiten einen Arbeitsplatz in der Gemeindeverwaltung zu finden und die Gemeindedienste erhalten, auf die sie ein Anrecht haben wie auch zu allgemeinen Informationen über die Regeln und Praktiken der lokalen Kultur;

7. Der Kongress empfiehlt dem Europarat und der Europäischen Kommission:

a. dafür zu sorgen, dass die Gemeindebehörden Zugang zu Leitlinien für Konzepte, Terminologie, Rechtsvorschriften und guten Praktiken im Bereich der Verwaltung von Gleichheit und Vielfalt erhalten;

b. zu prüfen, ob nationale Rechtsmittel einzusetzen sind, um die religiöse Diskriminierung zu bekämpfen, für die die Öffentlichkeit derzeit weniger sensibilisiert ist als für die Rassendiskriminierung.

Der Kongress
der Gemeinden und Regionen

16. PLENARTAGUNG
Straßburg, 3. - 5. März 2009

Interkulturelle Städte

Empfehlung 261 (2009)[1]

1. Die interkulturellen Städte stellen das notwendige Gegengewicht zu der weltweiten Bewegung hin zur wirtschaftlichen und kulturellen Integration dar, allgemein als Globalisierung bekannt. Die europäischen Städte haben ein grundlegendes Interesse an der Förderung des Kulturaustausches und der multikulturellen Identitäten, da diese die Basis der kulturellen Vielfalt in Europa bilden.

2. Nationale Regierungen und regionale Behörden haben ein Interesse daran, die Städte tauglich zu machen für die kulturelle Vielfalt, indem sie ihnen helfen, die nötigen Räume und Instrumente zu finden, um den interkulturellen Austausch und Dialog mit den Städten zu führen und zu fördern. Gleichzeitig sollten die zuständigen Politiker sichergehen, dass die Identitäten sich frei äußern und auf lokaler Ebene voll und ganz entwickeln können und es obliegt den Städten, ständig zu prüfen, ob dies der Fall ist.

3. Eine starke kulturelle Identität darf nicht die Stärke der nationalen Identität schmälern. Im Gegenteil, die nationale Identität muss offen und flexibel genug sein, damit die unterschiedliche kulturelle Herkunft und die besonderen kulturellen Erfahrungen ihrer Bürger integriert und akzeptiert werden, dies macht einen pluralistischen Staat aus.

4. Bei der Förderung der kulturellen Vielfalt muss die Inklusion eine der Prioritäten sein, um die Exklusion von heute auszugleichen. Es liegt an den Städten selbst, eine ausreichende Offenheit hierbei an den Tag zu legen. Sie müssen anerkennen, dass sowohl die kulturellen Gruppen und Gemeinschaften auf ihrem Gebiet als auch der Beitrag dieser Gruppen zur sozialen Kohäsion der Stadt verschieden ist, darunter auch die Gruppe, die als Neuankömmlinge und Einwohner auf Zeit eingestuft werden. Die Regierungen sollten den Städten helfen, mit der Herausforderung fertig zu werden, eine inklusive Identität zu entwickeln. Das Zugehörigkeitsgefühl zu einem Ort ist wichtig bei der Bildung der Identität.

5. Angesichts des oben Gesagten ist der Kongress,

a. überzeugt von der Notwendigkeit, die Empfehlung 115 (2002) des Kongresses über die Beteiligung ausländischer Einwohner am öffentlichen Leben in der Gemeinde weiter zu stärken;

[1] Diskussion und Zustimmung durch die Kammer der Gemeinden am 4. März 2009 und Annahme durch den Kongress am 5. März 2009, 3. Sitzung (siehe Dokument CPL(16)1REP, Begründungstext, Berichterstatter: J. Nilsson, (Schweden, L, SOC)).

b. überzeugt davon, dass ausländische Einwohner, die dauerhaft und rechtmäßig auf dem Gebiet eines Staates angesiedelt sind, Rechte erhalten sollten, darunter auch politische Rechte, im Gegenzug dafür, dass sie Verpflichtungen gegenüber dem Gastland eingehen;

c. der Auffassung, dass viele Städte in ganz Europa bereits Initiativen auf ihrer Ebene ergriffen haben, um dieses demokratische Defizit zu beheben, indem sie insbesondere beratende Ausländerbeiräte eingesetzt haben;

d. unter Berücksichtigung des Weißbuches des Europarates über den interkulturellen Dialog (verabschiedet bei der Tagung des Ministerkomitees im Mai 2008);

e. überzeugt von der Notwendigkeit, die Wahrnehmung der Vielfalt in der Gemeinschaft als Ressource anstatt als Bedrohung zu fördern;

f. überzeugt von der Notwendigkeit, dass die Gemeinden die Vermischung und Interaktion der Kulturen erleichtern sollten;

g. überzeugt von der Notwendigkeit, multikulturelle Identitäten zu entwickeln, die alle sozialen, ethnischen und kulturellen Gruppen einschließen;

h. der Auffassung, dass einer der Hauptvorteile der interkulturellen Städte die Vielfalt und das Kulturerbe ihrer Bevölkerung ist;

6. Empfiehlt dem Ministerkomitee:

a. die Mitgliedstaaten anzuregen, den Beitrag der Nichtstaatsbürger zur politischen Stabilität und zum Wohlstand der Städte, zur Kreativität, Vitalität, zum Wohlergehen ihrer Bürger und zu ihrer erfolgreichen Integration anzuerkennen und die Arbeit in den Städten zu unterstützen;

b. die Mitgliedstaaten aufzufordern, ausländischen Einwohnern das Wahlrecht bei Gemeindewahlen zu gewähren und die Konvention über die Beteiligung von Ausländern am öffentlichen Leben auf lokaler Ebene zu ratifizieren;

c. anzuerkennen, dass starke inklusive interkulturelle Städte, denen es gelungen ist, Bürger unterschiedlicher Herkunft dazu zu bringen, sich mit ihrer Stadt zu identifizieren, sich als innovationsfähig zeigen und in der Lage sind, die Ressourcen, Fähigkeiten und Kreativität ihrer Bevölkerung zu nutzen, um die Attraktivität zu stärken und neue Investitionen und Arbeitsplätze anzuziehen;

d. sicherzustellen, dass die Städte über ausreichende Mittel verfügen, um eine inklusive Identität zu schaffen, die gleichzeitig alle Gruppen auf ihrem Gebiet berücksichtigt und dem interkulturellen und interreligiösen Dialog, dem Schutz der Minderheiten und der Achtung ihrer kulturellen Rechte die nötige Aufmerksamkeit zu schenken, sich aber auch der Gefahr des Ethnozentrismus bewusst zu sein;

e. sicherzustellen, dass landesweite Programme für die Schulung von Beamten und Angestellten der Sozialdienste eingerichtet werden, die für die Zuwanderer und Menschen aus Zuwanderfamilien zuständig sind und damit Fallstricke und Gefahren der Ausgrenzung und Entfremdung zu vermeiden;

f. sicherzustellen, dass die Beamten, die für das interkulturelle Konfliktmanagement zuständig sind, sowie die Kulturvermittler, eine spezifische Schulung erhalten, bevor sie ihre Arbeit antreten, damit sie ausführliche Kenntnisse über die Vielfalt und Komplexität der spezifischen kulturellen Identitäten erwerben, die in der Stadt, in der sie arbeiten, vertreten sind;

g. die öffentlich-rechtlichen Medien anzuregen, zur Bildung der multikulturellen Identitäten beizutragen, indem landesweite Partnerschaft und Programme der Medien für eine ausgewogene Berichterstattung über die Vielfalt eingerichtet werden;

h. die Bedeutung der Sprache für die kulturelle Vielfalt und die kulturelle Identität anzuerkennen und die Mitgliedstaaten, die dies noch nicht getan haben, aufzufordern, die Rahmenkonvention für den Schutz nationaler Minderheiten und die Europäische Charta für Regional- oder Minderheitensprachen zu ratifizieren und die Verwendung von Regionalsprachen in den Verwaltungen auf regionaler und lokaler Ebene zu fördern;

i. die Bedeutung von Migrantenvereinigungen, sozioökonomischen Organisationen, NROs und anderen beratenden Organen anzuerkennen;

j. die Planung und Umsetzung von Projekten zur Sanierung der Stadtviertel und der Programme für den Zugang zu Wohnungen, Gemeindezentren und anderen öffentlichen Räumen zu unterstützen, die die Vermischung und Interaktion der Kulturen fördern und ermöglichen;

k. die nationalen, regionalen und lokalen Vereinigungen und Organe bei der Einrichtung von Programmen und Kampagnen zur Bekämpfung von Rassismus, Diskriminierung und Fremdenhass zu unterstützen;

l. die Einführung eines interkulturellen Lehrplans an Schulen mit Fächern wie Bürgerkunde und Menschenrechtserziehung auf allen Ebenen national, regional und lokal zu unterstützen;

m. die Einrichtung lokaler Integrationsbeiräte zu unterstützen, in der die Vertreter der Zuwanderer gemeinsam mit den interkulturellen und interreligiösen Beiräten aktiv beteiligt werden, damit sie in den Entscheidungsprozess einbezogen werden.

Der Kongress
der Gemeinden und Regionen

15. PLENARSITZUNG
Straßburg, 27. - 29. Mai 2008

Verbesserte Integration von Migranten durch kommunale Wohnungspolitik

Empfehlung 252 (2008)[1]

[1] Diskussion und Zustimmung durch die Kammer der Gemeinden am 28. Mai 2008 und Annahme durch den Kongress am 29. Mai 2008, 3. Sitzung (siehe Dokument CPL(15)5REC, Empfehlungsentwurf vorgelegt durch E. Maurer (Schweiz, L, SOC), Berichterstatter).

1. Die Immigration unter den Mitgliedstaaten des Europarats sorgt zusammen mit der Immigration aus Drittstaaten sowohl für Herausforderungen als auch Chancen für das wirtschaftliche, soziale und kulturelle Leben in Europa;

2. Es liegt in der Verantwortung der politischen Führer Europas, die Lage von Migranten zu überwachen und deren effektive Partizipation in unseren Gemeinschaften sicherzustellen;

3. Die Integration von Migranten wird vorwiegend auf der nationalstaatlichen Ebene festgelegt (nationale Politik, rechtlicher und verwaltungsrechtlicher Rahmen), allerdings findet die Integration in der Praxis in einem konkreten lokalen Kontext statt. Der Kongress der Gemeinden und Regionen hat wiederholt die Einbeziehung dieser lokalen Ebene in die Gestaltung der Integrationspolitik gefordert und deren wichtige Rolle bei der erfolgreichen Umsetzung dieser Politik betont;

4. Eines der wichtigsten Ziele des CLIP-Netzwerks (Cities für Local Integration Policies = Europäisches Städtenetzwerk für die kommunale Migranten-Integrationspolitik), deren Mitbegründer der Kongress ist, ist die Identifizierung guter Praktiken auf lokaler Ebene und die Kommunikation der politisch relevanten Erfahrungen für europäische Entscheidungsträger, um die Entwicklung einer europäischen Integrationspolitik zu unterstützen;

5. In seinem ersten Jahr konzentrierte sich CLIP auf das Problem der angemessen Unterbringung von Migranten und die negativen Auswirkungen der Absonderung im Hinblick auf die kulturelle, soziale, strukturelle und identifikatorische Integration;

6. Unter erneuter Bestätigung seiner Überzeugung, dass eine angemesse Unterbringung nicht nur ein grundsätzliches soziales Recht ist, sondern gleichermaßen ein wichtiges Element der Integration von Migranten in die Gastgesellschaft, befürwortet der Kongress der Gemeinden und Regionen vollständig die Arbeit von CLIP und empfiehlt den Mitgliedstaaten insbesondere:

a. sicherzustellen, dass die nationalen und regionalen Wohnungsprogramme den Städten den Ermessensspielraum und die finanziellen Mittel zur Verfügung stellen, die erforderlich sind, um der Nachfrage der Migrantenfamilien gerecht zu werden:

b. eine langfristige Bereitstellung von Unterkünften für die schutzbedürftigsten Gruppen sicherzustellen, indem sie eine kontrollierte Anzahl an staatlichen Unterkünften parallel zum freien Wohnungsmarkt zur Verfügung stellt und zu diesem Zweck:

i. rechtliche Rahmenbedingungen auf nationaler Ebene schafft, die den Städten und Gemeinden erlauben:

- in bezug auf den Wohnungsmarkt eine aktive Rolle einzunehmen (z. B. als Bauherren, Vermieter oder Eigentümer von Immobilien);
- Formen der Mietbindung einzuführen;

ii. Untersuchungen über Beispiele guter Praxis im Bereich des sozialen Wohnungsbaus zu fördern und nationale Richtlinien für den sozialen Wohnungsbau in den Gemeinden zu erlassen;

iii. Bedingungen für den Zugang zu öffentlich geförderten und organisierten Wohnungen zu schaffen, dergestalt, dass die Voraussetzungen Migranten nicht (indirekt) diskriminieren;

c. die Bezahlbarkeit von Wohnungen zu erhöhen und zu unterstützen, indem:

i. sie rechtliche Bestimmungen für die Gewährung von Bausubventionen und Subventionen schaffen, die direkt an die Haushalte gehen, und die sicherstellen, dass die entsprechende soziale Gruppe durch Festsetzen einer Einkommensgrenze erreicht wird;

ii. sie rückzahlbare Finanzierungen (Niedrigzinsdarlehen) im Rahmen eines geschlossenen Finanzierungskreislaufes für den Kauf neuer Grundstücke oder für die Renovierung bestehender Unterkünfte einsetzen;

iii. sie die Bereitstellung von Subventionen für Gebäude an soziale, ökologische und Planungsziele knüpfen (z. B.: Häuser mit geringen oder gar keinen Emissionen, gemischtethnische Wohnkomplexe, etc.)

d. den Prozess der städtischen Abwertung aufzuhalten durch:

i. die systematische Überwachung der sozioökonomischen Entwicklung der Regionen, Städte und Bezirke, um frühzeitig Gegenmaßnahmen ergreifen zu können, z. B. städtische Erneuerung,

ii. den Einsatz der staatlichen Finanzierung, um Prozesse zu initiieren und private Investoren aufzufordern, sich zu engagieren (durch Gewährung von Beihilfen und Steigerung der Attraktivität der Lokalität);

iii. die Unterstützung städtischer Erneuerungs- und Aufwertungsmaßnahmen durch staatliche Finanzierung in einer Form, die nicht zu einem zyklischen „über das Ziel hinausschießen" führt, da dies zu einer Abwanderung der örtlichen Bevölkerung und einer verstärkten Absonderung führt;

e. sicherzustellen, dass den nationalen Forschungsprogrammen der Wohnungspolitik und deren Auswirkungen auf die Integrationsprozesse eine gesteigerte Aufmerksamkeit zuteil wird und die Forschungsergebnisse den kommunalen Entscheidungsträgern zugänglich gemacht werden;

f. die Mitwirkung der Betroffenen und die Effizienz der kommunalen Verwaltungsstrukturen zu verbessern, indem sichergestellt wird, dass die staatliche Politik:

i. die politischen Ansätze für Interkulturalität und Diversität der staatlichen und lokalen Institutionen fördert;

ii. die Kooperation und die Partnerschaft zwischen lokalen NRO und Wohlfahrtsorganisationen, Kirchen, lokalen Handelskammern, lokalen Gewerkschaften, Vermieter- und Mietervereinigungen, insbesondere im Bereich Wohnen, Bildung und Zugang zum Arbeitsmarkt, gefördert werden;

iii. Präventivmaßnahmen im Hinblick auf die Absonderung von Migranten gefördert werden, u.a. Unterstützung bei der Entwicklung eines Frühwarnsystems mit sozialen und räumlichen Indikatoren;

7. Der Kongress bekräftigt erneut seinen Willen, den Dialog mit den europäischen Städten im Bereich der sozialen Eingrenzung und der Integration von Migranten und insbesondere seine Unterstützung von CLIP fortzusetzen, und bittet:

a. das Ministerkomitee, diese Empfehlungen an die Regierungen und regionalen Stellen der Mitgliedstaaten und an die Europäische Union weiterzuleiten;

b. die Mitgliedstaaten des Europarats und der Europäischen Union, die Städte als strategische Akteure bei der Implementierung der europäischen Programme zur Integration von Migranten zu unterstützen und:

i. wo anwendbar, die Einrichtung eines neues Integrationsfonds für Migranten aus Drittstaaten zu erwägen und die Städte zu ermutigen, Mittel zu beantragen;

ii. die Integration von Migranten allgemein und die Integration in den lokalen Wohnungsmarkt im besonderen in die Nationalen Aktionspläne (NAP) für soziale Eingrenzung aufzunehmen;

c. die Europäische Union im Hinblick auf Erfahrungsaustausch und Netzwerkarbeit:

i. die Aktivitäten fortzusetzen, so z. B. die Schaffung einer Sozialplattform für Städte und sozialen Zusammenhalt durch die Generaldirektion Forschung, und die Kooperation der DG Freiheit, Sicherheit und Recht mit Eurocities weiterzuentwickeln und eine jährliche Konferenz über lokale Erfahrungen bei der Integration von Migranten zu organisieren (Prozess zur Integration der Städte);

ii. die bestehenden Netzwerke zu unterstützen, u.a. das City Network against Racism der Europäischen Agentur für Grundrechte (FRA) oder das CLIP-Netzwerk;

d. die Europäische Kommission, die effektive Implementierung der Richtlinie gegen ethnische Diskriminierung der Europäischen Union aus dem Jahr 2000 zum Schutz von Migranten vor Diskriminierung aufgrund der ethnischen Zugehörigkeit im Hinblick auf Zugang zu Wohnraum zu überwachen.

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COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

25th SESSION
Strasbourg, 29-31 October 2013

Migrants' access to regional labour markets

Resolution 362 (2013)[1]

1. The rapidly growing cultural diversity of European societies has brought to the forefront the questions of both integration of migrants into the host community and their participation in the economic development, in particular at regional and local levels. The migrant population in Europe is becoming more diverse not only in terms of ethnic or national origin, but also of length of stay, educational achievement, and socio-economic position, meaning that migrants today have better opportunities for making a meaningful contribution to the regional and local economy, which is especially important in the current economic crisis.

2. In 2011, 33.3 million foreigners were living in the European Union alone (6.6% of the total population). The majority (20.5 million) were third-country nationals (4.4% of the total population). About 80% of third-country nationals in the EU are of working age (15–64 years) and constitute a significant pool of the labour force. In the period prior to the economic crisis, from 2000 to 2007, third-country nationals contributed to a quarter of the overall rise in employment.[2] Yet this migrant human capital remains widely underused, to a large extent due to the lack of recognition of foreign qualifications, complexity of procedures for obtaining work authorisation as well as a range of discriminatory practices. During the economic crisis, the employment situation of migrant workers has deteriorated more rapidly than that of natives.

3. Migrants' access to the labour market or to creating their own businesses is of utmost importance for successful integration processes because gainful activities – as employee on the labour market or as entrepreneur – constitute a central dimension of both the structural and social integration of migrants. Many opportunities for their participation in society and economic processes become available through employment or self-employment, influencing their social status as individuals. Successful integration through employment contributes to better social cohesion at the local and regional levels and renders a wide range of benefits for the communities and regional population, including by reducing costs associated with social assistance and conflict resolution.

[1] . Debated and approved by the Chamber of Regions on 30 October 2013 and adopted by the Congress on 31 October 2013, 3rd Sitting (see Document CPR(25)3, explanatory memorandum), presented by Inger Linge, Sweden (R, EPP/CCE) on behalf of Deidre McGowan, Ireland (R, ILDG), rapporteur.
[2] European Commission (EC) - Employment in Europe 2008, Luxembourg 2009.

4. Thus, employment and self-employment have been widely recognised as a crucial step in the process of migrants' integration: they are an integral part of building intercultural relations and improving social cohesion of regional and local communities. Although the regulatory framework for integration is set mostly at the national or European level, regional and local authorities have considerable leeway in implementing related regulations and in moderating their impact and outcome at the grassroots level. Since integration always takes place in a concrete local context, they share the responsibility for the inclusion of migrants in regional and local economic processes,[3] and play a crucial role in creating specific conditions of access to regional and local labour markets or to entrepreneurial activity. This has also been emphasised in the European Agenda for the Integration of Third-Country Nationals.[4]

5. The challenge of integrating migrants in regional and local communities as a major factor for better social cohesion and intercultural harmony, and the crucial role of regional and local authorities in this process, were also highlighted in the report on "Living together: Combining diversity and freedom in 21st century Europe", commissioned by the Council of Europe and prepared by its Group of Eminent Persons in 2011.

6. Over the past years, the Congress of Local and Regional Authorities has addressed various aspects of the integration of migrants, in particular in its Resolution 141 (2002) on "The participation of foreign residents in local public life: consultative bodies"; Resolution 181 (2004) on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions"; Resolution 280 (2009) on "Intercultural cities"; Resolution 281 (2009) on "Equality and diversity in local authority employment and service provision"; Resolution 323 (2011) on "Meeting the challenge of inter-faith and intercultural tensions at local level"; and Resolution 362 (2013) on "Integration through self-employment: promoting migrant entrepreneurship in European municipalities''. While these texts are addressed primarily to local authorities, their relevant provisions are also applicable at the regional level, as appropriate. Improving migrants' access to regional labour markets is another aspect crucial for migrant integration at the grassroots.

7. Regional policy can directly influence the conditions of migrants' employment, even if it has to operate in a framework of national and federal state regulations and legislations. In many countries, regional authorities have significant competences in regulating employment and access to labour markets in terms of evaluation of skills and qualifications, issuance of work permits, and provision of proper education and training, as well as of financial assistance, among others. Yet, in many regions, even highly skilled migrant workers are unable to work and integrate professionally, which is often due to the complexity of procedures and discriminatory attitudes and prejudice towards hiring migrants.

8. The Congress is convinced that promoting migrants' access to regional labour markets and business activities requires a broad range of policies and measures, which must be part of the general economic development and social policy, and which must be guided by the principles of equality, non-discrimination and respect for human rights. Such policies must be based on an integrated approach encompassing most aspects of traditional integration policy, improvement of intercultural relations and diversity management. The challenge of supporting the integration of migrants into increasingly diverse societies calls indeed for innovative measures in all relevant institutions of the host society, and the regional level offers unique opportunities for a bottom-up development of such innovation.

[3] CdR 212/2009 fin - Own-Initiative Opinion of the Committee of the Regions on Local and regional authorities at the forefront of integration policies, p. 4f, Brussels 2009.

[4] COM(2011) 455 Final - Communication from the Commission to the European Parliament, the Council, the European. Economic and Social Committee and the Committee of the Regions, European Agenda for the Integration of Third-Country Nationals, p. 8-9, Brussels 2011.

9. In the light of the above, the Congress invites regional authorities of the Council of Europe member States to implement specific measures to improve and facilitate the access of migrants to regional labour markets, and in particular to develop regional action plans based on an integrated approach aiming to:

a. mainstream migrant employment policies and strategies into regional economic development plans;

b. ensure the collection of statistical information to map the existing employment and self-employment (entrepreneurial) situation of migrant communities;

c. adopt and enforce regional non-discrimination legislative measures regarding employment;

d. review, where applicable, procedures for the evaluation of skills and qualifications, in particular for medium-and highly-skilled migrants, in order to facilitate their obtaining of work authorisation without undue delay;

e. review and facilitate, where applicable, general procedures for obtaining work authorisation by migrants;

f. review and facilitate employment procedures in order to reduce bureaucratic hurdles and to remove excessive requirements for certain categories of jobs, in particular language requirements where applicable;

g. develop intercultural policies aimed at fostering dialogue and interaction between migrants and the host community, in order to change the prejudiced attitudes of the local population (in particular employers) towards hiring migrants, and pursue effective communication policies in this regard;

h. provide training to regional staff to improve their intercultural competences and promote respect for diversity and non-discriminatory attitudes and practices, including the training of middle management in diversity issues to ensure the equal treatment of employees with migrant background;

i. ensure that the migrant population is proportionally represented among the staff employed by regional public institutions and services, by pursuing inclusive hiring practices as well as implementing equal treatment provisions in promotion procedures, and apply in this regard the relevant provisions of Congress Resolution 281 (2009) on "equality and diversity in local authority employment and service provision";

j. include diversity and equality standards in contracts with external providers;

k. develop measures, through intra and inter-regional co-operation, to facilitate labour mobility, which would be beneficial also to the migrant population, in particular by removing excessive job requalification requirements when changing the region of residence;

l. promote migrant entrepreneurship as a measure to increase job creation and expand regional labour markets, which would be beneficial also to migrant employment, in particular by supporting migrant business start-ups through access to microcredits as well as by providing information on business start-up procedures, and apply in this regard the relevant provisions of Congress Resolution 362 (2013) on “Integration through self-employment: promoting migrant entrepreneurship in European municipalities”;

m. provide the migrant population, in particular new arrivals, with information, assistance and advice on employment procedures and existing employment opportunities;

n. assist the migrant population in receiving proper training to prepare for employment, in particular with regard to language learning and skills development, including through co-operation with professional training schools;

o. improve education opportunities for migrants and their access to educational institutions, including by providing language tuition and other financial assistance as necessary;

p. promote a visible, high-profile political leadership style in support of the integration of migrants to be adopted by regional administrations and councils, and co-operation with leaders of the relevant ethnic, cultural and religious groups and their organisations;

q. engage associations of migrants to ensure communication with the migrant community, and promote co-operation and interaction between migrants' associations and other stakeholders (such as non-profit social enterprises, business and employers' associations, trade unions and chambers of commerce);

r. develop co-operation and co-ordination between different regional departments involved in implementing integration policies, as well as with local authorities, civil society and other stakeholders in elaborating and implementing such regional action plans.

10. The Congress invites regional authorities of the Council of Europe member States to establish, within their administrative structures, designated offices or units entrusted with co-ordinating the implementation of the measures listed in paragraph 9 of this resolution.

11. The Congress further reaffirms the continued relevance of its proposals for the integration of migrants contained in its resolutions referred to in paragraph 6 above, and calls on regional authorities in Europe to implement their relevant provisions applicable at the regional level.

12. The Congress further instructs its Governance Committee and its Current Affairs Committee to keep the question of migrants' access to labour markets under review and to ensure the dissemination of relevant good practices to regional authorities, including through European and national associations.

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25th SESSION
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Integration through self-employment: promoting migrant entrepreneurship in European municipalities

Resolution 358 (2013)[1]

1. The immigrant population in Europe is growing and rapidly becoming more diverse in terms of ethnic or national origin, as well as in terms of length of stay, educational achievement, and socio-economic position. Increasing migration to Europe raises the questions of both integration of migrants into the host community and their meaningful contribution to the local economy and economic development, which is especially important in the current situation of economic crisis.

2. An increasing number of migrants are becoming entrepreneurial, with a greater number of migrants interested in setting up their own businesses than among the native population. The ongoing rise in migrant entrepreneurship is expected to contribute significantly to the integration of immigrants at local level, to the economic development of their city of residence, and to the creation of new businesses in Europe in general, which has been identified as a crucial issue in the EU proposal for the programme for business competitiveness and small and medium-sized enterprises (SMEs),[2] in the implementation of the Europe 2020 strategy.

3. Micro-businesses and SMEs represent 99% of all enterprises in the EU,[3] employ 67% of the workforce in the private sector, account for 58% of the total turnover[4] and create 4 million new jobs every year.[5] It is the entrepreneurs behind these businesses who are the backbone for building stability and success for European economic recovery and development. However, Europe lags behind other world regions in the creation of new businesses, with only 37% of Europeans interested in starting a business – down from 45% three years ago – compared to 51% in the USA and 56% in China.[6] Improving the possibilities and conditions for starting and operating businesses in Europe as well as for supporting and protecting entrepreneurs is therefore crucial for European economic development.

4. Migrant entrepreneurs can be important for various reasons: they create their own jobs; create jobs for others; develop different social networks than immigrant workers and shape their own destinies rather than waiting for cues from the host society's institutions. As entrepreneurs, they may provide a different range of goods and services; they can enhance the vitality of particular streets or neighbourhoods in cities or of specific economic sectors and most of all, they play their part in the 'natural' process of succession and renewal of the total corpus of entrepreneurs.

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[1] Debated and approved by the Chamber of Local Authorities on 30 October 2013, and adopted by the Congress on 31 October 2013, 3rd sitting (see Document CPL(25)2, explanatory memorandum, presented by Henrik HAMMAR , Swede (L, EPP/CCE), rapporteur).
[2] COM(2011) 834 – Proposal for a programme for the competitiveness of enterprises and small and medium-sized enterprises (2014-2020).
[3] CLIP – Promoting ethnic entrepreneurship in European cities, © European Union, 2011, ISBN 978-92-897-1038-1.
[4] COM(2011) 834 – Proposal for a programme for the competitiveness of enterprises and small and medium-sized enterprises (2014-2020).
[5] COM(2012) 795 – Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe.
[6] Ibid.

5. However, migrants face significant obstacles when starting business careers, which are specific to their situation and include, among others, difficulties in contacting the authorities, receiving funding or accessing local social networks. The typical barriers they encounter are related to the availability of information about entrepreneurial opportunities and the relevant rules and regulations; to the availability of business locations; to the availability of financial capital; to having access to a pool of customers; to their embeddedness in local, national and transnational networks; to staff management and to the availability of skills and competencies.

6. At the same time, many national and local authorities today consider that migrant entrepreneurship is first and foremost a question of entrepreneurship, that efforts toward entrepreneurs are also beneficial for migrants, and that no specific measures are therefore needed to promote migrant entrepreneurship. At the municipal level, migrant entrepreneurship has not played, until now, a major role in the overall strategy supporting the integration of immigrants, which is often separate from entrepreneurship and economic policy, and places emphasis on social aspects of integration and employment rather than self-employment.

7. Over the past years, the Congress of Local and Regional Authorities has addressed various aspects of the integration of migrants at local level, in particular in its Resolution 141 (2002) on "The participation of foreign residents in local public life: consultative bodies"; Resolution 181 (2004) on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions"; Resolution 270 (2008) "Improving the integration of migrants through local housing policies"; Resolution 280 (2009) on "Intercultural cities"; Resolution 281 (2009) "Equality and diversity in local authority employment and service provision"; and Resolution 323 (2011) "Meeting the challenge of inter-faith and intercultural tensions at local level". The integration of migrants through local entrepreneurship and self-employment is another aspect that deserves full attention.

8. The challenge of integrating migrants into local communities as a major factor for better social cohesion and intercultural harmony, and the crucial role of local authorities in this process, were also highlighted in the report on "Living together: Combining diversity and freedom in 21st century Europe", commissioned by the Council of Europe and prepared by its Group of Eminent Persons in 2011.[7]

9. Maintaining and improving social cohesion through better integration and inclusion of migrants and other minority groups has become a major challenge for all Council of Europe member states, in particular in this time of economic crisis. The implementation of the Europe 2020 strategy in EU countries should provide impetus and positive examples to trigger similar policies and action in non-EU member states as well.

10. In this regard, the Congress welcomes the January 2013 communication by the European Commission on "Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe", in which it commits itself to proposing "policy initiatives to attract migrant entrepreneurs and to facilitate entrepreneurship among migrants already present in the EU or arriving for reasons other than setting up business, building on the best practices developed in the Member States, including by local authorities."[8]

11. In light of the above, the Congress calls on its own bodies and members, as well as on its partner organisations, in particular the Committee of the Regions of the European Union, the Council of European Municipalities and Regions and national associations of local authorities, to raise awareness of the importance of migrant entrepreneurship for local integration and economic development, of its contribution to European economic development and meeting Europe's challenges, as well as of the role and responsibilities of local authorities in improving conditions for the creation and operation of migrant businesses.

[7] "Living together: Combining diversity and freedom in 21st century Europe", Report of the Group of Eminent Persons of the Council of Europe, © Council of Europe, May 2011.
[8] COM(2012) 795 – Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe.

12. The Congress invites local authorities of the Council of Europe member states to implement specific measures to promote migrant entrepreneurship by improving the personal capability of migrant entrepreneurs and the business environment for their enterprises, as well as through measures to increase their participation in community life, as part of the overall participation of migrants at local level, and in particular to:

a. include migrant entrepreneurship issues in local economic development and integration strategies, with special focus on job creation and social integration, and with the aim of creating local migrant businesses and thereby contributing to better-equipped trade and industry and a good integration policy;

b. fill the information gap by investing in targeted and efficient ways of collecting information on the situation and conditions of migrant entrepreneurs;

c. support, together with chambers of commerce, structures and mechanisms to provide migrant entrepreneurs with assistance in:

i. offering access to advice and information services, familiarising entrepreneurs with regulations and procedures upon start-up of their businesses by themselves;

ii. learning the local language;

iii. finding a business location, either through help in finding premises or through the provision of premises within business incubators;

iv. getting access to finance, in particular through microcredit loans;

v. finding customers, by providing marketing advice;

vi. building local connections and mobilising transnational links;

vii. finding and managing personnel;

viii. improving business and entrepreneurial skills; and

ix. overcoming additional hurdles due to multiple discrimination (for example, migrant women entrepreneurs);

d. develop and implement measures to improve the business environment, including:

i. deregulation measures and simplification of administrative procedures;

ii. programmes for urban revitalisation, including the spatial distribution of businesses and their accessibility; and

iii. measures to set up and promote migrant business associations;

e. put in place mechanisms and structures to involve migrant entrepreneurs in community affairs as part of the overall measures to increase the participation of migrants in decision making at local level, including through local consultative councils of foreign residents, consultations with migrant entrepreneurs and their business associations, their involvement in local chambers of commerce, etc.;

f. promote and facilitate co-operation between different stakeholders in the local economy, including mainstream and migrant business associations, trade bodies, media and professional training organisations;

g. work closely with the migrant community as well as with the business community to strengthen bridges between the two and ensure proper support, such as mentorship and adequate information for migrant entrepreneurship;

h. use the existing knowledge from the projects and practices already implemented in Europe (such as, for example, non-repayable subsidies and real-estate tax exemption for entrepreneurs in Wroclaw, regional guarantee funds in Alsace, guarantor services on loans in Amsterdam, specialised enterprise agencies in Helsinki and in Budapest, the Mentoring for Migrants programme in Vienna, co-organised by the Economic Chamber, the Austrian Integration Fund and the Employment Service to support qualified migrants in their labour market access, etc.), and promote experience sharing and dissemination of best practices;

i. stimulate network-building between different actors and co-operation between different levels of governance to raise awareness and increase the knowledge about migrant entrepreneurship.

13. The Congress further reaffirms the continued relevance of its proposals for the integration of migrants contained in its resolutions referred to in paragraph 7 above, and calls on European local authorities to implement them fully. In this regard, the Congress expresses its appreciation to the Cities for Local Integration Policy (CLIP) Network for the work it has carried out since 2006, and instructs its Current Affairs Committee to continue close co-operation with the Network's successor within the proposed European Pact for Integration.

14. The Congress further instructs its Governance Committee and its Current Affairs Committee to keep the question of migrant entrepreneurship under review and to ensure the dissemination of relevant good practices to local authorities, including through their European and national associations.

Kongress
der Gemeinden und Regionen Europas

COUNCIL OF EUROPE CONSEIL DE L'EUROPE

19. SITZUNG
26.-28. Oktober 2010

Kulturelle Integration von muslimischen Frauen in europäischen Städten

Entschließung 318 (2010)[1]

1. Im heutigen Europa, insbesondere in jenen Staaten, in denen Muslime eine Minderheit sind, können eingewanderte muslimische Frauen vielfachen Herausforderungen ausgesetzt sein. Viele von diesen Faktoren sind kulturbedingt, sie hängen mit der dominierenden Kultur des Ursprungslandes und der dominierenden Kultur des Gastlandes sowie den unterschiedlichen kulturellen Befindlichkeiten zwischen den verschiedenen Gruppen in jeder Gesellschaft zusammen. Muslimische Frauen leiden häufig unter einer doppelten kulturellen Entfremdung, da sie von der Kultur ihres Ursprungslandes abgeschnitten und nicht in der Lage sind, sich mit der dominierenden Kultur des Gastlandes zu identifizieren. Ihre mangelnde Integration ist ein Bereich, in dem die Gemeinden einen erheblichen Unterschied machen können.

2. Muslimische Frauen sind keine homogene Gruppe: Ihr sozialer, Bildungs- und kultureller Hintergrund, die Familien- und berufliche Situation unterscheiden sich erheblich und bestimmen in großem Maße ihre Integration und Beziehung zur Gastgemeinschaft. Das Etikett „Muslime", das hier zur Kategorisierung einer Migrantengruppe benutzt wird, muss untersucht werden. In der Praxis handelt es sich bei diesen Frauen um individuelle Personen mit individuellen Bedürfnissen und Umständen, und sie müssen als solche behandelt werden. In vielen Fällen ziehen sie es vor, sich in Beziehung zur Familie, zum Ursprungsland oder zur Beschäftigung zu identifizieren, und nicht über ihre religiöse Zugehörigkeit.

3. Die kulturellen Schwierigkeiten, mit denen sich viele muslimische Frauen konfrontiert sehen, die vor Kurzem nach Europa immigriert sind, sind vielschichtig: Sie müssen die Beschränkungen ihres eigenen traditionellen kulturellen Hintergrunds überdenken und müssen sich mit den immer stärker werdenden Divergenzen im Hinblick auf die Aussichten auseinandersetzen, die ihre Kinder durch die Ausbildung im Gastland erhalten. Viele von ihnen stammen aus Ländern, Regionen oder Gemeinschaften, die nicht dieselben Traditionen im Hinblick auf die Gleichstellung der Geschlechter haben wie ihre Gaststaaten und Gastgemeinschaften. Dies kann zu einem relativ hohen Grad an Vereinsamung, emotionaler Unsicherheit und sozialer Ausgrenzung führen. Muslimische Frauen weisen auch ein höheres Risiko für Arbeitslosigkeit und häusliche Gewalt auf.

4. Sprache und Bildung sind die Schlüsselelemente für den Integrationsprozess. Vorurteile und Misstrauen gedeihen durch Ignoranz. Frauen sind durch ihre mangelnden Kenntnisse der Sprache des Gastlandes häufig isoliert. Gleichzeitig sind sie die wichtigsten Personen für die Weitergabe ihrer Muttersprache an ihre Kinder.

[1] Am 28. Oktober 2010 vom Kongress auf seiner 3. Sitzung diskutiert und verabschiedet (siehe Dokument CG(19)12, Erläuterndes Memorandum) Berichterstatter: A. Koopmanschap, Niederlande (L, SOZ)

5. Die geringe Teilnahme muslimischer Schülerinnen an vielen Sportarten beraubt sie der Aktivitäten, die wichtige Chancen für die Integration bieten.

6. Diese Hürden bei der Integration werden durch das neuste Anwachsen der Islamphobie, Fremdenfeindlichkeit, des politischen Extremismus und der Stereotypen in den Medien, zusammen mit restriktiven und diskriminierenden Visaregelungen und Sprachauflagen, noch verstärkt, was zu einem Gefühl führt, im Gastland nicht erwünscht und zu Hause zu sein.

7. Das Scheitern der europäischen Gesellschaften, die Komplexität der Umstände dieser wichtigen und schutzbedürftigen Gruppe in ihrer Mitte zu verstehen, ist ein Verlust für diese Gesellschaften als Ganzes. Sie versäumen es nicht nur, von der Erfahrung, den Fähigkeiten und dem kreativen Potenzial der Betroffenen zu profitieren, sondern die Tatsache, die Präsenz einer großen Gruppe in gewisser Weise als außerhalb der Gastkultur stehend wahrzunehmen, kann schwere Auswirkungen auf die Gastgemeinschaften haben, die Gefahr laufen, sich in eine Festungsmentalität zurückzuziehen.

8. Diese Situation ist nicht unvermeidbar; man kann ihr entgegenwirken. Intelligente Maßnahmen und politische Maßnahmen können erheblich dazu beitragen, neuen Migranten bei der Anpassung zu helfen, damit sie in den Gastgesellschaften ihren Platz finden, so wie andere Migranten vor ihnen.

9. Es muss der Dialog, und nicht so sehr die Assimilation betont werden. Die Gastgemeinschaften müssen viel über das Erbe und die Vielfalt der islamischen Welt lernen, die häufig durch die Rhetorik der Islamisierung und Islamphobie verdeckt wird.

10. Des Weiteren sollte die Ermächtigung und Befähigung, und nicht das Vorschreiben betont werden. Wenn sie die richtigen Gelegenheiten erhalten, werden eingewanderte muslimische Frauen ihre eigene Entwicklung sicherstellen und ihren eigenen Platz in den Gastgemeinschaften finden.

11. Der Islam bietet einen enormen Reichtum an kultureller Vielfalt und eines kulturellen Erbes, die/das Grundlage für viele gemeinsame kulturelle Aktivitäten in den Gastgemeinschaften sein kann.

12. Da es vor allem die kommunale Ebene ist, auf der die meisten Aktivitäten, die die Integration fördern, organisiert werden, befinden sich die Gemeinden bei der Unterstützung strategisch an vorderster Front.

13. Der Kongress fordert daher die Gemeinden und Regionen auf, konkrete Maßnahmen zur Integrationsförderung von eingewanderten muslimischen Frauen in ihre Gemeinschaften zu unterstützen, zu initiieren und zu fördern, vor allem durch:

a. das Bereitstellen von Gelegenheiten für muslimische Migrantinnen, Vertreter der kommunalen und regionalen Stellen zu treffen, um Informationen zu sammeln und ihre Bedürfnisse und Wünsche zu äußern;

b. das Angebot geeigneter Sprachkurse in der Sprache des Gastlandes, vorzugsweise im Gastland;

c. das Angebot gezielter Kinderbetreuungsdienste und die muttersprachliche Förderung kleiner Kinder;

d. Aufklärung der städtischen Mitarbeiter über Integrationsfragen, die speziell muslimische Frauen betreffen;

e. Aufklärung der Mitarbeiter staatlicher Dienste und der Mehrheitsbevölkerung, um ungesetzliche, diskriminierende Auflagen zu verhindern, die von muslimischen Frauen fordern, entweder das Kopftuch abzulegen oder mit Kopftuch keine öffentlichen Plätze aufzusuchen;

f. das Angebot spezieller Empfangsdienste für neu eingewanderte Menschen, die Informationen über kulturelle Unterschiede und Ratschläge und Informationen über staatliche Angebote bereitstellen;

g. das Schaffen von Gelegenheiten, Frauen aus dem Gastland zu treffen und mit diesen zu verkehren;

h. das Schaffen von Räumen, um sich mit anderen Frauen zu treffen und zu kommunizieren und um gemeinsame Probleme zu diskutieren, wie z. B. kulturelle Unterschiede, Kindererziehung, Ehetraditionen und häusliche Gewalt;

i. das Bereitstellen von Gelegenheiten, sich mit muslimischen Frauen zu treffen, die Vorbildfunktion haben, da sie erfolgreich ihren Beruf und ihre Karriere verfolgt haben;

j. Hilfsmaßnahmen bei der Einrichtung und dem Betreiben von Vereinigungen;

k. Ergreifen von Maßnahmen, die die volle Partizipation muslimischer Frauen im Sport fördern, wie z. B. Bildungskampagnen, und Anbieten von mehr Aktivitäten nur für Frauen;

l. Bereitstellen von Gelegenheiten, ihre kulturelle Identität zu bestätigen und zu ergründen; durch Kultur- und Bildungsaktivitäten und Vereinigungen; durch Hervorheben und Feiern der zahlreichen kulturellen Agenden der Ursprungsländer, Bestätigung des kulturellen Erbes dieser ethnischen Gruppen; durch darstellende Künste, die Untersuchung des kulturellen Erbes und durch Populärkultur und Kunst;

m. Bereitstellen spezieller Dienste für ältere Migranten, wie z. B. Kontaktstellen und besondere kulturelle Aktivitäten.

14. Der Kongress bittet die Gemeinden und Regionen, Maßnahmen zur Bekämpfung der stereotypen Darstellung von muslimischen Frauen in den Medien zu ergreifen; z. B. durch:

a. eigene Medien und Gespräche mit anderen lokalen Medien, realistische und umfassende Berichte über lokale Gruppen und Populationen zu liefern, um so das Vertrauen und die Kontakte innerhalb der betreffenden Gemeinschaften zu entwickeln;

b. die Förderung des Bewusstseins der Vielfalt und Unterschiede der Herkunft und den Aussichten der Migrantengemeinden;

c. Einleitung einer Debatte über kulturelle Unterschiede und unterschiedliche Werte, über Divergenzen zwischen traditionellen Kulturen und den Werten liberaler Demokratien; Diskussion über Pluralismus und Toleranz in Bezug auf Religion, Politik und persönliche Werte.

15. Unter Berücksichtigung, dass einer der Schlüssel für eine erfolgreiche Integration eine einträgliche Beschäftigung ist, sind die Gemeinden aufgefordert, Bildungsdienste und lokale Veranstaltungen einzusetzen, um das Bewusstsein über Beschäftigungsangebote und staatliche Arbeitsvermittlungsstellen zu fördern.

Der Kongress
der Gemeinden und Regionen

16. PLENARTAGUNG
Straßburg, 3. – 5. März 2009

Gleichheit und Vielfalt bei der Beschäftigung und den Diensten der Gemeinden

Entschliessung 281 (2009)[1]

1. Ein rascher und effizienter Zugang zu Beschäftigung und den Grunddiensten ist wesentlich für die reibungslose Integration der Einwanderer in ihr Gastland und schafft ein Gefühl der Zugehörigkeit zur gemeinsamen bürgerlichen Gesellschaft sowie gute gemeinschaftliche Beziehungen;

2. Die Gemeinden können hier wirklich etwas bewegen, da sie nicht nur die Hauptarbeitgeber, sondern auch für die Dienste verantwortlich sind, die für die Integration der Einwanderer am wichtigsten sind, darunter Bildung, Wohnung und in einigen Fällen auch die Gesundheitsversorgung. Außerdem haben sie eine größere Kontrolle über ihre Personalpolitik und die Dienste als andere Akteure, die die Integration fördern;

3. Diese Schlüsselrolle der Gemeinden veranlasste das CLIP-Netz (Cities for Local Integration Policy), das der Kongress mitbegründet hat, für das zweite Modul die bestehenden erfolgreichen Strategien für die Beschäftigung von Einwanderern und die Erbringung von Dienstleistungen für diese Bevölkerungsgruppe durch die Gemeinden aufzuzeigen;

4. Der Kongress der Gemeinden und Regionen ist der Auffassung, dass die Gemeinden die Praktiken zur Förderung der Beschäftigung von Einwanderern stärker unterstützen und die Hindernisse beseitigen sollten, vor denen diese stehen, wenn sie Zugang zu den Diensten suchen;

5. Daher unterstützt der Kongress voll und ganz die Feststellungen des Clip-Netzes in diesem Bereich und fordert die Gemeinden auf:

a. ihre Ziele im Bereich der Beschäftigung von Einwanderern sowie die Erbringung von öffentlichen Diensten zu überprüfen und ein System einzurichten, das einen Rahmen absteckt und Verantwortung zuweist, damit die transversale Kohärenz dieser Ziele gewährleistet ist;

[1] Diskussion und Zustimmung durch die Kammer der Gemeinden am 4. März 2009 und Annahme durch den Kongress am 5. März 2009, 3. Sitzung (siehe DokumentCPL(16)2REP, Begründungstext, Berichterstatterin : E. Maurer (Schweiz, L, SOC)).

b. die bestehenden Verfahren zur Bekämpfung der Diskriminierung durch Maßnahmen zur Förderung der Integration zu ergänzen, indem:

i. sie prüfen, ob die Einwanderer und Menschen aus Einwandererfamilien tatsächlich Zugang zu Arbeitsplätzen und Diensten in der Gemeinde erhalten und Hindernisse aufzeigen, die sie daran hindern können;

ii. sie prüfen, welche Maßnahmen zur Überwindung dieser Hindernisse ergriffen werden könnten, damit die Einwanderer sich gleichberechtigt wie die örtliche Bevölkerung um Arbeitsplätze (und Beförderungen) bewerben können und Zugang zu Diensten haben, die sie benötigen;

c. eine effiziente Kontrolle der Ziele einzurichten, bei der die Maßnahmen im Bereich Beschäftigung und Erbringung der Dienstleistungen berücksichtigt werden, indem:

i. überprüft wird, ob sie über ausreichende Daten zur Bewertung der Fortschritte verfügen und ansonsten überlegt wird, ob andere kosteneffiziente Formen der Datenerhebung gefunden werden können, die in den Diensten der Verwaltung einheitlich eingesetzt werden können;

ii. sie Kriterien festlegen, um den Grad der Umsetzung und die Auswirkungen der ergriffenen Maßnahmen zu bewerten;

iii. sie andere Formen der internen Rechenschaftspflicht für die Dienste und das Personal sowie eine externe Bewertung erwägen, um ein Feedback der Leistungen zu erhalten und aus den durchgeführten Aktionen zu lernen;

d. gleiche Einstellungsverfahren zu garantieren, indem:

i. die Einstellungsanforderungen an Einwanderer in der Verwaltung überprüft werden und geprüft wird, ob Kriterien wie das Sprachniveau, die für alle Bewerber gelten, unverhältnismäßig die Einwanderer benachteiligen und in allen Fällen notwendig sind;

ii. mit der zuständigen nationalen Behörde alle Schwierigkeiten bei der Anerkennung der Qualifikationen angesprochen werden, um ein System zu schaffen, das innerhalb einer angemessenen Zeit die Vergleichbarkeit der Qualifikationen bestätigen kann;

iii. die Relevanz einer proaktiven Strategie berücksichtigt wird, um die Einwanderer auf Arbeitsmöglichkeiten aufmerksam zu machen und gegebenenfalls solche Strategien in der eigenen Einstellungsstrategie zu testen;

e. den eingewanderten Angestellten einen angemessenen und angenehmen Arbeitsrahmen zu garantieren, das Umfeld am Arbeitsplatz zu prüfen und alle notwendigen Anpassungen vorzunehmen, damit die Einwanderer sich um eine Stelle in der Gemeinde bewerben oder in der Gemeindeverwaltung beschäftigt bleiben können;

f. größtmöglichen Nutzen aus den Arbeitskräften zu ziehen, die effizient verwaltet und kulturell vielfältig sind, indem:

i. darauf geachtet wird, dass die Mitarbeiter darin geschult sind, die Gesetzesvorgaben anzuwenden und die Chancengleichheit zu gewährleisten;

ii. die Mitarbeiter in interkulturellen Fragen geschult werden, damit sie bei ihrer Arbeit und den Diensten, die sie leisten, mit Menschen aus verschiedenen Kulturen und Konfessionen unbefangen umgehen können;

iii. die interkulturelle Erfahrung als berufliche Kompetenz bei der Einstellung anerkannt wird;

iv. darauf geachtet wird, dass die eingewanderten Mitarbeiter nicht nur auf Stellen gesetzt werden, bei denen sie ausschließlich mit Einwanderern arbeiten, sondern auch zur Verbesserung der allgemeinen Dienste für eine vielfältige Bevölkerung beitragen können;

g. darauf zu achten, dass die externen Dienstleister die Zielvorgaben der Gemeinden in den Bereichen Beschäftigung und Dienstleistungen erfüllen, indem die Normen für Vielfalt und Gleichheit in alle Verträge aufgenommen werden, die mit Organisationen und Anbietern geschlossen werden;

h. die Konsultation und Beteiligung der Einwanderer auszuweiten, wenn neue politische Strategien und Reformen der Dienstleistungen entwickelt werden, um möglichen negativen Auswirkungen vorzugreifen und rasch Chancen zur Förderung der Gleichheit zu sehen;

i. darauf zu achten, dass ihre Ziele im Bereich der Gleichheit und Vielfalt in alle lokalen strategischen Partnerschaftsabkommen einfließen, die mit den Anbietern des Privat- und Vereinsektors geschlossen werden. Die Gemeinden, die solche Abkommen nicht geschlossen haben, sollten prüfen, ob ihnen eine engere Kooperation mit den zuständigen Organisationen auf lokaler Ebene helfen könnte, ihre Ziele zu erreichen;

j. darauf zu achten, dass alle neuen Einwanderer Zugang zu Beratung, Information und Sprachunterricht erhalten und zusammen mit den Einwanderern, Arbeitgebern, NRO und den zuständigen Gewerkschaften zu prüfen, ob die Bedürfnisse der Neuankömmlinge erfüllt werden und Möglichkeiten zu schaffen, wie die verfügbaren Dienste ausgewertet und die Einwanderer besser informiert werden können, entweder durch die Integration der verschiedenen Bedürfnisse der Einwanderer in die allgemeinen Dienste oder durch gezielte Leistungen für die neuen Einwanderer;

k. die feindselige öffentliche Meinung und den möglichen Widerstand der Mitarbeiter durch eine effektive Kommunikationsstrategie zu bekämpfen, um der Öffentlichkeit die Politik der Vielfalt zu erklären und Maßnahmen gegen die falsche Information über den Zugang der Einwanderer zu den Diensten zu ergreifen, die möglicherweise zu Spannungen führen können;

6. Der Kongress bekräftigt seine Entschlossenheit, sich am CLIP-Netz zu beteiligen, die guten Praktiken und Schlussfolgerungen zu verbreiten und beauftragt hierzu seinen Ausschuss für Soziale Kohäsion, diese Arbeiten durchzuführen.

Der Kongress
der Gemeinden und Regionen

16. PLENARTAGUNG
Straßburg, 3. - 5. März 2009

Interkulturelle Städte

Entschließungsentwurf 280 (2009)[1]

1. In der interkulturellen Stadt werden die Bildungs-, Wohnungs-, Beschäftigungs- und Kulturpolitik sowie andere politische Bereiche und öffentliche Räume so zusammengestellt, dass Menschen aus unterschiedlichen Kulturen sich austauschen, miteinander leben und zum gegenseitigen Nutzen und Verständnis miteinander in Kontakt treten können.

2. Die interkulturellen Städte haben sich deutlich dazu verpflichtet, die kulturellen Identitäten in ihren Städten zu entwickeln, zu fördern und zu schützen. Starke und dynamische Identitäten sind wichtig für die Entwicklung und Vitalität der Städte.

3. Die verstärkte Zuwanderung, die soziale Mobilität und die rasche Entwicklung der Informations- und Kommunikationstechnologien haben den Wandel der kulturellen Identität beschleunigt und gleichzeitig stehen den Städten und Gemeinden mehr zusätzliche Ressourcen zur Verfügung, um die Formung und die Entwicklung der Identität zu beeinflussen und anzuregen. Das Wirtschaftswachstum und die Integrationskräfte der neuen Medien bieten den Gemeinden neue Instrumente und Chancen, da die Bürger sich leichter an den örtlichen Netzen in ihren Städten und Gemeinden beteiligen und interagieren können.

4. Bei der Förderung der Identität, des Zugehörigkeitsgefühls zu einer Gemeinschaft und einem Ort muss ein Gleichgewicht zwischen Inklusion und Exklusion gefunden werden. Die Stadtbehörden sollten sich besonders um eine ausreichende Offenheit bemühen. Sie müssen anerkennen, dass sowohl die kulturellen Gruppen und Gemeinschaften auf ihrem Gebiet als auch der Beitrag dieser Gruppen zur sozialen Kohäsion der Stadt verschieden ist, dies gilt auch für die Gruppen, die als Neuankömmlinge und Einwohner auf Zeit eingestuft werden.

5. Die kulturellen Identitäten tendieren dazu, sich an den anderen zu orientieren. Oft fühlen sie sich aus historischen Gründen nicht automatisch zueinander hingezogen. Der Europarat muss Instrumente entwickeln, die die Vereinbarkeit und positive Interaktion der einzelnen kulturellen Identitäten sichern. Hierzu zählen Sensibilisierungskampagnen wie das Europäische Jahr des interkulturellen Dialogs und Fördermaßnahmen, damit interkulturelle Kommunikationsfähigkeiten erworben und verbessert werden können.

[1] Diskussion und Zustimmung durch die Kammer der Gemeinden am 4. März 2009 und Annahme durch den Kongress am 5. März 2009, 3. Sitzung (siehe Dokument CPL(16)1REP, Begründungstext, Berichterstatter: J. Nilsson, (Schweden, L, SOC)).

6. Angesichts des oben Gesagten ist der Kongress,

a. unter Berücksichtigung des Weißbuches des Europarates über den interkulturellen Dialog (verabschiedet im Mai 2008 bei der Tagung des Ministerkomitees);

b. überzeugt von der Bedeutung einer Integrationspolitik, die darauf beruht, dass die Gemeinschaft die Vielfalt als Ressource für das Wohlergehen der Bürger, die soziale Kohärenz und die Wirtschaftsentwicklung der Stadt wahrnimmt;

c. überzeugt von der Notwendigkeit, multikulturelle Identitäten zu entwickeln, die alle sozialen, ethnischen und kulturellen Gruppen einschließen;

d. der Auffassung, dass einer der Hauptvorzüge der Städte und Gemeinden die Vielfalt und das Kulturerbe der Bevölkerung sind;

7. Fordert die Gemeinden auf:

a. ausdrücklich ihr gemeinsames Engagement für eine interkulturelle Politik zum Ausdruck zu bringen und parteiischen und populistischen Versuchen vorzubeugen, mit kulturellen und religiösen Stereotypen, Vorurteilen und Ängsten zu spielen;

b. darauf zu achten, dass die interkulturelle Politik sich unablässig bemüht, Stereotype und unbegründete Ängste abzubauen, die von der Öffentlichkeit und bestimmten Medien auf die Zuwanderer, ihre religiösen Praktiken und ihr Sozialverhalten übertragen werden;

c. die Entwicklung multipler kultureller Identitäten anzuregen, ein pluralistisches Verständnis der eigenen Identität zu entwickeln und das „Wir" weiter auszulegen, so dass es nicht nur die Kultur und die Traditionen des Gastlandes oder der Mehrheit umfasst, sondern auch derjenigen, die eine andere Sprache, Religion und Kultur haben oder derjenigen, die erst kürzlich zu der Gemeinschaft gestoßen sind;

d. öffentlich den wertvollen kulturellen Beitrag der neuen Zuwanderer zur Kultur- und Wirtschaftsentwicklung der Stadt anzuerkennen und besonderes Augenmerk auf die Prinzipien des interkulturellen Dialogs zu legen;

e. Migrantenvereinigungen, sozioökonomische Organisationen, NROs und andere beratende Organe aktiv zu unterstützen, die durch einen verbesserten Zugang zu den Einrichtungen und Schulungen zur kulturellen Kreativität und Interaktion der Stadt beitragen;

f. die Initiative zum Dialog mit den Migrantenvereinigungen, sozioökonomischen Organisationen, NROs und anderen beratenden Organen zu ergreifen, um gemeinsam zur kulturellen Kreativität und Interaktion der Stadt beizutragen und gegebenenfalls die Schulung zu unterstützen;

g. sicherzustellen, dass die lokalen Vermittler ausreichend in dem komplexen Prozess zur Bildung der Identität geschult sind, damit sie nicht in die Falle der Ausgrenzung und Entfremdung geraten können, sondern helfen, Konflikte zu überwinden und Vertrauen zwischen den verschiedenen Kulturgemeinschaften aufzubauen;

h. kulturelle Bande zwischen den Diasporas und zwischen ihren Herkunftsländern durch gemeinsame Aktivitäten und Austausch zu schaffen;

i. ein Schulungsprogramm zur Sensibilisierung der Verantwortlichen aus der Politik und der Ansprechpartner der Gemeinden in den öffentlichen Diensten einzurichten.

Der Kongress
der Gemeinden und Regionen

15. PLENARSITZUNG
Straßburg, 27. - 29. Mai 2008

Verbesserte Integration von Migranten durch kommunale Wohnungspolitik

Entschliessung 270 (2008)[1]

[1] Diskussion und Zustimmung durch die Kammer der Gemeinden am 28. Mai 2008 und Annahme durch den Kongress am 29. Mai 2008, 3. Sitzung (siehe Dokument CPL(15)5RES, Entschliessungsentwurf vorgelegt durch E. Maurer (Schweiz, L, SOC), Berichterstatter).

1. Soziale Eingrenzung im urbanen Kontext mittels Wohnungsinitiativen und lokalen Nachbarschaftspraktiken sind wichtige Faktoren, um im Hinblick auf die Förderung der Integration Lösungen zu finden;

2. Die Qualität und die Art der Unterbringung sind daher kritische Komponenten der Integration, da diese sich nicht nur auf das Wohlergehen der Migranten auswirken, sondern auch auf ihre Beziehungen zur Gemeinschaft und den Zugang zu lokalen Diensten und Möglichkeiten (Arbeitsmarkt, Bildung, medizinische Versorgung, etc.);

3. Angesichts der Bedeutung der Unterkunft und den tatsächlichen Einfluss, den die lokale Verwaltung in diesem Bereich nehmen kann, wurde er als erstes Thema der CLIP (Cities for Local Intengration Policies), deren Mitbegründer der Kongress ist, gewählt;

4. Der Kongress der Gemeinden und Regionen, im Vertrauen, dass die effektive Umsetzung der Integrationspolitik immer stärker eine Angelegenheit der lokalen Behörden ist, und dass der Erfahrungsaustausch erfolgreicher Maßnahmen in diesem Bereich daher wesentlich ist, unterstützt vollständig die Feststellungen des CLIP-Netzwerks im Bereich der Migrantenunterbringung und fordert die lokalen Behörden der Mitgliedstaaten des Europarats auf:

a. eine langfristige, zentral koordinierte lokale Integrationspolitik mit einer starken Betonung eines integrierenden und ganzheitlichen Ansatzes im Hinblick auf Unterbringungsfragen zu entwickeln;

b. die Verfügbarkeit zuverlässiger, umfassender und aktueller Informationen durch die Einrichtung einer Sondereinheit innerhalb ihrer Statistikabteilungen sicherzustellen, die in Zusammenarbeit mit NRO, Kirchen, lokalen Forschungsgruppen und Freiwilligen:

i. systematisch überwachte Indikatoren entwickeln könnte, um die qualitative Wohnsituation von Migranten, ihren Zugang zu Unterkünften und ihre räumliche Verteilung in der Stadt zu bewerten;

ii. die Dynamiken der Migrantenbewegung in der Stadt durch Datenfluss anhand einer auf niedriger Stufe durchgeführten räumlichen Aufgliederung (Nachbarschaften oder Straßen, anstelle von Bezirken) für tiefergehende und zuverlässigere Einblicke erfassen und untersuchen könnte;

iii. eine Überwachung der Wohnbedingungen in einer allgemeinen Überwachung der Lebensqualität der Migranten in ihren lokalen Gemeinschaften integrieren könnte;

c. das Angebot und den Zugang zu erschwinglichen Sozialwohnungen zu verbessern, indem sie die Anforderungen und Vorschriften für den Zugang zu Sozialwohnungen definieren (max. Familieneinkommen, Wartezeiten, Familienmitglieder, die pflegebedürftig sind), eine Rangliste und Notfallbestimmungen festlegen, um eine Vorzugsbehandlung zu ermöglichen;

d. sicherzustellen, dass die Migranten einen fairen Zugang zu Wohnungsgesellschaften und –genossenschaften haben, und zwar:

i. indem sie diesen Vereinigungen im Austausch gegen Mietpreisbindungen und eine Quote an Wohnungen, die direkt durch die Kommune gemietet werden, städtische Liegenschaften zur Verfügung stellt;

ii. die Bereitstellung von Unterkünften für Migranten bei den Wohnvereinigungen koordinieren;

e. Migranten über die Wohnangebote zu informieren und die Diskriminierung zu überwachen, indem sie:

i. leicht zugängliche Bürgerberatungszentren einrichten, die Hinweise über den lokalen Wohnungsmarkt, zu finanziellen und rechtlichen Fragen geben (z. B. Mietzahlung, Mietindex, räuberische Erpressung, Mietschulden, gesetzliche Kündigungsfristen) und bei interkulturellen Konflikten helfen;

ii. Informationsunterlagen in verschiedenen Sprachen bereitstellen und auf freiwillige Fürsprecher oder Migrantenverbände derselben Sprachgruppe hinweisen;

iii. leicht zugängliche Beschwerdestellen einrichten (Ombudsmann) und systematische Prüfungen im Hinblick auf die Diskriminierung von Migranten auf dem Wohnungsmarkt durchführen;

iv. offizielle Bestimmungen oder inoffizielle Praktiken von Wohnungsgesellschaften, sozialem Wohnungsbau und dem privaten Wohnungsmarkt etc., die direkt oder indirekt Migranten diskriminieren, anvisieren und abschaffen;

f. die Ausbeutung von Migranten und eine Überbelegung von Wohnungen durch private Vermieter zu verhindern, indem sie:

i. sich bei den nationalen Regierungen dafür einsetzen, den lokalen Behörden größere Befugnisse bei der Genehmigung von Mietbedingungen (Lizenzierungssystem) einzuräumen, insbesondere für Immobilien mit mehreren Parteien;

ii. in Partnerschaften mit anderen Agenturen zusammenarbeiten, die eine Zugangsberechtigung für solche Immobilien haben, Informationen über die Immobilien austauschen, bei denen die Zustände inakzeptabel sind, und gemeinsame Maßnahmen ergreifen, um diese Missstände zu beheben;

g. den Zugang und die Bezahlbarkeit von privat gemieteten Wohnungen durch innovative Public-Pricate-Partnerships zu verbessern, indem sie:

i. als Vertragspartner auftreten, private Immobilien unter dem Marktpreis anmieten und dann an diese mietgünstigen Wohnungen an Migranten untervermieten;

ii. privaten Bau- und Erschließungsgesellschaften städtische Grundstücke unter dem Marktwert zur Verfügung stellen, die dann im Gegenzug einen Teil der Wohnungen zu günstigen Preisen an die Zielgruppe vermieten;

iii. als Mediatoren bei Verträgen zwischen den Mietern mit Migrationshintergrund und den (alteingesessenen) Eigentümern agieren;

h. Immobilieneigentum unter den Migranten zu fördern, indem sie:

i. Fördergelder oder Steuervergünstigungen für Familien mit niedrigem Einkommen (einschließlich Migranten) für den Hausbau, -kauf oder die Renovierung bereitstellen;

ii. städtisches Land zu subventionierten Preisen direkt für Familien mit niedrigem Einkommen für den Hausbau bereitstellen oder an private Bauherren abgeben, die den Zielgruppen dann die Wohneinheiten zu einem Preis unter dem Marktpreis verkaufen müssen;

i. einen „sanften“ Ansatz für die urbane Erneuerung zu verfolgen, der soziale, wirtschaftliche und kulturelle Anforderungen berücksichtigt und der die Mitwirkung der Bewohner beim Planungs- und Umsetzungsprozess zulässt;

j. ausgewogenere Nachbarschaften zu erzielen und Absonderung zu verhindern oder zu reduzieren, indem sie:

i. den sozialen Wohnungsbau auf die gesamte Stadt verteilen, um generell räumliche Konzentrationen von Niedrigverdienern und insbesondere von Migranten zu verhindern;

ii. eine Migrantenquote für Sozialwohnungen erlassen und möglicherweise den Zugang zu Sozialwohnungen auch für Beschäftigte mit mittleren Einkommen zulassen;

5. Der Kongress weist seinen Ausschuss für soziale Kohäsion an, seine Arbeit mit dem CLIP-Netzwerk fortzusetzen und bittet den Ausschuss für die Regionen, die wertvolle Arbeit seines Wirtschafts- und Sozialausschusses (ECOS) im Bereich Integration von Migranten und Wohnraum fortzuführen.

The Congress
of Local and Regional Authorities

The Congress
Le Congrès

COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

Chamber of Regions

25th SESSION
Strasbourg, 29-31 October 2013

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Migrants' access to regional labour markets

Committee on Current Affairs
Rapporteur: Deirdre McGOWAN, Ireland (R, ILDG[1])

Summary

The rapidly growing cultural diversity of European societies has brought to the forefront the questions of both integration of migrants into the host community and their participation in the economic development, in particular at regional and local levels. Migrants' access to the labour market constitutes a central dimension of such integration. In the period prior to the economic crisis, from 2000 to 2007, third-country nationals contributed to a quarter of the overall rise in employment in Europe. However, during the crisis, their employment situation has deteriorated more rapidly than that of natives.

[……]

[1] L: Chamber of Local Authorities / R: Chamber of Regions
EPP/CCE: European People's Party Group in the Congress
SOC: Socialist Group
ILDG: Independent Liberal and Democratic Group
ECR: European Conservatives and Reformists Group
NR: Not registered

According to OECD's 2013 International Migration Outlook, raising the employment levels of migrants to that of the native-born would generate significant economic returns, due to the higher educational achievement levels and socio-economic positions of today's migrants. Yet this migrant human capital remains widely underused, to a large extent due to the lack of recognition of foreign qualifications, complexity of procedures for obtaining work authorisation as well as discriminatory attitudes and prejudice towards hiring migrants. Regional policy can directly influence the conditions of migrants' employment, as in many countries, regional authorities have significant competences in regulating employment and access to labour markets. However, in many regions, even highly skilled migrant workers are still unable to work and integrate professionally.

This report examines the context of the integration process and barriers for migrants' access to regional labour markets, and proposes a general framework for implementing policy measures to improve such access and to facilitate migrants' employment. The resolution proposes mainstreaming migrant employment policies and strategies into regional economic development plans, and puts forward measures to facilitate the evaluation of qualifications and procedures for work authorisation; to combat discrimination through intercultural policies, education and staff training; to pursue inclusive hiring policies; and to improve education and training opportunites for migrants, among others. The recommendation in particular calls on governments to enforce non-discrimination measures with regard to employment, consider shortening the duration of work restrictions for certain categories of migrants, and reduce bureaucratic hurdles and excessive requirements for certain categories of jobs.

EXPLANATORY MEMORANDUM[2]

I. Introduction

1. The rapidly growing cultural diversity of European societies has brought to the forefront the questions of both integration of migrants into the host community and their participation in the economic development, in particular at regional and local levels. The migrant population in Europe is becoming more diverse not only in terms of ethnic or national origin, but also in terms of length of stay, educational achievement, and socio-economic position, meaning that migrants today have better opportunities for making a meaningful contribution to the regional and local economy, which is especially important in the current economic crisis.

2. In 2011, 33.3 million foreigners were living in the European Union alone (6.6% of the total population). The majority (20.5 million) were third-country nationals (4.4% of the total population). About 80% of third-country nationals in the EU are of working age (15–64 years old) and constitute a significant pool of the labour force. In the period prior to the economic crisis, from 2000 to 2007, third-country nationals contributed to a quarter of the overall rise in employment.[3]

3. Yet this migrant human capital remains widely underused, to a large extent due to the lack of recognition of foreign qualifications as well as a range of discriminatory practices. During the economic crisis, the employment situation of migrant workers deteriorated more rapidly than that of natives.

4. The importance of migrants' access to the labour market or to entrepreneurship has been widely recognised as a critical dimension of integration processes and prevention of exclusion. Migrants' access to the labour market or to creating their own businesses is of utmost importance for successful integration processes because gainful activities – as employee on the labour market or as entrepreneur – constitute a central dimension of both the structural and social integration of migrants. Many opportunities for their participation in society and economic processes become available through employment or self-employment, influencing their social status as individuals.

5. Although the regulatory framework for integration is set mostly at the national or European level, regional and local authorities have considerable leeway in implementing related regulations and in moderating their impact and outcome at the grassroots level. Since integration always takes place in a concrete local context, they share the responsibility for the inclusion of migrants in regional and local economic processes,[4] and play

[2] This explanatory memorandum is based on the contribution prepared by the Council of Europe consultant Professor Wolfgang Bosswick, Director of the European Forum of Migration Studies at the University of Bamberg (Germany), which is available from the Secretariat upon request.
[3] European Commission (EC) - Employment in Europe 2008, Luxembourg 2009.
[4] CdR 212/2009 fin - Own-Initiative Opinion of the Committee of the Regions on Local and regional authorities at the forefront of integration policies, p. 4f, Brussels 2009.

a crucial role in creating specific conditions of access to regional and local labour markets or to entrepreneurial activity. This has also been emphasised in the European Agenda for the Integration of Third-Country Nationals.[5]

6. Successful integration processes and promotion of social cohesion at the local and regional levels render a wide range of benefits for the communities and regional population, and reduce costs associated with social assistance and conflict resolution.

7. Despite these benefits, migrants' integration and in particular their access to the labour market is challenged by various barriers. These barriers and their impact have to be considered as part of regional policy-making, and strategies and measures have to be developed and implemented to meet these challenges. Achieving this goal requires appropriate resources, cooperation and an exchange of experiences across the various governance levels and the participation of relevant stakeholders. Finally, the outcome and impact of such social policies have to be systematically assessed for being able to correct problematic developments and to allocate the resources effectively.

[5] COM(2011) 455 Final – Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, European Agenda for the Integration of Third-Country Nationals, p. 8-9, Brussels 2011.

8. Promoting migrants' access to regional labour markets and business activities thus requires a broad range of policies and measures, which must be part of general economic development and social policy, and which must be guided by the principles of equality, non-discrimination and respect for human rights. Such policies must be based on an integrated approach encompassing most aspects of traditional integration policy, improvement of intercultural relations and diversity management. The challenge of supporting the integration of migrants into increasingly diverse societies also calls for innovative measures in all relevant institutions of the host society, and the regional level offers unique opportunities for a bottom-up development of such innovation.

9. Over the past years, the Congress of Local and Regional Authorities has addressed various aspects of the integration of migrants, in particular in its Resolution 181 (2004) on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions"; Resolution 280 (2009) on "Intercultural cities"; Resolution 281 (2009) on "Equality and diversity in local authority employment and service provision"; and Resolution 323 (2011) on "Meeting the challenge of inter-faith and intercultural tensions at local level"; and most recently its report on promoting migrant entrepreneurship in European municipalities. While these texts are addressed primarily to local authorities, their relevant provisions are also applicable at the regional level, as appropriate.

10. The challenge of integrating migrants in regional and local communities as a major factor for better social cohesion and intercultural harmony, and the crucial role of regional and local authorities in this process, were also highlighted in the report on "Living together: Combining diversity and freedom in 21st century Europe", commissioned by the Council of Europe and prepared by its Group of Eminent Persons in 2011.

11. This report examines the context of the integration process and barriers to migrants' access to regional labour markets, and proposes a general framework for implementing policy measures to improve such access and to facilitate migrants' employment.

II. Importance of migrants' labour market involvement

12. Integration is a process of inclusion and acceptance of migrants in the core institutions of and in their relations with the host society. For migrants, integration means learning a new culture, acquiring access to rights, gaining a social status and building personal relations with members of the host society, thus developing a feeling of belonging in society. But integration is a two-way street and an interactive process. The host society has to learn new ways of interacting with the newcomers and adapt its institutions to their needs.

13. Access to employment has been recognised as a key dimension of this integration process. Regional policies promoting migrants' access to the labour market or entrepreneurial activity are of high importance not only for ensuring integration and preventing the risk of social exclusion of migrant groups over generations. They also contribute to reducing the related social conflicts linked to a widening gap between those who have reasonably secure and well paid work and those who are excluded from the labour market altogether or exist on its margins in various forms of precarious or 'atypical' employment.

14. In such a "dual" society,[6] wealth is created by a highly qualified labour force, using capital equipment based on advanced technology, and income is then transferred to the non-active part through social security payments. In such a socio-economic configuration, a large part of the population is excluded not only from contributing to production but also from participation in the life and development of society. The excluded citizens face unfulfilled potential at best and poverty at worst.

15. Thus, the cohesion and the very social fabric of the host society are at stake if integration processes are not successful and social conflicts escalate at the macro level. Many aspects of this situation, however, can be influenced and improved at the regional and the local community level. Regional and local authorities play a major role in providing measures for preventing marginalisation.

[6] European Foundation for the Improvement of Living and Working Conditions, The Labour Market, Inequality and Discrimination, Dublin 1996.

16. At the same time, the regional and local economy will benefit from a comparatively better social cohesion through migrants' employment and self-employment. The improved labour market involvement and economic activities of migrants not only contribute to the regional economy by generating income, expanding the basis for the regional demand of goods and services, and reducing the costs associated with social assistance and social conflicts, but also improve the competitiveness, living conditions and attractiveness of the region.

17. At the intermediate level, regional and local infrastructures and institutions providing public services also benefit from migrants' access to the labour market and their economic activity. Not only does the local community carry a lesser burden from transfer payments and costs of social interventions, but the inclusion of migrants and acceptance of diversity among the local population also fosters innovation in adapting regional and local institutions to the changed local demography.

18. These general innovations and diversity management improve the quality of services for the majority population as well, and contribute to the attractiveness of the regional community. The resources gained by economically active migrants also contribute to improving the situation of migrant communities, in particular their recognition by the regional public.

19. At the micro level, individual migrants and their family members benefit not only from the family income generated as a result, but also from the related social recognition. Family resources, and the social capital accumulated by being regularly included in important sectors of the community, are in particular relevant for their children, providing opportunities for social upward mobility.

20. Regional policy can directly influence the conditions of migrants' employment, even if it has to operate in a framework of national and federal state regulations and legislations.

a. Migrants' access to the labour market

21. Regional authorities should address the access of migrants to employment within the framework of their general economic development policy and measures, including by reducing bureaucratic hurdles and providing specific measures to support labour market access of migrants. Departments in charge of education, involved in promoting the transition of young people with migrant background from the educational system to the labour market, can contribute with specific and general measures to their vocational training.

b. Migrants' access to employment in public institutions and services

22. As major employers and service providers, regional authorities should ensure an appropriate representation of the migrant population among the staff of their administration and service units. They can also require diversity and non-discrimination provisions in their contracts with external service providers.

c. Migrants' access to entrepreneurship

23. Entrepreneurial activity of migrants creates jobs at the regional labour market, and contributes to the development of the regional economy. Regional authorities should consider the role and importance of migrant entrepreneurship within their overall integration, social inclusion and community cohesion strategy. Migrant entrepreneurship should be covered prominently in their overall objectives, and should complement the traditional focus on paid employment.

III. Cultural diversity and non-discrimination

24. In the context of integration processes, the promotion of non-discrimination and equal opportunities, and the management of diversity play a crucial role. This was highlighted already in 2007 in the European Commission's "Third Annual Report on Migration"[7] and was reflected in the inclusion of the 'integration of migrants' in the 2007 Multi-Annual Framework of the EU Fundamental Rights Agency – the EU body providing assistance and expertise on questions of fundamental rights.[8]

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[7] COM(2007) 512 Final – Third Annual Report on Migration and Integration.

[8] COM(2007) 515 Final – Proposal for a Council Decision implementing Regulation (EC) No 168(2007 as regards the adoption of a Multi-annual Framework for the European Union Agency for Fundamental Rights for 2007-2012. The FRA is the successor body to the

25. Earlier, the Racial Equality Directive[9] and the Employment Equality Directive, adopted by the EU respectively in June and in November 2000, included the protection from discrimination on the grounds of religion and belief.[10] These directives were to be transposed into national law by the end of 2003.

26. Both Directives prohibit discrimination in the field of employment, occupation and vocational training. The Racial Equality Directive, however, goes further, prohibiting discrimination in the provision of goods and services such as healthcare, education and housing. Thus the protection from race discrimination under EU law is more extensive than against discrimination on grounds of religion or belief. Within their remits, both Directives are intended to protect everyone from direct and indirect discrimination, harassment and victimisation. The EU states have implemented the Directives in different ways and on differing time scales.[11]

27. In 2004 the Congress of Local and Regional Authorities adopted Resolution 181 on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions".[12] The Congress noted that migratory flows into Europe constitute a major challenge in terms of integration and social cohesion but also foster the diversity and vitality of European regions and municipalities, bringing numerous advantages in the demographic, economic and cultural spheres. The Congress identified three aims in this context:

- integration and participation which will facilitate equality of opportunity and the same rights and obligations for all;
- peaceful co-existence ensuring the rights and freedoms of the individual;
- the use of cultural diversity as a resource by opening up urban life and public services in an intercultural manner.

28. Thus, beyond the norms of non-discrimination and equal opportunity, in many instances of social life the overcoming of cultural and ethnic difference is an advantage for the integration and efficiency of social systems. Different ethnicity, for instance, can be a disruptive force when conflicts are framed as ethnic conflicts. The diversity approach is different from this perspective. As is perhaps most evident in the diversity management strategy, cultural difference is treated as a resource. Diversity policy at the regional level may be defined as a public policy which is aimed at generating an added value out of cultural difference.

29. When identifying an added value of cultural diversity, one can differentiate between an added value for private goods and an added value for public goods.

An added value for private goods could consist of:

- Improved career opportunities;
- Improved health services;
- Improved service by city administration in general;
- Increased respect from fellow citizens.

An added value for public goods could consist of:

- Improved functioning of regional and municipal organisations and administrative units;
- Improved social cohesion and reduction of conflict;
- Increased cultural and economic attractiveness of the region.

European Monitoring Centre on Racism and Xenophobia (EUMC) established by Council Regulation (EC) No 168/2007 pf 15 February 2007 and started work on 1 March 2007.

[9] Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin.

[10] Council Directive 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation.

[11] Cormack, Janet and Bell, Mark (European Network of Independent Experts in the Non-Discrimination Field) (2005) *Developing Anti Discrimination Law in Europe: the 25 Member States Compared*, European Commission DG Employment, Social Affairs and Equal Opportunities| Fundamental Rights Agency (2007) *Report on Racism and Xenophobia in the Member States of the EU*, TK-AK-07-002-EN-C.

[12] The Congress/Res 181 (2004) E/27 May 2004.

IV. Migrants' labour market access and policy measures

30. The employment situation of migrant workers deteriorated more rapidly than that of natives during the economic crisis. The relative concentration of migrants in economic sectors that are highly sensitive to the business cycle partly accounts for the large increase in migrant unemployment during the economic downturn. In sectors such as construction, unemployment was particularly present among migrant men. In most countries, migrant women have been less affected by the economic crisis than foreign-born men. In more than half of the OECD countries, participation rates of foreign-born women in fact increased between 2008 and 2011. This seems to be linked to better employment opportunities as a consequence of the demand for nursing and domestic workers, which is expected to continue in the light of the ageing of the European population.

31. The crisis affected migrant groups differently according to their education levels as well. Low-skilled foreign-born workers have been more affected than the medium- and high-skilled in many countries. In more than three quarters of the OECD countries with available data, the unemployment gap between low-skilled and high-skilled migrants increased between 2008 and 2011.[13] Migrants have been more strongly affected than natives regarding low-skilled unemployment in particular in Greece, Spain and Portugal.

32. Another group being affected by the crisis are young people aged between 15-24 years. The total number of unemployed youth increased by more than two million between December 2007 and January 2012. Compared to native youth, migrant youth faces higher unemployment, although the difference to natives is smaller than in elder age groups.

33. Foreign-born and native-born workers show differences across the various sectors of the economy as well. During the period 2008-2011, native jobs increased most strongly in human health care activities, residential care services and manufacturing of vehicles. Migrant jobs increased most strongly in the retail trade, specialised construction activities and residential care services. On the other hand, both groups have experienced serious job losses in the construction sector, followed by public administration services for native-born workers and personal services for migrants.[14]

34. Although migrants experience in general greater difficulties in their labour market access than natives, there are remarkable differences according to education level, gender, age and sector of the economy. Any policies and measures to promote migrants' labour market access thus have to consider this complexity and have to be based on a sound analysis of the regional situation, the needs of the stakeholders, and tailored approaches for interventions.

a. Barriers to migrants' employment

35. Legal restrictions and administrative practices in interpreting and implementing them constitute an important barrier to the employment of migrants. Access to the labour market may be completely restricted (such as often for refugees and asylum seekers), regulated restrictively (such as the requirement of a local labour market assessment finding that no natives or EU citizens can hold the job before it is open for application by migrants), or complicated by administrative practices involving sometimes deadlocked parallel procedures mutually dependent on each other (for example, a stay permit required to obtain a work permit and vice versa), which are within the competences of different authorities. In addition, there is no established framework for the mutual recognition of work permits or related documents for third country nationals within the EU.

36. A lack of social capital and of access to social networks constitute another barrier to finding a job or starting one's own business. Access to information about job vacancies or business opportunities for entrepreneurial activities, as well as mediation with the potential employer,[15] are important factors for finding employment or setting up shop.

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[13] OECD, International Migration Outlook 2012.
[14] OECD, International Migration Outlook 2012, p. 94.
[15] Granovetter, M. S., The Strength of Weak Ties, in The American Journal of Sociology 78 (6): p. 1360–1380, Chicago 1973.

37. Other critical barriers to migrants' access to the labour market can be found in the transition from the education system to the labour market. Young residents from migrant families often are in a disadvantaged position already during their school attendance, due to their parents' lack of knowledge about the educational system, and in many cases a limited ability to support their children in their school career. Migrant youth may face difficulties in finding employment or vocational training due to subsequent weak school graduation results.

38. The general situation on the labour market may constitute a barrier as well. Migrants are often employed in sectors affected sooner than others in times of economic downturn, and are often laid off first. At the same time, they are in many cases affected by the employer's use of subjective 'informal' criteria in recruitment. Socially normative criteria, such as the motivation and reliability of the applicant and 'fitting into the team', appear to be more important factors in the selection of personnel, than technically instrumental criteria, such as education and work experience. With these criteria, subjective prejudices come into play more often than with objective criteria.

39. Typical barriers to entrepreneurship are a lack of funds and of appropriate educational qualifications. Most fledgling migrant entrepreneurs can, in principle, only set up shop in markets with low barriers of entry in terms of capital outlays and required educational qualifications. In these markets, production is usually small-scale, low in added value, and often very labour intensive. Consequently, earnings are typically relatively low and days are long and hard for many migrant entrepreneurs. They often face difficulties in finding appropriate premises, and in dealing with complex regulations and requirements. Established local or regional employers' associations tend to ignore migrant entrepreneurs, or at least do not implement a proactive policy of approaching and involving them.

40. Migrants often face a mismatch of their skills and qualifications with their employment. They tend to be employed in the lowest layers of the labour market, often in jobs which are shunned by natives and marked by poor wages and working conditions. Migrant human capital is most widely underused, in particular in the case of migrants who are medium-skilled.[16]

41. This mismatch is related to a large degree to the non-recognition of migrants' skills and qualifications. The 2004 Hague Programme adopted eleven Common Basic Principles to "underpin a coherent framework on integration of third country nationals".[17] These principles provide a first definition of a coordinated approach to integration and outline priorities that any integration policy should address, including employment and access to services. The third of the Common Basic Principles focuses on the importance of employment for the integration of migrants and on addressing a particular barrier that migrants and their prospective employers face - recognition of qualifications. It is important that employers can accurately assess whether a prospective employee has the vocational or professional qualifications they need for the post, but procedural barriers mean that establishing equivalency of qualifications can be difficult and time-consuming in practice.

42. An EU Directive on the Recognition of Qualifications makes it possible for EU nationals who obtained their professional qualifications in one member state to pursue their profession in another, and the European Commission proposed in its communication on integration that this framework be extended to cover third country nationals. However, not all countries have the legal and institutional framework in place to facilitate and expedite the process of the recognition of qualifications.

43. Barriers in this respect are in particular relevant for regulated professions, and the complex procedures of recognising skills and qualifications acquired in a third state result in long periods of processing, and often in partial recognitions only. The recognition of qualifications in non-regulated professions is even more problematic, and the acceptance of a recognition request depends in many countries on the discretion of the processing authorities. In addition, there is a serious information deficit among applicants and often among the authorities as well about the procedures for recognising foreign qualifications, and about the authority in charge of a specific profession.

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[16] Platonova, A., Urso, G. (eds), Migration, Employment and Labour Market Integration Policies in the European Union, IOM LINET, Brussels 2010.
[17] Council Document 14615/04 – Immigrant Integration Policy in the European Union, 18 Nov 2004.

44. Migrants' employment in public institutions and administrations faces particular barriers. Civil servants typically need to have full citizenship for certain official activities. Public administrations seem to apply often restrictive regulations in their recruitment procedures, and fail to develop proactive recruitment strategies towards migrants, even for positions where intercultural competences and migrant language proficiency are required by the job description.

45. A lack of intercultural competences and of diversity management by the employer can also constitute a barrier already during recruitment, as does the absence of provisions to ensure non-discrimination in promotion practices. Outright discrimination still represents barriers to access to the labour market, in particular with regard to jobs involving direct client contact.

46. Other barriers may be encountered by migrants who face discrimination on multiple grounds such as disability, religious or cultural habits, race or gender. Migrants with multiple grounds for discrimination may be subject to exclusion even if a diversity and non-discrimination policy is in place that prevents obvious discrimination based on the usual criteria.

b. Measures to improve migrants' access to regional labour markets

Developing co-operation with stakeholders

47. The participation of relevant stakeholders (public administrations, business and employers' associations, chambers of commerce, trade unions, migrants' associations, civil society organisations, etc.) in the governance of migrants' integration and labour market inclusion is crucial for planning and implementing effective policies and in designing concrete measures for facilitating migrant employment.[18] This participation includes in particular a regular information exchange with the stakeholders involved, whose independence should be ensured to enable an unbiased exchange of opinions. Stakeholders should be encouraged to support policymakers with their expertise and field knowledge.

48. On the side of public institutions and authorities, the fragmentation of competences and jurisdictions should be overcome by ensuring cooperation among the institutions involved; this includes regional and national policy makers and relevant administrations. Transversal bodies such as interdepartmental working groups or staff of the political leadership could support such cooperation. Structures for stakeholder participation should be established at regional and local governance levels.

49. For promoting the inclusion of migrants in regional labour markets, stakeholders to be considered include labour administration institutions, social and employment departments, economic development departments, foreigners' departments, departments or transversal units in charge of regional integration policies, schools, professional training schools, chambers of commerce, chambers of handicrafts, employers' associations, regional unions, welfare NGOs, non-profit associations and enterprises, tax authorities, local banks and private consultancies.

50. Regular consultations should also be established between regional and national authorities on matters of facilitating migrants' access to employment. Finally, regional authorities should reach out to migrants' communities by using the networks of regional and social organisations, by contacting and bringing together migrants' associations, and by giving an advisory role to their leaders and experts.

Fostering co-operation with social enterprises

51. Cooperation with non-profit social enterprises in implementing measures in support of migrants' access to the labour market offers various opportunities. In particular, social enterprises can play a role in providing temporary employment aimed at an assisted inclusion in the regular labour market. In pursuing objectives of labour market inclusion, a system of co-governance can benefit both the policy design and the functioning of the actors delivering that policy. Social enterprises can also play a larger role in tenders and public works, as well as in public service delivery, especially through established partnerships with public agencies.

[18] Matarese, S., Stakeholders' cooperation on various levels of governance. General Directorate for Immigration and Integration Policies, Rome, 2013.

Promoting general social policy and migrants' access to regional labour markets

52. Employment policy and programme initiatives can achieve simultaneously several objectives. For example, employment programmes that support new businesses might be suitable for both young entrepreneurs and immigrant entrepreneurs who are unfamiliar with local laws and regulations. Similarly, poverty reduction initiatives aimed at low-income workers might also benefit marginalised immigrant and refugee communities, through targeted outreach.

53. Regional authorities should give consideration to specific support measures for migrant job seekers or migrant entrepreneurs outside general employment and entrepreneurship programmes, with an objective of improving their opportunities through awareness-raising and better access to such general programmes supporting employment or entrepreneurship.

Ensuring information collection

54. Integration departments often face a lack of basic data on the local labour market and economic situation. Regional authorities should consider investing in targeted and efficient ways of gathering information and providing policy-relevant analysis of the local labour markets and the entrepreneurial structures. This should be regarded as an important contribution to the economic and social development of the region. One cost-effective way of achieving this is improving horizontal co-operation across various departments and administrative units and strengthening their co-operation with relevant stakeholders such as chambers of commerce, employers' organisations, tax authorities, local banks or private consultancies.

Implementing proactive measures in regulatory and structural support

55. Regional authorities have limited room for manoeuvre as far as the regulatory and structural environment for companies is concerned which lie mostly with the national level. However, they should be actively involved in promoting the efficient implementation of the existing regulations, removing excessive bureaucratic hurdles and introducing effective support services. They should also increase intercultural competences and promote respect for diversity among those dealing with regulatory or other support matters by providing diversity and intercultural awareness training for the existing staff, as well as by employing staff from various ethnic backgrounds.

Providing leadership

56. Given the strategic importance of migrants' inclusion in regional labour markets for a successful regional integration policy, a visible, high-profile political leadership style in support of the integration of migrants should be adopted by regional administrations and councils, and co-operation should be established with leaders of the relevant ethnic, cultural and religious groups and their organisations.

Promoting diversity and combating prejudice

57. Regional authorities should promote diversity policies within the strategic context of the social integration of migrants. In this context, it is necessary to consider the importance of intercultural relations for the overall social cohesion in the region, against a background of increasing cultural, ethnic and religious diversity. The intercultural principles should also form the basis of action taken by regional governments across policies, services and programmes.

58. Regional intercultural policy should be aimed at improving attitudes and relations between migrants and the native population. This is a multifaceted policy field that includes many components such as: a) establishing institutionalised intercultural dialogue; b) creating informal contacts; c) promoting intercultural events and intercultural competence building; d) supporting anti-racism and anti-discrimination activities; e) developing an inclusive identity strategy; f) implementing an effective communication strategy; and g) promoting intercultural mediation and space management.

Ensuring training on diversity management and equality practice

59. A diversity management strategy should be developed, based on a broad recognition of the need to provide public services to a population that is diverse in terms of gender, age, disability and sexual orientation. The strategy must include training for staff to ensure compliance with equality law and guarantees of equal opportunities.

60. Migrant staff should not be restricted only to specific posts that entail working with migrants, but must contribute to improving standards across the mainstream services that are delivered to a diverse population. Managers should ensure that all staff are provided with intercultural awareness training and that intercultural competences are recognised as a specific job requirement for public employment and are used in the recruitment process. Managers should also foster a working environment that is interculturally friendly.

Initiating anti-discrimination activities

61. Regional authorities must make efforts to combat discrimination by adopting anti-discrimination legislation and administrative measures, carrying out regional programmes and campaigns to fight discrimination and racism, setting up anti-discrimination offices and implementing specific anti-racism and anti-discrimination projects, for example in cooperation with NGOs and social partners, among others. The work of an anti-discrimination office should be promoted through awareness-raising among the minority communities.

Including diversity and equality standards in contracts with external providers

62. As major purchasers of services and supplies, regional authorities should establish a procurement policy that values suppliers with immigrant ownership and/or good immigrant employment practices and outcomes. Similarly, the procurement policy can be used to encourage demographically diverse (in gender, age, ability and so on) suppliers more generally.

63. Authorities may make provisions within the contract with the service provider (following the recommendation of the European Commission against Racism and Intolerance[19]) to ensure that it observes best practice in relation to non-discrimination and equal opportunities among its employees and in the services it provides. This way the authority can ensure that its own objectives and obligations in this respect continue to be fulfilled even though it does not provide the service directly.

Ensuring access to advice, information and language tuition for new arrivals

64. Early intervention can shorten the time it takes for migrants to be self-sufficient in employment, access essential services and contribute to the social and political life of the host society. It may also help to ensure that migrants feel welcome in the region, encouraging a sense of belonging and shared citizenship. In consultation with migrants, NGOs and relevant unions, regional authorities should evaluate whether the needs of new arrivals are being met and consider ways in which the services available to them could be improved, either by adapting general services or through targeted provision.

Developing an effective public communication strategy

65. Policy makers may face hostility from the public with regard to services provided to migrants, as well as resistance from staff who are not convinced that diversity policies in staffing or services are necessary. Regional authorities should consider ways in which they can raise awareness among their staff and among the public of the reasons behind their diversity policies and steps they can take to refute false information and rumours about the migrants' situation and their access to services, which are often a potential source of community tensions.

Reviewing recruitment procedures and procedural barriers to employment

66. In many administrations, procedural barriers to migrant employment do exist and are necessary in certain cases, such as for example the level of language proficiency needed to fulfil the responsibilities of a post, or work experience and educational competences commensurate with the job requirements. However, excessive requirements may be found as well and should be critically assessed.

[19] CRI(2003)8, ECRI General Policy Recommendation №7 on "National legislation to combat racism and racial discrimination", 13 December 2002

67. Regional authorities should review the eligibility of migrants for jobs across their administration, and consider the expediency of the criteria that are applicable to all job seekers but disproportionately disadvantage migrants, such as the level of language proficiency. They should consider proactive approaches to attract migrant applicants and, where appropriate, pilot such approaches within their own recruitment strategy.

Ensuring a welcoming work environment

68. Authorities and public service providers should take steps to ensure that the working environment is welcoming and meets the particular needs of migrant workers. This involves, for example, ensuring that staff canteens cater for differing dietary needs, setting up a prayer room for those who want to pray at rest times during the day, showing flexibility in allowing days off on religious holidays, or establishing an informal support group for minority staff, among others.

Reviewing recognition practices for foreign qualifications of regional institutions

69. Regional authorities should be aware of regional institutions which are in charge of implementing recognition procedures for skills and qualifications achieved in a foreign country, such as chambers of commerce, chambers of handicrafts, or professional associations. They should cooperate with these institutions in order to ensure that their practices are not setting up inappropriate barriers to migrants' access to regional labour markets.

Ensuring efficient use of available instruments in support of entrepreneurship

70. Regional authorities should reflect on the growing economic importance of migrant entrepreneurship and its impact on the labour market, including the creation of jobs for migrants. In many regions, a continuously increasing number of migrant businesses can be found. This is also reflected in the large numbers and high shares of business start-ups by migrant entrepreneurs (in some cities over 50% of all start-ups are initiated by immigrant entrepreneurs). Regional authorities should recognise and use migrant entrepreneurship, which contributes to strengthening regional competitiveness by improving external trade links based on the formal and informal networks and intercultural capabilities of migrant entrepreneurs. More variation in local service provision by migrant entrepreneurs can promote a dynamic and vibrant image of a cosmopolitan region.

71. In order to capitalise on these potential economic gains, the relevant departments should use the available instruments to help to sustain the existence of migrant enterprises over its whole life span. Regional authorities directly and indirectly offer a large number and variety of different programmes and tools to help potential or existing entrepreneurs. However due to many barriers (lack of awareness, unsuitable ways of delivering information, cultural distance of migrants to certain or any activities of majority society, lack of language knowledge, lack of contact with any intermediary organisation of majority society such as chambers of commerce), there is only a limited use of programmes by migrant entrepreneurs.

72. Policymakers could think of a more tailored and targeted approach of reaching migrant entrepreneurs in general or even specific groups for instance migrant females. This could include some sector specific training, mentor programmes, use of migrants' organisations in spreading the information about the programmes or using successful role models. Special attention could be paid to the training that covers all phases of entrepreneurial process including planning, marketing, taxes or personnel management.

Setting up a liaison unit and preventing hate crime

73. Policymakers could set up an integration liaison unit within the police force, which would be trained in dealing with intercultural conflicts and migration-related issues. Hate crime prevention strategies are recommended to improve relations between the police and migrant groups.

V. Recommendations

74. Policies and measures promoting migrants' access to regional labour markets should be integrated in general social policy measures as much as feasible. Mainstream institutions should be enabled to deal appropriately with diversity among their clients and within the own staff. State-of-the-art techniques for planning social policy interventions should be applied to those components targeting migrants as well.

75. Policymakers and authorities on the regional and local levels should include stakeholders in their action plans. This should encompass co-governance and consultation in the planning phase, cooperation in the implementations phase and assessment of the actions' implementation and outcomes. Of particular relevance are migrant associations and local or regional social organisations with close contact to the migrant communities.

76. A visible, high-profile political leadership in support of the integration of migrants should be adopted by regional administrations and councils, and co-operation should be established with leaders of the relevant ethnic, cultural and religious groups and organisations. Policymakers should develop strategies on how to report on minorities, diversity and intergroup relations in a systematic, continuous and professional way, making diversity visible and presenting the diverse population and its activities in a positive way.

77. As major employers, regional governments should implement and innovate inclusive hiring and promotion practices. As the competition for skills and labour increases, inclusive hiring practices will ensure access to talented employees. A diverse workforce enhances the ability to serve the public. Training of middle management in diversity issues and provisions for equal consideration of employees with migration background in promotion procedures should be implemented.

78. Policymakers and experts of public institutions at the regional level should engage in promoting horizontal cooperation across the different departments and institutions related to integration policies. They should aim at cooperating with national and European programmes on integration, represent the interests of their communities and should engage in an exchange of experiences and knowledge about migrant integration procedures with practitioners from other countries.

The Congress
of Local and Regional Authorities

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Chamber of Local Authorities

25th SESSION
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Integration through self-employment: promoting migrant entrepreneurship in European municipalities

Current Affairs Committee

Rapporteur: Henrik HAMMAR, Sweden (L, EPP/CCE[1])

Summary

The ongoing rise of migrant entrepreneurship in Europe is expected to contribute significantly to the integration of migrants at local level and to the economic development of their city of residence. Migrant entrepreneurship is also an important factor in the creation of new businesses and should be given greater priority in the implementation of the Europe 2020 strategy of the EU by national and regional governments and local authorities. However, specific national and local policies to improve conditions for migrant entrepreneurship are currently lacking. The report examines the existing situation and proposes measures to promote migrant entrepreneurship in European municipalities, in particular through less rigid regulation and simplified procedures, improved information to migrants, micro-financing, skills development, marketing assistance and creation of migrant business associations.

[…]

The report invites local authorities in Council of Europe member states to include migrant entrepreneurship in their economic development and integration strategies, implement deregulation measures and simplify administrative procedures to improve the business environment, encourage the setting-up of migrants'

[1] L: Chamber of Local Authorities / R: Chamber of Regions
EPP/CCE: European People's Party Group in the Congress
SOC: Socialist Group
ILDG: Independent Liberal and Democratic Group
ECR: European Conservatives and Reformists Group
NR: Not registered

business associations and the participation of migrant entrepreneurs in community affairs, and offer them advice and assistance in particular in getting access to finance and in improving their business skills.

The report also recommends that national governments and European institutions recognise the importance of migrant entrepreneurship for integration and economic growth, make their regulatory and structural frameworks more business-friendly for small and medium-sized enterprises in general and migrant enterprises in particular, facilitate access of migrant businesses to venture capital through micro-financing, and support local action in favour of migrant entrepreneurship.

EXPLANATORY MEMORANDUM[2]

I. Introduction

1. The immigrant population in Europe is growing and rapidly becoming more diverse in terms of ethnic or national origin, but – as far as first- or second- generation immigrants are concerned – also in terms of length of stay, educational achievement, and socio-economic position. Increasing migration to Europe raises the questions of both integration of migrants into the host community and their meaningful contribution to the local economy and economic development, which is especially important in the current situation of economic crisis.

2. An increasing number of migrants have become entrepreneurial and set up businesses, and it is hoped and expected that the ongoing rise in migrant entrepreneurship will contribute significantly to the integration of immigrants and to the economic development of their city of residence. Migrant entrepreneurs can be important for various reasons: they create their own jobs; create jobs for others; develop different social networks than immigrant workers; and, last but not least, shape their own destinies rather than waiting for cues from the host society's institutions. As entrepreneurs, they may provide a different range of goods and services; they can enhance the vitality of particular streets or neighbourhoods in cities or of specific economic sectors; and most of all, they play their part in the 'natural' process of succession and renewal of the total corpus of entrepreneurs.

3. Over the past years, the Congress of Local and Regional Authorities has addressed various aspects of integration of migrants at local level, in particular in its Resolution 141 (2002) and Recommendation 115 (2002) on "The participation of foreign residents in local public life: consultative bodies"; Resolution 181 (2004) and Recommendation 153 (2004) on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions"; Resolution 270 (2008) and Recommendation 252 (2008) on "Improving the integration of migrants through local housing policies"; Resolution 280 (2009) and Recommendation 261 (2009) on "Intercultural cities"; Resolution 281 (2009) and Recommendation 262 (2009) on "Equality and diversity in local authority employment and service provision"; and Resolution 323 (2011) and Recommendation 304 (2011) on "Meeting the challenge of inter-faith and intercultural tensions at local level".

4. The challenge of integrating migrants into local communities as a major factor for better social cohesion and intercultural harmony, and the crucial role of local authorities in this process, were also highlighted in the report on "Living together: Combining diversity and freedom in 21st century Europe", commissioned by the Council of Europe and prepared by its Group of Eminent Persons in 2011.[3]

5. The present report examines the specific aspect of the integration of migrants through self-employment at local level and migrant entrepreneurship in European municipalities. The entrepreneurial activities of migrants in starting and operating their own businesses is an important aspect of both their integration and their economic contribution at local level, an aspect which currently does not receive the attention it deserves.

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[2] The rapporteur thanks in particular the Swedish Association of Local Authorities and Regions (SALAR) for its assistance in preparing this explanatory memorandum.

[3] "Living together: Combining diversity and freedom in 21st century Europe", Report of the Group of Eminent Persons of the Council of Europe, © Council of Europe, May 2011.

6. The report draws on the findings and conclusions of a 2011 study by the Cities for Local Integration Policy (CLIP) Network,[4] which assessed the current situation of migrant entrepreneurship in 28 European municipalities. The rapporteur wishes to thank the CLIP Network for its valuable contribution to the work on the integration of migrants and its proposals for concrete measures at European, national and local levels put forward since its inception in 2006, including also with regard to housing (segregation, access, quality and affordability of housing for migrants);[5] equality and diversity policies in relation to employment within municipal administrations and in their provision of services;[6] as well as intercultural policies and intergroup relations at local level.[7]

7. The rapporteur considers that the CLIP study on promoting migrant entrepreneurship can usefully support the current EU programme proposal for business competitiveness and small and medium-sized enterprises (SMEs)[8] and should be taken into account when developing policy recommendations in this area.

II. Small and medium-sized enterprises and migrant entrepreneurship

8. Almost everywhere we look in society we can see signs of globalisation; it is in trademarks, in products and in everything ranging from large multinational corporations to small micro-businesses, whose origins are increasingly in countries far from Europe. *Chinese bubble tea*, *Turkish döner kebab*, *Bollywood movies* or *Moroccan henna*: the appearance of this ever-broadening range of 'exotic' products in shops in Amsterdam, Frankfurt, Istanbul or Lisbon reveals some of the deepening links between less-developed and advanced economies. The ethnic and socio-cultural make-up of many advanced economies has significantly changed as flows of long-distance migration from ever more locations increased in the second half of the twentieth century. Immigrants from both developed and less-developed countries moved to advanced economies, embodying the complex process of globalisation in a very palpable sense.

9. These two highly visible aspects of globalisation – the international mobility of capital and of labour – are often directly related as immigrants themselves introduce their products and services to far-off places. They start businesses in their countries of settlement and become 'self-employed', 'new entrepreneurs', 'immigrant entrepreneurs', 'foreign entrepreneurs' or 'ethnic entrepreneurs'.

10. Notwithstanding the increasing numbers of migrant entrepreneurs from less-developed countries who set up shop, they have long remained out of sight and out of mind in the public and political discourse of Europe. In socio-economic terms, for a long time these immigrants were largely viewed as workers. Immigrants were predominantly depicted as suppliers of cheap, low-skilled labour in advanced economies. Only more recently has attention shifted towards immigrants who start their own businesses.

a. Importance of small and medium-sized enterprises

11. The European Union has now started to pay attention to the fact that a large part of its economy and workforce originates from small and medium-sized enterprises (SMEs). Micro-, small and medium-sized businesses represent 99% of all enterprises in the EU,[9] employ 67% of the workforce in the private sector, account for 58% of the total turnover[10] and create 4 million new jobs every year.[11] It is the entrepreneurs behind these businesses who are the backbone for building stability and success for European economic recovery and development. However, when looking at growth among entrepreneurs on this continent compared with other world regions, Europe is behind the United States and Asia when it comes to the creation of new businesses: studies have shown that 37% of the population in the EU say that they would consider starting a business– down from 45% three years ago –while the corresponding number in the USA is 51% and in China 56%.[12]

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[4] CLIP – Promoting ethnic entrepreneurship in European cities, © European Union, 2011, ISBN 978-92-897-1038-1.
[5] CLIP – Housing and integration of migrants in Europe, EF/07/94/EN, ISBN 978-3-7001-6042-7.
[6] CLIP – Equality and diversity in jobs and services: City policies for migrants in Europe, EF/08/71/EN.
[7] CLIP - Intercultural policies in European cities, EF/10/32/EN.
[8] COM(2011) 834 – Proposal for a programme for the competitiveness of enterprises and small and medium-sized enterprises (2014-2020).
[9] CLIP – Promoting ethnic entrepreneurship in European cities, © European Union, 2011, ISBN 978-92-897-1038-1.
[10] COM(2011) 834 – Proposal for a programme for the competitiveness of enterprises and small and medium-sized enterprises (2014-2020).
[11] COM(2012) 795 – Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe.
[12] Ibid.

12. In the EU proposal for the programme for business competitiveness and SMEs,[13] this difference in the spirit of enterprise in the US in comparison to Europe is identified as a problem that needs to be addressed. The welfare of Europe depends on our small and medium-sized enterprises, and we need to make sure that existing and new businesses have the best possible conditions to operate and to grow. It is therefore crucial to improve the possibilities for starting and operating businesses in Europe as well as for supporting and protecting entrepreneurs.

13. Some policy measures have already been put forward under the 2003 European Charter for Small Enterprises and the 2008 Small Business Act (SBA), aimed at making European and national laws business-friendly for SMEs, reducing their administrative burdens (for example, less time and cost to start a business), providing access to finance (including better access to loans and less rigid accounting rules), and supporting access to markets (such as reduction in fees for trademark rights, simplified registration procedures, cross-border provision of services and proposed common rules for starting up and operating a business in any EU country).

14. In addition, a 2009 European Commission report stressed the need to implement the Think Small First principle, in particular by holding consultations with SMEs and listening to their ideas, evaluating the practical impact of policy measures on their operations, and optimising the information flow from the business to the administration. The Commission reiterated this need in its January 2013 communication "Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe", in which it committed itself in particular to proposing "policy initiatives to attract migrant entrepreneurs and to facilitate entrepreneurship among migrants already present in the EU or arriving for reasons other than setting up business, building on the best practices developed in the member states, including by local authorities".[14] The Commission also invited EU member states to remove legal obstacles to establishment of businesses by legal migrant entrepreneurs and to facilitate access to information and networking for migrant entrepreneurs and prospective migrant entrepreneurs.[15]

15. Policy measures in accordance with the Think Small First principle are indeed equally applicable to migrant businesses and important for promoting migrant entrepreneurship. Migrants have proven to be a large part of small enterprises, and their interest in starting their own businesses in most cases exceeds that of the native population. Today in general, there is a greater amount of one-man businesses among European migrants than among the native population, both despite and sometimes due to the fact that migrants experience greater obstacles when starting their careers. Paradoxically, their difficulties in entering the labour market through employment can be a contributing factor to the fact that a high percentage of migrants are looking to start their own businesses.

16. By directing our efforts towards this group, which is showing a greater entrepreneurial tendency, we can hope to be able to speed up the process of increasing the overall number of businesses in Europe.

b. Role and importance of migrant entrepreneurship

17. In many parts of Europe, the percentage of migrants running their own businesses is greater today than among the native population. This occurs despite the fact that migrants usually have more difficulties benefitting from the support available when it comes to starting and running a business. The reasons for this higher percentage can depend on different factors, but it is important to take maximum advantage and make good use of this desire and personal drive of migrants to start businesses. Promoting migrant entrepreneurship must therefore be given a higher priority than it enjoys today, and must be regarded as an important resource and a source of both integration of migrants and their input into the local economy and economic development. Migrant entrepreneurship should in particular be given a greater profile within the current work to improve and strengthen the conditions for SMEs and entrepreneurs, which is being carried out within the EU as part of the implementation of the Europe 2020 strategy.

18. While statistics show large variations between countries and municipalities, the highest share of self-employed foreign-born in non-agricultural employment was registered in central and eastern Europe, with

[13] COM(2011) 834 – Proposal for a programme for the competitiveness of enterprises and small and medium-sized enterprises (2014-2020).
[14] COM(2012) 795 – Entrepreneurship 2020 Action Plan: Reigniting the entrepreneurial spirit in Europe
[15] Ibid.

Poland, Slovakia and the Czech Republic leading and Italy close behind. Another group of countries comprising the United Kingdom, Belgium, Hungary and Portugal show a medium number of foreign-born self-employed, while the countries that have a low number of foreign-born self-employed include Austria, Germany, Ireland and Luxembourg.[16]

19. At the municipal level, the share of migrant business among total business stood at nearly 35% in Amsterdam (Netherlands) and Strasbourg (France), more than 30% in Vienna (Austria) and over 20% in Frankfurt (Germany). The figures also demonstrate a steady increase in new business start-ups among migrants – an indication of robust entrepreneurial dynamics – with 52% of all recent start-ups in Frankfurt being migrant entrepreneurs (in a country with an average share of migrant entrepreneurs at 15%), compared to 37% in Stuttgart (Germany), 25% in Malmö (Sweden), 15% in Turku (Finland) and 13% in Copenhagen (Denmark).[17]

i. Specific contribution of migrant entrepreneurs

20. The self-employment of migrants is important for several reasons. By starting their own business, migrant entrepreneurs create their own jobs, which enable them to circumvent some of the barriers they may encounter in looking for employment. Immigrants from less-developed countries are especially likely to come up against these barriers. They may lack or be felt to lack educational qualifications, they may not have sufficient access to relevant social networks for transmitting information on vacancies, or local employers may simply discriminate against them. Becoming self-employed does not mean all these barriers have become irrelevant, but entrepreneurs seem to be less vulnerable.

21. If they are successful, migrant entrepreneurs can create jobs for others as well. This can benefit relatives, friends and acquaintances and, more generally, co-ethnics, as social networks are often interfaces for information on the recruitment of new workers by small firms. Creating jobs – even poor jobs – helps alleviate unemployment among immigrants. The same holds for providing apprenticeships, which in some countries is seen as an important vehicle for a labour market career. This does not exclude, of course, also the creation of jobs for people from other ethnic groups, including the native mainstream.

22. Migrant entrepreneurs can also contribute different forms of social capital to immigrant ethnic communities. Because of their links to suppliers and customers, they can be useful in constructing bridges to other networks outside the inner circle, thus improving chances of upward mobility. Moreover, migrant entrepreneurs often act as self-appointed leaders for their communities, showing that immigrants from less-developed countries are not necessarily restricted to filling vacancies on the job market and can be active agents shaping their own destinies.

23. In addition, migrant entrepreneurs may broaden the range of goods and services in a country and hence expand the consumers' choice. They may provide goods and services that native entrepreneurs are less likely to offer, and may have expert knowledge on specific demands or specific sources of supply relating to foreign products. By introducing new products and new ways of marketing, even migrant entrepreneurs at the bottom end of a market can be innovators, the introduction of the döner kebab by Turkish entrepreneurs in Germany being a case in point.

24. Furthermore, migrant entrepreneurs can add vitality to particular streets or neighbourhoods in cities, in particular those deserted by native businesses, reversing deterioration. As owners of local businesses, they have a clear stake in the prosperity, accessibility and safety of the street or neighbourhood. In many cases, these businesses are also where members of local social networks gather, representing an important component of the social fabric that sustains civic society at the grassroots level. Finally, migrant entrepreneurs can be instrumental in giving certain sectors a new lease of life because of their specific skills, knowledge or social capital that can be at a comparative advantage in some industries.

ii. Obstacles to migrant entrepreneurship

25. Migrants are generally a group that has considerable difficulties in comparison to the native population when it comes to getting ordinary employment. While migrants encounter the same problems as other people do when they want to start their businesses, they often have to face other additional obstacles, which

[16] CLIP – Promoting ethnic entrepreneurship in European cities, © European Union, 2011, ISBN 978-92-897-1038-1
[17] Ibid.

originate from their specific situation, including, for instance, difficulties in contacting the authorities, receiving funding or accessing local social networks.

26. Despite the apparent diversity of both the origins of the entrepreneurs and the types of businesses they have established in various countries, there are clearly similar underlying processes and similar barriers that pose problems for migrant entrepreneurship. These barriers are related to the availability of information about entrepreneurial opportunities and the relevant rules and regulations; to the availability of business locations; to the availability of financial capital; to having access to a pool of customers; to their embeddedness in local, national and transnational networks; to staff management; and to the availability of skills and competencies.

27. Although there have been notably successful migrant entrepreneurs in advanced economies, many have been funnelled towards markets at the lower end. Lacking, in most cases, access to significant funds of (financial) capital and also deemed lacking in appropriate educational qualifications, most fledgling migrant entrepreneurs seem to be able to set up shop only in markets with with low barriers of entry in terms of investment and educational requirements. In these markets, production is mainly small-scale, low in added value, and usually very labour-intensive. Consequently, earnings are typically relatively low, and days are long and hard for many migrant entrepreneurs. There are, admittedly, indications that migrant entrepreneurs from the second generation of immigrants, who are often better educated than their parents, are able to position themselves in much better, i.e., more profitable, markets.

28. Apart from contributing to the local economy, migrant entrepreneurship plays a major role in improving integration and cohesion in local communities. Removing the barriers faced by migrant entrepreneurs is therefore of crucial importance in both economic and social terms, and measures to do so fall in many cases within the remit of local authorities.

29. Having the possibility to earn one's living and to be able to contribute to the development of society is one of the fastest ways to become integrated into society. Work makes it easier to feel that you belong and that you contribute, to have a purpose and a context in the community. Through efforts to remove obstacles for migrants in starting their own businesses, it is possible to tackle two important issues for Europe: increased integration and the creation of more businesses.

30. Moreover, in today’s society we simply cannot afford to have a population that is fit for work but unable to enter the labour market. It is untenable to have a large group of able-bodied people being left in idleness, also for reasons of Europe’s rapidly ageing population. A growing number of the elderly in many parts of Europe means that fewer working people have to support more people. If Europe is to be able to handle this situation, everyone needs to contribute to society in order for us to afford the service and care the population of a welfare society requires.

31. The ageing population also creates a need for new businesses and for new ideas regarding service and care. There is a market here, which is well suited for new small enterprises – a niche that could also be filled by migrant entrepreneurs if we make it easier for them to start and run businesses.

32. This is why it is important that both national governments and local authorities develop policy measures targeting and supporting specifically migrant entrepreneurship.

III. Policy measures to promote migrant entrepreneurship

33. European, national and municipal governments, business associations, as well as a wide range of third-sector institutions are attaching value – in various ways and with various levels of intensity – to migrant entrepreneurship. There are vast differences when it comes to how countries and cities work with migration issues, which is natural given their different history, social security systems, rules for becoming a citizen and experiences of migration.

34. Many countries consider that migrant entrepreneurship is first and foremost a question of entrepreneurship, and that efforts toward entrepreneurs are therefore also beneficial for migrants. At the municipal level, migrant entrepreneurship has not played until now a major role in the overall strategy supporting the integration of immigrants. Integration work is often separate from entrepreneurship and economic policy, and in the cases where something was done to promote migrant entrepreneurship, it was small scale and not part of any wider context.

a. Integration measures and migrant entrepreneurship: current situation

35. Several perceptions account for this state of affairs and influence the existing approaches in municipal policies. First, that no specific measures are needed for migrants who have not yet become entrepreneurs – which creates a chicken-and-egg situation for those interested in starting a business. Second, that integration measures should focus on social aspects – language skills, social cohesion, norms and values, personal security, etc. – rather than embarking on a career or setting up a business. Third, that the focus should be on labour market participation through employment rather than self-employment and entrepreneurship. Fourth, that no special measures for migrant entrepreneurs are needed at all, either because it is a matter for the private sector (and government should not intervene) or because group-specific measures are considered discriminatory towards other groups (this latter approach has recently been changing with more measures being taken to promote women entrepreneurs).

36. Thus, there is clearly a need for raising awareness among local authorities of, on the one hand, the importance of migrant entrepreneurship as such and, on the other hand, of their own role and responsibility in promoting self-employment of migrants. Awareness and understanding at the local level of the conditions for entrepreneurs and in particular migrant entrepreneurs is crucial for supporting their development in the best way possible. It is important that the local level takes its responsibility to push these questions forward in order to achieve good results. At the same time, national policies and programmes in support of migrant entrepreneurship must include possibilities and incentives for the local level to act on the matter.

b. Measures to improve conditions for migrant entrepreneurs

37. Specific measures to promote migrant entrepreneurship could be grouped into three sets: measures to improve the personal capability of entrepreneurs; measures to improve the business environment for their enterprises; and measures to increase their participation in community life, as part of the overall participation of migrants at local level.

38. The first set of measures should focus on assistance in:

a. offering access to advice and information services, in order to familiarise entrepreneurs with regulations and procedures upon start-up of their businesses, possibly in their mother tongue;

b. finding a business location, either through help in finding premises or through the provision of premises within business incubators;

c. getting access to finance, in particular through microcredit loans;

d. finding customers, by providing marketing advice;

e. building local connections and mobilising transnational links;

f. finding and managing personnel;

g. improving business skills; and

h. overcoming additional hurdles due to multiple discrimination (for example, migrant women entrepreneurs).

39. The second set of measures, aimed at improving the business environment, should include, for example:

a. deregulation measures and simplification of administrative procedures;

b. programmes for urban revitalisation, including the spatial distribution of businesses and their accessibility; and

c. measures to promote and empower migrant business associations.

40. Furthermore, mechanisms and structures should be put in place to involve migrant entrepreneurs in community affairs as part of the overall measures to increase the participation of migrants in decision-making at local level – through local consultative councils of foreign residents, consultations with migrant entrepreneurs and their business associations, their involvement in local chambers of commerce, etc.

41. In this regard, the right to vote at local level is of particular importance, and member states of the Council of Europe that have not yet done so should be encouraged to follow the example of more than 20 European countries currently giving this right to non-EU foreign residents, and in particular to sign and ratify the Council of Europe Convention on the Participation of Foreigners in Public Life at Local Level.[18]

i. Access to funding through microcredits

42. One of the obstacles that migrants experience to a greater extent than the native population is the difficulty in finding funding. In this regard, microcredits are a good way of improving the possibilities for migrants to start their own business. In Sweden, some cities are using micro-financing as an alternative to usual bank loans for migrants and other groups that encounter the same problem. Microcredits seem to be a way of creating good financing opportunities for innovative ideas and for people in situations when the banks find it too unsafe to grant loans. There are many good examples in Europe of how to create such financing opportunities, which need to be better promoted as best practices for others to follow.

ii. Marketing initiatives and financing opportunities for migrants at local level

43. There are currently big differences at local level in how the information about support and financing to business owners and future business owners reaches the groups that have trouble with the local language, lack skills and in certain cases the possibility to obtain the necessary knowledge. It is important that the existing opportunities of support and financing are marketed and made accessible for those who need them. In this regard, it will also be useful to ensure an exchange of experiences and best practices on how to reach in the most efficient way the groups that are in the greatest need of such information.

iii. Better understanding by the authorities of migrant entrepreneurship and its effects on society

44. As shown in Section III.A of this report, entrepreneurship issues are often seen as being neutral and inclusive of all population groups to ensure that there is no bias for a particular group. There is a need for greater awareness and better understanding, principally among local governments, about the effects migrant entrepreneurship has on the entrepreneurship climate, as well as on supply and demand. With such better understanding, migrant entrepreneurship can contribute to building stronger societies, trade and industry, better local integration and development strategies and stronger labour markets. Better understanding will also mean a more solid foundation for smarter measures from local authorities.

iv. Business association for migrants

45. Migrants often do not have someone to “speak up” for them when it comes to entrepreneurship. The established entrepreneur organisations, which do address these issues, usually have a low representation of migrants and difficulties in conveying their information to migrant groups. It is therefore recommended to take the necessary measures for setting up and making operational migrant business organisations that can address the specific issues of migrant entrepreneurship. Such organisations can play an important role when it comes to issues of trade and industry, but might encounter problems of becoming established and active on their own. One reason for this could be that the initiatives to start such organisations are often included in integration policy and not trade and industry policy. Migrant organisations established and supported a trade and industry perspective could play an important role as an intermediary in passing knowledge both to and from migrant entrepreneurs, while local authorities would thus acquire a natural channel for communicating with migrant groups and at the same time receiving information about their conditions and needs.

v. Importance of the local level

46. Most efforts and activities, irrespective of them being at European, national or regional level, depend on a well-functioning local level. As the level closest to the citizens of Europe, the local level must be competent, informed, committed, innovative, bold and active. It is the local level’s responsibility to resolve local issues and somehow all issues end up being a local matter somewhere down the line. Local authorities must make

[18] Council of Europe Convention on the Participation of Foreigners in Public Life at Local Level of 1992, CETS No 144

sure that they are aware of the state of affairs of today and prepared for tomorrow. But in order for their action to be effective and efficient, they must have the necessary competences and tools for managing funding, initiatives and projects, and operate within flexible systems allowing them to be genuinely self-governing, especially when it comes to integrating the European population.

IV. Conclusions and recommendations

47. Today, the tendency to start a business in advanced economies is somewhat higher among migrants than among the native population, despite the fact that migrants usually face bigger obstacles. Entrepreneurship among migrants is steadily increasing in Europe and plays a more important role in the social and economic structure. In many cases migrant entrepreneurs offer services and products that are new or have disappeared from the market. Through their entrepreneurship they are renewing the supply and the labour market. They also open a labour market for certain groups that might have difficulties getting a job, for instance young people and other migrants.

48. There is a lot to gain in working to help and promote migrant entrepreneurship. Creating and maintaining good framework conditions for migrant entrepreneurs not only enhances a city's economic performance but also contributes to the ongoing integration of migrants. Migrant entrepreneurship contributes greatly to the creation of employment and growth in Europe. If we could create better conditions to start businesses and remove obstacles faced by migrants, it will be possible to increase the number of businesses in general and, in particular, the number of businesses created and operated by migrants. This would in turn increase the number of job opportunities in Europe and improve the conditions for taking on the challenges of the future.

49. In the light of the above, the rapporteur proposes a number of recommendations to local authorities, national governments and European policy-makers which are presented in the draft resolution and recommendation.

The Congress
of Local and Regional Authorities

19th SESSION
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Cultural Integration of Muslim Women in European Cities

Committee on Culture and Education
Rapporteur : Amy KOOPMANSCHAP, Netherlands (L, SOC[1])

Summary

Muslim women in European cities often have difficulty integrating into society because of a combination of factors, including language problems, cultural differences and media stereotypes

This report provides an overview of the situation in European countries with Muslim minorities, notes some good practices in some member States and shows how local authorities can facilitate the cultural integration of Muslim women.

[1] L: Chamber of Local Authorities / R: Chamber of Regions
ILDG: Independent and Liberal Democrat Group of the Congress
EPP/CD: European People's Party – Christian Democrats of the Congress
SOC: Socialist Group of the Congress
NR: Members not belonging to a Political Group of the Congress

EXPLANATORY MEMORANDUM

1. Introduction

When speaking of "Muslim women", it has first to be recognised that, just as there are many forms of Islam, so too the term "Muslim" is often loosely applied to people from countries where the dominant religion is Islam, irrespective of the beliefs and affiliations of the people concerned. While bearing this in mind, the term "Muslim women" is used in this document as a convenient label to identify a group of immigrants who arguably feature among the least integrated groups in many European societies.

Although the integration of women Muslim immigrants into non-Muslim countries varies considerably according to their social, educational, and cultural backgrounds, on the whole they perform poorly in comparison with other immigrant women, mix less with the population of their new countries[2] and are more likely to be marginalised,[3] suffering high levels of deprivation, unemployment, domestic violence and poverty.

This lack of integration is a cause for concern. Muslim women are losing out on much that society has to offer. The host societies are also losing out from the skills and talents that this group embodies. This situation is not inevitable. Much can be done to improve it. Local authorities are in a unique position to reach out and help Muslim women take their rightful place.

2. The situation of immigrant Muslim women in Europe today

In the aftermath of the Second World War, a number of European countries solved their labour shortages by encouraging immigration. They are still coming to terms with the unforeseen consequences of these population movements, when large numbers of immigrants, instead of returning to their countries of origin, settled and established families, bringing their own cultural traditions with them.

The host countries were often ill-prepared for this abrupt transition to a pluricultural society and unsure how to absorb the new arrivals. In the case of Muslim women immigrants, there are several significant obstacles to integration.

Language and education

Lack of educational qualifications and poor language skills in the host country languages are the biggest barriers to the integration of Muslim women arriving in non-Muslim countries.

Many women who emigrate to join family members, or in the context of arranged marriages, have little or no previous exposure to the language of their host country. The inability to communicate with those around them and the difficulties in interacting with people in public services encourage many women to depend on other family members, often children, for all contact with the outside world. Poor language skills also have the effect of limiting the exposure of these women to the culture and values of the host community and has the effect of making them almost invisible in the community.

The poor level of education of many Muslim women and girls is not due to Islam: the situation varies from country to country. In India for example, Muslim women tend to be strong advocates of education for their daughters.[4]

Sport

The Congress of Local and Regional Authorities has recently demonstrated the importance of sport for social and cultural integration.[5] However, the low participation of Muslim women in many sports deprives them these opportunities for integration. This lack of participation is often attributed to a fear

[2] The International Herald Tribune ("A trap for Muslim women in Europe", 27/06/2003) reported that 96% of Muslim women in Norway marry somebody from their country of origin, and that most of these marriages are arranged.

[3] Constant, A.L. et al. (2006): Clash of cultures: Muslims and Christians in the Ethnosizing Process, IZA discussion paper 2350.

[4] Nussbaum, Martha, Interviewed on 5 April 2007 (in Reset - Dialogues on civilisations, www.resetdoc.org)

[5] Recommendation 233 (2008) of the Congress of Local and Regional Authorities of the Council of Europe on “Integration through sport

of discrimination and a lack of sensitivity by service providers in relation to their cultural and religious needs.[6]

Inequality

The lack of gender equality within their own communities remains a severe problem for Muslim women. Most Muslim immigrants come from countries (Turkey, Pakistan and the Maghreb), where there is severe gender inequality, where women are often discouraged and sometimes actually hindered from pursuing further education and are expected to stay at home.

Inequality is no more an integral part of Islam than it is for other major religions. Since many Muslim countries have been slow to democratise, the value systems which govern social hierarchies tend to still be enshrined in religious terms. However, these countries are now witnessing strong civil movements to improve the position of women as part of a general growth in civil society. As Mahnaz Afkhami president of the Women's Learning Partnership for Rights, Development, and Peace, which has played a role in helping reform family laws in Algeria, Tunisia, and Morocco, points out: "It is not Islam that holds us back. Rather it is the path the history of patriarchy in Muslim-majority societies has taken that limits our freedom."[7]

Islamisation

When Muslims arrive in a country which is predominantly non-Muslim, they naturally continue to show a strong adherence to the cultural identity of their country of origin. If the country is perceived as hostile, there is a tendency for the traditional values to increase in importance and to be seen as an intrinsic aspect of that identity. Immigrants tend to be more religious in their new countries than they were are home.[8]

Muslim communities are, however, faced with a rise in fundamentalism (of which the Taliban is the best-known image in the media), which impose severe restrictions on women's education and freedom. The spread of these ideas and the accompanying radicalisation of segments of the Muslim community is a great cause for concern in the Muslim community, which had hitherto enjoyed a reputation for tolerance. Western societies are experiencing an Islamic fundamentalist counter culture, where a minority of Muslims are attracted to the simplistic world view offered by radical groups.

6 Muslim Women's Sports Foundation: Muslim Women in Sport, 2010

7 2009 Wilson Centre Conference on Reformist Women Thinkers in the Islamic World, http://www.wilsoncenter.org/index.cfm?fuseaction=news.item&news_id=540844

8 Williams, Raymond B., (1988) Religions of immigrants from India and Pakistan

Sara Silvestri has examined in depth how Muslim women see themselves, their attachment to Islam, how they cope with prejudices against Islam.[9] She found that European Muslim women overwhelmingly support the liberal human rights values of their host countries and consider themselves very much as Europeans.

The headscarf debate

While few European Muslims would support forced marriages and honour killings, there is a considerable divergence of views between Muslims and non-Muslims when it comes to the headscarf. Europeans tend to see the wearing of headscarves as a symbol of oppression and inequality. For many Muslim women, on the other hand the hijab is an important "identifier in a non-Muslim space … it not only signals others her identity as a Muslim, it also gives clues as to how to engage her, what is permissible and what is not".[10] This stark difference in perceptions is a striking example of the communication gap between Muslim women and their host communities.

The rise of Islamophobia

In addition to experiencing a stark lack of equality within their own communities, Muslim women also suffer from external pressures. Levels of discrimination and victimisation of Muslims in Europe are disturbingly high, with most incidents going unreported.[11] There has been a sharp rise in hate crime and violence against Muslims since 2001. Muslims are increasingly the victims of Islamophobia, which has replaced anti-semitism as the main preoccupation of racist groups.[12]

The media contribute to the problem with stereotyped reporting. When Muslim women are in the headlines, it is as victims, whether of racist threats, forced marriages, honour killings or controversies about their attire. They suffer from a stereotyped image of a submissive, subjugated, passive gender, at the mercy of their men folk. The reality is more complex and nuanced, but it remains true that Muslim women are on a major fault line when it comes to European culture and society. Are European societies ready, able and willing to accept them or does the marginalisation of this group point to the failure of the European model?

Islam is at the forefront of political debate about the integration of immigrants in Europe. It is often the focus of feelings of alienation, prejudice and misunderstanding. Whether the prevailing culture is Christian or secular, the strong religious affiliation of many Muslims is often misunderstood and resented by the majority, seen as provocative, threatening and intolerant.

A common feature of the current debate is the tendency to portray Islam and Muslims as a huge monolithic and dangerous phenomenon, evoking the spirit of the medieval crusades. The "typical Muslim woman" does not exist. The Turkish communities in Berlin are very different from the Pakistani communities in Bradford or the Moroccan communities in Lille. Many people from these communities do not identify themselves primarily as Muslim. However, one thing they do have in common is that they are all the object of Islamophobia.

On 1 July 2009, Marwa Sherbini, an Egyptian pharmacist, was killed during a court hearing in Dresden, Germany, by a man against whom she had testified after being insulted for wearing an Islamic headscarf. Rather than being an isolated incident, her murder is the latest in a growing trend of violence. In its 2008 annual report, the European Commission against Racism and Intolerance (ECRI) found that "the negative portrayal of Muslims in the media continued to be one of the main obstacles to their integration in member States. Islamophobia continued to manifest itself through prejudice and stereotypes against Muslims, which in turn lead to acts of discrimination and intolerance against them in everyday life." ECRI points to a new cultural divide: "One of the new faces of racism today is "cultural" racism. According to this notion of racism, cultures are pre-defined entities, largely seen as homogenous, unchangeable and, more importantly, incompatible with each other." [13]

[9] Sara Silvestri (2008) Europe's Muslim women: potential, aspirations and challenges
[10] Saba Ozyurt (2009) Living Islam in non-Muslim spaces
[11] European Union Minorities and Discrimination Survey 2009, Data in Focus report: Muslims.
[12] Thomas Hammarberg, Council of Europe Commissioner for Human Rights, Viewpoint, 22/01/2007 "Muslims are discriminated against in Europe".
[13] Annual report on ECRI's activities covering the period 1 January to 31 December 2008, Council of Europe, 2009

Those who cultivate such attitudes present Islam as a threat to European values, a medieval force that is unable to adapt.[14] They warn of the inevitable development of what Heinz Buschkowsky, Mayor of Berlin Neukölln, has dubbed a "parallel society."[15]

3. Towards integration

What form of integration?

What is meant by cultural integration and why is it important? Sociologists use a cluster of factors to measure cultural integration - language, culture, social interaction, migration history and ethnic self-identification.[16] While a strong attachment to one's country of origin does not preclude developing strong attachments to one's host country, a negative score in terms of cultural integration is often mirrored by poverty, problems entering the labour market and other forms of social exclusion.

Cultural integration is not the same as assimilation, it does not involve adopting the host culture uncritically while suppressing one's own, but it does mean acquiring the skills to live in a secular and pluralist society and to interact with people of other cultures. Western societies are moving towards a pluralistic model, where people hold multiple identities which are constantly interacting and cross-fertilizing.[17] While there is often a strongly rooted dominant cultural tradition, it has long been accepted that citizens can fully participate in society while strongly identifying with a culture other than the dominant tradition.

On the other hand, poor cultural integration can lead to the development of parallel communities, which can undermine social cohesion. A lack of identification with the host community is often accompanied by low political and civic participation and a sense of alienation.

Muslim immigrant women need space to explore their new identities, space to share their identities with the majority community, to present themselves as they wish to be seen. They need and desire to be accepted and respected, rather than have their differences presented as an issue, something to be overcome. They need support in setting up their own self-help groups, to look at problems in the cities, drugs, alienation, drop-out, violence and discrimination.

The needs are not the same for first and second generations. Second generation immigrants, if they have been educated in a socially mixed environment, often express a strong attachment to their European identity and the importance of fitting in. On the other hand they may encounter problems negotiating their relationships with their families. Second-generation immigrants often need to understand where they come from. It is therefore important for them to be able to explore their origins, to be able to better integrate the complex and sometimes conflicting elements in their identities.

Because of their cultural background, many Muslim women are more at ease discussing and exploring issues with other women. This is partly because in Muslim societies the public sphere is predominantly occupied by men. It is a common phenomenon that, when men are present, the women will tend not to speak, and allow them to speak on their behalf, partly to ensure that the men do not lose face.

Violence, domestic or otherwise, is a serious problem in marginalised Muslim communities (cf. the gang rapes highlighted by the association “Ni Putes ni Soumises”), sometimes being attributed to the feelings of frustration and hopelessness of Muslim males. Muslim women need to be encouraged to share their experiences of such problems. In the first instance they will usually find it easier to talk to other Muslim women.

Empowerment

For immigrant communities facing multiple disadvantages, cultural empowerment is also needed. Muslim women need to forge their own identities within the European context. These will be multiple identities – some religious, some secular.

[14] See Caldwell, Christopher (2009) "Reflections on the revolution in Europe: immigration, Islam and the West".
[15] Pötzl, Norbert "Life in a parallel society", Spiegel Online, 16 April 2008.
[16] Constant, A.L. et al. (2006), p.3
17 See the Council of Europe White Paper on intercultural dialogue (2008) and the Congress of Local and Regional Authorities Recommendation 261 (2009) on Intercultural Cities.

A study of Muslim women in Europe has highlighted the importance of the religious factor in their sense of identity, coupled with the tensions generated by pressure from traditional religious authorities within their communities.[18]

The association "Ni Putes Ni Soumises" was set up by French Muslim women intent on seeking their own solutions to their problems and making their situation better known.

4. How local authorities can help

Muslim women in European cities need to find their own way. Local authorities can help, can provide a facilitating environment, provide premises and create spaces for women to explore themselves the many issues facing them. They need to be responsive to specific needs of such groups when these are articulated. They can provide advice and support to encourage immigrant women to fight for their rights and to resist pressures from within their own communities.

There is a key role for education here. Second generation migrants, growing up and receiving their education in the host community, can act as an important bridge to the first generation. Authorities should be responsive to the special demands of such groups, such as special facilities and arrangements in swimming pools and other sports facilities.

Local authorities can help women in finding forms of self expression, in fusing and developing their own brands and specialities in areas such as dress, cultural associations, dance and theatre, music and food. Muslim women need space to explore and learn about their own cultures. They are often ignorant of their own past and traditions. They need space for discussion and debating groups, help in setting up their associations which are not controlled by radical elements.

The exploration of the cultures and civilisations of the countries of origin will also enable the host communities to be at ease and familiar with immigrant cultural traditions.

Language classes are an important aspect of such dialogue and integration. Classes in the languages of the countries of origin can help second-generation migrants to explore their identities, while giving opportunities to people from the host communities to engage more with their neighbours.

Because of the specific problems facing Muslim women in European cities, special measures are justified, such as programmes aimed at increasing participation and setting up associations and programmes aimed at empowering women to forge their own identities and programmes aimed at combating Islamophobia.

It is important to engage with Muslim women and girls from an early age by, for example, intervening in schools to make them aware of the issues and conflicting pressures that they face from family, friends and their communities and the prejudices that they are likely to encounter. They need information to help them make informed choices and not be forced into marriages or gender roles against their own wishes. They need to be able to affirm and explore their own complex and multiple identities, to be proud of what they are and be able to communicate it to others, to learn to integrate their own heritage, rather than see it as a threat, to learn to operate within it and to change it from the inside.

It is vital that Muslim women be encouraged to participate in local public life. As the Council of Europe Parliamentary Assembly has pointed out, "The participation of immigrant women in public life is an important stage in the integration process."[19]

For local authorities seeking to facilitate the integration of Muslim women, the "Twelve principles of intercultural and interreligious dialogue for local authorities" drawn up by the Congress of Local and Regional Authorities as a result of its Conference in Montchanin, France in 2006 provide some practical advice drawn from experience in the field.[20]

[18] Sara Silvestri: op cit.
[19] Integration of immigrant women in Europe, Doc.10758, 2005
[20] Gods in the City, Council of Europe Publishing, 2007.

Good practice

There are encouraging signs in a number of European countries that Muslim women are beginning to stand up and campaign for local issues that concern them.

In Norway, for example, Hatice Elmacioglu and Aisha Ahmed work for including and socializing minority women. Ahmed heads a Pakistani women's organization in Drammen and Elmacioglu is a female representative in the Turkish national association and regularly arranges women's parties in Drammen.

Women may, for example, be drawn into local politics after being active in school boards, where they drew on their own informal networks to contribute more to extra-curricular school activities. Immigrant women from large ethnic communities sometimes have an advantage in this respect since informal networking and extended support groups are more prevalent in their culture than in many Western societies.

A lot of the drive for positive change is coming from the Muslim communities themselves. City authorities are increasingly coming to accept that Muslim communities need their own purpose-built mosques. These new centres can become catalysts for change in their communities. In Duisburg, Germany, the new mosque is actively encouraging women to play a greater role in community life and to "come out of anonymity".[21]

Local authorities have a key role in facilitating such progress and ensuring that the lessons learnt from such good practices are applied elsewhere.

Role of the media

It is important for all groups in society to have a positive and affirmative self-image. The media have enormous power in this respect.

Muslim women have to cope with a prevalently negative media image, being constantly exposed to stereotypes, reactionary scaremongering and associations with fanaticism and terrorism. Islam is often presented as a problem, a source of conflict and an obstacle to Western values.

The media have a responsibility to give voice to Muslim women’s groups, enabling them to express their pride in being Muslim, to affirm their identities and cultural traditions and to explore Islamic civilisation, heritage and values. It also has a role in raising awareness of the problem of Islamophobia.

Local authorities can also help Muslim women develop their own forms of media. Community radio stations, such as Radio Faza in Nottingham[22] can provide a vital impetus to developing support networks that serve to empower Muslim women.

Employment

A key to the empowerment that will enable successful cultural integration is the economic independence that can be achieved through employment. In addition to its economic advantages, stable employment has many benefits with regard to integration and tolerance, since it brings people of different backgrounds into close contact. A British survey, which found that Muslim women were four times as likely to be unemployed than their Jewish and Christian counterparts, also reported that, contrary to a popular myth, 93% of Muslim women wanted to work and were supported in this by their families.[23]

Local authorities can support this high motivation to enter the labour market by making use of educational services and cultural events to promote awareness of employment opportunities and public employment services.

[21] The Economist "When town hall turns to Mecca", 4 December 2008.
[22] http://www.radiofaza.org.uk/main/
[23] Young Foundation: Valuing family, valuing work, 2008

5. Conclusion

There is a huge potential for local authorities to devise measures and policies to help new immigrants to adapt and find their place in their host societies

They can use their experience in nurturing and supporting local groups of Muslim women to find their feet and put their gifts, energy and experience to the benefit of the wider community. With the right help, such groups can become catalysts for positive change.

The Congress, in the draft resolution, invites local and regional authorities to take specific measures to facilitate the cultural integration of immigrant Muslim women into their communities, to combat media stereotyping of Muslim women and to assist them to enter the labour market.

The Congress
of Local and Regional Authorities

Chamber of Local Authorities

16th PLENARY SESSION
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Equality and diversity in local authority employment and service provision

Esther Maurer, Switzerland (L, SOC)

Explanatory Memorandum
Committee on Social Cohesion

Summary:

Access to jobs and progress in employment is a key dimension of the integration process, as is provision of services that migrants can access fully and effectively, without discrimination.

Municipal authorities are major employers and service providers yet their role in this context, particularly as employers, is rarely analysed. Even though local authorities may be aware of the importance of achieving labour market integration of migrants, they have not as yet been successful in integrating them into their own workforces.

This report, providing an overview of current practice in 25 European local authorities, fruit of the work of the CLIP (Cities for Local Integration Policy) Network, makes practical suggestions on ways in which local authorities can ensure that, in relation to their own staff and service provision, they make a positive contribution to the integration of migrants in their area.

R : Chamber of Regions / L : Chamber of Local Authorities
ILDG : Independent and Liberal Democrat Group of the Congress
EPP/CD : Group European People's Party – Christian Democrats of the Congress
SOC : Socialist Group of the Congress
NR : Member not belonging to a Political Group of the Congress

Contents

1. Introduction 3
1.1 Network of Cities for Local Integration Policies (CLIP) 3

2. Equality and diversity policy at the local level 4
2.1 Clarifying the terminology 4
Diversity management 4
Discrimination and equality 4
Positive action and positive discrimination 5

3. Beyond theory: implementation by European cities 5
3.1 Background 5
Drivers of reform 5
Targeted groups 6
Responsibility 6
Engaging with civil society 7
Contract compliance 7
Monitoring, data and impact assessments 7
Addressing discrimination 7
Challenges cities face 8
3.2 Municipal employment 8
Barriers to recruiting a diverse workforce 9
Intercultural and diversity training 9
Religious or cultural needs 9
Health and safety 10
The outcome: staff profile 10
3.3 Municipal services 10
General or specific services for migrants? 10
Collaboration in provision of services 11
Meeting needs within existing services 11
Specific or targeted services for migrants 12
Migrant staff with appropriate skills 12
Monitoring service outcomes 12

4. Conclusions and recommendations 13
4.1 Recommendations for local authorities 13
4.2 Recommendations for European policy makers 14
4.3 Recommendations for Council of Europe member states 15

1. Introduction[1]

It is widely recognised that the promotion of non-discrimination and of equal opportunities in jobs and services, and the management of diversity, play a crucial role for migrants in the integration process. It is also recognised that integration primarily takes place at the local level. This report, providing an overview of current practice in 25 European local authorities, makes practical suggestions on ways in which local authorities can ensure that, in relation to their own staff and service provision, they make a positive contribution to the integration of migrants in their area.

In 2004 the Congress of Local and Regional Authorities adopted Resolution 181: *A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions*.[2] It noted that migratory flows into Europe constitute a major challenge for integration and social cohesion but also foster the diversity and vitality of European cities, bringing numerous advantages in the demographic, economic and cultural spheres. The Congress identified three aims in this context:

- Integration and participation which will facilitate equality of opportunity and the same rights and obligations for all
- Peaceful co-existence ensuring the rights and the freedoms of the individual and
- The use of cultural diversity as a resource by opening up urban life and public services in an intercultural manner.

Access to jobs and progress in employment is a key dimension of the integration process, as is provision of services that migrants can access fully and effectively, without discrimination. Municipal authorities are major employers and service providers yet their role in this context, particularly as employers, is rarely analysed. Moreover, it is known that only 4.5% of the foreign-born workforce are employed by the public administration (EU 15, 2005) compared to 7.5% of the workforce as a whole and the percentage of non nationals working in national and local public administration is only 1.9%. This shows that, although local authorities may be *aware* of the importance of achieving labour market integration of migrants, they have not as yet been successful in integrating them into their own workforces. Sharing practice in employment and service provision was thus a priority for the 25 local authorities which came together under the auspices of the Cities for Local Integration Policies Network to share the experiences which form the basis of this report.

1.1 Network of Cities for Local Integration Policies (CLIP)

In 2006 the Congress of Local and Regional Authorities of the Council of Europe, the cities of Stuttgart, Vienna and Amsterdam and the European Foundation for the Improvement of Living and Working Conditions created a European network of Cities for Local Integration Policies (CLIP). The aim of the network is to support the social and economic integration and full participation of migrants, to combat social inequalities and discrimination, to create conditions leading to peaceful co-existence and to engender respect for migrants' own cultural identity. It aims to do this by bringing together European local authorities to foster a joint learning process. Through the medium of separate city reports and workshops, the network enables local authorities to learn from each other and to deliver a more effective integration policy. The analysis carried out under the auspices of CLIP also supports the emerging European policy debate with innovative ideas and concepts of integration policy at the local level. The cities are supported by a group of expert European research centres based in Bamberg (efms), Oxford (COMPAS), Vienna (ISR), Liège (CEDEM) and Amsterdam (IMES). The experts assist in the preparation of the city reports and provide an overview report.

The first CLIP module was on housing[3] and the second module, on which this report is based, on equality and diversity policies. The aim was to establish and compare the equality and diversity practices of the local authorities in relation to the employment of migrants and provision of services to them, identifying the challenges they face but also the approaches which they have found most successful.

The 25 local authorities which participated in this module are: Amsterdam (Netherlands), Arnsberg (Germany), Antwerp (Belgium), Breda (Netherlands), Brescia (Italy), Budapest (Hungary), Copenhagen (Denmark), Dublin (Ireland), Frankfurt am Main (Germany), Izmir (Turkey), Liège (Belgium), Luxembourg (Grand Duchy of Luxembourg), Malmö (Sweden), Mataró (Spain), Prague (Czech Republic), Sefton (UK),

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[1] The Secretariat would like to thank the consultant, Sarah Spencer of the Centre on Migration, Policy and Society, University of Oxford for drafting this report.
[2] Congress Resolution 181 (2004), 27 May 2004
[3] *Housing and Integration of Migrants in Europe,* Council of Europe and Eurofound, 2007.

Stuttgart (Germany), Tallinn (Estonia), Terrassa (Spain), Torino (Italy), Turku (Finland), Valencia (Spain), Vienna (Austria), Wolverhampton (UK), and Zagreb (Croatia).

These local authorities are hugely diverse in their experience of migration, in their geography, population size and proportion of migrants, the range of services provided, political control, their significance as an employer in the local labour market, and in the approach which they take on equality and diversity issues. Nevertheless, they face similar opportunities and challenges in relation to migration and have come together in the CLIP network in recognition of the extent to which they can learn from, and contribute, to each other.

2. Equality and diversity policy at the local level

The policies of the Council of Europe and European Union on equality and diversity, and on broader integration issues, have been among the drivers of action at the local authority level. The approach which each city has taken, the migration context in which its policies have been developed and the priority they are given are also necessarily influenced by national policy frameworks, including their differing social and employment policies, and the role of municipal government and of the voluntary sector in delivering them.

2.1 Clarifying the terminology

The terminology relating to equality and diversity can be confusing. While the use of differing terminology among cities can reflect differing priorities it can also simply reflect a lack of clarity on their meaning.

Diversity management

'Diversity' refers to differences in attitudes, values, cultural frameworks, languages lifestyles, skills and experiences among people of differing national, ethnic and religious groups and diversity management to the ways in which people's differences can be mobilized for the benefit of the individual, organisations and society as a whole. Diversity management is a term that has been increasingly used in Europe since the mid 1990s. It is particularly associated with the private sector but at the municipal level has similarly been developed to generate added value out of cultural difference: to reap the benefits of the differing experiences and language skills that diverse employees bring to the job, ensuring that the organisation recruits from the widest pool of talent, enhancing the organisation's image with external stakeholders and contributing to the organisation's creativity and innovation. An advantage of this approach is that it is positive and inclusive, in contrast to the more negative focus on discriminatory practices. Diversity management can also however be necessary to overcome the challenges which diversity can pose, including accommodating the differing values and expectations of a diverse staff, building trust and overcoming communication barriers. Diversity management is thus relevant not only for a city's employment policy but for the provision of services that meet the diverse needs of its local population.

Discrimination and equality

While diversity management focuses on the benefits (and costs) of a culturally diverse workforce and populace, a policy with this exclusive focus can lose sight of the fundamental right to freedom from discrimination which employees and service users have, *regardless* of whether their diversity is considered a benefit. If diversity management were the only policy framework, managers could argue that they prefer the convenience of having a workforce with a common culture and language over the benefits which diversity can bring. In practice, these two approaches are complementary: co-existence of a diversity management approach with measures to tackle discrimination is both possible and desirable.

Discrimination is defined as a person or group being treated less favourably than another on grounds covered by discrimination law, including gender, age, disability and race. Indirect discrimination occurs when an apparently neutral requirement is liable to disadvantage members of a particular group because they are disproportionately less likely to be able to meet that requirement. It is not discrimination if the requirement is 'objectively justified'. While non-discrimination in the context of migrants has traditionally focused on race – and there is contemporary evidence across Europe that it persists – it has increasingly been recognized that discrimination experienced, for instance, by those who are identifiable as Muslims, can also be on grounds of religion or belief.

Where an organisation's aim is to ensure equality of opportunity, it is necessary to go beyond procedures to avoid discrimination. Individuals may face barriers to equality such as lack of awareness that job vacancies exist for which they are eligible, and an equality policy seeks to identify and address these barriers. While an anti discrimination policy may treat everyone in the same way (regardless of the inequality in outcomes that may result), an equality policy recognises that people have different needs and may in some respects need to be treated differently (e.g. to have information on a service translated into their mother tongue) in order to provide genuine equality of opportunity leading to greater equality in outcomes.

Positive action and positive discrimination

The steps which an organisation takes to overcome barriers and increase the participation of underrepresented groups are known as positive action. Targeted advertising to attract job applicants from underrepresented groups falls under this heading. Positive action of this kind is lawful under EU law. It is distinct from positive discrimination in which individuals from an underrepresented group are given preference at the point of selection over applicants who are equally qualified. Positive discrimination is unlawful in most circumstances.

3. Beyond theory: implementation by European cities

3.1 Background

Among the 25 local authorities which participated in the CLIP study, 17 have a written equality or diversity policy in some form (including within a broader integration strategy or strategy addressing disadvantage), two have such a document under consideration and in six cases there is no written policy. Nevertheless, most are engaged in initiatives relating to diversity in their employment and/or services.

Drivers of reform

The drivers of reform identified by the authorities are listed below. Whereas the law, demographic and economic pressures primarily drive policies in relation to employment, reform in service provision has often been a 'bottom-up' response to the demand created by an increasingly diverse population of service users.

- ***Compliance with law:*** The law in all EU states requires protection from discrimination in employment on grounds of race, religion and belief and protection from race discrimination in service provision. In some cases, national law requires public bodies to go further: to promote equality of opportunity in jobs and services. The law may require monitoring of ethnic minority access to jobs and services, allow monitoring but not require it, or not allow it.

- ***Labour shortages:*** Demographic drivers are cited by cities with an ageing workforce which need to attract migrants to meet their labour shortages. Labour shortages similarly create an economic imperative for the city to be attractive to migrants and local authorities cited the need to ensure a positive image for the city in this respect and to set a good example to the private sector. Cities also cited the innovation and creativity that migrants can bring: the 'business case' for diversity.

- ***Evidence of disadvantage or community tensions:*** Some cities developed their policies in response to political pressures arising from evidence of disadvantage; or from fear of radicalisation if migrants are not well integrated;

- ***Principle:*** The intellectual case for reform could also prove influential: elected representatives and officials arguing that human rights and equality principles demanded action to ensure the fair treatment of migrants in employment and service delivery.

- ***Pressures from service users:*** In relation to services, adaptation has primarily come from service providers responding to the differing needs of migrant users and in some cases the pressures this created. Health care providers and libraries were among those which had responded in this way. Thus policy reform was not always a top-down process from elected representatives and senior management but a response to demands on, or innovation by, service providers.

Reflecting these various drivers of policy, local authorities have a differing balance of objectives and priorities. While most acknowledge the importance of each of the objectives below, there are significant differences in the emphasis which is placed on:

- ***The rights and needs of migrants***: the dominant objective for those cities approaching the issue from an anti discrimination or equality perspective. Thus eleven cities emphasised compliance with discrimination law or the broader achievement of a representative workforce and equality of access to services. Nevertheless, fairness for individual employees and services users is never the sole objective.

- ***The benefits for the city:*** including businesses and local residents, including the avoidance of community tensions, was emphasised by eight of the cities. Some saw their policies as contributing to building a sense of common citizenship and community cohesion; that the collection of evidence on service user needs and consultation with community groups could provide 'early warning' of tensions that could develop; or that creating a positive image for the city would enable employers to attract workers to a city seen as welcoming to newcomers.

- ***The benefits of migrants as a resource for city administrations in their role as employers and service providers:*** the dominant approach for those cities taking a 'diversity management' perspective often with priority given to developing the intercultural competence of staff. Two cities placed greatest emphasis on this approach.

In practice, while these differences in emphasis are apparent, cities have complementary goals and combine these approaches. Objectives are, moreover, not always spelt out and can differ between those responsible for policy development and those responsible for personnel or service delivery. Thus there can be significant inconsistencies between a city's stated policies and what is actually happening, and between the progress made in different departments and services.

Targeted groups

The migrant groups to which the local authorities' policies are targeted differ according to their immigration history and to those in particular need of support or presenting a challenge. The focus in some cities is on non Europeans who have come as refugees, labour migrants or for marriage; in others EU citizens from Central and Eastern Europe are now among the target populations and elsewhere there is a strong focus on the second (or third) generation. In each case, particular sections of the population can be the focus of particular attention: women, young people or elderly migrants for instance. While the policies of most cities are directed towards legal residents, some cities acknowledge the needs of irregular migrants and make some provision for them. In some instances cities also target local residents who are not migrants, arguing that integration is a two-way process in which the non migrants also need information and to adapt their attitudes and behaviour. Some cities include migrants within a broader strategy targeting disadvantaged groups.

Responsibility

Where responsibility lies for developing and implementing equality and diversity policies depends on the structure of the authority and on the roles of its elected representatives. In some authorities there has been scope for individual departments to develop quite distinct approaches. In others, explicit expectations from the central leadership have been more clearly reflected throughout the administration.

Some cities have designated an elected representative (e.g. Deputy Mayor) and a named department to lead on integration or equality and diversity issues, albeit responsibility for diversity in employment invariably remains the responsibility of the human resources/personnel department or is devolved to individual departments. This separation can lead to very different approaches, for instance to monitoring or to moving beyond anti discrimination compliance to a more proactive promotion of equality of opportunity. Where a department is designated to take the lead, a key factor in impact is whether that department is given any leverage over the approach taken in the departments responsible for delivery: whether its role is to advise and encourage, or it has the capacity to ensure that diversity issues are reflected across the administration

Engaging with civil society

Many cities work with non governmental organisations (NGOs), community groups and the social partners: drawing on their advice and expertise; relying on them to deliver training (for instance on cultural awareness to their staff), and funding them to provide services to migrants. Of those authorities which have an established structure for consultation, the mode of representation, role and extent of influence vary with some funding or facilitating a consultative body for ethnic minorities and/or migrants. Even where such bodies work well, cities can face challenges in reaching beyond 'community leaders' to consult individuals, including women. Hence additional means of consultation on particular services are often organised separately from the consultative body.

Contract compliance

In 2002 the Council of Europe's Commission against Racism and Intolerance (ECRI) recommended to member states that they place public authorities under a duty to ensure that parties to whom they award contracts or grants be subject to a condition that non discrimination is both respected and promoted.[4] Among the CLIP cities which contract external organisations to provide services, six have built equality and diversity principles into their contracts to ensure that the service provider does not discriminate against migrants as employees or service users. NGOs that receive funding to provide services similarly have to show that they reflect the city's equality and diversity policies in their employment and service provision.

Monitoring, data and impact assessments

Many cities report that monitoring implementation and outcomes is at some level built into their plans including evaluation by a higher tier of government. A commitment to introduce or strengthen monitoring and evaluation is a theme among many cities' future plans. Significantly, a system for monitoring the migrant status or ethnicity of staff is usually quite separate from that of service users, often the responsibility of the service department itself. Cities use monitoring as a means to assess progress, including that of individual departments, as a tool for forward planning, and as a means to raise awareness within departments and diagnose barriers to achieving equality in employment or service provision. United Kingdom public bodies are also expected to assess the *potential* impact of new policies and services on different ethnic groups.

A key factor in a city's capacity to measure progress is the extent of its data collection. There is a marked difference between cities which monitor the ethnicity, country of birth or nationality status of their employees and service users and those which traditionally have not done so. While some consider data collection essential in order to identify barriers to equality and to monitor progress, others consider monitoring to be discriminatory, or to reinforce a perception of difference. Eleven of the CLIP cities currently monitor their employees by nationality, country of birth or ethnicity, two are planning to do so, and ten do not. Similarly, 17 of the cities conduct some monitoring of service users.

Addressing discrimination

In addition to the legal protection from discrimination provided by national law, some cities have an internal code of practice requiring staff to treat people equally irrespective of their ethnic or social origin. Most have a complaints mechanism for employees or job applicants who feel they have not been treated fairly and the individual may have the additional option of complaining to an Ombudsman or to a national office for employment rights or equal opportunities. Trade unions may also take up cases on behalf of the individuals concerned. Complaints systems cover staff with a migration background in the same way as others but in most cases authorities do not monitor whether there are more or fewer complaints against those staff. In no case did reports by or against migrant staff appear to be a significant issue. This may reflect a lack of concerns. However, migrants may not be aware that they have a right to complain and cities have taken steps to raise awareness of this right and to make the procedure and advice accessible.

[4] ECRI General Policy Recommendation No. 7 on national legislation to combat racism and racial discrimination, adopted on 13 December 2002, S111 (8-9).

Challenges cities face

It is possible to identify some common themes in the broad challenges local authorities are experiencing before looking more closely at their experiences in relation to jobs and services:

- **Lack of vision and leadership from senior management**, limiting the capacity of the responsible department to deliver. Even where leadership on the issue is strong, establishing cooperation across the authority and its external partners takes time;

- **Low staff awareness and expertise**, with some staff resistance, and concentration of responsibility and expertise in a small number of people;

- **Lack of staff numbers and of funds** to resource new services or initiatives, and some tensions over who should pay;

- **Local public resistance**, exacerbated by the media, arising in part from perceptions of preferential treatment for migrants in situations where jobs or resources for services are scarce;

- **Inconsistency across departments**: cities reporting that they have an excellent plan but limited capacity to implement it or that a positive initiative in one department has not been mainstreamed across the authority;

- **Undocumented migrants** with welfare needs for whom municipal authorities may not be allowed by law to provide services, or have no funding to do so;

- **Conflicting national policy and political discourse** and the rapidity of change in national policies on integration issues;

- **Long time scale**: a concern at the time it will take, for these and broader reasons, to reach a level of equality in access to jobs, training and promotion, and in access to services which meet the differing needs of their local population.

3.2 Municipal employment

There is a marked difference between cities which have not yet considered their potential as a major employer to facilitate the labour market integration of migrants and cities which have taken steps to realise that potential. The latter cities focus predominantly on the implications for their recruitment of staff and apprentices, with some giving thought to the need for inter-cultural competency of staff and to the potential implications for working conditions. In relation to action on recruitment and promotion, cities can be divided into four groups:

- ***No action:*** Ten cities had decided (actively or by default) that it is not necessary to have an employment diversity policy;

- ***Intention to act:*** Three cities reported that they intend to do so;

- ***Limited action:*** Three cities had taken the first step, having anti discrimination procedures in place designed to ensure that migrants or ethnic minorities are not treated less favourably in applying for jobs or promotion;

- ***Proactive:*** The remaining nine cities have gone beyond the avoidance of discrimination to identify barriers that people of a migrant background may face in relation to jobs in the authority and to address those barriers in their employment procedures; that is, to promote equality of opportunity. Most commonly, this involves taking steps to ensure that people of migrant background are aware of job opportunities and that their application would be welcome: provision of information about applying for jobs, advertising in places that migrants are likely to see, using the network of migrant associations, explicit encouragement to migrants on the city's website to apply for vacancies, sending information to schools they attend, informing the agencies that provide migrants with job search advice, providing training programmes in skill shortage areas and exchanges for students from technical fields. Cities which have taken 'positive action' measures

of this kind to enable migrants to compete successfully for jobs or promotion, do not (with rare exceptions) give any preference to migrants above other applicants in the appointments process.

Few cities had taken action to ensure equal access for migrant employees to promotion opportunities. Those which had monitored access reported that employees with a migration background were generally less likely to receive promotion.

Barriers to recruiting a diverse workforce

In addition to the broad challenges already identified, cities faced some challenges specific to the recruitment process:

- ***Labour market conditions and cutbacks in public sector employment:*** Some cities reported that jobs in the private sector had more attractive pay and conditions; that the image of working in a 'nine to five job' for the city administration was not attractive for young people; that it could be difficult to find suitably qualified migrants for skilled jobs or apprenticeships; or that staff cutbacks were a barrier to building a more diverse workforce;

- ***Formal requirements:*** a significant obstacle is a legal barrier: that certain jobs in the local administration are only open to nationals and EEA nationals, a practice which has been termed 'legal discrimination'. This is the case in German and Italian cities for instance, but not in Austria, the Netherlands, the United Kingdom or Ireland. Where restrictions are in place, foreigners may work for subcontractors but not for the local authority itself.

- ***Language proficiency:*** Language proficiency is essential to employment in any capacity, but the level of language needed depends on the nature of the work. Selection criteria that emphasise a high level of language proficiency may not always be justified by the requirements of the job. Most challenging is the requirement in some cities that applicants speak *two* languages for some posts. A minority of cities offer advanced language courses for employees whose language skills would otherwise damage their promotion prospects.

- ***Non recognition of qualifications:*** City administrations necessarily require qualifications for many posts. Where the requirements may exceed those required for the job, imposing an unnecessary barrier to migrants, cities have reviewed their procedures. Where specific qualifications are necessary, non recognition of qualifications obtained abroad is a significant barrier. Municipalities cannot themselves decide on the comparability of qualifications so the migrant must apply to a national body to see if their qualification is acceptable, a bureaucratic procedure with which some cities offer assistance.

- ***Informal restrictions on advertising posts:*** A further barrier has been an agreement that certain manual jobs will only be advertised to existing union members; advertised internally; or recruited through employees' informal networks. Such practices operate against equality of opportunity and are to the detriment of the authority because appointment is not open to all on the basis of merit.

Intercultural and diversity training

Many cities place emphasis on the importance of intercultural training – ensuring that its front line staff and managers are knowledgeable about the particular needs, cultural and religious practices that may be characteristic of migrant communities; and staff are aware of the importance of equal opportunity procedures. While some cities ensure that all of their senior managers have this training, elsewhere it is offered at the discretion of departmental managers. Where staff need access to further knowledge, the central office responsible for integration is often given a responsibility to provide it.

Religious or cultural needs

The diversity management approach, valuing cultural difference, may imply some flexibility in the work environment to reflect differing religious or cultural practices. The extension of protection from discrimination at work within the EU to protection from discrimination on the grounds of religion and belief (EU Employment Discrimination Directive 2000) has further highlighted the need for equal treatment of employees in relation to their beliefs. There were in practice striking differences between CLIP cities that consider it good practice to be flexible to accommodate religious difference, for instance in clothing, and cities which emphasise 'neutrality' particularly for staff engaging directly with the public. Some cities had formal agreements relating

to the right to wear a headscarf for religious reasons, menus in hospitals or schools offering one meal without meat or without pork, time off for religious holidays, and prayer rooms. In contrast there are cities where making any adjustments to acknowledge religious or cultural requirements is not discussed or, in relation to religious dress and symbols, not allowed.

Health and safety

The health and safety of migrant employees could be an issue if they lack sufficient language skills to read or hear instructions or have not had the same level of training as other employees. Some cities provide employees with instructions in their own language for instance in relation to dangerous machinery, fire prevention and hygiene in hospitals. While some cities have moved towards a policy of avoiding translation and interpretation wherever possible, it is recognised that in such areas this may not be possible.

The outcome: staff profile

Many cities cannot provide data on the migrant or ethnic profile of their employees. Those which can do so and which have taken active steps to achieve a representative workforce can demonstrate significant progress, raising the proportion of the workforce who have a migrant background relative to the proportion within the working population as a whole. In Wolverhampton (UK), where 22.2% of the population are from ethnic minorities (2001), 14% of the city's workforce is from ethnic minorities including 7.2% of staff earning in the top 5% of full time salaries. In Amsterdam, 49% of the population and 22.5% of its own staff is from ethnic minorities (2006) while Malmö increased the proportion of its staff with a migration background from 13% in 1997 to 25% by 2006. In Frankfurt, where 25% of the population are foreigners, 18% of its new apprentices in 2007 were foreign born or foreigners.

3.3 Municipal services

While the cities in the CLIP network vary considerably in their range of responsibilities, all provide services of significance in the integration process: from health care and education through to public libraries and provision of motor tax. In developing diversity and equality policies, some cities emphasise compliance with discrimination legislation and its principle of equality of access to services; others the need to address negative outcomes (such as under achievement at school), or to reduce the pressures that service providers can experience when migrants lack language skills or knowledge of the services on offer.

There are many reasons why migrants can face additional barriers in accessing a city's services: lack of language proficiency limits access to written or spoken information about the service; lack of understanding of the structure of service provision and hence where to go in particular circumstances, such as visiting the Accident and Emergency department at a hospital instead of the local doctor. There can be psychological barriers because of experiences in their country of origin – distrust of officials for instance, or arising from negative treatment after arrival. Migrants may have no expectation that any service will be provided by a public sector of which they have no experience; or may have inflated expectations of what they will receive from a service not equipped to provide it. Sections of the migrant population may face particular barriers such as the reluctance of women to go to a service where there are men, or at times of day when they have to look after children. It is, moreover, not only the recent arrival, ethnicity or religion of migrants that can mean that they have a different impact on services than the rest of the population. The gender, age or family structure of migrant communities may also differ from that of the rest of the population.

General or specific services for migrants?

In addressing the service needs of migrants, cities adopt two broad approaches:

- Addressing migrants' needs within the city's existing services – whether by adapting that service to meet the needs of migrants and/or by targeting that service at an area or a section of the public (e.g. the unemployed) which in practice disproportionately benefits migrants.
- Providing specific services targeted at this section of the community or parts of it (whether provided by the mainstream service or contracted out to another organisation).

There are advantages and disadvantages to each approach. Providing specialised services targeted at migrant communities can be a cost-effective way of meeting needs by concentrating expertise and specialist facilities (e.g. translators) in one service rather than distributed across many service providers. The whole service is designed to meet particular needs, at a place and time which are accessible to migrants, and this may be easier and less expensive than adapting existing services. Communication with migrant groups to

raise awareness of the service may also be more effective. On the other hand, providing specific services of this kind removes the pressure from general services to adapt the service to the needs of a diverse population – adaptation which may already be taking place in relation to the differing needs of women, older or disabled people. As the size and diversity of the migrant population increases, it may no longer be feasible to meet their needs through a specialized service, requiring general services to adapt. There can also moreover be a political advantage to avoiding targeted services if the public resent what they see as special treatment of a minority. Finally, adaptation of general services is appropriate for cities which are strongly committed to a diversity policy for the whole population, not only for migrants.

For these reasons, seven CLIP cities provide targeted services only where absolutely necessary, where migrants' needs differ from those of the general public – most notably for new arrivals with language and information needs. A small number consider that no separate consideration of the needs of migrants is needed, whether adaptation of general services or specific services, arguing that 'we treat everyone the same so there is no problem' (although in practice in some cases a targeted service has been provided through NGOs to meet a particular need). In most cases, however, local authorities have found that to achieve equality of access to services and to meet diverse needs, including those of migrants, a combination of general and specific services can be required. A broader shift in municipal approaches towards 'customer' focus, recognizing that people of differing ages, gender and disability, for instance, have differing needs and that 'one size fits all' approaches do not deliver equal outcomes, has laid the ground for recognition that migrants add to, rather than create, diversity among service users.

Collaboration in provision of services

There is a strong tradition in some member states of service delivery through external organisations and these organisations are similarly involved in provision of targeted services to migrants. In countries where welfare services are still largely provided by public bodies, many of the specific services targeted at migrants are nevertheless delivered by NGOs, trade unions and community associations. Provision of services for cities can put NGOs in a strong position to influence the development of the city's policy. Some cities have found that without the involvement of NGOs who have access to migrants many initiatives do not succeed. It can be cheaper to provide services through NGOs; and this approach also enables the city to provide services to irregular migrants if they cannot be seen to be doing so directly. The municipality also avoids being on the receiving end of complaints from those members of the public who think that migrants get too many services. Cities also benefit from services provided by trade unions to migrants and by the private sector.

Meeting needs within existing services

The general services relevant to migrants include schools and youth centres, public housing and services for homeless people, urban planning, social services, leisure services, public safety, and specialist services for women, the elderly and disabled people. There are also services which local government may administer for central government such as collection of census data and provision of motor tax. Even services such as waste collection may raise particular issues for migrants, demonstrating the importance of the city's diversity policy objectives being mainstreamed across the organisation. Some local authorities are significantly more advanced than others in mainstreaming diversity policy objectives within service provision – ensuring equal access to the service for instance – and in adapting to the particular needs that migrant service users might have. The measures cities have taken include:

- ***Information and advice:*** To ensure equal access to services, some cities ensure that, where there is an information service for the public, there is a counter that is specifically for migrants, or a member or section of staff with the intercultural expertise and language skills to address migrants' particular needs. Web pages are also translated into relevant languages.

- ***Translation and interpreting:*** Many cities provide written information on services in different languages, distributed in places that migrants are likely to see, and/or a telephone interpreter service. It is not only for personal services such as health care in which communication is essential. Disposal of rubbish for instance is a frequent source of community tension if new migrants are unfamiliar with the local system. Authorities provide information to newspapers that publish in mother tongue languages, translate leaflets and official publications and ensure that pictures of service users on leaflets include images of people from different backgrounds. The cost of translation and interpreting services is a growing challenge as the diversity of migrants and number of languages grows; although it is also an issue where migrant numbers are too small to justify translation costs. Cities have had to consider when it is cost effective to translate a document, and

there is some questioning at national level whether reliance on translated documents may deter long-term migrant residents from learning the language.

- ***Adapting services to meet migrants' needs:*** Some cities have gone further in adapting the services they provide, such as setting aside a particular time when the municipal swimming pool is open for women only and ensuring that library material reflects the languages and cultures of the city's population. Monitoring of service users reveals the positive impact this has on migrants' use of the services concerned.

- ***General services for the disadvantaged:*** Those cities which avoid targeted services may nevertheless locate a service for disadvantaged people, such as primary health care, in an area which in practice services a largely migrant population. Alternatively, an initiative may be designed for disadvantaged people, among whom migrants in particular may benefit; such as education and unemployment schemes.

Specific or targeted services for migrants

Many cities thus avoid providing targeted services unless absolutely necessary. Others have been open to a wider range of specialist services, arguably reducing the pressure on the cities' existing services to adapt. Targeted services include:

- ***Reception and language tuition for newcomers:*** The most frequent services are those provided for newcomers – advice, social orientation, language classes and welcome packs. Cities may provide a coordinated reception programme or ad hoc services. Many cities enjoy the assistance of NGOs in providing this support.

- ***Education:*** Schools regularly provide targeted support for migrant children, including language tuition, and information for their parents on the education system. Schools in some cities enable children to be taught in their mother tongue. For adults, provision may include compulsory language and citizenship courses tied to renewal of residence status.

- ***Services targeted at women and vulnerable groups***

Some services target particularly vulnerable groups providing, for instance, crisis intervention support in case of family breakdown, legal assistance in relation to immigration but also family matters, and support in accessing the labour market and counselling. Included in this category are irregular migrants for whom some cities ensure access to medical care, shelter and education.

- ***Asylum seekers and refugees***

Many cities have a responsibility to provide accommodation, reception services and long term support to refugees.

Migrant staff with appropriate skills

Many cities provide intercultural or diversity training to equip service providers to work with migrants. Where services are delivered by the local authority itself, managers have also increasingly become aware of the value of having a diverse staff to deliver services to a diverse population. Whereas people of migrant origin were initially, in many cases, employed only in services targeted at migrants, cities are beginning to ensure that migrants are employed in the police, health, child care centres and social services, a practice which also increases the intercultural competence of their colleagues.

While some cities were thus able to report progress in this area, it is also true that many were unable to say whether there were any people of migrant background employed within each service sector because no data on the country of birth, nationality or ethnicity of their staff is collected. Of those which did keep such statistics, few could give a detailed breakdown of migrant staff within the different service sectors.

Monitoring service outcomes

By monitoring access to services, cities can find out whether their objectives have been achieved: the proportion of migrants that have passed the school leaving exams for instance or who access particular medical services. It is then possible to identify barriers to equality and set priorities for improving performance. Many cities, however, are finding their lack of data on service users – their needs, access to services, satisfaction and outcomes – to be a major barrier. Without knowing which migrants are securing access to each service they are not able to identify the barriers which particular groups of migrants such as

women, rural workers or people whose language is not among those translated, are experiencing. Some rely on anecdotal information from front-line service staff; others do have some data on the use by foreign nationals or ethnic minorities of some or all of their services, information which informs their service improvements. Lack of information on service outcomes means that cities are resourcing services with no feedback on whether they are achieving their objectives.

As in relation to employment, it is thus clear that, in relation to equality and diversity, policy and practices in service provision exhibit many examples of good practice but also challenges which need to be addressed.

4. Conclusions and recommendations

The cities covered by this report are diverse, not least in their experience of migration, in their significance as employers and in their responsibilities. It is thus not surprising that they are at very different stages in the development of policies and practices in relation to the employment of migrants (and people of migrant background) and in relation to the provision of services to them. From those with no policies at all there are cities with isolated areas of policy or practice development, through to those endeavouring to take a strategic approach across the administration. This reflects, in part, differing national traditions on diversity, equality and integration issues; the extent to which they have felt obliged by external and internal pressures to give priority to this issue, and their differing objectives.

While some cities have developed their approach within a discrimination or equality perspective – emphasising the rights of migrants to be free from discrimination and to have equality of opportunity in jobs and services, others have given greater emphasis to a diversity management approach, emphasising the benefits for the city to be gained from cultural pluralism (and the need to address the challenges it can pose). Those that have developed policies in this area most recently have often done so within a broader policy to promote the integration of migrants. There are, nevertheless, cities which have not yet identified the employment of migrants within the city administration nor the services the city provides to them as a priority. Yet cities may be the largest or one of the largest employers in their region; and, while the range of services provided by cities varies, most have responsibility for the services most significant in integration including education, housing and, in some cases, health care. Moreover, cities have greater control over their own personnel policy and services than over other levers that may promote integration; and some cities have made significant progress in doing so. The recommendations below are thus designed to help local authorities give greater priority to practices which enhance the employment of migrants and address the barriers migrants may face in access to their services.

4.1 Recommendations for local authorities

- ***Provide leadership and ensure consistency across departments***

Local authorities should review their objectives in relation to the employment of migrants and service delivery; and put in place leadership and management systems that will ensure consistency in delivery across all relevant departments and services, including endorsing good practice where, on the initiative of their staff, it already exists.

- ***Move beyond anti discrimination procedures***

Local authorities should review the evidence available to them on whether migrants and people of migrant background are able to access their jobs and services and identify any barriers that may be preventing them from doing so. They should take steps to overcome those barriers, to enable migrants to compete for jobs (and promotion) on an equal basis to other residents and to be able to access services that meet their needs (e.g. targeted advertising of jobs in migrants' own languages, advanced language classes, translation of information about services provided, and employing staff trained to provide assistance in completing job and other applications).

- ***Provide data and implement effective monitoring and accountability***

Local authorities should review whether they have sufficient data to be able to monitor their progress in relation to employment and service delivery. Where they do not, they should consider whether there are additional forms of cost effective data collection which could be put in place across the administration, avoiding each service having to develop its own approach. Local authorities should consider what criteria they will use to measure progress and evaluate the impact of the measures they have undertaken; taking into account evidence on the needs of migrants; whether the activities of the authority correspond to the aims of its policies; the adequacy, effectiveness and sustainability of its policies and progress made. Finally, cities should consider whether there are adequate forms of accountability for departments and staff internally

in order to ensure feedback on performance and the opportunity to take account on a regular basis of lessons learnt.

- ***Review recruitment procedures and procedural barriers to employment***

Local authorities should review the eligibility of migrants for jobs in the administration and consider whether the criteria that apply to all applicants but disproportionately disadvantage migrants, such as the level of language proficiency, are necessary in all cases. They could raise with the appropriate national authority any difficulties which job applicants have experienced in relation to recognition of qualifications with a view to securing a national system that is able to confirm comparability of qualifications within a reasonable time scale. Finally, they should consider the relevance of the proactive approaches taken by other local authorities to attract migrant recruits and, where appropriate, pilot such approaches within their own recruitment strategy.

- ***Ensure work environment is welcoming and affirming for migrant employees***

Local authorities should assess whether the working environment in all departments and services is appropriate and welcoming for migrants and consider any adaptations which, without accruing excessive additional costs or having a negative effect on other parts of the workforce, would encourage migrants to apply for jobs and to remain in the their employment.

- ***Extend training on diversity management and equality practice***

Securing equality of opportunity for migrants in employment is not the only objective. Cities need to ensure that they achieve the maximum benefit from a culturally diverse workforce and that any challenges it poses are managed effectively. Migrant staff should not be restricted to specialist posts working with migrants but contribute to improving standards across the mainstream services that are delivered to a diverse local population. Managers should ensure that all employees have sufficient training on inter-cultural awareness so that they feel confident working with and providing services to people of differing cultures and faiths; and recognise the value of intercultural competence in the recruitment process.

- ***Build diversity and equality standards into contracts with external providers and partnership agreements***

Where local authorities subcontract services to external organisations or enter into formal partnerships with them, they should consider the appropriate way in which, in contracts and partnership agreements, they can include a provision to ensure that those organisations fulfils the city's objectives in relation to securing equal access for migrants to the service provided and to the employment of the service provider.

- ***Extend consultation and participation with migrants***

Local authorities should consider the most effective means to ensure that the voices of migrants are heard when new policy approaches and service reforms are under consideration, moving beyond consultation to involve migrants and people of migrant background in the policy planning process. Cities should consider consulting on the *potential impact* of new policies and services on migrants (known as Equality Impact Assessments), a means to anticipate negative impacts and to ensure that opportunities are taken to promote equality which might not otherwise have been considered.

- ***Ensure all new migrants can access advice, information and language tuition***

In consultation with migrants, NGOs and relevant unions, local authorities should review whether the needs of newcomers are being met and consider ways in which, through adaptation of general services wherever possible or targeted provision where necessary, they can broaden the services available and migrants' awareness of them.

- ***Develop an effective public communication strategy***

Local authorities should consider ways in which they can raise awareness among their staff and among the public of the rationale behind their diversity policies and steps they can take to refute misinformation about migrant's access to services where these are a source of community tensions.

4.2 Recommendations for European policy makers

- ***Guidance on concepts, terminology, legal obligations and good practice***

Cities could benefit from authoritative guidance on concepts and terminology in this field (the difference between equality and diversity management; and between positive action and positive discrimination for instance), and on the strengths and limitations of adopting a particular policy framework.

- ***Review legal restrictions on access of non EEA nationals to municipal jobs***

Extensive restrictions on access to municipal jobs for non EEA nationals significantly restrict their eligibility and confines many to temporary posts or jobs through contractors offering lower pay and poorer working conditions. A comparative overview of these restrictions could investigate their rationale, necessity and impact with a view to producing guidance for national governments on limiting these restrictions.

- ***Review the need for protection from religious discrimination***

In contrast to awareness of race discrimination there is limited debate on the potential for religious discrimination and on the legal remedies necessary to address it. Practice in relation to religious dress, food, holidays and prayer rooms also differ significantly between authorities. A review of the differing approaches being taken by local employers could lead to guidance that local authorities would find helpful in what can be a sensitive area of employment relations.

4.3 Recommendations for Council of Europe member states

- ***Consider a legal requirement on cities to promote equality of opportunity***

The Council of Europe's ECRI recommended in 2002 that 'the law should place public authorities under a duty to promote equality and to prevent discrimination in carrying out their functions'.[5] Few member states have so far implemented this recommendation yet those cities in the CLIP network that had done so found this proactive approach – taking steps to promote equality that do not involve any positive discrimination – had the potential to be effective levers for change. Member states should consider the potential of these levers to shift practice, learning from those states which have begun to take this approach.

- ***Include responsibility of local public employers in national integration plans***

Member states should recognise in their integration plans the importance of municipal employment and services for migrants. They should encourage local authorities to become role models for a proactive and comprehensive equality policy for migrant workers within their own administration, and consider providing funding for an exchange of experience between local authorities on these issues.

- ***Recognition of qualifications of migrants***

Member states may wish to review their current arrangements for recognition of qualifications to ensure that they do not present an unnecessary obstacle to full integration of migrants within the labour market and within municipal employment in particular.

- ***Inform migrants about their employment rights and rights to access services***

National governments should consider providing brochures in different languages informing migrants about their employment rights and highlighting job opportunities within local public administration and ensure that migrants receive information on the services provided by local authorities to which they are entitled.

If European, national and local policy makers take these practical steps to foster the integration of migrants within municipal employment and to ensure their access to services they could make a significant contribution to the integration process. The success demonstrated by authorities within the CLIP network which have been proactive in this field, often without substantial staff expertise or resources, should encourage others to include these measures within their forthcoming operational plans.

[5] ECRI General Policy Recommendation No. 7 on national legislation to combat racism and racial discrimination, adopted on 13 December 2002, S111 (8-9).

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Chamber of Local Authorities

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Intercultural cities

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Explanatory memorandum
Committee on Culture and Education

Summary:

European cities have a fundamental role to play in promoting cultural identities, diversity and cultural exchanges. Best practices stemming from 12 pilot cities should enable to identify implementation strategies to be recommended to other cities and communities to promote intercultural relations.

The objective of the Council of Europe's programme is to foster cultural diversity, recognising the contribution of different cultural groups to the social coherence of cities. This project recommends a pro-active intercultural integration policy prioritising professional integration, housing and citizenship and encouraging the development of a culturally inclusive identity through public debate, cultural events and work with the media.

R: Chamber of Regions / L: Chamber of Local Authorities
ILDG: Independent and Liberal Democrat Group of the Congress
EPP/CD: European People's Party – Christian Democrats of the Congress
SOC: Socialist Group of the Congress
NR: Members not belonging to a Political Group of the Congress

Table of contents

I	**Background and objectives**	3
II	**Towards an intercultural strategy for cities**	3
	1.The notion of interculturalism	4
	2.The Intercultural city	5
III	**The making of the intercultural cities**	6
	a) A framework of rights	6
	b) Intercultural leadership	7
	c) A strategic intercultural approach	7
	d) Managing conflict	7
	e) Development of an intercultural city strategy	8
IV	**Ten points for further action**	8
V	**Conclusion**	13

Intercultural cities

I Background and objectives of this report

In recent decades Europe has been witnessing a sharp increase in the numbers of people crossing frontiers with the intention to settle in another country – usually, but not exclusively – in a European Union member state. The demographic situation in the years to come is of outmost importance to most European countries with an elderly part of the population growing. To attract immigrants Europe must have the ability of creating the force to adapt being built into sustainable intercultural cities.

In addition to the challenge of migration, in some European countries the integration of minority groups, which may or may not be recognised as national minorities, as well as ethnic groups such as Roma, is seen as a critical factor for social cohesion and stability.

In the past, responsibility for cultural adaptation was placed mostly on the migrants and minorities themselves, rather than the host community. While making efforts to facilitate their social and economic integration, and to recognise and support their cultural identity, societies have nevertheless been relatively reluctant to encourage the interaction, exchange and mixing of cultures – either from fear for the preservation of the national identity or because the migration phenomenon was considered as temporary and therefore not requiring specific policy measures.

In its "European Urban Charter II – Manifesto for a new urbanity"[1], the Congress sets out its vision of the city as a place where people from different backgrounds, cultures and ages can live together and, on the basis of shared European values, integrate and mutually enrich the multiple identities and cultures which they represent.

The Congress has also linked social cohesion to the need to exploit the benefits of diversity in its recent Recommendation 246 (2008) on "Social approach to fight against racism at local and regional level". The related report shows that local authorities have substantial powers to counteract racism and discrimination as employers and service providers, purveyors of public procurement contracts and as funders of awareness-raising and programmes of outreach and support to the targets and victims of racism.

Restricted intercultural interaction limits genuine knowledge of the other and entertains fears about cultural diversity which in turn jeopardise the effectiveness and sustainability of integration policies. **This report presents the main features of interculturalism, which is emerging as a new integration approach, based on developing community perceptions of diversity as a resource rather than a threat and on the development of public policies which facilitate and encourage cultural mixing and interaction. It should be underlined, however, that interculturalism can only be successful as an integration approach if it is placed in a solid framework of affirmation and enforcement of human rights and fundamental freedoms. Interculturalism is not about diluting or compromising the fundamental basis of democratic societies based on human rights and the rule of law, but about ensuring social cohesion, dignity and equal opportunities for all members of society, regardless of ethnic and cultural background.**

This report presents the concept and methodology of a pilot programme which seeks to promote and demonstrate the effectiveness of the intercultural approach in cities. The programme, entitled "Intercultural cities – governance and policies for diverse communities" was launched in January 2008 as a joint action of the Council of Europe and the European Commission. The objective of this programme is to develop, through the

[1] Resolution 269 (2008)

experience of a network of pilot cities[2], a set of guidelines and instruments to help other European cities develop a positive approach to diversity and manage their diverse populations as a resource rather than as an obstacle.

The objective of this report is to provoke a debate about the validity and applicability of interculturalism as a policy approach in cities and mobilise the political support necessary for the successful implementation of the pilot phase of the Intercultural cities programme and the subsequent dissemination of its results.

II Towards an intercultural strategy for cities

1. The notion of interculturalism

Interculturalism emphasises the need to uphold cultural pluralism within a common framework of values, in particular human rights and fundamental freedom. It is about fighting discrimination by encouraging interaction between individuals and communities with different cultural backgrounds as a way of fostering knowledge and understanding of the other. It is based on the belief that intensive interaction and hybridisation between cultures are a source of enrichment and innovation in culture and society, and that actively recognising this fact, and encouraging positive public perceptions of diversity, is a vital precondition for the success of policies for integration and social cohesion. Intercultural policies foster social cohesion and integration and prevent cultural segregation and exclusion.

Interculturalism means accepting cultures as living entities which evolve and transform themselves through encounters with other cultures. It also means understanding that cultures thrive and command respect not when they are ghettoised and marginalised, but when they openly express themselves and mix with other cultures in the public space.

Interculturalism represents a different perspective compared to other "ideal type" approaches to the management of diversity such as guest-worker, assimilationist or multicultural policy. Such ideal type approaches obviously rarely exist in pure form. In most cases different combinations of these approaches are used and it is possible to identify variations in policy approach within the same city at any one time. For example whilst a city's arts policy may 'celebrate' the differences within its multicultural communities, the housing department might have a 'colour blind' lettings policy which assumes that everyone will assimilate to one majority cultural norm. Ideal policy types are nevertheless useful as analytical tools for describing the evolution of policy dynamics.

- Unlike guest-worker policies, interculturalism recognises that emigration is rarely a temporary phenomenon and that immigrant workers are likely to settle and establish their lives in the local community and expect that they and their children should be able to enjoy the same rights and opportunities as the host population.

- Unlike assimilationist approaches, interculturalism recognises the right to cultural identity and cultural pluralism as essential features of democratic, rights-based society and does not consider cultural assimilation as "the prise to pay" for social integration.

- Unlike multiculturalism, the intercultural approach discourages communitarian segregation as a condition for the "purity" and "survival" of cultures and promotes active intercultural exchange and interaction in public

[2] The following cities are involved in the network: Berlin Neukölln (Germany), Craiova (Romania), London Greenwich (UK), Izhevsk (Russian Federation), Lublin (Poland), Lyon (France), Melitopol (Ukraine), Neuchâtel (Switzerland), Oslo (Norway), Patras (Greece), Reggio Emilia (Italy), Subotica (Serbia)

institutions and spaces and respect for cultural difference in the framework of common societal values and norms.

It would be easy to draw a normative conclusion from the policy matrix that there is a naturally progressing trajectory as cities become more sophisticated, but this would be misleading. Rather, the intercultural approach is another important step in the continuum of integration and city-building. For example, protecting and reinforcing the separate identity of new arrivals to a city could be an important first step in enabling them to engage with rather than feeling overwhelmed by the host community.

The most significant difference of the intercultural approach is that in other policy types the underlying assumption is that they will not ask any serious question of, or require change by, the majority.

2. The Intercultural City

As most migrants and many minorities in Europe settle in towns and cities, their search for housing and jobs, legal recognition and protection, religious and political expression, education and welfare services is increasingly a local rather than a national issue. It is in cities where key decisions will be taken determining whether, over the coming decades, Europe will be a place that is at ease with its cultural diversity – or at war with itself. Intercultural policies are therefore essential for the diverse communities of tomorrow.

The intercultural approach aims at establishing an understanding that diversity is in principle a good news for cities – as it is for enterprises.

- People from diverse backgrounds bring with them necessary knowledge and skills such as the highly-prized talents of the technology entrepreneur or the nurse. Migrants perform vital functions that the hosts need but no longer care to perform themselves. Migrants also bring aptitudes which are different to those of the host and may, if managed well, prove complementary to, and add value to, the skills of the host community.

- Very often when immigrants arrive in a new city they do not sever links with their homeland but retain connections which they often exploit for the purposes of trade. Whilst such trade may remain limited to the supply of familiar food and cultural goods to the settler, the ramifications can be far wider than this, for example the opportunities available to German exporters in the emergent Turkish market or the greater ease with which British companies are able to interact with the booming Indian high technology market. On top of this, migrants also, of course, represent new markets for local companies in the host city.

- In general, people who leave their home to seek a better life are motivated and future-orientated. They are more likely to be self-employed and be more entrepreneurial than their hosts. Particularly if they resettle in cities which are experiencing stagnation or decline they may bring a welcome boost to a flat or low-aspirational local economy, whilst their stronger social networks may revive a disintegrating neighbourhood. The mayor of Toronto David Miller has acknowledged that immigrants are the mainstay of his city's economy and will remain so.

- Population diversity is also the source of other tangible or intangible benefits such as a cosmopolitan brand which can favour foreign direct investment, trade, business and leisure tourism, or for the location of major events such as tournaments and exhibitions. The modern economy is one which prizes new ideas and rewards innovation is processes and products. Leading edge companies have now adopted the 'business case for diversity' and come to recognise that they must now search far and wide for the best people and the best environments which might spark the inventiveness that will give them a competitive advantage.

An intercultural city is one in which there is the assumption that diversity is the norm and that it is incumbent upon all residents to make adjustments. What the other policy models also lack is any sense of the **dynamic energy of our diverse European urban society,** in which the movement of people is matched by the interplay and trading of goods and services, ideas and customs, dreams and aspirations, fears and anxieties, skills and aptitudes as people make places, make money, make families and make new identities within and across ethnic lines.

The intercultural city does not simply "cope" with diversity but uses it as a source of innovation, creativity and growth. It accepts diversity as a norm and helps people from all groups – minorities as well as the majority – benefit from it. The intercultural city shapes its educational, social, housing, employment, cultural and related policies, and its public spaces, in ways which enable people from different cultural backgrounds to mix, exchange and interact for mutual understanding and benefit. Structures and mechanisms for public consultation, debate and decision-making represent the community's cultural mix and are able to deal with issues of cultural difference. The intercultural city does not avoid cultural conflict but accepts it and develops adequate ways – both civic and judicial - of dealing with it. City political leaders and local media promote an understanding of diversity as an asset and encourage citizens to perceive it in the same way and share an understanding of the city as a culturally pluralistic space. Because of close interaction and trust between cultural groups and strong participation in civic life, the intercultural city is able to respond positively to social and economic challenges and cease opportunities provided by an increasingly global economy.

The intercultural city adopts interculturalism as a core policy approach. This approach can be successful and sustainable only if it is shared and proclaimed by the city's leadership across the political spectrum and is not perceived as a part of a partisan agenda. The leadership needs to establish alliances with grassroots organisations and local media in order to help local community develop a pluralistic understanding of its own identity, a broader sense of "we" which encompasses not only the traditional residents or members of the majority, but also those who have a different language, religion and culture or have recently jointed the community.

Cultural diversity is sometimes experienced as threatening and often raises concerns about the **identity** of the local community. The Intercultural cities approach responds to such fears through an open and inclusive debate in public institutions and the media. This debate aims first to de-construct unfounded myths (for instance about the economic role of migrants or their religious practices) which circulate in the public opinion and the media about migrant or minority groups[3] and to bring to fore positive contribution of these groups to the development of the community.

III The making of the intercultural city

Cities are subject to a whole range of conditions upon which they have little control such as global and national economy, national policies, geographical location, demography, cultural heritage etc. Clearly, the development of intercultural approaches depends to a great extent on whether these conditions are favourable or not. For instance, most cities have little influence over educational policies and curricula while intercultural education in school and the primary intercultural training of professionals, especially those engaged in social services, are essential elements of the intercultural city. However, even in such areas cities have an important role to play for instance by encouraging schools to organise intercultural events, employ intercultural mediators or communicate intensively with parents of migrant or minority origin.

Cities participating in the pilot Intercultural cities programme have engaged to implement specific actions and areas in which they can make a difference in order to stimulate intercultural development.

[3] Many examples of such myths are quoted in the report " Building the Future – A time for reconciliation" by Gérard Bouchard and Charles Tayor for the Commission de Consultation sur les pratiques d'accomodement reliées aux differences culturelles, Quebec 2008

a) A framework of rights

Any city wishing to realise the benefits of interculturalism must put in place the adequate structures in order to ensure that interculturalism does not become an excuse for the weakening or challenging of fundamental human rights and freedoms.

The first important precondition for the intercultural city is that all citizens should be able to enjoy democratic rights, particularly equality before the law, access to political participation, freedom of worship and legal protection from discrimination and harassmenti. Voting rights at the local level are a pre-condition for active local citizenship and a way to ensure that political processes take into account the needs of all members of the community. Electoral legislation is generally a responsibility of the national state and therefore largely beyond the sphere of influence of a single city. Cities can nevertheless put in place alternative practices such as elected observers to the city council or "shadow" councillors representing foreign residents, or even some form of mandate sharing between full councillors and representatives of resident non-nationals. In addition, there is much a city can do to ensure that the law is effectively implemented and policed at local level, and there is now an emerging trend of cities beginning to take into their own hands matters such as the conferring of new forms of sub-national citizenship on migrants (for example Madrid).

b) Intercultural leadership

There is also a need for a change in mindset of local leaders. This means the city asking of itself 'If our aim were to create a society which were not only free, egalitarian and harmonious but also one in which there was productive interaction and co-operation between ethnicities, what would we need to do more of or do differently?' And in particular, what kind of leaders (political and communal) and citizens will this require?

Intercultural leadership is about city leaders acknowledging the positive contribution of migrants and ethno-cultural minorities to the city, encouraging people to look at diversity as an opportunity, and leading an open debate about the city's pluralist identity. Intercultural leadership should be shared across the political spectrum, and not associated with a party if it is to make a real change in the city's self-perception, vision and policy.

Intercultural leaders in politics, civil society, business and professions participate and lead other to participate in the building of the city's intercultural vision 'through an intercultural lens'.

c) A strategic intercultural approach

The building of the intercultural city requires a strategic approach which encompasses all major policy areas in the city and involves all main policy and service institutions, civil society, cultural operators, etc.

Intercultural city strategies cannot be limited to incremental approaches that build solely on what has gone before (though obvious city strengths and good practice will need to be built on). They need to be *transformative*; aiming to fundamentally change civic culture, the public sphere and institutions themselves.

Applying the intercultural lens means holding discussions and debating about the intercultural city vision with individuals, groups and communities about objectives, means and criteria for an intercultural city policy. How can key public buildings be made to evoke not one particular cultural origin but a plurality of cultural references (through architectural design, decoration, language signs etc.) so that they symbolically represent the city's cultural pluralism? How can we organise language learning in an intercultural way (not only as a compulsory integration measure but as an exchange of language skills, allowing also the host population to be familiar with migrants' languages)? How can cultural activities involve participants across ethnic groups rather than in mono-cultural silos. How to make sure that public services deliver sufficient quality and access even under sudden

demographic pressure from immigration? This is just a small sample of questions the intercultural city needs to address in a systemic way in order to create conditions for positive, "mutual" integration.

d) Managing conflict

Intercultural city strategies need to build on spheres and activities where relationships are positive but should not ignore or fail to address intercultural conflict. Conflict is to be welcomed as inevitable and, handled well, creative and leading to mutual learning and growth for all participants, including city authorities.

A good example of this is found in Torino, a city which has positively embraced the 'creative management of conflict' as an opportunity to build active and integrated citizenship. Through several separate but inter-related programmes of work in various parts of the city, the Council and its partners have invested impressive levels of resource and skill in engaging directly at the points of fracture and flashpoint where public authorities in other cities fear to tread. Firstly, the city trains and employs a team of intercultural 'mediators on the street' to engage directly with young people, street traders, new arrivals and established residents to understand emerging trends, anticipate disputes, find common ground and build joint enterprises. One step beyond the street, the city – in association with specialist agency Gruppo Abele - has set about a programme of creating spaces where intercultural conflict can be addressed. It has opened three *Casa dei Conflitti* (or "House of Conflict") which are staffed by 10 skilled mediators plus volunteers. A further step is the negotiation of 'neighbourhood contracts'. An example of this is Via Arquata where 24 voluntary organisations and public authorities have formed a *tavola sociale* to anticipate and manage intercultural conflicts.

Reggio Emilia has established an Intercultural centre with trained mediators with a variety of ethnic and language backgrounds who intervene whenever they feel a problem might arise – for instance if children in some schools tend to cluster too much on an ethnic basis.

e) Development of an intercultural city strategy

No two cities are alike. Geography, demography, history and politics make each city a unique constellation of factors which need to be taken into account when designing a new strategy. Pilot cities engaged in the Intercultural cities joint programme of the Council of Europe and the European Commission are assessing their policies and approaches in a range of fields from an intercultural perspective and using this knowledge for the development of intercultural strategies. An "ideal type" intercultural strategy would involve the following elements:

IV Ten points for further action

i. An explicit public engagement with interculturalism

A public statement that the city explicitly understands and is adopting an intercultural approach is necessary in order to announce the shift of perspective and raise awareness and debate within the community. Such a statement could take different forms but ideally it should involve elected representatives across the political spectrum, to ensure continuity in the case of change of administration. The statement could be supplemented by an iconic action to symbolise the transition to a new era, for example, through making atonement for a past misdeed or designating a day devoted to intercultural understanding. Awards or other schemes to reward and acknowledge single acts or lives devoted to building intercultural trust and understanding could be established.

In 2007 **Greenwich** (a London Borough) published and distributed widely a report entitled "Welcoming Diversity" which outlines the key targets and activities of the Council to promote diversity, inclusion and cohesion and to combat hatred, discrimination and violence. A chapter in the report outlines various intercultural activities saying

that there is no “better way to celebrate our rich cultural diversity than by bringing people from all our different communities together to enjoy themselves and discover more about each other’s cultures”.
The city of Oslo declared itself an open and inclusive city in 2001. The policy is named OXLO – Oslo Xtra Large. The declaration “Oslo – a city for all” passed unanimously by the city council, states: “Oslo is a city where all citizens are of equal value. The citizens of Oslo are its future and its most cherished resource. We are citizens with different ethnic, cultural and religious backgrounds, and have all the same fundamental rights, duties and responsibilities. (..) The municipality of Oslo aims to mirror the diversity of its population, among its public servants and leaders, and in the services it provides.”
Cities like **Rotterdam** and **Neuchâtel** have initiated welcoming initiatives and urban exploration projects whereby new arrivals (temporary and permanent) but – equally importantly - local citizens, can visit parts of the city they have not previously been to, hosted by people of different cultures.

ii. Development of an intercultural governance system

The granting of the right of foreign residents to vote and stand in local elections, as postulated in the Convention on the Participation of Foreigners in Public Life at Local Level, is an essential condition for a full local citizenship and genuine intercultural governance. Cities where foreign residents have the right to vote and stand in local elections, witness a significant increase in the participation of foreigners in the life of the community, less prejudice and intercultural conflict. Efforts to support the election of nationals of migrant origin in local institutions are also an important element of the governance of diverse communities.

However, there are other specific mechanisms and structures which could enable civil integration and participation of migrants and foreign residents. One of these key structures is an office at the city administration dealing with integration and intercultural relations. This office should have the political, operational and financial capacity to intervene in a variety of policy fields, take initiatives and develop projects at different levels (as in Neuchâtel). The work of this office should be guided and supported by an advisory body involving representatives of migrants/foreign residents, but also representatives of different city institutions, social services, employers and trade unions, experts in educational and other relevant fields. The advisory body should be mandated to monitor integration and intercultural relations, examine specific issues, consult relevant stakeholders and make policy recommendations. The intercultural governance system should also include support for the associations of migrants and foreign nationals, as well as other civil society associations, partly conditioned on the intercultural character of the organisations’ leadership, membership and activities. In addition, cities should encourage the setting up of neighbourhood management systems as in Neukölln and Reggio Emilia. City-wide consultation should be organised in a way which corresponds to the good intercultural consultation practice which is being studied in the context of the Intercultural Cities programme.

iii. Intercultural approaches in the city’s institutions and policies, modification or establishment of new intercultural institutions and projects, for example:

- In education, establish a few schools and colleges as intercultural flagships, with high investment in staff training, intercultural curriculum, co-operative learning models, closer links with parents and community, twinning links with monocultural schools, and citizenship education.

In the British city of **Bradford**, the education authority found that in some neighbourhoods schools were increasingly polarising into becoming all white or all-non white. This was allowing little opportunity for children to learn more about each other. A process of linking between over 70 local schools has now led to much closer co-operation and joint working between staff and pupils. Pupils have on average made 2.6 new cross-cultural friendships since the project began www.bradfordschools.net/slp/

The neighbouring borough of **Kirklees** has attempted to extend the community cohesion potential of twinning through the involvement of adults other than teachers, not only parents but also non-teaching assistants and playtime assistants who are often people with significant networks and influence in a locality. This has been well received by parents:
www.kirklees.gov.uk/you-kmc/bigpicture/storypdfs/CED10-SchoolTwinning.pdf
Several multicultural schools have been set up in **Greece** in areas with particularly diversified school population. These schools have a special curriculum and reinforced links with the local community.
Albert-Schweitzer-School (ASS) in **Berlin Neukölln**.
Currently 530 pupils attend the ASS, 85 % are migrants or have at least a migration background. The school is in the process of developing a concept for a full-time day school providing special support for the acquisition of a standard language knowledge in German and cultural education in general. See also:
www.albert-schweitzer-schule.de

- In **the public realm**, identify a number of key public spaces (formal and informal) and invest in discrete redesign, animation and maintenance to raise levels of usage and interaction by all ethnic groups; develop a better understanding of how different groups use space and incorporate into planning and design guidelines, as in parts of London.

Sense of Place in **Manchester** is a new form of community planning which draws upon a much wider and deeper range of cultural factors to inform city planners on the future development of neighbourhoods, see
www.manchester.gov.uk/downloads/Manchester_A_Sense_of_Place.pdf
The **London Borough of Lewisham** has pioneered a new way of looking at city planning through an intercultural lens, see:
www.lewisham.gov.uk/Environment/Regeneration/DeptfordTownCentre/InterculturalCity.htm
Berlin Neukölln: "Käpt'n Blaubär" – Meeting point for kids and parents
Due to the fact that there was no meeting point for children and youngsters in the whole area, the neighbourhood management established a new playground and a small building (financed by the programme „Soziale Stadt" – Social city which is funded by the Land of Berlin, the federal government and the European Union). The team of "outreach" monitors the project. „Outreach" is an alternative to the traditional social youth work in youth centres. www.outreach-berlin.de
In one of the migrant neighbourhoods in **Lyon** regular café-discussions are organised where migrant women talk about their traditions in different areas – marriage, cuisine etc.

- In **housing**, trial programmes in allocation and publicity which give ethnic groups confidence and information enabling them to consider taking housing opportunities outside traditional enclaves, as has been done in Bradford and Lyon.

For a review of good practice in the UK see *Ethnic diversity, neighbourhoods and housing* at:
www.jrf.org.uk/knowledge/findings/foundations/110.asp
Integration helps Roma become full members of European society. A housing project to integrate Roma and Spanish communities in **Avilés**:
http://ec.europa.eu/employment_social/spsi/docs/spsi_gpa/gpa5_peer_review_aviles_en.pdf
One way of measuring residential segregation is the *Index of Isolation*. Further details of this can be found at
http://www.interculturalcity.com/The%20Knowledge%20Base.pdf
Many examples of practices and approaches to ensure cultural mixing in housing estates and neighbourhoods

are quoted in the CLIP network study “Housing and Integration of Migrants in Europe’.
http://www.eurofound.europa.eu/pubdocs/2007/94/en/1/ef0794en.pdf

- In **neighbourhoods**, designate key facilities as intercultural community centres, containing key services such as health, maternity, childcare and library and providing mediation services.

In **Århus** the public libraries have been developed to include many other public services to become the hub of multiethnic neighbourhoods, *see Public Libraries: -Embracing Diversity, Empowering Citizens in Denmark*, at: www.aakb.dk/sw3893.asp
Collingwood Neighbourhood House www.cnh.bc.ca/ is a multi-functional local service centre that has united a diverse and formerly run-down quarter of inner-city **Vancouver.**
The “Helene-Nathan-Library” is the Central Library of **Neukölln** (Berlin) with 160. 000 media and an overall floor space of 3000 sq.m. It is very popular for migrant children and young people. During the years 2004 – 2006 it was centre of the project “News from Babylon”, which dealt with multilingualism in Neukölln and the responsibility of a library in a multicultural city and its way to actually become an intercultural library.
www.stadtbibliothek–neukoelln.de

- In **business and economy**, take extra effort to ensure migrants find jobs appropriate to their skills, ensuring recognition of accreditation; explore trade opportunities through diasporic networks of local migrants; assist migrant businesses to break out into multi-ethnic markets.

London is one of the first cities to establish a comprehensive ‘business case for diversity’. The London Development Agency argues that companies which embrace the city’s diversity will see economic advantage, i.e. through expanding the skill base of their workforce, extending their markets both at home and (through diasporic links) internationally, and expanding their product lines through supplier diversity initiatives. See http://www.diversityworksforlondon.com
In **Neuchâtel** one of the major watch-making companies, Nivarox, has developed a partnership with social services to ensure work placement of (mostly immigrant) young people with weak qualifications who have often have offered training/placement and eventually permanent jobs. Very successful, the scheme is being extended to other companies and to other groups – non-working mothers and people with disabilities.
In Berlin **Neukölln** “Tek-Stil” is an art project, sponsored by the German Culture Foundation in the project framework “New possibilities and forms of work”. The project brought young designers and migrant women together. Berlin is trying to become a centre for “creative industries” and young creative people. Part of this movement is the regeneration of the textile industry. Fashion and design schools are springing up, and the young professionals want to hold shows and bring their ideas to fruition. The idea of the *Tek-stil* project is to consolidate two important potentials: young professional designers and a special kind of needle worker – preferable women with migrant background. Many of them live in Neukölln without paid work but are skilled in textile and handicraft fields, especially needlework. www.tekstilprojekt.net

- In **sport and arts**, initiate tournaments and festivals which bring together young people from different parts of the city and train multi-ethnic youngsters as sports and arts leaders, as in Oldham.

Following ethnic rioting, the town of **Oldham** introduced a successful programme to bring children of different ethnicities together through sports activity, the Unity in the Community programme, see:

www.coventry.ac.uk/researchnet/d/336/a/1606
Two good examples of intercultural dialogue in play and sport activity can be found in **Aalborg**, Denmark:
http://urbact.eu/fileadmin/subsites/citiz_move/pdf/Case_from_Aalborg_play_ground_analysis.pdf
La Friche Belle de Mai, is an intercultural arts centre in a diverse quarter of **Marseilles**, the one major city of France which has not experienced ethnic rioting in recent years, see:
http://urbact.eu/projects/udiex-udiex-alep/synthesis-and-prospect/case-studies/workshop-7-cultural-diversity-tourism-and-urban-regeneration/regeneration-through-diversity-in-the-arts-and-culture-la-friche-belle-de-mai-marseilles-france.html
The award-winning Charlton Athletic Race Equality (CARE) Partnership is led by Greenwich Council and Charlton Athletic Football Club. CARE's work embraces a wide equality and diversity agenda, with a particular focus on community cohesion. CARE aims to build positive community relations by tackling inequality and discrimination, and promoting social inclusion. CARE uses a diverse range of innovative, interactive sports and arts initiatives to engage with the community and create informal platforms for interaction and communication between individuals and groups who might not otherwise have normally associated - contributing to the building of positive relationships and a sense of community. http://www.charlton-athletic.co.uk/anti_racism.ink

iv. **Acknowledge the inevitability of conflict** in mixed communities and develop the city's skills in mediation and resolution, as in Torino. **Realise that a coherent integration policy cannot fail to include effective prevention of racism**, without which the social cohesion objectives would risk becoming mere declarations of intent.

For UK Government guidance for local authorities on community cohesion contingency planning and tension monitoring, see www.communities.gov.uk/publications/communities/cohesionplanning
Casa dei Conflitti in Torino is a place for resolving neighbourhood disputes, see
http://urbact.eu/themes/populations-of-foreign-origin/participation-and-citizenship.html

v. **Explore and learn from best practice** elsewhere through taking politicians and policymakers, as well as multi-ethnic groups of young community leaders – as in **Belfast** and **Derry** - to other places. City-to-city learning and mentoring is a key element of the Intercultural cities programme methodology.

vi. **Invest in language training** to ensure that all migrants are able to converse in the majority language, but also enable members of the majority to learn minority languages, as in **Amsterdam**. Involve enterprises in providing language training for their foreign workers as in **Neuchâtel** and **Reggio Emilia**.

vii. **Establish a joint strategy with local media agencies** to gather and present news in a responsible and intercultural way, as in Leicester. Develop media monitoring and training initiatives to promote balanced reporting in media and increase the professionalism and impact of minority and community media.

viii. **Establish an intercultural intelligence function** (or an observatory as has been done in **Vienna**, **Torino** and **Madrid**) or at least begin the process of monitoring examples of good practice locally and in other places; gathering and processing local information and data; conducting research into the state of cross-cultural interaction in the city; establishing and monitoring intercultural indicators; dispensing advice and expertise to local agencies and facilitating local learning networks.

ix. **Initiate a programme of intercultural skills and awareness training** for politicians, and key policy and public interface staff in public service agencies as in **Greenwich**. Encourage the private sector to participate – as has been done in **Stuttgart**. The research shows that the employment of mediators as intermediaries between

"clients" and practitioners in the process of provision of health, educational and other services works well in situations of crisis but that on a daily basis the intercultural literacy of practitioners is indispensable.

x. **Establish a city-wide inter-cultural and/or inter-faith consultative forum or centre** and within neighbourhoods establish cross-cultural consultation exercises wherever possible – as has been done in **Leicester** and in **Barcelona**.

The **Oldham Interfaith Forum** (Oldham Metropolitan Borough, UK) draws its membership from the Christian, Buddhist, Hindu Jewish and Muslim communities. Members are nominated by Churches Together, the Mosques Council, the Indian Association of Oldham and the town's Buddhist Centre. The Forum organises various events, the biggest of which is the Festival of Lights held in December to celebrate the festivals of Deepawali (Hinduism), Hanukkah (Judaism) Christmas (Christianity) and Eid-Al-Fitr (Islam). This event gives Oldham residents an opportunity to share each other's festivals by sharing information and involving the faith communities through performances and speeches.

V Conclusion

Cities can be successful agents of integration and genuine laboratories of intercultural dialogue, provided they commit strongly, continuously, and across the political spectrum, to embrace diversity as a positive factor of development and adopt the principles of interculturalism. Cities can, within the framework of their autonomy, put in place a range of structures, policies and programmes which facilitate cultural mixing, intercultural learning and dialogue, cross-cultural debate and conflict resolution. However, in order to be effective, city efforts need to be supported by an adequate legal framework, nation-wide intercultural training and capacity-building programmes, and be given certain freedoms to create structures and implement policies which favour positive intercultural relations.

[i] The Migrant Integration Policy Index (MIPEX) provides the most authoritative guide to how different states perform in regard to six key policy areas which shape a migrant's journey to full citizenship, http://www.integrationindex.eu

The Congress
of Local and Regional Authorities

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Improving the integration of migrants through local housing policies

Esther Maurer, Switzerland (L, SOC)

Explanatory Memorandum
Committee on Social Cohesion

Summary:

The quality and nature of housing is a critical component of integration since it affects not only the well-being of migrants, but also their community relations and access to local services and opportunities such as the labour market, education and health care. The extent to which migrant and minority households have achieved parity with locals can be defined as a measure of the degree to which these parts of the population are integrated into the larger urban society. Housing initiatives and local neighbourhood practices are therefore key factors in finding solutions to promote integration and social inclusion in the urban context.

Given the importance of housing, and the real impact local governance can have in this area, it was chosen as the first topic to be dealt with by the CLIP (Cities for Local Integration Policies) Network, which, since its launch in 2006, provides a forum for exchange between public administrations and political action researchers and of which the Congress is a founding member.

The recommendations set out in this report are the fruit of the work of the CLIP Network in the field of migrant housing. Housing integration for the purposes of this report is discussed in terms of access to affordable and standard quality accommodation which meets culturally diverse housing preferences and needs.

R : Chamber of Regions / L : Chamber of Local Authorities
ILDG : Independent and Liberal Democrat Group of the Congress
EPP/CD : Group European People's Party – Christian Democrats of the Congress
SOC : Socialist Group of the Congress
NR : Member not belonging to a Political Group of the Congress

TABLE OF CONTENTS

1. Introduction 3
1.1. Congress activities on local integration of migrants 3

2. CLIP network objectives and methodology 4
2.1. Objectives 4
2.2. Methodology 4
2.3. What can be understood by “integration”? 5

3. Housing for migrants: challenges for local authorities 6
3.1. Segregation: controversy and ambivalence 6
3.2. Access 7
3.3. Affordability and supply 7
3.4. Quality 8
3.5. Other challenges 8

4. Different approaches across Europe's cities 9

5. Conclusion 9
5.1. Concluding remarks on segregation 10
5.2. Concluding remarks on access to housing 10
5.3. Concluding remarks on affordability and supply of housing 11
5.4. Concluding remarks on the quality of housing 11
5.5. Concluding remarks on integrated approaches and other aspects 12

6. Recommendations 13
6.1. Recommendations for local policymakers 13
6.2. Recommendations for Council of Europe member states 18
6.3. Recommendations to policymakers at the European level 20

1. Introduction[1]

The Council of Europe (CoE) has long been concerned by the the issue of integration of migrants, especially with regard to human rights and anti-discrimination. In its 1993 Vienna Declaration, the Council stated that its members would "continue [their] efforts to facilitate the social integration of lawfully residing migrants".

Integration of migrants is primarily framed on the nation state level. Prima facie, this is plausible for formulated policies, legal and administrative frameworks relevant for integration processes as well as for the collection and availability of statistical data in most European countries. In practice, however, integration takes place in a specific local context. Notwithstanding the national and state framework for integration policies, cities and regions in Europe often have significant degrees of autonomy, resources and policy options which are highly relevant for the implementation of concrete integration policies and their outcomes.

1.1 Congress activities on local integration of migrants

The issue of the role of local authorities in integration issues has been addressed in multiple statements by the Congress of Local and Regional Authorities of Europe. The Congress has called repeatedly for involvement of the local level in the shaping of integration policies and has stressed the important role of the local level for any successful implementation. In the context of the Council of Europe's integrated project "Making democratic institutions work", the Congress published a *Handbook on local consultative bodies for foreign residents* which includes an analytical study on foreigners' participation in local policies, as well as the relevant Congress recommendation and the Convention on the Participation of Foreigners in Public Life at Local Level (Council of Europe, July 2004).

In its *Resolution on a pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions* (Resolution 181 (2004)), which called for heightened co-operation between the various political levels (national, regional and local) and with civil society the Congress stated that integration programmes should be aimed both at the effective integration of people of immigrant origin already settled and wishing to remain in the local and regional authorities where they live and also at putting in place specific measures for the integration of new arrivals. The resolution further argued that use should be made of networks of different political tiers, but also of every local political sphere and of the commitment of civil society and proposed a network of local and regional authorities which would facilitate the exchange of experience on a lasting basis and promote an evaluation process covering the quality, duration and success of local integration policies. The objective would be to enable municipalities' officials to learn from each others' experience.

Preparing the ground for the CLIP Network

The Congress had already supported a bottom-up initiative of European cities exchanging integration experiences and evaluated practices on a municipal level. In cooperation with the City of Stuttgart, an international workshop was held in that city on the participation of foreign residents in urban life in 2001, followed by two major international conferences on local integration policies in 2003 and 2004 also hosted by the City of Stuttgart. During the conference in 2003, the Congress' "Stuttgart Resolution" on the responsibilities of the municipal level for the integration of migrants and its relation to the European and national level was signed.

The conferences met with a great deal of interest from participating cities and the experience motivated a proposal by the City of Stuttgart to set up a European network of cities on integration policy (Cities for Local Integration Policy, CLIP) and a feasibility study on the creation of such a network, undertaken in cooperation with the European Foundation for the Improvement of Living and Working Conditions (EuroFound), the Congress, the City of Stuttgart and the european forum for migration studies (efms) at the university of Bamberg during 2005/2006. Based on this preparatory work, the CLIP network started its function in April 2006 with a formal launch in September 2006. The network currently has over 20 actively involved European cities.

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[1] The Congress Secretariat wishes to thank the consultant, Mr Wolfgang Bosswick, Director of the european forum for migration studies (efms), University of Bamberg, Germany, for drafting this report.

The network has concentrated its first efforts on the problem of housing – a basic right the Congress had identified, *in Resolution 218 (2006) on effective access to social rights for immigrants: the role of local and regional authorities* as of critical importance for immigrants, along with access to work, employment and social policies, education and vocational training, health care and citizen participation.. The resolution argued that "towns, cities and regions have a key role to play in access by immigrants to housing".

2. CLIP network objectives and methodology

2.1 Objectives

The CLIP network aims at a combination of an exchange between public administrations on the one hand and accompanying political action research on the other. The challenge of the integration of migrants and minorities into European urban societies can be tackled by the CLIP network in an innovative way using a scientifically supported peer review process which involves experts from the participating cities as actors in the research process. The experts from the cities are also involved in the selection of specific areas of migrant integration relevant for them, thus contributing to the formulation of research questions. Through structured sharing of experiences, the project aims to enable local authorities to learn from each other and to deliver a more effective integration policy for migrants. In addition the analyses will support the emerging European policy debate with innovative concepts of integration policy on the local level.

The operational objectives of the CLIP network project are to:

- Collect and analyse local innovative policies and their successful implementation as well as failures and their causes;
- Support the exchange of experience between cities and encourage a learning process within the network of cities (peer review);
- Assess the role of companies, social partners, religious organisations, NGOs and voluntary organisations at local level in supporting successful integration policies;
- Provide objective assessment of current practice and initiatives and discuss their transferability;
- Communicate good practice to other cities in Europe and develop guidelines for good practice to help cities to cope more effectively with the challenge of integrating migrants;
- Support the further development of a European integration policy by communicating the policy-relevant experiences and outputs of the network.

2.2 Methodology

The CLIP network research is organised in consecutive modules, each of them focusing on a specifically relevant area of local integration policies. Thus, CLIP activities are focused on specific fields of integration (housing etc) at local level with cities as actors, but develop an internationally comparative perspective.

Within each module, the CLIP project realizes a number of city case studies in cooperation with the local experts, in addition to a concept paper, common reporting scheme for data collection, recommendation papers and an overview report. Within the first module on housing and segregation, 20 city case studies were conducted.

CLIP partner cities are subjects and actors in the research process, while the research institutions primarily facilitate the research and ensure standards of scientific quality.

The CLIP project approach focuses on:

1. concrete integration measures;
2. creating an inventory of such measures (in this case concerning housing);
3. evaluation of measures (have they been evaluated? methods and results of the evaluation, possibility of transfering the results to other cities, costs of the measure, etc).
4. analysis of the results of integration measures in different local contexts. (Is a particular measure successful in specific contexts or has it some "universal" effect and value?)
5. learning from past and existing initiatives and transferring results and experiences from single projects to the CLIP network as a whole.

The analysis of the case studies within the CLIP project applies an explorative approach and is not aimed at hypothesis-testing based on assumptions. It seeks to analyze the integration situation, its perception by the policy both national and local, to research into processes, policy interventions and outcomes, and to analyze adopted evaluation criteria at local level.

2.3 What can be understood by "integration"?

There is still a great deal of ambiguity in the way in which integration is defined. Different socio-economic, legal, political and cultural dimensions of the integration process are relevant and the term "integration" is thus used in different contexts and meanings. It is important to draw a distinction between integration and assimilation, the latter being perceived as a process of migrant ethnic acculturation.

There is a wide range of different discourses on housing integration and different policy approaches to integration and minority ethnic inclusion in different European states and metropolises. These different interpretations of integration reflect varied histories of immigration, specific political discourses on citizenship and minority obligations, and different rights in relation to housing and welfare systems. This is also mirrored in a different legislative control over the migrant settlement process, which enables different types of intervention and varying degrees of housing market choice for both settled and new migrants.

Housing is a critical component of migrants' integration and well-being. It is acknowledged that neighbourhood and housing integration means neighbourhood stability, more or less frictionless community relations and the equal access of migrants to local services and opportunities, for example on the labour market, in health care, etc. The extent to which migrant and minority households have achieved parity with locals can be defined as a measure of the degree to which these parts of the population are integrated into the larger urban society.

The analytical definition of (social) integration encompasses the following dimensions:

- **Culturation** (= socialization) is the transmission to and the acquisition of knowledge, cultural standards and competences necessary for successful interaction in a given society;
- **Structural participation** (= placement) refers to an individual's acquisition and occupation of relevant positions in society (e.g. in educational and economic system, on the labour market, in occupational hierarchies, as a citizen) as well as the related rights and options. Access to housing (and formal and informal restrictions on access) relate to structural participation. The housing situation may affect other aspects of integration, especially in the labour market and in education, i.e. in highly segregated neighbourhoods;
- **Interaction** refers to the formation of networks and social relations, e.g. the establishment of friendships, of love or marriage relations across group boundaries. Segregated housing is likely to have an impact on social relations, but existing networks and social relations may vice versa also contribute to segregation processes;
- **Identification** as a dimension of social integration means that actors see themselves as an element of a collective body. Identification has cognitive and emotional sides and results in a "we-feeling" towards a group or collective. Empirical studies show that identification of migrants with the host society usually starts with or is limited still to the local neighbourhood or municipality.

All four dimensions of social integration are affected by the housing situation of groups with ethnic and migratory background.

Measures oriented toward the integration of migrants into the housing market must not be isolated, but be combined with language training, facilitated access to the labour market and civic education in order to be successful. **Housing integration for the purposes of this report is discussed in terms of access to affordable and standard quality accommodation which meets the culturally diverse housing preferences and needs.**

As mentioned above, across Europe many different approaches to housing integration and inclusion exist.. These differences of approach result in different types of intervention, and varying degrees of housing market choice for migrants. The nature of policies and national and local interventions to promote housing integration or social inclusion of migrant and minority ethnic groups at the neighbourhood level is indicative of the way governments view their minority groups, in terms of both rights and responsibilities.

Inclusionist policies are essential because political, legal and social inclusion is a necessary condition for integration. Social inclusion in the urban context does not happen automatically. Accepting diversity alone is not a sufficient condition to bring about the sustained inclusion of the different ethno-national groups. City governments are responsible for developing local policies that manage diversity and can integrate newcomers as well as long-established minorities. Housing initiatives and local neighbourhood practices are key factors in finding solutions to combat social exclusion, promote integration and improve the quality of life in deprived urban neighbourhoods.

3. Housing for migrants: challenges for local authorities

Challenges discussed in this report are perceived challenges: they are part of an individual or collective actor's definition of the situation on the basis of a perceived reality and certain standards upon which this reality is evaluated. These standards can be political goals and interests, human rights and obligations, and the idea of the modern welfare state.

Cities differ greatly as to what they regard as challenges; in some cases the internal development of municipal policies leads to a changing definition of the situation and resulting changes of policies. Perceived challenge by definition has a strong subjective component: where municipalities feel strongly about the issue – the mayor or the council for instance declare integration issues as one of their priorities – such cities tend to do more than others where this is not the case.

3.1 Segregation: controversy and ambivalence

Segregation exists as spatial segregation and as social segregation. Both segregation forms can be further differentiated into three relevant basic dimensions: demographic segregation, social (class) segregation and ethnic segregation. These three dimensions exist in parallel and it is difficult to describe or analyse them independently from each other. There is a certain amount of overlap between 'ethnic' and 'social' segregation since migrant or ethnic minority groups are usually not homogeneous communities in social or economic terms. In reality, these dimensions are often closely related:

- spatial segregation means limited access to goods and services. The spatial distance to the infrastructure of the receiving society is usually seen as a disadvantage, but segregated communities often provide compensation in establishing alternative internal structures;
- Limited access to goods, services and institutions also deepens social segregation. A result is a lack of communication and (intercultural) exchange with the receiving society.

What is the core of the segregation challenge? Relating segregation to the key dimensions of integration processes – structural, cultural, social and identificatory integration – the following effects of segregation upon integration can be expected:

- segregation negatively affects cultural and social integration, particularly language competence and the formation of social networks into the majority society;
- through its negative effects on the formation of cultural and social capital, segregation hinders structural integration; segregation is also an invitation to fall into the "ethnic mobility trap", i.e. to seek a (limited) 'career' within the ethnic colony only;
- additionally, segregation negatively affects identificatory integration (particularly with the immigration country, less so with the city).

Social, ethnic and residential segregation are controversial topics of municipal integration policies. The central question is: "Does segregation constrain, or, on the contrary, facilitate the integration of urban immigrant populations?" Research proves that segregation is an ambivalent phenomenon that generally produces negative as well as positive effects.

CLIP member cities take different stances regarding the best approaches for dealing with segregation though most municipalities feel that living in neighbourhoods with a high proportion of migrant population leads quasi automatically to less integration and further reduces the life chances for migrants in the host society in general. However, the results of the effects of residential segregation strongly depend on specific local structures, regulations and institutions such as welfare systems, and particularly, the housing market and their historical context of development.

There are many differences between CLIP cities regarding segregation patterns, areas of ethnic concentration, the composition of immigrant groups and segregation-related municipal policy measures. In most cases, there is no discussion of the contribution of the autochthonous population to segregation processes (i.e. middle class families leaving neighbourhoods with a growing migrant population) or effects of demographic developments (i.e. elderly tenants in a neighbourhood with old housing stock being replaced by migrant families).

Can local authorities prevent segregation, and if so, to what extent? The scientific positions are quite different in this respect. The cities' room of manoeuvre is quite different from one country to the other and also varies between cities in the same country.

It should be noted that only ethnic segregation in poorer neighbourhoods is usually perceived as policy challenge, middle and upper middle class ethnic segregation is usually seen as unproblematic.

3.2 Access

Access to housing and particularly to decent and affordable housing is in general more difficult for vulnerable groups on the urban housing market. Many migrants in the CLIP cities belong to these vulnerable groups.

Apart from the issues of housing supply and affordability, discussed in the next section, the weak position of migrants on the housing market is constituted primarily by problems of market transparency (access to information) and problems of discrimination and exclusion.

Information for migrants about the local housing market is an aspect of the access challenge. Tackling this challenge requires low-threshold counselling offers with language knowledge for effectively reaching the migrant population.

Discrimination is illegal unequal treatment, in opposition to legitimate unequal treatment, for instance on the basis of certain qualifications. Unequal treatment and opportunities on the housing market on the basis of certain social class characteristics in capitalistic market societies is usually not regarded as illegal. Discrimination of migrants thus refers to unequal illegal treatment on the basis of ethnic prejudice. Ethnic discrimination and discrimination of migrants on the housing market is widespread, but difficult to measure and to prove.

Exclusion can be direct or indirect: On the private rental market, tenants with migratory background often get excluded since the landlords fear a decrease of the building's or neighbourhood's real estate value due to a growing percentage of residents with a migratory background, or default in rent payments and the sudden moving out of migrant tenants. However, indirect exclusion is reported from housing associations such as the Vienna Gemeindebau where housing rights may be inherited, resulting in a closed shop tendency for newcomers. A similar effect may result from waiting lists for housing associations which have very long waiting periods (Copenhagen,) or are using the duration of residence in the city as critical criterion (Luxembourg), both excluding newcomers from these housing market sectors. Such regulations may even be imposed by the regional level, contradicting the integrative policy of the city (Brescia). In this case, the restrictive regulations can be only bypassed by applying other relevant criteria (i.e. family size), which in practice may even render easier access for migrant families due to the typically larger family size compared to autochthonous families.

There has been no monitoring system for such exclusions on the private housing market reported, so the relevance and extent of this problem is largely unknown.

3.3 Affordability and supply

A reasonable price of housing in different market segments depends to a significant degree on the overall supply-demand function on the local housing market. For migrant integration, supply is not only relevant as an overall aggregated figure, but as supply in particular segments of the market: supply of affordable rented housing, supply of social housing and supply of affordable privately owned housing. There is a large variation in the importance of these segments between cities.

The challenge for cities is to ensure a sufficient supply of affordable housing. Affordability can be measured by the share of the rent or mortgage payment in the households' expenses. As a rule of thumb, this part should not exceed one third of the total household expenses.

A sufficient supply of affordable housing can be achieved by increasing the supply in the relevant housing market sector, by supporting the demand side e.g. by rent subsidies, and by regulating the price level. Each approach may have unintended side effects: increasing the supply may fail to address the targeted groups in need; supporting the demand side may result in pricing-in the support into the rent or real estate price, and regulating may result in a supply decrease. Such policies have to be carefully developed and adapted to the local situation and its historical as well as institutional development.

3.4 Quality

The physical condition or quality of housing refers to the size of a house (per person), the physical quality of the building stock, the technical standard of installations and the quality of the housing environment (lack of green, noise, air pollution). Overcrowding, often found in immigrant housing, is an important aspect of the quality challenge. Research evidence and CLIP city reports show that migrants and particularly new migrants are often placed in housing stock of the lowest quality. Lack of affordability, discrimination and strategies of speculators on the housing market are responsible for such situations.

A major social policy challenge for projects destined to improve the quality of housing is not to drive out the vulnerable groups once the houses have been renovated (gentrification).

Bad physical conditions may also result from the ‘sins of the past’: severe crises on the housing market after World War II and trends in architecture and city planning in many countries led to the construction of huge, homogenous “housing machines” and settlements for the lower and lower-middle income classes. The challenge is to reconstruct these settlements which are characterised by a concentration of social housing, unemployment, poverty, social problems and a large share of immigrant inhabitants.

3.5 Other challenges

In most cases policies for physical improvement of housing are accompanied by measures for the social environment supporting a sustainable restructuring of the neighbourhood.

The quality of the social environment in a housing area is strongly related to the quality of community relations on the local level. In many cities, specific groups of migrants or minorities form communities and represent their interests collectively. The relations between the ethnic communities and with the majority society are an important factor of the urban social “climate” and of social cohesion.

Personal security is another relevant aspect of the quality of the social environment. The presence of migrants in communities raises three important issues as regards personal security. First and foremost, migrants are often suspected of being prone to negative behaviour such as violence and crime. The available evidence, however, suggests that migrants bring no special criminal propensities but no special law abiding principles either. Second, many migrant communities fear violence against them, including hate crimes. Last but not least, the relationship between migrants and police can often be tenuous. Anxieties may lead to poor communication between police and migrants which need to be tackled by the cities.

The quality of housing also depends on the quality of relations with neighbours. Conflicts with immigrant neighbours may become ethnicised and loaded with emotional conflict potential. The challenge thus consists in avoiding the ethnicisation and intensification of normal neighbourhood conflicts over noise, rubbish or parking. Evidence that cities perceive this human relations challenge is found in the training and institutionalization of mediators for housing areas with sizable migrant inhabitants.

Finally, a relevant challenge for many cities is governance, the type and quality of administration of urban affairs and the quality of political leadership. An important governance challenge is information and planning. Cities with very recent immigration tend to lack basic information on migration and the situation of their migrants. They do not have information necessary for any kind of integration and especially housing policies: How many migrants are there? Where are they from? Where do they live? How do they live? Have they brought their families? Sucha a lack of essential data on the immigration situation which should be the basis for any policy intervention is an information-planning challenge,.

The organisational structure of the municipal administration provides a further governance challeng: integration can be considered a cross-cutting task involving many departments of including those dealing with housing issues. Traditionally, there is often limited horizontal cooperation among departments within a city administration, and the coordination of integration measures across several departments may constitute a challenge in itself.

4. Different approaches across Europe's cities

A detailed overview of the results of the first CLIP module on housing and segregation is available as a publication and can be found on the following website:
http://www.eurofound.europa.eu/publications/htmlfiles/ef0794.htm

In addition, for interested readers, more in-depth information can be found in the 20 case studies of the first module which will be published in full text featuring a structured index for data base retrieval by the European Urban Knowledge Network (EUKN) in The Hague in Spring 2008 (http://www.eukn.org/).

The aim of these different publications is to make accessible the results from the first module of the CLIP project are made accessible. This report and the overview report provide for a structured discussion of the projects results as well as for an index for more in-depth information for interested readers which can be found in the complete case studies of the module.

Readers who are interested in more information on the conceptual background of the module's research on housing and segregation can refer to the module concept paper published by the Austrian Academy of Sciences (Bosswick W., Fassmann H., Kohlbacher J. u. D. Lüken-Klassen: Housing and Residential Segregation of Migrants. A State-of-the-Art Report. ISR-Forschungberichte 34. Wien, Verlag der Österreichischen Akademie der Wissenschaften 2007. ISBN 3-7001-6042-7).

5. Conclusion

Decent and affordable housing is a high priority for people in European societies. Research results prove that together with a good job and satisfactory family life, living in adequate accommodation is seen as the most necessary prerequisite for a good quality of life. This general observation holds true for residents with a migratory or minority background.

From the wider perspective of the society or community of residence, housing for residents with a migratory background is an important field of action and policy, since their housing is a crucial factor for the structural integration of individuals and groups.

The empirical data collected in 20 cities from all over Europe has made it abundantly clear that both the situations that should be addressed in policies and the local policies themselves are immensely diverse. This diversity derives basically from two sources.

Firstly, institutional settings are extremely diverse: local housing markets differ in terms of the age of buildings, ownership, location and quality, but also in degree of scarcity of (certain) housing and competition for it; the instruments available to local policymakers for building, allocation and improvement of housing also differ markedly, partly due to the given structural characteristics of markets, partly due to national regulations for building, improvement and allocation of housing and partly due to choices made at the local level.

The second source of diversity comes from the immigrants/minorities themselves: their characteristics – demographic, socio-economic, linguistic, cultural and religious – are by no means uniform (although selective perception makes the migrants that conform to the (problematic) migrant image more visible). Such differences within the category of immigrants has immediate consequences for the question as to whether they fit in easily or not within the existing system of housing and it may possibly have consequences for the dynamics of living together and social cohesion in residential areas where they settle.

Still more specificity may arise out of the dynamics after primary access to housing: when the residential concentration of certain groups of immigrants coincides with social segregation or with already existing general tendencies of decline in certain sectors of the housing market or in certain areas.

A general conclusion is therefore that any policy based on the principle of 'one size fits all' is bound to fail. Tailor-made solutions, based on a clear diagnosis of the local situation and taking these specifics into account, is what is needed. It is primarily the cities and local communities which face the task of developing these tailor-made solutions.

5.1 Concluding remarks on segregation

The CLIP case studies show that local segregation levels are estimated or described very differently. This is, one the one hand, due to different de facto situations in the cities, and, on the other, to different segregation indices used – an 'ideal quota' or 'ideal mix' can neither scientifically nor empirically be justified.

The negative connotation of the term 'segregation' is a problem in itself. Municipalities usually prefer to talk about 'integration' rather than segregation. Thus, in contrast to the actual spatial situation, the term 'segregation' is often not found in official documents or statements. However, talking frankly about socio-spatial or ethnic concentration in affected urban areas is the first step for encountering segregation tendencies. Other conclusions that can be drawn:

- Only rarely is the fight against segregation tendencies a preventive one. Monitoring systems which would allow such preventive measures seem to be lacking in most CLIP cities. The municipalities have to deal with already existing segregation problems. This may be the result of a generally delayed awareness of segregation (and migration) as a challenge for urban development;
- In some cities (Zagreb, Prague, Dublin, Sefton), ethnic and socio-economic segregation seems to be still at a low level and is not classified as an urgent immigration and integration-related problem by the municipalities. These cities can learn from the great variety of either successful or failed anti-segregation measures. It is recommended that these cities monitor clustering of relevant groups in the city and consider implementing adequate preventative measures already at an early stage of segregation processes;
- Since socio-economic and ethnic segregation are often closely related but not the same, anti-segregation strategies should always include measures targeting *all* socially disadvantaged people, combined with measures responding to the specific situation and cultural needs of migrants;
- Anti-segregation strategies should combine different (implicit and explicit) measures on different scales. Combining infrastructural and social measures like soft urban renewal programmes is the most promising way to fight against segregation;
- Voluntary segregation of some ethnic groups will always occur – and can, to a certain degree, be the basis for a vivid ethnic and social mix in urban quarters;
- The focus of local anti-segregation policy is often too much on the prevention of inward mobility of migrants into segregated areas and neglects policies preventing or reducing the outward mobility of middle class autochthonous families;
- Local anti-segregation policies should also consider the higher birth rates of migrants and their long-term effect on a self-perpetuation segregation process.

5.2 Concluding remarks on access to housing

Although there are ad hoc measures in some cities dealing with ensuring equal access of migrants to decent and affordable housing, the lack of monitoring systems of the situation of migrants on the housing market is striking. There seems to be little knowledge about the extent of discrimination and exclusion on the rented housing market.

The same holds true for the practices in the banking sector of access to mortgages for migrants, a crucial aspect for home ownership.

Services as regards access to housing exist only in the field of information provision and counselling. The provision of wider services is the exception for specific groups such as refugees or other specifically vulnerable groups of migrants.

Implementation of the Race Directive of the European Union through anti-discrimination legislation in its member states may bring about certain changes in coming years combined with effective complaints and enforcements procedures on the local level. However, the prevention of exclusion on the private rental market is difficult to implement.

Thus, a sufficient stock of social housing controlled by the city or non-profit housing with certain assignment rights for the city still seems to be the most viable approach to ensure access to affordable and decent housing for migrants. However, this requires regulations and practices which do not discriminate directly or indirectly against migrants.

As an alternative, measures focusing on other market sectors, especially facilitating access to home ownership, should be considered.

5.3 Concluding remarks on affordability and supply of housing

In some European cities, publicly or privately owned rented accommodation dominates the housing market, and rent levels are controlled or subsidised either on the supply side or by rent allowances to the tenants. Elsewhere, the housing markets are dominated by owner occupied housing or by related modes such as cooperative housing where the inhabitant owns a share of the cooperative. The latter structures leave migrant families, who want to stay for a longer period of time, often no other choice than to buy a house in order to find appropriate accommodation. Since migrants are often in a socio-economically disadvantaged situation compared to the autochthonous population and face discrimination more frequently, they tend to have more difficulties in affording home ownership. In some cities, the provision of municipal land at a subsidised price to low income families who build houses on the ground, or subsidies for the purchase of old dwellings then renovated by the owners are a measure which are used also by migrants. Home ownership for migrants can be considered as an important promoter of the integration processes and should not be neglected by municipal policies.

In the social housing and non-profit sector, especially with cooperatives, the access to affordable housing for migrants is a critical aspect (waiting lists) as discussed in the section above. A few cities, such as Brescia, actively try to counteract exclusion or discrimination patterns resulting from regulations for access to affordable housing.

5.4 Concluding remarks on the quality of housing

Most of the cities in this study apply some form of urban renewal. There are a number of factors, which determine in what manner this process is executed. The following factors vary considerably between cities/countries and influence the implementation:

- The state of the housing stock and earlier attempts to renovate or improve areas. Several cities, such as Budapest, have only recently started with the urban renewal of the oldest parts of town.. In the cities of the former Eastern Block there has been a period in which little maintenance took place, because of the sale from state property to private property to owners who cannot afford maintenance. Also some Mediterranean cities such as Izmir are in an early stage. These cities are starting with the planning process, often with limited means. On the other hand, in cities that have been improving their neighbourhoods and housing stock for the last thirty years, the quality of the buildings is less of a problem and urban renewal is in another phase;
- The structure and concentration of the local housing market within a city. In some of the CLIP cities the scale of urban renewal areas is large, for instance in Amsterdam, where a complete city district is restructured and 12,500 apartments are renovated or demolished. These kinds of measures are only possible when there is a limited number of home owners and these owners work in close corporation with the municipality, like for instance housing associations. In cities with mixed neighbourhoods in terms of ownership – some private homeowners, some real estate owners and some social housing companies – the scale of projects is necessarily smaller. Under these circumstances the urban renewal plans for a neighbourhood have to be implemented on a piece by piece basis, sometimes owners have to be bought out or stimulated with financial means. This can mean that some parts remain in bad shape much longer. Obviously the realisation of such plans takes much more time;
- National support for urban renewal or the lack of it is also another important factor. In the United Kingdom, where a constant number of neighbourhoods or city areas are targeted for housing market renewal by the national government, it is easier for the municipal authorities to operate. In countries

like Spain the finances are more limited and the city depends on public private partnerships. Large-scale urban renewal is consequently nearly impossible;

- The areas actually chosen for urban renewal within the city are often not only physically the most run down areas, but also the ones with a concentration of vulnerable groups of inhabitants in terms of work, income and education. The image of the neighbourhood and attitudes and worries of citizens and government about neighbourhoods that seem to deteriorate determine which areas are chosen. This may happen because of an increased crime rate but also when the percentage of immigrants is rising above a certain critical percentage. Though urban renewal often does not target migrants in particular, it does take place in areas, where migrants are over-represented.

5.5 Concluding remarks on integrated approaches and other aspects

Within the various types of measures for improving the social environment of housing areas, those aiming at improving community relations, in particular aimed at migrants and minority groups, seem to have the broadest potential effects for the city as whole.

In the field of human relations and mediation, many CLIP cities supported housing-related mediation programmes, either organized by a municipal institution, or implemented by specific services of housing associations. An important aspect of those programmes which seems to be successful is the involvement of migrants and, highly relevant, an adequate training, supervision and institutional support for these mediators. Such programmes usually have to be built up over a considerable period of time in order to be effective and sustainable. In its ideal form, the city would develop a pool of trained and experienced mediators like the AmkA in Frankfurt.

Cities should also consider that migrants have own resources which could be mobilised by empowerment initiatives. These measures may form an important counterbalance to tendencies of seeing migrants and minorities primarily as recipients of welfare and services.

With regard to governance aspects, in many CLIP cities, statistical and administrative departments are not yet considering migration and integration data as relevant for targeted planning and governance. Although the demand seems to be clearly realized in most cities, the development of feasible and valid indicators for these areas is a difficult task which requires considerable effort and expertise. A good approach would be to involve external experts on these issues to cooperate with the statistical specialists of the municipal administration at an early stage. Another possibility for tackling housing-related problems on which the municipality has only limited influence is improving the co-operation with other agencies at the local level (i.e. fire, health or gas authorities) in sharing information and in joint action.

The choice of administrative structures for the governance of local integration affairs must take into account the local political power structure, administrative traditions as well as regional and national financial or legal frameworks. Thus, the further development of governance in local integration policies cannot follow one–size-fits-all recommendations, but has to be carefully designed considering these specific factors. For the area of housing in particular, local governance has to involve various actors outside the municipal administration in its projects and measures to be able to generate effective results.

One relevant aspect of governance has been striking in the analysis of the CLIP cities: the frequent lack of monitoring and evaluation provisions. In only a few cases has systematic information been available regarding the efficiency and outcome of concrete measures. Very few measures have been evaluated at all, and monitoring provisions for integration processes are usually also not present. For most measures it has been difficult to get data on their actual significance in terms of numbers and effects on the targeted group, not to mention data about cost-benefit relations. Such information could play an important role for the choice of measures for local policies, avoid the risk of mere symbolic policies in this field, and contribute to the necessary political support for long-term engagement in this area which becomes increasingly critical to the social cohesion and economic development of Europe's cities.

6. Recommendations

6.1 Recommendations for local policymakers

The following recommendations for local policy makers assemble specific experiences made in various cities as well as innovative ideas invented in several cities of the network. In general, they are applicable to every European city. For the actual implementation of a measure or policy, the appropriate adaptation to respective local characteristics is, of course, a precondition for the success of the initiative.

Migrant integration and local housing policies: The need for partnership and cross-departmental cooperation

The housing situation of migrants differs from those of the autochthonous population: on average, migrants and ethnic minorities belong to the more vulnerable groups on the housing market. Of course, not all migrants do belong to these vulnerable groups nor do all suffer from poor housing conditions. Thus, municipal housing policies should deal with the *specific* situation of migrants. This should neither be done solely within the scope of general housing policies nor organised as a policy that is only directed towards migrants. Given the complex interrelation of housing issues, the integration of migrants and other municipal policy areas, an integrated, cross-departmental approach is strongly recommended. This regular interdisciplinary collaboration within the municipal administration should be accompanied by cooperation and partnerships with local NGOs and welfare organisations, churches, local chambers of commerce, local unions, landlords' and tenants' associations.. The integrated approach should be reflected in the organisational structure of the city administration and be supported by provisions for a structured and efficient cooperation among the multiple actors involved:

- Regular internal working groups between relevant departments of the local administration such as housing, urban planning, social affairs and welfare, health, youth, integration and diversity matters, education, and law enforcement institutions;
- Regular round tables and meetings with external experts and representatives of civil society with housing and migrants' integration issues;
- Central coordination of integration policy of migrants within the local administration with respective competences (information by all departments, participation in programme and decision preparations);

Development of a long term local integration policy with a strong emphasis on an integrated and holistic approach to housing matters.

Measures for structural integration and regular cooperation are expensive, but long-term such investments avoid the substantial costs caused by integration problems.

Sufficient information and intelligence as a challenge for local policy

In order to plan and implement reasonable local integration policies in general and in relation to housing and segregation in particular, local policy makers and administrators need reliable, comprehensive and up-to-date information. As a rule of thumb the scope and depth of local statistics should go beyond national statistics. Of particular interest is general information on migrants living in the city such as number of migrants, age structure of migrant population and typical household sizes, migrants' national and ethnic background as well as legal status. A city should not only deal with 'foreigners', but consider also persons with a 'migration background' as second and third generation migrants.

Of special interest for local housing policies are, secondly, information on housing conditions and spatial distribution of migrants. Such data are both the basis for adequate measures and indispensable for the development of a preventive and sustainable housing policy. Cities are therefore asked:

- to develop indicators to evaluate migrants' housing situation (like square meter per person, quality of building) and systematically monitor it;
- to establish indicators to evaluate migrants' access to housing (like waiting period for social housing of migrants versus those of autochthonous groups) and systematically monitor it;

- to set-up indicators to evaluate the spatial distribution of migrants in the city (like segregation indices) and systematically monitor it;
- to collect and survey the dynamics of migrant movement in the city through flow data and use a low level of spatial breakdown (consideration of neighbourhoods or streets instead of districts only) since this deliver deeper and more reliable insights;
- to integrate the monitoring on housing conditions into an overall monitoring of quality of life of migrants in their local community;

to establish a specialist unit for migrants' housing data in the statistical office.

The data collection may use various sources like general population surveys, local population data, scientific studies as well as opinion surveys. In case existing data do not refer to migrant status or are not sufficient, own data collections or the compilation of indices and estimations should be organised. This can be done in cooperation with NGOs, churches, local research groups and volunteers. Even if a strong collaboration of different departments and organisations is recommended, social work, information gathering and enforcement tasks should be clearly separated.

Social housing under public influence: a prime mean for local policymakers

Various migrant households are unable to supply themselves with adequate housing. To ensure decent housing for these low income groups, the supply and provision of access to affordable social housing under public influence is an important means for most CLIP cities.

Since construction and maintenance of social housing is very expensive, local authorities have to take the strategic decision of whether they want to keep their social housing stock, privatise or even increase it. Such decisions are influenced by general rationales of re-distribution policy in a local community. As far as integration of migrants is concerned, local authorities should consider the specific market position of migrants with regard to supply, access and affordability of housing, degree of spatial segregation and the extent of discrimination.

The more the private housing market is unbalanced, the higher is the necessity of public housing supply: It is evident from the case studies that a large social housing stock under public influence expands the room of manoeuvre and steering capacity of local authorities for housing policies, urban planning and integration of migrants.

Implementing local social housing projects the degree of spatial concentration of social housing units should also be considered: small units of social housing and the spread of social housing dwellings across the city are of relevance for the integration processes of migrants allocated in social housing.

Due to undersupply of social housing and strong competition between native and migrant low income earners, access to social housing is often a major issue for local policy makers. To enhance adequate access to social housing for everyone in need and also secure socio-economically and ethnic mixed neighbourhoods, a city may consider:

- defining requirements and regulations for getting access to social housing (such as maximum family income, waiting period, children or elderly family members in need of care in the household), establishing a ranking list and emergency provisions enabling to jump the queue in case of urgency. It has to be considered that access criteria like waiting lists and years of residence may discriminate indirectly against certain groups of migrants;
- facilitating access for migrants based on the provision of up-to-date and relevant information on available social housing, if necessary in foreign languages;
- supporting mixed neighbourhoods by defining explicit or implicit quota for migrants to social housing in general or in certain locations and open up access to social housing for middle class income earners or sale single units in social housing areas;
- checking quotas for legality and efficiency.

NB: opening up access to social housing for middle income earners may contradict one of the basic rationales of the provision of affordable social housing, since in general, social housing is seen as a part of social policy intervention to provide a rent subsidy to low income earners.

Housing cooperatives: a help for migrants

Most of what has been said regarding access to social housing also holds true for housing associations, in which the associates are the owners. Competition between native and migrant tenants (owners) seems to be even stronger. At the same time the influence of the local authorities on the allocation of housing to migrants is lower. Options for concrete measures are:

- providing municipal ground to housing associations in exchange for controlled rents and a certain quota of apartments the city may assign to tenants of their choice;
- co-ordinating the provision of housing for migrants among housing associations by establishing a round table;
- critically assessing and if possible abolishing formal regulations or informal practices discriminating migrants in place among the housing associations (i.e. waiting lists requiring a long period of residence or providing for inheriting residence rights).

Better information for migrants and discrimination monitoring

Poor command of the receiving country's language, lack of knowledge on housing-related rights and responsibilities as well as discrimination and exploitation on the housing market, mean that migrants' have more difficulties finding appropriate housing. This is particularly important for newly arriving migrants. Cities may therefore consider supporting access to the housing market via better information and discrimination monitoring by:

- supporting low-threshold 'one-stop' citizens advice centres where migrants get counselling concerning different segments of the local housing market in general, help in intercultural conflicts as well as information on financial and legal issues like rent payment, rent index, extortion, rent-related debts, legal period of notice and other obligations and rights;
- providing of information documents in different languages, linked to volunteer mentors or migrant associations of the same language group;
- establishing a low-threshold office collecting complaints (ombudsman) and systematicallty monitoring discrimination of migrants on the housing market.

Privately rented housing: measures against overcrowding

Several cities report exploitation of migrants by private landlords and the problem of 'voluntary' overcrowding to keep down their rents as a serious challenge for migrants. To tackle this challenge it is suggested that:

- national governments need to review the powers and resources that local authorities have to deal with this issue (eg a licensing system for private landlords with properties in multiple occupation which is sufficiently resourced so that landlords cannot operate without a license and local authorities inspect conditions before renewing it);
- local authorities consider working in partnership with other agencies that have powers of entry into such properties so that they share information on properties where conditions are unacceptable and take joint action to address it.

Privately rented housing: ideas for public-private partnership

Beyond traditional approaches such as social housing or rent subsidies for low income earners, local authorities often find intelligent ways of combining the flexibility and adaptability of the private housing market with social requirements of migrants. Instead of acting against market dynamics, market opportunities should be used. For doing so, cities may consider innovative public-private partnerships in order to improve access and affordability for migrants to privately rented housing. The city can:

- act as contractor by renting private property below market price and subletting these low-priced flats to migrants. Private owners accept this lower rent in exchange for a rent guarantee over several years and a guarantee to preserve the quality of the accommodation;
- provide municipal ground at below market price to private builders or developers, who in turn have to offer a share of the apartments at reduced rents to target groups like families with children;
- act as mediator for contracts between tenants with migration background and (autochthonous) owners and provide guarantees to the owner for such things as repair of potential damages caused by the tenant;

- target discrimination of migrants in the private housing market: an approach to protect the interests of migrants without alienating private house owners as a whole.

Affordable home ownership for migrants

While publicly-owned or privately-owned rented accommodation dominates the housing market in some European cities, housing markets of others are dominated by owner-occupied housing. This structure leaves migrant families, who want to stay for a longer period of time, often no other choice than to buy a house in order to find appropriate accommodation. In both cases, migrants are more often in a socio-economically disadvantaged situation than the autochthonous population and have more difficulties affording home ownership.
However, home ownership often improves the housing conditions of respective families and can be seen as a major step of integration into the receiving society – it should therefore actively be promoted. The following measures can be taken by local authorities to support home ownership of migrants:

- provision of subsidies or tax reductions to low income families (including migrants) for constructing houses as well as for the purchase or renovation of occupied housing;
- provision of municipal land at a subsidised price to low income families who build houses on the ground;
- support in access to mortgages at reduced interest rates in cooperation with local banks, e.g. via providing a guarantee for default by private organisations to the banks or other guarantees by the local authority;
- provision of municipal land at a subsidised price to private developers, who in turn have to sell housing units below market price to target groups;
- enable migrants to contribute to the buildings of their house by their own labour;
- support for migrants' involvement in housing cooperatives of home owners.

Soft urban renewal: an alternative

Urban renewal is generally defined as the physical rehabilitation of impoverished urban neighbourhoods by renovation and (re)construction of housing and public infrastructure. This 'hard approach', however, is often not sufficient for a rehabilitation of deprived areas with a high concentration of migrants and low income autochthonous population. Hence, some CLIP cities have developed a more innovative approach: Beyond physical renovation measures, 'soft urban renewal' takes social, economic and cultural demands into consideration and the planning and implementation process is influenced by the residents. This practice includes the following activities:

- Re-conversion and up-grading instead of demolition of housing stock, combined with the construction or modernisation of public spaces as venues of interaction;
- Involvement of residents in planning and implementation of renewal measures, e.g. by information places and 'planning pubs' for information display and public discussion, by support for residents' organisations and the transfer of certain competences to them, small-scale renewal in old housing stock using resources of residents;
- Allocation of public institutions and services like libraries, municipal offices and university buildings into these neighbourhoods;
- Improving employment and economic opportunities for low income/ unemployed citizens, including the promotion of local ethnic entrepreneurship;
- Increasing the attractiveness of renewed neighbourhoods for middle class families.

Soft urban renewal is an auspicious approach for both rehabilitation of the area and involvement and participation of all residents – and hence also for a successful integration of migrants. However, due to increased attractiveness of neighbourhoods, rents and prices will under normal circumstances increase, too. Cities have to consider how to combine the attraction of new middle class families to the area with the retention of long-term residents some of them with a migrant background.

Anti-segregation policy: ways to achieve more balanced neighbourhoods

All CLIP cities assume that high degrees of concentration of migrants, and in particular of one ethnic group of migrants, should be avoided, as they endanger an effective integration of migrants. However, cities are also aware of the fact that some extent of concentration in smaller spatial units cannot be avoided. In general, a mix of different types of housing and different ethnic groups with the native

population seems to be advisable. Also a balanced socio-economic and demographic composition of the population is regarded as an important aspect of anti-segregation policy. Local policy should consider that a higher birth rate of migrants is one of the major factors of an increasing concentration of migrants, when at the same time middle class families with small children leave the area. The following measures are recommended to prevent or reduce segregation:

- Spreading of social housing around the city to avoid spatial concentration of low income earners in general and migrants in particular;
- Building of smaller social housing units;
- Where social housing units are already built in a concentrated way, single units should be sold and access to social housing be opened for middle class income earners;
- Use of formal or informal quotas to avoid a high concentration of migrants seems to be problematic or even unlawful in certain countries. As a matter of fact, quota have to be checked carefully in respect of their fairness, effectiveness and lawfulness regarding the EU Directive against racial discrimination. Local authorities may consider that voluntary measures may sometimes prove more effective than involuntary measures like quota;
- Local policy often puts too much emphasis on measures to control the inflow of migrants into certain areas instead of influencing positively the retention of middle class native population in areas with higher concentration of migrants;
- Allocation of public institutions and services (e.g. child care, schools, sports facilities) into segregated areas will enhance the integration of this area into the city as a whole and hence reduce segregation patterns;
- Urban renewal programmes and other incentives for (native) middle class people to move into (or to remain in) areas with a high concentration of low income or migrant groups can help to get socio-economically mixed neighbourhoods (instead of only controlling the inflow of migrants);
- Improve the neighbourhood image in the media and the general public using an effective communication strategy and organising cultural or sports events.

Small ethnic colonies on the neighbourhood level: support for integration

In general, the promotion of socio-economically and ethnically balanced neighbourhoods is recommended. However, the CLIP network is also aware that some extent of concentration of distinctive (ethnic) groups cannot be avoided – and does not have to be. Ethnic networks on a neighbourhood basis may have a positive function for the well-being of the migrant residents and for their integration process: Especially for newly arriving migrants that are unfamiliar with the local conditions, local ethnic networks or 'ethnic colonies' can provide social support and act as a bridge into the receiving society. To promote such ethnic colonies without promoting large-scale segregation, a city should:

- support migrant organisations on a neighbourhood level and stay in ongoing contact with them;
- consider, if small migrant neighbourhoods may provide cost-effective opportunities for the first phase of the integration process of newcomer migrants;
- integrate such neighbourhoods as far as possible into the city as a whole by provision of infrastructure, services and by a positive discourse in the media as a colourful and culturally active part of the city;
- monitor intra-city mobility of migrant and autochthonous groups carefully to avoid unwanted levels of concentration of migrants.

Community relations, participation and empowerment

Good community relations (inter-group relations) are an important factor for the quality of housing both for migrants and autochthonous residents in an area. The participation and involvement of local residents into activities and projects may contribute strongly to good community relations. A critical factor is the mobilisation of local residents. Strategies for empowerment aim at overcoming the passivity and frustration of native citizens and migrants by sharing responsibility. The following measures may be considered:

- Effective and early participation in the planning process of measures and projects;
- Transfer of certain competences to groups of citizens;
- Establishment of neighbourhood action groups;
- Good support for local associations and their activities;
- Support for involvement of migrants into owners associations;

- Involvement of students as role models to support the socialisation of migrants in segregated neighbourhoods.

6.2 Recommendations for Council of Europe member states

Integration policies that offer perspectives

A local policy for integrating immigrants into the housing market must be integrated into a general policy of migration and integration. This national policy ought to clearly define the conditions for residence and, at an early stage, offer a perspective for residence to those immigrants entitled to stay on a long-term basis. Member states are called upon to:

- continue processes such as the Tampere Process that offers long-standing 3rd country nationals legal and social perspectives and to consistently implement such processes in the member states;
- offer perspectives for residence to long-standing non-European country nationals whose return to their home country is no longer likely or possible (for example, in the case of tolerated asylum seekers).

Strengthening municipal scopes of action

Measures to encourage integration that are related to the housing market need financially empowered cities and communities. Integration cannot be achieved for free since the integration of the migrant population into the housing market requires investment from public sources in one form or another. National housing programmes should provide cities more latitude to act in ways they deem appropriate to their local circumstances.

Systems of financial redistribution between the regions are of central importance for a financially empowered local level. More and more, areas of urban agglomeration differ and frequently financially secure middle and upper-class households are leaving the city centres and are moving to the outskirts and beyond. It is there that they employ their spending power and the suburban communities then profit from this specific form of internal migration either directly via taxes and social contributions or indirectly via the flourishing economy. The city centres are left with a growing catalogue of socio-political tasks and tend to have less financial means at their disposal. The member states are thus called upon:

- to create or strengthen a system of inter-regional (municipal) financial redistribution;
- in the case of financial redistribution, specific socio-political tasks of the cities, especially with regard to contributing to the integration of immigrants, are to be honoured;
- to support applications of municipalities for financing housing-related projects within the framework of the Structural Funds or the European Integration Fund.

Establishing framework conditions for a long-term provision of housing

The power relationships on the housing markets are asymmetrical. People searching for accommodation outweigh the considerably smaller number of landlords and vendors of property. The market behaviour of both groups is also influenced by a different degree of urgency: those seeking housing need a roof over their heads while the landlords or vendors can usually wait to sell or rent out their properties. Due to this asymmetrical relationship, it is advisable for public bodies to maintain their own controlled amount of accommodation alongside the free housing market. In this way, particularly vulnerable groups can be helped. It is thus recommended that member states:

- create legal framework conditions that allow cities and communities to take on an active role in the housing market (for example, as building contractors, landlords or owners of property);
- establish legal framework conditions that allow cities and communities to introduce forms of rent control;
- foster research on examples of good practice within the field of social housing and establish national guidelines for social housing in the communities;
- organise conditions for access to publicly-supported and organised housing in such a way that the prerequisites do not (indirectly) discriminate against migrants.

Supporting affordability

Measures to encourage integration related to the housing market should be based on a balanced mixture of offering subsidies for buildings and providing subsidies directly to people that result in reducing housing costs for needy groups in the population or in specific parts of a city and thus increase affordability.

A system of offering subsidies must in principle be aimed at both low income autochthonous and migrant groups. It would be counterproductive for the integrative aims of a comprehensive housing policy if the system were directed solely at immigrants and it would also not promote general acceptance. National and local governments should ensure that measures are formulated and agreed upon neutrally with respect to migration status and:

- create legal provisions for offering subsidies for buildings and subsidies going directly to households; ensuring the appropriate social group is reached by placing a low income limit;
- use repayable funding (low-interest loans) within the framework of a closed circle of financing to buy new property or to renovate existing accommodation.;
- link the provision of subsidies for buildings to social, ecological and planning aims. Objects particularly worthy of support could be low or zero emission houses, accommodation that is made available in a neglected or strongly segregated district, or inter-ethnic housing projects that encourage different migrant groups to live together.

Stopping urban and local processes of devaluation

The concentration of immigrant population groups has a self-perpetuating effect of devaluation on housing; an influx of migrants is accompanied by an exodus of the autochthonous middle classes. This leads to a loss in spending power, to low investment in the physical structure of the city and thus to more devaluation. To stop this devaluation member states are called upon to:

- monitor systematically the socio-economic development in regions, cities and districts in order to be able to implement countermeasures such as urban renewal in time;
- use public funding to initiate processes and encourage private investors to become involved (by means of grants and increasing the attractiveness of the location);
- accompany urban renewal and gentrification processes by state funding in such a way that they do not lead to a cyclical ‘overshooting’ as this would lead to the local population being displaced and an increase in segregation.

Providing support for research and model projects

An increase is necessary in systematic and comparative research on the relative efficiency and effectiveness of policies and programmes relating to housing policy and their effects on integration processes. National research programmes should devote increased attention to these questions, establish appropriate programmes and instigate model projects to investigate how local integration policies can be implemented. European states are therefore called upon to:

- support systematic and comparative research on housing policy and its effects on integration processes. National institutions should make study and research results accessible to local policymakers and ensure the proper consideration of data and indicators relevant to migration and integration in statistics and reports from national institutions;
- support the development of local indicator systems to measure the status quo of integration and the effectiveness and efficiency of local policies and programmes on housing conditions and segregation of migrants;
- introduce national renewal programmes (such as the “Soziale Stadt” in Germany, or “Politique de la Ville” in France) that carry ideas and assist local governments in implementing innovative measures;
- provide national support for existing city networks that instigate systematically, scientifically controlled learning processes and exchange examples of best practice.

Improving 'good practice' in local governance

National policy frameworks and legislation in the field of housing may stimulate and enable local policymakers to take action, but may also sometimes inhibit and delimit such local action. Member states are invited to improve the stakeholder participation and efficiency of local governance structures by ensuring that national policy:

- promotes the intercultural opening and diversity policies of national and local institutions;
- fosters cooperation and partnerships with local NGOs and welfare organisations, churches, local chamber of commerce, local unions, landlords' and tents' associations, especially in the area of housing, education, and labour market access;
- avoids complex bureaucracy and allows for flexible customisation to local needs;
- promotes preventive measures with regard to segregation of migrants, including support for the development of early warning systems of social and spatial indicators;
- encourages and supports the evaluation of integration measures in general, and the effects of local housing policies on the integration of migrants and minorities specifically;
- provides support and criteria for an effective monitoring of discrimination in the local housing markets and the implementation of anti-discrimination measures.

6.3 Recommendations to policymakers at the European level

The Council of Europe has been contributing to the discourse on housing policies in Europe – and will continue to do so. Although the European Union has no formal competence in housing under the EU treaty, its competence for policies related to the free movement of persons and prevention of discrimination should be taken up in the area of housing. Specific recommendations to policymakers at the European level include:

Support networking among cities and dialogue with European policy makers

The Council of Europe and the European Union should support the networking of cities at the European level and include municipal administrations as stakeholders in the further development of European policies relevant for housing and the integration of migrants.

In this respect it is recommended:

- That the Congress of Local and Regional Authorities continue its dialogue with European cities on social inclusion and the role of good practice of integrating migrants into the local housing market;
- that the European Union continue activities such as the creation of a Social Platform for Cities and Social Cohesion by DG Research and develop further the cooperation of DG Freedom, Security and Justice with Eurocities organising an annual conference on local experience on integration of migrants (Integrating cities process);
- that both bodies support, with the financial or political resources at their disposal, existing city networks initiated by agencies of the European Union such as the City Network against Racism of the Fundamental Rights Agency (FRA) or the Council of Europe and the European Foundation, such as the CLIP network;
- that the Committee of the Regions's Economic and Social Committee (ECOSOC) continue its activities on integration of migrants and housing . A recent example is the opinion of ECOSOC on Immigration in the EU and integration policies: cooperation between regional and local governments and civil society organisations.

Initiate and finance relevant research programmes

Another important area of activities for European organisations is to initiate relevant research programmes on integration of migrants and housing. Here it is suggested:

- to continue research programmes with DG Employment, Social Affairs and Equal Opportunities in area of social exclusion and poverty with the objective to enhance social cohesion. A good example in this respect is the recent research report on housing conditions of migrants;
- to initiate new research programmes on housing and migrants within the remit of activities of European Union agencies as FRA and the European Foundation.

Support cities as active bodies and stakeholders in the implementation of European programmes on integration of migrants

European policymakers should consider cities as active stakeholders in primary policy for migrant integration and stimulate and facilitate them to develop and implement policies. It is recommended:

- to consider the use of the new Integration Fund for third country migrants and encourage cities to apply for funds;
- to include the integration of migrants in general and integration into the local housing market in particular into the National Action Plans (NAP) for social inclusion;
- to raise and promote the awareness of regional and local policymakers for the relevance of local housing policies for the integration of migrants into European societies.

Monitoring EU Directive against racial discrimination

The effectiveness of the implementation of the 2000 EU Directive against racial discrimination is under discussion in several member states. It is suggested that the European Commission monitor whether this Directive is being implemented effectively to protect migrants from discrimination on grounds of their race in access to housing. This may be an appropriate matter to be referred to the Fundamental Rights Agency by the Commission.

REFERENCE TEXTS / TEXTES DE REFERENCE

Convention

- The European Convention on the Participation of Foreigners in Public Life at Local Level (1992)
- La Convention européenne sur la participation des étrangers à la vie publique au niveau local (1992)

Relevant resolutions and recommendations adopted by the Congress
Les résolutions et recommandations pertinentes adoptées par le Congrès

- Resolution 183 (1987) on foreigners in regional and local communities
- Résolution 183 (1987) sur les étrangers dans les collectivités territoriales

- Resolution 92 (2000) and Recommendation 76 (2000) on the participation of foreign residents in local public life
- Résolution 92 (2000) et Recommandation 76 (2000) sur la participation des résidents étrangers à la vie publique locale

- Resolution 141 (2002) and Recommendation 115 (2002) on the participation of foreign residents in local public life: consultative bodies
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- Resolution 181 (2004) and Recommendation 153 (2004) on "A pact for the integration and participation of people of immigrant origin in Europe's towns, cities and regions"
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- Resolution 270 (2008) and Recommendation 252 (2008) on improving the integration of migrants through local housing policies
- Résolution 270 (2008) et Recommandation 252 (2008) « Améliorer l'intégration des migrants par les politiques locales de logement

- Resolution 280 (2009) and Recommendation 261 (2009) - Intercultural cities
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- Resolution 281 (2009) and Recommendation 262 (2009) on equality and diversity in local authority employment and service provision
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- Résolution 358 (2013) et Recommandation 343 (2013) sur l'intégration par l'exercice d'une activité indépendante : promouvoir l'entrepreneuriat des migrants dans les municipalités européennes

- Resolution 362 (2013) and Recommendation 347 (2013) on migrants' access to regional labour markets
- Résolution 362 (2013) et Recommandation 347 (2013) sur l'accès des migrants au marché du travail régional

Final declarations of conferences co-organised by the Congress
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- Final Declaration of the Conference on the participation by foreign residents in public life at local level (Strasbourg, France, 5-6 November 1999)
- Déclaration finale de la Conférence sur la participation des résidents étrangers à la vie publique locale (Strasbourg, France, 5-6 novembre 1999)

- Final Declaration of the Stuttgart Conference on "Foreigners' integration and participation in European cities" (Stuttgart, Germany, 15-16 September 2003)
- Déclaration finale de la Conférence de Stuttgart sur « l'Intégration et la participation des étrangers dans les villes d'Europe » (Stuttgart, Allemagne, le 15-16 septembre 2003)

- Final Declaration of the International Conference "Integrating foreign residents into local public life: challenges and prospects" (Strasbourg, France, 15 October 2010)
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