



WILCO

Welfare innovations
at the local level
in favour of cohesion



CITY REPORT: BERN

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This report is part of Work Package 3 of the research project entitled "Welfare innovations at the local level in favour of cohesion" (WILCO). WILCO aims to examine, through cross-national comparative research, how local welfare systems affect social inequalities and how they favour social cohesion, with a special focus on the missing link between innovations at the local level and their successful transfer to and implementation in other settings. The WILCO consortium covers ten European countries and is funded by the European Commission (FP7, Socio-economic Sciences & Humanities).



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TABLE OF CONTENTS

1. Transformations in the labour market	3
1.1. Socio-economic trends.....	3
1.2. Public regulation	8
2. Demographic changes and family	13
3. Immigration	29
3.1. Socio-economic trends.....	29
3.2. Public regulation	34
4. Housing	36
4.1. Socio-economic trends.....	36
4.2. Public regulation	37
References.....	38

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1. TRANSFORMATIONS IN THE LABOUR MARKET

1.1. Socio-economic trends

What have been the main trends in the growth and sector specialization of the local economy over the last 10 years? (specify the peculiarity of each city in comparison with the national and regional/land/provincial context)

In terms of population, with 979,400 residents (12.5% of the Swiss population), the Canton of Bern is the biggest after Zurich. In terms of surface (5,959.1 km²) it's the second Canton, right behind the Grisons, far away from Zurich (1,729 km²) and Geneva (282 km²). Five main regions compose the Canton and each one of them has its own sector specialization. The City of Bern is only a little part of the Canton (132,815 residents and 51.6 km²).

Table 1 - Proportion of the five regions of the Canton of Bern (= 100%) and sector specialization

<i>Bern Mittelland, including City of Bern, 39.6%</i>	<i>Services: public administration and health</i>
<i>Oberland, 21.1%</i>	<i>Tourism and agriculture</i>
<i>Emmental-Oberaargau, 17.5%</i>	<i>Agriculture and industry (machineengineering)</i>
<i>Seeland (French- and German-speaking), 16.5%</i>	<i>High precision manufacturing and industry</i>
<i>Jura bernois (French-speaking), 5.3%</i>	<i>Idem</i>

Source: Beco 2011.

Table 2 -Sector specialization National / Canton / City

<i>Sector specialisation 2008 (source, OFS 2011 and Statistikdienste der Stadt Bern 2011f)</i>	<i>National</i>	<i>Canton / City</i>	<i>Percentage Canton when 100% = national</i>
<i>Active people in the primary sector</i>	175,808	36,685 / 259	20.9%
<i>Active people in the secondary sector</i>	1,061,643	133,285 / 16,413	12.6%
<i>Active people in the tertiary sector</i>	2,955,194	372,259 / 135,973	12.6%

As compared to the national average, the Canton of Bern is very rural. It's the Canton with the most jobs in the primary sector (in absolute numbers) in front of the Cantons of Lucerne and Vaud. In the Canton, every 5th job is provided by the primary sector.

In the City of Berne, the sector specialization is very different than in the Canton (Statistikdienste der Stadt Bern 2011f).

Year 2008, 0.2% of all active people are busy in the primary sector, 10.8% in the secondary sector and 89.9% in the tertiary sector. If we split the tertiary sector, the majority works in: health and social welfare (17%), public administration, defense and social insurances (17%), followed by trade and reparation of motor vehicles (10.3%), technical and scientific services (9.5%) and transportation (9.4%).

Trends Between 2001 and 2008, the employed people in the tertiary sector rose by 3.8% while in the secondary sector it decreased by 8.6%. It's interesting to note that the most spectacular increase is the "land and housing" sector (+65%), followed by the sector "other services" (+28%), the scientific and technical services (+22.8%) health and social welfare (+15,1%) and public administration (+11.1%). The most important decrease: education and teaching (-16%) and business services (-15.1%).

On the national level, however, from 2005 to 2010, the tertiarisation of the labour market continued. During this period, the service sector grew more rapidly than the industrial sector. More specifically, between the second quarters of 2005 and 2010, the numbers of persons employed in the tertiary sector rose by 10.4% (secondary sector: + 4.4%, primary sector +1.7%).

What have been the main impacts of such transformations on the level of regular employment, temporary employment and unemployment?

Part time employment has regularly increased in the last two decades. In Switzerland as a whole, 34% of the working population have got a part-time job. This rate was only 12% in the 1970s.

Rise of part-time jobs 2005-2010, mainly in the tertiary sector

The tertiarisation of the economy goes hand in hand with an increase of part-time employment. Overall, the number of part-time workers grew by 16.1%, particularly in the tertiary sector (+17.3%). Although, an increase was also registered in the two other sectors (primary: +12.5%; secondary: +6.4%). In 2010, 39.3% of all the jobs are part-time jobs in the tertiary sector, whereas this rate is only 12.6% in the secondary sector). It's not a surprise to note that women are highly represented in the service sector. In 2010, at a national level, 78.8% of the part-time employees were women and 53.3% of all women in employment were working part-time. This represents an increase of 3.3% in 5 years. But the trend towards part-time work is apparently not gender specific, the share of part-time workers having also risen among men by 3.6% points to 14% over the same period (Walker *et al.* 2010).

Table 3 -Trends in the activity rate women-men 1991 - 2011 (population 15-64)

	1991 City / national	2001 City / national	2009 EspaceMittelland / 2011 national
women	70.05% / 61.98%	78.9 / 71.18	78.2% /76.7%
men	90.32% / 91.23 %	88.7% / 89.02%	87,2% /88.4%

Today, the female participation in the labour market represents 45.2% of the labour force (national level). In Bern, the female participation has increased from 44.8% in 2001 to 46.9% in 2008. Despite an increase of the participation of the women in the labour market, it is important to note that, in the Canton Bern, women do only 37.6% of all working hours. Since 1995, it rose only by 2.6 points. This is due to the fact that 44.3% of all women employed part time work 50% or less.

Unemployment rate

Year 2000, the unemployment rate¹ in the City of Bern represented 1.9% of the labour force. In September 2011, it represents 2.5%. This rate is still very low in comparison with other Cantons like Geneva (5.3%) and Vaud (4.7%).

During the last 10 years, the unemployment rate in the Canton of Bern has always been below the national level, about 0.4 to 1.2% points. It is very important to notice, that this statistic includes only REGISTERED unemployed persons. If one includes people who are not registered, the statistics are significantly higher (4.9% year 2000, 4.2% in 2010).

Rise of atypical employment. On a national level, we can observe a rise of "atypical jobs" that are in the main part due to the rise of temporary employment and work on demand. 2002, 2.9% of all employed people were in atypical working conditions. 2007 it fell down to 2.7%, but since then it continually rose until 2008 (3.3%). Temporary employment increased between 2004 and 2008 by 50%. The most typical form of temporary employment is "practical training". 2004, every third temporary employment was a practical training, whereas it was the case for 2/3 in 2008.

No data is available after 2008 on a national level and no local data at all are available.

What groups of population have been mainly affected by the rise of temporary employment? Which ones have been affected by unemployment and long-term unemployment? What has been the impact on the women/young labour force/ migrants levels of temporary employment and unemployment?

From the whole working population in the country, people at risk are:

- young people of age 15-24: (rose from 6% to 9% through the last years before 2008);
- women (4,5%, whereas men only represent 2%);
- migrants (4%, whereas Swiss only represent 3%). This isn't that significant, but indicates that only resident migrants are included in these statistics. All other categories (short term residents, asylum seekers and undocumented migrants) are not taken into account;
- people with a low level of education;
- no local data is available.

Unemployment: migrants and young people

On a national level, populations that have been particularly affected by unemployment are migrants coming from non-European countries. Around 16% of this labour force was unemployed in 2008 and they represented 22% of the unemployed. This statistic is much higher than that of the EU migrants (whose rate of unemployment is 6.5%). Non-EU migrants are also affected by long-term unemployment: they seek a job for 320 days in average. For Swiss people, it is 297 days and for European unemployed people, the number of days is 300 days.

Factors explaining the higher rate of unemployment among non-EU migrants are 1) the type of residence permit: 60% of non-EU migrants get a so-called "B-permit", valid one year, while 75% of EU migrants get a C-permit allowing a permanent stay in the country 2)

¹ The unemployment rate in Switzerland is the number of REGISTERED unemployed persons as a percentage of the labour force (the total number of people employed plus unemployed).

a higher presence of non-EU migrants in sectors of employment supplying many temporary and precarious jobs (tourism, food trade) 3) difficulties obtaining recognition of foreign degrees and diplomas 4) ethnically-based discriminations in the labour market.

In 2010, on the City level, 40.5% of registered unemployed persons are non-nationals whereas they represent 23.2% of the City's population in 2009. This indicates clearly that they are over-represented in terms of unemployment (Spycher and Schärrier 2005).

Young people

A second group affected by unemployment is the age category of 15 to 24 years old, representing 17.23% of the unemployed people in 2010 (canton of Bern). This is higher than in the City of Bern (13.2%). Most of the unemployed (67.5%) are in the age category 25-49, while the 50+ represent 19.3%. In the last two years, there's no increase on the City and Cantonal level of unemployed young people. But since an Unemployment Law Change Referendum was held in Switzerland on September 26th 2010, the rights for younger unemployed people have been radically restricted. The consequences of this new law will certainly soon be measurable.

It should also be mentioned that the rate of unemployment among the younger population is certainly higher in reality, due to the fact that many young people do not bother to register themselves as unemployed. They are also more engaged in temporary jobs.

Women

As we have already seen, the activity rate of women has regularly increased between 1991 and 2011, although mainly engaged part-time. On the City level, from 2001 to 2008, the jobs that were occupied by women increased by 7%. Generally, women are not more affected by unemployment than men. Men are more affected by cyclical unemployment.

Long-term unemployment. The City and the Canton are less affected by long-term unemployment than overall Switzerland. In the Canton, 60.5% of the unemployed find a job within 6 months. Long-term unemployment (proportion of registered unemployed for more than a year - Canton: 14.6%, City: 17.6% Country: 21.6%).

Long-term unemployment rose by 45% between 2009 and 2010 on the City level. There's no data available to know which group is particularly affected by long-term unemployment.

What are the estimated data about grey labor market? What has been the trend in the last ten years? What population groups are more concerned?

According to experts, the informal economic activity represents around 9.5% of the Swiss GDP; this percentage was 3.2 in the 1970's.

No information exists on the City level.

What has been the impact of the recent financial crisis? What groups were mainly affected?

On a national level, the period from 2005 to 2008 was marked by economic growth and increasing employment. At the beginning of 2005, men (4.4%) and women (5.3%) tended to register high ILO unemployment rate. The good economic situation led to a decline in ILO unemployment rate (2008: men, 2.8%; women, 3.8%). But in the wake of the financial crisis, this growth turned negative in 2008 and ushered in a period of declining labour

demand and rising registered unemployment. The economic downturn that began in the third quarter of 2008 led to growing ILO unemployment: among men, the rate rose to 5% up to the first quarter of 2010 and among women it rose to 5.3%. Since mid-2009, the Swiss economy as measured by gross domestic product (GDP) has been back on a growth path. But this recovery was rather slow to be felt in the labour market and it was only in the first half of 2010 that it led to slightly lower rates of registered unemployment and ILO unemployment. The Swiss labour market appears to have weathered the effects of the financial crisis, but it is still far from the pre-crisis level.

Between 2009 and 2010 the jobs increased in the City by 25.8%. No additional data were found concerning these groups on the local level.

What has been the trend in the income distribution and wage level? What is the wage gap between men and women, between temporary and permanent workers, between highly skilled and lowly skilled workers?

Gender gap. In 2008, the gross median wage was at the national level 6,248 CHF / 5,206 €² /month for men and 5,040 CHF / 4,200 € for women, or 19.3% lower. Ten years earlier, the difference had been 21.5%. Regarding the wage gap between Swiss employees and foreign workers, the median standardized gross wage was 12.8% lower for foreign workers. Note that foreign workers are on average younger (in June 2008, 56.3% were aged under 40 compared with only 43.3% for Swiss nationals). Also, major differences continue to exist between Swiss and foreign nationals in terms of the level of education and their distribution across economic sector (source: FSO 2011).

In 2008, the gross median wage in the private sector was at the cantonal level 6,039 CHF / 5,032 € /month for men and 4,953 CHF / 4,127 € for women, or 21.9% lower. This represents a gap of around 1,000 CHF / 833 € per month. The more we climb in the social ladder and in the level of qualification, the more the gender gap in wages increases. Still in 2008, in highly skilled jobs, the gender gap between men and women was around CHF 2,000 / 1,666 € / month, or 28%. In the Public administration, the gap was 19.3%. A part of this inequality can be explained by the fact that, on average, women in these jobs were younger than men, not as qualified and less experienced. But 13% of the gap is not attributable to any objective criteria (BCE 2011).

Table 4 - Highly skilled with leading position and lowly skilled workers, EspaceMittelland 2002 - 2010

2002 Median wages	High skilled + leading position	Low skilled without leading position
Women	8,326 CHF / 6,938 €	3,792 CHF / 3,160 € (45.54% of the high skilled wage)
Men	11,203 CHF / 9,335 €	4,529 CHF / 3,774 € (40.43%)
2010 Median wages		
Women	9,948 CHF / 8,290 €	4,325 CHF / 3,604 € (43%)
Men	12,851 CHF / 10,709 €	5,044 CHF / 4,203 € (39.25%)

Source: FSO 2011

As we can see, the gap is higher between high- and low-skilled men than between high- and low-skilled women. Inequalities seem to rise since 2002 between low- and high-skilled median wages.

Trend: Between 2001 and 2008, the disposable income of the lowest income households

² We take the current change : 1 euro = 1.20 CHF

has decreased by 20%, whereas the disposable income for the highest income household rose by 1.3%. In 2008, the low-income households earn eight times less than the richest 10% of the population. The income and wealth distribution has become more unequal between 2001 in 2008 in the "EspaceMittelland".

What is the approximate amount of population who is part of POPULATION TARGET ONE? What is approximately its share over the whole labour force and over the population with in the same age? What has been the trend in the target group over the last 10 years (increase/decrease)?

As already said earlier, unemployed young people (15-24) represent 17.23% in the Canton, and 13.2% in the City of all unemployed registered people in 2010. 2005, they represented "only" 11.7% of the unemployed population in the City. But, supposedly, many of them never registered and these data were in reality higher.

2001, according to Urban Audit, 1.85% of the 15-24 years old were unemployed in the City. In October 2011, they were 1,799 in the Canton of Bern, or 2.4% (3.2% in Switzerland). So, also if young unemployment and the use of the social assistance tend to increase, population target one is under-represented in Bern, if you compare it with other Cantons (ZH, GE, TI, VD).

In the Canton of Bern, 37,455 people were supported by the social services. Thereof, 4,724 people were aged between 18 and 25 years old, in other words, 12.6% of all the supported people. In this category, more women (54%) are socially assisted than men (46%). 70% of these young people are Swiss. But a young migrant is more at risk to need social services. The 18-25 years old migrants are 12.5% to be supported by the social services, as opposed to 4.3% of Swiss people of the same age.

On a national level, the 15-24 years old were 1.8% in 2000 and 3.9% in 2010 to be assisted by the social services.

What are the main problems that the POPULATION TARGET ONE deals with in the labour market/work-family reconciliation/housing? To what extent have the previous structural changes affected the specific living conditions of the target group?

One problem that unemployed young people have to face is that they are now in direct concurrence with low-skill migrants for the jobs. This is the case for young unemployed people who have done an apprenticeship for example. The concurrence with the migrants is due to a increase of flexibilization of the labour market and to less solidarity and commitment between local enterprises and the "local" labour force.

1.2. Public regulation

What is the division of responsibilities among national, regional and municipal level in the regulation of the labour market and in the provision of services and benefits to the labour force population who are in a risk position (unemployed, temporary workers, workers in the black market, etc.)? What is the role played by third sector and private organizations in this respect? Please, specify the proportion of welfare provision carried out by public/private/third sector actors.

At the national level we find the ORP (Regional Office for integration of people into the labour market). ORP depends on the Federal Secretary of Economy (SECO) and we witness therefore a process of devolution. There are 130 agencies spread throughout the country. The duties have to be fulfilled by the Cantons. To have access to full unemployed

allowances, people have to fulfil requirements like having had a job for the last 18 months. The amount of the allowances depends on the previous salary. People who can't get any allowances for unemployed have to go to the social services (GFD 2006).

Canton and City are working together, mixed responsibility

The social assistance is a common duty of both Canton and Cities. Every Municipality has its social services, or shares them with other Municipalities. The Canton establishes the principles and objectives of social assistance, and has a leading role for the kind of services provided to the population, after having heard the needs and proposals of the Municipalities. The Canton also provides for the provision, coordination and review of required offerings. The objectives of the Canton are fulfilled either by the Municipalities themselves, or by private or public third sector actors. Municipalities may, at their own cost performance opportunities, which go beyond the cantonal regulations or also delegate other institutions to do so. So, in brief, many of the duties are shared between Cantons and Municipalities. The same goes for social income, care for old people, addiction prevention, social and professional integration. In these domains, the costs are shared fifty-fifty between Cantons and Municipalities. To encourage the cooperation between the Canton and Municipalities, a commission debates a few times a year about the disputed questions.

Latest trend: measures and programs to reintegrate the labour market, subsidiary to ORP

These last years, the trend has been to cantonalize the measures. The latest example is that from 2012 on, the Canton of Bern will directly support the different measures (BIAS; GFD 2011) to help people who depend of the social assistance, to (re)integrate the labour market by the conclusion of "performance contracts" with Welfare actors (public, third sector and private). These different actors are getting a "credit" from the Canton to finance the measures. They have to deal with it. Their role is to coordinate and to supply the offers in each region by working closely with the Social Services, the Municipalities and private enterprises to adapt the offers to their demands. They also can conclude contracts with other suppliers and delegate the execution of the measures.

The idea of this latest reform is a better control of the measures by the Health and Welfare Direction of the Canton. So, the Municipalities aren't involved directly anymore, but their proposals and needs are still taken into account in a one-year meeting between the Health and Welfare Direction, Municipalities and Social Services. Municipalities always have the possibility to propose additional measures they have then to finance. In every case, the measures are still applied by the Social Services of the different Municipalities and the financial support for social assistance recipients are still provided directly by the social services.

As we see, the position of the Canton is getting stronger, and the use of private organizations and enterprises and third sector is increasing, the logic seems to be to use the management tools of the private economy, also if the money is still public (25.72M CHF for 2012 - 21.43M € at the current rate of change).

Type of support you get in the social services of the Municipalities (shared costs with the Canton)

Social assistance allowances: The social assistance allowances cover the basic needs like food, clothes, current household expenses, health and body care, transportation expenses, expenses for entertainment and education. It is adapted and calculated for every single situation of the concerned household. The basic needs correspond to the daily expenses of

low-income households and is limited to 977 CHF or 815 € for one person / 1,495 CHF or 1,245 € for two persons / 1,818 CHF or 1,515 € for 3 persons.

Not included in these amounts are: housing rent, additional housing costs, expenses for basic medical cares like health insurance, additional health cares (franchise etc.), and extra costs for specific situations.

Rental subsidy: The amount depends of the number of persons living in the household. If the rent is too expensive, it can be paid by the social assistance until the next possibility to move. The social service also pays for removal expenses and - under certain circumstances - finance accompanied living.

Health Care: The social service pays for the obligatory health insurance. Generally, additional health costs like deductibles (*Selbstbehalt*) and dentist charges are also covered.

Exceptional social allowances helping people to face specific and unexpected difficulties.

Many other supports exist, but we shall below focus on the ones for young unemployed people.

It is interesting to notice that the City of Bern does not provide classical occupational programs for unemployed people, but intensively works with the private economy (SKOS 2005).

Have there been changes in the distribution of responsibilities between levels of government (e.g. national/regional/local) and/or social actors (e.g. public/private/third sector) over the last 10 years? Do you observe changes in the welfare mix and governance patterns in these policy areas?

The current trend in Switzerland is heavier responsibilities of cities concerning unemployed people, especially those who cannot receive unemployment allowance anymore (after 18 months). The Confederation proposed in 2010 a revision of the Federal Law on Unemployment that diminishes the duration of allowance. Once they cannot receive allowance any longer, unemployed people may go to the social assistance. Cities highly criticized the revision, because it has meant additional expenditures and they claimed for a longer duration of unemployment allowance. In Bern, the charges are shared between Canton and Cities (see below), so cities may be less disadvantaged than in other Cantons and the responsibilities tend to be more regional than local.

What are the main welfare programs addressing the needs of the POPULATION TARGET ONE? Please separate income support measures from in-kind services (including activation policies and provision of life-long training) and shortly describe the amount and kinds of benefits and the related eligibility criteria; please specify if these measures are provided by local/regional/national agencies or institutions, by public/third sector/private/self-help organizations.

One of the most important partners in the City of Bern, for measures to integrate the labour market or which addresses particularly young people up to 24 without any education, is the "KompetenzzentrumArbeit". People who go there are either registered as unemployed by the ORP or recipients of social assistance. The "KompetenzzentrumArbeit" is a part of the Social services and is financed by the Canton.

Table 5 - Job inclusion measures

<i>INCOME SUPPORT</i>	<i>Regulation: Federal (F), Cantonal (C), Regional (R), At the city level (Ci)</i>	<i>Amount / funding</i>	<i>Type of institution which provides the measure</i>	<i>Criteria of eligibility/ Audience targeted</i>
Unemployment allowance	F and C	Depending on duration of previous job contracts.	A cantonal institution	Young people, who have not contributed as workers, have to wait 120 days before accessing unemployment allowance.
Allowances for courses	F and C	The unemployment funding pays unemployment allowances during the time of the courses + the courses and expenses related to them	Cantonal institution and private sector (companies)	People registered by the ORP and who need to improve their qualifications
Allowances for education	F and C	Difference between the salary paid by the enterprise and the salary expected after an apprenticeship. Max 3'500 CHF / 2'900 € per month, paid by unemployment funding	Private companies and third sector	People who are at least 30, registered by the ORP and who have no completed education.
Social assistance	F, C and Ci	Not specified, it's adapted to every single case / 50% City / 50% Canton	City or regional institution	Young adults without any qualification and resources. The payment is for 3 months. For continuation, recipients have to be involved in training. It is expected that young people are living in a community or with their parents, or that they have a cheap accommodation
Allowance for work incitement	C and Ci	For people under 25 : 400 CHF / 333 € Over 25: 600 CHF / 500 € 50% City / 50% Canton	City	Every person over 16 who gets social assistance and who is employed in the same time.
Allowance for integration efforts	C and Ci	Between 100 and 300 CHF / 83 and 250 € 50% City / 50% Canton	City	For people who are making particular efforts for social integration, or who care for someone or who are completing an education and are recipient of social assistance

In kind services		Type of institution	Criteria of eligibility/Audience targeted	
Training experience (Ausbildungspraktika)	F and C	Daily allowances still paid by unemployment funding + expenses related to the training experience	Third sector (non-profit organizations) and private sector (companies)	Young people without qualification. Usually for 3 months.
Job experience (Berufspraktika)	F and C	If the contribution to unemployment funding was enough: daily allowances; If under 30 but not contributed enough and higher unemployment rate: 102 CHF / 85 €/day, 25% should be paid by the employer	Public and third sector	Young people who need job experience. They have a completed education (apprenticeship) but can't find a job and are registered at the ORP.
Programme for occupation	F and C	Daily allowances by unemployment funding which depend on previous salaries	Public and third sector	Unemployed and registered at the ORP
Motivation semester (Coaching and work or education transition)	F and C	450 CHF / 375 € / month Usually for 6 months but can be extended to 12 months Financed by the Confederation (60%) and the Canton (40%).	City institution which works strongly with private enterprises and third sector	15 to 24 old young people without completed education but who are willing to. Proposed by ORP and social assistance.
Professional and social Integration programme (BIAS)	C	People get social assistance allowances Cantonal funding (new 2012)	Canton delegates the fulfilment of the measures to KompetenzzentrumArbeit Bern (contract) which works strongly with third sector and also have internal places subsidized by the Canton and City)	For young people and adults who are at the social assistance and who need assistance to reintegrate professionally and socially. An important part consists in education measures and personal development
Individual coaching(new 2010)	Ci	Coaching paid by City People get social assistance (Canton and City)	City	For young people without education for whom the motivation semester is too difficult
Coaching for young mothers(new 2010)	Ci	Idem	City	Young mothers who are recipients of social assistance
Specific Integration places(new 2010)	Ci	Idem	City Third sector	Individual integration in a third sector structure for young people (18-25) who are not able to do a regular apprenticeship
Evaluation of competences(new 2010)	Ci	idem	City Private enterprises	Young people (18-25)

Have there been changes in the public expenditure levels or eligibility criteria of these programs over the last 10 years? Have there been changes in the level of supply/ in the coverage level/ in the amount of benefits? Have specific mismatches between supply and demand emerged?

The economic crisis in Switzerland at the beginning of the 1990's marked a turning point for employment policies. In the 1980's, employment policies were mainly passive and implemented at the city level. In 1995, the reform of the federal unemployment insurance meant a shift to policies focused on activation of people with a logic of reciprocity in which a non-cooperative attitude from unemployed people is penalized. In order to remain in the unemployment insurance system, people must be active (job experience, training, subsidized job), activate their networks and develop their own employability. Switzerland followed the recommendations of the OECD program "Making work pay". The 1995 Federal Law on Unemployment has also meant a control of unemployed people: those who are insufficiently active in seeking jobs or training may have their payments suspended.

The Canton and the City of Bern have increased their offers, particularly concerning young uneducated people who are recipients of the social assistance. The Canton has also done efforts to conclude more contracts with its partners and increasing the integration places in private enterprises and third sector. In 2008, the City had 350 places in private enterprises and in the third sector, and 150 places in internal companies like the KompetenzzentrumArbeit. The offer still doesn't meet the demand, and the Canton and the City will undertake new efforts.

Table 6: Actual public expenses of the City to finance the new measures and credits for the future

<i>Measures for</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>Total 2010-13</i>
Young people without education	CHF 380,000 € 316,666	CHF 690,000 € 575,000	CHF 780,000 € 650,000	CHF 780,000 € 650,000	CHF 2,630,000 € 2,191,666
Long-term unemployment	CHF 90,000 € 75,000	CHF 350,000 € 291,666	CHF 305,000 € 254,1666	CHF 305,000 € 254,166	CHF 1,050,000 € 875,000
Mixed measures	CHF 100,000 €83,333	CHF 190,000 € 158,333	CHF 190,000 € 158,333	CHF 200,000 €166,666	CHF 680,000 € 566,666
Total	CHF 570,000 € 475,000	CHF 1,230,000 € 1,025,000	CHF 1,275,000 € 1,062,500	CHF 1,285,000 € 1,070,833	CHF 4,360,000 € 3,633,333

2. DEMOGRAPHIC CHANGES AND FAMILY

What has changed in the demographic structure of the local population over the last 10 years? Please record the changes occurred in the main demographic indicators (population growth or decline, proportion of the elderly, proportion of children, dependency rate, etc.)

In order to compare the statistics between the Canton and the Country, we've chosen to take the statistics of the OFS (Federal statistics; Stutz 2008) for this demographic part. But we encountered a problem, when we wanted to add some information only for the City of Bern, taken from the statistics of the City: the statistics were not the same! A phone call later, we had the explanation: The definition of the word "population" is not the same! If

the statistics of the City of Bern includes people who are living in Bern for their work during the week (*Wochenaufenthalter*), but having their legal address in another Municipality or Canton, the OFS doesn't include these people. So, if you ask the statistics of the City, the population has been increasing over the last decade (exceptions: 2001 and 2004) to reach 131,702 residents in 2010. For the Federal statistics, they are only 124,381, and the increase is less important for the decade (1.55%). This difference of definition of the population is valid for the whole demographic part. But to compare the numbers more easily throughout the three levels, we've chosen to use the ones of the OFS.

It's important to notice that, since 1963, the residents of the City of Bern are decreasing. In 1962, they were 165,768! So, in spite of this modest increase, the City of Bern was marked by the "suburban" phenomenon, which means the tendency to settle down in the suburban area, around the City, mainly among families. This tendency was accompanied by an increase of the importance of the offices and the administration of the City.

Furthermore, the modest increase of these last ten years is mainly due to a positive balance between departures and arrivals and also to the increase of the birth rates (+7.6%). In 2008, it was the first time since 1975 that the balance between mortality and birth was positive! Positive balances would not have been reached without the foreign population, who has more children than the national one.

In the City, 23.2% of the population are not Swiss citizens (22.4% on a national level). Dynamics of population in the City of Bern show that the proportion of children and young people up to 19 has slightly increased over the last decade (+24%), whereas this category has declined in the Canton and in the Country. The tendency, since 1990, is the rejuvenation of the City population. In 1990, a Swiss resident in Bern was 44.6 years old on average. In 2010, the average was 43.1 years old. For the non-nationals, it's the opposite: 1990 = 33.4 years old, 2010 = 35.7 years old. The population-type that has risen is the one aged 40 to 64. But 33.1% of the population is aged between 20 and 39. This is the largest group, followed by the 40-64 old ones (32.9%). So, 66% of the population is in the working age.

In the City of Bern, the total dependency rate has therefore tended to decrease these last ten years. It is 51.6 for 2010, whereas it was 53.8 for 2000, meaning that there are around 51.6 inactive and dependent people for 100 active people (aged between 20 to 64). In the Canton and on the national level, there's also a decrease, but the dependency rate is higher (2010: 62.7 in the Canton / 60.6 national level), due to an increase of the dependency rate of elderly people (over 64).

What has been the trend as to marriages/de facto couples, separations and divorces? What has been the trend in fertility and birth rates over the last 10 years? Has the average age at birth and at first birth changed? Has the proportion of births out of wedlock changed?

In the city of Bern, married people have decreased regularly since 1960, year where almost one person of two is married. This is only the case for one out of three in 2010. In the same time, the proportion of divorced people has increased from 2.7% to 8.5%. The last 10 years, this decrease has been confirmed. The trend is the following: Decrease of married people: 13.5%, increase of single people: 12.7%.

From 1990 to 2000, the households of unmarried people have been increasing by 15%. In 2010, 392 divorces have been pronounced in Bern, which means a divorce rate of 46.4%, almost half of the marriages. From 2000 to 2010, the variation of the divorce rate is 140% for the Region Bern-Mittelland, 170% for the Canton, and 110% for Switzerland. This variation can be explained by the introduction of the new law in Switzerland in 2000,

which made it possible to divorce without "proof of the fault" of one or the other partner and which proposed also - if desired - the shared custody for the children. The consequence of this new law has been a temporarily extension of the procedure's length. Also, the couples that wanted to get divorced needed more time to do that through a mutual consent. So, above all, the variation of the divorce rate isn't due to an explosion of divorces. On the contrary, the variation is due to a retreat in year 2000.

In 2013, the shared custody and authority will be the rule, except if it's against the interest of the child. Note that in 2010, 1/3 of the divorces concern couples having children under 18.

The rate of fertility is 1.48 children per woman in the Canton of Bern (2009) against 1.5 at the national level. 2001 it was 1.33 in the Canton and 1.38 in Switzerland. After a breakdown between 2001 and 2003, we can observe a constant increase on both levels.

In 2009, for the first time since 1975, there have been more than 1,400 live births in the City of Bern, and since 2008, the birth balance (live birth - mortality) of the City is positive (last time it was in 1974!). But this positive birth rate is only due to the higher birth rate of foreign women, tending to have more children than Swiss women. The first ones also tend to give birth earlier, also if this difference is getting thinner and thinner. In general, we can observe that the trend is to have children later for both categories (foreigners and Swiss). So, in the City of Bern, Swiss women give birth mostly between 30 and 34 in 2010 (9.2 babies for 100 women). This rate was only 6.7 in 2001. The second category is the one between 35 and 39 (8.9 live births for 100 women, compared to 4.3 in 2001).

The standard is still to be married, when giving birth. In 2010, there were 1,458 live births, of which only 412 (28.3%) had unmarried parents. Unfortunately, no further trends have been found.

What have been the main changes concerning the family structure over the last 10 years? How has the proportion of single person families, lone parents families, couples with children changed? How has the average size of households and the average number of children per household changed? How has the proportion of re-composed families changed?

Unfortunately, no data after 2000 could be found for these types of households. The only trends we sometimes can describe are for the period 1990 - 2000, and the numbers don't always refer exactly to the same definition. So, this part has to be taken with prudence.

In 2000, more than half of the households in the City were single person households (52.1%). This means that 29% of the residents living in private households are concerned. In comparison with the Canton and the national level (both 36%), this is very high, since even Geneva is below this level, with 41%. As we know, the City of Bern includes the "Wochenaufenthalter" who are working in the capital, but who have their main domicile in another location. In fact, as the whole federal administration is in the City, there are a lot of persons who are living in the City just "to work" and who are going "home" every weekend.

In the City, lone parent families represent 4.6 % of all households, whereas they were only 2.41% in 1991. The city and cantonal level are a little bit below the national one (5.2%). But, if we just take a look on the family households with children under seven, there were 16% of them in the City who are single parent households in the year 2000!

Generally speaking, fewer households with children compose the city population than in the canton and the country. This trend hasn't really changed in 10 years. In 1991, there were only 14.86% households with children (0 - 17 y.o.), whereas this proportion was significantly higher in the canton (22.85%) and in the country (26.85%). In 2000, this trend seems to be confirmed (see details in the tables at the end). So, only one household out of five has children in the City. According to these results, there are also smaller families in the City, than in the canton or on the national level. In Bern, only 1.6% of all households have three children, whereas there are 7.3% with only one child. The average family household size is 2.67 in 2000 in the City.

To conclude, we can observe that, generally speaking, from 1991 to 2000, the average of the household size has diminished in the city and on the national level, but not in the canton. In the City, there are 1.78 persons living in a household in 2000, compared to 1.88 in 1991. But, what seems important is not the trend over 10 years, but the huge gap between the city and the other levels. In the country, in 2000, the average household size was 2.24 and in the canton 2.2!

Unfortunately, no data about recomposed families have been found.

What trade-offs have emerged in the area of conciliation between working and caring? What social groups have been mainly affected?

We observe that the more and the younger the children are, the less the mother is active in the labour market. This is true for women with a partner and for lone mothers, but the latter ones reintegrate faster the labour market and have a higher activity rate.

Households with children under 7, Canton of Bern

In households with children under 7 (regardless how many they are), it is interesting to note that equality, which supposes that both partners are working full- or part-time, is very marginalized and that the model is either that men work full-time and women part-time, or even that women give up their gainful activity, once the child is born. But, an important change can be noted since 1990. If in 1990, the predominant model was that men were working full-time, and that women stopped working (61.3% of all households with children under 7), this is the case for only 36% in 2000! So, the family model has clearly changed. It will be interesting to access recent data to confirm this evolution. Please see the following table (Seebeck and Hug 2011).

Table 7: Professional activity couples with children under 7, canton of Bern

	1990	2000	Comments
Men full-time and women without gainful activity	61.3%	36%	"Traditional family"
Men full-time / women part-time	24.4%	38.9%	Participation of the women in the labour market
Men and women full-time	8.1%	10.3%	Equality
Men and women part-time	1.9%	5.2%	Equality
Other	4.3%	9.6%	

The remaining inequalities on the labour market have many reasons: difficulties for women to conciliate work and family, predominance of the role of men as the main provider, and

inequalities of salaries make it more profitable that the man keeps his work. Nevertheless, the trend that women contribute more and more, also if in a modest way, to the financial resources of the family is there. But women still figure as the main responsible person for the domestic work and the care of the family.

Table 8: Domestic and family work / Gainful work - In hours per week, 2007, national level (no local data available)

	<i>Men family/domestic work h/week</i>	<i>Women/Family/domestic work h/week</i>
Couples with one or more children / youngest < 6	31.5 / 41.2	59.1 / 11.7
Couple with one or more children / youngest 7 - 14	24.1 / 40.6	47 / 16.3
Couple with elder child(ren) / other person needing care	16.8 / 39.3	34.8 / 18.6
Lone mother or father with one or more children / youngest < 6	34.5 / 37.1	54.2 / 18.8
Lone mother or father with one or more children / youngest 7 - 14	28 / 41.1	40.9 / 25.4
Couple without child	15.5 / 34.8	24.4 / 22.4
Single person	14.8 / 35.5	18.9 / 28.2

It's interesting to see that even a childless couple reproduces this unequal repartition. A lone mother works more than a woman without children! Does this mean that being in a stable relationship, even without children, induce a reduction of the professional activity?

What is the approximate amount of population who is part of POPULATION TARGET TWO? What is approximately its share over the total population and /or number of families? What has been the trend in the target group over the last 10 years (increase/decrease)?

In the City, single-parent families represent 4.6% of the total number of households (with and without children) and 16% of households with children in the year 2000. The single-parent families have almost doubled since 1990.

85.7% of single parent families are comprised of mothers with children, which means that for one lone father there are six lone mothers. Until 2000, in the Canton of Bern, 85% of the mothers became the lone custody in case of divorce, for 11% of men (4% had other arrangements). Since 2000, it's possible to ask for the shared custody. In 2009, 33% of divorced parents chose the shared custody, whereas in 62% the custody has been attributed to the mother and in 5% to the father. On the national level, 40% have chosen the shared custody. Remember that the shared custody and authority will be the rule from 2013 onward.

The number of single-parent families has regularly increased since the 1970's, especially since the 1990's.

What are the most relevant occupational status and professional activities of POPULATION TARGET TWO? What are their main problems in the area of work family reconciliation/housing/employment? To what extent have the previous structural changes affected the specific living conditions of the target group?

For this section, no local data has been found.

As already mentioned, lone mothers have a higher activity rate than the mothers who live

with their partner. On a national level, in 2008, 26.5% are working full-time (14% for non-single mothers) and 59.9% part time (57% for non-single mothers = nsm). Furthermore, the ones working part-time have a higher participation rate. They are only 13.5% to work less than 50% (31.1% nsm) and are 46.4% (25.9% nsm) to work 50 to 89%. Only 4.7% of the lone mothers (22.5% in 2007) don't work. But, the mechanism to conciliate family and work are the same for both categories, except that the lone mothers with more than one child can't afford to stay at home. However, the professional activity is also strongly correlated to the age of the child.

The challenge to conciliate work and family for a lone mother will be - among others - to have working hours that are compatible with the opening hours of the care services, and, of course, to get a care place in a nursery. More than the non-single mothers, they need to have a strong network to help them with the organization to cover moments when they can't look after their children. Therefore, it's not a surprise that these last years, the offer for child care has risen in Switzerland, even though the coverage rate is still very low as we shall see further on. But, we don't have to forget that a lot of mothers who are with the father of the child (married or not) have the same conciliation problems as the lone mothers, if the father, for any reason, can't adjust his working hours to the needs of the family.

Another challenge for the lone mothers is the financial situation, which often is very rude. According to the statistics of the Federal Office for Statistics, lone parents have the highest risk to depend on the Social Aid. In Switzerland, every 6th lone parent household is receiving social assistance (16.6%). So, for the Social assistance, it's the second group with 20.9% of all social assistance recipients.

What is the division of responsibilities among national, regional and municipal level in the provision of family welfare benefits and services (including income support, paid leaves, child care services)? What is the role played by third sector and private organizations in this respect? Please, specify the proportion of welfare provision carried out by public/private/third sector actors. Please, make reference to your country's WP2 when relevant.

Due to federalism, cantons (regions) and cities are greatly in charge of family welfare benefits and services in strong cooperation with non-profit organizations. The Federal Office for Social Insurance has an area "Families, generations and societies" which is in charge of supervising the implementation of family benefits at the cantonal level. The 2009 Federal law on family benefits has tended to make more homogenous cantonal allowances implementing basic compulsory family allowances. One of the features of family benefits in Switzerland is that they depend on parents' job activity. For instance, self-employed people cannot receive family benefits in many cantons. But this will change 1st January 2013 with a new federal law! Self-employed people will be included in the family benefits' recipients. Since 2011, this is already the case in the Canton of Bern.

Family benefits are paid and managed at the cantonal level. In the Canton of Bern there are three basic family benefits:

- Maternity allowance for 98 days following childbirth (80 % of the salary, max. 196 CHF / 163€ per day)
- A monthly family allowance for each child until 16 (since 2009: 230 CHF / 191 €)
- A monthly allowance for school and professional training (290 CHF / 241 €) from 16 to 25 years old.

Nine cantons have a birth allowance, a unique amount given by birth, if the mother is a Swiss resident since nine months at least. Twelve cantons (often the same), have other

complementary allowances for parents with financial difficulties, or give a higher family allowance for the third child. This is not the case for the Canton of Bern.

The Cantonal Compensation Fund manages these three basic family benefits.

What is really complicated is that there are different levels of regulation. The federal one is always mandatory and represents the minimum requirements. But then, every canton has the possibility to introduce better protections and measures. The Cantonal level is mandatory for the City level, but also the cities can introduce additional measures and a better social protection.

Note that there are big differences between the public and the private working sector. The last one often guarantees only the minimum requirement, whereas the public sector is often more generous (with the maternity allowance, for example).

Childcare structures

At the city level, the municipal government is in charge of childcare structures and works in close cooperation with non-profit organizations. Cities have a key role in financing childcare services. They offer the most significant support concerning the management/running of such structures. Most of the time, costs are shared between parents and cities. In certain cities, like Bern, prices depend on the parental income. Therefore, cities pay the difference between the costs of running and the money brought by parents. Other cities are less generous, and consequently parents have to pay more.

Like the City of Luzern, Bern will introduce a new system with "care vouchers" in 2013. This new principle will be explained in section 8.

Offer in the City of Bern for children from 0 - 6 y.o

In the City of Bern, 2010, the city had 456 full-time places in twelve municipal nurseries. Meanwhile, the city also subsidized 522 full-time places in thirteen private nurseries. That means that it had 978 full-time places with "city prices" and that these ones shared 1'620 children. In addition, 800 other children were cared for in 480 private, non-subsidized childcare nurseries. With "nurseries" (*Kitas*), we mean childcare centres for children from three months to six years old (before mandatory school).

So, we see that most of the places are provided by private non-profit organizations, whether subsidized or not.

There is also a network of "day mothers" that can care for the children. They have to fulfil certain requirements and education to be part of the official city network.

Prices of the subsidized nurseries: From 12 to 107 CHF / day (10 to 89 €) depending on the financial situation of the parents.

Prices of the private, non-subsidized nurseries: generally, more than 100 CHF / day (83 €)
38% of all children in preschool age living in Bern are in day care nurseries.

Have there been changes in the distribution of responsibilities between levels of government (e.g. national/regional/local) and/or social actors (e.g. public/private/third sector) over the last 10 years? Do you observe significant changes in the welfare mix and governance patterns in these policy areas?

Federalism and principles of subsidiarity are relevant in the area of family allowances. Cantons and cities are in charge of shaping and implementing policies; the Confederation only encourages and support measures decided at a subsidiary level. A recent change will take place in 2013, about the access of independent workers to family benefits in every canton, whereas the access was previously diverse according to cantons: this measure for a greater homogeneity of family benefits has been implemented by the *Confederation* via a revision of the federal law. Moreover, it seems that the relative low rate of fertility in Switzerland has encouraged diverse measures aiming to support conciliation of working and family lives.

What are the main welfare programs addressing the needs of the POPULATION TARGET TWO? Please separate income support measures from in-kind services (including child care services) and for each relevant measure shortly describe the amount and kinds of benefits and the related eligibility criteria; please specify if these measures are provided by local /regional/national agencies or institutions, by public/third sector/ private organizations

The needs of the population target two are summarized in the following table.

Table 9 - Needs

<i>Income support measures</i>	<i>Description</i>	<i>Levels: Government / financing / application</i>	<i>Type and amount / eligibility</i>
<i>Canton of BERN / City</i>			
Advance on maintenance payment	Following a divorce, certain parents do not /cannot pay financial support for education of children. The Municipality may pay in advance maintenance payments.	Canton / applied by the Municipality	Means-tested measures.
Social assistance		Canton / financed fifty fifty by Canton and Municipalities / applied by Municipalities	Means-tested measures Single parent families represent 20.9% of people asking the Social assistance, financial social assistance.
Special training programme for lone and young mother	Programme in the "Kompetenzzentrum" of Bern that helps young mothers either to find a job or an apprenticeship.	Canton	For young mothers until 25 without qualification.
Maternity allowances	For 98 days following childbirth (80 % of the salary, max. 196 CHF / 163 € per day)	Federal Law since 2005 (minimal requirement). Cantonal laws in addition that can go beyond the minimum requirements + City level and finally enterprise level. / Managed by the Cantonal compensation fund / financed by contributions on the salaries (employee and employer)	For all women who have previously worked or contributed to the social security for a minimum of 9 month. Also for women registered as unemployed. Women that are not working are excluded!
Family allowances	A monthly family allowance for each child until 16 (since 2009: 230 CHF / 191 €)	Federal minimum since 2009: CHF 200 / 166 € Only financed by employees contribution.	For one of the working parent.
Allowance for school and prof. training	A monthly allowance for school and professional training (290 CHF / 241 €) from 16 to 25 years old	Idem	Idem

Specific services	Description	Level	Access basis
Childcare services: Public nurseries	Nurseries for children from 3 months to 6 years	Municipality	Depends on the salary of the parents. Access is very much easier for lone parents with a job and for families who already have a child in one of the childcare structures. / Long waiting lists. / From 12 to 107 CHF / 10 to 89 € per day.
Private nurseries (subsidized)	For children until 6 Non profit subsidized organizations	Municipality	Idem as for public structures
Private nurseries (non subsidized)	For children until 6 / Usually non profit organizations or foundations /	Municipality / region	Often more than 100 CHF / 83 € per day. Access is easy if you have the money.
Day mothers	For children until 6 / often subsidized by the City too	Municipality	Depends on the income of the parents.
Advice office City of Bern	For parents and their children. Advice for divorce, crises, custodies....	Municipality / public	Free of charge
Mother and father advice offices (Vater-und Mütterberatung)	All kind of services and advices: Search for social assistance: Administrative support; Advice in law; Activities for families	Non-profit organization. Subsidized by the Canton. Regional offices	Free of charge

Have there been changes in the public expenditure levels or eligibility criteria of these programs over the last 10 years? Have there been changes in the level of supply/ in the coverage level/in the amount of benefits? Have specific mismatches between supply and demand emerged?

Coverage level and public expenditure

Everywhere in Switzerland, certainly because the covering level was so low, the amounts of family benefits and places in day care centres have increased these last years. Such is the case in Bern. According to an article in "*Der Bund*", one of the daily newspapers of the City, in 2008, 28% of the children had to wait more than six months to get a place in a day care centre. 2009, it was only 9%, and 4 of 5 children got their place at least 3 months after the desired date. One year before, this was the case for only 57% of the children.

But end of September, there were still 900 children on the waiting list for a subsidized day care place! This number also includes children who already have a place in a private nursery, but who are waiting to move to a subsidized one.

The coverage level is very different from an area to another and the age of the children is also very relevant. More than 70% of all children on the waiting list are babies until 2 years old that are requiring more care. Of course, it's very much easier to have a place in a private structure. No exact covering rate has been found. All we know is that in the City, (only) 38% of the children are recipients of a day care centre and, according to the waiting list, there's still an important lack of places. In some areas, it's not rare to wait 18 months for admittance.

In the Canton of Bern, some Municipalities will have the possibility to extend their childcare offer for the coming years. The Canton has approved an extension of 160 new care places. Thus, in the Canton, there will be a total of 3,170 subsidized places. But the extension doesn't respond to the demand of the Municipalities. They asked for an extension of 9.4 M CHF / 7.8 M € and only got 3 M CHF / 2.5 M €. Actually the amount for day care centres of the Canton is about 68 M CHF / 56.6 M € / year.

Concerning the family allowances, we were very astonished to note that the Canton of Bern has - in comparison to other Cantons like Geneva, low family allowances and no birth allowance at all. Even though the allowances increased in 2009, they remain comparatively low. We didn't find any additional city allowances for families.

From 2013 on: new system with "care vouchers"

In May 2011, with 51.54% of favourable votes, the population of the City has amended a new financing and attribution system, proposed by the City Council and supported by the Centre and right wing political parties, as well as by the private nurseries. This counter-proposal was the answer to the left wing initiative to ask for a subsidized day care place for ALL children (legal right), at least after 6 months of waiting list, and this in the chosen area and for the chosen days and coverage rate, independently of the working and financial situation (*Arbeitssituation*) of the parents.

What's new?

From now on, the subsidies won't go to the centres any more, but will be attributed as "care vouchers" to the parents. According to their income and to their professional situation (working hours), they will receive a voucher to be exchanged at the day structure

of their choice, private or public ones. The private nurseries will have to follow the rules of the city, to be included in the offer.

The amount of the voucher depends on the salaries of the parents: the smaller, the bigger the subsidy. But it depends also on the workload of the parents. You can't get vouchers for a full time place if you only work half-time! No choice if one of the parents doesn't work! The definitive project has to be formulated by 2013. It is possible that it has to be voted again, because the rules of the day care centres have to be changed and this is subject to a facultative referendum. The law of the Canton has also to be adapted.

The changes are very important. Now, parents that couldn't get any place in a subsidized structure, because of the lack of place, can get directly the subsidies and exchange it in a previously private structure. And, of course, the private structure will have to follow the official city guidelines to get included in this offer. The effect of this new system will also strengthen the concurrence between the day care structures that will be "chosen" by the parents. The city, that copies a pilot project of the City of Lucerne, hopes that there will be more childcare places due to this new principle. In fact, if the parents are finding a day care structure that is complies with the guidelines of the City, the place will be (partly) subsidized by the city. Of course, the public expenditure for the City will rise. But the committee of the counter-proposal was unable to articulate an amount.

However, the eligibility criteria aren't that clear anymore. And the authors of the project will have to think about the priorities that should be given, if the offer still won't meet the high demand. It seems obvious that lone mothers with personal and financial difficulties will still be preferred to intact families. But all these details have to be elaborated now.

Table 10 - Demographic change and family (Main source: www.atlas.bfs.admin.ch)

<i>Indicators</i>	<i>City(or Bern-Mittelland, if indicated)</i>	<i>Canton</i>	<i>National</i>	<i>Trend time series</i>
Population growth or decline	2000: 122,484 (126,467) 2010: 124,381(131,702)sl + 1.55%	2000: 943,696 2010: 979,802 + 3.83%	2000: 7,204,055 2010: 7,870,134 +9.25%	Very low increase in the City
Proportion of non nationals	2000: 22% 2010: 23.2%	2000: 11.9% 2010: 13.4%	2000: 19.8% 2010: 22.4%	
TRENDS in the proportion of children <19	2000: 15.1% 2010: 18.8%	2000: 22% 2010: 19.8%	2000: 22.9% 2010: 20.9%	Increase in the City, cantonal and national decrease
TRENDS in the proportion of the 20 - 39 years old	2000: 34.4% 2010: 33.1%	2000: 28.1% 2010: 25.3%	2000: 29.4% 2010: 26.7%	Decrease lower in the City than cantonal and national
TRENDS in the proportion of the 40 - 64 years old	2000: 30.6% 2010: 32.9%	2000: 32.8% 2010: 36.2%	2000: 32.4% 2010: 35.6%	Increase, but less in the City than for the other levels
TRENDS in the proportion of the elderly > 64	2000: 19.9% 2010: 18.6%	2000: 17.1% 2010: 18.8%	2000: 15.4% 2010: 16.9%	Decrease in the City, increase in the Canton and national
Dependency rate young people <19for 100 people between 20 and 64	2000: 23.2 2010: 23.4	2000: 36.1 2010: 32.2	2000: 37 2010: 33.5	Stable in the City, national and cantonal decrease
Dependency rate elderly > 64for 100 people between 20 and 64	2000: 30.6 2010: 28.2	2000: 28.1 2010: 30.5	2000: 24.8 2010: 27.1	Decrease in the City, cantonal and national increase
Total dependency rate	2000: 53.8 2010: 51.6	2000: 64.2 2010: 62.7	2000: 61.8 2010: 60.6	Decrease
Greying index (number of people > 79 for 100 people between 65 and 79)	2000: 39.9 2010: 42.3	2000: 51.6 2010: 58.4	2000: 36.4 2010: 39	Increase, mainly in the Canton

TRENDS in Birth rates	Bern-Mittelland:2000 - 2010:+7.6% 2010: for 1,000 residents: 11.8 live birth = 1,456	2000 - 2010: +0.2% 2010: for 1,000 residents: 9.6 live birth = 9,381	2000 - 2010: + 2.3% 2010: for 1,000 residents: 10.2 live birth = 80,290	Clear increase of birth in the City.
TRENDS in fertility rates	No indication for local data	2001: 1.33 2009: 1.48	2001: 1.38 2009: 1.5	Fertility rate in the Canton of Bern has always been beyond national level. It was the lowest between 2001 and 2003. Since 2003, we can observe a constant increase.
Female activity rate (= labour force/population of working age 15-64)	1991: 70.05% 2001: 78.9% Bern-Mittelland:2009: 78.2%		1991: 61.98% 2001:71.18% 2011: 76.7%	Constant increase of the participation of women in the labour market. City has always been over the national average.
Female employment rate (= labour force in work / population of working age 15-64)by nationality, age, educational level	1991: 68.26% 2001: 74.83% These details have not been found		1991: 60.36% 2001: 67.6% 2010: 72.3%	

For the following data, 100% = total of the private households. Data stopped in year 2000. Rates for 1991 are from Urban audit.

TRENDS in the proportion of single households	1991: 47.03% 2000: 52.1%	1991: 36.21% (LUZ) 2000: 36.1%	1991: 32.38% 2000: 36%
Proportion of couples without children	2000: 23.9	2000: 29.7%	2000: 27.3%
Lone parent families	1991: 2.41% 2000: 4.6%	1991: 2.41% (LUZ) 2000 4.6%	1991: 2.46% 2000: 5.2%
Proportion of households with children (0-17)	1991: 14.86%	1991: 22.85	1991: 26.85%
Couples with children (0-17)	2000: 14.7%	2000: 26.9%	2000: 28.8%
Couples with children in pre-school age <7	2000: 8.6%	2000: 11%	2000: 12.3%
Proportion of lone parents with children in pre-school age <7	2000: 16%		
TRENDS in household size	Average household size 1991: 1.88 2000: 1.78	Average household size 1991: 2.18 (LUZ) 2000: 2.2	Average household size 1991: 2.34 2000: 2.24
TRENDS in family size: all households with more than 1 person of the same family or couples without children = family household	Average "family household" size 2000: 2.67%		
TRENDS in number of children per family (0-17) when the total = all private households			
1 children	2000: 7.3%	2000: 9.3%	2000: 10.8%
2 children	2000: 5.7%	2000: 10.4%	2000: 11.5%
3 or more	2000: 1.6%	2000: 4.1%	2000: 5.2%

Married people:	2000: 48,830 (38.5%) 2010: 43,882 (33.3%) - 13.5%			
TRENDS in the marriage rates: number of marriages for 1,000 residents:	2000: 2010: 6.8= 845 marriages	2000: 2010: 5.2= 5,049 marriages	2000:= 79,516 2010: 5.5= 86,172 marriages	
Single people (unmarried)	2000: 59'119 (46.6%) 2010: 69'4157 (52.5%) + 12.7%			
TRENDS in the divorce rates: Number of divorces for 1,000 residents	2010: 3.2= 392 divorces 46.4% of the marriages 2000-2010 Bern Mittelland, variation of divorce rate: 140%	2010: 2.8= 2,713 divorces 2000-2010: variation of divorce rate = 170%	2010: 2.8 22,081 divorces 2000-2010: variation of divorce rate = 110 %	2000 - 2010 Very high evolution of divorce rate for the Canton of Bern, also for Bern-Mittelland, in comparison with Switzerland and Geneva (variation 44%)
Divorced people(proportion over the whole population)	2000: 9,489 / 7.5% 2010: 11,157 / 8.5% +13.3%			
TRENDS in childcare services, <3 and 3-6		Amounts of family benefits tend to increase, also the coverage rate for the childcare services.	A relatively low coverage at the national level but a progressive increase of coverage in the last decade.	From 2013 on: new system with "care vouchers" on the city level!

3. IMMIGRATION

3.1. Socio-economic trends

What is the proportion of migrants and /or ethnic minority groups over the whole population of the city? What are the most numerous ethnic minority groups in the city (consider the first 5 groups)? What is their composition (ethnicity and nationality/age/gender/level of education/time of immigration/religion)? What is their level of inclusion in the labour market (employed with permanent/temporary jobs; unemployed; in the black economy; etc.) and in the housing market (owners/renters/in shelters/with no legal contracts, etc.)?

Berne is a cosmopolitan city with more than 160 different nationalities and a 30% of the population hold non-Swiss passports. The most important groups of foreign nationality are Germans, Italians, Spanish, Portuguese, Turkish and people from former Yugoslavia (Kosovo, Macedonia - see table 11).

Table 11 - Berne population with a foreign passport, 2010

<i>Nationality</i>	<i>Exact numbers</i>	<i>Percentage</i>
Switzerland	95,308	76.63%
Foreign passport	29,074	23.37%
Germany	6,342	5.10%
France	620	0.50%
Italy	4,126	3.32%
Kosovo	1,049	0.84%
Macedonia	1,102	0.89%
Austria	590	0.47%
Portugal	1,371	1.10%
Spain	1,836	1.48%
Sri Lanka	981	0.79%
Turkey	1,123	0.90%
Other nationalities	9,934	7.99%
Totally	124,382	100.00%

Source: Statistikdienste der Stadt Bern 2011b.

The age structure of the Swiss population compared to the people with non- Swiss passports indicates higher percentages of the presence of foreigners in the age group of working age (20-64; 34%), followed by the youngsters (0-19; 32%). Among the retired, people with foreign passport are a small minority (66 and more; 1%). There are no relevant differences in terms of gender within the group of foreigners and there is a regular distribution in the young (no relevant differences) and in the old age (more women than men). Among foreigners in the working age, there are more women than men in the younger ages (20-29) and more men in the older ages (30-64); this is a coherent trend in favour of feminisation of migration (Castles and Miller 2003: 67; see table 12).

Table 12 - Age structure and sex of the Berne population
with and without a Swiss passport, 2011

Age group	Total population			Total	Swiss		Total	Foreign		% of female
	Total	Male	Female		Male	Female		Male	Female	
0-4	5,846	2,986	2,860	4,431	2,271	2,160	1,415	715	700	49%
5-9	4,386	2,219	2,167	3,266	1,643	1,623	1,120	576	544	49%
10-14	4,196	2,152	2,044	3,138	1,593	1,545	1,058	559	499	47%
15-19	4,860	2,407	2,453	3,770	1,851	1,919	1,090	556	534	49%
20-24	10,184	4,509	5,675	8,214	3,588	4,626	1,970	921	1,049	53%
25-29	14,361	6,775	7,586	10,682	5,047	5,635	3,679	1,728	1,951	53%
30-34	13,201	6,740	6,461	8,872	4,484	4,388	4,329	2,256	2,073	48%
35-39	10,376	5,487	4,889	7,045	3,643	3,402	3,331	1,844	1,487	45%
40-44	9,710	5,040	4,670	6,912	3,473	3,439	2,798	1,567	1,231	44%
45-49	9,608	4,910	4,698	7,238	3,552	3,686	2,370	1,358	1,012	43%
50-54	8,182	4,080	4,102	6,379	3,033	3,346	1,803	1,047	756	42%
55-59	7,205	3,446	3,759	5,956	2,720	3,236	1,249	726	523	42%
60-64	6,569	3,139	3,430	5,658	2,604	3,054	911	535	376	41%
65-69	5,842	2,591	3,251	5,166	2,221	2,945	676	370	306	45%
70-74	4,502	1,880	2,622	3,948	1,590	2,358	554	290	264	48%
75-79	4,290	1,585	2,705	3,928	1,413	2,515	362	172	190	52%
80-84	3,894	1,254	2,640	3,660	1,155	2,505	234	99	135	58%
85-89	2,888	,855	2,033	2,786	811	1,975	102	44	58	57%
> 90	1,602	,423	1,179	1,579	413	1,166	23	10	13	57%
Total	131,702	62,478	69,224	102,628	47,105	55,523	29,074	15,373	13,701	47%

Source: Statistikdienste der Stadt Bern 2011f

The composition of the population indicates a general stability in the last years, but also a shrinking of the old fordist migrations from Italy, Spain and Turkey; meanwhile the newer migration of the seventies from Portugal is more or less stable. Recent migration is in accordance with the two general trends in Switzerland (xx). The increase of

- the high skilled migration from many countries in and outside the European Union,
- the migration from Germany (in particular in the German speaking part of Switzerland) and
- the migration in the context of asylum seeking (from the ancient Yugoslavia and Sri Lanka in particular in Berne; Statistikdienste der Stadt Bern 2011d).

In terms of religion, migrant population is differentiated according to the major countries of origin. The general trend indicates an increase in people defining themselves as Muslims or orthodox and a decrease in protestant and catholic faith. The last figures are from the Swiss federal census of the year 2000 (see table 13).

Table 13 - Religions in Berne, 2000

<i>Religion</i>	<i>Total</i>	<i>Percentage of the whole population</i>	<i>People with foreign passport</i>	<i>Percentage of this religion of people with foreign passport</i>
Evangelic; Protestant	63,105	47.0%	1,915	2.6%
Catholic	31,510	2.1%	12,081	12.6%
Christ-Catholic	229	24.5%	4	38.3%
Orthodox	1,874	0.2%	1,385	1.7%
Other Christian communities	231	1.5%	72	73.9%
Jewish	324	0.2%	52	31.2%
Islamic	4,907	0.3%	4,135	16.0%
Other religious communities	2,236	3.8%	1,714	84.3%
Without religion	16,363	1.7%	3,025	76.7%
Without information	7,855	12.7%	3,687	18.5%
Total	128,634	6.1%	28,070	46.9%

Source: BFS 2009.

In terms of education, the population with a foreign passport in Switzerland is either over or under-educated. They are well represented

- in better jobs and have a high education and
- and overrepresented in lower level jobs with a lower education.

That indicates the two origins of migration. The old fordist one arrived in Switzerland with a bad education and their children had an upwards mobility compared to their parents. There is no more any gap between this second generation and the Swiss nationals with the same socio-economic status (Bolzman et al. 2003). In contrast, the new migration, which is a selected one, arrives with a good or excellent education (Haug and Wanner 2005). The data for Berne confirm these findings.

Table 14 - Education of the adult population with foreign passport compared to the general population in Berne, 2000

<i>Education</i>	<i>General Population</i>	<i>2.8%</i>	<i>Foreign Population</i>	<i>8.5%</i>
No education	2,779	2.8%	1,970	8.5%
Obligatory school	18,284	18.3%	6,604	28.6%
Professional education	34,390	34.4%	4,137	17.9%
Maturity or teachers seminar	9,470	9.5%	1,604	6.9%
Specialised professional education	9,428	9.4%	935	4.0%
Higher Education	14,613	14.6%	2,811	12.2%
No information	11,035	11.0%	5,064	21.9%
Total	99,999	100.0%	23,125	100.0%

Source: Gächter 2004.

The inclusion in the labour market in Switzerland is (generally) higher in the population with a foreign passport, due to their overrepresentation in the age of work and to their history of mobility, meaning thereby that getting a job is their main motivation (Spycher *et al.* 2006: 11). They are present in all sectors of activity, with a higher presence in the industrial and construction sector as well as in the Catering and hotel industry (SAKE 2008). Figures for the city of Berne are not available concerning the economic sectors of activity for non-Swiss passports holders.

In terms of unemployment, in the whole country, there is an overrepresentation of people with foreign passport: 7.1% of non-Swiss passport holders are unemployed, while only 2.3% among the Swiss nationals (SECO 2012: 7). The risks of unemployment are in general higher for foreigners due to educational level and discrimination ((Spycher *et al.* 2006; Fibbi *et al.* 2003).

We find the same figures in Berne. The low unemployment rate of the whole population in Switzerland (3.4% for the whole country) is even lower in the City of Berne (2.9% in December 2011) (Statistikdienste der Stadt Bern 2011e). This rate is close to the medium rate of the Swiss German part of the country, which is 2.8% (SECO 2012: 7). As in all cities in Switzerland, percentages of unemployment of migrant populations are lower compared to the national figures. In Berne, foreign people are always overrepresented with 40.5% of the whole number of unemployed people, but the percentage is 6.4% lower than the national figure (46.9%; SECO 2012: 7; Statistikdienste der Stadt Bern 2011a). No data are available for Berne concerning the employment status of people with foreign passport (temporary or not, black market employment). The regional figures (the category of the federal statistical office for the Berne region is "EspaceMitteland") indicate a large majority of people with foreign passport working full time. End of 2011, 77% of the people with a foreign passport worked in full time jobs, which is the same rate of the overall country for foreigners and higher than the percentages of Swiss passport holders (end of 2011: 64%; see BFS 2011a; BFS 2011b).

Finally, concerning the housing conditions, Switzerland is characterised by a relatively low level of owners. On 2007, 53% of Swiss citizens lived in owned spaces, while only 19% of people with foreign passport were home-owners. These differences are easily explained because the foreign population is concentrated in cities where owning a flat is very expensive and by the higher mobility of foreigners. There are no data available concerning Berne (BFS 2008).

What is the territorial distribution of these ethnic minority groups? Are there areas with high levels of segregation? Are immigrants concentrated in deteriorated neighbourhoods?

In Berne, there is neither remarkable segregation nor problematic neighbourhoods. The study about segregation in Berne provided by Gächter (2004) on the basis of the census data from 1990 and 2000 indicates a) that segregation tendencies observed in the 1970ies and 1980ies disappeared in the 1990ies (Gächter 2004: 15). Since then, two major changes occurred in the city: there has been a strong gentrification of the inner city and the university neighbourhood (Länggasse) and there is development of residential high standing living spaces near to the agglomerations long time seen as problematic like Bümpliz, Gäbelbach and Bethlehem (with in particular the opening of a commercial centre based on plans of the architect Liebeskind). In this sense, these neighbourhoods started becoming attractive, despite the fact that their reputation is still low.

In Gächter's analysis (2004: 31) the figures concerning people with foreign passport are ambivalent. In the observed period (1990-2000), the segregation index allows to identify an increasing segregation of people originating from former Yugoslavia, a decrease of segregation from Sri Lanka and stability for the others. Newer data indicate a relative stability of these figures (Weber *et al.* 2009: 8). The highest concentration of people with foreign passport is in the neighbourhood of Bümpliz-Oberbottingen in the western part of the city (30.2% of the population are non-Swiss passport holders). Italians are the most represented group in this part of the city (40% of all foreigners), followed from people from Macedonia. Following Stienen (Stienen 2007) quality of life is still good in these parts of the city, and inhabitants are certainly partially obliged to be there due to the low costs of the flats; but Stienen underlines also that there is a conscious choice to live in this neighbourhoods in which networks of sociability have been constructed over the time (Stienen 2007: 46f).

What have been the main immigration/emigration trends over the last 10 years? What are the most numerous migrant groups that have arrived in the city over the last 10 years?

In the last ten years, Germans are the most important increasing group of people with a foreign passport (from 8.8% to 21.8% of all foreigners), while numbers of Italians and Spanish are decreasing. The whole figure is relatively stable with a slight increase of the foreign population in Berne (from 28070 people to 29074; Gächter 2004 and Statistikdienste der Stadt Bern 2011f).

Has the proportion of migrants changed over the last 10 years? Has their composition as to areas of origin/age/gender/educational level changed? Has their distribution on the territory significantly changed? What have been the trends about family re- unification?

There are no important changes in the composition and the places of living for the foreign population in Berne, with the exception of the German migration, that has a higher educational level than the general population. Most foreigners are living in the western part of Berne. Germans settle in the whole city with preferences for downtown neighbourhoods (Stienen 2007). There are no changes concerning family reunifications trends since 1998 (BFS 2008)

Has concentration/segregation increased or decreased in the last 10 years? Has degradation of concentrated/segregated neighbourhoods worsened/improved in the last 10 years? What have been the main problems arising from such changes (e.g. tensions between natives and immigrants, interethnic conflicts, the raise of anti-immigrant parties or anti-racist movements, etc)?

No relevant changes.

What is the approximate amount of population who is part of POPULATION TARGET THREE? What is approximately its share over the over the total immigrant population? What has been the trend in the target group over the last 10 years (increase/decrease)?

It is relatively difficult to estimate the amount of people in the target group 3. We have figures of the year 2000 census indicating that around 20% of the resident population with a foreign passport has not at all or just obligatory school background. But these numbers are probably too high concerning the age group in which we are interested. In addition, it is highly possible that the number of people in our target group is decreasing due to the selective immigration policy of Switzerland.

What are the most relevant occupational status and professional activities of POPULATION TARGET THREE. What are their main problems in the area of housing/employment/childcare? To what extent have the previous structural changes affected the specific living conditions of the target group?

Structural changes in the Swiss economy have been very fast and comparatively early done at the end of the 1970ies. The whole economy was deindustrialized and transformed in a highly competitive service society with a relatively small high tech industry. Foreigners with a low education returned to their home country already during the 1970ies, due to the lack of unemployment insurance in Switzerland (Schmidt 1984; Schmidt 1985). The whole group of foreigners estimated as vulnerable is around 5% of the foreign population (Cattacin and Chimienti 2008).

Since years Switzerland is ranged as a leader in innovation (Global innovation scoreboard). The city of Berne is a particular : as capital of the Swiss Confederation, Berne has a high level of employment in the service sector (nearly 90%; Statistikdienste der Stadt Bern 2010). That explains the decrease in the numbers of people with low education and makes the target group relatively small.

3.2. Public regulation

What is the division of responsibilities among national, regional and municipal level in the provision of services and benefits to migrants who are in a vulnerable position? What is the role played by third sector and for profit organizations in this policy field?

Migration policies are regulated on the national level with the Law on migration (AuG 2005). The so called "Integration policies" were developed on the cantonal and the communal level (Cattacin and Chimienti 2009). Cities have a large autonomy in this field and they played an important role in the field of social and systemic inclusion and in the development of specific projects for vulnerable people (Cattacin and Kaya 2001). Following the logic of subsidiarity, non-profit and for-profit organizations are included in the development of concrete answers, but have no primordial role to play.

Have there been changes in the distribution of responsibilities between levels of government (e.g. national/regional/local) and/or social actors (e.g. public/private/third sector) over the last 10 years? Do you observe changes in the welfare mix and governance patterns in these policy areas? Please, specify the proportion of provision carried out by public/private/third sector actors, and of mixed situations.

No changes have taken place in the distribution of responsibilities in the last 10 years. In fact, the new constellation with an active but always subsidiary role of the Confederation

in the field of inclusion policies was implemented at the beginning of this century. Cities and cantons have learned to use these subsidies of the Confederation in this field, even if the larger cities are not privileged by the Confederation who wants to invest in the peripheries (Cattacin and Chimienti 2009).

Concerning the level of provision, it is clear that migrant associations are the main actors in the field of inclusion, that are excluded from the policies. They receive hardly any subsidies even if they play an important role in helping people with foreign passport to survive in Switzerland (particularly in helping to find a job, an apartment, adequate health services). The public policies in this field are oriented on concrete personal services on the one side (with specific projects for people in difficulties) and on strategies to open the public institutions to the migrant population.

What are the main welfare programs addressing the needs of the POPULATION TARGET THREE? Please separate income support measures from in-kind services (including policies aimed at supporting the access to housing and to employment) and shortly describe the amount and kinds of benefits and the related eligibility criteria; please specify if these measures are provided by local /regional/national agencies or institutions, by public/third sector/private/self-help organizations.

Inclusion policies regarding people with foreign passport have been developed on the logic of personal assistance in concrete situation of need. There is no program referring to groups of migrants (like ethnic or national groups). With the residence permit, there is no exclusion from services for vulnerable situations and foreigners have the same rights like nationals.

Have there been changes in the public expenditure levels or eligibility criteria of these programs over the last 10 years? Have there been changes in the level of supply/ in the coverage level/in the amount of benefits? Have specific mismatches between supply and demand emerged?

No specific problems have been addressed in the last ten years in Berne concerning people with foreign passport. Nevertheless, Berne is a very active city in addressing inclusion policies in the public administration and has developed, in the last year, a large project to open the whole administration to the needs of the foreign population. In their "Leitbild" (D'Amato and Gerber 2005) - something like an orientation document, which was politically approved by the local parliament -, the city government has decided to act in order to improve access on all services for the population with a migrant background and to work against discrimination in public administration.

Table 15 - Indicators

<i>Indicators</i>	<i>Measures</i>	<i>Territorial level</i>	<i>Time Series</i>
Immigration rates	No major changes (increasing number of Germans, decreasing numbers of Italians and Spanish)	City of Berne	2000-2010
Occupational position	No major changes (increasing number of high skilled migrants)	City of Berne	2000-2010
Housing tenure	No changes	City of Berne	2000-2010
Welfare provision	No changes	City of Berne	2000-2010

4. HOUSING

4.1. Socio-economic trends

What have been the main changes in the local housing market, distinguishing the rent market and the property market? How has been the trend of real estate prices?

Berne is a city with a high standard of quality of life (one of the best in the world, Mercer survey 2011) and invests in its attractiveness. The major housing market is the rent market. Only 11% of the 73,000 apartments are owned by the inhabitants (Stadtplanungsamt 2007: 11). During the last ten years, rent prices and the house prices changed only marginally (Statistikdienste der Stadt Bern 2009).

Has the access to housing been proved to be more difficult over the last 10 years? What groups of populations have been more affected?

The access to housing in Berne is relatively easy, compared to other Swiss cities such as Geneva, Zurich or Basle. The number of apartments on the market is since then years around 0.5% (Statistikdienste der Stadt Bern 2011c). The city is proprietary of 3,000 apartments and helps to find places to live for people and families with low income.

Has there been a spread in critical situations such as overcrowding, difficult affordability (BOTH FOR OWNERS AND FOR RENTERS), hard hygienic conditions, evictions, homelessness? What social groups have been mainly affected?

Berne has had a large open drug scene with related housing problems during the 1980ies. This scene has disappeared today and homelessness is a marginal phenomenon. The estimated number of people with housing problems are less than 200 (Gemeinderat 2009).

What has changed in the most critical urban areas with high concentration of problematic social groups? E.g. worsening or improvement of existing problems, emerging of new problems, etc.

There are no critical neighbourhoods concerning housing problems.

4.2. Public regulation

What is the division of responsibilities among national, regional and municipal level in the regulation of the housing market and in the provision of services and benefits to people who have difficult access to the house (including social housing)? What is the role played by third sector and for profit organizations in this policy field?

Switzerland has a liberal policy concerning the housing market. State interventions at all level are minimal and policies are oriented to give incentives to the construction of affordable but in general privately managed housing. There are cooperatives active in the housing market, but they are not privileged in general compared to other actors.

This liberal logic has as consequences, that people in the rental market receive, if they are for instance depending on welfare, direct transfers to pay their housing rent. Cities have the possibility to influence the housing market through planning instruments - which have to be coherent to the cantonal and the national directives concerning responsible land use - and through their one investment in public housing. Berne has, as mentioned before, a relatively small number of home-owners, compared to the other larger cities. Regarding homelessness, the city of Berne has developed an intervention allowing to find temporary solutions for all people in need (Gemeinderat 2009).

Have there been changes in the distribution of responsibilities between levels of government (e.g: national/regional/local) and/or social actors (e.g: public/private/third sector) over the last 10 years? Do you observe changes in the welfare mix and governance patterns in these policy areas? Please, specify the proportion of provision carried out by public/private/third sector actors, and of mixed situations.

There are no changes in the distribution of responsibilities concerning the housing market in the last 10 years. The large majority of the market is in private and in institutional hands of insurances and banks (through in particular the investments of pension earnings). Cooperatives and non-profit organizations or communal institutions are the exception on the housing market.

Table 16 - Indicators

<i>Indicators</i>	<i>Measures</i>	<i>Territorial level</i>	<i>Time Series</i>
Tenure status	90% in rent. Stable. No information about the nationalities	City of Berne	2000-2010
Housing prices	Stable	City of Berne	2000-2010
Housing problems	No housing problems. Homelessness at a very deep level	City of Berne	2000-2010
Social housing stocks	Individual approach: subsidies to persons at no social housing	City of Berne	2000-2010

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THE WILCO PROJECT

Full title: Welfare innovations at the local level in favour of cohesion

Acronym: WILCO

Duration: 36 months (2010-2013)

Project's website: <http://www.wilcoproject.eu>

Project's objective and mission:

WILCO aims to examine, through cross-national comparative research, how local welfare systems affect social inequalities and how they favour social cohesion, with a special focus on the missing link between innovations at the local level and their successful transfer to and implementation in other settings. The results will be directly connected to the needs of practitioners, through strong interaction with stakeholders and urban policy recommendations. In doing so, we will connect issues of immediate practical relevance with state-of-the-art academic research on how approaches and instruments in local welfare function in practice.

Brief description:

The effort to strengthen social cohesion and lower social inequalities is among Europe's main policy challenges. Local welfare systems are at the forefront of the struggle to address this challenge - and they are far from winning. While the statistics show some positive signs, the overall picture still shows sharp and sometimes rising inequalities, a loss of social cohesion and failing policies of integration.

But, contrary to what is sometimes thought, a lack of bottom-up innovation is not the issue in itself. European cities are teeming with new ideas, initiated by citizens, professionals and policymakers. The problem is, rather, that innovations taking place in the city are not effectively disseminated because they are not sufficiently understood. Many innovations are not picked up, because their relevance is not recognised; others fail after they have been reproduced elsewhere, because they were not suitable to the different conditions, in another city, in another country.

In the framework of WILCO, innovation in cities is explored, not as a disconnected phenomenon, but as an element in a tradition of welfare that is part of particular socio-economic models and the result of specific national and local cultures. Contextualising innovations in local welfare will allow a more effective understanding of how they could work in other cities, for the benefit of other citizens.