



European Urban
Knowledge Network



Immigrant integration in European Cities

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This paper has been written by the EUKN on behalf of the Cyprus Presidency of the Council of the European Union (The Ministry of Interior, Department of Town Planning and Housing). The paper has been produced as a discussion paper for the meeting of Directors General responsible for urban development to be held on 9th October 2012 in Nicosia, Cyprus. On this occasion the paper will serve as inspiration and a point of departure for roundtable discussions. A previous version of this paper has been discussed by the members of the Urban Development Group (UDG) on 4th September 2012. The examples described in the text boxes are all published in the EUKN eLibrary, on the section on the Cyprus Presidency, see: www.eukn.org/Dossiers/EU_presidencies/Cyprus_Presidency.

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Executive summary

Today, migration and integration are key issues on local, national and EU agendas. Migrants tend to settle in urban areas. Authorities responsible for urban policies have to address the opportunities and challenges of migration and integration at local level. EU cooperation and co-ordination within the fields of migration, integration and urban development may support national and local authorities in dealing with issues of migration and integration.

Cities face many challenges in relation to migration; three of them are discussed in this paper. One of the main challenges for cities is: How to respond timely to the changing and diverse migration flows and settlement patterns in cities? A second issue is: are generic policies sufficient to support migrant integration, or are specific migrant policies required and justified? A third topic pertains to the role of urban planning and development strategies in supporting the migrant settlement and integration in cities and neighbourhoods.

Cities have to anticipate the diversity and dynamics of migration, settlement and integration. This is a challenge for both new and 'old' migration countries, because of changing migration patterns. To move from reactive to proactive policy development requires first of all reliable and up-to date knowledge and data on migration and settlement. Policymakers need relevant research and adequate data for a timely and appropriate policy response. There is considerable agreement on essential instruments to support integration of newly arrived migrants, but new migration patterns may require new measures and policies. Cities face the challenge to combine the instruments in an integrated package, adapted to the local context and to meet the variety of needs of migrants.

The variety in policies regarding immigrant integration is partly due to different conceptions of equality and diversity. Any approach aiming at equal opportunities for migrants faces the dilemma: Is it allowed to categorise immigrants (and their descendants) as a separate category to promote equality? A distinction should be made between ethnic categorisation for monitoring and for policy development and implementation. The last one is most controversial and implies specific policies for migrants. One approach to overcome this dilemma is by mainstreaming migrant integration in policy development, implementation and planning processes. However, mainstreaming does not preclude the need for targeted measures. An alternative approach is the one of intercultural cities: to exploit the opportunities offered by urban diversity and to facilitate interactions.

Settlement and integration of migrants in cities also have a spatial dimension and impact. One of the contributions of urban planning to migrant integration relates to realising equal access to affordable and decent housing. Some types of migration, such as temporary migration, provide for new challenges. Secondly, urban planning and development can make a significant contribution to improving disadvantaged neighbourhoods where many migrants settle. Although deprived neighbourhoods appear to have some effect on opportunities for social mobility, it is often more effective to tackle obstacles to social mobility directly with socio-economic measures. However, integration is more than social mobility. Finally, urban planning and development should take into account the impact of migration and diversity on cities and neighbourhoods. Urban development strategies have the potential to contribute to the improvement of the liveability, community relations and opportunities for ethnic entrepreneurship in cities and neighbourhoods.

Introduction

For more than a decade, migration and immigrant integration are key issues on local, national and EU agendas. Authorities face new challenges of migrant integration and social cohesion, deriving from demographic change, the regionalisation and globalisation of the labour market and higher education, and the need for foreign workers to fill gaps in the labour market. For some countries, developing immigrant integration policies is a new task, because they have become major receiving countries only recently. Other countries are revising their integration policies because of disappointing results and changing migration patterns.

As Stated in the Programme of the Cyprus Presidency, “successful integration is the key for maximising the benefits of immigration both for the receiving societies and for migrants themselves, in terms of economic development and social cohesion”. However, the economic crisis hits vulnerable groups, including immigrants, particularly hard. Now more than ever, European countries and cities need effective integration strategies. Better utilising the positive contributions of migration and mobility will contribute to the Union’s growth agenda as well.

Local governments are most directly confronted with the challenges of immigrant integration. The overwhelming majority of immigrants settle in urban areas. This is acknowledged by the EC: ‘More action at local level’ is one of the three key areas of the European Agenda for integration of Third-Country Nationals (EC 2011a). Integration of immigrants is also a matter of urban development.

This paper aims to analyse key issues of immigrant integration in European cities and how authorities responsible for urban policies, on local, regional, national and EU-level can help to enable effective urban integration policies. It will focus on the integration of legally residing international immigrant in the Member States, and especially Third Country Nationals (TCNs). Within the EU, cooperation in the area of immigrant integration is restricted to this category. However, cities sometimes face similar challenges concerning increasing intra-EU labour mobility. For this reason, the current study will also include lessons learnt from intra-EU mobility.

It is almost impossible to give a neutral definition of the concept of Integration. A ‘practical’ approach to the concept can avoid much disagreement, while it fits well within the perspective of local policymakers and practitioners. In a practical approach, the promotion of integration focuses “on the outcomes in terms of social and economic mobility, education, health, housing, social services, and social participation (Niessen and Schibel 2007). However, this approach focuses on the structural dimension of integration and thus it should be complemented with due attention to the socio-cultural dimension of acceptance, adaptation, intergroup relations and respect for diversity.

The next chapter presents a brief overview of the EU context concerning migration, asylum, immigrant integration and urban policies. Chapter 3 outlines some of the immigrant integration challenges faced by cities. Chapter 4 considers relevant policy options and presents good practice examples. The last section summarises the main conclusions. The report contains one appendix: a glossary of some key terms.

The present background paper is linked to a dossier dedicated to the Cyprus Presidency in the EUKN eLibrary. This online dossier comprises a more extensive description of the practices presented in this paper (see: www.eukn.org/Dossiers/EU_presidencies/Cyprus_Presidency).

1. EU Context local immigrant integration strategies

This section briefly presents the framework of the EU policy on migration, integration and urban development. The EU principles on these issues agreed on the European level constitute the common ground for the discussion in the UDG-meeting.

1.1 EU asylum and migration policy

Since the Amsterdam Treaty entered into force, in 1999, and since the 1999 European Council in Tampere, the EU acquired a role in managing asylum and migration and in securing EU's external borders. Ireland and the UK have opt-out arrangements in this policy area. Through practical cooperation, information sharing and the synchronisation of national responses to migration, the EU States are developing a common approach to migration management. Main objectives are:

- Organising legal immigration better, e.g. by implementing various EU measures such as the EU Blue Card Directive and the Long-Term Residence Directive.
- Curbing irregular migration, including specific measures targeting employers hiring irregular migrants, targeting human trafficking and setting up a return policy.
- Establishing a Common European Asylum System (CEAS) by 2012 with the following three pillars: more harmonisation to protection standards; well-supported practical cooperation; and increased solidarity among EU States.
- Enhancing the integration of non-EU nationals (TCNs) in EU societies.

In the closely related security field, the EU Internal Security Strategy deals with security threats relating to organised crime, terrorism and disasters. A major objective is the management of the EU's external border; amongst others, to prevent illegal migration. By the end of 2012, the Visa Information System and the Schengen Information System will be operated by a new European Agency.

The external dimension of the migration and asylum policy is based on dialogue and cooperation with countries of origin and of transit and mainstreaming these issues in EU's external policies. EU's Global Approach to Migration and Mobility (2011) provides a strategic framework for this dimension.

1.2 EU immigrant integration policy

The EU has a limited but growing role in immigrant integration issues, deriving from various Treaties, the Charter of Fundamental Rights, the European Council multiannual Programmes (Tampere 1999, The Hague 2004, Stockholm 2009) and the Europe 2020 Strategy. The most important legal measures are directives on anti-discrimination, the rights of long-term residents and the right to family reunion (See Balch and Geddes 2012). In addition, there is a host of co-ordination and co-operation measures on integration, including:

1. A network of National Contact Points on Integration that functions as a forum for the exchange of information and good practices.
2. The Development of Common Basic Principles (CBP) on Integration, adopted in November 2004. They constitute the foundations of EU initiatives in this field.

3. The European Integration Fund (EIF). The EIF is complementary to the European Social Fund (ESF) for actions related to the participation of immigrants in employment.
4. The European Web Site on Integration (EWSI): the European Commission's Portal for Information on Integration, including good practices.
5. The European Integration Forum: a platform for dialogue on immigrant integration for civil society organisations.

Other instruments to support the development of effective integration policies are:

1. Handbooks on Integration aiming at exchange of information and good practices.
2. The development of European Integration Modules.
3. The development of common core indicators to improve comparability and reinforce the European learning process.

In 2011, the European Commission proposed a 'European Agenda for the Integration of Third-Country Nationals' to enhance the economic, social and cultural benefits of migration in Europe. The Agenda puts emphasis on immigrants' full participation in all aspects of collective life and highlights the key role of local authorities. In addition it underlines the involvement of countries of origin. Based on this renewed agenda, the Council of the EU reaffirmed its commitment to further promote the integration agenda by adopting in December 2011 the conclusion of the European agenda for integration of TCNs.

1.3 EU urban policy agenda and actions

Since 2000, the EU Member States started to cooperate within the field of urban development. Urban issues have been tackled within the EU Cohesion Policy and Structural Funds on the one hand, and are subject of intergovernmental cooperation on the other. Some milestones at the intergovernmental level are (Atkinson et al. 2011):

1. The Lille Agenda (2000): to create a common and permanent framework within which Member States could work together to develop a common approach for urban actions.
2. The Rotterdam 2004 Acquis, with an emphasis on the importance of exchange of knowledge and experience in urban matters.
3. The 2007 Leipzig Charter, highlighting the importance of an integrated urban development approach and the need to pay special attention to deprived neighbourhoods.
4. The Marseille Statement (2008) announced the "Reference Framework for Sustainable European Cities" (to be further developed in 2012) to provide cities with tools to elaborate and monitor sustainable and integrated urban policies.
5. The Toledo Declaration (2010) underlined the importance of urban policies and the integrated urban policy approach to achieve the goals of Europe 2020. It stresses the need to pay special attention to vulnerable groups in disadvantaged neighbourhoods. Additionally, it calls for a move towards a joint urban working programme.

2. Migration and integration in European cities: challenges and opportunities

2.1 Migration and integration in Europe: some features

Migration flows

- Europe has become a continent of immigration. Between 2001-2008 the level of net immigration in the EU was even higher than in a traditional immigration country as the USA (Sobotka 2009). The economic recession has put, at least temporarily, a break to this increase in immigration to Europe.
- In 2008, 3.8 million people migrated to and between EU-27 Member States. The EU-27 Member States received nearly two million migrants from other EU-nationalities in 2008, while these states received 1.8 million Third Country Nationals (TCNs) (Eurostat 2011).
- Intra-EU migration has increased substantially over the last decade. The number of EU-27 citizens migrating to another Member State other than their own increased on average by 12 % per year during the period 2001-2008 (Eurostat 2011).
- There are huge regional contrasts in Europe with regard to migration. Spain, Italy, UK and France recorded the largest net immigration (in absolute terms) between 2000 and 2009. In relative terms, Spain, Luxembourg, Cyprus, Ireland, Malta and Italy experienced the largest net immigration in 2000-2009 (Sobotka 2009).
- In 2010, 2.5 million permits were issued to TCNs: 32.5% for remunerated activities (labour migrants), 20.2% for family reasons, 20.6% for study and 17% for various other reasons (EC 2012). In 2010, there were 259,000 asylum applicants registered in the EU27 (Eurostat 2012a). Labour is the main reason for migration; this is even more the case when internal EU migration is included.
- Irregular migration continues to be a major component of migration in the EU. Most often cited are estimates of fewer than 2 million up to 4.5 million (EC 2012).
- Temporary and circular migration increases, both to and within the EU. For instance, while in the UK an estimated 39 % of migrants in 2000 intended to stay for 1 – 2 years, this figure had risen to 49 % in 2009. However, there are only limited, incomplete and incomparable EU figures and estimates on these types of migration (EMN 2011).

Immigrants in Member States and Cities

- Migrant stock. In 2011 there were 33.3 million foreign citizens resident in the EU-27. The majority, 20.5 million, were citizens of non-EU countries. Citizenship can change over time, thus it useful to represent information by country of birth. There were 48.9 million foreign-born residents in the EU-27 in 2011, 9.7% of the total population. Of these, 32.4 million were born outside the EU and 16.5 million were born in another EU Member State. Only in Luxembourg, Ireland, Hungary, Cyprus and Malta did foreign-born from other EU countries outnumber those born outside the EU (Eurostat 2012b).

- There is a continued process of migration towards major EU cities such as Paris, London, Madrid, Barcelona, Athens, Vienna and Berlin (EC 2011b). There are no EU-wide data on migrants in cities, only some comparable data for some countries. For instance London, Frankfurt, Amsterdam and Brussels receive large numbers of immigrants: they resided 25 % or more foreign-born residents at the beginning of the 21st century (first generation migrants only).¹ In many EU cities the number of inhabitants with foreign backgrounds (first and second generation) now exceeds 20 % of those under 25 years old (EC 2011b)
- Immigrant integration. Eurostat data (e.g. Eurostat 2011) show that there are important gaps between EU-citizens and TCNs in terms of employment, unemployment, over-qualification, income, educational achievement, health status, housing conditions, etc. Evidence shows that some of these disadvantages have been reduced for the second generation, although the situation of those with both parents born abroad still shows disadvantages.

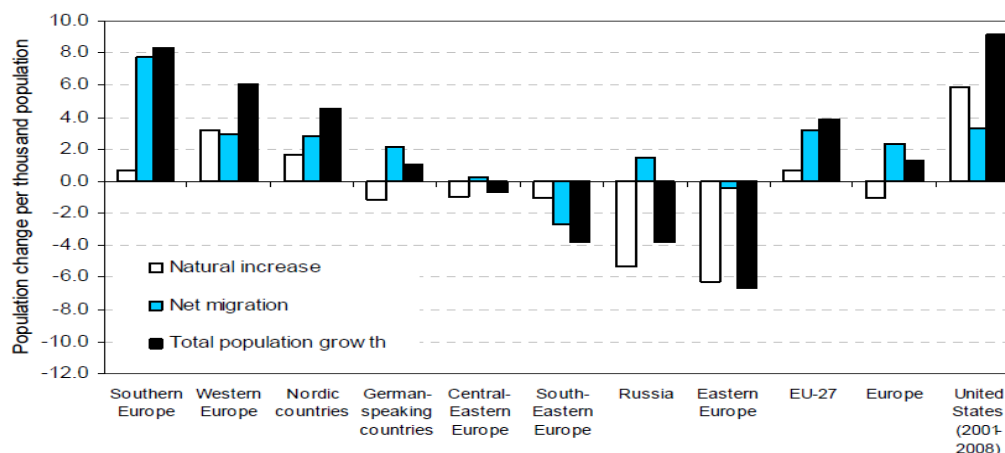
Demographic trends

- There are wide variations in demographic dynamics and patterns between and within regions within the EU (Geroházi 2011). Figure 1 summarises long-term demographic trends in European regions (and the USA). Between 2000 and 2008, southern Europe experienced massive immigration combined with a small natural population increase. Western and northern Europe combined considerable net migration with a sizable natural increase. The German-speaking countries experienced modest net migration and some natural population decline. South-east and post-communist Member States are on average net-emigration countries in combination with a negative balance of births.

¹ MPI Global City Migration Map: <http://www.migrationinformation.org/datahub/gcmm.cfm>

Figure 1

Average annual natural increase, net migration and total population increase (per thousand) in major European regions, Russia, the EU and the United States, 2000-2008



Sources: Eurostat 2010, US Census Bureau 2000 and 2010

Note: Data for the European Union exclude French overseas territories.

Territorial coverage:

Southern Europe: Cyprus, Greece, Italy, Malta, Portugal and Spain;

Western Europe: Belgium, France, Ireland, Luxembourg, the Netherlands and the United Kingdom;

Nordic countries: Denmark, Finland, Iceland, Norway and Sweden;

German-speaking countries: Austria, Germany and Switzerland;

Central-eastern Europe: Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, Slovenia;

South-eastern Europe: Bosnia-Herzegovina, Bulgaria, Macedonia, Montenegro, Romania, Serbia and Kosovo;

Eastern Europe: Belarus, Moldova and Ukraine.

Source: Sobotka 2009

2.2 Migration and integration in cities: trends and challenges

Authorities at national, regional and local level are faced with new challenges posed by changing migration patterns and the dynamics of migrant integration. This section briefly indicates some pressing challenges posed by migration and integration.

New migration developments and timely responses

EU regions and cities are confronted with very different challenges concerning demographic and migration trends. Some regions and cities face issues of shrinking populations and emigration of the young and able, while other ones will have to deal with effective migrant integration. Many EU countries, regions and cities will experience a shrinking and aging population in the long run (Geroházi et al. 2011). According to the EU's 2012 Ageing report, the negative demographic prospects will only be partly offset by the increase in older workers participation rates and migration inflows (EC and EPC 2011).² However, the demographic projections and their expected socioeconomic impact differ across the EU, reinforcing the disparities between regions and cities. For instance, in cities and regions with economic strengths (cites as London, Hamburg, Paris and

² However, the ability to make accurate predictions of future migration is restricted, partly due to the limited understanding of (the interaction between) the drivers of migration processes: the social, political, cultural, economic, demographic and environmental factors, such as climate change, in sending and receiving countries (De Haas et al. 2010).

Barcelona) the population will grow, due to inward migration. Other urban areas – for instance in parts of Central and Eastern Europe - will face both demographic and economic decline (Geroházi et al. 2011).

An increasing number of EU Member States and cities face challenges of effective immigrant integration. Southern Member States have developed relatively recently into countries of large-scale immigration. Many new Member States experience emigration, transit and (temporary) immigration simultaneously. The 'old' immigration countries in western Europe are confronted with changing migration patterns, such as increasing temporary migration. There are signs of new migration patterns in response to the economic crisis, from southern to northern Member States, and even to former colonies. A timely response to new migration trends is essential, but requires reliable up-to date information for planning and insights from research. Migration flows have become increasingly diverse and it is not always clear who will stay and who will leave. Political considerations and public opinion may hamper the development of appropriate policies as well, for instance due to tensions between the objectives of discouraging immigration and supporting integration.

Developing and implementing integration policies: diversity and equality tensions

Many of the integration issues are complex and can only be tackled by effective multi-level governance and an integrated approach. The integration of migrants is in important respect a national or regional responsibility, while national policies are implemented at local levels. The EU plays a certain role as well. Thus effective co-operation with other levels of government is essential. In addition, local integration governance is a cross-cutting issue and requires collaboration and coordination between relevant departments and services. Furthermore, public authorities share responsibility for facilitating integration with numerous actors across the city. In short, cities are confronted with a host of challenges of multi-level governance (EUROCITIES and MPG 2010).

Another challenge is the limited influence of governments on integration processes. Migrant integration is an autonomous, lengthy and complex process that can be affected and supported but not steered by public policies (Entzinger and Biezeveld 2005). These characteristics of integration processes are at odds with the pressure on democratically elected governments to achieve quick results in this field, preferably before the next election.

Overall, studies on integration point to the same key factors in immigrant integration processes: equal access to basic services and affordable housing, a strong legal position, non-discrimination, language training, recognition of qualifications, promoting labour-market and educational participation, consultation and dialogue (Fermin 2011). In some domains – for instance general services - governments can exert more influence than in others. Integration outcomes are significantly determined by the quality of general services and institutions. For example, differences in educational outcomes of migrant pupils are largely related to differences in educational systems across Europe (see, for instance, Crul and Schneider 2009). Thus, ensuring equal access of migrants to mainstream services, institutions and public goods is one of the main challenges for public authorities (see EU Common Basic Principle No. 6).

There is a wide variety of national and local integration policies in the EU, while formal and comprehensive policies are absent in various countries and cities. This diversity reflects not only

differences in local situations, but as well institutional and ideological differences. Differences between integration policies are partly related to different conceptions of equality and diversity. Is it allowed to categorise immigrants in promoting equal opportunities? This is an inherent tension in any integration approach. Are generic policies and measures for vulnerable groups sufficient, or are specific measures for immigrants required? In times of crisis and increasing anti-immigrant sentiments, policies targeted at immigrant groups increasingly meet resistance and resentment.

Integrated urban approaches to immigrant integration: the spatial dimension

Cities play “a crucial role as engines of the economy, as places of connectivity, creativity and innovation”, but cities are also places “where problems such as employment, segregation and poverty are concentrated” (EC 2011b). Immigration may reinforce both aspects of cities. Cities typically attract all kinds of migrants, including highly and low-skilled and legal and irregular migrants, and they often settle in different urban districts. Therefore the problems and opportunities are unevenly distributed within cities. How to maximise the positive impact and how to mitigate the negative effects of migration for all involved? How to address the issue of divided cities?

How can strategies of urban development be utilised to facilitate the integration of migrants in cities and neighbourhoods? Migrant settlement and integration in cities has a spatial dimension. Vulnerable categories of migrants - including irregular migrants - tend to settle in disadvantaged neighbourhoods, aggravating the multiple problems in these areas. From an urban development perspective, migration and diversity raise new issues. How to obtain adequate information on migration, migrant settlement and the spatial distribution of migrants for urban planning? How to address the negative effects of concentration of migrants in certain neighbourhoods? How to utilise the opportunities offered by diversity in neighbourhoods and cities?

3. Urban integration policies and planning: options, good practices and lessons learnt

This chapter discusses some issues related to migrant integration identified in the previous chapter: (1) the issue of proactive urban policies and strategies to address new migration and settlement trends; (2) dealing with the tensions between equality and diversity in integration policy making: opting for policies for at-risk groups in general or targeted at migrants in specific?, and (3) the question how urban planning and development strategies can support the integration of migrants in urban areas. The next sections present some inspiring ideas, approaches and practices of migrant integration in cities and neighbourhoods that address these challenges.

3.1. Proactive policy responses to changing migration and settlement patterns

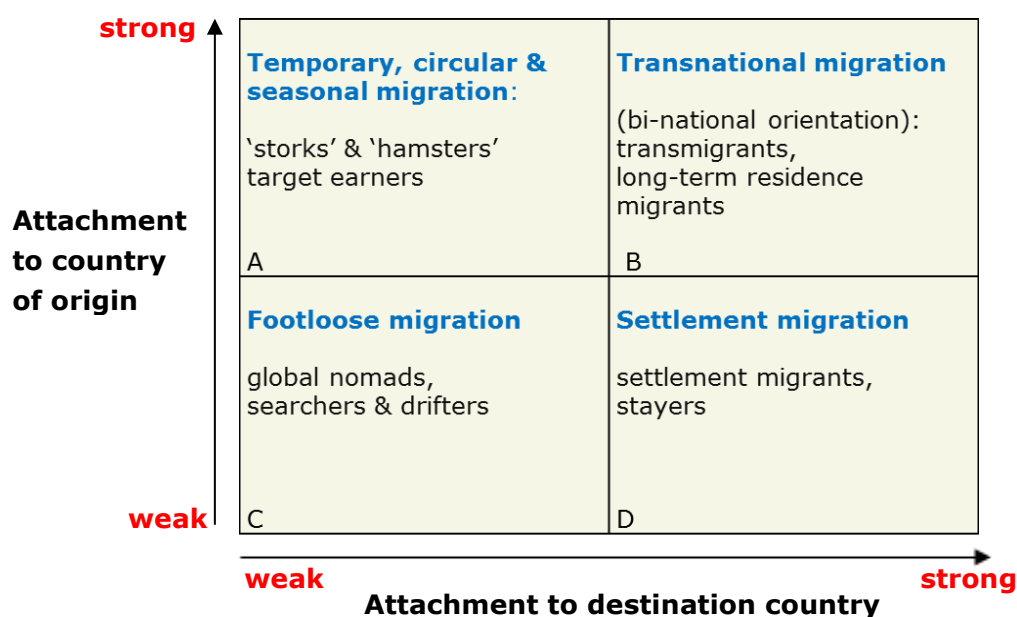
Public policy has to anticipate the diversity and dynamics of migration and settlement. Countries and cities that are already familiar with the phenomenon of immigration know by experience that migrants who intend (or are allowed) to stay temporarily may eventually settle permanently. With increasing numbers of temporary migrants because of new migration patterns and immigration policies, who will stay and who will leave is an even more urgent question. Many European countries have introduced selective temporary migration schemes for both skilled and unskilled migrants to fill labour shortages. Internationalisation in higher education results in an increase of international students. With the EU enlargement, internal labour migration from East to West has increased. Furthermore, especially countries on the fringes of Europe face a variety of temporary, transit, asylum and irregular migrations. A common reaction is to develop at best some reception services and to endorse migrants' intentions of temporary stay.

To move from reactive to proactive policy development and planning requires first of all reliable and up-to-date knowledge and data on migration and settlement. Urban planning and policy has to take into account insights and information on increased human mobility and the variety of settlement patterns. Thus an important question is: who will stay and who will leave? This is often ambiguous, especially for migrants with a temporary residence permit or an uncertain residence status. Tensions between policy goals of restrictive immigration and effective integration may as well hinder the development of adequate policies in time. Often migrants themselves are in a dilemma as well. Return intentions are revised over time. Especially in relatively new situations, there is a need for adequate data as well as research that provides deeper insight into the new phenomena.

An example of valuable research for policy development is the project of Engbersen et al. (2011) on labour migrants from Central and Eastern Europe in the Netherlands. They developed a typology of labour migration patterns among these migrants, based on both empirical research and typologies from other European studies. Four categories of migrants are discerned, depending on their attachments to the destination country on the one hand and attachment to the country of origin on the other. Factors as age, stage of life (married, children), skill level, type of work, legal status and place of residence (urban, rural) as well determined to which category migrants might belong. Two 'classical' migration patterns are discerned: temporary migration and settlement migration. In addition, the authors discern two new migration patterns: highly skilled transnational migrants with

strong attachments to both the home and the destination country and footloose migration (global nomads). The footloose migrants appear to be the most marginal category, with weak attachments with the country of origin, but also weakly integrated into the host society. Figure 2 should be interpreted dynamically: migrants may move from one quadrant to another.

Figure 2: A typology of internal EU labour migration and migrants' attachments



Source: Engbersen et al (forthcoming)

This typology provides national, regional and local authorities clues for developing adequate policies for the various types of temporary EU migrants. Temporary and circular migrants are in need of temporary housing arrangements and governments should fight their exploitation by employment agencies and landlords. Settlement migrants need voluntary integration courses, for instance on-site language courses in workplaces offered by their employers. Transnational migrants with intentions to stay for some years need voluntary language courses; in addition, they can make use of facilities for expats. The more problematic category is the one of footloose migrants, including migrants without a work permit (e.g. Bulgarians and Romanians in the Netherlands). There is a reason to monitor this group, as well as to arrange for temporary housing and support for homeless migrants and to fight exploitation (Engbersen et al. 2011). In short, a differentiated and flexible policy and infrastructure is required for these migrants. Actually, the variety of types of migration and settlement is even greater when Third Country Nationals are included.

In various Member States, stakeholders are already experimenting with forms of flexible services for temporary EU migrants (e.g. Byrne and Tankard 2007). There are still many obstacles and unanswered questions. What forms of partial integration can be expected from temporary migrants? Still, most of the migrant services are meant for settlement migrants, such as language courses. EU migrants are excluded from mandatory courses, because obliging them to participate is against EU rules. Non-mandatory courses can meet the needs of a greater diversity of migrants. For example,

legal EU arrivals and TCNs who wish to stay in Luxembourg for a longer period of time are offered a non-mandatory welcoming and integration contract, including language and citizenship training courses (see E-library on the EUKN site). Obviously, such contracts and courses are not designed for migrants who intend to stay for one or two years. These migrants may need some kind of introductory courses as well, for example, to acquire practical and minimal knowledge on work, living, services and rights. This requires thinking beyond the traditional dichotomy of temporary and settlement migration.

Cities have the capacity to help new immigrants adapt quickly to new demands and circumstances. In general terms, there is considerable agreement on essential and effective instruments to support integration of newly arrived immigrants, for example: tailored training and language courses, mentoring and coaching, diversity management and recognition of qualifications. It is not difficult to present good practice examples of for instance mentoring projects and on-site language courses (See EUROCITIES 2012a; Niessen and Schibel 2004). However, the challenge is to combine these instruments in an integrated package, adapted to the local situation and the diverse needs of newcomers, in collaboration with other stakeholders and furthered with public authority commitment, vision and leadership (Penninx 2009)

Services for immigrants in Cyprus

With its National Action Plan 2010-2012 for TCNs, Cyprus takes its first steps on the road to the development of an integration policy. However, already since 2008, the Nicosia Municipality Multifunctional Foundation offers various services to TCNs and other vulnerable groups in Nicosia. The Intercultural centre encompasses language courses and computer courses to improve the labour market opportunities of legally residing TCNs. The Multicultural Children Day Care Centre Nicosia provides after school care to children aged 5 - 12 of underprivileged parents, including TCNs. The Centre aims to improve the life changes of the children with the provision of various activities. At the same time it intends to expand the job opportunities of the parents, by facilitating day care for their children and by offering integration courses.

3.2. Equality and diversity in local approaches to immigrant integration

Studies and guidelines for effective integration governance generally point in the same direction: the need for proactive, coherent and sustainable policies, well-informed by research and policy-evaluation, co-ordinated between the various policy levels and departments, in partnership with other stakeholders and in consultation with the groups concerned (Fermin 2011). The EU Common Basic Principles on integration are based on a similar idea of good governance. However, in reality there is a wide variety in national integration policies across Europe. Furthermore, not all countries and cities have developed a comprehensive and coherent integration policy. This variety is partly due to different conceptions of equality and diversity. Is it allowed to categorise immigrants (and their descendants) as a separate category to promote equal opportunities? This is an inherent dilemma in any approach aiming at equal treatment and integration of immigrants.

A distinction should be made between ethnic categorisation for policy purposes or for monitoring. Categories of ethnicity or national origin are indispensable for monitoring the migrant integration processes and to identify the concentration of problems- for instance relative high levels of unemployment - within specific ethnic groups. Such statistics provide policy relevant information for the development of both generic and/or specific policies, to tackle serious arrears and the

accumulation of problems in certain groups. Authorities may choose different categories for monitoring: objective categories such as country of birth (of the parents) – e.g. the Dutch system - or subjective categories such as self-identification, as in the UK (Ham and Van der Meer 2012).

Ethnicity as a policy category raises much more discussion. This is the issue of generic or specific policies. Even in countries that do not shun specific or targeted policies to promote equal opportunities, the premise is: generic where possible, specific measures where necessary. Targeted measures within generic policies may be considered for instance when youth unemployment rates of specific ethnic groups are relatively high, or if public services are underutilised by certain ethnic groups. However, there are also disadvantages to specific policies based on categories of ethnicity or national origin. These policies may create tensions among the population - especially between vulnerable groups - and can reinforce stigmatisation (Vermeulen 2007).

In contrast, a generic approach emphasises individual rights and equality of citizens and refrains from recognising the collective pre-existing identities of ethnicity and national origin. This approach is in line with the reality that immigrants' needs do not differ greatly from those of the broader population, aside from migrant specific needs with regard to settlement and language learning. While some categories of immigrants are in greater need of support than others, their specific needs often overlap with those of other vulnerable groups in the general population. For example, social and active inclusion policies for vulnerable groups will support vulnerable migrants as well. However a generic approach is not always capable of addressing inequalities and obstacles associated with differences in ethnic or national origin. Above all, if the use of ethnic classification is banned in monitoring as well, it becomes almost impossible to detect and address the development of serious problems among migrant groups.

A distinction should be made between policy development and policy implementation. Policy development inevitably makes use of categories, such as gender, age, socio-economic status and also ethnicity. In policy implementation practitioners often make their own assessment in dealing with diversity and equality. There is an inherent tension between policy categories – as ethnicity and class - and the fluidity and diversity of the social reality. Based on a comparative study of local policy in Amsterdam and Berlin, Vermeulen (2007) shows that the practitioners in both cities regularly come up with similar real life solutions to deal with diversity and equality, notwithstanding huge differences in formal policies. For instance, they avoid the language of formal policy frameworks and take specific needs into account for those people involved. This could be a reason to assign practitioners with sufficient responsibilities to apply measures in a flexible manner. However, this could result in arbitrary and unequal treatment. Conversely, rigid application of policy categories in policy implementation may revoke resistance, because it may overlook those who really are in need.

Measuring and monitoring immigrant integration in Europe

The study of the SCP, The Netherlands Institute for Social Research (Bijl and Verweij 2012) shows that there are huge differences between member states with regard to the policy information on migration and integration collected by national statistical agencies. According to the authors harmonisation in the monitoring of immigrant integration in Europe is still some way off. These differences will be reflected in local policies, for national policies and national agencies provide the context, means, data and instruments for local policymaking.

In short, there are drawbacks to both approaches. In countries of northern and western Europe, there is a trend towards less specific policies for migrants and their descendants (MPG 2007). In times of crisis and increasing anti-immigrant sentiments, policies targeted at immigrant groups increasingly meet resistance. Furthermore, due to the increasing diversity – or even super-diversity (Vertovec 2007)³ - among migrants in large cities, the category of ethnicity loses much of its significance for policymaking. The diversity of migrants and modes of migrant integration requires at least a highly differentiated approach. Categories should be regularly evaluated on their adequacy. Where possible, categories should be chosen that directly reflect the problems at stake; for instance, illiteracy or weak literacy instead of ethnicity. Policymakers at local level, in cities and districts, often are more capable to identify and address problems because they are nearest to integration processes. This is one reason for decentralising integration policies and for flexible mainstreaming programmes at national level that provide local actors with the opportunity to apply them on the basis of local circumstances.

Two alternative - but not mutually exclusive - approaches to overcome the dilemma of equality and diversity in migrant integration policymaking have become prevalent: mainstreaming migrant integration and an intercultural approach.

Mainstreaming migrant integration

Mainstreaming immigrant integration is a trend in Europe. Mainstreaming is a concept originally developed in the policy domain of gender equality. Nowadays the concept is applied to equality strategies for other disadvantaged groups, including immigrants. EU Common Basic Principle number 10 underlines “mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services” as an important consideration in public-policy formation and implementation.

The mainstreaming approach is supported by the evidence that integration outcomes are determined mainly by the quality of general policies and institutions. Therefore, a promising strategy is to adapt mainstream institutions to the needs of immigrants instead of providing separate services. This is of importance for reasons of efficiency and equality, but also to avoid reinforcing tensions between social groups. However, mainstreaming does not exclude the need for targeted and migrant-specific monitoring, policies and measures. For instance, the more ambitious approach

Diversity and Inclusion Strategy of the London Organising Committee of the Olympic Games and Paralympic Games

The London Organising Committee of the Olympic Games and Paralympic Games (LOCOG) set itself the goal to make diversity and inclusion a key differentiator of the 2012 Olympic and Paralympic Games. The LOCOG Diversity and Inclusion Team developed a strategic approach to ensure and monitor its commitment to equality and diversity. Key elements of this strategy were: promoting an inclusive business culture, working closely with key stakeholders, a Diversity and Inclusion Business Charter, a recruitment and training programme offering opportunities to under-represented groups, and goal-setting including performance indicators and reviewing.

³ Cities receive migration from multitude of countries. For instance, London received people from 179 countries (Vertovec 2007). Immigrant populations may as well be very diverse in terms of statuses and migration types: workers, students, spouses, family members, asylum-seekers, refugees, undocumented migrants, EU citizens and new citizens (naturalisation). In addition, because of differences in times of arrival and skills, migrants are at different stages of the integration process. In addition, migrants differ by religion, gender, age, etc.

to actively level out immigrants' barriers to access to services and institutions requires identifying immigrants as a target group (EUROCITIES 2012b). Targeted policies may be required if general policies fail to reach vulnerable groups.

The mainstreaming approach is relevant for all kinds of organisations and institutions, and may focus attention on various forms of inequality and diversity. See the example of the Diversity and Inclusion Strategy of the London Organising Committee of the Olympic Games and Paralympic Games (text box). The LOGOC strategy was developed within the context of the Equal life chances for all policy of the Greater London Authority: a mainstreaming approach to ensure that equality for all strands of diversity (in age, disability, gender, ethnicity, faith or sexual orientation) is integrated into everything the organisation does, including how it procures goods and services.

The EUROCITIES 'Integrating Cities Charter'⁴ provides another example of a mainstreaming approach. This Charter, developed through peer review and benchmarking, launched on 22 February 2010, underlines the commitment of Europe's cities and mayors in addressing migrant integration through their four key roles in which they can promote equality and respect of diversity: cities as policy-makers, as service providers, as employers and as buyers of goods and services. Municipalities may be one of the largest employers in their city, and thus they have the potential to stimulate the labour-market participation of migrants by ensuring equal opportunities. Other options are to build diversity and equality standards into contracts with external providers and to ensure that equality and diversity aims are reflected in partnership agreements. Three Integrating Cities toolkits have been developed, offering practical, tested guidance and inspiration.

Intercultural cities

The social reality of cities experiencing considerable immigration shows that integration is better understood as the integration of a changing local society than integration of immigrants into a static society. Adaptation of society and institutional arrangements to the changing circumstances is inevitable. Recently, more encompassing approaches have been developed, emphasising the opportunities offered by diversity and human mobility for cities instead of the problems associated with diversity. This approach is often referred to as the intercultural approach.

Barcelona Interculturality Plan

The Barcelona Interculturality Plan was developed in three stages between 2008-2010, and includes a participatory process. The interculturality strategy aims at managing diversity on the basis of a long-term strategy to ensure social cohesion and at the same time to exploit the advantages deriving from cultural diversity. Promotion of interaction between citizens in all city practices across all departments and services is at the centre of Barcelona's intercultural Strategy. The strategy is elaborated in ten strategic linchpins and 30 goals and 90 measures.

The approach of the OPENCities project⁵ (2008-2011) of the British Council, funded by URBACT, is an example of this approach. This project aimed to promote openness of cities by benchmarking and presenting practical case studies. OPENCities publications underline how to unleash the potential of diversity and mobility for innovation, economic growth and attracting international organisations and foreign professionals (Clark 2010).

⁴ See: www.integratingcities.eu

⁵ <http://opencities.britishcouncil.org/web/>

The Intercultural cities (ICC) Programme takes the idea of the intercultural approach a step further. The Programme started in 2008 as a joint pilot initiative of the Council of Europe and the European Commission.⁶ It was conceived as an action research and policy development programme, designed to stimulate an inclusive debate, review and policy reformulation in 11 pilot cities on the basis of an intercultural approach to migration, integration and social cohesion. In addition, it encouraged pilot cities to develop comprehensive intercultural strategies for the management of urban diversity. The ICC concept helps cities to address the challenges of an increasingly diverse population. The ICC approach implies a holistic, inclusive and proactive approach to diversity, a vision on diversity as a resource, a policy to combat discrimination, adaptation of governance, institutions and services to the needs of a diverse population, a strategy and tools to deal with diversity and cultural conflict, and encouragement of intercultural interaction and mixing in public spaces as a means of building trust and community (Wood 2009).

The intercultural approach is closely related to that of mainstreaming and both approaches may complement each other (e.g. intercultural mainstreaming). However, while the mainstreaming approach focuses on equality and diversity, the intercultural one looks at social cohesion and diversity. And while mainstreaming is primarily a management approach, the intercultural approach is a more holistic approach, involving a substantive vision on the potential of diversity for organisations and cities and promoting dialogue and interaction as a means to social cohesion. Therefore, the intercultural approach has the potential to be of direct relevance not only for policymakers and organisations, but also for practitioners in cities and neighbourhoods. Both approaches are not only common in government departments and public policy, but also in private organisations (e.g. diversity management).

3.3 Urban development dimensions of immigrant integration

As stated in the 'European Agenda for the integration of Third-Country Nationals' (EC 2012), local authorities can make an important contribution in the field of social cohesion, urban development and disadvantaged urban areas. An important question is: How can strategies of urban development be utilised to facilitate the integration of migrants in cities and neighbourhoods?

The housing position of immigrants is usually regarded as a highly relevant aspect of the integration process. In addition, the residential area and the housing situation may also affect the future processes of integration of migrants and their descendants. Three interrelated issues regarding the housing and spatial dimensions of immigrant integration are:

1. Access to affordable and decent housing.
2. Segregation or concentration of vulnerable groups with a migrant background in disadvantaged neighbourhoods.
3. Taking into account the impact of migration and diversity on cities in urban development and planning.

⁶ See: <http://www.coe.int/t/dg4/cultureheritage/culture/cities/>

Access to affordable and decent housing

Equal access to housing is vital for the settlement and integration of immigrants. Newly arrived immigrants often have difficulties in finding appropriate housing, due to lack of command of the receiving country's language, lack of knowledge of the housing market, as well as discrimination and sometimes exploitation (Bosswick et al. 2007). Furthermore, settled migrants are often in a vulnerable position in the housing market, like native vulnerable groups. There is already considerable experience and evidence with methods and tools for local authorities and housing cooperatives to tackle these obstacles. For instance, 'one-stop' citizen's advice centres, information documents in different languages, an ombudsman who collects complaints, monitoring discrimination of immigrants in the housing market, and fair and transparent procedures for housing allocation (Bosswick et al. 2007).

There are huge differences between European countries and cities regarding Institutional settings as well as patterns of migration and settlement. In some countries local governments have more instruments available for allocation and improvement of houses than in other countries. Social housing under public influence is an important means to ensure access to affordable housing. Subsidies are also an instrument to reduce housing costs of vulnerable groups, thus increasing the affordability of housing (Bosswick et al. 2007). Public-private-partnerships are an instrument to improve access for migrants to privately rented housing.

There are considerable differences between migrants regarding their housing needs and problems. Not only vulnerable groups, but also highly educated migrants may need information and advice in finding suitable accommodation. Moreover, temporary and seasonal labour migrants from other Member States are in need of flexible housing arrangements, such as Short Stay housing blocks and measures against exploitation by private landlords.

The concentration of migrants in disadvantaged neighbourhoods

Cities generally perceive the segregation or concentration of vulnerable groups with a migrant background in disadvantaged neighbourhoods as a policy challenge (Bosswick et al. 2007). They are afraid that ethnic segregation reduces the opportunities for integration. Segregation may hamper integration in different ways. Firstly, segregation may limit access to (quality) services and goods. For example, the schools in segregated neighbourhoods are frequently of lower quality. Secondly, segregation provides migrants less opportunities for social contacts with natives, with poorer language proficiency as one of the consequences. Segregation thus negatively effects the formation of social networks with the receiving society, mastering the language and acquiring knowledge of the society. In other words: it may hamper the formation of social and cultural capital. This in turn may hinder the integration into the mainstream society and identification with this society (Bosswick et al. 2007).

Social mixing is considered one strategy to overcome the possible negative neighbourhood effects on integration. Mixed neighbourhoods offer more opportunities for mixed social relations and these relationships can help lower-income residents to get access to a more diverse network (social capital). Three types of mixing or desegregation are being pursued. A first strategy is to differentiate the housing stock, for instance by mixing social housing and owner-occupied housing. This will create a more balanced socioeconomic mix of residents. A second strategy is to set requirements to prospective inhabitants, for instance by the use of formal or informal quotas to avoid a high concentration of migrants or vulnerable groups. A third strategy is to create 'islands' of homogeneous blocks in a mixed environment. In general, the results of the desegregation programmes are mixed (EUKN 2012). Many approaches and instruments have been applied in various European cities to counter residential segregation, but often without the desired results (Bosswick et al. 2007; Mariniello 2008). Effectiveness is also difficult to measure because social mixing often must serve many and often not clearly defined purposes.

Research does not confirm the supposed negative relationship between segregation and integration. Segregation may hinder integration in some situations, but this is not always the case. Among scientists there is a debate on the neighbourhood effects on opportunities for integration and social mobility. There is no unambiguous research-based evidence that social mixing has a positive effect on the opportunities of the vulnerable residents to improve their social position over time. It is not even proven that the area where someone lives significantly affects the opportunities of the individual residents. Most likely there is some neighbourhood effect, however of a limited nature. Much more influential are individual characteristics such as individual resources and preferences (Manley et al. 2011). In addition, there is no convincing evidence that mixing positively affects the social networks and social capital of deprived residents. It is more effective to improve opportunities and life changes directly by investing in the skills and health of individuals, than by a territorial approach of social mixing.

Promoting ethnic entrepreneurship in European cities

The fourth CLIP network overview study (Rath and Swagerman 2011) draws the findings from 28 city case study reports together. It shows that ethnic entrepreneurs, however small their venture, contribute to the economic growth of their local area, often rejuvenate neglected crafts and trades, and participate increasingly in the provision of higher value-added services. They can help to promote stronger trading links with their home countries and foster social cohesion in their host communities. The report examines what city authorities are doing and can do to attract ethnic entrepreneurs and to facilitate the business environment.

Nevertheless, even though the neighbourhood effect on the life chances of the poor are small, there are plenty of other reasons to invest in disadvantaged neighbourhoods and to promote interaction: to improve community relations - another element of integration - or to improve personal security and liveability of these neighbourhoods. Furthermore, the fact that inhabitants themselves often prefer socially mixed neighbourhoods is an important reason to promote social mixing (EUKN 2012).

An integrated approach is essential to rehabilitate and improve disadvantaged neighbourhoods, combining physical renovation with social, economic and cultural measures. For example, to improve

educational attainment of the children and the youth inhabiting these areas, cities can facilitate preschool classes, involvement of parents, homework classes, and involvement of local companies (internships). The allocation of public institutions and services - such as schools, sports facilities, libraries and municipal offices - into these areas will enhance the integration of segregated areas into the city as a whole (Bosswick et al. 2007). Another measure to increase the attractiveness of these neighbourhoods is to create a more positive public image of the neighbourhood by utilising the opportunities and strong points of an area (Wassenberg and Van Dijken 2011).

Promoting local ethnic entrepreneurship is another strategy to improve the liveability as well as the employment opportunities for low-income and unemployed residents. Besides disadvantages, some extent of ethnic concentration may have benefits as well. Ethnic networks in neighbourhoods may have a positive function for migrants' well-being and integration, in particular for newly arrived migrants (Bosswick et al. 2007). Above all, ethnic enclaves in urban neighbourhoods offer opportunities for ethnic entrepreneurship. Cities can create favourable conditions for ethnic entrepreneurs, for instance by providing information and support in finding a business location and improvement of business skills (Rath and Swagerman 2011). Facilities to support entrepreneurship should be accessible for everyone, with special attention for obstacles faced by migrant entrepreneurs, such as problems with recognition of foreign credentials and command of the country's language. Shops and small businesses of ethnic and other entrepreneurs improve the quality of neighbourhoods and contribute to the local economy.

City planning and diversity in the city

A final issue concerns ways to take into account the diversity of the population in the urban planning and development approaches. Departing from a needs perspective, the supply of urban housing stock should comply with the changing needs of the population. A strategy to achieve this is mainstreaming diversity in urban planning: paying attention to the specific housing needs and preferences of migrants and other diversity groups in all relevant urban development strategies. This implies, for instance, consultation and participation of civil society organisations, including migrant associations, and their involvement in planning processes. This may help to set priorities for new housing projects and to ensure that specific neighbourhood needs are met (EUROCITIES 2010). However, the differences in needs may not always be large. For instance, Dutch research on housing needs of migrants pointed out that there are only marginal differences between migrants and the non-migrant Dutch population. This certainly applies to the second generation (Permentier and Bolt 2006). Nevertheless, some categories, such as temporary migrant workers do have different housing needs.

Participatory planning of around mosque building in Duisburg

While some other mosque buildings projects resulted in fierce local campaigns against the proposed buildings, this was not the case with the building of the mosque in Marxloh, Duisburg (Germany). This was due to the collaborative way in which it was planned. German politicians, church and community leaders were invited to advise on the project.

The increased diversity of the population should be as well reflected in the urban development of neighbourhoods and the city as a whole. For instance, through the involvement of migrants in consultations and participatory meetings, they can have a say in the development of their city or neighbourhood. For instance, specific preferences may be related to the ways immigrants make use of public spaces and how they spend their leisure time. In addition, the participation and involvement of local residents into planning processes for neighbourhood renewal activities may improve community relations (Bosswick et al. 2007).

The intercultural perspective offers a more substantive vision on the design and planning of cities and neighbourhoods (Wood 2009). Planners should look at the city ‘through an intercultural lens’. A key question within this perspective is for instance: how to arrange public places to make them attractive for people from different background so they can meet? The issue is how the design public spaces and the built environment to facilitate the interactions between the various residents as a means to improve social trust and community relations (Wood 2009).

Research-evidence supports the importance of the design of public spaces for encounters between residents, but it also indicates that this relationship is more complicated (Blokland 2008). The design of the public space should facilitate repeated informal meetings, so that people recognize the faces of neighbours and feel at home in a neighbourhood. Public spaces such as the bakery, supermarket, and the bus stop may fulfil this function. Such encounters increase the liveability of neighbourhoods and cities, but should not be confused with personal relationships and social capital. Settings appear to be more important than geographical locations (neighbourhoods, city areas) for the development of personal relationships and for mixing groups (Van Eijk 2010). Settings are places where people meet and where personal relationships can arise, for instance: at the school, playground, greens, shops, sport facilities, nursery, and hobby club. Settings are functional meeting places that attract residents of different socio-economic backgrounds and offer opportunities for the development of relationships. Allocations of public services, such as sports facilities and libraries into segregated areas thus offer opportunities for interaction and even personal relationships between people with different backgrounds. Thus, there are many other ways to facilitate interaction between residents in addition to the strategy of social mixing of residential areas.

Urban renewal in Barcelona's Nou Barris district

Barcelona's Nou Barris district, a cheap, deprived housing district with a vulnerable population including many immigrants, has been upgraded between 1984-2011. The urban renewal interventions focused on public space and facilities to improve local connectivity and to promote social diversification. One of the most remarkable interventions is the construction of the award-winning Parc Central de Nou Barris that serves as meeting place and recreational facility and at the same time connects the district with the city centre.

4. Conclusions

Migration and migrant integration are both an opportunity and a challenge for authorities at all levels in EU Member States. Europe will remain a leading destination for international migration, and it will continue to experience ever changing internal migration flows. Therefore authorities face the challenge to maximise the positive impact and to remedy the negative effects of migration for all involved. This is especially a challenge for authorities responsible for urban policies. EU cooperation and co-ordination within the field of urban development can support national and local authorities to address challenges of migration and integration in cities.

One issue is: How to anticipate to the ever changing and diverse migration patterns that impact on cities? This challenge calls for investment in data collection and research on new types of migration and settlement. Moreover, new migration patterns demand new approaches and measures. For instance, new patterns of temporary migration require flexible services. This requires an open attitude and courage to experiment. Cities should have sufficient resources and adequate latitude to act to tackle this challenge.

A second issue is: Is it allowed to categorise immigrants and their descendants as a separate category to promote equal treatment and opportunities? It is important to distinguish between ethnic categorisation for monitoring and for policy aims. Categories of ethnicity or national origin are indispensable for monitoring migrant integration processes and to identify problems in time. Regarding policy development, evidence shows that general policies and the access to general services are most critical for migrant integration. However, special attention for specific needs of migrants is essential as well. Two alternative strategies to integrate considerations of diversity in policymaking and implementation are: mainstreaming and the intercultural approach. Both approaches may complement each other: mainstreaming focuses on equal treatment and opportunities, while the intercultural approach underlines the potential of urban diversity for innovation and the importance of interaction for mutual understanding and social cohesion.

A final question is: What is the potential role of urban planning and development in supporting migrant settlement and integration in cities and neighbourhoods. Realising equal access to affordable and decent housing and adapting housing schemes to the needs of for instance temporary migrants is an important objective. Next, urban planning and development strategies may contribute to the improvement of the liveability, community relations and opportunities for ethnic entrepreneurship in cities and neighbourhoods. It should be kept in mind that it is more effective to improve the opportunities of deprived residents directly with socio-economic measures than indirectly, by social mixing strategies. Thus, urban renewal approaches combining physical renovation with social, economic and cultural measures are more promising. Finally, city planning should take into account the impact of migration and diversity on cities and neighbourhoods.

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Appendix: Glossary of terms

Asylum applicant means a person having submitted an application for international protection or having been included in such application as a family member during the reference period (EUROSTAT).

An **asylum seeker** is an asylum applicant awaiting a decision on an application for refugee status or another form of international protection (EUROSTAT).

Circular migration: fluid movement of people between countries, including temporary or more permanent movement (THP/UNESCO 2008).

Emigrants are people leaving the country where they usually reside and effectively taking up residence in another country (EUROSTAT).

Immigrants are people arriving or returning from abroad to take up residence in a country for a certain period, having previously been resident elsewhere. According to the 1998 United Nations recommendations on the statistics of international migration (Revision 1), an individual is a **long-term immigrant** if he/she stays in his/her country of destination for a period of 12 months or more, having previously been resident elsewhere for 12 months or more (EUROSTAT).

Irregular migrant: migrant with irregular status, that is: a person entering, traveling through or residing in a country without the necessary documents or permits (THP/UNESCO 2008).

Migrant: a person undergoing a (semi-)permanent change of residence which involves a change of his/her social, economic and/or cultural environment (THP/UNESCO 2008).

Net migration is the difference between immigration to and emigration from a given area during the year (net migration is positive when there are more immigrants than emigrants and negative when there are more emigrants than immigrants) (EUROSTAT). A net immigration country tends to experience net immigration (greater immigration than emigration).

Refugee: person outside his country of origin who cannot return to this country because he/she has a well-founded fear of persecution or is unable or unwilling to return there owing to serious and indiscriminate threats to life, physical integrity or freedom resulting from generalized violence or events seriously disturbing public order (THP/UNESCO 2008).

Temporary migration: a non-permanent migration implying return or onward movement (THP/UNESCO 2008).

A **third country national** is any person who is not a citizen of the European Union (EU), including stateless persons - see Art. 2.1 (i) of the Council Regulation (EC) no 862/2007 (EUROSTAT).

Transit migration: the movement of people entering a country or region where they have no intention to remain or settle permanently (THP/UNESCO 2008)