

# Cities and Migrants

03

---

## Implementing the Integrating Cities Charter

October 2018



## ACKNOWLEDGEMENTS

.....

**We would like to thank the members  
of the EUROCITIES Working Group  
on Migration and Integration  
for their contribution in the  
production of this publication.**



EUROCITIES is the network of major European cities, with over 140 members across 39 countries, representing more than 130 million people. We work in all areas of interest for cities, from culture to mobility, environment to social affairs, economic development to smart cities. We facilitate learning experiences between cities, and represent cities' interests towards the European Union. EUROCITIES is committed to working towards a common vision of a democratic, sustainable future in which all citizens can enjoy a good quality of life.

[www.eurocities.eu](http://www.eurocities.eu) / [www.integratingcities.eu](http://www.integratingcities.eu) / [www.solidaritycities.eu](http://www.solidaritycities.eu)

October 2018

# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>4</b>
<b>INTRODUCTION</b>	<b>6</b>
<b>01 POPULATION AND POLICY – TRENDS AND DEVELOPMENTS</b>	<b>8</b>
Institutional organisation	8
Cities' integration models	9
Main city debates and priorities	11
Local integration policies	12
National developments	15
Migratory trends	16
Use of the EUROCITIES Integrating Cities Charter	18
<b>02 CHARTER MONITORING</b>	<b>19</b>
<b>CITIES AS POLICY MAKERS</b>	<b>19</b>
Self-assessment	19
Main findings and good practices	19
Challenges	24
<b>CITIES AS SERVICE PROVIDERS</b>	<b>25</b>
Self-assessment	25
Main findings and good practices	25
Challenges	28
<b>CITIES AS EMPLOYERS</b>	<b>29</b>
Self-assessment	29
Main findings and good practices	29
Challenges	31
<b>CITIES AS BUYERS OF GOODS AND SERVICES</b>	<b>32</b>
Self-assessment	32
Main findings and good practices	32
Challenges	34
<b>03 NEXT STEPS</b>	<b>35</b>

# Executive Summary

---

Since 2007, EUROCITIES has been developing a policy framework through its Integrating Cities Charter.<sup>1</sup> The Charter sets out cities' commitments on the integration of migrants, providing an overarching framework for work in this area. As policy makers, service providers, employers and buyers of goods and services, the signatory cities of the Charter, the 'Integrating Cities', have made a commitment to provide equal opportunities and promote diversity. This is the third monitoring report on the implementation of the Integrating Cities Charter. It highlights new trends in migrant integration in major European cities and is produced by EUROCITIES based on information provided by 22 signatory cities.<sup>2</sup>

The sudden high arrivals of migrants and refugees in Europe in 2015 saw cities directly confronted with the challenge of reception and quick integration, in the context of a difficult political debate. City authorities found themselves on the frontline of the refugee situation, and had to quickly adapt to strengthen their reception, social cohesion and integration policies. Some introduced ad-hoc taskforces for integration, others appointed a refugee coordinator or a municipal counsellor to deal with the situation.

Many cities further developed their local integration and diversity model. Cities' integration models encompass several dimensions: they are grounded on the joint responsibilities of the municipality, together with civil society and migrants. Moreover, the concept of integration policy is conceived as a cross-cutting one, including many features addressing the different facets presented by the issue.

Over the past three years, cities have increased temporary accommodation and provided early integration support, while implementing initiatives to counter a raising negative attitude towards newcomers. For many cities longer-term solutions are needed, but the emergency of the situation compelled them to focus first on emergency plans. City administrations worked together with local volunteers, NGOs, religious organisations and local companies who provided immediate assistance and spontaneously organised support for the integration of the newcomers. Across local communities, the debate has evolved from how to provide humanitarian emergency assistance to ensure the sustainable management of integration.

The refugee situation affected and reshaped local integration policies, leading cities to focus on solutions for the early integration of refugees and asylum seekers. City authorities have implemented new concrete solutions to provide immediate accommodation, transport, language courses, schooling, vocational training and support to find housing and employment. Cities did so in particular by:

- Creating new bodies, implementing new strategies and strengthening policies;
- Adopting a holistic approach involving different city offices;
- Mainstreaming integration across their policies and services;
- Opening up to a number of local actors to pursue a multi-stakeholder approach.

The progress made on the four areas of commitment by the Integrating Cities that provided the information for this report can be summarised as follows:

---

<sup>1</sup> See [www.integratingcities.eu](http://www.integratingcities.eu)

<sup>2</sup> Amsterdam, Athens, Barcelona, Ghent, Helsinki, Leipzig, London, Malmö, Milan, Munich, Nantes, Nicosia, Nuremberg, Oslo, Oulu, Paris, Riga, Rome, Stockholm, Tampere, The Hague, Vienna.



## Policy makers

Several cities have reported progress on their commitment to ensure equal opportunities for all residents following the influx of refugee and migrant arrivals since 2015. City authorities took positions publicly, approving new strategies for inclusion or engaging in public events against racism, discrimination and promoting diversity. They undertook additional measures to make their services more accessible to third-country nationals. Cities set up additional consultative or representative bodies made up of migrant based organisations. They strengthened cooperation with networks of migrants and civil society organisations to remove barriers to participation.

## Service providers

As the first places facing the emergency of arrivals local administrations had to act quickly and proved able to offer smart and effective solutions. Three years after summer 2015, local services related to integration have been strengthened. The target-groups of these services has widened, and cities' interventions have expanded. First-aid and primary services to address newcomers' urgent needs have increased, such as information, counselling, translation and interpretation. Furthermore, cultural training and language courses were expanded, as they were seen as vital services to foster integration into the local community. At the core of these services lies the key priority of labour market integration: ranging from skills assessment programs to vocational trainings, workshops, and internships.

## Employers

Cities made progress on anti-discrimination measures and strategies to increase their numbers of staff with migrant backgrounds, seeing them as an asset to the municipality. Some cities mainstreamed the issue of anti-discrimination, moving away from immigrant-specific services towards a service provision for all citizens. Several cities also used tools to fight discrimination, training their staff on diversity and diversity management. They created boards inside their offices to lodge complaints with regards to unfair treatment and discrimination in the workplace. In recent years, the focus for many cities was to increase the number of staff with migrant backgrounds by adopting tailored recruitment processes.

## Buyers of goods and services

An increasing number of cities adopted clauses to diversify their suppliers and support migrant-run enterprises. Some cities introduced new criteria in their procurement processes supporting the hiring of refugees or asylum seekers. Nevertheless, this area remains the most complex one with city authorities having fewer policies and initiatives in place. Only a limited number of cities have public procurement policies in place targeting migrant entrepreneurs when buying goods or services.

The main challenges encountered across the four areas were the following:

- Lack of funding, both at the national and European level, combined with the financial crisis;
- Polarisation and hostile positions of parts of society as a reaction to the high number of arrivals;
- Legal frameworks limiting the scope of city authorities' action, especially as employers and buyers of goods and services;
- Need of improving cooperation with national authorities to respond in a quicker and more efficiently to the challenges of reception and integration.

# Introduction

---

This third edition of the report contains an expanded section on the institutional organisation of municipalities and local integration models. We explored in more detail the way cities organised their departments and offices in the area of integration and the development of the concept of integration across different cities. We also tried to underline the changes that occurred as a consequence of the refugee situation in 2015. Moreover, more consideration has been given to the challenges encountered in each field.

## **EUROCITIES Integrating Cities Charter**

The Integrating Cities Charter identifies the duties and responsibilities of European city governments in their roles as policy-makers, service providers, employers and buyers of goods and services, to provide equal opportunities for all residents, to integrate migrants and to embrace the diversity of their populations. The charter, developed by the EUROCITIES Working Group on Migration and Integration, lists the specific commitments each signatory adheres to in these areas. It was launched at the Integrating Cities IV conference in London in February 2010 where 17 cities pledged to meet its commitments. It has since been signed by an additional 20 cities, bringing the total number of signatories to 37 as of September 2018.<sup>3</sup>

## **About this report**

This report presents a snapshot of migrant integration in European cities. It outlines general trends and analyses the progress of integration in cities across Europe. It is divided into two main sections:

**Section I** – outlines population and policy trends and developments in reporting cities.

**Section II** – reports on progress made by cities towards European standards on migrant integration as set out in the EUROCITIES Integrating Cities Charter, including some explanations for shortcomings.

---

<sup>3</sup> As of September 2018, 37 cities have signed the EUROCITIES Integrating Cities Charter: Amsterdam, Athens, Barcelona, Belfast, Berlin, Brussels, Copenhagen, Dublin, Genoa, Ghent, Helsinki, Lisbon, Leipzig, London, Madrid, Malmö, Manchester, Milan, Montpellier, Munich, Nantes, Nicosia, Nuremberg, Oulu, Oslo, Paris, Rennes, Riga, Rome, Rotterdam, Stockholm, Tampere, The Hague, Toulouse, Toronto (Canada), Vienna and Utrecht.

## Methodology

The report's main observations are based on evidence collected through the Integrating Cities Charter reporting survey. The questionnaire was adapted for this third survey to add a section on “main findings and good practices”, which illustrates common trends for each main commitment. The following 22 Integrating Cities participated in the survey, which ran from April 2018 to June 2018:

Amsterdam  
Athens  
Barcelona  
Ghent  
Helsinki  
Leipzig  
London  
Malmö

Milan  
Munich  
Nantes  
Nicosia  
Nuremberg  
Oslo  
Oulu  
Paris

Riga  
Rome  
Stockholm  
Tampere  
The Hague  
Vienna





# Population and Policy – Trends and Developments

01 .....

## Institutional organisation

In 2015, the sudden high number of migrants and refugees arriving in Europe<sup>4</sup> put the issue of integration at the centre of the political debate. According to Eurostat, EU member states received 1.2 million first-time asylum applications, *i.e.* more than double compared to the previous year. Cities and local authorities had to face the situation on the frontline, thus often reorganising and/or strengthening the administrative bodies in charge of reception, social cohesion and integration.

There is one major trend among those cities included in this report: all the municipalities present a clear and coherent plan for integration, with one or more departments taking charge of it. Since Greece is hosting one of the highest shares of migrants and refugees in Europe, the municipality of Athens might be taken as an example of institutional adaptation to the challenging situation. In March 2016, the

position of Vice Mayor on Migrant and Refugee affairs was set up, with a responsibility to implement reception and integration policies. In November 2016, a new Independent Department for the Support and Social Inclusion of Migrants and Refugees was established.

Nonetheless, the organisational strategies adopted vary from city to city, presenting a wide range of administrative models. The majority of cities do not have a distinct department uniquely responsible for integration. Therefore, integration services are either intended as a cross-sectional taskforce involving all the departments through shared responsibility, or placed under one single department, such as education, health, employment, social affairs, or a combination of both (such as in Stockholm and Vienna).

In **Nuremberg**, for example, integration practices represent a shared responsibility, yet are jointly coordinated by the Nuremberg Integration Network, which includes the following administrative and political bodies:

- ‘Koordinierungsgruppe Integration’, the executive unit, made up of representatives of all the municipality units;
- The Council for Integration and Migration, made up of delegates directly elected by migrants and minority groups, which also acts as a consulting body;
- The Commission for Integration, comprised of members of the city council and of the council for integration and migration;
- The Curatorship for Integration and Human Rights, a consulting board that enables the most important social actors to actively participate in the policy-making process.

<sup>4</sup> Defined in the media and debates as the ‘migrant crisis’ or ‘refugee crisis’.



View of Leipzig City Hall

© Andreas Schmidt



Nevertheless, a number of cities have a specific unit/department for integration and/or diversity issues: **Athens, Barcelona, Helsinki, Leipzig, Milan, Paris, and Vienna** are among them. This does not mean that other units are not involved: since societal integration is a cross-cutting issue it always requires the participation of all or many other services of a city. For instance, **Barcelona** has established the Department for Citizen Rights and Diversity that is responsible, in cooperation with other units and external organisations, to provide reception and immigration services as part of the SAIER – Service Centre for Immigrants, Emigrants and Refugees. In **Milan**, the Department for Social Emergencies, Rights and Inclusion works in synergy with the Department for Education and the Department for Security, and is in charge of the relationship with religious communities.

The 2015 refugee situation also resulted in a wide re-organisation for local authorities, in both political and administrative terms. The large migrant inflow in the EU required new structures and the rapid implementation of responsive and effective plans. For example, the municipality of **Ghent** has established a refugee taskforce. The city of **Amsterdam** has also undergone a number of important changes, in order to properly face the emergency, including the opening of an asylum centre (AZC) in the Eastern side of the city in a former prison now able to host 1,000 people. **Vienna** had to provide shelter for some 20,000 asylum seekers, compared to average 6,000 in the years before. The city appointed a refugee coordinator at the mayors' office in charge of coordinating many city departments and volunteers. In October 2015, the city of **Paris** adopted the 18-point “Mobilisation of the community of Paris to welcome refugees” plan, a strategic and holistic approach to respond to all the needs of refugees, from emergency social needs to later integration.

There is one more aspect that affects the executive structures of local authorities: political will, both at the local and national level. Agenda-setting, together with the allocation of budget and new legislative regulation, massively affects the way cities organise their work for integration. For instance, at the local level, **London's** mayor Sadiq Khan has openly put integration amongst the city's key priorities. Meanwhile, Italian reforms that took place at the national level between 2016 and 2017 drastically changed the legal and administrative framework, especially concerning migrants' reception practices.



Arch of Peace, Milan

© Andrea Scuratti

## Cities' integration models

Whether a tool to face the 2015 situation or a general broad methodological framework, all the cities involved in this report present an integration and diversity model. Although each of them is unique and developed around the specific context and challenges to be addressed, there are a trends and practices common across all cities.

First of all, integration and diversity policies are usually developed within a reciprocal dimension, in the sense that the integration process must be bi-directional: on one hand the ‘hosting’ society should provide all the necessary services able to address refugees' and migrants' needs, as well as an accepting and respectful environment to avoid segregation and discriminatory practices; on the other hand, migrants should commit themselves to, for instance, learn the local language, understand and respect local legal and institutional systems and norms, habits and traditions, etc. In short, integration models are grounded in the joint responsibilities of both the municipality, together with civil society and the migrants (who are also a part of civil society). The city of **The Hague** has made it explicit: its integration model is defined as a “two-way street”, where the main aim of the city is that of facilitating mutual respect and comprehension between people from different cultural backgrounds to forge a truly inclusive society.

Moreover, the concept of integration policy is conceived as a cross-cutting one, including many features addressing the different facets presented by the issue. The provision of immediate services on arrival, together with legal information and counselling, seems to be an essential priority for all cities. Furthermore, the educational and cultural aspects are commonly stressed: language, training, general advisory and supporting courses to provide first-hand information on all important sectors of life are necessary elements to achieve socio-economic integration within the local labour market and society.

There is one more aspect, less common but very valuable and central for those cities working on it: community building. For instance, the city of **Nicosia** promotes and directly acts to enhance effective integration within the local community, through events, sport and cultural activities, as well as through the facilitation of a closer cooperation between third-country nationals, formal and informal associations, and local authorities or other local organisations.

It is possible to identify three main ideal virtuous principles that underpin integration frameworks for cities:

- **Equality in diversity** → the word and the concept of equality recur among cities' integration and diversity strategies. The city of Vienna has 'equal rights' as the ultimate goal of its integration plan. In detail, it is based on the concept of 'integration from day one' and on its five pillars that reflect what has been mentioned above: German and multilingualism; education and work; living together and participation; assessment and monitoring; human rights approach. These are complemented by diversity management tools and strategies requiring the city and its institutions to also adapt to the needs and requirements of a diverse society.
- **Human rights** → although central in many cities' models, for **Vienna** the human rights pillar was the last one added, at the end of 2014. In **Barcelona**, besides the three main concepts of equality, cultural diversity and "*Convivencia*" (living together positively), the city is now focusing mainly on human rights and minorities, proclaiming itself as a City of Rights.
- **Non-discrimination and respect for one another** → fighting segregation, racism, xenophobia and discrimination of any kind are among cities' priorities. The promotion of the values of respect, tolerance and equity are considered

the main tools to combat this. For example, the new Helsinki integration plan 2017-2021 focuses on four main areas: access to the labour market; education; participation; and, indeed, non-discrimination.

In this respect, **Paris'** ambition for inclusion is spelt out in 2016's statement on 'Paris efforts for integration of Parisian immigrants, human rights, fight against discrimination and women and men equality'. Regarding integration issues, the city's priorities are: (1) promoting citizenship and equal access to rights and services; (2) fighting exclusion by strengthening solidarity mechanisms towards the most vulnerable Parisians of migrant origin; (3) valorisation of foreign cultures and their contribution to Paris' identity.

Another common trait regarding integration models is that cities include people with migrant backgrounds as part of the target-groups of their integration policies. The main differences emerged among the cities' models concerning the specific target groups considered. While, for example, **Barcelona** gives high importance to minorities such as Roma people, some other cities mainly focus on refugees. That is the case of **Amsterdam**: during 2016, the City Council officially approved the implementation of the 'Amsterdam approach', through the identification of areas of concern, policy priorities and tangible measures regarding refugee integration. This approach pays particular attention to vulnerable migrant groups, such as children, unaccompanied minors and LGBTQI people.

Several local administrations are trying to go beyond the 'emergency approach' in favour of a broader and more inclusive general strategy, dedicated not only to refugees and asylum seekers, but also to migrants in general, including second- and third generation migrants. For instance, in 2016, the city council of **Milan** approved a new integration plan dedicated to all migrants, with a stronger focus on sharing competences and giving special attention to the most vulnerable areas of the city, like the suburbs, trying to involve civil society, NGOs and migrants' associations. Moreover, it has established many tools to help people with migrant backgrounds through the activation of an innovative international cooperation development strategy. Multifaceted approaches are present also in the Baltic area: the long-term strategy developed by the municipality of **Riga** through the Riga Development Program 2014-2020 includes city support for stronger social cohesion, a wider participation of civil society within the policy-making process, the promotion of values such as tolerance and non-discrimination,

and substantial support for NGOs and international projects. This long-term vision of integration is linked to the conception of migrants as a resource for innovation platforms and economic growth. In this sense, **Tampere** has a long history of skilled migrants bringing talent and know how to produce growth and employment in the city and its surroundings.

## Main city debates and priorities

In 2015, many cities already considered housing to be one of their top priorities. Today the issue is even higher on their agenda. As a general trend, the priority for cities throughout the last three years has been to increase temporary accommodation for asylum seekers and refugees, to deal with the high number of arrivals. **Amsterdam**, for instance, opened up a refugee reception centre in August 2016, providing shelter to 1,000 people. In **Athens**, where the situation has been even more difficult due to the massive arrivals of refugees on Greek shores, a temporary Housing Programme for refugees is being implemented through the Athens Development and Destination Management Agency (ADDMA) and the UNHCR with 320 apartments currently housing 1,500 people. In 2013, **Milan** implemented a new first reception system, able to host 129,000 people. A new temporary asylum centre has been set up in **Ghent**, while in **Nuremberg**, the city supports the conversion of former refugee shelters into regular flats. Housing has been a main topic of debate in **Stockholm** too in recent years. Many new arrivals with residence permits are able to find housing on their own. For those newcomers unable to do so the city can instead provide a temporary residence. In **Paris**, while providing shelter for asylum seekers is a national competence, the municipality took responsibility for creating two first reception centres providing temporary shelter to recent newcomers. One centre in the north of Paris (450 beds) sheltered 25,000 isolated adult men. The second one (400 beds), is dedicated to families and isolated women and has sheltered more than 2,600 people, among which almost 1,000 are minors.

For many cities longer-term solutions are needed, but the urgency of the situation compels them to focus on an emergency plan. Some cities – mainly those from Southern Europe, like **Athens** and **Milan** – struggled to focus on integration measures, in a situation where the newly arrived were only transitioning to reach countries of destination in Northern Europe. One of the consequences

of this situation has been a change in the debate in almost all of the reporting cities, especially affecting those cities that don't have a tradition of receiving migrants. There is a clear and strong polarisation in society and in the debates on immigration (Oslo, Oulu, The Hague). On one hand, there has been a wave of solidarity in many cities. In **Milan** more than 100,000 people participated in the march in favour of refugees on 20<sup>th</sup> May 2017; in **Vienna** citizens spontaneously organised the reception of arriving refugees; and in **Amsterdam**, measures undertaken to welcome and integrate newcomers received a positive response from residents. In **Leipzig**, too, the city administration, thousands of volunteers, many NGOs, church parishes and local companies provided immediate assistance and continued to organise support for the integration of the large number of incoming refugees. The debate has evolved from how to provide humanitarian emergency assistance to the sustainable management of integration. At all times continuous civic engagement and a welcoming culture, as well as demonstrations for diversity, have outshone the occasional anti-immigration rallies, which have since died down.



Poster for “Refugees Welcome” – Football Cup Leipzig 2015

© Thomas Fabian





On the other hand, many cities experienced a raising negative attitude towards immigrants, with hostile political and media coverage, an increase in Islamophobia, and debates around immigrant unemployment and unsuccessful integration (Oulu, The Hague). **London** reported that the attitude towards immigration has softened since Brexit, despite public opinion still generally supporting the government's 'hostile environment' policies towards migrants.

To counter-balance these negative voices, cities implemented measures to enhance public opinion, focusing on the positive contribution of migrant and refugee populations. **Nicosia**, for instance, is supporting cultural events hosted by migrants, providing space, facilities and disseminating the event. In 2017, the committee "Together without walls" was founded in **Milan** to plan public initiatives for promoting the values of solidarity and the positive contribution of migrants into society. The rare cities that did not report changes in the public debate are ones that already have a migration tradition, like in **Amsterdam** where ethnical diversity is entrenched in the history of the city. The city pursues active policies to increase diversity by attracting international students and highly skilled migrants. In **Vienna**, local elections in the fall of 2015 were won by the ruling coalition government with a clear stance on welcoming refugees.

## Local integration policies

The high number of refugees arriving on the shores of Europe from late 2015 onwards affected and reshaped local integration policies. Indeed, most cities reported developments and measures adopted as a response to the refugee situation at the local level since 2015. Cities are on the frontline when it comes to the reception of migrants and refugees, and they have acted as frontrunners in developing immediate measures and, in a second phase, long-term plans. Consequently, and as a general trend, policy developments since 2015 have very much focused on the early integration of refugees and asylum seekers.

From 2015, most cities either started to develop new ways of working, or they strengthened existing, established systems. This was done in various ways, such as through the creation of a specific department dealing with the reception and integration of migrants, or more specifically of refugees (Athens, Ghent, Helsinki), through the mainstreaming of the subject in other municipal offices (Barcelona, London, Nantes, Nuremberg), by developing or re-developing and extending existing work programmes for integration (Barcelona, Helsinki, Malmö, Stockholm, Vienna) and in finding new partners – such as private partners, businesses, NGOs, and civil society – to work with (Leipzig, Milan, Nuremberg, Oslo, Vienna).

Practically, cities have implemented concrete solutions to tackle the reception of high numbers of migrants and refugees. The main challenge for most of them was to face the issue of housing and, more widely, the reception of refugees and asylum seekers, as previously noted. To facilitate integration, cities also focused on language classes and integration in the labour market (Milan, Munich, Nuremberg, Oslo, Vienna).

### A. Cities are finding new ways to work on integration

After 2015, most of the cities created a new body dealing specifically with the integration and/or reception of migrants. This municipal body would take different forms, from one city to another. Some cities preferred opening a new department dedicated to this area, like in **Athens** where, since December 2017, the Migrant Integration Centre has operated as a social service where migrants and refugees can be informed and get guidance and initial support on accommodation. In other cities, like **Barcelona**, a new department provides services to all residents, and not only to the migrant population, in line with the mainstreaming of service provisions. **London** launched the strategy for social integration “All of us” in March 2018. The strategy has four parts: relationships – promoting shared experiences; participation – supporting Londoners to be active citizens; equality – tackling barriers and inequalities; and evidence – gathering evidence to measure and evaluate the state of social integration in London. It aims to address the barriers to social integration and the inequalities that divide people by weaving shared experiences into the everyday life of the city.

Municipalities are making efforts to work holistically, rather than in silos, to coordinate what is implemented in the city and to lead on integration at the local level.

- **Athens** adjusted the municipality’s organisational structure: the Athens Coordination Centre (ACCMR) was settled in 2017 as an effort to enhance synergies with NGOs and international organisations working with migrants and refugees in Athens. The ACCMR was developed to bring together the major entities serving refugees in the city.
- In **Ghent**, for instance, the Refugee Taskforce was set-up as a cooperation between policy administration, civil society and citizens to facilitate the integration process.

The taskforce tackles a broad variety of issues, such as education, work, health, housing, and social cohesion.

- In **Paris**, the mobilisation plan adopted in 2015 is coordinated by municipal services in cooperation with the central government, NGOs working on refugee integration, enterprises and citizens.
- In **Stockholm**, the Municipal Council decided in 2018 that all newcomers should receive social guidance. This social guidance is equal for all newcomers and aims to enable them to settle into society and become self-sufficient as soon as possible. It has a particular focus on labour market integration and education.

There is a common trend showing that, since 2015, cities have opened up to third parties working with refugees and have taken on the role of coordinator to pro-actively deal with the integration of this new population arriving in their territory. This has happened not only in cities in the south of Europe, where the numbers of arrivals were especially high, but all over Europe.

- The city of **Helsinki** reported, for example, that private-public-third sector cooperation has increased since 2015.
- The team dealing with migration and integration in **Milan** improved their work with the third sector, by establishing a “local network for migrants’ integration”, composed of 102 stakeholders. The aim is to enforce cooperation and eliminate the replication of services.
- In **Nuremberg**, cooperation with business and civil society was strengthened in order to integrate migrants in the labour market, which is seen as one of the most important elements of successful social integration. The municipality cooperates closely with business associations and the Employment Agency. Together they are involved in programmes aiming, in particular, to ease the way into training and work for young refugees and to support firms when employing refugees and asylum seekers.
- The city of **Oslo** has initiated work on a digital host program for newcomers to the city – a virtual international house, in cooperation with the business community and universities. It aims to help newcomers to settle, learn the language and find employment, while easing the use of municipal services.

- **Vienna** strengthened and extended its cooperation and networks with enterprises, labour market institutions, school bodies and volunteers – many of whom started to become active in the summer of 2015. This finally led to a new and comprehensive project, ‘CORE Integration in the centre’ aiming to support refugees’ integration and orientation from day one. The project prepares refugees for the labour market in Austria during the asylum procedure. A database for recording competence is developed; refugees are accompanied in their vocational planning and they are also prepared for entrepreneurship in selected professions. A focus is placed on refugee teachers for whom their own training and support programmes are offered.

The cooperation work undertaken by the municipalities goes even beyond the borders of the city, and some of them decided to explore new ways of working on a regional, or national scale, to better exchange knowledge and good practices, and also sometimes to compensate for the lack of support from the national level.

- **Athens** gathered an association of Greek cities – today nine cities are part of this group – to learn from one another, but also to advocate for more support in dealing with integration at the national level.
- The city of **Leipzig** established new regional networks between different authorities and levels of administration.

One of the most common measures adopted by cities after 2015 was to establish work programmes focused on the integration of migrants and refugees. Some of these plans were the result of the refugee situation and emerged as an emergency plan, with short-term solutions for reception.

- In **Barcelona**, the high number of arrivals of asylum seekers, a new trend for the city, resulted in the creation of a new programme for refugees at the local level, the “Barcelona, Refuge City” plan. It was launched in September 2015 to gear the city up to receiving and assisting refugees, providing the necessary services and guaranteeing their rights, and to call on states to respect the most elementary standards of humanitarian law. This plan operates along four main lines – reception strategy, care for refugees already in Barcelona, citizen participation and information, action abroad – involving various City Council departments and services.

- In **Helsinki**, besides embedding the issue in the new City Strategy 2017-2021, a new Integration Plan 2017-2021 was approved by the City Council in May 2018, focusing on four areas of work: Access to the labour market; upbringing and education; participation; and non-discrimination.

- In **Malmö**, an emergency plan has been activated to improve internal cooperation between departments. Some others had a long-term perspective, focusing on integration.

- In **Nicosia**, the Integration Urban Development Strategy for the programme period 2014-2020 extends services for the integration of third-country nationals.

- In **Vienna**, the StartWien integration programme for newcomers launched in 2008, and has since been extended to asylum seekers and refugees, “StartWien refugees”. The programme offers comprehensive integration assistance for asylum seekers from day one and provides orientation and support in the framework of primary care. It encourages them to learn the language, find a job and send their children to kindergarten and school. Refugees learn about their rights and duties and the most important rules and regulations of everyday life in Austria in specific information modules (currently held in Arabic, Farsi/Dari, Pashto and Somali).



**Naviglio Grande, Milan**

© City of Milan



## B. Cities are implementing concrete solutions for integration

As part of these plans or long-term programmes, cities are implementing actions in different areas for integration. The budget in some cities has clearly been raised to match the needs of new programmes and activities. In **Helsinki**, the City Council allocated 10 million Euros for the integration of asylum-seekers and refugees in autumn 2015 and a further two million Euros for the design of measures to access the labour market, which facilitated the establishment of the Adult Skills Centre at the Education Department. For instance, **Barcelona** created “Nausica”, a complimentary reception programme to the state programme with a budget of one million Euros per year. In **Vienna**, the activities of the Vienna Social Fund in charge of taking care of asylum seekers have been extended, enabling it to engage in non-profit work within the city and its entities. Regarding the areas of intervention, for many cities language acquisition is one of the most important steps to integration. Many language and socio-cultural classes are proposed at the local level to migrants and refugees, like in **Nuremberg** or **Munich**. In **Milan**, the city has created a website where 115 stakeholders (such as organisations providing language courses) can communicate their course offers. To better respond to the important needs of language acquisition, **Paris** developed the platform EIF-FEL, gathering and improving coherence among the linguistic offering in the city. Every year since 2016, the city has organised a call for projects ‘REFUG’ to fund French classes for asylum seekers and refugees. The aim is to make French courses available at the earliest possible stage in the integration process.

The second area of intervention undertaken by most of the cities is integration in the labour market. This can take place through cooperation with third parties, as already mentioned in **Nuremberg** or **Oslo**, or through job counselling or vocational training, aimed at the promotion of asylum seeker inclusion in the local context, like in **Milan** or **Munich**. **Stockholm** has offered housing to new arrivals with permits since 2016 and financed labour market activities and vocational training.

Finally, since 2015, many cities have opened up information services for refugees and asylum seekers, providing integration support services in different languages (Athens, Oulu, Vienna).

## National developments

As a reaction to the ‘refugee crisis’ started in 2015 and the perceived problem of high numbers of asylum seekers, several member states (Austria, Finland, Germany, Italy, the Netherlands, Norway, Sweden and United Kingdom) national governments adopted restrictive legislative reforms on reception conditions, integration and the status of beneficiary on international protection:

- In **Austria**, increasingly restrictive and deterring measures against asylum seekers were adopted in 2017, together with cuts to funds for language learning and education.
- In **Germany**, the possibility to obtain the right of residence was introduced for well-integrated migrants in the summer of 2015. However, new restrictions were made to asylum laws and benefits for refugees. Labour market access for asylum seekers from so-called ‘safe countries of origin’ was abolished.
- In **Italy**, a new law has made access to international protection more difficult.
- In **Sweden**, the duration of the refugee status was reduced. In particular, state funding for the reception of unaccompanied minors in municipalities was reduced. Also, the new housing regulation made municipalities responsible for the accommodation of incoming refugees.

By contrast, some positive developments were also reported mostly regarding measures for holders of international protection status:

- In **Belgium**, there were improvements in access to funding for integration for cities in the Flanders region. Between mid-2016 and end 2018 Ghent could apply for Flemish subsidies which are allocated to municipalities to deal with the increased influx of refugees.<sup>5</sup>
- **Finland** introduced a social investment bond model: a three-year pilot programme supporting the employment of immigrants. New models have also been developed for integrating unaccompanied minors; staff allocation in social and health services for immigrants has increased and a new model of housing support to migrants was introduced.

<sup>5</sup> Flemish Government Decree of 13 May 2016

- The **German** regional Ministry of Equality and Integration of Saxony provided new funds to coordinate integration at different interfaces between civil society and city administration, as well as for projects fostering integration and cultural understanding.
- In **Italy**, the ‘National Integration Plan for persons entitled to international protection’ was finally approved in 2017. Whilst being a step forward to fill the gap of a missing overall integration policy, it seems to target only beneficiaries of international protection and not all third country nationals. The plan introduced a number of principle and cross-cutting measures to foster integration<sup>6</sup>. Also, the Protection System for Asylum Seekers and Refugees (SPRAR) system was extended, resulting in the creation of more reception centres nationwide.
- In **the Netherlands**, cities have been empowered (partially) with national funds to deal with refugees, but national funding doesn’t cover all the extra expenses to take care of integration. The consensus-based decision-making process, allowing the local level to engage and voice their position, was recently applied to issues related to the increase in refugee and asylum seeker arrivals. The roundtables on migrant and integration-related topics organised in 2016-17 are an example of multi-level dialogue, bringing together national and local stakeholders. At the national level, a Refugee Work and Integration Task Force (RWITF) was established to coordinate work among the key actors involved in the reception and integration of asylum seekers.
- The **United Kingdom** launched the Syrian Vulnerable Persons Resettlement programme in 2014. Local authorities were urged to participate and, thanks to this, over 500 refugees were resettled in London by May 2018. The British government has also funded full-time staff members to coordinate support for refugees resettled by local authorities since 2017.

In **Greece** and **Spain**, cities found it particularly difficult to coordinate their efforts with national level governments. In Greece, the national policy towards cities has remained complex throughout the past two years, despite the refugee crisis. A national plan for integration is currently under consultation at the ministerial level. The City of Athens has

coped with the integration of refugees and has also been selected to implement a pilot program for refugee integration from the Urban Innovative Actions program. **Barcelona** has challenged the state by starting an administrative and legal process in order to shut down the detention centres for migrants located within the municipal territory.

## Migratory trends

Since summer 2015, the EU experienced the highest number of arrivals of asylum seekers in its history. Both in the years 2015 and 2016, during the so-defined ‘refugee crisis’, EU member states received around 2.5 million applications for international protection. The following year, the applications decreased to slightly more than 650,000. Between 2016 and 2017, EU member states granted international protection status to more than 1.2 million people. During these two years most of the asylum seekers lodged their application in Germany, Italy, France and Greece. The top three nationalities of asylum seekers were Syrians, Iraqis and Afghans.<sup>7</sup>

Cities experienced the main inflow of asylum seekers and refugees, as they are the places where settlement is considered more advantageous when it comes to accessing services and creating connections. In all reporting cities, the number of asylum seekers and beneficiaries of international protection significantly increased in the years 2015 to 2017, compared to the previous years. The following examples were reported:

- In 2016, **Amsterdam** received around 2,057 refugees and asylum seekers, mostly from Syria, Ethiopia and Eritrea. Approximately 5% of all beneficiaries of refugee status in the Netherlands were allocated to the city.
- In **Leipzig**, the percentage of migrants in the population increased from 12.3% at the end of 2015 to 14.1% at the end of 2017. In **London**, inflows of migrants increased from 201,000 to 221,000 from 2014 to 2016.
- The department of **Nantes** (‘Loire-Atlantique’), which historically was not an area of migration, has seen its migrant population almost double from 2015 to 2017 (1,400 to 2,700).

<sup>6</sup> For more details, see: [http://www.interno.gov.it/sites/default/files/pni\\_inglese\\_x\\_web\\_pdf.pdf](http://www.interno.gov.it/sites/default/files/pni_inglese_x_web_pdf.pdf)

<sup>7</sup> Source: Eurostat Asylum statistics available at [http://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum\\_statistics#First-time\\_applicants:\\_560\\_thousand\\_fewer\\_in\\_2017](http://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_statistics#First-time_applicants:_560_thousand_fewer_in_2017)

© Jean-Baptiste Gurliat and Mairie de Paris



- In **Nicosia**, following a downward trend of new migrant arrivals between the years 2008-2015, there has been a reversal of migrant inflow in the last two years. A considerable number of foreign students contributed to this. Refugee inflows also increased during the 2015-2017 period.
- The same increasing trends occurred in Finnish cities, including **Oulu** and **Helsinki**. As many as 32,000 asylum seekers arrived in Finland in 2015, 80% were men under 30 mainly from Iraq, Afghanistan and Somalia. Up to September 2017, 1,700 asylum-applications had been submitted under the EU relocation framework.
- In **France**, the number of applications for international protection increased by 17% in 2017 (100,000) compared to 2016, with more than a fifth located in the Parisian region. In **Paris**, 7,453 applications were registered (+1.5%).<sup>8</sup>
- **Rome** reported a 60% increase in refugee arrivals at the national level between 2013 and 2016. The main countries of origin of refugees and asylum seekers were Nigeria, Eritrea, Guinea and Côte d'Ivoire.
- In **Stockholm**, around 6,000 newcomers with permits arrived in 2017. Of those, 747 were unaccompanied minors.<sup>9</sup>
- **Vienna** experienced high increases in the number of asylum seekers arriving in 2015 (from 5,000 to 8,000) and in 2016 (to some 20,000) who had applied for asylum in Austria and were taken care of in Vienna. Many did not stay but still had to be taken care of for some time until their onward journey, mostly to Germany.

<sup>9</sup> These numbers do not include asylum seekers located in Stockholm, as these are under the care of the Swedish government and not the city.

Migratory flows have been more fluctuating in other cities, with ups and downs along the years of reference. In **Athens**, after the peak of arrivals in 2016, numbers decreased in 2017 due to the impact of the EU-Turkey agreement which *de facto* closed the Turkey-Greece border. Nonetheless, arrivals started increasing again in early 2018. In the first four months of 2018, more than 14,900 people entered the EU through the Eastern Mediterranean route – mainly Syrians and Iraqis – representing 92% more than in the same period of the previous year. The increase was mainly caused by the rise of irregular crossings on the land borders with Turkey. Athens housed 12,340 asylum seekers, with a total foreign population of around 150,000. In **Barcelona**, migration flows have changed in the last three years. The unemployment rate has diminished and there have been new arrivals of economic migrants from Venezuela, Honduras, Colombia, Ukraine, and Pakistan. **Milan** experienced a progressive decrease in migrant flows in 2016-17, as a consequence of the agreement signed by the Italian Government with Libyan authorities to stop departures from Libya. However, the number of migrants arriving through family reunification is increasing: around 7,000 applications are lodged every year in the province of Milan, representing 40% of total arrivals. An increase in foreign students in the city universities was also registered recently.

Nonetheless, a number of cities reported a decrease in migration arrivals in the last year. In **Ghent**, the net migration balance was negative in 2017, for the first time since 2012. The number of refugees was 2,256 in December 2017 mainly from Afghan, Iraq, Somali and Syrian nationality. Although the number of migrants working and studying in **Oslo** has remained high for a decade, the number of refugees has dropped to the lowest level in 20 years.

## Use of the EUROCIITIES Integrating Cities Charter

In five cities the Charter commitments underpin integration policies (Ghent, Leipzig, Oslo, Tampere, Vienna). **Ghent** used the charter as a basis for the Action Plan on Diversity 2020 which sets the objective of 30% of employees with a migrant background. It has also been used to raise awareness on implementing equal opportunities and poverty reduction in local policy with training for current employees. **Leipzig** used the charter to foster the integration process in general and to promote the implementation of measures, actions and recommendations. In **Oslo**, the charter underpins city policies, especially for the OXLO guide for equal access to services and the OXLO Business Charter.

Other cities used the Charter for specific activities or actions as follows:

- **Nantes** is considering the reedition of its welcoming guide for foreigners in 2019, inspired by the Charter's commitments, particularly on equal access to services for migrants.
- **Nicosia** was inspired by the Charter to support cultural events hosted by migrant communities by providing space and facilities. The city also disseminates intercultural events, including religious celebrations of migrant groups.
- **Nuremberg** used the charter for dissemination purposes.
- **Riga** used the charter in the process of elaborating its new Society Integration Programme and a strategic framework for the new Society Integration Work Plan.

EUROCIITIES continues to use the charter to inspire further mutual learning activities among their city members. In this context, four new Integrating Cities toolkits – on European standards on labour market integration at the local level – have been developed within the CITIES GROW project led by EUROCIITIES in 2017-18.<sup>10</sup> Furthermore, the commitments on integration within the Solidarity Cities initiative were inspired by the charter.<sup>11</sup>

<sup>10</sup> The toolkits are expected to be published in October 2018 and are available at [www.integratingcities.eu](http://www.integratingcities.eu). These toolkits are widely disseminated across Europe and internationally and have been picked up by local authorities, civil society organisations and international institutions.

<sup>11</sup> <https://solidaritycities.eu>



# Charter Monitoring

Cities were asked to assess their performance in meeting the charter's commitments fully, partly or not at all, and to provide evidence to support this assessment.

The commitments identified in the Integrating Cities Charter are divided into four areas of responsibility at the city level:

- Policy makers
- Service providers
- Employers
- Buyers of goods and services

The section below highlights cities' assessments and trends in each of these areas, offering examples of how cities are meeting their commitments in these fields.

## CITIES AS POLICY MAKERS

### Self-assessment

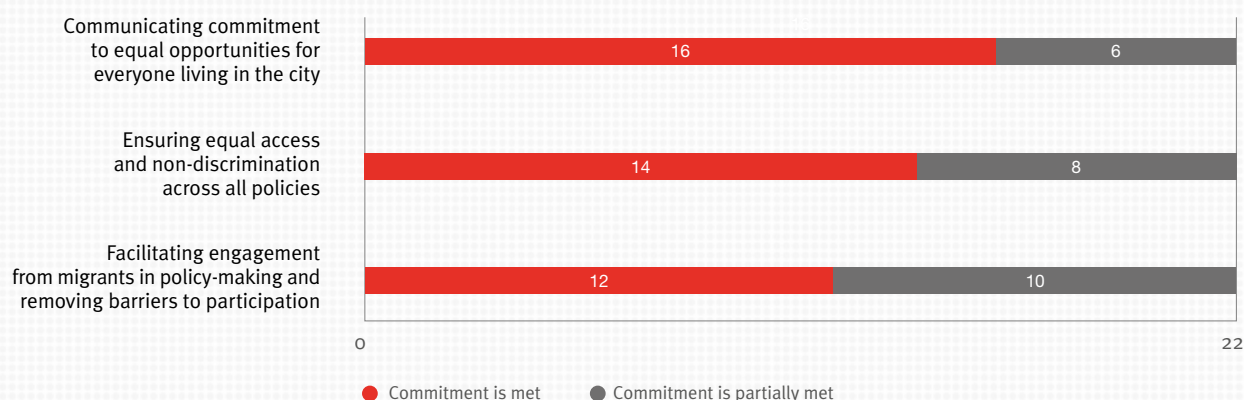
The graph below outlines the aggregate self-assessment of the 22 cities responding to the three commitments.

## Main findings and good practices

City initiatives have multiplied since the last reporting period (2015), marking a clear progress in local integration policies, both in quantity and quality. At least 18 cities invested in communicating their commitment to ensuring equal opportunities for all residents. Notably, several cities reported progress made in response to the big numbers of arrivals of refugees and migrants in 2015. Several cities took positions publicly, approving new strategies for inclusion or engaging in public events against racism, discrimination and promoting diversity.

As inclusive policy makers, the integrating cities undertook additional measures to make their services more accessible to third-country nationals. They did so by setting up new bodies in charge of implementing inclusive policies or introducing monitoring mechanisms against discrimination; in other cases, by adopting new guidelines and plans for equality; or by investing in accessible services offered in many languages and tailored to the specific needs of migrants and refugees.

With the aim of engaging migrant communities in their policy-making processes, cities set up additional consultative or representative bodies made up of migrant based organisations. In order to increasingly remove barriers to the participation of migrants, cities have strengthened their cooperation with networks of migrants and civil society organisations. In particular, it is worth mentioning that a number of cities introduced innovative participatory models to engage the target group of their integration policies.





### Integrating Cities commitment: The city actively communicates its commitment to equal opportunities for everyone living in the city

Cities have increased their efforts to communicate their commitment to equal opportunities for all residents in response to the number of new arrivals since 2015. A number of cities (Ghent, Helsinki, Leipzig, London, Milan, Munich, Nantes, Stockholm, Tampere, The Hague) adopted proper strategies aiming to promote diversity and inclusion.

- Through its New City strategy for 2017-2021, **Helsinki** set up an ambitious programme with the main priority being education for immigrants. Five workshops took place with the relevant services to develop this plan.
- Similarly, **Leipzig** adopted its general strategy called “Leipzig, Place of Diversity” thanks to which the city funds projects aiming to strengthen democratic values and promote diversity.
- In 2017, **Nantes** developed a territorial plan to fight discrimination in some selected ‘priority’ neighbourhoods. The city also organised public workshops with citizens to raise awareness on discrimination and publicised a telephone number for victims of discrimination.
- The new **Stockholm** “Vision 2040 – A Stockholm for everyone” sets clear goals related to the quick inclusion of newcomers with migrant backgrounds. The vision lies at the heart of all the city’s strategies and strategic decisions. It is available in both Swedish and English.
- Many cities organised public awareness-raising campaigns or events (Athens, Barcelona, Leipzig, Milan, Nuremberg, Oslo, Rome). Other cities used their official dissemination channels to reach the population (Amsterdam, Vienna). For instance:
  - **Amsterdam** has made several efforts since 2015 to communicate the city’s response for receiving and integrating refugees and to measure the opinion of the public by conducting quarterly surveys on the perception of the measures to welcome refugees. In particular, the city communicated the decision to give priority access to refugees for social housing.
  - In **Athens**, a symbolic “Walk” was organised by civil society and migrant unions on the World Day Against Racism.
  - **Ghent** launched the campaign: ‘everybody is different, everybody is Ghent’, against racism and discrimination.
  - In the last two years, **Milan** promoted ad hoc awareness-raising campaigns including one to promote Italian language learning together with a web platform to find Italian language courses ([italianostranieri.org](http://italianostranieri.org)); and the campaigns “L’Italia sono anch’io” – Me too I am Italy – and “Con tutti e come tutti” – With everybody and like everybody, about the inclusion of foreign children and children with disabilities in schools and in society.
  - **Vienna’s** diversity monitoring survey is carried out within the city administration and conducted every three years<sup>12</sup>, resulting in a report to disseminate successful strategies, measures and projects, provide input and facilitate mutual learning. 43 departments participated in the survey.

<sup>12</sup> The last edition can be consulted at: <https://www.wien.gv.at/menschen/integration/pdf/monitor-2016-kurzfassung.pdf>



When communicating their active commitment, cities often partnered-up with NGOs and civil society organisations or migrant based organisations which helped to reach the target group and to mobilise residents. Nicosia's Integrated Urban Development Strategy for Programme Period 2014-2020 takes into account the make-up of population and has designed actions to expand services for the integration of third-country nationals. In particular:

- ▶ Establishing a Community Centre geared towards the provision of information, community action and collaboration of migrant associations and NGOs.
- ▶ Establishing a training and business hub for socially vulnerable groups including third-country nationals (TCNs)
- ▶ An Information and Networking Office has also been established for third-country nationals.

In **Paris**, the mobilised 'community' of public services, NGOs and citizens gathers twice a year to review the achievements of the 2015 plan and to think about, and elaborate on, further developments of the mobilisation.

Communicating well also required the production of dissemination tools in several languages. Cities are making more and more use of interpretation and translation to reach their migrant population (Athens, Tampere). For example, **Tampere** approved its general 2030 strategy containing challenges, policies to be implemented and expected results. The strategy was written to be easily readable for everyone and is offered in both Finnish and English. Furthermore, the website has been improved to allow migrants to get all the necessary information and be guided through the services provided in different languages.

### Integrating Cities commitment: The city ensures equal access and non-discrimination across all its policies

Cities made progress on the commitment, making efforts to ensure their services are accessible to newcomers. As a reaction to the increasing number of third-country nationals in their territory, they have reinforced priorities of inclusion and equal access to services, such as:

- The Social Policy department of **Milan** opened its territorial social services to all citizens, without distinctions based

on nationality and origin. At the same time, specialised services for legal orientation and family reunification, as services focusing on migrant users, were reinforced. Furthermore, the city opened the 'Centre of World Cultures', a service dedicated to the inclusion and social cohesion of migrants and refugees.

- In 2016, **Paris** published a guide "Welcoming refugees in Paris" collecting all the measures and services available to help professionals and volunteers involved with refugees.
- **Tampere** confirmed the implementation of an equality program confirmed in early 2017, as agreed by the City Council. Besides this, the 2030 strategy highlights, among its main goals, support to citizens' engagement, equal access to services, and support for equal well-being throughout the city in-line with the Integrating Cities Charter's commitments. As a consequence, a structural reform to adapt health and social services provisions is underway.
- Since the end of 2015, **The Hague** has focused on the improvement of Dutch language skills and participation in society, promoting equal opportunities in the labour market and within the educational field.

Some cities created new municipal bodies or monitoring mechanisms to prevent discrimination in access to local services (Athens, Barcelona, Milan, Munich, Nuremberg, The Hague).



Laikku Hall of Culture, Tampere

© Laura Vanzo

- In **Athens**, an independent Department for the Support and Social Inclusion of Migrants and Refugees has been operational since November 2016. The department proposes new initiatives to foster the social integration of migrants and refugees and oversee their implementation, including directly providing information and support to migrants and refugees.
- In **Barcelona**, a new department on citizen rights has been established in the city including a non-discrimination office. A local instruction has been issued regarding respect for religious diversity and regulates how religious activities can happen in the public space and in public facilities.
- **Milan** has activated a specific service to support citizens who are victims of discrimination.
- In **Nuremberg**, an anti-discrimination office has been set up, offering counselling, information and mediation services. In 2016, the city supported the founding of the ‘Council of religions’, an independent entity whose aim is that of encouraging tolerance and religious dialogue.
- In **Oslo**, the city government has quadrupled city grants for integration, inclusion and diversity – increasing the budget for civil society projects. This has provided new initiatives targeting discrimination, homophobia and racism, as well as a new low-threshold mediation board where victims of discrimination can try their cases.
- In March 2018, **Paris** organised the third edition of the “Parisian week to fight against racism and anti-Semitism”.
- Anti-discrimination has been the main priority within **The Hague’s** integration policy. A new contact point to report instances of discrimination has been installed.

Other cities implemented new policies for the inclusion of their diverse population, either as plans, guidelines or strategies (Ghent, Helsinki, Leipzig, London, Malmo). For example:

- **Ghent** launched the Integrated Equal Opportunities Policy based on three pillars: accessibility of services, empowerment, and social cohesion; aimed at reducing inequalities for all target risk groups.
- **Leipzig** adopted the Equal Participation Plan “Leipzig on the way to social inclusion” aiming towards the equal participation of all citizens. The city is also working on

a participation and complaint management for people living in shared accommodation for refugees.

- In **Stockholm**, all city departments and city-owned companies were tasked with implementing “Vision 2040 – A Stockholm for everyone” and are required to streamline the vision into their policies and services.

Reporting cities emphasised the importance of working closely with NGOs and civil society organisations in their mission for equality and non-discrimination. This is the case for the new department in **Athens**, which created synergies with organisations and NGOs to raise public awareness against xenophobia and racism. It also participates in cities networks at the European level to exchange experiences and best practices for the integration of third-country nationals.

In order to ensure equal access to services, several cities undertook new initiatives to make their services more accessible to migrants and refugees.

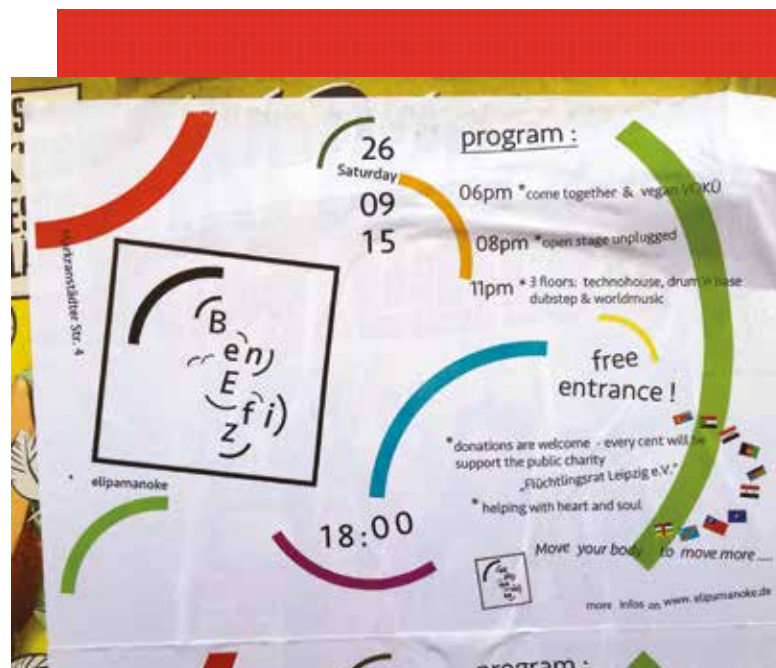
- **Helsinki** developed a new equality plan and updated the ‘Infopakki’, a multi-language website providing information on services and initiatives.
- **Milan** has implemented the project “I do not discriminate! Peer-courses of knowledge on migration and integration, together with migrants”, together with the cities of Catania and Rome (2017-2018). The project aims to promote a culture of acceptance and respect for “the other”, through the implementation of specific training and awareness actions for individuals who are in contact with the world of migration, including municipal political representatives and officials.
- In **Oslo**, a diversity portal was created: a website where public services are presented to guide migrants’ through the inclusion process, with equality and accessibility at the core.
- **Oulu** has established a multilingual info service for immigrants providing information in 13 languages about life in the city and adjustment to Oulu.
- As part of its integration strategy, **Paris** makes efforts to adapt its public services to migrant characteristics, for instance by providing translation services and offering training to municipal officers on how to receive those with a foreign background.

- A 'one stop shop' centre for migrants and refugees has been established in **Rome** and will be active until 2019. The centre provides reception, listening, orientation and specialist advice, helping to achieve the active inclusion of beneficiaries. Moreover, it supports the implementation of programmes for 'integrated reception', including the provision of individual assistance to plan a pathway for social and labour integration.

**Integrating Cities commitment:  
The city facilitates engagement  
from migrant communities in its  
policy-making processes and  
removes barriers to participation**

The involvement of migrant communities, or migrant based organisations, is increasing in cities. One way of engaging migrant communities is through consultative bodies within the city administration. A clear example is the city of Amsterdam, which established two new bodies for consultation on integration issues: An independent Advisory Board on Diversity and Integration and the Refugee Advisory Board. The latter advises the municipality on the activities and communication oriented towards refugee groups. Since 2015, similar bodies have been set up or reinforced in several cities:

- **Athens'** Migrant Integration Council facilitates engagement by migrant communities in their policymaking processes and removes barriers to participation.
- **Leipzig**, where a Migrant Council already exists, has strengthened its role and links with the city.
- The Migrant and Refugee Advisory Panel of **London** advises the Mayor and Deputy Mayor on the barriers and issues facing migrants in the city.
- In **Nuremberg**, migrants can directly take part in the activities of the Council for integration and migration within the commission for integration.
- In **Oulu**, the Immigrants Council is taking an active role in increasing political participation and social impact. The migrant population is represented in governing bodies, unions and steering committees.
- In 2015, **Stockholm** established a Commission on social sustainability to reduce inequalities in the city.



**Poster for benefit event of the Refugee Council, Leipzig 2015**  
© Thomas Fabian

The commission was active until 2018 and brought together representatives from different city departments. Areas addressed were, among others, the labour market, education, housing and social inequality. One of the reports produced by the Commission addressed migrants' possibilities to access the local labour market and social services.

Cities have also set up networks of migrant organisations directly involved in the decision-making process at the local level (Athens, Ghent, Milan, Munich, The Hague):

- **Milan** created the "City World" Association which connects various organisations of the diaspora communities. Another network which has been set up links 102 associations working towards integration in the city.
- The municipality of **Munich** supports, and finances, 'MORGEN' – a network of more than 50 migrant organisations that take part in civil society and the policy-making process.
- In **The Hague**, the Integration department has invested in creating a network within the city, consisting of a variety of cultural and religious organisations. This network has helped the city to understand its citizen's needs and thoughts.

Surveys are increasingly used as a tool to assess the opinion of migrants living in the city, such as in **Amsterdam**; or to understand the barriers to participation for migrants, like in **Leipzig**.

Increasing participation to vote is another key way of removing barriers to participation. Accordingly, **Barcelona** has started the project “My city, My vote”, aiming to foster the political participation of EU residents and third-country nationals with the right to vote in local elections. **Ghent, Leipzig** and **Munich** are also trying to mobilise eligible electors with migrant backgrounds to vote at local elections.

**Helsinki, Oslo** and **Rome** experimented with new participatory models thanks to an additional local budget. The new participatory model of the city of Helsinki engaged more street workers (Stadi Luotsi) and introduced participatory budgeting. **Oslo** city hall organised breakfast seminars called the ‘OXLO Breakfast Club’ for members of the OXLO charter. It also initiated so-called ‘Inclusion days’, mobilising civil organisations to cooperate with municipal services, and created Mela house, promoting inclusion and diversity within the city’s culture. Since November 2017, the **Rome** ‘Capital Forum for the reception and inclusion of foreign-born people’ has been established, coordinated by the Councillor for the Person, School and Solidarity Community. It is conceived as a permanent place for discussion on the policies of reception and inclusion, and to promote the culture of democratic participation in the administrative, economic, social and cultural activities of the territory. It involves civil society and members of the public sector, the third sector, academics and volunteers, both for the study of strategies and for the active practice of the same. Of course, migrants are among those participating.

## Challenges

The main challenge reported by cities in achieving this commitment was the difficult access to funding, and, in particular, the limited availability of funding from the national and regional levels to implement policies and new initiatives (Athens, Barcelona, Ghent, Leipzig, Rome).

The huge inflow of migrants from 2015 has, in some cases, largely affected cities’ capacity to properly respond to the phenomenon (Athens, Rome). At the same time, the consequences of the financial crisis made it more difficult to

plan new policies and for migrants and refugees to find jobs (Athens, Barcelona, Rome). Greece was the country most affected by the economic and migratory crisis. The large number of migrant and refugee population inflows in 2015 resulted in a humanitarian crisis in the city of **Athens** which had to cover the urgent need for accommodation and food provision for asylum seekers. Currently, the city is in a stage of planning and is implementing a social integration policy that focuses on the education and employability of third-country nationals. On the other hand, the unwillingness of the migrant and asylum seeker population to integrate is a challenge in **Athens**, since Greece is considered a transit country by many.

The polarisation and hostile positions of parts of society since the high arrival of refugees has been another important challenge to implementing inclusive policies for third-country nationals (The Hague). This is because the use of surveys to communicate information about integration policies can lead to non-favourable outcomes. When **Amsterdam** communicated the decision to give priority access to refugees for social housing through a survey, only a minority of the respondents were in favour of this regulation, while 86% of the respondents supported the housing of refugees in vacant office spaces, buildings or churches. To manage tensions with host communities over this decision, the municipality set up four locations for dialogue to clearly explain the rule of the distribution of housing.

City’s competences in the field of integration are narrow overall, limiting what cities can achieve on their own. **Oulu, Nuremberg, Tampere** and **Vienna** reported that their central governments or Land are responsible, for instance, for the national refugee strategy or education policy. In the case of **Oslo**, the restrictive approach at the national level has made progress on integration difficult. Since 2015, the decisions of the national government and parliament aimed at limiting immigration, restricting access to welfare services and increasing the threshold to achieving Norwegian citizenship. Communication with the national level remains a challenge, as reported in the previous editions of the report.

Finally, migrant participation in decision-making was hampered by the fact that in some countries third-country nationals do not have the right to vote, even for administrative elections to elect the mayor and/or city council members. As a result, the chance to be involved in city politics is limited for foreign citizens (Milan, Munich, Vienna).



## CITIES AS SERVICE PROVIDERS

### Self-assessment

The graph below outlines the aggregate self-assessment of the 22 cities responding to the two commitments.

### Main findings and good practices

The 2015 refugee crisis has put national, regional and local authorities under high pressure. New ideas were needed to address such big challenges. Local administrations proved able to offer smart and effective solutions and, as the first places facing the emergency of arrivals, they also acted quickly.

More than three years after the summer of 2015, when looking at the broad picture, it is evident that integration related local services have been strengthened. At the same time, the target-groups of these services has widened and cities' interventions, with regard to integration and immigration issues, have expanded.

As is clearly visible in the graph above, cities have concretely engaged in the accomplishment of the Integrating Cities commitment concerning service provision for integration. The following major trends can be highlighted concerning cities as services providers:

- Cities are playing a fundamental role in the integration of migrants, since they are filling the gaps left by national policies, as well as in the legal and financial frameworks related to migration and integration.
- Besides first-aid and the commitment for a response in addressing the urgent needs of newcomers', language courses and cultural training are considered to be

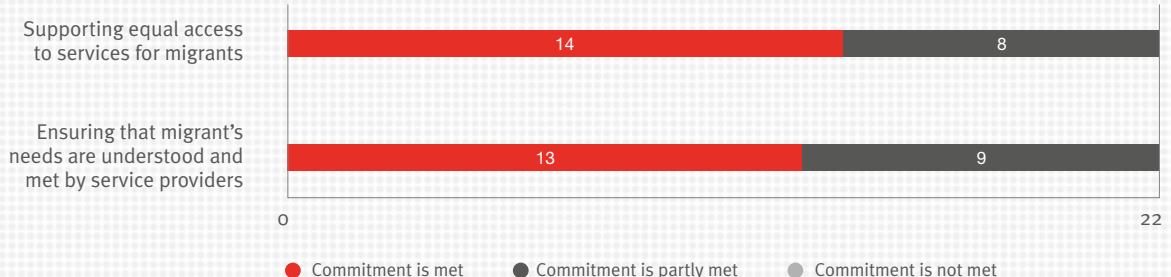


Wall painting in a refugee home, Leipzig 2016

© Thomas Fabian

primarily important services to facilitate an effective integration within the local community. Such courses and training might be directly organised and offered by the municipalities themselves or provided by external organisations and entities, with possible funding by local authorities acting in synergy with them.

- In point of fact, the majority of cities support and enhance the cooperation and involvement of civil society in policy-making and services provisions: NGOs, business/ industrial associations, headhunter companies, migrants' councils and organisations, as well as transnational and inter-governmental networks, are among the bodies that municipalities try to involve and rely on.
- At the centre of the services offered to migrants lies the key priority of labour market integration. Allowing the newcomer to obtain a job simply makes everything easier; that is why cities' service provision is mainly oriented in the labour market direction, ranging from skills and attitude assessment programs to the actual provision of work trials and internships.



When it comes to the comprehension and satisfaction of migrants' necessities, there are a few general tendencies spread among the reporting cities:

- The city acts as the first and most efficient information and counselling provider for incoming migrants. Newcomers are usually made aware of all the services and resources they are entitled to, at the national, regional and local level. It also provides useful information about rights, citizenship, residency procedures and all the practical matters in the long path towards integration. Some cities have established a dedicated info-centre, or a one-stop shop, namely a place where migrants can not only receive information but also handle all the bureaucratic procedures related to their arrival and settlement.
- Usually, municipalities also provide translation and interpretation services to help migrants deal with the all the procedures avoiding the normal language constraints. Such services take on great importance and are therefore being set up in many cities.
- The major trend in cities is the provision of focused training, workshops and other initiatives for public employees. These courses are usually intended to make employees better deal with multicultural, diversity and minority issues, as well as to let them become aware of problems such as racism, discrimination, segregation and, consequently, to properly address them.
- An issue becoming more and more spread is that of family reunification in emigration countries. Some cities are therefore providing dedicated tools to help families, and especially children, with the reunification process.

**Integrating Cities commitment:  
The city supports equal access for  
migrants to services to which they are  
entitled, particularly access to language  
learning, housing, employment, health,  
social care and education**

Concerning language and cultural courses, the following good practices can be highlighted:

- In 2015, **Amsterdam** established Boost Ringdijk, a temporary work and meeting space financially supported by the municipality, in cooperation with the Dutch Council for Refugees. Through different activities, groups of both refugees and natives meet and learn from each other. Activities include: language and conversation classes, sports, shared workspaces, informative workshops about finding your way in Dutch society, music, dialogue and lectures, and cooking and eating. It has been a success: and its language teams have grown bigger and bigger. It currently has about 20 volunteer teachers and around 400 students have been enrolled.
- **Leipzig** also provides free language courses for refugees.
- **Riga** offers a special Latvian Language Acquisition Programme free of charge for migrants and newcomers. More than 1,200 people have already completed the course successfully.
- **Vienna**, for the fourth time, assessed its diversity policies and management strategies through the diversity monitoring survey. The 2016 report concluded that measures and tools have continually been developed and extended in all three areas of self-assessment: services and customers, personnel and organisational strategies. An increasing number of multi-lingual services is offered by multi-lingual staff.



© City of Rome



The establishment of broad cooperative deals with civil society is especially innovative in these cities:

- **Amsterdam:** in 2016 the municipality established the Amsterdam approach, a customised, holistic integration programme designed for refugees and implemented in partnership with universities, NGOs and other public services. It provides individualised integration plans for an effective integration within society and labour markets, after the assessment of refugees' qualities and talents, motivation, level of language acquisition, work experience, education, and overall mental and physical condition.
- **Athens:** in the municipality premises the "Child and Family Support Hub (Blue Dot)" operates in synergy with UNICEF and the NGO Solidarity Now provide protection support services to refugees, migrant children and their families. Moreover, the municipality is working together with the Danish Refugee Council. This cooperation focuses on providing legal support as well as vocational guidance, networking and employment placements for refugees and migrants.

A wide range of tools have been adopted to ease migrants' access to the labour market:

- **Helsinki** has developed various initiatives, including the very successful Job'd model. In cooperation with businesses, arts organisations, festivals and veteran NGOs, young migrants have the opportunity to undertake a first hourly-paid work experience in socially beneficial tasks. Then, not only do they get expertise, such as networking and new skills, but they also help the local community in a system that stimulates mutual integration. The Job'd model created over 20,000 hours of new work between January 2017 and May 2018. It offered work experiences to more than 600 young migrants who had little or no work experience previously. Also, the Adult Skills Centre: established in 2016, aims to foster employability and combine vocational, language and work life competences. The centre adopted specific measures to tackle challenges in education and access to the labour market: new models in language training include courses that simultaneously offer vocation skills, language training and work-trial and trainee possibilities. In addition, language courses that combine learning skills and rehabilitation are available. Entrepreneur coordinators link Skill Centre students to working life and provide job coaching.

- **Milan** has established the CELAV (Centre for Mediation to work), which is part of the Department for Social Emergencies, Rights and Inclusion Service. It provides appropriate guidance to help those accessing the labour market and information about the rights and obligations of their employment. Specific projects have been planned for refugees at the end of their reception period.
- Refugees in **Paris** have access to all the initiatives set up by the city to support labour market integration, as detailed in the Parisian Plan for Insertion through Work (PPIE). Specific measures are taken to meet the needs of the refugees, for instance, a "Youth warranty scheme" was implemented in 2017, in partnership with the largest French employer federation, providing young refugees with vocational training, including 50 hours of French, 330 hours of professional training and 70 hours of internships in companies.
- In **Nuremberg, Munich, Oulu** and **Vienna** there have been specific programmes to assess migrants' skills and attitudes to customise their path towards either education or the labour market.

**Integrating Cities commitment:  
The city ensures that migrants'  
needs are understood and  
met by service providers**

Many cities have developed training programmes for their employees to better deal with integration and diversity issues:

- **Barcelona** has enlarged the Department of Immigration and Interculturality to a total of 160 employees, and has developed diversity training for front-line staff in universal services, including health.
- **Leipzig** has built a set of tools to improve the comprehension of migrants' needs. The offer for intercultural training courses has been expanded with more and more staff taking English/Arabic language courses. Applications for jobs that involve contact with the public, and especially with migrants, are also evaluated to consider the multicultural skills of the applicants.
- **Nantes**, in coordination with the French immigration office, is providing training to its employees on practical matters regarding the reception procedures for migrants, but also on raising awareness and sensibility towards diversity and integration issues.

- In **Paris**, the Centre for Social Action (CASVP), in charge of helping vulnerable people, ensures its services are available in different languages. In addition, every year a guide “Vivre à Paris”, compiling information about all the services offered by the city, is published in several languages.
- The **Riga** City Council, as part of the two-year “AMITIE CODE” project, and in cooperation with the Latvian Centre for Human Rights, provided training to 94 teachers, 117 pupils and 61 civil servants on topics related to migration, development and human rights. This will not only help employees to better deal with migrants, but it will also help teachers to raise the awareness of young students.
- **The Hague** is actively supporting initiatives aimed at raising awareness on sensible themes such as inclusivity and multiculturalism, not only for its employees but also for external service providers.

Cities are also setting up integrated information and counselling points:

- **Munich** has set up the Integration advisory centres, dedicated to all migrants older than 15, regardless of nationality or residency status. It provides counselling; work and education guidance and background assessment; information on healthcare, housing and social benefits; and services for young migrants and refugees, in cooperation with job agencies and youth welfare services.
- **Paris** has invested in several mechanisms for facilitating migrants’ access to information and rights: for example, free consultation services are offered in partnership with the bar

of Parisian lawyers and through legal consultation opened to all the population, with a specific focus on foreigners.

- **Rome** has established a one-stop-shop, active until the end of 2019. It is conceived as a centre of reception, listening, orientation and provision and of customised consulting and planning services, preparatory to beginning social inclusion procedures and the active integration of beneficiaries.
- **Tampere** has established an info point (‘MAINIO’) for migrants in many languages which provides guidance on, among other issues, housing, healthcare, underage migrants, interpretation and first-phase services.

## Challenges

Among the many challenges that cities face in everyday work related to integration, there is one main structural challenge affecting a proper provision of services and policies for integration by cities: poor coordination with the national/regional government. As a consequence, policy-making processes are often in conflict with the government level. Nonetheless, the biggest challenge is related to the executive/administrative side of service provision: there is often a lack of clarity regarding municipalities’ competences on migration and integration. As well as creating confusion, delays and sometimes bureaucratic overlaps, it also creates gaps in services.

Furthermore, many cities reported they had been highly constrained in developing and implementing effective policies, especially due to financial or juridical restrictions.

- **Milan** has a limited influence on central government rules on migration and integration policies.
- The **Nicosia** municipality has little autonomy since policy-making processes and funding mechanisms are regulated centrally.
- **Nuremberg** has limited autonomy for important matters such as education, housing or employment, thus limiting its actions.

Moreover, cities from Southern Europe are still more strongly affected by the high number of arrivals of migrants and asylum seekers. When it comes to service provisions, **Rome** and **Athens** often lack the resources to offer reception and basic services to migrants, especially housing.



Youth workshop within the project  
‘AMITIE CODE- Capitalizing On Development’  
© City of Riga

## CITIES AS EMPLOYERS

### Self-assessment

The graph below outlines the aggregate self-assessment of the 22 cities responding to the three commitments.

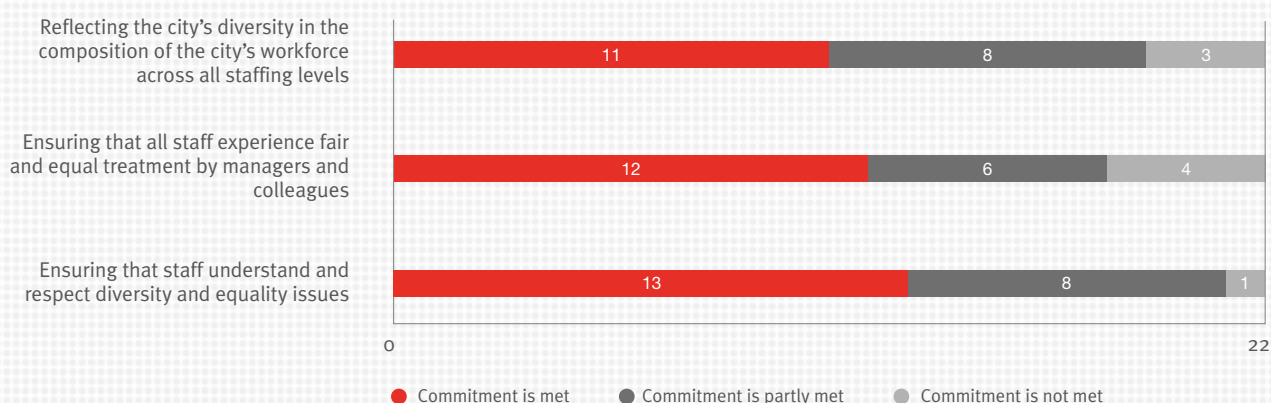
### Main findings and good practices

Cities, as employers, focused on anti-discrimination measures and strategies to tackle the subject of integration. Most of the cities are aware of the need to work on this issue and are willing to implement some measures to increase the percentage of their staff with a migrant background, seeing this as an element of enrichment for the municipality. Interculturality and diversity are themes that matter to most of the reporting cities, even those which face national legislation obstacles preventing them from hiring non-nationals or third-country nationals, and thus to meet the commitments of the Charter (Athens, Barcelona, Milan). But even there, interculturality, diversity and human rights are aspects that the municipality wants its employees to be aware of.

Some cities have mainstreamed the issue of anti-discrimination, moving away from immigrant-specific services and towards a service provision for all citizens. Indeed, a lot of cities opened an anti-discrimination office, board, or service, tackling all kinds of discrimination against different minorities. In **Nantes** for instance, the *Mission Égalité*, the equality office, aims to reduce the differences between minorities and the rest of the population. The office focusses on the following five categories: gender equality, LGBT rights, migration integration and diversity,

disabled persons, and Roma people. We see the same pattern in **Helsinki** where two boards, an Equality Personnel Board and a Personnel Gender Board, were created in 2017, in **The Hague**, where the “Integrity Board” can lodge complaints with regards to unfair treatment and discrimination, and in **Milan**, where the Committee of Guarantee, the municipal body in charge of fighting against discrimination raises the Human Resources department’s awareness on this topic. Several cities also use training for their staff on diversity and diversity management as a tool to fight discrimination. This is the case in **Nantes**, where more than 4,000 civil servants have been trained on the issue of diversity or in **Vienna**, where 5,200 employees of the city have completed diversity-oriented training in the past three years. In **Leipzig**, the city offers seminars on the topics of intercultural perception and communication, as well as options to ensure fair participation.

In recent years, the focus for many cities was to increase their number of staff with migrant backgrounds. Some measures have been developed in order to achieve this goal. The impact of these measures is interesting to underline: in **Ghent** in 2015, the staffing from foreign origin amounted to 6.84% of the workforce of the municipality, and the target for 2018 was to raise this number to 8.5%. Today, the percentage of staff with a migrant background in Ghent is 10.7% and the new target for 2020 is 30%. The measures to include more staff with a migrant background varies from city to city. Some, like in **London** or **The Hague**, use anonymous job applications in their recruitment process. People with migrant backgrounds are also directly approached at some events or fairs to introduce them to the professions of the public sector, like in **Leipzig** for example, or in **Nantes**, where they promote careers through video messages on their website.



For some cities, these measures are part of a broader plan or strategy focusing on equality and anti-discrimination, like in **London**, where the Equality, Diversity and Inclusion Strategy reflects the desire of the Mayor to have a culture change, recruiting a workforce reflecting London's diversity. In **Ghent**, an action plan on diversity is being implemented to reach the target of 30% in 2020. The city Plan for Anti-discrimination in **Malmö** has had good results, with 36.6% of the workforce of the municipality in 2017 coming from a migrant background, compared with 31% in 2014. Another tool used by some cities working on the issue is diversity monitoring, showing where there are needs in terms of diversity management, and allowing progress (Vienna, London, Helsinki).

Examples of city practices for each specific commitment are illustrated below.

**Integrating Cities commitment:**  
The city takes steps where required to reflect the city's diversity in the composition of its workforce across all staffing levels.

- Because of national legislation, **Athens** cannot recruit non-Greek citizens. Nevertheless, the city facilitates engagement with migrant communities in their policymaking processes and removes barriers to participation through the Local Migrant's Council.
- **Helsinki** has applied for two-year funding from the Finnish National Agency for Education for a project which aims to enhance career paths, increase the recruitment of those with a foreign background, and recognise diplomas. Moreover, the annually published Helsinki city personnel report describes and monitors the development of a diversity policy for staff.
- In the OXLO mentor program, master students with minority backgrounds get mentors employed in the City of **Oslo**, to help them with their master thesis. The thesis must be on a subject of use to the city. The program also offers mentorship in publicly owned companies. The aim is to showcase minority students as a resource and enhance diverse recruitment, especially to municipal jobs requiring higher education.
- **Stockholm** put in place a competency-based recruitment process aiming to have a diverse workforce. The city

has also implemented several labour market actions to facilitate newcomers' entry into the city's workforce. In addition, it offers opportunities for further competence development, including Swedish language courses for employees for whom Swedish is a second language.

- **The Hague** has its own "diversity taskforce" to promote inclusivity and diversity within its own ranks.
- **Vienna**, for the second time, assessed the composition of its staff regarding foreign origin as this is one of the areas of the diversity strategy which aims to increase the share of foreign origin staff within the city administration. The present share is 25% of the city's overall workforce.

**Integrating Cities commitment:**  
The city ensures that all staff, including staff with a migrant background, experience fair and equal treatment by their managers and colleagues

- In **Helsinki**, all new team managers are trained on internationalisation of staff and diversity issues.
- In **Leipzig**, new formats of leadership development are being conceptualised to ensure a fair treatment for all employees regardless of their background. Moreover, there are four contact people employed in the city administration to ensure fair treatment of all employees: the equal opportunities officer, the gender equality officer, the severely handicapped employee representative and an integration officer.
- **London** has developed a Diversity and Inclusion Action Standard for the Greater London Authority group, which will act as a benchmark for diversity and inclusion in employment. It will also provide a development tool and enable the sharing of good practices.
- **Paris** is engaged in fighting against all forms of professional discrimination in its own departments, through a certification process in order to get the "Diversity Label" delivered by independent agency AFNOR. This means adapting the recruitment and career management procedures of the municipality to avoid any discrimination against those with a migrant background.

- **Stockholm** published a website on the city's intranet that provides staff with comprehensive information on



© City of London



the city's anti-discrimination policies and their rights as employees.

### Integrating Cities commitment: The city ensures that staff understand and respect diversity and equality issues

- In **Barcelona**, a new training on human rights, interculturality and non-discrimination has been launched for civil servants, especially members of the local police.
- **Milan** is a partner of a project called Pre.Ce.do which is aimed at promoting anti-discrimination practices in schools and in public administration. In the context of this project, social workers and civil servants have attended specific courses on diversity management, focusing on stereotypes, bias, and direct and indirect discrimination. Through this project, the public administration intends to issue a city Plan against discrimination and in favour of equal opportunity, to be approved by the City council.
- In **Rome**, the project Romunicare is raising awareness of employers on non-discrimination practices and focuses on easing Roma people's access to public services. The main purpose of the project is to encourage and support a convergence among the Roma population, which makes use of municipal services, and civil servants. The final goals are to produce a standardised model for the reception of Roma and other disadvantaged minorities at the public offices, that will be compliant with anti-discrimination laws, be transparent and efficient, and will support the Roma people with an informed and correct approach to the public services they need.
- **Oslo** has developed the OXLO guide for equal services. This one aims at making the vision of Oslo as a city for all a concrete reality for its citizens. All municipal employees are encouraged to use the guide, and all services are advised to set aside time to discuss and plan how they can contribute to make Oslo an attractive and inclusive city for all.
- The city of **Stockholm** regularly informs staff members about diversity and equality issues through seminars, information posted on the internal website, internal newsletters and the annual staff survey.
- In **Tampere**, the human resource department has launched an online course about equality in the workplace, in addition to group discussions being held in every department.

## Challenges

One of the biggest challenges for cities (Athens, Barcelona, Milan) is the limited possibility to hire foreigners due to existing laws. In cities like **Helsinki**, the turnover of staff is very high and there is a constant need for training and dialogue with the staff. The lack of resources, including national funding, can be another obstacle to implementing anti-discrimination measures (Nicosia).

## CITIES AS BUYERS OF GOODS AND SERVICES

### Self-assessment

The graph below outlines the aggregate self-assessment of the 17 cities responding to the three commitments.

### Main findings and good practices

Compared to the last reporting period of 2015, cities have also made some progress in the implementation of this commitment. The number of cities adopting clauses to boost the offers of migrant providers, thus diversifying their suppliers, have increased. Nevertheless, this area remains the most complex one, where local authorities have fewer policies and initiatives in place. Only a limited number of cities have public procurement policies targeting migrant entrepreneurs when buying goods or services at the local level. In response to this issue, EUROCITIES dedicated one of the four city clusters of the project CITIES GROW to the topic of access to public and private contracts for migrant entrepreneurs. In this context, the cities of Brighton, Birmingham, Lisbon and Utrecht exchanged their existing practices during capacity building and mentoring visits on procurement and adopted new actions to make progress in this area.<sup>13</sup>

Some of the reporting cities have introduced new criteria in their procurement processes that support the hiring of refugees or asylum seekers (Barcelona, London, Oslo).

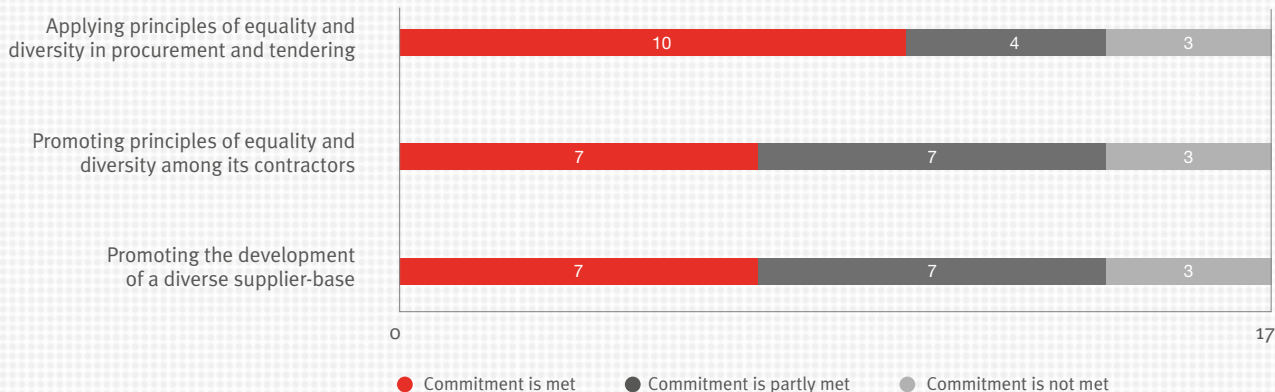
Many cities split larger assignments into contract ‘lots’ to enable smaller operators, including SMEs, micro-enterprises, and social economy organisations, to also bid for public contracts (Barcelona, Helsinki, London, Munich, Paris). This practice opens the way for companies set up by people with migrant backgrounds to participate in calls for tenders too.

A number of cities also cooperate with civil-society organisations representing refugees or migrants and consult with them when developing their procurement policies. This consulting process helps the city to make informed changes aiming to ease the access of a more diverse supplier base to municipality tenders and contracts. Examples of city practices are reported below for the two Integrating Cities commitments.

### Integrating Cities commitment: The city applies principles of equality and diversity in procurement and tendering

- **Barcelona** introduced a new social criterium in the procurement processes adopted by the city that includes the possibility for the tenderer to have some extra points if they contract refugees or asylum seekers.
- **Helsinki** uses employment clauses to promote migrant access to employment. Guidance on equality and diversity are mentioned in the city’s procurement handbook (2017) and the city’s handbook for sustainable procurement (2015).

<sup>13</sup> See more on the project website: <http://www.integratingcities.eu/integrating-cities/projects/cities-grow>





- **London** encourages city hall's suppliers to employ a workforce representative of London's diverse population and to provide inclusive services. This is part of London's Responsible Procurement Policy. The city also cooperates with civil society organisations promoting equality and diversity.
- **Oslo** adopted the city council decision 129-2013 on 'Diversity Opportunities'. The same standards on diversity also apply when a private company delivers services on behalf of the municipality.
- As part of the implementation of **Stockholm's** "Vision 2040 – A Stockholm for everyone", the city applies social clauses in its public procurement of goods and services to support those that are outside the labour market in finding work or traineeships. This is a key action to improve the city's social sustainability.

### Integrating Cities commitment: The city promotes principles of equality and diversity amongst its contractors

- **Rome** guarantees and promotes the principles of equality and diversity between its contractors in its city policy. The aim is to enhance the individual experiences and professionalism gained by contractors, as long as companies wishing to participate in a call for tender has the specific experience in the work activities required by the tender.
- **Nantes** is currently (2018) developing a network of companies with the intention to strengthen their good practices by exchanging examples and promoting dialogue within a platform. The outcomes of these exchanges will guide the development of a city public procurement strategy.
- In its "Charter for responsible procurement", **Paris** encourages suppliers to develop social insertion actions.
- For many years **Stockholm** has applied anti-discrimination clauses for providers of services and public works. The clauses include the possibility to enforce financial penalties to ensure that providers live up to their commitments.

### Integrating Cities commitment: The city promotes the development of a diverse supplier-base

- The city of **London**, within its 'Responsible Procurement Policy', breaks down barriers that restrict SMEs from entering the supply chain.
- **Munich** and **Vienna** were involved in the EU project DELI: Diversity in the Economic and Local Integration (June 2014 – December 2015). The project aimed to enhance the entrepreneurial potential of migrant businesses and support their integration into local business life.
- **Nuremberg** introduced the 'Nuremberg Award for Company Culture without Discrimination' which pays tribute to local companies that are committed in protecting the rights of employees against discrimination.



Lord Mayor Dr. Ulrich Maly (left) presented the 2016 Nuremberg Award for Company Culture without Discrimination to Bernd Hausmann (right), owner of the company "glore"

© City of Nuremberg / Ch. Dierenbach

© City of London



© City of Vienna



- **Oslo** encourages the development of a diverse supplier-base in some specific areas, such as in the Oslo Smart City project.
- The city of **Stockholm's** guiding document for public procurement takes note of the city's ambition that city departments and companies should work towards improving the capacity of small and medium-sized companies and encourages NGOs to participate in public calls for tender.<sup>14</sup>

## Challenges

Two main challenges are limiting the progress on the area of procurement diversity. First, an organisational challenge. Working in silos can be a challenge to the achievement of supporting migrant and refugee integration through public procurement. For instance, if the city department working on migrant and refugee integration is not in charge of procurement processes, it needs to cooperate with the procurement department. An efficient approach is to establish an overarching public

procurement strategy that matches city priorities so that all departments contribute to reaching the objectives under this strategy, including the aim to support refugee and migrant integration.

Furthermore, there is a legal challenge resulting from the transposition of EU legislation on public procurement into national rules. Several cities reported that procurement legislation is defined at the national level, thus they have little opportunity to manoeuvre for change (Athens, Paris). Also, complex and constraining rules in some cases hamper the diversification of suppliers (Nuremberg, Oslo, Tampere). In addition, the 2014 EU Directives on public procurement leave a lot of room for interpretation concerning social criteria in public procurement. Member states have transposed the directives differently, based on their existing legislation and their reading of them, therefore national legislations regarding social criteria are not always clear. It follows that for cities it is often unclear which criteria they are allowed to include or not in their tender procedures regarding the support of refugees and migrants through public procurement.

<sup>14</sup> See more at [www.insynsverige.se/documentHandler.ashx?did=1821870](http://www.insynsverige.se/documentHandler.ashx?did=1821870)

# Next Steps

03

This report focuses on the implementation of the EUROCITIES Integrating Cities Charter highlighting general trends and gives many examples of cities' approaches to migration and inclusion. Produced by EUROCITIES, this report is the third in a series of our regular reporting on the 'state of play' in European cities' approach to diversity and migrant integration.

EUROCITIES, through our Working Group on Migration and Integration, will continue to lead on this process of integrating cities by:

- continuing to develop mutual learning projects between cities and to give high-level visibility to this policy issue
- continuing to provide input to the European agenda on integration through regular policy dialogues between city representatives and European institutions, in particular the European Commission's DG Migration and Home Affairs, DG Employment, and DG Justice
- continuing to collect evidence and data from cities as part of the on-going reporting of the charter and to feed into European policy processes in this field
- expanding our transatlantic work through continued contact with North-American cities such as Toronto and Montreal and through our cooperation with the World Bank
- ensuring that migration integration issues are reflected in other policy areas such as the Urban Agenda, the European Employment Strategy, affordable housing, culture and education

This report is part of EUROCITIES continued contribution to the local implementation of the EU common basic principles on integration.



This report was funded by the European Union Programme for Employment and Social Innovation 'EaSI' (2014-2020). For further information please consult: <http://ec.europa.eu/social/easi>

The information contained in this publication does not necessarily reflect the official position of the European Commission.



Square de Meeûs 1  
1000 Brussels  
Belgium  
Tel.: +32 2 552 08 88  
[info@eurocities.eu](mailto:info@eurocities.eu)  
[www.eurocities.eu](http://www.eurocities.eu)

