LOCAL WELCOME POLICIES FOR EU MOBILE CITIZENS

CITY REPORT – COPENHAGEN

Author: Mante Vertelyte

Local Welcoming Policies for EU Mobile Citizens brings together the cities of Amsterdam, Brussels, Copenhagen, Dublin, Gothenburg and Hamburg in collaboration with the University of Gothenburg and Mira Media in an effort to support the fundamental right of EU citizens to freely move, work and live in any EU country. The City of Copenhagen research study is part of the project’s Lessons Learned report in which participating cities look back and define the successful and unsuccessful elements in their Welcome and integration policies in the last decades.

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III EXECUTIVE SUMMARY

The executive summary of the city report of Copenhagen presents the general results of the study of EU local welcoming policies. The report has been conducted based on the data of semi-structured interviews with local public authorities, non-governmental actors and focus group interview with EU mobile citizens residing in Copenhagen. The report highlights social implications of EU mobile citizens’ settlement in Copenhagen. Specifically, the report analyses EU welcoming policy in terms of general information provision and needs, intercultural communication and intercultural training of public authorities, labor market, housing, social rights, civic participation, schooling, language education for adults and diversity policies. EU mobile citizens constitute a heterogeneous group, hence different needs of different EU migrant groups are identified.

Accounts of each policy is discussed in detail providing views of public authorities, front desk staff, project managers of non-governmental organisation as well as perspectives of EU mobile citizens themselves. As such, existing practices and initiatives are discussed from different point of views. Based on the collected data policy challenges and positive practices are indicated and recommendations provided.

In order to place the current welcoming policies in retrospect the report provides an overview of historical development of welcoming policy in terms of national and local context of Copenhagen. The report highlights the periods of 1960s-1970s and 1980s-1990s as ground breaking in terms of immigration in Denmark. Since late 1960s Denmark has experienced rapid immigration flows, which changed the demographic composition of the relatively homogenous welfare state country, not least the district of Copenhagen. Denmark’s history of integration policy making points to several lessons learned. Establishment of integrative citizen service, more initiatives to address the housing problem and discursive switch from integration to inclusion, point to the positive developments in the local welcoming policy making.

The report concludes that the integrative model of citizen service for EU mobile citizens, in terms of developing the service from the user’s perspective in a format of one stop shop and in terms of extensive co-operation with other municipalities, universities and relevant organisations, is a suffi-
cient approach to welcoming policy making. It not only provides an effective service but also creates the space of intercultural encounter. As such, diversity takes a significant place in Copenhagen local policy making. Extensive promotion of cultural, social and civic participation initiatives while simultaneously addressing the correlation between labor market retention and feeling of inclusion is pointed to be a useful welcoming practice.

The shortage of housing appears to be a significant challenge in successful welcoming policy making. Although the shortage of housing generally affects entire population of Copenhagen, EU mobile citizens and international migrant groups have an extra challenge when it comes to accessing information. Due to linguistic limitations intra-Europeans do not have the same access to housing web banks and to local social networks, which are effective means in finding housing. The report notes that housing situation can be especially detrimental to EU mobile citizens who do not have sufficient economic and social recourses.

All in all, the results of the interview analysis provided in the report point to the general positive account of welcoming policy making in Copenhagen. The report highlights the discrepancy between different public authority sectors, in which, on the one hand, EU mobile citizens due to the opportunities of free labor movement in between EU member states are regarded as temporary migrants and, on the other hand, as skilled labor force that needs to be retained. Although EU mobile citizens are rarely targeted as a distinctive group by local governmental and non-governmental initiatives, intra-Europeans can generally benefit from the large pool of international offers.
IV INTRODUCTION

INTRODUCTION

Due to the prevalent international mobility within the European Union, the comprehensive EU mobile citizen integration in member states is necessarily (Collett, 2013). To identify the facets of welcoming policy needs for intra-Europeans, the city of Copenhagen\(^1\) serves as an especially interesting example. Being an attractive destination for international citizens, the city has established local initiatives of welcoming policies whilst facilitating needs for the increased demand of international labor. In the national context Copenhagen is distinguishable for its concentration of EU citizens, as 40 per cent of entire city’s international population are from EU member states and it’s national policy of the refugee intake according to which since 1999 Copenhagen Municipality has not been receiving new refugees. Due to these factors, there has been more room for establishing welcoming policies for labor and student migration.

The periods of 1960s -1970s and 1980s -1990s were ground breaking in terms of immigration in Denmark. Since late 1960s, Denmark has experienced rapid immigration flows, which radically changed the demographic composition of the relatively homogenous welfare state country, not least the district of Copenhagen (Hedeltoft, 2006). The closer look at the historical development of immigration flows and integration policies in Denmark at the national and local levels allows for a more comprehensive view of the welcoming policy making at the present day. In the first part of the analysis, the report provides an overview of the immigration and integration processes in Denmark and the city of Copenhagen since 1960s, enabling to understand the rationale behind welcoming policy making and indicate the lessons learned in retrospect.

\(^1\) The City of Copenhagen is an official term for Copenhagen Municipality. In this report both terms, the City of Copenhagen and Copenhagen Municipality, are interchangeably used referring to administrative entity of Copenhagen.
Copenhagen, the biggest city and capital of Denmark, is an attractive destination for intra-Europeans, which as a consequence has increased a demand for creating extensive policy structures to meet the needs of integration and settlement of the new comers. At the large extent, this demand in local policy making is based on the need to strengthen cultural economy and competitive advantage in attracting labour in demand. The initiatives to respond to the increased international community are echoed in diversity management approaches, such as Copenhagen’s goal to become the most inclusive metropolis in Europe by the year of 2015. Changing the discursive approach from “integration” to “inclusion”, from “immigrants” to “international talents” the city stands out in its approach to diversity.

According to EU free movement regulation, EU mobile citizens can freely reside in Denmark up to three months. EU citizens seeking to work in Denmark can reside without a registration certificate up to six months or longer, if a person can prove to have a feasible opportunity for employment. If EU citizens wish to stay in the country for more than three months, application for a registration certificate is needed. Registration certificate is issued if the following conditions are met: being in paid employment or self employed, being a student at educational institution or having sufficient funds to reside in Denmark. When the registration certificate is received, EU citizens must be issued a civil registration number (latter referred as CPR number) which also serves as a health security certificate. The integration act (Alien Act) of 2010 differentiates between refugee and family reunified groups; and students, green card holders, au pairs, accompanying spouses and EU mobile citizens groups. The differentiation in the integration act points to different integration requirements. For example, EU citizens are not obligated to follow an integration program, whereas refugee and family reunified group are (Jørgensen, 2014).

This report analyses EU local welcoming policies in Copenhagen. The assessment in the report is based on individual semi structured interviews with local public authorities working in municipal sector, non-governmental actors working with international labor promotion, and focus group interviews with EU mobile citizens residing in Copenhagen. The report highlights the social implications of EU mobile citizens’ settlement in Copenhagen. Specifically, it analyses welcoming policies for EU citizens in terms of information needs, practices of inclusion, belongingness and accessibility to civic and social rights. As EU mobile citizens constitute a heterogenous group, different needs of diverse EU migrant groups are identified.
The “Lessons Learned” section of the report analyses welcoming policy from 1960s to 2004. The purpose of this analysis is to identify welcoming policy trends in retrospect, pointing to several lessons learned. Several lessons learned are delineated in the report, such as establishment of integrative approaches to international services (especially, the establishment of International House Copenhagen - a “one stop shop” welcoming house), more initiatives addressing the housing shortage problem and the discursive switch from integration to inclusion. The following part “Current Flows” provides general information of dynamics of EU migration in terms of demographic and social composition. The part “Mapping of Local Welcoming Policies” provides an analysis of policies, in areas such as housing, social and civil rights, labour market, language education, schooling and diversity policies. It will furthermore identify positive and critical aspects of welcoming policy making.

LESSONS LEARNED

The periods of 1960s -1970s and 1980s -1990s were ground breaking in terms of immigration in Denmark. The first period was marked by the labour migration, the arrival of guest workers (gæstetarbejdere), the second was significant in immigration of refugees and asylum seekers. Until the break down of the Soviet Union and the enlargement of the EU in 2004, the EU citizens in Denmark were hardly distinguishable as a group of migrants. The closer look into the selected periods of immigration to Denmark not only enables to map the changes of the demographic composition of the relatively homogeneous country, but also allows for indicating the important historical points of analysis in understanding the rationale behind welcoming policy making, at both national and local levels.

Until the mid 1960s and early 1970s immigration flows to Denmark were insignificant. Apart from the pre First World War labor migration from Poland, Sweden and Germany, and free labor movement between Scandinavian countries due to the Nordic agreement established in 1952, Denmark was considered to be a country of emigration rather than immigration (Gyldendal,
Due to the rapid economic growth, in the period of mid 1960s and late 1970s Denmark’s demographic composition radically shifted. Because of the increased demand of skilled labour, foreign workers were welcomed to Denmark to fill the vacancies in the labor market (Tranæs, 2014). So called guest worker participation in Danish labor market was seen as beneficial to Denmark’s economy, hence to enter the country in terms of the residence and work permit requirements was relatively easy (Tranæs, 2014). As a result, during the period of 1960 and 1973 the estimated number of 15,000 guest workers from Turkey, Yugoslavia, Pakistan and Morocco have taken jobs in Denmark, which in 1972 constituted 1.8 per cent of the entire Danish population (Tranæs, 2014). The biggest group of guest workers were from Turkey, nationals of the former Yugoslavia, and nationals from Pakistan (Tranæs, 2014).

Because of the global oil crisis and economic decline in 1973, Denmark induced a “permanent stop” to labour migration in order to prevent increased unemployment. The stop to immigration meant that apart from the citizens of the North and EC countries and few exceptional cases, the permissions to work in Denmark were not granted for foreign citizens (Tranæs, 2014). At the same time, in January 1973, Denmark has entered the EU, which opened the doors for labour migration in between EU countries.

The declared permanent stop to labor migration did not decline the flows of immigration to Denmark. Contrary, during the decades of 80s and 90s immigration to Denmark increased significantly. The enhancement of foreign population residing in Denmark was constituted by two major trends. Firstly, guest workers did not leave Denmark due to the expiration of their working contracts, as it was initially expected by the Danish authorities (Hedeltoft, 2006). Due to the automatic right for family reunification passed in 1983, which allowed foreign guest workers to bring their families to Denmark, those who were presumed to be temporary settlers became permanent Danish residents. Secondly, Denmark has opened doors for refugees and asylum seekers.

The decade of 1990s marked the biggest intake of refugees and asylum seekers. As a result of the conflicts in the Middle East, and the dissolution of the Yugoslavia and the Soviet Union, Denmark received refugees from Bosnia-Herzegovina, Iran, Iraq, Afghanistan and Lebanon. The biggest refugee groups in 1990s came from Bosnia-Herzegovina and Iraq (Hedeltoft, 2006). Simultaneously

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2 By the year of 1958, the estimated number of 21.787 Danish citizens were living in USA, Canada, Australia, Germany and Sweden (Gyldendal 1979:11).
there has been a gradual increase of the labor migration from the European countries, not least from the former Soviet Union states. While in 1993 an estimated number of 3,000 citizens from European countries resided in Denmark, by the year of 2000 the number doubled to 6000 (Andersen, 2010:28). At that time immigration from the European countries did not receive much attention from the authorities, yet until 2004 when due to the EU enlargement the labor migration from the Eastern European countries increased significantly.

In terms of the geographical distribution of immigrant settlement, Copenhagen has been an area of the biggest concentration of foreign inhabitants from the non Western countries. By the year of 1978, around 30 per cent of foreign population in Denmark held residence in Copenhagen (Jønnson, 2013). In 1986 the initiative of distributing the settlement of incoming refugees within different municipalities was implemented and in 1998 the quota system was established which mandated municipalities to agree on the refugee intake in order to balance geographical distribution of foreign population and spread the cost of integration (Andersen, 2010: 41-43). The dispersal program also induced an obligation for the refugees to stay in the area for at least three years in order to be granted public support. However, despite of this, the tendency to move towards more urbanised areas with higher concentration of immigrants remained widespread (Andersen, 2010).

**Integration Policies**

The timeframe of 1970s-1980s is labelled as a “no-policy” period (Jønnson, 2013). Because of the initial expectation that guest workers will move back to their countries, integration was not an issue of concern to the Danish authorities. Until 1983, integration issues were controlled by the Aliens Act implemented in 1952. Yet, the act did not propose a comprehensive view of the integration strategies, specialised immigration programs and centralised agencies dealing with issues of integration. The rationale behind the lack of structured emphasis on integration used the logic of self market regulation and the welfare state model (Hedeltoft, 2006).

As the flows of immigration increased gradually, the welfare state was realised to be an insufficient model for the integration. Instead, the emphasis was concentrated on determining strict rights and obligations as a guiding principle for integration. In 1986 the government restricted the Aliens Act making stricter rules in order to be granted an asylum and citizenship. In 1992 the automatic right to family reunification was removed (Hedeltoft, 2006). In 1998-1999 Denmark
passed the first Act of Integration in Western Europe. The act has centralised the main goals and structures for the integration in Denmark, yet with little emphasis on multiculturalism and cultural diversity. Instead, the emphasis was given to the engagement in the labor market. In addition, the official time frame of integration was prolonged from 18 months to three years. As part of the obligation package, immigrants were expected to learn the language, familiarise with the Danish history, culture and society - all within the objective of the participation in the Danish labor market (Hedeltoft, 2006).

According to academic studies, the period of 1990s marks the emergence of the assimilationist policy approaches to integration (Jørgensen and Thomsen, 2013). This approach constitutes the idea of successful integration as an ultimate and essential goal which can be best achieved through the cultural sameness. As such, language and religion were considered to be important factors in immigrant integration strategy. According to some researchers the logic of cultural sameness was correlated with an idea of equality - the believe that equality can be achieved only through the cultural sameness and undifferentiated political rights (Bird in Tolley, 2011).

Apart from setting more politically centralised approach to integration, the Act of 1999 was important in terms of establishing local frameworks for integration policy making. The issues such as the access to the country, family reunification, labor market integration, citizenship and asylum policy remained under the responsibility of the national policy of integration whereas local municipalities were allocated with more practical tasks of integration, such increasing refugee participation in the labor market, language policy and primary responsibility for finding housing for refugees. Local municipalities were officially assigned with the main responsibility for the integration.

Copenhagen municipality has been actively engaged in issues of housing, language schools and leisure time (Jønnson, 2013). In 1970s municipality started raising the question on spatial segregation of immigrant groups (Andersen, 2010). The sudden change in demographic composition of the city has raised the housing shortage problem. There was simply not enough housing as well as the housing prices were often not affordable for guest workers. As a consequence guest workers had to move to cheap social housing areas, forming the spaces of social segregation which also had an effect on other integration aspects such as schooling and leisure time (Jønnson, 2013). In 1970s Copenhagen municipality introduced a schooling system known as Erik Odder System, targeting mostly segregated areas. The system proposed to implement introductory classes (recep-
tion classes) for children of minority background. Reception classes offered introduction to the Danish culture and language, prior to entering ordinary Danish classes (Jønnson, 2013). The practice of reception classes is still applied in public schools of Copenhagen Municipality. Furthermore, the youth clubs providing social counselling activities were implemented. The system was regarded to be innovative and successful in terms of integration of ethnic minorities (Jønnson, 2013). Copenhagen municipality also provided financial support to leisure time activities and guest-workers organisations, whereas the initiatives were mostly organised by non-governmental organisations (Jønnson, 2013).

**Identifying Lessons Learned**

Denmark’s history of integration policy making points to several lessons to be learned. The guest worker migration, welcomed as a taken for granted permanent condition, have caused a so called integration challenge when presumably temporary migrants became permanent settlers. Human mobility is a complex sociological and psychological process, which cannot be strictly predicted. As such, integration strategies should focus more on sustainable and inclusive practices per se. The analysis of current welcoming policies shows how this approach has been changed, as the aspects of retainment are extensively addressed in local policy making.

Since the late 1990s the emphasis of integration policy has been concentrated on refugees and immigration groups from non-western countries, which to some extent left the integration aspects of labor migrants from the new EU states to self market regulation (Jørgensen and Thomsen, 2013). As the analysis shows, today’s situation is analogous. Except provision of special labor market programs, there are no special integration policies targeting particularly EU migrants.

Housing has been a persistent problem. As in 1960s-1990s migrant relocation was organised providing better accessibility to social housing, increased levels of social segregation is met by social mixing relocation approaches. Social housing remains to be a significant tool in solving housing shortage problems. Current local initiatives at the municipal level, promoting housing accessibility in the neighbouring municipalities points to the new ways of coping with the housing accessibility problem.
ANALYSIS OF CURRENT FLOWS OF EUROPEAN MIGRANTS TO COPENHAGEN

According to the latest statistical data the estimated number of 668 704 of foreign nationals are residing in Denmark. According to the categorisation of Danish Statistics, the number of 213 630 foreign nationals are from Western countries and 297 059 are from non Western countries. EU mobile citizens fall under the statistical category “Western countries”. There is a gradual increase of residence cards issued to EU/EEA mobile citizens. For instance, from 2012 till 2013 increase corresponded to 7 per cent (Statistical Overview, 2013). The most representative EU countries in Denmark in terms of settlement are Poland (35 013), Germany (28 598), Romania (19 383), Sweden (13 444), UK (13 097 ) and Lithuania (9 885) (Statistics Denmark).

The city of Copenhagen is the biggest municipality in the country with a high concentration of foreign population. The total number of 580.000 reside in the municipality of Copenhagen, out of which immigrants\(^3\) constitute 103 378 (see Appendix 1: Chart 1) Municipality of Copenhagen here corresponds to the City of Copenhagen. The number covers only the area of the municipality of Copenhagen which equals 90.47 km\(^2\). The number of immigrants living in Frederiksberg Municipality, which is a separate administrative municipality located in the centre of Copenhagen, is not included. The number of immigrants living in Frederiksberg Municipality is 15 686. In the Capital Region (the area includes 29 different municipalities in the region) number of immigrants constitute 242 221(see Appendix 1: Chart 1).

Numbers of EU-migrants specified by country

According to the recent local statistics, the estimated number of 34 470 EU-28 nationals reside in the municipality of Copenhagen. Nationals from European countries outside EU-28 constitute the number of 17 697. The top EU countries residing in the city of Copenhagen are: Poland (11 881), Germany (9 160), Sweden (8 159), United Kingdom (6 849 ), Romania (4 994), Italy (4 444 ), France (3 650), and Lithuania (3 143). The aforementioned countries also represent the biggest foreign national groups in Denmark in general (see Appendix 1: Chart 2). Nationals from the old EU coun-

\(^3\) The category “immigrants” are used according to the categorisation of Danish Statistics. According to this definition “immigrant” is a person who is born abroad and who’s both parents are not Danish citizens born in Denmark.
tries tend to settle more in the region of Copenhagen in comparison to the nationals of the countries that entered EU after 2004. From the old EU countries the immigration is most widespread from Great Britain, Germany and Italy. From the new EU countries: Poland, Bulgaria, Lithuania and Rumania.

**Characteristics of EU-migrants**

In terms of sex composition among EU citizens in Copenhagen, there are 17 507 men and 16 963 women residing in Copenhagen municipality. There are more women among the age groups of 20-29 (5 487 men and 6 260 women), whereas the age groups of 30-39 and 40-49 are more representative among men. (5 125 men and 4 714 women/ 2 849 men and 1 945 women) (see Appendix 1: Chart 3).

64, 58 percent of entire EU mobile citizen population residing in Copenhagen are not married. Married and separated individuals represent 25, 16 percent , divorced 8,05 percent, registered partnership 0,35 percent (see Appendix 1: Chart 4)

There is no specific data categorising EU mobile citizens in terms of the attained education and employment. The data differentiates between immigrants and residents of the Danish origin. In terms of this data categorisation, age groups of 30-44 of immigrants are highly educated and hold high income employment. Age groups of 25-34 generally hold elementary education and low income employment.

According to the numbers provided by STAR (Danish Agency for Labor Market and Recruitment) in comparison with the population of the Danish origin residing in Copenhagen, international citizens represents a lower income group. 27 percent of international citizens hold basic level employment, whereas citizens of the Danish origin hold 35 per cent. While 21 percent of high level employments is taken by international citizens, Danish origin citizens occupy 33 percent. 8 per cent of international population in Copenhagen are self employed. While comparing job occupations taken by international citizens in Copenhagen and Denmark, is apparent that Copenhagen is more attractive for working areas in the knowledge production as well as education and teaching. While outside Copenhagen jobs in industry and health care are more represented (STAR).
V MAPPING OF LOCAL WELCOMING POLICIES

GENERAL INFORMATION NEEDS

Introduction

A good welcoming policy is an informative policy. In order to highlight possible pitfalls and challenges in welcoming policy making for intra-Europeans in the city of Copenhagen it is important to delineate how general public service provision is established within Copenhagen administrative bodies and what are the general information needs indicated by the EU mobile citizens. As Copenhagen has been gradually becoming an attractive destination for EU mobile workers and students, adequately, local services have been facing the need for generating rapid solutions in order to respond to the changing demographic situation. Various aspects in terms of information provision, adaptability, divergence and the accessibility can be identified.

Integrative Approach to International Citizen Service

Upon the arrival to the city of Copenhagen, EU citizens within the period of three months has to refer to International Citizen Service (latter referred as ICS) and apply for EU residence certificate, which functions as a proof of a right to reside in Denmark. EU citizens seeking to work in Denmark can reside without a registration certificate up to six months or longer, if a person can prove to have a feasible opportunity for employment. If EU citizens wish to stay in the country for more than three months, application for a registration certificate is needed. ICS is located in four biggest cities in the country: Copenhagen, Aarhus, Odense and Aalborg. ICS in the city of Copenhagen is a service covering state administration, tax department, public employment service Work In Denmark, Danish Agency for Labor Market and Recruitment (STAR), Copenhagen Municipality and municipal citizen service and is located in the International House Copenhagen (later referred to as IHC). ICS located in IHC provides a service to 30 different municipalities which are part of the Greater Copenhagen area. ICS provides administrative service for EU mobile citizens who are eligible for the registration certificate (being in paid employment or self employed, being a student at educational institution or having sufficient funds to reside in Denmark) and for non-EU citizens who have been granted a residence permit upon the arrival. As such, every EU mobile citizen residing in the Greater Copenhagen area and seeking for registration certificate must visit ICS locat-
ed in IHC. EU citizen having all the necessary documentation at hand, can expect to be issued a residence certificate, a civil registration number (CPR number) and a tax number within couple of hours, depending on the intensity of the season. As such, due to the integrative approach of combining different authorities under ICS, EU citizen can expect to attain all the necessary documentation by visiting authorities in one day.

IHC is a physical house and a cooperative offer established in 2013. The concept of the IHC is a “one stop shop”. The idea of the offer is to gather different public authorities and private companies in one building. Besides ICS, IHC hosts municipal job centre, different municipality departments providing services for internationalisation as well as private companies providing services for internationals such as private relocation company, spouse care, among others. Copenhagen University’s international staff mobility department as well as a hotel for university researchers are placed in IHC.

The IHC is a cooperative initiative implemented to establish more efficient services for new comers arriving to study or work in Denmark. As a chief officer of public service administration emphasised, the IHC was established on the holistic idea of citizen service, which is a specific feature of what could be called a Copenhagen approach. The holistic approach is wrapped around the idea of involving citizens point of view in policy decisions. In other words, implementing needs of international citizens, international companies, students, universities and relevant actors.

In the local policy perspective the establishment of an integrative international citizen service is part of the talent attraction strategy - an initiative to attract and retain needed labor in Copenhagen. In the talent attraction perspective, reception and public service becomes a bounding ground between attraction and retention strategies, as adequate information and responsiveness to the user needs is understood to be the basis for successful and sustainable welcoming policy.

Besides being a major administrative body for international service, IHC first of all functions as a space of international encounter and welcoming house. Here, together with the general administrative staff, information regarding language schools, accommodation, social and cultural activities, schooling and housing are provided. Moreover, different thematic events are actively organised. One example of the event is an Expat Fair organised once a year. During the event different organisations and public institutions (such as for example banks, job centres, sports clubs, among others) are presenting their offers and opportunities to participate in their activities.
The possibility to have a physical space of encounter is beneficial to both EU mobile citizens and citizen service providers, as both parties can learn about the needs and preferences in citizen service. An integrative approach to international public service is an advantageous strategy in effectively supporting and responding to public service needs. Integration of the service is achieved through cooperation with different organisations and institutions. One example is student outreach through the cooperation with universities. In periods of intensive student arrival, the international citizen service is provided to students on a selected time and place.

The effective and responsive provision of public services is assured by different means. Examples of adapting to user needs is the information produced in a fact sheet form based on the frequently requested information (for instance library rules, where to put trash, among others). The information is sufficiently provided in English and to the lesser extent in other European languages (IHC provides information sheets in Bulgarian, Rumanian, and Polish) in order to facilitate basic information needs of people who do not speak English or Danish languages. Moreover, small scale surveys are conducted in order to identify user needs, combined with workshops during which migrants have the opportunity of sharing their experiences. Based on this information, thematic events are organised to facilitate the indicated needs.

**EU Mobile Citizens Perspectives: “We don’t know what we don’t know”**

General information needs identified by EU mobile citizens are wide range. It varies from getting a CPR number to finding housing, from cultural activities to shopping opportunities and needs to know how to cycle in the city.

Several major information needs are identified by EU mobile citizens. Some of the interviewees have received help with the residence permit, health insurance registration, housing from their universities or employment place, some had to do it themselves. They expressed the lack of understanding on how the central registration system works as well as how to access the bank accounts through the centralised digital key (NEM ID). Interviewees emphasised that there is a gap of information which would directly indicate the importance of a CPR number in accessing daily life services:
“I didn’t know that it was so important to have a CPR number. Everything is arranged by the CPR number, even arranging your telephone, you need your CPR number.”

“you need the whole thing, you need a CPR number, you need a bank account and for that you need housing”

Generally, interviewees expressed the awareness about three months of legal residence without the need to have a residence permit or being registered for the CPR number. Few of the participants knew about the changes in their legal status after three months of stay without having a CPR number. In fact, the knowledge concerning legal status of EU citizen residing in Denmark was not perceived to be important: “it is something you don’t need to know, I came here and it was so clear”.

The most common means of finding information is through the internet. Well organised information websites of the state administration provide sufficient information for newly arrived international citizens. Most of the times information is differentiated for EU/EEU citizens. However, despite of the efforts of internationalisation of information provision, the challenge of language was mentioned, not least in relation to the tax authorities. Interviewees expressed a lack of written information provided in English when it comes to more complex understanding of the administrative systems.

Differentiated social networks (such as for example Facebook group “Rumanians in Denmark”) were mentioned to be an important means in seeking for information and often for providing solutions, such as finding a place to live.

The overall notion of “we don’t know what we don’t know” was addressed by the participants. It points to the need for international citizen service to provide the general information for new comers in a “must know” manner; while simultaneously developing information services from the user’s perspective, building on the existing work knowledge as well as adapting to the conditions of social change.
Summary and Recommendations

The integrative model of the international citizen service and establishment of IHC as a one stop shop of international offers provides the bases of necessary general information from which intra-Europeans can conveniently contribute. The frustration for understanding CPR number’s central task in everyday life commodities such as bank account, mobile telephone number, health care was expressed by EU mobile citizens, pointing to the need for more precise explanation of the personal registration system. As for EU mobile citizens, the most common way for information is participation through specialised online social networks. Collaboration with those networks could be beneficial for distributing transparent information.

TRAINING OF FRONT DESK STAFF

Introduction

Skills of intercultural communication and cultural sensitivity are crucial in the sectors of welcoming service. Both the front desk staff as well as administrative authorities for the citizen service had acknowledged the importance of communication awareness in successful welcoming practice as it happens through the first contact with authorities. The front desk staff understands the importance of good service as it is a first and significant introduction to the overall system of hospitality of the country.

Policy and Practice

Despite several specialised courses no systematic multicultural training is implemented in the work agenda of international citizen services. The interviewed front desk staff and IHC administrators emphasised that experience based learning is essential in providing a good service. Since a big part of the employed front desk staff are international citizens, the practice of multiculturalism was argued to be an everyday working exercise. Moreover, the interviewees noted that requirements to get a job in international citizen service and IHC include acquired intercultural communication skills and a fluent level of English language. However, the professional training in English was not emphasised as a need. The international citizen service in Copenhagen does not provide
with a special staff dealing specifically with EU citizens. The service is provided on the same basis to all EU mobile citizens and non-EU citizens.

Administrative sectors directly working with integration (such as job centres) have received extensive training in intercultural communication. As part of the municipalities policy of inclusion implemented in 2011, job and integration centres were participating in workshops and conferences giving guidance of communication with migrant workers and companies employing international labor. Individualised approaches, as opposed to cultural approach, to international migrants are implemented in the communication strategies. As such, the services are applied on the basis of individual needs but not on presumed differences of cultural needs.

**Summary and Recommendations**

Training through experience and working in the multicultural environment is perceived to be a sufficient environment for developing internationally focused service. The positive tendency is to emphasise individual needs rather than presumed cultural needs of different migrant groups.

**LABOR MARKET POLICIES**

**Introduction**

Research indicates that by the year of 2020 Denmark will be lacking skilled labour force (estimated number of 100,000 skilled workers) which may negatively affect the entire Danish economy (AE, 2013: 47-57). As such, foreign labor attraction is considered to be a solution in the competition of global economy. The need for international labour is furthermore confirmed by private companies and businesses. Two out of three business leaders indicate that the Danish pool of skilled labor does not satisfy the future labour market needs of private companies. Skilled labor force is especially essential for the region of Greater Copenhagen as it mainly specialises in areas like research, academic jobs, etc. As such, the talent attraction strategy is mainly concentrated on skilled labor attraction (both in terms of so called low skilled and high skilled labor). However, it is specifically focused within certain highly skilled labor market areas, such as life science research and engineering.
Consistent strategies in managing labor migration is adopted both at private and public levels in Copenhagen. An example is ‘Copenhagen Talent Bridge’, a regional umbrella project coordinating different initiatives of talent attraction and retention with the purpose of creating a better synergy between different initiatives. The synergy is adapted within three focal points of international talent strategy, i.e. attraction, reception and retention, in which reception works as a middle ground assuring the effective attraction and retention of workers. The director of foreign investment agency indicates: “we need to have the full chain of the eco system, you could say, of the talent attraction and retention [...] [and] the best view, the first entry of the country should of course be a great welcoming”.

Policy and Practice

EU mobile citizens can access the Danish labor market under the same conditions as Danish nationals. While looking for a job one can sign to public job centres that offer job searching services such as personal counselling meetings, job seeking courses, help in finding internships and salary subsidy programs. The attention is placed on understanding the working culture. Informal, non-hierarchical work relations are indicated to be significant aspects of Danish working culture and according to public authorities working with labor market, their understanding is crucial for international workers.

The service in municipal job centres are divided into two groups: the service provided to refugees and family reunified migrants and service provided to EU mobile citizens, spouses, students and green card holders. The job center under Copenhagen municipality, unlike other municipalities in the country, differentiate themselves in services which are directed to EU workers, spouses, students and people who migrated on a green card agreement. The services include career and culture host programs as well as specialised programs helping current students to get involved in internship programs and build connections with professional networks. Engagement with professional volunteers during the career hosts programs is a beneficial strategy providing migrants with professional gate keepers. Student and spouse retention is especially targeted in the strategies of the labor market. International students graduating from Danish universities represent a perspective pool of highly skilled labor. Students from EU member states have a right to receive benefits from unemployment fund after the graduation at the Danish university, if they are members of unemployment fund.
Besides a general EU free movement of workers legislation and special job center offers targeting EU mobile citizens, no specialised local policies are adapted. A representative of the independent association lobbying for the diversity in Danish labor market pointed that municipalities do not have a clear emphasis on EU migration. Yet, as a lobbying organisation, the association works on convincing different municipalities that EU citizens are a good long term investment, as they are perceived to be highly skilled and able to learn the language fast:

“few municipalities that have really seen that it makes a difference because EU citizen migrants usually get well paid job and then they pay taxes [...] it is a good investment. Usually they find work themselves and it is not a problem”.

The perception that EU migrants do not need differentiated welcoming policies since they are covered by the legislation of the free mobility of labor between EU member states is prevalent. For instance, the project manager of the organisation lobbying for foreign labor indicated that public municipal job centres are receiving additional compensation when people under the immigration schemes, such as refugee and family reunified groups, are offered a job:

“If they offer them [refugees/family reunified] some help or pay for an internship program or job search course, they will have a refund from the state for that, but if they do that for the EU migrant they won’t get refund, they just have to pay out of their own pocket and hope for the best”.

As the representative of the organisation argues, the reason behind the differentiation in the labor policy for the EU migrants is the notion of EU citizens as being temporary migrants, who do not stay in one place because of the legislative possibility for free movement among EU member states. Relying on this logic there is no guarantee that the investment to potential EU workers will be beneficial in the long term. The experience of EU mobile citizens working or looking for a job in Copenhagen confirms the notion of temporality. One participant described his job searching experience:

“I have a feeling they want to see if you want to stay in Denmark or you are just passing by, because, in my field they have to train you for what you are going to do and then they don’t want you one year later take off to the better place, so I think it is the main reason why they prefer to hire Danish people”
Besides the reasoning of the temporality, the perception that EU mobile citizens have better conditions in the labour market compared to refugees, for instance, is prevalent among municipality workers as well. The project manager at Copenhagen job centre indicated that the integration issue is not relevant for EU migrants, as this group is more able to support themselves and is perceived to be culturally alongside.

**Challenges in the Labor Market**

Despite the necessity of international labor force in the country, finding a job in Copenhagen as a foreigner may still be a challenge. Not knowing the local language and not having access to professional networks were indicated to be the major obstacles finding a job, both by local job counselors and interviewed EU mobile citizens. In some cases, a foreign diploma can create challenges in accessing the Danish labor market. Informants working with the labor market noted that especially EU migrants from Southern Europe, specialising in the fields of medicine, may have a requirement to validate their education at the Ministry of Education. Furthermore, social dumping, especially in relation to Eastern European workers, has been at the centre of attention since 2004. In the outburst of the phenomenon of social dumping in 2008, labor market agencies implemented specialised phone lines (such as a polish ‘hot line’) in order to protect labor migrants working in unsuitable conditions. The director of the national labor agency indicated that efforts to avoid social dumping are no longer emphasised by labor agencies and unions, since the process of hiring foreign labor market has become more transparent.

According to the Expat study conducted in 2014 by Oxford Research, skilled labor retention is highly dependant on spouse employment. This tendency was also confirmed in the focus group interviews, whereas spouses indicated that their duration of stay depends on their ability to find a job. In the broader labor market perspective, established public and private offers concentrating specially on spouse career programs is an effort to acknowledge the necessity of international labor and labor retention as such.

Interviewed authorities working with labor market noted that language is the main obstacle, yet emphasised that EU citizens are usually capable to learn the language faster than other migrant groups. Despite of this, not knowing Danish fluently and not having access to relevant professional networks were expressed to be the major challenges for EU mobile citizens. Difficulties in navi-
gating through local online job banks, which are mostly in Danish, is regarded to be disadvantageous in the process of the job search.

EU mobile citizens who are not eligible for acquiring a CPR number and for various reasons are staying in the country have no access to the main national job bank which requires the CPR number to be accessed. The interviewed NGO project worker dealing with vulnerable migrants indicated that this is a problem for most of the EU mobile citizens who do not have a place to live or stay and are living on the streets. The organisation is cooperating with job centres in order to find alternative means to access the job bank. From the NGO perspective, this issue can easily be solved if these migrants are provided with job searching assistance: “so they might be somewhere at the street, but in general they can be helped by, helping finding the job and paying the rent they can stay. It is a labor market issue, they have a capacity to work if they can find job”.

Summary and Recommendations

Among interviewed public authorities the dominant point of view is that EU mobile citizens have better conditions in the labour market, in comparison to refugee or family reunified groups, as they are perceived to be “culturally alongside” with the host population. The lack of language skills and access to professional networks are deemed to be the biggest challenges in accessing the labor market for EU mobile citizens. Even though Copenhagen municipality, unlike other municipalities in Denmark, actively engages in promoting programs for EU mobile citizens (as well as students, spouses and green card holders), by helping them to navigate in labor market, more engaged activities in connecting them with professional networks could be beneficial. EU mobile citizens who do not have a CPR number have no access to the main national job bank, which requires the CPR number in order to be accessed. Alternative ways of accessibility have to be implemented, since labor market issues are one of the main challenges for the migrants arriving in the country without immediate economic resources to find accommodation and therefore receive a CPR number, which allows them to look for a job more effectively.
SOCIAL RIGHTS

Introduction
EU citizens are entitled to social benefits if they apply to legal residency and fulfil the registration requirements. Different regulations for applicability are set depending on the duration of work and stay in Denmark. European citizens who are legally residing and are registered in Denmark have the right to social assistance. In other words, the ability to get social benefits is directly linked with the eligibility for the CPR number.

Social Rights for EU Mobile Citizens
Access to social rights cover areas such as health security (sickness, hospitalisation, maternity benefits, re-adaptation aid), workplace accident, family benefits, old age and disability pensions, supplementary pensions, survival benefits, unemployment benefits and housing assistance (European Commission, 2013). Since 2013, students from EU member states who are enrolled in Danish universities and who have a part time job (minimum 10 hours per week) are entitled to receive student grants (Statens Uddannelsesstøtte, SU) on equal terms as Danish nationals. The decision evoked a lot of debate in Danish media and public discourse, with some parts arguing that issuing student grants to non-nationals can be a threat to the Danish welfare state. However, numbers show that there is no significant increase in SU grants for non-nationals (BEUCITIZEN, 2015). Simultaneously, in 2010 the government introduced a 2 year waiting time before a non-national family is eligible to receive child benefit support (børnecheck). The rule inflicted public debate since the requirement, according to European Commission, violates EU law. However, the proposal that would allow EU migrants to receive child benefit from the day of arrival (as it is applied in other EU countries) was not inscribed. The rules for receiving child benefits for non-national EU citizens are still regulated by the terms of duration of the residence or the employment. A person who resided in Denmark for 6 months is entitled to 25 percent of the total benefit; for 1 year - 50 percent of the total benefit; for 1.5 year - 75 percent of the total benefit; and for 2 years - 100 percent of the total benefit. The regulation of duration of residence and employment is also applied to maternity/paternity benefits. The rule is based on a 13 weeks continued employment and residence in Denmark prior to the leave (Life in Denmark).

Unemployment insurance is voluntary based. EU citizens can sign up to one of the unemployment insurance funds (Arbejdsløshedskasse, A-kasse) and pay regular membership fee in order to re-
receive unemployment benefits. The age criteria for joining the unemployed insurance fund is minimum of 18 years and maximum of 63 years. Despite being members of a selected unemployed insurance fund, there are certain requirements in order to be eligible to receive unemployment benefits. In order to be eligible, a person must be a member of an A-kasse for a year and have a full-time employment. EU mobile citizens studying in Danish University programs are eligible to unemployment benefits after their graduation and when they have been members of unemployment insurance fund for a year (European Commission, 2013).

In Copenhagen there are different organisations providing information about social rights for non-national residents, and information is usually accessed online. In the IHC, information about social rights is provided as a fact sheet under a request of international citizens. Interviewed public authorities acknowledged that the information provision of social rights is not a primarily aim for citizen services. However, interviewees stated that active provision of information in relation to social rights is seen as an important aspect in talent retention strategy, since being aware of one's legal stand to social rights increases the overall social security and feeling of belonging.

The fact that information regarding social rights is not perceived as an immediate need was also confirmed by intra-European migrants themselves. Focus group interview data shows that EU migrant citizens mainly get information about their social rights from their friends and relevant networks. Upon their arrival, the participants were not concerned about social rights. Participants perceived the pension system to be very complicated, as it is not easy to understand what one has to do in order to secure their pension. The discrepancy between the levels of information provided by different unemployed funds for EU students in Copenhagen was also noted. Some of the interviewed EU migrant students were aware of the unemployment benefits after graduation since the beginning of their studies, while others were not informed at all. This points to the need of more organised and co-operative information provision in terms of using unemployment funds. Generally, the interviewees pointed that they were aware of the Danish welfare state and that as EU citizens they were entitled to social rights. However, no-one could specify any specific social rights and this is mainly due to the fact that EU mobile citizens would seek relevant information about their social rights when it occurs relevant in certain periods of their lives.

Due to the interrelation between having a CPR number and having access to social rights, those who do not have the number (due to various reasons) are in great disadvantageous position. In
such cases, there is no provision of social rights, except of emergency health care. Jacqueson describes the system of the CPR number: “No number, no rights, seems to be the attitude of the Danish authorities’ (Jacqueson in BEUCITIZEN, 2015), which from the public authority point of view may be interpreted as rather “no contribution - no rights”.

Summary and Recommendations

Information about social rights does not constitute a primary necessity need, as indicated by EU migrants and public authorities working with public service. However, this need is deemed to be crucial for vulnerable migrant groups, such as EU homeless migrants. Often not being able to possess a CPR number, these groups lose all the rights to social help, except for emergency health care. According to NGOs, there has to be a established safety mechanism assuring EU citizens without a registration card, to have an access to basic fundamental social needs.

Generally, there is a need for information about social rights to be centralised and given in a good time. Since the provision of social rights in Denmark is directly linked to the criteria of time of residence and employment and since certain information about benefits, such as unemployment insurance fund, are not centralised (due to a large amount of different insurance funds), the information can be easily missed out. A time table of eligibility of the access to the social benefits distributed in a form of a general information could be an asset for EU migrant citizens as well as to citizen services. Moreover, since social rights are directly linked to the legal residence and being eligible to the social security card, the relation between these two factors should be directly and clearly explained.

CIVIC PARTICIPATION

Introduction

In Denmark, EU citizens have the right to vote for regional and local elections as well as for the European Parliament elections. The voting right for general national elections is ascribed only to Danish citizens. The right to vote for local and regional elections for non Danish citizens was implemented in 1981, while Nordic citizens had the voting right since 1977 (Ersbøll, 2013). EU citizens residing in Denmark are granted voting rights for local, regional and European Parliament
elections once they are assigned to national register. EU citizens electoral rights are on the same conditions as for Danish citizens (Ersbøll, 2013). Non-EU citizens gain the right to vote for local and regional elections after 3 years of permanent (continuous) residence in one of the municipalities in Denmark. The age criteria for voting is eighteen years. EU citizens who are registered in the national register (CPR number) are automatically registered in electoral register of the municipality they reside (Ersbøll, 2013). Individuals eligible to electoral right and being registered in the electoral register receive poll cards to their residence place latest five days prior to the election. The eligibility to vote for local, regional and EU parliament elections also grants the right to stand as candidates in regional and local councils.

As EU mobile citizens constitute 40 per cent of the entire foreign population in Copenhagen and as they have the right to participate in local and regional elections, as such they also constitute an important target group for local political actors. Information about civic participation and voting rights are provided by state administration offices. For instance, the IHC is organising special events for civic participation and active citizenship. Events are organised shortly before the election, and as such they also become a platform for politicians to present their political agendas. Although the events are not directly targeted towards the EU citizens, most of the attendees are from the EU countries. The idea behind the events is to raise awareness for international population of their voting rights, the significance to vote as well as enforcing the idea of civil society, where everybody, despite of their citizenship status, can actively engage in the society. As an interviewee in charge of event organisation indicates:

“We wanted to show that Danish is very easy society to be an active citizen [...] To show how to be politically active, but also as active citizenship in general [...] for each event we try to have useful knowledge about the Danish society, so it is not just about the political debate [...] it is very important signal that you are citizen just as i am. We promote Becoming Copenhagener very seriously”

As citizen services are applying a proactive approach to civic participation for EU mobile citizens, EU citizens themselves are engaging passively in civic participation practices. Albeit hardly generalisable, the focus group interview data shows that EU citizen’s engagements in voting and civic society practices are rather passive. From the total amount of 16 interviewees, only three were voting in local elections. At the time of the last local election, in November of 2013, most of the interviewees were already residents of the Greater Copenhagen area. Some interviewed EU
mobile citizens argued that they are not generally interested in local politics, since they are not planning to stay in Copenhagen for long. Four interviewees noted that the reason why they were not participating actively in elections was because they did not receive a voting card. All of the participants knew about their rights to vote for the regional local elections and that they do not have rights to vote for the national elections as they are not Danish citizens.

Civic participation and active citizenship are significant elements in the international talent retention strategy. As the civil society is an important tool for empowerment, not least of minority groups, it also becomes an important tool for creating a strong group affiliation and feeling of belongingness in the society. The act of voting in itself is an act of active participation and of expressing a will for a better society. The interrelation between an active civic participation and migrant retention is recognised by citizen services in Copenhagen. As indicated in the interviews with public authorities working with citizen services: “it [voting rights] is nice to know knowledge [...] a lot of reports show that people move on if they don’t like it here, so knowledge sharing is very important”.

Besides Copenhagen’s proactive account to voting rights and electoral participation, civic engagement is encouraged through individual volunteerism. The “Copenhagen Volunteers” is a municipal initiative to support event organisers with volunteer recruitment. International volunteers are important assets in social and cultural arrangements, because of their diverse cultural backgrounds as well as for their international experience in Copenhagen. For instance, leisure guiding project established within the IHC recruits experienced international volunteers to help with cultural and social settlements for new comers. Nearly half of the interviewed EU mobile citizens have been engaged in various volunteering activities. From their perspective, it is not only a good way to expand their social and professional networks, but also to establish a feeling of belongingness and local engagement: “the same with voting, it is nice to do what locals do, it is a very very basic way”.

Summary and Recommendations

Albeit a proactive public engagement in information provision of voting rights to international citizens, not least to EU mobile citizens, the level of voting engagement was noted to be passive. Even though EU mobile citizens are aware of their rights, the uncertainty of the duration of their stay in the city hinders their voting participation needs. Nevertheless, civic participation in the form of
individual volunteerism was noted to be a common practice among EU mobile citizens. As such, engagement in volunteering arrangements was indicated to be an important aspect in the process of inclusion and belongingness. Public authorities in Copenhagen acknowledge the significance of practices of international volunteering by establishing opportunities for international citizens to engage in these activities.

**HOUSING POLICY**

**Introduction**

The Danish Housing system is generally considered to be diverse and of high quality. Since the 1950s, due to the economic growth, Denmark has developed relatively good conditions for housing infrastructure. Yet, the costs of housing in Denmark are one of the highest among EU member states. It is estimated that Danes spend approximately 30 per cent of their incomes on housing (European Commission, 2013) and have a high degree of private home ownership (Andersen, 2010). The housing policy in Denmark is tightly related to the principle of the welfare state, in which housing is seen as an integrative part of the general social wellbeing. From the welfare state stance, the state has the responsibility to provide equal access to housing, not least to disadvantaged social groups. As such, public-social housing sectors, based on the long tradition of labor unions cooperation, take a considerable role in the Danish housing market. Due to the increased shortage of housing in the biggest municipalities in Denmark, social housing plays an important role in the national housing policy agenda (European Commission, 2013). Yet, interviewed public authorities from the IHC point to the need for more political attention in targeting housing shortage problems.

**Policy and Practice**

As Copenhagens’ total net inflow is of about 12,000 people a year, there is an increasing need for new housing in the city. The approximate number of 20,000 apartments are lacking to meet the housing market needs in Copenhagen. Estimations indicate that there will be the lack of 40,000 living places in 2020 if the housing need is not actively addressed. The housing shortage problem is not a new phenomenon. As mentioned in the “Lessons Learned” section, the shortage of housing has been an issue since 1970s in the Copenhagen municipality. However, the issue in Copenhagen,
according to one of the public authorities interviewees, has recently reached its peak because of the emphasis of Copenhagen brand as the attractive city, which consequently increased inward mobility.

Renting a private rental house/apartment is the most popular way of settling in Copenhagen. A small scale survey\(^4\) conducted by the IHC with international mobile citizens indicates that 77 per cent of respondents are living in privately rented apartments, 7 per cent live in cooperative houses and 10 per cent have bought a living place themselves. 47,7 per cent of respondents indicated that the reason for moving and intending to move from the current accommodation is non-permanent bases of accommodation.

The extent of the problem within housing situation in Copenhagen is recognised by public authorities. Besides a general national policy targeting the building of new housing, the problem is approached in alternative ways by local initiatives. For instance, the IHC attempts to establish a network of municipalities and social housing organisations in order to promote social housing in suburban municipalities for newly arrived internationals, not least EU mobile citizens. The initiative is interesting at multiple levels. Firstly, promoting suburban areas as functional places of residence challenges the idea of central Copenhagen by constructing a broader discursive understanding of urban areas in which the presumed idea of far away spaces are rethought as near by places. Simultaneously, an extensive collaboration with neighbouring municipalities seems to be a suitable strategy in attempting to approach housing problem as a collaborative effort. Secondly, the initiative seeks to target social housing as a possible solution for international mobile citizens, which relates to the broader approach of social mixing applied in several Greater Copenhagen area municipalities.

Despite of separate projects, such as building housing for international university researchers and the IHC housing project, there are no major policies targeting EU mobile citizens, nor international migrants in general. Public authorities working within the housing sector indicate that there is a need for more active information provision in the sector of housing for international migrants. Because of the complexity of the housing system (different regulations for different types of housing), international migrants often lack knowledge and understanding in navigating within the hous-

\(^4\) 300 respondents answered the survey, as such it is not representative in a large scale. The survey was distributed among international populations residing in Copenhagen, from which 52 percents constitute EU-28 citizens.
ing market. The lack of a social network is also pointed to be a significant disadvantage, since a lot of high quality in-expensive apartments are available through social networks.

**Social Housing**

EU migrant citizens are entitled to housing benefits based on the income of the household as well as on the access to social housing. Although in theory social housing is accessible to all people having legal registration in Denmark, in practice the access to social housing is limited due to long waiting lists and selection procedure of the municipalities. In more central cities, such as Copenhagen, the waiting time can be of up to 10 years, which is not a reasonable option for EU migrants workers who need housing immediately upon their arrival. In other municipalities, in the area of Greater Copenhagen, the waiting time can be shorter depending on the apartments available. Yet, it can take longer periods than newly arrived EU citizens would like and could wait. As such, local city dwellers have a considerable advantage in the access to social housing, since the age criteria for signing to the waiting list is of 15 years.

Despite the waiting list that social housing associations need to follow by law, municipalities can select dwellers on their own terms. Depending on the percentage that the municipality is allowed to control in social housing (the general minimum being 25 per cent), the municipalities’ role is to assure the equal social distribution in these areas. Yet, the issue of the waiting lists still remains an obstacle to some extent. As the public authority from one of the Greater Copenhagen area municipalities stated: “If you can get one in half a year - you are very lucky”.

**EU Mobile Citizens Perspectives**

There are several options while looking for housing in Copenhagen, such as specialised online housing databases, social media groups and private relocation companies. As most of the online databases and private relocation companies are costly, online housing searching is the easiest way to access and the most popular mean while looking for an apartment. Focus group interview data shows that the most common way to look for a living place is via social media (such as specific Facebook groups) or their own social networks. General and differentiated expat community
groups (such as Greeks in Copenhagen, Expats in Copenhagen) are popular and successful means to find housing, if one is willing to spend an extensive amount of time navigating the internet.

Frustration about housing was expressed by the majority of focus group interview participants. Housing seems to be one of the most challenging aspects of life in Copenhagen, not only for newly arrived EU citizens, but also for people who have been living in Copenhagen for several years. For instance, one interviewee mentioned having to move eight times in two years. These unfortunate incidents are told as deviant stories, but so are the successful cases as well. To find a place to live is expressed as a factor of luck and not as a regularly obtained commodity: “I was very lucky. I know it wasn’t normal to find an apartment that quickly [...] I was lucky, i am not a typical situation”.

In order to obtain an official address registration one has to be able to prove having a place to stay. It can be a rented house or apartment, sub-rent house or apartment, owned house or apartment or hotel. In order to be approved for the registration, the place of stay has to be recognised as suitable for registration, which is dependent on the particular housing rules, which include, for instance, how many people officially can dwell in the apartment. Not being able to find a place to stay with a possibility of registration hinders the applicability of getting a CPR number, which gives access to important daily life commodities, such as opening a bank account, subscribing to the mobile companies, access to cultural institutions such as public libraries, receiving social benefits, among others. The sample of conversation from the focus group illustrates the EU citizen’s frustration about the significance of the CPR number:

- you need the whole thing, you need a CPR number, you need a bank account and for that you need housing....
- exactly, if you don’t get CPR, you don’t get housing and the other way around’.
- the same with the bank. I went to open an account [...] they told me that you need to have a CPR, i was like, i need to show them that i have money in the bank account, how i am suppose to have a CPR at first, i need to open an account and then i will have a CPR, and the same with the job contract, the same with housing’

In some cases, employers might refuse to hire a person without a CPR number, because of the assumption that they might have an illegal status. Moreover, it becomes difficult to receive the
salary, since, as mentioned in the example from the focus group interview, banks in Denmark refuse to open an account without an official CPR number.

The difficulties in housing market may encourage illegal means of residence. For instance, in some cases housing may be provided by a private landlord without a possibility of official registration. This creates spaces for emergence of alternative ways to get a registration, such as registering in one place while physically residing in another. Cases of housing advertisement offering to buy a registration of the address without an actual residence possibility were noted by the interviewees.

The problem of housing is more complex than just finding a living place. The huge costs of rent, which can include up to three months of pre-pay rent and a deposit may not be affordable for those who do not have sufficient economic resources to cover these costs. The housing rules of receiving back the deposit are not always clear and well explained in the accommodation contracts. When asked if interviewees were aware about legal services helping migrants to understand their housing contracts as well as any legal situations that occur while renting a house (such as receiving back the deposit), only few of the interviewees indicated being somewhat aware about these services. In these particular cases, interviewees received the knowledge through social networks. The dominant unfamiliarity comes hand in hand with not paying too much attention to the renting contracts. The majority of the focus group participants indicated that they did not get informed about housing law and different renting regulations prior to renting a living space. The awareness about the complex Danish housing law and the possible pitfalls of housing contracts could be beneficial information at the moment of arrival.

For EU mobile citizens, the idea of living outside the city of Copenhagen was attractive as such. However, functionality and infrastructure around the living place such as the possibility to take direct transport connections, the price for traveling as well as good choices of leisure and culture activities play a crucial role. Generally, interviewees are not aware about social housing and what are the rules of subscription to it, while the concern of prolonged waiting lists is predominant.

**Housing for Vulnerable EU Mobile Citizens**

Difficult housing situations and constantly increasing prices in the housing market can have especially severe consequences for those who do not have relevant social capital (network, access to internet and social media) or sufficient economic capital. Thus, to have a housing with official reg-
istration is utmost important, since obtaining a CPR number means having a legal residence in the country. As such, less resourceful migrants suffer from the complex housing situation, such as having to pay large sums of money as deposits and lack of relevant networks in order to find housing. For some, not being able to find a place to live with a possibility of official address registration can hinder labor market opportunities and broader access to the society. According to NGOs working with vulnerable migrants (particularly with labor migrants who due to the lack of economic resources are living on the streets), there is a general lack of local policies working with vulnerable migrants. Yet, there is a notable recent change in policy making such as establishment of a special program *(Transit programmet)* helping homeless migrants to return to their homelands, initiated by the Copenhagen Municipalities Social Department.

According to the NGO, homeless migrants are entitled to the same rights as the Danish homeless and they can enter night shelters if they are legally residing in Denmark and if they have a so called extra social problem (drug or alcohol abuse, mental illness, etc.). However, the project manager of an NGO working with homeless migrants noted that since it is hard to determine the legal status of a migrant, it is up to personnel at the shelter to make a decision: “And that is the problem, how can they assess that [...] what happens in general is that they refuse an EU immigrant”. As an alternative there are several shelters providing food and temporary sleeping places for homeless migrants, despite of their legal status of residence. Yet, these shelters are highly dependent on provisional external private and public funds, charity and work of mainly volunteers.

**Summary and Recommendations**

The shortage of housing constitutes one of the biggest problems in the city of Copenhagen challenging local welcoming policies. Complex problems, such as housing, need co-operative solutions. Local attempts such as the IHC housing project are a way to approach the issue as a conjoined effort of municipalities and social housing organisations. As the focus group interview data shows, the initiative could be successful, as the idea of living in surrounding municipalities of Copenhagen is generally perceived to be positive. Yet, the gap of knowledge of housing market and different regulations applied to different types of housing and knowledge opportunities of living in social housing points to the need of better information provision of different types of housing and legal regulations in relation to these. Exorbitant rental and deposit prices and not knowing Danish and English languages are detrimental for less resourceful migrant groups, who due to the lack of sufficient resources sometimes end up living in the streets.
SCHOOLING POLICY

Introduction
International citizens residing in Copenhagen can choose between public and private schools and day care options. EU mobile citizens have the right to enter public schools and public day care on the same terms as Danish nationals. The Municipality covers 75 per cent of the total cost of the day care, while 25 per cent is covered by the private household. Depending on the income of the household, tax reductions can be applied to 25 per cent of the cost. The same rights also apply for EU cross border commuters, whose employment is based in Denmark. The demand of internationally based schooling is high among intra-Europeans. This creates a challenge for welcoming policy as waiting lists for international schools often very long and there is a lack of internationally based daycare options. Several pitfalls can be noted in terms of information needs, service provision and adaptability to different schooling practices.

Policy and Practice
EU mobile citizens have the same rights for using public schools and day care as Danish nationals. Schooling rules are applied to EU mobile citizens on the same basis as Danish nationals. The choices of schooling vary between Danish public schools and private international schools, which is the most common choice for EU migrants. One of the efforts to meet the demand of international schools is the newly established public international school European school. The European school was established in Copenhagen as a part of municipal and private efforts to meet the demands of attracting and retaining skilled international citizens in Copenhagen. The curriculum of the school is established in accordance with the European School system. The children of parents working within EU administration sectors in Copenhagen have priority to entrance. The rest of the admission is application based. Public authorities working with European school admission requirements indicated that despite the fact that it is an European school, the majority of students come from other continents of the world.

Local public schools provide reception classes for children without sufficient Danish language skills. The initiative of the reception classes is provided for up to two years. Reception classes are specifically aimed in teaching school subjects as well as learning the Danish language. No special-
ised initiatives for children learning in their own native languages are provided within the public school sector. The linguistically varied education is provided by the private sector, such as specialised international schools (for example, international school with education available in German, French, English, among others).

**Information Provision**

One interviewee working with day care provision noted that the responsible department in the municipality applies proactive information distribution, such as collaboration with the IHC as well as establishing a physical space where individuals can request information regarding the work of daycare institutions. The service covers everybody who legally resides in the city of Copenhagen, Danish nationals and international citizens. Even though the physical space for information distribution is an effective welcoming policy, when it comes to information regarding day care and schools, this service is most relevant prior the arrival to the country. Interviewed EU mobile citizens noted that they started to look for schooling information prior moving to Copenhagen. Dissatisfaction with online information systems was expressed. In their point of view, the information is not adequate, hard to navigate through and not properly adapted to individuals who have never experienced how Danish institutions work. Interviewees particularly noted that the list of possible international schools and day care options in English would be beneficial for EU mobile citizens who need this information prior to arriving to the country. Since a list of international school and daycare options in the city of Copenhagen is already established and being used by the IHC general information services, the lack of knowledge of schooling opportunities by EU mobile citizens points to the need for more active information promotion in terms of international schooling options.

The shortage of international schooling options, not least day care centres, are emphasised both by the public authorities and the EU mobile citizens. To find a place available on international daycare, according to the interviewed participants, is a difficult task. International daycare facilities are usually full, which results that some children have to stay at home instead of attending a daycare. Subscription to local public daycare services is not always an option. Firstly, EU mobile citizens prefer daycare services to be provided in English language. Secondly, some of the municipalities’ daycare centres, according to the interviewees, are prioritising Danish nationals, reasoning that international children will have linguistic difficulties. The common problem occurring in rela-
tion to the admission to public schools is different age criteria for schooling. In Denmark the age to enter school is of six or seven years, whereas in other EU member states it is of five years. For instance, one interviewed participant indicated that her child was not accepted to one of the public schools because of this particular age criteria, while at the same time the child’s skill level was higher than the standard in kindergarten, which was not suitable for her skill development. All in all, although EU mobile citizens are granted access to public daycare and schooling, interviewees noted that a shortage of international schools and especially day care options, which results in long waiting lists, and this constitutes a significant challenge for welcoming policy in Copenhagen.

Danish public daycare provision is tightly related with the housing situation, since the daycare is ascribed according to the closeness to ones household. In the context of the housing shortage problem and initiatives trying to solve these problems by promoting suburban municipalities as attractive places of residence, establishment of international day cares in these areas could be a strategic manoeuvre, straitening the functionality and attractiveness of these areas.

**Summary and Recommendations**

EU mobile citizens have the same rights to public schooling and daycare as Danish nationals. Despite that, the lack of sufficient network and poor accessibility to the relevant information hinders the chances of EU mobile citizens to choose the best day care and school options for their children. The need for schooling information illustrates that welcoming policy, when it comes to information provision, should not only be established for ones who are physically residing in the country, but also for those who are planning their relocations. The information regarding schooling is most relevant prior to the arrival to the city. Discrepancies between different school systems in guest and host countries, such as different age criteria for being eligible to the public school raise difficult issues since the children can be placed in classes not in accordance to their skills. Yet, the shortage of international schools and specifically international daycares poses the biggest challenge for local welcoming policy making.
LANGUAGE EDUCATION

Introduction

In a linguistically homogenous country as Denmark, extensive and accessible Danish language education for adults is a significant migrant incorporation strategy. Knowing and using the language in daily life is a necessity for accessing labor market, social networks and understanding the local culture. The Danish language skill is a compulsory criteria for obtaining a permanent residence permit in Denmark as well as Danish citizenship. Since 1970s, language education for adults has been emphasised in Danish integration strategies, whereas individuals with a resident permit received the right of three years of Danish language education for free. Since 2014, the period of free language education for adults in Copenhagen was extended to five years.

Danish Language Education for EU Mobile Citizens

EU mobile citizens have the right of five years of free Danish language education in Copenhagen. Differentiations are made between refugees and family reunified groups; and EU citizens, students, spouses and green card holders in terms of language provision. As mentioned in the ‘Labor market policy’ section in this report, refugee and family reunified groups are obliged to sign an integration contract, which also includes the agreement to attend the Danish language classes and learn the language within a peered of five years. EU mobile citizens are not obliged to sign any agreement and to attend language courses if they do not receive social benefits. Those who receive social benefits, such as for instance unemploymetns benefits, are obliged to attend Danish classes offered via job centre programs. EU mobile citizens (as well as spouses, students and green card holders) are entitled to introductory Danish classes before they can start ordinary Danish language classes. According to the national legislation, introductory classes consist of 250 hours of Danish language lessons divided into five courses in a period of one and a half year. If attendees complete five courses with the timeframe of one and a half year, they have the right to continue on the ordinary Danish classes for three years. All together, language education for adult EU mobile citizens constitutes four and a half years of Danish language education. In the municipality of Copenhagen, the time is rounded to five years of Danish language education in total. The reason of differentiation between refugee and family reunified groups and the group of EU mobile citizens, students, spouses and green card holders is based on the argument of temporality and the labor market. As EU mobile citizens are perceived to be a temporary migrant group, the language
education is also adapted to this assumption. As a project manager at the job centre of Copenhagen municipality noted: “that is why the politicians also gave this introduction course in danish for those who are not here to stay, offering a course focusing on the labor market’.

Danish language courses are provided by the private language schools, which are funded and approved by the Copenhagen municipality. From the big pool of language schools, EU mobile citizens can choose which of the schools to attend. Language schools in Copenhagen generally provide morning, afternoon and evening classes. EU- citizens can subscribe for Danish language schools if they can document that they have been in Denmark for at least three months, have an address here and are actively job seeking. Some schools have special admission requirements, such as advanced English language skills. The structure of language education is divided into three levels (Danish Education 1, Danish Education 2 and Danish Education 3). The levels are differentiated based on the educational background skills. For instance, Danish Education 3 is provided for individuals with higher education and knowledge of the Latin alphabet (Adamo, 2012:3). Each of the levels are divided into six modules. Yet, there is a distinction in acquired skills. For instance, individuals that have finished all six modules within the Danish education 3 level acquire the level which corresponds to the Common European Framework of Reference is a C1 level, whereas individuals that have completed six modules in the Danish education 1 level only acquire A2 level in writing and B2 level in oral language skills.

Each of the modules is assessed through testing and the last modul is assessed through public examinations (Prøve i dansk 1, Prøve i dansk 2, Prøve i dansk 3 or Studieprøven), which are held twice a year. The examination certificates are issued for individuals who have passed the exam. Having a Danish language skill certification is a requirement for applying for permanent residence permit or for Danish citizenship. Besides that, no wider use of certification is noted. The interviewee working at the local job centre specified that the certification is not necessary when applying for a job, as employers usually do not require it. The language skills, instead, are usually indirectly assessed through the job interview.

Besides general danish language schools, different language education services are provided by public libraries and NGO’s, as well as private organisations and companies that arrange special language courses for their clients and employers. External activities for the language education are often provided by volunteers. For instance, several public libraries in Copenhagen organise lan-
language cafes, whereas people who want to improve their language skills can get help from the local volunteers. The information of accessibility of the language courses are extensively provided via general information web portals. The IHC distributes an extensive pool of knowledge in relation to language school offers.

**Linguistic Challenges**

The information regarding Danish language provision is accessible via general international citizen services as well as social networks. Participants of the focus group interviews noted that this information can be acquired easily. EU mobile citizens positively responded to the quality of the language education as well as to the offer of having free language education for five years. Yet, some expressed the concern that the level of education is rather basic and language schools do not sufficiently provide the skills necessary for labor market and skills of comprehensive communication.

English is widely used as the main language of communication between EU mobile citizens and public authorities and general service\(^5\). Yet, despite of the willingness to learn the language and the fact that the use of English as an alternative language of communication is widely used in Copenhagen, there are apparent limitations of not knowing Danish language fluently. These difficulties mainly occur in the process of job search, whereas the language obstacle is prevalent even in internationally based companies and institutions. Linguistic challenges occur in the process of socialisation, accessing leisure activities, understanding official documents and booking visitations to the doctor, among others. Despite the extensive amount of leisure activity offers for English speakers in Copenhagen, the accessibility to non-international arrangements is limited. Interviewees reported not being able to access special sport clubs due to not knowing the Danish language.

The ability to understand official documentation, which often is corresponded in Danish, was pointed to be a significant need as it often involves important legal and financial aspects. It points to the need for more linguistically aware communication between authorities and international citizens through established projects providing help with understanding official communication.

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\(^5\) It is important to note that all the focus group participants were fluent in English and use English language on everyday bases. Linguistic challenges of individuals not speaking English may be more extensive and complex.
Apart from attending Danish language classes, alternative ways of learning the language were indicated. Getting involved in local volunteering activities was noted to be a useful practice for learning the language. It points to the need and significance of volunteering practice, both in terms of engaging as a volunteer and as receiving assistance from the local volunteers when learning the language.

**Summary and Recommendations**

The service of Danish language education for adult EU mobile citizens is effectively applied in Copenhagen. EU mobile citizens are entitled to five years of free Danish language education provided by a large amount of specialised Danish language schools. The English language is used as the most common language of communication between local inhabitants and EU migrants. Despite this, obstacles related to language limitations affect the EU mobile citizens when it comes to understanding official documentation, finding a job or subscribing to specialised hobby clubs, which consequently may increase a polarised division between English and Danish speaking activity spaces. Yet, extensive and free use of Danish language education system solely may not provide a solution.

**DIVERSITY AND INTERCULTURAL DIALOGUE**

**Introduction**

Diversity is emphasised in Copenhagen local policy making and is adapted in local policy as a larger part of the mainstreaming initiative (Jørgensen, 2014). Copenhagen is distinguishable in its active approach to diversity and is noted to be a pioneer municipality in terms of diversity policy, such as delineated by the aim of being the most inclusive metropolis in Europe by the year of 2015 (Divercities, 2014). A significant switch can be noted in 2011 when Copenhagen municipality applied an inclusion policy emphasising the discursive change from integration to inclusion, opening more room for more positively framed diversity initiatives. The inclusion plan, implemented by the Employment and Integration Administration, emphasised the need for inclusion, diversity and anti-discrimination initiatives and active engagement in civil society. The integration plan of 2011-2014 (Integration Policy 2011-2014) and the plan for integration of 2015-2018 (Integration Policy 2015-2018) is mainly targeted towards Danish citizens with ethnic background (non-western), in other words, to second generation migrants. As mentioned at the beginning of this report, in
Denmark, statistics regarding EU mobile citizens fall under the category of western migrants. As such, the EU mobile citizens do not constitute a target group of the municipal integration/inclusion policy plans. Nevertheless, different initiatives provided by the IHC (such as leisure guiding, family tours), municipal offers for the Danish language education and intercultural activities provided by non governmental organisation, (The Association New Dane, Copenhagen Capacity) could be argued to sufficiently cover the inclusion needs of EU mobile citizens.

Policy and Practice

The Expat study 2014 shows that one of the main reasons as to why international workers leave the country is the lack of social network with local population. The need to address social cohesiveness is considerably acknowledged by local authorities in Copenhagen. Several initiatives illustrate the diversity in action. For instance, the establishment of the IHC itself reflects the large emphasis on diversity, hence creating a space of international encounter and emphasising the need for integrative reception practice as a significant factor in successful welcoming policy. “Becoming Copenhagener” is a common framework used by the IHC which emphasises the cohesive approach to work, social and cultural life and the need to approach these aspects holistically. To become a Copenhagener, from local authorities working at the IHC point of view, is not a demand to apply to certain fixed values, but rather an offer to join the city’s activities and to become Copenhagener in an individual way.

In local policy initiatives, provided by both the IHC and the job center of Copenhagen Municipality located in the IHC, such as for example Leisure Guidance, Family Tours, Career Host Program, cohesiveness of community is enacted through promoting active participation in everyday cultural and social life in Copenhagen while opening spaces for international community to meet local Copenhageners. A project worker for leisure and culture department at the Copenhagen Municipality emphasises that the duty of public authorities is not only to provide information regarding possibilities of leisure activities in Copenhagen, but also to encourage active participation in such activities: “how do you find shared activities, how do you have a life where you feel that you are part of the city, not just like an observer, but actually taking part in the local life”.

What could be called a volunteering approach, such as promoting volunteering activities for international community as well as involving local Danes in voluntarily helping newcomers to settle in,
represents and active outreach for community cohesiveness. The effectivity of engaging in volunteering practices was also noted to be beneficial by EU mobile citizens. From their experience, being volunteers and getting help from local volunteers is beneficial for expanding their social network as well as for learning the Danish language.

Despite the active initiatives to raise community cohesiveness and promote the holistic concept of being a Copenhagener, some of the interviewed non government organisations note that negative attitudes towards foreigners are sometimes still apparent. For instance, a project manager of an organisation working for promoting international labor work noted that some employers have negative stereotypes about certain nationalities and points to the need for larger implementation of diversity initiatives. Furthermore, the informant sees the significance of EU mobile citizens community in Copenhagen, as from the organisations point of view, EU mobile citizens are more aligned to Danish culture: “they [EU migrants] can change the community [...] suddenly we have new bright young people that really want to make their home and it is an interesting good to try to integrate into your community”.

The feeling of inclusion is mainly associated with having a job. EU mobile citizens as well as public authorities indicated that having a job is a primary factor for opening gates on comprehensive engagement in social life. As a project manager for Job Centre Copenhagen indicated: “If they didn’t find a dream job they don’t feel included, the job is so connected to the feeling of being included”. As such, integration initiatives are often addressing the labor market issue and vice versa. Programs such as Copenhagen Career Host emphasise the need for active engagement in social and cultural activities as being part of social networks and which often provide a better access to job opportunities.

**EU Mobile Citizens Perspective**

All in all, despite of diverse experiences, interviewed EU mobile citizens expressed the general feeling of being welcomed in the city. Some indicated that the feelings of being welcomed are experienced mainly when being received as an individual and not as a person from a specific culture: “I feel like they welcome you by who you are as a person and not nationality, that is very nice [...] I never had any negative experience”. Yet, some (three out of 16) expressed ambiguous feelings in
terms welcoming due to experienced perceived discrimination based on their nationality. Interviewees expressed the lack of knowledge regarding actions in cases of discrimination and willingness to acquire such information.

Linguistic challenges, as not fluently speaking in Danish, were not perceived as the main challenge for establishing a satisfying social life. The lack of opportunities to socialise with local population was mentioned, yet generally the skills of Danish language was not perceived to be the main obstacle in the socialisation process. Instead, perceived culture of socialisation such as the idea that Danes are exclusively planning their leisure time and strictly distinguishing between social life and working life was considered to be the main obstacle in reaching for a close connection with the local population. Participating in leisure activities such as sport clubs and volunteering were mention to be significantly important and enriching to their social life.

**Summary and Recommendations**

The importance of diversity and cohesiveness of community is generally emphasised by public authorities working in the municipal sector (staff at the IHC, job centers of Copenhagen Municipality) as well as non-governmental organisations working to promote international labor force in Copenhagen. “Becoming a Copenhagener”, a concept used by the IHC, is a common framework applied to emphasise the belongingness to the city as an identifying factor uniting different nationalities. EU mobile citizens can contribute to the variety of local governmental and non-government initiatives providing an access to everyday life of Copenhagen. Inclusion initiatives at large extent address the issue of the labor market, since not having a job often correlates with the feeling of not being socially included. Despite the general positive response to welcoming practices in Copenhagen, in some instances the incidents of perceived discrimination are apparent. The lack of knowledge of actions to be taken when discrimination occurs is apparent among the interviewed EU mobile citizens, and it points to the need of a better established information system regarding help in such cases.
VI CONCLUSIONS

The analysis of EU welcoming policy in the City of Copenhagen points to some conclusions and aspects for further examination. Based on findings of semi structured qualitative interviews with public authorities and non-governmental actors as well as on focus group interviews with EU mobile citizens, the report highlights different aspects of EU mobile citizen welcoming policies in terms of general information needs, access to housing, social rights, labor market, opportunities for engagement in civil society, schooling and language education practices, adaptability of local administration staff in receiving newcomers, training for intercultural communication skills as well as the overall framework for diversity in the city. As such, welcoming policies are understood as a general framework for evaluating governmental and non-governmental local initiatives and accessing the levels of information provision.

In the national context of Denmark, the local policy of the city of Copenhagen is distinguishable in its approach to diversity and its less restrictive approach to immigration. Copenhagen, the biggest city and the capital of Denmark, has been attracting international population, not least EU mobile citizens constitute 40 per cent of the entire city’s international population. This factor alongside the fact that due to national policy since 1999 Copenhagen has not been receiving new refugees, partly explains the appearance of programs and initiatives targeting the groups of EU mobile citizens, green card holders, spouses and students. The extensive emphasis on these groups differentiates Copenhagen municipality from other municipalities in Denmark. At the large extent, the initiatives based on the need to strengthen social economy and competitive advantage in attracting and retaining needed labour, whereas reception of internationals and EU mobile citizens is considered to be a significant consolidator of successful overall welcoming and inclusion strategies. Hence, reception is not only about the availability of general information upon arrival but also about the broader outreach to different necessities of daily life after the arrival, such as civic participation, social rights, cultural and social activities, among others.

The establishment of the International House Copenhagen illustrates the public emphasis on the need to strengthen the reception and facilitate a comprehensive welcoming policy with an emphasis on retention of international talents. The concept of the IHC is of a “one stop shop”, where
different public authorities and private companies are gathered in one building. Collaborating with different governmental bodies, non-governmental organisations as well as private companies, the IHC, could be argued, applies an integrative model, in which welcoming policy is implemented as an effort of conjoined activity. The report emphasises the need and usefulness of the model as it is found to be not only administratively efficient, but as well functioning as a physical space of inter-cultural encounter. In the talent attraction policy, reception and public services become a bounding ground between attraction and retention strategies, as adequate information and responsiveness to the user needs is understood to be the bases for successful and sustainable welcoming policies.

**General Information Needs**

The integrative model of the IHC, in terms of developing the service from the user’s perspective in a format of “one stop shop” and in terms of cooperation with other municipalities, universities and relevant organisations, is a sufficient approach to welcoming policy making. It provides the bases of necessary general information from which intra-Europeans can conveniently contribute. The efficiency of the integrative model is recognised by public authorities and EU mobile citizens. From their perspective, the IHC provides a necessary service. However, the frustration for understanding the CPR number’s central task in everyday life commodities such as bank account, mobile telephone number, health care was experienced by EU mobile citizens, pointing to the need for more precise explanation of the personal registration system.

**Training Needs for Front Desk Staff**

Training of administrative staff through experience and working in the multicultural environment is perceived to be a sufficient environment for developing an internationally focused service. The positive tendency is to emphasise individual needs rather than presumed cultural needs of different migrant groups.

**Labor Market Policy**

Among the interviewed public authorities, the dominant view is that EU mobile citizens have good conditions in the labour market as they are perceived to be culturally alongside with the host
population. The lack of language skills and access to professional networks are deemed to be the greatest challenges in labor market for EU mobile citizens. Even though the Copenhagen municipality, unlike other municipalities in Denmark, actively engages in promoting programs for EU mobile citizens (as well as students, spouses and green card holders) helping them to navigate in labor market, more engaged activities in connecting with professional networks could be beneficial. EU mobile citizens who do not have a CPR number also have not access to the main national job bank which requires the CPR number in order to be accessed. Alternative ways of accessibility could be implemented.

**Social Rights**

Information about social rights does not constitute a primary necessity need, as indicated by EU migrants and public authorities working with public service. However, generally, there is a need for information about social rights to be centralised and given in good time. Since provision of social rights in Denmark is directly linked to the criteria of the time of residence and employment and since certain information about benefits, such as unemployments insurance fund, is not centralised (due to the large amount of different insurance funds), the information can be easily missed out. A time table of eligibility of the access to the social benefits distributed in a form of general information, could be an asset for EU migrant citizens as well as to citizen services. Moreover, since social rights are directly linked to the legal residence and being eligible to the social security card, the relation between these two factors should be directly and clearly explained.

**Civic Participation**

Albeit a proactive public engagement in information provision of voting rights to international citizens, not least to EU mobile citizens, the level of voting engagement was noted to be passive. Even though EU mobile citizens are aware of their rights, the uncertainty of the duration of their stay in the city hinders their voting participation needs. On a contrary, civic participation in the form of individual volunteerism was noted to be a common practice among EU mobile citizens. As such, engagement in volunteering arrangements was indicated to be an important aspect in the process of inclusion and belongingness. Public authorities in Copenhagen acknowledge the significance of practices of international volunteering by establishing opportunities for international citizens to engage in these activities.
**Housing Policy**

The shortage of housing constitutes one of the biggest problems in the city of Copenhagen, challenging local welcoming policies. Complex issues, such as housing, demand co-operative solutions. Local attempts such as the IHC housing project are a way to approach the issue as a conjoined effort of municipalities and social housing organisations.Analyses show that this initiative could be successful, since the idea of living in surrounding municipalities of Copenhagen is generally perceived to be positive. Yet, the gap of knowledge of housing market and different regulations applied to different types of housing points to the need of better information provision of housing market and legal regulations. Exorbitant rental and deposit prices and not knowing Danish and English languages are detrimental factors for less resourceful migrant groups.

**Schooling Policy**

EU mobile citizens have the same rights to public schooling and day care as Danish nationals. Despite this, the lack of sufficient network and lack of knowledge about the accessible means to relevant information hinders the chances for EU mobile citizens to choose the best day care and school options for their children. Discrepancies between different public school systems in guest and host countries, such as different age criteria for being accessible to the school creates difficulties for children to access adequate classes in accordance to their skills. The shortage of international schools and specifically international daycares poses the big challenge for local welcoming policy making on this aspect.

**Language Education**

The service of Danish language education for adult EU mobile citizens is effectively applied in Copenhagen. EU mobile citizens are entitled to five years of free Danish language education provided by large amounts of specialised Danish language schools. English language is used as the most common language of communication between local inhabitants and EU migrants. Despite this, obstacles related to language limitations affect EU mobile citizens when it comes to understanding official documentation, finding a job or subscribing to specialised hobby clubs, which consequently may increase a polarised division between English and Danish speaking activity spaces.
Diversity and Intercultural Communication

The IHC emphasises the importance of diversity and cohesiveness of community by promoting an active participation in the everyday life of Copenhagen, while promoting an intercultural space of encounter. “Becoming a Copenhagener” is a common framework applied to emphasise the belongingness to the city as an identifying factor uniting different nationalities. EU mobile citizens can contribute to the variety of local governmental and non-government initiatives providing an access to everyday life of Copenhagen. Inclusion initiatives at large extent address the issue of labor market, as not having a job often correlates with the feeling of not being included. Despite of the general positive response to the welcoming practices in Copenhagen, in some instances incidents of perceived discrimination are apparent. The lack of knowledge of actions to be taken when discrimination occurs is apparent among interviewed EU mobile citizens, and it points to the need of a better established information system regarding help in such instances.
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