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# When strangers become neighbours: role of the international actors and local authorities in the process of integration of immigrants through housing policies

Alena Vasilevich

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**MASTER THESIS**

**When strangers become neighbours: role of the  
international actors and local authorities in the  
process of integration of immigrants through housing  
policies**

**Alena Vasilevich**

**Grenoble**

**26 September 2010**

Thesis for Master's degree « International Organization, IGO, NGO »

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**Ce travail a été effectué après le stage à CEE-ONU sous la direction du tuteur de mémoire, Mme Charlotte Halpern chercheure FNSP-PACTE / IEP Grenoble**

**The analysis has been undertaken after the internship at UNECE under the direction of the thesis supervisor, Ms. Charlotte Halpern researcher FNSP-PACTE / IEP Grenoble**

**Cette analyse ne représente que l'opinion personnelle de son auteur et ne peut en aucun cas être attribuée à CEE-ONU où le stage a eu lieu.**

**The analysis expresses the personnel opinion of its author and cannot be attributed to the organization UNECE where the internship took place**

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### **Abstract**

The purpose of this work is to analyse the role of the international actors and local authorities in the elaboration and implementation of policies of integration of immigrants through housing. Several experiences of failure of integration policies in developed countries make national and local policymakers to create new measures and/or to transfer already existing policies with the aims of helping immigrants to become an integrated part of the host society and to decreasing social tensions. Housing plays an important role in the integration process. Many countries among other policies of integration of immigrants are using social housing, which not only solve existing problems, but also brings new challenges. The examples of Germany and the city of Stuttgart that has been analyzed in the case study show that local authorities play a vital role in the process of integration of immigrants through housing policies and that the best practice examples of integration policies may be transferable with the help of international actors and networks.

### **Abstract**

Le but de ce travail est d'analyser le rôle des acteurs internationaux et des autorités locales dans l'élaboration et la mise en œuvre de politiques d'intégration des migrants à l'aide du logement. Plusieurs exemples d'échecs des politiques d'intégration dans les pays développés incitent les décideurs politiques nationaux et locaux à inventer de nouvelles mesures et/ou à transférer des politiques déjà existantes dans le but d'aider les migrants à devenir une composante à part entière de la société d'accueil et de diminuer les tensions sociales. Le logement joue un rôle important dans le processus d'intégration. Plusieurs pays utilisent le logement social entre autres politiques d'intégration des migrants. Toutefois, le logement social ne tend pas seulement à résoudre des problèmes existants mais il crée aussi de nouveaux défis. La situation en Allemagne et celle de la ville de Stuttgart qui ont été analysées dans l'étude de cas montrent que les autorités locales jouent un rôle central dans l'intégration des migrants et que les exemples de bonne pratique de politiques d'intégration peuvent être transférables à l'aide des acteurs internationaux et des réseaux.

**Key words:** immigration, integration, housing, cities, international organizations, Stuttgart



## Abbreviations

ADA	Association Accueil des Demandeurs d'Asile (Welcoming Asylum Seekers)
AI	Amnesty International
AIA	Amnesty International Australia
CCME	Churches' Commission for migrants in Europe
CECODHAS	European Liaison Committee for Social Housing
CHLM	Committee on Housing and Land Management
CLIP	Cities for Local Integration Policies
DIAC	Department of Immigration and Citizenship
EHLM	Environment Housing and Land Management Division
ESHO	European Social Housing Observatory
EQUAL	EQUAL Initiative to promote a better model for working life by fighting discrimination and exclusion on the basis of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation
EU	European Union
IAAAS	Immigration Advice and Application Assistance Scheme
ICESCR	International Covenant on Economic, Social and Cultural Rights
INTI	Program on Integration of third country nationals
HUMAN	Housing and Urban Management Advisory Network
MIPEX	Migrant Policy Integration Policy Index
NGO	Non-governmental Organization
OECD	Organization for Economic Cooperation and Development
OIG	Organization Intergovernmental
UNECE	United Nations Economic Commission for Europe
UN-Habitat	United Nations Human Settlements Program
URBAN	Community Initiative that addresses the problems of isolation, poverty and exclusion of the inhabitants through interventions that improve the ensemble of their physical and social entourage
WPLA	Working Party on Land Administration

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## **Introduction:**

“When strangers become neighbours”, this citation from L. Sandercock’s book *Cosmopolis II: Mongrel Cities in the 21st Century*<sup>1</sup>, seems to be perfect to illustrate the object of my Master thesis in the large sense: migration and cities. More precisely, what role housing may play in the process of integration of immigrants to help newcomers to become “neighbours” and not staying “strangers” for residents and for the whole host society.

The idea to explore the link between migration and cities and how to integrate immigrants through housing policies, came thanks to my two internship experiences with two different international organizations: one with Amnesty International Australia (Non-governmental organization, NGO) accomplished last summer and focused essentially on the issues of refugees and migrants, and the second one has been done with the Environment, Housing and Land Management Division of the United Nation Economic Commission for Europe (Intergovernmental organization, IGO) where I had been working for five months on the issues of social housing, informal settlements, spatial planning and land administration.

The issues of integration, poor housing conditions for immigrants and ethnic communities and discrimination of immigrants in housing sector has become topical and has moved up the policy agenda in different countries and on different levels: international, European, national, regional and local. The recent event of the demolition of the camps of Roma community across France and their forced deportation to their country of origin has raised the issue of failure of integration and bad housing conditions for immigrants as well as the more global issue of violation of human rights of immigrants.

Local authorities are playing a central role in the process of integration of immigrants, including their integration through housing. Urban population is growing as the result of several causes e.g. international migration. Cities that attract newcomers by their “success” have to deal with a wide range of challenges, including integration of immigrants and providing them decent living conditions. Moreover cities feel a direct impact from the success or the failure of the integration process.

In turn, immigrants are also facing different challenges in cities and especially in housing, including lack of socioeconomic status, cultural and language problems, social exclusion, discrimination and lack of knowledge of their rights in the housing sector, and spatial and social segregation.

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<sup>1</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.134.

It is important to keep in mind when dealing with the issue of immigrants and their integration through housing that not all immigrants experience poor housing conditions. Thus, all immigrants should not be seen as victims who are not able to develop positive strategies individually or collectively to improve their housing conditions<sup>2</sup>.

Cities are playing a vital role not only in the elaboration and the implementation of programs of integration but also in developing of innovative policies regarding different aspects of integration process: labour market, education, political participation, cultural diversity, housing etc. - the policies that will help to "transform stranger" to "neighbour". Housing is a central issue in the process of integration of immigrants<sup>3</sup>. Some cities have already experienced success from their policies developed to integrate immigrants through housing (for example the city of Stuttgart that was taken as the object of case study for this work) and were recognized as best practice examples on the local, national and international levels. Several cities around the world may learn from each other and transfer best practice policies of integration of immigrants through housing adapting those practices to local changes and to their specific historical, political, cultural, legal and social contexts.

Provision of decent housing for everyone is the State's responsibility. Housing is a public policy that remains the domain of each nation and follows national, regional and local orientations of each State. International organizations such as the UN-Habitat, the UNECE and the World Bank are actively influencing and promoting housing policy developments by providing expertise, finance, technical assistance and a platform for exchange to help governments respond to housing matters and learn from best practice examples.

However, only the European network of Cities for Local Integration Policy for Immigrants is providing the overall information on the issue of integration of immigrants through housing. This network rallies about 30 cities<sup>4</sup> and is aiming to learn from each other by transference of best-practice examples, to develop a more systematic approach with new tools for monitoring and evaluating integration policies to contribute to the national immigration policies and the European policies of migration and integration. The weak point of the network is that mostly European cities are taking part in it; there is no more international variation of it, however there are chances that it will be developing to include a larger number of cities and regions in the future.

<sup>2</sup> Cities for Local Integration Policy, *Housing and Integration of migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.3.

<sup>3</sup> Ibid, p.IV.

<sup>4</sup> Amsterdam, Antwerp, Arnsberg, Athens, Deputación de Barcelona, Bratislava, Breda, Brescia, Budapest, Copenhagen, Dublin, Frankfurt am Main, Istanbul, Izmir, Liège, Lisbon, Luxembourg, Marseille, Prague, Paris, Sefton, Sintra, Stuttgart, Terrassa, Turku, Vienna, Wolverhampton, Zagreb (from: [http://www.sompas.ox.ac.uk/fileadmin/files/pdfs/Briefings/B-08-19\\_CLIP%20briefing.pdf](http://www.sompas.ox.ac.uk/fileadmin/files/pdfs/Briefings/B-08-19_CLIP%20briefing.pdf) (checked 17/09/2010)).

To conclude the introduction chapter, I would like to present the hypothesis on which I would like to focus this work.

Housing is the key tool to integrate immigrants. Different countries are using social housing as one of the tools to integrate newcomers. However, it is neither unique, nor the most efficient solution. Different models and aspects of integration exist: through labour, political participation, cultural and religious dialogues, education, health, housing etc. International Organization, IGO, NGO and Networks have a limited role to play in housing policies but they can play an important role in spreading good practice in terms of successful living alongside others who are different, learning from them, creating a new world with them, instead of fearing them<sup>5</sup>.

Before moving to the main core of the work, I would like to firstly present the methodology of the achieved work for this Master thesis.

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<sup>5</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.136.

## **Methodology:**

This part of the work focuses on the methodology that was used in elaboration of the thesis. Keeping in mind that the aim of the thesis is to see what role international organizations and local authorities are playing in the integration of migrants through housing, I will first of all talk about study design, then the secondary resources used. Thirdly, the method of primary data collection will be presented. Finally, the concept of case study and study map will be developed to conclude the elaboration of methodology,

### *1. Study design:*

The object of this Master's thesis is not research study but more academic, with a strong link between the internship(s) carried out during the Master's program and chosen problematic. However, to explore the problematic properly it is necessary to adopt a simplified (compared to a research thesis) research approach. Two main research approaches can be adopted in research: inductive and deductive. Inductive method is used to develop broader conclusions from measurements and specific observations that is why the inductive reasoning leads to the generalizations and formation of theories formulations<sup>6</sup>. The deductive approach is concerned with testing the theories, when researchers start from general statements and move towards the specific features<sup>7</sup>. The deductive approach is mostly used when commonly agreed theories are available for the object of the research. There are no generally accepted theories to measure and evaluate the integration of immigrants through housing policies. For this work I will use an approach, which is more inductive than deductive.

There are two approaches of data collection: quantitative and qualitative. In simple words, the quantitative data is dealing with numbers when the qualitative data is expressed by words<sup>8</sup>. "Everything that comes from watching, asking or examining": interviews, notes, observations are qualitative data<sup>9</sup>. In this study in order to explore the issue of integration of immigrants through housing and transferability of best practice I utilised both qualitative and quantitative data collection approaches.

### *2. Secondary data:*

Secondary data are those that have been already collected by someone. The most

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<sup>6</sup> Deductive and Inductive logic, More on Logic available at: <http://www.psych.utah.edu/gordon/Classes/Psy4905Docs/PsychHistory/Cards/Logic.html> (checked 15/09/2010).

<sup>7</sup> Ibid.

<sup>8</sup> K.F.Punch, K.Punch, *Introduction to social research: quantitative and qualitative approaches*, Second Ed., Sage Publications Ltd., 2005, p.55.

<sup>9</sup> Ibid, p.56-57.

common form of secondary data are books, reports, articles, and other published resources that are helpful to define the problem, design the research, analyze the data and discuss the results<sup>10</sup>. Thanks to the help of secondary data I was able to understand the existing academic discourse regarding the issue of integration of migrants and collected the information for the literature review. In addition to understand the concepts of integration and segregation I analysed secondary information about various types of spatial segregation different types of areas where different ethnic groups are living such as enclaves, urban ghetto and informal settlements as well as various instruments existing to integrate migrants such as social housing, urban planning, local participation etc.

The issue of integration of migrants into host society is topical that is why a huge amount of information, covering different aspects of integration and segregation of migrants, is available. Some of this information was not considered as completely relevant for the chosen problematic of the thesis, so I had to look very carefully for the information. I read a significant number of books and articles on the working issue, but not all of them were utilized in this paper. There are not many sources that are dealing with both issues of migration and urbanization at the same time. That is the reason why I has read the various books dedicated to immigration, ghettoization, integration and segregation processes and did the analysis of the sources to include them in the thesis and to adopt them to the subject. When collecting information about migrants, cities and their integration Russian, French and English sources were used as well as various secondary sources including reports, researchers videos and newspapers. Documentary and fiction films regarding immigration and integration challenges were also used. Additionally, some information was collected from iTunes University applications and via you tube that is available on-line. The information collected was massive and not all relevant so that I had to carefully select and structure it.

The majority of secondary information was collected from the reports and working papers of different international organizations such as UNECE, UN-Habitat, International Organization on Migration and OECD.

Some of information was taken from the two internship reports (see Annex 10 and 12) that highlight first of all the structures of two international organizations, Amnesty International Australia and the United Nations Economic Commission for Europe. Then, the internship reports present the main skills that I gained during these two experiences.

Thanks to the chance to get the access to the library of the United Nations Organizations in Geneva, several publications and books were found in it to enrich the work.

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<sup>10</sup> C. Cooper, *Tourism: principles and practice*, Fourth Ed., FT Prentice Hall, 2008, p.86.



### 3. Primary data:

Primary data is the type of source collected by the researcher himself/herself and then analyzed. Primary data include surveys, observations, experiments and interviews<sup>11</sup>; data collection and type of data depends on the subject of the research.

For the thesis, primary data was gathered through interviews, observations and statistics. Concerning the interviews, there were five interviews done. One with Marco Keiner<sup>12</sup> - researcher, professor and author of *Managing Urban Futures: sustainability and urban growth in developing countries* and the Deputy Director of the UNECE. This interview was more a short exchange but a highly useful one. Another interview was a structured face-to-face interview with a colleague working at the UNECE, who has an immigrant background<sup>13</sup>. Two interviews by writing exchange with two people involved in the process of integration of immigrants on the local level in two countries, Germany and Czech Republic also took place. The first person takes an active part in the Council for Integration of Immigrants and the second one is working on the issue of integration within the Churches' Commission for migrants in Europe. The fifth interview was done with Philippe Fages, director of a local land public establishment of the agglomeration of Grenoble. However this interview was more general and contained advice that is why it was not put in the annex. I also used different types of statistics on immigration, urbanization and integration from different sources and reports<sup>14</sup>.

### 4. Case study and study map:

The study map of the analysis focuses essentially on the member countries of the UNECE (see Annex 9), partly because I was working with these countries during the 5-month internship. European Union countries are a particular focus in this study due to the fact that there is more information available on those countries.

I decided to choose Germany and the city of Stuttgart (see Annex 16) as the objects of its case study to illustrate different models of integration existing in Germany and how the city of Stuttgart is integrating immigrants through housing policies. This case study helps better understand the challenges that countries and cities face with the immigration and integration processes and the vital role that local authorities are playing in the process of integration of immigrants through housing.

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<sup>11</sup> C. Cooper, *Tourism: principles and practice*, Fourth Ed., FT Prentice Hall, 2008, p.86.

<sup>12</sup> See Annex 17: interview with Marco Keiner.

<sup>13</sup> See Annex 19: Interview with Jiayu Zhang.

<sup>14</sup> See Annexes.

## **Chapter I: Background information on migration, urbanization and the process of integration and the role of international organizations in the integration of immigrants through housing**

### *I. Globalization, Migration and Urbanization:*

Three last decades of the twentieth century have experienced massive changes occurring in the cities: independent economic, demographic, and social-cultural forces have been reshaping these cities since the 1960s from industrial to post-industrial landscapes<sup>15</sup>.

The process of globalization “can comprise many processes, such as the spatial integration of economic activities, movement of capital, migration of people, development of advanced technologies, and changing values and norms that spread among various parts of the world”<sup>16</sup>. Globalization as cited in UN-Habitat report *Globalization and Urban Future*<sup>17</sup> is the driving force for migration and urbanization. At the same time, the mentioned report highlights that the socio-economic consequences of globalization limit the access to infrastructure and housing. It encourages the creation and sprawl of slums and reinforces the negative impacts on environment and health<sup>18</sup>, which are the main problems of poor and vulnerable people, including immigrants.

International migration is not a new phenomenon: Salmon Rushdie cited in the Leonie Sandercock book states that “movement and migration are, arguably, among the defining social-historical conditions of humanity”<sup>19</sup>.

In 2009, according to the International Organization for Migration<sup>20</sup> the number of international migrants in the world reached almost 214 million, up from 155 million persons in 1990. As shown in Annex 1 (Estimated number of international migrants, their distribution and their share in the population, 1990-2010) and Annex 2 (Estimated number of international migrants, 2009), the number of international migrants increased by 22 million from 1990 to 2000, going from 155 to 177 million. The estimated increase was close to 14 million from 2000 to 2005 and above 19 million from 2005 to 2010. Most of the world’s migrants live in

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<sup>15</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.1.

<sup>16</sup> P. Marcuse, R. van Kempen, *Globalizing cities: a new spatial order?*, Blackwell Publishing, 2000, p.5.

<sup>17</sup> UN-Habitat, *Globalization and Urban Future, Migrants et villes multiculturelles: problème ou potentiel?*, available at : [http://www.unhabitat.org/documents/media\\_centre/sowc/sowc6.pdf](http://www.unhabitat.org/documents/media_centre/sowc/sowc6.pdf) (checked 15.08.2010).

<sup>18</sup> UN-Habitat, *Globalization and Urban Future, Les villes et la mondialisation: une spirale descendante?*, available at: [http://www.unhabitat.org/documents/media\\_centre/sowc/sowc5.pdf](http://www.unhabitat.org/documents/media_centre/sowc/sowc5.pdf) (checked 15.08.2010).

<sup>19</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.1.

<sup>20</sup> International Organization for Migration, *Facts and Figures*, available on: <http://www.iom.int/jahia/Jahia/about-migration/facts-and-figures/lang/en> (checked 11.08.2010).

Europe (70 million in 2010), followed by Asia (61 million) and Northern America (50 million)<sup>21</sup>.

The figures show that international immigration is continuing to increase. Moreover, immigrants leave their countries of origin to come to cities with the aim of finding better future for them and their families. The migration flux has a direct impact on urbanization process. Cities are growing and so are challenges that they are facing.

The United Nations Department of Economic and Social Affairs, Population Division<sup>22</sup> highlights in its report entitled *World Urbanization Prospects, the 2008 Revision* that in 2009 around 3.4 million people are living in urban areas worldwide while in 1950 there were about 0.7 million (see Annex 3, 4, 5). Urbanization which is a kind of migration, takes place when the population moves from a rural area to an urban one depends significantly not only on internal migration inside one country, but also on international migration, which is a focus of this paper. So, we can see in cities two kinds of newcomers - those from inside and those from outside the country. In the majority of cases this movement comes from less developed areas to more developed areas, and concerns big cities, megalopolises.

The prospects show that the growing figures of urbanization and migration are not likely to decrease in the future and this is why the issue of housing for immigrants and their living conditions should be urgently addressed. The population living in urban areas is projected to gain 2.9 billion passing from 3.4 billion in 2009 to 6.3 billion 2050<sup>23</sup>, while the number of migrants in the world population is growing and is projected to reach 2.9% (compared with a constant 2% during the whole period between 1965 and the 1990s)<sup>24</sup>.

The migration movement is as old as the world. Moreover, immigration to areas where a better life and more possibilities can be expected comes also from ancient times. According to Jacques Barou in *La Planète des migrants* (Planet of migrants)<sup>25</sup>, people migrated to survive: they followed animals' movement to use them as vital source which brought them very far from the first place of settlement. The process of urbanization is often motivated by the creation of attractive housing opportunities but often has to do with

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<sup>21</sup> United Nations, Department of Economic and Social Affairs, Population Division (2009), *International Migration, 2009 Wallchart* (United Nations publication, Sales No. E.09.XIII.8).

<sup>22</sup> *World Urbanization Prospects, the 2008 Revision*, available at <http://esa.un.org/unpd/wup/index.htm> (checked 11.08.2010).

<sup>23</sup> United Nations Department of Economic and Social Affairs/Population Division, *World Urbanization Prospects: The 2009 Revision*, United Nations, New York, 2010, p.1.

<sup>24</sup> *International Migration Report*. Geneva, 2002 ([www.un.org](http://www.un.org)); *Tendances des Migrations Internationales*, Paris, OECD, 2003 ([www.oecd.org](http://www.oecd.org)).

<sup>25</sup> J.Barou, *La Planète des migrants - Circulations migratoires et constitution de diasporas à l'aube du XXIe siècle*, PUG, 2007.

economic reasons<sup>26</sup>. It is important to evaluate the causes of immigration for policy-makers for better adaptation of integration policies to specific contexts. Basically, the causes that push people to leave their countries are varied, complex and similar to those, which have existed throughout history: demographics (since 1960 the world population has increased significantly), political motivations (as for example the fall of the Berlin Wall or conflicts, civil wars (Balkans, Central Africa)), economic (due to difference of wealth in different countries), ecological (linked to climate change, natural and anthropogenic catastrophes) reasons. Talking about causes of migration one can't neglect such causes that are difficult to measure and to control as cultural or affective reasons, or simply curiosity, desire to discover new horizons<sup>27</sup>. Migration is a social phenomenon, which can't be described only with quantitative data but requires qualitative research, case studies, like methods, which are connected with values, orientations, and life-stories.

It is important to understand why people are leaving their countries but it is also important to know from where they are coming to find the appropriate solutions to evaluate all the aspects of integration and to better integrate newcomers into the host society. Jacques Barou highlights the fact that today the principal zone of departure of migration is the Southern hemisphere<sup>28</sup>, mostly consisting of developing countries. According to him, it is the disequilibrium between socio-economic spaces that gives birth to migration. But the migration from developing countries is not absolutely from South to North, the majority of this migration happens between developing countries, from one country or one zone to another located in the same continent. However, whatever the provenance and destination of migrant are, it is indisputable that he/she will be looking for networks or communities to organise his/her departure and afterwards the life in the host society (see Annex 19: Interview with Jiaru Zhang). For migrants who are attracted by the magnet of cities, the family appears as the first source of survival in the unknown world<sup>29</sup> and to establish new reference points to live in the host society. Moreover, while ethnic community networks and diaspora could be a good entering point to the new society, they also could be barriers to the socialisation and integration of the newcomers. The role of ethnic communities in the integration process should also be kept in mind when the policies of integration are being developed.

Another important aspect of international migration is that it allows the possibility to equilibrate or more precisely to compensate the demographic decrease that is caused by the

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<sup>26</sup> P. Marcuse, R. van Kempen, *Globalizing cities: a new spatial order?*, Blackwell Publishing, 2000, p.7.

<sup>27</sup> J.Barou, *La Planète des migrants - Circulations migratoires et constitution de diasporas à l'aube du XXIe siècle*, PUG, 2007, p.7.

<sup>28</sup> Ibid, p.24.

<sup>29</sup> J.Barou, *Étrangers dans la ville. La famille comme ressource ou comme handicap*, Informations sociales 2006/2, N° 130, p. 90-97.

ageing demographic of the population in several industrialized countries. In some of those countries, immigration even becomes a real and unique instrument of demographic growth: without immigration the population of Germany, Italy or Sweden for example, could already start to decrease<sup>30</sup>. However, a massive resort to immigration will never be able to cancel out the effects of an ageing population because it is impossible to influence socio-demographic structure of newcomers except by adapting strict quotas for a selective immigration policy<sup>31</sup>.

When people come to new a country, they do not have a place to stay and to live, and they do not have many options for settlement. Renting houses is quite often not affordable and staying with relatives and community members who are already settled in that area is also not guaranteed and can be a burden for the community and family. Refugees can be settled in special camps or some (often poor quality) social housing but in the majority of cases immigrants can't find a place of residence. So it is not rare that they make informal settlements or become homeless, which can lead to their criminalization and marginalization and create serious social problems. Social housing is called upon to solve this basic problem of vulnerable people - to provide a home, a place to live for people in need. Sometimes NGOs and religious organizations deal with this issue, but providing houses is quite expensive and can't be done on the level of such groups and initiatives. It can be done more effectively and generally at the level of the authorities – both national and local. Authorities plan special programs for settlements - social housing is not an individual issue, quite often it includes special quarters and block of flats, which are quite cheap and organized. They are usually located somewhere on the outskirts of cities or in non-privileged districts in order to make these houses as cheap as possible to settle as many immigrants, vulnerable or homeless people as possible. The main aim of social housing is to fulfil a right to housing and to satisfy basic physical needs; and it can't also deal with issues of integration or exclusion. Still, it often has an influence on the social and cultural needs of immigrants. The second chapter of the paper is dedicated to social housing, its legal framework and its general principals, with a special focus on the living conditions of immigrants and the links between social housing and migration.

## *2. Immigrants in cities: integration or exclusion?*

All over the world immigrants play an important role in the economic and social life of cities. According to the Migration Information Source<sup>32</sup> (see Annex 6: Cities with over 1

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<sup>30</sup> M.Mouillart, *Flux migratoires, intégration et mixité social*, 30ème Conférence du Réseau Habitat et Francophonie, Genève, 25 au 29 avril 2004.

<sup>31</sup> Ibid.

<sup>32</sup> M.Price, L.Benton-Short, *Counting Immigrants in Cities across the Globe*, Migration Information Source, January 2007, available at: <http://www.migrationinformation.org/Feature/display.cfm?ID=567> (checked 13.08.2010)

million Foreign-born Residents), there are 20 cities with more than 1 million foreign-born residents<sup>33</sup>. These cities are located in different parts of the globe however there are more cities from the developed countries among them. These cities are also magnets for one in five of the world's immigrants. As it is presented in article Price and Benton-Short<sup>34</sup>, Latin American and African cities are absent from Annex 6 (Cities with over 1 million Foreign-born Residents), although they do represent destinations for internal and international migrants. However, most countries in these regions have a negative rate of pure migration, which means that there are more migrants leaving than arriving in these countries<sup>35</sup>. It is important to keep in mind that some of the cities such as Buenos Aires, São Paulo, Rio de Janeiro, and Mexico City are not shown on the map in Annex 6 not due to the fact that they are not attracting migrants but because their attraction is smaller than for the top 20 cities presented on the map (in Buenos Aires for example, there are approximately 920,000 foreign born)<sup>36</sup>. The lack of representation of the cities in the African region is due to the following: the data on foreign-born residents is poor; it is questionable that African cities are magnets for a large number of immigration, with the exception some cities in South Africa.

In general the cities with a high rate of foreign-born residents are characterized by hyper-diversity (except in some case such as the number of Turkish migrants in Berlin, of Mexicans in Houston and Los Angeles, Indians in Dubai<sup>37</sup>). New York, London, Toronto, Sydney, Amsterdam, Hamburg etc. can be listed among the cities with the high level of diversity. Annex 7 entitled Foreign-born population of Toronto by country of origin (2001) demonstrates the extreme diversity of migrants in Toronto, which is one of the most diverse cities in the world. Toronto counts about two million foreign-born residents and no group dominates the city's immigrant stock. Nine countries account for half of the foreign-born population, while the rest of the foreign born come from nearly every country in the world<sup>38</sup>.

The presented statistical data and its analysis show that immigrants are more likely to move to big cities, which allow more opportunities for newcomers. However the challenges that cities facing are increasing along with the number of immigrants they welcome. On the other hand, the larger the city big the more difficulties immigrants have to find a job and affordable housing and the more complex the process of integration.

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<sup>33</sup> San-Francisco, Los Angeles, Dallas, Houston, Chicago, Toronto, Miami, Washington D.C., New York, London, Paris, Moscow, Medina, Mecca, Riyadh, Dubai, Hong Kong, Singapore, Sydney and Melbourne

<sup>34</sup> M.Price, L.Benton-Short, *Counting Immigrants in Cities across the Globe*, Migration Information Source, January 2007, available at: <http://www.migrationinformation.org/Feature/display.cfm?ID=567> (checked 13.08.2010)

<sup>35</sup> Ibid.

<sup>36</sup> Ibid.

<sup>37</sup> Ibid.

<sup>38</sup> Ibid.

To start new life in new environment more and more immigrants choose cities to move. Actually, cities offer more employment possibilities, more housing offers adapted to immigrants and it is more likely to find an ethnic community or diaspora, which can be vital for immigrants especially at the beginning of living in unknown place. Some immigrants choose to immigrate to cities because they think that cities are more prepared to receive migrants and able to provide housing, employment possibilities, developed infrastructure and social services (such as schools and hospitals). Big cities especially provide more employment opportunities and are consequently attractive for immigrants. As a result there are more people who are looking for jobs, more competition between job seekers, so it becomes more difficult to find work. Moreover, as a lot of immigrants are drawn to the cities, there are less housing choices and higher prices of dwellings, which lead to housing segregation and discrimination.

Cities are experiencing different changes with immigration. Apart from the fact that growing numbers of "foreigners" in cities have an economic impact due to fact that often immigrants are used as a labour force, they also can be cited as an economic growth force for the host countries as well as for their country of origin. The International Organization for Migration estimates that \$414 billion of remittances were sent by immigrants in 2009<sup>39</sup>, which represents the second most important source in terms of international monetary flows after petrol. Movement of migrants into cities also influences demographics. In New York for example, there are about 200 000 immigrants arriving every year from Latin America, the Sub-continent (India, Pakistan, Bangladesh) but also from China and the Dominican Republic (however it is estimated that about 300 000 people are leaving New York for other American city destinations)<sup>40</sup>.

Religion is another visible change (especially in Europe) that immigrants bring to cities by moving into them. Due to the fact that most Islamic communities in Europe are located in cities, increasing numbers of Muslim migrants are moving into European Cities, which makes Islam the second largest religion in Europe.

Though the negative impacts of migration on cities, on which are often focused the majority of citizens in host society (such as social tension, growth of violence and criminality, urban sprawl, social exclusion and spatial segregation), it is important to underline that positive impacts are also felt. Immigrants bring new ideas and help cities promote themselves

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<sup>39</sup> International Organization for Migration, *Facts and Figures*, available on:

<http://www.iom.int/jahia/jahia/about-migration/facts-and-figures/lang/en> (checked 15.08.2010)

<sup>40</sup> UN-Habitat, Globalization and Urban Future, *Migrants et villes multiculturelles: problème ou potentiel?*, available at: [http://www.unhabitat.org/documents/media\\_centre/sowc/sowc6.pdf](http://www.unhabitat.org/documents/media_centre/sowc/sowc6.pdf) (checked 15.08.2010)

as “global metropolises”. Moreover, immigrants often take part in the creation of urban culture and make it bigger and more diversified<sup>41</sup>. Still, the issue of host societies is having a great impact on migration and integration of migrants, some societies are more open to migration and different cultures, some are more resistant. This issue influences public opinion, national and local policies towards migration and sometimes leads to conflicts, fundamentalism and violence against migrants, their values, identity and social practices. Why are some societies more open to migrants than others? What kind of migrants is more accepted? What kind of strategies of integration or exclusion of migrants is more preferable in different societies? What determines acceptance of migration in different societies?

### 3. *Why integrate immigrants? Why is it important to integrate immigrants through housing?*

Immigrants can bring many things to the development of the host society. These include labour force, cultural diversity, improvement of population growth etc. However, together with diversity, immigration growth is accompanied by the creation of segregated community enclaves that are usually characterised by a set of socioeconomic, political, religious and ethnic problems, increased racism, xenophobia and conflicts in the society. Analysing these problems, governments and civil society groups understand that there are significant gaps in the state integration policies.

Today the notion of the “integration of immigrants” has become a very topical and widely used phrase, we could even say a fashionable one. It is used more and more in different international, national and local legal frameworks. According to the figures of the United Nations dated 2005, 24 of the 28 developed countries studied have been addressing the issue of the integration of immigrants<sup>42</sup>. European Union countries are also enhancing their attention to the question of the integration of immigrants<sup>43</sup>. Most of these countries are adapting the integration issue in their public policies. International Organization, NGOs, and various associations are increasingly focusing their work on the issue of integration of newcomers.

As it is defined in the Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on immigration, integration and employment, “integration is a two-way process

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<sup>41</sup> UN-Habitat, Globalization and Urban Future, *Migrants et villes multiculturelles: problème ou potentiel?*, available at : [http://www.unhabitat.org/documents/media\\_centre/sowc/sowc6.pdf](http://www.unhabitat.org/documents/media_centre/sowc/sowc6.pdf) (checked 15.08.2010)

<sup>42</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>43</sup> Cities for Local Integration Policy (CLIP), *Housing and Integration of Migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.79.



based on reciprocal rights and concomitant obligations of legally resident third-country nationals and the host society.”<sup>44</sup>

The analytical definition of integration proposed by European Network “Cities for Local Integration Policy” (CLIP), which conducted one of the most comprehensive researches on the issue of integration in connection with housing, has the following dimensions: 1) structural integration or placement which refers to an individual’s gaining and occupation of relevant positions in society – for example, in the educational and economic system, the labour market, occupational hierarchies, as well as the housing market; 2) cognitive integration (culturation or socialisation) which refers to the gaining of knowledge, cultural standards and competences by an individual, which are necessary for successfully interacting in a given society; 3) social integration (interaction) which refers to the formation of social and personal networks and relations, the establishment of friendships, and love or marriage relationships across group boundaries; and 4) identificatory integration which means that individuals see themselves as an elements of a collective body.<sup>45</sup> According to CLIP the housing situation of migrants affects integration in all above-mentioned dimensions.

Social cohesion and stability can’t be achieved without successful integration of all social groups, including migrants. Bringing culturally diverse migrants calls into question social cohesion, which is to be in common identity, which covers all inhabitants of a village, town or country. The integration process is aimed to give this common identity - for migrants, national minorities and the hosting society. As CLIP recommendations stress “the integration process should value social diversity, foster cohesion and avert the marginalization of migrants communities (...) Migrants should be properly informed of their rights and obligations and encouraged to become active citizens of the country to which they have moved”<sup>46</sup>. Traditionally when it comes to legislation and integration the integration of migrants is seen as their right, a process, which helps them to overcome social exclusion, segregation and marginalization, to improve living conditions and access education, social care and work. Still, obligations of migrants are also on the agenda. Some states require migrants to take language courses for, and special education. The UN Commission on integration stresses that migrants are “to respect the obligations they assume when they are

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<sup>44</sup> Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on immigration, integration and employment [COM(2003) 336 final - Not published in the Official Journal], available at: [http://europa.eu/legislation\\_summaries/other/c10611\\_en.htm](http://europa.eu/legislation_summaries/other/c10611_en.htm) (checked 17.09.2010).

<sup>45</sup> Cities for Local Integration Policy (CLIP), *Housing and Integration of Migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.100.

<sup>46</sup> Global Commission on International Migration, *Migration in an interconnected world: New directions for action*, October 2005, available at: <http://www.gcim.org/attachements/GCIM%20Report%20Chapter%20Four.pdf> (checked 17/09/2010).

admitted to other states, especially the obligation to desist from any activity which poses a threat to public order, which is in violation of the law and which infringes upon the rights of other people.<sup>47</sup>

Living within the migrant community or alone as an individual migrant, life is based on local practices, relations with friends, family, the work place and place of residence. These local practices also play the main role in integration. Society is first of all based on horizontal relations and everyday practices. As on family level and on the level of residents, integration happens primarily within the community, workplace and school, which increase the possibility for encounters between the majority and minority population. Although, as a UN report mentions, integration is fostered quite often at the level of workplace and school it is not possible to expect more centralized initiatives to have their intended effect<sup>48</sup>.

As we can see, the process of integration has a direct impact at the local level and cities are playing a vital role in the elaboration and implementation of different policies of integration. When dealing with integration, local policy not only needs to focus on cultural diversity and possible integration of immigrants through labour but also it has to take into account the possibility to integrate immigrants through housing to avoid the risk of development of highly segregated areas of the city.

Moreover, cities have the best opportunity to develop the policies of integration of immigrants including through housing because cities are the closest actors to the immigrants. By acting on a local level to improve the quality of housing, immigrant access to decent housing, neighbourhood safety and by developing antidiscrimination program a positive impact will be had on the overall policy of integration.

However, there is no single instrument to solve the problems in regards to housing integration of immigrants. Each city differs in relation to specific opportunities, challenges and barriers that exist when they are developing innovative policies. These policies have to be adapted to the permanent changes of cities. Political, social, economic, legal, cultural and may be combined with other policies to achieve better overall outcomes of integration<sup>49</sup>. There are a wide range of policy approaches to address the issue of integration of immigrants through

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<sup>47</sup> Global Commission on International Migration, *Migration in an interconnected world: New directions for action*, October 2005, available at: <http://www.gcim.org/attachements/GCIM%20Report%20Chapter%20Four.pdf> (checked 17/09/2010).

<sup>48</sup> Ibid.

<sup>49</sup> For example, the combination of policies of integration through housing with the policies of integration through labour and professionalization was experienced in Italy. This measure consists to build the housing for immigrants by the immigrants themselves under the supervision of professionals. Consequently, immigrants have not only the place to live but also they gain professional skills, labour experience and social inclusion is promoted because they are working with immigrants from different countries and with different cultural backgrounds.

housing from “neoliberal and radically market-oriented interpretations of the role of municipal governments to welfare-state oriented perceptions of local governments as being responsible for the realisation of compensatory social policy measures”<sup>50</sup>. Those approaches have their influence on framework for housing policies, which are different in each country and depends on the specific local housing market structure and legal regulations of the country.

To solve the complex problem of immigrant integration through housing, it is important to evaluate and analyse the existing housing needs, to develop strategic urban planning and to coordinate housing policy with others policies to better achieve policy efficiency and the general goal, which is to provide access to housing for immigrants in need.

#### *4. International Organizations and their role in the integration of immigrants within housing policies:*

While immigration is a global phenomenon, different international organizations were created specifically to address the issue of immigration and its challenges. These include the International organization for Migration, the United Nations High Commissioner for Refugees and others. Some other International Intergovernmental Organizations (IGOs) with more general orientations started to shift their focus to migration, sometimes in limited areas. For example, the International Labour Organization has a department that deals with immigrants and their labour rights. IGOs dealing with human rights, have enlarged their work on the human rights of immigrants- those focused on economic issues, are focusing on migrants in the economic system, the same happens with the issues of culture, social rights and social security, housing etc.

The housing area remains under the responsibility of domestic actors - State, regional and local authorities, however international actors are also acting to promoting housing policy development and the capacity of governments to respond to housing and related issues. For example, UN-Habitat provides technical assistance to countries in improving national capacity in urban planning and housing policies and the World Bank provides expertise and finance of overall economic development to make the housing market more efficient.

The United Nations Economic Commission for Europe where I did a 5 month internship in the Environment, Housing and Land Management Division (see Annex 12: Internship Report: United Nations Economic Commission for Europe), has been active on housing and urban issues since 1947 and reflects the main challenges related to the housing

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<sup>50</sup> Cities for Local Integration Policy, *Housing and Integration of migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.5.

sector in the UNECE region. The UNECE are working as well on the issue of social exclusion and spatial segregation, especially through the publication of the Guidelines on Social Housing which aims to enhance the sharing of experiences on social housing policies in the ECE region, to extend encompassing and well-researched information on the different policies available for the provision of social housing. The UNECE is not dealing directly with the issue of immigrants and their integration into host society but through its publications on social housing and informal settlements the UNECE makes recommendations for member States to face the problems of social exclusion and residential segregation.

Every organization has its mandate and different tools to deal with the issues that they are focusing on. First of all an organization has in its disposal legal tools - documents, declarations, covenants which depend on the type of organization and its mandate. Secondly, there are special legal mechanisms and institutions, which have their mandate and authority to issue different reports and recommendations.

These tools are not sufficient for integration of immigrants through housing. As the issues of integration of immigrants and housing are complex and have very strong domestic dimensions, international organizations cannot intervene directly in the national policies related to those areas. However, they can attempt to address the issue of integration of immigrants through housing by developing some tools in order to create networks or to promote diffusion of best practice examples.

One of the examples of networks and diffusion of the best practice and sharing of experiences between cities on the issue of integration of immigrants through housing is the European Network of Cities for Local Integration Policies (CLIP). This network seeks to create an inventory of European practices in local integration policy, which enables cities to benchmark their own approaches against the practice and strategies of other cities in Europe. Cities participating in the network can also expect to exert some influence on national and European policy making<sup>51</sup>.

Some local associations and organizations have the possibility to act directly to help immigrants to better integrate into a host society by raising the issue of discrimination of immigrants in the housing sector and poor housing conditions of vulnerable people. For example, l'ADA, *Association Accueil des Demandeurs d'Asile*<sup>52</sup>, located in Grenoble, France, where I am often volunteering as an interpreter, recently organized in coalition with NGOs

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<sup>51</sup> CECODHAS, European Social Housing Observatory, *Social Housing integration of Immigrants in the European Union*, Autumn 2007, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_en.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_en.pdf) (checked 18.08.2010)

<sup>52</sup> Welcoming Asylum Seekers

and associations the action called "Camp des refuges" (refugee camp) in the public park Alliance to attract the attention of local authorities to the housing problem of asylum seekers in the region. They managed to help to house asylum seekers who were homeless.

Immigration and urbanization processes will continue influence cities more and more and increase the challenges of integration that cities are facing. Thus the issue of integration should be urgently and efficiently addressed. Local authorities need to address the issue of integration from the very beginning and develop overall policies to deal with growing number of newcomers among their population. They also need to focus their policies more on the central role of housing in the integration process, to appreciate the positive sides of immigration. International Organizations are staying marginal in the intervention in the national policies concerning integration and housing, however, they can help local authorities to elaborate comprehensive policies and their implementation by creation of networks and diffusion of best practice among different cities. And they can participate in lobbying process.

## **Chapter II: Social housing as a tool to integrate immigrants:**

### *1. Legal International Framework concerning housing:*

Housing is one of the fundamental physical needs of every human being. Everyone has the right to a decent standard of living. To achieve this standard access to adequate housing is essential. Housing provides shelter and security as well a sense of personal space and privacy. The right to housing is codified as a human right in the Universal Declaration of Human Rights:

"Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control" (article 25(1))<sup>53</sup>.

Mass migration to urban areas together with population growth, land conflicts, and a lack of natural and financial resources are causes of the growing number of homeless people and people living in inadequate housing. According to United Nations estimations there are over 1 billion people living in inadequate houses worldwide<sup>54</sup>, which proves that governments have difficulties to guaranteeing access to housing for their citizens, let alone to non-citizens. However, an important question is also raised: what exactly do governments have to do to provide the access to affordable housing for everyone? It is often the case that government action is country-specific and depends on a variety of economic, cultural and social factors<sup>55</sup>. Governments could provide shelter directly to people who are unable to obtain housing for themselves, or they could act indirectly to ensure access to housing by promoting, for example, access to education or the labour market.

There are other international legally-binding documents that include the right to housing. Among them the most significant is the International Covenant on Economic, Social and Cultural Rights<sup>56</sup>, which states that:

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<sup>53</sup> *Universal Declaration of Human Rights*, available at: <http://www.un.org/en/documents/udhr/index.shtml> (checked 17.08.2010).

<sup>54</sup> United Nations Human Rights Website – Treaty Bodies Database, available at: <http://www.unhchr.ch/tbs/doc.nsf/0/469f4d91a9378221c12563ed0053547e?Opendocument> (checked 17.08.2010).

<sup>55</sup> HREA.ORG, *Right to housing*, available at: [http://www.hrea.org/index.php?doc\\_id=411](http://www.hrea.org/index.php?doc_id=411) (checked 17.08.2010).

<sup>56</sup> Office of the United Nations High Commissioner for Human Rights, *International Covenant on Economic, Social and Cultural Rights*, available at: <http://www2.ohchr.org/english/law/cescr.htm> (checked 18.08.2010).

"The States Parties to the present Covenant recognize the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions" (article 11.1).

To clarify the article 11.1.<sup>57</sup> of the ICESCR General Comment 4 was issued, the main idea of which is the following:

"The right to adequate housing applies to everyone. The phrase "himself and his family" does not refer to any limitation in the right to housing to individuals, female-headed households, or other groups. The right to housing should be interpreted in a broad and inclusive sense as the right to live in "security, peace and dignity" rather than a narrow or restrictive sense. The right to housing is inextricably linked to other fundamental human rights and should be seen as referring to not only housing by adequate housing (paragraph 7)"<sup>58</sup>.

Policies of governments in the regards to housing should be in compliance with the international legal standards contained in the above-mentioned documents. To be in line with human rights states must include in their priorities access to housing for all inhabitants of the country. The human rights framework is a basic one, though, it doesn't propose concrete measures for standards applications, and every state has to develop its own policy to fulfil its international obligations as well as to respect rights on housing of its citizens and inhabitants.

## *2. General information on social housing through the UNECE publication Guidelines on Social Housing: Principles and Examples:*

From 1 March 2010 to 31 July 2010 I had completed a 5-month internship at the United Nation Economic Commission for Europe (UNECE), one of the regional United Nations Commissions, which deals with the economic, environmental, statistic, population and housing and land administration issues. During these five months one the main areas of my work was preparation of presentation on different issues and for different events. I was working on the preparation of a presentation for my supervisor on the issue of social housing and the role of social housing in social cohesion for his participation in the World Urban Forum 5: the right to the city – bridging the urban divide, which was held in Rio de Janeiro, Brazil from 22 to 26 March 2010<sup>59</sup>.

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<sup>57</sup> Human Rights Library, University of Minnesota, available at: <http://www1.umn.edu/humanrts/gencomm/epcomm4.htm> (checked 18.08.2010).

<sup>58</sup> HREA.ORG, *Right to housing*, available at: [http://www.hrea.org/index.php?doc\\_id=411](http://www.hrea.org/index.php?doc_id=411) (checked 17.08.2010).

<sup>59</sup> See Annex 12 "Internship Report: United Nations Economic Commission for Europe (from 1 March to 31 July 2010)"

The UNECE report entitled *Guidelines on Social Housing: Principles and Examples*<sup>60</sup> focuses on the issue of social housing and the problem of housing affordability for the most vulnerable and disadvantaged population groups. This publication is designed to enable policymakers to assess the various policy options that are currently available for the provision of social housing and includes relevant and well-researched information on instruments available for the financing and provision of social housing and to address the institutional, legal and economic frameworks for social housing and experience with social housing design<sup>61</sup>.

The above-mentioned report underlines the fact that nowadays there are more and more challenges faced by socially vulnerable and disadvantaged people in the housing, while affordable housing is playing an important role in social cohesion of society. That is why the countries across the UNECE region started to understand that there is a need for a renewed and stronger role of the state in the provision of social housing and making it more affordable. To achieve alone such an ambitious aim is difficult, but all countries working together with better sharing of experience on social housing policies and practices as well as improved guidance to policymakers through well-documented information on these policies and practices could more effectively and sooner make social housing accessible for most vulnerable groups, including immigrants; improve the quality of the housing stock and use social housing in the integration of disadvantaged people into society.

The concept of social housing is difficult to define. First of all, because a wide diversity of national housing situations, conceptions and policies concerning social housing exist in various countries. Consequently, different definitions exist in various countries across the region. The UNECE report *Guidelines on Social Housing: Principles and Examples* proposes to adopt the following definition of social housing used by the European Liaison Committee for Social Housing (CECODHAS) and by most of the countries in the region: "the primary role of social housing is to help households with problems in gaining access to decent housing on the market to find accommodation in an adequate social and urban mix. The common feature of social housing in the Member States is the existence of rules of allocating housing to benefiting households. Defining these rules for allocating housing is the responsibility of the Member States and their public authorities. They are aimed at overcoming the problems of the system of allocating the supply of housing on demand through the free working of the

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<sup>60</sup> UNECE, *Guidelines on Social Housing: Principles and Examples*, United Nations, New York and Geneva, 2006, available at: [http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE\\_HBP\\_137%20Social%20Housing%20final.pdf](http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE_HBP_137%20Social%20Housing%20final.pdf) (checked 13.08.2010).

<sup>61</sup> Ibid, p.V.



market, problems that result from a structural deficit of decent and affordable housing”<sup>62</sup>.

The challenges that social housing faces today and the groups targeted by social housing are not the same that they were in the past. Historically social housing was an instrument used to respond to a massive lack of housing linked to industrialization and urbanization in the beginning of twentieth century and to the destruction after the Second World War. It was used to provide working class and middle class households with shelter and it was not always connected to the poorest class of population.

In the mid-1970s the housing sector in Western Europe was affected by several changes (housing experienced a decrease of investments due to the fact that it was becoming increasingly market-oriented, competitive and open to economic pressures<sup>63</sup> and also due to privatisation processes in some countries), which caused the share of social housing in the total housing stock to decrease. Additionally, the housing sector has become more and more stigmatized by income<sup>64</sup>. Consequently it has become increasingly targeted at narrower sections of the population (process of “residualisation” of this tenure is taking place)<sup>65</sup>, which encourages social and spatial segregation.

The publication *Current Developments in housing policies and housing markets in Europe: implications for the social housing sector* points out that the basic goal of social housing is “to provide the whole population with adequately equipped dwellings of suitable size in a well-functioning environment of decent quality at reasonable cost”<sup>66</sup>. To achieve this basic goal, social housing policies should take into account the following aspects: access to housing (how is it possible to ensure that the underprivileged section of the population has access to dwellings?); affordability (what instruments can be used to ensure that low-income households can live in dwellings of a reasonable size, so that housing expenditure does not form an unreasonably large proportion of their disposable income?); qualitative targets (what instruments can be used to ensure that the quality of current housing and of any new construction will correspond to changing needs now and in the future? This concerns the quality of both buildings and the housing environment); and special needs (which means that

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<sup>62</sup> UNECE, *Guidelines on Social Housing: Principles and Examples*, United Nations, New York and Geneva, 2006, p.13, available at: [http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE\\_HBP\\_137%20Social%20Housing%20final.pdf](http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE_HBP_137%20Social%20Housing%20final.pdf) (checked 13.08.2010).

<sup>63</sup> Ibid, p.71.

<sup>64</sup> UNECE, *Guidelines on Social Housing: Principles and Examples*, United Nations, New York and Geneva, 2006, p.71, available at: [http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE\\_HBP\\_137%20Social%20Housing%20final.pdf](http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE_HBP_137%20Social%20Housing%20final.pdf) (checked 13.08.2010).

<sup>65</sup> CECODHAS Observatory 1<sup>st</sup> Colloquium on *Current Developments in housing policies and housing markets in Europe: implications for the social housing sector*, Brussels, 13 September 2006.

<sup>66</sup> Ibid

it is important to pay attention to the special needs of different segments of the population. These needs include the need for housing care: sheltered and supported housing for disabled, elderly, homeless people<sup>67</sup> and immigrants and ethnic groups).

Each individual country in the UNECE region has a particular institutional framework concerning social housing policies. However, some similarities among them can be found. The participants of the CECODHAS Observatory 1<sup>st</sup> Colloquium *on Current Developments in housing policies and housing markets in Europe: implications for the social housing sector*<sup>68</sup> brought attention to the fact that not only have the target groups and challenges for social housing changed since the mid-70s, but there were also changes in the actors who provide social housing.

In the beginning of the twentieth century social housing was provided by the private sector (i.e. associations and enterprises), and after World War II States took responsibility for it. Today, in most European countries involvement of the private sector and non-profit initiatives are returning to social housing policies. Nowadays, social housing across the UNECE region can be identified as “a combination of public housing stock (owned and managed by central or local governments, depending on the country) and a range of voluntary, not-profit associations, private investors and cooperative organizations that provide social housing”<sup>69</sup>. Consequently, if the State continues to play an important role in the provision of social housing it is not alone in doing so.

### *3. Immigrants and access to social housing:*

Nowadays, there are not only a wide diversity of actors that are providing people with social housing, as mentioned above, but the diversity also exists among the target groups of social housing. First of all, social housing is oriented to the groups with special needs (old, disabled people, young families) or to people with low-incomes. Moreover, social housing shelters are made use of by vulnerable people who need to be integrated to community life and society. In general, access to housing, including social housing, and particularly to decent and affordable housing is more difficult for vulnerable groups. This group includes immigrants. Migrants have the same needs concerning housing as other groups of the host society and they cannot be neglected.

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<sup>67</sup> CECODHAS Observatory 1<sup>st</sup> Colloquium *on Current Developments in housing policies and housing markets in Europe: implications for the social housing sector*, Brussels, 13 September 2006.

<sup>68</sup> Ibid.

<sup>69</sup> Ibid.

Within the UNECE region a wide range of migrant groups experience poor housing conditions<sup>70</sup>. However, we should not generalize because certain migrant groups and individuals are more likely to be better housed than others. There are different factors that influence access to housing for immigrants. Among others, racial discrimination or socio-economic possibilities play an important role in exclusion from housing depending also on legal status (immigrants, undocumented migrants, asylum seekers, refugees) and gender (female refugees are more vulnerable in housing)<sup>71</sup>.

Discrimination refers to “illegitimate unequal treatment, as opposed to legitimate treatment, for instance on the basis of certain qualifications”<sup>72</sup> and often discrimination in the housing market is on the principle of ethnic prejudice. However, ethnic discrimination and discrimination of immigrants in housing sector remain difficult to measure and prove<sup>73</sup>.

It is not a secret that a lot of migrants in the different countries within the UNECE region are dependent on social housing policies due the fact that they do not have a lot of money. However, the access to housing for immigrants varies from country to country. More precisely, it depends on social housing rent development.

The report *Le logement social et l'intégration des immigrants dans l'Union Européenne*<sup>74</sup> shows that thanks to the comparative study made on the ground in European countries and their social housing policies, migrants' situation in terms of social housing is less bad in those countries where the public and social housing rent sector is more developed (i.e. France, the UK) and worst in countries where these sectors are not developed (i.e. Belgium, Spain) or where it was recently privatized (which is the case of most countries in transition in the UNECE region, as Romania, Slovenia).

As already explained, under the concept of “immigrants” I include migrant groups of all legal statuses (immigrants, undocumented migrants, asylum seekers and refugees). It is important to underline the situation of refugees, asylum-seekers and undocumented migrants

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<sup>70</sup> UNECE, *Self-made cities: In search of sustainable solutions for informal settlements in the United Nations Economic Commission for Europe region*, United Nations, New York, Geneva, 2009, p.16, available at: <http://www.unece.org/publications/oes/SelfMadeCities.pdf> (checked 03.09.2010).

<sup>71</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.7, available: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (checked 18.08.2010).

<sup>72</sup> Cities for Local Integration Policy, *Housing and Integration of migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.24.

<sup>73</sup> Ibid.

<sup>74</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, available: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (checked 18.08.2010).

in terms of their possibility to have access to social housing because their situation is different from the situation of immigrants who came with a valid visa or documents allowing them to stay in the foreign country and because the status of immigrants plays an important role in access to social housing but also in access to all social services.

As is stressed in the mentioned report *Le logement social et l'intégration des immigrants dans l'Union Européenne*<sup>75</sup>, undocumented immigrants are in a worse situation than other migrants because most countries do not allow undocumented migrants to have access to any social services, including social housing. Undocumented immigrants also have problems asserting their rights when concerns arise over abuses of owners.

The situation of asylum seekers and refugees is different from that of undocumented migrants due to the fact that even if they face the same obstacles as undocumented migrants in terms of instability of incomes and fear to be expelled, they do have some legal protection and limited access to the social services. Thanks to my internship with Amnesty International Australia where I was working in particular with refugees and asylum seekers<sup>76</sup> and my associative work with the Association of Welcoming Asylum Seekers (Grenoble) as a translator, I experienced very clearly the difficulties of refugees but especially of asylum seekers to find accommodation. Unlike European countries where asylum seekers are typically given assistance with housing and income support, asylum seekers in Australia receive very little support from the government. Any support is largely restricted to a limited financial assistance provided through the Red Cross, limited application assistance provided through community legal centres funded by the Department of Immigration and Citizenship (DIAC) through the Immigration Advice and Application Assistance Scheme and medical care in emergency departments of public hospitals for those who are ineligible for Medicare. Another difficult issue in Australia concerns the detentions centres<sup>77</sup>. "Boat people" which area in majority applying to the refugee status as well as asylum seekers without any permit to stay in Australia are often "housed" in detention centres where the living conditions are very poor<sup>78</sup>. In France asylum-seekers have the possibility to ask for public social housing but the

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<sup>75</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.16, available: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (checked 18.08.2010).

<sup>76</sup> See Annex 10 "Internship Report: Amnesty International Australia (from 15 June 2009 to 15 September 2009)"

<sup>77</sup> I am not developing the question of detention centres in European countries (it does not mean that they are not exist in Europe) I am focusing on the Australian situation because I had the possibility during my internship as refugee caseworker with Amnesty International Australia to visit detention centre Villawood that is why I know better the Australian case.

<sup>78</sup> See Annex 10 "Internship Report: Amnesty International Australia (from 15 June 2009 to 15 September 2009)", where my experience of visiting Villawood detention centre for asylum-seekers in Sydney, Australia is mentioned.

procedures are time-consuming, spaces in such housing are limited and immigration policies often present obstacles concerning the access of asylum seekers to housing<sup>79</sup>. Of course, the situation of those who were granted refugee status is a bit different from those of asylum seekers because refugees together with their refugee status receive recognition of their rights by the host society. In becoming refugees people get a new legal status, which allow them to have access to social housing and most social services, to have the right to work and have allowances.

In the case of Austria<sup>80</sup> the access to housing is very restricted. To apply for social housing a person must have Austrian citizenship, which individuals could upon naturalization (after they have lived in the country legally for 10 years). For a refugee the situation is once more different. They can have access to citizenship (consequently access to housing) after have been staying in Austria for 4 years.

Social housing policies vary in the UNECE region from country to country. However, some similarities can be found among social housing policies regarding immigrants in those countries. Similarities include discrimination of immigrants in terms of access to social housing, spatial segregation, marginalisation and stigmatization of immigrants. Additionally, immigrants do not only experience challenges with access to housing and its affordability, they also face problems of market transparency, including access to information due to the lack of employees with specific language skills to effectively reach the immigrants and answer their queries<sup>81</sup>.

During my internship at UNECE Environment, Housing and Land Management Division, Housing and Land Unit, I was involved in the preparation of several presentations on the issue of social housing<sup>82</sup>. Thanks to this experience, I learnt that social housing does not have only negative impacts on inhabitants and immigrants. If social housing policies are correctly developed, they can improve the quality of life for citizens, encourage reach social cohesion, facilitate the integration and participation of immigrants and decrease spatial segregation. In the following section, I would like to provide some examples to illustrate the positive sides of social housing for inhabitants of social housing, including immigrants.

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<sup>79</sup> This information was collected during the interview with asylum seekers asking help in Welcoming Asylum Seekers

<sup>80</sup> This example is taken from the: European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.17, available: [http://www.ccodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.ccodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 29.08.2010).

<sup>81</sup> Cities for Local Integration Policy, *Housing and Integration of migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.24.

<sup>82</sup> See Annex 12 "Internship Report: United Nations Economic Commission for Europe (from 1 March to 31 July 2010)"

First of all, social housing could encourage social cohesion by providing immigrants with affordable good quality housing. For example, if social housing is given to all citizens and not only to the most vulnerable, people from different backgrounds and cultures will live together, will learn from experiences of other citizens and will not see only the bad sides of life in social housing - that those areas of life are “not-to-go” areas which involve vulnerability and unemployment. In the UNECE region, there are several examples of socially integrated communities through social housing programs. For example, in Austria, “social segregation is relatively low because they provide a large stock of affordable homes and their policies encourage social mix and cohesion. In the *Globaler Hof* project in Vienna (one of several such “integration projects” in Austria), the caretaker looks after the property and acts as a mediator between tenants from 17 different countries”<sup>83</sup>.

Social housing has good connections with the employment sector. The creation of new employment opportunities in the area of social housing will favour integration of households through the labour market. In France, the EQUAL program implemented by “*Union Sociale pour l’Habitat*” develops special programs to train social housing employees on how services could be adapted to needs of all residents, including immigrants<sup>84</sup>.

Promoting energy-efficiency in the social housing sector could play several roles. First of all, it contributes to the improvement of living conditions and health of residents. Secondly, the energy-efficient dwellings have a wealth redistributive role. In Europe buildings are responsible for 40 per cent of energy consumption and social housing represents about 20 per cent of housing stock in European Union<sup>85</sup>. That is why increasing energy-efficiency in social housing could reduce energy consumption if adequate measures are implemented. That means that residents of social dwellings will have to pay less for energy bills and have this money available for other needs. Finally, implementation of environmentally-friendly standards in social housing could create new jobs for residents. For example, the SHE project (“Sustainable Housing Europe”) brings together partners from four European countries - Italy, Denmark, Portugal and France - in the aim to build ecologically innovative social housing dwellings. For example, “a development in Ringaarden-Aarhus,

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<sup>83</sup> UNECE, *Guidelines on Social Housing: Principles and Examples*, United Nations, New York and Geneva, 2006, p.79, available at: [http://www.unece.org/hlm/prgm/hnm/social%20housing/ECE\\_HBP\\_137%20Social%20Housing%20final.pdf](http://www.unece.org/hlm/prgm/hnm/social%20housing/ECE_HBP_137%20Social%20Housing%20final.pdf) (checked 05.09.2010).

<sup>84</sup> UNECE, *Guidelines on Social Housing: Principles and Examples*, United Nations, New York and Geneva, 2006, p.79, available at: [http://www.unece.org/hlm/prgm/hnm/social%20housing/ECE\\_HBP\\_137%20Social%20Housing%20final.pdf](http://www.unece.org/hlm/prgm/hnm/social%20housing/ECE_HBP_137%20Social%20Housing%20final.pdf) (checked 05.09.2010).

<sup>85</sup> *Ibid*, p.78.

Denmark provides 70 wooden dwellings which make optimal use of natural ventilation, heating and cooling techniques”<sup>86</sup>.

Another important role of social housing programs is that it could reverse spatial segregation. Usually social housing is concentrated in a specific area, serving the most vulnerable people. These areas are often called “areas-not-to-go” because they have an image of being ghettos with a high rate of poverty and crime, an image of being completely excluded areas, which have to be controlled and not taken as opportunity for economic and social development. That leads to stigmatisation, which associates some areas, groups, individuals and institutions with negative qualities and social problems, which are identified by politicians, authorities and the public opinion with the inhabitants of these areas<sup>87</sup>. However, several examples across the UNECE region show that social housing could decrease spatial segregation and improve the image of those areas by implementing adapted spatial planning (improvement of infrastructure, public transports and social services such as hospitals, schools etc.), encouraging local employment, developing integrated programs for residents and by fostering a feeling of belonging to a community by stimulating social empowerment and the participation of residents<sup>88</sup>. For example, in Spain, the Almánjayar neighbourhood project was created and implemented to promote social and economic development through employment and training opportunities for social housing areas’ residents. According to the UNECE, *Guidelines on Social Housing: Principles and Examples*: “the key to the success of these projects is close cooperation with residents. Almánjayar is a neighbourhood of state-subsidized housing that suffered from serious problems of marginalization and community breakdown. Rehabilitation work was carried out in close collaboration with the local Gitano Association”<sup>89</sup>.

There are some projects and plans developed by national authorities to improve living conditions of immigrants and to participate in their integration into their host society through social housing. In the report of the European Social Housing Observatory, *Le logement social*

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<sup>86</sup> UNECE, *Guidelines on Social Housing: Principles and Examples*, United Nations, New York and Geneva, 2006, p.77, available at: [http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE\\_HBP\\_137%20Social%20Housing%20final.pdf](http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE_HBP_137%20Social%20Housing%20final.pdf) (checked 05.09.2010).

<sup>87</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.9, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 29.08.2010).

<sup>88</sup> UNECE, *Guidelines on Social Housing: Principles and Examples*, United Nations, New York and Geneva, 2006, p.80, available at: [http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE\\_HBP\\_137%20Social%20Housing%20final.pdf](http://www.unece.org/hlm/prgm/hmm/social%20housing/ECE_HBP_137%20Social%20Housing%20final.pdf) (checked 05.09.2010).

<sup>89</sup> Ibid, p.81.

*et l'intégration des immigrants dans l'Union Européenne*<sup>90</sup>, some examples are developed. I would like to use in my work one of the examples presented in the report - the experimental plan of associated self-construction implemented in the region of Lombardy, in Italy because I think that it is a good illustration of positive outcomes of social housing policies.

The main idea of this plan is that future residents of housing are participating in the construction of the buildings, which will promote their economic and social integration. The work on construction of their dwellings will facilitate social inclusion of builders (especially immigrants and members of ethnic groups) by helping them to discover and understand social values of the host society and it will also facilitate their professional inclusion by providing technical education and job experiences. Multiethnic groups composed of 15 to 20 people are supposed to work on the construction of their future homes during their free time under the supervision of professionals. Thanks to cooperation with the organization Alisei, which developed the initiative on the elaboration of such plans, that specific construction program was implemented in the Lombard region in Italy, in particular within the public/private partnership. This project was also integrated in to the regional plan of social housing in 2004 to receive financial support. Implementation of such a type of project in cooperation with public authorities, social actors and investors allowed the establishment of several building sites at low cost since 2006.

The Universal Declaration of Human Rights states that all human beings have the right to housing. Some social groups are not able to provide themselves with shelter and that is why the State, as well as social housing organizations, have to provide those groups with decent housing and living conditions.

Nowadays, the social housing sector is not only under the responsibility of State. Different actors, such as not-profit associations, cooperative and private investors are responsible for the supply of social housing for people in need, including immigrants. Immigrants are one of the most vulnerable groups in the question of housing. When they are arriving to the new place, it is very difficult for them to find accommodation. They have limited possibility of finding accommodation due to their instable resources, lack of language skills and low-incomes. Moreover, in most of the European countries, the concept of "housing for immigrants" does not exist, they are instead included in the general housing policies<sup>91</sup>.

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<sup>90</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.22, available: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 29.08.2010).

<sup>91</sup> Ibid, p.13.



Today, there are more and more publications and examples of how social housing policies could contribute to the social cohesion and integration process of immigrants. However, the main target of social housing remains the provision of accessible housing to vulnerable people including migrant groups, and not the integration of immigrants.

It also needs to be mentioned that because of the fact that social houses are located often in the same district and on the outskirts in a non-privileged district of a city, segregation and ghettoization of immigrants, who are already excluded from society because they are foreigners, is increased. On the other hand, it helps in building a community of immigrants who are settled in the same space and have the same problems and the same status of being marginalized. But because of diversity among migrants settled in the same place, it can also contribute to conflicts between different national and religious groups while increasing community building among the same national and religious group. Often immigrants are not satisfied with the place where they are settled by the State in the host society, which is also linked to tensions and conflicts.

For all above-mentioned reasons, social housing alone is not the best and the most efficient tool to integrate immigrants.

### **Chapter III: Models of integration of immigrants and measures to integrate immigrants through housing**

#### *1. Legal and policy frameworks of integration of immigrants:*

There are a wide range of legal and policy documents of different levels and authorities, which deal with migration and integration of migrants. First of all we should mention those on human rights - general conventions and more specific ones connected with protection from racial discrimination and safeguarding rights of children, women and migrant workers. The majority of human rights mechanisms has been ratified by more than 135 parties, and only the International Convention on the Protection of the Rights of All Migrant Workers, which was adopted in 1990 and came into force in 2003, was ratified by 30 States only. This misbalance shows that even if the UN proposes a legal framework on migrant rights, in reality the special Convention on this issue doesn't meet with a strong reception from states, which are supposed to take responsibility by ratifying it. This problem is highlighted also in the Report of Global Commission<sup>92</sup>, but experts of CLIP identify the reasons of non-signing as being due to the complexity of the Convention and huge technical and financial obligations on states who ratify it. Some statutes of the Convention repeat regulations of the Universal Declaration of Human Rights and six core human rights treaties (1965 International Convention on the Elimination of All Forms of Racial Discrimination; 1966 International Covenant on Civil and Political Rights; 1966 International Covenant on Economic, Social and Cultural Rights; 1979 Convention on the Elimination of All Forms of Discrimination Against Women; 1984 Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; 1989 Convention on the Right of the Child) which were ratified by more states. The Convention also includes provisions relating to the prevention of irregular migration, the obligations of migrants and the role of inter-state cooperation in regulating movement of people.

Apart from the UN, there are several conventions of the International Labour Organization - Convention C97 on Migration for Employment (1949, ratified by 49 States)<sup>93</sup> and C143 Migrant Workers Convention (1975, ratified by 23 States)<sup>94</sup>.

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<sup>92</sup> Global Commission on International Migration, *Migration in an interconnected world: New directions for action*, October 2005, available at: <http://www.gcim.org/attachements/GCIM%20Report%20Chapter%20Four.pdf> (checked 17/09/2010).

<sup>93</sup> International Labour Organization (ILO), *C97 Migration for Employment Convention (Revised)*, 1949, Geneva available at: <http://www.ilo.org/ilolex/cgi-lex/convde.pl?C097> (checked 20/09/2010).

<sup>94</sup> International Labour Organization (ILO), *C143 Migrant Workers (Supplementary Provisions) Convention*, 1975, Geneva, available at: <http://www.ilo.org/ilolex/cgi-lex/convde.pl?C143> (checked 20/09/2010).

These documents are first of all intended as human rights protection, and don't speak about integration directly, even if some of their provisions can influence this process indirectly.

On the European level there are many more legal documents which deal with migration and, more specifically, with the integration of migrants. One of the types of documents which must be mentioned are Communications from the European Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on immigration, integration and employment, the full list of which can be found on the web-page of the EC<sup>95</sup> along with a wide range of Decisions and Directives of Council and European Parliament. A more detailed common agenda for integration consists of adopted legislation - four Council Directives<sup>96</sup> (which had to be transported to national law) on the status of third-country nationals who are long-term residents, on the right to family reunification, equal treatment in employment and occupation and on equal treatment between persons irrespective of racial and ethnic origin. Five European Commission Proposals exist on the same topics along with several Commission communications, i.e. Annual Reports on Migration and Integration.

An important aspect of the European participation in developing and implementing of policies and measures of integration of immigrants is the financial support that it provides to Member States. For example, the European Integration Fund, which will provide EUR 825 million for integration activities from 2007 to 2013<sup>97</sup>, the INTI program which amounted EUR 5 million for 25 Member States for 2005 for preparatory actions promoting the integration in the EU member states of people who are not citizens of EU<sup>98</sup>, the European Social Fund, and the European Refugee Fund, as well as innovative programs like EQUAL<sup>99</sup> (the main aim of which is to promote new ways of combating all forms of discrimination and inequalities in the labour market on the basis of transnational cooperation and to facilitate the

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<sup>95</sup> European Commission, Home Affairs, Documentation Centre, *Immigration*, available at: [http://ec.europa.eu/home-affairs/doc\\_centre/immigration/immigration\\_intro\\_en.htm](http://ec.europa.eu/home-affairs/doc_centre/immigration/immigration_intro_en.htm) (checked 20/09/2010).

<sup>96</sup> European Commission, Home Affairs, Documentation Centre, *Integration of third country nationals*, available at: [http://ec.europa.eu/home-affairs/doc\\_centre/immigration/immigration\\_integration\\_en.htm](http://ec.europa.eu/home-affairs/doc_centre/immigration/immigration_integration_en.htm) (checked 20/09/2010).

<sup>97</sup> European Commission, Home Affairs, Documentation Centre, *Integration of third country nationals*, available at: [http://ec.europa.eu/home-affairs/doc\\_centre/immigration/immigration\\_integration\\_en.htm](http://ec.europa.eu/home-affairs/doc_centre/immigration/immigration_integration_en.htm) (checked 20/09/2010).

<sup>98</sup> European Commission, Home Affairs, Funding -2003-2007, *INTI - Integration of third country nationals*, available at: [http://ec.europa.eu/home-affairs/funding/2004\\_2007/inti/funding\\_inti\\_en.htm](http://ec.europa.eu/home-affairs/funding/2004_2007/inti/funding_inti_en.htm) (checked 20/09/2010).

<sup>99</sup> Europa, Summaries of EU legislation, Employment and Social Policy, *Equality between Men and Women*, available at: [http://europa.eu/legislation\\_summaries/employment\\_and\\_social\\_policy/equality\\_between\\_men\\_and\\_women/c10237\\_en.htm](http://europa.eu/legislation_summaries/employment_and_social_policy/equality_between_men_and_women/c10237_en.htm) (checked 20/09/2010).

social and occupational integration of asylum seeker) and URBAN<sup>100</sup> (one of the priorities of which is development on an anti-exclusion and anti-discrimination strategy through actions furthering equal opportunities and targeting women, immigrants and refugees such as counselling, trainings, i.e. language, improving health services and drug rehabilitation centres).

On the national level two main trends of legal provisions for immigration and integration in EU Member States can be identified: anti-discriminatory and anti-racism legislation concerned with improving immigrants and ethnic minority groups' living situation, i.e. housing conditions (in countries such as the UK, Germany, France, for example); and secondly - adopting stricter immigration laws and legal provisions in the same countries, especially addressed to non-Western and non-EU citizen nationals<sup>101</sup>. Still, sometimes these policies are adopted also against EU-citizens, for example recent French actions towards Roma immigrants holding EU Romanian citizenship.

There are different types of policies in different dimensions influencing integration of migrants: 1) requirements of learning of the languages of the majority population demand of learning intensified (e.g. Netherlands, Germany); 2) quota systems with regard to labour migrants exclude low-skilled occupations, proposing a more selective approach (e.g. German green card system for qualified IT experts). On a national level different programs are also conducted, often founded by the EU, in frameworks of its programs, but more precisely, integration is going on at the local level, in communities, and here not national legislation, but local practices play notable role. Different approaches to integration can be presented in these different national models.

## 2. Models of integration of immigrants:

Integration is a comprehensive notion. First of all it means the creation of a new entity by "integration" of different parts. Social integration can be viewed as the relations between actors of the system but also between actors and the system itself. The concept of integration is directly linked to the notion of "inclusion" of immigrants, which means progressive inclusion of immigrants into the host society<sup>102</sup>. And the notion of "inclusion", as

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<sup>100</sup> Europa, Summaries of EU legislation, Employment and Social Policy, *Social inclusion and fight against poverty*, available at: [http://europa.eu/legislation\\_summaries/employment\\_and\\_social\\_policy/social\\_inclusion\\_fight\\_against\\_poverty/g24209\\_en.htm](http://europa.eu/legislation_summaries/employment_and_social_policy/social_inclusion_fight_against_poverty/g24209_en.htm) (checked 20/09/2010).

<sup>101</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.10, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 18.08.2010).

<sup>102</sup> Ibid, p.4.

it is stated in Caritas policy paper<sup>103</sup>, comes from its antonym - a social “exclusion”, which has to do with what occurs when people or territories become isolated from other parts of society as the result of several causes such as unemployment, language barrier, lack of skills, low salaries, insufficient housing support, bad health, racial or ethnic conflicts, or family dissolution. Social inclusion is legally defined in several documents of the UN and EU, for example, in the Copenhagen Declaration on Social Development (1995)<sup>104</sup>.

Integration itself is seen as a problem in the framework of post-colonial studies as one of the critical discourses, which reflects on power relations between so-called developed, universalistic Western culture and “subaltern” non-Western culture. Thus integration can be interpreted as a model of relations between two non-equal phenomena, not equal in the very basis. Integration is seen as process of domination and realization of power practices. Integration does not make different cultures equal, but just causes the subordination of the accepting culture and the accepted culture. Western accepting cultures as hosts one in the framework of post-colonial critics are seen as dominating, while communities of immigrants, which are in vulnerable position due to economic and social reasons become even more vulnerable because of the very relation of cultures.

The process of integration requires not only immigrants themselves to integrate into the host society but also it involves the citizens of the host society who have to adapt themselves to the newcomers. This process is often called a “two-way process”<sup>105</sup>, and it is required to be reflected in policies of integration<sup>106</sup>.

The structure of immigrant population together with historical and current policies concerning immigrants has influence on the national or local choice of the integration model. It is important to highlight that countries often develop “hybrid” models of integration of immigrants, taking some characteristics from one model and combining it with another.

Some authors identify two models of integration of immigrants: the first one is paternalistic and based on State primacy, which is developing the strategy of integration and tries to implement it, and the second one is a liberal model that gives to indigenous

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<sup>103</sup> Caritas, *Integration touches everyone*, Mars 2004, available at: <http://www.caritas-europa.org/module/FileLib/CEPPIIntegFINAL2004-03-10-RUS1.pdf> (checked 07.09.2010).

<sup>104</sup> Ibid.

<sup>105</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.4, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 06.09.2010).

<sup>106</sup> Ibid.

populations and to immigrants the possibility to decide themselves the conditions of integration<sup>107</sup>.

The paternalistic model is mostly presented in Europe. It is characterized by the concept of the primacy of interests of society and nation over the interests of citizens, which could be identified as a top-down model. After the Second War World, the concept of primacy of national ideas seemed to be abandoned. However, States continued to regulate and control most areas, including migration<sup>108</sup>. In the period of economic growth and labour shortage in Europe in fifties and sixties, Western European States attracted immigrants to come by providing them with housing, jobs and social welfare. However, immigrants becoming citizens with time still did not become full members of society due to their social isolation and spatial segregation.

The liberal model of integration is more likely presented in those societies where important attention was brought to the individualism and liberal freedoms<sup>109</sup> and could be seen as bottom-up model. In this model, immigrants and their communities are represented in the different areas of social life, which give them the possibility to assert their rights. One of the example of this model is the "American dream" that states that every immigrant in the USA could achieve successful life thanks to his/her work and capacities. However, the State is not completely apart from migration challenges, it elaborates procedures of the naturalization for example<sup>110</sup>.

It is important to underline that the liberal model of integration of immigrants is not perfect and is also characterised by spatial segregation and ghettoization of some ethnic communities, for example Latin Americans living in ghettos in the USA.

### 3. Policies of integration of immigrants:

Nowadays, there is a wide range of policies (often called models) of integration of immigrants in developed countries. I would like to address three of them: multiculturalism, assimilation<sup>111</sup> and functional integration or deferential exclusionary policies.

According to Leonie Sandercock, the author of the book *Cosmopolis II: Mongrel Cities in the 21st Century*<sup>112</sup>, "the multicultural model (of integration) is a combination of a set of

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<sup>107</sup> A.Koksharov, *Integration of Immigrants: Paternalism vs Liberalism*, Expert Online, November 2005, available at: <http://www.expert.ru/printissues/expert/2005/43/43ex-immigr/> (checked 06.09.2010).

<sup>108</sup> Ibid.

<sup>109</sup> Ibid.

<sup>110</sup> Ibid.

<sup>111</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

social policies to respond to the needs of new settlers – language policies and culturally sensitive social services provisions – and a statement about the openness of the nation to cultural diversity”<sup>113</sup>. In the multicultural model (or, as it is also called, the communitarian model<sup>114</sup>) the emphasis is put on the equality between newcomers and indigenous populations in all areas of life but at the same time on the conservation of the culture of immigrants. This model is based on antidiscrimination norms and characterised by providing immigrants with political and civil rights. This model was firstly adopted in Canada, which was followed by the USA and Australia and later in some European countries (the UK, the Netherlands and Sweden)<sup>115</sup>. For Leonie Sandercock, the model of multiculturalism “is the only model that is sustainable over the long term, both from the perspective of social stability and from the perspective of the right to difference”<sup>116</sup>.

The assimilation process is often understood as a one-sided process of adaptation where on the one hand the State provides newcomers with new citizenship but it does not accept specific needs of ethnic minorities and does not take them into account in policies<sup>117</sup>. On the other hand, immigrants give up their distinctive linguistic, cultural or social characteristics and assimilate completely with the host society becoming indistinguishable from the majority population<sup>118</sup>. In this model immigrants pay for citizenship with their cultural identity. Many authors<sup>119</sup> see the French model of integration as an assimilation model and explain that this model is an ineffective one in the case of France. Immigrants becoming citizens are not losing completely their ethnic and religious identity (including skin colour), they continue to be segregated, excluded and stigmatized living with the experience of “second-class citizenship”<sup>120</sup>.

In some countries of the European Union, the functional integration model<sup>121</sup> is being implemented (in Germany, Austria, for example) when dealing with immigrants who do not have country or European origins. This type of model is also called social citizenship or

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<sup>112</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003.

<sup>113</sup> Ibid, p.150.

<sup>114</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>115</sup> Ibid.

<sup>116</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.151.

<sup>117</sup> Ibid.

<sup>118</sup> Ibid.

<sup>119</sup> L. Sandercock, I. Capenko among others.

<sup>120</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.151.

<sup>121</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

“differential exclusionary model”<sup>122</sup> and consists of integrating immigrants only in a specific area, in labour for example. There is not the possibility to participate in the political life of the country and deliverance of new citizenship is limited.

It is important to keep in mind that none of these models exists in a pure sense - they illustrate the dominant policies that State adopting to integrate immigrants. Integration policies are multiform and have multiple methods of their implementation. Taking into account different models and instruments, we could identify three main components of the policy of integration: legal and political, cultural-religious and socio-economic components of integration<sup>123</sup>.

As examples of countries that apply assimilation and dispersal of immigrants in housing we can name Denmark, Finland and Germany, which, according to Phillips<sup>124</sup>, pursue “policies designed to minimise cultural differences and promote ethnic desegregation”. France’s assimilation approach is described by Phillips as being implied in terms of a class issue, “with little explicit to ethnicity”<sup>125</sup>. The UK, according to the same author, adopts a multicultural approach promoting ethnic diversity.

#### 4. *Legal and political, cultural and religious and social and economic components of integration:*

To make the integration process of immigrants successful it is important to integrate them on the legal and political levels. It serves to improve their participation in political life of the society (election of representative of immigrants, some countries give immigrants with permanent resident status right to vote but limited to the region level (Finland, Belgium), participation in political parties which also limited to avoid the loss of voters among indigenous population), provide possibilities for immigrants to obtain citizenship (often immigrants obtain the citizenship through the process of naturalisation); and prevent any form of discrimination (by elaboration and implementation of antidiscrimination legal framework). For example in 2000, the council of Europe adapted two directives concerning antidiscrimination of immigrants<sup>126</sup> in the labour, education, health and housing domains.

<sup>122</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.150.

<sup>123</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>124</sup> D. Phillips, *Moving Towards Integration: The Housing of Asylum Seekers and Refugees in Britain* <http://www.informaworld.com/smpp/content~db=all-content=a747712135>

<sup>125</sup> Ibid.

<sup>126</sup> See Council Directive 2000/43/EC of 29 June 2000 available at : <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0043:en:HTML> (checked 06.09.2010) and Council Directive 2000/78/EC of 27 November 2000 available at : [http://europa.eu/legislation\\_summaries/employment\\_and\\_social\\_policy/employment\\_rights\\_and\\_work\\_organisation/c10823\\_en.htm](http://europa.eu/legislation_summaries/employment_and_social_policy/employment_rights_and_work_organisation/c10823_en.htm) (checked 06.09.2010).



However, few countries in Europe have special antidiscrimination legal code, among them the Netherlands, Sweden, Belgium<sup>127</sup>).

Another important element to improve the integration process is cultural and religious integration, creation of intercultural and interreligious dialogues in multiethnic, multicultural, containing several religions countries. It is important to notice that newcomers should have their rights of cultural autonomy to ensure dialogues and to avoid conflicts. The policies ensuring cultural and religious integration of immigrants concern education and learning of language and conservation of culture of immigrants, official recognition of several religions (as in Germany) and formal independence of churches from State (in France)<sup>128</sup>.

Finally, that's the social-economic measures of integration, which are aiming to improve the situation of immigrants in different social and economic areas: education, labour, health and housing. It is the element that I would like to focus more attention on as it is linked to the issue of integration of immigrants through housing.

Taking unemployment of immigrants as one of the most important obstacle to their integration, several countries are developing national and special programs to improve the situation of immigrants on labour market. For example, in Germany one of the national programs aims to help immigrants to improve their language skills to increase their professionalization. In the Netherlands the special programs focus on immigrants and their access to labour market, and develop contracts with small and medium size enterprises to hire immigrants. Together with national and specific programs, the programs against racial discrimination in the labour market are developed to enhance better integration of immigrants<sup>129</sup>.

Lack of knowledge or insufficient knowledge of the language spoken in the country of immigration handicaps newcomers in employment and in communication with the indigenous population. That is why the language policy became one of the most important policies for integration. In most countries, immigrants learn the language but also they discover the history, culture and way of life of citizens. In some countries (Germany for example<sup>130</sup>) these lessons are obligatory and immigrants who do not go on such a learning course could be penalized by limitation of their social payment. Antidiscrimination policies in

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<sup>127</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>128</sup> Ibid.

<sup>129</sup> Ibid.

<sup>130</sup> Ibid.

education developed in several countries (the UK<sup>131</sup>) also have a positive impact on the process of integration of immigrants.

In general immigrants are more likely than the population of the host society to have problems with health due to dangerous work and working conditions, psychological problems due to distance from their country of origin and their family, poor living conditions, poor quality of medical care and absence of professional medical establishments in “immigrant” areas. In most of the countries, basic medical care is affordable for immigrants however the lack of language skills, lack of information on such services and discrimination appear to be obstacles on the way to accessing medical health care. That is why in several countries programs focussing on providing sufficient health care to integrate immigrants are focusing on employment of immigrants as a part of medical staff (in Netherland, the UK<sup>132</sup>), distribution of information on possibilities of health care for immigrants (Australia<sup>133</sup>) and supplementary financial support for medical establishments in “immigrant” areas.

##### 5. Housing and integration:

One of the main problems, which migrants encounter is lack of affordable housing of satisfactory quality, while they can be integrated to new society only being provided with a place to stay. Quite often people leave their countries and immigrate because they do not have satisfactory housing and labour conditions in their home-countries.

According to the European Union figures<sup>134</sup>, 14% of the population of EU cities are ethnic minorities. They are in general concentrated in “urban ghettos” which are badly located areas with poor living conditions and old housing stock. As it was called by Kenneth Clark cited by Didier Lapeyronnie in *Ghetto Urbain*<sup>135</sup>: “a ghetto is a cocoon and a cage at the same time”. It is evident that settlement of immigrants favours their adaptation, conservation of their culture and values, development of ethnic economics and playing protection function (“cocoon”). On the other hand, however, creation of relatively homogenous ethnic or religious groups leads to the segregation, stigmatization by society and delay the integration of immigrants into the host society<sup>136</sup>.

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<sup>131</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>132</sup> Ibid.

<sup>133</sup> Ibid.

<sup>134</sup> Ibid..

<sup>135</sup> D. Lapeyronnie, *Ghetto Urbain*, dossier 4, Demain la ville”, Mai 2009, available at: [http://www.ville.gouv.fr/IMG/pdf/Demain-la-ville-04\\_cle538a48.pdf](http://www.ville.gouv.fr/IMG/pdf/Demain-la-ville-04_cle538a48.pdf) (checked 06.09.2010).

<sup>136</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

In the period of high spatial concentration and segregation of immigrants, public policies concerning immigrants and housing try to find the solution to the “urban ghettos”. In some European countries, the limitation of the number of immigrants was adopted to prevent the high concentration of immigrants in one area. For example, in Germany, in 1977 the limit number of immigrants in specific area was 12% of the population while in Brussels, Lyon and London all new housing stock intended for rent was kept for indigenous population<sup>137</sup>. Of course, such measures could not stop ghettoization and just forced immigrants to live in poorer areas and promoted immigrants’ concentration there.

It is important to underline that there are not a lot of researches and studies on the issue of housing as an instrument in integration of immigrants. The publication *Le logement social et l’intégration des immigrants dans l’Union Européenne*<sup>138</sup> explores the issue of integration immigrants through housing and concludes that there is not enough information for this moment on the link between integration and housing policies or measures. This report also underlines an important point as I have already mentioned in the previous chapter and which seems to me to be very important - that “the policies of housing for immigrants” do not exist separate from general policies on housing<sup>139</sup>. On the international level, especially on European Union level, since 1994 projects of housing stock renewal exist as URBAN program<sup>140</sup>. However, this project does not include any measures concerning integration of immigrants. At the same time the realisation of a second step of the urban project, URBAN II<sup>141</sup>, should help “integration of local communities and ethnic minorities; reintegration of excluded persons”<sup>142</sup>.

At the national levels for example, the motivation of the Swedish government to finish with segregation and attempt social inclusion is reflected in the housing policies<sup>143</sup>. Or

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<sup>137</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>138</sup> European Social Housing Observatory, *Le logement social et l’intégration des immigrants dans l’Union Européenne*, Autumn 2007, available: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 06.09.2010).

<sup>139</sup> Ibid, p.13.

<sup>140</sup> European Commission, *Urban Community Initiative 1994-1999*, URBAN, available at: [http://ec.europa.eu/regional\\_policy/urban2/urban/initiative/src/frame1.htm](http://ec.europa.eu/regional_policy/urban2/urban/initiative/src/frame1.htm) (06.09.2010).

<sup>141</sup> European Commission, *Urban Community Initiative concerning economic and social regeneration of cities and of neighbourhoods in crisis in order to promote sustainable urban development Urban II*, URBAN II, available at: [http://europa.eu/legislation\\_summaries/employment\\_and\\_social\\_policy/social\\_inclusion\\_fight\\_against\\_poverty/g24209\\_en.htm](http://europa.eu/legislation_summaries/employment_and_social_policy/social_inclusion_fight_against_poverty/g24209_en.htm) (checked 06.09.2010).

<sup>142</sup> Ibid.

<sup>143</sup> European Social Housing Observatory, *Le logement social et l’intégration des immigrants dans l’Union Européenne*, Autumn 2007, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 06.09.2010).

the example of the Netherlands, where one of the strategies to deal with urban problems is the renewal of housing stock and its distribution among different social groups: creation of more expensive housing in poor areas to reduce spatial segregation<sup>144</sup>. However this policy did not bear fruits – the reduction of housing stock for vulnerable people made them live in other poor areas of the cities (example, in Rotterdam<sup>145</sup>). As it is mentioned in ESHO paper, “immigrant housing policies” do not exist as such, but are rather “subsumed” in general housing policies<sup>146</sup>.

There are other examples of national policies regarding housing measures to integrate immigrants and reduce social segregation. However, as the report on social housing and integration of immigrants highlights, in several countries the rhetorical discourse in terms of integration of immigrants through housing is going faster than the reality<sup>147</sup>.

Policies at local and city levels to integrate immigrants into host society through housing are different from those at national and international levels. Some of those policies are focusing on improving the image of the city by different means: media, organizations to attract middle-class households and to improve social stability in the area. One of the examples of such measure is the “Kids World Cup of the 32 fantasy countries” football competition organized in Frankfurt, Germany, in a district with a high percentage of immigrants<sup>148</sup> at the aim to “show how isolation and racist conflicts can be overcome in football and in daily life”<sup>149</sup>. The popularity of the event (a huge number of people from different immigrants areas took part in the competition) and positive media coverage helped to improve the image of the area. Additionally, to encourage immigrants to participate in various cultural, political, sporting and other projects, some cities improve the living conditions in the “immigrants” areas by means of immigrants themselves, which of course has a positive impact on integration. For example, in Arnsberg, Germany, immigrants were offered paid jobs to help upkeep green spaces<sup>150</sup>.

Other policies consist to reveal the whole areas in the aim to improve social climate in such districts. In the UK and Denmark a comprehensive strategy has been implemented to

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<sup>144</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>145</sup> Ibid.

<sup>146</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.13, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 06.09.2010).

<sup>147</sup> Ibid.

<sup>148</sup> Cities for Local Integration Policy, *Housing and Integration of migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.21.

<sup>149</sup> Ibid.

<sup>150</sup> Ibid, p.51.

deal with key problems of urban ghettos including unemployment, high rate of criminality and poor ecological situation among others<sup>151</sup>. Even if these programs are not directly focusing on the spatial segregation or integration of immigrants, they should have positive impacts on those issues. Iryna Capenko<sup>152</sup> underlines as an important factor of successful realisation of such programs, the involvement of representatives of ethnic minorities and immigrants in the elaboration, implementation and evolution of these programs.

Still discrimination against minorities is often the case in the field of housing. According to a report presented by CLIP paper, discrimination can be of three types: direct discrimination, which can be realized through "hidden" maximum quotas limiting and restricting the concentration of immigrant families on housing estates being in place; indirect discrimination, which can be a mechanism of imposed criteria used in the allocation of social housing; and structural discrimination, which refers to lack of information and recourses, shortage of estate, when the needs of immigrants in housing are bigger than the availability.

Countries choose a model of integration according to their historical, legal, social, economic and political contexts, according to the attitude towards immigrants and challenges of integration that exists in their countries. A wide range of policies and measures exist on the international, national, regional and local levels to deal with political, social, cultural, economic, religious integration of immigrants into receiving societies. Such measures have to take into account the role of housing in the integration of immigrants because housing plays a crucial role in the integration of newcomers due to the fact that it is an essential sphere of people's everyday life and housing integration may be an important indicator of success or failure of the policy of integration in general. Of course, it is important to develop and implement policies on the integration through housing. However, these policies alone could not achieve the integration of immigrants into host society. Only implementation of overall policies combining all spheres of life (political participation, education, health care, religious and cultural dialogues, access to the labour market and decent living conditions) will be successful.

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<sup>151</sup> I. Capenko, *Development of the country: Integration policy regarding immigrants*, World Economy and International Relations Journal, 2008, N°3, p. 59-69.

<sup>152</sup> Ibid.

## Chapter IV: The role of cities in the integration process through housing and the transferability of best practice examples:

### 1. Example of Stuttgart as the best practice example:

Between 1987 and 2001, Germany accepted more immigrants than the two “immigration countries” of Australia and Canada put together<sup>153</sup>. With the growing number of immigrants, the challenges faced by authorities, as well as by the indigenous population and immigrants are increasing. That is also why the issue of integration of immigrants into the German society is crucial, even if it started to be regulated by law only in 2005 with the adaptation of “Immigration Law”.

On the International level, more specifically on the European level concrete common policies exist to face the issue of immigration, however, there is not a communitarian policy to integrate immigrants, without talking about their integration through housing policies. The report on the immigration and integration policies in Germany states<sup>154</sup>: “the European Union (EU) is playing an increasingly important role in developing Germany’s immigration policy”. However, various common European regulations and directives that were adopted in recent years were mainly focused on the issue of asylum policy<sup>155</sup>.

If the common policies within the European Union exist in the field of immigration, they are not completely focused on the issue of integration of immigrants. However, today we are experiencing the emergence of a common European framework on the issue of integration<sup>156</sup> with the adaptation of common basic principals formulated to help member States to develop policies of integration and to be used as references for implementation and evaluation of today’s and future integration policies<sup>157</sup>.

The European Union directives concerning the status of third-country nationals who are long-term residents and which grants to immigrants who are living at least five years in the host country the right to apply for permanent residence in the EU Member State and

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<sup>153</sup> Focus – Migration: *What is the Dutch Integration Model, And Has It Failed?*, available at: [http://www.focus-migration.de/What\\_Is\\_The\\_Dutch\\_In.5126.0.html?&L=1](http://www.focus-migration.de/What_Is_The_Dutch_In.5126.0.html?&L=1) (checked 06.09.2010).

<sup>154</sup> Source: Focus – Migration: *Germany*, available at: <http://www.focus-migration.de/Germany.1509.0.html?&L=1> (checked 06.09.2010).

<sup>155</sup> Ibid.

<sup>156</sup> European Commission, *Manuel sur l’intégration à l’intention des décideurs politiques et des praticiens*, Second Edition, May 2007, available at: [http://ec.europa.eu/home-affairs/doc\\_centre/immigration/docs/2007/handbook\\_2007\\_fr.pdf](http://ec.europa.eu/home-affairs/doc_centre/immigration/docs/2007/handbook_2007_fr.pdf) (checked 10.09.2010).

<sup>157</sup> Ibid.

requirements adopted in the area of integration recently were exemplified in Germany by the General Law on Equal Treatment which has been in force since 2006<sup>158</sup>.

On the German federal level different measures were implemented concerning the issue of integration of immigrants. For example, since 2007 “The National Integration Plan” issued by the Federal Government Commissioner for Migration, Refugees and Integration<sup>159</sup> offers more support for integration while making strict requirement as for example to learn German language for immigrants<sup>160</sup>. Several integration policies were implemented in the fields of education, labour, and health to give immigrants more opportunities to integrate into German society, to fight against xenophobia and to promote cultural diversity and equal opportunities for everyone<sup>161</sup>.

While certain national measures in the field of integration were adopted quite late, some German cities and local authorities recognized their need to develop local measures to face the challenges of immigrant integration before the adaptation of “The National Integration Plan”. It is the case of Stuttgart where an overall concept of integration of immigrants and their children was adopted in 2001 with an important focus on local specificities and own requirements<sup>162</sup>.

There are different groups who are moving to Germany - in the late Soviet Union many native (ethnic) Germans from Kazakhstan and from Volga region chosen to return to their Fatherland. According to statistics through “Aussiedler” program 2.3 million of people moved from former USSR to Germany. Being Germans, they significantly lost their German identity and culture and needed complete reintegration. The second big group immigrating to Germany - Jewish people, also mainly from Soviet Union, who came to Germany through denazification. They are called “Kontingentflüchtlinge” and after the 2005 Immigration Act, the immigration requirements for this group have been tightened up<sup>163</sup>. Apart of these categories the traditional migrant group is guest workers group, for Germany that’s Greek and Turkish workers.

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<sup>158</sup> Source: Focus – Migration: *Germany*, available at: <http://www.focus-migration.de/Germany.1509.0.html?&L=1> (checked 06.09.2010).

<sup>159</sup> European Commission, *Manuel sur l'intégration à l'intention des décideurs politiques et des praticiens*, Second Edition, May 2007, available at: [http://ec.europa.eu/home-affairs/doc\\_centre/immigration/docs/2007/handbook\\_2007\\_fr.pdf](http://ec.europa.eu/home-affairs/doc_centre/immigration/docs/2007/handbook_2007_fr.pdf) (checked 10.09.2010).

<sup>160</sup> See Annex 16: Case study: Integration of immigrants through housing policies in Stuttgart, Germany

<sup>161</sup> Ibid.

<sup>162</sup> Ibid.

<sup>163</sup> Migration Citizenship Education, *Germany*, available at: <http://www.migrationeducation.org/22.0.html> (checked 15.09.2010).

As Annex 16 (Summaries of legal and policy frameworks on immigration, integration, housing and integration in Germany)<sup>164</sup> shows, there are different policies and legal frameworks on the main issues in the current thesis (immigration, integration and integration and housing) in Germany. What is especially important to point out from the findings is that the local levels (Bundesländer) together with municipalities play an important role in financing housing policies. Moreover “the municipalities are the most important bodies”<sup>165</sup> in the field of implementation of law and public social administration. Concerning the issue of integration of immigrants through housing policies, the report on Social housing and Integration of immigrants in the European Union<sup>166</sup> highlights that the German social housing sector has experienced a reduction of financing for new social housing dwellings from 1995, while the State started to play a new role in housing policies in the East as well as in some cities in West Germany by implementing new programs concerning housing and integration of immigrants. However some cases of discrimination against immigrants in the housing sector were reported. For example, the fact that immigrants sometimes have to pay higher rents for a flat of the same or even lower quality than Germans<sup>167</sup>.

There are important differences in policies and concepts that the biggest German cities are experiencing concerning the integration of immigrants. That is the reason why there is a need for city-specific approaches, which are produced in the development of different integration concepts by German cities.

The Stuttgart City Council developed and adopted its specific concept of integration of immigrants in 2001, called the “Pact of Integration”. This Pact of Integration is an important achievement in the field of integration of immigrants. The Pact uses using top-down and comprehensive approaches to bring together public and private sectors, civil society, citizens and immigrants in the aim to address long-term goals of integration requiring the application of system-wide programs and policies across different sectors. The Stuttgart Pact considers that the role of human capital is important in the achievement of integration and that is why it is based on the two-way process involving immigrant groups as well as the receiving community. The Stuttgart Pact of integration is acting on eight essential areas: education, sustainable economic growth for community well being, equal rights and opportunities, political and social participation, pluralism and cultural diversity, mutual

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<sup>164</sup> See Annex 16: Case study: Integration of immigrants through housing policies in Stuttgart, Germany

<sup>165</sup> Ibid.

<sup>166</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p.49, available at:

[http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 06.09.2010).

<sup>167</sup> Ibid.



respect and solidarity, participatory communication and international cooperation<sup>168</sup>. The strategy of the Pact is offering measures according to the needs of migrants, intercultural and cross-national offers, focussing on quality of offers, intercultural opening of the city<sup>169</sup>.

The case study of the city of Stuttgart<sup>170</sup> shows that the city administration together with NGOs and committed individuals brought attention to the issue of housing in integration policies and implements a wide range of measures to integrate immigrants through housing. Different areas of integration are covered by these measures: financial, health and educational support, physical urban and social development, anti-segregation and antidiscrimination programs. A special focus is given to the problems of integration of young people.

The city of Stuttgart made the issue of integration a priority by using a top-down strategy and by the high degree of involvement of political leaders, the city administration, civil society and individuals in the integration process. The process of integration happened in Stuttgart from the higher ranks of administration down to the level of citizens. The Lord Mayor decided not only to bring the issue to the municipal agenda but also to set up a Department of Integration Policy and promote activities in the field of integration<sup>171</sup>.

Thanks to the multi-level, multi-sectoral and top-down approaches of the Stuttgart Integration Pact as well as to the flexible character of the measures implemented within the Pact, it has become not only recognized on the national but also on the international level as becoming the standards of best practices for other cities in Germany and worldwide<sup>172</sup>.

The Case Study illustrated the different policies existing in Germany and more specifically in Stuttgart to integrate immigrants. Such policies cover all aspects of legal and political, cultural and religious and social and economic components of integration: participation of immigrants in political life, obtaining of citizenship, their integration through labour, housing, education and health, promotion the cultural and religious dialogue. The experience of Stuttgart can be viewed as an example of structural integration of immigrants, the integration where local policies are aiming to give rights and access to immigrants in core institutions of the German society: labour market, education, housing sector.

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<sup>168</sup> See Annex 16: Case study: Integration of immigrants through housing policies in Stuttgart, Germany

<sup>169</sup> Ibid.

<sup>170</sup> Ibid.

<sup>171</sup> Cities for Local Integration Policy, *Housing and Integration of migrants in Europe*, European Foundation for the Improvement of Living and Working Conditions, 2007, p.63.

<sup>172</sup> See Annex 16: Case study: Integration of immigrants through housing policies in Stuttgart, Germany

The example of Stuttgart also illustrates a high level of involvement of local authorities, political leaders, city administration, civil society and individuals in the integration process of immigrants especially through housing. On the other hand, the example of Stuttgart is situated as a best practice example that may be followed by other cities. Several questions could be raised from the case study, however, I would like to analyse two aspects in the following parts of the work: the first one is why the local authorities are playing a crucial role in the integration of immigrants including integration through housing and the second aspect is there a need to transfer the best practice example and could this transfer be efficient.

## *2. Importance of the local level in the integration of immigrants through housing:*

Integration of immigrants and particularly the integration of immigrants through housing face many challenges: lack of international and national legislation, little attention given to this issue in several countries. However, the key role of local authorities is an important aspect to take into consideration when talking about the integration of newcomers through housing.

In the 1980s, the beginning of 1990s, the issue of integration of immigrants was more linked to national policy<sup>173</sup> with comparison of different national models of integration (the French model, the UK model, the American model). According to the same source, today national models are in difficulties due to the important changes in labour market and welfare system.

Nowadays, the issue of integration is more likely to be managed on the local level because local authorities are dealing every day directly with the problems of integration and social cohesion. The local level is experiencing today the evolution of its position due to the fact that cities' populations are increasing and becoming more and more heterogeneous. Cities and their authorities are the closest actors to citizens and immigrants that is why they can act rapidly and more effectively.

In order to face the challenges of integration that are directly affecting cities, municipalities may implement European (if we are talking about European Union cities), national or federal policies. At the same time, if the local authorities are enjoying some

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<sup>173</sup> T.Caponio, *La dimension locale de l'immigration : le problème clé de l'intégration*, Forum international et européen de recherche sur l'immigration, available at: [http://www.pouvoirs-locaux-francais.eu/documents/?doc\\_n\\_id=434&arb\\_n\\_id=2](http://www.pouvoirs-locaux-francais.eu/documents/?doc_n_id=434&arb_n_id=2) (checked 15/09/2010).

political, legal and financial autonomy, they can easily elaborate and implement local policies concerning immigrant integration<sup>174</sup>.

Cities are concerning themselves with attempts to develop integration programs because if these projects fail, the cities will have feel a direct impact on them in the different fields such as economy, social inclusion, stability and security in urban areas and image of the city.

Elaboration and implementation of integration policies also depend on the place that municipal authorities are given to the issue of integration. If integration is given a low priority, the administrative structure responsible for this policy area will be weak or even non-existent<sup>175</sup>. Meanwhile, if the degree of priority for integration policies is high for municipalities, the administrative structure will be well developed and the policies elaborated will have multidimensional and multi-sectoral characteristics (the case of Stuttgart).

Cities have become important actors to implement policies focusing on the integration of immigrants in such areas as housing, education and the political participation of immigrants<sup>176</sup>.

The housing sector has high complexity. Its development is the responsibility of three levels of governments (national, regional, local) together with a group of experts working in the areas of architecture, planning, engineering. Local authorities are the best place to deal with all the actors and to elaborate policies in regard of the issue of integration of immigrants through housing.

In its report, the Committee on Citizens' Freedoms and Rights, Justice and Home Affairs<sup>177</sup> states that the role of local authorities in the integration process:

“particularly emphasises the crucial role of local and regional authorities whose responsibilities for inter alia planning, housing, education and the labour market impact directly on integration and can promote social cohesion, social inclusion and sustainable communities; stresses the importance of supporting such work through the EU Structural

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<sup>174</sup> Cities for Local Integration Policies, *Integration of migrants: Contribution of local and regional authorities*, p. 88-89, available at: <http://www.eurofound.europa.eu/pubdocs/2006/22/en/1/ef0622en.pdf> (checked 15/09/2010).

<sup>175</sup> Ibid, p.63.

<sup>176</sup> T.Caponio, *La dimension locale de l'immigration : le problème clé de l'intégration*, Forum international et européen de recherche sur l'immigration, available at: [http://www.pouvoirs-locaux-francais.eu/documents/?doc\\_n\\_id=434&arb\\_n\\_id=2](http://www.pouvoirs-locaux-francais.eu/documents/?doc_n_id=434&arb_n_id=2) (checked 15/09/2010).

<sup>177</sup> Cities for Local Integration Policies, *Integration of migrants: Contribution of local and regional authorities*, available at: <http://www.eurofound.europa.eu/pubdocs/2006/22/en/1/ef0622en.pdf> (checked 15/09/2010).

Funds and initiatives such as EQUAL and Urban, while also facilitating participation by local and regional authorities in the European debate<sup>178</sup>.

Immigration is a phenomenon that is often concentrated in urban poor areas that is why the actions on a local level to improve the quality of housing, living conditions of immigrants and accessibility of decent housing for immigrant groups, neighbourhood safety will have positive impact on the process of integration of immigrants.

It is important to underline that local intervention could have some limits concerning the integration of immigrants through housing. These limits concern some programs, which do not influence institutions and structures on a global scale but only in the specific urban area<sup>179</sup>. So local programs could not resolve structural problems of integration in this case. Local partnership between local authorities, governmental agencies, schools, health institutions, NGOs and associations is not established from the beginning of the elaboration of programs and projects on integration to make them more efficient.

### 3. *Could the best practice example of Stuttgart be transferable?*

Most of the programs and policies targeting immigrants and their integration through housing are being realized locally. For this reason, it is important to create efficient mechanisms for exchange of experience and ideas used on the local level<sup>180</sup>.

Policy-makers, local authorities and different actors intervening in the area of integration of immigrants through housing policies (for example, NGOs, local associations, social workers, immigrants and citizens) may learn from the experience of other cities by the means of publications, workshops, research programs or different networks dealing with the issue of integration through housing. Those activities aimed at the sharing of best practices could be especially useful for cities or urban areas where the immigration process is recent or where the integration policies were not a priority of authorities for this moment<sup>181</sup>.

If we are talking about the transfer of best practice examples into another country or another city it is important to keep in mind that housing policies and their use for elaboration

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<sup>178</sup> Cities for Local Integration Policies, *Integration of migrants: Contribution of local and regional authorities*, p.25, available at: <http://www.eurofound.europa.eu/pubdocs/2006/22/en/1/ef0622en.pdf> (checked 15/09/2010).

<sup>179</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, p. 21, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 06.09.2010).

<sup>180</sup> J.Niessen, Y.Schibel on behalf of the European Commission, *Handbook on Integration for policy-makers and practitioners*, European Communities, 2007, p.44, available at [http://ec.europa.eu/home-affairs/doc\\_centre/immigration/docs/2007/handbook\\_2007\\_fr.pdf](http://ec.europa.eu/home-affairs/doc_centre/immigration/docs/2007/handbook_2007_fr.pdf) (checked 15/09/2010).

<sup>181</sup> *Ibid*, p.45.

of programs for integration have specific national and local histories and traditions which affect law, housing affordability, security of tenure, housing conditions for residents, policies of renewal and proper attitude in regards to immigrants.

There is not a simple, unique and efficient model to integrate immigrants even if there are some best practice examples. The process of integration is realized mostly on the local level and policies adopted to promote integration have to be specific to each situation and its housing sector as well.

The housing sector is organized differently in European countries without talking about the housing sector on the international scale. The differences may appear not only concerning the degree of intervention of Government in the housing sector but also in the degree of decentralisation and autonomy of local authorities to deal with housing.

Some housing policies existing successfully in one city may have uncertain or even negative impacts once implemented in another country. It concerns for example, "specific programs for providing accommodation, renewing neighbourhoods or relocating households"<sup>182</sup> which are usually cited as positive intervention. However, they might have adverse effects in another city in terms of marginalisation, discrimination, or loss of autonomy for households.

Can cities become more effective in learning from one another? Sceptics will give negative answer due to several reasons. First of all there are differences between cities in legal, political, ~~social environments~~ and their attitude to the immigrants.

Secondly, differences exist in definition of best practice examples through countries and it often depends on national conditions.

Thirdly, in such areas as "housing for immigrants" the implementation of best practice is problematic due to the underdevelopment of programs and little attention put on the of issue of integration of immigrants through housing<sup>183</sup>.

Fourthly, an obstacle to the successful transfer of best practice is absence of common and well-defined criteria to qualify best practice. Of course, the fact that there are more and

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<sup>182</sup> M.Harrison, I.Law, D.Phillips, *Migrants, Minorities and Housing: Exclusion, Discrimination and Anti-discrimination in 15 Member States of the European Union*, University of Leeds, December 2005, p.101.

<sup>183</sup> European Social Housing Observatory, *Le logement social et l'intégration des immigrants dans l'Union Européenne*, Autumn 2007, available at: [http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants\\_fr.pdf](http://www.cecodhas.org/images/stories/research/exchange/cecodhas%20exchange%20integration%20of%20immigrants_fr.pdf) (check 06.09.2010).

more publications and researches on the issue of integration of immigrants through housing<sup>184</sup> and its availability and transparency should not be underestimated (actually all these reports are available on line and can be found and checked by the authorities and actors in integration).

To compare different examples of integration policies and to choose those that can be named best practice we need a standardised indicator system with uniform database for all cities and states. Since 2004, the Migrant Policy Integration Policy Index (MIPEX) was used to compare and evaluate policy of integration of immigrants in the EU Member States and several non-EU countries<sup>185</sup>. In 2007 the “second edition” of MIPEX was conducted to measure policies of integration in 25 EU Member States and three non-EU countries<sup>186</sup>. It uses over 140 policy indicators and covers the following areas: labour market access, family reunion, long-term residence, political participation, access to nationality and anti-discrimination<sup>187</sup>. As we can see, MIPEX does not take into account housing policies in the whole. However, there are some chances that the anti-discrimination area of analyses covers anti-discrimination policies existing in the housing sector to better integrate immigrants and decrease the segregation.

While MIPEX is focusing exclusively on national integration policies, there is another initiative to monitor local integration. In 2005 the Municipal Association for Administration Management, in cooperation with the commissioners for integration of German cities, elaborated a set of indicators which relates legal integration, education, work and economy, social security, housing, language, health, social integration, social and political participation, and security fields<sup>188</sup>. Today the Cities for Local Integration Policies Network have only its qualitative approach in comparison of policies of integration and not yet a quantitative approach. However, there is a plan to develop a joint indicator system to evaluate policy measures of integration of immigrants including in the area of housing<sup>189</sup>.

Finally, another weakness of today’s best practice is the lack of long-term evaluation, which is very important and useful to avoid failure and mistakes in the area of inclusion of

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<sup>184</sup> Cities for Local Integration Policies presented an important publication on this issue with examples of different cities, European Union publication on social housing and integration of immigrants in the European Union, The report entitled *Migrants, Minorities and Housing: Exclusion, Discrimination and Anti-discrimination in 15 Member States of the European Union*, which provides 15 National Reports and analyses etc.

<sup>185</sup> Migration Integration Policy Index, *About MIPEX*, available at: <http://www.integrationindex.eu/topics/2657.html> (checked 15/09/2010).

<sup>186</sup> Ibid.

<sup>187</sup> Ibid.

<sup>188</sup> Focus – Migration: *What is the Dutch Integration Model, And Has It Failed?*, available at: [http://www.focus-migration.de/What\\_Is\\_The\\_Dutch\\_In.5126.0.html?&L=1](http://www.focus-migration.de/What_Is_The_Dutch_In.5126.0.html?&L=1) (checked 06.09.2010).

<sup>189</sup> Ibid.

immigrants through housing especially for cities where a low priority was given to this issue until now.

Optimists will say “yes” answering the question “Can cities become more effective in ~~learning from one another~~”. Even if there are cultural, political, ideological differences there are significant possibilities for exchange in public policies and for cities to learn from each other. R. Rose in *Learning from Comparative Public Policy. A practical Guide*<sup>190</sup> states that there are three reasons to learning from abroad: “first one that it can provide a better basis for policy innovation, second one that it allows to professionals to be up to date with the latest developments, third one is that it can enhance the “cultural competence” of both politicians and professionals by exposing individuals to different ways of doing things and finally, the fourth reason is that common problems do not produce an identical response. It is the differences in the responses that governments make to common problems that can offer powerful and compelling insights for both theory and practice”<sup>191</sup>.

The best practice approach is useful to determine the departure point for learning. For example in the area of integration of immigrants through housing, as it is proposed in the *Migrants, Minorities and Housing: Exclusion, Discrimination and Anti-discrimination in 15 Member States of the European Union* report, the starting point could be equality of treatment. Development and implementation of “laws, regulations and local initiatives that inhibit racist practices and negative discrimination offer important potential channels through which progress can be made”<sup>192</sup>.

Often the problem is that the best practice examples are often presented as the best way to do something and as universal laws, which are supposed to work under different political and institutional conditions existing in different countries<sup>193</sup>. Imitation of the model by transferring of policies does not automatically mean success of this model in another city. Sometimes, the transference is linked to the prestige of the best practice and not to its understanding<sup>194</sup>.

Some local and international networks exist today in the area of integration of immigrants. These networks offer possibilities to countries and cities to exchange best

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<sup>190</sup> R. Hambleton, *Cross-national Lesson Drawing for Planning – Taking Advantage of Globalization*, Dean College of Urban Planning and Public Affairs University of Illinois at Chicago, Napoli, 11-14 July 2007.

<sup>191</sup> Ibid.

<sup>192</sup> M.Harrison, I.Law, D.Phillips, *Migrants, Minorities and Housing: Exclusion, Discrimination and Anti-discrimination in 15 Member States of the European Union*, University of Leeds, December 2005, p.103.

<sup>193</sup> C.Radaelli, *The Diffusion of Regulatory Impact Analysis - Best Practice or Lesson-drawing?*, *European Journal of Political Research*, 2003, p.6.

<sup>194</sup> Ibid, p.9.

practice. One of those networks is the Cities for Local Integration Policies. Since 2006 European cities are working together on the issue of integration of immigrants. The outcomes of the achieved work show that several cities have a rich and successful experience in the process of integration of immigrants including through housing (example of Stuttgart). As the CLIP suggests that: “European conferences on issues of integration usually have a very limited scope in terms of transferring best practice between cities or even of transferring information from local to national or European authorities (or the other way) as they are usually covering general or isolated topics and have no institutionalised follow up. This leads to the paradox situation that even though there are numerous conferences, seminars, and exchanges on the improvement of integration policy - the information presented there rarely reaches the practical level in the cities and municipalities”. That is why CLIP proposes a different approach in the issue of transferring of best practice<sup>195</sup>.

The city of Stuttgart was recognized as best practice on how to integrate immigrants. Several examples presented in this chapter show the voluntary capacity of local authorities, immigrants and host society to create better living conditions for everyone, to fight segregation and discrimination, to promote social inclusion and dialogue. Of course “one size fits all” approach could not be used in the area of integration of immigrants through housing: “no city can act as an archetype for all cities”<sup>196</sup>. However, the transfer of best practices and mutual learning are possible and could be successful if they are supervised by an organization (for example CLIP) and adapted to the differences in history of immigration, attitude towards immigrants, high/low attention to the issue of integration, decentralisation and to legal, institutional, financial, political, social contexts.

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<sup>195</sup> European Network of Cities for Local Integration Policies for Migrants, available at: [http://www.compas.ox.ac.uk/fileadmin/files/pdfs/Briefings/B-08-19\\_CLIP%20briefing.pdf](http://www.compas.ox.ac.uk/fileadmin/files/pdfs/Briefings/B-08-19_CLIP%20briefing.pdf) (checked 15/09/2010).

<sup>196</sup> L. Sandercock, *Cosmopolis II: Mongrel Cities of the 21st Century*, London: Continuum, 2003, p.14.



**Conclusion:**

Immigration is one of the most important global phenomena in the contemporary world. It follows some patterns, but still it is chaotic and difficult to plan process, which brings new challenges to societies in general and especially to cities. This process, being multidimensional, requires new policies to follow basic human rights, tolerance, anti-discrimination standards, respect different cultures and religions and to maintain social cohesion in the societies.

International organizations involved in global processes and in human rights protection are on the one hand to take the lead in regulation of migration, but on the other hand they can be in quite a marginalized position, because social inclusion, integration, tolerance depends mainly on local communities of hosting societies. IGOs could propose legal standards, but gave less ability to design concrete policies.

One of the main problems which immigration brings to society is the problem of access to housing, homelessness, informal settlements, which can be solved mostly on national, regional and local levels. Social housing policies can help to solve this problem, but while they provide access to housing for immigrants and other vulnerable groups of population, they can also bring new challenges such as lack of integration, spatial segregation, which can lead to conflicts in the society, to intolerance, and sometimes to violence. Some international organizations like UN-Habitat, the World Bank and UNECE can help countries to improve their housing sector developing by provision of technical, financial assistance and sharing experience in the field of housing. However IGOs cannot influence housing policies because this area remains a domestic responsibility.

Every society sees different ways to integrate migrants. Among the main strategies we should mention the following: multiculturalism, assimilation, functional integration or deferential exclusionary policies. The main domains of integration policies are education, the labour market, interactions between immigrants and members of hosting societies. Integrations is seen as two-way process, which requires not only need that immigrants compromise, but also the hosting society itself does so.

Still, housing plays a very important, although, not the main, role in integration as well. It needs to be addressed more attentively, and to be seen as one of the basics for integration. For the moment, as we have seen from different national examples, housing is not used as a tool of integration, but mainly as a measure to simply give access to housing for migrant groups.

To understand how housing can be used for the integration of migrants we can apply examples, which are considered to be best practices. In my paper I gave such an example of the German city of Stuttgart. Analyzing the case study of Stuttgart, I paid attention to the following features of its integration through housing policies: 1) quota policy is used in some areas of Stuttgart to decrease spatial segregation; 2) low-interest loans are available for immigrant groups to facilitate their access to housing; 3) promotion of diversity, tolerance and involvement of the quality of education in schools makes the areas with a high numbers of immigrants more attractive for middle-class populations; and others.

I think this example can be considered as the best practice, because it includes the comprehensive policies of integration combining different components of integration: labour, health, political participation, housing and education. The example of Stuttgart is also best practice because it rallies not only different areas of intervention but also different actors of the integration such as public and private sectors, civil society, citizens and immigrants. This has a positive impact on the success of the integration process. Moreover, the city of Stuttgart's "Plan of Integration" pays particular attention to the issue of the integration of immigrants housing, which was illustrated by several of the examples above. Last but not least the fact that the example of Stuttgart was recognized as an example of best practice on all levels – international, national, regional and local. Other cities may learn from this achievement with the help for example of CLIP.

In my opinion, examples of best practice are not fully transferable, but they can be used as examples for policies in other cities taking in account different contexts, different features, not simply copying, but evaluating.

On the international level it is international networks not international organization, which can help in this with this process. In particular international networks which deal with collecting and analyzing data, best practices as well as defects. CLIP is an example of best practice of networking in this domain.

Still there are many issues to be addressed: integration is seen as positive process, but what are the limits of it? For which level of integration are migrant groups and hosting societies ready? We also need to look to the future and estimate how immigration will develop in 5, 10, 15 years and what new challenges it could bring? How will it shape societies in new ways? Social housing is quite an expensive measure and it also needs to be estimated how new funds can be found for it. What are some alternatives to traditional social housing?

Because immigration and integration are dynamic processes, it is not possible to find one answer to the challenges raised by them once and forever. In changing contexts new

specificities arise, but for the moment there are not even clear answers for today, much less for the future. The solution of contemporary problems and international cooperation in this domain is the responsibility of societies and states, authorities - national and local. Considerable work in integration is done by local groups, by NGOs, by religious organizations; but many issues - like housing - are too difficult for such local initiatives - it requires large budgets, and can be organized only on the higher level of authorities.

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## Glossary:<sup>241</sup>

Assimilation	Adaptation of one ethnic or social group – usually a minority – to another. Assimilation means the subsuming of language, traditions, values and behaviour or even fundamental vital interests and an alteration in the feeling of belonging.
Asylum seekers	Persons seeking to be admitted into a country as refugees and awaiting decision on their application for refugee status under relevant international and national instruments.
Best practices	Means to further the application of existing norms and principles, both at the international and the national levels. Best practices may be translated into operational directives, codes of conduct or other manifestations of soft law, but should not lead to a weakening or erosion of positive law.
Country of destination	The country that is a destination for migratory flows (legal or illegal).
Country of origin	The country that is a source of migratory flows (legal or illegal).
Diaspora	Refers to any people or ethnic population that leave their traditional ethnic homelands, being dispersed throughout other parts of the world.
Discrimination	A failure to treat all persons equally where no reasonable distinction can be found between those favoured and those not favoured.
Documented migrant	A migrant who entered a country legally and remains in the country in accordance with his/her admission criteria.
Immigration	A process by which non-nationals move into a country for the purpose of settlement.
Immigrant	Here: immigrant of all legal statuses (documented immigrants, undocumented immigrants, asylum seekers and refugees)

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<sup>241</sup> Most of the definitions are taken from:

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Integration	The process by which immigrants become accepted into society, both as individuals and as groups. The particular requirements for acceptance by a receiving society vary greatly from country to country; and the responsibility for integration rests not with one particular group, but rather with many actors: immigrants themselves, the host government, institutions, and communities.
International Migration	Movement of persons who leave their country of origin, or the country of habitual residence, to establish themselves either permanently or temporarily in another country. An international frontier is therefore crossed.
Migrant	At the international level, no universally accepted definition of migrant exists. The term migrant is usually understood to cover all cases where the decision to migrate is taken freely by the individual concerned for reasons of “personal convenience” and without intervention of an external compelling factor. This term therefore applies to persons, and family members, moving to another country or region to better their material or social conditions and improve the prospect for themselves or their family.
Undocumented immigrants	An alien who enters or stays in a country without the appropriate documentation. This includes, among others: one (a) who has no legal documentation to enter a country but manages to enter clandestinely, (b) who enters using fraudulent documentation, (c) who, after entering using legal documentation, has stayed beyond the time authorized or otherwise violated the terms of entry and remained without authorization.
Quota	A quantitative restriction. In the migration context, many countries establish quotas, or caps, on the number of migrants to be admitted each year.
Refugee	A person, who “owing to well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country” ( <i>Convention relating to the Status of Refugees, Art. 1A(2), 1951 as modified by the 1967 Protocol</i> ).
Segregation	The process, which usually combines spatial segregation, limited access to goods and services and social segregation, which is a lack of communication and intercultural exchange between minority groups and the receiving society.
Social housing	The primary role of social housing is to help households with problems in gaining access to decent housing on the market to find accommodation in an adequate social and urban mix. The common feature of social housing in the Member States is the existence of rules of allocating housing to benefiting households. Defining these rules for allocating housing is the

responsibility of the Member States and their public authorities. They are aimed at overcoming the problems of the system of allocating the supply of housing on demand through the free working of the market, problems that result from a structural deficit of decent and affordable housing

Soft urban renewal

Approach that takes social, economic and cultural demands into consideration in the planning and where implementation process is influenced by the residents.

Urban renewal

It is physical rehabilitation of impoverished urban neighbourhoods by renovation and (re)construction of housing and public infrastructure.