



CLIP Project

Concept Paper for the Module on Housing

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1 Purpose of the Concept Paper

This Concept Paper shall introduce the CLIP project's approach for the first module's studies and shall provide a brief but concise background paper for its implementation.

The approach of the CLIP project adopts an innovative process of direct cooperation among experts and practitioners from the participating cities, experienced researchers from a European network of excellence as well as European institutions working on social integration. The experts from the cities will cooperate directly among each other, facilitated by the expertise of the researchers' group. This peer-group process of horizontal cooperation across Europe is complemented by a vertical process of involvement with political institutions at the European level, raising the opportunity for the cities to contribute actively to an emerging European policy on integration of migrants.

This Concept Paper on the first module of the CLIP project has to deal with both the general setting up of the CLIP project implementation as well as the specific preparation of its first module on housing and migrant integration.

It firstly provides in chapter 2 a concept framework for the issue of housing and integration of migrants based on state-of-the-art research results. It then discusses the demand articulated at the European policy level in chapter 3 and provides an inventory of past and ongoing projects and studies being relevant for this module in chapter 4. By contributing to a European network of cities and by meeting the demands articulated at the European policy level, the project can create resources for its partner cities for joint project applications to the upcoming European Integration Fund.

In preparing the specific module on housing, the Concept Paper provides a primer on housing policies relevant for migrants' integration by summarising findings from past and ongoing projects in chapter 5. It aims at translating the state of the art research discussion on housing and migrant integration into aspects relevant for practice and for the municipal officers who will implement the local case studies. It shall enable the project to compare experiences at a European level, preparing a transfer of these experiences and good practices among European cities. This more general approach of the project is discussed in chapter 6.

Following an outline of the the joint understanding of the general project's aims and means, the paper explicates the conceptual and methodical approach. In chapter 7, the approach for this first module and relevant dimensions, aspects and indicators are discussed.

Although there have been extensive studies and projects on housing in general, and some in-depth studies on housing and migrant integration, the CLIP module on housing has the potential to deliver new relevant results both for research and policy making.

This is due to the approach of the project which features an innovative cooperation among researchers and municipal authorities, conducting local studies in the policy making process at the ground on the one hand, and aiming at a systematic analysis and comparison of the results at a European level at the other hand. The approach of the CLIP project as developed during the Feasibility Study process takes up recent recommendations from other studies in this field.

Insofar, the CLIP project meets very well the demand formulated by recent statements made by important political bodies at the European Union level. It complements existing research



results and fills research gaps. It has the potential to reach a new level of comparative policy-orientated research based on state-of-the art scientific knowledge in the field of housing and migrant integration.

The CLIP module on housing will also provide a European overview and an expert analysis of relevant housing policies and measures as well as indicators for evaluating their outcome. Thus, it will create up-to-date resources for decision-making and policy implementation for municipal authorities, local housing institutions and practitioners.

2 Conceptual background and key questions

The relation of *housing conditions and the integration of migrants* is complex and interdependent. It encompasses aspects of *system integration* (via the state, the legal system, markets, corporate actors or money) as well as *social integration* (inclusion of new individual actors, the creation of mutual relationships among actors, and their attitudes to the social system as a whole). All four dimensions of social integration are affected by the housing situation of groups with migratory background. The state of integration, however, has also an effect on the housing situation, forming an interdependent relationship. Social integration encompasses the following main dimensions:

- ▶ *Culturation* (similar to socialization) is the transmission to and acquisition of knowledge, cultural standards and competences by an individual necessary for successfully interacting in society.
- ▶ *Placement* refers to an individual's acquisition and occupation of relevant positions in society, like in the educational system, in the economic system, in the professions, as a citizen. Placement is connected with the acquisition of certain rights that belong to particular positions and with the opportunity to establish relevant social relations and to win cultural, social and economic capital. Access to housing as well as formal and informal restrictions relate to placement. The housing situation may also affect the placement of migrants in other sectors, especially labour market and education (i.e. in highly segregated neighbourhoods).
- ▶ *Interaction* refers to the formation of networks and social relations, e.g. the establishment of friendships, of love or marriage relations across group boundaries. Segregated housing is likely to have an impact on social relations, but existing networks and social relations may vice versa also contribute to segregation processes.
- ▶ *Identification* as a dimension of social integration means that actors see themselves as an element of a collective body. Identification has cognitive and emotional sides and results in a „we - feeling“ towards a group or collective. Empirical studies show that identification of migrants with the host society usually starts with or is limited still to the local neighbourhood or municipality. Thus, a certain spatial segregation may also contribute to processes of identificational integration.

Thus, housing is an integral part of the integration processes of groups with migratory background. The housing situation of these groups, and especially developments and trends in this field, can also serve as an indicator for the state of integration and ongoing integration processes in the municipal context.



What municipalities can do with regard to integration depends first of all on the general degree of political, legal and financial autonomy that they have within the national constitutional structures. Some countries have a strong tradition of municipal autonomy, others are central states. Secondly, there is variation between countries and within countries as to the degrees of autonomy or dependency they could have in the policy area of immigrant integration.

One has to consider, however, the risk of a growing gap between responsibilities and tasks assigned to the cities by national policy and, on the other side, the resources and administrative autonomy necessary for meeting these challenges. This gap is currently being discussed in the U.K. context, but may as well become relevant in other European countries.

What municipalities actually do depends then first of all on the opportunities and restrictions they have, in general affairs and in the particular area of immigrant integration. Secondly, what they do also depends on their “definition of the situation”, their definition of the immigration situation and their understanding of the position of migrants in the city.

Consequently, what we can expect is a large degree of variation between the cities in the European CLIP network: some cities’ possibilities will be quite limited, others will have autonomy and resources that will allow for a substantial contribution to the integration of migrants on the local level.

2.1 Access to housing, affordability and quality of housing for migrants

A crucial aspect for the integration of migrants is the accessibility of the housing market system for migrants and minorities. In some sectors, the state or municipality may regulate the access of newcomers and migratory or minorities groups by a policy of *regulations of housing allocation* and/or by *regulations for housing subsidies*. National, state or municipal governments may also improve the access to relevant information and institutions by provision of information materials directed to migrants or minorities, and by promoting an intercultural openness of the relevant institutions (staff members with migratory background, training courses for intercultural awareness, networking with other departments and institutions active in the field of integration). The authorities are usually also in charge of dealing with homelessness which affects vulnerable groups to a higher degree, and for the allocation of housing to specific groups such as asylum seekers and refugees. Last, but not least, the authorities are in charge of preventing discrimination, may it be direct or indirect discrimination caused by structural factors, by institutions or at an individual level, including harassment. Finally, the authorities are in charge of security and health aspects related to housing such as crime prevention in disadvantaged neighbourhoods and minimum quality standards for buildings (environment, quality of windows, sanitary installations, clean public spaces).

In some few countries, there may be some direct influence of the authorities on the access to the private tenure housing market by regulations (i.e. in the Netherlands), or indirectly by regulations for housing subsidies. There may be also an indirect influence on the access to private ownership for migrants by regulations and specifications for the building of new rentals estates or by provision of public ground for housing projects considering the demand of groups with migratory background. Regulations for the private tenure housing market, subsidies and housing development may affect directly the affordability of appropriate housing for migrants and minorities, and may improve the quality of the relevant housing stock.



Access to and affordability of housing as well as the presence of degraded housing stock with low quality are relevant factors for the degree of spatial segregation within a municipality. Although the concrete situation usually cannot be changed effectively by interventions of the authorities only, a policy process involving local partnerships with housing associations, landlord associations, NGO's, migrant organizations and other relevant actors may, however, render important developments.

2.2 Housing and segregation – a complex relationship

The evaluation of social, ethnic and residential segregation is one of the most controversially discussed topics of urban housing and integration policies in the wider context of immigration. From the scientific point of view it is *not justified to consider segregation automatically as a socio-spatial or integration problem*. It represents a constant aspect of the spatial organisation of metropolises which gained increasing importance in the context of inclusion of migrants into urban housing markets.

The problem is that a rather negative view of segregation was adopted by many social scientists as well as by local politicians and urban planners all over Europe, who since the 1970s tried to fight against the uneven distribution of the urban population in the housing market by the instruments of active allocation and urban renewal. It is a fact that these strategies remained often with very little or dubious success.

2.2.1 General statements

- ▶ Segregation research proves that segregation is *an ambivalent phenomenon* which always produces negative as well as positive effects.
- ▶ Most researchers agree that the impact of migration on housing and ethnic-residential segregation is *a very complex phenomenon* subject to a multitude of “motive forces” and to often unpredictable variations.
- ▶ There are *multiple determinants of segregation*; usually empirical segregation research cannot take into account all of them.
- ▶ There is a lot of *overlapping between “ethnic” and “social” segregation* since migrant and ethnic minority groups are usually not socially homogeneous communities.

2.2.2 Segregation and the urban housing market

- ▶ A central question related to segregation is how and why a *hierarchy of housing areas* becomes established *parallel to increasing social inequalities*.
- ▶ Important for housing market developments (particularly for housing demand) are changes in *age and family structure*, and in *household size* of the urban population.
- ▶ The scientific perspective on housing and segregation as well as local policies changed since the late 1980s to more *area-based approaches*. Reacting to globalization and neo-liberalism, supporting local social integration became a new focus.

2.2.3 Segregation, economic changes and globalization

Most large European cities experienced an increasing concentration of social problems in certain housing areas and segments of the housing market since the 1980s. At least three



interrelated phenomena are responsible for recently changing patterns of residential segregation in European agglomerations:

- (1) *Immigration*: Increasing international migration has become a dominant political issue all over Europe.
- (2) *Globalisation*: Most European cities experienced severe social problems in the wake of globalisation. Globalisation led to fundamental economic restructuring and pushed large population groups out of the labour market. One consequence of the far-reaching economic and societal structural changes indicated by keywords like globalisation, deindustrialisation, tertiarization, flexibilization, desolidarization, and polarization, is the increasing *fragmentation of social space*, especially in large cities.
- (3) *Housing market segmentation*: Usually urban housing markets are segmented in relation to admission barriers and the social composition of the residents of different segments. From geographical point of view the *segmentation of the housing market* is a major component behind the patterns of residential segregation.

Thus, *market processes* as well as *allocation strategies* by the local administrations lead to an increase of segregation parallel to urban modernisation processes, both gradually as well as qualitatively in its heterogeneity.

While most metropolises in Western Europe where successful in terms of economic growth, welfare was reduced resulting in a decrease of social integration. Economic growth is following the logic of the market. Groups in need are increasingly forced to deprived neighbourhoods or to the periphery of the city as a result of the restructuring of social space and the production of new social hierarchies. Changing labour markets, and social policies as well as housing market mechanisms lead to both a decreasing integration power of the urban labour and housing markets and a de-solidarisation of the better-off majority against the marginalized social groups. The relationship between economic and social marginalization and socio-spatial segregation has to be considered.

A simple causal relation between the effects of globalisation and socio-spatial restructuring, however, does not exist. Rather, the concrete appearance of residential segregation depends on existing social structures and institutions, e.g. the form of the welfare state, traditions of co-operations in politics, and the labour market segmentation. The results of residential segregation very much depend on existing local regulations and institutions such as welfare systems, and particularly, the housing market. This factor is also relevant for the extent of segregation patterns in European metropolises which cannot be labelled as “ghettos”. Due to the tradition of social and welfare policies in European countries, in no European city an extent of segregation amounting to ghetto-like situations may be found as it has been discussed for US metropolises. Although the term “ghetto” is been used occasionally in the European political discourse, it should be avoided since existing segregation does not meet the criteria for a characterization as a ghetto, even if it is intended to refer to cultural aspects (local sub-culture), underclass neighbourhoods or high crime rates in certain neighbourhoods only.

The discourse on “ghettos” also obscures necessary differentiations for the concept of segregation. Firstly, the different levels of segregation have to be considered: Is segregation measured on the level of houses, blocks or municipal districts? Secondly, who is segregated from



whom? Are the housing units considered as being segregated occupied by quite homogeneous groups? What are the criteria applied as indicator for segregation: ethnic affiliation, legal status (foreigners), socio-economic status, class? Does a specific segregation create problems which require intervention? For example, in almost every city strongly segregated groups exist among the upper middle and higher class whose segregation is, however, rarely considered as a problem.

2.3 Segregation and the integration of groups in need

- ▶ Housing is a critical component of migrants' integration and well-being. The extent to which migrant and minority households have achieved parity with locals can be defined as a measure of the degree to which these parts of the population are integrated into the larger urban society.
- ▶ Increased barriers to upward mobility for low-skill workers arising from economic restructuring have impacts on the housing conditions for immigrants.
- ▶ Critical is the extent of the impact of segregation patterns on social integration of migrants living segregated. There are, however, often also ethnic and migrant groups living segregated in better-off neighbourhoods (i.e. upper and middle class EU-citizens).
- ▶ The migrants moving to European metropolises are and will be much younger than the local population average. One can expect a comparatively higher share of unemployment and dependence on social assistance because of the usually lower (formal) qualifications of migrants. Migrant households will have a markedly lower average income but will have – due to family size and intergenerational households - a higher demand for living space than autochthonous households. They will also in the future tend to depend on the low-cost housing market. Thus, even if improvements of the urban housing markets may be observed, certain demand groups (migrants, unemployed etc) depending on low-cost housing do not benefit from an improved situation in the upper and middle market segments. In many European metropolises there are serious discrepancies between housing supply and demand, i.e. with regard to unit size.
- ▶ Segregated housing and the social inter-group interactions (ethno-cultural) are mutually influencing each other on the individual level in disadvantaged neighbourhoods.

2.4 State of the art of scientific research and its recommendations for political action

- ▶ As the urban society becomes more and more polarized and social space in many cities more and more fragmented, political and administrative action has become urgent at all levels of communal administration and by economic and civil society actors. Given the complex interaction between economic, social, cultural, and urban development problems, these problems no longer seem amenable to the traditional sectorial political and administrative solutions.
- ▶ New and innovative strategies for public administrations and housing companies are necessary to deal with the growing phenomenon of spatial concentration of the marginalized groups. Not only "classical" projects must be envisaged but also self-help,



private initiative, and collaboration by the people concerned, thus stimulating and supporting essential local development resources. Neighbourhood management would be a crucial tool in this context.

- ▶ Coping strategies of all groups in need (migrants, ethnic minorities and poor people in general) have to be taken into consideration by researchers and local policy makers. Thus, also the migrants' own evaluations, perspectives and preferences should be involved into the concepts of the local planners.
- ▶ An important question is which kind of social integration urban "integration programs" are able to produce, and which effects are resulting for different social groups and for the cohesion of the urban society as a whole. Realistically it will not be possible in any metropolis to abolish completely the existing segregation patterns in urban space.
- ▶ Thus, modern cities with a multiethnic population have to accept the reality of segregation to a certain extent.

Three final basic lessons that might be drawn from the scientific state of the art by planners and practitioners are as follows:

- (1) *Desegregation cannot be a universal remedy* against social and economic marginalization in the urban context.
- (2) Strategies of desegregation alone are not able to support the integration of marginalised groups into the entire society of a metropolis, but they *can improve the daily life experiences, the housing conditions and the cultural and economic integration* within the respective neighbourhood.
- (3) For a modern society it is necessary to *recognize social and cultural diversity* while at the same time *insisting on the equality of opportunity* on labour and housing market and equal access to health services and education facilities for all.

3 Policy demands at EU level

Housing has been a subject of discussion at the EU level for many years. According to the treaties, the EU has no competence on housing policies. Several political initiatives, however, have been undertaken by important institutions at the European level. Although most of these statements refer to social inclusion, housing conditions and urban development in general without referring explicitly to the integration of migrants in the urban context, more recent statements can be found also on this more specific aspect being subject of this study.

The following chapters provide an overview on policy statements and decisions of important European institutions *related to the more specific issue of local integration policies in field of housing*, and the role of municipalities and regions in this respect. The larger discourse on housing in general (its relevance for social integration or the role of municipal actors), however, could not be considered since it would exceed the frame of this paper.

3.1 European Parliament

A recent publication of the EP Committee of Civil Liberties, Justice and Home Affairs, "*Report on strategies and means for the integration of immigrants in the European Union*"



(2006/2056(INI)) is relevant for the CLIP project. This motion for an EP resolution states that *“local, regional and national authorities play an essential role and [...] their responsibilities in areas such as town planning, housing and education have a direct impact on the integration process”* (2006/2056(INI), point G, p. 22). It further states that *“the Union has [...] long been paralysed by the widely circulated idea that ‘integration is local’. Integration initiatives are indeed implanted locally. [...] But integration is global in its implications – especially when it fails. Thus, while local, regional, and national authorities should determine the precise integration measures implemented, Member States must pursue effective integration strategies whose outcomes advance the Union’s common interests. It is in monitoring these outcomes where EU institutions can and must become far more active and – particularly – effective”* (ibid, p. 13).

The European Parliament's URBAN-Housing Intergroup adopted a European Charter on Housing on April 26, 2006. Housing is not a European Union responsibility in the strict sense, but policies developed and supported by the European Union do have an impact. The Charter calls for Structural Fund eligibility for the renovation of social housing. The document will now be discussed by the European Parliament's Regional Policy Committee.

The Charter recalls the importance of implementing fundamental social rights such as the right to worthy, decent and affordable housing. The text goes on to say that access to housing represents a crucial step in combating poverty, particularly in cities, and in pursuing the objective of social inclusion of vulnerable individuals deprived of decent housing. *“Housing should be integrated into the economic, social and territorial cohesion policy of the European Union respecting the European Union and the Member States jurisdictions, as well as the subsidiarity and additionality principles. In that capacity, expenditure in terms of renewal of vocational social housing, with a view to saving energy, meeting the social cohesion objective and protecting environment in the sustainable urban development context and the global quality of the citizens’ environment, should be eligible to the Structural Funds”*. (Article 7, §1).

“The European social inclusion strategy should be fully integrated in the Community policies. The role of housing must be recognised thereto as it deserves. [...] the European Union should promote the exchange of good practices in terms of effective implementation of the right to housing” (Article 8, §1).

3.2 European Commission

Although the European Commission has no specific Directorate General on housing issues, they have been addressed by three DG's mainly in the contexts social integration, anti-discrimination and integration of migrants.

With regard to social integration, the Nice European Council in December 2000) adopted common objectives in the fight against social exclusion and poverty, providing a definition of appropriate objectives which asked *“to implement policies which aim to provide access for all to decent and sanitary housing”* (Definition of appropriate objectives, 1.2(b), p. 8).

These definitions have been revised by the Employment, Social Policy, Health and Consumer Affairs Council in December 2002, amending among others point 3(a) on vulnerable



groups referring to individuals who *“belong to a group experiencing particular integration problems such as those affecting immigrants”* (SOC 508, point 3(a), p. 12).

With regard to anti-discrimination, the Commission contributed to the Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin prohibits any discrimination in the field of housing: *“...access to and supply of goods and services which are available to the public, including housing”* (Council Directive 2000/43/EC Article 3, 1 (h)).

The role of the cities in these fields has been explicitly recognized in a recent proposal for a Council Decision on Community strategic guidelines on cohesion: *“A related, and highly important, factor determining the effectiveness of cohesion policy is the quality of the partnership between all stakeholders, including those at regional and local level, in the preparation and implementation of programmes”* (COM(2006) 386 final, 11).

“Cities and metropolitan areas concentrate not only opportunities but also challenges and account should be taken of the specific problems facing urban areas, such as unemployment and social exclusion (including the problem of the ‘working poor’), high and rising crime rates, increased congestion and the existence of pockets of deprivation within city boundaries. [...] In urban areas, the environmental, economic and social dimensions are strongly interlinked” (ibid, 33).

“Based on previous experience, there are a number of key principles in urban actions. First, the key partners in the cities and local authorities have an important role to play in achieving these objectives. As mentioned above, Member States may delegate responsibility to cities for urban development. This is particularly important where proximity matters, for example, in order to respond to the challenges of a mostly local nature such as social exclusion or lack of access to key services” (ibid, 34).

The communication *“Cohesion Policy and cities: the urban contribution to growth and jobs in the regions”* (COM(2006) 385 final) refers in chapter 6 to inequalities within the cities: *“The urban paradox is also reflected in disparities between neighbourhoods. The Urban Audit shows that almost all cities where unemployment is at a level of 10% or higher, have certain areas within which unemployment rates are at least double the city average. In some cases, unemployment rates reach up to 60%. Within such deprived neighbourhoods, high unemployment is compounded by multiple deprivations in terms of poor housing, poor environment, poor health, poor education, few job opportunities and high crime rates”* (ibid, p. 9). It refers, however, not to housing aspects, but recommends *“actions for breaking-up of patterns of segregation and the integration of migrants, including language and more general training. It is essential to involve the target community in planning and providing such training...”* (ibid, p. 10).

3.3 Council of Ministers

On 5 May, the Council of Ministers reached agreement on the European Structural Funds for the period 2007-2013. Within the European Regional Development Fund (ERDF), funds for housing are provided for the new EU member states. To be eligible for ERDF funding for housing, spending must be in the context of an integrated urban development initiative or to upgrade rundown areas or areas threatened by social exclusion. The housing concerned



must be multi-family housing destined for low-income families: *“Within the framework of an integrated urban development operation, it is considered necessary to support limited actions to renovate housing in areas experiencing or threatened by physical deterioration and social exclusion in the Member States that acceded to the European Union on or after 1 May 2004”* (Article 5) *“It is necessary to establish that the contribution from the ERDF to housing expenditure should concern the provision of good quality accommodation for lower income groups, including recently privatised housing stock, as well as accommodation for vulnerable social groups”* (Article 6).

3.4 EU Housing Ministers working group

An informal working group of the Housing Ministers of the European Union meets annually. On these meetings, a broad scope on housing policies is discussed. Related to the integration of migrants, the working group addressed on its 2004 meeting *“Cities empower Europe”* the issue of social integration in European cities: *“Ministers encourage greater integration of national policy sectors in affordable housing, health care, education, safety and employment to increase the impact of social inclusion policies. The contribution that cities make to social inclusion should be recognised and strengthened by national governments. Ministers acknowledge the need for compact cities with mixed uses in preventing urban sprawl, and reducing social segregation. They encourage Member States to emphasize in their National Action Plans on Social Inclusion the added value of the area-based integrated approach to deprived urban areas by local authorities.”* (Conclusions of the meeting, point 3.6). On the following meeting 2005 in Prague, the working group supported the inclusion of housing issues into the structural funds and asked for a consideration of housing issues by the EU programmes. The next meeting will be on October 16, 2006 in Barcelona.

3.5 Council of Europe

The Committee of Ministers at the Council of Europe in Strasbourg adopted on September 22, 1988 a recommendation on migrants' housing (Council of Europe, Committee of Ministers, R (88) 14). In this recommendation, the Committee of Ministers stated that *“housing plays an important role in relations between migrants and the indigenous population”* (ibid, point 2) and that *“migrants are entitled to equality of treatment with the indigenous population in housing matters”* (ibid, point 3). It referred to the relation of the housing situation for migrants and their general socio-economic status by stating that *“improving migrants' housing conditions often depends on improving their socio-economic and cultural conditions”* (ibid, point 6). It rejected *“concepts such as ‘tolerance threshold’ “* as being not appropriate to *“solve problems arising when migrants and the indigenous population live in close proximity”* (ibid, point 9). In the recommendation, the Committee of Ministers asked the member states to *“take account, when housing and town planning policies are being drawn up, of aspects of the social and cultural life of migrants which are conducive to their integration in the urban environment”* (ibid, 14vii), and to *“invite local authorities to seek the opinion of migrants' consultative organizations, where such bodies exist, whenever migrants' interests are affected”* (ibid, 14xii).



The Group of Specialists on Housing Policies for Social Cohesion (CS-HO) within the Council of Ministers issued on December 19, 2001 *general principles of policies on access to housing for disadvantaged categories of persons* (CM(2001)189 addendum 3). The principles asked to “ensure the provision of affordable housing to disadvantaged categories of persons”, calling that “the public authorities must create an appropriate legal framework for housing markets with regard to property rights, security of tenure and consumer protection, to make the necessary institutional arrangements, to adopt policies to expand the supply of affordable housing and provide better legal security of tenure and non-discriminatory access to housing for all” (ibid, Appendix I, point II, 7).

“The provision of housing for disadvantaged categories of persons requires action not only by public authorities at all levels, but by all sectors of society, including the private sector and non-governmental organisations, as well as by partner organisations and entities of the international community. Disadvantaged categories of persons themselves and civil society organisations should be enabled to play a proactive role through agenda-setting participatory mechanisms” (ibid, Appendix I, point II, 8).

“There is a strong interdependence between housing policy and other policies concerning access to social rights such as social protection, employment, health, and education” (ibid, Appendix I, point II, 10).

The recommendations considered the role of the cities: „Within a national housing policy framework which provides, *inter alia*, for the necessary allocation of resources required by local authorities to fulfil their functions, there should be a significant degree of local autonomy and participation in decision-making, implementation, and resource mobilisation and use. The role and responsibilities of local authorities and civil society organisations in housing policy and the distribution of tasks between them should be clearly and legally defined” (ibid, Appendix I, point III, 26, 27).

They asked for the involvement of the residents: “At the local level, participation by residents is an important component of housing, habitat and social regeneration schemes. Initiatives should be taken to support such participation by, for example by

- ▶ promoting participation by residents and owners in the management, repair and renovation of their homes,
- ▶ giving support to the forming of residents’ associations, e.g. through advice on their operation and management,
- ▶ supporting the establishment and running of national networks of local neighbourhood housing schemes in order to promote co-operation and to develop and share good practice.” (ibid, Appendix I, point III, 44).

The recommendations demanded that the “Council of Europe’s Congress of Local and Regional Authorities of Europe, in particular through the local and regional chambers of its Commission on Social Cohesion, should consider initiating activities on the local and regional aspects of housing policies” (ibid, Appendix I, point IX, 65).



3.6 Other actors at the EU level

EUROCITIES, a network of major European cities, asked in its comment to the Commission's working paper on 'Cohesion Policy and cities' (COM(2006) 385 final, EUROCITIES, February 2006) for a fourth priority within the programme focusing on cities. Within this priority, *"measures to improve the lives of people living in the most deprived neighbourhoods through rehabilitation of the physical environment, as well as the stimulation of entrepreneurship and the social economy"* should be included (ibid, p4). It also asked to amendment stating that *"although housing in itself has not hitherto been an eligible activity for Structural Funds support, it is now anticipated that certain housing related activities will be eligible for co-finance in the 2007-2013 period"* (ibid, p. 5).

The decision of the EU to include housing into the next European Structural Fund programme – although limited to the new member states has been welcomed by CECODHAS, a European network of social housing providers, as a *"watershed for social housing"* since it makes urban renewal a key priority for the next period of EU cohesion policy and housing renovation a major element of it.

The Council of European Municipalities and Regions (CEMR, founded in 1951), an umbrella organisation of national associations of local and regional governments in Europe, raised the issue of housing in its comment to the Commission's Green Paper on Demographic Change: *"The Structural Funds could in turn be more broadly used to support local public investments in infrastructures responding to age-specific needs in the housing, childcare and health/elderly care sectors, particularly in areas where the sustainability of social services provision is being challenged by population changes"* (CEMR's Response to the Green Paper *"Confronting Demographic changes: A new solidarity between generations"* (COM(2005)94 final of 15.3.2005)) as of 23.3.2006.

Caritas Europa addressed the housing situation of migrants extensively in its 3rd report on poverty in Europe (June 19, 2006 in Brussels). In this report titled *"Housing: Segregation and Low Quality at High Prices"*, it alerts the public: *"Immigrants are massively discriminated against in the private housing market and in social housing. They are mainly offered older apartments or concentrated in 'immigrant areas' resulting in them having little or no chance of escaping from the situation. In Spain, for instance, the substandard private rental sector accounts for 10 % of the housing for Portuguese, Algerian and Moroccan immigrants. The proportions rise to 12% for Turks and 16% for sub-Saharan African immigrants. Immigrants also make up a large part of the homeless population in Europe"* (3rd report on poverty in Europe, p.18). The chapter concludes with recommendations: *"Caritas Europa strongly advocates for access to proper housing conditions for all immigrants including undocumented migrants, and that landlords exploiting immigrants should be prosecuted. ... It is also recommended that social housing services take into account diversity in terms of income, culture and ethnicity. ... Attribution systems should guarantee a balanced distribution of available accommodation among customers, poor or less poor, migrants and nationals"* (ibid).



4 Activities at the EU level

Activities and projects on housing at the EU level have focussed usually on general housing affairs such as national housing policies, housing market developments, and housing conditions for the general public. Only recently, the issue of housing of residents with migratory background became a specific topic of several projects. In addition, most past activities focused on the national level of the EU member states, conducting national studies. The local level and the policies of municipalities are often considered only by providing examples of good practices. There has been hardly any research on agents of housing policies at the municipal level and their role in migrant integration.

The following chapter gives an overview of activities which are considered as being relevant for the issue of housing and migrant integration at the municipal level. It does not report on the vast amount of activities on housing in general.

4.1 European Parliament

The Directorate General for Research (DG IV) of the European Parliament published in 1997 a study on *Housing Policy in the EU Member States* (Working Document Social Affairs Series W 14). This major study discusses housing policy trends, especially on social housing, within the EU 15 and presents brief national reports on the housing situation, the related policies, key challenges and innovations of the EU 15 Member States. It concludes discussing the potential role of the EU level in housing policies. Although the study does not mention the relation of housing conditions and policies to the integration of migrants, it discusses this aspect under the heading "*social cohesion*". In its recommendation, the study states that the EU could "*promote the formation of networks of providers and practitioners, even community groups, involved in integrated projects*" and asks the Member States for "*requesting sub-national levels of government to develop European components in housing and planning strategies...*" (PE 166.328, p. 9).

4.2 European Commission

The DG Research, the DG Justice and Home Affairs and the DG Employment and Social Affairs funded projects and commissioned studies relevant for the issue of housing and migrant integration.

4.2.1 DG Research

The DG Research funded several research projects in the field of housing and integration through its Framework Programmes. The first EU Framework Programme covering research of social and economic issues has been the 4th FWP (1994-1998). Relevant projects funded from the Framework Programmes have been:

- ▶ **URBEX: The Spatial Dimensions of Urban Social Exclusion and Integration** (4th FWP, 1999-2002). The study researched strategies and trajectories of socially excluded people in their neighbourhoods and the urban context. Case studies of the project included Amsterdam, Antwerp, Berlin, Birmingham, Bruxelles, Hamburg, London, Milano, Napoli, Paris and Rotterdam. The research project found that "*there was strong*



empirical evidence to suggest that spatial concentration is an important dimension of exclusion and that it adds to the problems and pressures faced by households and communities. However, there also was a need to review and compare this data in relation to different cities and Member States in order to assess the most appropriate ways of addressing problems through European, national and local policies” (URBEX Final Report, p. 14).

See: <http://www2.fmg.uva.nl/urbex/Welcome.html>

- ▶ **NEHOM: New Ideas for Neighbourhoods in Europe** (4th FWP, 2000-2003). The study evaluates housing and neighbourhood initiatives to improve the quality of life of deprived urban neighbourhoods and to assess their transferability across Europe. Although the project did not explicitly consider migrants, its focus on social exclusion in deprived neighbourhoods implicitly dealt with migrants’ integration in the field of housing. The research project published detailed county studies as well as practical recommendations for improvement measures. Case studies of the research project have been Bergen, Berlin, Budapest, London, Malmö, Marseille, Monheim, Napoli, Stockholm, Tallinn and Torino.

See: <http://www.nhh.no/geo/NEHOM/>

- ▶ **RESTATE: Restructuring Large Housing Estates in European Cities: Good Practices and New Visions for Sustainable Neighbourhoods and Cities** (5th FWP, 2003-2005). This research project focused on large housing estates built after WW II, usually in the outskirts of larger cities. Although it did not consider explicitly migrants’ integration either, the projects findings are also relevant. Case studies have been implemented in Amsterdam, Barcelona, Berlin, Birmingham, Budapest, Jonköping, Koper, Ljubljana, London, Lyon, Madrid, Milano, Stockholm and Utrecht.

See: <http://restate.geog.uu.nl/>

- ▶ **RELAY: Research for Local Action towards Sustainable Human Settlements** (6th FWP, 2005-2006, Coordinated Action). This project has been implemented in the context of the UN-HABITAT process and organized the Nanning International Conference on Urban Sustainable Development. Although the broad scope of the urban sustainable development approach of the project did consider housing and migrants’ integration only to a small extent, the project’s recommendations for “bridging the gap between research and action” (ETH Zurich, 2006) are relevant for the CLIP project’s approach.

See: <http://www.iclei-europe.org/index.php?id=1706>

- ▶ **UrbEUROPE: Urban Europe Between Identity and Change** (ongoing). This project is a Research and Training Network funded by the EU Commission which focuses on three areas of research: Theoretical analysis of conceptualization and methodology of research on global changes and local impacts, an analysis of how changes impacted on the built environment (gentrification, sub-urbanization and segregation), and an analysis of how the changes impacted on the role of local social policies and governance. The network aims at analyzing existing research on a comparative level as well as filling research gap by new comparative research. It offers training provisions such as fellowships and summer schools.

See: <http://www.urban-europe.net/>



4.2.2 DG Justice and Home Affairs

The DG Justice and Home Affairs became mainly responsible for EU policies for the integration of migrants. Within this scope, the DG JHA (now DG Justice, Freedom and Security) funded several studies and projects which dealt also with housing and its role for the migrants' integration.

- ▶ **Benchmarking in Immigrant Integration:** The 2003 study compiled by Han Entzinger and Renske Biezeveld provided an overview on the concept of integration, integration policies in Europe, potential indicators for the state of integration within four main dimensions and a discussion of benchmarking based on such indicators. The study considered also housing of migrants as a relevant aspect of general integration policies.
- ▶ **INTI-Programme on the Integration of Third-Country Nationals:** Since 2003, the DG JHA a number of projects which are co-funded (50%) by the Commission in small programme on integration measures for non-EU citizens in Europe. Although housing is not a topic of the calls for proposals, one of the projects deals also with housing: *2004/INTI/002: Technical seminars on integration* provides seminars contributing also to the second edition of the Commissions Handbook on Integration, which deal among other topics also with housing and urban issues.

See: http://ec.europa.eu/justice_home/funding/inti/funding_inti_en.htm

- ▶ **Handbook on Integration:** The first edition (2004) of the handbook on integration compiled by Jan Niessen and Yongmi Schibel mentions housing as a factor for migrants' integration at several occasions. It briefly presents some cases related to housing, namely the case of Territorial Immigration Council of Belluno (Italy) which promoted a reception and housing programme for labourers with third-country nationality, in the case of German integration programmes for ethnic Germans who receive services for their housing needs, and in the case of the Dutch FORUM which initiated foreign residents' planning shops also for housing issues. The second edition of the handbook expected for 2006 shall among other topics also address issues related to housing and urban issues.
- ▶ **European Migration Network (EMN):** The European Migration Network (EMN) was set up, as a pilot action, by the Commission in 2002 under the responsibility of the Directorate General for Justice, Freedom and Security and, since 2003, as a preparatory action, lasting until the end of 2006. Objective of the EMN is to improve the availability of and access to information concerning migration and asylum at European and Member State level in order to support policy- and decision-making in the EU. The network consists of National Contact Points (NCPs), that have been designated by the Member States, each of whom are in turn also involved in the development of a national network. In 2005, the EMN conducted a pilot research study on the impact of immigration onto the European societies. The summary of the national studies identified nine factors, the fourth being housing. With this regard, the summary mentions segregation of migrants and/or low-income classes and special needs of specific migrant groups such as asylum seekers and refugees (*An introduction to the Country Reports on the Impact of Immigration on Europe's Societies*, October 2005, p. 16).



4.2.3 DG Employment and Social Affairs

The DG Employment and Social Affairs funded a series of small studies on discrimination in the area of housing by the national focal points of the RAXEN network at the European Monitoring Centre on Racism and Xenophobia (EUMC), contributing to a summarizing study. It also commissioned a major study in the field of housing and integration.

- ▶ **RAXEN Housing Report:** The EUMC published in December 2005 a report titled *Migrants, Minorities and Housing: Exclusion and Discrimination and Anti-Discrimination in 15 Members States of the European Union*. The report is based on several country reports from the RAXEN network and gives an overview on these national reports, on data about housing conditions and discrimination as well as on legal provisions and good practices within the old 15 EU members states. It further analyzes the theoretical and methodological approaches employed in the 15 country reports, discusses the relation between integration, segregation and the role of the neighbourhoods and concludes by recommending options for policy and research in the field of housing and migrant integration.

See: <http://eumc.europa.eu/eumc/material/pub/comparativestudy/CS-Housing-en.pdf>

- ▶ **RAXEN 7 Special Study:** The issue of housing has been explicitly included as a separate chapter to the templates of the EUMC RAXEN 7 *Special Study on Combating Ethnic and Racial Discrimination and Promoting Equality*. The studies which are not published yet by the EUMC report on trends and developments in the period 2000-2006 and will include the new EU 25 member states. The issue of housing is discussed in chapter 3 of the studies, providing national data on housing conditions and patterns of segregation, developments in policy measures on housing exclusion and discrimination, changes in significant good practices as well as a discussion on the driving forces for the reported developments (EU, national or local policy).
- ▶ **Policy measures to ensure access to decent housing for migrants and ethnic minorities:** The DG Employment and Social Affairs commissioned a study on housing policies in eight European countries (Belgium, France, Hungary, Romania, Slovenia, Spain, Sweden and United Kingdom, implemented 2004-2005). The study report has been published by the coordinating Joint Centre for Scottish Housing Research in December 2004. The study employed research teams from each country and reported on the national housing frameworks (markets and policies) as well as the migrant and ethnic minority population, on their situation on the housing markets and on housing policy measures. It aimed at evaluating these policies and policy measures in the eight countries and presented concluding recommendations for housing policies. Although the study deals explicitly with the housing situation of migrants and ethnic minorities, especially Sinti and Roma, it focuses on the national and EU level, dealing with the local level only peripherally. See:

http://ec.europa.eu/employment_social/social_inclusion/docs/decenthousing_en.pdf

4.2.4 European Regional Development Funds: URBACT

URBACT is a programme under the umbrella of the URBAN II Community Initiative. It has been started by the French Ministry for Urban Policy which coordinates the programme. The



programme aims at complementing the URBAN II activities as well as facilitate the transition from URBAN I to URBAN II programmes. The URBACT programme supports projects in the three activity areas *thematic networks, qualification initiatives and studies, dealing with social exclusion at the urban level*. The aim is to develop the trans-national exchange of experience between actors, (cities or other local partners as well as participating Member States) in the field of cities and social cohesion. This also covers measures for the inclusion of populations of foreign origin as well as physical regeneration of urban areas. A total of 216 European cities participate in the various URBACT activities.

See: <http://urbact.eu>

Two URBACT projects are of some relevance for the CLIP project:

- ▶ REGENERA is a URBACT network for the exchange of experience on urban regeneration (2004-2006). Participating cities are Berlin, Belfast, Birmingham, Budapest, Glasgow, Greater Lyon (leading partner), Milano, Praha 8, Saint Etienne, Sant Adria de Besos and Torino. The network organized two conferences relevant for the CLIP module on housing, 3-5 of June 2004 in Glasgow on housing and population distribution, and 16-18 of June 2005 in Saint Etienne on image transformation of a neighbourhood and its inhabitants through physical urban regeneration. The conferences featured presentations and discussion among participating city officers prepared by a questionnaire sent along with the invitation.

See: <http://urbact.eu/en/regenera/index/>

- ▶ ECO-FIN-NET is a URBACT network on local economy in disadvantaged neighbourhoods (2004-2006). It aims at developing new ways of fostering local economy in disadvantaged neighbourhoods by innovative financial measures, especially for small and medium sized enterprises (SME). Participating cities are Birmingham, Evosmos, Gdansk, Gera, Gijon, Grenoble, Leipzig (coordinator), Marseille, Rotterdam, Venice, Vienna, Vilnius, West Athens. The German Association for Housing, Urban and Spatial Development (Deutscher Verband, DV) is also participating as a project partner.

See: <http://urbact.eu/en/ecofinnet/index/>

4.3 Other actors at the EU level

In the field of housing and migrants' integration at the urban level, several other institutions are active on the European level. Their activities overlap partly with the programmes funded by the EU Commission listed above, as well as with national programmes or initiatives supported by the participating cities or local institutions.

4.3.1 ENHR (European network for housing research)

The ENHR is an network on housing research assembling academic researchers and practitioners which has been established in 1988. Currently it has more than 1000 individual members and nearly 100 institutional members, representing every country in Europe. The purpose of the ENHR Working Groups is to further research on particular topics of housing research. Members of working groups usually come from a variety of academic disciplines and from different parts of Europe. Two working groups are specialized on the issue of hous-



ing and migration: Migration, Residential Mobility and Housing Policy (Coordinators: Roland Goetgeluk and Maarten van Ham) and Housing and Minority Ethnic Groups (Coordinators: Gideon Bolt and Sule Özüekren).

See: <http://www.enhr.ibf.uu.se/wg.html>

4.3.2 CECODHAS

CECODHAS, a European network of social housing providers, is a nonprofit organization which represents its member organizations to European and international institutions and was founded 1988. The 46 full members of CECODHAS are national and regional housing organizations from 19 EU member states. Additionally, Switzerland and Norway are associate members. All members are nongovernmental, non profit organizations.

Its key objectives are to promote the work of social housing organizations in the European Union, to foster the continuous exchange of ideas and experience among its members, to provide an information service for its members and to promote good practice through conferences, seminars, reports and other activities. It also aims at monitoring developments in European Community law to reinforce the influence of CECODHAS in the debates on European policies, providing its members with improved access to European funding and campaigning for the right to a decent home for all Europeans.

In 1993, it started a European Social Housing Observatory which became re-launched in 2004. On 14th-15th April 2005, CECODHAS organized a seminar on housing and integration of immigrants in Stockholm in cooperation with EUROCITIES. In this conference participated representatives of social housing organizations from Aarhus, Amsterdam, Helsinki, Lille, Nürnberg, Rotterdam, Stockholm, Wien, and several regional or national organizations. Case studies from Aarhus, Göteborg, Stockholm and Wien were presented.

CECODHAS is structured into three sections and three cross-section working groups. The working group on Urban Issues, and especially the working group on Social Policies are relevant for the CLIP module on housing. The latter formed in 2005 a sub-group on housing and integration of migrants which organized the Stockholm 2005 seminar. The subgroup is involved into the compilation of the second Handbook on Integration (DG JHA, to be published end of 2006) by contributing case studies from the CECODHAS observatory. It also contributed to the first survey on quality of life (EuroFound 2004) by proposing items and is also contributing to the questionnaire development for the revised survey in 2006.

The CECODHAS European Social Housing Observatory will organize a conference on 13th September 2006 in Brussels titled "Current developments in housing policies and housing markets in Europe: implications for the social housing sector". The conference will deal with two themes, home-ownership trends and social housing in Europe and privatization of social housing in Europe.

CECODHAS and its sub-group on housing and integration of migrants are highly relevant for issues of social housing, its institutions, legal framework and practices within the first CLIP module on housing.

See: <http://www.cecodhas.org/>



4.3.3 CEMR

The Council of European Municipalities and Regions (CEMR, founded in 1951) is an organisation of local and regional governments in Europe. It is an umbrella organization of 47 national associations of towns, municipalities and regions from 34 European countries, and is located in Brussels and Paris. The CEMR organizes the European section of the “*United Cities and Local Governments*” network (see: <http://www.cities-localgovernments.org/>) and representing European cities. Within CEMR, the *Working group on employment and social policy* deals also with housing issues and organizes meetings of experts from the national organizations of cities and regions, exchanging experiences and discussing policy and project initiatives.

See: <http://www.ccre.org>

4.3.4 EUROCIITIES

EUROCIITIES is a network of major European cities, founded in 1986. The network aims to promote the sharing of knowledge and ideas, the exchange of experiences, the analysis of common problems, and the development of innovative solutions. It organizes forums, working groups, projects and conferences.

Within the social affairs forum, a working group on migration deals with questions of integration chaired by the city of Rotterdam. In 2005, EUROCIITIES published political recommendations to the national governments and the EU institutions. In these recommendations, EUROCIITIES members requested that the European Council and the Commission “should recognize the pivotal role of cities in the reception and integration process” and recommended to the Commission to „develop a consultation framework with the large cities and their associations in Europe”.

The working group on migration organised a first seminar on housing and integration on 30th September-1st October 2004 in Amsterdam. For the second seminar, EUROCIITIES cooperated with CECODHAS in organizing the 2005 Stockholm seminar. The working group planned a last seminar on housing and integration on 9th – 10th March in Aarhus. The next meeting of the social affairs forum in general will be on 12th – 13th October 2006 in Stockholm.

Members of working group on migration are Aarhus, Berlin, København, Helsinki, Leeds, Leipzig, Malmø, Roma, Rotterdam, Southampton, Stockholm, Tampere, Turku, Utrecht, Vantaa and Wien.

See: <http://www.eurocities.org/>



5 Key aspects and practical experiences relevant to the CLIP project

From the projects reported in chapter 4, a wide variety of aspects and experiences which are also relevant for the CLIP project on housing and integration of migrants can be summarized. They are based in particular on the findings of the research projects URBEX and RESTATE, the case-studies from the NEHOM project, the CECODHAS sub-group on housing and integration of migrants and the EURO CITIES working group on migration as well as on the wide range of findings of the RAXEN report on housing and the study on policy measures to ensure access to decent housing for migrants and ethnic minorities.

For analytical purposes, the reported experiences were structured into 11 domains. It is clear that these aspects cannot be strictly separated from each other but are closely interrelated. The main dimensions are as follows:

1) physical aspects of neighbourhoods (e.g. gentrification – the physical renovation of deteriorated neighbourhoods, often resulting in an increase in property values with a high risk of displacement of vulnerable groups), 2) social policy aspects, 3) management issues, 4) aspects of participation, 5) integration and inclusion, 6) the local context, 7) legal and political aspects, 8) aspects of housing policy and social housing, 9) the aspect of social cohesion, 10) the aspect of sustainability, 11) cultural and religious aspects.

5.1 Physical aspects

Gentrification is a process in which physically deteriorated neighbourhoods experience an increase in rent and property values as a consequence of renovation. It often forces the low-income residents (with or without migration background) to move out due to the increase of rental payments that usually accompanies this process. The studies provide a lot of examples for neighbourhood gentrification in many cities of Europe. This phenomenon results from an upgrading of the housing stock directly or indirectly (e.g. by counselling to the owners) and by demolishing worst quality buildings. Gentrification in many European cities transforms former decaying parts of a city into attractive middle-class neighbourhoods. Several studies point out the typical problems of gentrification in area-based approaches: the rise of rents and the dislocation of vulnerable groups. Typical problems also reported are renovations of degraded areas which have no sustained effect on the situation in the neighbourhood since the implemented measures are only physical renovation or rebuilding activities without a proper consideration of accompanying measures.

The physical dimension also encompasses the improvement of the neighbourhood infrastructure, especially the creation of open spaces (indoor and outdoor spaces of common use by the local residents). The studies agree in the importance of the provision and improvement of outdoor spaces and recommend facilitating the maintenance of outdoor spaces by residents (e.g. tenant gardens on previously unused greens). The studies further agree that new urban functions and activities should be introduced into disadvantaged areas and a mixed use of the areas for working and housing should be promoted. They case-studies recommend the improvement of the general infrastructure (public transport, playgrounds, grocery shops, hairdressing salons, laundrettes) and the allocation of institutions (i.e. schools for higher education, cultural facilities, health care centres, day-care centres for children) into deprived areas. At the neighbourhood level, the provision of communal services and facili-



ties in the neighbourhood reduces the distances to other facilities, and increases accessibility.

One further important aspect in the physical-spatial context are public and green spaces. In using public spaces some social and spatial segmentation of migrant communities is a widespread phenomenon. Usually there exists some ethnic-, generational- and gender-based segmentation of use and social interaction in public spaces and only little mixing in particular with local people. Parks and other urban public spaces are often more important for immigrant communities than for the autochthonous population. This phenomenon is determined by ethno-cultural as well as demographic and socio-economic reasons. The great diversity of ethno-cultural groups coming into contact in such places is an important aspect of integration for the users of such spaces. The studies agree that mixed uses for public spaces should be ensured and possible conflicts should be solved by mediation.

5.2 Social policy aspects

The improvement of physical aspects has to be accompanied by social policy measures because most of the problems in neighbourhoods result from unemployment and poverty and from mechanisms of the housing market and not from immigration per se. Thus, housing-related measures cannot be the primary strategy but must be supplemented by labour market and social policies. The projects agree in their conclusions that for this purpose an integrated approach is necessary which tackles not only single problem areas but instead applies coordinated measures in several fields, especially including social policy measures. Such social policy measures should be developed within the framework of a city's overall urban planning strategy. Cities have to combine efforts to decrease social polarization and manage diversity which rely on the (social) policy fields of housing, public education, health care and income support. This is primarily feasible in cases in which the municipality owns a significant share of social housing.

Policy implementation should apply a long-term planning and should not expect short term results. Typical problems mentioned are short-term initiatives with an approach limited to selected aspects of housing, focusing on specific social problems only. From the perspective of social housing policies and their being successful they need to be embedded in an efficient institutional structure which allows for the effective cooperation and coordination of all municipal institutions.

The studies also agree in the conclusion that general structural causes for the situation of disadvantaged neighbourhoods should be taken into account for implementing housing policies. This refers to labour market supply (i.e. by supporting small ethnic business developments) and improvements of the local education infrastructure (schools, kindergarten).

The projects emphasize that active involvement of the residents of the city areas in question is necessary. The measures should also integrate existing and expanded social work provisions and infrastructure in the neighbourhood such as community centres and professional networks. A substantial citizen participation in implementing the measures should be aspired (compare chapter 5.4). The citizens' participation should not be limited to the neighbourhood in which the measures are implemented, but should also involve citizens from other parts of the city.



This should be complemented by related measures on the physical environment (public transport, infrastructure provisions) and support for mobility of residents of deprived areas to other city parts as well as measures for promoting the moving of better-off tenants into gentrified deprived areas. Thus, new links between parts of the city should be aspired. Typical problems reported are measures which adopt a paternalistic approach providing little flexibility for real involvement of citizens on the one hand, but also problems with mobilizing citizens in strongly segregated ethnic communities for active involvement on the other hand. The role of segregation is controversially discussed in the studies. The phenomenon can be looked at different points of view: 1) the neighbourhood, 2) the city, 3) the migrants' view and 4) the perspective of the receiving society. Spatial segregation means limited access for a given community to goods and services. This limited access deepens spatial as well as social segregation. Discourses of ethnic "self-segregation" give rise to the myth that minority ethnic communities wish to live separate lives and disengage from wider society. However, neither the evidence of residential patterns nor the diversity of views about social mixing expressed by migrant groups themselves support this.

The association between residential segregation and integration is mostly unclear. Segregation may be a sign of social exclusion and discrimination, but it may equally well reflect choices related to a sense of identity and the belonging to a particular ethno-national community. The case-studies emphasize that preventing of spatial segregation and promoting social cohesion should be two of the main aims of a city's housing policy. The central question is: Does segregation interfere with, or, on the contrary, facilitate the urban integration of immigrant populations? This question also raises the issue of education and socialization conditions in the segregated neighbourhoods.

Housing segregation is perceived in many studies as a problem which should be tackled while others focus on accompanying social problems only, and one study even emphasises the positive aspects of a certain ethnic segregation for the integration process (ethnic neighbourhood networks and small ethnic business, segregated areas as transit station of the integration process). As a matter of fact no definite answer can be given by the researchers if segregation is good or evil. In many urban neighbourhoods the majority of problems are linked to the presence of a dominant ethnic community (whether immigrant or not) and not to segregation itself. Thus, the main problem on the local level is not segregation itself but the presence of a dominant ethnic group. Multiethnic structures may help to depolarize intercultural tensions though it cannot completely eliminate such conflicts. A multiethnic context without any clear majority may lead to a common sense of minority status and can promote peaceful cohabitation between the migrant groups in the neighbourhood context. This may also promote social cohesion and integration in a broader sense.

The studies emphasize that all over Europe the association between integration policy on the housing sector and an appropriate level of ethnic mixing is strong. In some cities the goals are explicit and quotas were fixed. In other metropolises, there are no explicit quotas but the intention is more or less clear. Usually the goal is to preserve some social balance among the urban population but problems can arise in the practical application. There can also arise contradictions between national policy and local usances.



Once again the projects make it clear that there is still little knowledge of the real consequences of segregation for the people living in the so-called “segregated areas”. Though political and academic discourse has failed to reach a consensus on it the majority of cities pursue still a stringent de-segregation policy. The case-studies suggest that there are multiple readings of ethnic segregation, and of the multi-ethnic urban quarters. Thus greater acknowledgement of the favourable as well as the negative attributes of clustering and the decisions made by the households is needed.

Another aspect emphasized in several studies is the improvement of the image of deprived neighbourhoods in the public and media discourse by policy statements and campaigns. In each city certain areas of neighbourhoods are really subdued to a stigmatization process. This hinders the local residents to develop some sense of responsibility for “their” quarter. The responsibility of residents for “their” neighbourhood should be increased by their involvement into the planning and implementation of gentrification measures as well as by promoting home ownership in the neighbourhoods in question while preventing dislocation of vulnerable groups in the neighbourhood. Some case-studies emphasize that control over one’s local living conditions – including location – is important for developing some sense of belonging to a neighbourhood.

5.3 Management issues

The studies agree in emphasizing the importance of the local coordination and management of measures. One goal of effective management must be to prevent local urban development measures from becoming too diffuse. This is necessary for having continuity between new urban developments in the context of immigration and the existing structures of the city. For the urban administration migration makes it increasingly difficult to apply uniform norms and rules in the today highly fragmented urban landscapes. Thus, local municipal policy and management has to adopt a specific diversity and cultural management perspective.

Top-down participatory initiatives and their “bottom-up” efforts are very important for successful resident participation initiatives. This relates to the individual capabilities and commitment of the project manager as well as to building a good management team. It also refers to the coordination among the various institutions being relevant for the measure. While the cooperation of small neighbourhood initiatives and institutions usually can be achieved without problems, the coordination with large institutions relevant for the measure is often problematic. A typical problem mentioned in the studies is the tradition of institutions and the resulting inertia and hesitation for changes necessary for the integrated implementation of a measure. Proposals for dealing with the problem of coordinating various actors encompass: Setting up of an independent coordinating agency for negotiating between parties, facilitating “ground-level” management with local management teams, and supporting the staff of large institutions, especially housing institutions, by training programmes.

Recommendations for management from the case study experiences include the appropriate consideration of the residents’ needs and the local conditions by carrying out residents’ surveys and forums, involving the expertise from specialists and developing a collectively agreed list of goals and actions in the neighbourhood. Residents’ participation in the management of the measure should be encouraged by good accessibility and visibility of the



management bodies, by the involvement of residents' organizations and by organizing local meetings and workshops for residents. Local policy makers have to take care that the generally well organized and established immigrant communities co-operate with more recently immigrated communities, which have often little organization and are less numerous and therefore have less chances to pursue their interests successfully.

5.4. Aspects of participation

Within the projects there is a large body of research on citizen participation in decision making activities. Though desirable in the administrative decision making process a clear rationale for the objective of participation is often missing in concrete cases. The case-studies agree that the objectives of participation have to include the feedback from the local population and the mobilization of untapped resources that often are latent existing in migrant communities. It must be observed that the relevancy to the needs and problems of the local migrant and minority communities is constantly given. The projects emphasize that participation of local residents in the executive boards of (social) housing organizations, in the decision-making processes of urban renewal projects and in the redevelopment of neighbourhoods would be important. Opportunities to participate in neighbourhood decision-making processes contributes to a sense of belonging and, ultimately, to social cohesion. The projects recommend that the inhabitants should be given the possibility of strengthening their capacity and of participating in designing ongoing projects. Citizen participation should also be made a useful instrument for social change. Public participation is required to ensure a stable and effective development of neighbourhoods, where the resident population mainly consists of groups in need. The collaboration with minority social groups helps to develop governance relationships and usually also encourages a better labour market and economic integration.

The participation requires new forms of project management and of acquisition of new responsibilities and skills by housing providers and local authorities. To ensure the effective participation of households, appropriate mechanisms have to be put in place. The basic condition for any participation is available information and transparent structures. Furthermore, there has to be a continuous effort to involve the socially weak households into the decision-making process. Identifying "leaders" among the households will facilitate the process but it is nevertheless important that each household should be given opportunities to express its concerns, requirements and priorities. Participation contributes to the better recognition and satisfaction of the households' needs and it increases their sense of being an integral part of the project. The result is increased initiative and individual responsibility directed towards the project, which ultimately contributes to its success.

5.5 The dimensions of integration and inclusion

Discourses on integration, and the policy interventions associated with it, are clearly dynamic, politicized and contextualized. Inclusion and integration are crucial and strongly interrelated aspects. Participation, the mobilization of residents and the promotion of intercultural communication and integration are successful instruments in reducing interethnic and social conflicts in the neighbourhood context. These strategies contribute to social in-



clusion, because they heighten the capacity of conflict resolution and reduce prejudices and tensions.

Changes in the urban social structure by immigration and the development of urban neighbourhoods of multiple deprivation, in which different processes of social exclusion reinforce one another, are grave challenges to all European cities. As a matter of fact integration policy measures are often more popular among the autochthonous population than among the immigrants.

A multi-dimensional and comprehensive municipal policy on the integration of migrants needs clear objectives and basic principles which are followed consequently. A basic analytical as well as methodical problem which could not be solved by the projects is how to find a concise definition of what has concretely to be understood by “integration” because the term covers a wide range of context-bound definitions. Thus, an agreement on one single, clear-cut definition is difficult and probably impossible. Although the term “integration” is widely used in political statements in housing, as in other spheres, it has multiple meanings that are often poorly defined.

In the projects cited in chapter 4 different socio-economic, legal, political and cultural dimensions of the integration process are/were relevant and the term “integration” is thus due to the complexity inherent in used in different contexts and meanings. Concerning housing it is acknowledged that neighbourhood and housing integration means neighbourhood stability, more or less frictionless community relations and the equal access of migrants to local services and opportunities, for example on the labour market, in health care etc. Thus, in the projects housing integration is discussed in terms of access to affordable and standard quality accommodation, which meets the culturally diverse housing needs.

Confusion over the precise goals of “integration” is reflected in the absence of agreed criteria for evaluating the effectiveness of housing market interventions at the local neighbourhood and the city level.

The projects mirror the fact, that in recent years, neighbourhoods have become a key spatial scale for municipal policy intervention. Yet as urban policy makers focus at this localised level, they need a clear understanding of the nature and causes of social exclusion and inclusion in the local and the city context. An in-depth examination about the nature of existing social exclusion and the way that economic, social and cultural processes of exclusion reinforce one another should always be the first important step for anti-exclusionist political measures.

Concerning social inclusion the cities play an innovative role. They have to test inclusion and integration in different areas. Inclusionist policies are essential because political, legal and social inclusion is a necessary condition for integration. Social inclusion in the urban context does not happen automatically. The case-studies proved that accepting diversity alone is not a sufficient condition to bring about the sustained inclusion of the different ethno-national groups. City governments are responsible to develop local policies that manage diversity and can integrate newcomers as well as long-established minorities. Housing initiatives and local neighbourhood practices are key factors in finding solutions in combating social exclusion, promoting integration and improving the quality of life in deprived urban neighbourhoods.



The studies agree that a detailed understanding of how integration takes place on the local level is necessary to development functional local policies. Immigrant groups follow different patterns of integration. Differences in the outcome of integration processes have to be described to different urban contexts in which the migrants communities are integrated as well as to different characteristics of the migrant groups themselves. Similar integrative local measures and policies may have a plurality of outcomes, depending on the migrant community and the city context. Within the process of migrants' integration the understanding and acceptance of the basic norms of the host society is a crucial point. Local and national integration policies have to emphasize the education of migrants (in particular language training), including the knowledge about citizens' rights and obligations and information about the basic norms of the host society.

Measures oriented toward the integration of migrants into the housing market must be combined with language training, facilitated access to the labour market and civic education. The researchers promote that there is an urgent need for coherence of urban integration measures in different fields. This also means that national and local integration policies must be better co-ordinated. Actual integration policies are too much context-bound to the political environment and traditional decision-making structures. They must become more flexible in reacting to urgent needs and to combine these with a long-term perspective.

The projects mirror a wide range of different discourses on housing integration and different policy approaches to integration and minority ethnic inclusion in different European national states and metropolises. These different interpretations of integration reflect varied histories of immigration, specific political discourses on citizenship and minority obligations, and different rights in relation to housing and welfare systems. This is also mirrored in a different legislative control over the migrant settlement process, which enables different types of intervention and varying degrees of housing market choice for both settled and new migrants.

The projects' results make it clear that there is still a lot of ambiguity in the way in which integration is defined. The cross-national comparison indicates that the term has been given different meanings, with different policy implications. Discrimination and disadvantage for migrant and minority ethnic groups contribute to negative outcomes in housing integration. The case-studies agree that processes and patterns of discrimination and exclusion all over Europe are not random, but have a systematic and persistent character.

5.6 The local context

Integration processes of migrants take place at the local level. Thus, cities must put a strong emphasis on the local aspect, because it is the spatial context in which integration policies are implemented and are "felt" by the immigrants and those parts of the host society that are affected by immigration. One basic principle is, that local policies have to address local needs. The assessment of local needs should nurture municipal policies and help the local authorities to develop an innovative local housing policy framework.

Local integration measures have to follow strategies and to involve partners and institutions at different levels. A combination of top-down strategies with bottom-up activities will be the most successful. The municipal governments play a leading role in assessing the local situation, developing integrated local policies and strategies, establishing appropriate in-



struments and, finally, mobilizing local partners and coordinating social housing programmes. The projects agree that the cities' efforts to increase community and local group involvement into local affairs must be strengthened.

The studies further agree, that there is no single policy instrument that is able to solve all problems in the field of housing of migrants in the local context. Instead a wide range of potentially useful instruments and combinations of them are suitable to be used in different situations and various local contexts. Cities must adapt their housing policy instruments to the specific local situations and have to integrate it into their wider socio-economic development objectives. The adequate and complementary distribution of responsibilities and resources between central and local levels is a particular important part of an effective housing strategy.

The active participation of migrants in local policy will result in new forms of diversity. On the local level the consequences of immigration can be felt more directly and on the other side the implications of political measures can be more directly felt by the migrant communities.

5.7 Legal and political aspects

The European metropolises show a great variety in the institutional structures of the housing markets, their housing related policies and their reactions to immigration. Housing policy is an instrument to achieve social integration and to create social diversity. The way in which housing policy is used to promote integration is highly variable from one city to the other.

The projects and their case-studies mirror the different policy approaches concerning social and housing integration across the EU member states. These are associated with different types of intervention in the settlement of minority ethnic groups. The studies reflect different conceptualisations of integration, citizenship and diversity, different priorities in terms of housing and, different political concepts concerning segregation and social mixing. It is criticized by the researchers that the goal of achieving a good "social mix" in the housing sector is widely mentioned in legislation and in policy statements of city authorities, but, it is nowhere defined. It would be necessary to formulate there concrete definitions by the cities.

Most research agrees that one main feature of immigration-related legal and policy measures in almost all European Cities is their often reactive and ad-hoc oriented character. The residence rights and the formal political rights of immigrants determine their access to the local political system. According to the findings of the projects one basic question in the context of legacy and political participation is, to which degree immigrants are defined as equal members of the local political community.

As the cities are the most likely sites for social conflicts which may arise and have already taken place in immigration societies new practices of political participation of migrants should be established by the cities. These practices can act as a model for migrants' political participation on a national level. By political participation the individual migrant as well as migrant associations can take on responsibility and play an active part in the urban society.

The studies confirm that newcomers among the migrants are the most vulnerable group as they are confined to the most spatially excluded and segregated positions on the housing market. The most obvious groups in this category are asylum seekers and refugees. Most



countries have integration initiatives and planned settlement programmes for asylum seekers. These programmes are designed to control the entry of the newcomers into the receiving country at the local level.

5.8 Aspects of housing policy and social housing

Social housing is an important “integration machine” in many European cities. There is a broad consensus in the research projects that the role of (social) housing policy should not be seen merely in providing housing. Housing policy is also an important instrument for facilitating the social inclusion of vulnerable groups and promoting a general economic development. The studies emphasize that it must be increasingly recognized that (social) housing policy cannot not be seen as an isolated instrument. It has to be seen as the crossing point of various policies of economic, social and urban development. Housing policy needs to be comprehensive and must have a long-term perspective.

The involvement of all stakeholders in the development and implementation of housing policy is necessary to ensure the policies’ effectiveness and the optimal use of public funds. The main challenge in this context is to balance the interests of all actors, i.e. to fulfil the state's and the local government’s policy objectives, to meet the interests of tenants and homeowners, while at the same time offering a sufficient return to investors and developers.

A comprehensive approach to social housing policy aims at fulfilling a number of social objectives. Apart from helping the socially disadvantaged people (local minorities as well as migrants) to meet their housing needs, (social) housing policy must contribute to the creation of an inclusive and integrated society by creating an environment that assists specific target groups in improving their opportunities in life. To achieve this, the provision of housing has to be combined with measures aimed at facilitating access to jobs and social services, such as care for the elderly and children or training facilities for the unemployed. Housing provision needs to be guided by certain criteria. These include criteria for allocation and access, involving the definition of target groups and establishing allocation procedures.

As a specific phenomenon in Eastern European cities social housing is not confined to the rental segment of the housing market. The recent privatization policies in the countries of transition have given rise to the widespread phenomenon of “poor owners”. Their income level is too low to allow them to invest sufficiently in the maintenance of their dwellings. This is a problem with which most Eastern cities are confronted in large numerical dimensions and which needs specific political programs and measures. Financial and organisational assistance to poor owners of flats who are not able to maintain their units is of particular relevance to the cities in countries in transition.

5.9 The aspect of social cohesion

A problem, formulated by the projects is that the goal of the integration processes of migrants must be clearly defined for producing a culturally more diverse urban society but which has still a sufficient extent of social cohesion. The research projects agree that social cohesion in modern urban societies can only be achieved by providing equal opportunities and legal equality to all within a legal-political framework that respects human rights. Policy initiatives attempting to rebuild social capital and promote social cohesion will only be ef-



fective, if they have a full appreciation of the interplay of the complex dynamics between housing tenure, cultural identity of the residents and the commitment to the neighbourhood. Housing policy measures and new housing construction should aim at spatial inclusion and foster diversity and social cohesion as well as assuring access to housing to the low-income segment of the urban society. The measures should be accompanied by local policy influence on the processes of granting access to housing. This requires an adequate legal framework and sufficient political backing. Thus, the management of measures should also analyse relevant national and regional programmes and should seek political connections for securing the measures' political backing and funding beyond a short-term basis. To promote social cohesion of urban societies will be one of the greatest challenges for the urban policy makers in the future.

5.10 The aspect of sustainability

According to the international projects sustainability is in each urban context a very important factor in neighbourhood and urban development programs. The projects listed in chapter 4 have pinpointed examples of successful sustainable neighbourhood and housing development projects all over Europe. Such successful projects for migrants and minorities have to meet the diversity of needs and to reflect the diversity of the economic, family, ethnic or social status of the various groups of the population. Sustainability must also listen to the tenants, to consider their ideas and to allow them to take part in decisions concerning them. Infrastructure and services which are really needed by the local inhabitants should be provided. These services will have sustainable effects in local neighbourhood development.

Methodically it is not possible to develop an ideal model for sustainable urban and housing development. In each city and neighbourhood the criteria of sustainability are differing from each other. A sustainable public policy framework in housing should take into account financial sustainability, quality and standards of provided services, the social and territorial mix and household participation. As a guarantee for sustainable development plans must take into account local conditions. Adequate spatial planning is an important contribution to the sustainability of housing projects and is also important for a successful housing policy. Governance is a further key issue in ensuring the sustainability and the effectiveness of the response to housing needs. Sustainability can be promoted by the decentralization of competences in municipal housing policies and taking into account public participation and the need for public-private partnerships.

5.11 Ethno-cultural and religious aspects

Some of the research studies emphasize that in addition to the more structural and organizational factors the cultural aspect must not be completely neglected. A basic question is, if immigrants in the urban context have equal rights to organize themselves as religious and ethno-cultural groups and if they enjoy the same facilities like established minority groups. The projects promote that local integration policies shall give more room for the immigrants' religious and cultural manifestations in the local context and in public space. This is an important facet of local diversity management and politics and will gain increasing importance in the future. Religious and cultural aspects are influencing the nature of relations between the various local migrant groups and the extent of co-operation or conflict between them. It



is also important to take into consideration the ethno-cultural factor in housing policy in general as well as in the management of resident participation on the neighbourhood level. Explanations for the persistence of spatial segregation and for variations in integration which focus on cultural differences alone are too simple. Those explanations tend to obscure the effects of racialised and economic differences and neglect the structural inequalities associated with persistent segregation in deprived city areas and the often marginalized labour market positions of certain migrant groups. Some of the case-studies criticise that ethnic and religious minorities are frequently portrayed as pure “victims” rather than as purposeful agents who are also able to exercise choices, albeit often ones that are heavily constrained.

5.12 Cooperation between research and practice

In many of the activities listed in chapter 4, the researchers’ participation has been limited to document analysis or presentations from researchers to project seminars. Only in few studies, researchers conducted case studies at the urban level in direct cooperation among the researchers and local practitioners.

One project (RELAy) reflected explicitly on the role of research in measures at the municipal level and gave recommendations for the cooperation between researchers and local authorities (ETH Zürich 2006, <http://www.iclei-europe.org/index.php?id=1706>). Although the project dealt with urban sustainability in general covering a broad range of issues, its findings on cooperation between research and practice seem to be very relevant for CLIP.

Some of its recommendations are directed to funding agencies and university bodies, i.e. that research funding agencies should develop policies and frameworks which allow the *active involvement of local governments in the research process* and which *facilitate the implementation process*, and that universities should recognize policy-related research and its products for funding and academic promotion decisions.

The recommendations directed to the researchers call for an inclusion of the experiences and knowledge of local governments as an integral part of research on the urban level. It recommends to researchers to develop a position as “critical friend” of the local authorities and to provide reflective analyses of problems under consideration of the political, economic and social complexities faced by the local policy making process. It recommends to present research results in a user-friendly and pragmatic way, providing specifications for its transferability. The report from the RELAy project experiences argues that although the cooperation between researchers and professionals in such projects is quite common on an individual basis, the cooperation between institutions and organizations from both domains is much less developed. It calls for a targeted approach for better cooperation across disciplinary (research) and departmental/organizational (practice) boundaries. According to the project report, this approach should encompass three areas:

► *Structural precondition for good cooperation*

Research is conducted by several institutions (universities, research institutes, private consultants, NGO’s, city networks) and can substantially contribute to innovative and durable solutions, enabling local authorities to reform their cities. Linkages between these research actors should be improved. Researchers should draw from local experiences and analyze them at an international level, supporting the exchange of urban expertise and stimulating



international cooperation among cities. To realize such preconditions for good cooperation, strong commitments of politicians and local authorities on a long-term basis are necessary on the one hand. On the other hand, research has to be policy related and solution orientated, applying a multidisciplinary and participatory approach.

► *Policy relevance of research*

Research should take local issues into account and should analyze the specific context of each city to enhance the transferability of experiences. It may offer concepts and tools to explain developments on the local and regional level for integration into planning processes. Research should take place in the context of a mutual learning process involving local authorities as active partners already during designing of research agendas.

► *Communication between researchers and practitioners*

Scientists should communicate their research results in a manner which makes them usable to local decision-makers and comprehensible to the public, explaining the real-life implication of their research. They could support cities in international networking. Research should be implemented in an atmosphere of mutual respect and trust (researchers as “critical friends”). Research should be based on ethical values and should be committed to serve the communities by involving local authorities and local populations as partners for interaction and subjects instead of considering them as mere research objects. Researchers should promote the exchange of knowledge and experiences across international boundaries. This requires developing the availability of relevant good practices from anywhere for an implementation into the specific local context the local authorities have to deal with.

These recommendations fit very well into the concept of the CLIP project and its approach for cooperation between researchers and European cities. They also coincide with the experiences of the CLIP research group from previous research experiences at the urban level and the cooperation with practitioners and local authorities within these projects.



6 Implementation of an interactive case study approach

The implementation of the case studies should be realized within an integrated approach which tries to bridge not only between the partners from the participating European countries, but also between the relevant societal domains practitioners, administration, policy and sciences. This challenge requires an approach beyond international and intercultural activity, as well as mere multidisciplinary research. It also has to integrate the network partners across different domains of their societies, bearing specific organizational cultures.

6.1 Interactive approach of the modules' case studies

The approach of the CLIP project envisions a focus on the research demand and practical relevance at the municipal level, involving the partner cities as subjects and actors in the research process, while the research institutions primarily are in charge to facilitate the research, to ensure standards of scientific quality and to link these activities to the European level by ensuring the comparability of the project's activities. Thus, the project has its centres of gravity at the local municipal level and on the European level, mediated and facilitated by the research institutions. This bottom-up generation of research questions which are structured and adapted for comparability by experienced research institutions supports a high relevance of the results for practice and policy making; the dissemination is prepared already in the research process and my rely on existing networks at various levels. The cooperation between the local municipalities and the facilitating research institutions allows for good access to the field and to relevant data, and enables the project to build expert validity also from municipal experts. The CLIP project approach focuses on the following principal points:

1. The area of exchange and cooperation are **concrete integration measures**.
2. The content of exchange should be: **creating an inventory of measures** in the area of the current module – here housing and integration of migrants.
3. The **evaluation of measures** should be considered. Have they been evaluated at all? If yes, with what methods? What are the results of the evaluation? Is it possible to transfer the results to other cities? What are the costs of the measure?
4. The **results of integration measures in different local contexts** should be analyzed. Questions are: Is a particular measure successful only in one or several contexts, or has it some “universal” effect and value?
5. The CLIP project aims at **learning from past and existing initiatives** and at a **transfer of results and experiences** from these single projects to the CLIP network as a whole.
6. The approach of the CLIP network aims at an **innovative cooperation of actors** from the research, practice and policy domain. The specific expertise of the actors from the three domains in a joint venture will contribute to the quality, practical relevance and effectiveness of the project's results. This cooperation should build up a **sound basis of mutual trust, continuity and cooperation experience**.



6.2 General approach for the modules' case studies

The case studies analysis within the CLIP project will apply an *explorative approach* and will not aim at hypothesis-testing based on previous assumptions. It seeks to analyze the *integration situation*, its *perception by the policy* both national and local, to research into *processes, policy interventions and outcomes*, and to analyze adopted *evaluation criteria* at the local level. The data collection will be limited to *existing data at the local level* and will thus not provide for a systematic comparative approach in the strict sense. It should also *consider estimations and judgements by local experts*. The aim is to provide a viable basis for a process of mutual learning, structured exchange of experiences and building up a knowledge base providing data relevant for local as well as European policy in a pragmatic approach.

The comparative analysis of the case studies within the module should also consider the *potential of new trends* which can currently be observed in the US:

- ▶ Urban gateway neighbourhoods which function as residential area for new immigrants while more established migrants move to other areas,
- ▶ sub-urbanization of migrants forming segregated residential areas at the periphery of the cities,
- ▶ rural industrialization creating pockets with rapid growth of migrant population in previously homogeneous small towns,
- ▶ and boom-towns attracting transient work force of migrants by increased availability of low-paid jobs combined with expensive rents.

6.3 Consequences for the module on housing

The reflections on the state of the art of research on the integration of migrants and the relation of housing and segregation as well as questions of practical feasibility lead to the following recommendations for the studies implemented in the current module on housing:

- ▶ *Target groups*

The studies shall research primarily into *resident population with a migratory background*. *Migratory background* means that children of international migrants (i.e. 2nd and 3rd generation) are considered. It also includes EU nationals and naturalized migrants, asylum seekers as well as migrants with irregular status. For these groups, specific needs and measures have to be considered.

It secondly may also include residents *belonging to national ethnic minorities*, which may be also internal rural-city migrants, if local policy considers an integration problem for these groups requiring action and if their integration is consequently a subject of social policy measures. Although these groups may be relevant only in some of the network's cities, thus rendering a comparison across the cities very problematic, the results on these groups from the respective case studies might nevertheless contribute relevant experiences.

The studies should be limited to individuals who are resident in the city since more than 3 months, and who have their centre of live in the city irrespective of the intention of their settlement.



The studies, however, should focus on those groups who either are *numerically significant and in need of integration measures*, as well as on groups which are subject to a *major specific integration measure due to specific needs*. The studies should not try to explore the need for integration measures but should encompass those groups *which are considered as being in need* by local policy. The background for this consideration by local policy, however, should be reflected in the studies.

► *Time frame*

The studies should mainly focus on *recent objectives and measures*, and should include past developments and actions as far as it seems necessary to understand the present situation.

The studies in this module focus on the relevance of housing for the integration of migrants. This relation is a circular one: housing has a varying degree of impact on integration dimensions such as education, health, social relations, labour market involvement and segregation, civic involvement, safety and criminality. However, these factors of integration also have an effect onto the housing situation and its development. Thus, path dependency, mutual interdependence, as well as circular feed-backs have to be taken into account.

► *Segregation*

Spatial segregation should *not be considered as a problem per se* by the studies, only *insofar as segregation is causing integration-related problems*. Negative effects of segregation can be a damaging impact on opportunities in education, professional training, labour market and income. Positive effects can be good social embedding within minority groups, availability of local social networks and their support, and the opportunities for an ethnic economy.

Problematic may be the criteria for segregation: “ethnic” segregation often does not overlap with nationality, so the role of naturalized migrants may be underestimated as well as the ethnic differences within a group of joint nationality (e.g. Turkish nationals of Turkish and Kurdish ethnicity). Thus, when analyzing segregation, the data should not refer to nationality only (i.e. percentage of foreigners), but should consider also the ethnic or cultural composition of residents living in segregated areas.

In addition, it is very difficult to distinguish between class segregation and ethnic/migrants segregation and its effects. Ethnic groups or migrants are not homogenous, within the same group, “social climbers” as well as marginalized may be found. Thus, the studies are likely to deal with members of a migrant group or ethnic minority with the least resources (underclass), because usually only these groups are segregated sharply, only for these social interactions and networks are restricted to the neighbourhood and only these are reliant on the local community.

In general, the guiding research questions for the module on housing should be: *How does the local housing system (institutions and relevant actors, their agenda, resources and legal framework) function for the specific target groups? What is the general policy and what specific interventions are made? What are the results and experiences from these policies and interventions? Which factors (local/specific versus general/transferable) have been relevant for the outcomes?*



7 Structure of the common reporting scheme

This chapter outlines a concept framework for the implementation of the first module on housing. This framework intends to provide a list of items to be considered in the case studies. Thus, it aims at structuring factors and dimensions which might be relevant for the analysis of a local integration policy in the field of housing, and to give an inventory of potentially relevant factors and dimensions. The dimensions and factors listed below do not only refer to data in the narrow sense: *estimations, judgements and assumptions based on experience by the local experts* will be also considered and are a valuable source of information.

The case studies should include not only policies of local governments, but also those of other relevant actors at the local level such as housing associations or other organizations relevant for the local housing market.

They should consider *general policies* not explicitly directed towards the groups in question but having an impact for these groups, *specific policies* explicitly targeted on groups perceived as in need, as well as *non-policies*, the lack of measures and intervention in face of social problems and its effect on the groups in question.

Based on this approach, the potentially relevant indicators and aspects are listed below.

The various dimensions and factors which deem relevant for the first module on housing are arranged in groups: Firstly, the information and data which can be provided by the participating cities only, and secondly, information and data on the national context which can be collected by the researchers.

The factors on the municipal level are grouped according to the following logic:

A first block deals with the housing situation of migrants and minorities in the city in general (how is the situation?). This encompasses general data on the city which may be relevant for the proper interpretation of the more specific information on housing and migrant integration. It further encompasses general data on the housing situation within the city and the position of residents with migratory background or minority belonging.

The second block deals with the relevant actors of the situation (who is who?): The relevant institutions and the organisation of responsibilities within the municipal administration, and the private and non-governmental organisations and institutions which are relevant.

The third block deals with the discourse and the definition of the problems by local policy. What concepts and assumptions are applied, do the various actors differ in their positions? (What is the problem?)

The fourth block deals with interventions and measures and provides a checklist for policy interventions and measures which might be relevant for the housing situation of migrants and minorities. It asks for experiences from and outcomes of existing measures and initiatives (what is done?).

These indicators and aspects should be considered for the collection of the case studies data, supported by the researchers. This list is meant as a checklist for the case studies, not as a requirement for the collection of data on each item. The case studies should be based on already existing data as well as on other information from local experts. It aims at defining the scope of data and information being relevant for the module on housing.



7.1 Structural basic data of the city

- ▶ Cities size, structure and development, relative significance of the city in country and region
- ▶ Membership in inter-city policy networks (e.g. EUROCITIES)
- ▶ Participation in inter-city projects on migrants' integration, experiences and results
- ▶ Cycles of Migration for the city: general data, trends, structure
- ▶ Composition of immigrant/ ethnic minority populations (incl. nationality, age, gender, socioeconomic status)

7.2 Data on the housing situation of the city

7.2.1 Housing situation

- ▶ Distribution and typical situation of migrants in the housing sectors: public housing, private housing, housing associations, home-ownership (incl. ownership rates)
- ▶ Relation between the segments of the housing market, trends
- ▶ Percentage of the city-owned housing
- ▶ Residential concentration
- ▶ Neighbourhoods considered as problematic, and their characteristics
- ▶ Physical quality of housing in these neighbourhoods (heating, bath rooms, windows, environment)
- ▶ Residential density
- ▶ Overcrowding of flats
- ▶ Housing-related aspects of segregated neighbourhoods: health, education, labour market, safety, crime rate
- ▶ Housing market situation (demand/supply for rented housing/home ownership)
- ▶ Relevant changes of the demand-side of the housing market due to migrants (larger families with more children and multi-generational households)
- ▶ Relevant changes to the supply-side of the housing market (privatization of public housing, building of new stocks)
- ▶ **Accessibility of the housing market system for migrants and minorities**
 - ▶ Regulations of (policy-regulated) housing allocation
 - ▶ Regulations for housing subsidies
 - ▶ Affordability of housing (percentage of household income for rent/mortgage)
 - ▶ Access to private ownership for migrants
 - ▶ Access to the private tenure housing market
 - ▶ Access to relevant information and institutions, i.e. openness of counselling institutions and tenants' associations for migrants and minorities
 - ▶ Discrimination: direct/indirect, structural/institutional/individual, harassment



- ▶ **Differences in housing integration among different (migrant) groups**
 - ▶ Mobility within the city: Are there typical housing careers? Is there a difference between typical careers of natives and migrants?
 - ▶ Which groups are more successful than others?
 - ▶ Variations of accessibility to affordable housing for different migrant groups due to
 - ▶ Legal aspects (incl. insecurity of migrant status, limited rights to services for non-citizens)
 - ▶ Economic aspects (incl. socio-economic poverty, lack of access to housing subsidies or income support)
 - ▶ Cultural barriers (incl. lack of support networks or of access to formal support structures)
 - ▶ Spatial barriers (incl. segregation leading to stigmatisation, location mismatch of housing demand and supply)
 - ▶ Discrimination (overt and covert)
 - ▶ Problem of exploitation/ speculators
 - ▶ Duration of stay
 - ▶ Nationality and related networks
 - ▶ Specific or individual aspects

7.2.2 Institutional setting and actors

- ▶ **City level**
 - ▶ Competences for housing: Who is responsible for what?
 - ▶ Types of administrative and political organization and departmental allocation of housing and integration policies within the municipality
 - ▶ Are there overlapping competences and jurisdictions among the different administrative units?
 - ▶ Do policies on housing-related issues differ among the municipal departments?
 - ▶ Extent of the manoeuvring room for the cities (administration, competence, financing) vice versa the regional and national level
 - ▶ Policies and practices of municipal housing companies; are there privatisation processes of public and corporate housing stock?
- ▶ **Non-municipal actors:** What are their policies, practices, contribution to affordable housing and involvement in the (political) decision making processes?
 - ▶ Private housing companies and landlords
 - ▶ Migrant organizations
 - ▶ NGO's
 - ▶ Other actors as large companies offering housing provisions for their employees



7.2.3 Discourse, concepts and policy concerning housing

- ▶ **General migrant integration policy**
 - ▶ General data on cities' integration policies and underlying theoretical and political concepts (incl. their criteria for success / failure of integration measures)
 - ▶ Are there differences between the national and the city's political discourse about integration in general?
 - ▶ Migrant view: How do migrants / migrant organizations define integration?
- ▶ **Municipal housing policy**
 - ▶ Vision and discourse of the cities on housing / segregation (assumptions and paradigmatic background)
 - ▶ Perception by the policy?
 - ▶ Recent initiatives in the city council?
 - ▶ Changes due to actual events such as 9/11, the assassination of Theo van Gogh (November 2004) or youth riots in French "banlieus" (winter 2005/06)
 - ▶ Are there obvious differences between the national and the city's political discourse about housing / segregation?
 - ▶ Naming "good practices": Influence of (a) conditions and (b) policy agenda defining for success and failure
 - ▶ Existing participation in exchange of experiences at the European or international level
 - ▶ Approach of the municipal housing policy: Incentives versus imposing, relationship between general social housing policies and specific policies for migrants
 - ▶ Role of the media: Discourse on disadvantaged neighbourhoods, cooperation with the media to improve the image?
 - ▶ Safety: Specific initiatives of the police to improve neighbourhood safety?

7.2.4 Municipal housing policies: measures and evaluation

- ▶ **Physical improvement**, e.g.
 - ▶ New buildings (housing stock)
 - ▶ Demolishment of degraded housing blocks
 - ▶ Measures of renovation (of the block / neighbourhood level)
 - ▶ Infrastructure improvement (open spaces, outdoor spaces, public transport)
- ▶ **Social improvement**, e.g.
 - ▶ Neighbourhood-centred network programmes (neighbourhood meetings, round tables)
 - ▶ Cultural facilities / cultural programmes for migrants and autochthonous residents
 - ▶ Social services and service centres



- ▶ Cultural diversity management (incl. mediators)
- ▶ Improvement of the image of a deprived neighbourhood (by media, politicians...)
- ▶ **Active anti-segregation policy measures**, e.g.
 - ▶ Allocation policies, e.g. measures of attracting middle-class to city districts (from green-belt periphery), intercultural housing projects, quota
 - ▶ Assignment of building ground lots, regulations for new building stocks: Consideration of migrant population's needs?
 - ▶ Financing of home ownership: Mortgages for migrants, cooperation with banking institutions, counselling for potential migrant home owners?
 - ▶ Improvement of the links between parts of the city
- ▶ **Special migrant policies**, e.g.
 - ▶ Special programmes for most vulnerable migrant groups on the housing market: (1) recent immigrants, (2) seniors, (3) women, (4) unaccompanied minors, (5) Roma and other non-migrant ethnic minorities, (6) asylum seekers
 - ▶ Consideration of specific housing preferences or needs of different migrant groups as appropriate housing information and advise for newcomers, specific needs caused by cultural norms and / or larger household and family size, adequate reception facilities for asylum seekers
- ▶ **Implementation and evaluation of measures (if existing)**
 - ▶ Practice of measures' implementation
 - ▶ Project management: coordination of institutions, cooperation with researchers, residents' involvement, citizens' participation
 - ▶ Cooperation among various actors and active participation of immigrants, tenants and citizens in the measures (governance)
 - ▶ Practice and criteria of evaluation; results of possible evaluations of local measures

7.3 Contribution by the Research Group

These items should be dealt with by the research team. They relate mainly to background data on the national level which are relevant for understanding the national framework of the case studies as well as for the comparison of the case studies at a European level.

- ▶ **Structural basis data of the country**
 - ▶ Cycles of Migration for the country: general data, trends, structure
 - ▶ Composition of immigrant/ ethnic minority populations (nationality, age, gender, socioeconomic status) in the country
- ▶ **General integration policies and underlying theoretical and political concepts** (incl. their criteria for success / failure of integration measures) on the national level



- ▶ **Institutional setting and actors**
 - ▶ National and regional framework (legal, political, historical, economical)
 - ▶ Levels of administration, territorial organization (national, regional, municipal) and the relation between these levels
- ▶ **Differences in housing integration among various ethnic groups**
 - ▶ Are less or more successful migrant groups comparable among the city (patterns of success)?
 - ▶ How does the specific local situation determine these integration and social mobility processes?

The case study teams of the participating cities will receive a common reporting scheme for the data collection for their case studies. This common reporting scheme is based on the scope of indicators listed above, but contains only a subset considered to be significant in order to ensure the feasibility of the case studies. To a large extent, the common reporting scheme will be the same among all participating cities. Only if necessary due to national or local specifics, it may include special sections or may omit irrelevant items.

This common reporting scheme shall ensure the comparability of the case studies at a European level. However, the case study teams of the cities are encouraged to consider also aspects of this Concept Paper which are not included in the common reporting scheme as well as aspects not dealt with in this paper, if it seems necessary according to their experiences and knowledge.



8 Conclusions

Although the CLIP project faces a very challenging task and has to deal with a large variation among the European cities rendering the aim of comparison quite difficult, it meets a major demand formulated by recent statements from important political bodies at the European Union level as well as interests of the participating cities. The CLIP module on housing will provide a European overview and an expert analysis of relevant housing policies and measures as well as indicators for evaluating their outcome. Thus, it will create up-to-date resources for decision-making and policy implementation for municipal authorities, local housing institutions and practitioners.

At the same time, the CLIP network will create functioning work relationships of the cities' experts across Europe supported by scientific experts on migrants' integration. This will also provide resources for joint innovative projects of the participating cities funded by European and national resources.

Last, but not least, the interactive approach of the project and the cooperation among practitioners, experts and researchers in its implementation offers also opportunities for enlarging the scientific knowledge on migrants' integration processes and the related policies, and to increase the relevance of research in the integration of migrants of the society as a whole.