

# CITIES AND MIGRANTS



Implementing  
the EUROCITIES  
Integrating Cities  
Charter



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EUROCITIES is the political platform for major European cities towards the EU institutions. We network the local governments of over 130 of Europe's largest cities and 40 partner cities that between them govern some 130 million citizens across 35 countries.

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## EXECUTIVE SUMMARY

This report highlights city trends on migrant integration; it reports on the implementation of the EUROCIITIES Charter on Integrating Cities (Integrating Cities Charter) and is produced by the EUROCIITIES working group migration & integration.

The Integrating Cities Charter identifies the duties and responsibilities of European cities as policy makers, providers of services, 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. This report is based on information and data provided by signatory cities<sup>1</sup> and members of the EUROCIITIES working group migration and integration.

European cities have a long history of receiving newcomers. More migrants are choosing urban areas as their entry point to Europe, making large cities the front-runners in managing the diversity brought on by migration. Cities play a central role in making integration work and shaping national and European integration policies.

At present we are witnessing a shift in the way migrant integration is defined in a local context. A decade ago, 'integration' was the ruling model. Today we see city policies moving towards a broader cross-cutting approach to social inclusion, participation and equal opportunities.

Another trend reported is the increasing importance of intra-EU mobility, particularly between European urban areas. Although not officially considered 'migrants', EU citizens exercising their right of free movement often pose similar integration challenges to cities as the so-called 'third country nationals'.

While developing innovative approaches to enable all residents to develop their full potential and have an equal chance of a life in safety and dignity, cities' local approaches are influenced by factors outside their control such as demographic change, visa regimes, economic situation and national policy and discourse. Some of these even conflict with cities' efforts in the fields of diversity and equality. Such is the case of the current economic situation and its disproportionate effect on migrants. Other factors such as availability of data and funding are more remedial.

**Large cities are the front-runners in managing the diversity brought on by migration. Cities play a central role in making integration work and shaping national and European integration policies.**

<sup>1</sup> As of January 2013, 27 cities have signed the EUROCIITIES Integrating Cities Charter: Amsterdam, Athens, Barcelona, Belfast, Berlin, Copenhagen, Dublin, Genoa, Ghent, Helsinki, London, Madrid, Malmo, Manchester, Milan, Munich, Nantes, Oslo, Oulu, Rennes, Riga, Rome, Rotterdam, Stockholm, Tampere, The Hague and Utrecht.

**Cities are very committed to diversity and equal opportunities, particularly when it comes to their role as policy makers and service providers.**

This report offers a snapshot into the reality of local integration policies and practices, attempting to highlight some concrete examples as well as general trends from cities. It is the first edition of what we will build into a periodic report on the state of migrant integration in European cities. We will monitor cities' progress on implementing the charter and highlight trends that we will use to inform relevant policies at local, national and EU level.

Cities are very committed to diversity and equal opportunities, particularly when it comes to their role as policy makers and service providers. This is an important finding of this report, arising from the cities' own assessment of their performance in meeting the charter's commitments.

A majority of the cities that responded consider that they are ensuring access and non-discrimination, and facilitating engagement by migrants in policy-making. The vast majority report that they are able to provide equal access to services and ensure needs are understood.

Even though over half of the city governments are ensuring that their staff understand and respect diversity and experience fair and equal treatment, they nevertheless mention some particular challenges that can hamper efforts to sufficiently reflect their city's diversity in the composition of the workforce across all staffing levels.

One area identified as more challenging is procurement, although some promising practices are still noted in a number of cities.

The report provides clear evidence and concrete examples of how cities are making these charter commitments a reality.

European institutions, member states and other players can learn from the cities' experiences reflected in this report. By building on the strength of cities and learning from their experience we can pave the way to a more equal, just and inclusive European society, which can capitalise on the strength of its demographic diversity.



## 01

POPULATION AND POLICY  
TRENDS AND DEVELOPMENTS

City	Strategy
Barcelona	Plan on Interculturality (2010) & the Immigration Plan (2012)
Copenhagen	Engage in the City (2011-2014)
Ghent	Ghent 2020 strategy Mission: 'Ghent, a creating city, a pioneer in the development of a sustainable, inclusive and open society by uniting all creative forces'
Helsinki	Strategy Programme (2009-2012) Diversity and Integration Implementation Plan (2009)
London	London Enriched: the Mayor's Refugee and Migrant Integration Strategy (2009-2012) London Borough of Kingston and London Borough of Hackney integration strategies (2012)
Madrid	Madrid Plan on Social and Intercultural Coexistence (2009-2012)
Malmo	New Action Plan for Anti-discrimination and Plan of Action for Increased Integration and More Malmo citizens in Work (2011)
Manchester	Manchester People Together: Shared Lives, Shared Futures
Munich	Integration policy (2008), monitoring report (January 2011)
Nantes	Four migrant integration strategies (2010) focusing on: - Housing, access to rights and integration support - Citizenship, intercultural dialogue and co-development - Anti-discrimination - Capacity building and partnerships
Oslo	Opportunities of Diversity – about OXLO, Oslo Extra Large (2012) – city government decision
Oulu	Revision of migrant integration programme (2012)
Riga	Riga City Society Integration Programme and Work Plan (2012-2017) New Projects and Society Integration Division (2010) running a survey on integration, advisory board and funding for integration projects
Rotterdam	'Participation, focus on Talent' (2011)
Tampere	New Integration Strategy (2010)
The Hague	New citizens policy aimed at new EU labour migration as temporary measure
Vienna	Vienna charter on living together and second diversity monitor (2012)



## LOCAL POLICY DEVELOPMENTS

**Cities are taking a more comprehensive approach to migrant integration – moving from a separate, dedicated migrant service to integrated approaches to social inclusion, participation and equal opportunities.**

Cities are taking a more comprehensive approach to migrant integration – moving from a separate, dedicated migrant service to integrated approaches to social inclusion, participation and equal opportunities. Eight respondents (Barcelona, Copenhagen, Madrid, Malmö, Milan, Nantes, Rotterdam and The Hague) explicitly mentioned this shift, while others made it apparent through the evidence provided in their responses.

The table on the left illustrates the current strategies and policies that are in place in a number of cities.

Priority areas for these policies vary from city to city and are dependent on the local context and circumstances. Currently, anti-discrimination, education and language acquisition are highlighted as priority areas in a number of cities.

Some other priority areas include:

- language acquisition (e.g. London, Manchester, Riga, Rotterdam and The Hague)
- formal and non-formal education (e.g. Manchester, Milan, Nantes, Oslo and Rotterdam)
- population at risk of exclusion (e.g. Madrid)
- unaccompanied minors (e.g. Genoa, Milan)
- partnerships and support networks on migrant integration issues (e.g. Barcelona, Milan and Nantes)
- housing (e.g. Manchester, Milan and Nantes)
- refugee reception (e.g. Genoa, Milan)
- employment (e.g. Manchester, Rotterdam)
- intra-EU migrants benefiting from intra-EU mobility (e.g. Ghent, The Hague)
- municipal staff diversity (e.g. The Hague)
- raising awareness and cultural issues (e.g. Barcelona, Manchester).

**A number of developments taking place at national and regional levels are having a direct impact on cities' ability to address migrant integration.**

## NATIONAL DEVELOPMENTS

A number of developments taking place at national and regional levels are having a direct impact on cities' ability to address migrant integration. A changing political discourse on migrant integration and a move away from integration to migration control was reported in a number of EU member states (e.g. Finland, France, Italy, The Netherlands and the United Kingdom). One notable example is the newly-introduced restriction on access to health services for undocumented migrants in Spain in 2012. This, coupled with budget cuts and reduced financial support for some of these cities, has affected the way cities address integration.

Legislative changes on asylum protection and conditions as well as decisions by national governments on refugee cases (e.g. Italy, Finland and Greece) and the awarding of service provision contracts (for example in the case of resettlement in the United Kingdom) have changed the population make-up in some cities and their ability to respond to the needs of asylum seekers and refugees. Furthermore, devolution of responsibilities from national/regional to local level in a number of countries (e.g. Spain, Greece, Finland and the United Kingdom) has changed the nature and responsibilities of migrant integration for some charter signatories.

## MIGRATORY TRENDS

A majority of responding cities (Barcelona, Copenhagen, Genoa, Ghent, Helsinki, London, Munich, Oslo, Rotterdam, Stockholm, Tampere and The Hague) have seen an increase in the number of people migrating from other European countries in search of work<sup>2</sup>, in particular from member states having joined the EU in 2004 and 2007.

The types of migration channels vary from city to city. Some cities (e.g. Genoa, Helsinki, Milan, Nantes and Stockholm) have seen an increased or steady inflow of asylum seekers, with others (e.g. London, Malmo) noticing a reduced inflow. Family reunification remains the main channel for immigration in some cities (e.g. Ghent where it constitutes 34% of the total inflow) while labour migration, particularly from the EU, is the highest source of immigrant flow for others (e.g. Copenhagen, Genoa and Oslo). Some cities (e.g. Ghent, Helsinki and London) also reported an increase in foreign students.

Cities are also becoming increasingly diverse in large part due to the diversification of migrants' countries of origin. Barcelona is receiving new migrants from Asian countries, and Nantes is seeing an increase in the number of people from anglophone Africa and Eurasia as well as eastern Europe.



<sup>2</sup> Although considered as 'immigration' for cities, most of this reported movement falls under intra-EU mobility and receives different legislative treatment than the migration of third-country nationals.



**One of the most commonly reported trends in local immigrant integration is a move towards coordinated approaches that address social inclusion, anti-discrimination and participation.**

In spite of these trends, some cities also reported a slowing down or decline of net migration rates. This is particularly apparent in cities where economic activity has fallen, leading to a decrease in one important pull factor of immigration – that of employment. It is also a push factor for the emigration of the local population. Such is the case for Barcelona and Madrid who are welcoming fewer migrants while experiencing an outward flow of young people. Copenhagen has also experienced a slow down in net migration largely due to the outward flow of people to their countries of origin, namely other European countries and the US.

The economic situation has a disproportionate effect on the vulnerability of some migrant groups. In some cases, migrants are finding themselves at the receiving end of scapegoating and defamatory actions (e.g. Athens). In others cases, migrants who become unemployed and are unable to renew their residency status, enter into a state of irregularity, with serious implications for their entitlement to rights and services (e.g. Barcelona, Madrid).

## MAIN CITY DEBATES AND PRIORITIES

One of the most commonly reported trends in local immigrant integration is a move towards coordinated approaches that address social inclusion, anti-discrimination and participation. Policies are broader and cross-cutting. This trend is reflected in the cities of Copenhagen, Malmo, Munich and Rotterdam. Genoa and Milan have gone as far as to advocate for local voting rights for migrants.

At the same time, some cities are starting to witness the negative repercussions the economic situation is having on public opinion and political discourse vis-à-vis migration.

- In Athens, a rise in the inflow of undocumented migrants (an estimated 120 000 coming to Greece between 2008-2010) who have settled in the major Greek cities, coupled with a ghettoisation of neighbourhoods in the centre of Athens such as Omonia, Aghios Panteleimonos, Metaxourgeio and Patissia, have put extra strain on local governments who try to provide for the whole local population. This, together with rising unemployment, which stands at around 20%, has led to increasing xenophobic discourse and even racist incidents against immigrants, undermining many of the city's attempts to preserve social cohesion.

- In Italy, the North Africa emergency plan granted asylum to 20 000 people fleeing from the conflict in Libya and distributed them across the country. This was negatively reported by the media, generating adverse public reaction in cities such as Genoa and Milan, who each received 300 of these asylum seekers.

- In Ghent, the recent arrival of a large number of socially and economically vulnerable nationals from member states that joined the EU in 2004 and 2007 has impacted on public opinion towards migrant integration, putting Ghent's work in this field and in anti-discrimination under closer scrutiny.

There are clear concerns that rising unemployment in some European countries (for example up to 34% for migrants in Spain) coupled with budget cuts, could affect social cohesion in cities.

Priority areas of action for cities are wide-ranging and closely linked to national and local contexts. Below is a list of some of the priority areas tackled by signatory cities:

- getting people into employment (e.g. London, Malmo, Manchester, Milan and Stockholm)

## Signatory cities have extensively used the charter to inspire and assess their own migrant integration practices and policies.

- rising unemployment and vulnerability of certain migrant communities and the perception this creates on the disadvantages of economic migration (e.g. Barcelona, Madrid, Manchester and Oulu)
- diversity and coexistence (e.g. Copenhagen, Manchester, Munich and Nantes; in Genoa a debate on building a mosque in the city centre; the Ghent debate on the display of religious symbols in public; and Oslo debate on openness and democracy in aftermath of attacks perpetrated in 2011 by Anders Behring Breivik; Rotterdam's management of diversity at neighbourhood level)
- youth and education (e.g. Genoa, Helsinki, Manchester, Milan, Munich, Oslo and Oulu)
- Roma inclusion and the arrival of EU Roma migrants (e.g. Ghent, Nantes)
- language – sustaining a flexible approach to meet the changing needs of the local population, including access to funding for language courses, particularly for EU citizens who are not eligible for the same funding streams for integration and language-course provisions as non-EU nationals (e.g. London, Manchester and The Hague)
- housing - achieving a fair balance in access to housing, providing responses to accommodation needs for new arrivals (Helsinki, Manchester, Munich and Nantes) and preventing the ghettoisation of neighbourhoods (e.g. Athens, Helsinki)
- rights of asylum seekers and the role of municipalities in this process (Genoa, Milan, Nantes and Tampere).

## USE OF THE EUROCIITIES INTEGRATING CITIES CHARTER

Signatory cities have extensively used the charter to inspire and assess their own migrant integration practices and policies, build their own capacity through peer learning opportunities offered by the charter implementation process and to raise awareness of their good practices with other cities and stakeholders. Some cities signed because they identified themselves in the principles embodied in the charter. Below are some examples of how cities have used this tool.

### Inspiring and assessing policies and strategies

Some city governments, for example Nantes and Riga, have used the charter to build new strategies while others, such as Ghent, have used it to improve the implementation of existing strategies and activities. In some cases, the charter has proved useful in helping the city develop its work on diversity, for example in the area of procurement in the city of Helsinki.

- The charter helped the city of Ghent in formulating the policy plan on integration 2012-2014 and to define some activities for the cross-cutting programme on diversity and equal opportunities. These include launching an ambassador's project to promote diversity among city staff, and developing and implementing an effective method to analyse quantitative data from different organisations on migration and integration.
- In Nantes, the charter has been used in the development of public policy and was used as the basis for their action plan. The city council has been held accountable to the commitments by the Council of Foreign Residents and has prepared a report to address the charter's implementation.

## The charter has provided an impetus for signatory cities to improve collaboration and mutual learning.

- Rotterdam has used aspects of the charter in their general policy development.
- Tampere included the charter as an appendix in the 2010 city integration strategy.
- Riga has used the charter as a reference document and as a strategic framework for elaborating the city's Society Integration Programme 2012-2017 and Work Plan.
- For Oslo, the Integrating Cities Charter is a major element in the new policy paper on diversity launched in 2011.
- In Helsinki, the charter forms part of the immigration division's annual objectives and is used as a monitoring tool for their integration-related policies. Also, its commitment to the charter has helped pave the way for developing new work on social and equality clauses in procurement.
- Oulu used the charter as a reference for benchmarking and promoting awareness of the issues within the city administration.
- In Barcelona, the charter was used as a benchmarking tool to assess weaknesses and strengths of the local integration policies.

It is important to note that although many city administrations have changed leadership since signing, commitment to the charter has on the whole not been affected by these changes. On the contrary, in some cases the charter has been used to provide continuity to work in this area.

### Capacity building

The charter has provided an impetus for signatory cities to improve collaboration and mutual learning, by setting out a framework for this learning.

Signatory cities and EUROCIITIES as a whole benefited from the peer review project 'making integration work in European cities' (MIXITIES) which was co-financed by the European Integration Fund. Its main goal was to develop peer reviews, structured exchange and toolkits to support cities in delivering the commitments of the Integrating Cities Charter. The project, which came to an end in May 2012, involved 17 cities from 12 European countries.

A new project, 'ImpleMentoring - city-to-city support for migrant integration', recently selected for funding under the European Integration Fund call for 2011, will involve 14 cities in mentoring schemes to implement new policy elements related to the charter.



**Some cities have used the charter to showcase their work to other departments in their own administrations, to citizens and to other stakeholders.**

### Branding and showcasing

Some cities have used the charter to showcase their work to other departments in their own administrations, to citizens and to other stakeholders such as NGOs and national governments.

Other cities see the implementation of the charter as part of a strategy to project their integration work outwards and promote their approach in an international context.

- Genoa used elements of the charter in its communication strategy on citizenship and social integration. The city organised events on the values and strategies of the charter. Genoa also made an official presentation of the charter to the national network of Italian municipalities (ANCI).
- Political representatives from Helsinki promoted the charter within the city and the broader metropolitan area through speeches and official presentations at seminars and other events.

- Madrid recently decided to sign the Integrating Cities Charter and use its commitments as a standard to aspire to. The city also sees its pledge as a guarantee to its population that the administration will work to achieve these standards.

- London shared the charter with other cities in the UK and also publicised it on their website. The city is proud to refer the charter in major speeches on integration.

The charter is widely disseminated by the EUROCITIES secretariat and signatory cities in international forums. Helsinki presented the charter at the Asia Europe Meeting (ASEM) in Jakarta in 2010, at a Croatia EU-membership discussion with local NGOs in Zadar and at an EU experts' conference organised by the European Commission in Vienna in 2011.

In spite of the relative success of the charter as a standard across signatory cities, there is room for improvement. Six signatory cities did not report on its implementation and in one case the city administration was unaware that the charter had been adopted by its politician. Work is still needed to disseminate this tool across signatory cities as well as potential signatories.





## INTEGRATING CITIES INDICATORS

**The charter has provided an impetus for signatory cities to improve collaboration and mutual learning, by setting out a framework for this learning.**

The Integrating Cities Indicators are outcome indicators that demonstrate the intersections between the Integrating Cities Charter, European Indicators on Immigrant Integration, Europe 2020 headline indicators and Intercultural Cities index indicators (see questionnaire in Annex 1<sup>3</sup>).

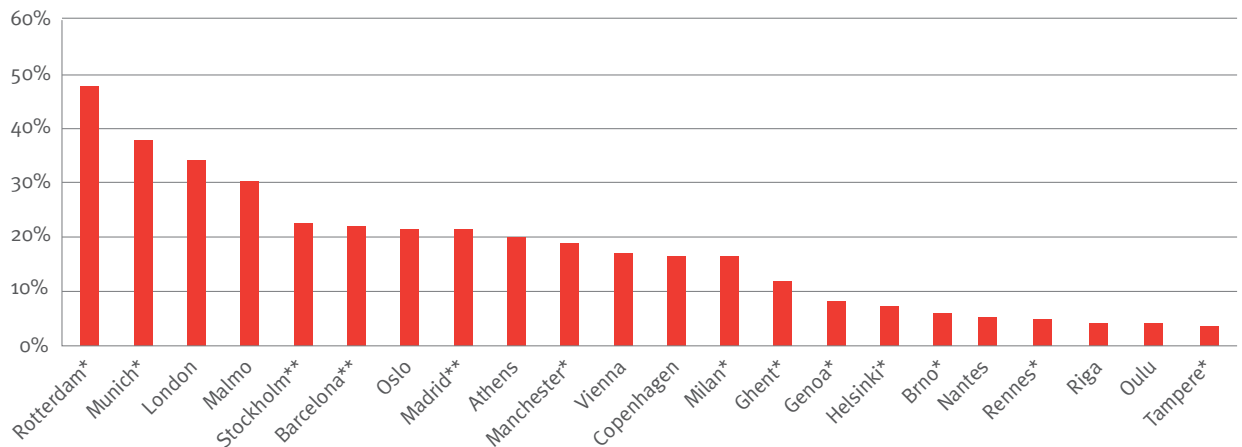
As was expected, this part of the reporting was difficult as it relied on the availability of data and its comparability, which, not surprisingly, proved to be a challenge.

By way of example, each municipality has its own working definition of ‘migrant’ used for policy and statistical purposes. While some cities focus globally on holders of a foreign nationality, regardless of whether they are EU nationals or not (Barcelona, Genoa, Milan, Nantes and Rennes), others make this distinction (Ghent). Furthermore, some cities record and measure statistics on nationals born to at least one foreign parent (Copenhagen, Munich, Rotterdam and The Hague), or other historical ethnic and linguistic minorities (Manchester, London, Helsinki, Oulu and Riga).

In total, 23 cities provided one or more answers to the indicators. Many mentioned difficulties in providing data, that are available only at national level (for example activity rate, early school leaving, people at risk of poverty, etc...) or the challenges of providing some information relating to ethnic composition. More information on some initial figures drawn from the data provided by cities is available on the EUROCIITIES website. This data will be collected and further analysed in future editions of the Integrating Cities Report.

The below graph shows the percentage of the migrant population in 22 cities.

Percentage of foreign-born population (2010)



\* indicates different data set used (e.g. non-nationals); \*\* 2011 or 2012 figures (see Annex II - [www.bit.ly/1ocr2CS](http://www.bit.ly/1ocr2CS) - for more details on data used)  
 NB: due to the lack of a common definition of ‘migrant’ and thus difficulties in comparability, this graph should be seen as an approximation for the presence of migrants in these cities.

<sup>3</sup> The annexes to this report are available on line at [www.bit.ly/1ocr2CS](http://www.bit.ly/1ocr2CS) and [www.eurocities.eu](http://www.eurocities.eu).

## 02

## CHARTER MONITORING

The commitments identified in the Integrating Cities Charter are divided between four areas of city government responsibility:

- policy-makers
- service providers
- employers, and
- buyers of goods and services.

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.

Overall, this report demonstrates the lead role played by cities, with cities performing very positively in some areas such as public commitment to diversity and service provision while others, such as procurement and municipal employment, fare less favourably.

In the cases of policy-making and service provision, cities assessed their performance quite highly, providing clear evidence of their commitment and intentions to make the commitments a reality. In their role as employers, cities did not rank themselves as favourably, and referred to some particular challenges that hamper their efforts to reach these charter commitments.

Lastly, the area where the weakest assessment was recorded is that of cities as buyers of goods and services where many cities responded that they are not yet meeting the commitments reflected in the charter. Nevertheless some favourable examples do show ways in which this gap is being narrowed by cities.

This section highlights cities' assessment and trends in each of these areas, offering examples on how cities are meeting the commitments in these fields.

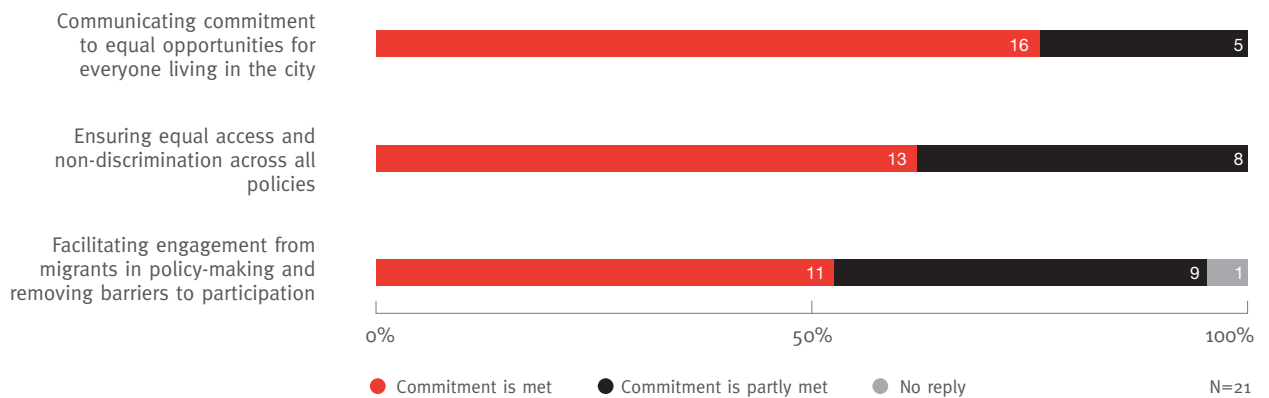


## CITIES AS POLICY-MAKERS

### Self-assessment

All cities consider that they reach or are on the way to reaching the commitments in this area, with a majority communicating commitment to equal opportunities for everyone living in the city. A majority of cities consider that they meet the commitment of ensuring access and non-discrimination across all policies, and over half facilitate engagement by migrants in policy-making and are removing barriers to participation.

The graph below outlines the aggregate self-assessment of cities in the three commitments.



### Trends and good practices

A number of developments and trends can be highlighted in terms of how cities use their role as policy-makers to achieve the Integrating Cities commitments.

Migrant integration and equal opportunities are becoming core elements of city-wide strategies and policy documents, also beyond the area of social inclusion.

- Copenhagen's inclusion policy 2011-2014 is based on the core principles that diversity is a strength, everyone must have the opportunity to get involved and citizenship is for everyone. This implies that Copenhageners must be treated equally, but not necessarily identically. The overall target of the policy is that Copenhagen should be the most inclusive city in Europe by 2015.
- Ghent's city strategy for 2020 (Ghent 2020) has social inclusion and diversity as one of its pillars.
- The City of Helsinki Strategic Programme 2009 – 2012, includes migrant integration as one of its policy objectives.
- Stockholm's Vision 2030, is the city's vision for the future and includes a clear message of equal opportunity for everyone living there.
- The city of Manchester conducts equality analysis through Equality Impact Assessments to analyse functions/policies and assess their effect on equality where proportionate and relevant to do so.

**Migrant integration and equal opportunities are becoming core elements of city-wide strategies and policy documents, also beyond the area of social inclusion.**

**Many cities have taken it upon themselves to establish a framework for consultation so that migrant's voices are heard at the local level.**

A number of cities such as Copenhagen, Malmo, Munich, Nantes, Oslo, Rennes, Stockholm and Tampere and have wide-reaching anti-discrimination strategies in place with clear action plans and complaint procedures.

Cities are also embarking on many awareness raising activities and campaigns. Some cities go as far as to set up communication strategies aimed at addressing and promoting responsible reporting in local and national media.

- The city of Barcelona sent a strong signal of its commitment to diversity and anti-discrimination by developing and running a public awareness raising campaign tackling rumours and stereotypes.

- In order to engage all sectors and stakeholders such as private companies, educational institutions, housing associations, NGOs, media, and volunteers in the diversity effort, the city of Copenhagen formulated a diversity charter and created the Copenhagen Diversity Board, which actively invites business and community leaders to assist the city in its goal of becoming 'the most open and inclusive major city in Europe'. The Diversity Board is chaired by the mayor and is composed of 25 key stakeholders from the top management level in the business sector, educational institutions, housing associations, the media, religious associations, ethnic minority associations, local committees and associations.

Most cities report some form of consultation with migrant populations either informally or via NGOs or established consultative bodies. In many cities where immigrants do not have the right to vote for local elections (for example Genoa, Milan, Nantes and Rennes), city governments

have taken it upon themselves to establish a framework for consultation so that migrant's voices are heard at the local level.

- Through the Local Migrant's Council, Athens facilitates engagement by migrant communities in their policy-making processes and removes barriers to participation.

- The Multi-Agency Refugee Integration in Manchester (MARIM) provides a city-wide forum to engage migrant communities in policy-making processes.

Some cities are also seeing a growing number of elected city representatives with migrant background.

- 28% of the Oslo city council and 13% of the Munich city council have a migrant background.

Cities are increasingly engaging in projects and initiatives that involve transnational learning and benchmarking, whether it is through EUROCIITIES or beyond. These include initiatives such as the European Coalition of Cities against Racism (ECCAR), Intercultural Cities, the European network of cities for local integration policies for migrants (CLIP), OpenCities, Cities of Migration and the EU Resettlement network. Some cities (Genoa, Ghent and Nantes) have joined diversity charter initiatives.<sup>4</sup>

Some cities (London, Manchester, Munich and Oslo) have put processes into place to monitor their policy implementation in this field.

- London ensures scrutiny of its equality framework (Equal Life Chances for All) and produces detailed and targeted impact assessments to evaluate its strategic implementation.

<sup>4</sup> Diversity charters consist of a short document voluntarily signed by a company or a public institution to encourage the development of diversity policies. There are a number of these initiatives across Europe.



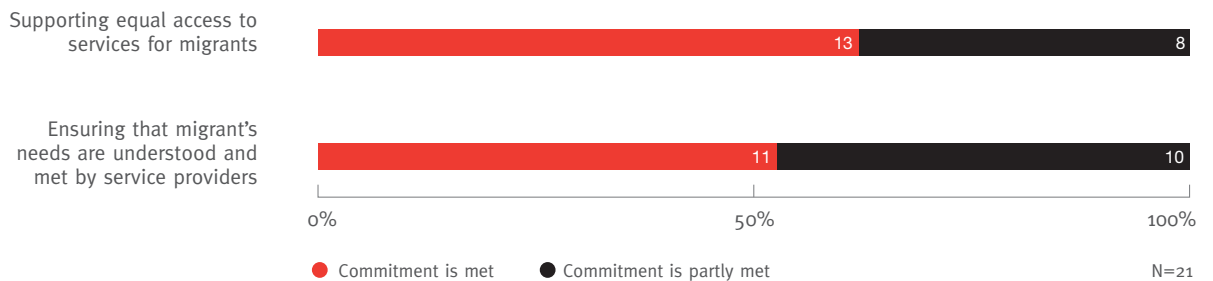


## CITIES AS SERVICE PROVIDERS

### Self-assessment

The majority of cities support equal access to services for migrants and ensure that their needs are understood. Some of the cities, however, see themselves as only partly reaching these commitments, with just under half reporting that they only partially meet the commitment of ensuring that migrant’s needs are understood.

The graph below outlines the aggregate self-assessment of cities in the two commitments.



**The majority of cities support equal access to services for migrants and ensure that their needs are understood.**

### Trends and good practices

Cities use a variety of mechanisms to ensure access to services such as education, health, employment, housing, and language learning.

Many cities work on opening up mainstream services (e.g. education, employment, health, culture) either through mediators or language support services, or through training of front-line staff to deliver these services in a way that respects the principles of equality and non-discrimination.

- In Tampere, the immigrant advice office offers services and assistance for any migrant looking for information and advice on living, working and studying in Tampere. The city provides this service in around 15 languages.
- The city of Genoa runs an intercultural mediators service to facilitate access of migrants to city services.
- The city of Milan runs a series of projects to encourage access of migrant children and youth to the education system.
- Nantes has produced a welcome guide for newcomers available in four major migrant languages.
- The Mayor of London’s ‘Diversity Works for London’ encourages and supports businesses to realise the benefits of London’s diversity by providing initiatives such as training sessions and awareness-raising and data on diversity as a driver for improved performance.

## Some cities go beyond their remit to provide access to basic services.

- Copenhagen's department for culture and leisure provides guidance and capacity building for project applicants with a minority background.
- In a 2010 general user survey, Oslo found that respondents with migrant background are generally more satisfied with municipal services than non-migrants
- In Nantes, service providers are trained in diversity management so that they can better serve their clientele.
- Manchester has organised a series of consultations on services for migrants (e.g. health, language courses) and produced mechanisms to address any identified gaps through the Multi-Agency Refugee Integration in Manchester (MARIM) Forum.
- In The Hague, a new programme on intercultural skills is being set up for service providers.

A number of cities offer language tuition services that go beyond national legislation and practice in this area:

- through its Latvian Language Acquisition Programme, Riga is the only municipality in Latvia to provide language courses free of charge.
- Oulu hosts a welcome event for newcomers informing them of the available services.
- 'Swedish for Immigrants' (SFI) in Stockholm is an ambitious programme that reaches the most vulnerable groups of the immigrant population through catered tuition.
- in Barcelona, the Reception and Welcoming Network (Xarxa D'acollida) makes information about services available in a range of migrant languages and formats (e.g. guides, pocket books, websites).

Some cities go beyond their remit to provide access to basic services such as health to undocumented migrants:

- in Athens, a municipal health clinic network offers all residents a range of basic healthcare and social welfare services, regardless of their legal status.

To achieve this goal, some cities monitor access to services, in some instances even developing satisfaction surveys for municipal services, so as to provide targeted assistance:

There is a continued effort to offer migrants information about these services:

### Challenges

These efforts are hindered in some cases due to the economic and budgetary situation, affecting cities' capacity to provide quality services. Language services are the most effected, with demand exceeding supply. On top of this, some national and regional governments restrict access to language tuition, for example in Norway and Flanders.

Some countries also restrict access to services for migrants according to their legal status, which prevents some cities seeking to provide basic health and education services.

There is an added difficulty in improving quality in services where responsibility is shared between local governments and external service providers and other levels of government.

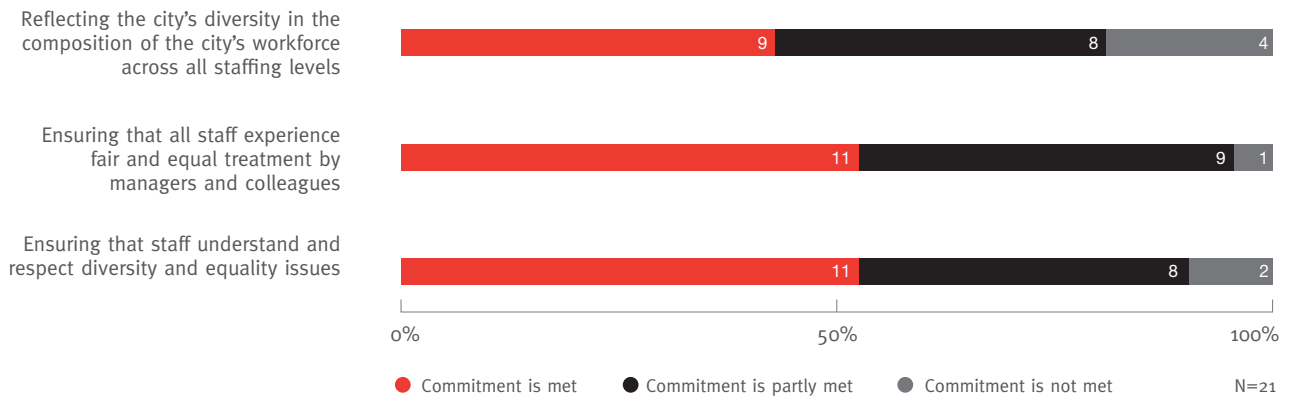


## CITIES AS EMPLOYERS

### Self-assessment

Although not scored as highly as the other areas of policy-making and service provision, municipal employment still scores highly for diversity. Just over half of the cities feel they are meeting the commitments to ensure that staff understand and respect diversity and equality issues as well as experience fair and equal treatment themselves. A large minority feel that they reflect the city's diversity in the composition of the workforce across all staffing levels, while only four cities report that they are not meeting this commitment.

The graph below outlines the aggregate self-assessment of cities in the three commitments.



### Trends and good practices

Cities are meeting these commitments in a variety of ways, through diversity targets (Helsinki, Munich, Oslo); diversity competences as assessment criteria in recruitment and promotion; anonymous recruitment; dedicated recruitment campaigns targeting migrants; campaigns and awareness-raising within the municipality (Genoa, Malmo), training on diversity competences (Malmo, Manchester, Munich) and language training (Helsinki). Some cities run satisfaction surveys for their staff and offer an internal ombudsperson or reporting system for discrimination among staff.





**Legal requirements on the recruitment of public servants was cited as an impediment to reaching these goals.**

Some examples:

- In Copenhagen, a project focussing on the management level will be implemented and evaluated. It will consist of a management training program for 15-20 participants, targeting ethnic minorities
- Manchester has an Equal Opportunities Policy Statement that informs and helps to ensure equality of opportunity in all employment practices
- Genoa signed the Diversity Charter in 2012, under the framework of the European Diversity Charter which upholds diversity values in employment and recruitment and commits signatories to a series of targets that are monitored nationally
- Helsinki adopted the Human Resources Positive Action Plan in September 2011, with 16 mandatory and 6 voluntary measures to be implemented by 32 departments and companies of the City of Helsinki
- the city of Malmo developed a game to reach out to its staff and make them aware of diversity issues. They also promote fairness in recruitment through the 'thermometer of diversity': a tool designed to advocate this

- the city of Oslo piloted anonymous recruitment among select departments of the city administration in 2010 and may launch a new human resources policy in 2013 to target imbalances in the composition of its workforce, namely in management positions and those requiring higher qualifications (e.g. teachers, engineers)

- in Barcelona, a municipal Protocol for Dignity and Non-Discrimination in the Workplace prohibits any type of discriminatory conduct

- in Copenhagen, a city Ombudsman has as a mandate to guarantee that the city does not discriminate against citizens or employees

- in Munich, 3 500 people have completed awareness-raising trainings carried out within the city administration on anti-discrimination issues

- the city of Genoa organises comprehensive and intensive diversity training sessions for civil servants. In 2012 a three-month training course was organised for local policy and social services staff.

For those cities that are not achieving these commitments, legal requirements on the recruitment of public servants was cited as an impediment to reaching these goals. Other factors which impeded the full achievement of these commitments included:

- The city's ability to collect statistics on the diversity of its population or workforce (e.g. Nantes, Rennes and Tampere)

- Stalled municipal recruitment in many cities due to the economic situation.



**A majority of cities are either promoting or are devising ways to promote principles of equality and diversity among their contractors.**

## CITIES AS BUYERS OF GOODS AND SERVICES

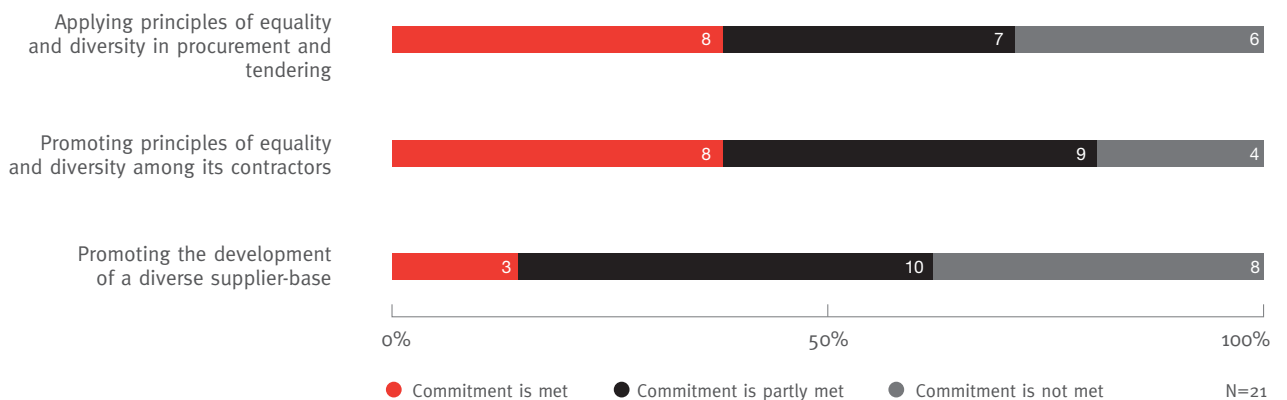
### Self-assessment

Although cities assess themselves less positively in the area of procurement, achievements in this area are worth noting. A majority of cities are either promoting or are devising ways to promote principles of equality and diversity among their contractors, with only four cities stating that they are not on their way to reach this standard.

A vast majority of cities apply or are developing principles of equality and diversity in procurement and tendering. Some cities also promote such principles among their contractors. A small minority of cities feel that they do not reach this standard.

The most challenging area for cities proved to be that of promoting the development of a diverse supplier base. While eight cities feel they are not meeting this commitment, the majority are on their way to reaching it.

The graph below outlines the aggregate self-assessment of cities in the three commitments.



### Trends and good practices

Traditionally, diversity has not been an important factor in procurement and tendering in many European cities. Some cities reported more experience with green rather than social procurement. Reticence in developing this field is in large part due to interpretation of national and EU legislation, with little information reaching procurement departments about how to achieve diversity in procurement. A notable exception is the UK Equalities Act of 2010 which places a duty on corporate procurement to give due regard to the need to eliminate discrimination and advance equality of opportunity.

This trend however seems to be changing and some cities are starting to use anti-discrimination clauses in municipal tenders (Ghent, Malmo). Others are setting up certification and labels for businesses (also as a precondition for doing business with the city e.g. London, Manchester and Nantes).

Some are cooperating with businesses and their associations to raise awareness of diversity (Copenhagen, Oslo) and promote migrant entrepreneurship as a way to develop a diverse supplier base.

Some examples of ways in which cities are seeking to meet these commitments:

- Helsinki has a new procurement strategy which includes social criteria and equality principles
- Barcelona recently introduced a new social criteria clause in procurement on quality of life
- in choosing suppliers for delivering goods and services, the city of Copenhagen gives priority to companies that implement a diversity strategy. The city also uses clauses in procurement contracts requiring companies to incorporate diversity management practices into their human resources strategies
- Ghent adopted a non-discrimination clause that is added to contracts between the city and third parties
- Malmo has an anti-discrimination clause in all tenders, referencing their action plan for diversity and equality
- the city of London is a leader in its policies on responsible procurement. A report entitled 'delivering responsible procurement' published in 2012 outlines its achievements

- in Manchester, a web-based procurement portal allows suppliers to register demographic information on their organisation as a way to facilitate monitoring. It also sends the message that diversity is important to the city

- Nantes has put in place a platform for corporate social responsibility, which includes guidelines on anti-discrimination and diversity, aimed at micro entities and SMEs allowing them to access the public market with full knowledge of anti-discrimination legislation. In partnership with Lyon, Nantes has also put into place an initiative to develop anti-discrimination clauses in public procurement. This initiative is due to extend to other European cities

- in Oslo, there is a new city diversity provision by which companies contracted to deliver public services will have to comply with the same rules on diversity and discrimination as municipal services

- some cities (Copenhagen, Oslo) have found inspiration in the UN's Global Compact principles for their socially responsible procurement

- The Hague works with external partners such as trade associations, school boards, sports clubs, to encourage diversity in boards and associations and more accurate representation of society in these fields

- Malmo supports entrepreneurship among the migrant population as a way to develop a diverse supplier base.

The issue of diversity in procurement is gaining ground in a number of cities and discussions are taking place about this issue locally, nationally and transnationally. Cities reported that they are creating strategies to address this gap.

**The issue of diversity in procurement is gaining ground in a number of cities and discussions are taking place about this issue locally, nationally and transnationally.**

## 03



## CONCLUSIONS

This first report focusing on the implementation of the EUROCIITIES Charter on Integrating Cities highlights general trends and concrete examples of cities' approaches to migrant integration and inclusion.

Led by the EUROCIITIES working group migration & integration, this report is the first of what will become a periodic 'state of play' reporting on European cities' approaches to diversity and migrant integration.

EUROCIITIES, through its working group migration & integration, will continue to lead on this process on Integrating Cities by:

- coordinating the 'ImpleMentoring: city-to-city support for migrant integration' project, co-financed by the European Commission's DG Home Affairs through the European Fund for the Integration of Third Country Nationals
- organising the sixth edition of the Integrating Cities conference series, to take place in Tampere on 9-10 September 2013 and bringing together cities, the European Commission, national governments and civil society on integration issues
- continuing to provide input to the European agenda on integration through regular policy dialogue between city representatives and European institutions, in particular the European Commission's DG Home Affairs
- continuing to collect evidence and data from cities as part of the on-going reporting of the charter to feed into European policy processes in this field.

This report is part of EUROCIITIES continued contribution to the local implementation of the EU Common Basic Principles on Integration.

## BACKGROUND

### **EUROCITIES CHARTER ON INTEGRATING CITIES**

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 lists specific commitments each signatory adheres to in these areas.

The charter was developed by the EUROCITIES working group migration & integration under the framework of the Diversity and Equality in European Cities – DIVE project, financed by the European Integration Fund. The charter 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 10 cities, bringing the total number of signatories to 27 as of January 2013.

### **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.

This is the first edition in what we will build into a periodic report on the state of migrant integration in European cities. We will also monitor progress on the implementation of the charter and highlight relevant local trends in this policy area.



### Methodology

The report's main observations are based on evidence collected through the Integrating Cities Charter reporting survey that was developed under the MIXITIES project, which was funded by the European Integration Fund. This survey ran from October 2011 to October 2012. Twenty-one signatory cities and the EUROCIITIES working group migration & integration participated.

• Athens	• Madrid	• Rennes
• Barcelona	• Malmö	• Riga
• Brno	• Manchester	• Rotterdam
• Copenhagen	• Milan	• Stockholm
• Genoa	• Munich	• Tampere
• Ghent	• Nantes	• The Hague
• Helsinki	• Oslo	• Vienna
• London	• Oulu	

The questionnaire (annexed to this report<sup>5</sup>) provided a method for evidence-based self-assessment on charter commitments and some quantitative outcome indicators (Integrating Cities Indicators<sup>6</sup>). City administrators working with migrants completed the questionnaire.

Whilst the EU definition of migrant integration refers specifically to 'third-country nationals', for the purposes of this report, the definition is broadened to adapt to local uses of the term 'migrant' which can include EU citizens, minorities and second-generation immigrants. A list of definitions of terms used by each city is available in Annex II.<sup>7</sup>



<sup>5</sup> The annexes to this report are available on line at [www.bit.ly/1ocr2CS](http://www.bit.ly/1ocr2CS) and [www.eurocities.eu](http://www.eurocities.eu).

<sup>6</sup> Quantitative data provided by cities on demography, employment, education, poverty and other relevant information (full list available in Annex I at [www.bit.ly/1ocr2CS](http://www.bit.ly/1ocr2CS)).

<sup>7</sup> The annexes to this report are available on line at [www.bit.ly/1ocr2CS](http://www.bit.ly/1ocr2CS) and [www.eurocities.eu](http://www.eurocities.eu).

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