

# The European Pact for Integration

for the development of a  
common migration and integration policy in the EU



A contribution to the Europe 2020 Strategy by  
Governing in Partnership

Dr. Wolfgang Schuster,  
President of the Council of European Municipalities and Regions  
Mayor of the City of Stuttgart

Publisher: City of Stuttgart  
Author: Dr. Wolfgang Schuster, Mayor of Stuttgart  
Layout and design: Uli Schellenberger

© July 2011

# The European Pact for Integration

for the development of a common  
migration and integration policy in the EU

A contribution to the  
Europe 2020 Strategy by  
Governing in Partnership

Dr. Wolfgang Schuster  
President of the Council of European Municipalities and Regions  
Mayor of the City of Stuttgart

# The European Pact for Integration

<b>1. For a culture of welcome in the European Union</b>	<b>5</b>
<b>2. Current integration policies in Europe</b>	<b>7</b>
2.1 Integration policies at local level	7
a. The Stuttgart Pact for Integration – a comprehensive integration policy strategy	7
b. The European Network of Cities for Local Integration Policies for Migrants (CLIP)	9
2.2 Integration policies at regional level	10
2.3 Integration policies at national level	10
2.4 Migration and integration policies at European level	11
<b>3. The European Pact for Integration</b>	<b>12</b>
3.1 The Implementation of the Europe 2020 Strategy by Governing in Partnership	13
a. Principles	13
b. General targets	14
3.2 The European Pact for Integration by Governing in Partnership	14
a. General mission and fields of action	14
b. Network organisation	16
c. Implementation	16
<b>4. For a tolerant, intercultural and socially just Europe</b>	<b>17</b>
<b>5. Cities participating in the CLIP Network</b>	<b>18</b>
<b>Good practises of successful integration strategies in CLIP cities</b>	<b>19</b>
5.1 Housing and integration of immigrants in the EU	19
5.2 Equality and diversity in jobs and services in the EU	20
5.3 Intercultural policies and intergroup relations with the focus on Muslim communities	22
5.4 Ethnic entrepreneurship	23

European Council

European Parliament

European Commission

Council of  
Europe

Education

Member States

# Governing in Partnership

Culture

Regions

Science

Economy

Municipalities

Civil Society

# 1. For a culture of welcome in the European Union

Currently more than 40 million foreign-born people live in the European Union. This has often substantially changed the composition of the local population. Especially the urban communities are getting more and more international and culturally diverse. The dynamic process of globalisation, labour mobility and demographic changes will accelerate this process. Different groups of migrants will continue to arrive and settle in European cities. This is a challenge but at the same time a chance for us to attract new migrant groups and secure a common integration process in our societies.

Still today many migrants face difficulties in becoming a full part of the economic, cultural, social, and political life in our societies. They face barriers to enjoy equal opportunities for participation both in social and cultural life.

Moreover, the terrorist attacks of 9/11 in the United States and later in Europe have greatly influenced the discourse on immigration, security and integration policies and thus changed public attitudes and the commu-

nication of political leaders towards migrants. Migrants are often seen as a problem-group unwilling to learn the language of the host country, taking away jobs and posing security threats. Border controls, immigration quotas, xenophobia, segregation, ethnic profiling, discrimination and restrictive immigration regulations are sometimes the consequences and are hampering the further integration process for both the migrants and the host society.

However, public debate on the integration of migrants often neglects the following issues:

Migration has long been considered and still is an important issue for demographic reasons which have to be addressed in our cities. Take Stuttgart, for example:

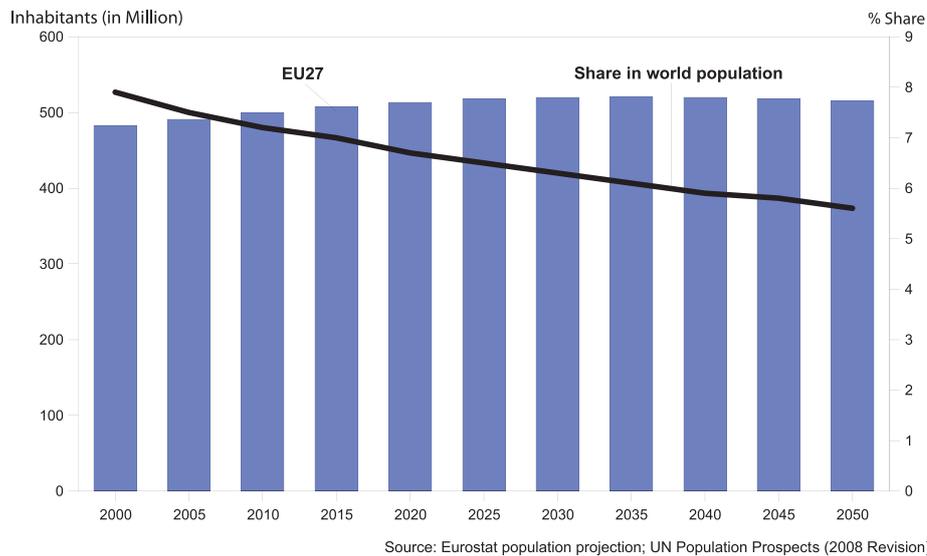
In less than 20 percent of households live children and youth. More than 50 percent of these children and youth living in Stuttgart have a migration background. Without migrant children and youth this would make up only a share of nine percent of all households. This development can be observed in many European cities. Without migration the EU would be on its way to



*Stuttgart is continuing its successful integration policy and wants to exchange best practices with other European cities.*

*Photo: Hass*

## Development of European population 2000 to 2050 and share in world population



become a big senior club. In contrast the world population keeps growing. Today, the percentage of the total population of the 27 member states of the EU with about 500 million inhabitants comprises just about eight percent of the world population. In 20 years we will make up only six percent of the world's population.

The dynamic economic growth is emerging mainly in Asia, in particular in China and India, as well as in Latin America and specifically in Brazil. The strong economic growth in these regions, our high dependency on fossil fuels and partly due to our lack of competitiveness, will lead to an increased relocation of production to regions of growth and a further deindustrialization of Europe.

The scenario of a future Europe as vacation getaway and open-air museum would have drastic consequences for our jobs, our prosperity and social security systems. In order to prevent that in the next 20 years the shrinking number of aging Europeans become cheap labour for the 94 percent of the world's population at extended work benches of Indian or Chinese companies or work as service providers in the „Recreation Park Europe“, we have to care for the talents, especially provide intensive support for young migrants. It is necessary to promote their potentials, their linguistic and cultural diversity as well as their intercultural competences, and use them for our economy and society.

We have to promote the “best brains“ in a targeted manner, keep them in Europe, and attract new ones. Only if we compete for the world's best brains we will succeed in producing and exporting the best products on a long-term basis. In the emerging global labour market the competition for high potentials, the best scien-

tists and creative researchers has long started. The danger is great, that in particular high potentials, well-educated migrants leave the EU countries, because they are welcomed in the growing markets of their native countries and have better professional perspectives. We experience this currently in Germany with the emigration of many university educated young fellow Turkish citizens.

At the moment there is an apparent contradiction between a necessary culture of welcome for migrants and the high unemployment rate among youth in particular among youth with migration background. This is largely of concern for the southern European countries Spain, Portugal, Greece and Italy. This high youth unemployment has various reasons and is also a consequence of an insufficient integration policy and the result of an inadequate culture of welcome.

A culture of welcome is expressed in particular through the respect towards others. It is necessary to appreciate our foreign fellow citizens, to recognize their efforts, promote their talents and by this help them to put down roots in their new home country. For decades we have failed on European, national, regional and local level to establish and experience a culture of welcome. Insufficient promotion of equal opportunities, insufficient promotion of talents and insufficient respect towards the efforts of migrants for our prosperity are contrary to the further development of Europe, which depends on good international relations, open markets and fair trade.

For this reason a successful integration policy is an essential requirement for the realisation of the EU 2020 Strategy for an intelligent, sustainable and inclusive growth.

## 2. Current integration policies in Europe

### 2.1 Integration policies at local level

Integration takes place at local level. Therefore it is the cities which already possess a rich experience how to integrate a highly heterogeneous and culturally diverse population into the local community. They are also centres of competence in developing and implementing strategies for integration and improved participation of immigrants and ethnic minorities. However, simultaneously, cities and municipalities are also the units that have to pay the price for failing integration processes - even though they are not in the position to regulate immigration flows by themselves and even though they depend on national and federal legislation in all immigration related issues.

For this reason, many cities and municipalities in Europe have started to develop integration policy concepts to be implemented as a cross-departmental issue on a daily basis of local life. Stuttgart is one of these cities.

Since the beginning of the new century, the city of Stuttgart has explicitly considered immigration as normal and desirable for the development of the region. The large percentage of people with a migration back-

ground (approximately 40 percent) is a benefit and resource for the city as a whole. All citizens living in Stuttgart are "Stuttgarters" regardless of their cultural and ethnic background. That's why the city committed itself to promote social and cultural integration and to assure equal opportunities to all its inhabitants in central areas such as the access to education, professional life, health-care, housing, political participation, and recreation.

#### **a. The Stuttgart Pact for Integration <sup>1</sup> –**

##### **a comprehensive integration policy strategy**

In 2001 the municipal council re-orientated the municipal integration policy towards a resource approach and adopted a comprehensive integration policy concept in the form of a 'Pact for Integration' to promote participation and equal opportunities for everyone, peaceful cohabitation and social cohesion, and the capitalisation of cultural diversity to extend competences within the international municipal society.

This pact, developed in a dialogue process, is a coalition between the public sector (politics and administration), the private sector (special interest groups and businesses), and the civil society (associations, sport clubs, community groups, and NGOs). Hence, this coalition consists of partners strongly committed to integration and aligned in network structures to make integration work. According to the Pact, integration is a two-way process and has many aspects. This requires the involvement of many partners in particular the citizens and residents regardless of their ethnic and cultural background. To make integration work the skills and competences of all have to be used to contribute to the social, economic, cultural, and civic life. This calls for the development of diversity policies, empowerment and the opening up of mainstream institutions.

The operative implementation of the comprehensive strategy is coordinated by the department for integration policy, which is directly responsible to the Mayor. The de-



*"New Stuttgarters" introduce themselves in a book published in 2006. Photo: Fröhlich*

<sup>1</sup> <http://www.stuttgart.de/item/show/305805/1/publ/9509?>



Stuttgart's work was awarded with the **UNESCO's "Cities for Peace Prize"** in 2004: From left to right: Uli Simon, Youth Department Stuttgart; Traugott Schöfthaler, Secretary-General of the German Commission of UNESCO; Jale Yoldas, Head of the German-Turkish Forum Stuttgart, Mayor Dr. Wolfgang Schuster, Gökay Sofuoglu, Head of Haus 49 and Gari Pavkovic, Commissioner for Integration of Stuttgart

Photo: Grimaldi

partment supports and connects municipal and non-municipal bodies that carry out integration and diversity measures in their own rights. The aim is the establishment of integration as a cross-departmental task and responsibility. To support this aim, an International Committee, a consultative body made up of 13 members from the municipal council and 12 expert immigrant residents has been institutionalized. The comprehensive strategy is realised in 15 fields of activities as follows:

1. Integration through education
2. Occupational integration
3. Social integration
4. Integration into the neighbourhoods and housing policies
5. Integration through civic engagement
6. Political participation
7. Inter-religious dialogue and integration work of religious communities
8. Internationality as a driving force for science and business
9. Internationality and cultural diversity
10. Integration through sport
11. Safety and security in our international city
12. Intercultural orientation of the city administration and its partners for integration
13. Cooperation network of cities in the area of migration and integration
14. The Stuttgart Partnership One World
15. Public relations and media

All activities are organised and offered in cooperation with other local bodies such as schools and NGOs. All measures offered within the various activities have to be low-threshold activities and address the needs of migrants, cover intercultural and cross-national services and here in particular focus on the quality of services in order to be successful.

Our work to promote integration has been recognized internationally: In 2003 the European Council took the key points of our "Stuttgart Pact for Integration" and adopted it as its official policy on integration. In 2004 our work was awarded the "Cities for Peace Prize" as honourable mention by the UNESCO. In 2005 Stuttgart won the competition prize "Integration is no coincidence" for successful integration policies initiated by the Ministry of the Interior and the Bertelsmann Stiftung. Since then the Pact has become a model for the development of strategies to promote integration in other cities and the National Integration Plan of the German Government.

This of course is an additional motivation for the city to strengthen its efforts to further develop its holistic integration policy strategy. However, the capacity of a city to influence all fields of activities is subject to certain limitations partly due to the given distribution of legal competences and financial resources between the EU-Institutions, the Federal Government, and the regional and local authorities.

## **b. The European Network of Cities for Local Integration Policies for Migrants (CLIP)**

As other cities face the same challenges it is important to interact and learn from each others' experiences. Therefore we initiated in cooperation with the Congress of Local and Regional Authorities of the Council of Europe (CLRAE) and the European Foundation for the Improvement of Working and Living Conditions (Eurofound) in 2006 the European Network of Cities for Local Integration Policies for Migrants (CLIP) to further develop our strategy and learn from other European cities.<sup>2</sup>

The aim of the network is to bring cities together to promote social cohesion, and to improve the situation of migrants in European cities, and their effective and sustainable participation and integration on local level. This integration work is supported by six European migration research institutes<sup>3</sup> to facilitate a structured sharing of experiences of scientifically evaluated good practices and innovative policies and strategies of integration.

Since 2006 the network has brought together 35 medium sized and larger cities from 22 European countries which are hugely diverse in their experience of migration, in their geography, population size, and range of services provided, political control and the approach towards different issues to foster a joint learning process over several years. By this, the network encourages a structured sharing of experiences and enables local authorities to learn from each other but also to share experiences with the researchers and between the various departments within the municipalities. Thus, the work of the network combines a bottom-up with a top-down approach to policy development and implementation.

From 2006 until 2010 four modules on different topics covered by case studies have been conducted and delivered city case studies, policy recommendations and overview reports with best practices, which are descri-

bing and evaluating the integration policies of the cities:

- Housing and integration of immigrants in the EU
- Equality and diversity in jobs and services in the EU
- Intercultural policies and intergroup relations with the focus on Muslim communities
- Ethnic entrepreneurship

The results of the CLIP case studies provide a broad scope of innovative measures and have shown that the local problems in integrating migrants are often similar, thus rendering comparable measures to deal with in the different cities. Even under quite different national frameworks, immigration history, economic and demographic settings, some cities adopted similar approaches to tackle these challenges and have significantly enhanced their understanding of key challenges of local integration policies for migrants: better and more critical understanding of own policies and practices, recognition of innovative practices in other cities, better comprehension of limits and of opportunities of transferability, informal networking with colleagues in other cities, better understanding of demands and practices of civil society and finally improved local practices in many relevant policy domains.

In addition, by involving different partners and stakeholders such as research, city networks on regional and EU-level and various EU-Institutions e.g. the Council of European Municipalities and Regions (CEMR), the Committee of the Regions (CoR), the European Commission, the European Parliament, the European Union Agency for Fundamental Rights (FRA), the European Network Against Racism (ENAR), NGOs, migrant organisations, media and social partners, the network supports and influences the emerging policy debate on European level and puts forward policy recommendations. Therefore CLIP could become a key player in the proposed European Pact for Integration.

<sup>2</sup> <http://www.eurofound.europa.eu/areas/populationandsociety/clip.htm>

<sup>3</sup> Migration research centres involved in the CLIP Research Group: Institute for Urban and Regional Research (ISR) in Vienna, Institute for Migration and Ethnic Studies (IMES) in Amsterdam, the Forum of International and European Research on Immigration (FIERI) in Turin, the Institute of International Studies (IIS) in Wrocław, the Centre for Migration Policy Research (CMPR) in Swansea and the European forum for migration studies (efms) in Bamberg which coordinates the research group



## 2.2 Integration policies at regional level

In the EU Member States the political level below the nation-state varies considerably. In federal countries like Germany, states (Länder) have their own rule with far-reaching powers, e.g. in the fields of schooling, universities, science and research, police, the promotion of housing construction and of many areas of social services.

Depending on the jurisdiction of the legislative process and the administrative implementation thereof the regional level can contribute to the design and implementation of an integration policy strategy. In the past decade there have been different initiatives on regional level to deal with integration policy issues e.g. by the Council of European Municipalities and Regions (CEMR), the Committee of the Regions (CoR), or the Assembly of European Regions (AER). The active participation of these institutions, in particular the cooperation with the Assembly of European Regions (AER) is a mandatory requirement to insure the success of the European Pact for Integration.

## 2.3 Integration policies at national level

Immigrant integration is also at the top of the agenda of the EU Member States. However, integration policies for immigrants have not been significantly developed in all European countries, partly due to the historical context of and immigration debate in individual countries, but also due to a lack of data and information on integration policies. The individual concepts differ both in terms of the prioritization of the issues and measures to be realised and in terms of their focus on particular target groups e.g. the integration of ethnic minorities as an issue in the new EU Member States or the situation of refugees in Greece.

In addition there are fine distinctions in the understanding of integration on which the concepts are based, e.g. the multicultural approach in the UK or the assimilation approach in France. These differences however do not undermine the necessity of a common strategy and the need of specific approaches in different member states, regions and cities.

In the last years lots of integration policy measures and initiatives have been developed and implemented at the national government level. A prominent example of this is the German Integration Summit<sup>4</sup> of 2006 which took place at the invitation of the German Chancellor Angela Merkel. This summit brought together the Federal Government, Länder, local authorities, immigrants, institutions and organizations from science, media, culture, sports, trade and industry, trade unions, and religious groups to prepare a joint strategy on integration and develop a National Integration Plan<sup>5</sup> as an overall national concept for integration. For the first time, all actors from different policy levels dealing with integration policies and society engaged in a dialogue with immigrants guided by the slogan:

Talking with them, not about them, demanding political commitment from all relevant partners and taking over the responsibility in respective fields of action to achieve a successful comprehensive integration policy.

As a result concrete goals as well as over 400 measures for government authorities, business, and social partners were adopted. This process clearly shows a turning away from the traditional German "Ausländerpolitik" (immigration policy) to a holistic integration policy approach.

Another important and unique initiative is the German Islam Conference<sup>6</sup> to establish a long-term dialogue between the public sector and Muslim representatives to promote mutual understanding, co-operation and participation.

<sup>4</sup> [http://www.bundesregierung.de/Content/DE/Artikel/18/Artikel/Nationaler\\_20Integrationsplan/2010-10-29-einladung-integrationsgipfel.html](http://www.bundesregierung.de/Content/DE/Artikel/18/Artikel/Nationaler_20Integrationsplan/2010-10-29-einladung-integrationsgipfel.html)

<sup>5</sup> <http://www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragtefuerIntegration/ThemenNeu/NationalerIntegrationsplan/nationaler-integrationsplan.html>

<sup>6</sup> [http://www.deutsche-islam-konferenz.de/SubSites/DIK/EN/Startseite/home-node.html?\\_\\_nnn=true](http://www.deutsche-islam-konferenz.de/SubSites/DIK/EN/Startseite/home-node.html?__nnn=true)

In 2006 Germany initiated the “Charter of Diversity”<sup>7</sup> adapted from the French Diversity Charter. Originally the Charter was signed by companies to promote diversity within the companies regardless of gender, race, nationality, ethnicity, religion or philosophy of life, disability, age, and sexual orientation to create a working environment free of prejudice. Now national and local authorities have signed the Charter and committed themselves to promote diversity. Currently there are more than 600 signatories.

The experiences of national governments and their involvement in the common integration policy will be an additional asset for the realisation of the European Pact for Integration.

## 2.4 Migration and integration policies at European level

Migration and integration policies are inherently intertwined. Migration policy and related issues of citizenship, naturalization and the right to vote are traditional responsibilities of a state. Therefore the EU-countries have adopted common rules within the Schengen Agreement on the right to travel and stay legally within Europe. A successful integration policy will influence the future migration policy in a crucial way.

Due to the free movement of persons within the EU with regard to residence and workplace issues, also migration and integration policy issues are relevant for the future and will call for reliable and binding answers on European level.

Over the past decade networks and dialogue platforms involving different stakeholders have been established and various measures and initiatives have been undertaken to support the integration work of European cities and municipalities on the national and EU-level: e.g. the Common Basic Principles for Immigrant Integration Policy<sup>8</sup>, the European Commission’s Communication on integration of migrants from 2005 to promote economic migration by measures of labour market, social and cultural integration of migrants<sup>9</sup>, the establishment of National Contact Points (NCP)<sup>10</sup>, the publication of three handbooks on integration providing best practices for policymakers and practitioners.<sup>11</sup>

These measures have been supported by the launch of the EU-website on the integration of immigrants<sup>12</sup> in 2009. The efforts illustrate a growing awareness of the close relationship between immigration and integration and the need to act collectively at the EU level by developing additional common instruments to cope with future challenges of growing plural societies in the EU.

The importance of the EU cooperation and a common EU strategy was stressed in the report of the independent Reflexion Group on the Future of Europe 2030<sup>13</sup> in 2010 and taken up in the EU 2020 Strategy<sup>14</sup> with seven flagship initiatives. Looking at the individual flagships the topic of integration is a crucial part throughout the different fields of action, for example employment, education, youth, and social inclusion to be implemented as a common task and responsibility on the different policy levels in Europe.

<sup>7</sup> <http://www.vielfalt-als-chance.de/index.php?id=296>

<sup>8</sup> [http://ec.europa.eu/home-affairs/policies/immigration/immigration\\_intro\\_en.htm](http://ec.europa.eu/home-affairs/policies/immigration/immigration_intro_en.htm)

<sup>9</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0389:FIN:EN:PDF>

<sup>10</sup> [http://cordis.europa.eu/fp7/ncp\\_en.html](http://cordis.europa.eu/fp7/ncp_en.html)

<sup>11</sup> [http://ec.europa.eu/ewsi/en/resources/detail.cfm?ID\\_ITEMS=12892](http://ec.europa.eu/ewsi/en/resources/detail.cfm?ID_ITEMS=12892).

<sup>12</sup> <http://ec.europa.eu/ewsi/en/>

<sup>13</sup> [http://www.reflectiongroup.eu/wp-content/uploads/2010/05/reflection\\_en\\_web.pdf](http://www.reflectiongroup.eu/wp-content/uploads/2010/05/reflection_en_web.pdf)

<sup>14</sup> [http://ec.europa.eu/europe2020/index\\_en.htm](http://ec.europa.eu/europe2020/index_en.htm)

# The European Pact for Integration

## European level

European Council  
European Commission  
European Parliament  
Committee of the Regions  
Council of Europe  
Council of European Municipalities  
and Regions

## National level

Federal governments  
National agencies

## Regional level

Members of the Assembly of  
European Regions  
and other regions

## Education

### Labour market

### Migrant families

### Neighbourhoods and housing policies

### Sport

### Political participation

### Intercultural orientation

### Inter-religious dialogue

### Cultural diversity

### Development cooperation

### Security

### Public relations

## Sciences and education

Universities  
Research and  
educational institutions

## Local level

Members of the CLIP network  
and other cities

## Civil society

Representatives of NGOs  
Associations of migrants  
European entrepreneurs' associations  
Labour unions  
Foundations

# 3. The European Pact for Integration

A view on the political map of Europe shows that the integration policies of the member states look like a colorful patchwork quilt both in terms of the legal and actual situation of the 40 million migrants who live in the EU.

To change this situation, integration policies will need a multi-level and multi-sectoral approach. To make integration work, new methods of cooperation, new efforts of many actors on different policy levels, together with the private sector and the civil society are needed. Therefore we have to develop a common understanding of the general mission for integration as a basis for an over-all EU-strategy.

As the legal competences in the different fields of action for a comprehensive integration policy are split we only can achieve reasonable results by sharing competences, tasks and benefits with all the different actors by Governing in Partnership.

## 3.1 The implementation of the Europe 2020 Strategy by Governing in Partnership

To implement the Europe 2020 Strategy and to realise action plans for the seven flagship initiatives in Europe, all political levels of policy making as well as the private sector have to be involved: An engagement not by more centralistic rules or by splitting of legal competences, but by sharing competences to achieve common goals: The economic and social development, education, science and research, environment and climate protection, stability of law and national security, demographic development as well as migration and integration. The Lisbon Treaty <sup>15</sup> promotes the task-related cooperation in the

various statutory forms in Europe. It calls for such cooperation to achieve the essential targets of the EU and demands a new approach of cooperation. Therefore a specific model of governance in the EU is needed: Governing in Partnership.

### a. Principles

Governing in Partnership is based on three principles:

- **Power-sharing**  
The Treaty of Lisbon promotes the task-related cooperation. The proposed European Governance Model envisages a binding power-sharing of the tasks important for shaping Europe's future in line with the respective competences of the individual member states, regions and cities.
- **Partnership**  
The EU-Governance Model is not a hierarchic model ruling with top-down regulations, but a partnership model. All levels, be it the European, national, regional or local, contribute within their competences in their own statutory and political responsibility to fulfil the aims and to realise the measures from the local level throughout the European Union.

An essential instrument to achieve these targets in a transparent, efficient and responsible way are organised, contractually binding horizontal as well as vertical networks. This networked cooperation based on partnership also includes regions, cities, communities as well as civic initiatives, private companies, research institutes etc.

<sup>15</sup> <http://eur-lex.europa.eu/JOHtml.do?uri=OJ:C:2007:306:SOM:EN:HTML>

- **Participation**

The rules of governance have changed. Today, the hier-archic system with top-down orders is limited to some few tasks of law and order, specifically for safety and security. The roles of the local and regional governments are becoming more and more activators for the public and private sector by promoting different participative forms of the citizens. The citizens expect to play an active role in shaping their societies and have the right of initiatives at all political levels.

The EU-Governance Model opens up many opportunities for participation on a formal and informal basis.

Active citizenship is strongest in the municipalities. Here the citizens are involved in fields which are important for the future of the cities as of the European Union. Their commitments in the fields of education, job creation, integration, demographic issues, and social cohesion are important for a successful integration policy. This considerable "social capital" must be appreciated as an accomplishment for an integrative Europe on behalf of the citizens.

- **b. General targets**

- Providing better information and understanding of the situation in the different European states, regions and cities.
- Knowledge transfer and best practise exchange as part of a continuing learning process.
- Elaboration of concrete recommendations for new strategies and action plans, based on regulations, binding networks and self commitments.
- Better public awareness and visibility by involving many partners of the public and private sector.
- Monitoring of the results as part of a common learning process.

## 3.2

### The European Pact for Integration by Governing in Partnership

- **a. General mission and fields of action**

- Promote equal opportunities as a common task of all policy levels and of the civic society by improving access to education, labour market and public services to unfold and use all talents of our citizens.
- Improve our global competitiveness and export chances for our economic development by promoting cultural competences, intercultural learning and multilingualism.
- Use cultural diversity as a resource for creativity, for cultural, technical and social innovations.

To achieve this mission the European Pact for Integration will develop and promote integration policies in Europe based on a new network involving all policy levels, NGOs, social partners etc. in 12 fields of action:

**Fields of action:**

- 1. Integration through education**

Goal: To provide every child and every young person a fair opportunity to obtain a qualified education, regardless of his or her social or ethnic background.

- 2. Integration into the labour market**

Goal: To provide occupational prospects for all people of working age by professional and life long learning training as well as special promotions for high potentials in science, research and high tech industry.

- 3. Integration through migrant families**

Goal: To strengthen the integration skills of migrant families by the intercultural orientation of our public services in the social, youth and health sectors, and by providing them chances of participation in our societies.



*Developing all talents.*

*Photo: Kunsch*

#### **4. Integration into the neighbourhoods and housing policies**

Goal: To ensure a mixed population structure in all city districts by making the housing and residential areas attractive for all population groups and by facilitating the living together by providing public social spaces, e.g. community centres and volunteer work.

#### **5. Integration through sport**

Goal: To use sports to an even greater extent to bring nations, generations and social strata together: to create a better understanding across ethnic and linguistic boundaries, to help people develop their own personalities, and to serve as a means for transmitting values.

#### **6. Integration through political participation**

Goal: To bring about an equal participation of all population groups in local political activities by a greater involvement and participation in elections and public affairs in political advisory bodies and civic initiatives.

#### **7. Integration through intercultural orientation of public services**

Goal: To improve the intercultural quality and the better understanding of our public services for all people by increasing the employment of migrants in municipal, regional and national services.

#### **8. Inter-religious dialogue and integration work of religious communities**

Goal: To promote an inter-religious dialogue in our cities to ensure a peaceful coexistence among citizens of different religious denominations without interfering in religious questions which remain the responsibility of the religious communities themselves.

#### **9. Migration and cultural diversity**

Goal: To encourage the intercultural and international orientation of all cultural institutions in order to achieve a greater participation of migrants in the cultural life of our cities, to enrich the cities' cultural life and to make it more creative.

#### **10. Migration and development cooperation**

Goal: To support cities in developing countries in solving their problems by their own efforts and so creating better prospects for the people there, e.g. by using the migrants as bridge builders to their home cities.

#### **11. Migration, integration and security**

Goal: To strengthen peaceful coexistence in our international cities by creating security partnerships between the police, the public services and the migration associations.

#### **12. Public relations and media work**

Goal: To present the multi-faceted issue of integration as a learning process for all citizens, e.g. showing specific difficulties, challenges, opportunities and good examples of integration.

## b. Network organisation

To implement the twelve fields of action new horizontal and vertical networks of cooperation have to be established for a comprehensive integration policy.

### Members:

#### Local level

- Members of the CLIP network and other interested cities.

#### Regional level

- Members of the Assembly of European Regions (AER), particularly the regions in which the CLIP member cities are situated, and other regions.

#### National level

- Members of federal governments, e. g. the Federal Commissioner for Migration, Refugees and Integration, Minister of State Prof. Dr. Maria Böhmer, and corresponding partners in the EU member states. National agencies.

#### European level

- Representatives of the European institutions: the European Commission, the European Parliament, the European Council, the Committee of the Regions, the Council of Europe and the Council of European Municipalities and Regions.

#### Sciences and education

- Universities, research and educational institutions.

#### Civil society

- Representatives of NGOs and associations of migrants, European entrepreneurs' associations and labour unions, foundations.

### Management:

- The **Steering Committee** is responsible for the whole organization and assigned to the objectives and tasks. In general the Steering Committee is led by a commissioner who coordinates the respective subject area in the Commission.

**Members** are representatives of national governments or the European Council, representatives of local and regional associations, experts, and the chairs of the working groups.

- **Working groups** will be established for the twelve subject areas of the European Pact for Integration.

**Members** are representatives of European institutions, national governments, regions and cities as well as representatives of associations, migrant associations, and experts of respective subject areas. The chair of each working group will be nominated by the Steering Committee.

## c. Implementation

### • Pilot projects:

The outcomes of the network shall be used initially by the participating partners as pilot project in order to convey policy strategies and implementation concepts which then will be realised by regulations, contractual agreements or self commitments.

### • Monitoring:

After two years a first report on the implementation of the measures will be compiled and if needed strategies and implementation concepts will be adjusted.

### • Benefits:

The benefits of the participating partners in this process will be threefold: An opportunity to shape a key subject area in Europe, transfer of know-how for the own integration work and a better access to EU institutions, and if applicable, to EU-funds.

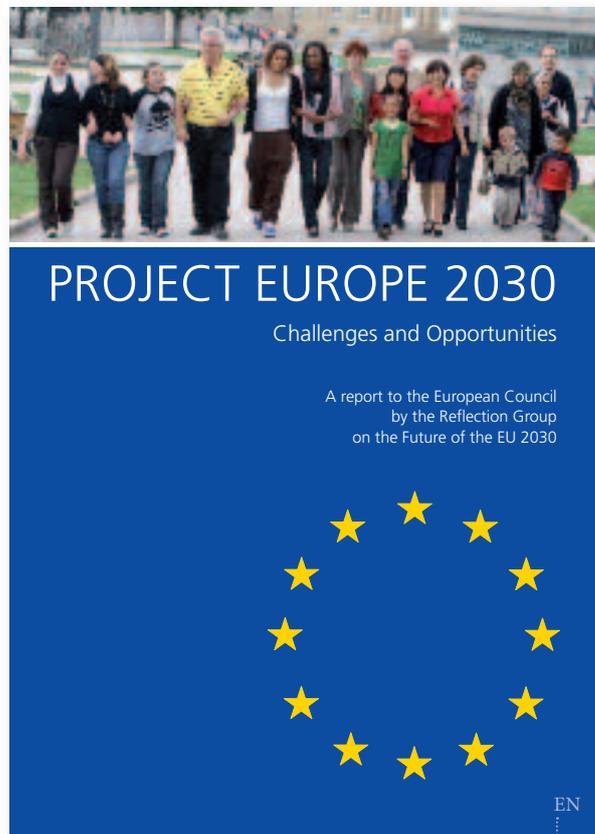
This will facilitate the implementation of measures for each partner and increase the acceptance of measures which maybe will not find popular acclaim for all.

## 4. For a tolerant, intercultural and socially just Europe

The current integration and migration policies in Europe are a colorful patchwork quilt both in terms of legal and actual situation. There is a need for a comprehensive strategy, which can be only achieved if all partners - regardless of the various legal responsibilities in the member states - agree on common goals and tasks. Such a comprehensive integration strategy is at the same time an essential requirement to promote the EU 2020 Strategy.

This is why the tasks which are essential for a successful integration strategy, are identified in the seven flagship initiatives. Beyond the common political will of the European, national, regional and local level, successful integration requires the involvement of many partners from civil society, economy and not least migrant organizations. As the integration process concerns all key areas of living, it is of utmost importance to oblige the many partners to commit themselves to common goals and tasks. By this way a European Pact for Integration will be established and experienced in daily life.

We are not at the beginning of these tasks. Rather, there are various good experiences in Europe demonstrated by the outcomes of conducted modules of the European Network of Cities for Local Integration Policies for Migrants (CLIP) which are described in the next chapter.



The report of the Reflection Group on the Future of Europe 2030 shows solutions and ways how the Project Europe 2030 can be successful. The Treaty of Lisbon and the European 2020 Strategy open the way for the new governance model "Governing in Partnership". The doors are open to achieve a tolerant, intercultural and socially just Europe.

Let's join our forces to improve integration policies by a comprehensive approach in combining the policies of the different political levels and including the partners of different parts of our society to build up the **European Pact for Integration**.

## 5. Cities participating in the CLIP Network



Amsterdam (Netherlands) | Arnsberg (Germany) | Antwerp (Belgium) | Athens (Greece) | Diputacio de Barcelona (Spain) | Breda (Netherlands) | Brescia (Italy) | Budapest (Hungary) | Copenhagen (Denmark) | Dublin (Ireland) | Frankfurt (Germany) | Helsinki (Finland) | Hospitalet (Spain) | Istanbul (Turkey) | Izmir (Turkey) | Kirklees (UK) | Ljubljana (Slovenia) | Liège (Belgium) | Lisbon (Portugal) | City of Luxembourg (Luxembourg) | Newport (United Kingdom) | Prague (Czech Republic) | Strasbourg (France) | Stuttgart (Germany) | Sundsvall (Sweden) | Tallinn (Estonia) | Terrassa (Spain) | Torino (Italy) | Turku (Finland) | Valencia (Spain) | Vienna (Austria) | Wolverhampton (UK) | Wroclaw (Poland) | Zagreb (Croatia) | Zurich (Switzerland)

# Good practises of successful integration strategies in CLIP cities

## 5.1 Housing and integration of immigrants in the EU

Housing plays a central role in overall integration of migrants as a relevant issue of life quality in general. On the one hand, the housing situation can affect the structural integration in the receiving society such as labour, education of migrant children in ethnic concentrations or interethnic interactions. On the other hand, housing policies are an important part of general social policy at the local level, with a strong impact on future processes of integration of migrants and their descendants and different life chances.

A certain location is connected with any dwelling, and a particular socio-economic status, image and infrastructure is associated with that of the location. Moreover, the discussion among the EU member states on emerging “parallel societies” of migrants and social unrest within migrant communities for example in banlieues of several French cities illustrates the increasing relevance of integration issues at EU level.

This CLIP module focuses on the systematic analysis of residential segregation or concentration of migrant or ethnic minority groups in European cities, the access to affordable and decent housing and relevant housing policies and measures in European cities. <sup>16</sup>

### Good practices from member cities:

#### Antwerp – Social Renting Agencies

Social housing agencies (verhuurkantoren/Immobilieres Sociales) in Antwerp and other Belgian cities act as sub-leasers between tenants and landlords. They serve the interests of tenants and the landlords by offering tenants affordable quality housing and of the landlords by guarantying the payment of a regular rent which is less than the market level. However, the lower rent is compensated by guaranteeing the payment and by services such as carrying out small works of maintenance and mediating where conflicts occur.



*Restructuring and diversifying of an area in Bijlmermeer, Amsterdam. Photo: Eurofound*

#### Germany – Social City-Program

“Social City” (Soziale Stadt) <sup>17</sup> is a joint federal and state programme established in 1999 with the aim of combating increasing poverty and inequality in disadvantaged neighbourhoods and improving the living conditions regarding both concrete housing and their social situation (education and employment). From 1999 to 2004 the government provided a financial aid of 400 million Euros for a period of five years. In the beginning most projects did not focus on migrants as their main target group.

<sup>16</sup> <http://www.eurofound.europa.eu/areas/populationandsociety/clip.htm>

<sup>17</sup> <http://www.sozialestadt.de/programm/>

But practical work in the neighbourhoods has shown that migrants require specific and explicit approaches and have to be involved in the activities. Many German cities have benefited from this program which promotes a further integration of the migrant population.



*Project "Social City": Children play in a traffic-calmed zone in Stuttgart.*

*Photo: City of Stuttgart*

## 5.2 Equality and diversity in jobs and services in the EU

Access to jobs and progress in employment as well as provision of services that migrants can access fully and effectively without discrimination are recognised as a key dimension of the integration process. Municipal authorities are major employers and service providers in cities and play a crucial role in relation to employment and service provision for migrants in city administrations, and develop initiatives to remove barriers to employment, such as targeted advertising of jobs in migrants' languages, advanced language classes, translation of information about services provided, and training of staff in intercultural competences.

This CLIP module focuses on the analysis of approaches and practices of cities on managing diversity and ensuring equality of opportunity in relation to two areas:

- Services provided by the city administration and by organizations which it sub-contracts services provision;
- Access to employment within the city administration, including access to regular employment contracts, promotion and good working conditions. <sup>18</sup>

<sup>18</sup> <http://www.eurofound.europa.eu/areas/populationandsociety/clip.htm/>

## Good practices from member cities:

### Vienna – Recruiting and managing apprentices

The city of Vienna trains 800 apprentices in 30 professions and actively seeks to increase the number of apprentices with a migration background. It advertises such opportunities in multilingual flyers and on its website. As a result, the city has succeeded in increasing the number of apprentices with a migration background that are recruited each year. All apprentices also receive information on diversity in the course of their training. The training for clerk apprenticeships includes the optional module of intercultural education, which comprises one lesson a week for three years, providing basic knowledge.



"Mum learns German" language course Stuttgart.

Photo: City of Stuttgart

### Terrassa and Mataró – Services provision by trade unions

In 1995, the Trade Union Confederation of Workers' Commissions (Confederación Sindical de Comisiones Obreras, CC.OO) set up the Information Centre for Foreign Workers (Centre d'Informació per a Treballadors Estrangers, CITE). The centre has 43 offices in Catalonia and provides advice free of charge to both regular and irregular migrants in relation to immigration, work, residence permits, family reunification and citizenship. It also organises Catalan language courses and communication with education centres. In Terrassa, CITE is run by a Moroccan person and in Mataró by a Senegalese person. In addition, CC.OO receives complaints from migrants about underpayment and long working hours. This problem is particularly evident among irregular migrants, but also among migrants whose qualifications are not recognised. Irregular migrants are particularly vulnerable to abuse, and it is also difficult for them to prove that they have done the same work as others who were paid more. The trade union has lawyers who support migrants in these types of problems. If an employer is found to have broken the law, they will be penalised and the irregular worker is not required to leave the country. The trade union also provides leaflets in Catalan and Arabic about safety at work and the prevention of accidents. It lists potentially dangerous situations about which workers can complain, such as machinery not in proper working order, unstable climbing equipment and a lack of helmets.

### 5.3

## Intercultural policies and intergroup relations with the focus on Muslim communities

Intercultural policies and intergroup relations are getting more and more important at the European policy level as the multi-cultural, multi-ethnic and multi-religious structures of urban populations challenge the ability of cities to secure social cohesion e.g. the European Commission declared the year 2008 as the “European Year of Intercultural Dialogue”<sup>19</sup> and supported many European, national and local initiatives to improve and promote the awareness and intercultural relations throughout Europe. Also the “Faro Declaration”<sup>20</sup> of the Council of Europe and the publication of the “White Paper on Intercultural Dialogue”<sup>21</sup> have been important steps to promote this issue.

To support these efforts this CLIP module focuses on the analysis of the approaches towards intercultural policies and interreligious dialogue in European cities. It explores the major needs and issues in intergroup relations between municipal authorities and migrant and minority groups, the responses of cities and migrant organisations to meet these needs and the measures taken by cities to improve attitudes and relations between majority and minorities groups.

A particular focus is placed on the experiences of Muslim communities. This reflects the fact that Islam is the largest “new” religion in European countries of immigration, and because, compared with other groups, there are higher rates of discrimination and prejudice against Muslims and often underlying anxieties about Islam as a threat both to the culture and way of life of European cities and to security. In addition, given the growing problem of radicalisation in recent years in both majority and minority populations and its threat to social cohesion, radicalisation processes and measures taken to counter it are analysed.<sup>22</sup>

<sup>19</sup> <http://www.interculturaldialogue2008.eu>

<sup>20</sup> <https://wcd.coe.int/wcd/ViewDoc.jsp?id=927109>

<sup>21</sup> [http://www.coe.int/t/dg4/intercultural/default\\_en.asp](http://www.coe.int/t/dg4/intercultural/default_en.asp)

<sup>22</sup> <http://www.eurofound.europa.eu/publications/htmlfiles/ef1032.htm>

<sup>23</sup> <http://www.cityofathens.gr/en/athens-international-radio>

### Good practices from member cities:

#### Athens – Athens International Radio

“Athens International Radio” was set up by the mayor in 2004 as a three-month project to inform and entertain the visitors coming to Athens for the Olympic Games. The station was an instant hit and therefore continued broadcasting. Its purposes, however, have gradually changed: today, it caters not only for the needs of visitors, but mainly for those who live in the city permanently. It started to look at issues closely affecting the immigrant communities in Athens and makes an effort to work together with them. Athens International Radio is considered a success: it broadcasts in fifteen different languages and offers cultural, social and sports coverage as well as, in cooperation with the BBC, RFI and Deutsche Welle, Greek, Balkan and European news.<sup>23</sup>



Athens International Radio.

Photo: Mihaly Szabo

### Stuttgart – Qualification of young Muslim leaders

To reduce the possibility of mosque associations remaining in isolation (as some are), to help foster their integration with local structures and to build contacts with German organisations, the city of Stuttgart developed the project “Intercultural opening up and qualification of Muslim organisations” – known as the “Islam Project”. The city – namely staff from the Integration Department, including a former imam – offers regular training sessions for active young members of the associations who are often responsible for the mosques youth groups. Since April 2008, 25 young members from six mosque associations have participated in the project’s weekend classes. In these classes, they learn about association leadership, project management, youth work and public relations. They also establish contact with the city’s offices and local NGOs. Imams and the chairs of associations, both credited as being responsible for the opening up of the organisations to the larger community, are included in the project. Muslim women are also involved in the project to help strengthen their roles within the associations. Apart from the training sessions, another long-term objective is the formation of an intercultural task force that works in parallel with the changes in the Muslim communities, mediates in the case of conflicts and supports the population’s acceptance of Islam. This project was financed by the Federal Office for Migration and Refugees of Germany (BAMF) <sup>24</sup>.



Islamic Centre Zagreb.

Photo: City of Stuttgart

## 5.4 Ethnic entrepreneurship

Migrants contribute to the economic growth of their host countries in many ways, bringing new skills and competencies with them, and helping to reduce labour shortages. An aspect that has received only limited attention up to now is migrants’ contribution to entrepreneurial activity and employment creation in their host countries. In European countries entrepreneurship is slightly higher among immigrants than natives and the total number of persons employed in migrant businesses is substantial, although the survival rate of these businesses is often lower than that of their native counterparts. Migrant entrepreneurship has gone beyond traditional ethnic businesses, into a wide range of sectors and innovative areas.

This CLIP module focuses on the analysis of the characteristics of the urban economy, the development of ethnic entrepreneurship in the SME sector, profiles of ethnic entrepreneurship and the role of governmental and non-governmental regulation which govern the SME sector in general and the ethnic SME sector in particular. <sup>25</sup>

<sup>24</sup> [http://www.bamf.de/SiteGlobals/Forms/Sprachumschaltung/DE/Sprachumschaltung\\_Formular.html](http://www.bamf.de/SiteGlobals/Forms/Sprachumschaltung/DE/Sprachumschaltung_Formular.html)

<sup>25</sup> Overview report will be published in June 2011 for download at <http://www.eurofound.europa.eu/publications/htmlfiles/ef1032.htm>

## Good practices from member cities:

### Amsterdam – Amsterdam Topstad

In order to strengthen the international competitive position of Amsterdam, in 2006 the city of Amsterdam established the program “Amsterdam Topstad” as one of five targets of its economic policy which promotes high-profile cultural industries and targets, amongst others, high-skilled entrepreneurs by encouraging their participation in relevant social networks and by giving better access to bank credits and venture capital. Amsterdam Topstad is especially interested in supporting entrepreneurs who are proficient in multiple languages, have business relations in various countries, possess the skills and competencies to deal with different cultures, and have the ability to develop new lines of products. <sup>26</sup>

### Zurich – Migration=Chance

The project “Migration=Chance” of the city of Zurich aims at mobilising small businesses to create vocational training slots for young adults with a migration background. It offers counselling of ethnic entrepreneurs on the regulations for vocational training, language courses both for ethnic entrepreneurs and trainees and a mentoring structure for supporting ethnic entrepreneurs in their interaction with public institutions. <sup>27</sup>

### Malmö – Bokaler

In Malmö, public and private organizations expect entrepreneurs to contribute to economic development, but also to social development. Entrepreneurs are not just seen as business persons, but also as actors that bridge different communities and help foster feeling of communality. In the neighbourhood of Rosengård, a number of “Bokaler” have been established, that are houses with business units. These Bokaler provide spaces for small ethnic businesses. They represent a new way of promoting entrepreneurship, but also an innovative way to promote urban regeneration. <sup>28</sup>



Budapest China Mart.

Photo: Tünde Szabó



The long stretch of the L-shaped Edisonplein, multicultural shopping square under repair.

Photo: Eurofound

<sup>26</sup> <http://www.topstad.amsterdam.nl/>

<sup>27</sup> [http://www.stadt-zuerich.ch/content/dam/stzh/prd/Deutsch/Stadtentwicklung/Publikationen\\_und\\_Broschueren/Integrationsfoerderung/Auslaenderbeirat/MigrChance%20%20Bericht%20MW%20Juli%202010.pdf](http://www.stadt-zuerich.ch/content/dam/stzh/prd/Deutsch/Stadtentwicklung/Publikationen_und_Broschueren/Integrationsfoerderung/Auslaenderbeirat/MigrChance%20%20Bericht%20MW%20Juli%202010.pdf)

<sup>28</sup> <http://www.malmo.se/Medborgare/Stadsplanering--trafik/Byggprojekt/Rosengard/Bokaler-i-Rosengard.html>

# Contacts

**Further information on the European Pact for Integration:**

**STUTTGART**



City of Stuttgart  
**Mayors Policy Unit**  
**Department for Integration**  
Eberhardstraße 61  
70173 Stuttgart  
Germany  
phone: +49 711 216 78 96  
fax: +49 711 216-56 40  
e-mail: sip@stuttgart.de

## **Council of European Municipalities and Regions (CEMR)**

Secretariat general  
Frédéric Vallier  
Secretary General

Brussels:  
1 Square de Meeûs  
1000 Brussels  
Belgium  
phone: +32 2 500 05 32  
fax: +32 2 511 09 49  
e-mail: frederic.vallier@ccre-cemr.org

Paris:  
15 Rue de Richelieu  
75001 Paris  
France  
phone: + 33 1 44 50 59 59  
fax: +33 1 44 50 59 60  
e-mail: frederic.vallier@ccre-cemr.org

**Further information on Governing in Partnership – An EU Governance Model. A new way for the realisation of the Europe 2020 Strategy through the seven flagship initiatives:**

City of Stuttgart  
**Mayors Office**  
**Department of International Affairs**  
Alexander Kreher, Director  
Marktplatz 1  
70173 Stuttgart  
Germany  
phone: +49 711 216 90 09  
fax: +49 711 216-34 84  
e-mail: alexander.kreher@stuttgart.de

## **Council of European Municipalities and Regions (CEMR)**

Secretariat general  
Frédéric Vallier  
Secretary General

Brussels:  
1 Square de Meeûs  
1000 Brussels  
Belgium  
phone: +32 2 500 05 32  
fax: +32 2 511 09 49  
e-mail: frederic.vallier@ccre-cemr.org

Paris:  
15 Rue de Richelieu  
75001 Paris  
France  
phone: + 33 1 44 50 59 59  
fax: +33 1 44 50 59 60  
e-mail: frederic.vallier@ccre-cemr.org

ISBN 978-3-943246-05-6



9 783943 246056