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City Migration Profile of Grenoble



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UN HABITAT

FOR A BETTER URBAN FUTURE

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1. About MC2CM

About MC2CM

Internal and international migratory movements in the wider Mediterranean region have a direct and long-term impact on the development of the region's urban areas, as these are often the departure, transit and destination points for migrants. As the first interlocutors of the inhabitants, local governments are also key actors in removing barriers for the economic, social and cultural inclusion of newcomers, as well as fostering their contribution and participation in the local life. In order to maximise this development potential, local governments need to be recognised as institutional partners in migration governance policies and endowed with the necessary and relative competences, resources and capacities, especially with regard to guaranteeing access to rights and services.

In this context, the **Mediterranean City to City Migration Project (MC2CM)**, launched in 2015, aims to contribute to improving the urban governance of migration, particularly within a network of cities in North Africa, the Middle East and Europe. The project's activities are grouped into a **Dialogue** component to facilitate the exchange of experiences and policy options between cities, a **Knowledge** component that assists partner cities in studying their migration situation and defining their profile, and an **Action** component that accompanies the transfer and implementation of cooperation actions.



DIALOGUE

Nurturing dialogue between cities and relevant stakeholders through peer-to-peer learning and exchanges



KNOWLEDGE

Supporting knowledge generation and development of evidence-based approaches




ACTION

Providing sustainable solutions and testing tools to address migration-related challenges and opportunities

The project is implemented by a consortium led by the International Centre for Migration Policy Development (ICMPD), in partnership with the United Cities and Local Governments (UCLG) Network and the United Nations Human Settlements Programme (**UN-HABITAT**).

More information at:

 icmpd.org/mc2cm

 [@urban_migration](https://twitter.com/urban_migration)

 [Mediterranean City-To-City Migration \(MC2CM\)](https://www.linkedin.com/company/mc2cm/)

 <https://www.facebook.com/mc2cm>

Table of acronyms

ADA	Asylum-Seeker's Allowance
ADIE	Association for the Right to Economic Initiative
AFPA	National Agency for Vocational Training
AME	State medical aid
ANVITA	National Association of Welcoming Cities and Territories
APARDAP	Association for the Protection and Republican Sponsoring of Asylum-Seekers
ARS	Regional Health Agency
ASE	Social Assistance for Children
ADA Association	Asylum-Seekers' Association
CADA	Reception centre for Asylum-Seekers
CAF	Benefits Agency
CAP	Certificate of Professional Aptitude
CASNAV	Academic centre for the Schooling of Newly-Arrived Allophone Students
CCAS	Community centre for Social Action
CCIA	Chamber of Commerce and Industry
CESEDA	Code of Entry and Residence of Foreigners and of the Right of Asylum
CIR	Republican Integration Contract
CMA	Chamber of Trades
CMP	Medical and Psychological centre
CMU-C	Complementary Universal Health Coverage
CNDA	National Court of the Right to Asylum
CPH	Temporary Accommodation centre
CRA	Administrative Retention centre
CSRA	Committee for the Support of Algerian Political Refugees
CTAIR	Territorial Contract for the Reception and Integration of Refugees
CUEF	University centre for French Studies
DAAEN	Directorate for the Reception and Support of Foreign Citizens and Nationality

DDCS	Departmental Social Cohesion Directorate
DDT	Departmental Territorial Directorate
DGEF	Directorate-General for Foreign Nationals in France
DIAIR	Inter-ministerial Delegation for the Reception and Integration of Refugees
DIHAL	Inter-ministerial Delegation for Accommodation and Access to Housing
DNA	National Directorate of Reception
DPSE	Public and Environmental Health Department
EPCI	Public Inter-municipal Cooperation Establishment
FLE	French as a Foreign Language
GEM	Grenoble Management School
GUDA	One-stop shop for asylum-seekers
UNHCR	UN High Commissioner for Refugees
HUDA	Emergency Accommodation for Asylum-Seekers
LHSS	Nursing beds for homeless people
MDH	Maison des Habitants (multi-purpose facilities that facilitate the daily life of residents, but also their involvement in neighbourhood life.)
UAMS	Unaccompanied minor
ODTI	Observatory of discrimination and intercultural areas
OFII	French Office of Immigration and Integration
IOM	International Organisation for Migration
PASS	Hospital-based units providing primary care services to patients who lack healthcare coverage
PIC	Skills Investment Plan
RAEC	Common European Asylum System
RESF	Education without Borders Network
RSA	Earned Income Supplement
RUSF	Universities without Borders Network
SIAO	Integrated Service of Reception and Orientation
SPADA	Asylum-Seekers' Reception Platform
UPE2A	Educational units for allophone students who have recently arrived in France

2. General framework: the national context of migration in France

2.1 Recent history of migration in France

General overview of migration in France

¹ [https://www.histoire-immigration.fr/questions-contemporaines/les-migrations/depuis-quand-la-France-est-elle-une-terre-d-immigration-\(contemporary-issues/migration/since-when-has-France-been-a-land-of-immigration\)](https://www.histoire-immigration.fr/questions-contemporaines/les-migrations/depuis-quand-la-France-est-elle-une-terre-d-immigration-(contemporary-issues/migration/since-when-has-France-been-a-land-of-immigration))

² OFPRA (French Office for the Protection of Refugees and Stateless people) Report 2019. Data concerning only initial asylum applications, excluding accompanied minors

France is one of the first countries of immigration in Europe. By the end of the nineteenth century, migrant workers were covering the shortfall in labour that faced France¹. Their origin gradually changed: firstly they were mainly cross-border migrants (particularly Italian, the origin most represented in 1930) and Algerian. Migration for work purposes extended after the second World War to include Spanish, Polish, Portuguese, Yugoslavian, Turkish, Tunisian and Moroccan nationals and those from sub-Saharan African countries. In addition to the migration of workers mainly from former French colonies, governed by the Ordinance of November 2, 1945, many workers who arrived in the country illegally also saw their situation formalised, allowing them to work and reside legally in France, a situation which continued until the early 1970s.

The oil crisis and rising unemployment marked the end of a policy that encouraged migration for work purposes and the start of policies to control migration flows. The freedom of establishment in France of Algerian nationals and those from former colonies in sub-Saharan Africa and the regularisation policy came to an end.

Immigration for work purposes was officially suspended in 1974. The rules of entry for migrant workers were tightened as a result of successive reforms, falling from 175,000 residence permits issued in 1970 to about 20,000 in 2015, giving way to family migration, encouraging the more permanent establishment of people with ties to the country. The law of 10 January 1980 introduced the possibility of sending back foreigners who were in an irregular situation.

The creation in 1984 of a resident card, a 10-year residence permit, aimed to facilitate the integration of people wishing to settle permanently in France. However, in subsequent years, the conditions for issuing resident cards became more restrictive.

In the 2000s, parallel measures were taken to encourage “selected” immigration, meeting France’s needs in certain professional sectors.

Applications for asylum and the protection of refugees

From the 1970s onwards, refugees from Latin America and Vietnam arrived in France. The number of asylum-seekers arriving in the country increased until 1990, reaching 61,422 during this period. Developments in subsequent years were inconsistent. Asylum applications began to grow again in France after 2008, totalling 23,804 applications over the year and reaching 101,841 in 2019².

Figure 1 - Changes in asylum applications (source OFPRA)

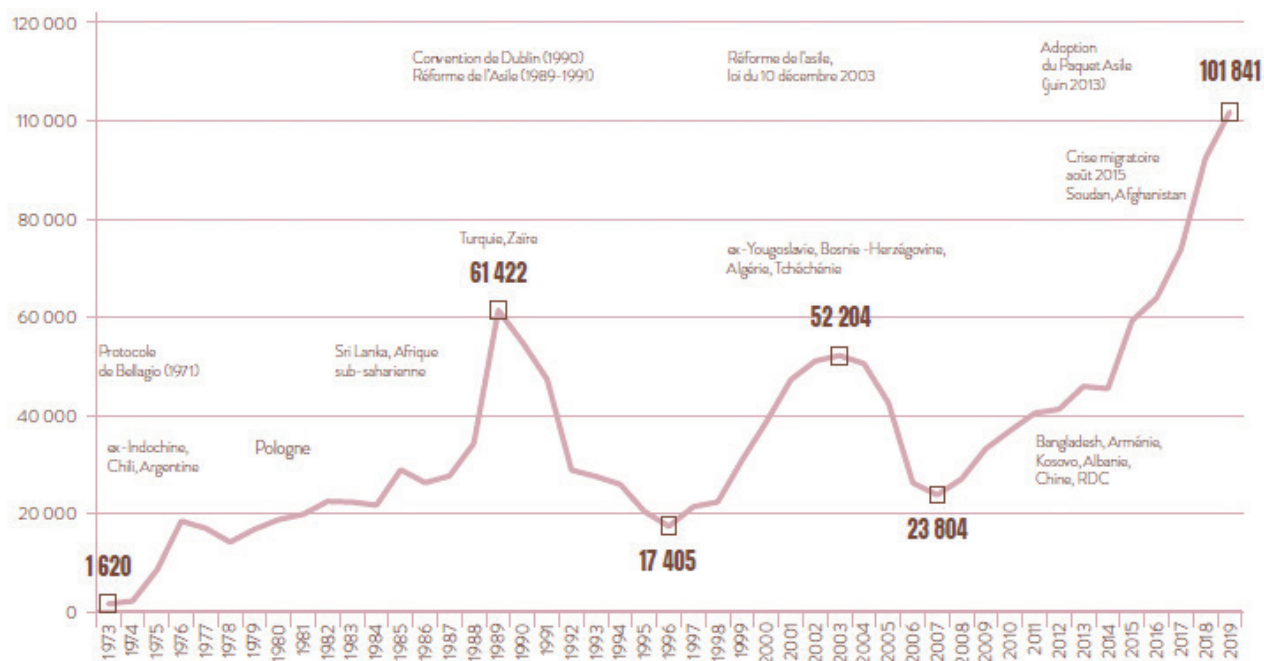
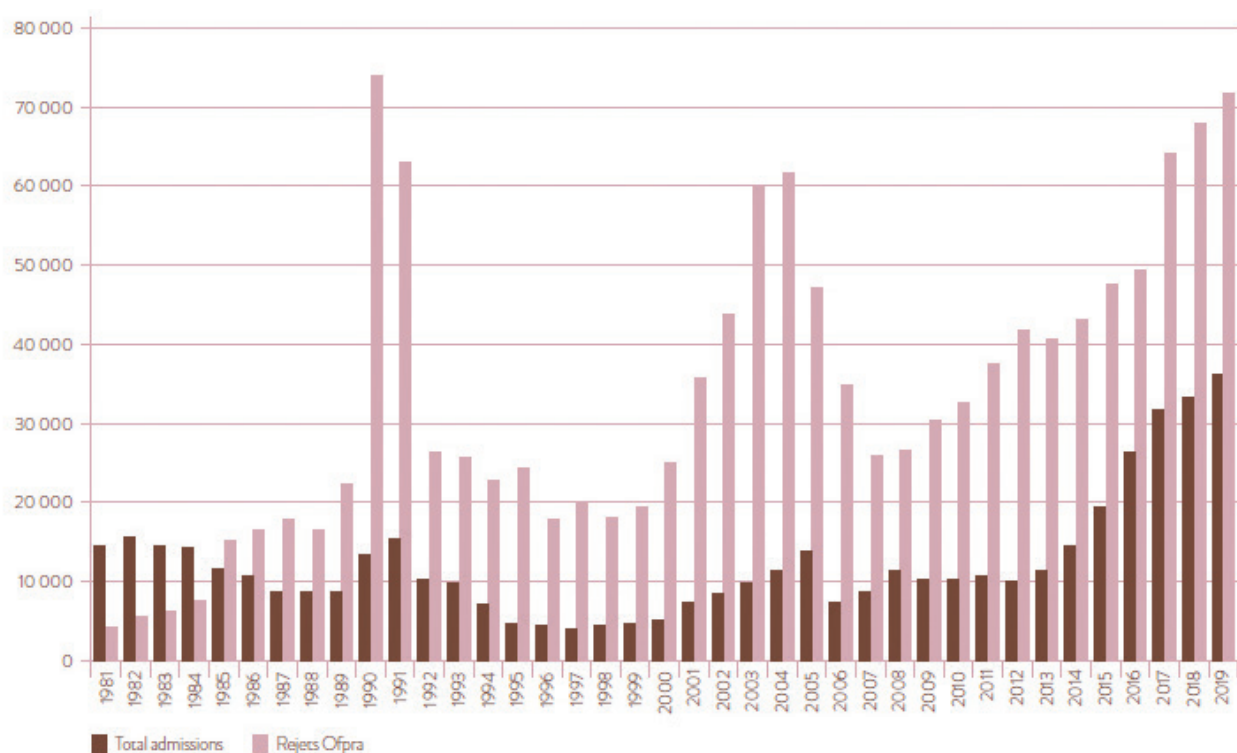


Figure 2 - Changes in the protection granted in France (source OFPRA)



France was affected by the sharp increase in asylum applications coming shortly after the 2015 refugee crisis: while the highest demand at European level was registered in 2015 (1.3 million asylum applications), and slowed significantly in 2018 (646,000 applications), France continued to see an increase in asylum applications in 2018 and 2019. In 2019, the

3 Annual Report for the Refugee Forum -Cosi 2020

4 Annual report of the Ministry of Justice UAMS (Unaccompanied Minors) Unit

5 Ibid.

6 Insee (National Institute of Statistics and Economic Studies) definition: "Immigrant: A person who was born abroad and lives in France.

7 Source INSEE

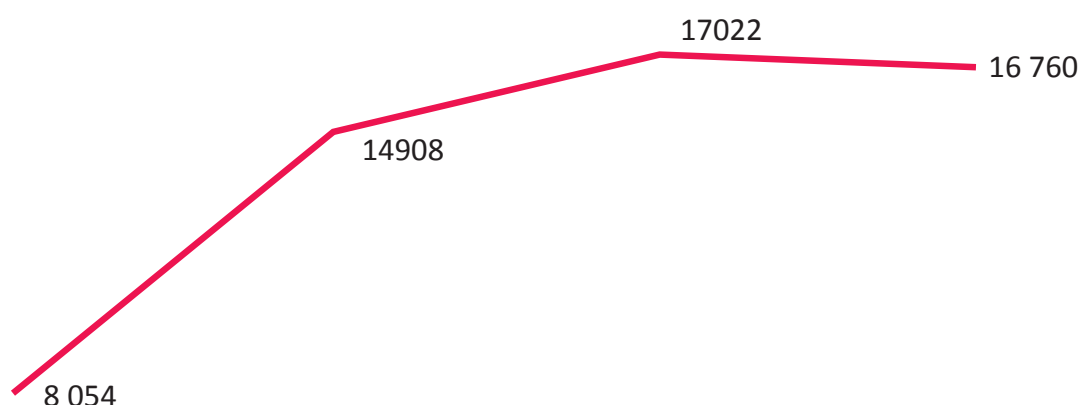
total number of first asylum applications excluding accompanying minors is estimated at 101,841 (123,625 if accompanying minors are included). This figure does not take into account people covered by the Dublin Regulation estimated at a total of 46,460 people.³

In 2019, the top 10 countries of origin of asylum-seekers (excluding accompanying minors) were: Afghanistan, Guinea, Georgia, Albania, Bangladesh, Ivory Coast, Haiti, Nigeria, Mali and the Democratic Republic of the Congo.

UAMs (Unaccompanied minors)

In addition, France experienced a significant increase in the arrival of unaccompanied minors (UAMs) in its country between 2013 and 2018. While there were only 2,555 in 2013, the Ministry of Justice's Unaccompanied Minors unit registered 17,022 in 2018⁴. The increase in arrivals accelerated between 2016 and 2018, before stabilising in 2019 and then falling in 2020⁵.

Figure 3 - Number of UAMs supported in France from 2016 to 2019



The main countries of origin of these UAMs in 2019 were Guinea (24.67%), Mali (23.29%) and the Ivory Coast (13.16%).

It is important to note that these figures relate only to minors entrusted to the departments on the basis of a court decision involving the protection of children and do not take into account isolated young people presenting themselves as minors but not recognised as such, who remain in the country.

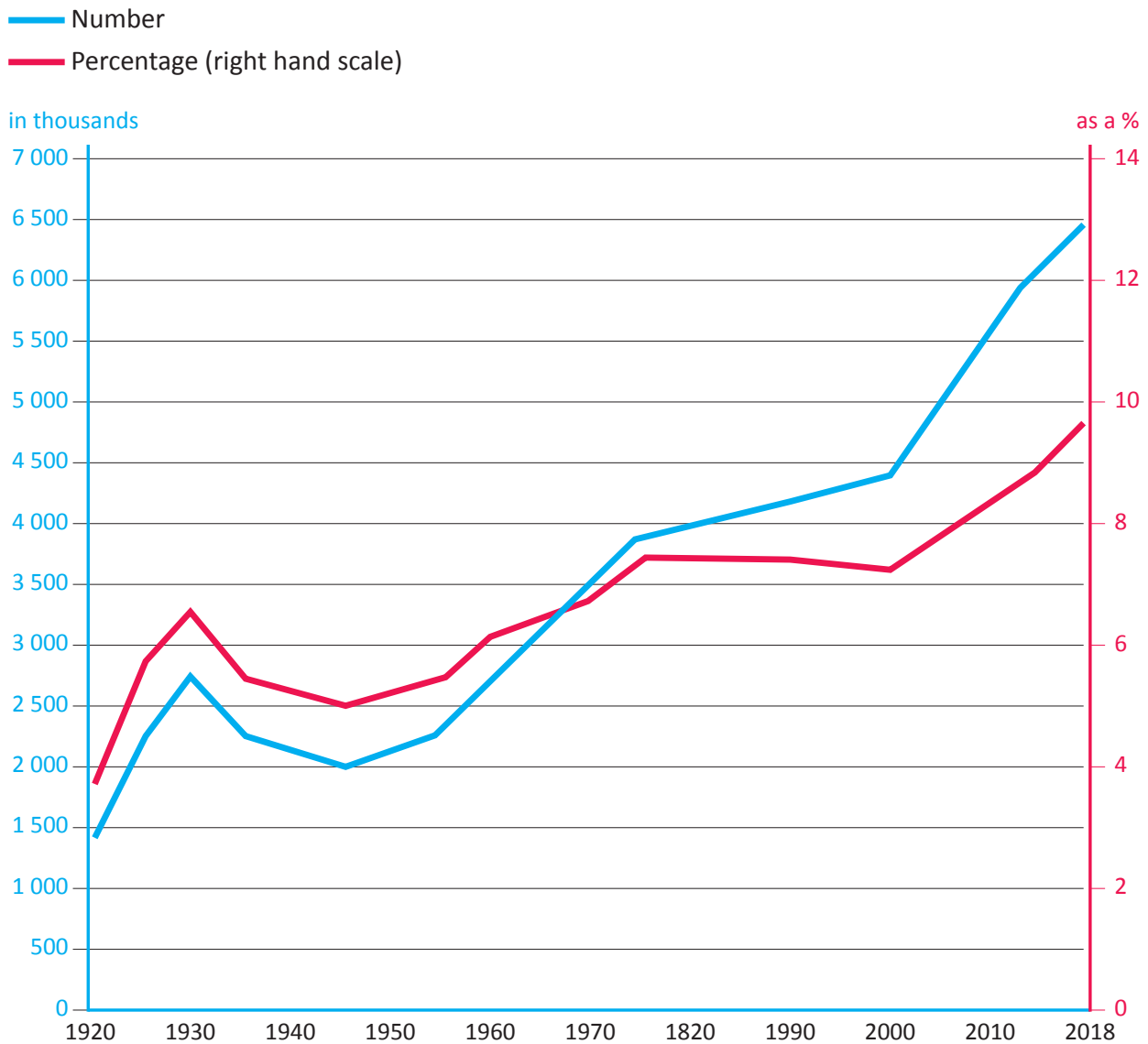
The immigrant population in France

According to INSEE data, a total of 6.5 million immigrants⁶ were living in France in 2018, that is 9.7% of the total population. 2.4 million immigrants, corresponding to 37%, acquired French nationality.

The foreign population living in France is 4.8 million, or 7.1% of the total population: 4.1 million immigrants who have not acquired French nationality and 0.7 million people born in France of foreign nationality.

In 2018, 46.1% of immigrants living in France were born in Africa, and 33.5% were born in Europe. The most common countries of birth of immigrants are Algeria (13.0%), Morocco (11.9%), Portugal (9.2%), Tunisia (4.4%), Italy (4.3%), Turkey (3.8%) and Spain (3.7%). Half of immigrants come from one of these seven countries (50.3%).⁷

Figure 4 – Changes in the immigrant population in France from 1920 to 2018 (source Insee)



Scope: Mainland France from 1921 to 1990; France excluding Mayotte from 1999 to 2013 and including Mayotte from 2014.

Source : Insee, population censuses and population estimates.

2.2 National migration policy

⁸ See regional and international cooperation below

⁹ See regional and international cooperation below

¹⁰ Speech by Mr Edward Philippe, Prime Minister, Government Statement on Migration Policy of France and Europe, pursuant to article 50-1 of the Constitution, followed by debate

¹¹ Article L. 111-10 of the CESEDA (Code de l'Entrée et du Séjour des Étrangers et du Droit d'Asile - Code of the Entry and Stay of Foreigners and Asylum Law) states that each year the Government shall submit to Parliament a report on the multi-annual guidelines of the immigration policy.

France has ratified the 1951 Convention relating to the Status of Refugees, as well as the additional 1967 Protocol. It has not ratified the International Convention for the Protection of Migrant workers.

As a member country of the European Union, France is bound by European provisions on migration and asylum application.⁸

The CESEDA (Code of the entry and stay of foreigners and asylum law) has undergone a number of reforms over the past 20 years. The most recent are the *law of 29 July 2015, regarding asylum law reform*, *law of 7 March 2016 relating to the law on foreign nationals*, the *law of 20 March 2018 allowing correct application of the European asylum system and the law of 10 September 2018 for controlled immigration, effective right of asylum and successful integration*.

In addition to the CESEDA, bilateral agreements provide for specific provisions concerning the immigration of the nationals of signatory countries⁹.

In October 2019, the French Prime Minister presented to the Senate a government statement on the migration policy of France and Europe, as an introduction to the parliamentary debate on this subject called for by the President of the Republic¹⁰. This speech presented the main guidelines of the current French migration policy. While it is a continuation of the law of September 10, 2018 on controlled immigration, effective right of asylum and successful integration, this speech and the following decisions also mark a clear desire to deter applications for asylum that are considered unlawful, particularly from

"safe countries of origin" or secondary movements within the EU, governed by the Dublin Regulation.

Controlled immigration

The desire to control immigration taken up in the law of September 2018 is reflected in particular in provisions to encourage the entry of certain categories of migrants and to restrict others.

The French government's report to Parliament on 2018 data on foreigners in France¹¹ highlights the "asserted desire to routinely receive more foreign students (+3.4%) and people for economic reasons (+22%)."

In his report to the Senate on migration policy in France, in October 2019 the Prime Minister stated: "we know that the rationale of quotas cannot be applied, either in relation to asylum or to family immigration. However, to attract talent, whether this concerns students or skills in short supply, or skills we need, we have to think about quantitative targets. [...] We must be able to adapt and revitalise our professional

¹² Statistics from the DGEF (Directorate General for Foreigners in France) as at 21 January 2020.

¹³ Ibid.

immigration procedures to meet the needs of business sectors."

To date, there are no quantified targets for immigration for economic reasons in France, but recent developments show a trend towards increasing the issuing of first residence permits in mainland France on this basis. In 2019¹², the DGEF estimated that 91,500 residence permits were issued to students, which is 9.3% more than the previous year, while family immigration fell by 2.5% (88,800 first permits issued).

During the same period, 32,300 "talent passport" residence permits were issued (first permits and renewals combined). Professional immigration accounted for 14% of total immigration in 2019.

Immigration for economic reasons has steadily increased since 2009, rising from 20,185 residence permits issued that year to 38,850 in 2019 (a figure representing an increase of 15.3% compared with the previous year). Although the increase in relative value is significant (over 92%), it is still low in terms of absolute value. These figures mask the actual situation of illegal economic immigration, for which there is currently no published regularisation policy. What is more, these are short-term residence permits.

The table below shows the details of first residence permits issued in mainland France between 2015 and 2019.¹³

Table 1 - First residence permits of third-country nationals in mainland France

		2015	2016	2017	2018 definitive	2019 estimated	2019/2018
Economic	Skills and talents (*)	220	192				
	Self-employed worker	169	187	639	653	879	+34,6%
	Scientist	3 763	3 317	3 970	4 649	5 092	+9,5%
	Artist	199	167	137	181	109	-39,8%
	Salaried employee	14 495	17 237	20 331	25 061	28 177	+12,4%
	Seasonal or temporary	1 782	1 882	2 390	3 131	4 586	+46,5%
	Total	20 628	22 982	27 467	33 675	38 843	+15,3%
Family	French family	50 143	49 559	50 047	48 747	45 419	-6,8%
	Family member	23 786	24 152	23 293	26 543	28 512	+7,4%
	Personal and family links	16 184	15 413	15 397	15 727	14 847	-5,6%
	Total	90 113	89 124	88 737	91 017	88 778	-2,5%
Students	Total	70 023	73 644	80 339	83 700	91 495	+9,3%
Miscellaneous	Visitor	6 745	7 005	6 109	6 552	8 336	+27,2%
	Foreigner who entered as minor	5 587	5 826	6 804	7 359	7 791	+5,9%
	Work-accident pension recipient	13	18	21	20	11	-45,0%
	War veteran	163	298	116	89	255	186,5%
	Retired person or pensioner	714	834	664	780	752	-3,6%
	Miscellaneous reasons	644	760	750	758	2 158	+184,7%
	Total	13 866	14 741	14 464	15 558	19 303	+24,1%
Humanitarian	Refugee and stateless person	13 656	17 349	21 139	19 245	21 718	+12,9%
	Territorial asylum/ Supplementary protection	2 614	5 542	10 903	10 889	10 742	-1,3%
	Foreigner affected by illness	6 555	6 850	4 227	4 701	5 457	+16,1%
	Victim of human trafficking	45	74	112	87	169	+94,3%
	Victim of domestic violence	33	47	48	57	71	+24,6%
	Total	22 903	29 862	36 429	34 979	38 157	+9,1%
Overall total		217 533	230 353	247 436	258 929	276 576	+6,8%

Source: AGDREF (Management Application of Foreign Nationals in France)/DSED (Statistics, Studies and Documentation division)

* Skills and talents cards were abolished by the law of 7 March 2016

¹⁴ Report of the Ministry of the Interior to Parliament on data for 2018 relating to foreigners in France

¹⁵ Defender of Rights, Fundamental rights of foreigners in France, May 2016

¹⁶ Data from OFPRA statistical mission

¹⁷ The government planned to reach the figure of 98,476 places by the end of 2019.

¹⁸ See in this regard the *Parliamentary Information Report on the professional integration of asylum-seekers and refugees of* 23 September 2020

¹⁹ Report of the Ministry of the Interior to Parliament on data for 2018 relating to foreigners in France

Meanwhile, the various reforms of the law on foreign nationals have gradually tightened the conditions for issuing the resident card, a residence permit valid for 10 years introduced in 1984. While the number of resident cards remained stable or increased slightly between 2014 and 2017, it fell by 44.8% between 2017 and 2018, from 97,888 to 54,002¹⁴.

In 2016, the Defender of rights¹⁵ warned that residence permits (one-year or multi-annual 4-year permits) were precarious, having “the paradoxical, or even perverse, effect of making it more difficult for foreigners to integrate, even though, following a kind of “reverse logic”, the status of having been issued a resident card is now perceived as the “crowning glory,” the “reward” of a successful integration pathway.”

Right of asylum

France issues two types of protection: a refugee status providing entitlement to a 10-year residence permit and supplementary protection providing entitlement to a 4-year residence permit. For 2019, the rate of protection granted by OFPRA and the CNDA (National Court of the Right to Asylum) was 38.6 %¹⁶. At the end of 2019, 308,583 people had been granted international protection in France.

The French asylum system stipulates that each asylum-seeker is entitled to accommodation and a financial allowance during the period of consideration of his or her application by OFPRA. Despite ongoing efforts over the past several years to open up new accommodation places, the 86,592 places available at the end of 2018¹⁷ were sufficient to accommodate only about half of all asylum-seekers. The 2021 Finance Act provides for the opening up of new accommodation places, with a target of 65% of asylum-seekers housed by the end of 2021.

An allowance is allocated to each household applying for asylum, and is increased for those who have not been offered any accommodation solution. A national scheme for the distribution of asylum-seekers was introduced, run by the OFII (French Office of Immigration and Integration), allowing households to be directed to departments or regions where places are likely to be available. Asylum-seekers are not entitled to work, unless in principle their application has not been processed by the OFPRA within 6 months. In practice, very few work permits are issued to asylum-seekers in this situation¹⁸.

In view of the increase in arrivals, France has emphasised the need to reduce the processing times for these applications. One of the aims pursued is to limit the period during which each household stays in the reception accommodation centre in order to allow a higher rate of rotation in these facilities.

While the average processing time for asylum applications by OFPRA has actually decreased from 142 days in 2017 to 100 days in 2019, the processing time by CNDA, the administrative court responsible for examining appeals against OFPRA decisions, has increased (156 days in 2017 compared to 215 days in 2019). The average processing time for applications for the whole procedure was 325 days in 2019.

Although the aim of reducing times covers all asylum applications, particular emphasis is placed on the conditions for processing applications from safe countries of origin, as well as on the conditions for receiving the people concerned, particularly those from Albania and Georgia. The Minister of the Interior stated in October 2019 in his report to Parliament on the law on foreign nationals in France “that the vast majority of these requests do not, in reality, fall under our right to asylum.”¹⁹

The 2018 reform was already moving in the direction of tightening the conditions for processing applications from safe countries of origin. The target time for processing asylum applications placed under the priority procedure, including those of nationals from safe countries of origin, has been reduced, with appeals from these applicants being examined by one single judge instead of by panels including one associate judge of the HCR (High-Commissioner for Refugees).

20 Report to the Government of the French Republic on the visit to France by the CPT (European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment) from 23 to 30 November 2018

21 The law of 10 September 2018 indicates that natural or legal people cannot be prosecuted for assistance with irregular movement or residence "if the impugned act did not give rise to any direct or indirect recompense and consisted of providing legal, linguistic or social advice or support, or any type of assistance provided for an exclusively humanitarian purpose" (art. L. 622-4 of the CESEDA). This provision does not concern assistance with entry into the country and leaves room for different interpretations by the courts.

22 In his speech on migration policy in France on October 9, 2019, Édouard Philippe mentioned an increase of 20% in 2 years, between 2017 and 2018, and the continuation of this increase in 2019.

This reform also reintroduced a provision that had been withdrawn by the legislator in 2015: appeals submitted to the CNDA by foreign nationals of safe countries of origin are no longer suspensive: the applicant is no longer entitled to the right of residence or to the material conditions of reception for the duration of the appeal (however, there is a possibility of appeal before the administrative court). Foreign nationals may therefore be sent back to their country of origin before the final decision on the application for protection has been taken.

In his October 2019 speech, the Prime Minister spoke of a "saturated asylum system," explaining that the situation is partly due to a large number of requests from people who have already filed an application in another Member State and to applicants from safe countries of origin. He indicated the government's wish for "France to be neither less welcoming nor more welcoming than its neighbours, particularly with regard to the conditions for asylum-seekers to have access to sickness protection." Following this speech, the French authorities decided at the end of December 2019 to make PUMA (Universal Health Cover) available to asylum-seekers only after a period of 3 months of residence in the country, when it used to be immediately.

At the same time, since 2015, France has progressively developed ad hoc resettlement programmes for Syrian asylum-seekers resettled from Lebanon, Turkey and Jordan, and for sub-Saharan refugees (Eritrea, Sudan) resettled from Niger and Chad. For example, France took in about 10,000 refugees who were resettled between 2017 and 2019, and pledged to take in the same numbers in 2020 – 2021.

Border controls and deportations

The borders of mainland France are governed by the Schengen Borders Code, which stipulates controls at the external borders of the Schengen area, and in principle no controls over internal border crossings. However, following the terrorist attacks of 13 November 2015 the latter were temporarily restored, as the Schengen Code allows for this possibility. This measure has been repeated several times since then and this arrangement is now governed by Article L. 213-3-1 of the CESEDA, introduced by the law of 10 September 2018. The internal and external borders of the Schengen area were also closed during the COVID-19 health crisis.

Numerous checks are carried out particularly on the French-Italian border, leading to migrants being sent back onto Italian soil under conditions regularly contested by European associations and institutions²⁰. Appeals in the administrative courts have led to several cancellations of removal, as a result of France's failure to comply with procedures. Groups or associations have formed to provide assistance to people crossing the border in Nice or in the Briançon area, in particular, where the crossing over the mountains is extremely dangerous. Several members of these groups, associations or ordinary citizens have been or are being prosecuted by the State within this context.²¹

The law of 10 September 2018 strengthened the legal framework permitting deportation to the border by increasing the maximum period of administrative detention from 45 to 90 days. The number of places in CRAs (Administrative Retention centres), as well as the number of migrants being deported without a residence permit, are increasing.²²

The integration of foreign nationals

Recently, more attention has been paid to the integration of migrants who are in a regular situation, particularly the integration of the beneficiaries of international protection.

²³ *Parliamentary Information Report on the professional integration of asylum-seekers and refugees*, 20 September 2020

²⁴ Decree of November 17, 2016 relating to the database setting out the content and the procedures for preparation of the status report provided for in Article L. 223-5 of the Code on Social Action and families

Foreigners admitted for the first time to take up residence in France, or who enter France legally between the ages of sixteen and eighteen and who wish to remain there permanently, sign a CIR (Republican Integration Contract) with the State, guided by the OFII, the content of which was enhanced at the June 2018 interdepartmental committee on integration. This contract provides for training in French as a foreign language, the duration of which is assessed during an interview and which may be 100 hours, 200 hours 400 hours and up to 600 hours, as well as training on the values of the Republic (in particular secularism). This contract also includes a component on professional integration in association with the job centre.

The credits allocated to the calls for proposals of the DAAEN (Directorate for Reception, Foreigner Assistance and Citizenship) of the Ministry of the Interior have increased to encourage the development of language training for newly-arrived migrants, the appropriation of values and principles and access to employment, in particular through a range of support measures.

The DIAIR (Inter-ministerial Delegation for the Reception and Integration of Refugees), attached to the Ministry of the Interior, was established in 2018 to coordinate the actions of the various actors concerned and to enhance their advocacy capacity (particularly in the field of housing). The mandate of the Diar also concerns the resettlement of refugees in France and their distribution throughout the country.

Additional resources have also been provided for the integration of people benefitting from international protection. Since 2019, the Diar has signed CTAIRs (Territorial Contracts for the Reception and Integration of Refugees) with eleven cities in order to enhance local arrangements for the integration of beneficiaries of international protection. The number of places in the CPH (Temporary Accommodation Centre), reserved for the most vulnerable refugees, increased from 600 in 2016 to 5 207 at the end of 2018, with a target of 8,707 by the end of 2019. At the end of 2018, the Ministry of Labour, Employment and Inclusion launched a call for proposals to encourage the professional integration of beneficiaries of international protection, which was able to support 18 projects in 2019 aimed at promoting access to employment for 6,000 people. This call for proposals was renewed in 2020.

A parliamentary information report published in September 2020²³ indicates that approximately €250 million was raised for the integration of beneficiaries of international protection following the adoption in 2018 of the national strategy for the reception and integration of refugees.

Responsibility for UAMS

Foreign minors do not need a permit to stay legally in France, whether or not they are accompanied. Departmental Councils are responsible for housing and evaluating the minor status and the isolation of young people presenting themselves in their area as unaccompanied minors, as well as for the care of young people recognised as being unaccompanied minors, under the heading of child protection.

Following the increase in arrivals of unaccompanied minors from 2015 onwards, France set up a specialised unit within the Ministry of Justice to coordinate the care of young people recognised as being unaccompanied minors and to manage a national system for their distribution. This involves a fairer balancing out of the burden on the regions, some of whom saw a very high number of arrivals of young people.

Despite a database proposed by the government setting out the terms and conditions for the assessments to be conducted by the Departments²⁴ (housing young people, multidisciplinary approach of the assessment team, etc.), these remain very variable and results may differ from one Department to another, which may or may not lead to responsibility being taken for the young person concerned.

In January 2019, the French authorities introduced on an experimental basis a biometric file²⁵ collating fingerprints and a photograph of all the young people who have been

²⁵ Decree no. 2019-57 of 30 January 2019 on the terms and conditions for the assessment of people declaring themselves to be minors and temporarily or permanently deprived of the protection of their family and authorising the processing of personal data relating to these people

²⁶ cf. articles L311-1, L. 313-11 2°a and L. 313-15 CESEDA

assessed. This file is prepared by the prefecture as soon as the assessment has been conducted by the Departmental Council. The aim of the general implementation of this file is, *inter alia*, to standardise practices and to prevent a young person whose assessment has been conducted in one Department and has led to the rejection of his application, from going to another Department where a new assessment of his or her situation could be carried out.

Foreign minors who have been taken care of by the Child Welfare Services (ASE) must embark on steps for their regularisation "within a year of [their] eighteenth birthday"²⁶. Regularisation methods vary according to the age at which the ASE began to provide care:

- Children entrusted to the child welfare department before the age of 15 who have been in care for 3 years can obtain nationality; they must provide proof of their identity and have a clean criminal record.
- Young people arriving in the country between the ages of 15 and 16 can automatically obtain a private and family life card. They must meet five conditions: no criminal convictions; serious and diligent attitude to education; lack of ties with the family remaining in the country of origin; opinion from the host structure about the integration of the young person into French society; proof of civil status.
- For young people arriving in the country after the age of 16: the same five conditions apply, plus the follow-up of at least 6 months' vocational qualification training. The issuing of the residence permit is left to the discretion of the Prefect.

UAMSs wishing to sign a work or apprenticeship contract must first obtain a work permit from the DIRECCTE (Regional Department of Enterprises, Competition, Consumer Affairs, Labour and Employment).

For young people who arrived in France after the age of 16, the possibilities of regularisation vary considerably from one Department to another since they are left to the discretion of the Prefect.

2.3 Institutional context

The Ministry of the Interior

The Ministry of the Interior has jurisdiction over the entry, residence and exercise of a professional activity in France of foreign nationals, the fight against illegal immigration and document fraud involving foreign nationals, asylum and integration of immigrant populations.

Within the Ministry of the Interior, the **DGEF (Directorate General for Foreigners in France)** deals with all matters relating to foreign nationals. It is competent to handle:

- regulations associated with visas,
- general rules about the entry, residence and exercise of a professional activity in France of foreign nationals,
- the fight against illegal immigration, illegal labour and document fraud,
- asylum,
- the reception and support of the newly-arrived foreign migrants,
- access to French nationality.

The DGEF prepares and implements the budget of the ministerial mission entitled "Immigration, asylum and Integration" which consists of two programmes: 104 "Integration and access to French nationality" and 303 "Immigration and asylum".

Within the DGEF, the **DAAEN** (Directorate for Reception, Foreigner Assistance and Citizenship) is responsible for defining and implementing the public policy for the reception and integration of foreign people arriving in France and wishing to settle in France permanently.

The Diair (Inter-ministerial Delegation for the Reception and Integration of Refugees), which was set up in 2018, falls under the authority of the Minister of the Interior. Its main areas of intervention are: mastery of the French language, access to housing (in association with the DIHAL (Interdepartmental Delegation for Accommodation and Access to Housing),

- access to employment and vocational training, access to rights, health and social care, access to education and culture.

The Prefects are responsible for the local implementation of the missions of the Ministry of the Interior in relation to the reception and integration of foreigners in France. They are guided by the decentralised State services in the region (DRJSCS - Regional Directorates for Youth, Sports and Social Cohesion), DIRECCTE, ARS (Regional Health Agencies) and at departmental level DDSCS (Departmental Directorates of Social Cohesion - now the DDETS - Departmental Directorates for Employment, Labour and Solidarity) or DCSSPP (Departmental Directorate of Social Cohesion and Protection of Populations).

OFII (French Office of Immigration and Integration):

A public institution under the authority of the Ministry of the Interior, OFII is the State operator responsible for the integration of migrants during the first 5 years of their residence in France (newly-arrived migrants). Its tasks include management of the procedures for professional and family immigration, management of the national arrangements for the reception of asylum-seekers and management of assistance with returning migrants to their country of origin. The OFII also performs a mandatory medical visit in the event of an application for a long-stay visa in France.

The OFII has local representations at departmental level.

This institution runs the DNA (National Reception System) for asylum-seekers and refugees and directs households to the accommodation places available at local, regional and national level.

The 2015 reform set up one-stop shops for asylum-seekers (GUDAs) in the departmental prefectures, which bring together in the same place prefectural officials responsible for the registration of asylum applications and for taking fingerprints (and where appropriate placement under the Dublin Regulation or an accelerated procedure) and OFII officials responsible for registering applications for access to the material conditions of reception (accommodation and asylum-seeker allowance) and for directing them to accommodation on the basis of priority criteria. The OFII is also responsible for the signing and implementation of the CIR signed with each newly-arrived foreign migrant, and organises the training planned within this context. This includes language training, ranging from 100 to 600 hours depending on the person's standard, assessed in a test performed by the OFII. All training provided within the CIR is mandatory.

OFPPA - French Office for the Protection of Refugees and Stateless people:

OFPPA is a public administrative institution under the supervision of the Ministry of the Interior but functionally independent. Its mission is to review applications for international protection and statelessness and to provide legal and administrative protection for recognised refugees, beneficiaries of supplementary protection and statelessness.

OFPPA is based in the Paris region and does not have representation in the other regions. Asylum-seekers should in principle go to the offices of OFPPA to be heard in an interview as part of the asylum procedure. However, in some cases, OFPPA organises fact-finding missions, particularly in cases of a large influx of asylum-seekers of the same nationality in a given department.

CNDA (National Court of the Right to Asylum):

The CNDA is a specialised administrative court: it decides on appeals against OFPPA decisions. It is a court with full jurisdiction: the asylum judge is not limited to reversing the decision taken by the Director General of OFPPA, but replaces the latter with his own decision by deciding himself on the applicant's right to refugee status or to the benefit of supplementary protection.

The CNDA meets as a panel or in a single-judge formation, depending on whether normal or accelerated procedures are involved. Panel formations are composed of a President, a Judge Assessor appointed by the HCR and an Assessor appointed by the Vice-President of the Council of State.

2.4 Regional and international cooperation

Bilateral agreements

France has signed bilateral agreements with several of its former colonies which stipulate specific provisions, derogations from the CESEDA, concerning the movement, residence and, for some, the employment of their nationals. The countries concerned are Algeria, Tunisia and Morocco, as well as some sub-Saharan African states (Benin, Burkina Faso, Cameroon, Central African Republic, Congo (Brazzaville), Ivory Coast, Mali, Mauritania, Niger, Senegal and Togo). It should be noted that the movement, residence and work of Algerians in France are governed by the Franco-Algerian agreement of 27 December 1968.

Since 2006, France has also signed 13 bilateral agreements as part of its migration policy. The agreements have three main areas: the organisation of legal migration, the fight against illegal immigration and assistance with development.

- 7 agreements on concerted management of migration flows have been signed with Benin, Burkina Faso, Cape Verde, the Republic of Congo, Gabon, Senegal and Tunisia
- Agreements about the mobility of young people and professionals have been signed with Mauritius, Macedonia, Montenegro, Serbia and Lebanon
- An agreement relating solely to professional migration has been signed with Russia.

Most of these agreements stipulate special arrangements to promote the professional mobility of foreign nationals (residence permit for students, exchanges of young professionals, right to work).

Regional co-operations

France is a signatory of the Schengen Agreements which stipulate the issuance of standard visas for the entire Schengen area, the abolition of internal border controls and the freedom of movement of people within the area and the implementation of a common procedure for strengthening controls at the external borders.

As a member state of the European Union, France sits on the board of the Frontex Agency, whose mission is to coordinate the cooperation of the Member States at the EU's external borders with regard to combatting illegal immigration. Frontex conducts border control operations, particularly in the Mediterranean, with border guards made available to the Agency by the Member States.

27 Source OFPRA

France also takes part in the definition of European provisions on asylum and migration and has an obligation to transpose the legislation in force into national law. The relevant legislation on migration concerns the Family Reunification Directive of 22 September 2003, the Long-Term Residents Directive, revised on 11 May 2011, and the Return Directive of 16 December 2008.

The RAEC (Common European Asylum System), whose purpose is to harmonise the relevant standards within the Member States, consists of the following texts: Temporary Protection Directive of 7 August 2001; Revised Qualification Directive, adopted on 13 December 2011; Revised Procedures Directive, adopted on 26 June 2013; Revised Reception Directive, adopted on 26 June 2013; “Dublin III” Regulation, adopted on 26 June 2013; Eurodac Regulation of 26 June 2013. The European Asylum Support Office is responsible for facilitating the implementation of the RAEC.

This system has been under discussion for revision since 2016, with no consensus being reached between the Member States so far. The main issues in the European discussions about asylum are the harmonisation of standards and practices, in particular to reduce secondary displacement within the EU, and solidarity between Member States. This should allow the reception of asylum-seekers to be divided between the first countries of arrival, in particular Italy, Greece and Spain, in order to relieve the burden on them.

The Dublin Regulation lays down the principle that responsibility for the investigation of an asylum application rests with the first Member State the person passed through (certain exceptions are envisaged). In the face of the huge increase in arrivals through the Mediterranean, in 2015 the European Union adopted an emergency relocation mechanism for asylum-seekers who arrived in Italy and Spain, which was implemented with great difficulty, and was rejected by some States. This plan provided for a first phase of 40,000 resettlements and a second phase of 120,000. Some of the quantified targets that countries committed themselves to achieving were changed following the EU-Turkey Declaration of 2016 to convert some relocation places into places for resettlement from Turkey. By the end of 2018, France had welcomed some 5000 asylum-seekers from Greece (4,395) and Italy (459)²⁷ under the relocation plan.

After the 2015 refugee crisis, Europe signed several agreements with third countries aimed at strengthening the fight against illegal immigration and the caring of refugees by these countries, including the EU Turkey Declaration of 18 March 2016.

An EU Emergency Trust Fund for Africa has been established to address the root causes of instability, irregular migration and forced displacement. The resources allocated to this fund by European institutions, EU Member States and other donors amount to €4.2 billion.

International cooperation

In 2008, France signed an agreement with the High Commissioner for Refugees (HCR) to set up a programme for the resettlement of refugees. This programme (known as the Permanent Resettlement Programme) stipulates the examination by France of 100 resettlement applications per year for refugees of all origins, according to the vulnerability criteria defined by the HCR.

In the wake of the Syrian crisis, France gradually introduced, alongside its permanent programme, an ad hoc resettlement programme to resettle Syrian refugees in France, in partnership with the HCR.

Following the EU/Turkey Declaration, France has committed to contributing to the resettlement of 10,000 Syrian refugees from Turkey in 2 years. France then renewed its commitment to the HCR by contributing to the European programme for the resettlement of 50,000 Syrian refugees from Jordan, Lebanon and Turkey in 2018-2019 totalling 10,200 people. From the end of 2017, this target was extended to sub-Saharan refugees resettled from Chad and Niger, and coming in the latter case from Libya (3,000 out of 10,200 people).

That goal has almost been achieved, and at the end of 2019 France renewed its commitment to the same numbers, this time outside a European programme, at the World Refugee Forum in December 2019.

In December 2018, France signed the Global Pact on Refugees, whose main objectives are:

- to ease the pressure on the host countries;
- to strengthen the independence of the refugees;
- to expand access to solutions in third countries; and
- to encourage conditions for returning to countries of origin in safety and dignity.

France has also signed the Global Pact for Safe, Orderly, and Regular Migration, led by the IOM (International Organisation for Migration) – known as the Marrakesh Pact – with the goal of improved management of migration at local, national, regional and global levels.

3. Local governance context

3.1 The decentralisation context for the city of Grenoble

28 Source Insee

In France, decentralisation involves three main levels: the region, the department and the commune. The city of Grenoble is located in the Auvergne Rhone-Alpes region, in the department of Isère.

On 1 January 2016 the population of the city of Grenoble was 158,180 inhabitants, and that of Grenoble Alpes Métropole, which combines 49 communes, 443,123 inhabitants²⁸.

- **The regions** have undergone a new regional delimitation and their number was reduced from 27 to 18 as of 1 January 2016. Their competencies mainly concern the following areas: economic development, land use planning, non-urban transport, high school management and vocational training. In practice, the Auvergne Rhone-Alpes region has few competencies related to the integration of migrants: vocational training, which is an important component of integration policy, has been transferred by this region to the Job Centre.
- **The Departments** mainly exercise their competencies in the following areas: social action (children, disabled people, elderly people, earned income supplement), infrastructures (ports, airfields, departmental roads), management of colleges, assistance to communes. As part of their jurisdiction in the field of child protection, it is the departmental councils that have the responsibility of UAMS: they must assess the minority status and isolation of people presenting themselves in the area as foreign, unaccompanied minors, provide them with accommodation during this assessment period, and be responsible for their protection until they come of age, and then, after assessing their social situation, possibly continue to support them as young adults until they are 21 years of age.
- **The communes** benefit from the general jurisdiction clause allowing them to settle by deliberation all cases falling within their level. The main competencies exercised fall within the following areas: urban planning, housing, environment, management of pre-schools and primary schools. The communes are grouped into inter-municipal associations, each of which is allocated certain competencies. The laws of 16 December 2010 on the reform of regional authorities and of 27 January 2014 relating to MAPTAM (Modernisation of Territorial Public Action in Metropolises) defined the status of the metropolitan area. **Metropolitan areas** are groupings of communes, forming a contiguous unit of more than 400,000

inhabitants without any enclaves. They have the status of an EPCI (public inter-municipal cooperation establishment). Part of the jurisdiction of the member communes is transferred to them. Grenoble Alpes Métropole was established in this way on 1 January 2015.

Communes and inter-municipalities/metropolitan areas do not have any specific jurisdiction in terms of migration policy. However, they are the first to be involved with the reception of migrants, as their mission covers all the people residing in their region. Some of their competencies may also be closely linked to the issue of reception and integration of migrants, such as housing (mainly delegated by the city of Grenoble to Grenoble Alpes Métropole) and social action.

The three levels of authorities share competencies in the following areas: sport, tourism, culture, promotion of regional languages, popular education.

3.2 Local migration policy

3.2.1 The initiatives and policies for integration and inclusion supported by the municipality of Grenoble

The city of Grenoble has experienced many arrivals of migrant populations during the 20th century (coming in particular from Italy, due to the proximity of the Franco-Italian border, but also from Armenia, Algeria and more generally from the Maghreb, Chile, etc.) and has developed a strong tradition of hospitality and solidarity as well as an excellent community dynamic.

At the end of 2015, the city of Grenoble reaffirmed this tradition of hospitality and set up a mission "Grenoble Terre d'accueil" (*"Grenoble where welcome is assured"*), supported by the elected representatives of the municipality and led by the Directorate of International and European Action. **"Grenoble Terre d'accueil"** has led to an integrated and unconditional approach, making the reception and inclusion of migrants residing within the city, whatever their administrative status, a mission shared amongst each of the municipality's departments. The aim is to take into account migrants residing within the city through all the undertakings it supports and to foster partnerships with the various actors within the region in order to strengthen local action.

The city of Grenoble is a founding member of the **ANVITA** (National Association of Welcoming Cities and Territories), which brings together elected officials from French territorial authorities around the unconditional reception of migrants. Membership of ANVITA must be validated by a decision taken by the municipal council, reflecting a strong commitment by member cities. The Grenoble city council joined in February 2019. The city's membership of ANVITA is reflected, beyond a commitment to reception within its region, by a willingness to share practices, exchanges between actors and advocacy for a dignified and unconditional reception of migrants in France.

Following the 2020 municipal elections, a deputy mayor was appointed to deal with the issue of migration (case statements, migration and international cooperation).

The concept of resident citizenship is a key element of the city's inclusion policy: every citizen, whatever his or her administrative status, is a resident and must therefore be able to benefit from all the city's public services.

The municipality's policy on the inclusion of migrants is reflected in two types of action:

- action directed at migrants. Although there is no specific service responsible for the integration and inclusion of migrants within the municipality, several arrangements do indeed have significant relevance for this group of people;
- action towards and with local actors.

These actions are supported either by the Community Centre for Social Action (CCAS) or directly by one or more of the city's departments.

The following mental map was drawn up as part of a day working on Grenoble's local migration policy, organised jointly by the city's Direction of International and European Action and the Centre for Migration and Citizenship of the IFRI (French Institute for International Relations) in February 2020. It represents the actions carried out and supported by the city in these different areas of intervention, putting at the heart of its missions the pathway of migrants.

The city's action towards migrants:

The role of the Community Centre for Social Action (CCAS):

The CCAS is an autonomous public institution chaired by the Mayor, responsible for exercising the commune's competencies within the field of social action and facilitating action for prevention and social development.

Following in the steps of the municipality, the CCAS implements an unconditional approach to the reception of migrants, without these actions being specific to this group of people. The CCAS plays an important role in receiving, directing and coordinating actors in the territory. It also works alongside the associations which direct people to it, and vice versa.

- **Homing, support and emergency assistance:**

The first entry point for access to the law is that of the administrative homing of homeless people with an attachment to Grenoble (apart from the asylum-seekers who are homed by SPADA (Asylum-Seekers' Reception Platform), managed by State provider associations, and by the ADA (Asylum-Seekers' Association). This represents a total of 2,100 households homed by the CCAS of Grenoble by the end of October 2020. The CCAS also manages the RSA (Earned Income Supplement) for the people it homes and who are registered in a social/health/integration pathway (158 people/year) and supports the others in compiling their RSA application file managed by the departmental council.

The CCAS may grant emergency financial aid to single people and couples without children in the amount of €100/2 months, as well as assistance with public transport.

The CCAS also has a financial inclusion service that assists people with learning how to manage their budget.

The CCAS also directs individuals to volunteering opportunities to address their lack of activity while they are waiting for their administrative situation to be resolved.

- **Development of "go to" missions:**

In order to promote access to human rights and to combat exclusion, the CCAS has developed a "go to" service: a human rights caravan was introduced in 2019. A mobile team moves around in a vehicle that temporarily stops in different parts of the city. This human rights caravan deals with all requests (information, finding solutions for situations, etc.) and can carry out in-depth interviews with people requesting this in order to direct them to the appropriate services and arrangements. Rounds are also conducted to go out and meet families who are not in any groups (the metropolitan area organises rounds in squats and squatter settlements). The CCAS has also set up a young adults watch unit bringing together the various actors involved with this group to organise joint responses.

- **Accommodation/Healthcare Hub:**

The CCAS manages two CHRS (accommodation and social reintegration centres) offering 87 places. About 50% of those housed in an emergency CHRS are migrants, with an integration CHRS having a lower representation of migrants because this type of accommodation requires people to have prospects for integration and possess or be in the process of obtaining a residence permit. The CCAS also manages an experimental housing scheme involving three apartments (one reserved for undocumented people), as well as 11 LHSS places (nursing beds for homeless people), 80% of which are occupied by people with migration status. 20 LAM (healthcare beds for homeless people) will be created in early 2021.

The CCAS also manages an alternative accommodation service: 240 places providing emergency accommodation (including 78 based on referrals from the SIAO (Integrated Service of Reception and Orientation) and the rest funded by the city and particularly intended to accommodate people without a residence

29 This guide is available online at www.grenoble.fr

permit, for example if camps have been evacuated), 80 places in cabins, 100 places in former primary school teachers' apartments and 60 places in hotels.

Since 2018, the CCAS, in association with the city of Grenoble and Grenoble Alpes Métropole, has also developed experimental accommodation in unoccupied buildings, 4 of which were still open at the end of 2020. The city intends to work on the development of this type of experiment within the context of transitional town planning.

Action supported by the city services:

- **Information and access to rights:**

The municipality's Directorate of Territorial Action has set up a mobile legal team consisting of a team of four people who travel around the city to allow people better access to their rights by preparing appeals with lawyers. The team also trains actors from associations. It works in connection with the CCAS "go to" service and the legal clinic at the Faculty of Law of the University of Grenoble Alpes.

Within the framework of the Consultative Council of Grenoble Foreign Residents, set up by the city in 2000 in association with the French Council of Residence-based Citizenship of which the city of Grenoble is a member, the municipality has developed a guide on the rights of foreigners in partnership with the ODTI (Observatory on discrimination and intercultural areas²⁹). This guide provides a detailed presentation of the different types of visas, the right of residence in France, the right of asylum, access to nationality, but also the right to work, to social protection, to family benefits and a pension. It is intended for people or structures supporting migrants. The role and scope of this consultative Council for foreign residents is under consideration. These councils were initially introduced in France to advance the recognition of foreigners' rights to vote in local elections, an issue that was eventually sidelined. Their mandate therefore needs to be rethought, in Grenoble and in other cities. This topic is worked on together with the ANVITA network.

Actions carried out by the MDH (community centre): Access to the French language and culture:

The municipality of Grenoble is present in different parts of the city through its 11 Maisons des habitants (MDH). Each of them offers a permanent public letter writing service, provided by a city official. 8 MDH also offer sociolinguistic workshops open to the general public, regardless of the person's status, on the basis of their standard of French. The aim of these workshops is to enable people to learn the basics of French so that they can be independent in their daily lives, and also to pass on the customs and traditions of French society and its methods of administrative organisation. It is also intended to provide a place where people can socialise, offering help to promote access to human rights through better understanding of the existing mechanisms, and strengthening their citizenship by enabling them to understand and become involved in the mechanisms of participatory representation introduced by the city, such as the participatory budget. The city has also made a diagnosis of the sociolinguistic workshops offered within its region by other actors, in particular associations, with the aim of working to achieve synergy between these workshops.

Childhood and youth:

For early childhood, the city sets aside places in municipal nurseries for children of foreign families.

The commune is responsible for providing schooling at nursery and primary school level

(the Department has authority for colleges and the Region for high schools). Registrations take place at the MDHs or online. In order to facilitate enrolment in school for children whose families do not have a fixed address, the CCAS “go to” team issues certificates to allow them to be registered as close as possible to the actual place where they are living, while doing everything possible to maintain children’s attendance at the same educational institution even if the families move. In situations where camps are dismantled and lots of children need to be placed in school quickly, however, the municipality works to divide children between different schools to avoid overloading one single school.

Youth service: youth contacts, who are city officials, organise meetings between young people that facilitate links between young migrants and the host community. They spend a significant amount of time supporting UAMs.

Health:

In 2020, the municipality launched a working group entitled "Mental Health and migrants", bringing together actors in the region, including the Médecins du Monde and the Caméléon associations. The DSPE (Department of Public and Environmental Health) subsidises the Caméléon, which provides psycho-social assistance to migrants, and Agesca, which works on community health. It conducts mental health diagnoses, has an immunisation centre open to all for keeping vaccination status up to date, and works with peer assistants.

Culture :

The Cultural and Artistic Development Service has established partnerships with several associations on the subject of migration.

- Theatre: a preferential tariff schedule has been set up for the migrants; dress rehearsals and meetings with artists are organised and projects are set up.
- Conservatoire (Academy of Music): the “teachers’ season” is offered free of charge; special pricing is put in place for lessons and instrument rentals.
- Library: the city has introduced unconditional free entry to facilitate access for the public as a whole. Enrolment has consequently increased by 30 to 40%. The library offers books in different languages, courses in FLE (French as a foreign language) and sociolinguistic assistance groups. However, registering people without a fixed address can be difficult because the library staff are not trained. The city is currently considering whether this card could allow access to other rights. The library also provides computer stations. Moreover, the city also subsidises the Bouquins Sans Frontières association.
- Musée de Grenoble: two agreements were reached with the associations Apardap (Association for the Republican Sponsorship of Asylum-Seekers and Protection) and ODTI. Attendance times are set aside specifically for migrants for activities associated with exhibitions, discovering the location, the architecture, etc. Community projects take place in the different districts of the city. A partnership has been established with the Le BAL association in relation to a film project about the pathway of 10 unaccompanied minors. The project is taking place in partnership with the CODASE (Dauphinois Committee for Socio-Educative Action) association.

Sport :

The Sports Directorate is actively engaged in welcoming UAMS and young migrants. The sports and neighbourhood service offers free sports activities for all children and young people up to 25 years of age (6 to 18 years, top priority), in the districts of Grenoble located in the city priority zone (Q.P.V.) and is supported by the city contract. The service also works in conjunction with the ADARE (Dauphinois Association for the Reception of Foreign Workers) and APARDAP associations.

Places at sports events are available free of charge, and a free gym is open to all.

Mountain Mission:

This service works with the ADATE association to allow young migrants to discover the mountains. The mountain network also shows films to raise awareness.

Citizenship and participation

The city of Grenoble pays close attention to these issues.

In 2000, it established a Consultative Council of Grenoblois Foreign Residents. Only European nationals have the right to vote and to stand as candidates at local level; other foreign residents do not have the right to vote or stand as candidates. This Council was set up in order to "compensate for this democratic deficit" and "to allow the generation of collective debate and opinions that enrich local public policies." The boundaries of these missions are being redefined.

In 2016, the city set up a system of citizens' initiative voting, open to all residents of the city over 16 years of age, without any conditions in terms of legality of residence. This arrangement allowed debates to be held in the City Council for petitions with over 2,000 signatures. It was annulled by the Grenoble Administrative Court on the grounds that, in French law, only voters registered on the electoral roll are allowed to express themselves in a local referendum or have the right of interpellation.

The city has set up several participatory democratic bodies and tools open to residents over 16 years of age without these having any conditions relating to nationality or administrative status:

- the participatory budget was created in 2016: it allows inhabitants as well as collectives and associations to put forward projects of general interest. The overall envelope of the participative budget is €800,000, taken from the municipality's operating budget. Several projects have been supported by migrant collectives or are intended for them (for example, the jardin sans frontières led by an asylum applicant and the Piscine du cœur).
- The independent Citizen Council: this permanent body has a presence in all areas of the city and involves all neighbourhoods. This Council examines topics that may relate to migration issues, such as work on racial discrimination with the Bar of Grenoble, or issues related to migrant camps set up in public parks.
- The People's Participation Fund finances events projects in the regions
- project Workshops: a jury of citizens chosen at random with a mixed composition including some of the permanent consultative bodies (neighbourhood associations; Foreign Resident Advisory Board, Citizens' Council) issues recommendations on local policy (pedestrian/cycle relations; upgrading of local shops, isolation of the elderly, etc.)
- a COVID-19 Citizen Liaison Committee: this is a consultative body composed of residents chosen at random and local actors that issues an opinion on the measures taken by the authorities to raise the concerns of the population and identify the future risks that concern inhabitants.
- In association with Grenoble's Institute for Political Studies, the city has also introduced a certificate for citizenship action to highlight the commitment of citizens.

Action towards and with local actors:

The Migrants' Platform:

The Maison de l'International runs the Migrants' Platform, a tool that coordinates the actions of volunteer inhabitants, the community sector and charitable movements to

help migrants in Grenoble and nearby cities. In very practical terms, it is able to link up aid proposals from inhabitants with the CCAS and dedicated associations. In particular, offers of accommodation or solidarity housing may be proposed.

The solidarités-grenoble.fr platform

This online platform, initiated by a collective of associations for fighting poverty and by the CCAS, provides information on the services and support offered by the city or by other actors in Grenoble (associations and institutions) to facilitate access to rights for people in difficulties and those supporting them. Although this platform does not specifically concern migrants, it offers information specifically responding to the problems that they are likely to encounter (for example support with administrative procedures for foreigners, accommodation of asylum-seekers, learning French, etc.). The platform is mainly aimed at actors supporting migrants. Leaflets containing this information are distributed to the CCAS reception points, translated into several languages.

Financial support and provision of premises

The city of Grenoble provides financial support to many associations for the migration issue, either to carry out their missions or to implement ad hoc projects. The support of the municipality also means the provision of premises:

- **The Maison des accueillis is a day-care centre** at the disposal of the APARDAP association (until June 2020) offering activities for migrants.
- **The Maison des associations** brings together several associations which offer permanent services, especially for migrants, in the same place. The ADA, the APARDAP, Secours catholique and the Cimade are among those present.
- Babel Saint Bruno, a former municipal crèche, houses Cuisine sans frontières, 3aMIE, the APARDAP and Beyti.
- **Improdett** also has a room in which the association has installed a “bookshop”.

The organisation of meetings, conferences, events around the issue of migration:

The city of Grenoble organises or supports the organisation of many events on the issue of migration. Conferences, exhibitions and meetings are organised on a regular basis by the city, notably in the Maison de l’International premises.

The city of Grenoble helped to organise the first États généraux des migrations in December 2016. On several occasions the biennial of Villes en transition (Cities in Transition), organised by Grenoble in March 2019, has hosted exchanges on the topic of the reception of migrants, notably with ANVITA.

The municipality supports the annual organisation of the CIMADE Migrant’Scène festival, whose purpose is to raise awareness and change the public’s view of migration, as well as the biennial of the Traces network, which is a period when conferences and meetings are held on memory, history and current news about migration in the Auvergne Rhone-Alpes region.

3.2.2 The action taken by Grenoble Alpes-Métropole for the integration of migrants

³⁰ Asylum-seekers who have not received a reply from OFPRA after a period of 6 months are in principle entitled to work. They must make an application for this to the Direccte. At the moment this, legal provision is not often implemented.

The integration of beneficiaries of international protection

- **CTAIR :**

In 2019 and 2020, **Grenoble Alpes Métropole** signed a **Territorial Contract for the Reception and Integration of beneficiaries of International Protection (CTAIR)** with the **Diarr** and the **Prefecture of Isère**. The planned actions cover the region of the city of Grenoble and the other 48 communes in the metropolitan area.

Unlike the missions set up by the commune, whose approach is that of unconditionality (all residents of the city must be able to access public services, whatever their administrative status), this contract is specific to **the integration of beneficiaries of international protection** (statutory refugees, beneficiaries of supplementary protection and stateless people).

Its priority lines of intervention are:

- Priority 1: to consolidate the running of the **integration policy at local level**
- Priority 2: **to enhance the rationale of a comprehensive and enhanced integration pathway**
- Priority 3: to improve **access to language, vocational and employment training**
- Priority 4: to secure the available housing, encouraging support to obtain housing and thereafter
- Priority 5: to **improve access to healthcare**
- Priority 6 (transversal): **to facilitate access to refugee rights and combat discrimination**

It provides for a budget of €300,000 to fund diagnostic, coordination and training activities and to support actions exclusively targeting the beneficiaries of international protection who can be identified in a call for proposals.

Under the CTAIR signed in 2020, 14 associations receive a grant to implement projects on the six priorities selected: ADOMA Insair 38, Oiseau bleu, Mutualité Isère, Tero Loko, Improdett, Caméléon, Migrants en Isère-Ligue enseignement, Adate, Unicité, Big Bang Ballers.

- **The RISING programme:**

Grenoble Alpes Métropole also launched the RISING programme in 2019, which aimed to enhance access to employment for the beneficiaries of international protection through individualised employment counselling, training activities and links with companies. In principle this project also concerns asylum-seekers with a work permit³⁰. The State is funding this project to the tune of €2.3 million over 3 years under the ICP (Skills Investment Plan). Direccte is responsible for monitoring the programme at local level.

It consists of several areas of work:

- 1- **Comprehensive employment counselling**, enhanced and tailor-made;
- 2- **Skills assessment** tools;
- 3- **Tailor-made and adapted training modules in French as a foreign language**;
- 4- **Specific actions according to the profile of individuals**: young people (18-25 years), people wishing to resume university studies, women, people with a proposal for starting a business;
- 5- The services of a **business relations** officer and job experience within a suitable framework.

The metropolitan area has established partnerships with 13 local actors, both public and private: l'Oiseau bleu, ADOMA-INSAIR 38, l'AFPA, l'ADATE, Mission locale, l'École de la deuxième chance, l'Université Grenoble-Alpes, Relais Ozanam, Wimoov, Simplon, GAIA, SINGA, Grenoble École de Management.

Housing:

Competency for housing in the commune has been delegated to Grenoble Alpes Métropole. It manages the system for the allocation of social housing, and since 2019 has implemented the “**housing first**” policy decided upon nationally then broken down at regional level, and also runs a facility for the clearance of squats and squatter settlements, together with the DIHAL.

Transferred to a local context, the national housing first policy aims to provide housing and social support for 300 homeless households per year. Only people with a residence permit in France may benefit.

Alongside its activities the metropolitan area supports a procedure for the accommodation and housing of homeless people who do not have a residence permit.

Agreements have been reached with the APARDAP and Un toit pour tous associations to allow the provision of housing awaiting renovations, for temporary periods, to families, most of whom are foreign. Beyond access to housing, this course of action allows social monitoring to be put in place as well as support with accessing rights. Between 2016 and the end of 2019 this involved 45 households.

Another arrangement of the same type was put in place at the time of the lockdown due to the COVID-19 crisis in the spring of 2020, this time with the Habert and Un Toit pour tous associations, for five households in an extremely vulnerable situation.

In addition, at the end of 2020, the metropolitan area launched a project for access to housing for young people under the age of 25 who are beneficiaries of international protection. This project, implemented by the Mutuelle française de l'Isère, will offer hostel accommodation for young workers as well as social support.

Social assistance:

The metropolitan area manages a youth assistance fund to allocate emergency financial assistance to young people aged 18 to 25 years in a precarious situation, but in a regular situation with regard to the right of residence.

Fight against discrimination:

Grenoble Alpes Métropole runs a Partenaires égalité (Equality partners) network and a unit monitoring discrimination, and works with lawyers and the Defender of rights to report situations of proven discrimination.

Support for Associations:

The Directorate of Social Cohesion of the metropolitan area also provides financial support to several associations which intervene on the issue of migration, either in terms of direct action with migrants or by organising awareness-raising events.

All these actions are supported by Grenoble Alpes Métropole, and therefore, by the 49 communes constituting it. Some communes outside the city of Grenoble also participate

in the reception of migrants, for example by setting up in their region a hostel for asylum-seekers (Pont de Claix, Seyssinet, Echirolles, Eybens), arranging for the reception of unaccompanied minors or citizen sponsorship of foreign residents.

For six years, until 2020, the commune of Fontaine, through its equality mission, has provided comprehensive support for foreign people residing in the city. The service thus supported 300 people, without a residence permit, to access rights on a monthly basis. This mission included the support of people, in particular people whose applications for a residence permit have been turned down by the prefecture, including with legal proceedings before the administrative court, with the support of a permanent weekly legal service held by a lawyer specialising in the most complex cases, and in association with lawyers specialising in foreigners' law. This work was carried out in partnership with associations specialising in the support of migrants and the various actors involved in professional integration present in the region (local mission, job centre, AFPA [National Agency for Vocational Training]). This overall support with accessing rights has enabled the commune to identify cases of non-take-up of rights and to help people actually access these rights (for example, to receive family allowances). Alongside help with accessing rights, the city of Fontaine has also set up, in partnership with the ADATE association, courses in French as a foreign language, which are ongoing and involve a group of 16 learners per year, helping them to gain a better understanding of rights, greater ability to use them, and better integration.

3.2.3 Cross-cutting issues

31 31 Cf. Law No. 2016-297 of 14 March 2016 on child protection

Issues related to the administrative status of migrants

The city and the metropolitan area have no decision-making power regarding the status of migrants. The city's unconditional policy on the reception of migrants means it can offer numerous services or activities to people without taking into account their administrative status in terms of the right of residence, but this actually has an effect on people's situation and the resulting problems within the region.

Access to emergency accommodation is possible for people without a residence permit, but only to the extent of the places available, however access to independent housing and employment is in fact impossible (see p. 70)

5.2.1 Accommodation and basic services).

Even though people applying for asylum are in a regular situation with regard to the right to residence, they do not have the right to work for the duration of the procedure, except in principle in the event that they have not received a reply to their asylum application from OFPRA within six months of filing their application. In practice, few work permits are issued in this context. Training in the French language is not funded by the State during the asylum application and only the courses and workshops offered by voluntary associations or by the MDH are accessible.

The situation of unaccompanied minors.

As indicated above, in France, the departmental councils are responsible for the protection of unaccompanied foreign minors³¹.

The departmental council of Isère receives young foreigners who arrive in its region and carries out an assessment of their minority status and their isolation on the same day. No housing is offered during the time taken for this assessment, carried out on the basis of an interview. Young people recognised as unaccompanied minors are directed by the departmental council child protection services to a reception structure. These young people are covered by child protection up to the age of 18, and may be supported between 18 and 21 years of age under a young adult contract. The Isère departmental board indicates that 95% of young people who apply for a young adult contract are successful. Young people who are denied a residence permit by the prefecture when they reach adulthood can benefit from a young adult contract so that they do not interrupt their education in the course of the year, but this stops at the end of the current school year.

The Isère departmental council reaches an agreement with associations for the care of these young people. A total of 1,000 places are provided, 60% of which are in the Grenoble Alpes Métropole region.

Young people who are not recognised as minors and therefore not supported by the departmental council are not entitled to any specific public aid, and they are considered

to be adults without a residence permit. These young people often remain in the city of Grenoble or the metropolitan area where they are supported by associations, notably CIMADE and 3aMIE. The arrival of young people presenting themselves as UAMS in Grenoble dropped considerably after 2019, when the Prefecture of Isère introduced the file recording the fingerprints and photo of the young people assessed as being adults, which had a deterrent impact, and there were even fewer in 2020 due to the COVID-19 crisis. Nevertheless, young people who arrived in previous years remain in a precarious situation and require follow-up. The associations are now saying that they are no longer seeing any arrivals of young people who are not recognised as UAMS, without knowing if this is due to the fact that the few young people who enter the Department are all recognised as unaccompanied minors and cared for as such, if those who are not supported leave the city, or if they do not access the services provided by the associations. The main issue in the future in terms of support, in view of arrival developments, concerns young people who have become adults, young people cared for until adulthood by the Department but who are not granted a residence permit by the Prefecture of Isère and who find themselves without rights or documents, or young people who leave ASE arrangements and are entitled to a residence permit but for whom transition to independence is necessary.

Young people under 25 years of age

Young people under the age of 25, either French or foreign in a regular situation, are not eligible for RSA. Young unemployed foreigners, whether they are young people who have been taken care of as UAMS and become adults, young beneficiaries of international protection, or holders of another residence permit do not therefore receive any survival allowance (they can benefit from a housing allowance if they are in a regular situation.) Access to employment for isolated young people is therefore a priority issue. A “young refugee guarantee” administered by local agencies has been introduced, offering support with career plans, FLE (French as a Foreign Language) training, and financial support, but does not currently involve many people.

Victims of human trafficking

The support and protection of victims of human trafficking, and in particular women victims of trafficking for the purposes of sexual exploitation, requires the involvement and coordination of actors from associations and institutions which have made progress in recent years, involving the Departmental Delegate for Women’s Rights (Prefecture), the city services, specialist associations (Amicale du Nid 38; Althea appart), with the associations intervening in relation to the asylum application, the police services, the magistrates, the OFII.

Women victims of trafficking arriving in Grenoble are most frequently people from Africa (Nigeria, Democratic Republic of the Congo) seeking asylum. Some may be very young and clearly minors despite presenting themselves as adults.

One of the main challenges concerns access to adequate accommodation, protected against the networks of pimps (the security conditions required differ from those for women victims of domestic violence) and taking into account their specific vulnerability as victims of human trafficking. In addition, the issue of access to international protection is often complex, with the initial stories presented by these people to OFPRA rarely reflecting the reality of their situation. Health and hygiene issues are also specifically taken into account by the associations, and work in relation to these has been initiated between the Amicale du Nid and the city of Grenoble to raise awareness and inform the population about the trafficking of human beings, trafficking networks and what victims of trafficking are subjected to so that they are not stigmatised.

Women victims of violence

Accommodation and accompaniment arrangements exist in the territory (notably Solidarity Femmes Miléna, as well as places in CHRS reserved for women victims of violence managed by the city), which generally concern French and foreign people. The protection of women who are victims of violence and in a migration situation poses specific problems. Apart from women in situations of human trafficking, who, although they require a highly adapted response, may be referred to places for women victims of violence, these women may encounter difficulties in accessing a residence permit if their application for documentation is under examination, or if the residence permit they received was associated with their spouse, and the violence they suffered is not recognised. The refusal of residence permits, or the refusal of the right to work for women seeking asylum, makes support towards independence extremely difficult, with a risk of them returning to the situation of violence with the spouse if no solution is found.

3.3 Institutional framework

3.3.1 State Representation at local level

³² Direction of 17 January 2019 on the guidelines for the year 2019 for the reception and integration of foreigners in France

³³ Cf. CTAIR signed with Grenoble Alpes Métropole

The migration policy defined at national level is broken down by State services and agencies at local level.

Residence permits are awarded and renewed in the prefectures, which represent the State in the region and at departmental level.

Work permits are issued by the DIRECCTE, decentralised state services.

The allocation of **accommodation** for asylum-seekers, refugees or migrants while an application for protection is under consideration is centralised at national level by the OFII, which runs the national distribution scheme for asylum-seekers and implements it at departmental level (registering applications and directing applicants to available places).

The availability of emergency accommodation is organised by the DDCS (now the DDETS). Applications are directed to the 115 freephone number managed by the Boisel Foundation SIAO.

The prefecture has a **social housing contingent** which can be allocated as a priority to certain groups, including beneficiaries of international protection.

The Ministry of the Interior circular of 12 December 2017 set a target for committing housing to beneficiaries of international protection of 20,000 housing units for 2018. This target was revised downwards for 2020 within the context of the ministerial direction on Access to Housing for Beneficiaries of International Protection of 24 August 2020: it is fixed at 10,000 housing units, 800 of which are for resettled refugees. These targets are broken down by region, with regional prefects having the task of dividing them up per department and "harnessing all the state services, donors, association partners and elected officials in order to find relocation solutions adapted to needs with the aim of sustainable integration." The target set for the whole Auvergne Rhone-Alpes region is 1,028 places, 79 of which are for resettled refugees.

In order to localise the integration strategy decided on at national level, a ministerial direction of January 2019³² provides for the decentralisation of funds allocated to projects for the integration of newly-arrived migrants involving the local authorities, and the establishment of contracts between prefectures, volunteer metropolitan areas and the DIAIR, for the reception and integration of refugees³³. This direction instruction also stipulates the appointment at prefectural level of a departmental contact responsible for coordinating the integration policy and for developing integration roadmaps.

A State roadmap for the reception and integration of newly-arrived migrants in Isère was thus adopted for the period 2019-2022. It has been developed jointly by the State decentralised services (Prefecture and Sub-Prefecture, DDCS - now the DDETS, Éducation

nationale, Direccte, DDT, ARS) and OFII, CAF (Benefits Agency) and the Job Centre. Although this is a local adaptation of the integration policy, local authorities are not involved in its preparation.

The strategic priorities of this roadmap are:

1. Rapid access to housing
2. Mastery of the French language
3. Access to employment
4. Access to healthcare
5. Citizenship training
6. Comprehensive and coordinated tracking of pathways

Table 2 - Major government actors and local levels

National level	Isère decentralised level
Definition of national asylum and immigration policy, in accordance with international commitments and the common European asylum system.	
Ministry of the Interior: implementation of migration policy of the DIAIR - attached to the Ministry of the Interior: management and coordination of the national strategy for the integration of refugees DIHAL - attached to the Prime Minister): coordination of housing/national distribution of refugees + housing first policy	Prefecture: DCI (Directorate of Citizenship and Integration): appraisal of applications for residence permits > DDCS: management of accommodation arrangements > DIAIR contracts/metropolitan area (CTAIR) > Management of a State roadmap in Isère for the reception and integration of newly-arrived migrants (2019-2022)
Ministère du Travail, de l'Emploi et de l'Insertion (Ministry of Labour, Employment and Economic Inclusion): PIC national call for proposals, Professional integration of refugees	DIRECCTE : > follow-up of the RISING/Metropolitan area project on the PIC > Appraisal of applications for work permits
OFII > Management of professional and family immigration procedures > Management of the DNA (National Reception System) > Management of aid with returning migrants to their country of origin.	OFII territorial directorate > Appraisal of accommodation requests from asylum-seekers and beneficiaries of international protection + guidance within the systems > Management of the ADA > Management of professional and family immigration procedures > Assistance with return > Mandatory medical visits > CIR, FLE courses (Max. 600 hours) + citizenship training
OFPRA: agency determining refugee status, supplementary protection, stateless people	No regional representation (interviews in Paris)
CNDA (attached to the Ministry of Justice): examines appeals against OFPRA decisions	No regional representation (hearings in Paris)
Ministry of National Education	Grenoble Academy: > CASNAV - (Academic Centres for Schooling of newly arrived non-French speaking children and children from itinerant families): UPE2A (Educational units for arriving allophone students) systems > CIO (Information and Guidance Centre): assessment of arriving students

In addition to state institutions and agencies with a local presence, public institutions are involved in the field of integration.

- Grenoble Alpes University, EPSCP (public scientific, cultural or professional establishment): the university has developed several programmes to promote the reception and success of exiled students within its organisation. A "refugee committee" was created in 2015 to coordinate the actions of the university and other local actors working on this topic at higher education level (Grenoble Institut d'Ingénierie, Sciences Po Grenoble, the ENSAG, Grenoble École de Management, the Crous Grenoble Alpes, the RUSF [Réseau Universités Sans Frontières]).
- The AFPA, a public industrial and commercial institution, runs the HUDA, a 35-place emergency accommodation for asylum-seekers centre in the metropolitan area of Pont de Claix, and offers skills assessment programmes through work experience, FLE courses coupled with professional training with accommodation for beneficiaries of international protection. The HOPE programme also offers accommodation, 400 hours of professional learning of FLE and 450 hours of support with career development and professional training in shortage occupations, including company internships, as well as support with social matters and integration. The Life programme, designed on the same principle, is aimed specifically at women with occupations involving services to the individual.
- Pôle Emploi, a mixed-status establishment, offers, in association with the OFII, training and jobseeker's assistance for beneficiaries of international protection.
- The CCI (Chamber of Commerce and Industry) and the CMA (Chamber of Trades and Crafts), public institutions of an administrative nature, do not have specific missions in relation to the integration of migrants, but do have visibility with regard to the employment needs of companies as well as apprenticeship schemes that enables them to juxtapose trades requiring labour and the opportunities for training and hiring migrants.

3.3.2 Local NGOs and the private sector

³⁴ 3aMIE, Apardap, Amicale du Nid, Amnesty International, Appart, Cimade, Comede, Diaconat protestant, Institut des Droits de l'Homme du Grenoble Bar, Ligue des droits de l'Homme, Ligue de l'enseignement de l'Isère,

³⁵ <http://migrants-en-isere.fr/wp-content/uploads/2019/09/2019-Propositions-pour-lhospitalite%CC%81.pdf>

The region of Grenoble and its metropolitan area is extremely dynamic with regard to the reception, social inclusion and integration of migrants. The community movement is extensive and the support of the municipality in this field, as well as the recent launch by Grenoble Alpes Métropole of programmes to support the integration of beneficiaries of international protection, constitute a favourable framework for the development of initiatives in this field.

Many associations are thus involved in the different fields associated with the reception and integration of migrants: some specialise in migration issues, others have integrated this theme into their activities. Dynamics have been created between several actors, and partnerships have formed to address the issue of integration and inclusion in a complementary way. For example, artistic companies have drawn closer to associations supporting migrants to give them a voice, citizens' housing collectives and rights defence associations are working in partnership to ensure that people benefit simultaneously from social and legal support as well as accommodation, health associations provide mental health support not only to migrants but also to the professionals and volunteers who support them.

The Migrants en Isère collective was set up in 2012 and brings together 20 associations³⁴ which are active in the reception of migrants and they make joint proposals to encourage "a welcoming policy of openness". In 2019 this collective published a document entitled "exilé.e.s.: Propositions pour l'hospitalité" (exiles: Proposals for hospitality) whose aim is to help to develop local and national policies on the subject of the reception of migrants³⁵. The topics covered by the proposals are as follows: hospitality, accommodation for all, work and training authorisation, physical and mental health, protection of young foreigners, integration through language, social and cultural integration and local citizenship.

In addition to the advocacy associations, other private or mixed legal structures are involved in the integration of migrants, including training centres.

The table below shows the key private actors working in the region alongside public institutions and local authorities.

Table 3 - Private stakeholders in the region of Grenoble and Grenoble Alpes Métropole

Organisation	Target public	Actions
Migrants en Isère Collective (involving 20 associations)	Any person in a migration situation regardless of their status	<ul style="list-style-type: none"> – Advocacy for the defence of the rights of migrants, – Awareness raising and combating discrimination
Cimade	Any person in a migration situation regardless of their status	<ul style="list-style-type: none"> – Sessions for accessing rights and support – : people whose claims have been rejected, minors not recognised as being UAMS, other applications for a residence permit; – Advocacy; – Sociolinguistic workshops; – Fight against discrimination
Amnesty international	Any person in a migration situation regardless of their status	<ul style="list-style-type: none"> – Advocacy for access to the rights of migrants, information campaigns and awareness raising
APARDAP	Any person in a migration situation regardless of their status	<ul style="list-style-type: none"> – Information sessions on administrative follow-up; – Advocacy; – Sociolinguistic workshops, cultural and sports outings; – Accommodation/supervised housing – Republican sponsorships; – Awareness-raising
ADA	Asylum-seekers and refugees	<ul style="list-style-type: none"> – Information sessions/support in the asylum procedure/access to rights; homing; – French lessons; – Citizen accommodation partnerships; – Psychological support; awareness-raising
Ordre des avocats de Grenoble (Grenoble Law Society)	Foreign people	<ul style="list-style-type: none"> – Legal information sessions free of charge on immigration law
CISEM	Any person in a migration situation regardless of their status	<ul style="list-style-type: none"> – Advocacy for the defence of rights and regularisation; – Awareness-raising
Secours catholique French NGO	Asylum-seekers and people whose appeal has been rejected	<ul style="list-style-type: none"> – Day centre; – Sociolinguistic workshops; – Guidance towards citizen accommodation; – Art, sewing and digital workshops.
ODTI	Foreign people	<ul style="list-style-type: none"> – Information sessions on legal matters, defence of rights, training of actors; – Sociolinguistic workshops; – Supervised accommodation; – Psychological support
ADATE	Asylum-seekers/UAMS/foreign people	<ul style="list-style-type: none"> – SPADA: support with asylum applications/assistance with opening up social rights for BPI (Beneficiaries of International Protection); – Information sessions on immigration law; – Social support for UAMS; – Interpreting and translation; – Accommodation; – Training and awareness-raising

CSRA	Migrants	<ul style="list-style-type: none"> – Sociolinguistic workshops
3aMIE	Unaccompanied foreign minors and young adults not cared for by the Department	<ul style="list-style-type: none"> – School education; – FLE lessons; – Vocational training/preparation for the CAP Certificate d'Aptitude Professionnelle (Certificate of Professional Aptitude) (CAP sans frontière); – Cultural and sports outings;
Roms action	Roma populations (Albania, Bulgaria, Romania)	<ul style="list-style-type: none"> – Organisation of cultural events to change the perception of migrants
AGECSA	General public health centres	<ul style="list-style-type: none"> – Offer of multidisciplinary healthcare for all, without discrimination
Médecins du monde	People in a precarious situation	<ul style="list-style-type: none"> – Access to health-related rights; – Advocacy; – Reception, healthcare and guidance centre (CASO); – Mental health consultations; – Support for actors working with the migrant public
Le Caméléon	Exiled people experiencing psychological suffering	<ul style="list-style-type: none"> – Individual or group consultations by psychologists and psychomotor therapists; – Training and support for actors working with the migrant public
Intermed	People seeking asylum and BPI	<ul style="list-style-type: none"> – Health intermediation – Guidance towards the appropriate healthcare professionals
Jesuit refugee service	Asylum-seekers (isolated people)	<ul style="list-style-type: none"> – Temporary solidarity accommodation – Support with access to housing and with integration
Diaconat protestant -	DA (Asylum-seekers) whose appeals have been rejected or isolated minors not cared for by the department	<ul style="list-style-type: none"> – Solidarity accommodation
L'ouvre porte	People in a precarious situation (isolated minors and young foreign adults)	<ul style="list-style-type: none"> – Solidarity accommodation
Le Habert	People in a precarious situation without accommodation	<ul style="list-style-type: none"> – Provision of apartments – Support with access to rights
L'oiseau bleu	Homeless people	<ul style="list-style-type: none"> – Accommodation and support with housing – POPs (Information sessions on access to health-related rights)
Fondation Boissel / SIAO	People in a precarious situation	<ul style="list-style-type: none"> – SIAO: management of the 115 number and guidance with accommodation
La relève	Asylum-seekers, Beneficiaries of international protection	<ul style="list-style-type: none"> – Supported accommodation; – Information and support with BPI access to rights; – Employment support
France Horizon	Beneficiaries of international protection and resettled refugees	<ul style="list-style-type: none"> – Supported accommodation

Adoma/Insair 38 (semi-public company)	Asylum-seekers/BPI	<ul style="list-style-type: none"> – Supported accommodation – Support with the application for asylum and for access to rights – Support with
Territoires / un toit pour tous	Migrants without accommodation	<ul style="list-style-type: none"> – Programme for the reception, accommodation and support of resettled refugees; – Accommodation/temporary housing for migrants in a precarious situation; – Dissemination of information (Housing and accommodation observatory)
Entraide Pierre Valdo	Asylum-seekers/BPI	<ul style="list-style-type: none"> – Accommodation and comprehensive support – Reception centre for women victims of violence
Solidarité Femmes Miléna, (Fondation Boissel)	Women victims of violence	<ul style="list-style-type: none"> – Support and guidance for accessing rights; – Accommodation; – Support with vocational integration and psychological support
Althea	Women in a situation of prostitution or at risk of this	<ul style="list-style-type: none"> – Supervised accommodation for women in a situation of prostitution or at risk of this
Amicale du Nid	Women in a situation of prostitution or at risk of this	<ul style="list-style-type: none"> – Social support, integration, health prevention
Cuisine sans frontières	Anyone who is a migrant	<ul style="list-style-type: none"> – Learning French based around cooking; – Employment counselling and training/preparation for the CAP Certificate d'Aptitude Professionnelle (Certificate of Professional Aptitude) for the food and beverage trades
Improdett	People in a migration situation without administrative status	<ul style="list-style-type: none"> – Training, employment counselling and socio-economic activities. – Organisations for multicultural sports activities and community gardens
ADIE	Foreign people with the right to work	<ul style="list-style-type: none"> – Microlending and support with setting up a business
Simplon	BPI/third country nationals with the right to work	<ul style="list-style-type: none"> – French foreign language learning for professional purposes; – Induction and training for jobs in digital technology
Wimoov	Those seeking asylum for over 6 months, BPI, stateless people	<ul style="list-style-type: none"> – Learning mixed between French and the Highway Code
ALPES	Non-French-speaking people in a regular situation/BPI	<ul style="list-style-type: none"> – French as a foreign language lessons, preparation for DILF (initial diploma in the French language)/ – DELF (diploma in French studies)
Local missions	BPI aged between 16 and 25 years	<ul style="list-style-type: none"> – Guarantee for young refugees: FLE courses and support with a career plan
RUSF 38	Students in a migration situation	<ul style="list-style-type: none"> – Advocacy on the rights of exiled students; – "Co-training" project: student tutors in FLE, English, IT, maths.

Grenoble École de management (private higher education)	Students who are beneficiaries of international protection	<ul style="list-style-type: none"> – “Career Booster” workshops – Exemption from GEM registration fees for 10 BPI/year; – Support with professional integration
Institut des droits de l’Homme - Bar of Grenoble	Migrants	<ul style="list-style-type: none"> – Advocacy for the defence of the rights of migrants,
Amel France	Actors working with migrants	<ul style="list-style-type: none"> – Training for actors on the rights of migrants
Ligue de l’enseignement / Culture cœur	Beneficiaries of international protection/migrants	<ul style="list-style-type: none"> – Provision of places in cultural structures; – Discovery sessions for sports and cultural activities; – Intercultural meetings and awareness-raising events
Les Inachevés	People in a migration situation/general public	<ul style="list-style-type: none"> – Artistic workshops with migrants and meetings with the residents regarding hospitality
Bouquins sans frontières	Migrants/general public	<ul style="list-style-type: none"> – Participation and inclusion of migrants around a "bookshop"; – Support for the voluntary and community commitment of migrants
KLIP	General public/migrants	<ul style="list-style-type: none"> – Artistic workshops with people in a migration situation: portraits in exile.
Big bang ballers	General public	<ul style="list-style-type: none"> – Socio-cultural activity to encourage sport for everyone
Unicités	Young beneficiaries of international protection	<ul style="list-style-type: none"> – Coop’R Citizen Services for Young Refugees
Réseau Traces	General public	<ul style="list-style-type: none"> – History, memory and current news about migration in Rhone-Alpes; – Information and awareness-raising on migration, cultural events, TRACES biennial

3.3.3 Partnerships between public and private actors linked to people's pathways

The national policy on the reception and integration of migrants is reflected at local level by specific pathways linked to people's administrative situation. In this way, as far as the reception of asylum-seekers, the integration of beneficiaries of international protection and the care of unaccompanied minors is concerned, co-operation arrangements between public and private actors are introduced to ensure smooth continuation through the different stages of the pathway.

Figure 4 - Pathway of asylum-seekers

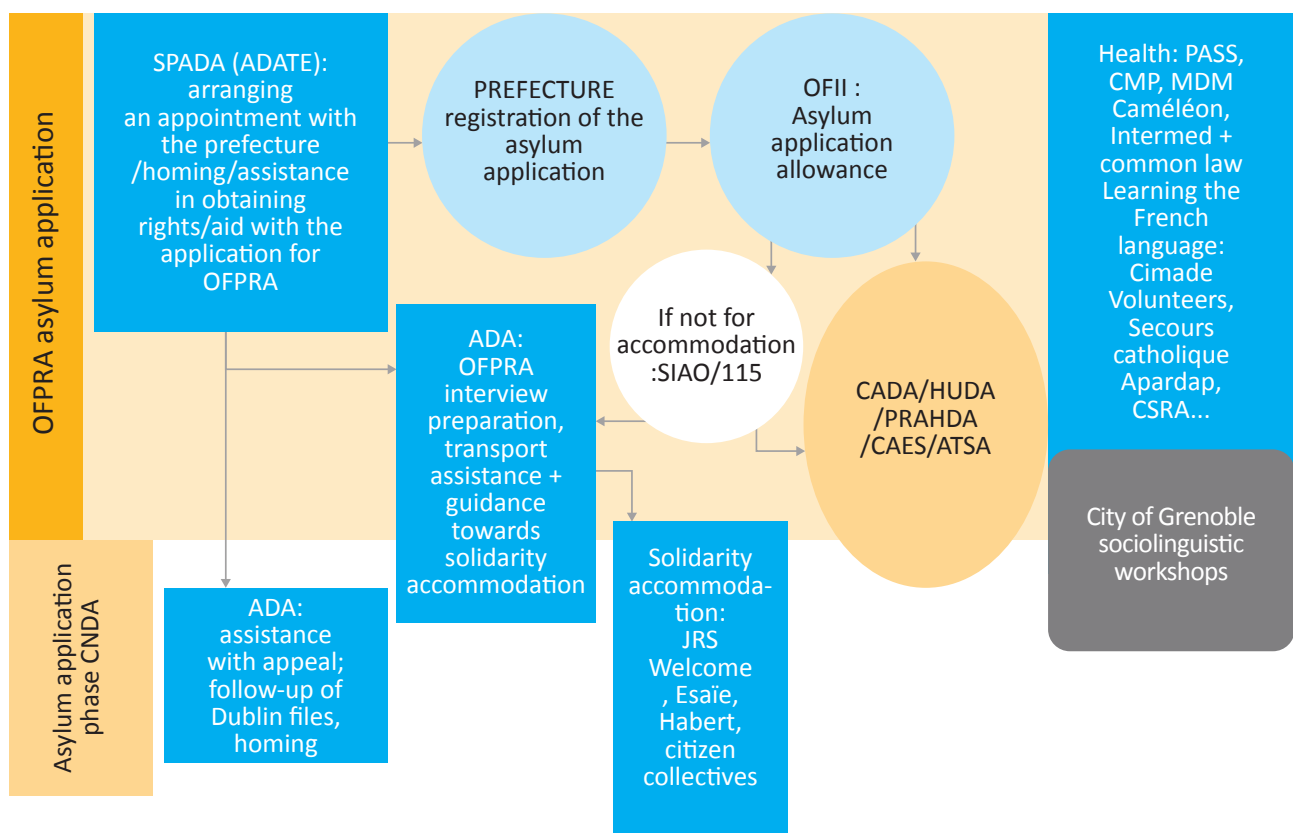


Figure 5 - Pathway of beneficiaries of international protection residing in the Grenoble metropolitan area

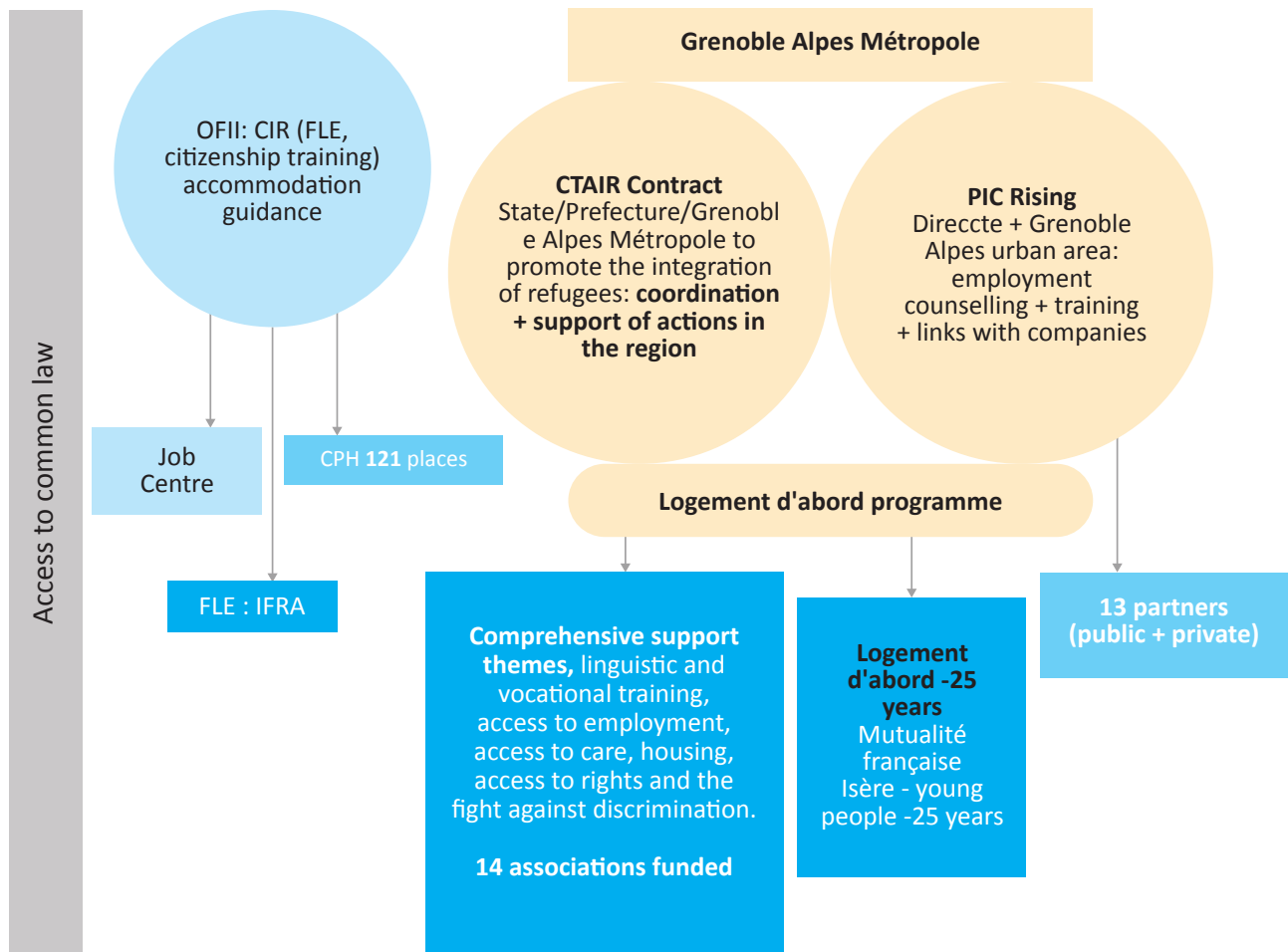
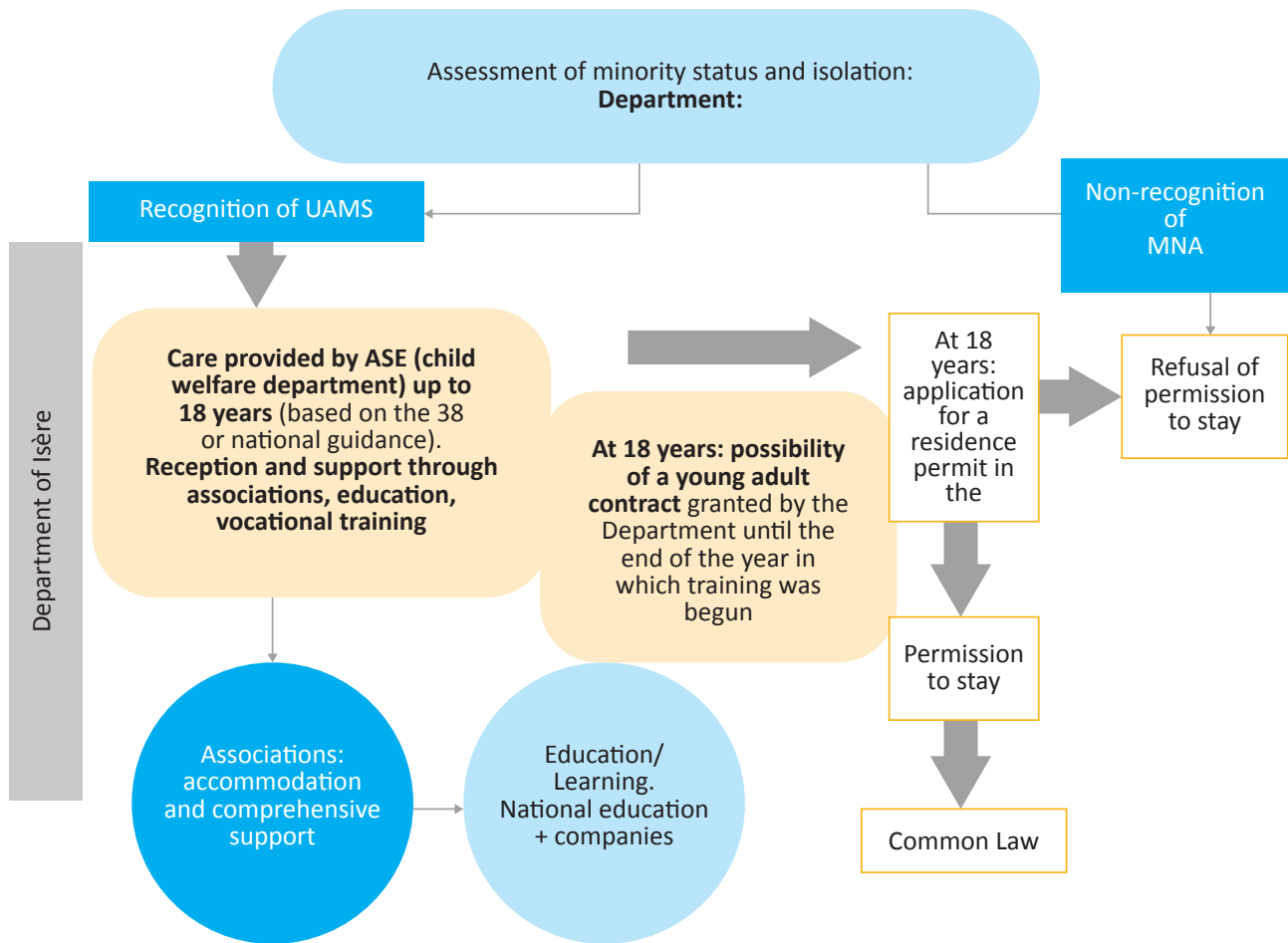
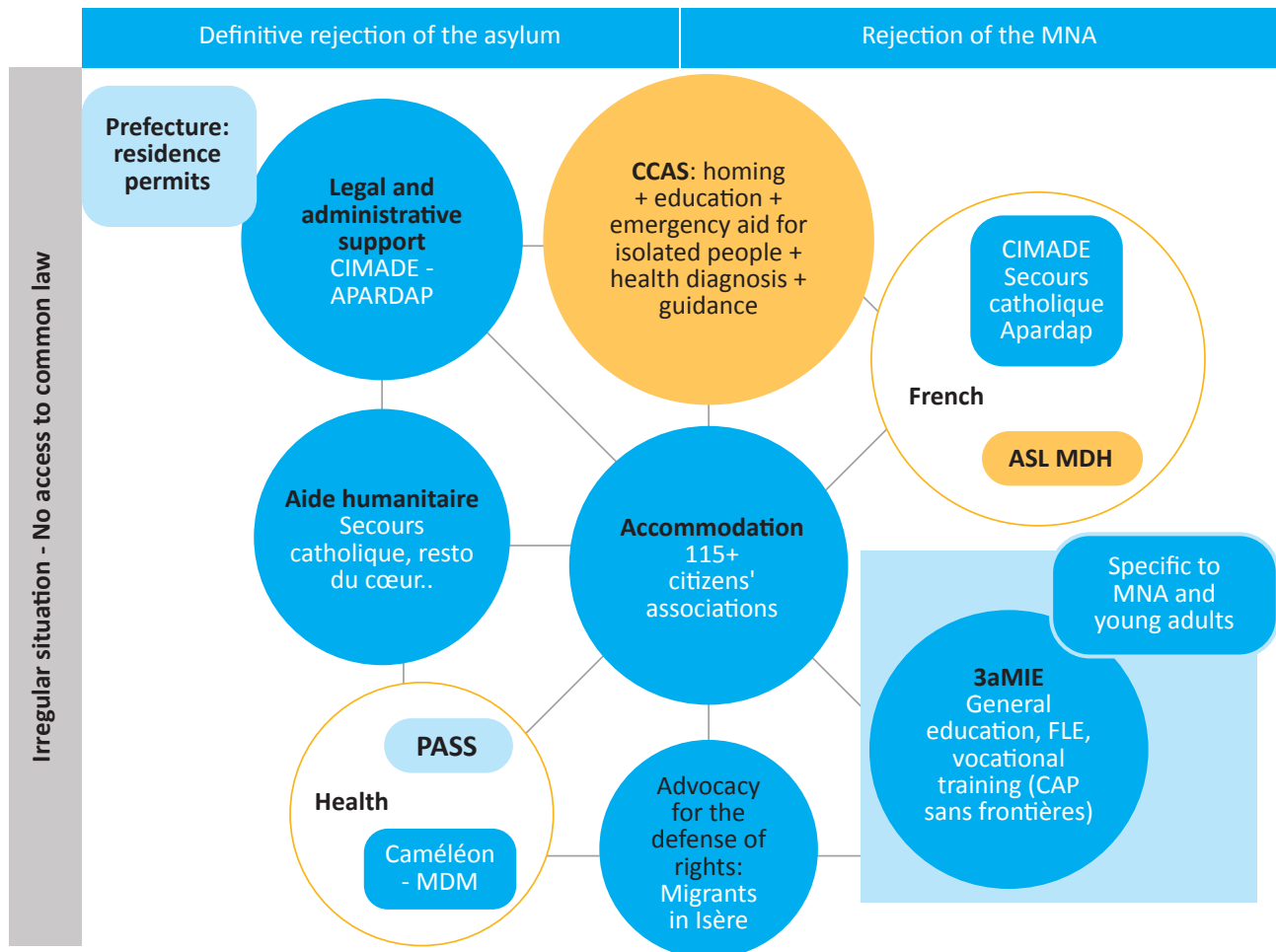


Figure 6 - Pathway of unaccompanied minors



Although the coordination between the missions of public and private actors is clear for people seeking asylum, for beneficiaries of international protection, as well as those recognised as unaccompanied minors, the situation is different for those whose applications for asylum have been rejected and for young people not recognised as being minors and isolated. In these cases, pending the possible granting of a residence permit by the prefecture on a different basis, these people basically benefit from the services offered by community structures or by the city via the CCAS and the MDH. Access to emergency healthcare is still possible through the PASS (hospital-based units providing primary care services to patients who lack healthcare coverage), and an emergency accommodation request can be made by calling 115 for State-funded places, but this is inadequate for needs.

Figure 7 - Actors intervening with people without a residence permit



3.4 International cooperation

Grenoble has set up a Maison de l'Europe et de l'international, a municipal arrangement run by the city's International Action Department, which offers information on the city's actors working internationally, the international co-operation agreements of the municipality, arrangements to involve young people in particular, language courses, international news. Consular information sessions are organised on-site. Conferences and cultural exhibitions are organised by the Maison de l'Europe et de l'international with local partners.

The Maison de l'Europe et de l'international also hosts an information centre named Europe Direct whose purpose is to inform citizens about the European Union, its institutions and the way it functions.

The city of Grenoble has developed city-to-city cooperation agreements and twinning with 19 cities around the world in the fields of education, culture, sports, health, sustainable development or innovation. The municipality has drawn up a charter of international action, one of whose priorities is to make globalisation fairer, more united and more respectful of identities, cultures and access to fundamental rights. The city focuses on respect in its international actions for the values of "openness and peace, respect for identities and cultures, solidarity and the rule of law", as well as the historical links with partner regions and foreign communities present in its region.

Grenoble is a member of several European networks: Association Française du Conseil des Communes et Régions d'Europe - AFCCRE; Réseau Européen des Villes et Régions de l'Économie Sociale - REVES; Réseau de villes et d'agglomérations européennes - Eurocities; Réseau de centres d'informations sur l'Europe - Europe Direct.

Grenoble is also a member of the Villes en transition network and on two occasions has organised in its region the biennial for cities in transition, which addressed the topics of migration and welcoming cities.

Grenoble was elected European Green Capital 2022 in October 2020. The municipality joined the MC2CM network in January 2020.

4. The migratory context in the city of Grenoble

4.1 Overview of migration trends in Grenoble

The city of Grenoble experienced several waves of arrivals of migrant populations during the 20th century, partly representative of immigration within the country, in particular with regard to the Algerian and more broadly Maghreb populations, or the arrival of Chilean refugees in the 1970s, but also more specific due to its geographical location, with the settlement of many Italians.

Grenoble is the capital of the department of Isère. A large part of the migrant populations that have arrived more recently are therefore concentrated here, due to the fact that these migrants are obliged to make asylum applications at the GUDA (one-stop shop for asylum-seekers) combining the services of the prefecture and those of OFII and SPADA, located in Grenoble. The introduction of a regional scheme for the reception of asylum-seekers has limited the concentration of newly-arrived people in the main towns in the department, but as half of asylum-seekers are not housed through State-proposed reception arrangements, they often prefer to stay close to the services they use, including after obtaining international protection or after their application has been rejected. Similarly, isolated foreign minors must present themselves to the services of the Isère Departmental Council, also located in Grenoble, for an assessment of their situation and the possible provision of care. Although the young people recognised as being unaccompanied minors (UAMS) are then taken care of in several communes, a large percentage of them become the responsibility of the metropolitan area. Those who are not recognised as being UAMS generally remain in Grenoble and in the urban area where the associations which will be able to help them are located.

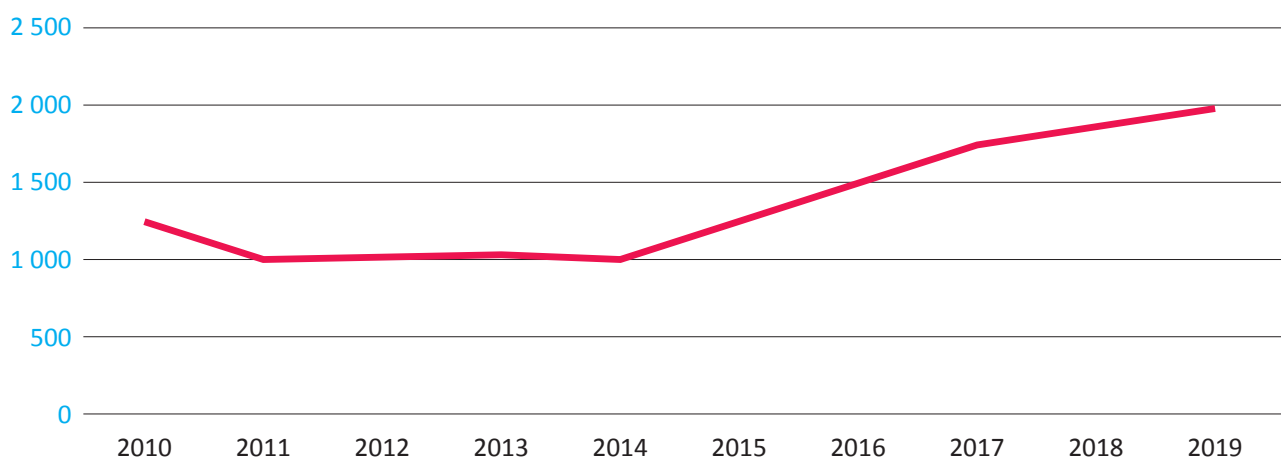
4.2 Data on local migration

Little data is available on local migration. According to the Insee, in 2017, 64,421 immigrant people lived in the urban area of Grenoble, which had 450,501 residents, representing 14.30 % of the population. The commune of Grenoble had 27,467 immigrants out of 158,454 residents, that is 17.33%. 22.9% of them came from Europe (including 2,439 people from Italy) and 50% from Africa (including 5,447 from Algeria and 2,315 from Morocco).

OFPRA provides data on the place of residence of asylum-seekers and beneficiaries of international protection, by department. So, in 2019, OFPRA registered 1,974 asylum applications from people living in Isère. It is important to note that this figure does not include asylum applications placed under the Dublin Regulation, registered at prefecture level but not sent on to OFPRA at this stage (data on the Dublin Regulations by prefecture is not available).

This represents an increase of 97.4% compared to the situation in 2014.

Figure 8 - Changes in asylum applications in Isère



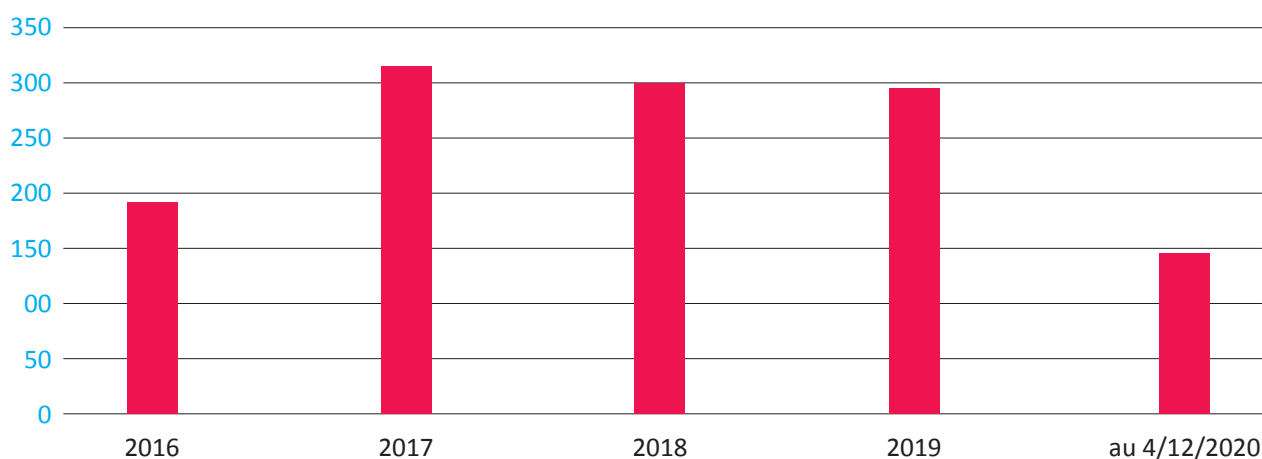
In 2019, 4,443 people benefiting from international protection (refugees, supplementary protection and stateless people) lived in Isère, representing 1.44% of all the people under OFPRA protection in France.

OFPPRA does not provide details on the profile and place of residence of these people, but the contract signed between the Prefecture of Isère and Grenoble Alpes Métropole (CTAIR) in 2019 indicates that in 2018, 45% of beneficiaries of international protection in Isère (a total of 3,885 people at that time) lived in the metropolitan area. Their main countries of origin were Syria, Afghanistan, Sudan, Eritrea and Nigeria. The CTAIR reports that almost 80% had been offered language training, the level of education of 68% was below high school diploma level (35% had little or no schooling), and 21% had achieved a higher level of education in their country of origin.

Other available data concerns UAMS. The Isère Departmental Council took responsibility for 294 UAMS in 2019 (out of 16,760 in France). This figure includes young people who came to the department of Isère and were recognised as UAMS, as well as UAMS who have been referred by the UAMS unit of the Ministry of Justice from another department within the framework of a national distribution mechanism. It does not take into account young people presenting themselves as minors but not assessed as being UAMS by the Department. A significant drop in arrivals has been noted in the Isère region since 2019. The departmental council estimates that in 2018 about 40 young people presented themselves every day, and in 2019, there were 60 per month. In 2020, excluding the first lockdown period from March to May during which the Department's services were closed, approximately 20 young people presented themselves each month to the Department's services. This drop is partly linked to the fact that in January 2019, the Prefecture of Isère introduced the fingerprint database of young people assessed by the Departmental Council, and, secondly, there was a more general drop in national arrivals due to the closure of borders within the context of the health crisis.

For the year 2020, the UAMS unit of the Ministry of Justice indicates that 145 UAMS were placed under the protection of the Isère Departmental Council between 1 January and 4 December 2020, compared with 294 in 2019.

Figure 9 - Changes in the number of UAMS in Isère



According to the Departmental Council, at the end of September 2020, 908 young people (UAMS + 18/21 years) were placed under the protection of the ASE, including 412 young people with young adult contracts, that is, about 45%.

There is no data available for young arrivals who were not recognised as UAMS but remained in the region. The associations that welcome and support them indicate that after receiving very significant numbers of arrivals of young people whom they still support up until the beginning of 2019, they are no longer registering new arrivals at the moment.

5. Human rights of migrants and access to services in Grenoble

5.1 Facilitators:

5.1.1 Legal and administrative support for people

Access to information on rights and legal and administrative support constitute an essential entry point for migrants to access fundamental rights and public services.

As mentioned above, the support of asylum-seekers is very clearly signposted: the structure for the initial reception of asylum-seekers managed by ADATE receives people, makes an appointment for them at the One-Stop Shop for Asylum-Seekers managed by the Prefecture of Isère and the OFII. ADATE provides people who are not offered a housing solution by OFII with a designated address care of an official body, assistance with access to social rights and with the preparation of the asylum application with OFPRA. The ADA association takes over the administrative and legal support of asylum-seekers whose application has been rejected by OFPRA and who lodge an appeal before the CNDA, and offers a designated address care of an official body to them during this appeal period. The ADA association offers specific support for victims of human trafficking within the context of the asylum application.

In the event of international protection being granted, the centres housing asylum-seekers support people in their initial administrative steps towards accessing their rights. This task falls to the SPADA in the case of beneficiaries of international protection without accommodation.

In the event of definitive rejection of the asylum application, people are referred to the CIMADE and the APARDAP, which support foreign people (whose application has been rejected or those wishing to apply on another basis) in their applications for regularisation, in accessing rights, particularly in the field of health, and directs them to the various structures which can provide them with assistance, notably the CCAS of Grenoble, which homes people living in the city, the charities, the associations involved in health matters, citizens' collectives and associations that offer solidarity accommodation.

Unaccompanied minors are referred to the Departmental Council for social assessment and placed under its protection if their minority status and isolation are recognised. The CIMADE offers support to young people who are not recognised as UAMS, in association with lawyers, if they wish to prepare a legal appeal against the Department's decision, or to assist them in their application for a residence permit on another basis.

Families with schoolchildren can also receive support from RESF (Réseau Éducation Sans Frontières - Education Without Borders).

Exiled students can contact the Colibri network at the Grenoble Alpes University to find out their rights and the steps to take to enrol in higher education.

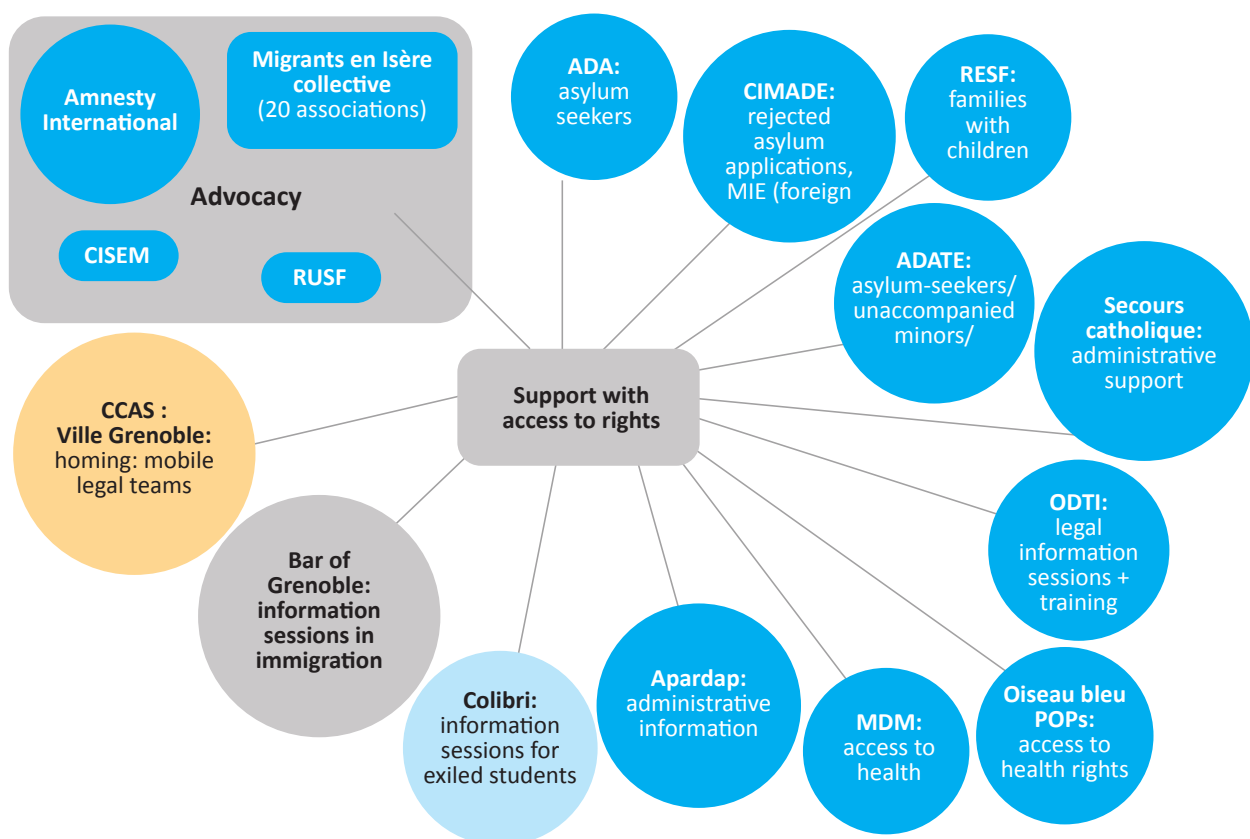
The municipality has set up a mobile legal team, which offers information and legal support, in association with lawyers, to provide people with better access to their rights and to combat non-take-up.

The Bar of Grenoble also holds legal information sessions on immigration law on the premises of two MDH twice a month.

Associations are finding it increasingly difficult to make appointments with the prefecture and file applications for residence permits. Most of the work must be done online, which is extremely difficult for people who speak French poorly, have no computers or mobile phones, or are unable to use computers. The deadlines for obtaining residence permits are extremely long. The associations indicate that it often takes several years to regularise situations.

Alongside these different support arrangements, several associations advocate for the protection of the rights of migrants. The Migrants en Isère collective, which groups together 20 associations, is able, among other things, to observe local practices in terms of accessing rights and presents the problems encountered to public decision-makers.

Figure 10 - Stakeholders involved in the legal and administrative support of migrants



There are numerous actors involved in informing migrants about their rights and offering support and there is an extensive regional network. Although the missions of each of these structures are relatively clear, their multiplicity and the very complexity of the administrative situations may make it difficult for a foreign person to identify the correct contact person for his or her situation. The numerous collaborations between associations, particularly within the Migrants en Isère collective and the organisation of reception information sessions by several of them on the premises of the Maison des Associations facilitate the guidance of people to the different structures and services, but access could be made easier if one single location could be identified. Considerations in this regard are under way between the municipality and the associations intervening with this group of people.

Better coordination with the prefecture's services would also enable associations to better anticipate and familiarise themselves with the changes to the required administrative procedures and thus adapt better to the needs of individuals.

5.1.2 Access to French culture and language

Knowledge of the French language is an essential means for migrants to access all the rights and services open to them, but also for their independence, social inclusion and professional integration.

Different approaches have been developed in the city and metropolitan area in order to facilitate proficiency in the French language.

The standard of language of allophone children arriving in the country, whether they are with their family or unaccompanied minors, is assessed by the national education system when they enrol for school. Children whose standard of French is inadequate may be referred to classes in the UPE2A teaching unit for allophone pupils run by the national education system. There are about 40 places in the city of Grenoble, allowing the child to join a class corresponding to his or her age, and continue to learn French. The aim of this scheme is to include allophone students whose command of the French language is inadequate to join ordinary classes. However, it is insufficient to meet the region's needs.

For exiled students, mainly seeking asylum and beneficiaries of international protection, a Passerelle university diploma has been introduced at the university, allowing them to upgrade their standard of French to access further education studies.

Sociolinguistic workshops are offered in eight MDH. These workshops are open to the general public, regardless of the person's administrative status, on the basis of their standard of French. During the school year 2019/2020, 539 people participated in these workshops, including about 520 third-country nationals of the European Union. The main regions of origin of the participants were Maghreb (172 people) Sub-Saharan Africa (159), central Asia (54), non-EU Europe (53) and then the Middle East (44).

The aim of these workshops is to enable people to learn the basics of French so that they can be independent in their daily lives, but also to pass on the customs and traditions of French society and its methods of administrative organisation.

Several associations also offer sociolinguistic workshops and French courses delivered by volunteers, regardless of residence permit.

Some associations deal with specific groups:

- Through its mandate the ADA offers courses for asylum-seekers. The association has set up a partnership with Modus Operandi which offers the beneficiaries of these French courses the opportunity to participate in radio workshops, allowing them, thanks to the vehicle of language, to express their opinions and to organise broadcasts and interviews on the subjects which interest them.
- The 3AMIE association, which works with young people not recognised as being unaccompanied minors, offers FLE courses to a group of 25 to 30 young people who do not attend school, alongside teaching of the main school subjects.
- Cuisine sans frontières offers migrant women, whatever their administrative status, the opportunity to learn French with specific reference to cooking.

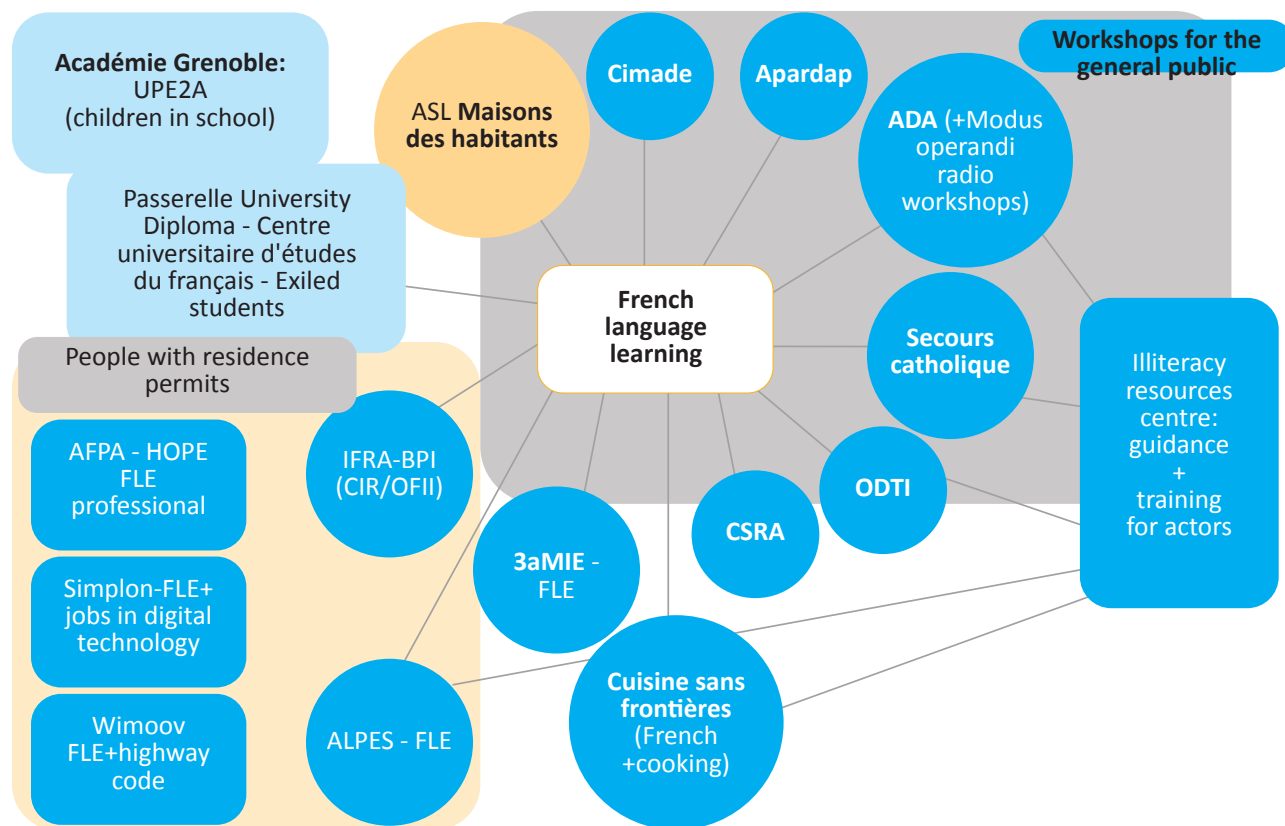
Isère's Illiteracy Resource Centre (CRI 38) provides FLE training and sociolinguistic workshops and directs migrants towards training adapted to their needs. CRI 38 also offers support to French teaching structures in compiling educational programmes as well as training in the teaching of French for professionals or volunteers. This support and training may, among other things, include teaching French to illiterate people, whose numbers have been increasing in the region over recent years. The city of Grenoble conducted an analysis of the sociolinguistic workshops established in the region with the aim of improving their coordination, but this approach was interrupted due to the COVID-19 crisis. The crisis also highlighted the fragility of arrangements extensively supported by volunteers, who are often retired and vulnerable to the disease, with the resulting interruption of many of these arrangements.

The French asylum policy does not provide for the possibility of asylum-seekers undergoing training in French as a foreign language (FLE) while their procedure is ongoing, a process which may last several months or even sometimes several years. This means that there is no public funding for organising such courses. Associations that manage accommodation systems may refer asylum-seekers to the sociolinguistic workshops offered by the MDH and the associations, or organise courses delivered by volunteers in their reception centres. These courses are most often limited in numbers of hours (often 2 hours/week) and, due to lack of resources, are not always adapted to the standard of those learning the language. However, they offer the initial keys to understanding the environment and learning the vocabulary necessary for a minimum of independence in daily life. They do not allow any preparation for the future professional integration of people (and nor is this their objective).

The consolidation of the French integration policy towards the beneficiaries of international protection since 2018 has led to the development of methods to allow this group to learn the French language, including at local level. The CIR or Republican Integration Contract, which must be signed by beneficiaries of international protection and newly-arrived migrants with the OFII, provides an assessment of the person's language level and a training course in French which may be 100 hours, 200 hours, 400 hours or 600 hours for those who cannot read or write the language. Once the level and training requirements have been assessed, this is mandatory. The aim is an A1 level. Training is implemented in Isère by a provider from the OFII or the IFRA.

However, A1 level is not generally sufficient to access a job. Additional resources are made available within the framework of the integration policy for beneficiaries of international protection, notably by the DIAIR and the PIC (Skills Investment Plan). In the metropolitan area of Grenoble this leads to the signing of a CTAIR with Alpes Grenoble Métropole and to the Rising project, also run by the metropolitan area, which funds FLE training activities for professional purposes delivered by the AFPA (Hope, Life), ALPES, SIMPLON, as well as a project combining the preparation of the highway code with the French language (Wimoov).

Figure 11 - Stakeholders offering French language learning (excluding supervised housing)



Due to limited means, depending on the administrative status of people in particular, and sometimes because the method of teaching is not suited to the group of people concerned, mastering the French language can be very difficult. This is a barrier to social inclusion, citizen participation, access to health, independence (particularly for completing administrative procedures which are often complex), training and employment.

For non-French-speaking UAMS, failure to master the language may sometimes prevent access to vocational training and an apprenticeship contract, a prerequisite for granting a residence permit when they come of age.

In order to overcome certain difficulties, the eleven MDH offer sessions by a public letter-writer who can help non-francophone people to carry out procedures, particularly administrative ones.

In 2020, the ARS created a funding mechanism for interpretation to facilitate access to healthcare for non-Francophones, which can be activated by the ARS partner associations, the nursing beds for homeless people, the PASS hospital-based units providing primary care services to patients who lack health care coverage and physicians in private practice.

In addition to the many sociolinguistic workshops offered by the municipality and the associations, knowledge and understanding of culture are promoted by different arrangements encouraging or organising access to cultural institutions or activities. Consequently, the municipality of Grenoble has introduced free access to the municipal library, preferential rates for access to the theatre for migrants and community partnerships allowing easy access to the Musée de Grenoble. Associations such as the Ligue de l'enseignement, Culture coeur, Improdett, Amel France and 3aMIE also offer the opportunity to participate in cultural and sports activities, with a multicultural approach. Several activities also rely on culture as a vehicle for participation and citizenship.

5.1.3 Safety and security

Safety and security issues are not addressed to any great extent by actors in the region. The safety of women victims of violence is taken into account by the creation of secure accommodation places.

A specialised reception centre for asylum-seekers (HUDA), managed by the Entraide Pierre Valdo, is able to take 60 women victims of violence seeking asylum.

The Solidarité Femmes Miléna Association manages 70 housing units that can accommodate 170 people (women and children). This accommodation is not reserved for migrant women only and offers places for emergency housing or social reintegration. The CCAS in Grenoble has also created four secure emergency housing places within its CHRS for women victims of violence in need of immediate shelter.

5.2 Human rights and access to services

5.2.1 Accommodation and basic services

³⁶ ADATE, ADOMA, AFPA, ASEA, Entraide Pierre Valdo, la Relève

The structural lack of accommodation places in the Grenoble metropolitan area, as in many French cities, is a major impediment to migrants being able to access accommodation. Housing is primarily the responsibility of the State (except for UAMS, whose care is the entire responsibility of the departmental councils). The Isère DDCCS (now the DDETS) coordinates accommodation arrangements, whether these are specialist arrangements for asylum-seekers (2,097 places in the department, with approximately 1,100 places in the metropolitan area) or beneficiaries of international protection (121 places in the department) run by operator associations³⁶, or common law accommodation arrangements. We do not have accurate data for the Grenoble metropolitan area, but the figure of 50% of asylum-seekers housed within the DNA (National Reception System) seems to reflect the local situation.

With regard to the allocation of an accommodation place for asylum-seekers by the OFII, priority is given to people identified as being vulnerable: families with children and people with serious health problems are given priority. In fact, young and isolated men seeking asylum are unlikely to be offered a place within the National Reception System (DNA).

The number of places in the CPH reserved for beneficiaries of international protection is extremely low given the number of refugees living in the department (4,443 people). Beneficiaries of international protection fall under common law and have the right to work, to family allowances, housing allowances, and RSA if they are over 25 years of age and are unemployed, which may allow them to rent an apartment, most often of a social housing type. For those who have not been housed during the asylum procedure, however, access to accommodation can be complex. The DDCCS has given Insair 38, an Adoma system, and the Oiseau bleu the task of facilitating this access to independent housing.

For young people under the age of 25 with international protection, however, access to housing is only possible if they have jobs and incomes, since they cannot benefit from the earned income supplement. Grenoble Alpes Métropole launched a new partnership at the end of 2020 with the Mutualité Française de l'Isère for a supported accommodation project for 15 young beneficiaries of international protection under 25 years of age also benefitting from the Young Refugees guarantee which allows them to have a small income. This is hostel-based accommodation for young workers, in independent studio flats, with support with professional integration and access to independent housing.

If young foreigners who leave child protection arrangements when they come of age have a residence permit, they are in the same situation as young beneficiaries of international protection: they have the right to work but not to the RSA and can only access housing if they have a job and sufficient income. The Mutualité Française de l'Isère was able to accept about 100 of these young people in a programme similar to that financed by the metropolitan area for young refugees, thanks to funding from the Departmental Council which did, however, stop in 2020. These programmes, which combine a temporary accommodation solution with support with vocational integration and independent housing, help to avoid the pathway of these young people being disrupted.

Migrants without an accommodation solution may apply for a place in the common law emergency shelter arrangements coordinated by the SIAO/115. However, these are saturated. Once again, priority is given to those identified by DDETS as being the most vulnerable. Several actors indicate that approximately 50% of the emergency accommodation places are occupied by migrants. Access to CHRS integration places is more complex and usually reserved for people in a regular situation, because of the need for a residence permit and the right to work in order to work on integration prospects.

Local actors are actively engaged in compensating for the lack of accommodation. As stated, the city of Grenoble manages a CHRS and nursing beds for homeless people, alternative accommodation in cabins, emergency accommodation in hotels and makes available former primary school teachers' apartments left vacant. These arrangements are not reserved solely for migrants.

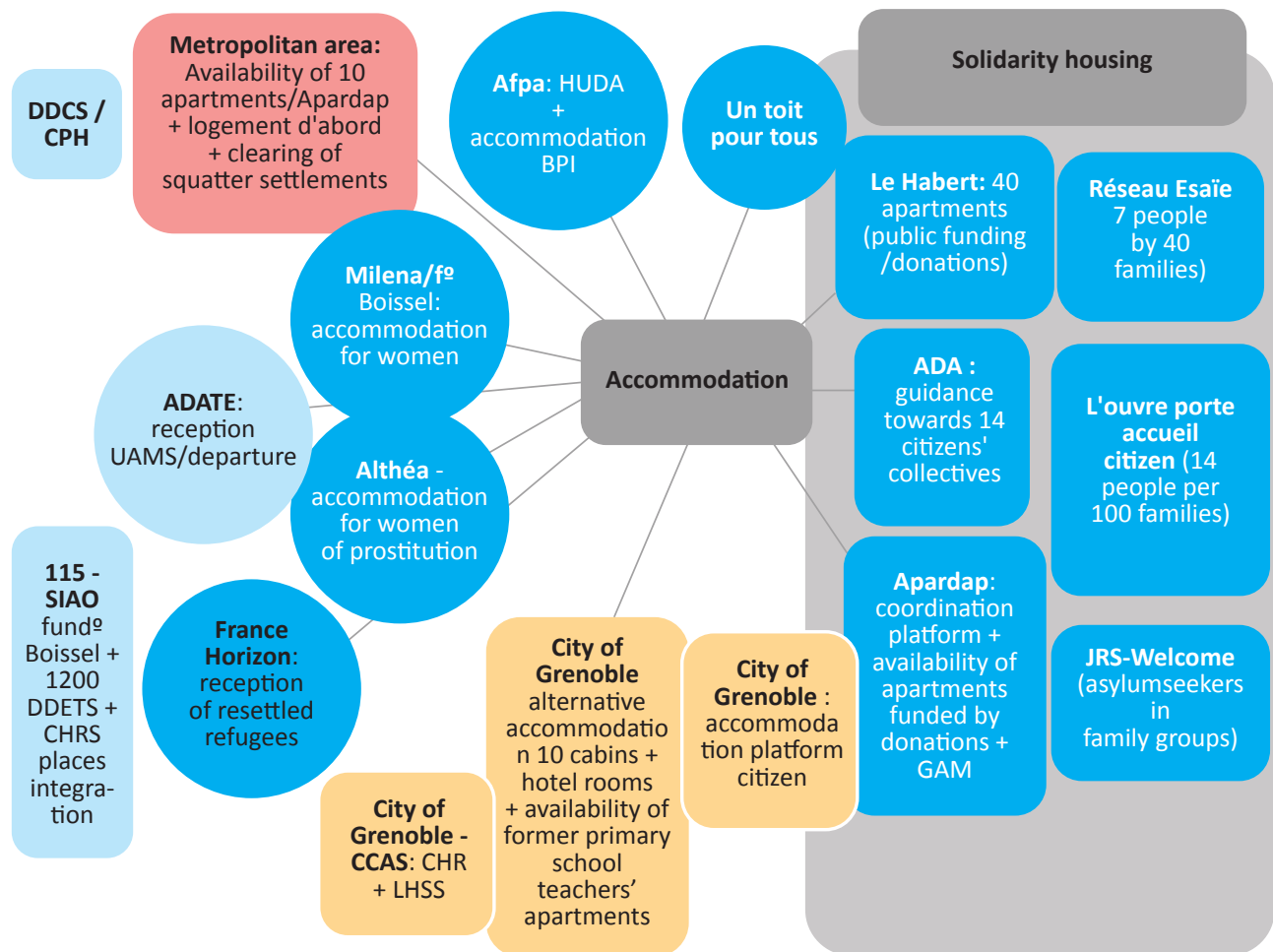
Grenoble Alpes Metropolis implements a policy for clearing squatter settlements with rehousing solutions, as well as the local Logement d'abord policy. It has also reached a special agreement with the Apardap and Un toit pour tous associations for the temporary provision of social accommodation while migrant families are waiting to be rehoused, in addition to their social support.

The Habert association manages 40 rental apartments, part of which is publicly funded for people in a regular situation, and another part, for people without a residence permit, is funded by donations.

In 2016, the city of Grenoble created an online platform to connect the residents of the city wishing to offer an accommodation solution to migrants with the associations that organise this type of reception. This platform is managed by the APARDAP association.

Many citizens' associations and collectives also propose reception solutions offered by families or religious communities. These collectives and associations have formed partnerships with associations that offer support for migrants, such as ADA, APARDAP or CIMADE, and that intervene in the administrative, legal and social follow-up of the people who are housed. Some collectives also work in conjunction with the Médecins du Monde and le Caméléon associations, which can support the people who are housed with regard to health issues, and which also provide support for volunteers, notably in the form of an analysis of the system. This complementarity between the supporting structures and citizen collectives or solidarity associations brings an important added value to this type of reception.

Figure 12 - Supply of housing



The engagement of local authorities, associations and citizens' collectives partly compensates for the lack of accommodation places. However, several actors from the associations warn that these are temporary solutions that are not intended to replace the arrangements that should be put in place by the State. They express concern that the solutions that have been constructed by civil society to meet an urgent need may make the lack of accommodation provided by the State less visible, as the people who are housed in this way no longer call 115 and are no longer on the street. They worry that this invisibility will contribute to State disengagement from the issue.

5.2.2 Education & vocational training

Isolated foreign children and young people

The city is responsible for the education of children in nursery and primary school, following the guidelines of national education. The city services try to ensure that children are enrolled within 8 to 10 days after the family has completed a registration application. However, this deadline is sometimes difficult to achieve, especially at the start of the new term, when there are many applications.

The city of Grenoble is considering free canteen facilities and extra-curricular activities in order to facilitate access for families in the most precarious situations. Access to extra-curricular activities is free two days a week, but must be paid for on the other days, while the canteen still has to be paid for, at very low cost on the basis of the family coefficient.

National education is responsible for assessing the educational standard of allophone children, particularly in terms of language, guiding them towards the appropriate level and where appropriate towards a specific French language learning system (UPE2A). However, these assessments carried out by the CIO may sometimes take time and delay children's education by several weeks or even months, particularly at secondary and sixth form level. Such delays can be particularly problematic for UAMS, recognised as such by the departmental board, who have arrived after the age of 16, and have little time to demonstrate that they have had a minimum of 6 months of professional training by the time they come of age. Access to this type of training also requires the prior acquisition of a standard of French sufficient for them to complete internships or an apprenticeship contract.

The CCI (Chamber of Commerce and Industry), notably through its (IMT (Institute of Trades and Technology), and the CMA (Chamber of Trades and Crafts) offer day-release training, establishing a link between young people and companies in order to allow a good match to be made between needs and skills. For example, the CCI has introduced supplementary training in the French language. The CMA offers support to companies regarding the procedures to be carried out in relation to the right to work and residence permits. The ICC and the CMA stress the extent to which young foreigners are motivated and committed to succeeding in their vocational training, as well as the fact that they meet a significant need for labour in the region.

Difficulties in obtaining a residence permit for these UAMS once they come of age may, however, bring a sudden end to the apprenticeship contracts that have been started, or even prevent the signing of an employment contract. In 2018, the Chair of the ICC stated that 184 UAMS had apprenticeships in Isère. He questioned the logic of some of these young people being obliged to leave the country when they came of age, and finding themselves on the street, even though they met perfectly the expectations and needs of the companies that had hired them.

Young foreigners who present themselves as minors but are not recognised as such by the Departmental Council cannot access education or vocational training. The 3aMIE association has set up an alternative school offering a programme of lessons that is similar

to the traditional school curriculum, as well as lessons in the French language, assisted by individual support. All courses are provided by volunteers. This training, open to about 30 people, allows young people who are later recognised as minors to prepare for their traditional education. For others, this provides a foundation of knowledge and skills that can be developed as they proceed along their pathway, at the same time as enhancing the abilities of the young people themselves.

Furthermore, in 2020 the association introduced a “CAP sans frontières”, open to around fifteen young people: this involves preparing them to sit for a certificate of vocational aptitude (CAP) as an external candidate. The association works in partnership with the CMA, which conducts an assessment of skills prior to accepting young people for this CAP sans frontières, as it does with any access to apprenticeship within the framework of its decision support centre. It also works in partnership with Cuisine sans frontières on the preparation of a CAP in the field of catering.

Access to higher education

Since 2017, students seeking asylum or beneficiaries of international protection have been granted a waiver of the fees for registration at the University of Grenoble Alpes. A university diploma named Passerelle Étudiants en exil (Passerelle for exiled students) has been set up and is run by the CUEF (Centre universitaire d'études françaises) for this same group so that they can then register on a university course.

In September 2018, within the framework of the Colibri project, the Grenoble Alpes University introduced information and support services for exiled students. A website (<https://colibri.univ-grenoble-alpes.fr/>) disseminates useful information and news, and a guide for refugee students and asylum-seekers has been published in four languages.

GEM (Grenoble École de Management), a private higher education school, has also set up an access programme for 10 beneficiaries of international protection per year, exempted from registration fees. As part of the Rising project led by Grenoble Alpes Métropole, GEM also offers “career booster” workshops for refugees and beneficiaries of subsidiary protection and an internal skills sponsorship to support them with their professional integration.

The RUSF association coordinates a project designed to promote the success of exiled students entitled “Co-training”: this involves French students mentoring exiles in French as a foreign language, English, computer technology and mathematics.

5.2.3 Professional integration and starting up a business

³⁷ *Parliamentary Information Report on the integration of asylum-seekers and refugees*, 23 September 2020

Access to professional integration and setting up a business is contingent upon people's administrative status.

Few offers of support are offered to people without a residence permit and/or no work permit.

The 3aMIE association intervenes with foreign isolated minors who are not recognised as being UAMS or unaccompanied minors. Cuisine sans Frontières offers support towards inclusion for women combining learning French with the catering trades and support with compiling a CV. Improdett offers training in growing and selling okra, as well as assistance with enhancing skills and the exile pathway, which involves both beneficiaries of international protection and people without a residence permit.

The absence of prospects for regularisation and the right to work makes supporting people extremely complex: without the possibility of professional integration, it is impossible to leave emergency accommodation, whereas for some people, depending on the association, all conditions would be met for them to access employment and independent housing if their situation were regularised in terms of residence.

As has already been mentioned, asylum-seekers are not allowed to work or attend vocational training, except, in principle, if OFPRA has not responded to their request within 6 months. We do not have any figures for the local situation, but a recent parliamentary information report points³⁷ the finger at the difficulties of effectively accessing this right.

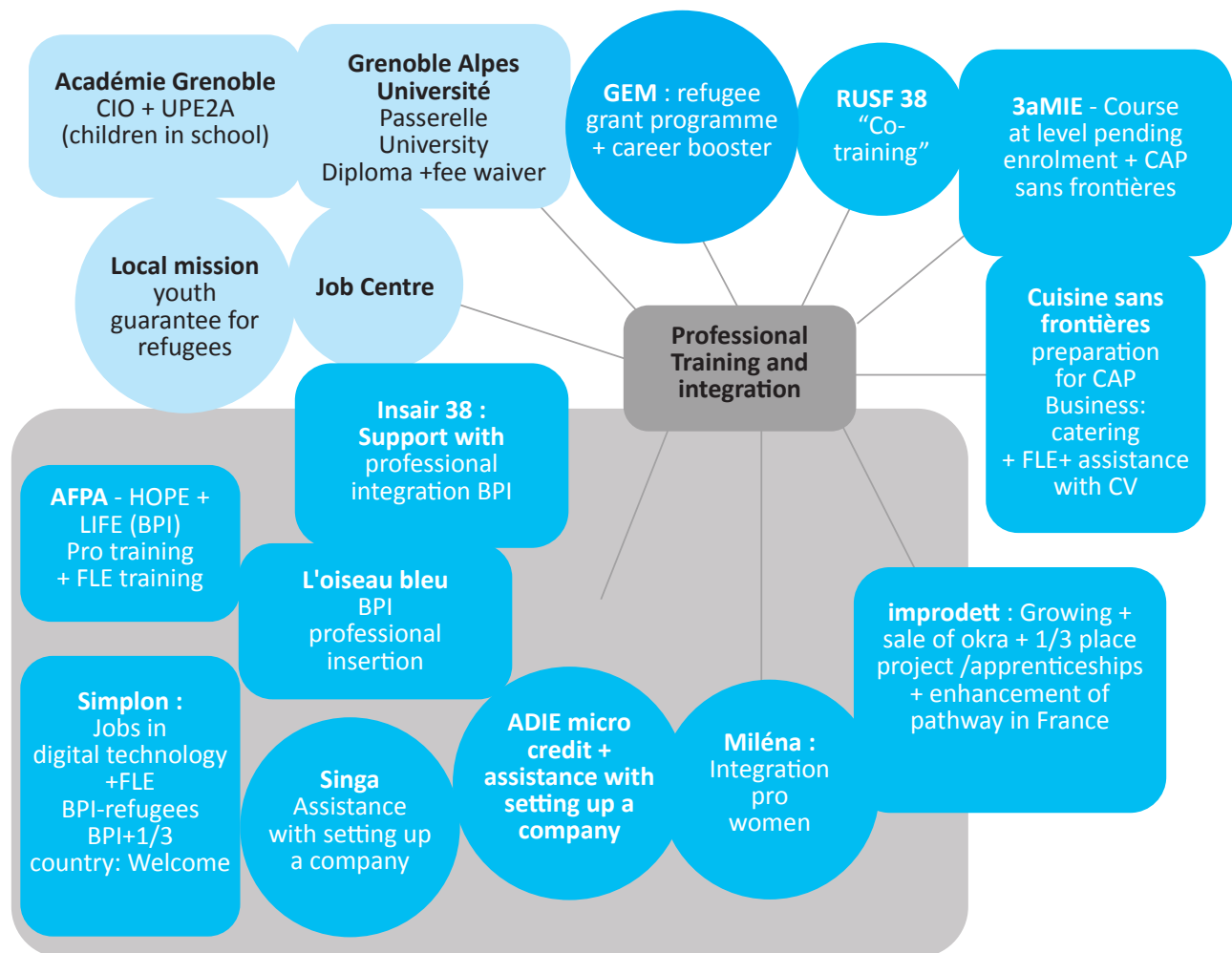
As we have seen, significant resources are being deployed in the city within the framework of the CTAIR and the Rising project, with financial support from the State, in order to promote access to vocational training and to the integration of beneficiaries of international protection. The partnerships established with private and public actors aim to offer professional training often combining learning the French language with technical skills, as well as support with producing a career plan, the search for employment or the setting up of a company. These programmes, which are recent, will be the subject of a public assessment in 2021.

In addition to the actions offered to the beneficiaries, these projects introduce an important new feature in terms of coordination of pathways and actors. Grenoble Alpes Métropole has introduced two work stations: one allowing information to be shared and stakeholders to meet up and the second allowing an information session to be offered for beneficiaries of international protection in order to direct them towards the offers of support relevant to their situation.

This approach could be mainstreamed to other groups of people in order to facilitate the fluidity of pathways.

Several actors point to the need for long-term support if successful professional integration is to be achieved. The duration of accommodation and support in the CPH, of 9 months with the possibility of an extension of 3 months, is often insufficient. The same is true for the support of resettled refugees who receive support for one year. The need for a link between professional integration and social inclusion is also stressed by several associations.

Figure 13 - Actors supporting professional integration projects



5.2.4 Health and well-being

The story of exile, but also the living conditions in France, the precariousness and the lack of accommodation places, have a strong impact on the health of migrants.

PASS services are open to everyone regardless of administrative status and allow access to urgent care and appropriate guidance. There are nine PASS facilities in Grenoble: five general PASS facilities, three psychiatric PASS facilities and one PASS for child care.

Irregular migrants who have been living in France for at least 3 months can receive AME (state medical assistance) and access to urgent care free of charge. Since a recent reform, however, access to AME has become very difficult and lengthy due to the relocation of records from Grenoble to Marseille. Local actors no longer have any direct contacts to monitor applications that take several months to resolve. This is a significant barrier impeding access to health for the region's migrant population.

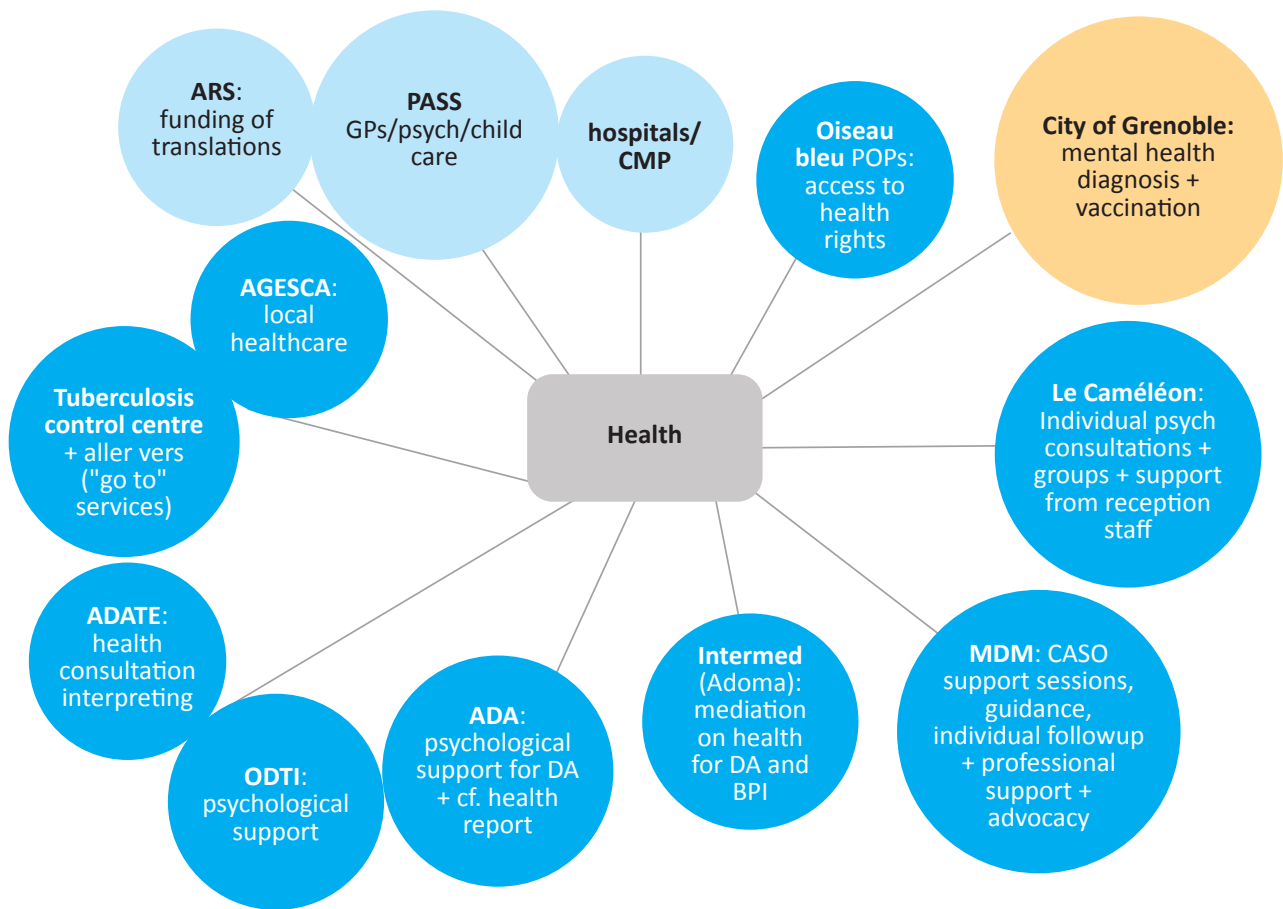
People in irregular situations have access to the Médecins du monde care access centre, which offers consultations, refers people to the appropriate structures, and can support people with accessing their rights if necessary.

People in a regular situation who can provide proof of at least 3 months' residence in France, including asylum-seekers, are eligible for CMU-C (Universal Supplementary Health Coverage). Access to CMU-C used to be possible for asylum-seekers as soon as their application was registered in the prefecture until the reform at the end of 2019. This has delayed access to certain types of essential healthcare after an exile pathway.

In some cases, as we have seen, language may be a barrier to access to healthcare for non-Francophone people, either because of the absence of an interpreter or because of the refusal of some practitioners to receive patients either in the presence of a third party or with an interpreter via telephone. PASS facilities and associations generally use interpreters. The online application traducmed.fr appears to be a suitable tool. The ARS has put in place a funding mechanism to address this problem. This mechanism means that interpretation services can be funded for a physical consultation with no restrictions regarding recourse to a psychologist. However, it does not seem to be used very much yet and is relatively unknown, especially by physicians in private practice, at the time the study was conducted.

The issue of the mental health of migrants remains a priority and an inadequately covered issue despite the intervention of several actors on this topic. The work of Le Caméléon association, which offers mental health care specifically aimed at exiles, with group or individual consultations, is welcomed by many local actors as providing an appropriate response to this group of people, but availability is quantitatively inadequate, given the wide range of needs.

Several local actors also carry out important monitoring and advocacy work on access to health for migrants, including Médecins du Monde, the ADA (2019 report) and the ODENORE (Observatory for the Non-take-up of Social Rights and Public Services).

Figure 14 - Health actors

5.3 Social and political integration

5.3.1 Political participation and inclusion in the development of local decision-making processes

The city of Grenoble has introduced several mechanisms of participatory local democracy, which may or may not specifically concern foreign people.

The Consultative Council for Foreign Residents is the only consultative body dedicated to foreign people, as the city of Grenoble, as we have seen, has adopted an inclusive approach. The city, in association with the ANVITA network, is considering the evolving role of this Council so that it can be a more open meeting place, contributing to making the city a more welcoming area, a bearer of hospitality.

Other local participatory arrangements in existence are open to all residents of the city, aged 16 years and older, on an unconditional basis. The actual participation of migrants, however, cannot be taken for granted. The city develops actions to spread the word about these arrangements, explain the way they operate and make them accessible to people who do not speak French. Among other things, the participatory budget is presented and explained at the sociolinguistic workshops held by the MDH, city representatives support people who want to develop a proposal. Projects are presented at a forum in which the people of Grenoble are invited to participate in order to facilitate exchanges. However, the registration procedures can sometimes create an obstacle, particularly in terms of the relatively complex online procedure. The city services also find that for foreign people in precarious situations, the issues of exercise of rights and participation in decision-making processes are not a priority as they do not provide an immediate response to their main concerns about life or survival on a day-to-day basis.

Moreover, they find that the most successfully integrated foreign residents do not want to participate as foreigners, to communicate a message that would be representative of other foreigners, but simply as citizens of Grenoble.

At association level, several associations have compiled questionnaires for their beneficiaries in order to identify the main problems encountered (Apardap, Cimade). Several dozen exiled people took part in the meetings organised by the Migrants en Isère collective in March 2019, which allowed the collective writing of proposals on the reception policy (exiled: Proposals for hospitality).

In March 2019, the 3AMIE association organised an agora, in partnership with Ynov, bringing together 104 young isolated foreigners as well as local actors. This agora was able to gather the opinions and identify the needs of the young people, and help them

to construct the projects on which 3AMIE has committed itself to work, namely: create an educational, training and employment pathway; reassure, accompany and provide security for the young people in their daily and personal lives; to develop access to culture, leisure and sports.

This type of initiative fully associating migrants with the production of recommendations in terms of public policy or projects relevant to them could be more widely developed.

5.3.2 Social inclusion and cohesion

Initiatives by the city and associations concerning access to culture and sport help to promote the social inclusion of migrants, notably projects mixing groups of people. The same applies to the sociolinguistic workshops. The sporting activities developed by the city's services alongside the associations in the political neighbourhoods in the city, are able, in particular, to reach the population of young migrants, as many UAMSs are housed in these neighbourhoods. The coexistence of the different groups, however, poses some difficulties, which are sometimes difficult to manage for the representatives of the city and the metropolitan area.

Several associations also offer cultural, and often intercultural, and sporting activities, with the aim of promoting the social inclusion of people (3aMIE, Secours Catholique, Ligue de l'enseignement, Culture cœur, Amel France, Big bang ballers).

Participation in associations and as volunteers is also an important means of inclusion. The city encourages volunteering by issuing certificates of commitment that can help to have people's citizen engagement recognised, particularly when making regularisation applications. The Apardap directs the migrant workers it supports to the associations in which they can volunteer. For people seeking asylum, who are not authorised to work or receive professional training, and are forced to remain in a waiting state, volunteering can be a means of being active, making a contribution to the host society, and regaining the power to act. Even though needs are the same for people in irregular situations, their course of action is often more difficult because they do not always feel that it is right to participate in community life. This commitment to volunteering most often consists of assisting charities, which is extremely useful, but rarely rely on people's specific skills. The Bouquins Sans Frontières association stresses the importance of community commitment for migrants as a lever in terms of recovering self-confidence and achieving social integration and suggests that people not only participate in the association's activities but also become members and to take part in its governance. This approach is extremely interesting because it puts migrants, especially those who are not permitted to work, back in the heart of society, no longer as passive subjects, and makes use of the skills they were able to acquire before or during their exile pathway.

Several associations have also set up projects promoting social inclusion through taking the floor or through artistic expression:

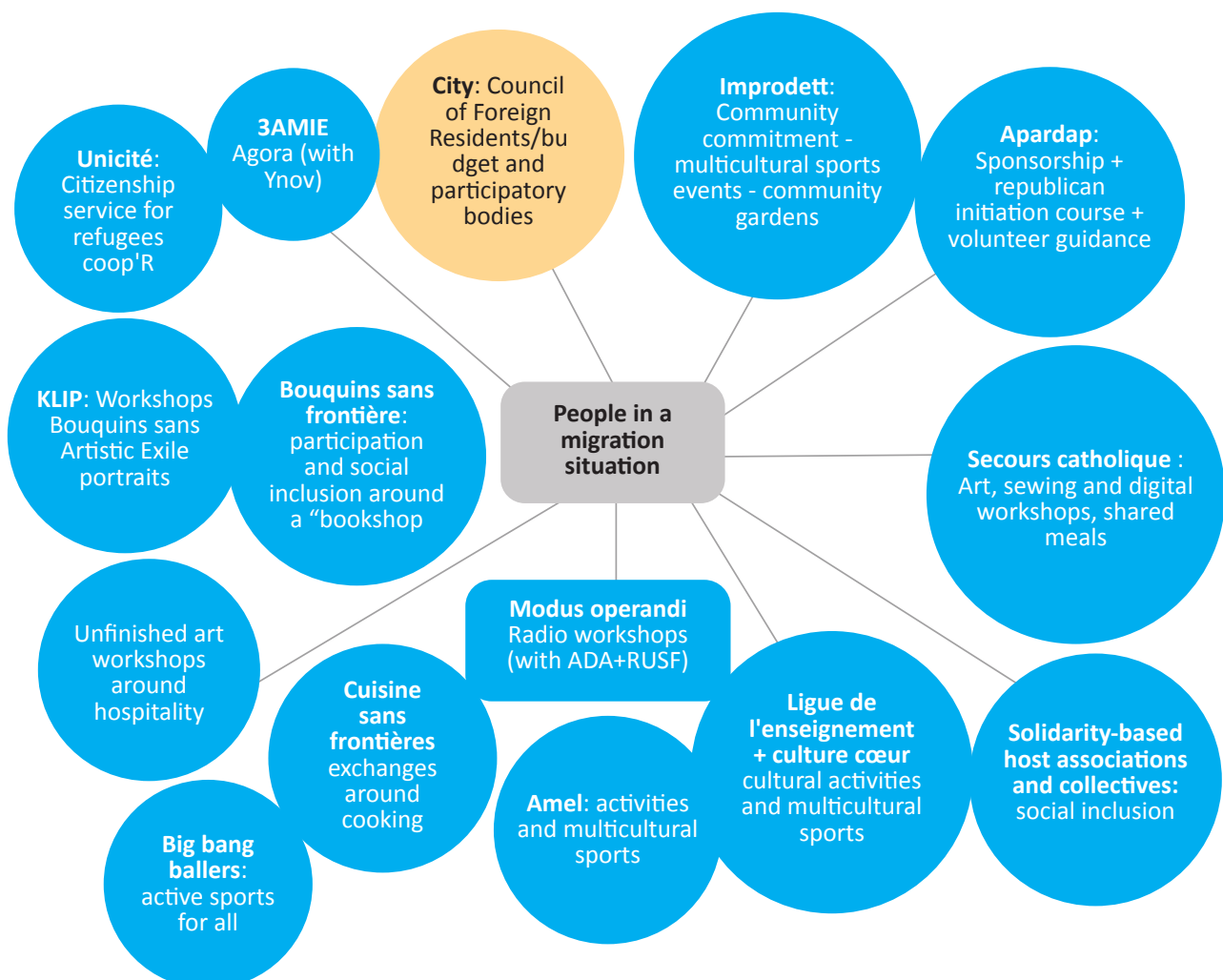
- The KLIP collective offers artistic workshops to young migrants, in partnership with 3AMIE and Apardap: participants create exile portraits, presented to the public as part of installations and performances.
- The company Les inachevés works on the theme of welcome and offers migrants artistic workshops where they are invited to share their experience of welcome. For their part, the residents of Grenoble are invited to welcome migrants with the "gift of gesture", or to participate in a welcome squad.
- The Modus operandi association offers people taking the French courses provided by the ADA association the opportunity to participate in radio workshops. This involves organising radio programmes, selecting the themes to be discussed as well as the guests, and hosting them.

These workshops are a vehicle for the voices of migrants, and sometimes a means of allowing them to increase awareness of their pathway, their history, and are an important lever in terms of social inclusion.

Solidarity-based host associations and groups, particularly numerous in the metropolitan area of Grenoble, also play an important role in terms of social inclusion: by offering accommodation in a family or religious community, they promote encounters between the host society and the migrants. They provide migrants with the keys to understanding French society, opportunities for exchanges and sharing of cultures, as well as offering a welcome conducive to people's greater well-being.

The republican sponsorship organised by the APARDAP, which is an act of sponsorship by a French citizen of a migrant, offered officially in front of an elected member of the Council, is also a strong gesture promoting the social inclusion of people, by its symbolic significance, but also by the link it creates between the host company and the exiled person.

Figure 15 - Stakeholders involved in the legal and administrative support of migrants



5.3.3 Fight against discrimination

Many awareness-raising actions about migration are carried out in the region by the associations, the city, and with the support of the Grenoble Alpes metropolitan area, in order to combat discrimination.

In addition to these awareness-raising actions, the support work carried out by the associations, the legal sessions on immigration law held by the Bar of Grenoble, the CCAS rights caravan and the city's mobile legal team are helping to combat the discrimination migrants are victim to in relation to accessing their rights.

Grenoble Alpes Métropole also coordinates a legal watch and anti-discrimination unit, in partnership with a network of community partners. Situations of proven discrimination are referred to the Human rights defender as well as to a lawyer when a legal remedy is necessary.

5.4 Perception of migration and integration

³⁸ See review entitled *Men and migrations* magazine 2018 n° 1322, *Exposing the migratory event: the experience of the Dauphinois Museum*, Olivier Cogne

The city of Grenoble's great tradition of welcome and solidarity, the municipality's membership of the ANVITA network, the local commitment of citizens which is particularly significant in relation to the accommodation of migrants, make the city a region which is favourable to the reception of migrants. This local dynamic, however, needs to be contextualised within a broader political context. While national migration policy emphasises the need to protect refugees and empower them for successful integration, it considerably limits the possibilities for legal immigration and reduces the guarantees given to asylum-seekers and migrants in general. This references a speech suggesting that on the one hand there are the refugees, who fall under the Geneva Convention and whose rights must be protected, and on the other hand, there are the migrants, who should be discouraged from coming to France. Furthermore, the subject of migration is regularly placed at the centre of political and media debates, especially during electoral periods, and tackled in the light of security challenges related to the fight against terrorism. This theme is therefore difficult to approach in a calm and constructive manner.

Since 1980, the Musée dauphinois, located in Grenoble, which retraces the history of this border region with Italy, has allocated an important place to the history of migration as an integral part of local history. Several exhibitions have thus been organised highlighting the diversity of the origins of the local population, and presenting the different types of migration (Greek, Armenian, Italian, Magreb, Roma, etc.) as constituent elements of the local identity. These exhibitions also show the discrimination and racism that these different populations experienced upon arrival, and are intended to change the public's perceptions of migration. The museum has carried out this work in partnership with local associations, and by involving people whose origins lie in migration, notably through their stories and testimonies. While this initiative shows the special place of migration in Grenoble, occasionally it has also been faced with strong, and sometimes even violent, local opposition³⁸.

Associations advocating for the rights of migrants (ADA, ADAT, Amnesty International, APARDAP, Cimade, Cisem, ODTI, Secours catholique, 3aMIE) and the Migrants en Isère collective carry out numerous awareness-raising and informative actions on the pathway of migrants, the causes and realities of migration, human rights, among schoolchildren, high school students or the general public. These initiatives are supported by the city of Grenoble and Grenoble Alpes-Métropole.

On several occasions the city of Grenoble has organised, in partnership with the metropolitan area and several associations, a fortnight against racism and discrimination, a period for meetings, conferences, debates, exhibitions, film screenings and shows. The Maison de l'Europe and the Maison de l'International in the city also host events over the

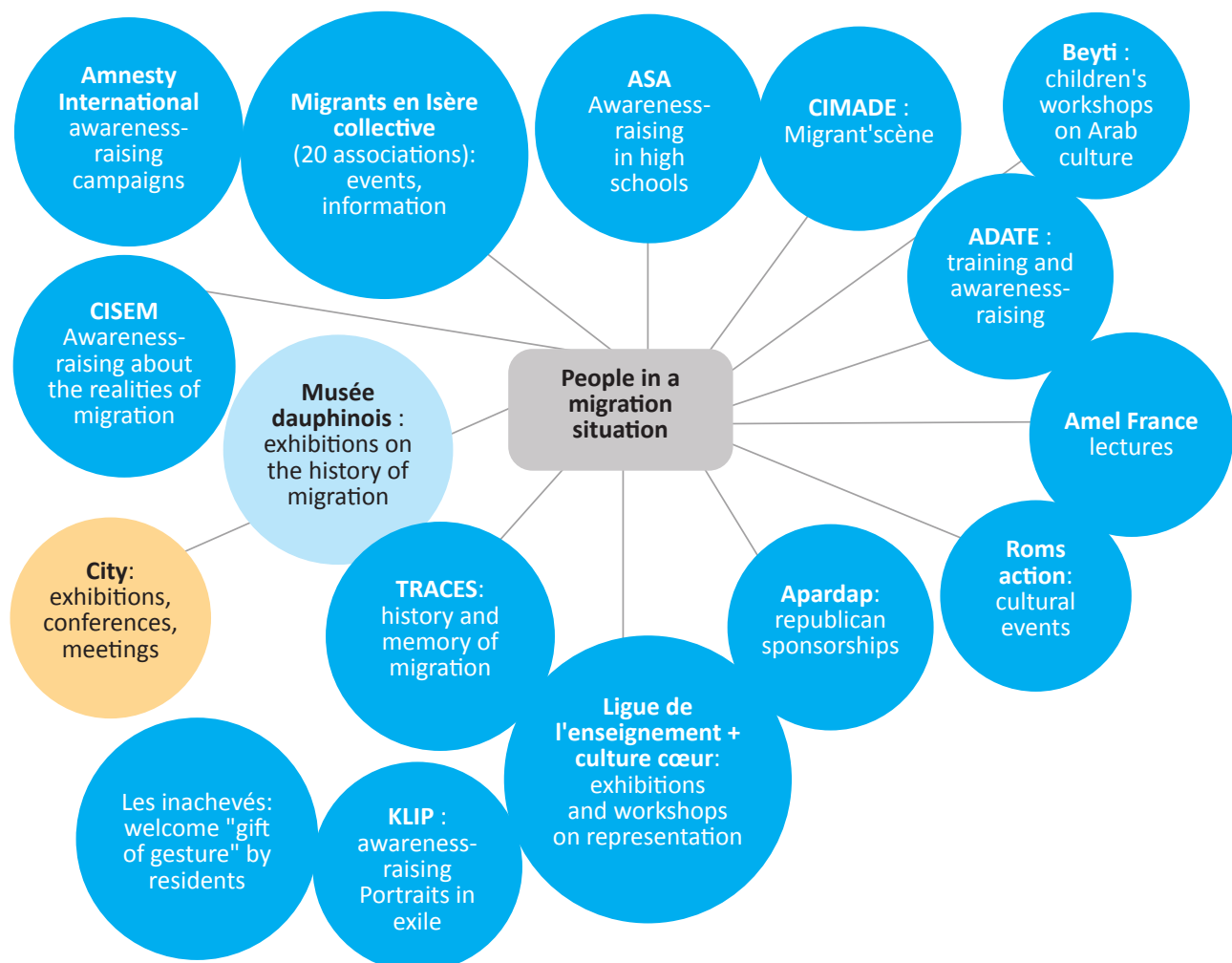
course of the year on the issue of migration.

The film 'Lignes de partage', produced in May 2017 with the support of the APARDAP, the city of Grenoble and Grenoble Alpes Métropole, which retraces the life of migrants in Grenoble, has been extensively broadcast in cinemas in the city.

The annual Migrant'Scène festival, organised by the Cimade with the support of the city and the metropolitan area, in partnership with other associations, is a powerful opportunity for raising Grenoble's awareness of migration.

The TRACES network, where researchers join together to discuss the history and current events of migration, organises a biennial project throughout the Auvergne Rhone-Alpes region, in partnership with several associations. It is also an important time for sharing knowledge on the subject.

Figure 16 - Actors involved in the perceptions of migration



6. Conclusion and courses of action

The migratory profile of the city of Grenoble has been compiled on the basis of documentary research and information gathered from the actors concerned: about fifty interviews were conducted with representatives of local authorities, state departments, associations and other private actors.

This work has allowed the legal framework and the national context in which the migration policy of the city of Grenoble falls to be clearly defined. It has also helped to identify the main stakeholders, local initiatives and problems encountered in terms of migrant access to rights and public services in this region.

At the end of this study, four priority themes were identified with regard to the reception and integration of migrants in Grenoble.

Access to employment

One of the main issues identified by stakeholders is the issue of migrant access to employment. Many efforts have been made over the past two years in the metropolitan area, with the financial support of the State, to develop employment counselling programmes for the beneficiaries of international protection. As a result of introducing these projects, public and private actors have been mobilised and there has been better coordination of actions associated with people's pathways. However, employment counselling of other migrant groups remains very complex, particularly with regard to a large number of people without residence permits and/or work authorisations. This is the case for the vast majority of asylum-seekers, isolated young people who are not recognised as UAMS, or who are not regularised when they come of age..

The issue of access to employment is all the more important because it has a direct impact on accessing many other rights and is an inhibiting factor in a person's progress along his or her pathway. It is interconnected with issues of access to health, housing and participation in the life of the city.

The municipality's support for initiatives carried out by local associations, sometimes in partnership with the business world, and some of which are highly innovative (for example, the creation of a CAP sans frontières) is an important initial lever.

Establishing local coordination focussed on the pathway of migrants (not just beneficiaries of international protection) with a view to obtaining employment, bringing together key public and private stakeholders, including companies, could allow better identification of obstacles and enhancement of the influence of those actors involved in this issue. It could contribute to the development of innovative devices in this field and, based on local experimentation, could change public practices and policies on this subject.

Accommodation and housing

The issue of access to accommodation or housing concerns all migrant groups, apart from unaccompanied minors in the care of the Department of Isère child welfare service. The lack of accommodation for asylum-seekers and beneficiaries of international protection remains a major problem, despite the new places created by the State in recent years. Emergency accommodation centres accessible to people without conditions of administrative status are also saturated. All of these places are reserved for groups identified as the most vulnerable, leaving isolated people, particularly young men, without any solution. The possibilities of housing support are very limited for people who have accommodation but do not benefit from a residence permit and/or the right to work, as it is extremely difficult to pay rental costs.

Several innovative devices have been put in place by the city of Grenoble and Grenoble Alpes Métropole (to whom the municipality has transferred responsibility for housing). Agreements have thus been established with local associations for the provision of unoccupied housing awaiting renovations, for temporary periods, to destitute families, most of whom are in a migration situation. Although they do not solve the problem, these arrangements offer a temporary solution to the lack of accommodation and housing, accompanied by social support, thanks to the work of the associations, which may be able to resolve situations and facilitate people's access to their rights, before they move on to traditional social housing. The development by the city of Grenoble of this type of experiment within the framework of transitional urban planning, together with community actors and the metropolitan area, constitutes an interesting course of action. It would help to nourish a more comprehensive reflection at both local and national level, on how the provision of housing, coupled with sustainable social support, can constitute a lever for the integration of migrants, whether they are families or isolated people, often excluded from the "logement d'abord" policy, until they have a residence permit.

Learning the French language

Learning French is an important issue both for migrants to access rights and public services and for their social inclusion and professional integration.

Many arrangements are in existence in the Grenoble region, some supported by the city through the sociolinguistic workshops offered by the maisons des habitants, others organised by community volunteers, or courses in French as a Foreign Language (FLE) offered by training organisations that intervene with beneficiaries of international protection in particular.

The stakeholders encountered in this study highlighted the difficulty migrants have in identifying the structures offering training, and the fact that the courses offered and the level people have reached do not always correspond.

The COVID-19 health crisis has also significantly affected the training offered by volunteers. It would be worthwhile for the city to continue the approach it has initiated to map the existing sociolinguistic workshops in the region in order to facilitate teamwork, bringing together all the actors concerned, to make these workshops and the information and guidance arrangements for migrants mutually supportive.

Citizen participation

The municipality of Grenoble pays particular attention to the issue of citizen participation and has put in place several mechanisms of local participatory democracy which involve foreign people, such as the Consultative Council for Foreign Residents and the participatory budget for all people residing in the city area. Awareness-raising actions and support to encourage the participation of this population have also been initiated to try to overcome the obstacles identified. However, the actual effective participation of migrants in these arrangements remains limited.

Some associations have also put in place procedures to involve migrants in the definition of their projects or advocacy efforts, but these are relatively isolated.

Work on this issue has been initiated by ANVITA, of which the city of Grenoble is a member: it would be useful if this approach could help to identify and put in place mechanisms to facilitate the effective participation of migrants in existing arrangements. This work could also be an opportunity to involve local stakeholders in thinking about how migrants could participate in the projects affecting them and how the various actors can address this issue.

Beyond these four priority themes, this study highlighted the need to enhance the visibility of the issues identified in the region, as well as the proposals from actors in the field, regarding the reception and integration of migrants. Although the division of competencies between States and local authorities does not allow the municipality to act directly on all the issues related to migration policy, it can support and publicise innovative initiatives and projects arranged by local actors, contribute to the joint construction of projects with the various public and private stakeholders, and make the voices of the actors in the regions heard, allowing better access of migrants to their rights and to public services, at both local and national level.

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