

International comparison

M. R. Bayà, March 2008

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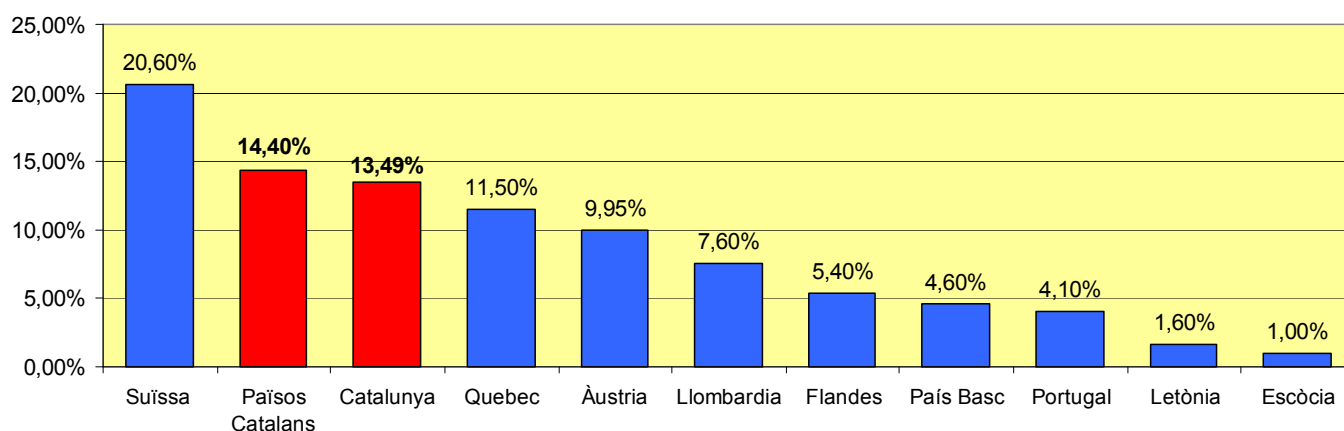
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1. DEMOGRAPHY

1.1. Foreign immigration in percentages

Starting from the percentage of foreign immigration data from the reports of the different countries, we observe that Catalonia presents one of the highest percentages of immigrant population (13.49% in January 2007), and is only exceeded by Switzerland, with 20.60% of immigrants at the end of 2007.

At the international level, taking into account the cases studied, the percentage of foreign immigrants in Catalonia is clearly in the top band.



Percentages of foreign immigrants: Catalan Countries and Catalonia compared with other countries.

We calculated the percentage corresponding to the Catalan Countries from the data given by the INE in January 2007 for Catalonia, Land of Valencia, and the Balearic Islands, as shown in the table:

	Total population (2007)	Foreign immigrants (2007)	% immigrants (2007)
Catalonia	7,210,508	972,507	13.49%
Land of Valencia	4,874,811	727,080	14.90%
Balearic Islands	1,029,548	189,437	18.40%
Catalan Countries	13,114,867	1,889,024	14.40%

Table 1.

It should, however, be taken into account that the figures that we used to calculate this percentage refer to the total foreigners registered on the census in towns around the Catalan Countries, not to the number of foreigners with a residence permit. In the latter case, the percentages would be considerably lower, as observed below:

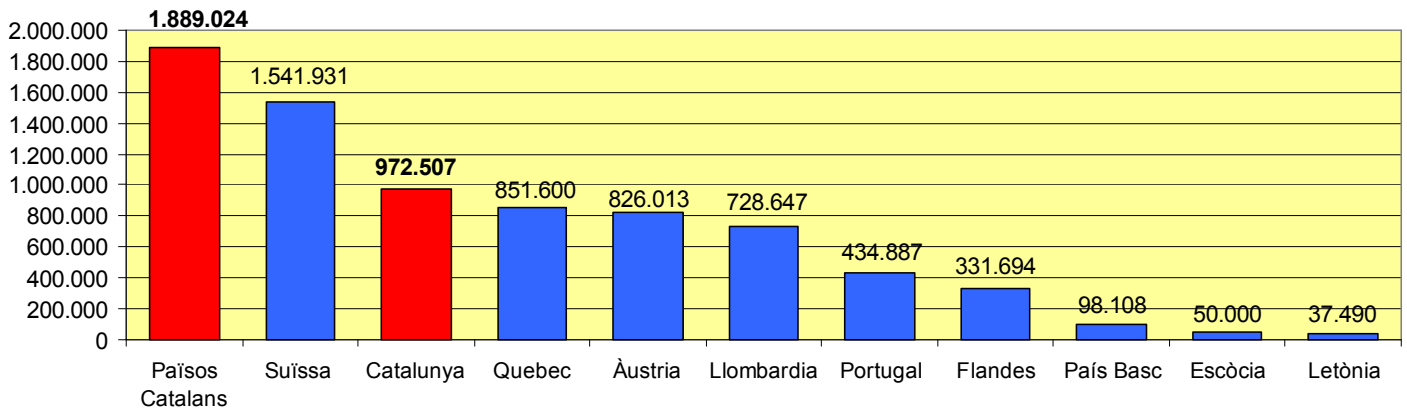
	Immigrants with residence permit	% immigrants resident
Catalonia	642,829	8.9%
Land of Valencia	636,195	13%
Balearic Islands	125,445	12.2%
Catalan Countries	1,404,469	10.8%

Table 2.

The difference between the two percentages would approximately account for irregular immigration. For the other countries, on the other hand, the percentages from the above graphs tend to refer to the immigrant population with a residence permit, although in general we can also say that the proportion of irregular immigration in these other countries (above all in Central and Northern Europe) tends to be much lower than in Mediterranean countries.

1.2. Foreign immigration in absolute numbers

In absolute numbers, the previous data on Catalonia and the Catalan Countries overall are shown in the graph below, where the Catalan Countries, with a total 1,889,024 foreign immigrants on the census, are highlighted in first position, while Catalonia is in third place.



Foreign immigrants in absolute numbers: Catalan Countries and Catalonia in relation to other countries

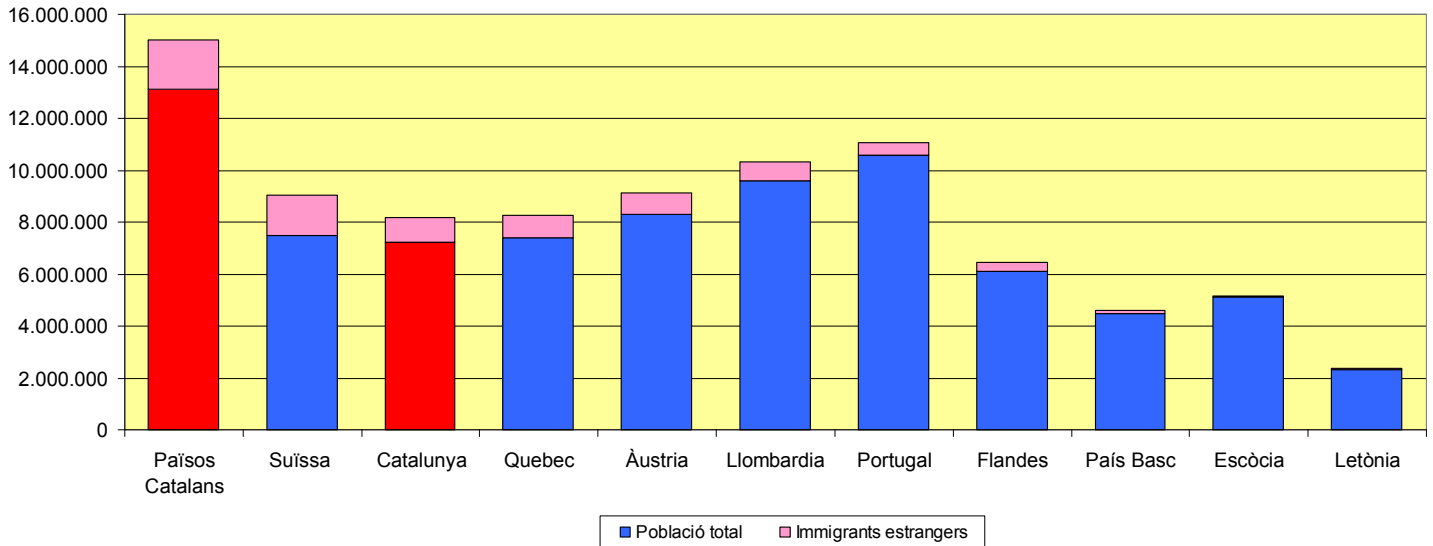
If we count just the immigrants with a residence permit, the figure for the Catalan Countries would go down, as we have seen, to 1,404,469 inhabitants, slightly below Switzerland, while Catalonia, with 623,829, would come after Lombardy.

In the following table we show the total populations of the countries subject to the study together with the total foreign immigrants and the corresponding percentages. We can observe that Switzerland, Catalonia, Quebec and Austria have a similar population, from seven to eight million inhabitants, and similar percentages of foreign immigration in the cases of Catalonia, Quebec and Austria (in Switzerland we have already seen that immigration is higher). A country with a considerably higher population than the above, such as Portugal, with over 10 million inhabitants, only has 4.10% of foreign immigrants.

	Total population	Immigrants (absolute nos.)	Percentage of immigrants
Catalan Countries	13,114,867 (2007)	1,889,024	14.40%
Portugal	10,599,095 (2006)	434,887	4.10%
Lombardy	9,587,460 (2006)	728,647	7.60%
Austria	8,298,923 (2007)	826,013	9.95%
Switzerland	7,485,102 (2007)	1,541,931	20.60%
Quebec	7,405,217 (2006)	851,600	11.50%
Catalonia	7,210,508 (2007)	972,507	13.49%
Flanders	6,117,440 (2007)	331,694	5.40%
Scotland	5,116,900 (2006)	50,000	1.00%
Basque Country	4,482,568 (2007)	98,108	4.60%

Latvia	2,343,125 (2007)	37,490	1.60%
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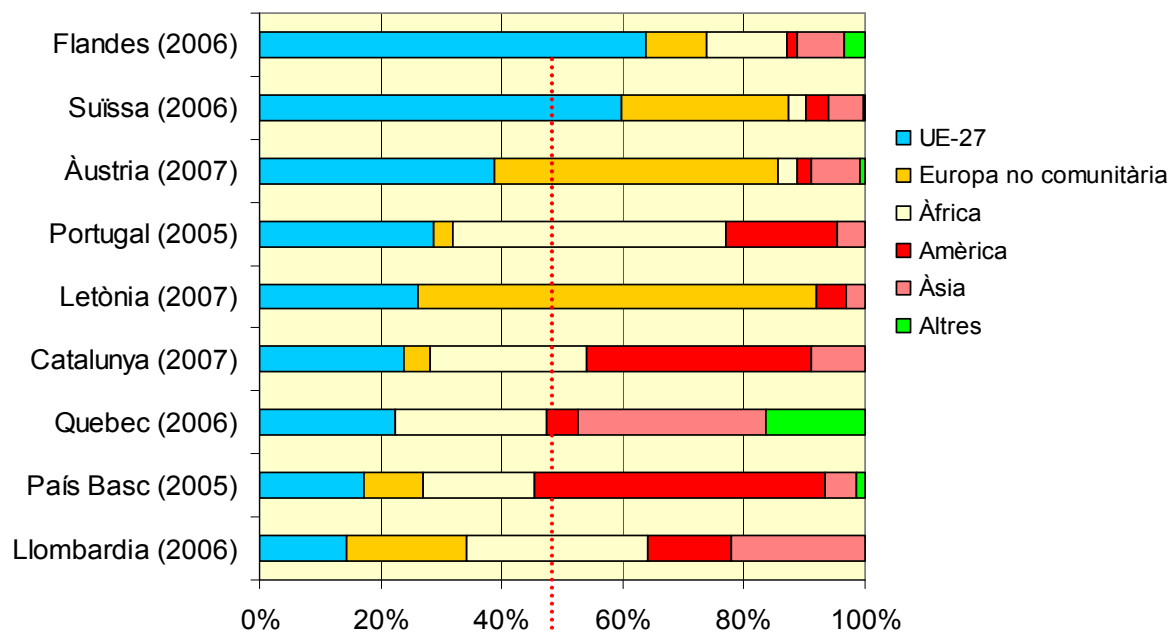
The proportion of foreign immigrants to total population in absolute numbers can also be verified in the graph below, where it is observed that Catalonia is the country with the most foreign immigrants (on the census) in absolute numbers after Switzerland, while the Catalan Countries again stand out by in first position of the ranking.



Proportion of foreign immigrants to total population.

1.3. Origin of foreign immigration

If we focus on the origin of foreign immigration, there are notable differences, but it is possible to separate the countries studied in groups with similar tendencies. We can see this in the graph below, where we illustrate the origin of the foreigners by continent (for Europe, we distinguish the countries of the EU-27 from the non-EU).



Immigration is predominantly European in the Central European countries (Flanders, Switzerland and Austria). In Flanders and Switzerland, the main countries of origin belong to the EU-27. Thus, in Flanders, 30.87% of immigration is from Holland, while in Switzerland there is a high percentage of Italians (19.10%). In Austria, although 14% of immigrants are German, the most numerous immigration is from non-EU Europe, specifically the Balkans (Serbia, Bosnia) and Turkey.

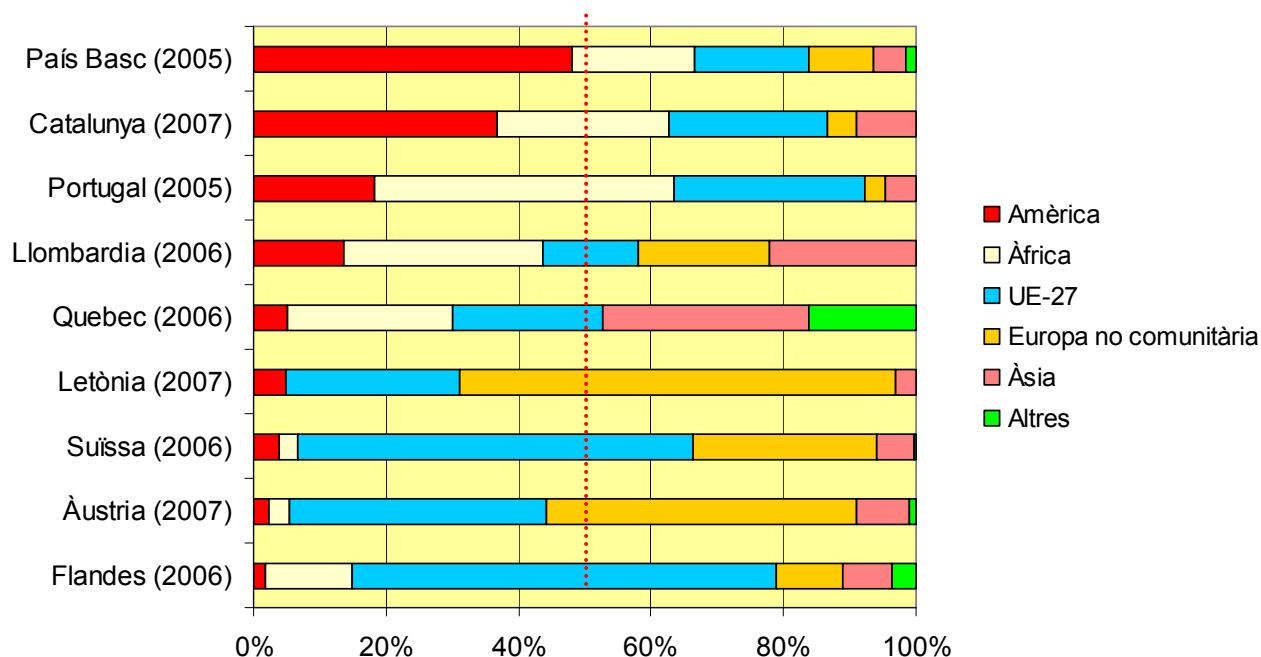
Flanders (2006)		Switzerland (2006)		Austria (2007)	
EU-27	63.8%	EU-27	59.7%	EU-27	38.8%
Holland	30.9%	Italy	19.1%	Germany	14%
Italy	7.2%	Portugal	11.4%	Poland	4.5%
France	5.8%	Germany	11.3%	Czech Rep.	4.2%
non-EU Europe	10%	non-EU Europe	27.7%	non-EU Europe	46.9%
Turkey	6%	Serbia	12.5%	Serbia	15.4%
		Turkey	4.8%	Turkey	12.5%
		Macedonia	3.9%	Bosnia	10.7%

Latvia can also appear in this group of countries, as most of its immigration is of European origin. In this case, however, the majority of immigrants are from Russia (41.40%).

The non-European population in all these countries represents low percentages. In any case, we can highlight Flanders, where 8.42% of immigrants (26,456 people) are from Morocco.

	Flanders (2006)	Switzerland (2006)	Austria (2007)
Africa	13.11%	3%	3.14%
<i>Morocco</i>	8.42%		
Asia	7.63%	5.70%	7.92%
America	1.87%	3.80%	2.24%

The general conclusion for this first group is that an important part of its immigration is from the countries with which they share borders and they often have the same language (this is the case of the Dutch in Flanders, the Germans in Switzerland and Austria or the Russians in Latvia). The citizens of the Balkans and Turkey, on the other hand, also show a preference for the Central European states when emigrating. If we order the graph starting from the immigration from America and Africa, a second group of countries stands out with affinities regarding the origin of their immigration. This group is headed by the Basque Country, Catalonia and Portugal:



Origin of foreign immigrants by continent.

In the Basque Country, Catalonia and Portugal, therefore, the European origin of foreign immigration is less important and, instead of this, the immigration from (mainly South) America and Africa stands out. This group includes Lombardy, where foreign immigration from Africa is also predominant, and if we add the immigrants of

Asian origin, they easily exceed European immigration (Africans represent 30% of foreign immigrants and Asians 22.15%).

Even so, non-EU European immigrants and those from Romania also present important percentages in this group of countries. In Catalonia and the Basque Country, Romanians occupied third position in 2007 in the ranking of foreign nationalities. Ukrainians, for their part, also occupied third position in Portugal in 2006, and Albanians and Romanians occupied second and third position, respectively, in Lombardy at the end of 2006.

In the table below we indicate the main states of origin of foreign immigrants in Catalonia, the Basque Country, Portugal and Lombardy.

Catalonia (2007)		Basque Country (2007)		Portugal (2006)		Lombardy (2006)	
America	36.8%	America	--	America	--	America	13.6%
Ecuador	8.4%	Colombia	11.8%	Brazil	16.9%	Ecuador	4.3%
Bolivia	5.3%	Bolivia	9.7%			Peru	4%
Colombia	4.4%	Ecuador	7.5%				
Africa	26%	Africa	--	Africa	--	Africa	30.1%
Morocco	19.7%	Morocco	8.7%	Cape Verde	15.7%	Morocco	11.5%
						Egypt	6.4%
Europe	28.2%	Europe	--	Europe	--	Europe	34.1%
Romania	6.5%	Romania	8.8%	Ukraine	9.6%	Albania	10.5%
Italy	3.9%	Portugal	7.5%			Romania	7.7%
France	3%						
Asia	9.1%	Asia	--	Asia	--	Asia	22.2%
China	3.5%	China	2.8%			Philippines	5.2%
						China	4.6%

Although starting from this table it can be gathered that the immigration of Moroccan origin is predominant in Catalonia (19.7%), the truth is that immigration of South American origin is even higher (the sum of the immigrants from Ecuador, Bolivia, Colombia, Argentina and Peru amounts to 24.7% of the total immigrants in 2007). In the Basque Country, it can also be seen from the table that the population of South American origin is predominant.

If in Catalonia and the Basque Country there are very important percentages of Spanish-speaking immigrants, in Portugal the majority of immigrants are Portuguese-

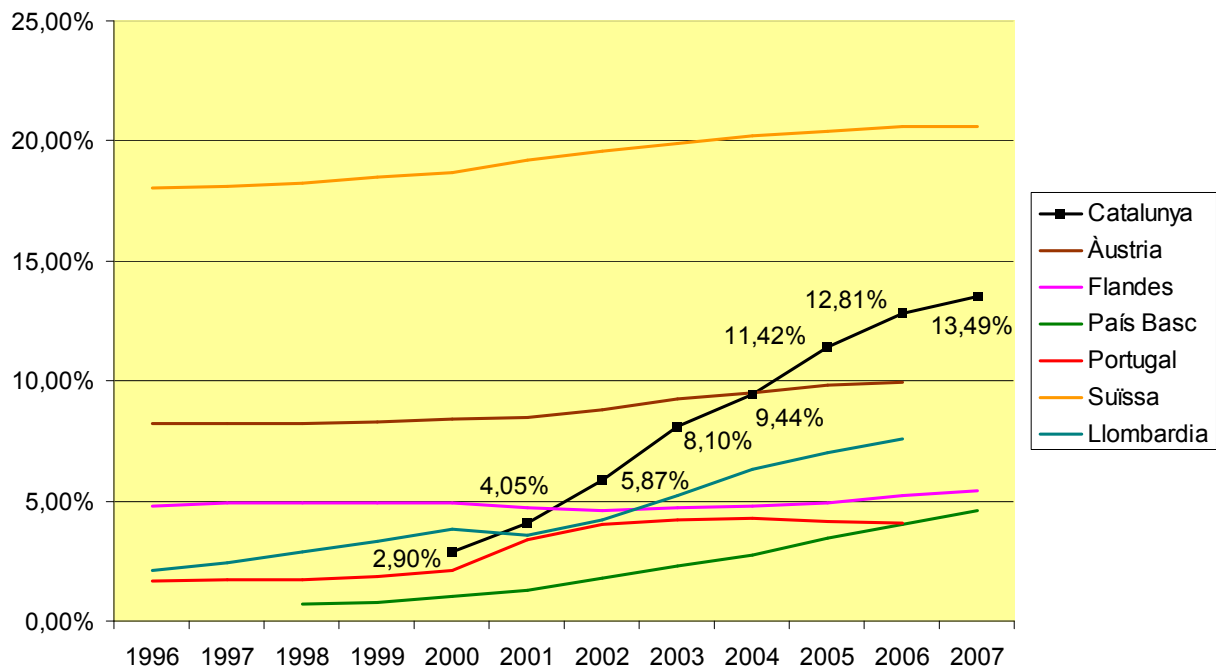
speaking. Those of African origin are from some of the former Portuguese colonies (PALOP), mainly Cape Verde, but also Angola and Guinea Bissau. Those from Brazil occupy first place in the ranking of foreign nationalities.¹

In Lombardy the language aspect is not important, unlike geographic proximity, which explains the high percentages of Albanians and Romanians, although first place in the ranking of foreign nationalities was occupied by Moroccans in 2006.

Quebec is a little on the margin of these two groups into which we have divided the countries according to the origin of foreign immigration, because here more than 30% of immigrants are Asian (mainly Chinese, Lebanese, Indian and Pakistani), a phenomenon which does not occur to the same extent in the European countries. Apart from Asians, Quebec receives French-speaking immigrants, for example, from Algeria (8.3%), France (7.8%) and Morocco (7.7%).

1.4. Evolution of foreign immigration

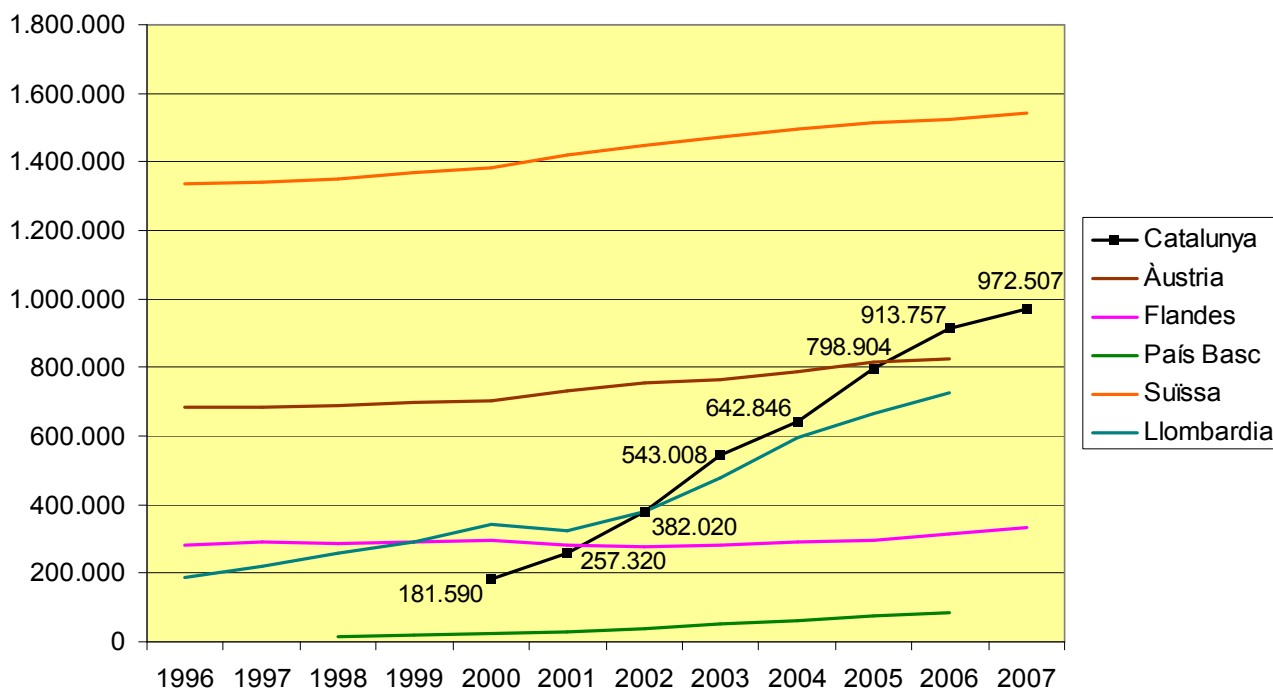
In relation to the evolution of foreign immigration over the last few years, the data indicate at the international level a gentle but constant growth of the immigrant population year by year for some time. On the graph below we can compare this growth in some of the countries studied with Catalonia, where the arrival of foreign immigrants has been very different: it is a phenomenon which has been concentrated above all in the last few years and which has had very sudden growth, as observed in the higher curve presented on the graph:



Evolution of foreign immigration since 1996.

The Basque Country and Lombardy also present a more pronounced curve than the other European countries but in both cases the percentages of immigration are below Catalonia. In Portugal in 2001 there was a regularization process which explains the more pronounced curve between 2001 and 2002, but starting from 2004 it can also be observed that immigration tended to diminish. Both Flanders and Austria, which in the 90s had higher immigration indices than Catalonia, were quickly equalled and overtaken by the Principality at the beginning of the new millennium.

The graph below represents the evolution of immigration in absolute numbers in the same countries with the exception of Portugal (due to lack of data):



Evolution of foreign immigration since 1996 in absolute numbers.

2. INTEGRATION POLICIES

2.1. Legal categories

There is a very wide range of legal categories for immigrants in all the countries. Each category has a type of residence permit which grants the immigrants certain rights and obligations. Starting from the documents of each country, we can establish a basic distinction between:

- Immigrants with temporary residence
- Immigrants with permanent residence
- Irregulars immigrants

In Catalonia and the Basque Country, immigrants without a residence permit but registered on the municipal census are half way between regular and irregular immigrants, and have a series of rights recognized which are not foreseen in the other countries, the most important of which is the right to healthcare in equal conditions with Spaniards.

In some European countries, immigrants from the EU have more facilities than the rest. This is the case of Scotland, where EU citizens do not need work visas. In Flanders, EU immigrants have the same rights as Belgians except that of voting in supra-local elections.

2.2. Rights and obligations

In the table below we indicate the main rights of regular (temporary and permanent) and irregular immigrants in all the countries studied. We observe that Catalonia and the Basque Country are, together with Switzerland, the places where most rights are recognized for irregular immigrants:

REGULAR	Aus.	Cat.	Flan.	Lat.	Basq. C	Port.	Que.	Swi.
Family reunification	✓			✓		✓	✓	
Right to healthcare	✓	✓		✓	✓	✓	✓	
Right to education		✓			✓	✓	✓	✓
Access to the labour market	✓	✓		✓	✓		✓	✓
Religious freedom/freedom of worship	✓	✓			✓		✓	
IRREGULAR								
Urgent medical assistance		✓	✓		✓	✓		✓
Schooling of children		✓	✓		✓	✓		
Right to unemployment benefit								✓

Religious freedom/freedom of worship		✓			✓			
Right to organize								✓

The obligations demanded from the immigrant population are: respect for and compliance with the laws of the receiving country and payment of the corresponding tax.

2.3. Levels of Power

The migratory policies related to the control of flows, the fixing of quotas, the granting of residence and work permits and naturalizations are generally the responsibility of the central or state governments. Even so, in some cases, the regional or even local governments intervene in these matters, as can be observed in the following table, in which the yellow colour of the boxes indicates a power of the central government, the vertical lines indicate intervention of the regional governments (they may deal with the issue exclusively or shared with the central government, depending on the case), and the horizontal lines indicate the intervention of the local governments:

	Aus	Cat	Sco	Fla	Lat	Lom	Ba. C	Port	Que	Swi
Flows	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
Quotas	Vertical lines	Vertical lines	Vertical lines	Yellow	Yellow	Yellow	Vertical lines	Yellow	Yellow	Yellow
Residence	Vertical lines	Yellow	Yellow	Yellow	Yellow	Horizontal lines	Yellow	Yellow	Vertical lines	Vertical lines
Work	Yellow	Vertical lines	Vertical lines	Vertical lines	Vertical lines	Yellow	Yellow	Yellow	Vertical lines	Vertical lines
Naturalizations	Grey	Yellow	Grey	Grey	Yellow	Yellow	Yellow	Yellow	Grey	Grey

Starting from this table, we see that the most decentralized country in relation to migratory policies is Switzerland, in which in several aspects the decisions are taken jointly by the government of the Confederation and the cantons, and the local governments moreover participate in naturalizations. The most centralized are Portugal and Latvia.

2.4. Services offered by administrations

Catalonia has powers to provide immigration integration services. The Catalan administration thus has programmes both in the socioeconomic and the financial and labour sphere, etc., which it manages jointly with the local governments. In the following table we see that Catalonia is the only place where regional and local administrations deal with all these issues.

	Aus	Cat	Sco	Fla	Lom	Ba. C	Por	Que	Swi
Socioeconomic	C	R, L	C	C, R	C, R, L	R, L	C	C, R	C, R, L

Financial		R, L	C	C	C, L		L	C, R	
Labour	C	R, L	C	C, R	C, R, L		C	C, R	R, L
Linguistic	C	R, L	R	R	C, R, L		C, L	C, R	C
Religious	C	R, L	R	C, R	L		L	C, R	C
Political		R, L		C, R, L	L		L	C, R	C
Legal advice	R, L	R, L	R		C		C	C, R	

C: central government; R: regional government; L: local government.

2.5. Language and culture courses

In most countries, language and culture courses are understood as a means of integration of the newcomers. They tend to be free and adapted to the needs of the people who enrol on them. In some places, however, this type of course is moreover compulsory in order to obtain a certain residence permit or for naturalization. This is the case of Austria and Flanders. We can also note that in Quebec people who enrol on language courses receive a remuneration of 105 Canadian dollars a week.

	Austria	Catalonia	Flanders	Latvia	Basq. C	Portugal	Quebec
Means of integration		✓		✓	✓	✓	
Free	✓	✓			✓	✓	
Remunerated							✓
Compulsory	✓		✓				

2.6. Immigrant vote

There are many limitations to voting rights for the immigrant population in almost all countries. The only elections in which foreign immigrants can vote are the municipal elections, and not all of them or everywhere.

As concerns European countries, EU immigrants are entitled to vote in the municipal elections, except in Latvia, where neither immigrants (1.8%) nor *non-citizens* (Russian colonists who at the time of independence did not adopt Latvian citizenship), who represent 17% of the population, can vote.

In Switzerland this matter is the responsibility of the cantons, and not all of them currently recognize voting rights for foreigners. There are five cantons which do not recognize them, and a further three which leave it to the discretion of each municipality.

In Flanders, although there has been great reluctance to accept voting rights for foreign immigrants, since 2004 both European and non-European immigrants can vote. For the latter, the requirement is having lived in the country for at least five years.

In Catalonia, the Basque Country and Portugal there are reciprocity agreements with some foreign countries. In Portugal, Brazilians and Cape Verdeans with two years' residence in the country and Uruguayans and Peruvians with five years' residence can vote in the municipal elections. This is also the only country in which Brazilians can vote in the parliamentary and presidential elections after five years' residence in the country. In Scotland, EU citizens can likewise vote in the Scottish elections.

Finally, in Lombardy, the attempts to allow foreigners from outside the EU to be able to vote have clashed with the constitutional court, which adduces that the right to vote is a universal citizenship right which cannot be granted to just part of the national territory. On the other hand, in Lombardy there are frequent so-called *Consulte degli stranieri*, consultative bodies made up of foreign citizens who have been chosen by the resident foreigners, and which have the function of facilitating dialogue between foreigners and the local administrations.

3. SOCIAL AND ECONOMIC ISSUES

3.1. Economic impact

There are not sufficient data available to describe the economic impact of foreign immigration on the countries as a whole.

- The report on **Catalonia** is the most complete in this respect. It highlights, among others, the growth of Spanish GDP by an annual average of 5.5% in the last 10 years, thanks to a large extent to the contribution of immigration. In relation to public expenditure, comparing the income and expenditure that the immigrant population generated in 2005, it can be seen that the surplus was 4,784 million euros. On the other hand, however, we can also highlight that the Spanish productive model, which is too labour-intensive to the detriment of the incorporation of new technologies, is having a negative effect on the quality of economic growth.
- In the **Basque Country**, we can highlight the fact that the incorporation of foreigners into the labour market has multiplied by five the number of registrations with the Social Security, especially in the construction sector.
- **Portugal** judges positively the state's balance of accounts in relation to foreign immigration.
- In **Switzerland**, we can highlight the fact that economic growth was 3.2% in 2006 and 2.8% in 2007. According to the report, foreign immigrants contributed greatly to these figures. We can also appreciate the large amount of money sent abroad from Switzerland (it is the fourth country in the world for this type of remittance).

3.2. Self-employment

In the countries for which there are data, self-employment is not one of the options preferred by foreign immigration. The percentages of self-employed immigrants, especially concentrated in trade and catering, are fairly discreet. In the **Basque Country**, the foreign population working for its own account is 11.40%. In **Switzerland**, it would amount to a similar percentage to that of Swiss nationals, 12.80%, for 2000. In **Lombardy**, it is 9.1%.

In **Catalonia**, in absolute numbers the figures have not stopped rising in recent years, reaching over 30,000 self-employed foreign workers in 2006, but in percentages the figure would not exceed 3.5% of total immigrants.

In **Austria**, there are obstacles to immigrants being able to access the regulated professions (plumber, electrician, carpenter) on a self-employed basis, as the candidates are subjected to a process in which the professional representatives of the trade also have to give their approval, and in general they are not interested in guaranteeing them access to a competitive market. The catering and trade sectors have easier access.

In **Quebec**, they start from a very different idea of self-employment: on opening a business in Quebec the candidate has to defend their business plan before a group of experts, and demonstrate sufficient economic solvency and three years' professional experience.

3.3. Informal economy

The data available on the informal economy are not very clear when it comes to relating this phenomenon to foreign immigration. In the countries of Southern Europe, as indicated both in the Portuguese and the Lombardy documents, the informal economy is very developed and is prior to the arrival of foreign immigration, although the rise in the number of foreigners has increased this practice.

In the document on Lombardy, part of the informal economy is indeed related to foreigners in an irregular situation and it points toward an excessively restrictive regulation to obtain a residence permit as one of the main reasons explaining the development of this type of activity. There are many foreigners in an irregular situation who work in construction, services, agriculture, etc., because they have no alternative. However, as Italy is a country in which the informal economy was already common in the past, there are also many regular foreigners who likewise work in an irregular manner.

In relation to the measures that are taken or that should be taken to curb this phenomenon, the document on Lombardy regrets that in recent years progress has not been made to promote the regular arrival of foreign labour in Italy. This situation

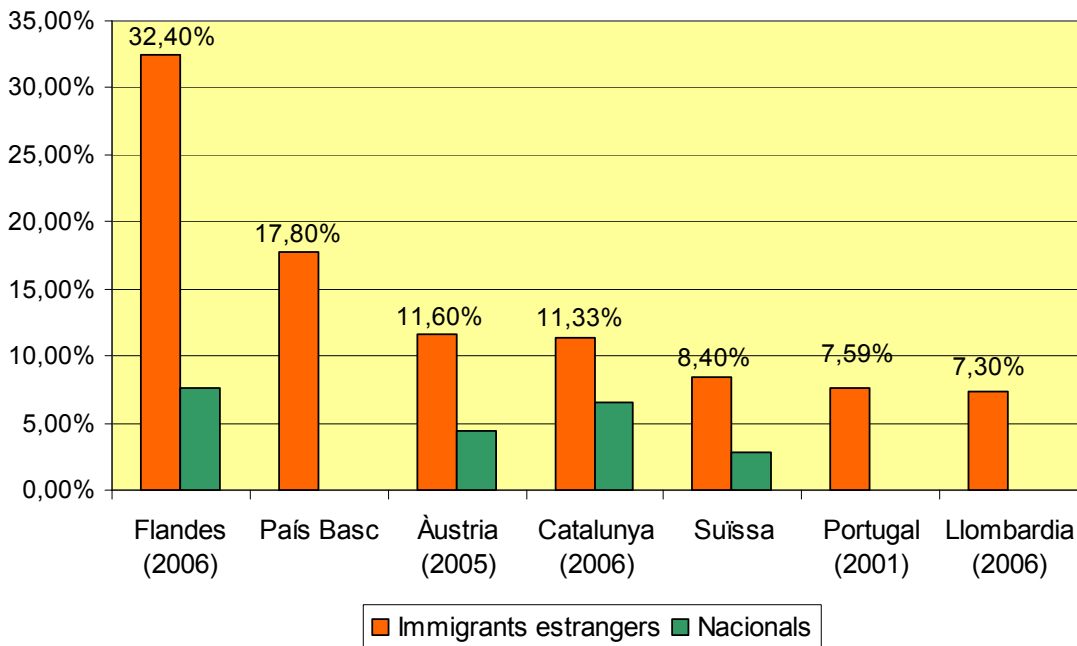
contrasts greatly with Switzerland or Austria, where decisive measures are taken to fight against this phenomenon.

Informal economy			
Figures: GDP	Latvia 20%	Switzerland 9.30%	Basque Country 20% (2003)
Figures: Number of workers (estimated)	Catalonia: 164,283 people (2006). Includes irregular foreigners + regular foreigners not registered with the Social Security.		
	Austria: 50,000-100,000 people		
Sectors affected	Sectors characterized by scarce qualification, flexibility and deregulation: construction, domestic service (accompanying the elderly, childminding, cleaning...), refurbishment of flats, agriculture		
Measures to prevent it	Austria		
	<ul style="list-style-type: none"> ▪ Illegal employment of foreigners control unit (dependant on the Economy and Finance Ministry). ▪ In construction, the hiring company is responsible for the payment of the tax and Social Security of subcontractors (recent change of law). ▪ Provisions for seasonal employment in agriculture and tourism (in force since 2002). 		
	Catalonia		
	<i>Measures proposed:</i>		
	<ul style="list-style-type: none"> ▪ Promotion of labour immigration through legal channels: hiring at origin, annual quotas... ▪ Ease of renewal of residence and work permits to avoid “<i>irregularització sobrevinguda</i>” (subsequent irregularization). ▪ Reinforcement of work inspections. ▪ Limitation of subcontracting. ▪ Aid for people employed in the informal economy to be able to opt for legalized forms of work. 		
	Portugal		
<ul style="list-style-type: none"> ▪ Penalization of companies which hire irregular immigrants (2003 legislation). <p>Plan for the Integration of Immigrants (2007-2009):</p> <ul style="list-style-type: none"> ▪ Reinforcement inspections. ▪ Reinforcement of the fulfilment of companies’ obligations. 			
Switzerland			
<p>There is a <i>Federal law against undeclared employment</i> (2004):</p> <ul style="list-style-type: none"> ▪ Social insurance for certain jobs such as domestic service. ▪ Increase in inspection on a cantonal level. ▪ Improvement computer measures to be able to exchange data between administrations and with the Social Security. ▪ Reinforcement sanctions. 			

3.4. Poverty, unemployment, marginal groups

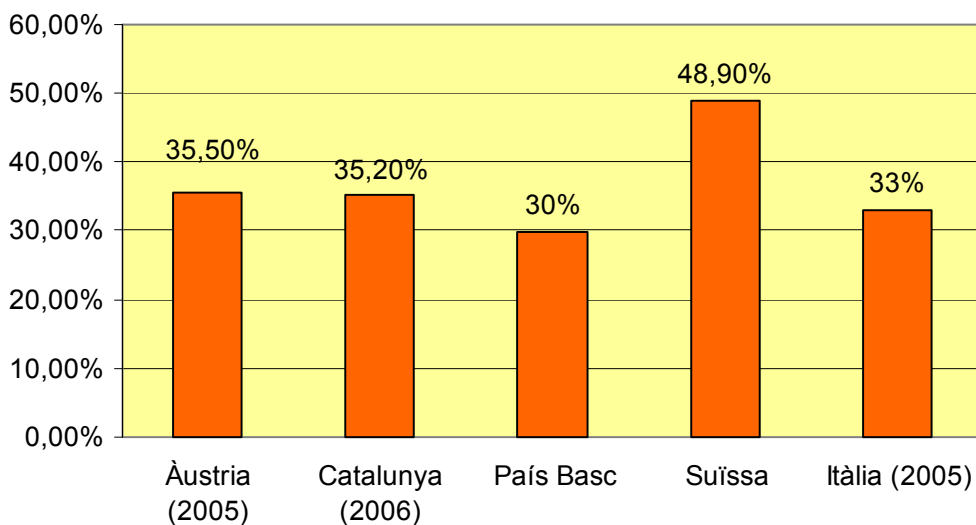
There are no exhaustive data on poverty, and it is not possible to create any comparative chart because what is considered as *poor* varies greatly from one country to another.

Starting from the unemployment percentages for the immigrant population and nationals of each country, we can observe that immigrants always present much higher indices than the rest.



Unemployment percentages for foreign immigrants and nationals.

There are not many data on marginal groups, but there are some on the percentages of immigrants serving a prison sentence in relation to the total prisoners:



Percentages of foreign immigrants in prisons.

3.5. Access to financial institutions

In some countries the immigrant population encounters obstacles when it comes to applying for loans and mortgages. This is the case in Austria, where Turkish banks which give more facilities to immigrants than the traditional Austrian banks have proliferated. Or Portugal, where the Plan for the Integration of Immigrants (2007-2009) foresees measures to sensitize the banking system in order to favour credit for immigrants, from which it can be gathered that the banks are not very sensitive.

At the other extreme, there are also countries where, at least in theory, immigrants do not have problems to access the financial institutions: Flanders and Switzerland, precisely the countries in which the immigration is mainly from the EU and has a high status.

	Aus	Cat	Fla	Lat	Ba C	Port	Swi
Access, in principle, without problems			✓				✓
Conditional access	✓	✓		✓	✓	✓	
Residence and work permit				*	*		
Permanent residence permit	*						
Guarantees and own assets		*					
According to income level				*			

In the Basque Country and Catalonia, the reports stress the increase in microcredits in recent years. Microcredits are used to finance self-employment projects.

3.6. Real estate and housing

All the reports highlight the fact that the housing in which foreigners live is in worse condition than that of the native population and that immigrants often have difficulties to gain access to housing. In Switzerland and Austria they emphasize the fact that immigrants from the EU have even better housing than the native population, but the rest live in smaller and worse quality accommodation.

There are not enough data available to know whether immigrants have access to social housing. In Austria, since 2006, only those with permanent residence can gain access to it. In Switzerland, they need at least a residence permit, so irregular immigrants have great difficulty in gaining access to housing. They often rent rooms at very high prices.

Quebec and Latvia do not have any policy of aid for immigrants to gain access to housing, but it appears that there are not as many problems as in the other countries. In Quebec, there are sufficient flats to rent at affordable prices, although in the last few years it appears that the number has gone down and they have become more expensive. The main obstacles that immigrants indicate to finding a flat in Quebec are the high prices and the need for a guarantor.

In the Basque Country, Catalonia and Portugal, the problems of access to housing for the immigrant population have led the administrations to take steps: the above-mentioned Plan for the Integration of Immigrants foresees giving them access to the social housing market, and the Catalan Housing Act (2007) also wants to influence the problems of concentration of immigrants in outlying districts and overcrowding of flats.

3.7. Schooling

We have distinguished two major issues in this section. On the one hand, the strategies used in each country to favour school integration of the children of foreign immigrants and, on the other hand, the availability of data on whether schools allow or aid the upward social mobility of these families.

As regards the first point, we detected an initial type of strategy which is more to do with how the schooling is managed and a second type of strategy related to values which it is intended to promote at school (anti-racist, equality in diversity...). We can observe this in the table below, from which we have removed Austria because, as the document indicates, “clear strategies are not detected for school integration”:

	Cat	Sco	Fla	Lat	Lo	Ba C	Port	Que	Swi
Strategies related to the management of schooling									
Enrolment regulation			✓						
Extra funding schools with more immigrants			✓						
Means for linguistic integration	✓	✓	✓	✓	✓	✓		✓	✓
Free pre-school places		✓							
Reception classrooms	✓								
“Pool of trainers”							✓		
Attention to tutorial and curricular needs	✓					✓			
Education in values									
Promotion of equality in diversity	✓					✓			
Multicultural education					✓			✓	
Antiracist education on the curriculum		✓			✓				

Despite the integration policies that an attempt is made to apply more or less everywhere, the results in general are not very promising. Thus, although in theory

Flanders regulates enrolment so that the children of immigrants are not all concentrated in the same schools, in practice there is concentration in certain centres.

Some of the issues which hinder integration are:

- School concentration (mentioned in the documents on Catalonia and Flanders)
- Difficulty to gain access to kindergartens, where the children of immigrants could learn the German language (appears in the document on Austria)
- Lack of shared educational spaces beyond schools (Catalonia)

There are documents which indicated that the school results of the children of immigrants are worse than those of native children and that they leave school earlier. For these reasons they consider that schooling does not guarantee upward social mobility.

	Aus	Cat	Fla	Lom	Swi
Immigrants obtain worse results		x	x	x	x
They leave school earlier to do practical training				x	x
Schooling does not guarantee upward social mobility	x				x

4. XENOPHOBIA

4.1. Xenophobic parties or movements

In **Austria**, **Flanders** and **Switzerland**, there are openly xenophobic parties which have widespread popular support. It is possible that the success of these parties has led the traditional parties to also maintain rigorist positions in the face of foreign immigration. In **Latvia**, where the extremist parties are in the minority, the conservative party which is currently governing in a coalition also has an attitude against immigration.

In Italy, there are two parties with xenophobic leanings: the North League and The Right. The former was created precisely in **Lombardy** in the 80s, and formed part of the governing coalition under Berlusconi. The Right, for its part, results from a recent split of the National Alliance, an extreme right-wing party. The traditional right and left-wing parties in Italy have negative positions in relation to foreign immigration.

In **Catalonia**, the extreme right-wing party Platform for Catalonia, also with positions of rejection of immigration, is the only one which obtained councillors on some town councils in the 2003 municipal election.

In **Portugal** and **Scotland**, the extreme right-wing parties do not have representation in the public institutions. In the **Basque Country** and in **Quebec**, it is said that there are no parties with these characteristics.

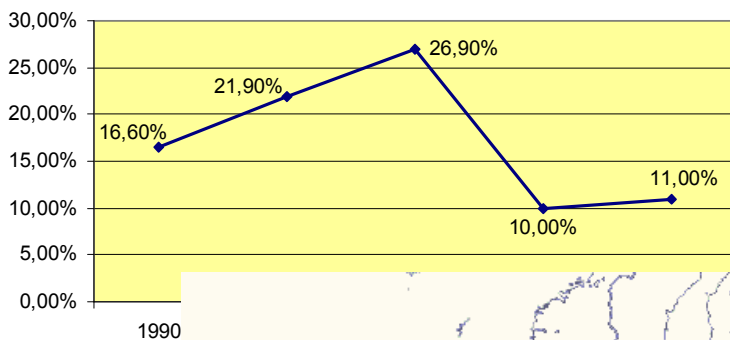
	Aus	Cat	Scot	Fla	Lat	Lom	Ba C	Port	Que	Swi
Are there xenophobic parties?	✓	✓	✓	✓	✓	✓	✗	✓	✗	✓
Do they have representation in the public institutions?	✓	✓	✗	✓	✗	✓		✗		✓

4.2. Vote evolution

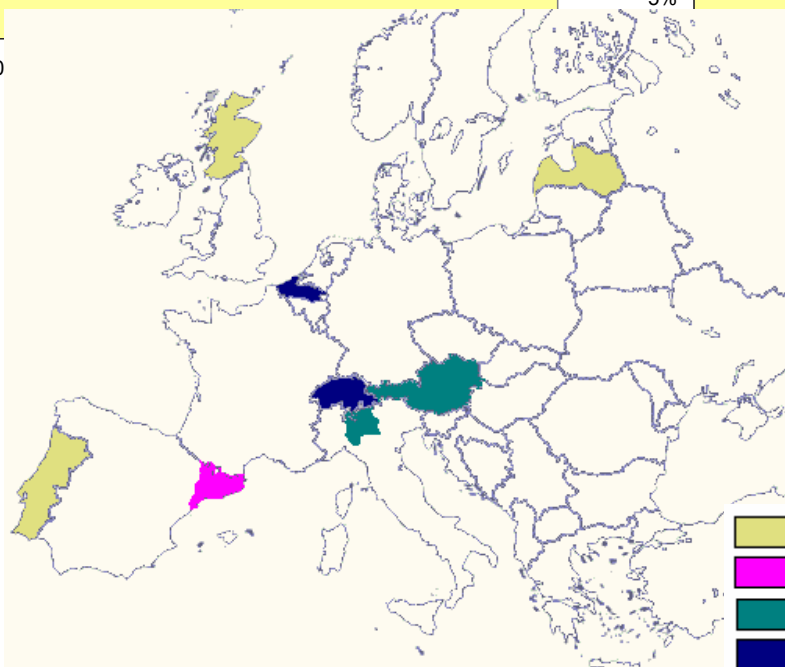
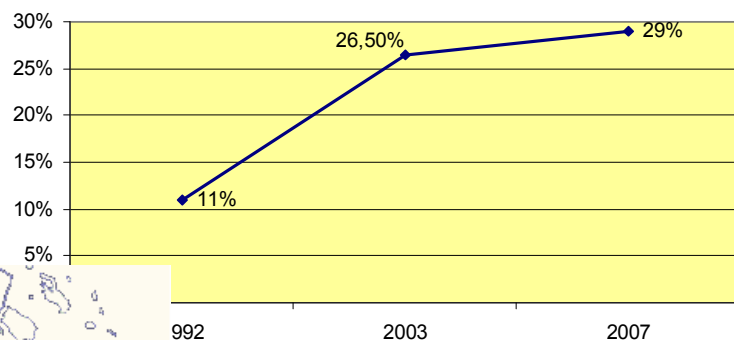
As we have already seen, the influence of the xenophobic parties is very important in Austria, Flanders and Switzerland.

- In **Austria**, the Freedom Party of Austria (FPÖ) currently has 11% of the votes, but in 2000 it managed to obtain 26.9%.
- In **Flanders**, the Vlaams Belang, condemned for racist propaganda, has experienced constant growth over the last 20 years and currently has 25% of the vote of the Flemish population (in the French-speaking zone racist parties are marginal).
- Finally, in **Switzerland**, where 58% of the population declares itself xenophobic, the Democratic Union of the Centre (UDC), with an extreme-right wing whose aim is to control and reduce immigration, is the majority party practically throughout the country.

FPÖ (AUSTRIA)



UDC (SUÏSSA)



- Without representation in the public institutions
- With some local representation
- Formed part of government coalitions
- The most voted

4.3. Hate factors

In all the reports, except for Portugal and Quebec, there are factors which can explain the xenophobic attitudes. The most frequently repeated is the economic factor, which has two sides to it. On the one hand, it is thought that foreign immigration takes jobs from the natives and, on the other hand, it is considered that immigrants benefit excessively from public subsidies.

The association of immigration with delinquency is also a frequently used argument, especially in Switzerland and Lombardy, while in Scotland Muslim immigration is related to Islamic terrorism.

Linguistic and racial factors go together. In Latvia, for example, the fear is that foreign immigration, with different languages and customs, will dissolve the national identity. Latvians consider themselves the “majority at risk”.

In the Basque Country and Catalonia, assimilationist ideas predominate in relation to foreign immigrants, that is to say it is believed that foreigners should adopt the local language and also have customs similar to those of the majority. In Quebec as well, it is considered that the French language should be the common public language, and this is not understood as a factor of xenophobia.

The table below shows the rejection factors by country.

	Aus	Cat	Sco	Fla	Lat	Lom	Ba C	Swi
Linguistic	x			x	x		x	
Religious	x	x	x	x		x		
Racial		x		x	x			
Economic	x		x	x	x		x	
Public order		x		x		x	x	x
Terrorism			x			x		
Quality of education		x						

4.4. Mass media

In the documents on **Catalonia**, **Portugal** and, most especially, **Lombardy**, it is highlighted that the media maintain negative stereotypes in relation to immigration, while in the **Basque Country** the media are more sensitized to immigration and aliens than they were in the past.

In Austria, Flanders or Switzerland, countries in which the xenophobic sentiment is electorally very profitable, the media take the opposite view and tend to criminalize

these parties, and ignore them... but they do not initiate an in-depth debate on the causes of the great support that these political options receive.

- **Austria:** The newspapers tend to be sceptical and critical toward the development of a multicultural society while the state radio and television criticize more the lack of openness of Austrian society.
- **Flanders:** The media try to isolate Vlaams Belang but they cannot always ignore it because it has very broad popular support.
- **Switzerland:** The media are opposed to the dominant party (UCD), demonizing it instead of opening up a debate which deals in depth with why this party has so much popular support.

In **Scotland** the mass media, especially the British media, have tended to criminalize Muslims since 9/11, but the Scottish media are less sensationalist.

Finally, in **Latvia**, it is stressed that there are all sorts of media, but what concerns them all the most is that immigration should not affect the cultural values of Latvians and, in general, they do not accept a multicultural society.

5. ISSUES FOR DEBATE

5.1. Integration models

Scotland, like the rest of the United Kingdom, has always opted for multiculturalism. That is, the ethnic minorities develop as separate societies. Even so, this traditional policy is today questioned due to the lack of interaction and debate between the communities. **Quebec** has also formally adopted a multicultural model, so not very many restrictions are imposed on a plurality of identities developing in Quebec. They just ask for the language of public use to be French, and the administration therefore assigns resources to achieve this objective (one of the things they do is to favour the entry of immigrants from French-speaking countries to the detriment of other origins).

The assimilationist model, for its part, does not appear explicitly in any of the documents. Only in the one on the **Basque Country**, and in actual fact it does not say that it is the Basque government which has undertaken this type of policy but rather that it is Basque society which shows a preference for this model, a model in which immigrants strive to adopt the native customs and traditions and relinquish aspects of a religious type if they come into conflict with the legislation in force.

The Catalan case presents a solution which can be considered as in between the two preceding ones. **Catalonia**, starting from the *2005-2008 Immigration and citizenship plan*, proposes a new concept of citizenship based on residence and not on nationality. The document on Catalonia indicates that this model “represents major progress

toward equal rights and obligations and the recognition of diversity” and that “the wording of this declaration of principles is very far from those positions which consider integration as a one-way process of the immigrant toward the native”.

The Catalan model is at the antipodes of **Switzerland** and **Austria**, where the permanent establishment of foreign immigration has always run into great difficulties. Although Switzerland has allowed family reunification and the stabilization of the foreign population for years (in the 50s and 60s it promoted a model of seasonal foreign worker who hardly had any rights), the non-European population still comes across great difficulties to settle legally. On the other hand, the immigrant naturalization process foreseen by Swiss legislation is very complex and demanding (twelve years’ residence in Switzerland, social integration, knowledge of Swiss habits, culture, customs and practices, life according to “Swiss law”...); in the end it prevents not just the second but also the third generations from obtaining naturalization. This generates a feeling of rejection toward Swiss identity because of its elitist presuppositions.

The case of **Austria** is similar. Since the 60s Austria has followed the path of “the policy of the guest worker” without accepting the permanent establishment of immigrants and severely restricting their rights compared with the rights of citizens. Since the end of the 90s, Austria has imposed a restrictive immigration regime, and still continues to restrict the rights of immigrants. It has only been possible to break this strict division between nationals from a third country and citizens with the implementation of EU laws.

It is not possible to identify any clear integration model in **Latvia** and **Lombardy**. In the former case, there are very few foreign immigrants, but in the latter there is already a very significant percentage. The document warns about the lack of an integration model and about the tendency of the parties and the media to reject and criminalize foreigners.

5.2. Areas of origin and identity

In general, the ethnic identity of the different communities remains strong everywhere. This is often a “reinvented” identity, with elements of its own and from the receiving country, as indicated by the document on Flanders. Possibly the place where there is a community with the strongest feeling of identity is **Latvia**, where there are parties with representation in the parliament which defend the interests of the Russian-speaking inhabitants (former colonists from the Soviet era who do not have Latvian citizenship).

Apart from **Scotland**, where the multicultural model has favoured the isolation of the different communities in different neighbourhoods, in **Flanders** and **Austria** there are also some segregated communities, such as the Turks (and the Moroccans in Flanders).

5.3. Relevant issues

The debate on the migratory phenomenon is very varied. In some places, the “burning” issues related to immigration are associated with the clichés to which non-EU and non-European foreign immigration is related (delinquency, marginalization...). In others, rejection toward the population of Muslim origin has emerged with strength, relating it to Islamic radicalism. There are also countries reluctant to allow the free movement of Romanian and Bulgarian citizens, the last to join the EU.

Finally, there are countries which have begun the debate on voting rights for immigrants and the status of irregular immigrants, while others – Lombardy – would need to begin, once and for all, according to the document, an in-depth debate to define what foreign immigration integration model should be followed.

	Austria	Catalonia	Scotland	Lombardy	Portugal	Switzerland
Clichés (delinquency...)				x	x	x
Voting right		x			x	
Free movement of the new EU members			x			x
Islam	x		x			
Deportations	x					
School concentration		x				
Debate on irregular immigrants		x		x		
Debate on the integration model				x		