



# Socio-economic inclusion of migrant EU workers in 4 cities

*City Report Frankfurt*

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*Employment,  
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## Abbreviations, acronyms and definitions

<b>Active</b>	Any person who is either employed or unemployed (EU-Labour Force definition)
<b>Country of citizenship</b>	The country of which the person holds the citizenship
<b>Employed</b>	Any person who during a reference week worked for at least one hour or had a job or a business but was temporarily absent (EU-Labour Force Survey definition)
<b>Employment rate</b>	The employment rate is the share of employed over the total population of the same age reference group
<b>EU</b>	European Union
<b>EU-2</b>	Bulgaria, Romania
<b>EU-8</b>	Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia
<b>EU-10</b>	Bulgaria, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Slovakia, Slovenia
<b>EU-LFS</b>	European Union Labour Force Survey
<b>EU-28/EFTA movers</b>	EU-28 or EFTA citizens between the ages of 15 and 64 who are residing in a EU-28 or EFTA country other than their country of citizenship (definition created for the purpose of this study)
<b>Foreigner</b>	Any person who is not a citizen of the country he/she resides in; thus, this term is used in this study to refer to both EU-28/EFTA movers and TCNs at the same time
<b>ILO</b>	International Labour Organization
<b>Immigration rate</b>	The share of persons of a certain citizenship who have been living in a EU-28/EFTA country other than their country of origin for a certain amount of time from the total population in the country of residence.
<b>Inactive</b>	Any person who is neither employed nor unemployed (EU-Labour Force definition)
<b>Transitional arrangements</b>	Temporary measures that delay the full application of the principle of freedom of movement for workers from a new EU Member State. They may be in place for up to seven years after accession.
<b>Unemployed</b>	Any person who is not currently employed, is currently available for work within two weeks and is actively seeking work (ILO definition)
<b>Working age</b>	Between the age of 15 and 64



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## Executive Summary

### Context and aims of the study<sup>1</sup>

The freedom of movement of EU workers is one of the four freedoms on which the EU's Single Market is based, alongside freedom of movement of goods, capitals and services. Since 2004, the year the European Union (EU) expanded from 15 to now 28 Member States, the scope of mobility for people within the EU increased substantially.

In this context, the overall purpose of this study was to investigate, through case studies, the challenges and opportunities for the economic and social inclusion of migrant EU workers in four cities across the EU: Leeds (UK), Frankfurt (Germany), Rotterdam (Netherlands) and Milan (Italy). This executive summary presents findings of the Frankfurt case study based on desk research, including a literature review and secondary data analysis, and primary research in the form of an online survey of migrant EU workers in Frankfurt, as well as a series of interviews and focus groups with key stakeholders.

This research defines social inclusion as a process which ensures that citizens have the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a standard of living and well-being that is considered normal in the society in which they live.

The findings of this research aim to inform the ongoing debate—at the local, national and European level—on intra-EU labour mobility, by providing concrete examples of challenges and opportunities related to the inclusion of newly arrived EU migrants.

### EU Migration to Frankfurt

Frankfurt is a city with a long history of inward migration, due to its central location in continental Europe, its position as a major internal transport hub and its relative economic prosperity. Of its just over 700,000 citizens 42.7% are either first or second generation migrants.

The history of labour migration to Frankfurt mirrors that of Germany as a whole. It was one of the most important destinations for guest workers (*Gastarbeiter*) in the 1960s/1970s and has remained a popular destination for migrant workers ever since.<sup>2</sup> In the last 25 years, migration flows into Frankfurt have been driven by a number of key events, namely the German reunification and the disintegration of the Soviet Union (and associated migration from Eastern Europe), the Yugoslav Wars (and associated migration, which lead to migrants from former Yugoslavia being the largest migrant community until 2005) and the enlargement of the EU (and associated migration from the EU-12).<sup>3</sup>

Migration from EU Member States has strongly increased in the last decade and in particular since the economic crisis. In 2013, 87,960 EU-28 migrants lived in Frankfurt – a 32.6% increase compared to 10 years ago. While much of the increase can be

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1 We also thank Anna Hoffman for her contributions.

2 Lüken-Klaßen, D., Pohl, F. (2010) Unternehmertum von Personen mit Migrationshintergrund in Frankfurt am Main, CLIP network: p. 6.

3 AMKA (2009), 20 Jahre AmkA 1989–2009, Frankfurt.  
[https://www.frankfurt.de/sixcms/media.php/738/Publ\\_20\\_Jahre\\_AmkA.pdf](https://www.frankfurt.de/sixcms/media.php/738/Publ_20_Jahre_AmkA.pdf) (accessed 20.10.2014).

attributed to inflows from EU-10 countries, Frankfurt has seen increased numbers of citizens from every single EU Member States.

Evidence from the migrant EU workers survey conducted in Frankfurt suggests that the primary reasons for migration to Frankfurt relates to employment. 41% of the respondents stated to have come to Frankfurt to take up employment, while a further 19% have migrated to Frankfurt to seek for employment. 31% of respondents migrated to Frankfurt to either join or accompany family, friends or partners. A relatively smaller number of surveyed migrant EU workers arrived to study (5%) or for other reasons (2%).

### Key challenges

On the one hand, inward migration of EU workers to Frankfurt is generally needed and encouraged due to the perception of increasing shortages of skilled labour (*Fachkräftemangel*) in the context of demographic change and a growing German labour market. On the other hand, the increased presence of migrant EU workers in particular from the EU-2 has started a wide public debate around the challenges of increased EU migration. Due to the great diversity of migrant EU workers in Frankfurt, key challenges should be defined for different sub-groups of migrants:

- The **high-skilled globalised professionals**, who already hold a job offer when arriving in Frankfurt, seem to have generally less urgent integration issues. They often have access to repatriation services and other relocation support through their respective companies, access to housing is a non-issue at higher price-points and schooling (also private in other languages than German) and health care can be accessed relatively easily. Challenges of this group are the lack of German language skills, which can be an inhibiting factor not only for the further economic, but primarily for the social integration in the local community. Importantly, it should be noted that some migrant EU workers from this group, may bring their spouses or partners with them, who can face own integration challenges around language acquisition and qualification recognition if they don't hold a job offer themselves;
- The **medium to high-skilled workers**, are generally well qualified to find employment in the Frankfurt labour market, but face challenges around German languages skills and qualification recognition. Issues are the financial and time-investment related to learning German, while often working at lower qualifications levels and getting existing qualifications recognized. These workers may have less support services available through their employers or still be in the process of seeking work, and can find it difficult to navigate local services, in particular the insurance-based health care system. Additional issues revolve around the issue of finding housing;
- The **low skilled workers** in precarious situations often face multiple and acute issue around lack of housing and shelter, lack of access to health-care due to the lack of insurance, lack of language skills, lack of qualifications or issues with the recognition of qualifications. This group is also vulnerable to criminal and fraudulent practices around human trafficking, wage fraud and ostensible self-employment. It should be noted that this group does not necessarily refer to newly arrived migrants, as those who find employment upon arrival in Frankfurt, may move into precarious situations when their initial employment is terminated.

Challenges for the **local community and local workers** appear to be less pronounced than may be expected given the large inflows of EU migrants in recent years:

- Given the history of Frankfurt as a city of immigration, the local community and local workers may be more used to challenges that come with increasing 'superdiversity';

- However, it should be noted that there is not insignificant number of people in surveys at *Länder* level, who are concerned about pressures on the labour market and community cohesion;
- Additionally, it should be noted that while employment numbers in Frankfurt are indeed increasing, unemployment rates are stagnating, indicating that new jobs are primarily filled with people external to the local community, i.e. people from elsewhere in Germany, migrant EU workers and third country nationals;
- In the area of emergency services, there are increasing challenges for the local community, in particular around dealing with demands for shelters and health care. Additionally, challenges arise in the area of schooling and in making other local services fit for dealing with an increased influx of non-German speakers.

### Key opportunities

From the point of the migrant EU workers, there are clear economic and career opportunities in Frankfurt, in particular for those with German language skills and the qualifications needed and recognised in the labour market. Additionally, albeit sometimes difficult to navigate, access to the good quality services in Frankfurt is given at least for those migrants who are registered and in employment in Frankfurt.

Local workers profit from the economic prosperity that migrant EU workers bring to the city, but also the availability of services and goods, i.e. handicraft services provided by Eastern European skilled workers or cleaning services. Further the local community profits from administrative processes and information materials, which were made easier to facilitate access for migrants. Additionally, a great social and cultural offer is available.

### Recommendations

First and foremost, a great number of policies, initiatives and solutions to the challenges specified above is already in place in Frankfurt. Key issues of these initiatives are that they are often time-limited and that there is a lack coordination and sign-posting between different initiatives. A large number of parallel structures exist. When it comes to specific policy areas four areas of improvement should be highlighted:

1. **Expansion of language provision:** German language skills are crucial for the economic, but also social integration of migrant EU workers in Frankfurt. Language provision could be strengthened in two ways: Firstly, through improved provision of subsidised language courses in Frankfurt and secondly, through an increased promotion of language courses abroad to prepare migrants before coming to Germany;
2. **Qualification recognition:** While the recognition of foreign qualifications has been in principle improved in recent years, the landscape of providers is difficult to navigate for many EU migrants and they are often poorly informed about the opportunity to get their qualifications recognised and the impact that will have on their employment prospects. Services should be expanded, mainstreamed and promoted more widely;
3. **One-stop-shops:** Frankfurt already features one-stop-shops which provide bundled information for EU migrant workers, such as the welcome-centre and migration counselling services. However, while bundled information can be provided initially, there is no clear 'pipeline' of local services through which the arriving migrant EU workers can easily navigate. Bundled service provision, e.g. the registration with different local services in a one-stop shop after the modelled after the best practice example 'Welcome House' in Copenhagen was frequently named by stakeholders in the focus groups as a desirable model;

4. **Improved capacity in emergency services:** Services in Frankfurt, which deal with the extremely vulnerable section of the migrant EU workers, such as emergency shelters, health services and information services around their rights and responsibilities in the labour market are clearly running above capacity. Further financial and human resources need to be provided to help deal with this subgroup of newly arrived EU migrants and permit them a sustainable start in Frankfurt;
5. Finally, it would be desirable to **improve the data situations** with regards to EU citizens in Frankfurt. Only when information on nationality is collected across services can a comprehensive picture of the challenges and opportunities of migrant EU workers in Frankfurt be built and local services improved.

## 1 Introduction

This report is prepared by Ecorys UK and RAND Europe for DG Employment, Social Affairs and Inclusion (DG EMPL) as part of a project on *Surveys and reports on challenges and opportunities of socio-economic inclusion of migrant EU workers in four selected European cities*. It summarises the results of a multi-method study implemented in Frankfurt/Main (Germany) between July 2014 and February 2015. The study included a data and literature review, 20 in-depth stakeholder interviews, an online survey amongst migrant EU workers in Frankfurt and three concluding focus groups with the purpose of validating the study findings. This report is complementary to the city reports for Leeds, Rotterdam and Milan and the synthesis report on the findings from all four city case studies.

### 1.1 Objective of this study

The purpose of the assignment is to provide the European Commission with information on the challenges and the opportunities in the economic and social inclusion of migrant EU workers and their families at local level, within the framework in particular of Article 45 TFEU and Regulation (EU) 492/2011 on freedom of movement for workers within the Union and Regulation (EC) 883/2004 on the coordination of social security systems.

Core research questions are:

- What is the context of EU labour migration in Frankfurt? How has EU labour migration to Frankfurt developed historically?
- What is the local profile of EU migrants (migrant EU workers) in Frankfurt?
- Which are the challenges and opportunities for EU migrant workers in Frankfurt?
- Which are the challenges and opportunities for the local community and local workers resulting from EU labour migration in Frankfurt?
- What are the policies and practices in place to support the socio-economic inclusion of migration EU workers at local level in Frankfurt?

In particular this study aims to inform the ongoing debate on intra-EU mobility at local, national and European level, by providing concrete examples of challenges and opportunities related to the socioeconomic inclusion of migrant EU workers.

### 1.2 Definition of social inclusion and social cohesion

According to the European Joint Report on Social Inclusion 2004, social inclusion is a process which ensures that citizens have the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a standard of living and well-being that is considered adequate in the society in which they live. It encompasses but is not restricted to social integration or access to the labour market, as it also includes equal access to facilities, services and benefits. This is also reflected in the notion of active inclusion and its three pillars (inclusive labour market, income support and access to quality social services) adopted by the EU.<sup>4</sup>

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<sup>4</sup> Commission Recommendation 2008/867/EC of 3 October 2008 on the active inclusion of people excluded from the labour market [Official Journal L 307 of 18.11.2008].

Social inclusion is also related to social cohesion, a concept often applied to spatial entities like cities or regions. The OECD defines social cohesion as follows<sup>5</sup>: “A cohesive society works towards the well-being of all its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust, and offers its members the opportunity of upward mobility”. Social inclusion is considered as a key component of social cohesion, along with social capital and social mobility.<sup>6</sup>

The multidimensional (economic, social and cultural) nature of social inclusion is due to the interrelations between these dimensions. Economic activity is considered to have a positive effect on social cohesion and to have inclusionary effects beyond the income-generation aspect: “[...] contacts and interactions in the workplace can [...] generate trust and ‘bridging’ social ties that help people collaborate across potentially divisive ethnic and social boundaries”.<sup>7</sup> On the other hand, cultural and political participation also contribute to foster dialogue and social cohesion. These aspects will be taken into consideration particularly for the identification of good practices.

We will assess social inclusion within the framework defined by the EU: having access to the opportunities and resources to participate economically, socially and culturally.

The table below identifies a number of areas where in our experience the three forms of participation are to be found in a city such as Frankfurt.

**Table 1.1 Forms of economic, social and cultural participation in Frankfurt**

<b>Economic Participation</b>	<b>Social Participation</b>	<b>Cultural Participation</b>
Employment and the labour market	Housing	Arts
Self-employment and entrepreneurship	Health	Media
Lifelong learning and skill training	Education	Sports
Social security	Social assistance	Religion
Purchasing power	Safety and justice	Leisure
	Transportation and mobility	Volunteering / civic engagement

### 1.3 Methodology

A common methodology was followed in all four cities to ensure the comparability of results. The mixed-method approach combined an in-depth data and literature review, 20 stakeholder interviews, a quantitative survey amongst migrant EU workers in Frankfurt and three focus groups where results were reflected, conclusions drawn and recommendations formulated.

The **in-depth data and literature review** made use of available local quantitative data on migrants in Frankfurt (e.g. the dedicated Frankfurt integration and diversity monitor published in 2012<sup>8</sup>), as well as the body of research on the challenges and opportunities

5 OECD (2011) Perspectives on Global Development 2012: Social Cohesion in a Shifting World, OECD Publishing.

6 Ibid.

7 Woolcock & Narayan (2000), Varshney (2002) and Kilroy (2012), cited in Wietzke, F-B. (2014) “Pathways from Jobs to Social Cohesion,” World Bank Research Observer, 16 April.

8 Amka (2012) Frankfurter Integrations- und Diversitätsmonitoring 2012, Amt für multikulturelle Angelegenheiten, Frankfurt.

related to the socio-economic integration of migrants. Two things should be noted: firstly, the body of research typically does not focus on the situation in Frankfurt specifically (rather than the situation in the federal state of Hessen or Germany-wide) and a limited amount of research focuses on EU migrants specifically (rather than the group of migrants overall or specific other migrant groups of interest in the German context).

**Stakeholder interviews** in Frankfurt involved a cross-section of all groups specified at the outset of the study. The group of interviewees included:

- Local authorities and local service providers: 7;
- Public employment services: 2;
- Social partners: 5;
- Civil society actors: 3;
- Other: 3 (academic and national-level stakeholders).

For more detailed information on the participants in the stakeholder interviews, please see Annex 2.

The **survey amongst migrant EU workers** in Frankfurt was implemented through a self-administered online questionnaire using a combination of different sampling frames. Invitations to the survey were primarily distributed through the Frankfurt based Welcome Centre, the Foreigners' Council (*Kommunale Ausländervertretung, KAV*), migration counselling centres, migrant associations and schools and social media platforms (facebook, linkedin, expatriate forums). Survey versions were available in German, English, Italian, Romanian and Bulgarian. 600 people accessed the survey, of which 129 people responded to the survey in full or answered to the majority of questions. A description of the sample can be found in annex 1.

Three **focus groups** were held, each of which with a different focus and set of stakeholders. Focus groups revolved around:

- labour market and employment issues. Participants were representatives of the public employment agency Frankfurt (*Arbeitsagentur*), the chamber of trade and commerce (*IHK*), advisory service provider (*WelcomeCentre, Berami e.V.*) and the Educational Institute of the Hessian Economy (*Bildungsinstitut der Hessischen Wirtschaft*). In total, six stakeholders took part in this focus group;
- access to social services and benefits. Participants were representatives of education and health authorities (*Landesschulamt, Gesundheitsamt*), the office for multicultural affairs (*Amt für Multikulturelle Angelegenheiten*), trade unions (*IG BAU*), advisory service providers (*Verband binationaler Partnerschaften*) and researchers working in the field (*Institut für Sozialarbeit und Sozialpädagogik e.V., Bildungsinstitut der Hessischen Wirtschaft*). In total, eight stakeholders took part in this focus group;
- the experience of migrant EU workers in Frankfurt from their perspective with associations of migrants and individual migrants. In total, six stakeholders took part in this focus group. For a full list of participants please see Annex 3.

Focus groups were used for a presentation of the preliminary findings of the study, the validation of the identified issues, the identification of further research needs and the formulation of conclusions and recommendations.

## 1.4 Explanation for the selection of Frankfurt

The exclusion and selection criteria for countries and cities to be included in this study were specified by the European Commission. The four case study cities were selected on the basis of the following criteria:

- “The selected cities must be amongst those with the highest presence of recent migrant EU workers (EU workers who arrived since the year 2000), and/or having recently experienced the highest influx of migrant EU workers over a short period of time;
- Challenges for their inclusion in local society and/or labour market;
- Opportunities for their inclusion in local society and/or labour market;
- Geographical location of the cities, which must be in four different Member States, which must themselves be amongst those with the highest presence of recent migrant EU workers (EU workers who arrived since the year 2000), and/or having recently experienced the highest influx of migrant EU workers over a short period of time;
- Size of the cities, which must be above 500,000 inhabitants.

Cities not to be included:

- Cities which have already been the subject of the previous EY study;<sup>9</sup>
- National capitals<sup>10</sup>.

Germany was selected for this study, as it hosts the largest number of EU migrants in absolute terms and has also recently become one of the main destination countries of EU migrants. In 2013, 1,226,496 people moved to Germany<sup>11</sup> - of which 64.6% were citizens from an EU-country.<sup>12</sup> 70% of the net increase in migration to Germany since 2008<sup>13</sup> can be attributed to EU citizens, who are seizing employment opportunities in Germany’s comparatively stronger labour market.<sup>14</sup> Germany is also one of the top destinations for active migrant EU workers who have been established in the country for less than 5 years, alongside the UK. Both countries together host more than 50% of all economically active intra-EU movers.<sup>15</sup>

Frankfurt is with 27.3% the city with the highest share of non-German citizens in Germany.<sup>16</sup> 42.7% of Frankfurt’s citizens are either first or second generation migrants.<sup>17</sup> Today, nearly half of the 191,034 foreign citizens in Frankfurt are from an EU Member State (48.2%).<sup>18</sup> The number of EU-28 migrants has increased considerably in the last 10

<sup>9</sup> EY (2014) Evaluation of the impact of the free movement of EU citizens at local level – Final report, January 2014. Available from [http://ec.europa.eu/justice/citizen/files/dg\\_just\\_eva\\_free\\_mov\\_final\\_report\\_27.01.14.pdf](http://ec.europa.eu/justice/citizen/files/dg_just_eva_free_mov_final_report_27.01.14.pdf), last accessed 6 February 2015.

<sup>10</sup> European Commission, Employment, Social Affairs and Inclusion Directorate-General, Specifications – Tender No. VT/2014/027, pp. 3-4.

<sup>11</sup> This includes 1.108.071 non-Germans and 118.425 Germans.

<sup>12</sup> Destatis (2014) *Bevölkerung und Erwerbstätigkeit*, Vorläufige Ergebnisse, 22.05.2014.

<sup>13</sup> EU (2014) *EU Employment and Social Situation, Quarterly Review Recent trends in the geographical mobility of workers in the EU*: p. 25.

<sup>14</sup> Destatis (2014) *Bevölkerung und Erwerbstätigkeit*, Statistisches Bundesamt Wiesbaden. Online: <https://www.destatis.de/DE/Publikationen/Thematisch/Arbeitsmarkt/Erwerbstaetige/StandEntwicklungErwerbstaetigkeit.html> (accessed 24.04.2014).

<sup>15</sup> EU (2014) *EU Employment and Social Situation, Quarterly Review Recent trends in the geographical mobility of workers in the EU*: p. 22.

<sup>16</sup> Stadt Frankfurt (2014) *Statistik.aktuell 25/2014, Ausländische Einwohnerinnen und Einwohner in Frankfurt am Main – Veränderungen im 1. Halbjahr 2014*.

<sup>17</sup> Stadt Frankfurt (2012) *Frankfurter Integrations- und Diversitätsmonitor*, Frankfurt, p.33.

<sup>18</sup> Ibid.

years, namely by 32.6% between 2004 (66,324) and 2013 (87,960).<sup>19</sup> This increase can be partially explained by large inflows from EU-10 Member States after 2004, but more recent years have seen increases for every single EU Member State. In fact, the majority of the overall increase in the last 10 years can be attributed to the period of the economic crisis between 2009 and 2013.

Comparing these recent developments with other German cities, it shows that in 2013, Frankfurt recorded with 12,710 the second-highest number of in-flowing EU migrants in Germany after Munich (13,499) and well before Hamburg (7,783) and Duisburg (7,317).<sup>20,21</sup> Frankfurt also had the second highest number of in-coming EU-10 migrants (3,940) after Munich and the second highest number of in-coming Bulgarian and Romanian nationals (4,179) after Duisburg in 2013.

Frankfurt was selected as a case study due to this strong in-flow of EU migrants to Frankfurt, both high skilled and low skilled, from every single EU Member State in recent years.

## 1.5 Structure of the report

This report is structured as follows: **chapter 2** presents the relevant city and national context, including information on the demography and main socio-economic characteristics of the city. **Chapter 3** provides an overview of the flows and stocks of EU migration in Frankfurt, as well as discusses the profile of EU migrants in Frankfurt. **Chapter 4** discussed in-depth the challenges and opportunities for EU workers, local workers and the local community in Frankfurt. **Chapter 5** presents policies and practices which support the socio-economic inclusion of migrant EU workers at local level, while **Chapter 6** summarises the study's main findings, conclusions and recommendations.

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<sup>19</sup> Stadt Frankfurt (2014) Frankfurt vor der Europawahl am 25.05.2014: Die Gruppe der Ausländisches EU Staatsangehörigen ist stark angewachsen, statistik aktuell 11/2014.

<sup>20</sup> BMI/BMAS (2014) Zwischenbericht des Staatssekretärsausschusses zu „Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedsstaaten“, Berlin, p. 20. This number is likely to increase due to late registering.

<sup>21</sup> BMI/BMAS (2014) Zwischenbericht des Staatssekretärsausschusses zu „Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedsstaaten“, Berlin, p. 20.



## 2 The Political and Social Context in Frankfurt

### 2.1 Demography

Frankfurt is a city of 700,815 inhabitants<sup>22</sup> with central location in continental Europe. The city has a decidedly international outlook with a long history of inward migration, being a major international transport hub, the largest financial centre in central Europe and having been a trade-fair site for more than 800 years. Today as 25 years ago, Frankfurt is with 27.3% the **city with the highest share of non-German citizens in Germany**.<sup>23</sup> Nearly half of all foreign citizens in Frankfurt are EU citizens (48.2%).<sup>24</sup> Further, 42.7% of Frankfurt's citizens are either first or second generation migrants.<sup>25</sup>

Frankfurt is a growing city. In 2014, it passed the threshold of 700,000 inhabitants for the second time in its history, after numbers were revised down in 2012 based on methodology change following the 2011 census results. Disregarding these changes in statistical methodology, the city has been growing constantly over the last decade, with 52,000 new inhabitants added to the city in the last four years alone, according to an analysis of the Frankfurt statistical office.<sup>26</sup> In the second half of 2013, the city population increased by 315 people on average per week and while the growth rate has currently slowed down to 287 people on average, the growth of the city is expected to continue in the short and medium term.

Notwithstanding the inflow of people from elsewhere in Germany and abroad, long-term demographic change experienced across Germany will also affect Frankfurt; however forecasts suggest that demographic change in Frankfurt progresses at a slower pace compared to the regional and national average.<sup>27</sup> Two independent forecasts (of the Frankfurt statistical office<sup>28</sup> and of the Bertelsmann Foundation<sup>29</sup>) estimate that the population in Frankfurt will continue to increase at least until 2020.

### 2.2 Socioeconomic situation

Frankfurt is a wealthy city, located in Germany's wealthiest *Flächenland*<sup>30</sup> - Hessen.<sup>31</sup> In 2012, Frankfurt had a GDP per person engaged in economic activity of €85.345.<sup>32</sup> The median gross monthly income in Frankfurt is with € 3,829 59% higher than the national

<sup>22</sup> Stadt Frankfurt (2014) statistik.aktuell 25/2014, Ausländische Einwohnerinnen und Einwohner in Frankfurt am Main – Veränderungen im 1. Halbjahr 2014, Frankfurt: Bürgeramt, Statistik und Wahlen.

<sup>23</sup> Stadt Frankfurt (2014) Statistik.aktuell 25/2014, Ausländische Einwohnerinnen und Einwohner in Frankfurt am Main – Veränderungen im 1. Halbjahr 2014.

<sup>24</sup> Ibid.

<sup>25</sup> Stadt Frankfurt (2012) Frankfurter Integrations- und Diversitätsmonitor, Frankfurt, p.33.

<sup>26</sup> All data: Stadt Frankfurt (2014) statistik.aktuell 24/2014, Einwohnerinnen und Einwohner in Frankfurt am Main – 1. Halbjahr 2014, 700 000 Marke erneut überschritten, Frankfurt: Bürgeramt, Statistik und Wahlen.

<sup>27</sup> Stadt Frankfurt (2010) Frankfurter Bevölkerungsvorrausberechnung bis 2030, statistik aktuell, No. 26/2010, Frankfurt: Bürgeramt, Statistik und Wahlen

<sup>28</sup> Ibid.

<sup>29</sup> Wegweiser Kommune (2014) Daten und Visualisierungen. Köln, Bertelsmann Stiftung. Online: <http://www.wegweiser-kommune.de/statistik/bevoelkerungsprognose> (accessed 20.10.2014)

<sup>30</sup> This excludes the wealthier city states of Hamburg and Bremen.

<sup>31</sup> Statistische Ämter der Länder (2014) *Bruttoinlandsprodukt, Bruttowertschöpfung in den Ländern der Bundesrepublik Deutschland 1991 bis 2013*, Arbeitskreis. "Volkswirtschaftliche Gesamtrechnungen der Länder" des Statistischen Bundesamtes und des Bürgeramtes, Statistik und Wahlen Frankfurt a. M., Reihe 1, Band 1, Stuttgart: Statistisches Landesamt Baden-Württemberg.

<sup>32</sup> Amt für multikulturelle Angelegenheiten (2014) *Gesundheit*, Frankfurt: Online: [http://www.frankfurt.de/sixcms/detail.php?id=437171&ffmpar\[\\_id\\_inhalt\]=719011](http://www.frankfurt.de/sixcms/detail.php?id=437171&ffmpar[_id_inhalt]=719011) (accessed 20.10.2014).

median and 20% higher than the median income in Hessen.<sup>33</sup> Just like Germany as a whole, the city has weathered the economic crisis comparatively well and quickly recovered from the 2008-2009 recession. The number of employed people in Frankfurt has increased by 12% between 2000 and 2013 (and even by 7.7% between 2006 and 2011).<sup>34,35</sup> In 2013, the unemployment rate in Frankfurt was 7.4%.

The vast majority of people working in Frankfurt are employed in the tertiary sector (89.2%), while 10.8% are employed in manufacturing.<sup>36</sup> Within the service sector, sub-sectors are varied: One of the largest sub-sectors are the financial services industry and financial institutions, which provide work for 14.2% of people employed in Frankfurt, in addition to people working at the Frankfurt based European Central Bank and the German Bundesbank. Other important employers are transport and logistic companies (14.2%), such as the airport Frankfurt. 10.8% of employees provide professional, scientific and technical services (e.g. in around 400 advertisement agencies) and 10.1% are involved in 'other service activities' (this often refers to unskilled services, such as cleaning services) and 8.1% work in health and care services.

## 2.3 Service delivery organisation and local governance

According to the Basic Law (*Grundgesetz, GG*), the responsibility in those policy areas which are key for the socio-economic integration of migrants, namely schooling, language promotion, housing and healthcare, lies in the realm of the Länder and is delivered through the municipalities at local level. This includes the responsibility for financing these measures. In these policy areas the federal level can run supporting programmes in these policy areas only on very discrete issues (*flankierende Maßnahmen*).<sup>37</sup> In detail, responsibilities are divided as follows:

- The landscape of **social benefits**, primarily unemployment benefit (*Arbeitslosengeld, SGB III*) and social assistance (*Arbeitslosengeld II, SGB II*), and their financing is complex, but the responsibility is shared between the municipal and federal level in the majority of cases. Access to unemployment benefit as well as job placement services involve contact with the local agencies of the Federal Employment Agency (*Bundesagentur für Arbeit, BA*), which is the largest service provider in the German labour market. Depending on area, this task can also be fulfilled by a *Jobcenter* as a shared facility between the BA and local authorities.<sup>38</sup> Access to social assistance involves contact with the local *Jobcenter*, and assistance is jointly financed by the federal and municipal level. Social assistance (*Grundsicherung*) in old age and in the case of inability to work is financed by the federal level;<sup>39</sup>

<sup>33</sup> Data for 2012, includes those who are employed paying social security contributions (e.g. excludes civil servants and the self-employed), statistics of the federal employment agency.

<sup>34</sup> Bundesagentur für Arbeit (2014) *Zahlen, Daten, Fakten, Strukturdaten und – indikatoren*, Frankfurt: Agentur für Arbeit, 11.06.2014.

<sup>35</sup> Regionalverband FrankfurtRheinMain (2014) *Wirtschaft*, Frankfurt: Online [http://www.region-frankfurt.de/media/custom/2005\\_1120\\_1.PDF?1352363209](http://www.region-frankfurt.de/media/custom/2005_1120_1.PDF?1352363209) (accessed 28.10.14).

<sup>36</sup> All data Stadt Frankfurt (2014) *Statistisches Jahrbuch, Arbeitsmarkt*, Frankfurt: p.73-89, this includes only those with employment eligible for social security contributions and includes those in marginal employment and the self-employed.

<sup>37</sup> BMI/ BMAS (2014), *Abschlussbericht des Staatssekretärausschusses Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedstaaten*, Berlin.

<sup>38</sup> Bundesagentur für Arbeit (2014): *Organisation*. Nürnberg. Online: <http://www.arbeitsagentur.de/web/content/DE/service/Ueberuns/AufbauundOrganisation/Detail/index.htm?dfContentId=L6019022DSTBAI485455> (accessed 28.10.14).

<sup>39</sup> BMI/ BMAS (2014), *Abschlussbericht des Staatssekretärausschusses Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedstaaten*, Berlin.

- In the area of **housing**, the Länder are responsible for the provision of housing and provision for the homeless. Cities and municipalities have a key role in implementing the Länder legislation and main integration projects are implemented on the local level;
- Outpatient **healthcare services** are mainly covered by GPs, in-patient healthcare is provided by hospitals, whereby there is a great variety in terms of public and private operators and owners of different types of hospitals. However, depending on the local context, cities and municipalities can be operators of hospitals and also finance and provide emergency healthcare services (which are also often provided in cooperation with (or solely by) non-statutory social welfare organisations). The Public Health Service (PHS) (*Öffentlicher Gesundheitsdienst, ÖGD*) is the organisation of services at the federal, state, and local level, which works to protect the general health of the community and the individual, through for example disease prevention and epidemiology; environmental health and toxicology; health promotion, prevention and monitoring; youth healthcare, social and childcare as well as counselling and psychiatric services;<sup>40</sup>
- Legislators at *Länder* level are in general responsible for **education policy**. 90% of all costs for education policy in German are jointly carried by the *Länder* and municipalities, with the larger share borne at *Länder* level.<sup>41</sup> Municipalities are generally responsible for non-personnel costs and also costs of non-teaching staffs. The Standing Conference of the Ministers of Education and Cultural Affairs of the *Länder* in the Federal Republic of Germany (Kultusministerkonferenz, KMK) is the main self-coordination mechanism for the ministers and senators of the *Länder* which are responsible for education, higher education and research, as well as cultural affairs;
- **Integration courses and migration counselling:** Are financed by the federal level and delivered by private and charitable sector organisations (see chapter 4 and 5).

Service delivery at local level is anticipated to face increased budgetary pressure due to the introduction of the **debt ceiling** (*Schuldenbremse*) in 2011. Enshrined in the Basic Law it puts a ceiling on the net borrowing at federal and *Länder* level. While cities and municipalities are not directly affected by the debt ceiling, it is expected that the *Länder* governments will consolidate their budgets by reducing funding and the provision of services at local level.

Frankfurt is governed by the directly elected **city council** (*Stadtverordnetenversammlung*) which makes budgetary decisions, issues by-laws and appoints the heads of city departments; and the **city government** (*Magistrat*) headed by a directly elected mayor. The *Magistrat* consists of eleven departments, amongst which is the Department for Integration (*Dezernat XI – Integration*),<sup>42</sup> responsible for topics of integration, multicultural affairs and diversity.

Affiliated with this department are two institutions concerned with issues of integration and migration: **the Foreigners' Council** (*Kommunale Ausländervertretung, KAV*) and **the Office for Multicultural Affairs** (*Amt für multikulturelle Angelegenheiten, AmkA*). The political body KAV works for the improvement of the situation of migrants. Its

<sup>40</sup> Jäger, Helmut (2002) *Die Rolle der Kommune in der deutschen Gesundheitsversorgung*. Rotenburg, p. 25. Online <http://www2.gtz.de/dokumente/bib/02-0405.pdf> (accessed 28.10.14).

<sup>41</sup> Kmk (2012) *Das Bildungswesen in der Bundesrepublik Deutschland 2011/2012*, Sekretariat der Ständigen Konferenz der Kultusminister der Länder, July 2012.

<sup>42</sup> Stadt Frankfurt (2014) *Integration (Dezernat XI)*, Frankfurt: Online [http://www.frankfurt.de/sixcms/detail.php?id=2711&\\_ffmpar\[\\_id\\_inhalt\]=6989](http://www.frankfurt.de/sixcms/detail.php?id=2711&_ffmpar[_id_inhalt]=6989) (accessed 28.10.14).

proposals on integration issues must be considered by the city council.<sup>43</sup> The administrative body *AmkA* connects relevant stakeholders working on integration, diversity and migrant support and coordinates efforts, kick-starts new initiatives and acts as a platform for new ideas and debates in the area.<sup>44</sup>

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<sup>43</sup> Spencer, S. (2008) *Equality and diversity in jobs and services: City policies for migrants in Europe*, Dublin: Eurofound.

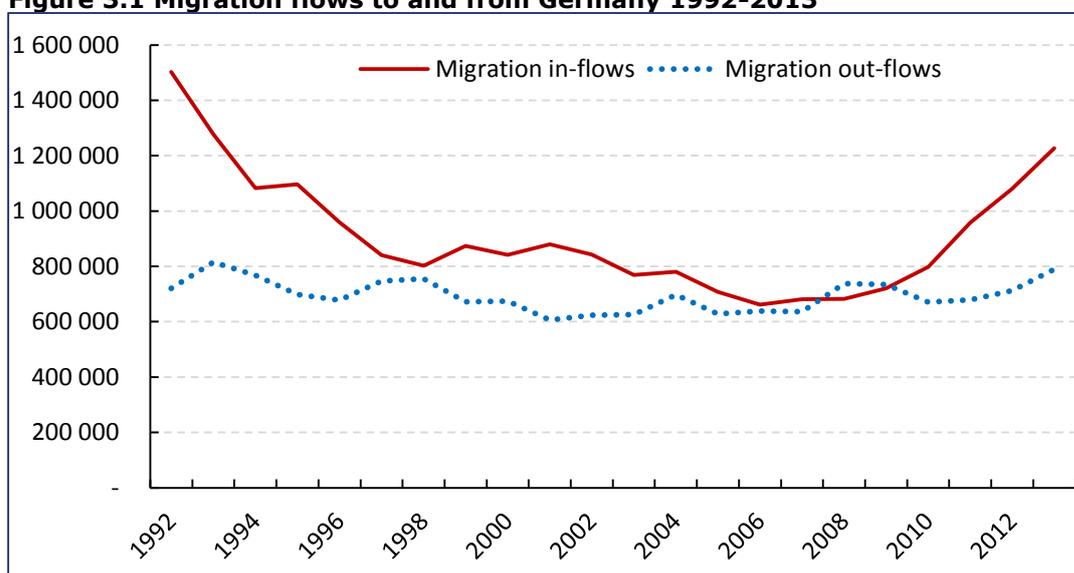
<sup>44</sup> Stadt Frankfurt (2014) *Office for Multicultural Affairs – AmkA*, Frankfurt: Online [http://www.frankfurt.de/sixcms/detail.php?id=7017&\\_ffmpar\[\\_id\\_inhalt\]=7846492](http://www.frankfurt.de/sixcms/detail.php?id=7017&_ffmpar[_id_inhalt]=7846492) (accessed 28.10.14).

## 3 EU labour migration to Frankfurt

### 3.1 Foreword - the national context

Germany has a long history of receiving workers from other European countries and beyond, in particular to counteract labour shortages in the German economy. In the years of the German economic miracle (*Wirtschaftswunder*) between the mid-1950s and 1973, Germany actively pursued a policy of recruiting **guest workers** (*Gastarbeiter*) from Italy, Spain, Greece and Portugal, as well as Turkey, Morocco, Tunisia and the former Yugoslavian Republic, to counteract the labour shortages of its thriving economy.<sup>45</sup> Following its re-unification, Germany experienced a decrease of inward migration,<sup>46</sup> but has seen a renewed trend of larger inflows since the mid-2000s.

**Figure 3.1 Migration flows to and from Germany 1992-2013**



Source: Own illustration based on Destatis 2014, Bevölkerung und Erwerbstätigkeit, Vorläufige Ergebnisse, 22.05.2014.

In 2013, 1,226,496 people moved to Germany<sup>47</sup> - of which 64.6% were citizens from an EU-country.<sup>48</sup> In fact, 70% of the net increase in migration to Germany since 2008<sup>49</sup> can be attributed to EU citizens, who are seizing employment opportunities in Germany's comparatively stronger labour market. Additionally, **transitional agreements** came to an end in May 2011 for EU-8 nationals<sup>50</sup> and early 2014 for EU-2 nationals,<sup>51</sup> when these groups obtained full access to the German labour market. The only group of EU-nationals

<sup>45</sup> Federal agency for civic education (2012) *History of Migration to Germany after 1950*, 31.05.2012, <http://www.bpb.de/politik/grundfragen/deutsche-verhaeltnisse-eine-sozialkunde/138012/geschichte-der-zuwanderung-nach-deutschland-nach-1950?p=all> (accessed 29.09.2014).

<sup>46</sup> BMI/BAMF (2014) *Migrationsbericht 2012*, Berlin, Januar 2014. [http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/Migrationsberichte/migrationsbericht-2012.pdf?\\_\\_blob=publicationFile](http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/Migrationsberichte/migrationsbericht-2012.pdf?__blob=publicationFile) (accessed 29.09.2014).

<sup>47</sup> This includes 1.108.071 non-Germans and 118.425 Germans.

<sup>48</sup> Destatis (2014) *Bevölkerung und Erwerbstätigkeit*, Vorläufige Ergebnisse, 22.05.2014.

<sup>49</sup> EU (2014) *EU Employment and Social Situation, Quarterly Review Recent trends in the geographical mobility of workers in the EU*: p. 25.

<sup>50</sup> This included the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia and Slovenia.

<sup>51</sup> This includes Bulgaria and Romania.

yet to gain full access to the German labour market are Croatian nationals, who are currently subject to the first phase of transitional measures.

Today, 3,022,392 citizens from other European Member States live in Germany, amounting to 3.68% of the resident population.<sup>52</sup> This includes migrants who have lived in Germany for a very long time, many of which have come to Germany in the context of the *Gastarbeiter* programme in the 1960s and 70s. In fact, the average length of stay of EU migrants (this excludes those who eventually acquire citizenship) was 18.3 years in 2013.<sup>53</sup> Yet, Germany is also one of the top destinations for active migrant EU workers who have been established in the country for less than 5 years, alongside the UK. Both countries together host more than 50% of all economically active intra-EU movers.<sup>54</sup>

### 3.2 Trends in EU migration to Frankfurt

The history of labour migration to Frankfurt mirrors that of Germany as a whole. Due to its role as an economic, trade and transport hub in the centre of Germany, it was one of the most important destinations for *Gastarbeiter* in the 1960s/1970s and has remained a popular destination for migrant workers ever since.<sup>55</sup> In the last 25 years, migration flows into Frankfurt have been driven by a number of key events, namely the German reunification and the disintegration of the Soviet Union (and associated migration from Eastern Europe), the Yugoslav Wars (and associated migration, which lead to migrants from former Yugoslavia being the largest migrant community until 2005) and the enlargement of the EU (and associated migration from the EU-12).<sup>56</sup>

Today, nearly half of the 191,034 foreign citizens in Frankfurt are from an EU Member State (48.2%).<sup>57</sup> The number of EU-28 migrants has increased considerably in the last 10 years, namely by 32.6% between 2004 (66,324) and 2013 (87,960).<sup>58</sup> This increase can be partially explained by large inflows from EU-10 Member States after 2004, but more recent years have seen increases for every single EU Member State. In fact, the majority of the overall increase in the last 10 years can be attributed to the period of the economic crisis between 2009 and 2013.

Comparing these recent developments with other German cities, it shows that in 2013, Frankfurt recorded with 12,710 the second-highest number of in-flowing EU migrants in Germany after Munich (13,499) and well before Hamburg (7,783) and Duisburg

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<sup>52</sup> Eurostat.

<sup>53</sup> Destatis (2014) *Bevölkerung und Erwerbstätigkeit*, Statistisches Bundesamt Wiesbaden. Online:

<https://www.destatis.de/DE/Publikationen/Thematisch/Arbeitsmarkt/Erwerbstaetige/StandEntwicklungErwerbstaetigkeit.html> (accessed 24.04.2014).

<sup>54</sup> EU (2014) *EU Employment and Social Situation*, Quarterly Review Recent trends in the geographical mobility of workers in the EU: p. 22.

<sup>55</sup> Lüken-Klaßen, D., Pohl, F. (2010) *Unternehmertum von Personen mit Migrationshintergrund in Frankfurt am Main*, CLIP network: p. 6.

<sup>56</sup> AMKA (2009), *20 Jahre AmkA 1989–2009*, Frankfurt.

[https://www.frankfurt.de/sixcms/media.php/738/Publ\\_20\\_Jahre\\_AmkA.pdf](https://www.frankfurt.de/sixcms/media.php/738/Publ_20_Jahre_AmkA.pdf) (accessed 20.10.2014).

<sup>57</sup> Ibid.

<sup>58</sup> Stadt Frankfurt (2014) *Frankfurt vor der Europawahl am 25.05.2014: Die Gruppe der Ausländisches EU Staatsangehörigen ist stark angewachsen*, statistik aktuell 11/2014.

(7,317).<sup>59,60</sup> Frankfurt also had the second highest number of in-coming EU-10 migrants (3,940) after Munich and the second highest number of in-coming Bulgarian and Romanian nationals (4,179) after Duisburg in 2013.

These large inflows in recent years come with a changing composition of the EU migrant population in Frankfurt. While in 2004, the top-5 largest EU migrant communities were from Italy, Croatia, Greece, Spain and Poland (in this order), the Polish community has more than doubled in the last 10 years and is now the second largest EU migrant community in Frankfurt. The number of Romanians has increased more than threefold, making the Romanian community the fourth largest EU migrant community in Frankfurt. Table 1 illustrates the changing composition of the EU migrant population and is ordered by the size of the respective migrant community in 2013.

**Table 3.1 Size of EU migrant communities in Frankfurt, 2004, 2009 and 2013**

	2004	2009	2013	Change 2004-2013	Change 2009-2014
<i>EU-28</i>	66324	69585	87960	32.6%	26.4%
Italy	14494	13402	14041	-3.1%	4.8%
Poland	5880	9451	12872	118.9%	36.2%
Croatia	12408	11574	12422	0.1%	7.3%
Romania	1622	2931	7295	349.8%	148.9%
Greece	7039	5974	6407	-9.0%	7.2%
Spain	4970	4472	6132	23.4%	37.1%
Bulgaria	1091	2713	5918	442.4%	118.1%
France	3354	3358	4010	19.6%	19.4%
Portugal	3731	3516	3898	4.5%	10.9%
United Kingdom	2694	2531	2932	8.8%	15.8%
Austria	2666	2523	2661	-0.2%	5.5%
Hungary	708	996	1761	148.7%	76.8%
Netherlands	1013	1097	1415	39.7%	29.0%
Lithuania	578	876	1198	107.3%	36.8%
Czech Republic	640	625	788	23.1%	26.1%
Slovakia	488	596	624	27.9%	4.7%
Slovenia	579	522	620	7.1%	18.8%
Ireland	459	409	517	12.6%	26.4%
Belgium	370	383	485	31.1%	26.6%
Latvia	206	318	477	131.6%	50.0%
Finland	437	431	466	6.6%	8.1%
Sweden	474	421	452	-4.6%	7.4%
Denmark	232	202	233	0.4%	15.3%
Luxembourg	106	132	153	44.3%	15.9%

<sup>59</sup> BMI/BMAS (2014) Zwischenbericht des Staatsekretärsausschusses zu „Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedsstaaten“, Berlin, p. 20. This number is likely to increase due to late registering.

<sup>60</sup> BMI/BMAS (2014) Zwischenbericht des Staatsekretärsausschusses zu „Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedsstaaten“, Berlin, p. 20.

	2004	2009	2013	Change 2004-2013	Change 2009-2014
Estonia	57	90	127	122.8%	41.1%
Cyprus	18	26	36	100.0%	38.5%
Malta	10	17	20	100.0%	17.6%

Source: Own calculations based on Stadt Frankfurt (2014) Frankfurt vor der Europawahl am 25.05.2014: Die Gruppe der Ausländisches EU Staatsangehörigen ist stark angewachsen, statistik aktuell 11/2014: p. 2, citizen registry data.

The largest non-EU communities are Turkish (27,305), Serbian (8,904), Moroccan (5,766), Bosnian (4,908) and Indian (3,919).

### 3.3 Demographic characteristics of migrant EU citizens

Only limited information is available on the more detailed demographic characteristics of migrant EU citizens in Frankfurt, due to a number of facts which should be noted a priori: While the richest data sources at local level are administrative (e.g. the integration and diversity monitor of the city of Frankfurt), these typically do not distinguish between EU and other migrants,<sup>61</sup> which is an expression of the absence of a specific policy focus on EU migrants (see also chapter 5). Exceptions are registry data and data held by the public employment services; yet these contain limited information only. An additional challenge is that the status 'migrant' or 'with migration background' is recorded differently in different administrative sources, leading to issues of comparability.

The following section therefore presents demographic information based on the data available, but also draws on national level research, where there is no specific information for Frankfurt:

- **Gender:** EU migrants in Frankfurt are more likely to be male than the general population (53.3%).<sup>62</sup> This gender imbalance may be partially explained by the commonly observed family migration pattern, whereby the male household member migrates first and is later joined by the partner and/or family<sup>63</sup>;
- **Age:** Registry data from 2013 suggests that 90% of EU migrants in Frankfurt are 18 years or older.<sup>64</sup> This implies that EU migrants in Frankfurt have less children than the general population (there 84% are older than 18).<sup>65</sup> When looking at the EU migrant adult population (figure 3.2), it shows that EU migrants are more often prime-age workers in younger age groups and less likely to be above retirement age than the general population.<sup>66</sup> EU-2 migrants have an even younger age profile with three quarters being aged between 18 and 44.<sup>67</sup>

<sup>61</sup> Stadt Frankfurt (2012) *Frankfurt Integration and Diversity Monitoring 2012*. Frankfurt. Online: <http://www.vielfalt-bewegt-frankfurt.de/en/news/frankfurt-integration-and-diversity-monitoring-2012> (accessed 28.10.14).

<sup>62</sup> Stadt Frankfurt (2014) *Frankfurt vor der Europawahl am 25.05.2014: Die Gruppe der Ausländisches EU Staatsangehörigen ist stark angewachsen, statistik aktuell 11/2014*.

<sup>63</sup> Focus group discussions.

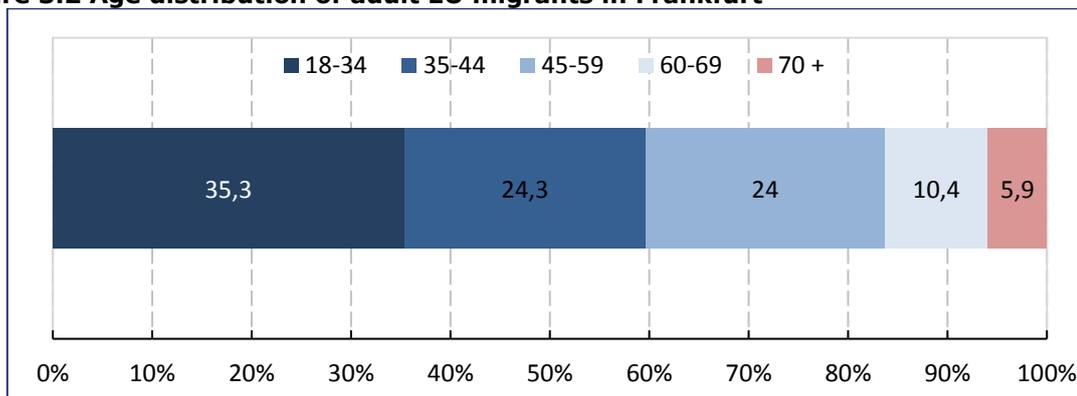
<sup>64</sup> Ibid.

<sup>65</sup> Stadt Frankfurt (2013) *Statistical Portrait*, [http://www.frankfurt.de/sixcms/media.php/678/J2014K00\\_Statistisches\\_Portrait\\_2013.pdf](http://www.frankfurt.de/sixcms/media.php/678/J2014K00_Statistisches_Portrait_2013.pdf) (accessed 20.12.2014).

<sup>66</sup> See for comparison Stadt Frankfurt (2013), *Veröffentlichung der Einwohnerzahlen aus dem Zensus 2011 durch das Statistische Bundesamt und das Hessisches Statistik Amt*, Statistik Aktuell 09/2013, no data is available broken down by similar age brackets. However, it can be stated that 16.2% of the general population is above 65 and 34.1% is above 55.

<sup>67</sup> Stadt Frankfurt (2014) *Frankfurt vor der Europawahl am 25.05.2014: Die Gruppe der Ausländisches EU Staatsangehörigen ist stark angewachsen, statistik aktuell 11/2014*.

Figure 3.2 Age distribution of adult EU migrants in Frankfurt



Source: Own illustration based on Stadt Frankfurt (2014) Frankfurt vor der Europawahl am 25.05.2014: Die Gruppe der Ausländisches EU Staatsangehörigen ist stark angewachsen, statistik aktuell 11/2014: p. 4, citizen registry data.

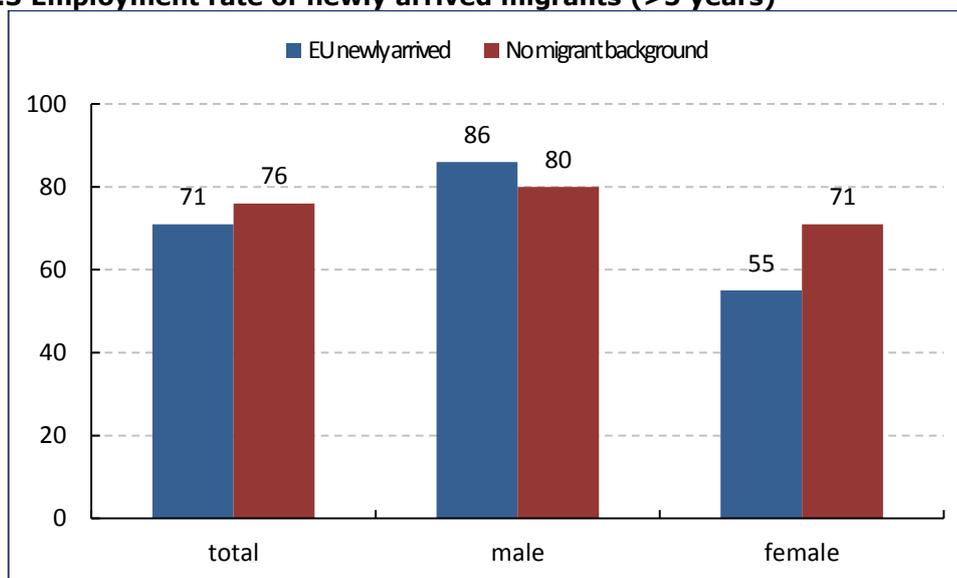
- **Duration of residence:** The largest share of EU migrants has lived in Frankfurt for 5 years or less (44.7%), a smaller share has lived in Frankfurt between 5 and 14 years (20.2%), while there is a significant share of migrants that has lived in Frankfurt for 15 years or longer (35.1%);<sup>68</sup>
- **Qualifications:** What is known from national research is that EU migrants arriving to Germany tend to be increasingly higher educated.<sup>69</sup> This also holds for migrants coming from Bulgaria and Romania, however it should be noted that the research was conducted prior to the end of the transitional arrangements. No such information is available at local level;
- **Work experience:** When migrant EU workers arrive in Germany, they generally already have job experience. More than 70% of migrant EU workers who moved to Germany had some job experience, while about half of all migrant EU workers were working in the year prior to moving to Germany;<sup>70</sup>
- **Employment rates:** In 2011, newly arrived EU migrants, who had migrated to the Federal State of Hessen less than 5 years ago, had a 5% lower employment rate than the population with no migration background (figure 3.3). However, newly arrived male EU migrants actually displayed higher employment rates than their native counterparts, showing that lower employment rates of newly arrived EU migrants are primarily driven by the lower employment rate of female EU migrants.

<sup>68</sup> Ibid.

<sup>69</sup> Seibert, H & Wapler, R. (2012). Aus dem Ausland kommen immer mehr Akademiker. *IAB-Kurzbericht 21/2012*.

<sup>70</sup> Brücker, H., Liebau, E., Romiti, A., Vallizadeh, E. (2014) Anerkannte Abschlüsse und Deutschkenntnisse lohnen sich, *DIW Wochenbericht 43/2014*, Berlin.

**Figure 3.3 Employment rate of newly arrived migrants (>5 years)**



Source: Own illustration based on Hessisches Ministerium der Justiz, für Integration und Europa (2013), Integration nach Maß, der Hessische Integrationsmonitor 2013, based on microcensus data 2011.

It should be noted that previous research<sup>71</sup> from 2009 suggests that there is great variation between citizens of different EU Member States, e.g. newly arrived migrants from EL, IT, PT and ES had lower employment levels:

- **Unemployment rates:** When broadening the view beyond newly arrived migrants, it is possible to note that migrant EU workers in Germany have higher unemployment rates on average. While the total unemployment rate (*SGB II Bezug*) in Germany stood at 7.4% in October 2014, it was higher for the Southern European Member States (11.6%) and the EU-8 (11.1%) nationals. Interestingly Bulgarians (23.6%) and Romanians (9.7%) display increasingly diverging unemployment rates at a national level<sup>72</sup>. In Frankfurt, unemployment of EU-2 Members is slightly less severe, with unemployment rates of 11.3% (Romanians) and 14.4% (Bulgarians) compared against 8% of the general population in November 2014;
- **Family context:** No information is available on the detailed family situation of EU migrants, and migrant EU workers. However, data<sup>73</sup> from the **advisory centre for transfer students at the public education authority** (*Aufnahme und Beratungszentrum für Seiteneinsteiger*) suggest that the number of pupils seeking to enter the German education system as transfer students who move to Frankfurt without or with very little knowledge of German has increased by 53% in the time-period 2000/2001 to 2012/2013, with a strong increase of those with EU citizenship. This suggests that some incoming EU migrants bring their children and family with them, although it is not possible to quantify how many.

<sup>71</sup> Defined as having arrived in the year previous to the survey.

<sup>72</sup> IAB (2015), Zuwanderungsmonitor Bulgarien und Rumänien, 29. Januar 2015.

<sup>73</sup> PPT presentation obtained through the *Aufnahme und Beratungszentrum für Seiteneinsteiger*.

### 3.4 Implications for local service delivery

There has been a marked increase in EU net migration to Frankfurt in the last decade, implying an ever increasing 'super' diversity of the city population. This goes hand in hand with a requirement on local public services to take this diversity into account, e.g. by offering their services in multiple languages, by improving the intercultural skills of public service staff and also by offering specialised provisions for example in the area of education.

Importantly, the diversity of migrants in Frankfurt is large with regards to their country of origin, background and qualification level. This puts additional requirements on local service delivery, to take into account the diversity of local service needs for migrants in Frankfurt. We suggest that migrant EU workers can be conceptualised as three groups, which are distinct but with some degree of permeability between groups:<sup>74</sup>

1. The group of **high-skilled globalised professionals**, who move to Frankfurt to take up a job offer and rarely come into contact with local employment and employment-related services, but may use social services, such as multi-lingual education and health services. If they are international skilled labour they may be posted to Frankfurt and live there only for a limited amount of time, so that long-term integration is less of a concern for them. However, they might still face specific challenges when moving to Frankfurt;<sup>75</sup>
2. The group of **medium to high-skilled workers**, who often move to Frankfurt without an employment contract, have some financial savings and/or friends and family which connect them to the city. Their issues mainly revolve around questions of accessing employment, housing, healthcare services (as this group is frequently uninsured), the accreditation of qualifications obtained in other countries and gaining access to language courses;
3. The group of **low skilled workers** in precarious situations, who move to Frankfurt with little financial means and are frequently found in the emergency system (e.g. emergency shelters), which constitute their entry point to social services and where costs are carried by the municipality. Issues are multiple and revolve around the question of housing, health (as this group is frequently uninsured) and immediate financial sustainability.

Moreover, the target group of established EU-migrants should not be overlooked, as they often face continuing issues with integration with an impact also on second generation migrants in Germany. However, they are not within the scope of this research.

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<sup>74</sup> Focus group discussions.

<sup>75</sup> Several interviewees (social partners).



## 4 Challenges and opportunities for migrant EU workers, local workers and the local community

The increased presence of migrant EU workers and the changing composition of EU migrants in Frankfurt has triggered in this city as elsewhere in Germany a wide public debate around the challenges of increased EU migration, in particular a perceived increased pressure on local services, social security systems and the labour market.

It has been claimed that EU migrants from Eastern Europe, and Bulgaria and Romania in particular, excessively use social security systems generating high costs in specific urban areas. This was, for example, expressed in an open letter<sup>76</sup> to the head of the government parties CDU/CSU and SPD from the mayors of 16 larger German cities asking for financial support from the federal level and administrative action against benefit fraud<sup>77</sup>. The German Federal Government was one of the signatories of the letter to the European Commission in which these concerns about the challenges for their inclusion were stressed<sup>78</sup>. The German association of cities, the key representative organisation of local government in Germany, has also expressed concerns on the subject.<sup>79</sup>

On the other hand, the public debate has also revolved around the opportunities of increasing numbers of migrant EU workers in the context of **shortages of skilled labour** (*Fachkräftemangel*) and demographic change. Within the time-frame of this study, a large number of events in Frankfurt and surroundings took place discussing the issue of skill shortage, the need to attract skilled labour and strengthen the welcoming culture (*Willkommenskultur*).<sup>80</sup> One of the key stakeholders driving this debate in Frankfurt is the demography network (*Demografienetzwerk FrankfurtRheinMain*).<sup>81</sup>

Taking into account these two main discourses on intra-EU migration in Germany, this chapter aims to provide a balanced account of the opportunities and challenges which arise from the increased presence of migrant EU workers in Frankfurt. These are identified for the migrant EU workers themselves, for local communities (including local authorities, service providers and residents at large) and for other workers in Frankfurt. The distinction between challenges and opportunities often implies a negative connotation for the former (used as a euphemism for “problems”) and a positive connotation for the latter. However challenges are not negative per se as they prompt adaptation and innovation. Opportunities imply that the migrant EU workers are a resource for social and economic development, producing a beneficial situation for migrants EU workers and for host communities including the local labour force.

<sup>76</sup> 16 Städte fordern Soforthilfe für die Probleme der Zuwanderung. Stadt Duisburg, 15.11.2013. Online: [http://www.duisburg.de/leben/medien/foren\\_portale/aktuelle-meldungen.php?showpm=true&pmurl=http://www.duisburg.de/guiapplications/newsdesk/publications/Stadt\\_Duisburg/102010100000431157.php](http://www.duisburg.de/leben/medien/foren_portale/aktuelle-meldungen.php?showpm=true&pmurl=http://www.duisburg.de/guiapplications/newsdesk/publications/Stadt_Duisburg/102010100000431157.php).

<sup>77</sup> Germany readies response to ‘poverty immigration’. EurActiv, 09.01.2014. Online: <http://www.euractiv.com/social/europe/germany-readies-response-poverty-news-532673>.

<sup>78</sup> In April 2013 the Netherlands, the United Kingdom, Germany and Austria send a common letter to the Commission to express their worries about the possible abuse of social security rights by mobile EU citizens. Cameron announced strict measures to limit the influx of mobile EU-citizens to the UK in the Financial Times of 27 November 2013.

<sup>79</sup> Deutscher Städtetag, Position Paper by the German Association of Cities on questions concerning immigration from Romania and Bulgaria, Berlin, 22.01.2013, [http://www.staedtetag.de/imperia/md/content/dst/internet/fachinformationen/2013/positionspapier\\_dst\\_zuwanderung\\_2013-e.pdf](http://www.staedtetag.de/imperia/md/content/dst/internet/fachinformationen/2013/positionspapier_dst_zuwanderung_2013-e.pdf) (accessed 25.07.2014).

<sup>80</sup> See e.g. <http://www.global-mobility-frm.de/> (accessed 10.01.2015).

<sup>81</sup> <http://www.demografienetzwerk-frm.de/> (accessed 10.01.2015).

The chapter is structured around the steps an arriving migrant EU worker would take on their way to economic and social inclusion in the city. It starts with arriving and registering in Frankfurt, continues with finding employment and gaining access to local services and ends with social inclusion and community involvement.

## 4.1 Arriving and registering

### Arriving

The strong performance of Germany's labour market throughout the economic crisis, in particular in comparison with the majority of other European economies, is often cited as a strong pull factor of migration to Germany. In fact, Germany was the only OECD country with falling unemployment rates across all qualification levels between 2008 and 2011 and the demand of skilled labour, and with this the number of people in employment has increased continuously in recent years<sup>82</sup>.

It is not surprising then, that the majority of EU migrants in Germany arrive to the country to take up employment or with the intention to seek work. Data from the IAB-SOEP migrant panel<sup>83</sup> (*IAB-SOEP Migrationsstichprobe*) suggests that nearly half of all EU migrants in the sample who came to Germany under the freedom of movement have done so to either seek (23%) or take-up work (24%).<sup>84</sup> Those citizens of EU Member States who migrated before the freedom of movement was applicable to them were even more likely to have migrated to seek (24%) and take-up (27%) work, which is unsurprising given the restrictions to their right of residence.

However, the single most important reason for EU migrants in the IAB-SOEP migrant panel to migrate to Germany was for the purpose of family reunion, which concerned 30% and 31% in the two groups respectively. Other reasons included migration for the purpose of education and training (15% and 6% respectively). These patterns contrast strongly with migration patterns of third country nationals, who primarily migrate with the intention of family reunion (34%), due to late repatriation (25%) or to seek asylum/refuge (17%).

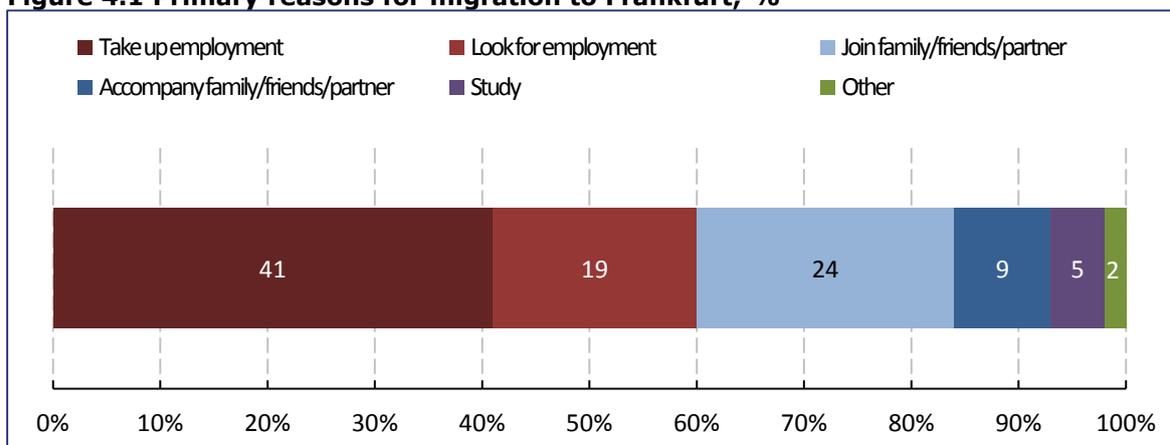
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<sup>82</sup> Carola Burkert (2014), *Europäisch Wanderbewegungen und Arbeitsmarktintegration: Die Entwicklungen am Deutschen Arbeitsmarkt, Einsichten und Perspektiven 1/14*, Bayerische Landeszentrale für politische Bildungsarbeit.

<sup>83</sup> Participants in the panel includes migrants who have migrated to Germany between 1995 and 2012, as well as second generation migrants who have entered the labour market after 1995.

<sup>84</sup> All data in this section from: IAB (2014), *Neue Muster der Migration*, IAB Kurzbericht 21.2/2014.

**Figure 4.1 Primary reasons for migration to Frankfurt, %**



Source: online survey of migrant EU workers in Frankfurt, n=129.

Within our survey sample of migrant EU workers in Frankfurt (figure 4.1), the share of those who have come to Frankfurt to take up or seek employment is higher compared with the national data presented above. 41% of the respondents stated to have come to Frankfurt to take up employment, while a further 19% have migrated to Frankfurt to seek for employment. 31% of respondents migrated to Frankfurt to either join or accompany family, friends or partners. A relatively smaller number of surveyed migrant EU workers arrived to study (5%) or for other reasons (2%).

These diverging findings from the national research are in line with our expectations, as the target group for the survey were migrant EU workers in particular (either working or seeking employment) and excluded those who were inactive, such as students or those with other reasons for inactivity.

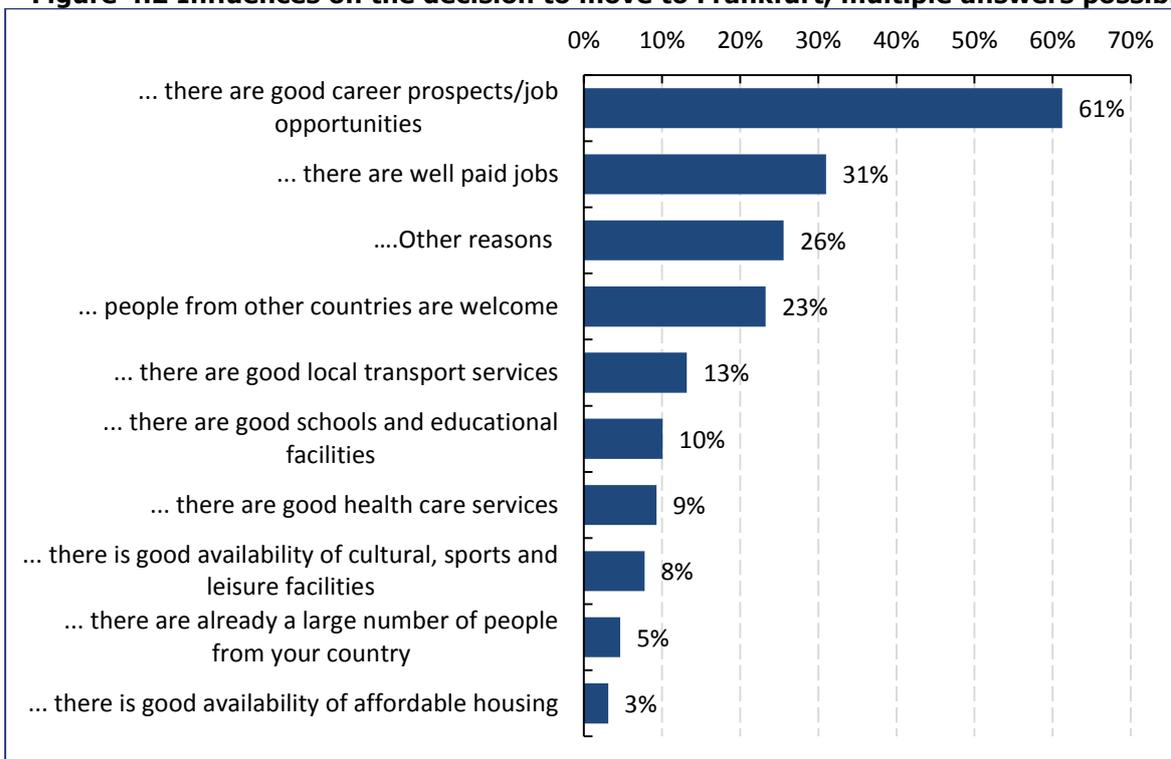
Two further interesting facts stand-out in this figure:

- Firstly, a large number of respondents did already have a job offer when arriving to Frankfurt. However, a substantial share of migrant EU workers did not have a job offer prior to coming to Frankfurt. This is a stark contrast to previous generations of migrants arriving in Frankfurt, which typically held employment contracts prior to arrival. This change in migration pattern seems to be facilitated by the free movement within the EU, but also the lower costs of travelling in Europe nowadays;<sup>85</sup>
- Secondly, there is a significant section of the migrant EU workers, who arrive in Frankfurt with the purpose of joining or accompanying their family, friends or partners, which may hold very different qualifications and language skills than the 'primary migrant'. The pattern of one family member migrating (often male) and remaining family joining after the 'primary migrant' has established himself/herself has also been identified by the interviewed stakeholders in the focus groups and in-depth interviews.

When looking at the larger set of **pull-factors** for migrant EU workers to Frankfurt, it appears, that again, the subject of employment dominates (figure 4.2).

<sup>85</sup> In-depth stakeholder interview, researcher.

**Figure 4.2 Influences on the decision to move to Frankfurt, multiple answers possible**



Source: online survey of migrant EU workers in Frankfurt, n=129.

In line with what was found before, other reasons here primarily include accompanying or following a family member, partner or spouse.

While career and income opportunities are clear driving factors here, it is interesting to note that 23% of respondents also based their decision to move to Frankfurt on the fact that they felt people from other countries were welcome. The availability and quality of local services, at least in this sample, seemed to play a small role in the decision making process on migration to Frankfurt.

### Registering

Once migrant EU workers take residence in Frankfurt, they are required to register with the German authorities at the Registration Office (*Einwohnermeldeamt/ Bürgeramt*) if they plan to reside in Germany for more than 3 months. Registration must be done within one week of arrival. The same rules apply for German citizens moving to Frankfurt. The surveyed migrant EU workers seem to be generally aware of this requirement, with only 6.2% stating that they are not registered for a variety of reasons.

The vast majority of surveyed migrants noted that the registration went relatively swiftly and 82.9% stated that they were registered within 1-2 weeks. A small, but not insignificant number of respondents experienced difficulties when trying to register with the Registration Office. These primarily related to language barriers (16.5% of respondents reported this as an issue), as well as the time input required to find information about registration procedures (7.4%) and subjective experiences of being treated differently to native Germans (5.8%). This was confirmed in a number of qualitative interviews and the focus groups, where the fact that the official (and only) language in public administrations (*Amtssprache*) is German, administrative forms are

not available in other languages than German, translators are not provided and administrative staff not always have foreign language skills and/or are not encouraged to use these to communicate with service users, was highlighted. However, the surveyed migrant EU workers did find that support was available in a number of occasions, either through online or printed information material in other languages or interpreters/cultural mediators able to support.

While the majority of respondents in our survey had little difficulties with the registration process, qualitative evidence from the stakeholder interviews and focus groups suggest that this is not true for all migrant EU workers in Frankfurt. The main issue identified is that a permanent address (*Meldeanschrift*) is required for registration, yet many migrant EU workers may first stay with friends, family or at other non-permanent residences. This can be problematic, as a the registration and permanent address is required for virtually all further administrative registration processes (e.g. health insurance, social insurance number, getting access to integration courses), and private services (e.g. opening a bank account, getting a mobile phone contract). Not being registered has also been stated to negatively impact the probability of getting an apartment – making no registration without an apartment and no apartment without registration a circular dilemma.

## 4.2 Getting a job, starting a business, developing professionally

Following the arrival and registration in Frankfurt, the sustainable integration of migrant EU workers in the local labour markets is not only crucial for the success of their own socio-economic integration<sup>86</sup>, but also for social cohesion of the local community. For the individual, his or her position in the labour market is important to secure sufficient income to ensure a self-sustained life and societal participation. From a societal view, successful labour market integration makes use of this individual potential for economic growth in a situation of general shortage of skilled labour and a currently enhanced capacity of the labour market to integration people.<sup>87</sup>

There are a number of different challenges that can occur on the way to successful labour market integration and additional challenges which may occur when migrants have found work. These are discussed below. Moreover, we provide some insights on the challenges and opportunities the increased influx of migrant EU workers poses on the local community.

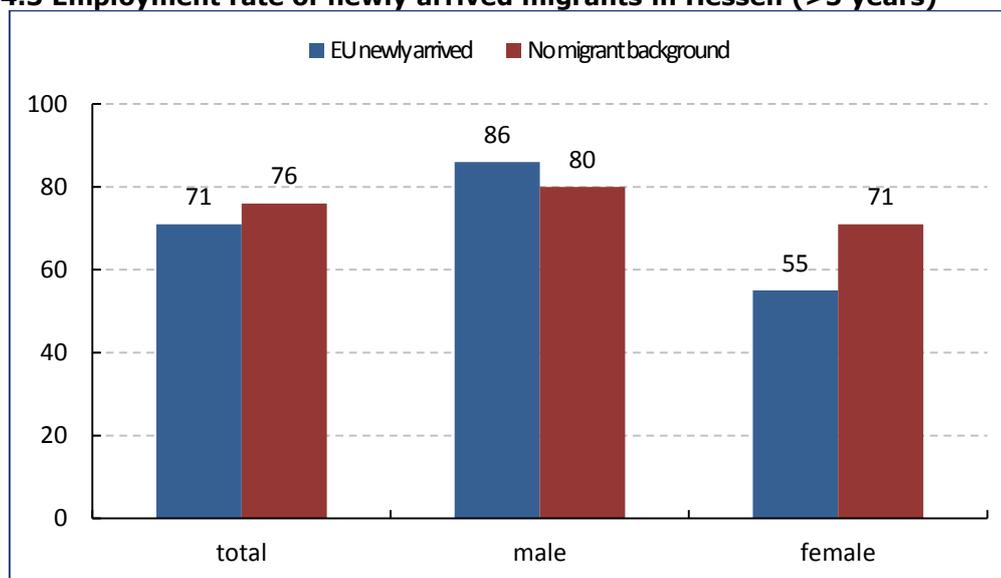
## 4.3 Finding a job

Overall, migrant EU workers are fairly well integrated into the labour market. Data on newly arrived EU migrants from 2011, who had migrated to the Federal State of Hessen less than 5 years earlier, shows that they had a 5% lower employment rate than the population with no migration background (figure 3.3). However, newly arrived male migrant EU workers displayed higher employment rates than their native counterparts. This again may highlight the issue of family migration, where those who accompany or join a first-moving partner, spouse or other family member (and who are often female) may not have the language skills and qualifications for sustainable labour market integration.

<sup>86</sup> This was highlighted throughout the focus groups and stakeholder interviews.

<sup>87</sup> Carola Burkert, IAB Hessen (2015), Voraussetzungen für eine erfolgreiche Arbeitsmarktintegration von Migrantinnen und Migranten, Presentation in the frame of Fachtagung Chancen Nutzen, Wege öffnen, Erwerbsintegration von Migrantinnen und Migranten, 14.01.2015, Frankfurt.

**Figure 4.3 Employment rate of newly arrived migrants in Hessen (>5 years)**



Source: Own illustration based on Hessisches Ministerium der Justiz, für Integration und Europa (2013), Integration nach Maß, der Hessische Integrationsmonitor 2013, based on microcensus data 2011.

However, there is great variation between different EU migrant communities. EU-2 migrants have higher unemployment rates when compared with the general population, for example.

Three main factors have been identified as crucial for the labour market integration of migrant EU workers in Frankfurt (and beyond): language competencies, qualifications (including their recognition) and networks.

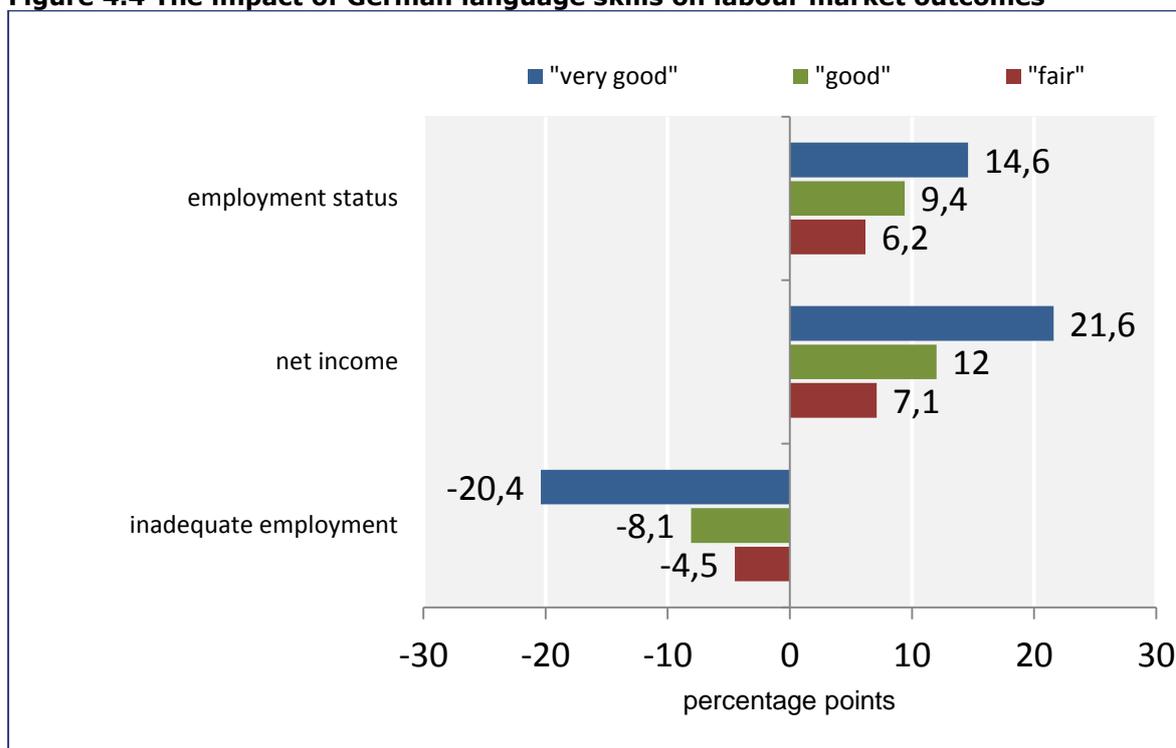
### Language competencies

German language competencies have been identified as the key challenge to labour market integration throughout the study. According to local stakeholders working with migrant EU workers, there seems to be an assumption amongst migrant EU workers, in particular those who arrive in Frankfurt to seek work, that it will be possible to enter the labour market without German language skills, for example by relying on English language skills only. While some large corporations in Frankfurt do indeed have English as a working language, the absolute majority of jobs in Frankfurt do require German language skills.

Research by the Research Institute of the Federal Employment Agency has shown that very good German language skills have a positive impact on employment and income levels, as well as the probability to be employed at the appropriate qualification level.<sup>88</sup>

<sup>88</sup> Brücker, H., Liebau, E., Romiti, A., Vallizadeh, E. (2014) Arbeitsmarktintegration von Migranten in Deutschland: Anerkannte Abschlüsse und Deutschkenntnisse lohnen sich. In: Die IAB-SOEP-Migrationsstichprobe: Leben, lernen, arbeiten - wie es Migranten in Deutschland geht, (IAB-Kurzbericht, 21.3/2014), Nürnberg, pp. 21-28.

**Figure 4.4 The impact of German language skills on labour market outcomes**



Source: adapted from Carola Burkert, IAB Hessen (2015), Voraussetzungen für eine erfolgreiche Arbeitsmarktintegration von Migrantinnen und Migranten, Presentation in the frame of Fachtagung Chancen Nutzen, Wege öffnen, Erwerbsintegration von Migrantinnen und Migranten, 14.01.2015, Frankfurt.

Figure 4.4 above presents findings from this research and illustrates the impact of German language skills on a number of employment outcomes, namely employment status (the probability to be employed), net monthly incomes and inadequate employment (the probability to be employed below qualification level). It shows how outcomes of those with German language skills, here classified as very good, good or fair, differ from those with no German language skills. For example, those with very good language skills have a 14.6% higher probability of being employed than those with no German language skill, a 21.6% higher income and a 20.4% reduced probability to be employed below their qualification level.

In addition to gaining access to work, language competencies were identified as crucial for employees understanding of their rights and responsibilities, in particular when faced with fraudulent practices in certain sectors, in particular the construction and hospitality business, such as being forced into self-employment by employers.<sup>89</sup>

### Qualifications

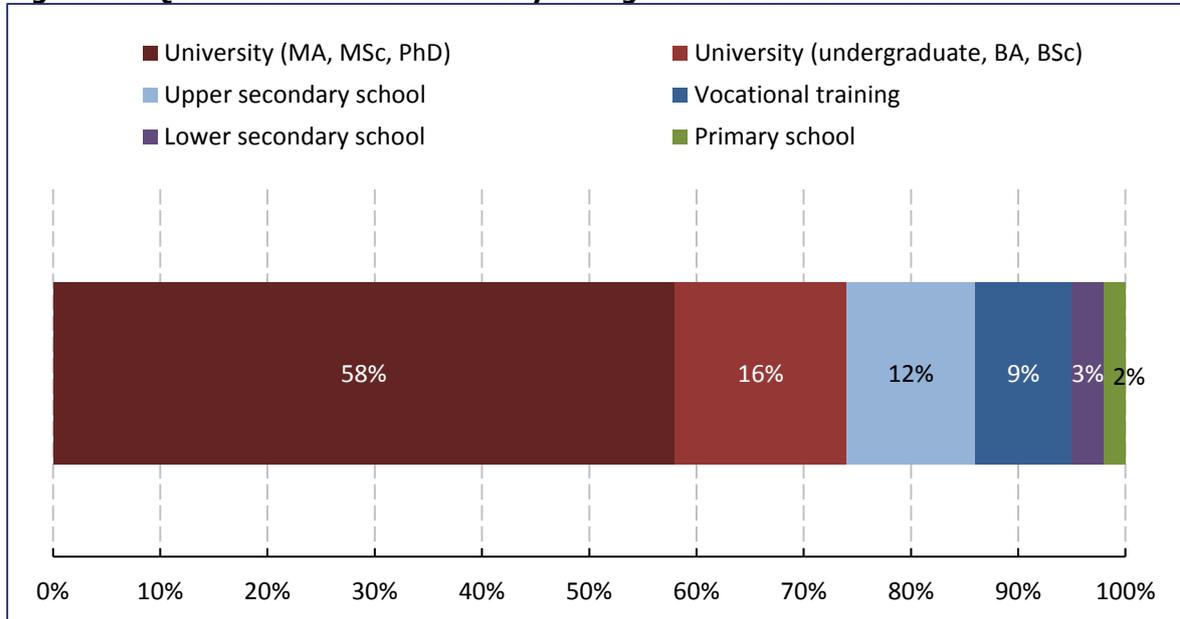
There is no local statistical information available on the qualification levels of migrant EU workers in Frankfurt. As mentioned in section 3.3, according to national research EU migrants arriving to Germany tend to be increasingly higher educated.<sup>90</sup> This also holds for migrants coming from Bulgaria and Romania, however it should be noted that the research was conducted prior to the end of the transitional arrangements.

<sup>89</sup> Focus group social inclusion, interview with service organisation for migrants.

<sup>90</sup> Seibert, H & Wapler, R. (2012). Aus dem Ausland kommen immer mehr Akademiker. *IAB-Kurzbericht 21/2012*.

The sample of migrant EU workers included in our survey is very highly educated, with the majority holding a higher-level university degree, such as a Masters degree or a PhD. A small proportion (11%) has only finished lower secondary school or not even that.

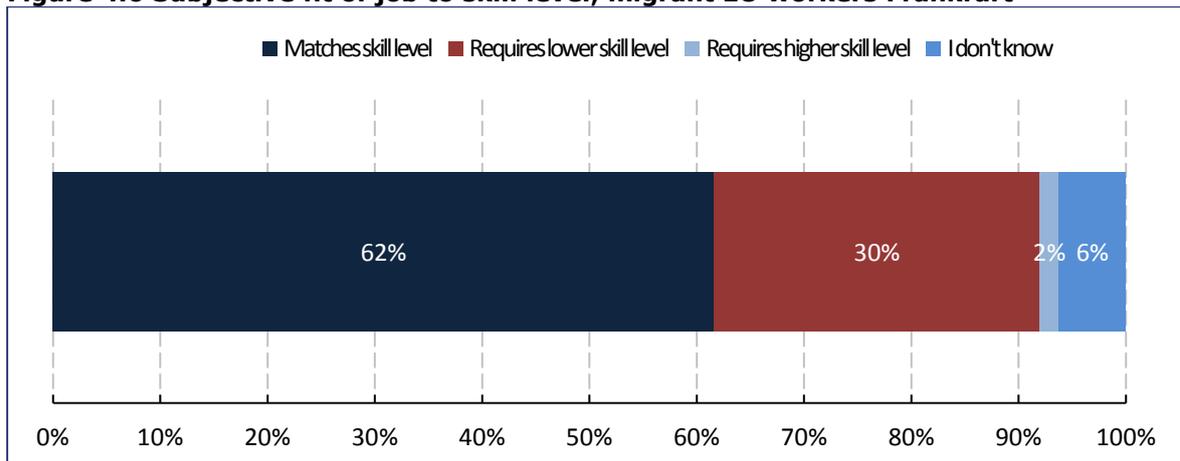
**Figure 4.5 Qualification levels of surveyed migrants EU workers in Frankfurt**



Source: Ecorys survey, n=129.

However, migrant EU workers in Germany do not always work at their qualification level. Underemployment is widely spread, primarily due to language barriers and the strong vocational and certification orientation of the German labour market. Data from our survey shows that while the majority of respondents work in job that matches their skill level, just under one in three states to be overskilled for their job (Figure 4.6).

**Figure 4.6 Subjective fit of job to skill level, migrant EU workers Frankfurt**

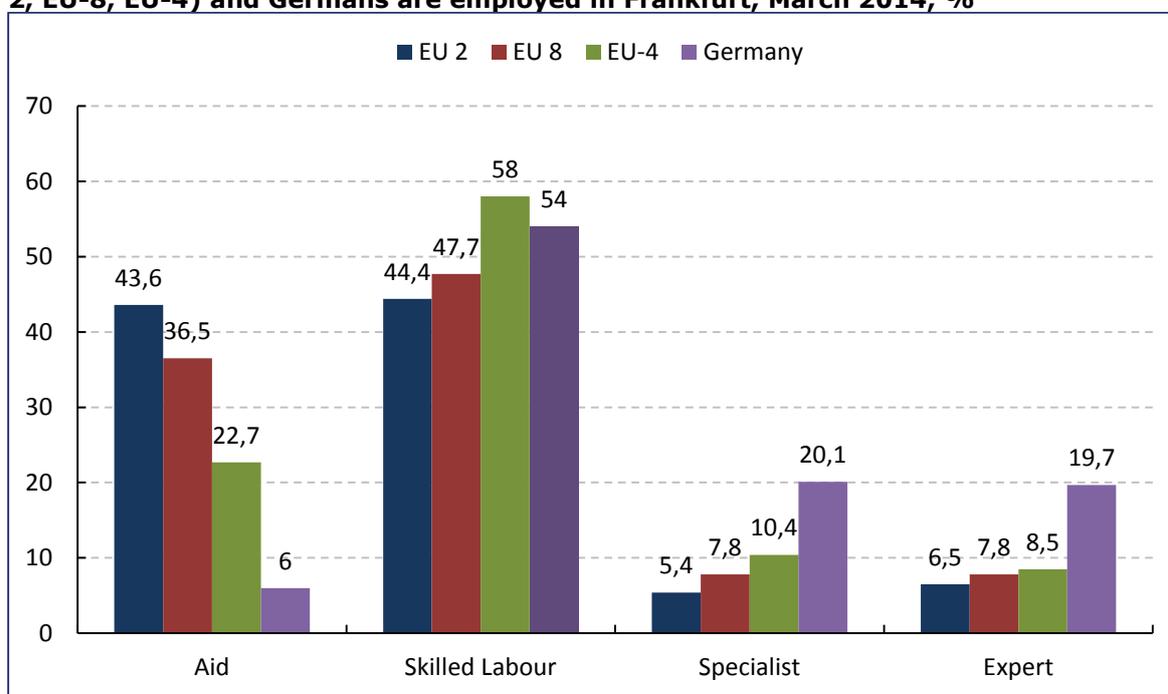


Source: Ecorys survey, n=112.

While qualification mismatch can not be analysed directly due to the lack of information on qualifications in administrative datasets, information exists on the type of occupations migrant EU workers are typically found in. Using data from the federal employment agency on broad groups of occupations (Aid, Skilled Labour, Specialist, Expert), it shows

that they are overrepresented in those occupations, which require more basic skills and qualifications (figure 4.7).

**Figure 4.7 Share of the specified levels of performance at which migrant EU workers (EU-2, EU-8, EU-4) and Germans are employed in Frankfurt, March 2014, %**



Source: adapted from Carola Burkert, IAB Hessen (2015), Voraussetzungen für eine erfolgreiche Arbeitsmarktintegration von Migrantinnen und Migranten, Presentation in the frame of Fachtagung Chancen Nutzen, Wege öffnen, Erwerbsintegration von Migrantinnen und Migranten, 14.01.2015, Frankfurt, data from the federal employment agency. This only includes those in employment subject to social security contributions. EU-4 are: Italy, Spain, Greece and Portugal.

It shows that in particular migrant EU workers from Eastern Europe are most often found in the lower skilled professions, while very few are working in specialist or expert positions. Linked to this are the sectors in which migrant EU workers are most often found:<sup>91</sup>

- The majority of **EU-2 migrants** are employed in 'other services' (27.2%), which are most often cleaning services, as well as in the hospitality (17.6%) and construction (13.8%) industry. In total, more than 50% of EU-2 migrant workers in Frankfurt are employed in these sectors, which often have poor working condition, non-standard contracts and low pay;
- The employment situation of **EU-8 migrants** is similar, although slightly less are employed in the above mentioned industries, namely 15.6% in 'other services', 13.4% in construction and 9% in hospitality. A relatively large share of EU-8 migrants are employed in health and care services (11.9%);
- **EU-4 migrants**, which include citizens from Greece, Italy, Portugal and Spain, are employed across a larger variety of sectors: 16% work in transport and warehousing (and industry with a strong presence in Frankfurt due to its position

<sup>91</sup> Carola Burkert, IAB Hessen (2015), Voraussetzungen für eine erfolgreiche Arbeitsmarktintegration von Migrantinnen und Migranten, Presentation in the frame of Fachtagung Chancen Nutzen, Wege öffnen, Erwerbsintegration von Migrantinnen und Migranten, 14.01.2015, Frankfurt, data from the federal employment agency.

- as a international transport hub), 12.5% work in 'other services' and 12.4% work in hospitality (a relatively high share compared with EU-8 migrants);
- As a comparison, just under 10% of Germans work in the three industries construction, hospitality and 'other services' (cleaning) in total.

The above highlighted patterns of comparatively good qualification, but underemployment in industries with difficult working conditions and poor pay is in particular pronounced for EU-2 and EU-8 migrants, but also to some degree for those from Southern Europe. Explanation behind these patterns can be the relatively easier access to some of these professions, in particular with a low level of German, and the fact that formal qualifications are required to a lesser degree in industries such as cleaning, hospitality or construction. However, for many taking up employment below their qualification levels can be an entry way into the German labour market and social security system, e.g. when people take up *Minijobs* (jobs paying under the threshold of eligibility for social security contributions) they obtain eligibility for wage subsidies and social assistance. This can be seen as a first step to more sustainable integration into the labour market, but there is no evidence that such jobs actually serve as a 'stepping stone'.

In the context of a shortage of skilled labour, it is a concern that while migrant EU workers seem to be relatively well qualified, they often do not make use of these skills in the German labour market, because their skills are not recognised or cannot be communicated well. A number of measures is in place alleviate these challenges (see chapter 5).

## Networks

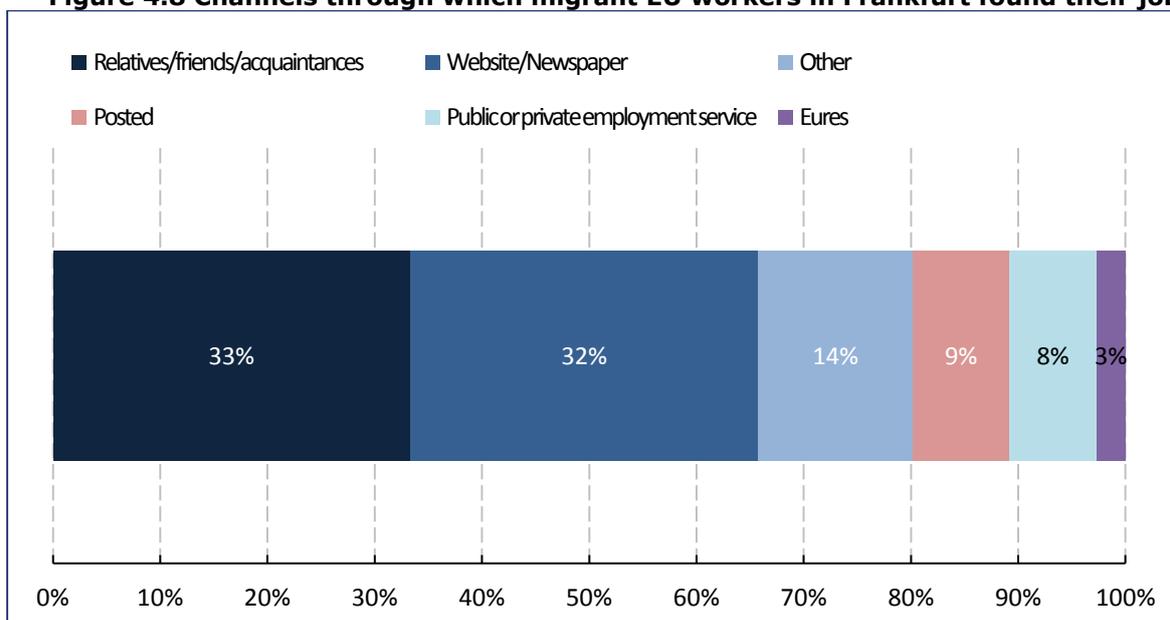
Together with language skills and qualifications, the existence of networks has been identified as crucial to facilitate labour market access for migrant EU workers. Research at national level has shown that 56% of migrants found their first position in Germany through friends, family or their wider network.<sup>92</sup> A further 20% found their first position through newspapers or the internet. Only 20% made use of public or private employment services. The higher the qualification levels, the less reliance was found on private networks to find employment.

These findings are in line with those of our survey amongst migrant EU workers in Frankfurt, which includes a relatively high proportion of highly qualified people with university degrees (figure 4.8).

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<sup>92</sup> Brücker, H., Liebau, E., Romiti, A., Vallizadeh, E. (2014) Arbeitsmarktintegration von Migranten in Deutschland: Anerkannte Abschlüsse und Deutschkenntnisse lohnen sich. In: Die IAB-SOEP-Migrationsstichprobe: Leben, lernen, arbeiten - wie es Migranten in Deutschland geht, (IAB-Kurzbericht, 21.3/2014), Nürnberg, pp. 21-28.

**Figure 4.8 Channels through which migrant EU workers in Frankfurt found their job**



Source: Ecorys survey, n=111.

As can be seen, the majority of surveyed migrants in our sample found employment through their network (33%) or through websites and newspapers (32%). Three People in our sample found their employment in Frankfurt through EURES.

It should also be noted that a large part of migrant EU workers already held a job offer upon arrival in Frankfurt, which led to their migration decision in the first place. In fact, 42% found their position prior to arriving in Germany, while the remainder searched for a job upon arrival.

#### 4.4 Starting a business

Working as an employee is not the only way of labour market integration for migrants in Germany. In fact, in Germany as a whole around 760,000 medium-sized enterprises are run by people with a migration background employing over 2.5 million people in 2013/14, with companies increasingly engaged in innovative and knowledge-intensive industries. Almost one in three entrepreneurs (30.5%) has a migration background according to the Federal Ministry of the Economy.<sup>93</sup> No data is available for those with EU migration background only.

Data at local level is available for foreign companies associated with the Chamber of Industry and Commerce (*IHK*), which excludes those involved purely in handicraft professions and the free professions (e.g. lawyers).<sup>94</sup> Foreign companies are defined as

<sup>93</sup> IHK Frankfurt am Main (2014) Migrantenunternehmer: Unterschätzte Wirtschaftskraft. Online: <http://www.frankfurt-main.ihk.de/existenzgruendung/prozessstruktur/links/existenz0914/migrantenunternehmen> (accessed: 19/12/14).

<sup>94</sup> IHK Frankfurt am Main (2013) Wirtschaft International 2013, Ausländische Unternehmen im IHK-Bezirk Frankfurt am Main, IHK Frankfurt.

those companies which are either majoritarily foreign owned or as those companies in which the majority of decision makers (i.e. owner, management, company board) are foreign. Data is only available for 27 selected nationalities, which implies that the total share of business owners with foreign citizenships is likely to be even higher.

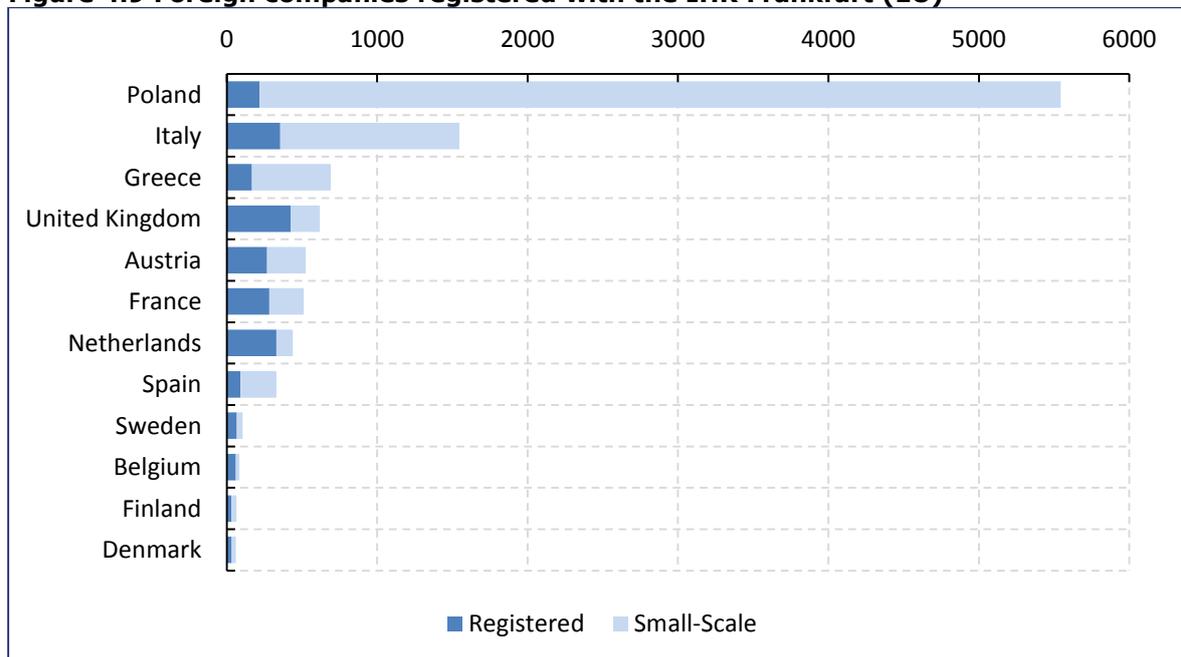
In 2013, over 10% of all companies associated with the IHK Frankfurt can be considered as run or owned by people with citizenships of other EU Member States. 22% of these are registered in the German trade register, which implies that they are likely to be larger companies, while 78% are small-scale traders. This implies a larger share of small-scale traders in the group of companies owned or run by EU citizens than amongst the general population of 'foreigners'.

Of the 12 EU nationalities captured in 2013:

- the largest share of companies registered in the German trade register is from the UK (427), followed by Italy (355) and the Netherlands (331);
- the largest share of small-scale traders is from Poland (5,326), Italy (1,192) and Greece (523);
- Companies owned or run by EU citizens are primarily found in the service industry (68%).

The figure below illustrates the distribution of companies run or owned by migrant EU workers in Frankfurt. It should again be noted that data is not collected for all EU Member States.

**Figure 4.9 Foreign companies registered with the IHK Frankfurt (EU)**



Source: Own illustration based on data from IHK Frankfurt am Main (2013) *Wirtschaft International 2013, Ausländische Unternehmen im IHK-Bezirk Frankfurt am Main*, IHK Frankfurt.

While only 16% of all existing businesses are foreign owned, a study from 2008 found that every second newly founded business was started-up by someone with a non-

German citizenship.<sup>95</sup> It should be noted that at the time, this was partly influenced by the implementation of transitional agreements for citizens of Member States from Eastern Europe, who were able to migrate and work in Frankfurt more easily when they registered as self-employed. This also includes those forced into self-employment through fraudulent and exploitative practices in specific sectors, e.g. construction and specific handicrafts (see also below).

In our survey, 8.5% of respondents were self-employed or business owners. This is in line with previous research on the share of self-employed in the general population from 2008, which finds, albeit slightly outdated, that 8.2% of the working age population in Frankfurt is self-employed.<sup>96</sup>

From the perspective of the local community, the high entrepreneurial activity of (EU) migrants in Frankfurt may improve the availability of local services, e.g. in particular any services that are provided by tradesmen (e.g. plumbers, electricians, carpenters), household care and cleaning personnel.<sup>97</sup>

#### 4.5 Working conditions

Working conditions are an issue which primarily concerns the third category of lower qualified workers in precarious situations, but not exclusively so. While the extent of the phenomenon cannot be quantified, organisations in contact with this target group report wide-spread practices of human trafficking activities, wage fraud and embezzlement, in particular in the construction and hospitality sector.<sup>98</sup> A recent study on newly arrived Bulgarian and Romanian migrants in Frankfurt finds that those without housing and German language skills are particularly vulnerable to exploitative employment practices, including prostitution and day labouring (*'Arbeiterstrich'*).<sup>99</sup>

Challenges include:

- Exploitation of the difficult housing situation in Frankfurt. At times there exists a link between employment contract and poor quality housing, where workers from Eastern Europe are placed in cramped, extremely low quality 'workers housing' and pay rent well above market prices. As employment is linked to this housing, high rental costs are deducted from the already low salaries of these workers;
- Other fraudulent practices include ostensible self-employment, unstable jobs, wage fraud and occupational health and safety issues which seem to be more prevalent for low-skilled EU migrant workers in certain sectors like construction, agriculture, the wider service industry (cleaning services, gastronomy etc.) and especially in sectors where more sub-contractors are involved in the supply chain;
- Bogus self-employment in particular was identified as an issue. In some cases employers register workers as self-employed contractors instead of hiring them as part- or full-time employees with a standard working contract. This puts the responsibility of administrative and legal obligations, such as tax and (health) insurance payments, on the workers themselves. These practices seem to be a

<sup>95</sup> Lüken-Klaßen, D., Pohl, F. (2010), Unternehmertum von Personen mit Migrationshintergrund in Frankfurt am Main, CLIP network: p. 20.

<sup>96</sup> Lüken-Klaßen, D., Pohl, F. (2010), Unternehmertum von Personen mit Migrationshintergrund in Frankfurt am Main, CLIP network.

<sup>97</sup> Interview local authority, interview social partners.

<sup>98</sup> Interview service organisation for migrants, focus group social inclusion.

<sup>99</sup> Aliche, T., Türk, L., Holz, G. (2015) Neuzuwanderung in Frankfurt am Main – Vorstudie zur Situationsbeschreibung und zur strukturellen Weiterentwicklung von kommunalen Hilfen, Institut für Sozialarbeit und Sozialpädagogik: p. 15.

particular issue for those with few language skills and little knowledge of their rights;

- This phenomena seems to be more prevalent where sub-contractors are used and where work relationship are transitory and short-term.

As factors contributing to these issues were mentioned the lack of German language skills of this specific group of migrant EU workers and linked to this the lack of knowledge on German labour law, standards and individual rights. While information and outreach campaigns can address this challenge, some of these issues are more structural and may require wider federal reforms for the low-pay sector and the relationship between suppliers and general contractors, which cannot be dealt with on the local level.

#### **4.6 Impact on local workers and the local community**

No hard evidence exists on the impact of the increasing presence of migrant EU workers on local workers and the local community. What is known on attitudes towards migration from a representative survey on migration (not EU migration in particular) at the level of the federal state of Hesse is that:<sup>100</sup>

- 70% of the people surveyed think that migration is important for Hesse as a business location;
- More than half of the respondents (57%) think that more migration of skilled labour is needed. Compared with the same survey conducted in 2011, the share of people believing that more skilled migration is needed has increased by 17%. Positive attitudes towards skilled migration increase with education levels;
- However, 39% of people surveyed are concerned that migrants put pressure on the labour market. This concern is much higher amongst those with lower qualification levels (48%), who may compete with incoming migrants for positions, than amongst those who hold a university qualification (20%).

Some of these concerns were also reflected in the qualitative interviews with local stakeholders. Most notably, the number of people working in Frankfurt is constantly increasing, yet the unemployment rate has stabilised. This suggests that new positions are primarily filled by incoming migrants and not by those who remain in unemployment, often long-term. Local unemployed workers, who often have themselves a migrant background, may be overlooked when it comes to filling new vacancies and do not benefit from recruitment and integration measures which target incoming migrant EU workers.

On the whole however, the positive aspects of EU migration for Frankfurt, the growing labour market and the needs for skilled labour seem to dominate the local debate about EU migration and lead to an overall appreciation of the opportunities and added value migrant EU workers bring to Frankfurt.

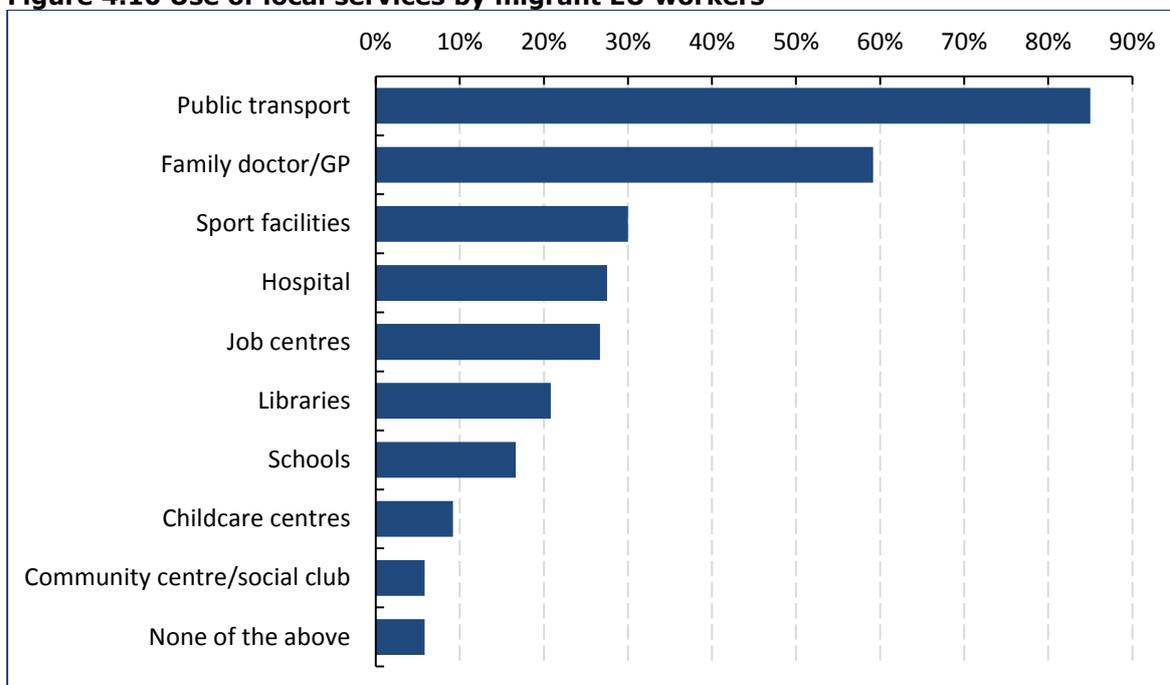
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<sup>100</sup> Hessisches Ministerium für Soziales und Integration (2014) Meinungsbilder 2014, Eine repräsentative Umfrage zur Einstellung gegenüber Zuwanderung in Hessen, Wiesbaden, Dezember 2014.

## 4.7 Accessing local services

As established before, migrant EU workers living and working in Frankfurt are more likely to be in the younger age brackets of the working age population and can therefore be expected to be less likely to take up some local services such as education and childcare or health services (compared to the general population).

**Figure 4.10 Use of local services by migrant EU workers**



Source: Ecorysurvey, n=120, multiple answers possible.

In the sample of surveyed migrants, the most used services were public transport (85%) and the family doctor (59%). Only 6% of respondents stated not to have used any of these services. The opportunities and challenges when accessing local services are discussed for a selection of services below.

### Education and childcare

As mentioned before, no information is available on the detailed family situation of migrant EU workers. However, data<sup>101</sup> from the **advisory centre for transfer students at the public education authority** (Aufnahme und Beratungszentrum für Seiteneinsteiger, ABZ) suggest that the number of pupils seeking to enter the German education system as transfer students who move to Frankfurt without or with very little knowledge of German has increased by 53% in the time-period 2000/2001 to 2012/2013 (this also includes migrants from non-EU countries).

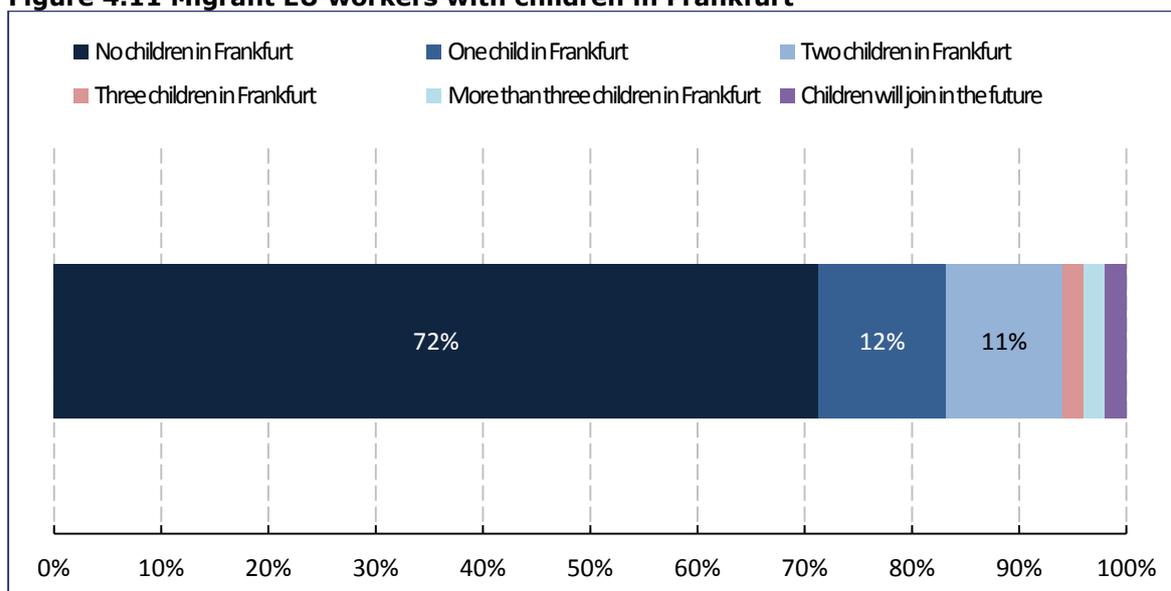
In the school year 2012/2013, 571 pupils from 62 countries took part in integration classes, of which 61 were Polish, 46 were Spanish, 43 were Romanian, 30 were Bulgarian, and 30 were Italian. Compared with the school year 2009/2010, the number of Spanish transfer students increased nine fold, the number of Italian transfer students increased fivefold and the number of Polish transfer students has more than tripled. This

<sup>101</sup> PPT presentation obtained through the Aufnahme und Beratungszentrum für Seiteneinsteiger.

suggests that some incoming EU migrants bring their children and family with them, although it is not possible to quantify how many.

In our sample of surveyed migrant EU workers, 26% had one or more children with them in Frankfurt. Less than 4% had three or more children in Frankfurt and less than 2% had children that would be joining them in Frankfurt in the future.

**Figure 4.11 Migrant EU workers with children in Frankfurt**



Source: Ecorys survey, n=129.

In the sample of migrants surveyed, 20% of children attend a private school in a language different than German (a further 3% attend a private school in German), while 31% attend a German public school. The share of those in private schools is slightly higher than the 15% of children in private schools in Frankfurt in the general population.<sup>102</sup>

In general access to education is free. Frankfurt is well prepared for the challenge of integrating children with migration background (more than 67% of children between 6 and 18 have a migrant background) and there are tailored support and language classes available to late entrants to the German educational system (see above and chapter 5).

However, the wider issue of limited educational upward mobility within Germany's multi-tiered school system also applies to the children of migrant EU workers. Hessen's education system features early-tracking (often at the age of 10) of pupils into different types of schools based on pupils' ability. Once a young person is following a specific educational track, the rate of changeovers is low, yet only graduation from the highest educational track qualifies for university entry. This is an issue in particular for children of EU migrant workers who are entering the education system primarily through support and language classes (*Erstfördermaßnahme*). An initial assessment allocates pupils to an *Erstfördermaßnahme* in one of the different educational tracks, based on their level of knowledge, language skills and prior educational attainment. Children who are initially offered an *Erstfördermaßnahme* at a basic school (*Hauptschule*) or secondary school

<sup>102</sup> Magistrat Frankfurt (2012) Bildung in Frankfurt am Main, Bildungsbericht, Frankfurt 2012.

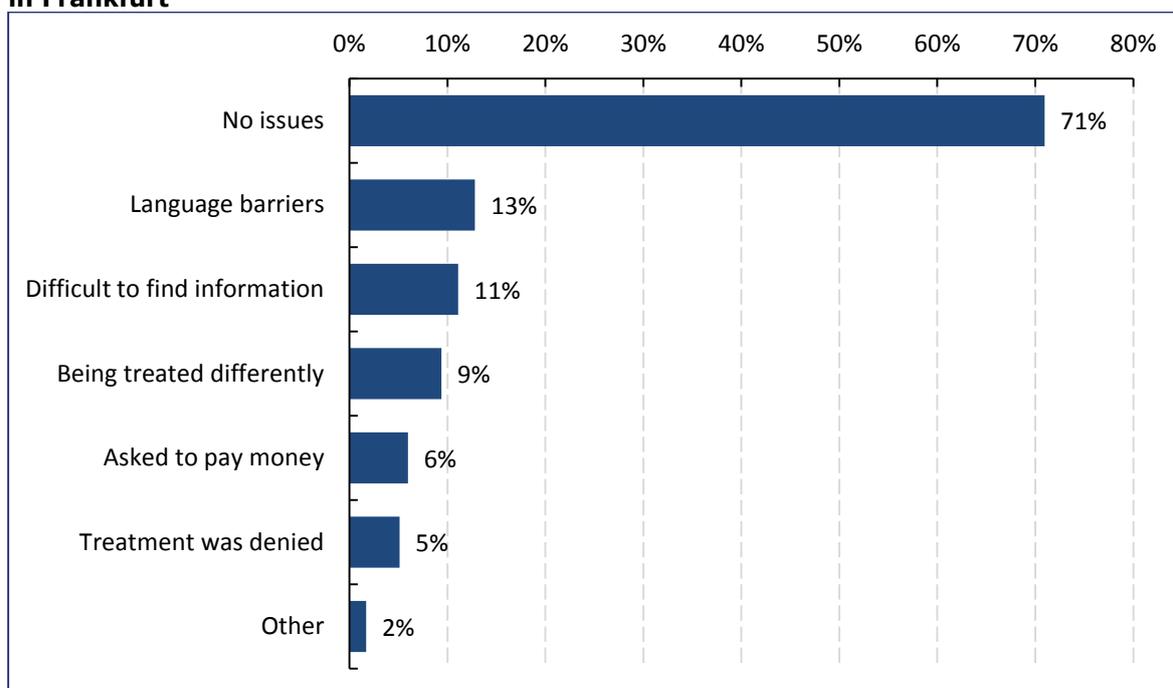
(*Realschule*), which do not qualify for university entry, typically tend to remain in this school form even after the *Erstfördermaßnahme* has ended. While this is also because they may have lower skill levels and abilities than those allowed entry to university qualifying schools, their initially low language skills may also prevent them from having been classified higher. The overall selectiveness of the German education system is a particular constraint to upward mobility of children of migrant EU workers, once they have been assigned to a certain secondary school.

### Health care

When looking at migrants accessing healthcare services in Frankfurt, one needs to distinguish between those who are insured in Frankfurt and those in precarious situations without any health insurance. Those who are insured seem to have very little issues with accessing health care in Frankfurt.<sup>103</sup>

Overall in the sample of surveyed migrants, the vast majority (71%) stated that they did not encounter any challenges when dealing with the health care system.

**Figure 4.12 Challenges encountered by migrant EU workers when accessing health care in Frankfurt**



Source: Ecorys survey survey, n=120, multiple answers possible.

Where there were challenges, these were mainly related to language barriers (13%) and difficulties with navigating the system/finding information (11%).

Besides language barriers the main barrier to accessing the health care system seems to be a lack of health insurance. In the German insurance based health care system, people must sign up with an insurance provider to gain access to health care services. For a number of reasons, some migrant EU workers remain uninsured upon arrival in

<sup>103</sup> Aliche, T., Türk, L., Holz, G. (2015) Neuzuwanderung in Frankfurt am Main – Vorstudie zur Situationsbeschreibung und zur strukturellen Weiterentwicklung von kommunalen Hilfen, Institut für Sozialarbeit und Sozialpädagogik: p. 16.

Frankfurt, primarily because insurance is expensive (especially when one has to self-insure when not in employment), but also because of a lack of knowledge about the German insurance based system.<sup>104</sup> In cases where migrants have already stayed in Germany uninsured for a while but were able to access and pay insurance later, they are legally obliged to pay insurance fees retrospectively going back to the date when they were officially registered with the city of Frankfurt. Here, access to health care also interacts with the issue of registration with the local authority and housing. Being registered with the city is also a pre-requisite for accessing insurance in the first place.

These issues affect vulnerable migrants and increasingly EU migrants in Frankfurt, in particular EU-2 migrants. The Frankfurt Public Health Department's humanitarian consultation-hour (*Humanitäre Sprechstunde*), which provides free healthcare treatment, consultation (and specialist referral in specific cases) for undocumented migrants or people without health insurance, has seen an increase of cases from South and Eastern Europe. Since 2008 a particular increase of patients from Bulgaria and Romania has been recorded – between 2008 and 2013 1346 Bulgarians and 377 Rumanians accessed this service (out of 8574 total cases).<sup>105</sup> While the humanitarian consultation-hour started out as a service for undocumented migrants (primarily from non-EU states), it was extended to include people without health insurance due to the influx of patients from Southern and Eastern Europe, most of them being low-skilled Bulgarian males especially from the Bulgarian-Turkish minority).<sup>106</sup>

### Social assistance and social protection

Data for migrant EU workers receiving social assistance in Frankfurt is not within the public domain. Data at national level suggests the following:<sup>107</sup>

- Social Assistance (*Grundsicherung zur Arbeitssuche nach SGB II*): At national level, 7.5% of the population received social assistance in 2014. This share is higher amongst specific EU migrant groups. 12.9% of EU-2 citizens living in Germany and 11.3% of EU-8 citizens receive this benefit;
- Child benefit (*Kindergeld*): At national level around 660,000 families with citizenships of a European Member State receive child benefit. This compares to close to 12.3 million families with German citizenship.

In Frankfurt, a strong increase in the number of EU-2 citizens receiving social assistance has been noted in recent years (this includes those who receive wage subsidies (*Aufstocker*)). In particular in the first 10 months of 2014, the number of EU-2 citizens receiving social assistance has increased by close to 40%.<sup>108</sup> However, it should be noted that a recent ruling by the European Court of Justice on access to social assistance will make it more difficult to access these benefits in the future. How this recent ruling will be implemented is yet to be seen.

In the sample of migrant EU workers who took part in the survey, the vast majority did not receive any benefits (73%, figure 4.13).

<sup>104</sup> Interviews with two local stakeholders.

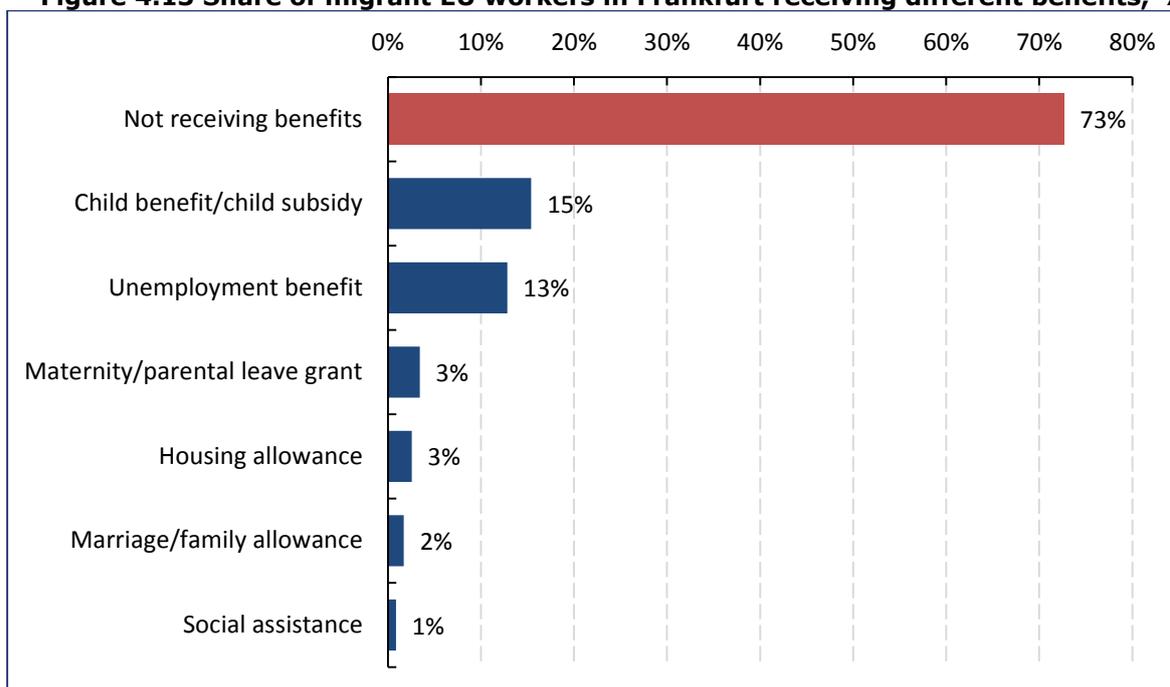
<sup>105</sup> Schade, M. (et al.) (2014): Die Humanitäre Sprechstunde in Frankfurt am Main: Inanspruchnahme nach Geschlecht, Alter und Herkunftsland. Frankfurt am Main, 2014.

<sup>106</sup> Interview with local service provider,

<sup>107</sup> BMI/ BMAS (2014), Abschlussbericht des Staatssekretärausschusses Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedstaaten, Berlin.

<sup>108</sup> IAB (2015), Zuwanderungsmonitor Bulgarien und Rumänien, 29. Januari 2015.

**Figure 4.13 Share of migrant EU workers in Frankfurt receiving different benefits, %**



Source: Ecorys survey, n=117, multiple answers possible.

Those receiving benefits primarily receive child benefit (15%), which is granted to families for each child up to the age of 18 independent of income. 13% of those surveyed receive unemployment benefit, which is much higher than the share of the general population in Frankfurt in January 2015, which stood at 7.4%.<sup>109</sup> It should be noted that those receiving unemployment benefit in Frankfurt will have contributed to the insurance based unemployment benefit system for at least 12 months prior to becoming unemployed to be eligible. Only a marginal part of those surveyed receive social assistance.

## Housing

A particularly debated issue in Frankfurt is the access to housing for migrant EU workers and non-migrants alike. According to stakeholders at the local authority 20,000 apartments are currently missing to fill the gap between housing supply and demand in Frankfurt. The office of city planning states that the Frankfurt housing market continues to be dominated by shortages in almost all its segments.<sup>110</sup>

Housing in Frankfurt is expensive and often inaccessible, in particular for those with little German language skills and no employment. These often end in the emergency system, which is however already running at full capacity.<sup>111</sup> In detail, issues are:

- Shelters are running over capacity, so that on occasions underground stations have been used as emergency shelters. There are also reports of Southern Europeans finding shelter in churches amongst others;

<sup>109</sup> Data of the Federal Employment Agency.

<sup>110</sup> [http://www.stadtplanungsamt-frankfurt.de/residential\\_development\\_5647.html?psid=9](http://www.stadtplanungsamt-frankfurt.de/residential_development_5647.html?psid=9) (accessed 10.01.2015).

<sup>111</sup> Aliche, T., Türk, L., Holz, G. (2015) Neuzuwanderung in Frankfurt am Main – Vorstudie zur Situationsbeschreibung und zur strukturellen Weiterentwicklung von kommunalen Hilfen, Institut für Sozialarbeit und Sozialpädagogik: p. 33.

- Waiting lists for social housing are long, which implies that migrant EU workers often live in temporary and emergency accommodation for a long time before accessing stable housing. This puts further pressure on the emergency system;
- Local stakeholders state that it is impossible to find housing without employment in Frankfurt. Given that a significant share of migrants arrive in Frankfurt without an employment contract this constitutes a significant problem.

Many migrant EU workers are making use of local networks to organise temporary accommodation, but specific groups of EU migrants are putting increased pressure on the emergency systems in Frankfurt<sup>112</sup>.

### Impact on the local community and local workers

Little hard evidence exists on the impact of migrant EU workers' use of local services on the local community and local workers.

When it comes to opportunities, these were named to be in the **simplification of service access for the local community**. For example, where services are sign-posted and described in non-bureaucratic easy to understand language for migrants, this also helps those in the local community who might have previously found it difficult to navigate such services<sup>113</sup>. This is equally true for one-stop-shops and sign-posting services, such as the welcome centre, which may also provide services for more established migrant groups in Frankfurt.

Where challenges for the local community arise, these are in the area of **housing**<sup>114</sup>. The increasing population in Frankfurt has led to large pressure on the housing market (see above) and it is often felt that the few houses that are being built serve in-flowing high-professionals rather than the local communities<sup>115</sup>. However, the pressure on the local housing market was at no point directly attributed to incoming EU or third-national migrants by any of the stakeholders interviewed.

A second challenge for the local community lies in the area replacement effects in the **emergency help system**. Stakeholders active in the provision of ad-hoc help, advice and shelter for people in precarious situations mentioned that the in-flow of EU migrants may have made it more difficult for the local population to access such services.

## 4.8 Participating in social, cultural and political life

In general Frankfurt presents itself as having strong self-perception of being a culturally open and diverse city, both through online communications of the city government and administration, but also in conversations with local stakeholders. In its integration concept it states that the defining feature of the city was and continues to be its openness as a juncture of economic and cultural exchange.<sup>116</sup>

Stakeholders interviewed and consulted in the context of this study were generally very positive about the presence of migrant EU workers in Frankfurt, with a strong focus on

<sup>112</sup> Interviews with local service providers working with vulnerable migrants, local authorities.

<sup>113</sup> Interview with local authority official.

<sup>114</sup> Die Dezernentin für Soziales, Senioren, Jugend und Recht (2014) Monitoring 2013 – zur sozialen Segregation und Benachteiligung in Frankfurt, Stadt Frankfurt, p. 74

<sup>115</sup> Interviewee, Social Partner.

<sup>116</sup> <http://www.vielfalt-bewegt-frankfurt.de/de/seite/ein-integrationskonzept-fuer-frankfurt-am-main> (accessed 10.01.2015).

what they contribute to the economic, but also social and cultural life of the city. In fact, the participation of migrants in all spheres of city life was seen as natural and it was often stated that “the diversity is just part of what defines Frankfurt”.

This is also reflected in a representative survey of people in Hesse on the issue of migration (not specifically EU migration), which found that:<sup>117</sup>

- The vast majority (94%) of those surveyed considered Germany to be a country of immigration (*Einwanderungsland*). This is an interesting finding, as the public debate frequently revolves around the question if Germany is a country of immigration (in contrast for example from Germany being a country of guest workers) and the self-perception of the country being an *Einwanderungsland* is relatively recent. As late as 1982 (and well after the first large waves of migration into Germany), the coalition agreement of the 1982 federal coalition between the conservative and liberal party stated that “Germany is not a country of immigration”;<sup>118</sup>
- While three quarters of people agreed that migration adds positively to living together in a society;
- 70% of respondents find that migration leads to societal conflicts.

In general, all stakeholders consulted in the course of this study were reluctant to identify any issues related to social cohesion or negative attitudes of the local community towards migrant EU workers and the increasing diversity of the city. This is probably unsurprising, as nearly half of all citizens in Frankfurt have a migrant background themselves.

A small number of interviewees mentioned that main challenges for the existing local community might be felt by other more established groups of migrants, which may feel threatened by the increased inflow of migrant EU workers. However, these claims were not substantiated.

## Political life

There is limited information available on the actual participation of migrants at local (and other) levels, as electoral statistics for example do not distinguish between voters with and without migrant background.

Research on the political participation of migrants in Germany<sup>119</sup> suggests that migrants:

- are less likely to identify with a political party than Germans, although the identification increases with the length of stay in Germany;
- have less interest in politics than Germans;
- lag behind non-migrants when it comes to more active forms of political participation, such as party-memberships. They more frequently take part in demonstrations and the collection of signatures;
- are underrepresented in parliamentary bodies.

These findings are reflected in the Frankfurt context:

<sup>117</sup> Hessisches Ministerium für Soziales und Integration (2014) Meinungsbilder 2014, Eine repräsentative Umfrage zur Einstellung gegenüber Zuwanderung in Hessen, Wiesbaden, Dezember 2014.

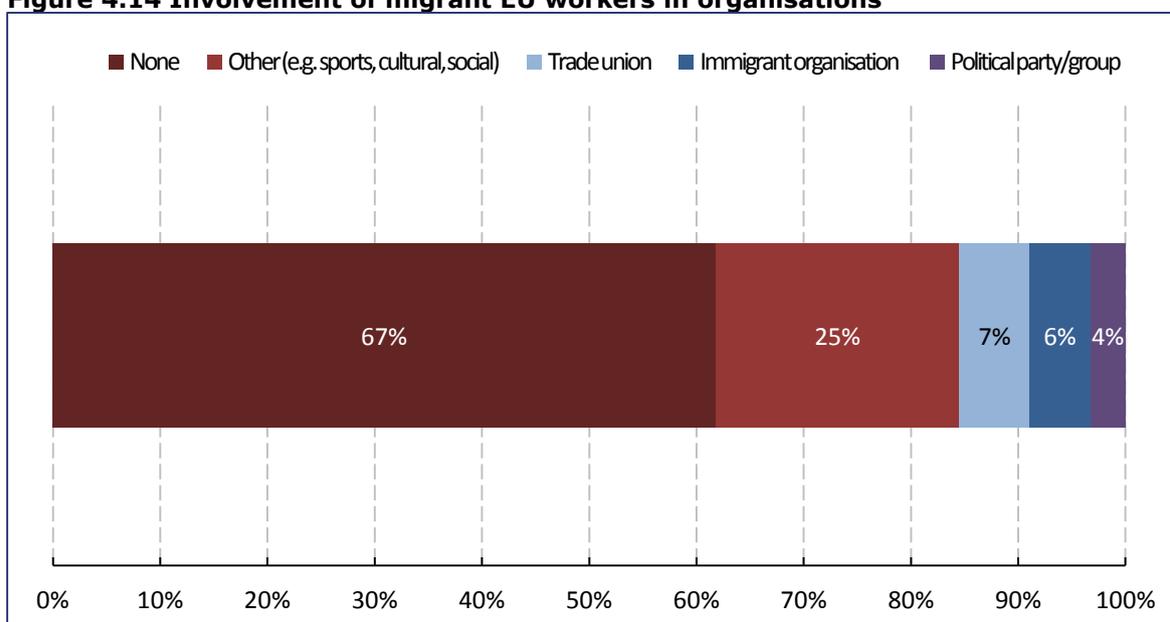
<sup>118</sup> <http://www.dw.de/deutschland-kein-einwanderungsland/a-16104097> (accessed 10.01.2015).

<sup>119</sup> Müssing, S., Worbs, S. (2012) *Politische Einstellungen und politische Partizipation von Migranten in Deutschland*, Bundesamt für Migration und Flüchtlinge, Nürnberg.

- Only a small share of the migrant EU workers included in our sample have ever voted in local elections (18.6%). This compares to 35.1% of the general population having voted in the last local election of the major;<sup>120</sup>
- A negligible number of respondents in our sample is involved directly in political life through involvement in political parties or other groups active in the political sphere (4 in total);
- According to a representative of the Foreigners’ Council, migrants who are active in political and representative bodies such as the City Council are either native Germans or migrants from other EU Member States. However, it should be noted that the foreigners’ council (*Kommunale Ausländervertretung*), which aims to connect migrants from different communities, features only five out of 37 people with EU migrant background. The remaining representatives are third-country nationals with a strong presence of Turkish nationals.

Figure 4.14 highlights this issue using data from the migrant EU worker survey in Frankfurt.

**Figure 4.14 Involvement of migrant EU workers in organisations**



Source: own survey, n=114.

It shows that two thirds of surveyed migrant EU workers are not involved in any organisations in Frankfurt. When those surveyed are engaged in organisations, these relate mainly to the sports, cultural or social fields. Only 7% are involved in organisations active in the political sphere broadly understood, such as trade unions (7%), immigrant organisations (6%) or political parties (4%).

### Cultural and social life

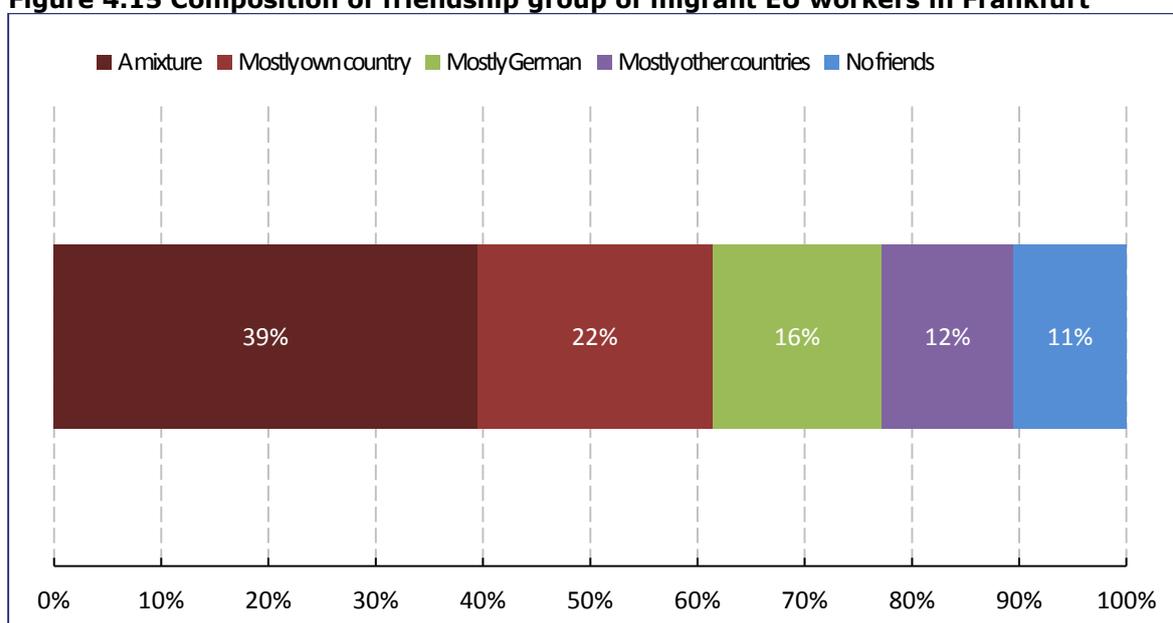
Contacts between the local community and migrant EU workers are an indicator of community cohesion and the social integration of migrant EU workers at local level. According to stakeholder interviews, the community integration of migrant EU workers in

<sup>120</sup> [http://www.hr-online.de/website/specials/obwahl12/index.jsp?rubrik=71048&key=standard\\_document\\_44332961](http://www.hr-online.de/website/specials/obwahl12/index.jsp?rubrik=71048&key=standard_document_44332961) (accessed 10.01.2015).

Frankfurt is great in general and there is little evidence of segregation of specific migrant groups. Similarly, a study of the CLIP network from 2009 finds that geographical segregation in Frankfurt is very limited and “a relatively good socio-spatial integration of migrants in Frankfurt” exists.<sup>121</sup>

Our survey of migrant EU workers confirms this picture and shows that the majority of those surveyed have a diverse set of friends both from their own communities and the local population. Two fifths of respondents state to have a mixture of friends including native Germans, nationals of their home country and those with third nationalities. Only 22% state that they are in contact mainly with people of their own nationality and 11% state to have no friends in Frankfurt. This may be explained by the fact that some of those surveyed are newly arrived migrants, which more frequently used online platforms, as well as services such as the WelcomeCenter through which the survey was distributed.

**Figure 4.15 Composition of friendship group of migrant EU workers in Frankfurt**



Source: Ecorys survey, n=114.

Regarding **cultural life**, several interviewees noted that the ‘official’ cultural life (*Hochkultur*) in Frankfurt is still very strongly dominated by classical German culture with only small influences of the local migrant population. One interviewee<sup>122</sup> noted that there is a wider perception that cultural activities of migrants are not subsidised to the same level as other traditional cultural institutions.

### Discrimination experience and harassment

A recent analysis of data from the socio-economic panel<sup>123</sup> at national level finds that nearly 50% of all EU migrants report subjective experiences of discrimination in different areas of their lives. 50% of migrants report discrimination when looking for employment or apprenticeship placements, 47% report discrimination when dealing with public

<sup>121</sup> Eurofound (2009) Housing and Segregation of Migrants, Case Study: Frankfurt Main, Dublin, Eurofound: p. 28.

<sup>122</sup> Representative of the KAV.

<sup>123</sup> Tucci, I., Eisnecker, P., Brücker, H. (2014) Wie zufrieden sind Migranten mit Ihrem Leben? Diskriminierungserfahrung und soziale Integration, IAB Kurzbericht, 21.4/2014.

authorities, 34% when looking for housing, 38% in their day to day life, 17% when dealing with the police.

The issue of discrimination seems to be comparatively less prevalent when it comes to EU migrants in Frankfurt, although it was identified as an issue for some through the survey of migrant EU workers. Around 6% of surveyed migrants felt that they were treated differently because they were not German when dealing with the registration office. Smaller numbers felt discriminated against when dealing with other local services.

When asked about broader discrimination experience one third of survey respondents stated that they have been personally harassed by someone or a group of people in a way that really upset, offended or annoyed them in the last 12 months. Of those who have experienced harassment around half did so in public transport, and in the street, followed by having experienced harassment at work.

57% of those who were harassed attributed the harassment to some degree or fully to their migrant background.

### **Intention to stay**

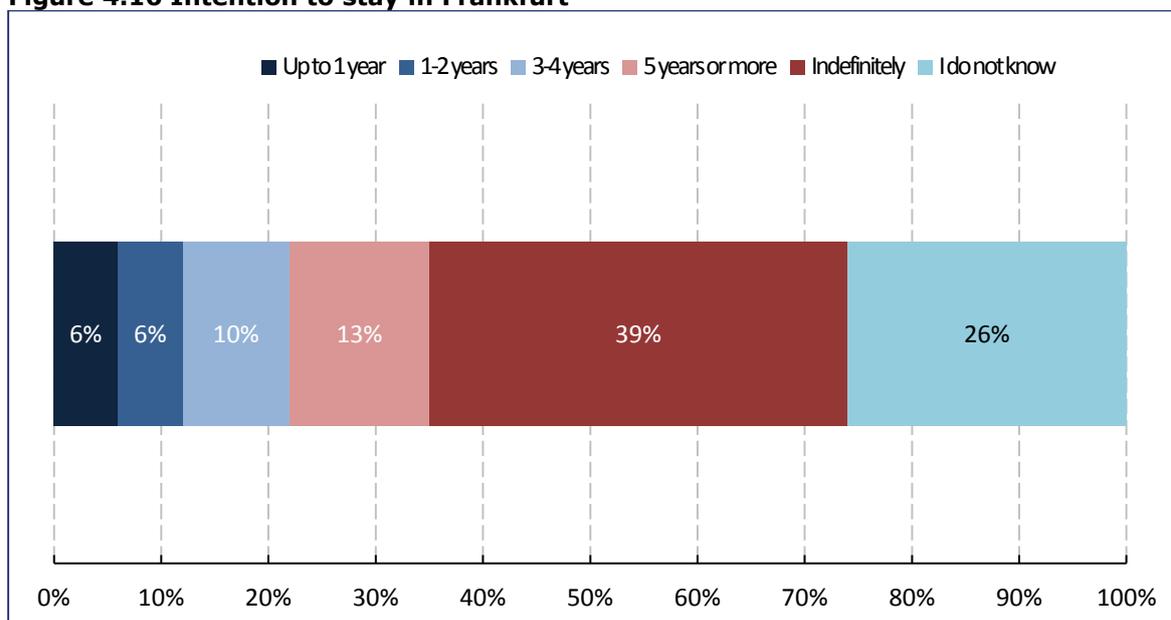
National research shows that migrants in Germany do generally have the intention to stay – in fact an analysis of the SOEP-migration panel shows that nearly three quarters of those who migrated to Germany since 1995 have the intention to stay. However, this share is much lower amongst the EU-15, of which only 56% intend to stay in Germany in the long term<sup>124</sup>.

Most migrant EU workers taking part in our survey have intentions to stay in the longer term. While 26% state that they don't know how long they would like to stay, 29% state that they would like to stay indefinitely and 13% for at least 5 years or longer. Only 12% expect to leave Frankfurt within the next 1 to 2 years.

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<sup>124</sup> IAB (2014), Neue Muster der Migration, IAB Kurzbericht 21.2/2014.

**Figure 4.16 Intention to stay in Frankfurt**



Source: Ecorys survey, n=113.

This confirms the need for the long-term socio-economic integration of migrant EU workers in Frankfurt, through targeted measures as illustrated in the next chapter.

## 4.9 Summary of key challenges and opportunities

In Frankfurt, a city which has long been defined by a high level of diversity of the local population, increased inward migration of migrant EU workers, seems to be primarily an opportunity – both for the migrant EU workers themselves to take up employment in the comparatively strong local labour market in Frankfurt and the local economy, which has a strong demand for additional labour. The need for skilled migration for role of Frankfurt as a business location is also acknowledged by the local population.

However, the integration of migrant EU workers in Frankfurt is not without challenges, albeit the specific challenges seem to differ for the different groups of migrant workers:

- The **high-skilled globalised professionals**, who already hold a job offer when arriving in Frankfurt, seem to have generally less urgent integration issues. Often, repatriation services and other relocation support is offered through their respective companies<sup>125</sup>, access to housing is a non-issue at higher price-points and schooling (also private in other languages than German) and health care can be accessed relatively easily. Challenges which concern this group are the lack of German language skills, which can be an inhibiting factor not only for the further economic, but primarily for the social integration in the local community. Importantly, it should be noted that some migrant EU workers from this group, may bring their spouses or partners with them, which may face very different integration challenges around language acquisition and qualification recognition if they don't hold a job offer themselves;
- The **medium to high-skilled workers**, are generally well qualified to find employment in the Frankfurt labour market, but face challenges around German

<sup>125</sup> Focus group discussions with migrants and migrant organisations.

languages skills and qualification recognition. Issues are the financial and time-investment related to learning German, while often working at lower qualifications levels and getting existing qualifications recognised. These workers may have less support services available through their employers or still be in the process of seeking work, and can find it difficult to navigate local services, in particular the insurance-based health care system. Additional issues revolve around the issue of finding housing;

- The **low skilled workers** in precarious situations often face multiple and acute issue around lack of housing and shelter, lack of access to health-care due to the lack of insurance, lack of language skills, lack of qualifications or issues with the recognition of qualifications. This group is also vulnerable to criminal and fraudulent practices around human trafficking, wage fraud and ostensible self-employment. It should be noted that this group does not primarily refer to newly arrived migrants. According to practitioners that frequently those who would be classified as medium or high-skilled workers who find employment upon arrival in Frankfurt, often move into precarious situations when their initial employment is lost.

It should also be noted that while the **local community and local workers** seem to be generally positive about the 'super diversity' in Frankfurt, a not insignificant number are concerned about pressure on the labour market. While employment numbers in Frankfurt are continuously increasing, there is a core of unemployed workers (often themselves with migrant background) that may be left behind while positions are taken up by incoming workers. These concerns are particularly pronounced amongst those with lower qualification levels. Additionally, there are concerns around community cohesion.

Challenges		Opportunities
Migrant EU workers	<ul style="list-style-type: none"> <li>▪ Labour market access, in particular due to German language skills, qualification recognition;</li> <li>▪ -Navigation of local services, in particular health care;</li> <li>▪ - Access to housing for all migrant EU worker groups, but in particular for low skilled workers in precarious positions.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Economic and career opportunities;</li> <li>▪ Access to good quality services;</li> </ul>
Local workers	<ul style="list-style-type: none"> <li>▪ -Some concerns around pressures on the local labour market, in particular in low skilled professions;</li> <li>▪ -Issues with the integration of the core of local long-term unemployed (often with migrant background themselves), which are not reintegrated in the labour market;</li> <li>▪ -Pressure on house prices.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Availability of greater local professional services and goods, i.e. handicrafts, cleaning services;</li> <li>▪ -General economic growth in the Frankfurt area.</li> </ul>
Local community	<ul style="list-style-type: none"> <li>▪ Some concerns around community cohesion;</li> </ul>	<ul style="list-style-type: none"> <li>▪ Diversity of social and cultural offers;</li> </ul>

	<b>Challenges</b>	<b>Opportunities</b>
	<ul style="list-style-type: none"><li>-Pressures on some local services, in particular housing, emergency health care and emergency shelters, schools.</li></ul>	<ul style="list-style-type: none"><li>-Simplified administrative procedures and information materials.</li></ul>



## 5 Policies and practices to support the socioeconomic inclusion of migrant EU workers at local level

Having implemented and run an active integration policy for more than 25 years, Frankfurt has in place a wide range of measures to facilitate the socio-economic inclusion of migrants. Although the city is well placed to support the inclusion of an increased influx of migrant EU workers (and EU migrants more generally), a number of challenges and gaps of provision can also be identified.

It should be noted a priori that in most cases little explicit distinction is made between the target group of migrant EU workers and third-country nationals. Implicit distinctions may be made through the choice of languages services are provided in. Policies/initiatives discussed below address both groups unless otherwise stated.

### 5.1 Overview

As outlined in chapter 2, the Länder and municipal level are responsible for the delivery of policies in areas which are key for the socio-economic integration of migrants, namely schooling, language promotion, housing and healthcare. This includes the responsibility for financing these measures.

It has been argued that the local level is in need of stronger financial support to facilitate the socio-economic integration of an increased number of EU migrants, in particular in the context of the debt ceiling coming into effect.<sup>126</sup> Following the federal commission on 'legal questions and challenges when citizens of EU Member States take up social security systems'<sup>127</sup> the federal government will support those local authorities which are particularly affected of EU migration in 2014 with a total one-off payment of 25 Million Euros.<sup>128</sup> Further final support has been suggested to be channeled through the city development programme **Social City (Soziale Stadt)**, as well as the use of **ESF and ERDF funds**. Funding to local authorities through Soziale Stadt was increased strongly between 2013 and 2014 from 40 million to 150 million Euros per year.

### 5.2 Immigration and integration policy framework

Within the federal structure of Germany, all main legislative frameworks regarding immigration, asylum and integration are set at federal level. Since the introduction of the 1999 Citizenship Act (*Staatsangehörigkeitsgesetz*) and the 2005 Immigration Act (*Zuwanderungsgesetz*) - which comprehensively reformed all rules and regulations in the area of migration and integration policies, as well as the right of residence - all major policies regarding immigration are centrally regulated.

<sup>126</sup> Deutscher Städtetag, Position Paper by the German Association of Cities on questions concerning immigration from Romania and Bulgaria, Berlin, 22.01.2013, [http://www.staedtetag.de/imperia/md/content/dst/internet/fachinformationen/2013/positionspapier\\_dst\\_zuwanderung\\_2013-e.pdf](http://www.staedtetag.de/imperia/md/content/dst/internet/fachinformationen/2013/positionspapier_dst_zuwanderung_2013-e.pdf) (accessed 25.07.2014).

<sup>127</sup> BMI/ BMAS (2014), Abschlussbericht des Staatssekretärausschusses Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedstaaten, Berlin.

<sup>128</sup> <http://www.bundesregierung.de/Content/DE/Artikel/2014/10/2014-10-15-eu-migration-bund-hilft-kommunen.html> (accessed 10.01.2015).

The **National Action Plan for Integration** (*Nationaler Aktionsplan Integration*, NAP-I)<sup>129</sup> was presented in 2012 and builds on the National Integrationplan (Nationaler Integrationsplan) from 2007. Developed in consultation with governmental and civil society actors, the national action plan for integration constitutes a commitment of the Federal Government, the Länder and municipalities to the policy areas, priorities, strategic aims and measures which are to be monitored. One platform for monitoring progress and identifying challenges is the yearly integration summit (*Integrationsgipfel*), which is hosted by the German Chancellor.

The Federal Office for Migration and Refugees (*Bundesamts für Migration und Flüchtlinge*, BAMF) is a key player in the policy area. Aside from its diverse tasks in the area of asylum and refugees, it also coordinates key actors within a nation-wide integration programme (*Bundesweites Integrationsprogramm*)<sup>130</sup>, funds integration programmes and courses, records information on integration measures and offers, makes recommendations for quality improvements, administers the admission to integration courses, implements integration counselling, conducts research and coordinates work at the European level and internationally. Furthermore there are a wide range of integration programmes already offered by the Federal Government, Länder, local authorities and private providers which design, finance and implement these programs.

Cities and municipalities have the capacity to formulate their own integration strategies and programs (covering areas such as language training, education, professional trainings and intercultural dialogue), and there has been a trend towards a standardization of local integration programs since 2004<sup>131</sup>. Many cities have started much earlier with the formulation of their own strategies and Frankfurt was among the first to develop an integration program<sup>132</sup>. Frankfurt is furthermore part of the European network of 'Cities for Local Integration Policies' (CLIP) and its programs regarding integration of migrants have become a model to many other cities within Germany as well as abroad.

In 2010, Frankfurt developed a new concept for integration and diversity management called **Vielfalt bewegt Frankfurt** ('diversity is moving Frankfurt forward'), which was finalised in 2011<sup>133</sup>. The concept acknowledged the specific challenges of what the Magistrat calls 'super diversity' in Frankfurt<sup>134</sup>. Around 50,000 citizens participated in the wider consultative process around the development of the concept.

The focus of this new strategy is to adopt a mainstreamed and holistic approach to integration and diversity policies across city departments, as well as on improving the way migrants are sign-posted to the opportunities offered within the city, the way migrant communities are connected to each other and other segments of the city's population. The concept also strengthened the role of AmkA as a coordinator between different actors in the city. The strategy is accompanied by the Frankfurt **Integration**

<sup>129</sup> Die Bundesregierung - Beauftragte für Migration, Flüchtlinge und Integration (2014) *Nationaler Aktionsplan Integration*, Berlin: Bundesregierung.

<sup>130</sup> BMI/BAMF (2012) *Migrationsbericht*, Berlin: BMI/BAMF.

<sup>131</sup> Bommes, M. (2010), Kommunen: Moderatoren im Prozess der sozialen Integration? In: *Aus Politik und Zeitgeschichte*, Nr. 46 / 15.11.2010.

<sup>132</sup> Stadt Frankfurt (2011), *Integrationskonzept*, Frankfurt, Online: [http://www.frankfurt.de/sixcms/detail.php?id=2888&\\_ffmpar%5B\\_id\\_inhalt%5D=8984298](http://www.frankfurt.de/sixcms/detail.php?id=2888&_ffmpar%5B_id_inhalt%5D=8984298) (accessed 28.10.14).

<sup>133</sup> Stadt Frankfurt (2011): *Vielfalt bewegt. Integrations- und Diversivitätskonzept für Stadt, Politik und Verwaltung*. Online: [http://www.frankfurt.de/sixcms/media.php/738/Integrationskonzept\\_2011.pdf](http://www.frankfurt.de/sixcms/media.php/738/Integrationskonzept_2011.pdf) (accessed 19/12/14).

<sup>134</sup> Dezernats für Integration Magistrat der Stadt Frankfurt am Main (2009) *Entwurf eines Integrations- und Diversitätskonzepts für die Stadt Frankfurt am Main*, Frankfurt: Stadt Frankfurt: p. 22.

**and Diversity Monitoring** (*Frankfurter Integrations- und Diversitätsmonitoring*, 2012)<sup>135</sup> which provides a comprehensive monitoring and reporting tool across policy areas.

An action plan to move the strategy forward was issued in 2013<sup>136</sup>, which covers ten policy areas in the remit of the Magistrat:

- diversity as a core element of the city's self-conception and image;
- diversity in staff recruitment for the city administration;
- staff development with regards to interculturality and diversity;
- tailoring service delivery towards the needs of a diverse local population;
- increased cooperation with local stakeholders on integration/diversity issues;
- inclusion and tackling discrimination;
- social cohesion and community work in local city districts;
- economic development and employment;
- science and higher education;
- impact beyond Frankfurt and external cooperation.

Specific cross-departmental project teams were tasked to develop specific goals and initiatives related to the action plan. Initiatives resulting from this process are for example the introduction of 'intercultural competence' as evaluation criteria for public sector staff, a mission statement against discrimination or the improved information provision for new citizens and incoming foreign students<sup>137</sup>.

### 5.3 First access and welcoming

Upon arrival migrant EU workers can access **Immigration Counselling Services** (*Migrationsberatung*)<sup>138</sup>, which are funded by the Federal Office for Migration and Refugees (*Bundesamt für Migration und Flüchtlinge*)<sup>139</sup> and delivered by charitable sector organisations. In Frankfurt these include AWO Bildungs- und Beratungsdienste Rhein-Main, Caritasverband Frankfurt Fachdienste für Migration, ASB-Lehrerkooperative, infrau, Evangelisches Zentrum für Beratung und Therapie am Weißen Stein and Verband binationaler Familien und Partnerschaften. Adolescents and young adults up to the age of 27 can access specialised services through the **Youth Migration Services** (*Jugendmigrationsdienste*).

Both services are free of charge for the beneficiaries and access can be sought anonymously. Qualified counsellors provide advice around employment, training and education, language acquisition, housing and residency, financial issues, marriage, family and civil partnerships, as well as recreational activities and sign-post beneficiaries to the relevant services. The aim is to facilitate a swift integration of migrants into the German labour market and education and training systems.

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<sup>135</sup> Stadt Frankfurt (2012): Frankfurt Integration and Diversity Monitoring 2012. Frankfurt. Online: <http://www.vielfalt-bewegt-frankfurt.de/en/news/frankfurt-integration-and-diversity-monitoring-2012> (accessed 28.10.14).

<sup>136</sup> Stadt Frankfurt (2013): Internationalität und Vielfalt sind unsere Chance Ein 10-Punkte-Plan für unser gemeinsames Handeln. Online: [http://www.frankfurt.de/sixcms/media.php/738/feldmann-eskandari\\_erklaerung\\_integrationskonzept.pdf](http://www.frankfurt.de/sixcms/media.php/738/feldmann-eskandari_erklaerung_integrationskonzept.pdf) (accessed: 19/12/14).

<sup>137</sup> Stadt Frankfurt (2014): Wir setzen ein klares Zeichen zur Umsetzung des Integrationskonzepts. Online: [http://www.frankfurt.de/sixcms/detail.php?id=2855&\\_ffmpar\[\\_id\\_inhalt\]=25883101](http://www.frankfurt.de/sixcms/detail.php?id=2855&_ffmpar[_id_inhalt]=25883101) (accessed: 19/12/14).

<sup>138</sup> <http://www.integrationskurse-frankfurt.de/DEUTSCH.6.0.html> (accessed 17.12.2014).

<sup>139</sup> According to the federal budget, German-wide funding was more than 26 million Euros in 2014 for Immigration Counselling Services.

Target group of these counselling services are primarily newly arrived migrants (up to three years after entry), including late repatriates and foreigners who reside permanently in Germany. Migrants with EU citizenships other than German can access the courses when their need for integration support (mostly evidenced through language skills) is similar to those of the other specified target groups<sup>140</sup>. In practice, the counselling services are often in contact with migrants that have lived in Frankfurt for a while.

No consolidated data is available on the beneficiaries of immigration counselling services in Frankfurt and the extent to which these are used by migrant EU workers, yet the languages in which the services are provided across the city provides some indication of its target groups. Across providers services are offered in a number of EU languages – Croatian, English, French, Greek, Italian, Polish, Slovenian, Spanish – and a number of non-EU languages, such as Arabic, Bosnian, Dari, Kurdish, Macedonian, Pashtun, Persian, Serbian, Turkish and Russian. Reports from individual providers can give further insights: the 2013 report of the association of binational families and partnerships (*Verein binationaler Familien und Partnerschaften*) states that out of the 310 migrants counselled, 74 were from other EU Member States, with a focus on Bulgaria, Rumania and Spain.. Qualitative evidence from interviews and yearly reports suggests that there is an increasing demand of these services from EU migrants also in other organisations<sup>141</sup>.

Additionally Frankfurt has established a **WelcomeCentre Hessen** for those who are likely to have a lower level of need for integration support than those targeted through the immigration counselling services, e.g. because they already have some German language capability and/or hold a higher level of qualifications. The WelcomeCentre is part of the Hessian strategy to secure the availability of skilled workers. It aims to improve the 'welcoming culture' (*Willkommenskultur*) in Hessen through providing skilled workers (or those who want to pursue a vocational training in Germany) with information and advice, answer any questions they might have and welcome them to the country.

The Centre was opened in July 2013 and is currently funded by the European Social Fund until the end of 2014. It is financed as part of the mobility counselling centre for the Hessen economy (*Mobilitätsberatungsstelle der hessischen Wirtschaft*), which promotes mobility counselling in 2013 and 2014 with a total of € 653,800 through the ESF.

In the first 15 months of its existence<sup>142</sup> **1155 initial contacts** were made by migrants with the WelcomeCentre, of which 63.1% were from other European Member States (729)<sup>143</sup>. Two thirds of these advice-seeking EU migrants were from four EU countries, namely Spain (36%), Romania (12%), Italy (11%) and Bulgaria (7%).

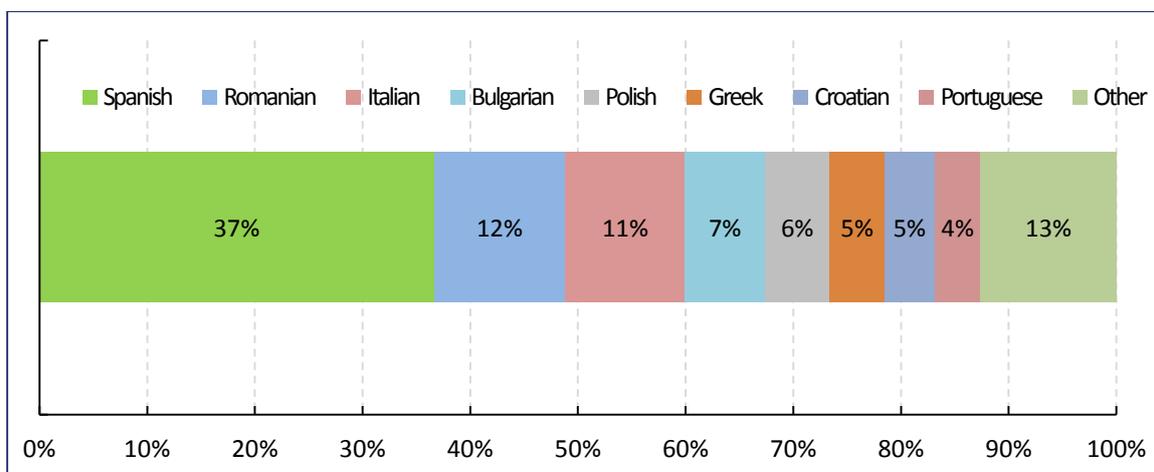
<sup>140</sup> BMAF, Förderrichtlinien der MBE, Bek. d. BMI v. 20. 1. 2010 - MI7 - 918 000120.

<sup>141</sup> Caritas Frankfurt (2014) Jahresbericht 2013, Frankfurt: Caritasverband.

<sup>142</sup> All data was provided by the WelcomeCentre and is based on internal monitoring data collected in the timeframe 04.07.2013-06.10.2014.

<sup>143</sup> It should be noted that these are solely initial and direct contacts, so that the case-load of the WelcomeCentre is much larger when also counting repeated, phone and email advice.

**Figure 5.1 Profile of EU clients of the Frankfurt Welcome-Centre, July 2013-September 2014**



It should be noted that the high share of Spanish migrants may be partially explained through the presence of Spanish language skills in the team and the existing links between the regions Hessen and Madrid.

European clients of the WelcomeCentre were aged between 16 and 63, with an average age of 32. The share of men was with 56% slightly higher than the share of women seeking advice.

The most frequently requested and provided assistance relates to access to language courses, the recognition of foreign qualifications, finding employment, registration, housing and health insurance. No evaluation assessing the effectiveness and impact of the WelcomeCentre has yet taken place.

Finally, there is a set of more innovative approaches to integrate and support newly arrived migrants in Frankfurt. One of these approaches is the **mentoring-project Companion**, which is implemented by the Caritas in Frankfurt. Here volunteers spend around two hours per week over the course of one year with newly arrived migrants to help them navigate Frankfurt, support them in developing their German language skills, job, training and education search and help them make contacts in their local area.

## 5.4 Employment and self-employment

Two sets of policies in the area of employment and self-employment can be distinguished and will be highlighted below: firstly, those which aim to attract migrant EU workers into particular economic sectors and/or professions to fill labour shortages and secondly, those which aim to integrate migrant EU workers which already reside in Frankfurt successfully into the labour market, primarily through the recognition of qualifications and language courses.

### Attracting migrant EU workers

Recent policy measures in the area of migration at national level have come as a response to developments in the labour market, i.e. a perceived lack of skilled labour in

the short term due to economic growth and long-term due to demographic change.<sup>144</sup> Securing skilled labour also through European cooperation has therefore become increasingly important for Hessen.<sup>145</sup> Particularly, skilled workers and qualified apprentices are needed for the technical or chemical industries, but also for the care sector.<sup>146</sup>

Policies to attract migrant EU (and other) workers are often major communication and information campaigns, bundling information for skilled migrant workers. One example is the website '**Make it in Germany**'. Make it in Germany is a one-stop multilingual portal supported by the Federal Ministry for Economic Affairs and Energy (*Bundesministerium für Wirtschaft und Energie*). Other related communication and image campaigns include '**Yes we're open!**', a touring exhibition, and an award for small and medium-sized (SMEs) companies which promote a welcoming culture for workers from abroad<sup>147</sup>.

A similar approach to one-stop-shop information is being taken at regional level through the online portal '**Work in Hessen**', which is supported by the Hessian Ministry for Economic Affairs and informs about job and training opportunities in Hessen with the goal to attract skilled migrant workers<sup>148</sup>.

When it comes to sector specific initiatives relevant for the Frankfurt context, in 2012 the *Land* Hessen signed a memorandum of understanding with the Community of Madrid to promote the mobility of professionals and facilitate labour migration of young people to Hessen in order to get professional training.<sup>149</sup> The Employment Agency Frankfurt/Main (*Bundesagentur für Arbeit - Agentur für Arbeit Frankfurt/Main*) attended job fairs in Spain to recruit young people and the online portal 'Work in Hessen' (see above) was launched in parallel to provide more information about the Hessian job market. In 2012, a pilot project by the Hessian Government and the Diakonie Hessen (the social service of the German protestant church) recruited Spanish care professionals for the elderly care sector at job fairs in Spain. 60 care workers arrived in Frankfurt in 2013.<sup>150</sup>

<sup>144</sup> Deutsche Welle (2010), DIHK fordert mehr Zuwanderung. Online: <http://www.dw.de/dihk-fordert-mehr-zuwanderung/a-5777003> (accessed 19/12/14); Constant et al (2011) "Germany's Immigration Policy and Labor Shortages", IZA; <http://mediendienst-integration.de/artikel/demografie-arbeitsmigration-berlin-institut-fachkraefte.html> ; SVR Jahresgutachten 2013.

<sup>145</sup> [http://www.hwk-rhein-main.de/de/news-detail/\\_pressemeldung/pressemeldung-10-2013,652,775.html](http://www.hwk-rhein-main.de/de/news-detail/_pressemeldung/pressemeldung-10-2013,652,775.html) (accessed 10.01.2015).

<sup>146</sup> [http://www.hwk-rhein-main.de/de/news-detail/\\_pressemeldung/pressemeldung-10-2013,652,775.html](http://www.hwk-rhein-main.de/de/news-detail/_pressemeldung/pressemeldung-10-2013,652,775.html) (accessed 10.01.2015).

<sup>147</sup> <http://www.bmwi.de/EN/Topics/Tackling-the-skills-shortage/immigration-and-culture-of-welcome,did=633930.html> (accessed 10.01.2015).

<sup>148</sup> <http://www.work-in-hessen.de/> (accessed 10.01.2015).

<sup>149</sup> [http://www.frankfurt-main.ihk.de/standortpolitik/fachkraefte\\_demografie\\_arbeitsmarkt/aktuell/news/13706/](http://www.frankfurt-main.ihk.de/standortpolitik/fachkraefte_demografie_arbeitsmarkt/aktuell/news/13706/) (accessed 10.01.2015)

<sup>150</sup> <http://www.diakonie.de/journal-inhaltsseite-15395-15395.html> (accessed 10.01.2015).

### **Welcoming culture / Willkommenskultur**

Beyond targeted information and recruitment campaigns, a general debate around the improvement of the welcoming culture (*Willkommenskultur*) in Germany, and Frankfurt in particular, can be observed.

The Federal Office for Migration and Refugees (BAMF) started a pilot in 2013 to develop offices for foreigners (*Ausländerbehörden*) into welcome offices (*Willkommensbehörden*) to more effectively compete for foreign skilled labour by improving the experience at the administrative office which is the first point of contact of many foreigners in Germany. While migrant EU workers are typically not in contact with the offices for foreigners, which primarily deal with third country nationals, this trial reflects a general trend to improve the welcoming culture in Germany in an effort to be more attractive for skilled labour.

Frankfurt's integration concept also features the notion of a welcoming culture as a concept to guide policy making in the city. In particular, an improved welcoming culture is to be reflected in improved services for newly arrived migrants, to improve access to information and access, to demand mutual appreciation of migrants and the local community.

Within the city itself the Frankfurt city administration implemented in the past targeted advertising and outreach efforts to migrant communities, and reformed recruitment procedures in order to increase the number of municipal employees from migrant communities.<sup>151</sup>

### **Recognition of qualifications**

As discussed in the previous chapter, within the German tradition of strongly vocationally oriented education and training, the assessment and recognition of foreign professional qualifications is a major policy to facilitate labour market integration of migrant EU workers. Here, one needs to distinguish between the recognition of qualifications in the regulated professions, e.g. doctors, the recognition of vocational qualifications, e.g. electricians with vocational training, and the recognition of academic qualifications, such as bachelor degrees.

At national level, the Assessment and Recognition of Foreign Professional Qualifications Act, or **Recognition Act** (*Annerkennungsgesetz*)<sup>152</sup> introduced in 2012 aims at improving the way foreign professional qualifications are recognised in Germany introducing standardized assessment procedure for all professions which are regulated on the federal level. The *Länder* have also adopted their own legislation concerning the professions on recognition for which they are responsible (e.g. teachers, engineers, architects, occupations in social services), of which the Hessian version came into force in December 2012. It is still very early to assess the effectiveness of the new regulatory framework.

The recognition of qualifications is complex – over 600 qualifications are regulated through the federal law alone. The regionally organised network **Integration through Qualification** (*Integration durch Qualifizierung, IQ Netzwerk*)<sup>153</sup> serves as first port of call for migrants who would like their qualifications to be formally recognised. Workers are advised on whether recognition of their foreign qualifications is necessary and useful and sign-posted to the responsible offices (e.g. the responsible chambers of commerce). In Frankfurt, these advisory services are offered through Berami e.V.

<sup>151</sup> CLIP (2008): Equality and diversity in jobs and services: City policies for migrants in Europe. Dublin. 2008. P. 66.

<sup>152</sup> <http://www.gesetze-im-internet.de/bundesrecht/bqfg/gesamt.pdf> (accessed 10.01.2015).

<sup>153</sup> <http://www.netzwerk-iq.de/> (accessed 10.01.2015).

Advice on the recognition of foreign qualifications is also provided by IHK Foreign Skills Approval (FOSA), an initiative of the Chamber of Commerce and Trade, which evaluates foreign vocational qualifications by application. IHK FOSA then determines whether a foreign qualification can be considered equivalent to a corresponding German qualification. The aim is to increase the supply of skilled labour in Germany and to better integrate migrants who obtained their qualification abroad.<sup>154</sup>

In the time period August 2012 to June 2014, data referring to the federal level shows that<sup>155</sup>:

- Around one third of all requests are made from EU citizens;
- 94.5% of all request for the recognition of qualifications are made from within Germany, suggesting that the majority of people applies for the recognition of qualifications after having arrived in Germany;
- Around 50% of all requests are made by people who have been in Germany for more than 2 years;
- The top three vocations for which recognition is sought are: teachers, engineers and health and care staff.

It is too early to assess the effects of the IQ network and similar services. However, a preliminary external assessment showed that there is need for improvement of such advisory services in particular with regards to the information that is provided and the need to make administration of these new regulations more efficient and transparent.<sup>156</sup> It has been noted that a variety of advisory bodies offer similar services and greater coordination is needed to improve efficiency. Further areas for improvement identified are the need to offer advisory services in additional languages and to ensure the quality of such advisory services.<sup>157</sup> The system is still difficult to navigate for the individual and achieving recognition of qualifications requires a lot of effort by migrant EU workers<sup>158</sup>.

However, when recognition is sought and achieved, research has found that it increases income by 28% and also the probability to find adequate employment in line with qualification levels<sup>159</sup>.

## Language courses

Language courses for migrant EU workers are primarily funded through two national channels:

- The **BAMF funded Integration courses**, which includes 600 hours of German language course and a 60 hours orientation course on German society, history and culture;
- The **ESF-BAMF programme**, which focuses on teaching German language skills for professional purposes; it combines German lessons, vocational training and internships for participants.<sup>160</sup>

<sup>154</sup> IHK FOSA (2014). Online: <http://www.ihk-fosa.de/en/> (accessed: 19/12/14).

<sup>155</sup> All data from C. Burkert, IAB Hessen (2015), Voraussetzungen für eine erfolgreiche Arbeitsmarktintegration von Migrantinnen und Migranten, Presentation in the frame of Fachtagung Chancen Nutzen, Wege öffnen, Erwerbsintegration von Migrantinnen und Migranten, 14.01.2015, Frankfurt.

<sup>156</sup> BMWI (2014) "Wirkungsanalyse des rechtlichen Rahmens für ausländische Fachkräfte", p. 169-72.

<sup>157</sup> C. Burkert, IAB Hessen, op. cit.

<sup>158</sup> Focus groups economic integration.

<sup>159</sup> Brücker, H., Liebau, E., Romiti, A., Vallizadeh, E. (2014) Anerkannte Abschlüsse und Deutschkenntnisse lohnen sich, IAB Kurzbericht 21.3/2014.

<sup>160</sup> Netzwerk Integration durch Qualifizierung (2014): Inegration durch Qualifizierung. Frankfurt. Online: <http://www.hessen.netzwerk-iq.de/modellprojekte-berufbez-deutsch.html> (accessed 28.10.14); BAMF .

Both courses require an intensive time investment and may require a financial contribution of the migrant, depending on the situation.

Additionally, language courses are offered by a large variety of private or public providers (e.g. the Goethe Institute), but are costly and mainly taken up by the higher qualified, who either pay for the courses themselves or with financial support from their employers.

A number of gaps have been identified when it comes to the availability of language courses in Frankfurt:<sup>161</sup>

- A lack of subsidised language courses beyond B1 level, which would facilitate the integration into higher qualified jobs;
- The costs, which can be substantial, even for subsidised courses;
- The provision of language courses tailored to the needs of working migrants, e.g. a stronger provision of flexible and evening courses;
- An absence of stronger promotion of language acquisition outside Germany, e.g. in Goethe Institutes, to enable migrant EU workers to enter into higher qualified jobs when arriving in Germany.

### Support in the area of labour protection

For those migrants, who find themselves in precarious employment situations in Frankfurt, trade union associated service centres aim to support migrant workers, such as the **Fair Mobility** (*Faire Mobilität*) project by the German Confederation of Trade Unions (DGB), which assists migrant workers from Central and Eastern European countries with the enforcement of fair wages and working conditions in the German labour market<sup>162</sup>. A similar initiative is organised by the Confederation of German Service Unions (Verdi) called **MigrAr**.<sup>163</sup>

**MigrAr** works predominantly with EU migrants that work in short-term low-paid/low-skilled jobs as self-employed or on the basis of service contracts, or as temporarily posted workers under the EU freedom to provide services, more recently coming from Bulgaria and Rumania and since 2014 increasingly from Spain. Prior to the end of the transitional arrangements with Bulgaria and Romania, primary target groups were Polish and Hungarian workers<sup>164</sup>. MigrAr has around 10-12 face-to-face cases per month, i.e. 120 per year in addition to 250 per cases in which advice is given via telephone.

### Support for entrepreneurs

There is a set of actors that provide advice and services for migrant entrepreneurs and business owners (either entrepreneurs and business owners that live in the Frankfurt area that have a migrant background or people that want to be relocated to the area): Kompass – Centre for Entrepreneurship (Kompass - Zentrum für Existenzgründung), the Frankfurt Economic Development GmbH (Wirtschaftsförderung Frankfurt GmbH), the

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(2014): ESF-BAMF-Programm. Berlin. Online: <http://www.bamf.de/DE/Infothek/ESFProgramm/esf-bamf-programm-node.html> (accessed 28.10.14).

<sup>161</sup> All focus groups, stakeholder interviews with welcomecentre and federal employment agency.

<sup>162</sup> DGB (2014): Fair Mobility. Berlin. Online: <http://www.faire-mobilitaet.de/en> (accessed 28.10.14).

<sup>163</sup> MigrAr - Gewerkschaftliche Anlaufstelle für Migranten in prekären Arbeitsverhältnissen mit und ohne Papiere (2014): Aktueller Stand bei Biser Rusev – Spendenkonto eröffnet. Frankfurt. Online: <http://migrar-ffm.de/ar> (accessed 28.10.14).

<sup>164</sup> All information, in-depth interview with service organisation for migrants.

Chamber of Commerce and Industry Frankfurt (Industrie- und Handelskammer Frankfurt, IHK) and the Rhine-Main Chamber of Crafts (Handwerkskammer Rhein-Main, HWK).

## 5.5 Local services

### Education

The *Aufnahme- und Beratungszentrum für Seiteneinsteiger (ABZ)* is a statutory body under the Hessian State Ministry of Education which works as an early assessment and consultation centre for late entrants (which are mainly young migrants) into the German educational system in Frankfurt. Founded 15 years ago in 1999/2000 as the first centre of its kind in Hessen, it was focussed on integrating young migrant children between 10-15 years old (which attend the so called *Sekundarstufe 1*). In the following years its remit was extended to kids between 8-15 years (covering also children attending grammar school), as well as young people at the age of 16-18 who attend vocational school (*Berufsschulalter*).

Besides welcoming young migrants and providing information about the educational system an assessment of educational attainment (test in Math and English and knowledge in mother tongue), the ABZ facilitates a systematic distribution of students to schools in the Frankfurt area that offer German languages courses for non-native speakers (*Erstfördermaßnahme für Deutsch als Zweitsprache*). Visiting the ABZ is not mandatory but migrants are legally obliged to register their children with a school which will inform parents about the service The ABZ is also the supervisory body for the schools that offer a *Erstfördermaßnahme*.

The spectrum of the educational attainment and learning ability among the children who are assessed differs extremely. ABZ is working with 25 schools in the Frankfurt area. These schools have a variety of different models to deliver their *Erstfördermaßnahme*, tailored to these educational needs of children. While the approach is overall successful there are some areas which could be improved:

- Resources for initial assessments: the ABZ has on average 50 to 70 minutes for the assessment which is a limited time-frame;
- Once assigned to a specific type of secondary school in the German three-tiered system that offers the right language and integration class tailored to the needs of the respective children, students tend to stay at this school (on average), which presents a barrier to upward mobility later on;
- Furthermore a wider integration of students takes longer than the initial *Erstfördermaßnahme* which ends after 12 or 24 months and requires more investment of resources on the side of schools; on average an ideal and sufficient support with language classes takes 3-5 years until students attain a sufficient level of German language skills.

Moreover, the capacity of the system is stretched. Currently 1000-1200 young migrants (age 6 to 18) that are late entrants (*Seiteneinsteiger*) to the local educational system are incoming to Frankfurt every year. The increased pressures on the system result mainly from migration to Frankfurt from EU countries,<sup>165</sup> but increasingly also from the influx of young refugees. These dynamic changes seem not to slow down in the short-term.

<sup>165</sup> In 2012/13 out of 571 students from 62 nations processed by the ABZ over 250 come from EU-states with Polish (61), Bulgarian (Bulgaria-Turkish) (73), Rumanian (43), Italian (30), Spanish (46). Presentation by the ABZ (2014) (unpublished).

In addition to this statutory provision there are many civil society initiatives (coordinated and supported by AmkA) which are supporting migrants in the Frankfurt area in terms of education beyond German language competences. The Home **Instruction for Parents of Preschool Youngsters** (HIPPY) project is targeted at migrant families aims at improving the relationship between parents and children at pre-school age, prepares children for grammar school and provides information to parents about childhood development and education through counsellors that speak the parents' native language.<sup>166</sup>

## Health care

The Public Health Department of the City of Frankfurt am Main provides services as part of the Public Health Service (PHS) (*Öffentlicher Gesundheitsdienst, ÖGD*) which aims at protecting the general health of the community and the individual at federal, state, and local level. Within the Department of Health, the **Office for Migration and Health** is a specialised body tasked with the planning and monitoring of health projects for migrants; initiating and promoting health activities within city districts and for specific target groups; coordination and networking of working group across sectors and actors, as well as organising conferences on health issues; it is furthermore member of nationwide networks and excellence clusters on the topic of migration and health.<sup>167</sup>

As part of its service the Public Health Department is offering a **humanitarian consultation-hour** (*Humanitäre Sprechstunde*) which provides free healthcare treatment, consultation (and specialist referral in specific cases) for undocumented migrants or people without health insurance. While the majority of patients are from non-EU countries, increasingly people from South Eastern Europe are visiting this consultation hour. Since 2008 a particular increase of patients from Bulgaria and Romania has been recorded – between 2008 and 2013 1346 Bulgarians and 377 Romanians had consultations with the service (out of 8574 consultations and a total of 2384 patients treated). On average patients are about two-thirds female and one third male and the most common age group is 20- 40 years.<sup>168</sup> Similar services have started to be offered by the university hospital and other charitable providers.

A regular **cross-sector working group 'Migration and Health'** meets at the AmkA. AmkA also provides various information to external health providers and guides on health issues (like initial guidance on psychological services or drug counselling services provided in foreign languages, directory of health services available in the city).<sup>169</sup>

The Hessian Ministry for Social Affairs provides **online information on standard services** and health checks provided by the German health insurance system in 15 languages.<sup>170</sup>

<sup>166</sup> Stadt Frankfurt (2014): HIPPY – Vorschulprogramm. Frankfurt. Online: [http://www.frankfurt.de/sixcms/detail.php?id=2889&\\_ffmpar\[\\_id\\_inhalt\]=352597](http://www.frankfurt.de/sixcms/detail.php?id=2889&_ffmpar[_id_inhalt]=352597) (accessed 28.10.14).

<sup>167</sup> Stadt Frankfurt (2014): Fachstelle für Migration und Gesundheit. Frankfurt. Online: [http://www.frankfurt.de/sixcms/detail.php?id=7037&\\_ffmpar\[\\_id\\_inhalt\]=24618](http://www.frankfurt.de/sixcms/detail.php?id=7037&_ffmpar[_id_inhalt]=24618) (accessed 28.10.14).

<sup>168</sup> Schade, M. (et al.): Die Humanitäre Sprechstunde in Frankfurt am Main: Inanspruchnahme nach Geschlecht, Alter und Herkunftsland. Frankfurt am Main, 2014.

<sup>169</sup> Ethno-Medizinisches Zentrum e.V. / BKK (2014): Gesundheitsleitfaden Hessen. Frankfurt. Online: <http://www.bkk-bv-gesundheit.de/bkk-promig/111.0.html> (accessed 28.10.14).

<sup>170</sup> Amt für multikulturelle Angelegenheiten (2014): Gesundheit. Frankfurt. Online: [http://www.frankfurt.de/sixcms/detail.php?id=2884&\\_ffmpar\[\\_id\\_inhalt\]=7994103](http://www.frankfurt.de/sixcms/detail.php?id=2884&_ffmpar[_id_inhalt]=7994103) (accessed 28.10.14); Ethno-Medizinisches Zentrum e.V. / BKK (2014): Gesundheitsleitfaden Hessen. Frankfurt. Online: <http://www.bkk-bv-gesundheit.de/bkk-promig/111.0.html> (accessed 28.10.14).

## 5.6 Social, cultural and political participation

### Political and social integration

The **Foreigners' Advisory** Council of the City of Frankfurt am Main (Kommunale Ausländer- und Ausländerinnenvertretung der Stadt Frankfurt am Main, KAV) has a main secretariat which was incorporated by the city and is also located within the city's administration offices.<sup>171</sup> The members of the KAV are elected every five years by the foreign citizens of Frankfurt and advise the institutions of the city in all matters related to foreign residents. The KAV represents the interests of foreign citizens and can lobby for their interest on their behalf.<sup>172</sup>

In general all migrant groups have a thriving self-organised community life. There are over 350 migrant associations and organisations and about 140 religious communities.<sup>173</sup> These organisations focus on a variety of issues of importance to the different communities including those that support the integration of migrants in the labour market. For example the association **Jumpp** supports female migrants in accessing the labour market.<sup>174</sup>

The city of Frankfurt finances and supports a large amount of projects relating to migrants each year. A notable project by the AmkA is the **Integration Award for the City of Frankfurt am Main** (*Integrationspreis der Stadt Frankfurt am Main*). This is an annual prize awarded to local projects for special efforts towards integration. The prize of EUR 15000 EUR (EUR 5000 for three awardees) not only supports financially but also raises the profile of these projects, makes integration efforts visible and highlights best practice examples.<sup>175</sup> Additionally, **Intercultural weeks** (*Interkulturelle Wochen 2014 in Frankfurt am Main*) are annually organised by the city of Frankfurt and a coordination board provides a wide variety of intercultural events across the whole city.<sup>176</sup>

### Specific support for disadvantaged groups

**Roma e.V.** was established in 1993 and today employs around 40 people in the different activities of the association. Its services and advisory role are more on demand than ever. While Roma e.V. emphasises that Frankfurt has not been flooded with Roma and Sinti migrants, they recognise that the number of Roma in Frankfurt has in fact increased since the end of the transitional measures. They estimate that the Roma community in Frankfurt has grown from around 3000-4000 Roma to 4000-5000 since early 2014. Demand on the social advisory services has increased by an additional 170 people seeking help. The association provides a platform for dialogue and understanding between Roma and non-Roma as well as promoting the socio-economic integration of Roma in Frankfurt. This includes, amongst other things, a social counselling service, a day care centre, education and vocational orientation projects, as well as adult education projects. Through advocacy work, the association aims to address the structural issues of Roma integration in Germany.

<sup>171</sup> [http://frankfurt.de/sixcms/detail.php?id=2893&\\_ffmpar\[\\_id\\_inhalt\]=102272](http://frankfurt.de/sixcms/detail.php?id=2893&_ffmpar[_id_inhalt]=102272).

<sup>172</sup> [http://www.frankfurt.de/sixcms/detail.php?id=2782&\\_ffmpar\[\\_id\\_inhalt\]=176449](http://www.frankfurt.de/sixcms/detail.php?id=2782&_ffmpar[_id_inhalt]=176449).

<sup>173</sup> Stadt Frankfurt (2014): Zusammenleben. Frankfurt. Online: <http://frankfurt.de/sixcms/detail.php?id=3268118> (accessed 28.10.14).

<sup>174</sup> Jumpp (2014): PiA Frankfurt – Migrantinnen fit für den Arbeitsmarkt. Frankfurt. Online: <http://www.jumpp.de/leistungen/projekte/pia-frankfurt> (accessed 28.10.14).

<sup>175</sup> Stadt Frankfurt (2014): Integrationspreis der Stadt Frankfurt am Main. Frankfurt. Online: [http://www.frankfurt.de/sixcms/detail.php?id=3745&\\_ffmpar\[\\_id\\_inhalt\]=352713](http://www.frankfurt.de/sixcms/detail.php?id=3745&_ffmpar[_id_inhalt]=352713) (accessed 28.10.14).

<sup>176</sup> Stadt Frankfurt (2014): Interkulturelle Wochen 2014. Frankfurt. Online: [http://frankfurt.de/sixcms/detail.php?id=3745&\\_ffmpar\[\\_id\\_inhalt\]=555700](http://frankfurt.de/sixcms/detail.php?id=3745&_ffmpar[_id_inhalt]=555700) (accessed 28.10.14).

## 5.7 Conclusions

While a multitude of policies and solutions exist in Frankfurt, they are generally dispersed and what seems to be lacking is the coordination of different initiatives and between different providers. In addition, there are no comprehensive one-stop-shop solutions which guide newly-arrived migrants, in particular after the initial contact with one-stop-shops such as the Welcome Centre or Migration Counselling has taken place.

The lack of coordination of policies and the issue of *Projektitis*<sup>177</sup>, i.e. the tendency to develop time-limited projects to tackle specific issues rather than the underlying factors of socio-economic integration more comprehensively, were named by a range of different stakeholders from local authorities and local service providers in the interview phase. There is an increased effort to coordinate approaches better and the research team has been made aware of a large number of events, which aim to bundle activities in the area.

In addition, solutions for one of the most pressing issues for migrant EU workers are missing in the area of housing.

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<sup>177</sup> This term was used by an interviewee of the public employment agency.



## 6 Conclusions and recommendations

Frankfurt is a city with a long history of inward migration, due to its central location in continental Europe, its position as a major internal transport hub and its relative economic prosperity. This is illustrated by the fact that Frankfurt is today as 25 years ago, the German city with the highest share of non-German citizens. Moreover, 42.7% of its citizens have a migration background themselves, i.e. are either first or second generation migrants. 67% of children between the ages of 6 and 18 have a migration background, which indicates is another indicator of the ever increasing 'superdiversity' of Frankfurt.

In the last decade, but increasingly since the onset of the economic crisis, Frankfurt has been a major destination for migrant EU workers. The number of EU-28 migrants increased by 32.6% between 2004 and 2013, from 66,324 to 87,960. While much of the increase can be attributed to inflows from EU 10 countries, Frankfurt has seen increased numbers of citizens from EU Member States for every single EU country. Today, 48.2% of the 191,034 foreign citizens in Frankfurt come from an EU Member State.

Contextualising this by looking at other German cities, it shows that in 2013, Frankfurt recorded with 12,710 the second-highest number of in-flowing EU migrants in Germany after Munich (13,499) and well before Hamburg (7,783) and Duisburg (7,317).<sup>178,179</sup> Frankfurt also had the second highest number of in-coming EU-10 migrants (3,940) after Munich and the second highest number of in-coming Bulgarian and Romanian nationals (4,179) after Duisburg in 2013.

In addition to the increased number of incoming EU migrants to Frankfurt, the composition of EU migrants in Frankfurt is changing: While in 2004, the top-5 largest EU migrant communities were from Italy, Croatia, Greece, Spain and Poland (in this order), the Polish community has more than doubled in the last 10 years and is now the second largest EU migrant community in Frankfurt. The number of Romanians has increased more than threefold, making the Romanian community the fourth largest EU migrant community in Frankfurt.

The population of EU migrants in Frankfurt:

- includes a larger share of male migrants than males in the general population;
- are more likely to be working age than the general population, with a large share being between 18 and 65 years of age;
- is either relatively new in Frankfurt - 44.7% have arrived in the last 5 years – or very well established – 35.1% have lived in Frankfurt for 15 years or longer;
- is likely to be increasingly higher educated (from national data), but little information is available at local level;
- is more likely to be employed than those without migration background (from regional data), if they are male. Employment rates of female migrant EU workers are much lower than their German counterparts. There is great variation between different groups of EU migrants.

<sup>178</sup> BMI/BMAS (2014) Zwischenbericht des Staatsekretärsausschusses zu „Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedsstaaten“, Berlin, p. 20. This number is likely to increase due to late registering.

<sup>179</sup> BMI/BMAS (2014) Zwischenbericht des Staatsekretärsausschusses zu „Rechtsfragen und Herausforderungen bei der Inanspruchnahme der sozialen Sicherungssysteme durch Angehörige der EU-Mitgliedsstaaten“, Berlin, p. 20.

On the one hand, inward migration of EU workers to Frankfurt is generally encouraged due to the perception of increasing shortages of skilled labour (*Fachkräftemangel*) in the context of demographic change and a growing German labour market. On the other hand, the increased presence of migrant EU workers in particular from the EU-2 has increased a wide public debate around the challenges of increased EU migration, in particular a perceived increased pressure on local services and social security systems. However this debate is less pronounced in Frankfurt than in other German cities, such as Duisburg or Mannheim, due to the relatively favourable economic situation of Frankfurt and also a different composition of migrant EU workers in cities such as Duisburg and Mannheim. The extremely difficult housing market in Frankfurt may prevent a larger number of destitute EU migrants from coming to and/or remaining in Frankfurt.

## 6.1 Key challenges in Frankfurt

Due to the great diversity of migrant EU workers in Frankfurt, key challenges should be defined for different sub-groups of migrants. In practice, any typology of migrant EU workers in Frankfurt will be artificial, as there will be overlaps and mobility between different categories. However, a distinction between three different types of migrant EU workers in Frankfurt is useful to identify key challenges and associate needs related to their socio-economic integration more precisely:

- The **high-skilled globalised professionals**, who already hold a job offer when arriving in Frankfurt, seem to have generally less urgent integration issues. Often, repatriation services and other relocation support is offered through their respective companies, access to housing is a non-issue at higher price-points and schooling (also private in other languages than German) and health care can be accessed relatively easily. Challenges which concern this group are the lack of German language skills, which can be an inhibiting factor not only for the further economic, but primarily for the social integration in the local community. Importantly, it should be noted that some migrant EU workers from this group, may bring their spouses or partners with them, which may face very different integration challenges around language acquisition and qualification recognition if they don't hold a job offer themselves;
- The **medium to high-skilled workers**, are generally well qualified to find employment in the Frankfurt labour market, but face challenges around German languages skills and qualification recognition. Issues are the financial and time-investment related to learning German, while often working at lower qualifications levels and getting existing qualifications recognised. These workers may have less support services available through their employers or still be in the process of seeking work, and can find it difficult to navigate local services, in particular the insurance-based health care system. Additional issues revolve around the issue of finding housing;
- The **low skilled workers** in precarious situations often face multiple and acute issue around lack of housing and shelter, lack of access to health-care due to the lack of insurance, lack of language skills, lack of qualifications or issues with the recognition of qualifications. This group is also vulnerable to criminal and fraudulent practices around human trafficking, wage fraud and ostensible self-employment. It should be noted that this group does not primarily refer to newly arrived migrants. According to practitioners that frequently those who would be classified as medium or high-skilled workers who find employment upon arrival in Frankfurt, often move into precarious situations when their initial employment is lost.

Challenges for the local community and local workers appear to be less pronounced than may be expected given the large inflows of EU migrants in recent years. Given the history of Frankfurt as a city of immigration, the local community and local workers may be more used to challenges that come with increasing 'superdiversity'. Additionally, the relatively positive situation of the labour market may currently prevent competition around employment in Frankfurt. However, it should be noted that there is not insignificant number of people in surveys at *Länder* level, who are concerned about pressures on the labour market. Additionally, it should be noted that while employment numbers in Frankfurt are indeed increasing, unemployment rates are stagnating, indicating that new jobs are primarily filled with externals (Germans, migrant EU workers and third country nationals). While not directly associated with the increased influx of migrant EU workers only, an increased pressure on the housing market also constitutes an issue for local workers and the local community.

Particular in the area of emergency services, there are increasing challenges for the local community, in particular around dealing with demands for emergency shelters and emergency health care. Additionally, challenges arise in the area of schooling and in making other local services fit for dealing with an increased influx of non-German speakers.

Additionally, surveys at *Länder* level have found great appreciation for increased diversity, but also highlighted concerns about community cohesion from the local population.

## 6.2 Key opportunities in Frankfurt

From the point of the migrant EU workers, there are clear economic and career opportunities in Frankfurt, in particular for those with German language skills and the qualifications needed and recognised in the labour market. Additionally, albeit sometimes difficult to navigate, access to the good quality services in Frankfurt is given at least for those migrants who are registered and in employment in Frankfurt.

Local workers profit from the economic prosperity that migrant EU workers bring to the city, but also the availability of services and goods, i.e. handicraft services provided by Eastern European skilled workers or cleaning services. Further the local community profits from administrative processes and information materials, which were made easier to facilitate access for migrants. Additionally, a great social and cultural offers is available.

## 6.3 Recommendations

First and foremost, a great number of policies, initiatives and solutions to the challenges specified above are already in place in Frankfurt. Key issues of these initiatives are that they can be time-limited/project-funded and that there is a lack coordination and sign-posting between different initiatives. A large number of parallel structures exist. When it comes to specific policy areas four areas of improvement should be highlighted:

1. **Expansion of language provision:** Throughout the study, there was unanimous agreement amongst all stakeholders, that German language skills are crucial for the economic, but also social integration of migrant EU workers in Frankfurt. Language provision could be strengthened in two ways: Firstly, through improved provision of subsidised language courses in Frankfurt and secondly, through an increased promotion of language courses abroad to prepare migrants before

coming to Germany. Regarding courses in Frankfurt, language courses need to be provided beyond B1 level, further funding should be provided with the opportunity for more migrant EU workers to have their language courses fully funded and the courses should be further tailored to the needs of the target groups, e.g. a stronger provision of flexible and evening courses. Regarding language courses abroad, stronger promotional activities of the necessity of German language skills for the successful labour market integration in Germany and availability of German language courses should be provided;

2. **Qualification recognition:** While the recognition of foreign qualifications has been in principle improved in recent years, the landscape of providers is difficult to navigate for many EU migrants and they are often poorly informed about the opportunity to get their qualifications recognised and the impact that will have on their employment prospects. The IQ network already provides information to those interested in such services, but services should be expanded, mainstreamed and promoted more widely;
3. **One-stop-shops:** Frankfurt already features one-stop-shops which provide bundled information for EU migrant workers, such as the welcome-centre and migration counselling services. However, while bundled information can be provided initially, there is no clear 'pipeline' of local services through which the arriving migrant EU workers can easily navigate. Bundled service provision, e.g. the registration with different local services in a one-stop shop after the modelled after the best practice example 'Welcome House' in Copenhagen was frequently named by stakeholders in the focus groups as a desirable model;
4. **Improved capacity in emergency services:** Services in Frankfurt, which deal with the extremely vulnerable part of the migrant EU workers, such as emergency shelters, health services and information services around their rights and responsibilities in the labour market are clearly running above capacity. Further financial and human resources need to be provided to help deal with arriving EU migrants and extremely precarious integration and help them to a sustainable start in Frankfurt.

Finally, while it is understood that there is no policy focus on the socio-economic integration of migrant EU workers in Frankfurt and subsequently no emphasis in monitoring this target group, it would be desirable to improve the data situations with regards to EU citizens in Frankfurt. Only when information on nationality is collected across services can a comprehensive picture of the challenges and opportunities of migrant EU workers in Frankfurt be built and local services improved.

## Annex 1 – Additional statistical tables

### Descriptive statistics of the sample of migrant EU workers - online survey

Figure A.1. 1 Nationality of survey respondents, n=129

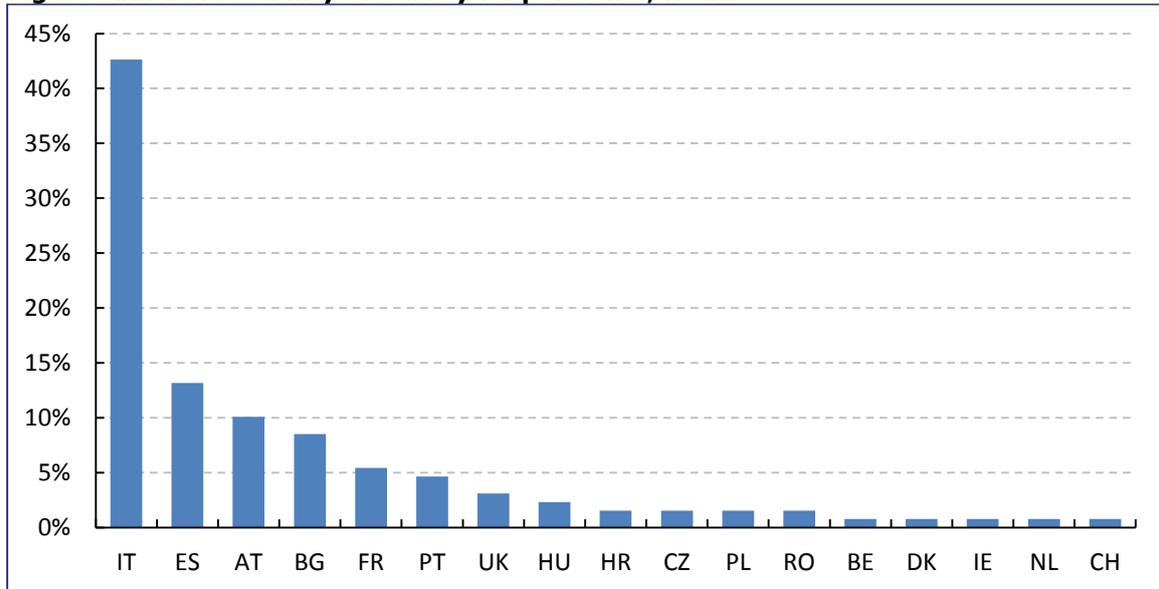


Figure A.1. 2 Age profile of survey respondents, n=129

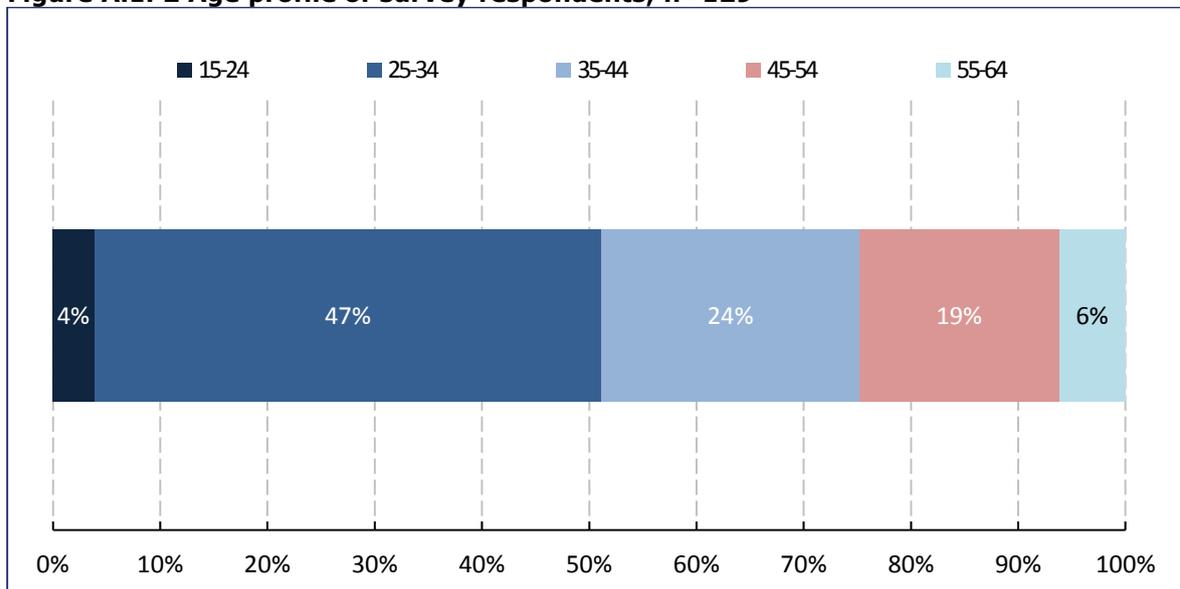


Figure A.1. 3 Gender distribution of survey respondents, n=129

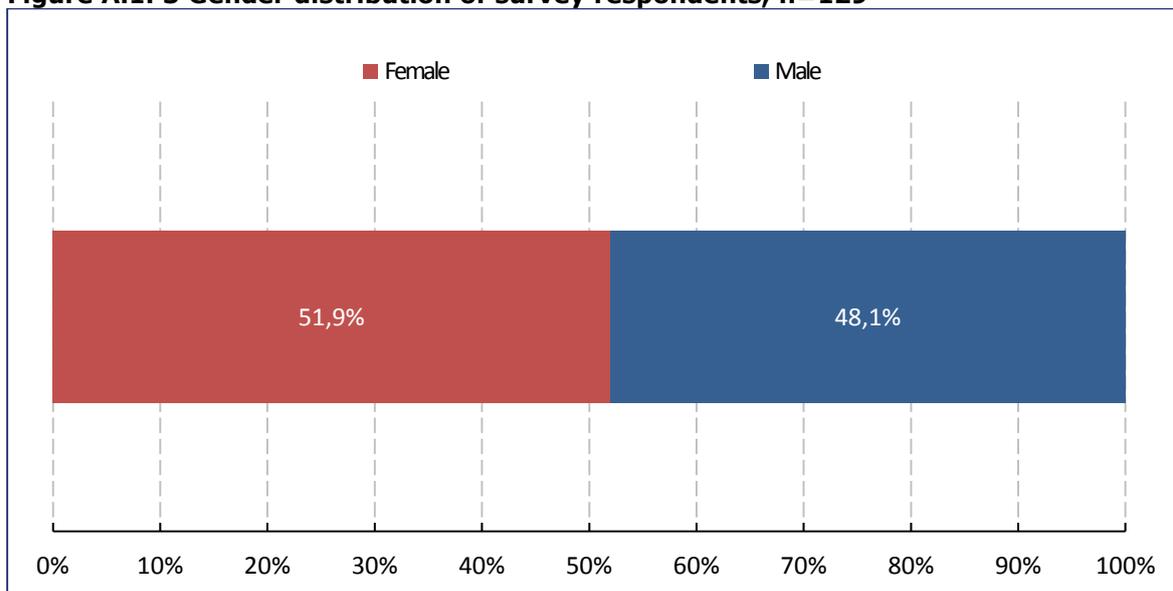


Figure A.1. 4 Employment status of survey respondents, n=129

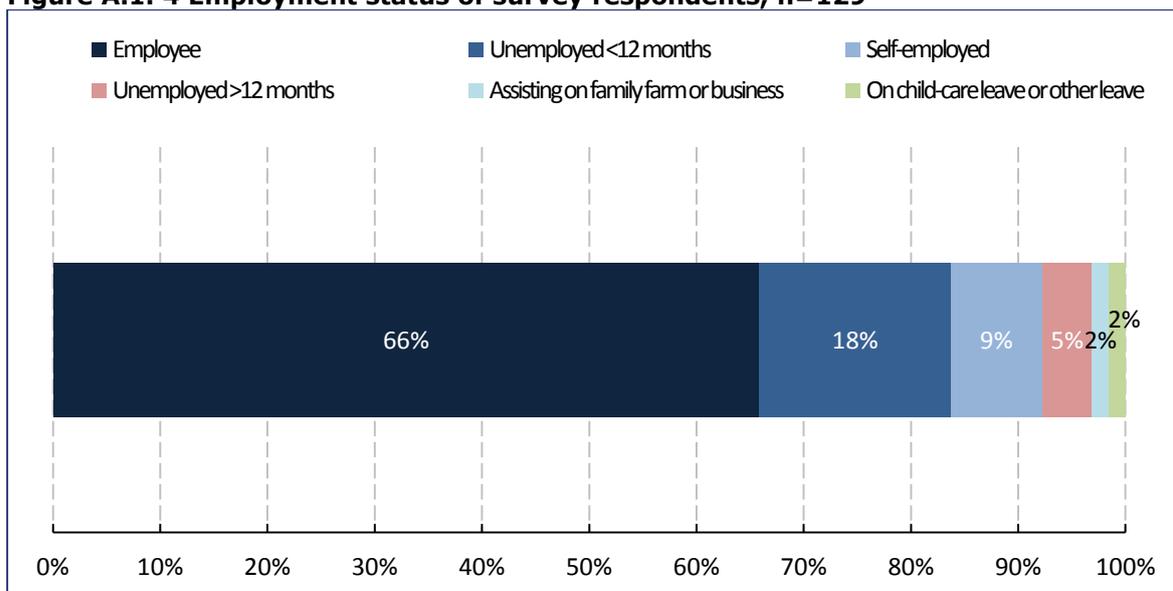
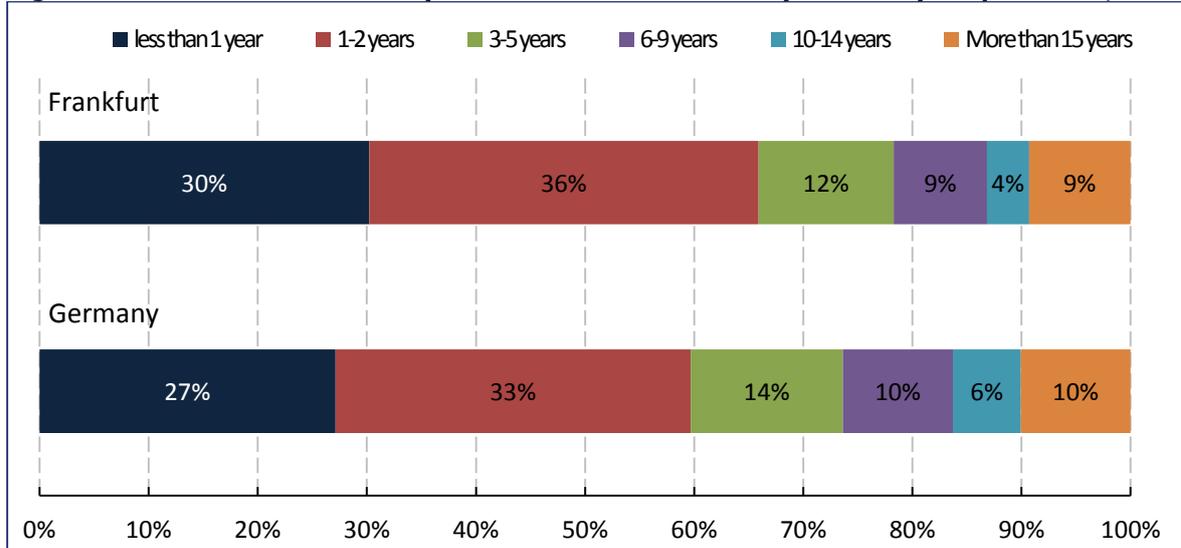


Figure A.1. 5 Years of residency in Frankfurt and Germany of survey respondents, n=129





## Annex 2 – List of interviewees

No.	Name/ Position	Organisation	Type stakeholder of
1	<b>Dr. Uta George</b> (head of diversity and integration)	<b>Amt für multikulturelle Angelegenheiten</b> (Office for multicultural affairs Frankfurt)	Local authority
2	<b>Susanna Caliendo</b> (head of office)	<b>Europabüro der Metropolregion FrankfurtRheinMain</b> (European office of the Metropolitan region FrankfurtRhineMain)	Association of local authorities
3	<b>Dr. Hans Wolter</b> (head of unit "Healthy City" "Gesunde Stadt")	<b>Amt für Gesundheit, Fachstelle Migration und Gesundheit</b> (Department of health of the City of Frankfurt, Specialist department migration and health)	Local authority
4	<b>Dr. Tiarks-Jungk</b> (public health officer "Humanitarian Clinic" „Humanitäre Sprechstunde“)	<b>Amt für Gesundheit, Humanitäre Sprechstunde</b> (Department of health of the City of Frankfurt, Humanitarian clinic)	Local authority/ Local service provider
5	<b>Ann-Marie Bennemann Alberto Coronado Julia Sterneberg</b> (all staff)	<b>WelcomeCenter Frankfurt</b>	Local service provider
6	<b>Calogera von Auw</b> (team leader)	<b>Caritas Frankfurt, Fachdienste für Migration</b> (Roman catholic relief organisation, specialist services for migration)	Local service provider
7	<b>Rainer Götzelmann</b> (team leader)	<b>Landesschulamt und Lehrkräfteakademie - Staatliches Schulamt für die Stadt Frankfurt am Main</b> (Regional Education Office)	Local authority
8	<b>Dr. Dieter Starke</b> (head of operations)	<b>Arbeitsagentur Frankfurt</b> (Public employment services)	Employment service
9	<b>Steffen Römhild-Wilson</b> (press and public relations officer) <b>Barbara Onuk</b> (officer for migration and social affairs)	<b>Jobcenter Frankfurt</b> (Public employment services)	Employment service
10	<b>Harald Fasbender</b> (managing director) <b>Charlotte Venema</b>	<b>Vereinigung Hessischer Unternehmerverbände</b> (Association of Hessian employer organisations)	Social Partner (Employer organisation)

No.	Name/ Position	Organisation	Type of stakeholder
	(head of vocational training and integration)		
11	<b>Christian Weßling</b> (officer for economic policy and development of the metropolis) <b>Anne Stephanie Waldeck</b> (press and company communication officer)	<b>Industrie- und Handelskammer Frankfurt am Main</b> (Chamber of Commerce and Industry Frankfurt am Main)	Social Partners (employer organisation)
12	<b>Harald Fiedler</b> (regional director Frankfurt/Main)	<b>Deutscher Gewerkschaftsbund</b> (German Association of Trade Unions)	Social Partner (Trade Union)
13	<b>Kirsten Huckenbeck,</b> (advisor)	<b>MigAR</b> (trade union associated contact point for workers in precarious conditions)	Social Partner (Trade Union) and Local Service Provider
14	<b>Thomas Kasper</b> (officer for temporary employment, service contracts and migration)	<b>IG Metall - Bezirk Mitte</b> (Industrial Union of Metalworkers, regional office)	Social Partner (Trade Union)
15	<b>Joachim Brenner</b> (managing director) <b>Ines Haus</b> (staff member in the adult education project)	<b>Förderverein Roma Verein e.V.</b> (Roma development association)	Civil Society Organisation
16	<b>Sr. Laura Knäbel</b> (pastoral associate)	<b>Italienische Gemeinde Frankfurt</b> (Italian Catholic Community Frankfurt)	Civil Society Organisation
17	<b>Enis Gülegen</b> (Chairman )	<b>Kommunale Ausländer- und Ausländerinnenvertretung</b> (municipal representation of foreigners)	Civil Society Organisation
18	<b>Verena Göppert</b> (Director of the unit for employment, youth, health and social affairs)	<b>Der Deutsche Städtetag</b> (The association of German cities)	Other / National stakeholder
19	<b>Tina Alicke</b> (Researcher)	<b>Institut für Sozialarbeit und Sozialpädagogik</b> (Institute for social work and social pedagogy)	Other/ Academic expert
20	<b>Dr. Carola Burkert</b> (Researcher)	<b>Institut für Arbeit- und Sozialforschung, IAB</b> (Institute for Employment Research)	Other/ Academic expert

## Annex 3 – List of participants in the focus groups

No.	Name/ Position	Organisation	Type of stakeholder
Focus group I – Economic integration of migrants in Frankfurt, January 12 <sup>th</sup>			
1	<b>Dr. Dieter Starke</b> (head of operations)	<b>Arbeitsagentur Frankfurt</b> (Public employment services)	Employment service
2	<b>Christian Weßling</b> (officer for economic policy and development of the metropolis)	<b>Industrie- und Handelskammer Frankfurt am Main</b> (Chamber of Commerce and Industry Frankfurt am Main)	Social Partners (employer organisation)
3	<b>Roswitha Sopper-Bannert</b> (officer for initial and continuing vocational training)	<b>Industrie- und Handelskammer Frankfurt am Main</b> (Chamber of Commerce and Industry Frankfurt am Main)	Social Partners (employer organisation)
4	<b>Ann-Marie Bennemann</b> (Advisor)	<b>WelcomeCenter Frankfurt</b>	Local service provider
5	<b>Andrea Ulrich</b> (Advisor – recognition of foreign qualifications)	<b>Berami e.V.</b>	Local service provider
6	<b>Luigi Beltempo</b> (Researcher)	<b>Bildungswerk der Hessischen Wirtschaft</b> (Educational Institute of the Hessian Economy)	Local service provider
Focus group II – Social integration of migrants in Frankfurt, January 12 <sup>th</sup>			
7	<b>Dr. Uta George</b> (head of diversity and integration)	<b>Amt für multikulturelle Angelegenheiten</b> (Office for multicultural affairs Frankfurt)	Local authority
8	<b>Dr. Hans Wolter</b> (head of unit “Healthy City” “Gesunde Stadt”)	<b>Amt für Gesundheit, Fachstelle Migration und Gesundheit</b> (Department of health of the City of Frankfurt, Specialist department migration and health)	Local authority
9	<b>Dr. Tiarks-Jungk</b> (public health officer “Humanitarian Clinic” “Humanitäre Sprechstunde”)	<b>Amt für Gesundheit, Humanitäre Sprechstunde</b> (Department of health of the City of Frankfurt, Humanitarian clinic)	Local authority/ Local service provider
10	<b>Panagiota Michalaki</b>	<b>Bildungswerk der Hessischen</b>	Local service

No.	Name/ Position	Organisation	Type stakeholder	of
	(Researcher)	<b>Wirtschaft</b> (Educational Institute of the Hessian Economy)	provider	
<b>11</b>	<b>Rainer Götzelmann</b> (team leader)	<b>Landesschulamt und Lehrkräfteakademie - Staatliches Schulamt für die Stadt Frankfurt am Main</b> (Regional Education Office)	Local authority	
<b>12</b>	<b>Tina Alicke</b> (Researcher)	<b>Institut für Sozialarbeit und Sozialpädagogik</b> (Institute for social work and social pedagogy)	Other/ expert	Academic
<b>13</b>	<b>Annika Frohböse</b> (Advisor, migration counselling)	<b>Verband binationaler Partnerschaften</b> (Association of binational partnerships)	Local provider	service
<b>14</b>	<b>Letitia Matarea-Türk</b> (Advisor)	<b>DGB-Projekt „Faire Mobilität“</b> (Fair mobility – project of the association of German trade unions)	Social Partners / Local provider	service
Focus group III – Socio-economic integration from a migrant perspective, January 12 <sup>th</sup>				
<b>15</b>	<b>Prof. Dr. Inowlocki</b> (Professor)	<b>Frankfurt University of Applied Sciences – Institute for migration studies and intercultural communication</b>	Migrants/ associations and expert	migrant
<b>16</b>	<b>Giovanni Perrini</b> (Senior Researcher)	<b>Procter &amp; Gamble Service GmbH</b>	Migrants / associations	migrant
<b>17</b>	<b>Oliver Wurzer</b> (IT consultant)	<b>Adesso AG</b>	Migrants / associations	migrant
<b>18</b>	<b>Alberto Coronado</b> (Advisor)	<b>WelcomeCentre Frankfurt</b>	Migrants / associations	migrant
<b>19</b>	<b>Manuela Rossi</b> (Relocation consultant)	<b>Rossi relocations</b>	Migrants / associations	migrant
<b>20</b>	<b>Maurella Carbone</b> (Teacher and KAV member)	<b>Kommunale Ausländer- und Ausländerinnenvertretung</b> (The Foreigners' Council)	Migrants / associations	migrant

## Annex 4 – List of key EU migrant organisations

Country	% of migrants in FMM	Selection of key migrant organisations
<b>Italy</b>	<b>8,04</b>	<ul style="list-style-type: none"> <li>▪ A.F.i. Associazione Famiglie Italiane Höchst e.V.</li> <li>▪ Casa di Cultura e.V. Italienisches Kulturzentrum</li> <li>▪ Centro Culturale Ricreativo Sardo Rhein-Main MARIA CARTA e.V. Francoforte</li> <li>▪ CGIL - Bildungswerk e.V. - Centro di Cultura e Formazione</li> <li>▪ Deutsch-Italienische Vereinigung e.V.</li> <li>▪ Italienische Bibliothek Frankfurt</li> </ul>
<b>Croatia</b>	<b>6,92</b>	<ul style="list-style-type: none"> <li>▪ Kroatische Katholische Gemeinde Hrvatska katolicka zajednica</li> <li>▪ Kroatischer Jugendverband Rhein-Main e.V.</li> </ul>
<b>Poland</b>	<b>6,18</b>	<ul style="list-style-type: none"> <li>▪ Deutsch-Polnische Elterninitiative zur Förderung der Zweisprachigkeit e.V.</li> <li>▪ Deutsch-Polnische Gesellschaft Frankfurt am Main e.V.</li> <li>▪ Freundeskreis Frankfurt-Krakau</li> <li>▪ Deutsch-Polnisches Forum</li> <li>▪ Katholisches Zentrum zur Förderung d.poln. Sprache, Kultur u.Tradition i.Deutschland e.V.</li> <li>▪ Polskie Biuro e.V.</li> </ul>
<b>Greece</b>	<b>3,58</b>	<ul style="list-style-type: none"> <li>▪ Epirotischer Verein Frankfurt und Umgebung e.V.</li> <li>▪ Griechische Gemeinde Frankfurt am Main - Hessen e.V.</li> <li>▪ Griechische Gemeinde in Frankfurt und Umgebung e.V.</li> <li>▪ Verein der Griechen aus Kastoria OMONIA</li> <li>▪ Verein der Griechen aus Pontos in Frankfurt e.V.</li> <li>▪ Verein der Konstantinopler Deutschland e.V.</li> <li>▪ Verein Griechischer Akademiker Frankfurt/M. e.V.</li> <li>▪ Verein Griechischer Eltern und Erziehungsberechtigter in Frankfurt am Main und Umgebung e.V.</li> </ul>
<b>Bosnia &amp;</b>	<b>2,99</b>	<ul style="list-style-type: none"> <li>▪ Internat. Patenschaft f.d. Herceg-Bosnische Kind e.V.</li> <li>▪ Kultur- und Sportgemeinschaft Bosnien-Herzegowina e.V</li> </ul>

Country	% of migrants in FMM	Selection of key migrant organisations
Herzegovina		
Spain	2,74	<ul style="list-style-type: none"> <li>▪ C.R.E.U. Höchst e.V.</li> <li>▪ Centro par la tercera edad - Begegnungsstätte für ältere spanisch sprechende Migrantinnen und Migranten</li> <li>▪ Club Recreativo Espanol</li> <li>▪ Peña Flamenca Los Cabales e. V.</li> <li>▪ Peña Gallega de Frankfurt e.V.</li> <li>▪ Spanischer Elternverein Ffm.Nord-West e.V.</li> <li>▪ Spanischer Elternverein Rödelheim, Bockenheim, Sossenheim e.V.</li> <li>▪ Spanischer Kulturkreis, Circulo Cultural Espanol e.V.</li> <li>▪ Spanischsprachige Katholische Gemeinde, Comunidad Católica de Lengua Española</li> </ul>
Romania	2,20	<ul style="list-style-type: none"> <li>▪ Christliches Zentrum Frankfurt Rumänische Gemeinde e.V. - Biserica Romana Elim Frankfurt</li> </ul>
Portugal	2,14	<ul style="list-style-type: none"> <li>▪ Deutsch-portugiesischer Arbeitskreis</li> <li>▪ Portugiesische Folkloregruppe Frankfurt am Main e.V.</li> </ul>
France	2,05	<ul style="list-style-type: none"> <li>▪ ADFE Association Democratique des Francais à l`Etranger e.V.</li> <li>▪ Club des Affaires de la Hesse ( deutsch-französische Wirtschaftskontakte)</li> <li>▪ Conseil supérieur des Francais á I Etranger (CSFE)</li> <li>▪ Deutsch-Französische Gesellschaft Frankfurt am Main e.V.</li> <li>▪ Institut Français d`Histoire en Allemagne (IFHA)</li> </ul>

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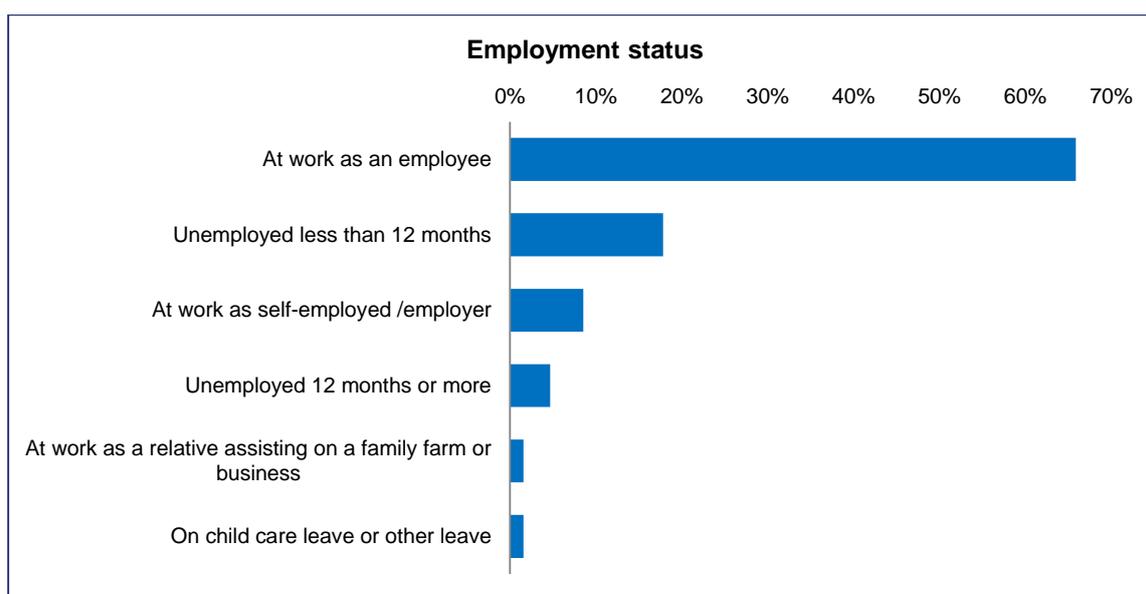
## Annex 6 – Factsheet

### EU migrants in Frankfurt - key data from available statistics

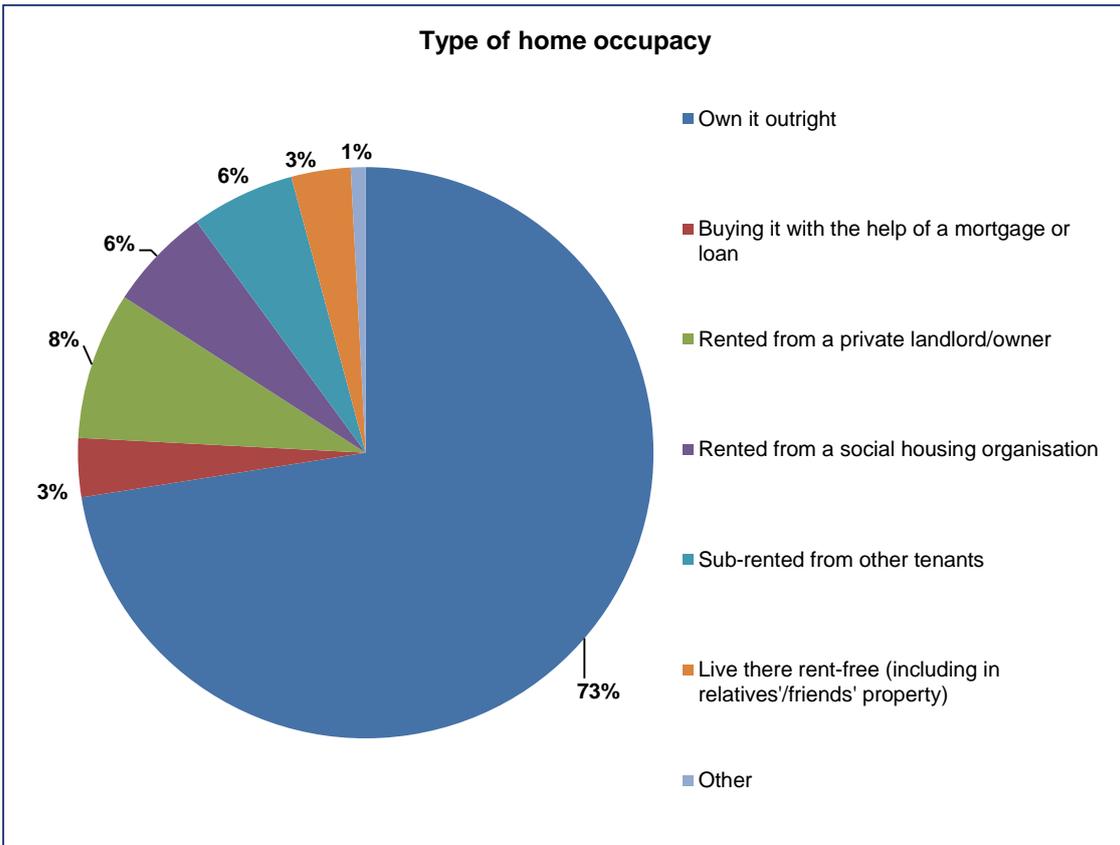
Number of EU migrants <sup>a</sup>	87,960
Share of city population <sup>a</sup>	12.6%
Main nationalities <sup>a</sup>	Italy (16%), Poland (14.6%), Croatia (14.1%), Romania (8.3%)
Economic activity rate	n/a
Employment rate	71%
Other key demographic characteristics	<ul style="list-style-type: none"> <li>▪ The number of EU-28 migrants has increased considerably in the last 10 years, namely by 32.6% between 2004 (66,324) and 2013 (87,960);</li> <li>▪ EU migrants in Frankfurt are more likely to be male than the general population (53.3%);</li> <li>▪ EU migrants are more often prime-age workers in younger age groups and less likely to be above retirement age than the general population.</li> </ul> <p>Source: Stadt Frankfurt (2014) Frankfurt vor der Europawahl am 25.05.2014: Die Gruppe der Ausländisches EU Staatsangehörigen ist stark angewachsen, statistik aktuell 11/2014.</p>

<sup>a</sup> Based on citizenship.

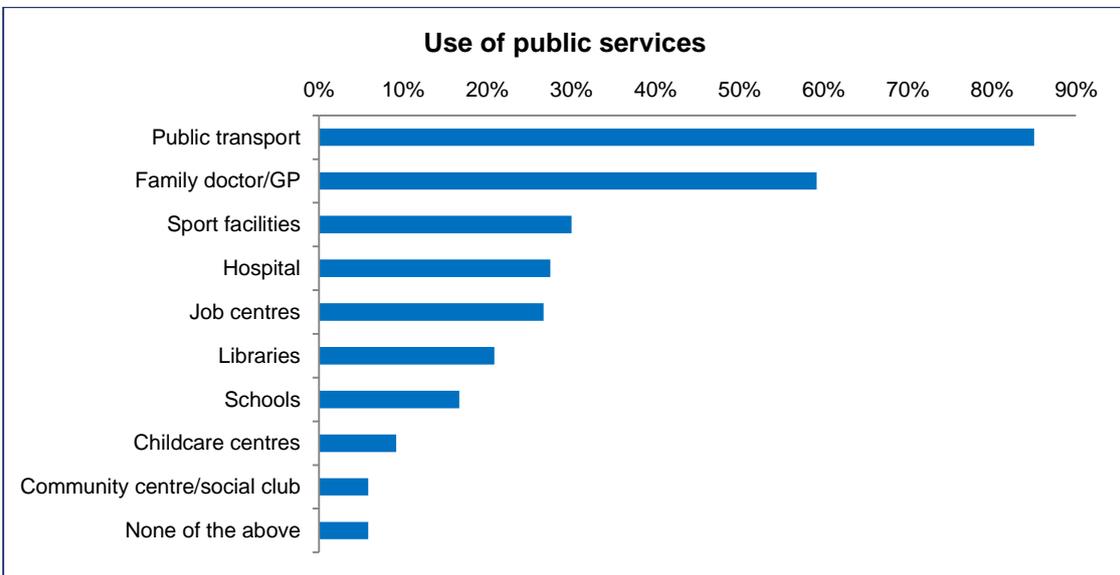
### Survey on migrant EU workers: selected results



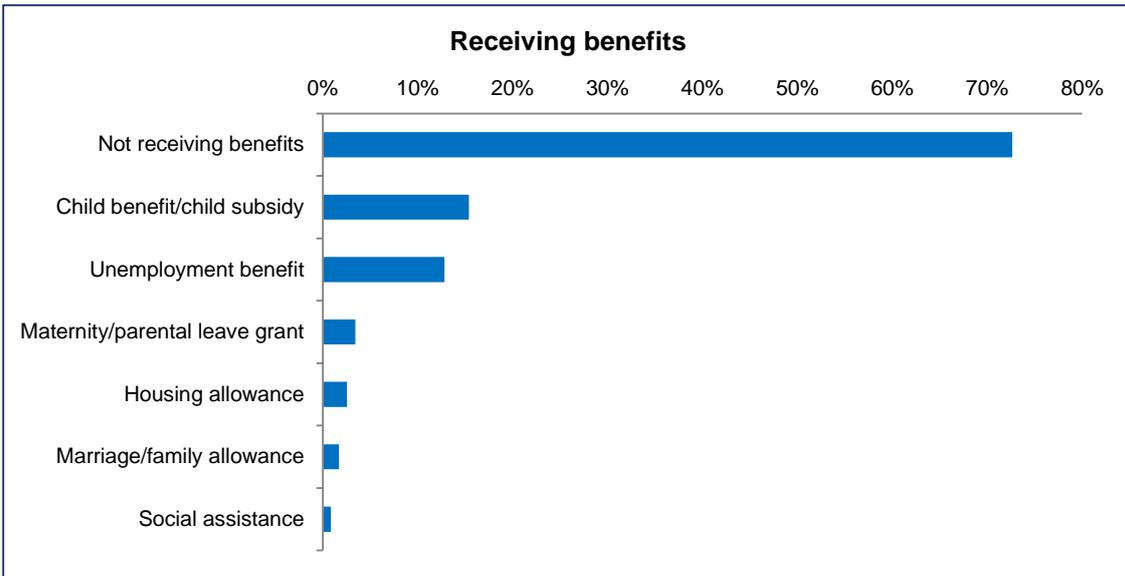
Source: Ecorys.



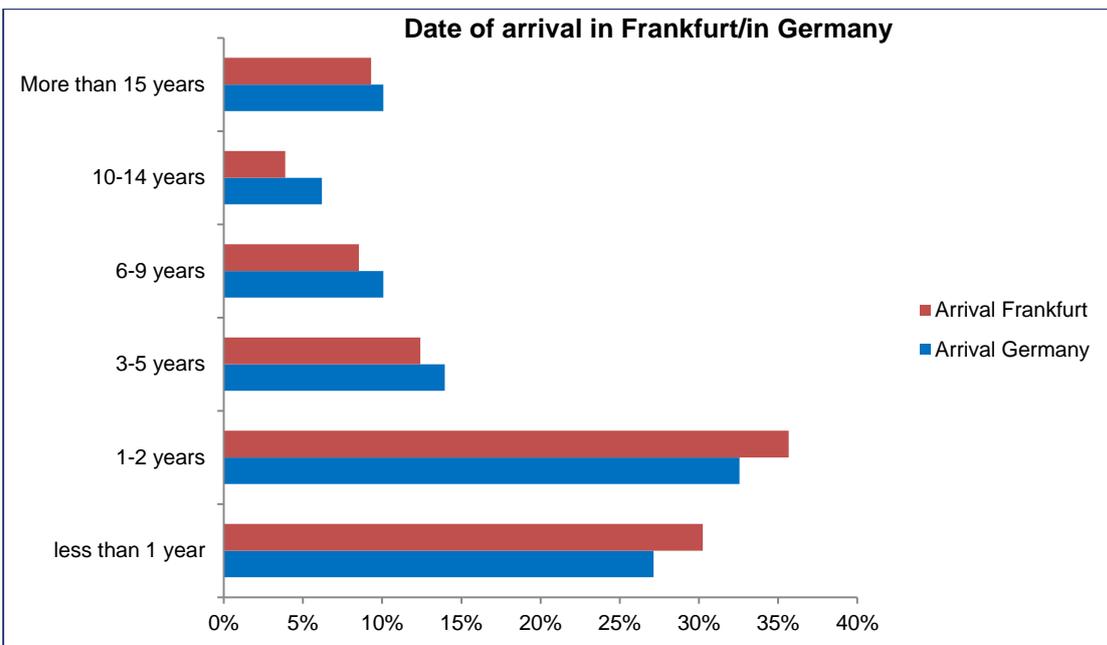
Source: Ecorys.



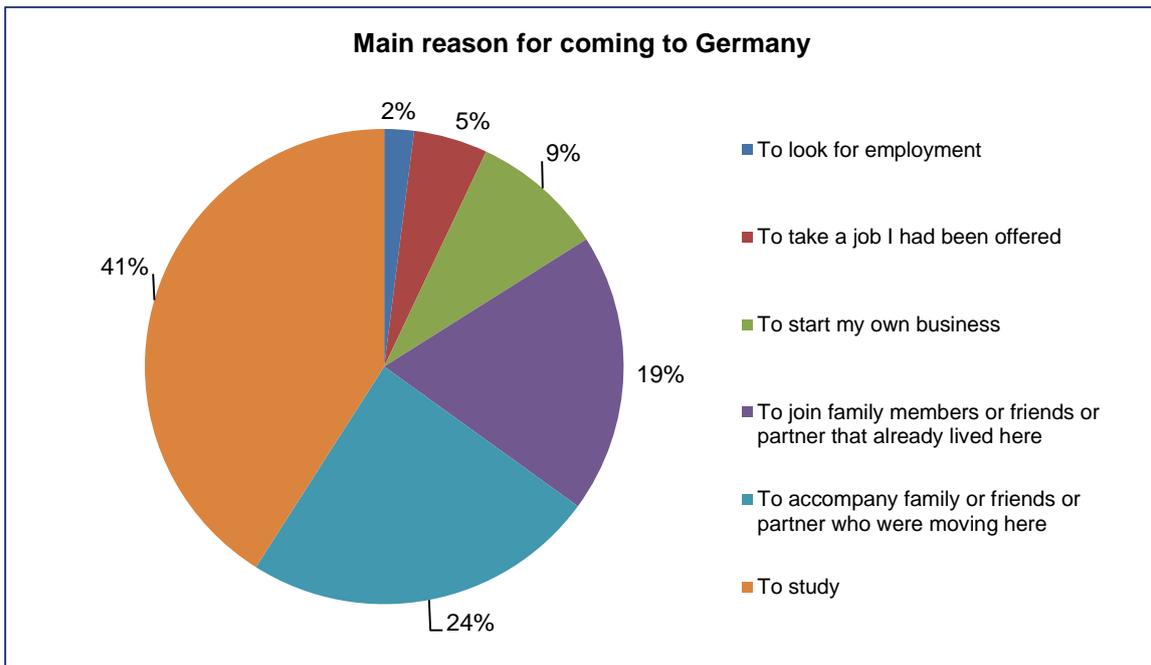
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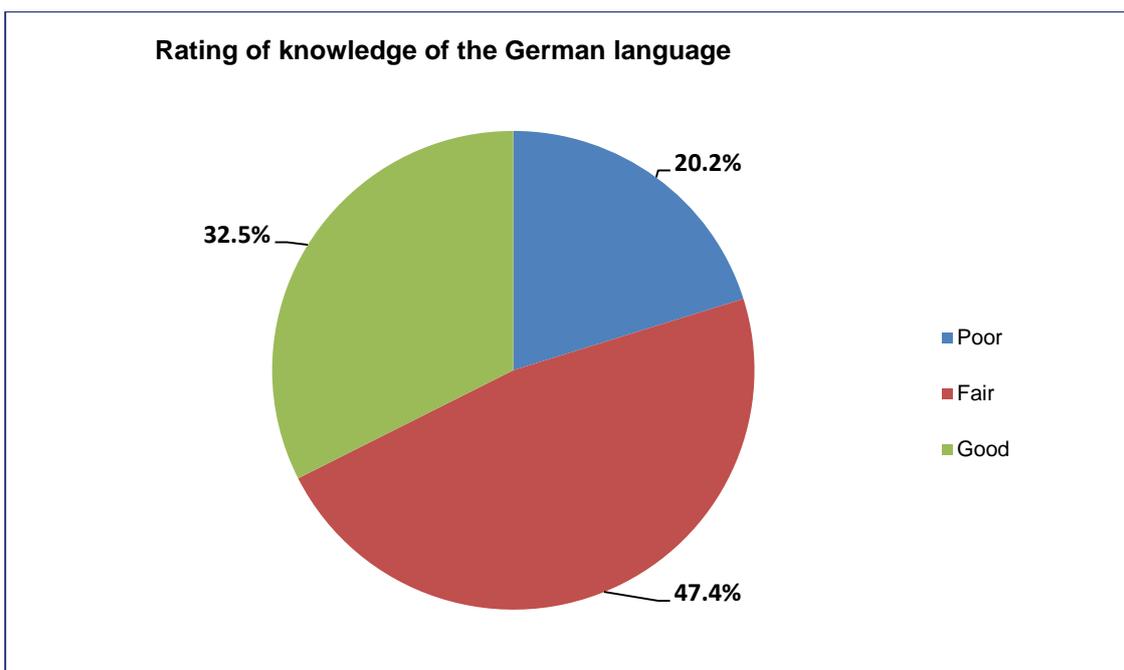
Source: Ecorys.



Source: Ecorys.



Source: Ecorys.



Source: Ecorys.

## Key challenges and opportunities

	Challenges	Opportunities
Migrant EU workers	<ul style="list-style-type: none"> <li>▪ Labour market access, in particular due to German language skills, qualification recognition;</li> <li>▪ Navigation of local services, in particular health care;</li> <li>▪ Access to housing for all migrant EU worker groups, but in particular for low skilled workers in precarious positions.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Economic and career opportunities;</li> <li>▪ Access to good quality services.</li> </ul>
Local economy / workers	<ul style="list-style-type: none"> <li>▪ Some concerns around pressures on the local labour market, in particular in low skilled professions;</li> <li>▪ Issues with the integration of the core of local long-term unemployed (often with migrant background themselves), which are not reintegrated in the labour market;</li> <li>▪ Pressure on house prices.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Availability of greater local professional services and goods, i.e. handicrafts, cleaning services;</li> <li>▪ General economic growth in the Frankfurt area.</li> </ul>
Local community	<ul style="list-style-type: none"> <li>▪ Some concerns around community cohesion;</li> <li>▪ Pressures on some local services, in particular housing, emergency health care and emergency shelters, schools.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Diversity of social and cultural offers;</li> <li>▪ Simplified administrative procedures and information materials.</li> </ul>