



EUROPEAN UNION

Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

// Impacts of Refugee Flows to Territorial Development in Europe (MIGRARE)

Migration flows and integration policies: data evidence and best practices in the EU
Athens, 22 – 23 November 2018

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Study background

Key policy questions

1. How does the **distribution of asylum seekers and refugees** look at regional and urban level and how has this been changing over time?
2. How are different European regions and cities located in arrival, transit and destination countries **responding** to the refugee?
3. What **skills and qualifications** do the refugees possess and how does the influx of refugees impact the recipient countries' regional and local **labour markets** and demographic imbalances?
4. What are the **main challenges, good policy responses** and **best practices** for successful integration of refugees into local communities, societies and labour markets at regional and local levels?
5. What kind of impacts would the implementation of new regulation may generate in European countries regions and cities?

Objectives and scope

■ Overarching objective:

- Support the development of a robust territorial evidence base to inform policymaking in the field of migration

■ Target groups:

- Asylum seekers and refugees
- Migrant data considered as proxy where needed

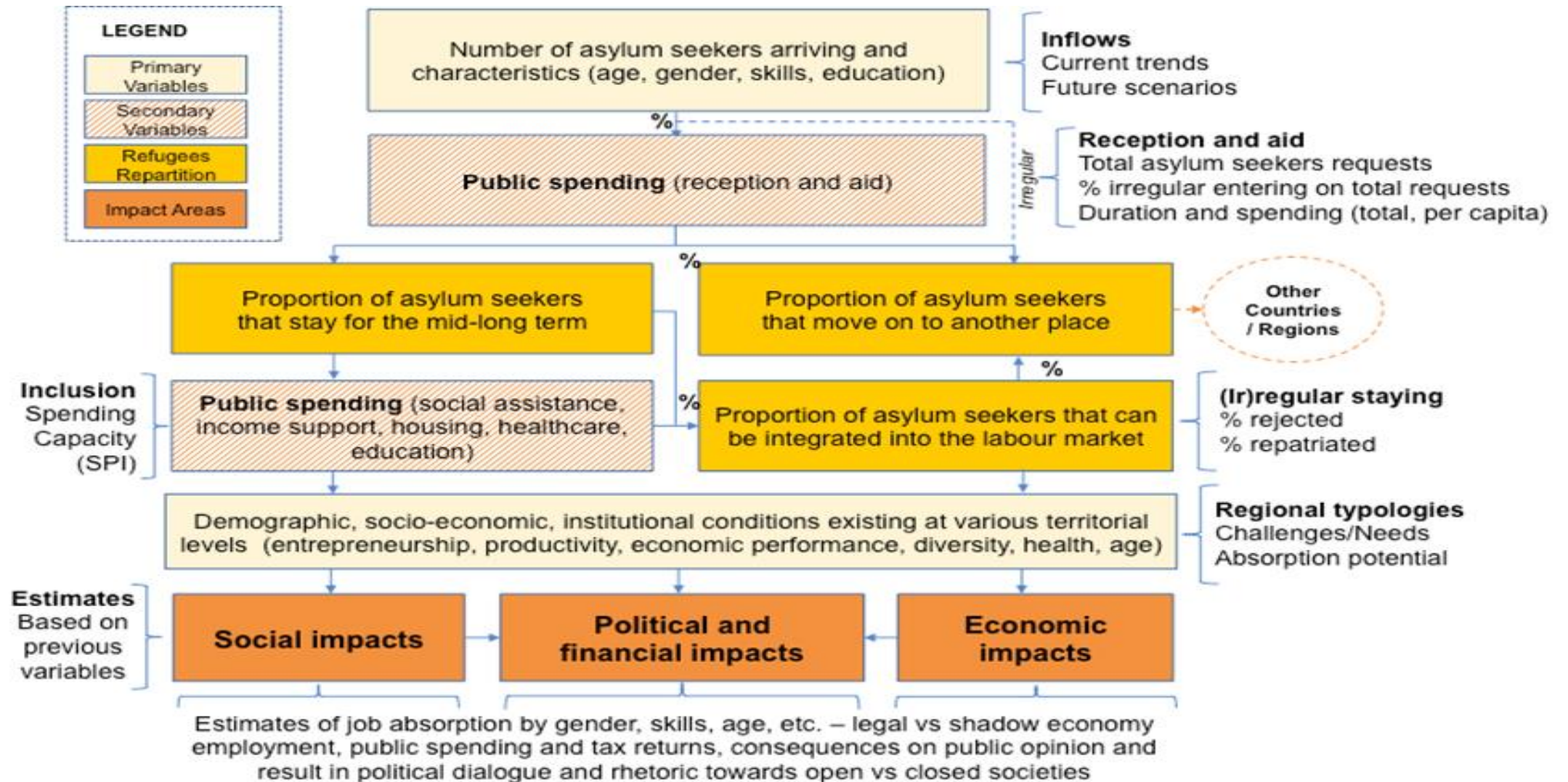
■ Geographical scope:

- EU28 + CH, IS, LI and NO
- Consider EU Candidate Countries (i.e. FYROM, TK, ME) and Western Balkans (i.e. BiH, RS, AL, Kosovo)

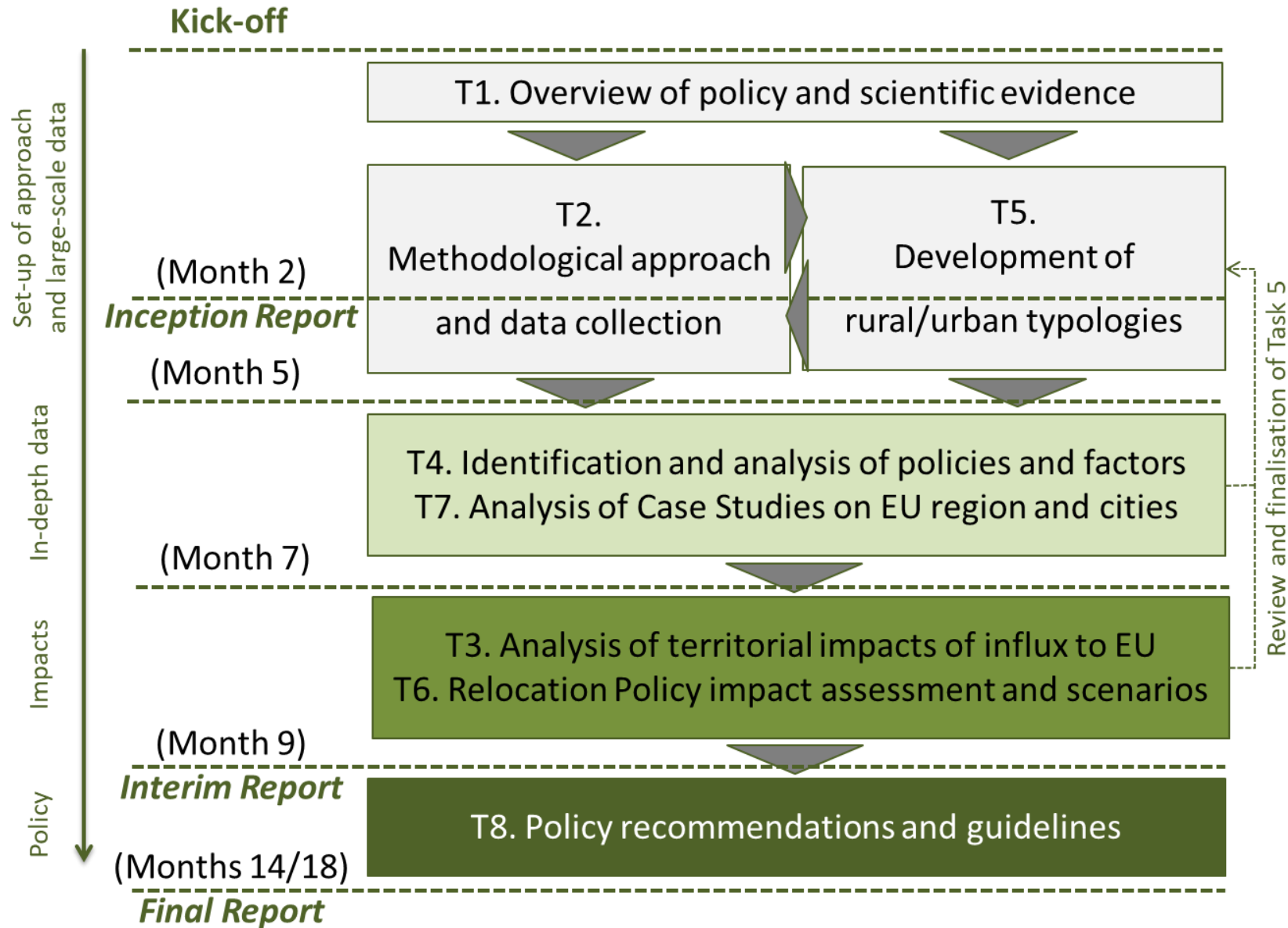
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Methodology and study progress

Impact Chain – Asylum seekers/refugees and territories



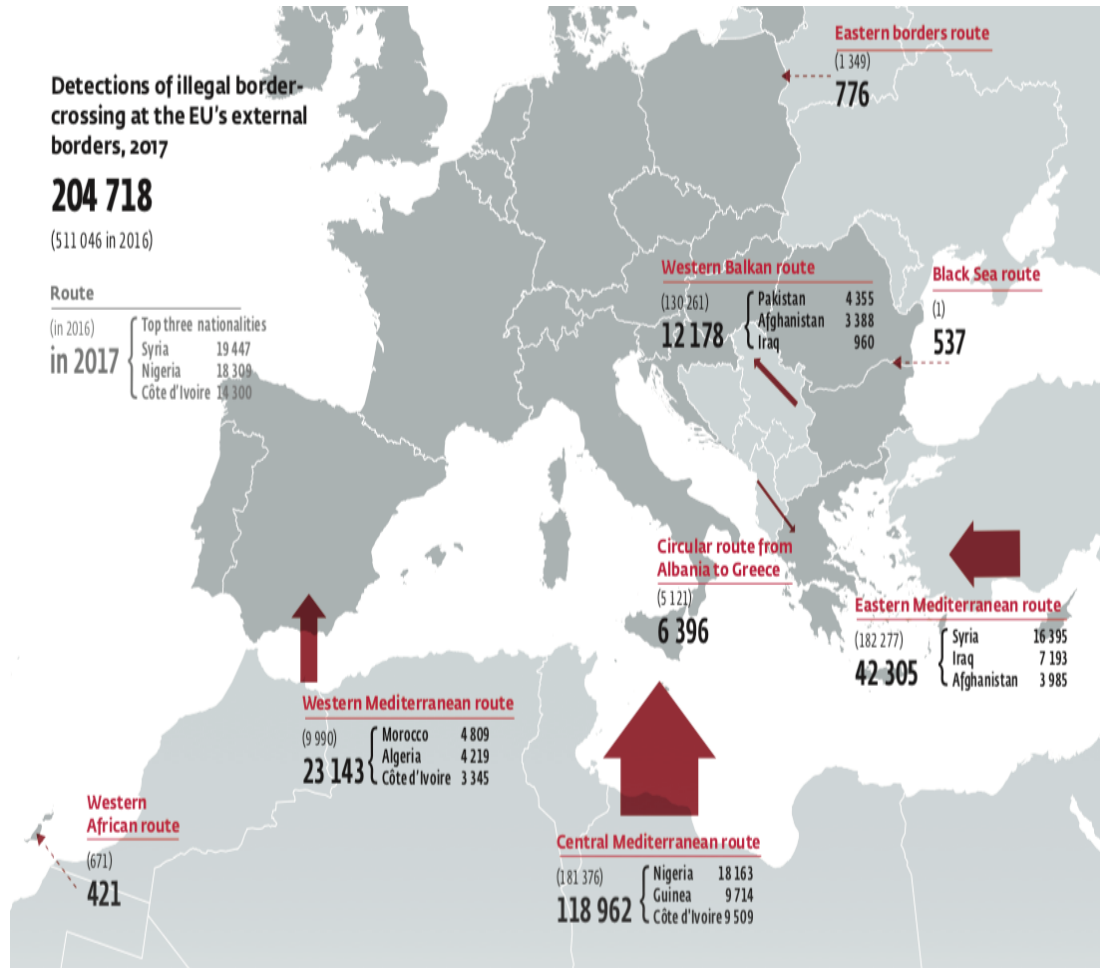
Project tasks, timing and outcomes



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Preliminary findings and conclusions

Inflows and distribution across migration routes



The inflow of third-country nationals seeking refugee status in the EU has peaked in recent years (2015/2016) based on the interplay of three main cross-bordering “routes”:

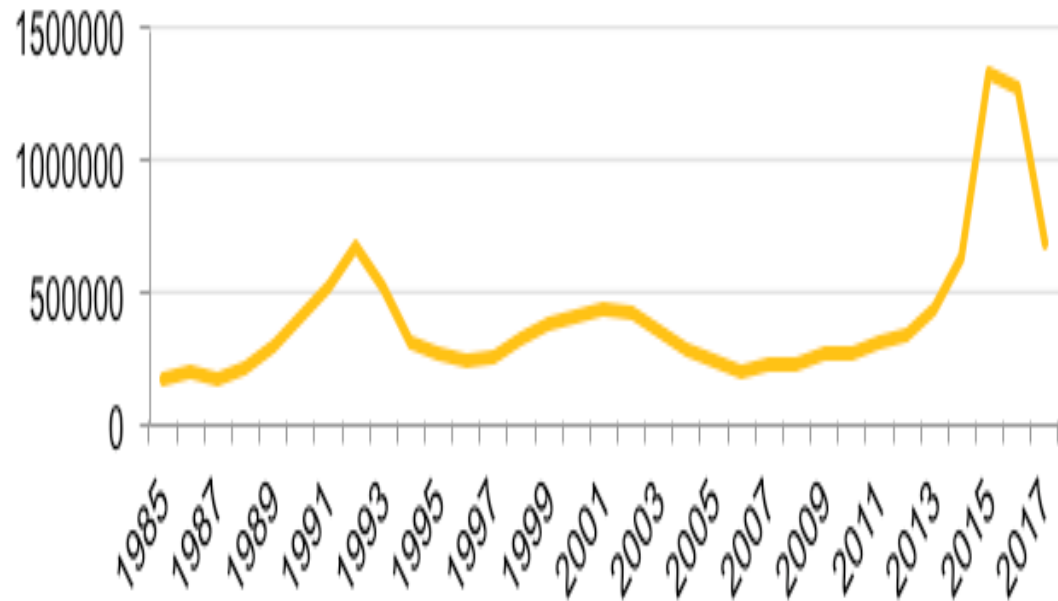
- ❑ The **Eastern Mediterranean Route** via Turkey to Greece: migration from Afghanistan, Iraq and Syria (the largest migratory route in 2015)
- ❑ The **Western Balkan route** with also the highest undocumented migration in 2015 from Syria and Afghanistan
- ❑ The **Central Mediterranean Route**: migrant from Libya to Malta and Italy has remained an important entry point to the EU, mainly from Eritrea, Niger, Somalia, Gambia and Sudan. The most common entry point since 2016 after the agreement between the EU and Turkey

Distribution of asylum seekers across the EU and the EFTA

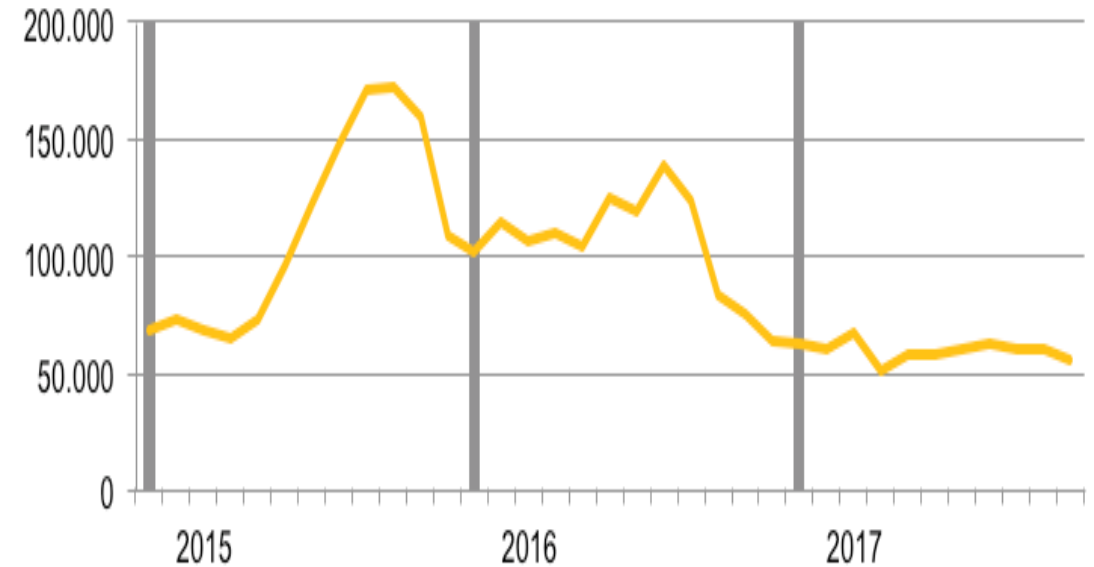
- According to the Eurostat 1.3 million asylum applications were filed in the EU-28 in 2015. Mostly from Afghanistan, Iraq and Syria.
- The number declined in 2016 after the EU- Turkey (March 2016) agreement: almost 400.000 arrivals were recorded in December 2016.
- The distribution of asylum seeker has also changed in 2015 Austria, Hungary, Germany and Sweden were the top countries registering asylum applications, Italy, France and Greece were in fact the top receiving countries in 2016. This identifies a shift from the Balkans towards the Eastern/Central Mediterranean route
- Actions taken with Northern African Countries and particularly Libya in 2016 led to a decline of that route as well towards the end of the year
- **Overall recent data suggest that the number for 2017 is comparable to the level of the 1992 influx of around 650,000 applications (bear in mind that the EU population was much smaller due to the lower number of countries member of the EU)**

Distribution of asylum seekers across the EU and the EFTA

EU-28 Yearly asylum applications, 1985-2017



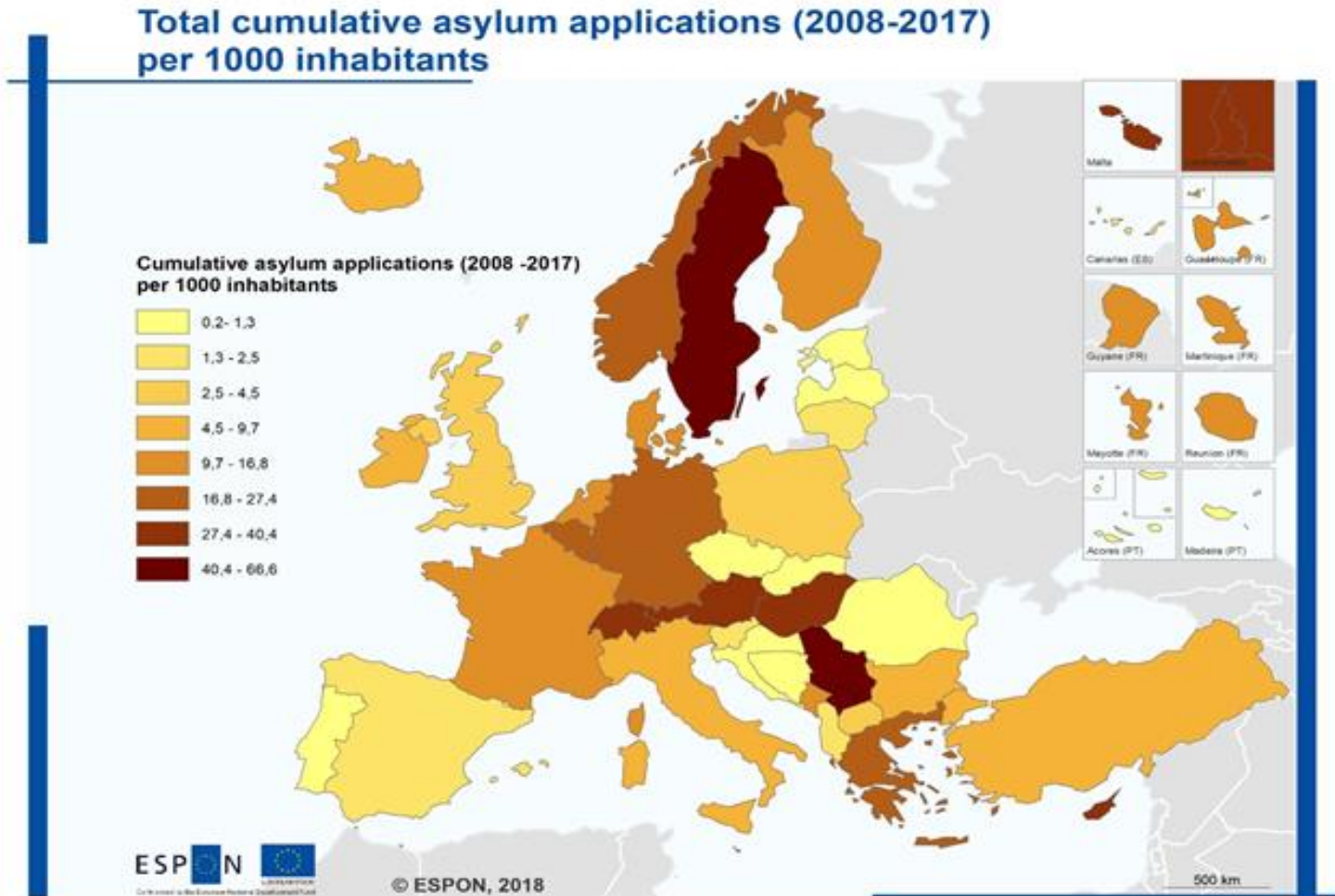
Monthly Asylum application 2015-2018



EUROSTAT

Patterns of inflows across EU and EFTA countries at territorial Level

- DE, FR, IT an SE the highest number of applications & positive decisions
- Border countries (E Europe, ES, UK): more negative decisions..... But
- SE, AT, CH, HU: high proportion of applications/population



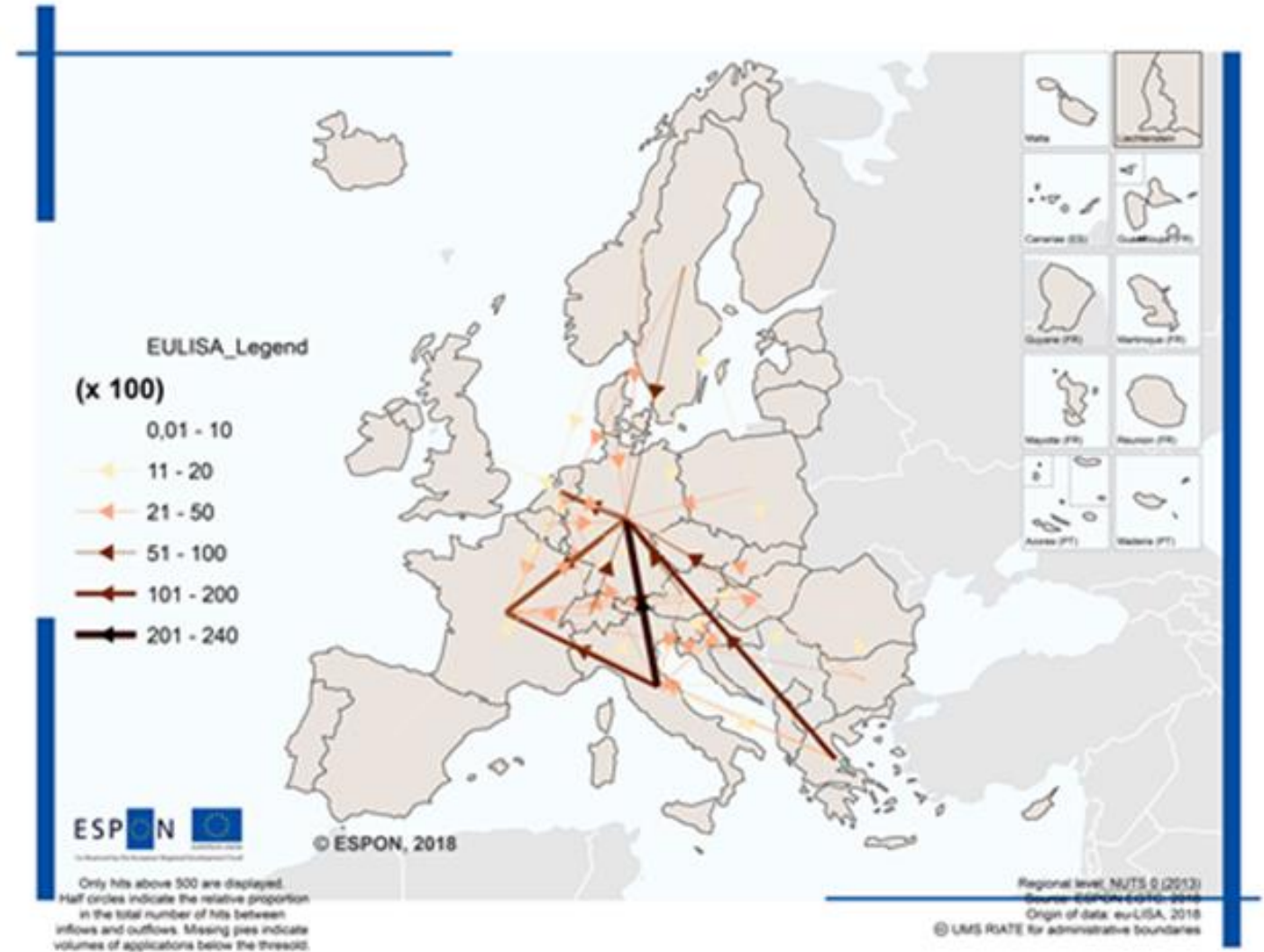
Total asylum applications based on cumulative values from 2008- 2017.
 Data on asylum applications: Eurostat for EU & EFTA countries. UNHCR for other countries displayed. Population data retrieved from Eurostat for all countries, except Serbia and Kosovo (S/RES/1244) (UNHCR). Population in 2017, except Bosnia & Herzegovina (2012) & Serbia and Kosovo (2015)

Regional level: NUTS 0 (2013)
 Source: ESPON EGTC, 2018
 Origin of data: EUROSTAT, UNHCR, 2018
 © UMS RIATE for administrative boundaries

Patterns of inflows across EU and EFTA countries at territorial Level

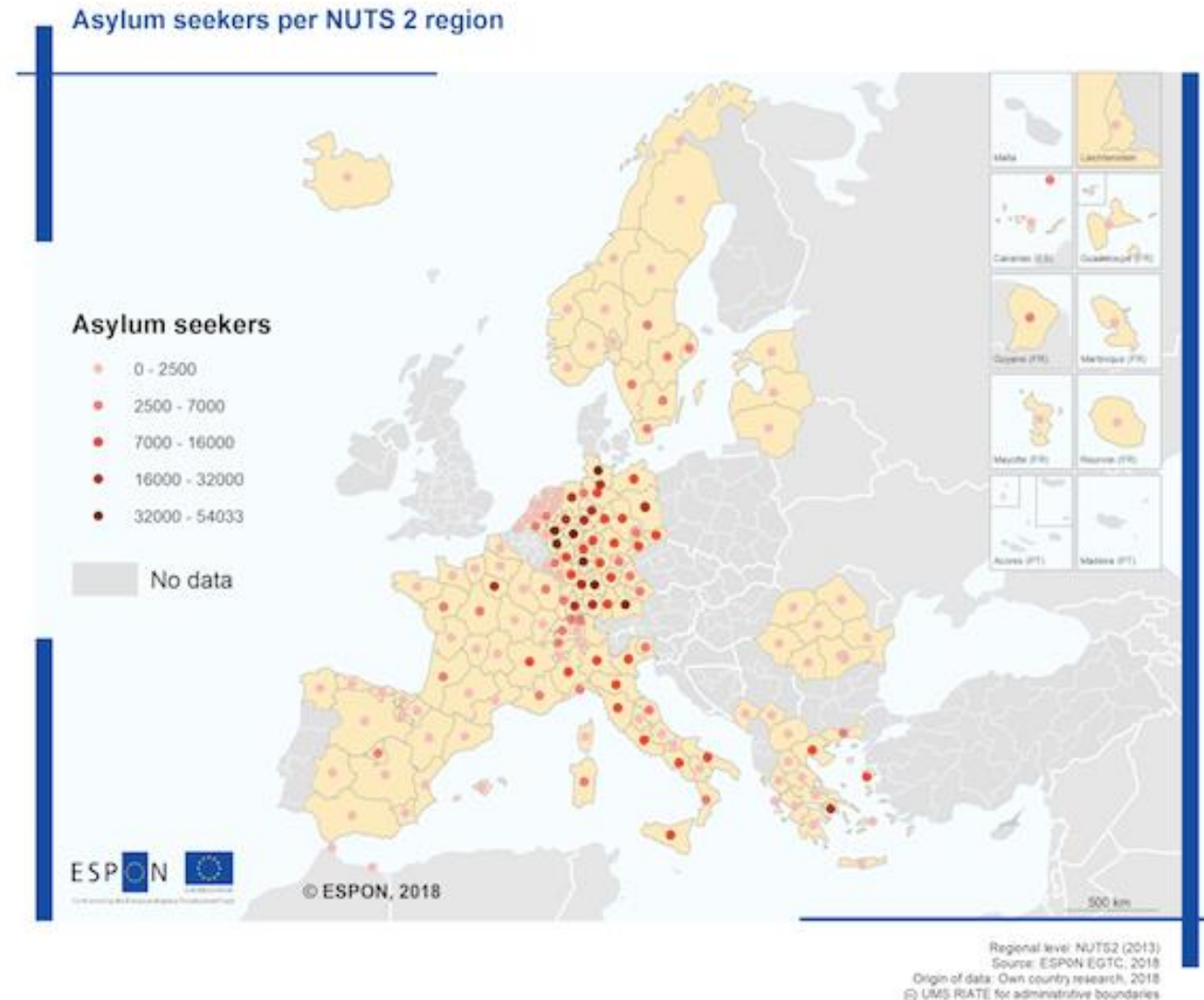
- We have used EU LISA data to intercept the most popular flows of asylum seekers and refugees
- Asylum seekers have first second and fall back options to log applications
- Entry countries: Italy, Greece, Hungary
- Germany receive a high number of AS who first applied in Italy and Greece
- Then France receive a high number of application from those that have first applied in Germany

Number of international protection seekers who had previously lodged an application in another country, 2017



Distribution at territorial Level (Ch.3 - RQ1)

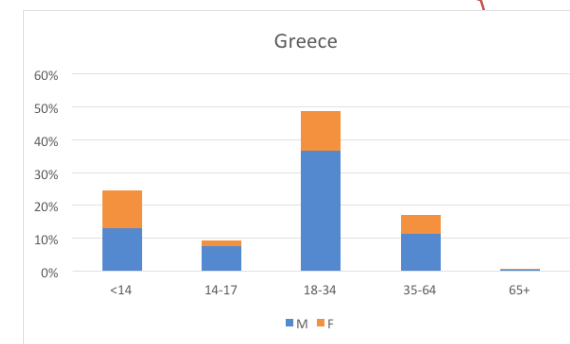
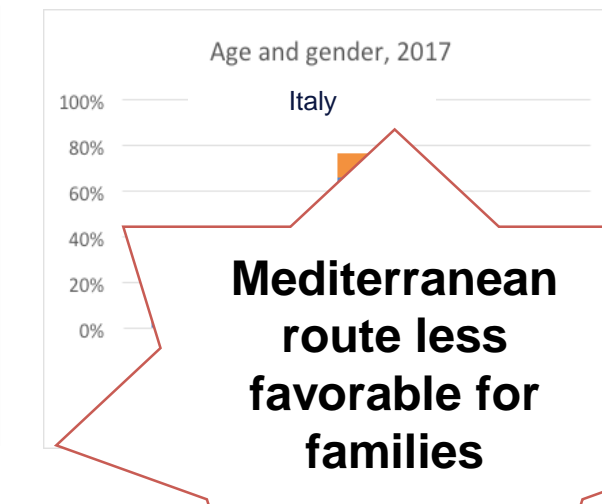
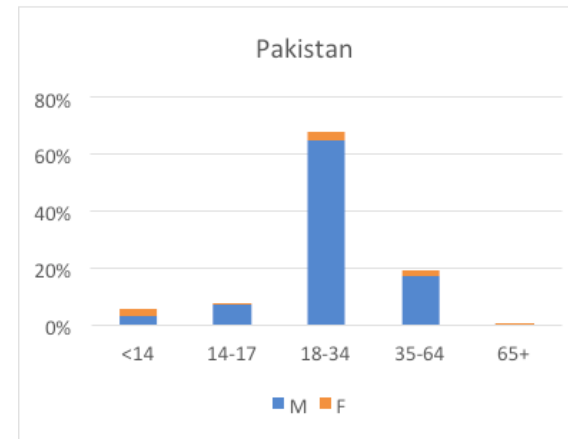
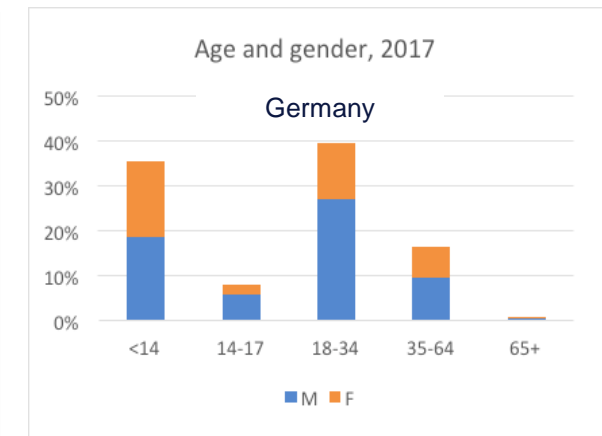
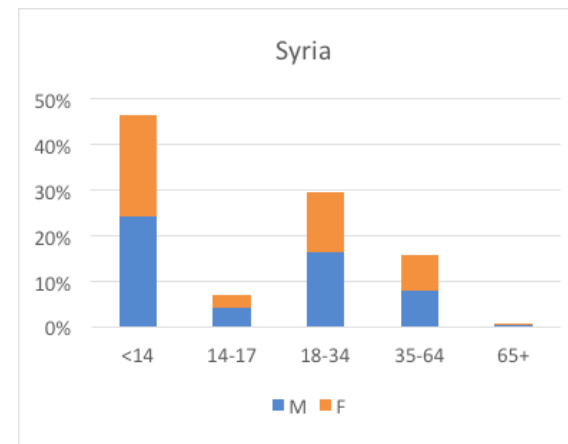
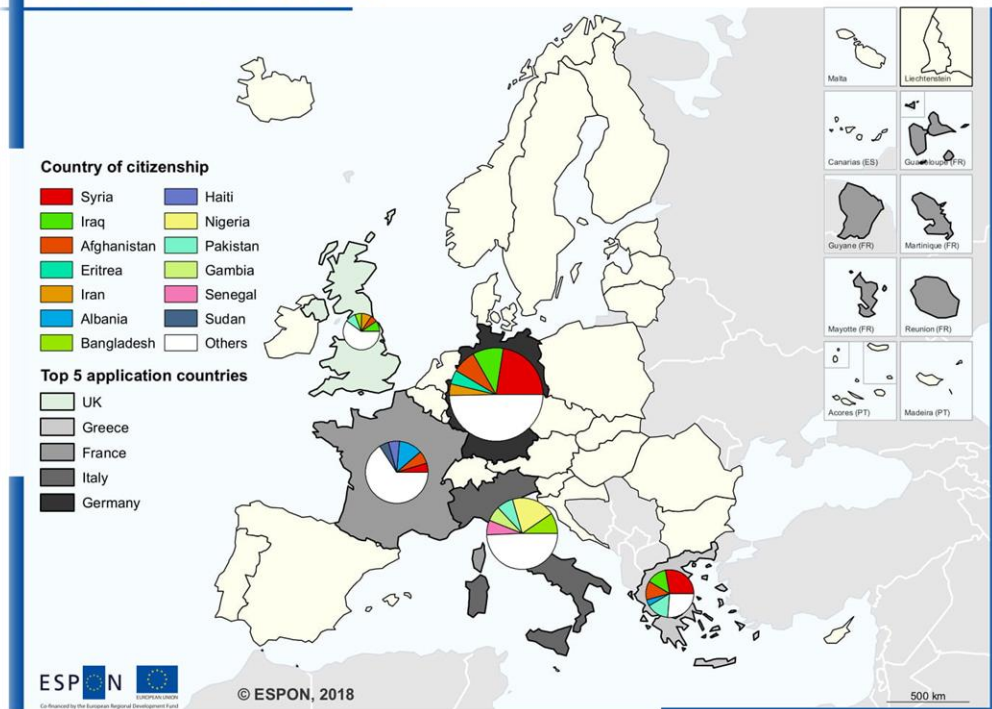
- The distribution of asylum seekers across European territories reflects their relation with countries of arrival, transit and destinations.
- Most regions in Germany and Italy seem to show relatively high number of asylum seekers
- Sweden's performance seems to be focussed in regions in the southern part of the country
- In Greece there is also a strong difference between regions
- In France, asylum seekers are concentrated in the capital region, regions with dynamic economic growth and the border regions with Italy and Spain
- In Spain, asylum seekers are concentrated in the capital region of Madrid.
- In general, asylum seekers tend to gravitate to economically dynamic regions (as shown in France, Spain, Germany, and to some extent Italy with the Lombardy, Lazio and Piedmont regions).



Own maps on Eurostat data sets from 2008 to 2017, including asylum applications, asylum decisions (positive and negative), repatriation, illegal stays

Profile of AS and refugees

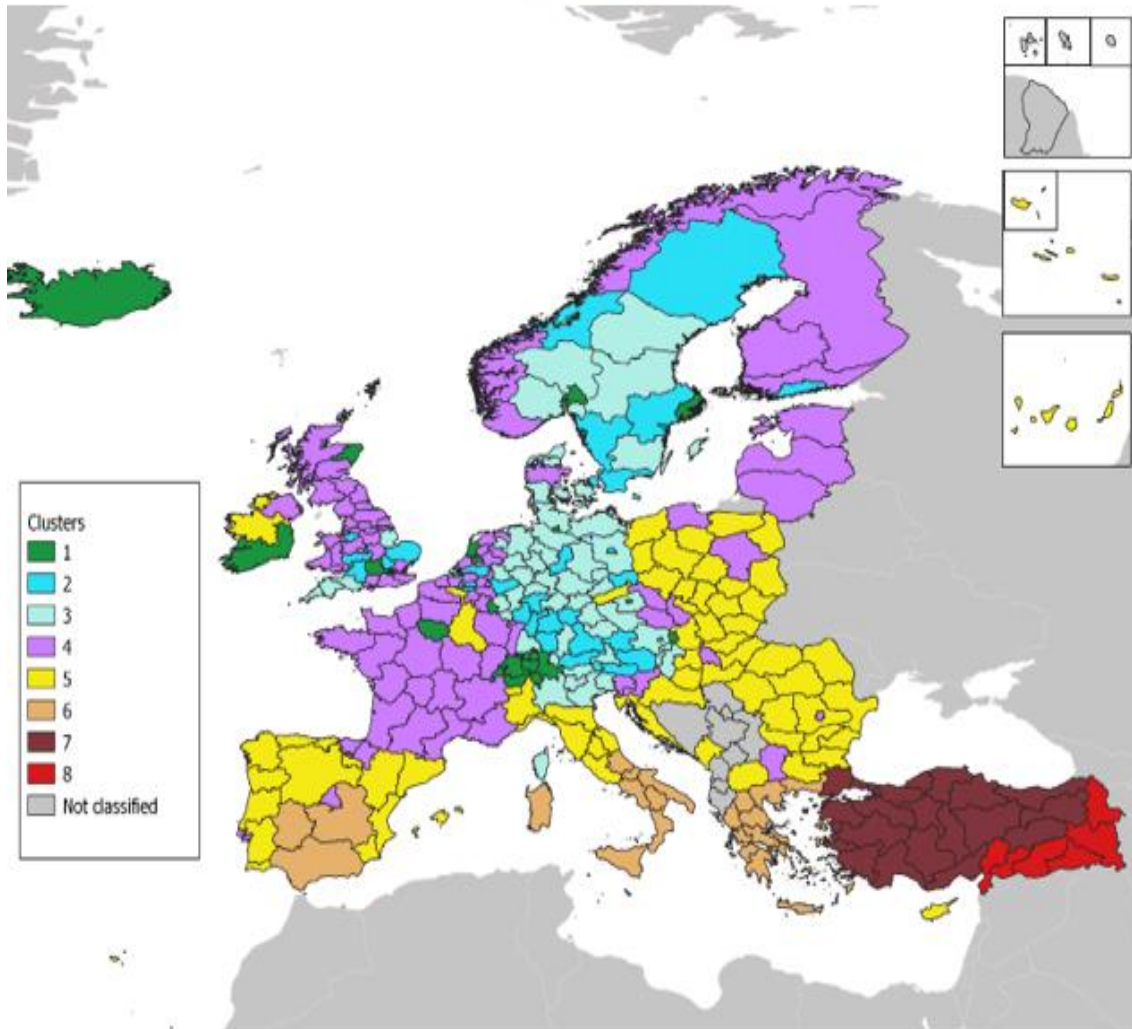
Top 5 countries of origin in top 5 application countries in the EU and EFTA, 2017



Regions attractiveness and potential absorption capacity

Cluster analysis

Results of cluster analysis (8 groups) – 2014-2017



Source: Own elaboration

- 320 EU & non-EU regions comparing 3 time periods:
 - 2000 – 2005
 - 2006 – 2013
 - 2014 - 2017
- 81 variables, analysis based on three main criteria:
 - Coverage of socio-economic features
 - Coverage of spatial and temporal data
 - Correlation between variables
- Classification of 8 different clusters
- 1: *highly attractive metropolitan areas and financial poles*
- 2: *highly attractive, innovative and growing regions*
- 3: *attractive manufacturing regions*
- 4: *less attractive, average growing regions with demographic balance*
- 5: *growing but depopulating regions*
- 6: *lagging behind and depopulating regions*
- 7: *Turkish regions with strong demographic and economic dynamics*
- 8. *Turkish emigration regions*

Policy responses

Category of response	Type of response
Initial reception, emergency measures, and referrals	<ul style="list-style-type: none"> • Emergency housing • Emergency health care • Basis subsistence needs • Reception and recognition provisions • Residence permits • Family reunification • Settlement restrictions • Referrals
Relocation (sharing the responsibility of receiving refugees)	
Resettlement (humanitarian corridors)	
Housing/ accommodation	<ul style="list-style-type: none"> • Housing/accommodation • Housing support
Healthcare	<ul style="list-style-type: none"> • Emergency/urgent health care • Full health care
Social assistance and income support	<ul style="list-style-type: none"> • Social assistance services • Income support, eligibility for welfare benefits
Education and training	<ul style="list-style-type: none"> • School enrolling and attendance • Adult education • Vocational education and training
Labour market access/integration	<ul style="list-style-type: none"> • Skills assessment/validation • Active labour market policy (counselling, mentoring, job search assistance, entrepreneurship promotion, and social networks) • Grants and preparatory courses • Employment subsidies, apprenticeships, traineeships, on-the-job training, temporary/voluntary work • Unemployment benefits
Social and political integration	<ul style="list-style-type: none"> • Early orientation programmes (language, practical orientation, civic education, etc.) • Integration programmes such as sport, culture, diversity promotion • Political participation (local level) • Residence and religion rights
Other	

Policy responses

- The majority of the asylum frameworks involve mainly national, bureaucratic actors (usually, the ministry of the interior, the police, and other governmental actors such as the ministry for social affairs and labour, etc). Participation in the migration policy of sub-national actors nevertheless differs across Europe.
- Some countries have very centralised networks, in which the different branches of the central government play a key role.
- In other cases, regions, provinces and municipalities are involved in the design and the implementation of the migration policy.
- **Housing** is one of the most common policy sectors that is implemented in cooperation with the municipalities, but also the provision of social and integration services often requires the contribution of local levels of governance.
- relevant policy responsibility delegated to municipalities in exchange for financial compensation.
- access to education for children on the same conditions as for nationals (both asylum seekers and refugees). The schooling is obligatory in most of the countries, even though the maximum age for compulsory schooling can vary.
- Asylum seekers can **access the labour market** within a period that varies across countries. For entering the labour market a work permit or a residence permit may be required, although in some cases they are allowed to work even if the asylum application has not yet concluded. Asylum seekers can also often participate to vocational education and training programmes.

Matching AS / refugees profile and territorial features: Impacts at territorial level (economic, social, political)

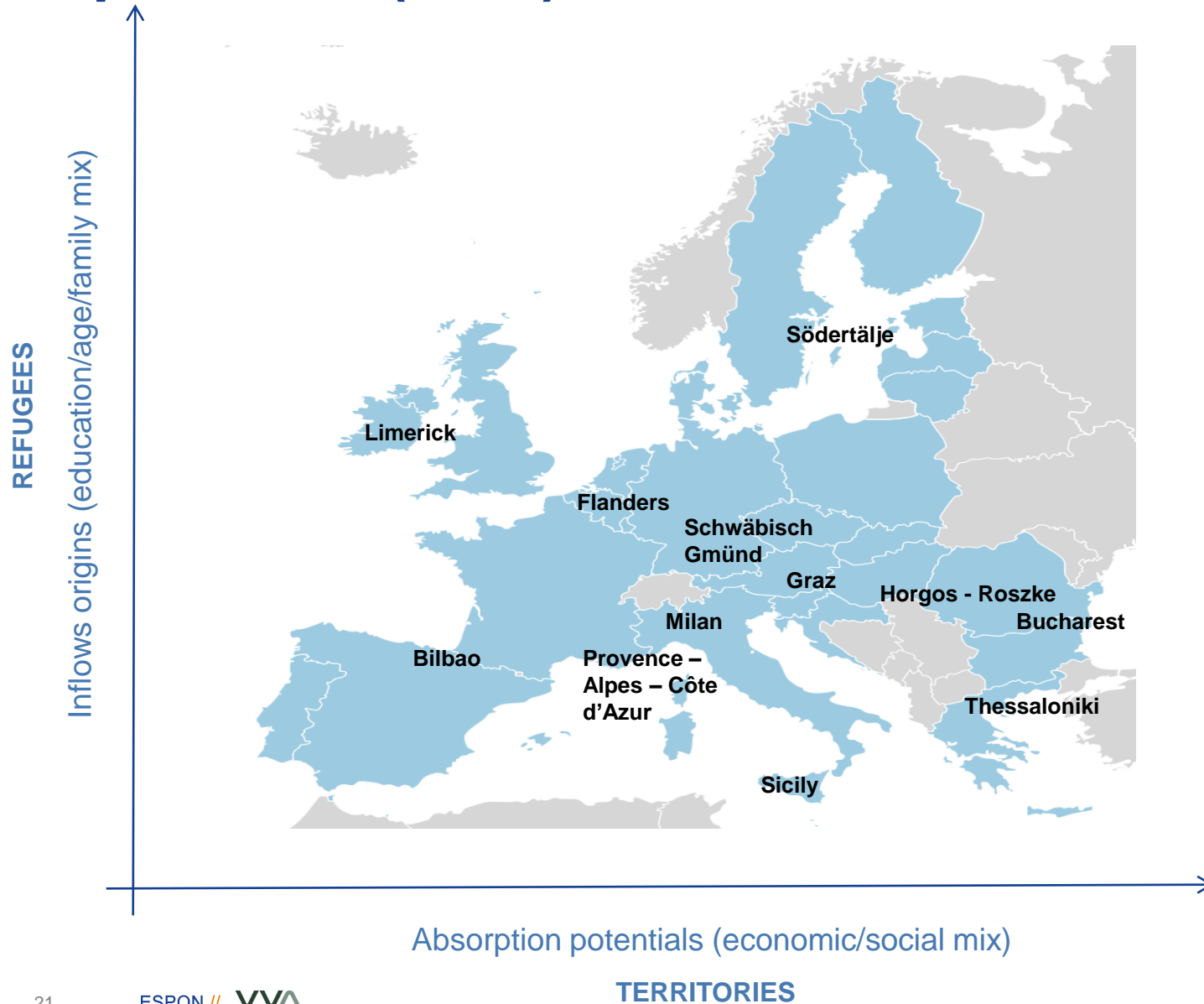
		Types of Asylum seekers & Refugees		
		Employability/skills/training needs	Availability for labour market	Need for social support
Types of Territories	High growing and highly attractive regions	<i>Impacts (econ, soc, pol)</i>		
	Medium growing, attractive regions			
	Depopulating, low income regions			
	Turkish regions			

- Identification of range of impacts, both positive and negative, in ST, MT & LT
- Impacts interplay between characteristics/needs of asylum seekers and refugees, characteristics/needs of territories, and policies in place
- Types of territories and asylum seekers and refugees' characteristics taken from cluster analysis
 - Employability/skills/training needs – highly employable/entrepreneurial, employable but in need of training
 - Availability for labour market – working age, family status
- Policy options developed on the basis of current policy developments and taking into account proposals tabled or actual state practices in relation to the distribution of asylum seekers and refugees
- Analysis of policy options allows to assess the extent to which each option would maximise positive impacts and mitigate the risk of negative impacts
- Input for policy recommendations formulation to address possible bottlenecks to the integration of newcomers

Assessment of the impacts of asylum seekers and refugees so far

- **Countries reporting a positive impact are mostly those with a significant number of inflows and those located on the Balkan route.** Within a country, the positive impact on public revenues is particularly concentrated in the regions where the reception centres are located. At the same time, most of the countries reported a negative influence on public spending in the sense that public spending increased due to the higher number of inflowing asylum seekers and refugees.
- Nine countries reported a positive influence of recent inflows of asylum seekers and refugees on their **available workforce** in the short term. The long-term impact of these inflows is also expected to be positive for some countries, given that it might include meeting future labour and skill shortages. However, another group of countries indicated no significant impact. This was primarily attributed to the low number of asylum seekers and refugees in these countries and their low participation rate in the labour market.
- While inflows overall seem to have positive impact on the workforce, many countries reported a **mismatch** between the skills of inflowing asylum seekers and the skills required on local labour markets.
- One potentially positive impact of inflows could be to alleviate the challenge of an **ageing society** across Europe. However, the data collection performed indicates that the impact on demographics is negligible in many countries. This is attributed to the fact that countries where net migration flows are often negative are not seen as destination points by the current flows, and only a few asylum seekers and refugees remain in these countries.
- The majority of countries where an impact on **social tensions** has emerged suggest a negative influence of current in-flows fuelling social and political tensions. Nonetheless, only a few countries have reported a correlation between the influx of asylum seekers and refugees and an actual increase in **illegal activities**. It must be noted, nevertheless, in most countries there has either been no impact on the level of illegal activities or there was no reliable data available to assess such impacts.
- The **institutional spillover is positive** for most of the countries.

Potentials, Next Steps of the study – Challenges and good practices (Ch.9)



12 case studies

Selection criteria

- Refugees and migration trends and patterns.
- Demographic and socio-economic characteristics
- Urban/Rural regional patterns
- Geographical distribution
- Policy approaches and governance systems
- Migration routes

Selected cases (I)

- **Bilbao** – **Guaranteed democratic participation of immigrant associations** in the development and promotion of the integration and coexistence policies in the different areas of political, cultural, economic and social life.
- **Bucharest** – First phase of ‘**Integrated legal and social assistance services** for TCNs’ implemented focusing on ensuring equal treatment of TCNs, integration and prevention of marginalization and social exclusion of vulnerable persons.
- Flanders – Centres for General Welfare play a key role as **central ‘hubs’** in the provisions of various sorts of **public services to refugees**. This includes information about housing (counselling), as well as services in the sphere of healthcare (including socio-psychological work).
- **Horgos – Rösztke** - **One of only two points of entry** along the HU-RS border, into a so-called transit zone through which one asylum-seeker is allowed to enter per working day with an asylum application intention in a very regulated manner.
- **Kapfenberg** – “**Mobile Advice Austria**” programme providing advice for migrants throughout their integration process together with additional integration support such as “teamteaching” – group language classes for parents and children.
- **Kilkis** – Three-step pilot project implemented by the OMNES volunteer association to provide **dignified housing for the vulnerable groups**, facilitate trust-building between residents and the newcomers and support income and skills generating activities to promote social and economic development of the asylum seekers as well as the local area

Selected cases (II)

- **Limerick - Multiannual integration plan** identifying five key priority integration themes: language, education and employment; information and communication; access to public services; cultural awareness and anti-racism; and active community participation.
- **Milan – Mobilisation of civil society and creation of a network of public and private services**, integration of services offered to refugees: social housing, psychological and psychiatric services, language courses, services for the integration on the labour market, evaluation of physical trauma, information on voluntary return, integration through art.
- **Provence-Alpes-Côte d'Azur** – A number of large cities with a long history of immigrant settlements (Marseilles, Nice) but also a number of **smaller scale initiatives**. In the Roya valley, within a string of villages, locals act as mountain guides to guide asylum seekers safely through the mountains
- **Sicily – Involvement of local NGOs** in integration efforts of immigrants by providing work, (vocational) training, qualification courses and other services such as childcare and co-working spaces.
- **Schwäbisch Gmünd – Project point for integration and refugees** (PFIFF). Arriving asylum seekers have a “welcome talk” which also serves to find out which skills and educational background they have to find a job or an apprenticeship for them. Asylum seekers are expected to do voluntary work, which shall help them to integrate into the community.
- **Södertälje** – Welcomed more Iraqi and Syrian refugees than UK and US combined. **Two speed integration** in place – children straightaway through education, adults “lagging” behind by a number of years (often integrated through their children).

Concluding remarks

- A preliminary overview of the trends and characteristics of inflows and stocks of asylum seekers and refugees highlights some clear patterns:
- The volume and paths of inflows varies over time.
- The patterns of flows and stocks across European countries and territories also vary – with volume peaks (in absolute terms) shared by arrival and destination countries, as well as relevant pressure faced by transit countries in relative terms (percentage with respect to the local resident population).
- The characteristics of individuals within and across ethnical groups of asylum seekers and refugees also differ and may vary over time.
- Some ethnic groups are characterised by well-balanced composition of age and gender, suggesting entire families seeking asylum in European territories, while other ethnicities comprise mostly younger males.
- Similarly, difference may arise in terms of skills and employability across individuals and among different routes and the ethnical groups with which they are composed
- Characteristics of receiving communities and territories also change, depending on a higher absorption and inclusion capacity – in terms of economic and job market performances – of certain destination countries and territories with respect to other arrival countries and territories.
- This factor potentially makes the integration of asylum seekers and refugees more problematic in certain territories more than others.

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// Thank you

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ANNEX Type of impacts of asylum seekers and refugees

Categories	Positive Impacts	Selected indicators	Time-frame
Financial	Public revenues	Revenues on social security and taxes (payroll/business) Remittances and diaspora effects (origin)	MT/LT
Economic	Workforce and entrepreneurship	Labour supply, employment, new enterprises, GDP	MT
Social	Reversing shrinking populations, cultural diversity	Change in age cohorts and fertility rates	MT
Political	Normalisation of political dialogue	Low relevance of anti-migrant “votes” and views	ST, MT, LT
Categories	Negative Impacts	Selected indicators	Time-frame
Financial	Public spending	Spending on integration and initial reception measures. Spending for health, housing, basic education. Spending for advanced training, subsidies for inactive people.	ST MT MT/LT
Economic	Excess of low-skilled people	Un-skilled workforce, lower wages	MT
Social	Social tensions	Unemployment, security issues, crime, negative perception	ST/MT/LT
Political	Aggravation of current political tensions	High relevance of anti-migrants “votes” and views	ST/MT/LT