

WELCOME EUROPE TOOLKIT

LOCAL WELCOMING POLICIES
FOR EU MOBILE CITIZENS

DECEMBER 2016



FOREWORD



The publication of the underlying toolkit is an important milestone in reaching out to local authorities in the European Union with regards to policies on not only welcoming mobile EU citizens, but on facilitating their integration and participation in society as well.

This toolkit is the final product of the ‘Welcome Europe – Local Welcome Policies for EU Mobile Citizens’ project and is an important milestone in the development of European local authorities’ welcoming policies for mobile EU citizens and their integration and participation in society.

The ‘Welcome Europe project’ brought the cities of Amsterdam, Brussels, Copenhagen, Dublin, Gothenburg and Hamburg together, in collaboration with the University of Gothenburg, InHolland University of Amsterdam and the Mira Media organization of Utrecht, in an effort to support the fundamental right of EU citizens to freely move, work and live in any European country. Initiated in January 2015 and completed in December 2016, the project sought to encourage the exchange of good practices in the formation of ‘Welcome Policies’ for intra-EU mobile citizens.

Transnational cooperation was encouraged during the project. All partners learned from each other’s experiences.

Research was compared, and good practices were shared. Pilot projects were implemented and evaluated, collaboratively. In this way, academic good practices were combined with more practical inputs, allowing for:

- ▶ the fostering of a balanced pan-European view of the issues affecting different groups of EU mobile citizens;
- ▶ the challenges urban regions face;
- ▶ the possible solutions that local policy makers can apply.

This toolkit is a consequence of this knowledge sharing exercise. It illustrates the different issues that local authorities have to deal with and suggests recommendations at the local, national and European level. Of course, a toolkit such as this can never be considered to be exhaustive. Rather, toolkits such as this create a heightened awareness of the needs of different EU mobile citizens and offer guidance to municipalities in how to deal with pertinent issues and facilitate the creation of a society that is inclusive to all.

I am honored to present you with this toolkit, which will reach beyond the confines of the ‘Welcome Europe’ project itself. All partners, including the City of Amsterdam, will make sure that its contents will reach local policy makers across the European Union, so that its knowledge is disseminated as widely as possible.

Simone Kukenheim
Deputy Mayor of Amsterdam
March 2017



CONTENTS

1. GENERAL INTRODUCTION	4
2. LABOUR MARKET	10
3. HOUSING	18
4. HEALTHCARE	27
5. SOCIAL INCLUSION	35
6. WELCOME INFORMATION	43
7. COOPERATION WITH NONGOVERNMENTAL ORGANISATIONS	52
THE ACADEMIC CHAPTERS: INTRODUCTION	60
8. HOW TO IMPLEMENT WELCOME POLICY FOR EU MOBILE CITIZENS	62
9. MONITORING STOCKS AND FLOWS OF EU MOBILE CITIZENS AT CITY LEVEL	71
10. MEDIA AND MOBILE EU CITIZENS: WHAT CAN CITIES DO?	74



1 GENERAL INTRODUCTION



INTRODUCTION

The ‘Local Welcome Policies for EU Mobile Citizens’ project (hereafter termed the Welcome Europe’ project) was a multi-partner pan-European consortium of like-minded municipal authorities and nongovernmental organisations, led by the City Government of Amsterdam and funded by the Fundamental Rights and Citizenship Program of the European Union.

Initiated in January 2015 and completed in December 2017, the project sought to impact positively on the free movement of European Citizens by encouraging the exchange of good practices in ‘Welcome Policy’ formation for intra-EU mobile citizens.

The following cities were represented by their municipal governments: City Government of Amsterdam, Dublin City Council, City of Gothenburg, City Government of Copenhagen. bon - The Agency Integration and Citizenship represented the city of Brussels. The Laewertz Foundation represented the city of Hamburg. Overall project management was provided by the Mira Media organisation of Utrecht, the Netherlands. In addition, the project benefited from the participation of two university partners: University of Gothenburg acted as academic coordinator for the project. InHolland University, Amsterdam acted as external process evaluator.



WELCOME EUROPE PROJECT

European citizens are entitled to move, live and work in any member state of the European Union. However, an effective suite of ‘welcome information and policy’ measures is necessary if intra-EU migrants are to settle in a new context.

Welcome policy initiatives are best seen as a constellation of policy initiatives, administrative practices and informal governance responses, the aim of which is to ensure that mobile EU citizens have the appropriate information at hand, and access to the appropriate labour market, civic and educational opportunities that can facilitate a smooth transition from the status of mobile to settled resident (see Buchan-Knapp, Spehar and Bousiou 2016: 3). As such, welcome information policy initiatives are necessarily broadly-based in nature. They can address the general information needs of newcomers, support their employment, foster education, promote diversity, encourage civic participation, and aim at offering better housing and living conditions.

The governance of such policy areas is very diverse in most European contexts. Various actors, both of a statutory and non-statutory nature, share differing degrees of responsibility for the welcome and inclusion of intra-EU mobile citizens.

The most significant actor is inevitably the relevant public authority, but other common actors include: representatives from civil society, representatives from the ‘third sector’, private sector actors, educational service providers, as well as many sector-specific stakeholders. Each city has its own particular balance between public and private responsibilities.



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PROJECT AIMS

With this in mind, the Welcome Europe project sought to encourage welcome information policies that:

- Remove barriers to mobility and to the full inclusion of intra-EU mobile citizens in their host communities, by providing effective and accessible “welcome” services, and by tackling practical issues, such as difficulties in accessing relevant information, or overcoming language barriers;
- Enhance the full participation of intra-EU mobile citizens in the political and civic life of the host community, as well as the full exercise of their rights as European citizens, as, for example voting rights;
- Promote intercultural dialogue between people with different national backgrounds and develop a welcoming attitude towards newcomers more generally, by tackling discrimination and encouraging mutual understanding between newcomers and their host society;
- Implement monitoring and evaluating policies to ensure that the city understands the nature of the population living in its area of responsibility;
- Encourage dialogue and the sharing of experiences and ideas between different actors likely to be important at city level.



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PROJECT ACTIVITIES

Three sets of project activities were pursued in support of these aims:

- A comprehensive research programme was initiated under the guidance of the University of Gothenburg. A review of the history of local migration and integration policies was carried out in each partner city. Current municipal engagements with the reality of intra-EU mobility were mapped in each city. The social implications of intra-EU mobility were explored in each context.
- Practical and sustainable inputs into the experience of coming to live in another European city were built on top of this research. Mira Media provided project direction here. Specific activity-streams include: i) a series of pilot projects initiated by each partner city in an effort to explore whether chosen elements of the research had traction in a local context; ii) a series of staff trainings instituted in an effort to enhance the municipal authority’s ability to engage with intra-EU mobile citizens. Existing welcome information activities were also scrutinised and adapted, in light of insights garnered during our research phase. These activity-streams were supported by a series of transnational working visits and conferences between project partners.
- Project results were finally disseminated to as wide an audience as possible. A series of transnational conferences were attended by project partners but also by significant actors in each city. A significant digital footprint was created by Mira Media.



The learnings gleaned from these activities are distilled and presented here - in toolkit form. Whilst every city was different, each experienced similar challenges as a result of intra-EU mobility.

In this toolkit the Welcome Europe partners wish to share their findings, experiences, challenges and good practices in order to help other municipalities find their own solutions to similar challenges being experienced locally.



WELCOME EUROPE TOOLKIT

Freedom of Movement

European citizens have the right to freely move, live and work in any member state of the European Union. This freedom of mobility is a cornerstone right of the European Union. Very many strong economic, cultural and political outcomes arise as a result of the mixing that occurs.

However, local difficulties can arise in cities as a result of this freedom of movement, particularly in instances when a large and sudden influx of newcomers occurs. City governments in 'non-traditional' receiving cities can be caught off-guard. Established policy platforms can be rendered obsolete under the pressure of new flows. City services can be put under enormous strain. And, city employees can be exposed to difficult working conditions, as they seek to operationalize a system of service provision that may not now be fit for purpose.

Ultimately, if not managed correctly and innovatively, the freedom of movement can impact negatively at city level and migrants can be disadvantaged and even excluded, through no fault of their own. It is incumbent on municipal authorities in European destination cities to ensure that their policies and procedures facilitate the settling of intra-EU mobile citizens so that the benefits accruing as a result of the freedom of movement are accentuated and the negative impacts are ameliorated, locally.

'Trial and Error'

Welcome Europe project partners were cognizant of this fact from an early stage in the project and were motivated to explore opportunities to impact positively on both:

- the Intra-EU mobile citizen's experience of coming to live in

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We hope that this document will "serve as a catalogue of options" that European cities can draw upon as they seek to provide practical supports for intra-EU mobile citizens settling in their areas of operations.

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another city;

- the destination city's experience of receiving such migrants.

Practical inputs were sought from the outset of the project, in this regard. However, through city partner interactions, it quickly became apparent to the group that many European cities are actually ill-prepared to welcome European mobile citizens and that all European cities may benefit from the learnings arising from the project.

For example, project partners were uncertain about many relevant definitions, regulations and policy platforms. Cities representatives were unfamiliar with the general flow of migrants into Europe and data on migrant stock was unfamiliar to many, especially at the level of the city.

Many city representatives simply did not understand who the migrants are and where they live. In this regard, project partners were unsure of what data to use and what sources to 'trust'. Equally, common migrant experiences were unfamiliar to many and there was significant uncertainty about the internal diversity of the migrant population. Welcome Europe partners showed that they simply seek to manage as best they can, often by 'trial and error'.

Common Themes and 'Catalogue of Options'

This toolkit seeks to build out from this realization and share the learnings of the project with a wider municipal audience. One particular

set of related themes are considered here – the provision of welcome information for intra-EU mobile citizens seeking to settle in another European city. The provision of welcome information is considered thematically.

The toolkit is divided into the following thematic sections:

- ▶ **LABOUR MARKET;**
- ▶ **HOUSING;**
- ▶ **HEALTHCARE;**
- ▶ **SOCIAL INCLUSION.**

Whilst we do not advocate for the elevation of any one policy or set of policy responses as 'best practice' in the area, we do wish to present what we feel are innovative and timely inputs into the provision of welcome information and policy for intra-EU mobile citizens settling in other European cities.

In this regard, we are calling attention to what we deem to be 'good practice', rather than best practice, across the 'Welcome Europe' project partners. As Buchan-Knapp, Spehar and Bousiou (2016: 4-5) state, in outlining what we deem to be good and innovative inputs, we hope that this document will "serve as a catalogue of options" that European cities can draw upon as they seek to provide practical supports for intra-EU mobile citizens settling in their areas of operations.

The Welcome Europe project partners quickly came to understand that common experiences and

challenges abound. The experience of receiving intra-EU mobile workers may be geographically specific but a range of common ‘cross-cutting’ themes quickly became evident as the project progressed.

In producing this toolkit, the Welcome Europe project partners hope to be able to impact positively on the reception of intra-EU mobile citizens by highlighting these common experiences and pointing to the potentially fruitful policy responses that have come to light as a result of the collaborations fostered during the project.

Significant ‘cross-cutting’ themes that came to light are:

- It is important to note the diversity of the intra-EU migration experience. Welcome Europe Project partners see that intra-EU mobile citizens are a very disparate group. Migrants are a variety of socio-cultural backgrounds. They have different abilities to engage with the labour market. They come to another European city with different educational levels and experiences. They have different expectations and needs. No ‘one-size-fits-all’ approach can be adopted by municipalities seeking to facilitate their settlement;

- Intra-EU migrants need different types of information and support at different points in their migration journey. Pre-arrival information, early-stay information, information relevant to the medium-term needs of migrants who are settling, and long term supportive information, are all required of service providers. Different information points will need to be included at different points in the cycle;

- Intra-EU mobile citizens do not access information in the same manner. Different dissemination strategies and platforms are needed, if the municipality is to achieve a

broad reach into the community.

- Not all intra-EU mobile citizens will be in a position to engage with the receiving city/population in the language of their destination. Own-language supports and information points are necessary, even for otherwise privileged European migrants;

- Whilst the municipal authority is the obvious provider of much welcome information and support in its operational area, Welcome Europe project partners have found that a wide range of statutory and non-statutory actors are necessary allies in even the most local of settling experiences. Effective policy formation in this area must be cognizant of the range of actors active in this area. NGO actors are important collaborators in the provision of timely and effective welcome information for potentially excluded migrants, for example.

These common situations impact on the nature of municipal welcome information provision, irrespective of geographical context and across all key domains of urban life and their related policy areas.

Examples of Good Practice

The Welcome Europe project partners have endeavoured take account of these influences throughout the toolkit, however

these realisations must necessarily be backgrounded in a tool such as this. In presenting good practice examples, we are mindful of the fact that some specific projects and policy initiatives may not be able to impact on all different types of migrants in every European urban context. In this regard, the sections presented in this toolkit should be seen as a menu of possibly relevant inputs rather than as an exhaustive treatment of all the issues at hand.

It is hoped that this toolkit will find an audience amongst municipal authorities seeking to formulate an integrated response to the needs of intra-EU mobile citizens seeking to settle in their cities. City authority staff members are a clear target audience.

It is hoped that such workers will be informed by the insights highlighted by the Welcome Europe project partners and encouraged to search for other innovative and impactful inputs into the experience of intra-EU mobility across the European Community area.

Allied service providers, such as the staff of national and regional agencies with social planning and migrant integration remits or the staff or relevant local NGOs, may also benefit from the good practice examples included in this toolkit.



TOOLKIT OUTLINE

This toolkit is presented in a thematic manner.

Practical City Experiences

Practical city experiences are outlined in:

Chapter 2: Labour Market;

Chapter 3: Housing;

Chapter 4: Healthcare;

Chapter 5: Social Inclusion.

Migrant experiences in the core domains of life are addressed here. Issues relating to housing, the labour market, healthcare and social inclusion are considered. In this way, the passages contained in this section relate real-world experiences likely to be encountered by migrants seeking to settle in a city.

Analyses of Welcome Policies in Urban Areas

Complimentary sections are contained in:

Chapter 6: Welcome Information;

Chapter 7: Cooperation with NGOs.

These sections continue to provide analyses of welcome policies in urban areas. But, these are outlined at a different level. Chapter six contains a consideration of 'Welcome information policies' in

general. This focuses on municipal level inputs. Chapter seven seeks to outline how the non-governmental sector can input into this world of information provision.

Each of these thematic chapters is structured in the same manner. A brief introduction to the topic is followed by a distillation of the learnings that 'Welcome Europe' project partners garnered from their participation in the project. Practical solutions are suggested throughout.

These sections are supported by a series of 'good practice examples' contained in the following section. Some general recommendations are also included in each chapter here.

Academic Chapters

Section three of the toolkit contains different inputs. Three, more academic chapters are included here:

Chapter 8 - How to Implement a 'Welcome Policy' for Intra-EU Mobile Citizens

Chapter 9 - Monitoring Stocks and Flows of Mobile EU Citizens at the Municipal Level

Chapter 10 - Media and mobile EU citizens, what can cities do?

In these chapters, the academics involved in the project outline and explore some pertinent cross-cutting themes that became apparent to them during the course of the project. In this way, these chapters seek to 'look through' the real-world experiences outlined in the other toolkit chapters, to draw seemingly unconnected threads together and say something more about the commonalities that sit behind many seemingly disparate experiences in different European city contexts.

Zwaan et.al. from InHolland University, Amsterdam anchor the section with conceptual consideration of how best to situate an ideal welcome information policy in the city.

This is followed by two inputs from Buchan-Knapp et.al. from the University of Gothenburg who: i) make a case for the importance of monitoring the flows of intra-EU mobile citizens at municipal level and ii) consider one particularly important influence on how intra-EU mobile citizens are perceived in the city - the framing of the migrant by the media.

2 LABOUR MARKET

✘ City of
✘ Amsterdam
✘



INTRODUCTION

Migrants commonly seek to avail of the potential employment opportunities to be found in urban labour markets - most often by moving to live in the city. However, migrant labour markets can be difficult to manage. The city is presented with opportunities here, but challenges abound as well.

Diversity of experience is common. Different categories of migrants operate in the city. Intra-EU mobile citizens are one such group. Oftentimes, these workers are deemed to 'be at home' in their destination – by virtue of their legal right to access the labour market.

Unfortunately, the Welcome Europe project has come to understand that these EU workers can experience significant difficulties when trying to engage with the labour markets in their chosen city and that the city must proactively consider the experiences of such workers if exclusion is to be avoided and an inclusive landscape is to be fostered at municipal level.

Furthermore, the city also needs to take note of the range of Intra-EU mobile experiences likely to be present. 'Highly qualified' mobile citizens are common as well as less well qualified people. If a city focuses its efforts on just one group, possibly on attracting mobile 'talents' alone there is a danger of other potentially productive migrants being pushed to the margins with an attendant diminution of the social and economic fabric of the city itself.

In this light, the Welcome Europe project calls for EU mobile workers to be facilitated at local level and the difficulties they face to be ameliorated. Project outcomes lead us to suggest that European municipal authorities need to be cognizant of three cross-cutting themes/challenges.

These key themes / challenges are that:

- ▶ Cities must ensure that intra-EU mobile citizens are allowed as wide an access to the urban labour market as possible;
- ▶ Cities must seek to provide intra-EU mobile citizens with accurate and timely information about labour market opportunities;
- ▶ Cities must strive to prevent mistreatment and abuse of potentially vulnerable intra-EU mobile workers.

CHALLENGES ARISING

- Sometimes intra-EU mobile citizens can be seen in too static a manner. Cities need to understand that intra-EU migrants are a diverse group of people experiencing similar difficulties. They are not all temporary workers;
- Labour exploitation of migrants remains common in European cities. Cities need to work to ensure that their labour markets are as inclusive of difference as is possible.
- Information provision is sometimes partial. The city can assist intra-EU mobile citizens by ensuring that accurate and timely information is provided, in accessible languages. Generic information about the nature of the labour market can be disseminated effectively at local level. For example, migrants may be ignorant of rules and regulations and information on the validation of qualification operationalised at national level.
- Migrants can be unaware of local employment opportunities. Specific local options can be advertised by the city in a range of European languages. This would certainly increase consumption of the information in situ. This information may have the added benefit of positively impacting potentially vulnerable migrant workers.
- Malpractice is sometimes common in the labour market. A strong input in this regard would follow were the city to proactively pursue the role of inspector. The city could then have oversight of the dynamics involved in the migrant labour markets in operation in their areas of operation.

COMMON THEMES IN LABOUR MARKET

CITIES MUST ENSURE ACCESS TO THE LABOUR MARKET

The city must animate in its area of responsibility to ensure that migrant labour markets operate inclusively.

Labour Market in Brussels

The labour market in the Brussels capital region is faced with a significant mismatch between supply and demand, especially for what are deemed to be 'low-skilled' migrants. This educational mismatch has in recent years increased even further as a combined result of a shift of demand to more highly skilled jobs and an increasing influx of 'low-skilled' migrants. In Brussels, there are 112 low-skilled job-seekers per vacancy for unskilled workers.

Additionally, Brussels is faced with a significant spatial mismatch; an inadequate flow of jobseekers in one region for job vacancies in the other two regions. This regional mismatch is most pronounced for the low-skilled. To tackle this mismatch in the labour market a stronger labour mobility is needed, a better training especially for young people, and also a policy that keeps Brussels attractive for highly skilled jobs and creates around these knowledge activities also local services for low-skilled workers (Verbond van Belgische ondernemingen).

Animate The Labour Market

Whilst labour market activation programmes most regularly operate under the aegis of national authorities, municipalities can assist intra-EU mobile workers who are seeking employment and in their areas of responsibility and ensure that as wide a range of people as possible are facilitated in their efforts to be economically active. Two levels of activity are likely to be needed:

- city-wide animation with specialist providers and interest groups;

- project-based practical inputs, possibly operationalised at local level.

Structures that may help intra-EU mobile citizens secure paid employment can be fostered through careful animation and networking. Municipal authorities are unlikely to have the specialised skills or organizational capacity in this regard, but other locally-active agencies do. The city can work in conjunction with these more specialised organisations, at local level. In Ireland, the municipal authority's Local Enterprise Office commonly animates in the migrant labour market and the city maintains functional links with statutory labour market activation agencies such as the Local Economic Services Network (LESN).

Expat Centres

Across Europe, city-level Chambers of Commerce can play a significant role, as well. Employers and employer's organisations can be partnered in the management of the local labour market, through the careful maintenance of such links. An, albeit context-specific, useful input here is represented by 'expat centres', such as that which is in operation in the city of Amsterdam. These centres routinely act as an interface between employers, regulatory authorities and migrants (see the Expat Centre Amsterdam example of good practice). Equally, the city can work with employment agencies and specialist NGOs in an effort to bridge the gap that exists between employers and potentially excluded intra-EU worker groups.

In equal measure, the city could run specialist programmes providing practical skills directly to intra-EU job-seekers. Caseworkers could help people organize their resume, teach

them interviewing skills and where appropriate, recommend language courses.

Equally, people could obtain training in skills relevant to the job search process, and acquire important information about the laws and regulations concerning the local labour market. Amsterdam's NUG approach that helps people who are not eligible for social welfare and the bon's mentoring scheme are examples of good practices that are already in place in Europe, in this regard.

POSSIBLE SOLUTIONS

- The city should occupy a position of command and control in its own area of responsibility. A curatorial role should be adopted so that the municipal authority can animate effectively amongst the specialist labour market activation agencies active locally;
- The city could help create 'a one-stop-shop' information event where people can go to with questions surrounding work. This information event could also be enacted digitally;
- Practical skills could be provided to intra-EU mobile workers. Interviewing skills, resume-preparation and knowledge of the local labour market could all be provided;
- Language courses would prove a useful input here as well;
- Job-seeker mentoring schemes are useful inputs. Such schemes can act as a support in during the job-search process but more than this, such schemes can act as conduits into the information that is already present in the city;
- Unemployment measures should seek to include migrant workers who have experienced job-loss.

CITIES CAN ASSIST BY PROVIDING ACCURATE AND TIMELY INFORMATION ABOUT THE LABOUR MARKET

Cities need to ensure that relevant and accurate labour-market information is made available to the intra-EU mobile workers resident in their areas of responsibility. Many intra-EU mobile citizens simply do not have accurate and up-to-date information about the labour market options open to them.

Rules and Regulations

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Newcomers may need information about local laws and regulations. An understanding of such things is a necessary first step towards a correct understanding of one's rights and obligations as an employee.

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Often times, such information is lacking and newcomers can be placed in a vulnerable position in the labour market. Workers may also need to be informed about specific rules and regulations in advance of their journey. Issues ranging from health and safety regulations to issues such as benefits and taxes could be disseminated to prospective migrants before they leave their country of origin. National governments and embassies may be able to play a role in the transmission of such information.

Workers' Rights and Benefits

Other types of information can be provided early in a person's stay. Information about employment regulations, redundancies, on making use of benefits, on workers' rights should all be made readily available in destination. These types of information are relevant for

people who are employed and for those who are seeking employment.

Self-employed workers, mobile entrepreneurs and short-term contracted workers will also all benefit from the effective provision of timely information, at municipal level. Equally, migrants who have recently experienced job-loss can benefit greatly from such information as they seek to re-enter a potentially unfamiliar job-market.

Platform for Information Provision

The Welcome Europe partners are of the opinion that a targeted labour market information provision process would prove to be a useful input in most municipal contexts. All relevant actors in the local labour market could be invited to participate. The municipal authority would inevitably play a key role in such a platform, but employers and employer organisations could benefit from the presence of such a centre as well. Such actors can also be in need of informational support when seeking to employ intra-EU mobile workers.

Chambers of Commerce could play a useful role in such an interface platform as well. Amsterdam's Expat Centre is a useful example of what can be achieved when such interested parties come together under a common cause. Existing integration initiatives and programmes such as Agentschap voor Integratie & Inburgering, Brussels and Dublin's Dublin City Intercultural Language Centre (DCILC) could also provide inputs into such a platform as such organisations will be able to advocate for migrant need in such a platform.

Staff-training inputs may also prove useful for the municipal authority itself. Local authority staff may not

be fully cognizant of the information-points required.

POSSIBLE SOLUTIONS

- Cities experiencing significant migrant in-flows, may find it useful to target trades union federations in other countries with an information campaign outlining common rules and regulations;
- Relevant embassies have a role to play in the dissemination of information about the labour markets in operation in destination cities. It may be useful to institute a campaign to let people know that they can get relevant information from their embassy;
- It would be useful to have a physical information desk at points where newcomers gather. Municipal offices or their local representatives could certainly host such an information point. Alternatively, local employment offices or chambers of commerce could be useful locations. People could attend such a desk with their questions. They could be informed of options open to them and be directed onwards;
- Municipal staff may be in need of training in the culturally appropriate dissemination of information on the labour market;
- Labour market information that is already present should be disseminated widely and clearly. Local NGOs may have a strong role to play in this. Their local networks and the fact that they can act as a 'trusted voice' would ensure a far wider dissemination of information than if statutory bodies were involved alone.

CITIES MUST WORK TO PREVENT THE MISTREATMENT AND ABUSE OF MIGRANT WORKERS

Vulnerable EU Workers

The Welcome Europe project partners feel that migrant workers' information deficit and their willingness to take risks in their search for employment can be exploited by unscrupulous employers and agencies in this regard. Self-employed workers may also be exposed to such potential practices. Cities need to ensure that such potentially vulnerable migrant workers are not exploited when seeking to engage with the waged labour market or whilst employed in the city.

A local government office can ensure that relevant information is presented through 'trusted' channels. A full knowledge of workers' rights and entitlements may not only empower the migrant worker during his/her search for employment but it may also help prevent potential mistreatment and exploitation once employment has been secured.

Labour Market Inspections

The city can imprint on the experience of work in a more direct manner as well. A stringent pattern of labour market inspections would be a strong municipal intervention, where it is not already in effect. Local authorities and national authorities both have a role to play in this regard. Legislation may be needed at national level but municipal authorities can ensure that relevant support/enforcement mechanisms are in place in their areas of responsibility.

For example, municipal authorities could partner with national entities in the inspection of workplaces situated in their areas of responsibility. Locally significant trades-unions and



workers organisations could play a strong role as well. A pattern of good practice is to be seen in Amsterdam where the Department of Social Affairs, in collaboration with the City Government of Amsterdam and the Dutch police force, seek to prevent the abuse of migrant workers in the labour market. Regulations are enforced. For example, a certificate of compliance (termed an SNA-certificate) is required of businesses and sub-contractors active in the area. For more information, please refer to www.normeringarbeid.nl.

Other potentially useful interventions at municipal level include the licencing of temporary employment agencies and a more thorough enforcement of existing rules and regulations, at local level.

It is also important to focus on (potential) victims and to have stories of labour abuse heard and shared, in order to prevent further exploitation of other employees.

This dissemination of experience can occur effectively at local/municipal level. It should also be possible to identify potential victims of labour misuse and abuse in advance of any abusive relationship developing and through the provision of necessary and relevant information. This information could also include examples of where a person can turn

to in case of labour abuse.

The city of Amsterdam's 'Fair-work' Programme and the city of Hamburg's 'Arbeit und Leben' agency have been operating in this regard and may offer some good practices to be used in other municipal contexts.

POSSIBLE SOLUTIONS

- Employment regulations should be enforced collaboratively between the agents of the state and the city. The municipal authority's local knowledge can then be used to good effect and the inclusiveness of the local labour market can be maintained;
- Information about labour market malpractice and personal experiences of abused workers should be included in general welcome information outputs;
- Clear structures should be put in place to support exploited workers. Migrant workers should be encouraged to avail of these supports in the event of them encountering problems in the workforce;
- NGOs who specialize in supporting migrant workers should be partnered with the city.

GOOD PRACTICE EXAMPLES

EXPATCENTER AMSTERDAM

The Expatcenter is a joint initiative of several cities in the Amsterdam Metropolitan Area, along with the Immigration and Naturalisation Service (IND) and the Tax Office. The centre actively engages in presenting Amsterdam as a great location for highly skilled migrants, international students, graduates and entrepreneurs. At their office they offer a one-stop registration process where, amongst other things, migrants can organise permits, register within the municipality and obtain information on the tax system.

Via the Expatcenter employers are allowed to initiate the registration for a residence permit prior to their new employee's arrival in the country. This allows highly skilled migrants (and their family members) to complete several important formalities in a single visit. Expats are able, in one appointment, to collect their residence permit and simultaneously complete the necessary registration with their municipality.

The Expatcenter also provides services for intra-EU mobile citizens. EU citizens working for a company which has the official sponsor status with the IND can visit the Expatcenter for their municipal registration. EU citizens should also register with the IND, stating the purpose of their stay.

In addition, Expatcenter staff are ready and able to answer questions, provide information and offer advice on a wide range of topics. Furthermore, a wealth of information is available throughout the Local section of the centre's website. The Expatcenter's Partnership Programme also connects internationals with local expat-related service providers in the Amsterdam Area and provides a full list of the Expatcenter's trusted partners

Since its inception, in 2008, the Expatcenter has proved to be very successful.

Besides this service, the Expatcenter launched the program '[Open](#)

[Amsterdam'- Amsterdam Strategy for International Talent](#). With this program the municipalities of the Amsterdam Area, together with universities, community players and healthcare organizations, aim to establish Amsterdam and the region as the ideal Homebase for international talent.

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Hundreds of international companies currently make use of the centre's streamlined procedures and had more than 50,000 clients in the office at World Trade Centre (WTC) for registration.

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Expatcenter
Amsterdam, The Netherlands
www.iamsterdam.com/en/expatcenter



MENTORING SYSTEM PILOT IN BRUSSELS

bon (The Agency for Integration and Citizenship) executes the Flemish civic integration program in Brussels. This agency provides specific social orientation courses and individual counselling for newcomers.

The wishes, needs and aspirations of newcomers are discussed and tackled in these social orientation courses. Such programmes also help migrants to get a better view of the Belgian labour market and to gain insight and knowledge on specific aspects of Brussels life. Also, they're a tool to broaden the (social

and professional) networks of both newcomers and employees.

Intra-EU mobile citizens who are ready to enter the labour-market are referred to Bon's partner organisation, Be.Face. Be.Face, a Brussels based organisation, finds businesses and professionals who are interested in guiding newcomers. The coaches get a short training before the mentoring starts.

The most important and challenging aspect of the mentoring system is to have a good match between

Mentee and Coach. To achieve this it is important to assess both the mentee and the coach to discover their personal interests, their expectations in joining this project, their experience and skills.



bon - The Agency for Integration and Citizenship
Brussels, Belgium

www.bon.be

Partner: Be.Face, www.beface.be



ARBEIT UND LEBEN - SERVICE AGENCY FOR EU MOBILE WORKERS

Arbeit und Leben is a charitable education institution operating in Hamburg, Germany. The programme was instituted in 2012 in response to a growing awareness of challenges accession state workers were facing in the labour market.

For example, it was seen that -

- Migrant workers were experiencing difficulties reconciling their work contracts, the demands placed on them by the work and the remuneration levels received.
- Migrant workers were being paid far less than the required minimum wage.
- Migrant workers were not being paid overview.
- Deductions were being taken from migrant worker's salaries.

- Contracts were being provided in a language that the migrant worker did not understand.
- Social insurance and health benefit payments were deemed to be insufficient.

A down-stream consequence of such issues was that many workers were experiencing exclusion and even homelessness. The city of Hamburg instituted Arbeit und Leben to help address this issue.

The service agency provides information, support and advice to intra-EU mobile workers. Specialist workers negotiate with employers on the worker's behalf. These specialists are empowered to involve other state agencies, if such a course is deemed necessary.

.....
More than 10,000 consultations were conducted between March 2012 and December 2016. 700 cases were brought to court on workers' behalf.
.....



Arbeit und Leben - The Service Agency for EU Mobile Workers
Hamburg, Germany
www.hamburg.arbeitundleben.de

LABOUR MARKET RECOMMENDATIONS

LOCAL RECOMMENDATIONS

- ▶ Integrate special attention for intra-EU citizens in all elements of local labour market policies and strategies;
- ▶ Provide support and advice to intra-EU mobile workers concerning workers' rights. Information that counters exploitation and discrimination should be disseminated in native languages;
- ▶ Provide information and counselling events and programs for intra-EU migrants should be instituted, possibly in cooperation with migrant NGOs;
- ▶ Organize and facilitate public programs and fairs connecting intra-EU mobile workers with professional networks, public job searching centers.

NATIONAL RECOMMENDATIONS

- ▶ Governments should institute national-level policy and programs to support and protect intra EU mobile citizens from exploitation in the labour market.
- ▶ Structured central information platforms should be created to provide intra-EU mobile citizens with basic labour market information: legislation, working culture, labour rights, validating or recognizing diplomas, preferably in native languages.

EUROPEAN RECOMMENDATIONS

- ▶ The EU should annually monitor, evaluate and report on the local effects of the fundamental freedom of free movement of workers of Union citizens enshrined in Article 45 of the Treaty on the Functioning of the European Union free movement EU legislation on workers' rights.

3 HOUSING

INTER-
NATIONAL
HOUSE
COPEN-
HAGEN



INTRODUCTION

Municipal authorities need to ensure, in so far as is possible, that their cities' housing markets operate in an inclusive manner and meet the demand from new residents.

Housing is a fundamental requirement for life, irrespective of who you are or where you live. However, the need to source adequate accommodation is especially important for a newcomer to a city. For example, many municipal authorities require migrants to register with their local administration. Migrants without an address may not be allowed to register and therefore may miss out on essential public and private services such as healthcare, banking facilities, and social benefits. In this regard, sourcing an adequate residential address must be seen as almost the first step towards inclusion in a new city.

Context is important, of course. Migrant housing markets and the housing policies that impact on migrants were seen to be quite different in each of the Welcome Europe project's participant cities. However, all of participant cities report significant affordable housing shortages in their areas of responsibility. Locating appropriate housing is a major challenge for the intra-EU mobile citizen.

Irrespective of their economic status, such migrants generally do not have access to social housing lists and are therefore nearly all channelled towards the private rental sector, where affordable rental accommodation can be in particularly short supply. For instance, intra-EU mobile citizens resident in Amsterdam and Copenhagen state that it is easier to find a job in these cities than it is to find a place to live, whilst International House in Copenhagen state that 20,000 new residential units are needed if the city of Copenhagen is to meet its current accommodation needs and the city government of Gothenburg state that low capacity in the private rental market is currently impacting on many Swedish companies' ability to recruit an international workforce.

Initiatives that seek to impact on the housing market are needed, now more than ever. We suggest that three particular themes/challenges are important to this experience. All three can only truly be addressed through a long process of integration and growth in cities, but cities can do many things to assist newcomers in these areas of life. The three themes/challenges identified here are:

- ▶ Cities need to ensure more partnerships that can provide suitable and affordable accommodation;
- ▶ Cities need to provide adequate information about the housing options that are available;
- ▶ Cities need to combat the experience of discrimination in the housing market.

CHALLENGES ARISING

- There is a general lack of affordable and suitable accommodation in EU cities;
- EU mobile citizens cannot register at the municipality or apply for health insurance before finding a house and an official address;
- The private housing sector and developers are not aware of the potential intra EU citizens accommodation market. Therefore not enough information is being produced or is available in English and the languages of the targeted EU citizens. Intra-EU mobile citizens are seen to be in need of informational support, in this regard;
- EU mobile citizens who are not able to speak the local language, and have problems in understanding housing contracts and agreements, are particularly disadvantaged in the housing market. For example, lack of knowledge about rights, entitlements and legislation about the housing market can lead to intra-EU mobile citizens being tricked into signing false contracts, or paying inflated rents;
- During the project, concerns were raised about residence misuse, illegal renting as well as landlords cheating their tenants;
- The current 'refugee' migration 'crisis' has been a complicating factor. Intra-EU mobile workers have less choice in the housing market as much municipal energy has been diverted by the problems associated with the reception of vulnerable migrants from extra-EU locations.

COMMON THEMES IN HOUSING

AFFORDABLE AND SUITABLE ACCOMMODATION



Municipal authorities need to ensure that incoming migrants can access the local housing market. In many cities, the private market fails to provide affordable accommodation for its current population and increase capacity to cater for projected population growth.

Prices Are High

Intra-EU mobile citizens tend to cluster in the private rental market. Private rental markets are commonly over-subscribed in the city. Prices are high. Inputs from cities such as Brussels and Amsterdam illustrate the challenges migrants encounter, as a result. A key determinant of success here is money. In most cases, a prospective tenant's net income per month should be at least two or three times the gross rent due on the property under consideration.

The payment of a significant deposit may also be required of a tenant. In this way, affordability may often be a more important consideration for a prospective tenant than the absolute suitability of the property. This can be especially the case for low-income migrant groups.

Poor Housing Conditions

Project partners consistently highlight this feature of the residential housing market. There is an acute lack of affordable

rental housing, particularly social housing for tenants with a low income. The prevalence of poor housing conditions for the most vulnerable is also a commonly identified challenge. It is unsurprising therefore, when partners voice the concerns they have about intra-EU mobile citizens' need to accept the behavior of abusive landlords, overcrowded conditions, unfair rents and a lack of legal protection.

One particular project partner, the City Government of Amsterdam, is very clear when they point to the prevalence of illegal renting activity in the city and connect this pattern back to the basic fact that there is simply not enough affordable housing available in the city.

Such difficult housing situations can have severe consequences for those who do not have sufficient social and economic capital in-situ. Homelessness can arise, for example. Whilst it is a complex process, inputs from the City Government of Amsterdam certainly suggest that there is a real prospect of intra-EU mobile citizens falling into homeless circumstances as a function of the difficulties they encounter in the housing market.

The accommodation needs of temporary and seasonal workers must also be taken into account.

POSSIBLE SOLUTIONS

■ The Flexible Housing for Migrant Workers program (The Netherlands) is one project that seeks to impact on this complex world of housing provision and demand. This project seeks to animate amongst all relevant supply-side actors in the city in an effort to encourage the production of effective housing units for migrant workers;

■ The city of Copenhagen is acting innovatively here as well. The city has financed social housing and youth housing. The city of Copenhagen's urban strategy is providing land and public infrastructure for a number of new neighborhoods. Whilst context-specific, the Greater Copenhagen Accommodation Initiative seeks to channel incoming migrants to particular parts of the city and make a percentage of the available accommodation accessible for incoming migrants;

■ Emergency accommodation is provided in Dublin. A 24-hour 'homeless helpline' is in place and a range of statutory providers are operational. Similar inputs could be encouraged in other European cities;

■ In Gothenburg, the problem of homeless EU citizens is largely addressed through the close cooperation of the city and civil society. The Mikamottagningen organisation, for example, engage with their target group who live in crowded apartments in the suburbs. Similar integration of effort would prove to be a useful input in many contexts;

■ More generally, the municipal authority should seek to enforce regulations that aim to control potentially exclusionary practices in the residential housing market.

ADEQUATE INFORMATION SHOULD BE PROVIDED

The Welcome Europe project found that intra-EU mobile citizens are particularly in need of reliable and up-to-date information on the housing options open to them.

Privileged Circuit of Knowledge

We find that existing open-access sources of information can be deemed to be partial, at best and that many intra-EU mobile citizens more commonly source a living space through informal channels of communication, such as social media (Facebook groups, for example) or through their own social networks.

In this manner, much information about housing opportunities can cycle within a so-called 'privileged circuit of knowledge' and many migrants in need of accommodation may never obtain information about desirable housing options that are present in the city. For example, many high-quality inexpensive residential units only come available through social networks.

A Trusted Voice

A number of public servants with expertise in the housing sector have therefore indicated the need for more active information provision to intra-EU mobile citizens relocating to

a city.

At the same time, private rental and real estate companies are not aware of the potential of the target group and are not prepared to guide EU mobile citizens to suitable housing opportunities, offers and facilities. The city can positively impact on the migrant residential search process by imprinting on this complex world of information flow and providing that trusted voice.

One-Stop-Shop Information Hub

A 'one-stop-shop' information hub may prove to be a useful input at municipal level. The informational needs of a newcomer extend far beyond an estimation of the residential options currently available to them. Many more specific information-points are needed as well and informational 'blind-spots' abound.

Welcome Europe partners find that many intra-EU mobile citizens lack even the most basic information relevant to the search for accommodation. Legal rights and entitlements can be quite involved in this arena. We find that migrants rarely have a full understanding of these rights and entitlements.

Similarly, intra-EU mobile citizens can

be misinformed about their obligations in the area. A number of project participants state that they were not informed about housing law or about different regulatory regimes that impact on their engagement with the housing market, prior to sourcing their accommodation.

POSSIBLE SOLUTIONS

- The city could initiate housing events providing all information needed as well as physical encounters with likeminded people, networks, organizations and public institutions.
- International House, Copenhagen's Housing Fair events provide a useful input that could be replicated in other European contexts
- Initiate collaboration between relevant actors in the housing sector and citizen service to raise awareness of housing opportunities, offers and facilities.

Newcomers need information on the housing options that are available to them, on the nature of the social housing sector, and on common pitfalls they should be aware of. Newcomers to the city need a trusted voice.



Photo © Bo Kamstrup

DISCRIMINATION IN THE HOUSING MARKET

Tensions can arise in the housing markets. Welcome Europe project partners gathered significant anecdotal evidence about the difficulties newcomers face when seeking to settle in their new home.

A considerable number of the intra-European mobile citizens who participated in this project, most particularly those who come from Southern and Eastern European contexts, report that they experience forms of discrimination and prejudice during their search for a home.

Discrimination in Social Housing

Intra-EU mobile citizens can also feel discriminated against when applying for a public social housing allocation.

For example, people applying for social housing in Flanders, Belgium need to prove a certain level of Dutch (operationalised via a standardised language test). Large numbers of intra-EU mobile citizens will inevitably not be proficient enough in the language of their destination to pass such a test.

Hostility from Local Population

Furthermore, some newcomers can still be the subject of resistance, locally. Significant anecdotal evidence suggests that intra-EU mobile citizens can encounter hostility from the population of the area they move to. This is an unfortunately reality for some and can constitute a real axis of exclusion in our cities.

POSSIBLE SOLUTION

- The city should ensure that local complaint facilities are available to migrants wishing to register their experiences.



“ Southern Europeans are less popular than Northern Europeans and Eastern Europeans are even less popular. Landlords are under the impression that we are less able to pay the rent. That is not fair.

EU mobile citizen from Amsterdam

GOOD PRACTICE EXAMPLES

INTERNATIONAL HOUSE COPENHAGEN

Housing Fair

International House Copenhagen organized a Housing Fair in November 2016. Almost 200 international citizens participated, as well as 15 different residential actors and companies. During the fair, International House Copenhagen succeeded in fostering a dialogue between participants and some relevant housing associations. It was hoped to make the Danish housing market more accessible to international citizens and make the housing industry more aware of the potential of this particular target group.

As a result, one housing association added 79 international participants to their housing waiting list. Another added 55. One real estate company achieved 25 potential new clients with whom they initiated direct communication. A housing administration company invited numerous participants to join an open house event shortly after the fair. Another outcome of the fair was that several housing actors committed to translating some of their legal documents from Danish into English.

The Fair provided for a range of social networking opportunities. In this way, the event was a way of teaching the participants to find and

collect certain relevant information through interaction with like-minded consumers and experts from the housing sector.

.....

“
This type of event is really helpful for foreigners. So, I want this type of event more in the near future, and of course I want to solve my housing problem.

EU Housing Fair participant

.....

The Greater Copenhagen Accommodation Project

International House Copenhagen has initiated a partnership project in order to make it easier for international citizens to find housing in areas outside The City of Copenhagen – in the Greater Copenhagen area.

More housing opportunities exist in the greater Copenhagen area within a 45 minute commute from central Copenhagen. This accommodation is of generally high quality and is available at an affordable price. Newcomers to Copenhagen

can source this high quality accommodation and still be within a short distance of the city centre. The city can therefore retain talent resources within the functional area of the city.

An integrated accommodation waiting list has been initiated in Ballerup Municipality. This system makes it easier for international ‘talents’ to access social housing. For the time being, this accommodation decision-making process has only been tested in Ballerup Municipality – but with great success. Ballerup Municipality has partnered with several local companies that recruit international talents.

These companies can enroll their international workers on the accommodation waiting list for social housing in the municipality. Five international families have already been given a place to live in Ballerup municipality.

For the time being, The Greater Copenhagen Accommodation Project targets ‘international, highly educated talents’ only. IHC is aware of the specialized nature of this initiative. However, IHC hope that both the target group and partnerships with the surrounding municipalities will be expanded, in time.



International House
Copenhagen, Denmark
www.ihcph.kk.dk



Photo © International House

FLEXHOUSING EXPERTISE CENTER, AMSTERDAM

Cities in the Netherlands are facing an influx of mobile EU workers and a significant housing shortage is foreseen. More than 400,000 mobile citizens from Central, Eastern and Southern Europe have moved to the Netherlands in recent years. These people are in need of accessible and suitable accommodation.

In many cases, such intra-EU mobile workers can be exposed to difficult living situations that local authorities should address, such as overcrowded homes, unreasonably high rents, and illegal renting contracts.

The Flexible Housing for Migrant Workers program aims to develop new housing opportunities and services at both local and regional level. The Flexible Housing for Migrant Workers Expertise Centre (EFA) has been launched, as part of the program, to help municipalities, landlords and employers to increase the provision of accessible and affordable accommodation.

The Centre provides information on legislation and research, examples

of available flexible housing services and puts together a network of national actors in the housing sector (suppliers, real estate developers, information points for mobile workers).

.....

Thus far, nine regions of the Netherlands have joined the program and agreed to improve housing conditions and support the realization of housing for at least 30.000 people.

.....

The national government has changed legislation in order to prevent unreasonable labour- and renting contracts. On the other hand there are more opportunities to conclude temporary renting contracts.

New Developments

The housing of migrant workers partially meets the same difficulties and asks for the same solutions as the housing of a lot of other

people, such as students, refugees and flexworkers. The issue is known as Flexhousing. A 'magic mix' encourages the integration and participation in our society. For that reason, EFA has become the Flexhousing Expertise Centre. Flexhousing Expertise Centre continues to:

- help municipalities, landlords and employers in developing housing projects for migrant workers and other people that are in need of flexhousing;
- give information on mobile homes, transformation of non-residential buildings and real estate management;
- mediate in finding accommodation or real estate that is suitable;
- support a network of local information centers for migrant workers.

Flexhousing Expertise Centre
Amsterdam, The Netherlands
www.flexwonen.nl



Stef Blok, Minister of Housing (middle) at one of the Centre's events; Photo © Flexhousing Expertise Centre

HOUSING RECOMMENDATIONS

LOCAL RECOMMENDATIONS

- ▶ Cities should locally provide relevant information through websites and by hosting information events addressing the challenging aspects of finding accommodation in their own context;
- ▶ Cities should encourage newcomers to consider settling in suburban and even ex-urban areas, contiguous to the city proper;
- ▶ Cities should support the creation of a housing “network” in their areas of responsibility. Relevant partners here could include private real estate companies, migrant organizations and private companies;
- ▶ Cities should engage with the need to formulate policy in this area. For instance, more flexible rules allowing intra-EU mobile citizens access public housing would constitute a positive input here.

NATIONAL RECOMMENDATIONS

- ▶ A national information platform could be a useful resource. Centralized and easy-to-find information about the housing market could be accessed using such a platform. More detailed information about legal rights and lists of useful links could also be curated on such a platform;
- ▶ Policy makers at national level should provide good framework conditions for local and regional level policy makers, so that new partnerships and flexible land uses are created.

EUROPEAN RECOMMENDATIONS

- ▶ The role of social housing is crucial for many European cities. However, due to its interpretation of state aid rules, the European Commission is working on limiting the ability of cities to deal with housing issues. In the so-called Almunia package on state aid, to be reviewed in 2017, the European Commission defines ‘social housing’ as restricted to ‘disadvantaged citizens or socially less advantaged groups’. European cities need strong and vital social housing providers to be able to provide good quality and affordable housing in our neighbourhoods and to maintain, through a variety of services, high standards of liveability in our cities. Member States and their local authorities should therefore maintain the freedom to define, organize and finance social housing as a service of general (economic) interest.

4 HEALTHCARE



INTRODUCTION

Intra-EU mobile workers need access to effective healthcare in their place of residence. The European Union supports this by facilitating, amongst other things, a mobile citizen's access to cross-border emergency medical treatment - through the European Health Insurance Card (EHIC).

The EHIC is designed for use by short term movers only. Intra-EU mobile citizens who settle in another country for an extended period of time must engage with the national healthcare system operating in their destination. However, health policies are not harmonized across the union and healthcare services remain the responsibility of different systems operating in different national contexts.

In most EU countries, health insurance is compulsory but national healthcare systems and the cost of health insurance can greatly differ across the European area. Intra-European mobile citizens looking to access healthcare in their city of destination can face a series of complicated challenges. Specifically, they often lack accurate information about the provision of healthcare in their city of destination and can be ill-informed when looking for medical treatment, or find themselves excluded from the healthcare system because the cost is either:

- too expensive;
- they are unaware of the need to register with their relevant municipality to apply for health insurance and social benefits;
- have problems with the EHIC.

Whilst accepting that the provision of healthcare is diverse across the area of the European Union, the Welcome Europe partners suggest that four particular themes/challenges are important to consider. Cities should be cognizant of these issues in order to assist newcomers seeking to settle in their areas of responsibility. The four themes/challenges identified here are:

- ▶ The European Health Insurance Card (EHIC);
- ▶ Healthcare and the requirement to register with a municipal authority;
- ▶ Access to adequate information, at destination;
- ▶ Healthcare and vulnerable groups.

We will address each, in brief.

CHALLENGES ARISING

- The current EHIC card system is imperfect and a range of downstream difficulties arise. Many health providers simply refuse to accept the EHIC. Intra-EU mobile citizens can be left without health effective insurance cover, as a result. Furthermore, the disparity in health costs between different parts of the EU area constitutes a clearly complicating factor. Some health institutions deny insurance to intra-EU mobile workers, based on this disparity;
- Local difficulties act as impediments to the effective delivery of healthcare to intra-EU mobile citizens. Many newcomers simply lack sufficient knowledge about the regulations that impact on their ability to access effective healthcare in their destination. Language difficulties can be implicated here as well;
- National insurance is sometimes too expensive for low income workers, for the homeless and for other vulnerable groups. Health institutions can deny insurance on financial grounds;
- A particular issue manifesting at municipal level is that many migrants do not register their residence with the municipality. Many intra-EU mobile workers simply do not understand the importance of correct registration in destination;
- Municipal authorities are sometimes found wanting. Adequate information could be more effectively communicated to newcomers resident in a local authority's areas of operation. Local authorities often only communicate with migrants in the local language. This is a further axis of exclusion, for many.

COMMON THEMES IN HEALTHCARE

THE EUROPEAN HEALTH INSURANCE CARD

Cities can assist in the provision of effective healthcare in their areas of responsibility by highlighting the fact that migrant workers should not rely on the EHIC in the medium and long term.

Misuse of EHIC

The European Health Insurance Card entitles intra-EU mobile citizens to access temporary and emergency medical treatment at destination, anywhere in the European Union. Unfortunately, there is evidence to suggest that the EHIC is being misused by intra-EU mobile citizens hoping to access health cover for a prolonged period of time.

Some users are simply not familiar with the terms and conditions attaching to the scheme. Others continue to use it because of its convenience. The relatively high cost of the local health insurance is almost certainly a factor as well. Many intra-EU mobile citizens simply cannot afford to pay for such insurance in their cities of

destination.

Healthcare Disparities Across EU

The system is also experiencing problems of a more structural nature. Real difficulties are arising from the disparities that exist across the European area - between national health insurance systems, and relative cost of healthcare and health insurance in different member states. Insurance institutions, for example in Romania, are not able to cover the medical expenses of their nationals who are resident abroad, while health providers, for example in Germany, increasingly refuse to accept the EHIC and request mobile citizens to pay for their treatment at point of contact. Large groups of intra-EU mobile citizens can therefore find themselves without effective health cover.

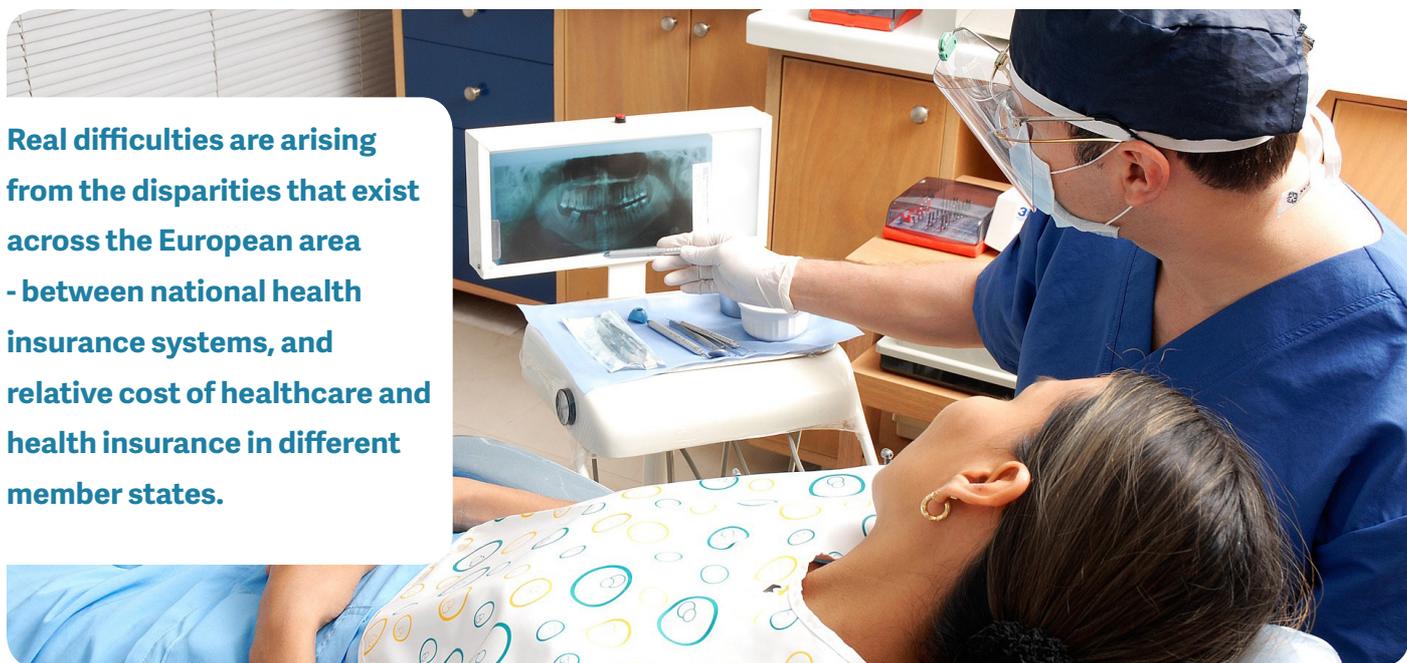
Cities can impact on this situation by providing clear local guidance about the EHIC scheme and by encouraging intra-EU mobile citizens to regularise their health-

cover arrangements at local level. A city-level information initiative would possibly prove to be of use here. Local points of contact, such as health clinics, could host such an information drive, supported by accurate printed information.

POSSIBLE SOLUTIONS

- Accurate information should be provided about the EHICs terms and conditions of use. Online and leaflet information may prove useful here
- The implementation of the EHIC system should be discussed with health providers and insurance institutions at local and national levels.
- The administration of the EHIC system may benefit from the introduction of a control function system, at European level.

Real difficulties are arising from the disparities that exist across the European area - between national health insurance systems, and relative cost of healthcare and health insurance in different member states.



HEALTHCARE AND REGISTRATION

Cities need to provide more effective guidance about the registration requirements attaching to the provision of healthcare.

Health insurance and registration regulations differ between EU member states. However, in many European contexts, access to healthcare is dependent on registration, and the newcomer must often register him/herself with his/her local municipality before national health insurance becomes available.

In many cases, intra-EU mobile citizens who decide to stay for a sustained period in another EU member state require a civil registration number (normally issued by local authorities) before they can access social supports such

as healthcare. To register, a person needs to provide evidence of their residence at a valid 'local' address, civil status and, in some cities, provide a proof of employment. Only then will a newcomer be entitled to subsidized health care. Without a proof of residence, an intra-EU mobile citizen will not be able to access this national health insurance /medical treatment.

Local authorities struggle to provide health services for unregistered intra-EU mobile citizens. Common reasons for not registering are:

- not being aware that registration is compulsory;
- not having a verified home address;
- fear of being fined/deported;

- misinformation obtained from informal sources, such as from social networks.

POSSIBLE SOLUTIONS

- Effective information about the benefits of registration;
- The registration process should be made easier for newcomers and in native languages;
- Registration offices could be established in accessible locations, and not solely in the offices of the municipal authority.

HEALTHCARE AND VULNERABLE GROUPS

Large numbers of potentially vulnerable migrants are settling in European cities. Low income workers and their families, homeless people, people with mental and chronic health challenges, and victims of human trafficking are all in evidence, sometimes in significant numbers.

Many of these people simply cannot engage with mainstream healthcare provision in their destination. Some may simply lack sufficient information about the regulations pertaining to local healthcare, others may lack the necessary financial resources, but irrespective on the exact cause, many municipalities are consequently required to cope with a growing number of people who do

not have access to the local health care system or social security.

The City of Gothenburg's 'Better Health' for homeless women project is an example of a project that aims to reach out and deliver targeted healthcare information to such vulnerable groups.

However, many vulnerable groups are in need. In Germany for example, increasing numbers of intra-EU mobile citizens are living outside the healthcare system. The reasons are many and varied. Some people are leaving their country of origin without valid insurance. Some find the cost of compulsory health insurance to be too high. Some expected to be covered by existing

arrangements but now find that their new employers will not provide them with health insurance¹.

POSSIBLE SOLUTIONS

- Vulnerable groups should receive more tailored support when seeking to apply for local health insurance and social benefits;
- In instances where the municipal authority is precluded from providing services to intra-EU mobile citizens, it should be possible to enable NGOs to act as an alternative.

1. The process of being included in the German healthcare scheme is strenuous especially for the unemployed and vulnerable groups. In Hamburg, the 'Clearing Office' of the Refugees Centre ('Flüchtlingszentrum') supports intra-EU mobile citizens in the process of clarifying their health insurance status and inclusion in the healthcare system. The office makes an application on their behalf to the public health insurance. However, the requests are usually denied because the applicant does not meet the criteria for the health care membership (mainly paying the fee). After rejection, they can instead apply for a support voucher for urgent medical treatment.

ACCESS TO ADEQUATE INFORMATION ON HEALTHCARE OPTIONS

Intra-EU mobile citizens can find themselves operating in an effective information vacuum. Newcomers may simply be used to the healthcare regime in effect in their country of origin and assume that a similar system is in operation in their destination.

This is not always the case. For example, in some European contexts, citizens automatically obtain health insurance when they start working on a contract. Many mistakenly believe that their health insurance is therefore automatically the responsibility of their employers in their destination city, or that their own insurance from their country of origin remains valid across the European Union area. Difficulties can accrue.

In many cases, intra-EU mobile citizens may simply lack sufficient information about how to obtain healthcare and health insurance in their destination city. This information deficit was commonly referenced during the Welcome Europe project.

For example, the Swedish Tax Agency describes the issue of a comprehensive health insurance as the issue they receive most questions about and their biggest stumbling block concerning EU mobile citizens, whilst in the

Netherlands, the mandatory health insurance and the high cost of medical treatment can be a serious burden for intra-EU mobile citizens, if they are not aware of their right to request partial refunds through their insurance policy.

In light of these difficulties, cities need to provide correct and 'trusted' information about healthcare to intra-EU mobile citizens from a variety of socio-economical and educational backgrounds. The provision of such information is haphazard, at present. Before and at arrival, many EU mobile citizens have very little understanding of how the national insurance and healthcare systems work. Information websites and brochures provide mainly general information about the healthcare scheme in English or another widely spoken language. More detailed information is usually only available in the local language and not in the native languages of intra EU mobile citizens.

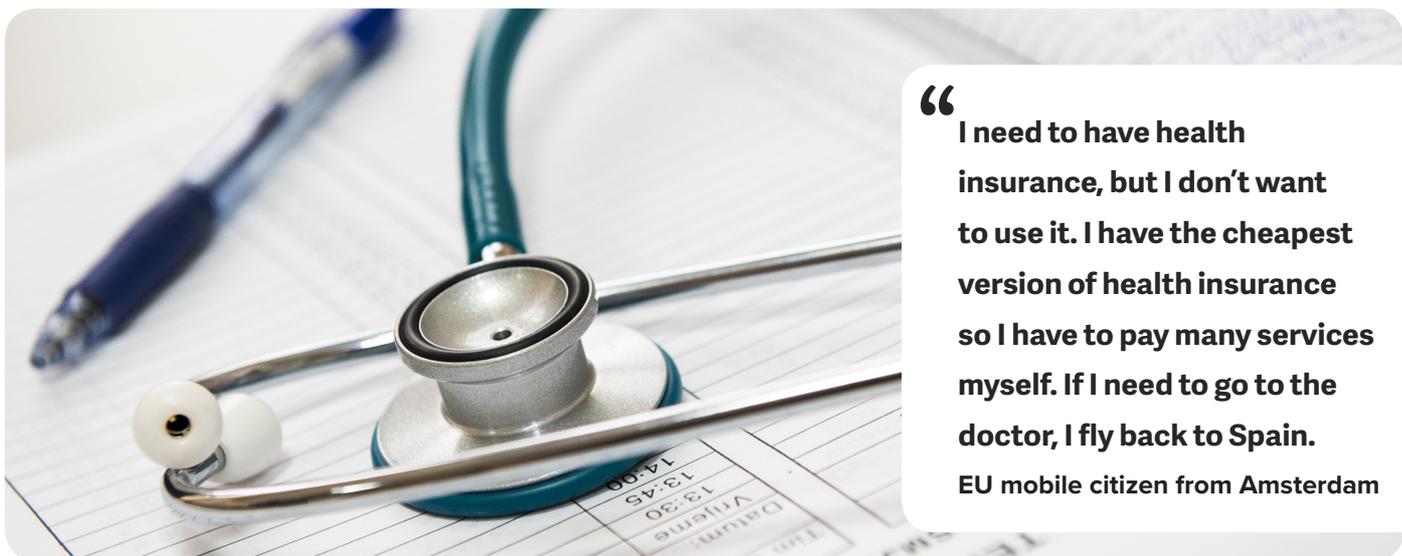
Further supports are needed to assist migrants once they have sourced medical care. For example, in many instances, newcomers may not be able to speak the language of their destination and medical practitioners may not be able to speak the language of their patient. Such difficulties constitute a clear

impediment to the delivery of effective healthcare in the city.

There is clear evidence to show that many intra-EU mobile workers travel 'home' to their country of origin to avail of healthcare for example. It is reasonable to assume that language barriers are implicated in this decision. Medical staff may be in need of support in this regard.

POSSIBLE SOLUTIONS

- Health information services could be reorganized, with the intention of creating a 'one stop shop' repository of all relevant healthcare information needed by intra-EU mobile citizens;
- Healthcare information should be made available in a variety of relevant languages (in cooperation with health insurance companies, also in native languages);
- Translation and interpretation services could be provided at municipal level, possibly in conjunction with national authorities and medical organisations.



“ I need to have health insurance, but I don't want to use it. I have the cheapest version of health insurance so I have to pay many services myself. If I need to go to the doctor, I fly back to Spain. EU mobile citizen from Amsterdam

GOOD PRACTICE EXAMPLES

MIGRANTENMEDIZIN WESTEND PILOT

Many intra-EU mobile citizens do not have a health insurance when they move to Hamburg. They are expected to pay for their own health insurance in Germany even if they don't have a legal employment contract. For many, this health insurance is too expensive.

They can also lack information about the German solidarity healthcare scheme and the need to apply for an individual healthcare membership. Furthermore, some health providers refuse to accept the European Health Insurance Card (EHIC) issued by Romanian and Bulgarian authorities because of problems with

the reimbursement of medical costs. The Migrantmedizin Westend pilot in Hamburg facilitates intra-EU mobile citizens' access to healthcare and health insurance.

Its specific objectives are: first-aid and healthcare for EU mobile citizens and individual integration in the health system. The project also provides medical consultation hours for those who are not members of the German health insurance. Simultaneously, participants are advised about the health insurance application process.

Intra-EU mobile citizens without

health insurance and living in the Wilhelmsburg area, are targeted by the project.

.....

90% of participants are Romanians and Bulgarians - mainly members of the Turkish-speaking minorities of their countries. 250 intra-EU mobile citizens without health insurance have benefited from consultation hours here.

.....



Lawaetz Foundation
www.lawaetz.de

Partners: [Hoffnungsorte Hamburg](#),
[Doctors of the World Germany](#),
Hamburg, Germany

Photos © Hoffnungsorte Hamburg



GGZ KEIZERSGRACHT SPECIALIZED MENTAL HEALTHCARE

The GGZ Keizersgracht mental care facility was founded in 2009 by Iwona Smoktunowicz, a psychiatrist who saw the need for specialized care for intra-EU mobile citizens.

Iwona realised that newcomers who had come in the Netherlands for work experienced psychological issues related to loneliness. Many of them moved to Amsterdam without their families.

The centre offers professional individually targeted assistance to intra-EU mobile citizens, mainly of Polish origin. An important aspect of the service is that the centre provides consultations in a service-

user's native language. As Office Manager Agnieszka Marcinkowska states:

“

It is different if you break a leg. If you don't speak Dutch, a doctor will still be able to help you. If you have to talk about your emotions, it's very important that you can do this in your native tongue or in a language you command fluently.

Consultation hours are reimbursed by the Dutch basic health insurance. Over the past six years, GGZ Keizersgracht has helped more than 2000 people.



GGZ Keizersgracht
www.ggzkeizersgracht.nl
Amsterdam, The Netherlands

THE FEAD NETWORK: FUND FOR EUROPEAN AID TO THE MOST DEPRIVED AND BÄTTRE HÄLSA: 'BETTER HEALTH' FOR HOMELESS WOMEN IN SWEDEN

The Fund for European Aid to the Most Deprived

The "Fund for European Aid to the most Deprived" (FEAD) is initiated by the European Union and supports target-groups with different social problems. The program is implemented by the member-states of the European Union.

The private FEAD Network is additionally an open membership community for European NGOs and institutions providing assistance to vulnerable groups in Europe. The community is interested in delivering FEAD-funded activities such as tackling child poverty, access to housing and assistance for older people.

FEAD also supports initiatives aimed at improving a migrant's access to healthcare and social services. The intra-EU mobile citizens who stand

to benefit most from FEAD activities are usually the most vulnerable ones - the homeless and people who do not have health insurance or who live outside the social security system.

Bättre Hälsa

One such initiative supported by the FEAD is the 'Better Health' (Bättre hälsa) project developed in Sweden. The City of Gothenburg, together with the cities of Stockholm and Malmö and local non-profit organizations, work together to improve the health of intra-EU mobile women who make their living on the street.

A key aspect to initiating dialogue with women about healthcare is to create women-only groups where they will feel confident about sharing personal experiences within the group.

The project focuses on delivering basic information to women about health. Due to the fact that most of the women who are part of this target group are low educated or illiterate, outreach workers involved in the activity use verbal communication. The women who benefit from counselling are encouraged to share their knowledge with other women in their network.

City of Gothenburg
www.goteborg.se
Partners: Cities of Stockholm and Malmö and local nongovernmental organisations
Gothenburg, Sweden



**City of
Gothenburg**

HEALTHCARE RECOMMENDATIONS

LOCAL RECOMMENDATIONS

- ▶ Easily accessible information, including a 'one-stop information shop', should be provided to intra-EU mobile citizens. This information should be made available in different languages. Relevant topic might include an advisory on the importance of registration to obtain health insurance and benefits;
- ▶ Healthcare consultations and services should be provided for vulnerable groups and intra-EU mobile citizens without insurance. It may pay dividends to foster increased cooperation with NGO initiatives in this regard, especially those involving volunteers, medical care centres and health insurance institutions.

NATIONAL RECOMMENDATIONS

- ▶ Provide information to EU mobile citizens and health providers about the use of the European Health Insurance Card. Programs to encourage access to national healthcare (in addition to EHIC) would prove to be useful additions;
- ▶ Facilitate an up to date national platform with trusted detailed information on public health service, private health insurance and retribution schemes in the native languages of EU mobile citizens.

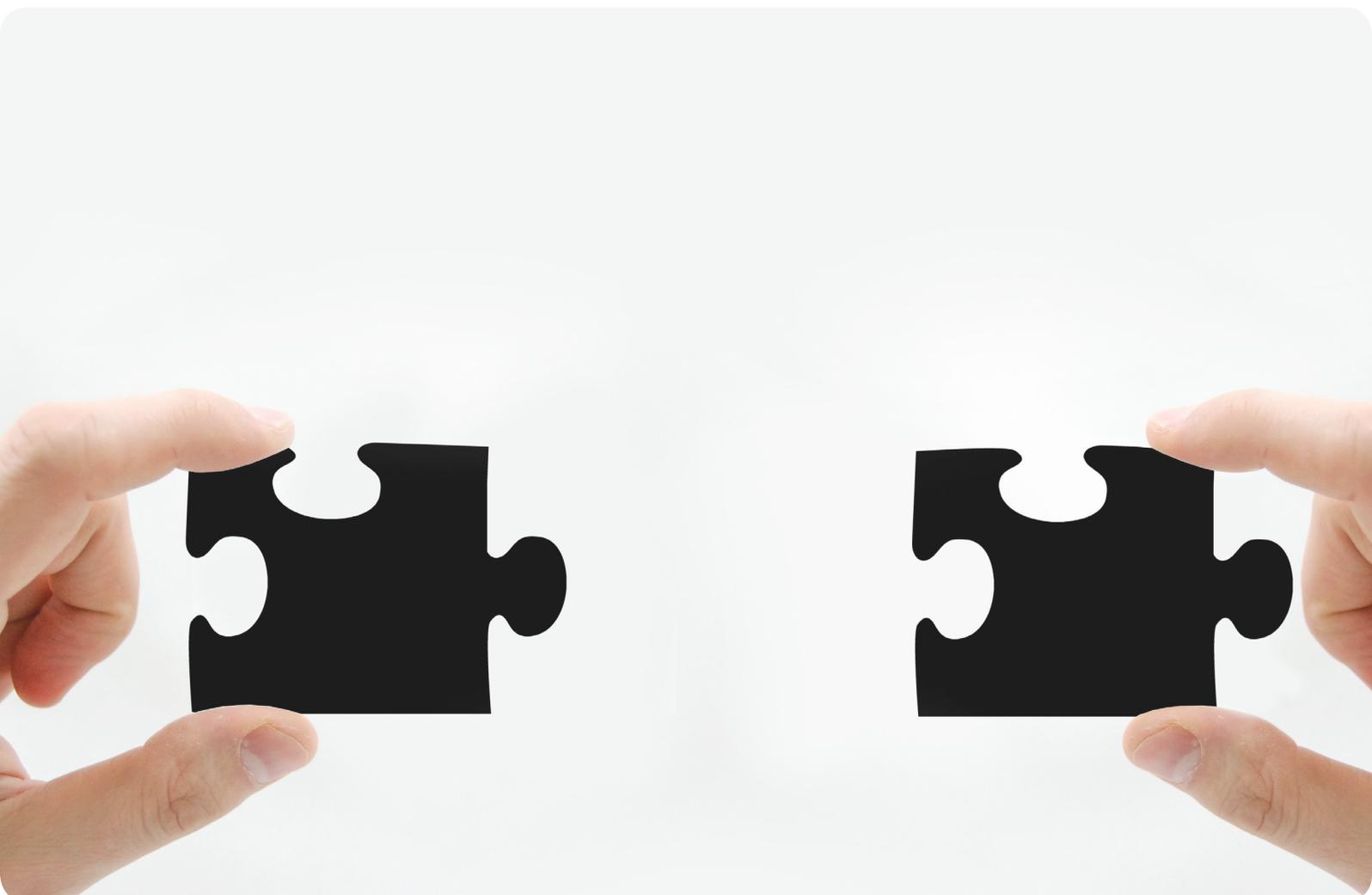
EUROPEAN RECOMMENDATIONS

- ▶ The current EHIC card system is imperfect and the range of downstream difficulties arise. Increasingly health providers refuse to accept the EHIC of citizens of eastern and Balkan member states. As a result, intra-EU mobile citizens can be left without health effective insurance cover. Furthermore, the disparity in health costs between different parts of the European Union area constitutes a clearly complicating factor. Some health institutions deny insurance to intra-EU mobile workers, based on this disparity. Finally, many EU-mobile citizens simply lack sufficient knowledge about the regulations that impact on their ability to access effective healthcare in their destination. Language difficulties can be implicated here as well.

5 SOCIAL INCLUSION

AGENTSCHAP
INTEGRATIE &
INBURGERING

bon
inburgering Brussel
s'informer pour mieux participer



INTRODUCTION

Municipal authorities need to ensure that all city residents are able to participate in all facets of society. This is vital to the promotion of a just and inclusive Europe. Unfortunately, having a migrant background can act as an impediment to such inclusion.

Cities are generally cognizant of this fact. Therefore migrant integration and inclusion programmes are common at European, national and municipal level. However, migrants with an intra-EU mobile citizen status do often not benefit from such programmes because of the principle that all EU citizens have to be treated equally, which means no special treatments.

Although large groups of intra-EU mobile citizens are as much in need of support as other migrant groups like non EU migrants (TCN's). Research conducted under the aegis of the Welcome Europe project demonstrates that many intra-EU mobile citizens lack the necessary social networks in their destination city, which can lead to a feeling of exclusion in-situ.

Welcome Europe project outcomes lead us to suggest that three particular themes/challenges are important to this experience. All three can only truly be addressed through a long process of integration, but cities can do many things to assist newcomers in these areas of life.

The three themes/challenges identified here are:

- ▶ Good command of the local language.
- ▶ Access to adequate information, at destination.
- ▶ Inclusion in an effective social network.

We will address each, in brief.



CHALLENGES ARISING

- Migrants still lack accurate information. No clear 'best solution' came to light during the Welcome Europe project. Many options need to be considered and in certain cases combined;

- Issues related to integration and diversity vary from one city to the next. It is essential to know the population, their socio-economic profile, their needs and aspirations. Only then, will cities succeed in developing policies which formulate answers to the citizens' needs;

- Many newcomers do not speak or understand the local and official languages. Whereas local authorities often use overly-bureaucratic terminology in their communications. Municipal authorities need to support the relevant mechanisms of migrant language acquisition that operate in their areas of responsibility and ensure that these learning events are open to intra-EU mobile citizens. Policies which facilitate the embeddedness of migrants and newcomers in the social life of the city are good opportunities to support migrants' language learning;

- Newcomers can encounter difficulties when trying to access inclusion services. Social orientation is an important input here, even for the ostensibly privileged intra-EU mobile citizen. Orienting newcomers through the complex bureaucracy will save lot of time for newcomers as well as for city;

- Many migrants lack a solid social and professional network. It is important to facilitate newcomers in the formation of relationships both with members of the host community and members of other migrant group.

COMMON THEMES IN SOCIAL INCLUSION

LANGUAGE ACQUISITION IS AN IMPORTANT FIRST STEP TOWARDS INCLUSION

The city must ensure that intra-EU mobile citizens can operate inclusively in its operational areas. Welcome Europe project partners recognize that language acquisition is a crucial first step in this regard. Understanding and speaking the local language is rightly held to be essential to a migrant's navigation of his/her destination city/society. Some short-stay migrants and contract workers may successfully operate without an adequate command of the local language.

However long-term stayers must become proficient in language of the city, if they are to engage with the city and benefit from the opportunities on offer. A command of the local language will certainly increase a migrant's access to the waged labour market or to public services, including social benefits, and tax services. Effective language skills will also improve a migrant's social life and his/her ability to interact with the city.

In many European cities, local authorities communicate in the local language only. Several public servants who participated in this project indicate that this can be especially problematic for EU mobile citizens who lack the necessary language skills to independently apply for different services.

Unfortunately, accessing appropriate language courses and achieving advanced language skills can be challenging for intra-EU mobile citizens. The language training sector is often fractured. Although often a range of different courses and types of courses is available,

migrants experience difficulties in finding the course that is most appropriate to their needs:

- the restricted availability of affordable and suitable language courses;
- the fact that available courses do not take differences between types of EU mobile citizens into account;
- intra-EU mobile citizens sometimes limited financial means.

For these reasons, language learning programs must be readily accessible to intra-EU mobile citizens and providers must be cognizant of the fact intra-EU mobile citizens will be able to engage with these programs to differing degrees.

In cities such as Brussels and Amsterdam, language provision is well organized. A range of language acquisition inputs are dialed in to the more general social orientation and inclusion courses on offer to migrants. The city of Amsterdam has developed complementary measures by offering language courses free of charge.

Other systems employed in other European contexts include the distribution of language vouchers. However, cities in general can impact more firmly on the organization of the language acquisition sector and in so doing increase the number of effective integration avenues available to intra-EU mobile citizens resident in their areas of responsibility. The fact that these groups are not eligible for European Integration funds is not helpful in this sense.

POSSIBLE SOLUTIONS

- Effective language training should be provided for all categories of migrants. Courses should be delivered locally, possibly in conjunction with competent NGOs;
- Local libraries have proved to be a useful resource in this regard, but many different delivery platforms can be used – including online and blended learning. Online language acquisition modules are commonly offered in municipal libraries in some European contexts. Conversational classes can also be common. The Rosetta Stone language model used by Dublin City Council's Central Library is a useful input;
- A coordinating structure should be in place to ensure the streamlined provision of such services and to target areas and sectors of intense need;
- Information about language training and language practicing opportunities of use to intra-EU mobile citizens could be provided in different languages;
- Formal, non-formal and informal language learning opportunities should be stimulated and classes should be organised in close proximity to information desks that advertise services;
- Some attention should be given to the funding of these courses. Municipal authorities could input strongly here by providing teaching spaces and support facilities for language courses. Local authority offices and public libraries could host such classes.
- The use of overly-bureaucratic language should be discouraged. Simple-language initiatives should be encouraged.

SOCIAL ORIENTATION PROGRAMMES OFFER AN IMPORTANT INPUT IN EU CITIES

Integration Driven Initiatives

Introduction or social orientation programs are integration driven initiatives that offer newcomers a diverse array of educational courses and programs on issues such as: registration, tax, social benefit services and healthcare as well as on citizens' rights and obligations.

Participation in social orientation courses is essential - on a number of levels. Migrants are provided with relevant information. But, they will also meet with trainers and fellow students, who may be experiencing the same difficulties. Social networks may develop as a result. Equally, students may be required to attend classes in an unfamiliar part of the city. Their basic spatial competence will increase as a result.

Some cities follow a well-developed pattern. Orientation programmes are common in cities such as Brussels and Amsterdam. The bon organisation's social orientation programme is a well-established input into the world of migrant integration at this point. Equally, introduction courses and welcome events are common-place in

Amsterdam. The Intercultural House in Copenhagen also organises a range of civic participation events. These activities prove to be very useful in guiding them through the experience of settling in a new city and by providing them with correct and transparent information in this regard.

Central Spaces

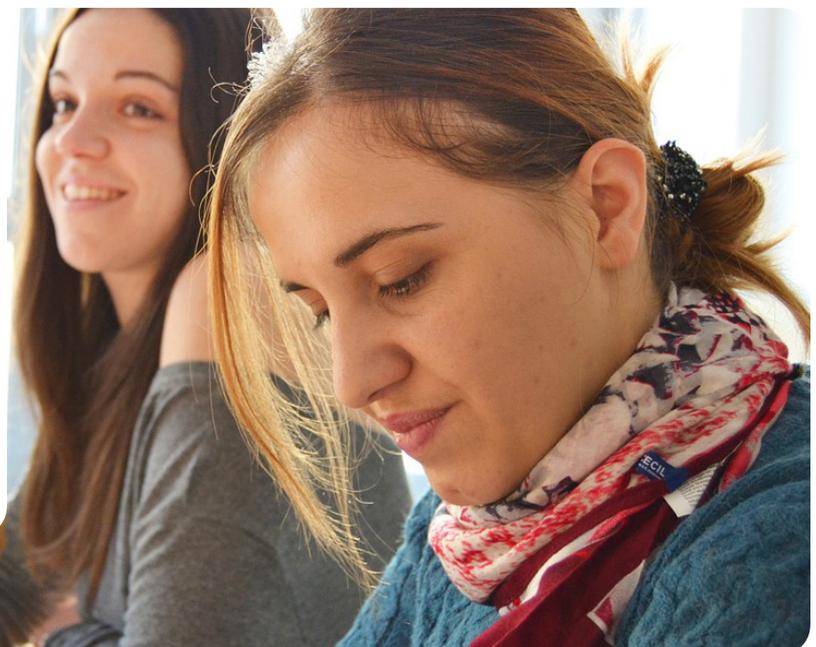
Cities seeking to institute social orientation programs should give consideration to the provision of courses in a range of migrant-languages. They should be provided in a dispersed series of 'central spaces'.

Many migrants are living potentially excluded lives in very close proximity to the city centre for example. Many simply have no opportunity to use such places. A useful input here is in operation in Hamburg where a Roma-targeted programme - 'Young Pupils from Eastern Europe and their Families –Education and Empowerment programme', seeks to involve family members in the experience of settling in the city. Such family-focused programmes may prove useful in many other European contexts.

POSSIBLE SOLUTIONS

- An effective social and civic orientation course could constitute a one-stop shop for intra-EU mobile citizens. Such courses could provide a useful source of aggregated and correct information to migrants here;
- Multilingual services are desirable, in such contexts;
- Individualised guidance should be provided for newcomers. A general approach can be developed but the information must reach all population subgroups;
- Guidance on the provision of services to newcomers could also be provided to local authority and agency staff in frontline positions. The organisations delivering social orientation to newcomers would be ideally placed to deliver such trainings.

Participation in such social orientation courses is essential - on a number of levels. Migrants are provided with relevant information. But, they will also meet with trainers and fellow students, who may be experiencing the same difficulties. Social networks may develop as a result.



LACK OF AN EFFECTIVE SOCIAL AND PROFESSIONAL NETWORK

Not all intra-EU mobile citizens benefit from the existence of an effective personal network. Some often live in a manner that is isolated from the local community. However, migrants need a functioning social network in their destination. Such a network can embed a migrant in their new city in a deep and lasting manner and are multifunctional.

Networks are effective conduits of information flow. Cities should therefore pay extra attention to these communities and offer counselling to help intra-EU mobile citizens achieve a level of inclusion in their destination city.

Municipalities can learn from historic experiences by helping support 'soft-integration' inputs such as community-specific cultural centres and community-specific events. These act as effective social and cultural anchors in a new context and migrants may help to avoid the development of feelings of alienation and dislocation.

Migrants often garner far more significant information from such networks than from more 'official' sources. Social networks are repositories of collective information about the city in which they operate. They can also be strongly supportive entities. Migrants can routinely find succour in the connections that constitute their social networks. The "kumpel project" in the Netherlands helps to develop these networks by matching EU residents with Dutch residents during a period of six months.

POSSIBLE SOLUTIONS

- Wider and deeper engagement with inter-culturalism is needed at the level of the city. Municipal multicultural centres and community specific centres constitute useful inputs here. Such centres can act to support newly arrived migrants as they seek to settle in the city but they may also act as conduits into the world of detailed supports available in the city. Dublin City Council's DCILC centre operates in this space and may provide some useful examples of good practice, in time;
- The city could provide opportunities for social encounters. Buddy-systems or explicit and thematic networking events could impact positively on many migrant lives. Volunteering opportunities, facilitated by groups such as Fairwork may act to support such network development;
- Social integration programs should always seek to target as wide a population as possible. Vulnerable migrant groups should be a priority as not all migrant groups can be catered to.

Municipalities can learn from historic experiences by helping support 'soft-integration' inputs such as community-specific cultural centres and community-specific events. These act as effective social and cultural anchors in a new context and migrants may help to avoid the development of feelings of alienation and dislocation.



GOOD PRACTICE EXAMPLES

CIVIC ORIENTATION PROGRAMME FOR EU MOBILE CITIZENS IN BRUSSELS

bon (The Agency for Integration and Citizenship) offers a free integration programme in Brussels to all newcomers with at least a three month residence permit.

As a pilot project, the Agency adapted the programme to cater to the specific needs of intra-EU mobile citizens. Specifically, training in issues relevant to intra-EU mobile citizens was provided to front-desk staff and social orientation teachers and individual counsellors were encouraged to develop topics which bear specific interest for EU mobile citizens.

The programme consists of the following elements:

■ **Social orientation courses:** During this course, newcomers get an introduction to their new society on varied topics: housing, work, school, healthcare, sorting trash, taking public transport. It is hoped

that this information and training will help newcomers become self-reliant in Brussels. For intra-EU mobile citizens, the course focussed on employment, bogus self-employment, insurances and social security. The existing schedule of the classes was adapted to allow the EU mobile citizens to combine the course with their work in the waged labour force;

■ **Individual counselling:** This counselling focused on the future of the newcomer. Specifically, what does the migrant want to achieve? What steps are needed to achieve these goals? Where can the necessary support be found? Many intra-EU mobile citizens had questions relating to their residence permit or their working permits;

■ **Free Dutch course:** Through a cognitive skills test and a language test, the Agency channelled newcomers towards the language

course most suitable to their needs. This part of the civic orientation programme wasn't altered in the pilot project. However, bon's efforts to reach EU mobile citizens did spark interest in language courses within the Bulgarian and Romanian communities in Brussels.

“
bon organizes meetings after the courses with people of the same group who are interested in being very well informed about their social rights and that can make a difference.

Project coordinator at bon

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bon - The Agency for Integration and Citizenship
Brussels, Belgium
www.bon.be

Photos © bon - The Agency for Integration and Citizenship



THE DUBLIN CITY INTERCULTURAL LANGUAGE CENTRE

Dublin City Intercultural Language Centre (DCILC) is an innovative and potentially impactful language centre operating in the Ballybough area of Dublin city. This project is fully funded by Dublin City Council through its participation in the Welcome Europe Project.

DCILC seeks to impact on the experience of immigrant integration in Dublin by providing language training and informational supports to intra-EU mobile citizens who are experiencing potential exclusion in its area of operations.

In this manner, DCILC seeks to impact on two of the core pillars of immigrant integration in Ireland: language acquisition and welcome information. Specifically:

■ In the first instance, English language acquisition is of fundamental importance to the process of immigrant integration as the inability to speak English is the most effective impediment to immigrant success in the city.

DCILC seeks to impact positively on the migrant experience in city by addressing this gap in the market;

■ Secondly, many recent migrants to Ireland are seen to be in need of detailed informational support. Dublin is a usable 'inter-cultural' city. Many services are present. But, research shows that many migrants simply do not know how to access these supports. Many forms of 'welcome information' are needed to help migrants engage with such supports. Unfortunately, we now know that much of this information flows laterally between migrants themselves and not from 'official' sources in the city. This can lead to potentially abusive situations arising as unknowing immigrants to Dublin rely on unofficial intermediaries to provide them with necessary information. Through its funding of the DCILC project, DCC is seeking to impact positively on this experience by providing possibly needy migrants with accurate information locally – and from a trust-worthy source.

During its pilot phase, the DCILC centre successfully recruited a large number of migrant learners and surpassed all of the initial performance based expectations in regard to its operations and expected outcomes. Impressively, teaching and learning is supported by a comprehensive engagement with staff training, operational support, ongoing assessment of effect and self-reflection. The centre shows that this type of input has a clear potential to impact positively on the migrant integration experience in the city in general.



Comhairle Cathrach
Bhaile Átha Cliath
Dublin City Council

Dublin City Council
Dublin, Republic of Ireland
www.dublin.ie

'YOUNG PUPILS FROM EASTERN EUROPE AND THEIR FAMILIES – EDUCATION AND EMPOWERMENT' PILOT PROJECT

Many members of the Roma community resident in Hamburg experience a layered pattern of inter-generational exclusion. Unemployment levels are high. People can be isolated from the local community. Too often, the parents and other adults don't support the school-attendance of their children.

The Hamburg based Lawaetz Foundation developed a project aiming to:

■ empower young Roma to pursue education and vocational training;

■ provide counselling for parents who have traditional views about families, labour and gender roles.

The self-confidence of the young pupils is fostered by different activities such as music and dancing at the school's summer festival, private lessons, coaching, presentations about the history of European Roma. Gender is a key focus. Young girls are especially encouraged to finalize vocational training before deciding to marry.

Ten teachers were trained to provide consulting services to Roma parents.

Issues relating to the educational and professional development of their children were prioritised. Teachers met with parents in their homes, at their children's school or at the headquarters of the Hamburg House of Families - Lawaetz Foundation's project partner.



Lawaetz-Stiftung

Lawaetz Foundation
www.lawaetz.de
Hamburg, Germany

SOCIAL INCLUSION RECOMMENDATIONS

LOCAL RECOMMENDATIONS

- ▶ Municipal authorities should actively inform all intra-EU mobile citizens (short-stayers also) on their rights, entitlements and duties; as well as on practicalities of a life lived in their new city;
- ▶ Municipal authorities' communication streams should be made accessible to people who, as yet, have imperfect abilities in the language of the city;
- ▶ The city should invest in the broader language knowledge of its citizens;
- ▶ Intra-EU mobile citizens' social and professional networks should be facilitated;
- ▶ Interactions should be encouraged between the local population and intra-EU mobile citizens living in the city.

NATIONAL RECOMMENDATIONS

- ▶ A coherent national inclusion framework should be developed to ensure consistency at the local level. The achievements of newcomers should be recognised and validated, at national level;
- ▶ Collaboration between local and regional authorities should be stimulated so that good practices can be communicated between the different actors in the government of the city;
- ▶ Policies need to target EU migrants and be made available to intra-EU mobile citizens on arrival, regardless of a migrants' expected duration of stay.

EUROPEAN RECOMMENDATIONS

- ▶ All European citizens should be treated equally. However, mobile EU-citizens face the same integration difficulties like third national citizens and asylum seekers, but the equality principle bans them for additional integration measures and facilities. Therefore the European Integration Funds should not be only be for third national citizens and asylum seekers.

6 WELCOME INFORMATION



INTRODUCTION

Effective information and outreach procedures (I and O) are important components of a welcoming policy operationalised at the level of the city. All cities, to some degree, make on- and off line basic information available for newcomers. However many European mobile citizens do not obtain this information because:

- the information is scattered;
- no information is available in native languages;
- information is too general in nature;
- there is no comprehensive communication strategy using a mix of print, online, oral, walk in helpdesk, information meetings and telephone desks.
- local authorities find it difficult to identify the information-challenges faced by newcomers;
- misunderstand the cycle of information provision that newcomers need.

Municipalities have to discover what information is most needed and to explore the way migrants search for and obtain information. By doing so the diversity among and between EU migrant groups concerning search methods and information needs have to be taken into account. Most information is on websites, while many migrants use different platforms like Google; Facebook, WhatsApp, often finding and acting upon incorrect and outdated information. Various organisations and levels of city and national government are individually responsible for one piece of the needed information. Leaving the question unanswered about who is responsible for canalizing all this information in a coordinated, understandable and accessible way to the target groups.

Whilst accepting that the provision of relevant welcome information is a situationally complex undertaking across the area of the European Union, the Welcome Europe partners suggest that three particular themes/challenges are important to consider. Cities should be cognizant of these issues in order to assist newcomers seeking to settle in their areas of responsibility. The three themes/challenges identified here are:

- ▶ The cycle of information provision
- ▶ The modes of information delivery
- ▶ The need to institute training programmes for municipal authority staff

We will address each, in brief.

CHALLENGES ARISING

- European cities need to provide a range of different information points to intra-EU mobile citizens. These inputs should be delivered innovatively using as wide a range of dissemination mechanisms as is possible. Information does not need to be stored by the municipality. All relevant information is readily accessible, in general. The city simply needs to direct migrants to relevant information resources that are already in existence. The city can then impact positively on the intra-EU mobile citizen's experience of settling by acting as a trusted voice in the area. Information needs to be made more usable and more accessible. The city can imprint on this;
- In this, diversity is key. Different migrants require different types of information at different points on their migration journey. Municipal information and outreach procedures must be cognizant of this diversity. Too often migrants are treated as a uniform group. An information deficit can occur as a result;
- No one dissemination strategy is effective for all groups. Different dissemination strategies have different 'natural' audiences. The city must be mindful of this fact. 'Use of standard' dissemination strategies alone will only reach some groups of migrants;
- Many municipal authority staff hold unhelpful views of migrants. Significant investment in ongoing staff training is needed if intra-EU mobile citizens are not to be disadvantaged whilst trying to engage with municipal services.

COMMON THEMES IN HOUSING

THE CYCLE OF INFORMATION PROVISION

Adore Amsterdam Concept

Intra-EU mobile citizens need different types of information during the different phases of their move to a new city. Amsterdam's Adore Amsterdam concept¹ identified a cycle of four different phases in which intra EU mobile citizens seek information.

Phase 1 - Almost in Amsterdam: basic information that EU mobile citizens search online before moving to a new city;

Phase 2 - Arrived in Amsterdam: all the necessary steps newcomers need to take;

Phase 3 - Already in Amsterdam: all you need to know about living in Amsterdam;

Phase 4 - Adore Amsterdam: make EU citizens feel at home in Amsterdam and integrate them in the society.



Just arrived in Amsterdam?
Everything you need to know as an EU citizen about our great city, collected especially for you



Amazing Amsterdam concept designed by Marlou Dompeling ©

Such a scheme could prove to be very useful in other European city contexts.

Phase 1

Before and directly upon arrival in their host city, newcomers have very diverse but immediate information needs. An online 'one-stop shop' hosted by the municipality, which appears in the Top 10 Google list (based on basic search) terms would prove to be a useful information source.

Municipalities are advised to make information on the following issues available:

- housing availability and current and correct information about housing regulations and contracts;
- labour market information and correct information about employee rights and entitlements, employment contracts and employer obligations; registration information, and correct advice about the services on offer and who can avail of them.

Phase 2

Most EU mobile citizens arrive in their new cities with very little knowledge of how the local system works (and, sometimes, no understanding of the local language). The first step for many is to search for clear and aggregated information about:

- registration in their new city;
- the housing market;
- educational opportunities or healthcare;
- employment opportunities.

A downloadable brochure, linked to an 'online one-stop shop' (possibly printed in a range of common European Languages), containing aggregated information can be a very helpful resource for early stay migrants.

Welcome events and introduction courses are also useful inputs. Such events are commonly instituted in cities such as Amsterdam, Brussels and Copenhagen.

.....

Many newcomers simply do not know what that information they require. As one EU-mobile citizen resident in Copenhagen states "we don't know what we don't know".

.....

Phase 3

Migrants who have been resident in their new city for some time and who are likely to have met the basic requirements for life in their new city (for example, in terms of housing, registration, paid employment, healthcare and access to services etc) can still operate in an information vacuum. 'Lower' order needs need to be supported at this point of the settling process.

For example, children's activities need to be sourced and the local educational system needs to be negotiated. Information points are required at this stage of the information cycle. Own-language inputs should be widely available at this stage of the settling process,

1. Report 2016: Marlou Dompeling, a student at the Amsterdam InHolland University of Applied Sciences

as well. Relevant and trustworthy information, provided by the municipal authority can significantly enhance the migrant's ability to live 'fully' in their new city and therefore achieve a level of inclusion. In this regard, some municipal authority staff, especially those employed in key interface offices, may benefit from enhanced training in communications and intercultural aware. NGOs are constitute another useful set of resources in this regard.

The city can impact strongly on the information requirements of newcomers by providing clear and relevant information at this point in their migration journey and the challenges outlined in this text box may be circumvented.

Even in mature immigrant destinations such as Amsterdam and Brussels city officials are officially only allowed to provide written and spoken assistance to EU mobile citizens in Dutch or in French.

Phase 4

Migrants who have settled successfully represent a strong resource-base for the city. Their experiences could be harnessed to good effect and used when the city is reaching out to more newly arrived migrants. However, the 'settled' migrants may also be in need of informational support.

A 'mature' two-way informational hub may serve this dual purpose. For example, an online forum/ chat page where migrants can meet, start topics of discussions of general interest, ask questions and seek advice would constitute a useful resource in this regard. The city could also consider increased investment in cultural centres for migrants and cultural events. Downstream gains may accrue in many areas of life. For example, increased exposure to events supported by the city council may ultimately encourage

POSSIBLE SOLUTIONS

- Different information events are needed at different points in the migrants' settling story. The city needs to be cognizant of this fact when seeking to imprint on the migrant settling experience;
- Settled migrant communities can become key opinion informers in their communities. These successfully settled migrants should be encouraged to engage with the city;
- If possible, direct assistance should be provided in the different European languages so that all intra-EU mobile citizens can interact with city offices and statutory agencies.

.....

“ When I went to the commune, they refused to speak English to me. They told me that they did not speak English and that I should come with a translator in French or Dutch. So I went back with someone who spoke Dutch. But then, there was no one that spoke Dutch at the commune! So they told me to come back with someone who speaks French.

Bulgarian citizen resident in Brussels

.....



MODES OF INFORMATION DELIVERY

Newcomers need 'trusted' and 'translated' information - so as to avoid the creation of 'privileged circuits of information' locally. The challenge for municipalities is to discover which people are in need of what information-resources and to reach out directly to them using effective methods, rather than remaining passive.

For example, there are many Facebook pages and other platforms for intra-European mobile groups. Community is fostered in such groups. People can talk to people in similar situations and share their experiences. Assistance and advice can be provided. But, without the advanced command and control provided by a trusted moderator, one can never be fully sure that the advice and information being presented is sound. Furthermore, this social media space can be regularly organised on national lines and communities may actually be more divided in the digital space than in the physical space of the city. The city should seek to imprint on this pattern by encouraging intercultural events in the digital space.

A range of different information and outreach methods can be used to ensure that as much up-to-date information is made available to as many members of the different migrant communities as possible. Information and outreach is usually provided to service-users via:

- official online information portals;
- printed information;
- drop-in support at municipal offices;

- a dedicated 'welcome centre';
- special migrant events;
- NGO link-ins;
- initiatives progressed by allied actors in the local environment such as local libraries.

Some targeted initiatives are also in evidence as, for example, Dublin's DCLIC project. In general, cities use a combination of these methods. Migrants can then use whatever source of information best suits their needs.

These methods can sometimes be built upon a large and specific data-bank of relevance to migrants. However, whilst it is important to find, collect, verify and secure the most appropriate trusted local, national, and European (re)sources, the success of this pattern does not depend on the storage all relevant information in one location. This scheme does not seek to produce and collect new information for consumption, per say.

Rather, in following this pattern the city recognises that the information-points most relevant to migrants are probably already in evidence and that the city simply needs to adopt a curatorial role in regard to welcome information.

In this way, the city can usefully imprint on the provision of information to migrants by directing them to the most relevant information-sources and working with the organisations that host the most relevant information-sources to ensure that the information they present is accurate and up-to-date.

POSSIBLE SOLUTIONS

■ A strong digital portal could allow interested parties (including migrants, city staff, NGOs) to be directed to where accurate information is to be found. Such an information portal could act as a 'one-stop-shop' directing the migrant moving to another European city to much initial information;

■ Welcome events should be considered: fairs, workshops or festivals dedicated to supporting intra-EU mobile citizens could provide information about various topics of relevance to the intra-EU mobile citizen. Such fairs would also provide an opportunity for both newcomers and medium-term residents to connect with experts and services;

■ First-level introduction courses could be instituted for intra-EU mobile citizens. These could offer information about newcomers' status and rights, step by step guidance on local policies, national legislation and local culture, and practical information about living in the city;

■ Language courses could be provided to help improve the language skills of newcomers. Real-world learnings could be integrated into the learning patterns fostered in these courses. Practical, tailored information could then be transmitted to students;

■ Intra-EU mobile citizens who lack digital skills can benefit from printed materials/ brochures that offer comprehensive information responding to the migrant needs. Leaflets are a strong supporting input here;

■ NGOs are useful collaborators for the city. Local and migrant NGOs who work directly with EU mobile citizens can be the 'trusted' voices that provide correct welcome information.

.....

Welcome events should be considered. Welcome fairs, welcome workshops or welcome festivals dedicated to supporting intra-EU mobile citizens could provide information about various topics of relevance to the intra-EU mobile citizen - finding a house or a job, opening a business, selecting health insurance.

.....

FRONT-DESK STAFF TRAININGS

Front-desk staff in municipal authorities and in key service providing agencies are the eyes and ears of the municipality and a key interface between the city and its population. Much information can be imparted to needy groups through these staff members. As such, front desk staff can benefit from advanced training in the delivery of culturally appropriate services to migrants.

These trainings can help staff address some of the commonly cited difficulties experienced by intra-EU mobile citizens who are seeking to engage with the municipal authority.

Common areas of concern are the following.

Uncertainty and Confusion

Staff member's uncertainty and confusion about intra-EU mobile citizens' rights and entitlements. Specifically, mobile EU citizens' fundamental rights are insured by European and national laws governing their free movement to right reside and work across the European area. It would be beneficial for all front-desk staff to be informed of these rights, especially when they may impact on service delivery.

Poor Intercultural Awareness

Staff members should have intercultural and communications instruction that sensitizes them to the different expectations and understanding that may prevail among various intra-EU mobile communities

Poor Language Ability

A flexible language policy for front-desk staff would be advantageous to the city. Such a policy will assist in facilitating more effective communication between service providers and their target audiences. It may prove useful for the municipality to promote the hiring of staff members who speak at least two languages besides national one(s)

Lack of transparent guidance to additional services

Intra-EU mobile citizens are often required to search for local and migrant organisations or community groups that provide information for newcomers. Trainings can also provide front-desk staff with knowledge on how to guide newcomers to active and voluntary local services and organisations.

POSSIBLE SOLUTIONS

- A front desk function should be created specifically for intra-EU mobile citizens. It is suggested that particular need lies amongst intra-EU mobile citizens who have less skills. Information here should therefore be provided in a range of common immigrant languages. This front desk should not be a replacement of the existing services, but rather it could serve as a specialist support to those already in place;
- Up-to-date information trainings should be provided to city staff. These inputs such be mainstreamed and integrated into the regular pattern of ongoing staff training in effect at municipal level;
- It may prove useful to hire new staff members who speak at least two languages, other than their own native language;
- Staff members in offices likely to be used by intra-EU mobile citizens could offer guidance in the manner of providing 'step-by-step' or 'must-know' information. Intra-EU mobile citizens could be referred to the correct information point. Advice could be given about procedures in place. Such EU desks should not offer services, but information regarding services.



“**Civil servants should not say things are not possible if they do not know the answer. They should put in a bit more effort when they get a question they do not know the answer to. And they should know the basis rules. Civil servants are not sufficiently prepared to questions of EU mobile citizens.**

Representative of civil society in Amsterdam

GOOD PRACTICE EXAMPLES

WELCOME INFORMATION FOR EU MOBILE CITIZENS IN DUBLIN

The city of Dublin has developed an interactive information website to collate and present relevant information to all arriving EU mobile citizens. The website is meant to act as an online ‘one-stop shop’ – a virtual space where information is provided from the disparate organisations active in the city. Intra-EU mobile citizens can visit the page and find aggregated data on housing, finding a job, culture and education in Dublin.

www.dublin.ie tries to reach a large number of possible intra-EU mobile citizens by making the website available for desktop, mobile and social media (Twitter and Facebook). The team behind it uses statistics to see how many people visit the portal and where they come from. There is



also data on the website’s bounce rate, i.e. how many people stay on the website to look at more than the homepage. The Pay Per Click advertising tool was used to target EU online visitors; as a result, the campaign led to significant increase in visitors and decrease in bounce rate.



Dublin City Council
Dublin, Republic of Ireland
www.dublin.ie

NEW IN DENMARK SERVICES

New in Denmark Services provide general information about living in Copenhagen. Importantly, these inputs are developed from a user’s perspective and intra-EU mobile citizens staying in the city can obtain tailored and detailed information on matters of relevance to their lives, presented in a ‘must-know’ manner. The city of Copenhagen find that such information services provided are more efficient if they are developed from the user’s perspective.

Information of use to newcomers settling in the greater Copenhagen area is presented in the following manner.

- Welcome events are organised: These event provide newcomers

with information pertinent to a newcomer living in Denmark. For example, banking and insurance matters are dealt with as are Danish work cultures and the availability of volunteer work.

- Leisure guide is produced. Intra-EU mobile citizens are introduced to the cultural and leisure life in Copenhagen. Information relevant to people wishing to expand their social and professional networks and become an active part of Danish society is also provided.

- Family focused activities are fostered. For example, newcomers can participate in family tours and the family festival dedicated to life in Denmark.

.....
“ **This is such an excellent service for newcomers to Copenhagen. It’s great to have friendly, knowledgeable guides to talk us through the options and make us feel welcome. It’s also really reassuring and fun to meet people in the same situation.** ”

EU participant at an event

.....



International House
Copenhagen, Denmark
www.ihcph.kk.dk

DIGITAL BROCHURES AND COOPERATION WITH NGOS IN AMSTERDAM

The City of Amsterdam has developed a set of four digital brochures that provides basic information to EU mobile citizens about moving and living in the Netherlands. The brochures were translated into Polish, Romanian and Bulgarian and can be downloaded either directly from the municipal website, or through web links from websites of NGOs working with migrants and other sites that are popular among EU migrants.

During the development of the brochures the **Adore Amsterdam** classification based on the four points in the immigration process was taken into consideration, (See 'The Cycle of Information Provision' section, page 48). However, the emphasis is on the first three phases in which intra EU mobile citizens seek information.

The First Brochure

focuses on people who are planning to come to Amsterdam or just arrived here. It contains information especially on the issues that should be settled as soon as possible:

registering with the municipality, arranging medical insurance and applying for a DigiD – a digital identity that permits to arrange several affairs with the government and key public institutions.

The Second and Third Brochures

deal with essential needs of people that settle in Amsterdam or the Netherlands: for example, opening a bank account, enrolling in the health insurance system, finding appropriate housing and dealing with other work related issues.

The Fourth Brochure

is particularly relevant for people who have already been living in Amsterdam for a while and / or are planning to stay for a longer time while their children were either born in Amsterdam or are being brought up in the city. The brochure refers to the education and healthcare systems and the acquisition of the Dutch language.

Although the fourth phase, of feeling welcome and actively participating in

society, is also relevant to migrants, no brochure is being made available on this subject, knowingly so since written information is not deemed suitable for this purpose. Information on the fourth phase can be better provided through events such as the introductory meetings organized by the municipality of Amsterdam, through activities of NGOs (possibly with input from the municipality), or through online communities in which migrants can exchange tips about social issues, but also about activities and events in Amsterdam.

Developed In Cooperation with Migrant NGOs

The brochures contain concise information and links to external websites in Polish, Romanian or Bulgarian where possible, and otherwise in English and only in exceptional cases in Dutch. Although they deliver much factual information provided by the local and national governments, they have been developed in cooperation with migrant NGOs. Most of these organize face to face consultation hours or offer advise by telephone.

.....

The staff and volunteers of NGOs know the backgrounds of the people who will use the booklet, know which questions sit in their mind and from which perspective they operate. To make this possible, a series of discussions was first held with NGOs that resulted in a basic text, which was then translated and submitted to the NGOs requesting their feedback. That has led to some useful additions to the brochures and a few suggestions regarding the adaptation of the translation in some respects.

.....



City Government of Amsterdam
The Netherlands
www.amsterdam.nl

WELCOME INFORMATION RECOMMENDATIONS

LOCAL RECOMMENDATIONS

- ▶ A physical information point remains an effective method of disseminating welcome information (eg. 'one stop shop', library). This should be used in conjunction with other dissemination methods, such as the provision of information online;
- ▶ City staff working in frontline interface offices that provide assistance and guidance to mobile citizens should receive specialised training in the delivery of cultural appropriate services. Staff members should also be trained in the rules and regulations pertaining to intra-EU mobile citizens in their areas of operations. Staff should ensure that they apply rules correctly and comply with the fundamental rights of European citizens;
- ▶ Practical inputs are needed at local level and welcome services for newcomers should be systematised. Examples of practical local inputs are practical language courses, welcome events, and accessible and informative leaflets;

NATIONAL RECOMMENDATIONS

- ▶ The needs of intra-EU mobile citizens should be incorporated into any national welcome/ integration strategy;
- ▶ Promote stability in national legislation so that rules and regulations can be applied transparently at local level.

EUROPEAN RECOMMENDATIONS

- ▶ Information of relevance to intra-EU mobile citizens is disseminated at European level. The European Union does act on its obligation to provide information to citizens. The Union has a significant digital footprint and many good and usable webpages are easily accessible to mobile citizens. For example, '[Life and business in the EU](http://europa.eu/european-union/life-business_en)' (http://europa.eu/european-union/life-business_en) and '[Presenting a prescription abroad \(Health\)](http://europa.eu/youreurope/citizens/health/help-from-the-pharmacy/prescription/index_en.htm#!lightbox-uid-0)' (http://europa.eu/youreurope/citizens/health/help-from-the-pharmacy/prescription/index_en.htm#!lightbox-uid-0) sections of Europa.eu website.

Unfortunately, many pages do not function effectively in all the languages of the union, especially the linked country websites are often not in the native languages. Intra-EU mobile citizens should be able to access 'official information' in their native language, irrespective of where they are resident, in the Union. The Union should therefore upgrade their native language information regularly and monitor more frequently the linked country websites on available information in all native languages.

7 COOPERATION WITH NGOs



City of
Gothenburg



INTRODUCTION

Non-Governmental Organisations (NGOs) are important partners in the provision of information and outreach to intra-EU mobile citizens. The Welcome Europe project has come to understand that intra-EU mobile citizens seeking to establish a residence in a new city are commonly in need of varied informational supports. We have seen that much relevant information is made available to migrants but that a complex pattern of information inputs is required of the city. 'Official' sources of information remain of great importance. But, much information cycles informally in lateral information channels, such as in social networks and social media. This can constitute a more effective line of information flow than 'official' channels of top-down information. Indeed, in some instances, city government offices can actually act as an impediment to the free flow of information to migrants. Some migrants may simply be distrustful of the city. Locally active NGOs will impact positively here.

NGOs have the ability to provide more customized support, adapted to the needs of the target group, than a city government. Their strength lies in the fact that they can be more flexible when it comes to engaging with target groups than can a municipal authority. In many instances, NGOs can also mobilise resources more quickly than can a city. For example, NGO partners may be able to mobilise a variety of language resources as, for example, the BON organisation of Brussels and, NGOs can operate in a more informal manner than a municipal authority. Indeed, many are already offering information and support to intra-EU mobile citizens resident in their operational areas. In this regard, NGOs and migrant initiatives can provide a vital or complimentary addition to a public authority's information and outreach procedures in this area, ideally in cooperation with the municipality in question.

Municipalities can interact with: i) large NGO's that offer professional help and support; ii) small and medium-sized NGO's and migrant initiatives operating at local level, and iii) individual intra-EU mobile citizens, when they are active on committees of relevance or are members of consultative bodies.

Whilst accepting that the NGO sector is situationally complex and geographically diverse across the area of the European Union, the Welcome Europe partners suggest that three particular themes/ challenges are important to consider. Cities should be cognizant of these issues in order to assist newcomers seeking to settle in their areas of responsibility. The three themes/challenges identified here are:

- The need to provide a welcoming service for all intra-EU mobile citizens.
- The need to provide social support services for vulnerable groups.
- The need to support the civic participation of intra-EU mobile citizens.

We will address each, in brief

CHALLENGES ARISING

- All relevant parties should be networked and should engage in a regular series of multi-lateral meetings;
- A formal structure would prove useful in this regard. The municipal authority needs to engage with individual NGOs. A consultative process could be useful in this regard. NGOs will benefit through exposure to the policy-making environment they get in this regard;
- NGOs should seek to interact more firmly with each other. A networking forum for like-minded NGOs would prove a useful input, at municipal level. Common goals can be set and the sector can advocate for migrants more effectively;
- In many cases, the often extremely adversarial nature of the local funding process means that many NGOs are budget-defensive in nature and wary of engaging too closely with other, potentially competing entities. This is a clear impediment to progress in the sector;
- The short-term nature of much NGO sector funding ensures that project-based inputs are most commonly activated in the sector. Longer term inputs are needed. But, longer term funding streams are required, if this is to occur.

COMMON THEMES FOR COOPERATING WITH NGOS

WELCOMING SERVICE FOR ALL INTRA-EU MOBILE CITIZENS

Mobile European citizens are not always aware of their rights and obligations in another European country. They commonly have insufficient knowledge of the local language and need guidance in finding their way.

The Welcome Europe project has seen that municipalities do provide services that can impact on this experience. But NGOs and migrant initiatives can help the city to engage with a wide array of migrant groups.

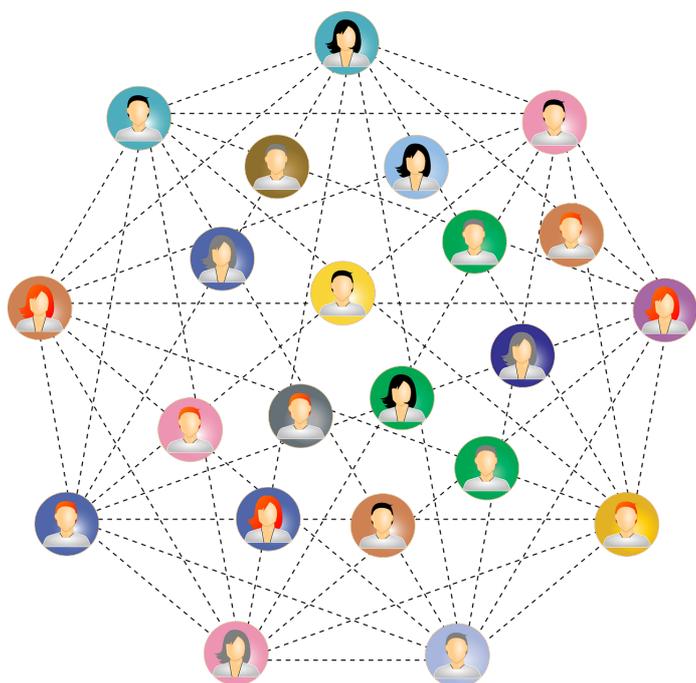
Some good practices are employed by the municipality of Amsterdam. This city is improving its communication with intra-EU mobile citizens by cooperating with small NGOs and migrant initiatives, such as 'Advies voor Polen', 'Poolse school' and 'Fair Work'. These organizations provide thorough personalized services and advice, such as professional counseling and legal advice, courses for personal

development and integration. Similarly, in Brussels, bon - the Agency for Integration and Citizenship and Bapa (Bureaux d'accueil pour les Primo-arrivants) is funded to provide individual counselling and workshops focused on education (including language courses), social rights, employment and participation in society.

Through these organisations the city can reach a far wider range of migrants than if it was acting alone. The City of Gothenburg's Voluntary Sector Organization Public partnership (VSOPP) is an example of a successful cooperation between City and NGOs. The VSOPP is characterized by two-way exchange of knowhow and resources as well as transparency in contrast to public procurement and operating grant support. It would be useful if municipalities could fund such activities or possibly create a budget line for own activities and initiatives.

POSSIBLE SOLUTIONS

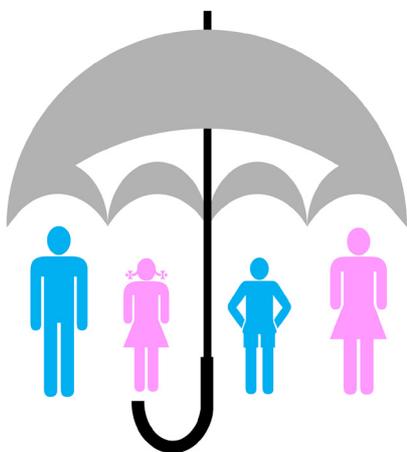
- Foster positive working relationships with the expert NGOs and existing migrant initiatives already active in their areas of operations. Municipal authorities could consider funding a dedicated coordinating office;
- The creation of a city-wide coordinating structure, like Gothenburg's VSOPP, would prove useful. Common strategies could then be fostered and budgets could be shared and streamlined across the sector;
- Municipal authority staff and NGO staff should attend/organize joint trainings. Personal relations can then be fostered between key actors in the city. This familiarity would be of great benefit to the city, at information and assistance can flow in both directions.



Rather than trying to develop new expertise in the area of migrant welcome and integration, European cities should seek to foster positive working relationships with the expert NGOs and existing migrant initiatives already active in their areas of operations.



SOCIAL SUPPORT SERVICES FOR VULNERABLE GROUPS



Large numbers of intra-EU mobile citizens are living precarious lives in destination cities. Various reasons, such as financial difficulties, homelessness, and physical and mental challenges, combine to ensure that a large group of mobile EU citizens are excluded from the social safety net in their destination city.

The Welcome Europe project has seen some good practices in operation in many European

cities but NGOs can provide complementary assistance to the municipality's social support services.

Greater speed of service delivery can be achieved as NGOs can mobilize themselves quickly thanks to their network of social workers, experts and volunteers. They have the capacity to address the most basic needs of vulnerable mobile citizens and offer social support and relief through personal assistance, night shelters, charity activities, and day centers.

NGOs may also be potentially more approachable for an excluded newcomer than municipal authorities. EU homeless migrants experience many of the same issues as other European mobile citizens. However, this group can be particularly in need of support. Dedicated services are required. Close cooperation between NGOs and municipalities is needed if durable solutions are to be found for related problems.

POSSIBLE SOLUTIONS

- Municipal homeless and addiction services should be integrated into the relevant NGO circuits in the city. NGO staff and volunteers will be able to inform city staff of patterns of need in their local operational areas. This level of cooperation could be encouraged through a series of joint staff and volunteer trainings attended by municipal authority staff and their NGO partners;

- Too much expertise is held locally and not shared with authorities. NGO's should be encouraged (through grant aid) to feed into a centralized registry of need, at municipal level. City resources could be more efficiently targeted if such a registry was in operation. This registry could sit at the hearth of an information sharing platform, possibly operationalized via a dedicated website.



“

I heard there was a place where I could fetch some clothes, I hadn't planned on staying here (at the day centre) for long but the place was so clean and comfortable that we ended up spending some time here.

CIVIC PARTICIPATION OF INDIVIDUAL EU MOBILE CITIZENS

All municipal welcome/ integration programmes should seek to encourage intra-EU mobile citizens to engage with the civic life of the city. In turn, this will allow intra-EU mobile citizens to assume a role beyond that of workers and taxpayers. The city can gain a clear dividend from this process.

By involving representatives of intra-EU mobile citizen groups in local consultative bodies and reflection groups, municipalities may be able to obtain insights into the needs migrant communities, which in turn can help develop and shape policies. These organizations can also offer their expertise in developing methods and ways of communication adjusted for the target groups .

The city of Dublin's participatory planning process is built on such an understanding. The city hosted

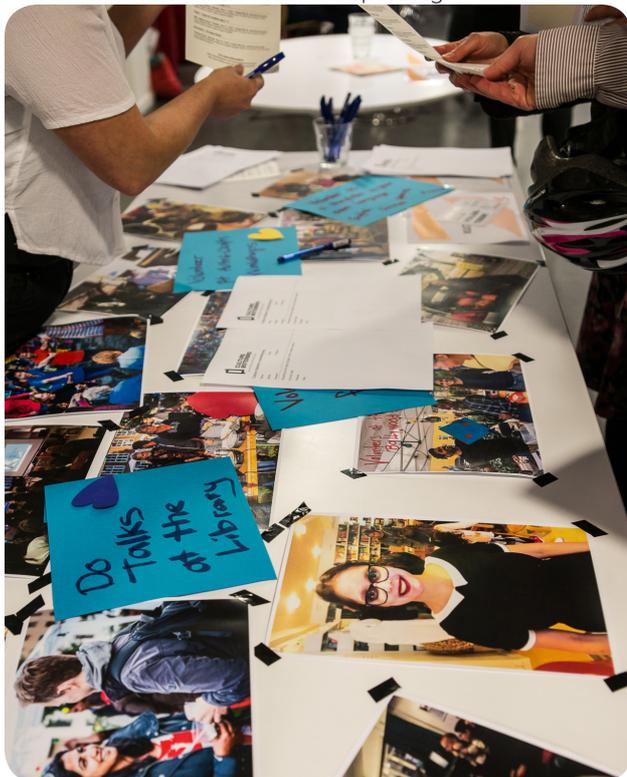
a series of local integration forums during Ireland's recent experience as an attractive immigrant destination. These integration forums have since been subsumed within the city's flagship participatory planning consultation process – the Public Participation Network (PPN).

Intra-EU mobile citizens can also be involved as volunteers, which both strengthens their inclusion in the society and offers them meaningful free time activities. An element of good practice in this regard is followed in Copenhagen. Every six months, International House, Copenhagen hosts a Volunteer Fair - in cooperation with over 20 NGOs. The fair is a municipal initiative to support NGOs with volunteer recruitment and to bring the new citizens in contact with meaningful activities in their free time. Any integration process will benefit from such an engagement.

POSSIBLE SOLUTIONS

- Cities should be systematically networked here. Examples of good practice should be made easily available across the European area;
- Migrant groups should be included in all municipal planning consultations. Economic and social planning is of particular importance here;
- Information should be provided locally about local civic and volunteering activities;
- Locally active advisory and consultative bodies should be encouraged.

Photos © International House Copenhagen



GOOD PRACTICE EXAMPLES

CITY OF GOTHENBURG AND VSOPP

The City of Gothenburg has a long tradition of cooperating with NGOs and is committed to social integration and improving the livelihoods of its residents, irrespective of their social and cultural backgrounds.

In line with this commitment, the city Government of Gothenburg has established several VSOPP (Voluntary Sector Organization Public partnership) contracts since 2012. One of these VSOPPs focuses on the needs of intra-EU mobile citizens who live in social and economic deprivation in Gothenburg.

The following services are offered:

- an advice centre focusing on the rights of intra-EU mobile citizens;
- a day centre that provides for the daily needs of excluded mobile citizens;
- a night shelter with 35 beds;
- a preschool for migrant Roma children (including modules on social guidance for parents);
- a team of outreach workers who visit settlements and provide dwellers with useful information (provided by the municipality and an NGO in a team).



Photos © City of Gothenburg

The partnership is characterized by a transparent two-way exchange of knowhow and resources. This is not a top-down process of passive grant-aid provision.

The NGOs involved in the partnership are encouraged to participate in the development of partnership services and to cooperate amongst themselves whilst promoting local development. It is hoped that this integration of

effort may help the target group access a wider array of services than would ordinarily be the case.



City of Gothenburg

City of Gothenburg

www.goteborg.se

Partners: local nongovernmental organisations in VSOPP Gothenburg, Sweden

.....

“ **It’s a truly great form of cooperation compared to public procurement or operating grant support. The process of starting our VSOPP went fast and smoothly. It helped us a lot that the municipality with its politicians and officials were open to this type of cooperation.**”

Operations manager, The Salvation Army

.....



THE VOLUNTEER FAIR - INTERNATIONAL HOUSE COPENHAGEN

International House, Copenhagen hosts a Volunteer Fair every six months. Upwards of 20 NGOs participate regularly.

This fair is a municipal initiative. It is designed to support NGOs with volunteer recruitment and to help introduce newcomers to organisations that may provide them with meaningful activities in their free time. International volunteers are seen as important social and cultural assets in the city. Their diverse cultural backgrounds are seen as an opportunity for the city, as is their international experience.

So far, volunteering opportunities have been found in following areas:

- festivals;
- organizations against food waste; environmental organizations;
- sports clubs;
- organizations fighting inequality.



The fair is targeted at international citizens who are settling into their new home town and is divided into the following three section:

- welcoming visitors;
- stories from other volunteers
- meeting with different NGOs.

The fair is not only a forum that can help expand one's social and professional network, it is also a way of establishing a feeling of belonging and local engagement: As one

participant states: "It is nice to do what locals do, it is a very, very basic way".

Activities such as the Volunteer Fair encourage to active citizenship and strengthen the diversity and social inclusion at local level.



International House
Copenhagen, Denmark
www.ihcph.kk.dk

CITY GOVERNMENT OF AMSTERDAM'S COOPERATION WITH FAIRWORK

FairWork is a Dutch foundation that combats and prevents modern slavery in the Netherlands. The organisation's mission is to expand and improve the aid offered to victims of human trafficking and to increase victims' ability to lead an independent life.

To accomplish this, FairWork initiates pilot projects, and together with other organizations, works for:

- an increased awareness of the issues around human trafficking;
- trains relief workers, civil servants and law enforcement officers on how to approach and support the victims of modern slavery.

In addition, FairWork informs and influences the public, politicians and employers on the issue of human trafficking and aims to improve the levels of cooperation that exist

between the different actors charged with addressing the problem of human trafficking.

In Amsterdam, FairWork is involved in a number of welcome events for recently arrived Polish mobile

citizens. At these events, information is provided on topics such as the waged labour market, healthcare, leisure opportunities, language, and taxation. Information is provided through Polish-Dutch intercultural mediators, in Polish.

.....
Together with the City Government of Amsterdam, FairWork trains civil servants in recognizing the signals of abuse, mistreatment or precarious situations. FairWork can also share intelligence with the local government, who has the authority to act upon them.
.....

FairWork's experience shows how preventive measures can impact on the prevalence of human trafficking in the European area. It particularly shows how cooperation with NGOs can strengthen the communication channels into 'at-risk' groups and provide a range of approaches to be used in combating the problem - something for which a city council may not have sufficient resources.

FairWork
Amsterdam, The Netherlands
www.fairwork.nu

COOPERATION WITH NGOS RECOMMENDATIONS

LOCAL RECOMMENDATIONS

- ▶ Cities need to invest in equal and transparent partnerships. This will increase motivation to maintain long-term, sustainable partnerships;
- ▶ Cities could create a platform that makes organizations and their activities visible, with the aim of stimulating cooperation and the exchange of ideas;
- ▶ Cities should formalize patterns of cooperation with NGOs. For example, shared routines and shared standards may release municipal resources from planning to operations in the area;
- ▶ Cities should see NGOs as a complement to the work done by the municipality. NGOs have a different approach and different skillsets and perspectives but they can share a common goal with the city. This commonality should be harnessed.

NATIONAL RECOMMENDATIONS

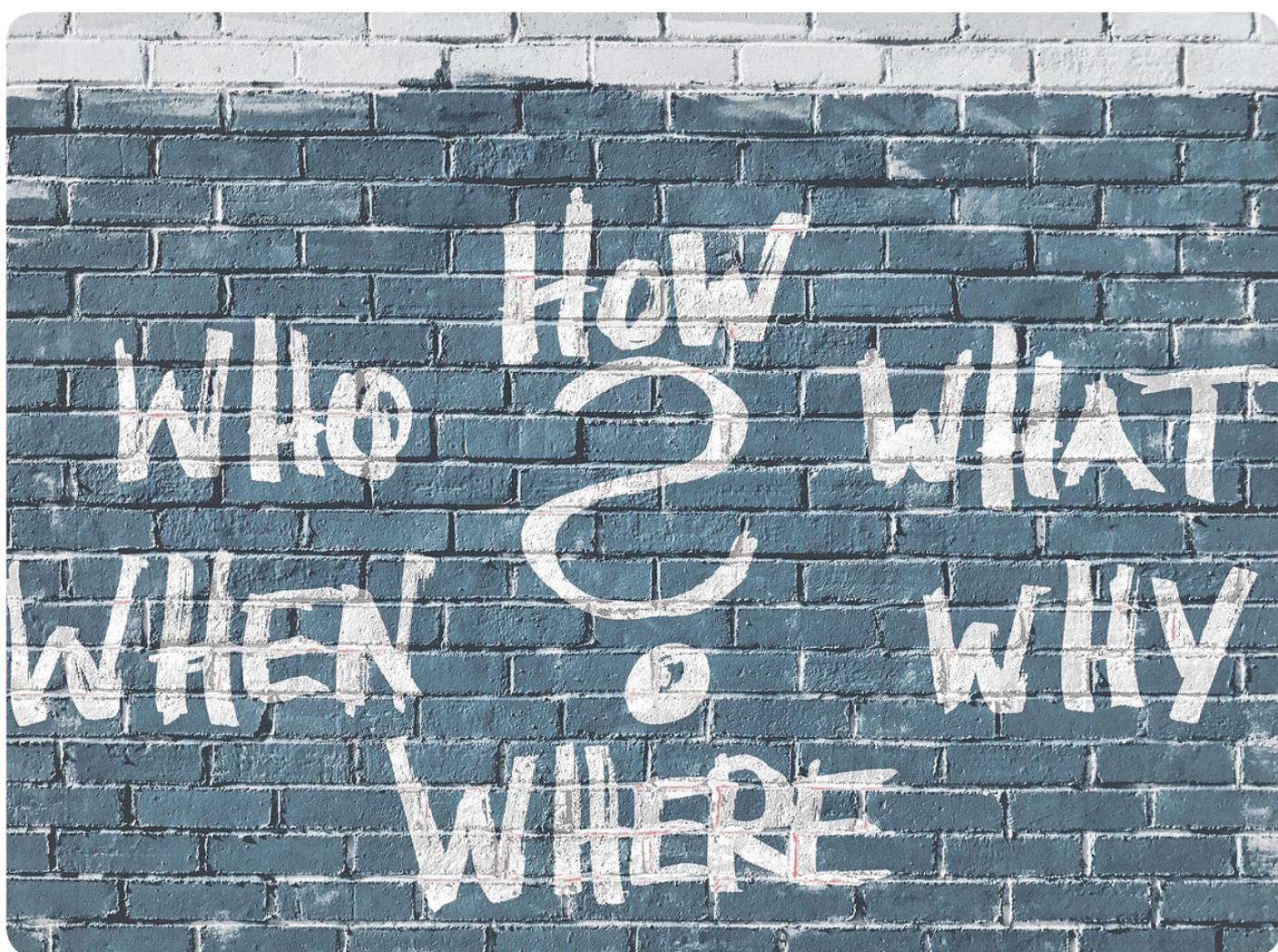
- ▶ A national policy and standards platform should be created to inform patterns of cooperation between NGOs and public authorities. This may then ensure that good practices are made available nationwide and patterns of work are streamlined;
- ▶ A web portal for NGOs and public authorities should be developed. Good practices can then be shared between active organisations.

EUROPEAN RECOMMENDATIONS

- ▶ The European Commission's (2009) Code of Good Practice for Civil Participation in the Decision-Making Process should be shared and acted upon;
- ▶ European Integration Funds should not be only be for third national citizens and asylum seekers but should also include intra EU mobile citizens as target groups.

THE ACADEMIC CHAPTERS

- ▶ HOW TO IMPLEMENT A 'WELCOME' POLICY FOR INTRA-EU MOBILE CITIZENS
- ▶ MONITORING STOCKS AND FLOWS OF MOBILE EU CITIZENS AT MUNICIPAL LEVEL
- ▶ MEDIA AND MOBILE EU CITIZENS: WHAT CAN CITIES DO?



INTRODUCTION

The Welcome Europe project was anchored in a network of like-minded municipal authorities and non-governmental organisations. But, city representatives and their NGO partners were joined in the project by allied academic partners and advisors. Specifically, The University of Gothenburg and InHolland University provided valuable technical direction and support to project partners during the Work-stream 1 research phase. These academic partners added greatly to the project in many other ways, as well.

University partners proved to be insightful commentators on the issues at hand. They facilitated discussion and stimulated project partners to think about seemingly familiar processes and problems in new and interesting ways. More than this however, academics from The University of Gothenburg and InHolland University proved to be particularly adept at looking 'through' observed patterns in each of the partner cities, recognising recurrent cross-cutting themes, and synthesising emergent trends across the project as a whole. These inputs, whilst seemingly (on occasion) tangential to the main goals of the project, provide clear added value to the project as a whole.

We include three academic inputs, as examples of the value brought by the University of Gothenburg and InHolland University. These are illustrative of the issues that can impact on the implementation of a working welcome policy in the city, at three levels.

1. At an operational level of the city

In their paper entitled 'Monitoring stocks and flows of mobile EU citizens at the municipal level', Buchan-Knapp and Spehar of the University of Gothenburg, outline some pertinent operational issues relevant to the creation of a functioning welcome policy in the city. They make the case for the effective monitoring of EU mobile citizen stocks at the level of the city, so that policy initiatives can be developed and anchored in real-world patterns.

2. At a conceptual level in the city

In their paper entitled 'Policy Implementation and Maintenance' Zwaan, Hermes, Bruls and de Graaf of InHolland University, consider the various conceptual

structures needed to support a viable welcome policy, at the level of the city. A number of different options are put forward so that different municipal authorities can foster sustainable welcome policy implementation in different organisational contexts.

3. Beyond the city, in society

In their paper entitled, 'Media and mobile EU citizens, what can cities do?', Buchan-knapp and Spehar of the University of Gothenburg, seek to draw the discussions of ideal welcome information away from the municipal authority and into society in general. They particularly recognise the role that media framing plays in the creation of the 21st century migrant integration discourse. Through this discussion, Buchan-knapp and Spehar show how complex meaning-making exercises abound and how any attempt to formulate an effective welcoming policy must be cognizant of the various levels at which the very term 'migrant' is constructed and understood.

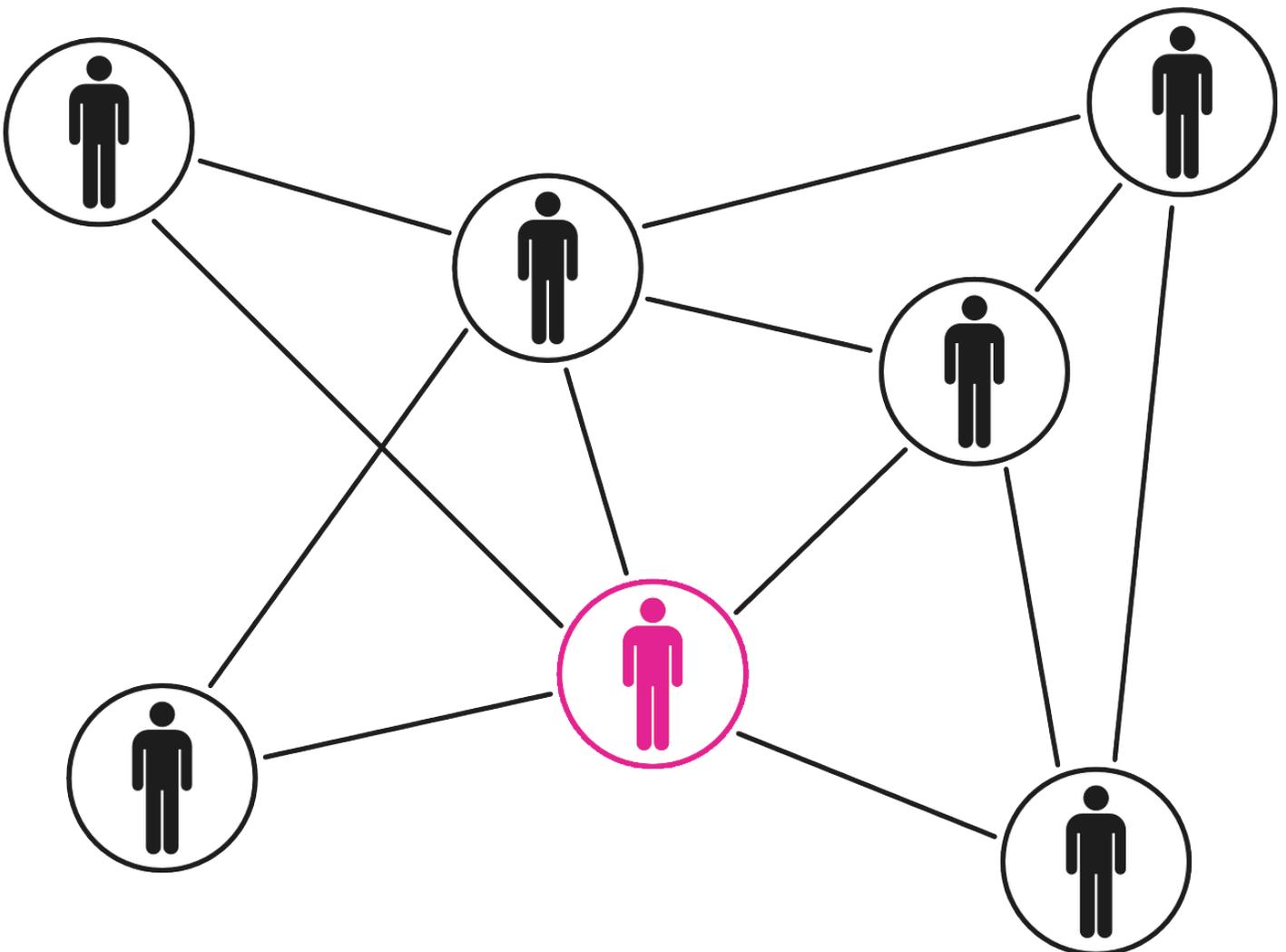
These sections provide timely and stimulating counterpoints to the more applied sections of this toolkit. They are clear examples of what can be achieved when disparate but committed stakeholders join forces in pursuit of a common aim.



8

HOW TO IMPLEMENT A 'WELCOME' POLICY FOR INTRA-EU MOBILE CITIZENS

holland
university of
applied sciences



INTRODUCTION

This chapter offers insight in the various ways in which a welcome policy can be implemented in a sustainable way by a municipal organisation. The visuals and arguments presented offer a pragmatic collection of experiences, based on interviews, participant observation notes and a questionnaire collected as part of flanking evaluation research conducted by the research group 'Media, Culture and Citizenship' of the Inholland University of Applied Sciences.

The chapter is structured around the three different phases of policy implementation. Specifically:

- ▶ Project development is a first step. It is crucial to map the different stakeholders and the different policies involved;
- ▶ Policy development is the second step. During this second phase, policy is (further) developed. After mapping the stakeholders you need to find an 'organizational home' for the process and give someone overall responsibility for its operationalisation. We present a series of different conceptual models which can be used to inform the operationalisation of a welcome policy. We focus on the strengths and weaknesses of each conceptual model. In order for a welcome policy to be successfully implemented, you need to choose a model that best resembles your own organization's structure and working pattern;
- ▶ Implementation of policies. In this third section, we consider how you can foster the most favourable conditions for lasting and sustainable policy implementation.

At each point in the development of the policy, key policy makers need to remain aware of:

- the different target groups on whose behalf the policy is being implemented;
- the outcomes sought by the municipality in this regard.

Key elements in each phase are described here, albeit in brief. Descriptions are general rather than specific. The conceptualisations under consideration can therefore be applied in different contexts.

PHASE 1: PROJECT IMPLEMENTATION

We consider how a (European) Welcoming policy project could be initiated. Key questions include: who is to be involved and where do the managerial decisions lie. For example, is the decision to institute such a project a political decision or a decision taken at departmental level?

Maybe the impetus lies away from the municipality, with a NGO partner for example, or maybe it comes from a citizens' initiative. In any case, the project must start with a series of clearly elucidated aims and objectives. Once this is achieved, an implementation strategy is required.

External Stakeholder Groups

A typical 'welcome' project has a number of relevant stakeholder groups (see figure 1). These stakeholders must first be mapped in order to get the full overview of the scope of the project. These stakeholders can include external parties such as NGOs, embassies and citizens (including newcomers such as intra-EU mobile citizens). Internally, the legislative council of mayor and aldermen, and the executive city council are all of importance to the implementation of the project.

On a higher level, the national state (including relevant state policy, law and treaties), and the European Union (including European law, treaties, commitments) are also of importance, as are the media.

All parties should be mapped and their roles and responsibilities taken into account. For example, when confronted with a situation, the city council has to press for municipal action, to be undertaken by the executive council and the municipal civil servants. European, State and ministerial activity and policy can be of help too: sometimes there are subsidies or guidelines that can be used.

Importantly, these very same forces can also work as obstructions and complications. European and state laws and agreements can determine the (legal) framework within which the municipal government is allowed, or forced to manoeuvre. Other stakeholders can also hinder the formulation and implementation of policy. External parties

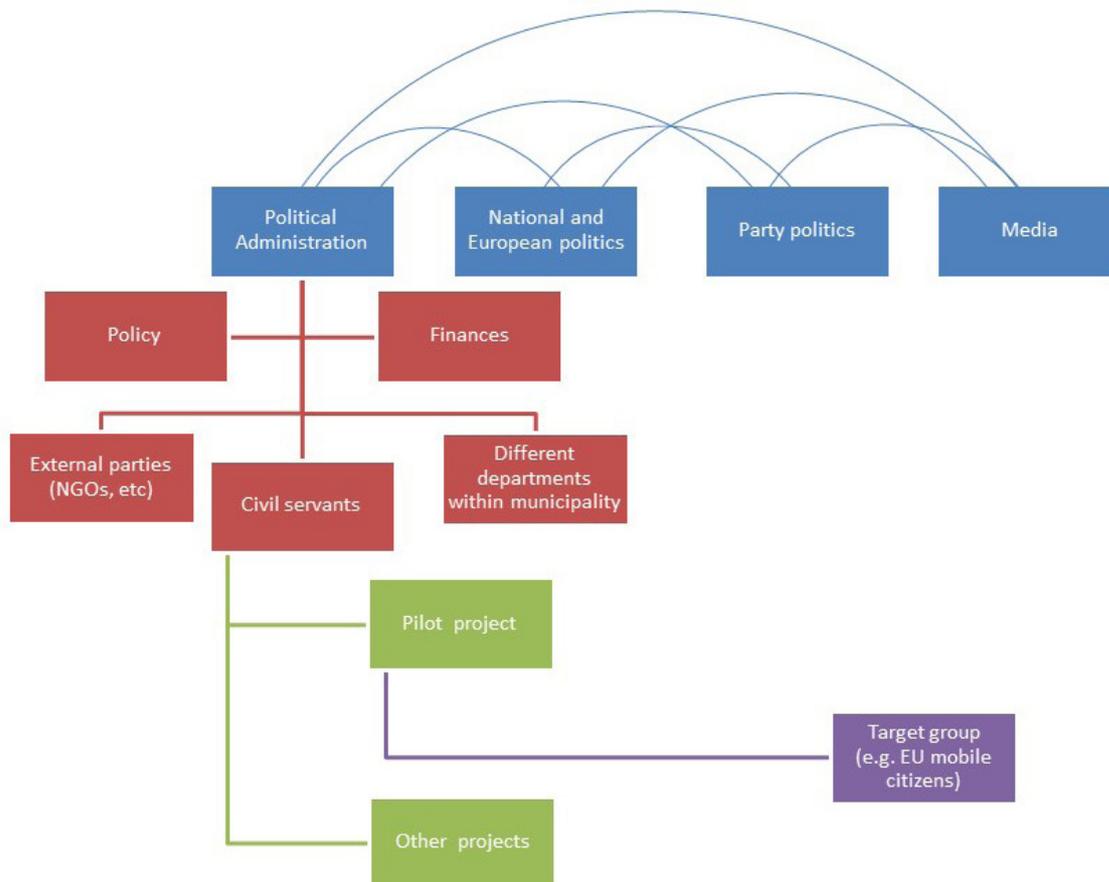


Figure 1. The internal and external stakeholders

have their own agendas, which may not necessarily be aligned with the intended objectives of the municipal policy.

Internal Stakeholders

Also, internal stakeholders, such as other departments within the municipality may have different or even contrasting objectives. For example, this can be the case when a project has to deal with both the social affairs department and the economic affairs department.

Media Stereotyping

Finally, media-stereotyping can have a very strong impact. For example, intra-EU mobile citizens from Eastern and Central European countries may be associated with negative connotations in the media. It is therefore important, when implementing a new policy, to be aware of how relevant stakeholders,

both externally and internally, may be influenced by these kinds of mediated preconceptions.

Welcome Europe project partners certainly came to understand that the designation 'intra-EU Mobile citizens' allows for a more inclusive description of this highly diverse group than other commonly used designations. Bucken-Knapp and Spehar offer further insight into this matter in their 'Media' chapter in this section of the toolkit.

Pilot Projects

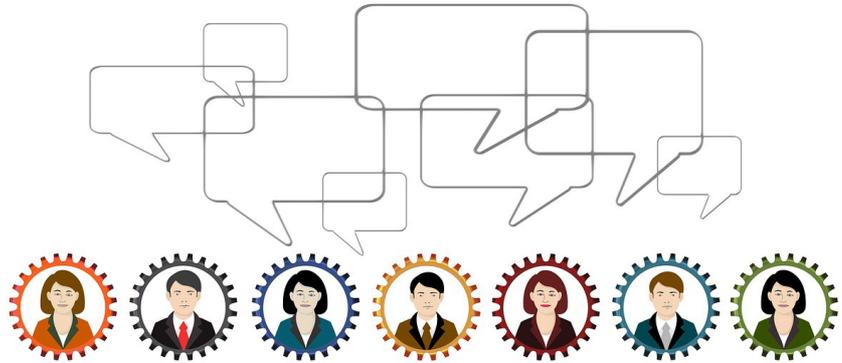
After having mapped the stakeholders and their agendas and possible preconceptions, it is essential to prepare a proposal for policy development. As a preliminary step, a series of pilot projects can be initiated. These may then function as initial supports for the proposed policy. Many examples of such pilot projects are described in other sections of this toolkit.

PHASE 1: TIPS

- Start the project by setting a series of clearly elucidated aims and objectives;
- All the stakeholders, both external and internal, should be mapped and their roles and responsibilities taken into account;
- Be aware of how relevant stakeholders may be influenced by media preconceptions;
- A series of pilot projects can be initiated to function as initial supports for the proposed policy.

PHASE 2: POLICY DEVELOPMENT

Once the pilot project has been established and the stakeholders mapped, a conceptual and organizational 'home' will be needed for the process. Someone should be given overall responsibility for the operationalisation of the process. Usually one civil servant (or a small team) will be given the task of planning and developing the policy initiative, within a given budgetary framework.



In general there are two possible routes of policy development:

- either the council has ordered the municipality to act on the creation of a welcome policy (top-down);
- a pilot project was undertaken and now the results have to be implemented as a policy (bottom-up).

These results have to be first brought to the attention of the political administration of the municipality. In either case, the proposal or policy brief has to be well prepared and well supported by all of the stakeholders involved.

In short, the aims and objectives of policy development include:

- Political agreement;
- Policy – budget – home base;
- Responsible department and personnel.

Several different constellations of stakeholders were represented in the Welcome Europe project group and different pilot projects were situated within participating municipal organisations. We have extracted four different conceptualisations from this range of experiences - or rather archetypical descriptions of how a project can be situated in the municipal organisation.

This conceptualisation does not

function as a way of showing what works best in which situation, rather it serves to make clear that each local situation is different and when developing policy, one needs to be aware of the specific constellation of the stakeholders and the possibilities and risks present in each context. By looking at how these conceptualisations best fit the practical reality, it is possible to be aware of these possibilities and risks during the phase of policy development.

These conceptualisations are:

- ▶ The municipal organization as a rake with the project directly at the end of one of the prongs.
- ▶ The municipal organisation as a rake with the project related to more prongs.
- ▶ The project as operating outside of, and at a distance from the municipal organisation; as an 'appendix'.
- ▶ The project as part of a spider web that connects the municipal organisation to several other relevant government organisations.

In outlining these conceptualisations, we hope to illustrate the range of strengths and weaknesses arising from how a project is situated at municipal level. Each of the four identified conceptualisations will be discussed in turn.

PHASE 2: TIPS

- A conceptual and organizational 'home' is needed for the process. Someone should be given the the task of planning and developing the policy initiative, within a given budgetary framework;
- The proposal or policy brief has to be well prepared and well supported by all of the stakeholders involved;
- The aims and objectives of policy development should include political agreement, policy-budget-homebase, and responsible department and personnel
- Be aware of the specific constellation of the stakeholders and the possibilities and risks present in each context.

THE 'ONE PRONG POSITION'

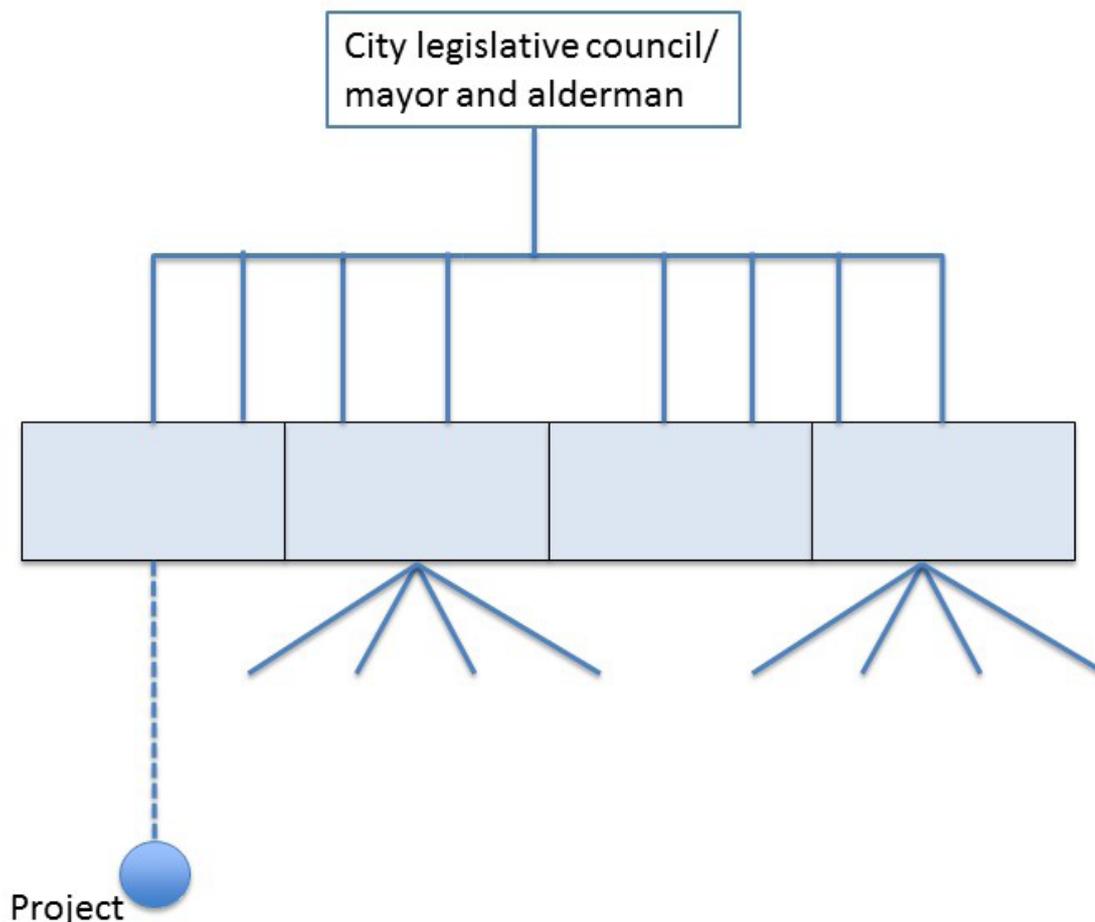


Figure 2. The municipal organization conceptualised as a rake, with the project in question situated directly at the end of one of the prongs

The single prong approach to the implementation of a welcome policy can work well hierarchically when the motive force driving the initiative is 'bottom up' and the managing director is positive. Unfortunately, this is often an idealised position only, as it is highly reliant on the support of senior managers in the organisation.

This is often almost impossible to arrange (given full agendas and political priorities, see figure 2). This conceptualisation was loosely based on the situation of the city of Gothenburg, where the pilot

projects and the welcome policy were developed at the department for allocation of social affairs (Social resursförvaltning).

Strength

■ This conceptualisation's strength lies in its clarity of action and responsibility. Although, more lines of connection can be good, it can be very difficult when a variety of perspectives and interests need to be taken into account. This diversity of opinion may in fact paralyze a project, especially in instances when

managers are not clear about its best or final shape.

Weakness

■ The conceptualisation's reliance on one operational link into the municipal organisation ensures that the project is vulnerable (budget cuts; change of managers and directors less convinced of the merits of the dossier).

It would be better to have a good mix of staff and line contacts.

A PROJECT CONNECTED BY MULTIPLE PRONGS

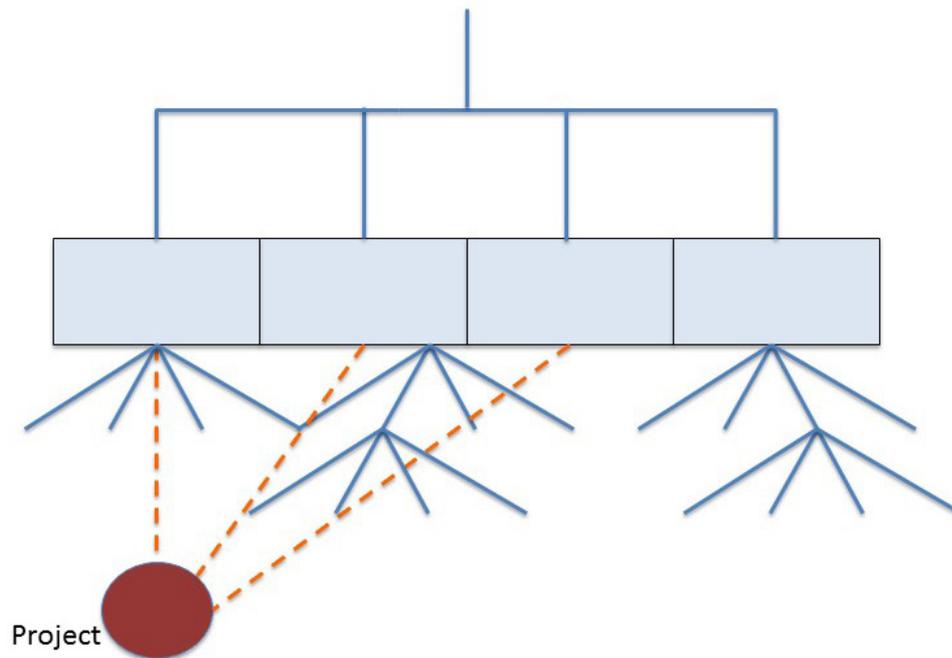


Figure 3. The municipal organisation conceptualised as a rake, where the project is related to more than one prong.

This conceptualisation was loosely based on the situation of Amsterdam, where the pilot projects and the policy were developed by one department, but this department was accountable to two different alderpersons, from both the department of Education as well as the department of Community Participation.

The future implementation of the welcoming policies will take place in another collaboration, with the department of Resident and Business Services. As a result, different alderpersons, departments and line managers will be jointly responsible for the implementation of (different parts) of the welcome policy.

Strengths

- This constellation has more strengths than weaknesses although it does depend on how and where financing and personnel capacity are decided on;
- Support from other policy clusters is important;

- Sometimes the project can solve problems that exist in other clusters;
- A good 'alarm' system is needed in this constellation. The central civil servant needs to keep informed and inform the relevant others when decisions are made, opportunities arise or problems need to be solved;
- The central figure in the project needs to remain in control of the dossier. S/he is its owner and director of the process;
- There is a significant responsibility for the project leader to communicate the urgency and validity of the dossier not only to the department's staff but also hierarchically. The project needs to be given a 'face' across the hierarchical levels, up to the managing directors and the council of mayor and aldermen. Here, again, continuous collection of hard data will help, although 'soft data' (such as relevant media materials: news items, documentaries) can also be helpful.

Weaknesses

- In this conceptualisation, the project facilitator will be dependent on the commitment of sometimes 'distant' others;
- The facilitator needs support from her/his manager (who may not have much knowledge of the actual dossier);
- The project needs to be anchored. Network constellations are only profitable in the development stage of a project. Upon consolidation it is better to find a home within the apparatus while making sure there is a dedicated civil servant who is allotted time and responsibilities to monitor and amend policy when needed;
- The benefits of the project need to be made clear to citizens and to the council. This is not always an easy undertaking, in a changing political climate. 'Hard data' are useful here and are best collected by the central (and authoritative) research department of a municipality.

THE PROJECT CONCEPTUALISED AS AN APPENDIX

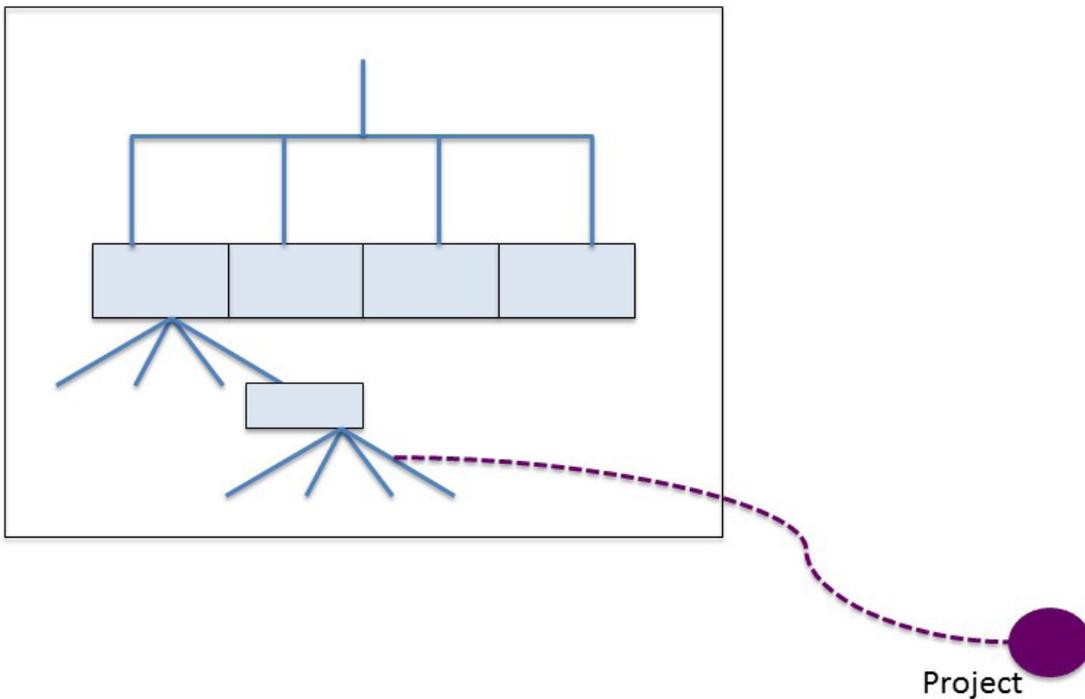


Figure 4. The project as 'appendix', loosely connected to the municipal organisation

This model is often applied in contexts where a project is either contracted out to an external service provider or is operationalised as a public/private partnership (see figure 4).

This conceptualisation was loosely based on the situation of Hamburg, where the pilot projects were developed by a public foundation (the Johann Daniel Lawaetz-Stiftung) which operates independently from the municipal government. The situation in Copenhagen mirrors this conceptualisation as well, as here, the pilot projects were developed by a public-private collaboration, the International House Copenhagen.

Strengths

- Some of these public-private ventures do have long lives, depending on the success of the lobbying done by the companies and

institutions involved;

- The public-private venture allows much more space for the execution of a project along lines the key facilitator feels are important in a specific local context. As there may be only a low level of allegiance to those responsible for policy (who may have their own agendas) it is easy, in this instance, to use roundabout means to organise political pressure (possibly, via the city council directly, or indirectly via relevant NGOs and other organisations such as embassies);

- Councils need to be made aware that control over cost and direction of in-house policy execution is often illusory. Oftentimes, public-private ventures are cheaper;

- The project leader needs to ensure that results are continually

made visible. Politically the organisation needs to be legitimated and validated by a stream of factual information (self-collected; coming from external research or positive media examples).

Weaknesses

- This may constitute quite a vulnerable organisational form for a project. For example, subsidies given to private contractors are dependent on renewal by councils;

- Relevant knowledge and attention can remain focused in a small circle of insiders;

- This will be a difficult position from which to get other departments to move on your dossier.

A PROJECT CONCEPTUALISED AS A SPIDER WEB

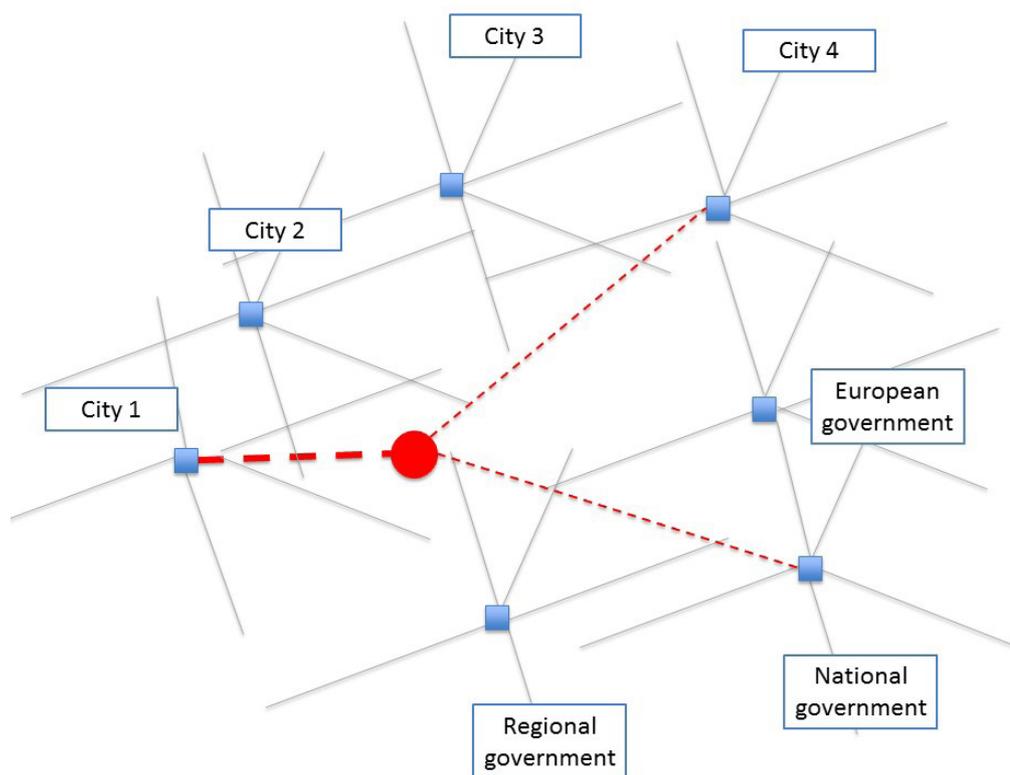


Figure 5. The municipal organisation as part of a spider web of governmental institutions and governments, connected primarily to one of these, while working in and with the spider web logic (by cultivating a number of weaker links along the strong one).

In this instance, the welcome project is situated in a mutually supporting matrix of statutory bodies and agencies (see figure 5).

However, responsibility for the project is retained by one strand of the web.

This conceptualisation was based loosely on the situation in Brussels, where several governments are competent for different matters (one national level government, four regional/community level governments for the Brussels region and nineteen municipal governments for the metropolitan area) but also loosely by the situation in Copenhagen, where the pilot projects were developed by the International House Copenhagen, which is accountable to several different stakeholders.

Strengths

- This is potentially the strongest constellation for a welcome project. The project sits in a matrix of potential funding agencies, while one acts as 'protector';
- The variety of links to government bodies and (possibly) NGOs and other financiers, will ensure that there are fewer blind spots in the implementation of the project than in other conceptualisations;
- A project positioned thus allows for shared ground to be fostered - where various involved parties can meet and exchange information and insight. This is an especially strong conceptualisation when it is connected to long-term policy commitments (even if these may be discontinued when political leadership changes).

Weaknesses

- Organisational ownership needs to be maintained in at least one of the governing bodies to which the project is connected at management level;
- Significant lobbying needs to be carried out in order to maintain visibility and a sense of urgency for the project.

PHASE 3: IMPLEMENTATION OF POLICIES

CREATING FAVOURABLE CONDITIONS FOR SUSTAINABLE POLICY

IMPLEMENTATION

Once the project has found a temporary home, a project leader will seek to strengthen the position of the dossier and of the policy activity connected with it in so far as she or he can. A number of conditions favouring deep implementation and maintenance become clear.

These are:

- Good planning. Financing is always periodical. At the appropriate moment before an end date or a budget evaluation date 'proof' that the project works needs to be presented to those placed in such a position that the information will be taken further;

- The mustering of 'proof' of the benefits that the policy will bring to the municipality. This can be done in different ways. Specifically:

- To embed necessary fact-finding in ongoing data collection by municipalities (for example,

to know how many EU mobile citizens from specific backgrounds have settled in the city, any and all information about income, housing and employment).

- Outside research outcomes can be very useful (finding such sources is part of being the 'owner' of a dossier, the project leader needs to 'live it'.

- Use media materials
- Offer direct communication by or experiences of citizens
- Media examples and communication by or experience of citizens can also reach the municipal organisation via the council. Important to monitor media reporting and alert those responsible in time. Related to this: see 6. (Immediately below: media monitoring).

- Engage with the responsible decision-maker regularly, keep her or

him 'up to date' on developments in the project;

- Make good use of all relevant policy documents to strengthen the case of the project (these may be found at a European or national level);

- Maintain contact with NGOs, who in turn may be close to political representatives. These NGOs, but also other external partners can also be useful to successful policy implementation as these parties can try to get the issues on the agenda of the political decision makers;

- Monitor all media content (using available websites and apps that collect news and background stories by topic area or theme); disseminate useful and policy-positive materials at strategic moments, either to create a positive climate for further financing or to counter negative, biased and unhelpful media reporting.

SUMMARY

A welcome policy can be embedded in a municipal authority organisation in a number of different ways. Each has its own strengths and weaknesses. To be effective, the local policy makers must be clear on how they hope to make use of the welcome policy and how this will benefit or suffer from different organisational structures.

No one 'ideal' structure will 'fit' all municipal situations in Europe. However, to be aware of the strengths and weaknesses of the organisational structure that most closely resembles the local situation can increase the chances of successful policy implementation.

9

MONITORING STOCKS AND FLOWS OF MOBILE EU CITIZENS AT MUNICIPAL LEVEL



INTRODUCTION

The Welcome Europe project sought to assist partner cities:

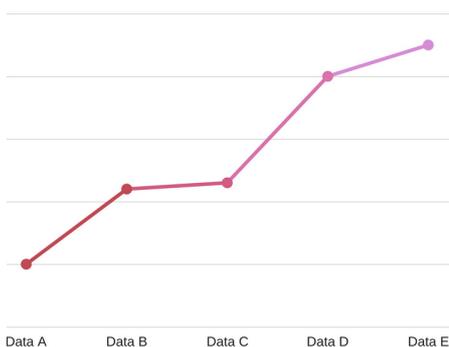
- to identify the needs of intra-EU mobile citizens and;
- to highlight a range of good practices that might realistically assist in the implementation of an effective Welcome Strategy at municipal level.

The Welcome Europe project recognizes that reliable data on stocks and flows of intra-EU mobile citizens is a necessary prerequisite for the achievement of such goals. The policy and administrative processes that shape the welcome of intra-EU mobile citizens must be anchored in an understanding of such data, in the first instance.

This chapter serves three purposes. Firstly, we outline the rationale behind the monitoring of migrant stocks and flows at municipal level - both for the initial development of policy and for the ongoing evaluation of city operations in this area.

Secondly, we address questions of data reliability, in this field.

Thirdly, we consider the importance of such data to the creation of practical educational resources for use in the training of relevant front desk staff and of the public in general.



WHY MONITORING DATA MATTERS

Most municipal authorities have a research office that has responsibility for collecting and analyzing data on all aspects of city life. Migration data should be routinely collected by these offices, which can allow for a regularly updated picture of migrant stocks to be had. Indeed, this is probably the only way in which a city can understand the full scope of the population living within its bounds and therefore:

- develop appropriate policies and initiatives at the municipal level and;
- evaluate their effectiveness in light of specific needs.

DEVELOPING POLICY INITIATIVES

As is the case with any policy area, welcoming policies for intra-EU mobile citizens must be created. Such policies will always reflect, to some extent the political will of a given city, as well as the resource levels and administrative capacities made available for delivering and sustaining such policies. Yet, the critical ingredient in the development of such policies is an effective understanding of what intra-EU mobile citizens are present in the city and what issues impact most strongly on them.

The Welcome Europe project has sought to encourage partner cities understand that they require reliable data on the types of migrants (TOMs) present in their operational areas. Intra EU mobile citizens are a very diverse group. Highly educated skilled professionals are commonly present, as are manual workers, spouses, family members, students, those that might be considered vulnerable, and those who present for seasonal labor opportunities. Different concentrations of these TOMs will be

present in different urban contexts. City authorities need to conduct a systematic census of the TOMs present locally. One consequence of such an effort, as seen in the Welcome Europe project, is that some cities have discovered the presence of “hidden” TOMs who have, heretofore, not been the subject of welcome policies targeting their specific needs. For instance, some partner cities with a dominant focus on the most vulnerable mobile EU citizens discovered, through monitoring data, that large numbers of more well-established mobile citizens were present, whilst cities with a focus on more ‘elite’ categories, discovered that significant numbers of vulnerable mobile EU citizens were present as well.

Effective access to such monitoring data enables cities to understand which TOMs are present, so that the challenging work of developing appropriate welcome policies can begin.

DEVELOPING POLICY INITIATIVES

If one aim of monitoring data is to develop an understanding of what policies might be necessary, an additional aim is to employ it in the regular evaluation of those policies. In particular, when collected at regular intervals, monitoring data can provide municipalities with important insights into the key trends associated with relevant TOMs.

In some instances, the data might show that de-qualification of mobile

EU citizens is occurring, in other instances, regular monitoring data may reveal that the TOMs active in a given labor market sector are being increasingly feminized. Having an understanding of the key trends among TOMs allows cities to fine-tune policies that may require modification, implement new measures where necessary, and shift resources away from policies that may no longer have a target group.

HOW RELIABLE IS MONITORING DATA

All data is open to questions of reliability. Data derived from the monitoring of intra-EU mobile citizens is no different. Many people can question whether it is even possible to accurately monitor the flows of intra-EU mobile citizens, especially, for example, in instances when individuals do not register their presence with the municipality. All monitoring data is thus best seen as incomplete. This is particularly the case for short-stay migrants who will have only a limited interaction with the municipality and for long-term, but vulnerable residents, who are also unlikely to become a part of official monitoring data schemes.

In such instances, cities must necessarily resort to more creative monitoring strategies. One potentially useful strategy is to engage in regular communication with the NGOs who come into regular contact with these TOMs. Such organizations often have their own methods of estimating the number of individuals they serve and the nature of the communities from which these individuals come. While such data will never be exhaustive, it can still provide a useful rough estimation of numbers of those who might not otherwise be visible in official monitoring data.

MAKING USE OF MONITORING DATA: BEYOND POLICY-MAKING

Monitoring data can be deployed for purposes other than the simple mapping of potential beneficiary groups.

Such data can also be used by municipalities as part of their regular internal staff education and training programs. An inevitable difficulty faced by front desk staff in the various offices dealing with intra-EU mobile citizens is an awareness of the larger trends beyond those experienced by their respective divisions.

A broad engagement with the nature of intra-EU mobility and the types of intra-EU mobile citizens present in a city can help municipal authority staff members situate their work within the broader range of challenges faced by the municipality in this area.

Such an engagement can therefore help staff members understand how their own work feeds into larger priorities of the city, its resource allocation plans, and the establishment of new and overarching priorities.

Such an appreciation is useful on a number of other levels. It can provide front desk staffers with facts enabling them to engage more effectively with

other municipal offices tasked with similar activities targeting intra-EU mobile citizens - allowing them to have some shared factual overview as a point of departure, be it for resolving internal conflicts, or brainstorming new forms of collaboration.

Equally, such monitoring data may be used by municipalities in dialogue with other societal actors.

Through presentation on municipal web-sites and popular reports, the data can be used to provide the general public and other interested actors with an understanding of the real numbers when it comes to the presence of different TOMs of mobile EU citizens.

Equally, such monitoring data can be used by municipalities that find themselves in situations where media coverage mistakenly reduces the complexity of mobile EU citizens to certain TOMs, thus fueling popular misunderstandings that can result in calls for policies targeting non-existing problems.

SUMMARY

The effective monitoring of intra-EU mobile categories resident in a city is a necessary first step towards the institution of policy in this challenging area of municipal governance. Primary data allows for trends to be mapped and responses to be operationalized. The lack of such data can only reduce the effectiveness of

any policy response that is instituted at municipal level.

City governments should remain cognizant of the need to know their city before ever operationalizing a policy response. Effective monitoring allows this to occur.

10

MEDIA AND MOBILE EU CITIZENS

WHAT CAN CITIES DO?



INTRODUCTION

The media-framing of intra-EU mobile citizens emerged as a topic of interest during the Welcome Europe project. As became apparent during the UK's recent 'Brexit' referendum, the media can play a powerful role in shaping how intra-EU mobile citizens are perceived in their destination. Misinformation and misperception can trigger a vicious cycle, influencing government policy, which in turn reinforces negative attitudes in mass media and hate speech with the community at large.

Migrants are substantially affected by such discourse and this has obvious consequences on migrants' own sense of belonging and inclusion. The media and online commentary have a significant influence over public discourse, impacting all stakeholders and especially policymakers and politicians.

Media is therefore a matter of some importance for cities trying to manage the integration of intra-EU mobile citizens. The media is not simply a setting for stories about migrants, it represents migrants in a particular manner and shapes wider understandings at the local level and it can have a negative political agenda setting function concerning the integration of intra-EU mobile citizens.

This has an impact on both policy and administrative measures. A municipal agency charged with managing any aspect of intra-EU mobility must be mindful of this fact and must seek to engage with the media and respond to its framing of intra-EU mobility.

In this chapter, we highlight three ways in which the framing power of the media can be understood, and how cities can develop effective responses. Specifically, we highlight how:

- cities ought to sensitize staff working in relevant administrative offices about the subjective nature of media framing;
- how external communications policies can be developed to challenge media framing tendencies;
- the degree to which such efforts should be especially present in social media settings.

EDUCATING CITY STAFF TO BE CRITICAL MEDIA CONSUMERS

Much contemporary civics education, at secondary school level, aims to teach students to be critical consumers of information. An awareness of the subjective nature of media is commonly taught.

Municipal authority staff would benefit from similar training and that continued professional development (CPD) opportunities for those working in municipal administrations should include short modules informing participants about the media framing of intra-EU mobile citizens in the national and local media. These modules could be developed collaboratively between cities and shared with a range of stakeholders.

Such modules could effectively (and cost-effectively) be organized in the following manner:

- A brief overview of the way media framing is generally understood by scholars, and the consequence that this has on the perceptions of policymakers, the public administration and the public at large.
- Use of local migration researchers to present an overview of the way in which mobile EU citizens have been depicted in relevant media outlets with the greatest impact.
- Assessment of common framings in light of the data on local mobile EU citizens collected by both the city and other relevant actors. Possible discrepancies can then be outlined and interrogated.
- Consideration of the difficulties associated with the use of high-quality internal data on mobile EU citizens more broadly, and how these can also be meaningfully brought to bear in dealings with the public.



INFORMATION CAMPAIGNS: TARGETING THE PUBLIC AND THE MEDIA

A central finding of the Welcome Europe project has been that while there is a diversity in the types of mobile EU citizens, that diversity is only now coming to be seen and appreciated within the public and municipal administrations of each of the partner cities.

Indeed, the internal complexity of the intra-EU mobile citizen category appears to have been overly-simplified in various ways in the partner cities - with an emphasis on economically vulnerable and transient individuals in some cities, and an emphasis on highly-skilled 'talents' in others, even where the data shows that these groups are present in all cities.

To counteract this, municipal authorities should take a two-pronged approach with the aim of accurately illustrating:

- the variety of intra-EU mobile citizens present in the city;
- their differing integration experiences;
- the challenges jointly faced by cities and citizens;
- the success stories that have resulted when cities have recognized the different categories of intra-EU mobile citizens in their operational areas.

Specifically -

■ The municipal authority should first institute a communications strategy emphasising the presence of a diverse intra-EU mobile citizen group in the city. It would be useful, as part of this strategy, to make demographic monitoring data illustrating the characteristics of locally-present mobile EU citizen communities, available to the public.

- This communications strategy

should be communicated in a user-friendly, non-technical manner so that the local population can become acquainted with the diversity of the intra-EU mobile community and their experiences, locally. Presenting an authoritative account of what mobile EU citizens are, both locally and throughout Europe, as well as the policies (or lack thereof) that govern their integration into host cities, and the experiences from other urban settings, would not only serve to counter narrow coverage that focuses on limited categories and issues, but would also open the opportunities for media interest in a wider range of intra-EU mobile citizen related issues.



This could be achieved in the following manner:

■ Exhibitions could be organized. These could be jointly curated by municipal agencies and academics. They could highlight the personal stories of the various categories of intra-EU mobile citizens and problematize the experiences faced by these individuals as they seek to establish a new life for themselves and their families in their host city.

■ Opportunities for one-on-one learnings should be created. These could take place between long-term residents and newly arrived intra-EU mobile citizens. A useful example

of such a process is the local library "loan a citizen" initiative, where an individual can "check out and borrow" either a long-term resident or mobile EU citizen to become better acquainted with the life and experiences of others.

■ Public transportation video systems could be used to present brief documentaries and stories about the role that intra-EU mobile citizens play in enriching the diversity, culture and economic prospects of the city. This would have the added benefit of countering any "othering" tendencies associated with intra-EU mobile citizens.

■ Stories of emigration could be told as well. In this way, members of the local population could be familiarized with the experience of movement, broadly based. A sense of understanding and mutual accommodation could then be fostered.

■ Cities should seek to engage the media directly - to create a better knowledge base for the coverage of intra-EU mobile citizens' issues. These presentations could be packaged in such a general manner to be made available when media employees have "away days" for professional development and discussion opportunities.

■ Municipal data collection and analysis offices could offer short trainings seeking to inform journalists about the phenomenon of intra-EU mobility, both locally and throughout Europe.

PREVENTING THE ISSUE OF MOBILE EU CITIZENS BEING 'HIJACKED' ON SOCIAL MEDIA

The alleged negative impact that immigration has on local communities is causing heated debates and generalizations on social media. In an era where an ever-increasing number of people, particularly those under the age of 35, obtain their societal information from largely non-curated social media, it is imperative that municipal authorities wishing to imprint on the anti-immigrant debate on attitudes towards mobile EU citizens be present in social media channels as well.

Such a presence needs to be targeted, considering the limited staffing, time and financial resources at the disposal of city communications' staffs. Municipalities should not only understand the role that social media play in shaping public understandings about migration, but they should also see the potential in utilizing such media to engage in information sharing and audience interaction strategies.

This can be achieved in the following manner:

- Actors looking to make use of social media can quickly engage in one-way communication with either the broad public or a specific target audience, depending on the form of social media used. There is certainly a place for this type of social media use in countering the negative social media framing of intra-EU mobile citizens. Welcome Europe project partners certainly have rich informational resources and have the potential to package these in a manner that can resonate immediately and memorably with target audiences.

- Cities should avoid simply posting links on social media to print reports, data-based or press releases that are lacking a targeted message. While such documents and data should be highlighted, cities should consider the nature of the medium at its disposal and consider how the visual and textual opportunities can best be utilized to creatively draw attention to the information the city wishes to distribute.

- Cities should understand that many current information sharing strategies fail to fully exploit the potential of social media. Current strategies should be augmented by those that encourage substantial audience interaction, which can result in increased awareness of the target message.

- Specific strategies to facilitate audience interaction need not be complex or especially time consuming, but having put them into place as regular features of an actor's social media strategy, it can be expected that the audience will become more receptive and likely to adopt the desired behavior or message. To that end, we encourage cities, where they have not already, to augment their information sharing strategy in this manner (even where creatively packaged).

- Cities need to regularly evaluate the social media strategies they use to deliver accurate information about intra-EU mobile citizens.

SUMMARY

Cities need to be mindful of the media-framing of intra-EU mobile citizen experiences and seek to counter misinformation through the formulation of a fact-based and comprehensive municipal communications strategy. Traditional forms of messaging, informing and training should not be discounted but new media venues are important here.

The mere presence of municipal actors in these venues, even where

strategies are highly developed and targeted, does not guarantee that the resources being spent are achieving the desired result. While cities are not always certain as to how such strategies can be evaluated (Hansen-Flaschen & Parker 2012), the failure to do so runs the risk that a potentially effective communications tool becomes nothing more than a poorly understood component of the strategy of cities to take its message on mobile EU citizens directly to the public.

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