The primacy of city/local governance on migration: challenges and ways forward

Paper for *Regional & Local Migration Governance Workshop*
University of Geneva
Panel 3 - *Local and transnational migration governance*
Friday 22 June 2018

Prepared by **Patrick Taran & Olga Kadysheva**, Global Migration Policy Associates (GMPA)[1]
Presented by *Olga Kadysheva*

I. Introduction

Cities everywhere have long faced challenges deriving from human mobility. Cities emerge from and develop through processes of migration and urbanisation. They are the spatial, political and economic translation of population dynamics, markets and services. Newcomers – whether from rural areas or other cities within and outside of national borders – contribute to increasing the diversity and complexity of cities.

Until recently, urban governments were at the margin of national and international discourse not only on migration and refugee policy but also on development. However, this picture is changing radically. Cities have come to the fore as instrumental policy actors, practitioners and spaces for refugee and immigrant reception, rights protection, and eventual inclusion in employment and local communities.

Migration represents significant challenges for city governance, social cohesion, realization of human rights for all, and for vibrant, productive cities today and tomorrow. These challenges include addressing the risks and vulnerabilities that migration entails in general and specifically for human rights protection, inter alia, in the areas of health, education, housing, community welfare and others across the whole of city governance and welfare of all denizens.

Migrants, refugees and internally displaced persons are addressed explicitly throughout the New Urban Agenda adopted at Habitat III in Quito in October 2016. Migration and migrant and refugee concerns feature explicitly and implicitly throughout the UN 2030 Agenda for Sustainable Development[2].

While a growing number of academic studies, policy reports and other publications feature the challenges migration brings for urban governance, up to now there has been little policy guidance and even less practical guidance and experiences collected and published.

This paper is based on research conducted by Patrick Taran, Olga Kadysheva and Gabriela Neves de Lima in the framework of the UNESCO – ECCAR – GMPA – Marianna V.Vardinoyannis Foundation project on Cities Welcoming Refugees and Migrants, launched in May 2016. This paper contains findings included in the '*Cities Welcoming Refugees and Migrants: Enhancing effective urban governance in an age of migration'* [3], and more recent analysis and conclusions that are part of the complementary *framework guidance handbook 'Promoting Inclusion, Protecting Rights: A Handbook for Cities on Welcoming Migrants and Refugees' (*forthcoming 2018) published by UNESCO.

A fundamental challenge of the whole project is to encourage, support and sustain deliberate, values-based, and comprehensive "whole of government" responses by city governments and their partners across the "whole of society". Applying oft-vaunted 'good practices' and quick fixes will not resolve the challenges nor realize the opportunities that migration brings as a normal and permanent feature of contemporary Europe.

This paper is primarily based on and speaks to realities and experiences of cities large and small across Europe. As these realities and approaches bear many similarities with cities throughout the industrialised world – and indeed elsewhere worldwide, the notions herein may also offer useful perspective in some degree applicable and adaptable to cities elsewhere.

This paper addresses three key issues:

1. It presents and analyzes the realities and recent developments of cities and migration and governance of cities, taking into account evolving migration dynamics in countries and cities across Europe.

2. It articulates a framework for action to guide development and implementation of city governance including policy, institutional and programmatic responses on migration, as an agenda deriving directly from contemporary city policy and practice.

3. It offers a brief summary of survey responses on what cities are concretely doing across Europe to welcome, include and integrate migrants and refugees.

II. Migration to the cities

The *place* of cities
Cities are crucial for ensuring sustainable socio-economic and human development on the local, regional, national and European levels. Cities are vital for the reception and integration of migrants and refugees. Cities are where migrants interact with the community, society and, at least indirectly, with the host country government. Cities represent political and spatial scales that allow for re-imagining political communities and experimenting with alternative models of governance.[4]

Cities throughout Europe today manifest heterogeneous compositions. Their populations consist of multiple ethnicities, national origins, classes, educational attainments, skills, and professions. They live in diverse neighborhoods, but interact daily in cooperation, conviviality and at times contention.

Employment, education and learning opportunities for all, diversity of artistic and cultural expression, and multiple sports and recreation options contribute to openness as well as to well-being and fulfilment of city-dwellers. In many contemporary cases, the reception responses to newcomers from city authorities and municipality-supported civil society initiatives show increased solidarity.

Cities have a specific institutional structure of governance, as well as social and relational characteristics based on migration histories and the meeting of cultures, all of which contribute to creating a "territorialized opportunity structure"[5] for individuals.

The proximity of local authorities to concerned populations is positive both in terms of knowledge of local specificities, accountability and support for grassroots solidarity movements. Public discourse and the prosaic daily encounters and mutual contributions to social, economic, political and cultural activities in cities are crucial instruments for countering popular anxiety and fears fed by and reinforcing "nationalist" right wing political forces.

The concentration of political and legal responsibilities as well as financial resources concerning migration in the hands of national government authorities may generate obstacles to effective local action. Yet research and surveys show that many cities merit recognition for their effective efforts and innovative

---

4   Ash, T.G., E. Mortimer and K. Öktem Freedom in Diversity: Ten Lessons for Public Policy from Britain, Canada, France, Germany and the United States. Dahrendorf Programme for the Study of Freedom, St Antony's College, University of Oxford, Oxford. 2013 Available at: www-old.sant.ox.ac.uk/esc/FreedomRev10.pdf

5   Glick Schiller, Nina and Ayse Çaglar. "Locating Migration: Rescaling Cities and Migrants." Cornell University Press: Ithaca. 2010.

strategies in response to recent migration, especially in the context of slow, limited or divergent national policies.

It is important, however, that local government be celebrated with caution, taking into account the degree of capture of urban politics by certain elites, the extent or lack of political will to serve all people in the city, and the extent of decentralization. All of these factors enhance or hinder the nature and scope of city action in response to migrants and refugees. These considerations pose urgency to reviewing the political, legal and social frameworks of cities, as well as their financial situations.[6] Local authorities need a combination of political will, institutional capacity and financial resources to innovate, devise and implement effective policy, to ensure coordination with other actors and to generate financial and other resources to effectively welcome and integrate refugees and migrants.

Migration in cities
In 2017, the estimated number of international migrants, defined as persons residing outside their country of birth or citizenship for more than one year, was at 258 million worldwide, with the share of female migrants being 48%.[7] Currently, international migrants make up 3.4% of world population,[8] a proportion that has remained relatively the same over the last three decades. The number of migrants has increased proportionately to world population growth.

UNHCR currently counts 25.4 million refugees, including 5.4 million Palestinian refugees, along with 3.1 million asylum-seekers[9]. At the end of 2017, the European continent hosted 2.6 million refugees, some long settled, and most of these in urban locations (not including Turkey that alone hosted 3.5 million refugees, the largest number of any country)[10].

Migration in the current era is markedly urban, challenging cities to new approaches on urban governance[11]. In 2008 the world reached a significant point when, for the first time in history, more than half its population lived in urban areas – around 3.3 billion people. In 2015, the total urban population was nearly 3.96 billion, of which 1.99 billion were male and 1.97 billion female.[12] By 2030 this number is expected to reach 4.9 billion, representing about 60 percent of the world population.[13]

As noted by Jorge Bravo, Chief of Demographic Analysis at the UN Population Division,
>"A large number and proportion of international migrants arrive and settle in cities, mainly in large metropolitan areas or "global cities", which also serve as "immigrant gateways", with at last 20% of their total population foreign-born. In 2015, 22 "global cities" hosted 44 million international migrants in 2015 (18% of world total). Together with 180 additional cities, 202 cities hosted around 1/3 of the total foreign-born population. Around 60% of refugees live in urban areas"[14].

Nearly half of all international migrants reside in ten highly urbanized, high-income countries —including five in the wider Europe: France, Germany, the Russian Federation, Spain, and the United Kingdom.

In 2013, one tenth of the population residing in the EU member states was foreign born – just over 50 million, about half originating in other EU member states. More than 25 percent of these people arrived

6   Saiz, Emilia. Presentation at Session 1: Cities of Welcome at Conference: Cities of Welcome, Cities of Transit, organised by United Nations University Institute for Globalization, Culture and Mobility (UNU-GCM), Queen Mary University School of Law and openDemocracy. Barcelona, July 2016.

7   United Nations, Department of Economic and Social Affairs, Population Division (2017). International Migration Report 2017: Highlights. www.un.org/en/development/desa/population/migration/publications/migrationreport/docs/MigrationReport2017_Highlights.pdf

8   UN DESA, 2017.

9   UNHCR, Figures at a glance. 19 June 2018. http://www.unhcr.org/figures-at-a-glance.html

10   UNHCR, Global trends: Forced displacement in 2017. 20 June 2018. http://www.unhcr.org/5b27be547.pdf

11   World Migration Report 2015. *Migrants and Cities: New Partnerships to Manage Mobility. International Organization for Migration*, International Organization for Migration (IOM). 2015. p.19.

12   United Nations, Department of Economic and Social Affairs, Population Division, New York, 2016. Available at: http://www.un.org/en/development/desa/population/publications/dataset/urban/urbanAndRuralPopulationByAgeAndSex.shtml

13   Brown, Alison and Kristiansen, Annali (2009). Urban Policies and the Right to the City. Rights, responsibilities and citizenship. MOST-2 Policy Papers series. UNESCO/ UN-HABITAT. -58p.

14   Bravo, Jorge. Sustainable cities, human mobility and international migration. Report of the Secretary-General for the 51st session of the Commission on Population and Development (E/CN.9/2018/2). Briefing for Member States, New York, 28 February 2018. http://www.un.org/en/development/desa/population/commission/pdf/51/briefing/Introduction_of_the_report_Jorge_Bravo_28Feb2018.pdf

before the age of 15. Counting in native-born persons with at least one foreign-born parent, 16 percent of the population in the EU has recent migrant background, either because they are foreign-born or have at least one immigrant parent.

Many European cities have large proportions of foreign born: Brussels 62% of its population, London (37%), Amsterdam (28 %), Frankfurt (27 %), Paris (25 %), Stockholm (23 %), Rotterdam (22 %), Madrid (20 %) and Milan (19 %).[15] Counting city population either foreign born or with at least one foreign born parent more fully reflects the outcome of recent immigration: Vienna for example counts fully 50% of residents either foreign born or with a foreign born parent.

Urbanization and migration are two interrelated processes. Urbanization, the increasing proportion of a population living in urban areas, usually involves some form of migration whether it be internal or external. The current levels of urbanization around the world are not only the result of changes in population levels due to variations in fertility and mortality rates, but also to migratory flows around the world – within and between countries, between rural and urban areas, and between the different world regions. [16]

As centers of economic opportunity, education, culture and innovation, cities represent greater possibilities to access remunerative work, economic welfare, and social development, thus constituting natural poles of attraction for immigration, whether from rural areas, other cities or abroad. However, in both the developed and developing world, economic growth has not resulted in the well-being of all; rather the gaps continue to widen between rich and poor, and 'formal' and 'informal' cities.[17]

Globalization has highlighted the economic potential of cities, but also the human and environmental costs of unregulated and deregulated growth – despite and in spite of State action. Widening gaps in access to local public services and to adequate, affordable housing with appropriate sanitation facilities are of particular concern for local governance. Many of the new urban inhabitants are poor, living in precarious or polluted environments.

The movement of immigrants into established and new metropolitan settings continues to transform urban areas demographically, culturally, socially, politically and economically. In many of these cities, officials are actively encouraging immigrants, albeit primarily highly skilled migrants and business and creative elites, to join their communities. Metropolitan areas are the settings within which economic and social integration of immigrants occurs; the policies of local and city authorities are critical to ensuring that immigrants integrate and contribute to the overall development of localities.[18]

In reality, much of the 'governance' concerning migration is implemented at the local, city level, whether regarding the provision of basic services (housing, healthcare, schooling and child welfare), the facilitation of employment and enterprise creation; or the practical upholding of human rights, equality of treatment and social cohesion. In practice, nearly every city across Europe is formally engaged in addressing migration. Judging by responses to the UNESCO–ECCAR–GMPA survey of cities conducted in 2016, cities generally have established a values-based policy on migration to the city, with comprehensive government approaches, explicit responsibilities and coordination across administrations, and cooperative engagement with social partners, civil society, private enterprises and community groups as well as refugees and migrants.

III. A comprehensive agenda for cities welcoming migrants and refugees

The concrete experience of cities across Europe and elsewhere shows a largely common *agenda* advocated and implemented in practice by cities internationally regarding reception and integration of refugees and migrants. This *agenda* for cities welcoming refugees and migrants is solid, well-founded, well-elaborated, and widely implemented. It is anchored in the values that make for viable, vibrant, welcoming and inclusive cities.

[15] IOM World Migration Report 2015, p.39.

[16] *World Migration Report 2015.* op cit. p.35.

[17] Brown, Alison and Annali Kristiansen (2009). *Urban Policies and the Right to the City. Rights, responsibilities and citizenship.* MOST-2 Policy Papers series. UNESCO/ UN-HABITAT. -58p.

[18] Price, Marie. Cities Welcoming Immigrants: Local Strategies to Attract and Retain Immigrants in U.S. Metropolitan Areas. Background paper for *World Migration Report 2015*. IOM, December 2014. 30p. p.3.

Its principles, policy lines and actions are being put into practice in cities across Europe and elsewhere in the world. This agenda provides the package of approaches and solutions to the challenges and dilemmas faced by cities in receiving, including and integrating newcomers. It addresses the needs of those arriving from other lands whether in larger or smaller numbers, while it integrates the concerns and needs of existing city denizens.

The agenda below is compiled and derived from the contemporary experience of cities, shown across the responses to a UNESCO-ECCAR-GMPA city survey summarized below, as well as widely reported across academic and analytical literature and indicated in findings and recommendations of international associations and networks of cities. The format of this agenda is inspired by prior work of the authors.[19]

The realization of this agenda requires political will and commitment by city authorities, space and support from regional and national government, engagement of civil society and the private sector, and certainly the participation of city denizens and newcomer communities alike.

This agenda deliberately uses the term '**governance**' distinct from 'management', to emphasize a fundamental character of governance as: normatively based and institutionalized with democratic, participatory decision-making; involving the complementary and interdependant legislative, executive and judicial functions;, and policy implementation of law, policy and practice that incorporates city denizens as actor stakeholders in organizing and administering their local spaces.

Following is a portrait of this *welcoming cities* agenda, presenting 12 core concerns and outlining corresponding challenges, principles and approaches for city governance as defined by cities themselves.

1. The foundation: a deliberate values and rights-based approach

By definition, cities are welcoming and inclusive. These notions are generallyexplicitly elaborated and announced explicitly in formal city policy, usuallypreferably through consultative and deliberative processes engaging the city legislative and executive governance bodies and the Mayoral office.
The values commonly cited forby cities for their engagement on refugees and migration areinclude**:**

- **Inclusivity:** the city is explicitly inclusive of all denizens and newcomers in law, policy, administration, services, and practice, often stated with reference to non-discrimination, equality of treatment, welcoming culture and participation. Iin some cases, city discourse speaks in terms of anti-exclusion and anti-segregation; in a few cases withthere is explicit reference to *inclusive public space*.
- **Integration:** distinct from inclusion, it is referred to as purpose or goal as well as process.; the mutual incorporation and accommodation of immigrants to the city and the city and its inhabitants in community, social, economic, cultural and political spheres – while respecting the cultural identity and heritage of each and every person.
- **Services for all:** all essential services are refer specifically to availabilitye, accessibilityle, affordabileity, adaptabilityle and offered with quality to all in need.
- **Non-discrimination:** as related to anti-racism and anti-xenophobia.expressed and understood as a universal principle in international law and ususally in national and local legislation across a wide range of grounds including race, ethnicity, nationality, gender, religion and in many European cities – sexual orientation as well as specifically migration status.
- **Equality**: of treatment and of opportunities for all – usually explicitly expressed as the complement counterpart to non-discrimination.provision of equal opportunities.
- **Rights protection and realization**: implicit where not explicit; some refer to the "right to the city". reference to respect, protection and realisation of human rights as recognised in international standards (usually reiterated in national law and local legislation), and the responsibility of city governance to uphold and provide for realisation of human rights for all denizens.
- **Welcoming culture**: hospitality.formulations of policy in many cities make specific reference to welcoming /welcoming culture as a principal underlying value – generally defined by the package of initiatives and measures in the policy.

---

[19] Drawn from: Taran, Patrick with Beier Lin. *Migration, Governance and Cities, A 10 Point Agenda for Local Governments.* GMPA Briefing Note for the International Organization for Migration (IOM) International Dialogue on Migration "Cities and Migration", Geneva, 4-5 November, 2015.

- **Solidarity:** explicitly stated by some city pronouncements and policy documents – usually referring to mutual support and common interests between the city and its newcomer immigrants and refugees.
- **Community**: often referred to in city policy as pursuit of a shared sense of belonging. for all residents – both in the local neighbourhood and city-wide.
- **Participation:** the inclusive active presence and participation of all in the city – particularly and explicitly immigrants to the city – in the community, social, economic cultural and political life, activity, institutions, organisations and governance in the city, usually with reference to mutual trust, democracy, community, and sense of belonging.
- **Diversity**: cultural diversity.expressed as a value and reality of the city with corresponding expectations of: valuing diversity; respecting the different ethno-socio-cultural identities of denizens of the city; and facilitating visibility of and exchange among the diverse communities identities in the city.
- **Dialogue:** articulated as a value in itself, requiring openness to communicate across the city and its diversity of actors and denizens as well as deliberate measures to organise, facilitate and support mechanisms and forums for dialogue.
- **Social cohesion:** is cited by most cities' policy on immigration/integration as a fundamental value and core objective – although not necessarily defining the concept. An OECD report "describes a cohesive society as one which 'works towards the well-being of all its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust, and offers its members the opportunity of upward social mobility'. As such social cohesion is both a desirable end and a means to inclusive development."[20]
- **Development**: realizing its potential with the contributions of migrants and refugees.some cities include specific reference to development – economic, social, cultural – as a value underlying policy on immigration/immigrants to the city, usually with reference to terms of inclusive economic growth, sustainable cities, social development, and recognition of a migration-development nexus for the city itself.

2. The right to the city: inclusion, integration and community

Ensuring *the right to the city for all*. In complement to codified human rights that establish city-dwellers access to urban resources, the *right to the city* entails the mutual process of shaping oneself and the city. It is therefore both a constructive and collective right, since transformation is only possible through collective efforts.

Conceptualized by the French Marxist philosopher and sociologist Henri Lefebvre, the right to the city (*La Droit à la Ville*) is described as a renewed "right to urban life" (Henri Lefebvre, The Right to the City, in: Writing on Cities, Blackwell Publishers, 1996, p.147-159). Embraced by social movements in Latin America in the 1980s, the right to the city is codified in the World Charter for the Right to the City, adopted in 2004[21]. The document defines the right to the city as a collective right of the inhabitants within a city, in particular the most vulnerable, including displaced migrants and refugees. The charter acknowledges the "equitable usufruct of cities within the principles of sustainability, democracy, equity, and social justice" and has social function of urban property, ownership of the urban territory, and democratic governance of the city through participatory elaboration and definition of public policies as cornerstone principles.

In complement to codified human rights that establish city-dwellers access to urban resources, the not yet codified *right to the city* codified in the World Charter for the Right to the City of 2004 entails the mutual process of shaping oneself and the city. It is therefore both a constructive and collective right, since transformation is only possible through collective efforts based on shared use of space, in order to create opportunities for building trust and mutual aid.

This implies considering spatial dimensions and mobility within cities. These include the utilization of public space through events in city squares and parks that encourage the interaction and sharing of experiences

---

[20]   OECD (2011), *Perspectives on Global Development 2012: Social Cohesion in a Shifting World.* Organization for Economic Cooperation and Development- OECD Publishing, Paris, https://doi.org/10.1787/persp_glob_dev-2012-en   See excerpt at:
       http://www.oecd.org/dev/inclusivesocietiesanddevelopment/social-cohesion.htm
[21]   World Charter for the Right to the City. Barcelona, September 2004, art. 1.2, available at:
       http://www.righttothecityplatform.org.br/download/publicacoes/World%20Charter%20for%20the%20Right%20to%20the%20City.pdf

between local inhabitants and newcomers. This may be a way to counter the loneliness and isolation of migrants and refugees, as well as of other local inhabitants in order to create spaces of trust and mutual aid. Public security measures and policing should not be preventing people from taking the streets in fear of violence or checks.

A welcoming atmosphere necessitates a discourse and practice of rights for all to the city, along with channels and incentives for mobilizing social and political participation. This implies deliberately including migrants and refugees as active participants in design, implementation and evaluation of all programs, services, initiatives and projects concerning their needs along with those of the wider city.

Migrants and refugees are social actors and political agents; they are fellow city denizens not only concerned by all of the challenges of arrival, settlement, inclusion, integration but also capable of and expecting to contribute to realizing solutions and creating opportunities in cities. Substantive practices of "citizenship" recognize and bridge the difference between having rights and having the ability to enjoy them. Furthermore, welcoming cities enable migrants and refugees to provide psychological support, orientation and practical support to other migrants, sharing their own experience of arriving and settling in the new place, city/town, country.

Enabling resident migrants' and refugees' local political participation including through **voting rights** and participation in local administrative and elected office enhances their effective engagement with and inclusion in the city. Such participation is indeed established and remains on the horizon line of inmany city and other local jursidictionscities in a considerable number of European countries. A range of administrative, policy and local legislative measures are available in most contexts to enhance the political participation of migrants and refugees within the city community.[22]

Bottom line need for protection
Nearly all of the different city agendas reviewed referred, explicitly or implicitly, to notions or principles that everyone present in a community, a neighbourhood or a city must be recognized first and foremost as a human being and that their human rights and dignity must be upheld. Ensuring public health for the entire community, quality schooling for every child, public safety for everyone in every neighbourhood is generally viewed as bound up in recognizing all persons and their claim to protection and realization of all basic human rights, including labour rights.

The need for protection was raised both in the context of supporting access to services that enable realizing rights, such as to health, education, cultural practices and in defence against discrimination, anti-foreigner hostility and xenophobic violence – directly affecting security, safety, and physical and psychological integrity of persons.

Inclusion, integration, community
A cohesive society requires that the individual and the community recognise the importance of reinforcing a sense of belonging and acceptance of all members, based on trust and on a core of common values and experience that transcend cultural, language, religious and social differences. A useful definition is one established by the European Commission:

> (I)integration should be understood as a two-way process based on mutual rights and corresponding obligations of legally resident third country nationals and the host society which provides for full participation of the immigrant. This implies on the one hand that it is the responsibility of the host society to ensure that the formal rights of immigrants are in place in such a way that the individual has the possibility of participating in economic, social, cultural and civil life and on the other, that immigrants respect the fundamental norms and values of the host society and participate actively in the integration process, without having to relinquish their own identity.[23]

3. Ensuring services for all

---

[22]   The Hague Process (THP). *Big Cities and Migration. Final Report of International Working Conference*. The Hague Process on Refugees and Migration. The Hague, 2007.

[23]   European Commission. *Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on immigration, integration and employment*. Brussels. 2003. Para 3.1 Definition and scope. Available at: http://eur-lex.europa.eu/legal-content/CS/TXT/?uri=celex:52003DC0336

Existing policies and practices of many cities acknowledge that arriving refugees and immigrants, just as the established population, need services: schooling, healthcare, access to housing, transportation, police protection, social security, maternity support, access to cultural activities including those reflecting their own cultural identify and heritage, etc. Most refugees and migrants work or enter the labour market sooner or later, including children once they grow up. They need recognition of credentials and qualifications, skills retraining or adaptation, and job matching support to facilitate employment. People new to a city need information and orientation. Newly-arrived people from other parts of the world may need time to learn the local language and may best benefit from information provided in their languages. That puts language training and local orientation high on the list. Inclusivity is needed in provision of basic services regardless of immigration status or other legal distinctions for healthcare, schooling, food, housing, decent work, social security and others that are crucial to protection of human rights as well as to public health and safety.

There is no alternative to seeking universal – and equitable – access for migrants/immigrants and refugees to basic human and social services, without discrimination on any basis. Neither health nor disease know any borders; it is a public health imperative to ensure that everyone in a community –regardless of status— has basic health education and prevention as well as to curative services in case of sickness, accident or injury. This includes maternity protection, sexual and reproductive health and rights, and occupational safety and health. Language courses are an imperative from reception onwards towards inclusion. Schooling is both an inalienable human right and a necessity for all children. Continuing technical, vocational and tertiary studies for youth and adults. Recognition of professional/work qualifications, credentials and experience as well as support to labour market insertion for adult migrants is an evident priority concern. Extension of labour inspection to where migrant workers are concentrated is key to ensuring decent treatment at work. But it is a self-evident imperative of rights protection and *services for all* to keep fully separate access to and provision of health services, schooling, decent work, and other city services from immigration enforcement.

There are compelling economic as well as human rights and social arguments for Including refugees and migrants equitably in access to equitable public health, sanitation, social protection, schooling and other services are obligations for States in the fulfilment of human rights obligations under international law as well as in national constitutions and legislation in most countries. As well, there are compelling economic as well as human rights and social arguments for universal and equitable access by all migrants to human and social services. Extensive evidence shows that primary health care, clean water sanitation and living conditions are highly cost effective in promoting good health and economic productivity of the entire population.[24]

4. <u>Non-discrimination and equality of treatment</u>

Non-discrimination and equality – in terms of equality of treatment and opportunity– —are generally cited as core values or principles for cities as well as essential components of city legislation, planning, policy, institutional mandates, practice and communications in addressing migrants and refugees. These principles merit highlighting as they are explicit fundamental notionsprinciples in all core international human rights Conventions[25] and in relevant international labour standards[26]; these values are also stipulated in the Constitutions of many European States.

Discrimination – unjustified differential treatment – prevents equal opportunity, provokes conflict among groups within the population, and undermines social cohesion. Discrimination prevents integration by reinforcing attitudes that constrain certain identifiable groups to marginalized roles and poor conditions. Without special attention, immigrants and their children end up over-represented in the ranks of the long-term unemployment and at high risk of social exclusion. Exclusion, and ultimately, the breakdown of social

---

[24]   The Hague Process on Refugees and Migration (2007). Big Cities and Migration. Final Report of International Working Conference.
[25]   International Covenant on Civil and Political Rights (ICPPR); International Covenant on Economic, Social and Cultural Rights (ICESCR), International Convention on the Elimination of Racial Discrimination (ICERD); International Convention on the Elimination of Discrimination Against Women (CEDAW), International Convention Against Torture (CAT); International Convention on the Rights of the Child (CRC); International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW); International Convention on Disabilities.
[26]   Especially ILO Convention 111 on Discrimination in Occupation; ILO C-158 on Equality of Treatment

cohesion are results of denial of employment opportunities, relegation to substandard housing and marginalized neighbourhoods, lack of education and training opportunities, absence of police protection, obstacles in the exercise of one's cultural practices, and multiple discrimination in community life.

The International human rights standards incorporated in national legislation of all European countries are binding at all levels; international treaty supervisory bodies and outcomes of world conferences have emphasized local as well as national governance responsibilities to uphold, implement and monitor these standards. International norms specify prohibited grounds of discrimination to include race, ethnicity, gender, national origin, religion, and political opinion; more recent instruments have included nationality,[27] migration status and disability[28]. A number of EU member States included nationality as prohibited grounds in implementing the EU "Race Equality Directive" of 2000.

Cohesive community, social peace and economic welfare – as well as a functional city – depend on **preventing discrimination and xenophobia** while **promoting integration and social cohesion**. Preventing discrimination and promoting equality of treatment and opportunity have traditionally been a competence at the city level. Many cities have specific parallel or subsidiary legislation as well as human rights and/or equality/non-discrimination monitoring bodies.

Prevention and promotion go together, as a priority of government at every level, especially at the local level where people interact on a daily basis. Both a deliberate plan of action and emphatic communications on preventing discrimination and facilitating integration have to be at the heart of local government planning and action. A designated local level monitoring, complaints and enforcement body is crucial to ensuring that equality and non-discrimination are practiced, and if not, that there are mechanisms to permit identifying and suppressing infractions, as well as defending and providing redress for victims.

Specific anti-discrimination, anti-racism, anti-xenophobia advocacy

The current events compel specific, dedicated campaigns against racism, xenophobia and discrimination. The United Nations has established at the global level the "Together" campaign against xenophobia and racism as model in support of local and national efforts.

Discrimination has a double impact on **refugee and migrant women**. Most job opportunities for women migrants are in unregulated sectors, such as agriculture, domestic work and services. Gender segregated labour markets contribute to discriminative employment in countries of destination, resulting in high levels of abuse and exploitation of women migrant workers.[29] Recognizing that sustainable urban development and gender equality go hand in hand, cities need to be committed to advancing gender equality within their respective mandates and programmes, emphasizing that both women and men are vectors of positive change in urban areas. A crucial component of the equality agenda is the promotion of rights and inclusion of all city inhabitants, both women and men, girls and boys, from all backgrounds, facilitating access to decent jobs, encouraging full participation in cultural, civic and political life and ensuring the equitable provision of quality public services to all.

A growing number of cities directly address discrimination faced by **LGBTI** (lesbian-gay-bisexual-transgender-intersex) people with explicit policy, protection and practical measures. Some LGBTI refugees and migrants will have fled persecution and violence on the basis of their identity or sexual orientation in their homelands. In destination cities, they may be at risk of discrimination, hostility and violence from other members of their own communities, as well as from local residents in cities of refuge or destination. City respondents to the ECCAR-UNESCO city survey shared examples of measures they have taken to ensure protection and facilitate inclusion of refugee and migrant women and girls and of LGBTI refugees/asylum seekers.

5. Celebrating culture and diversity

---

[27]   1990 ICRMW

[28]   International Convention on Disabilities

[29]   Taran, Patrick, Irina Ivakhnyuk, Maria da Conceicao Pereira Ramos, Arno Tanner. *Economic Migration, Social Cohesion and Development*. Council of Europe, Strasbourg. 2009. See "Gender and migration", pages 38-39.

Migration brings diversity and diversity brings countless opportunities. Cultural diversity, as acknowledged in the UNESCO Universal Declaration on Cultural Diversity (2001), is an asset for development. Its defence is "an ethical imperative, inseparable from respect for human dignity" and a prerequisite of social cohesion. Respect for diversity of cultures, opinions and religious beliefs, provides the setting that acknowledges and ensures the dignity of each person, allows their participation in the community and contributes to social cohesion.

Large cities are genuinely places of diversity, which almost invariably accounts for their past, present dynamism, and offers the best prospects and chances for future development. Cities are also places of protection and preservation of cultural heritages, especially those of their inhabitants. Target 11.4 of the UN 2030 Sustainable Development Goal 11 "Make cities and human settlements inclusive, safe, resilient and sustainable" specifically emphasizes the role and importance of cities to "strengthen efforts to protect and safeguard the world's cultural and natural heritage".

Migration inevitably changes the ethnic, national, cultural, linguistic and religious composition of societies and communities worldwide. However, change and diversity do not often "come naturally", all the more so when established populations find public services disappearing, jobs becoming less stable, affordable housing more scarce, cost of living rising, and so on. In the contemporary political climate, newcomers are widely – and inaccurately – associated with these problems by leaders and news coverage making amalgams between foreigners and unemployment, crime, scarce housing, inflation, and other ills. The reality, demonstrated by innumerable research studies in many countries, is that immigration tends to expand employment and create jobs, lower crime rates, revitalize decaying neighbourhoods and expand national production and growth.[30]

Prejudiced and distorted public perceptions coupled with the generalized use of negative terminology and stereotypes regarding migrants and refugees need to be tackled. In turn, cultural pluralism, commonality and the contribution of newcomers as residents of a larger community can be proactively brought into public knowledge. While public actors and the media have a pivotal role in fostering change, shifts in pubic opinion will remain dependent on promoting individual and collective awareness and responsibility.[31]

Dealing with diversity is a core responsibility for cities addressing refugees and immigration. The evidence also demonstrates that city governments generally recognize that "changing the narrative", encouraging inter-community respect and engagement, and thereby supporting social cohesion are major but daunting tasks.

6. <u>Whole of the city</u>

The concerns of migrant populations are those of the whole city: the responsibility of every administrative branch or department of government is engaged. At the local level, migration involves *inter alia*: reception, accommodation particularly for refugee arrivals; housing; language instruction; health services and facilities including for prevention and education; schooling, vocational training, higher education and respective facilities; employment, labour market demand and insertion in jobs; addressing local unemployment: labour inspection and occupational safety and health; enterprise/business creation, licensing and regulation/inspection; family composition and reunification; child care availability; population distribution and density; neighbourhood development; urban infrastructure; utilities including water, electricity/energy, sanitation services/infrastructure (garbage, sewage, recycling); transportation, including public transportation ensuring access between migrant residential areas, services, employment and commerce; public safety and police protection; sports facilities and activities, cultural expression, access to public libraries, obtaining accurate data and statistics on all of the above; and other concerns.

The presence and conditions of immigrants need to be identified in the tasks and responsibilities of each and every city government department; the impact is numerical and is comprised of specific outreach measures for immigrants or families of emigrants who are not usually reached by standard approaches for established populations.

---

[30]   An extensive review of research indicating net results of migration can be found in the comprehensive ILO book on labour migration: *International labour migration: A rights-based approach.* International Labour Organization, Geneva. 2010. The executive summary is available online at: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_125362.pdf

[31]   Idem.

The challenges faced by city governments cover the entire agenda of local governance tasks and responsibilities. These concerns engage the mandates and responsibilities of every functional department and administrative unit in city governance, including those responsible for:

- City/urban planning
- Health
- Housing
- Human services
- Social protection
- Education and schooling
- Vocational and technical training
- Employment
- Job creation and retention in the city
- Recognition of qualifications and experience for employment
- Enterprise/business development
- Public transportation /Mobility
- Facilities infrastructure, recognizing that services require physical facilities
- Streets and roads
- Water supply, distribution and use
- Energy supply and distribution (electricity, gas, fuel)
- Waste and sewage disposal and treatment
- Public space/parks, sports facilities, access thereto
- Statistics, census bureaus and any other entity gathering data
- Art and culture, including museums, public libraries and mediatheques
- Public relations /Communications, including mass media
- Community and neighborhood liaison, community center facilities
- Anti-discrimination/equality /human rights monitoring and enforcement entities
- Judicial institutions
- Integration (where a distinct administrative area)
- Partnerships, liaison with civil society, and the private sector, and specifically migrant and refugee entities
- Enforcement of safety, health, labour and business regulations and protections (labour inspection, health inspection, business licensing, etc).
- Public safety, policing.
- Liaison/relations with faith institutions and communities
- Budget and finance
- City legislation
- City administration and inter-departmental coordination
- City governance bodies (city council, executive body)
- City legislation
- Executive/mayoral office

7. Intentional, organized, comprehensive governance

Cardinal aspects of appropriate and effective city governance addressing migration can be expressed in six points: *knowledge based, deliberate legally-anchored policy, urban planning, interdepartmental coordination, designated responsibilities (focal points),* and *evaluation.*

(1) Obtaining disaggregated **data**, accurate and up-to-date **statistics** and comprehensive **knowledge** on migration contexts, dynamics, technical approaches, and good practices are the essential basis for governance. It is vital to know how many migrants, including refugees, are in the city; their gender and age composition; educational attainment, skills and qualification; health profiles and pathology risks; social protection needs, etc. for the provision of services and support, such as labour market insertion. Similarly, data on economic situations, housing conditions, and spatial distribution – including access to schools, health facilities and employment opportunities as well as neighbourhood concentrations are required for planning, developing and delivering urban infrastructure, facilities, utilities, and services.

(2) Migration, as a universal concern across government departments, requires a **coherent legal and policy framework**. The legislative and executive go hand in hand and are interdependent. Some cities have established comprehensive migration policy frameworks. These frameworks often derive from and/or give impetus to city legislation providing normative grounds and regulatory parameters for the principles, policy lines, institutional mandates, stakeholder participation and practices that constitute the governance framework for addressing refugees and migration.

The elaboration process is as important as the outcome. Viable policy and resulting practice requires agreement on assessing the characteristics and conditions of emigration/immigration, determining common policy purposes and objectives, identifying areas of intervention, establishing specific administrative roles and measures, recognizing roles and activity of other stakeholders, and designating division of responsibilities among all concerned administrative institutions and other stakeholders. [32]

(3) Immigration into cities is generally a long term if not 'permanent' feature across Europe and elsewhere. City urban **planning** must factor in the growth, change and challenges that migration will continue to bring. As well, procedures, if not detailed plans, must be on the table to address contingencies, recognizing possibilities and probabilities of emergency situations arising, as was the case for a number of cities in Europe most recently over the last two years –although far from the first time.

(4) Effective welcoming policy and the universality of impacts require deliberate **and organized consultation, coordination and cooperation** across all administrative entities at common level engaging both policy making executives and implementing officers. In many cities, **inter-agency task forces** or **working groups** on migration bring together representatives of departments across the board. As noted below, these should also involve key partner-stakeholders outside government, namely employers, trade unions, social service entities and concerned migrant communities.

(5) Experience of many cities shows that responsibilities need to be explicitly designated and coordinated for each executive and administrative department. Identification of **focal points** for responsibilities within each department and in planning bodies as well as coordinating mechanisms is particularly useful. Perhaps a tautology, but it bears emphasizing that if someone specified isn't responsible, no one is.

(6) Ongoing monitoring and **evaluation** of initiatives and experiences allows adapting policy and practice to changing conditions and to ensuring it remains appropriate, effective, inclusive and sustainable.

Roles of city governance
City governance regarding migrants and refugees invokes several complementary roles of government, namely:
- Spatial and social organization.
- Socio-political leadership: expressed as need for strong mayor/city executive(s) role and profile in shaping public opinion as well as city action.
- Administrative.
- Executive.
- Mediative.
- Interface local-national.

8. Engagement of all stakeholders: *Whole of society*

The city comprises a range of denizens, actors and organized 'stakeholders' outside the government apparatus. Particularly important for reception and integration of migrants are the 'social partners', the economic actors, the employers who conduct economic activity and employ locals and migrants alike, and the trade unions and professional associations representing those working, and often those intending to

---

[32] ILO. Multilateral Framework on Labour Migration: Non-binding principles and guidelines for a rights-based approach to labour migration, Geneva, International Labour Office, 2006.

work. These and other actors need to be engaged, involved in the advisory, decision making and implementation bodies of city governance. Participation of migrants and refugees, the subjects in this arena, is essential not only in consultative bodies, but in the composition of governance itself, in city administration and represented in the legislative and monitoring bodies.

Concerned civil society organizations and social service actors are also part of the critical core of dialogue and decision making on city migration governance. All levels of government should enable other actors to provide legal and social support. These include volunteer initiatives, local cooperatives and collaborative networks that may work with smaller groups and offer more personalized assistance.

Cooperation with the private sector merits further exploration to complement limited public resources and expand engagement in project funding and execution. New forms of public-private partnerships can be initiated by city governments, for example in housing construction. A caveat for any such initiative is, of course, to ensure accountability to collectively identified community needs and to involve other stakeholders in policy setting and oversight.

9. <u>Multi-level governance</u>

Local governance on migration is significantly affected and often constrained by national migration and refugee law and policy; temporary migration schemes; border control and visa policies; migrant detention, return and expulsions; humanitarian and human rights measures; foreign policy; national security consider-ations; cooperation and coordination with other countries in regional migration regimes; and cooperation with international institutions;[33] as well as factors of decentralization, financing of local government, revenue and budgeting for health, education, welfare and other services, and other factors.

As innumerable experiences show, lacuna at one level can have devastating impacts at another. If there is no provision of additional federal/national support – where it exists – for increased school enrolment, then local authorities are saddled with a budget gap they may have no means to fill. Furthermore, local authorities in several cities responding to the UNESCO ECCAR survey indicated they had little or no information about the number of refugees arriving in or assigned to their territory.

A key challenge is arranging dialogue and cooperation between national authorities and local governments, with a clear view to obtaining the political 'space' and requisite funds for appropriate city welcoming and integration efforts for refugees and migrants.

10. <u>Finances</u>

The opportunities and costs of maintaining a viable work force, providing social services to all and enabling social cohesion must be reflected in government budgets. Representative personnel, trained staff, focused programmes, targeted outreach, and specialized administrative departments require resources. **The budget challenge** is ensuring that the additional needs of new populations – or changing population – are quantified in allocations and appropriations. Budget allocations for these are quantifiable and justifiable; the challenge of meeting evolving needs driven by changing populations will be facilitated when deliberate public policy is articulated.

Obtaining the needed funds to provide services as well as address the huge challenges of decent – accessible, affordable – housing, physical facilities and infrastructure, as well as health care and schooling for all will necessarily require advocacy with national governments, including the executive and parliamentary. In some cases it may require judiciary initiatives to ensure that applicable national legal and regulatory standards are actually upheld, and the financing provided to realize them.

As Eurocities points out, the challenges of providing the means for cities welcoming migrants and refugees also calls for reconsidering rules and procedures regarding certain EU financial tools to permit for example direct access by and allocations to cities, rather than retaining rules that limit application and allocation to national governments and respective entities.

---

[33] International Migration Policy Program, *The IMP Reference Manual,* edited by Patrick Taran. International Migration Policy Program, Geneva and Bishkek/Issykul, May 2000. Section 9: "National Migration Policies and Structures"

11. Communications

Media and *public relation*s work is key to supportive public attitudes and for gaining constituent support for cities welcoming refugees and migrants. Just as good administration depends on good data, successful governance depends on effective communications. The city plan of action on migration needs to include a deliberate media strategy on migration and migrants, one which feeds favourable speech, stories and sound bites.

A deliberate communications strategy can and should promote positive images of migration, diversity and contribution of migrants to sustaining and developing cities, societies, and national economies. The communications agenda item is about shaping the narrative, working with media to ensure their full comprehension of migration, current situation, policies and governance actions taken by local authorities. Journalists should be provided with facts, exact figures and evidence.

Local authorities have great discursive power. Public commitment to the reception and integration of migrants and refugees is key to fostering a welcoming culture in the city. Mayors and other city officials should (and many do) make 'welcoming' policy statements and comment *promptly and often* on the need for open and inclusive city attitudes and policy. This should be accompanied by regular and open communication and the exchange of information between local inhabitants and newcomers.

Effective information and communication strategy usually incorporates multilingual access to public services and information, and transparency of policies and practices for migrants and locals. This involves the active use of a city's own and local social media coverage. It also involves establishing spaces, places and occasions for interactive discussions, where people can meet each other and ask for, as well as provide, help, advice and information as needed. Information should of course be made available to all, quickly, and freely.

12. Accountability

Accountability at all levels, by all actors, is essential to ensuring welcoming cities for refugees and migrants. Accountability means city governments, civil society actors, private sector partners, and community organizations have an obligation to communicate and account for their policies, decisions, actions and activities, accept responsibility for them, and ensure responsiveness to needs collectively identified with the participation of concerned stakeholders.

Accountability includes respect for and realization of human rights, ensuring equality of treatment, and respect for different social, ethnic, national, cultural, religious and gender identities and communities. Accountability derives from democratic participation in policy and decision making by concerned populations and public community review of actions and results.

IV. City experiences, a portrait

A primary starting point for the UNESCO-ECCAR-GMPA-Marianna V. Vardinoyannis Foundation "*Welcoming Cities for refugees and migrants: promoting inclusion and protecting rights*" initiative was the circulation of a survey questionnaire, developed by UNESCO with GMPA, to member cities of ECCAR. The survey solicited context information from cities, an assessment of issues faced by city governments in welcoming refugees and migrants, and descriptive information on policies and initiatives.

The detailed questions were deliberately formulated to both obtain city government views on the nature and characteristics of the challenges and to identify city policy approaches and recent response initiatives. The ten questions requested information and data on: refugee and migrant presence; city policies and practice frameworks regarding refugees and migrants; specific services provided; identification of practical initiatives; and actions tackling stereotypes and prejudices.

In the first round of the survey conducted in 2016, detailed responses were received from 21 cities: **Athens**, Greece; **Barcelona**, Spain; **Bologna**, Italy; **Darmstadt**, Germany; **Erlangen**, Germany; **Esch-sur-Alzette**, Luxembourg, **Geneva**, Switzerland; **Ghent,** Belgium; **Graz**, Austria; **Helsingborg**, Sweden; **Karlsruhe**, Germany; **Lausanne**, Switzerland; **Liège**, Belgium; **Metz**, France; **Malmö**, Sweden; **Nancy**,

France; **Rotterdam**, the Netherlands; **Soest**, Germany; **Stockholm,** Sweden; **Uppsala**, Sweden; and **Vienna**, Austria. **Berlin**, Germany, provided its detailed *Masterplan for Integration and Security* that contained considerable information relevant to the survey questions. Data was also drawn from a separate study on **Lisbon**, Portugal.

The responses represented a wide range of city sizes, circumstances and experiences across **12 countries** around Europe, a representative breadth and diversity of city situations. Responding cities ranged in size, from capital and large cities with populations exceeding one million to small cities with less than 50,000 inhabitants. Nonetheless, the great majority of responses came from medium-sized cities with populations ranging from 100,000 to 300,000 inhabitants. This chapter presents composite summaries of the responses to each of the ten topical questions of the survey.

The survey review and analysis was anchored in elaborating a detailed matrix to arrange survey responses for purposes of comparing and contrasting compiled data across the respective categories of questions. This "spread sheet" of responses permitted the identification of convergences and specificities in the situations of the different responding cities. It allowed for an initial identification of common areas of concerns, types of approaches to policy and to city government responses, and to groupings or associations involved in reception and inclusion strategies. These involved a number of innovative practices and partnerships in cities that may further nurture initiatives in other localities.

Summary of data and findings
The following sections highlight some main features of the responses, noting specificities (e.g. new local initiatives and policy adaptations) and convergences (e.g. challenges regarding service provision and actor coordination) across cities. These responses follow the survey questions.

1. Estimated number of foreign-born individuals in the city
When measuring their foreign-born populations, cities offer different definitions for this group according to national legislation on citizenship and whether they identify individuals with a foreign background in this category (i.e. second or third generation inhabitants). For most of the cities (Athens, Greece; Ghent and Liège, Belgium; Barcelona, Spain; Bologna, Italy; Darmstadt, Germany, Graz, Austria, Helsingborg, Uppsala and Stockholm, Sweden), 20% of their population has either foreign nationality or a migrant background. Berlin, Vienna and Malmö have around 30% of their populations with a migration background. However, there are cities with over half of its population being foreign born, such as Esch-sur-Alzette in Luxembourg with 56.6%. When including data for residents having a migration background this percentage rises to 74.4%. Geneva and Lausanne indicate respectively 49% and 42% of their populations with a foreign background and Rotterdam 50%. Three of the surveyed cities indicated a proportion of foreign population at less than 10%. These are Lisbon, Metz and Soest, all of which define themselves as "transit" cities, where migrants only pass through or spend only a limited time.

2. Estimated numbers of refugees/asylum seekers
Cities have been affected differently by inflows of refugees and asylum seekers, especially since 2015. Several cities noted that the data obtained might fail to account for certain members of targeted refugee/migrant populations (e.g. undocumented individuals or individuals in the fringes of the administrative procedures) who remain uncounted in population surveys. Certain survey responses noted that these "uncounted" individuals were consequently more likely excluded from governmental policies and services.

Some reporting cities seemed to have been subject to greater pressures, with size and location being important factors in this regard. Southern capitals and medium-sized cities across Europe generally welcomed increased numbers of migrants and refugees.

3. Transit or destination cities?
Survey responses underlined the difficulty in clearly distinguishing between *transit* and *destination* cities. As migratory movements are not unidirectional, decisions on where to remain are based on national policies, access to support and settlement options, as well as where relatives or other compatriots may be located. Arriving refugees and migrants may remain temporarily in one place and later move to another, or may settle in a city originally seen as a transit city. Nonetheless, survey responses noted that capital and larger cities in central and northern Europe tend to be destination cities. These include: Berlin, Geneva,

Uppsala, Malmö and Graz among others. In contrast, Southern European cities, such as Barcelona, Bologna and Lisbon, and smaller cities, such as Soest, tend to be transit cities.

The survey did not offer sufficient detail to determine factors for remaining or transiting, although some responses suggested links to employment opportunities and services, or reception and settlement facilities available for migrants and refugees.

4. Specific challenges for cities and local governments regarding refugee and migrant arrivals
The major challenges reported by cities and local governments regarding refugee' and migrant arrivals are **housing**, **education** and **employment**. These three were repeatedly mentioned by cities. Other challenges identified as demanding particular attention are the promotion of social and cultural integration, the fight against discrimination and xenophobia, and the improvement of procedural and administrative services. Seemingly important areas such as health and social services were mentioned in only a couple of cities. The survey responses highlighted that all of these challenges are inherently linked to multi-level governance. City administrations noted that they are highly dependent on national governments materially, financially and legally.

Most cities responding to the survey reported struggling with providing housing for arriving refugees. The second most challenging concern for cities is education in various forms. Several responses explicitly or implicitly acknowledged that education is crucial for integration. The schooling of migrant children and unaccompanied minors allows them to be included in a society and offers adults the possibility to enter the labor market. A primary concern raised by city reports was the inability to provide sufficient language courses to the targeted population and adapt them to different ages and language levels.

Employment and access to the labor market, linked to the above two concerns, was the third most cited challenge. Unrecognized education levels, language barriers, irregularity of status and discrimination were mentioned as contributing factors to exclusion of these populations from formal economic activity and income. City responses emphasized that these problems are transversal and ultimately hinder the inclusion of migrants and refugees in cities. Therefore, responses suggest that new integrated strategies should be developed to counter the treatment of issues in a 'silo approach[34]'.

5. Additional resources cities received to address refugee arrivals

Cities experiencing increases or spikes in refugee and/or migrant arrivals indicated that some had and others had not obtained supplementary resources to respond to new needs. Several cities were able to reallocate local budgets to address the targeted population.

National governments of several cities were reported to have assumed some responsibility to support arriving refugee populations who had not yet been regularized or received a residence permit. Several German cities reported receiving funding from the federal government through channels such as *Integration Packages*. Specific examples of national policies and/or specific financial support directed to cities were mentioned in several reports. Such cities as Barcelona, Bologna, Ghent, Helsingborg, Malmö, Rotterdam, Stockholm, and Uppsala, reported receiving financial resources from National Governments /National Funds. Other actors were reported as having contributed to increased resources for refugees and migrants in European cities, including certain European Union funds (as in case of Bologna and Karlsruhe) as well as some resources mobilized by civil society organizations and private companies.

6. Specific policy frameworks and/or departments on refugees/migrants
Several cities reported that they established specific policy and/or administrative frameworks to address reception of refugees and migrants, as well as integration. On the administrative side, cities indicated a range of organizations, generally either existing specific municipal and national agencies or cross-departmental endeavours. Certain cities responded to current pressures by creating new, tailored plans or strategies and/or agencies.

Several cities reported inter-agency coordination approaches and developed specific plans to better tackle emerging pressures and challenges. Comparing the Swedish cities' responses shows that localities even in

---

[34] "Silo approach" refers to isolated, unilateral, mono-disciplinary responses to complex challenges that generally require interactive and cooperative approaches among multiple actors across different fields of knowledge and expertise.

the same country respond differently to refugee and migrant needs and derivative challenges. This suggests a certain degree of leverage for cities.

7. Service areas addressing migrants and/or refugees
The survey asked city respondents to identify which general categories of support services were particularly solicited in meeting the needs of refugees and migrants. The question included an indicative "check-list", including the categories of **employment/job-seeking, health, housing, nutrition,** and **schooling**. Cities respondents were likewise invited to add other areas they considered important. Most responding cities marked **all** these service/challenge areas, and several added **integration**, **language** programs and/or attention to **leisure activity**.

Several city survey responders offered details on how such need areas are being addressed. Health, schooling, housing and employment services were almost universally indicated as main concerns and thus top priorities –and sometimes headaches – for cities receiving and integrating refugees and migrants.

8. New initiatives by cities in the last year to address refugee and/or immigrant arrivals
In addition to institutional adjustments responding to recent refugee and migrant arrivals, a panoply of local initiatives were identified. These often try to cope with immediate material and administrative challenges, yet some directly refer to a human rights-based approach. The cities of Barcelona, Berlin and Uppsala engaged in developing integrated strategies, or "plans". Bologna and Graz adapted specific centers and created a specific working group dedicated to guiding refugees through administrative procedures and assisting in access to basic services. Graz set up a task force group with members from different city departments meeting on a weekly basis. Vienna developed a series of initiatives in the absence of expeditious national responses to the inflows of refugees during the autumn of 2015. Vienna also created targeted education and housing policies for women and unaccompanied minors. Some cities also identified initiatives aiming at improving multi-level governance.

9. Collaboration of city administration with other stakeholders (NGOs, associations, foundations etc.)
All city responses stressed the importance of partnership and collaboration strategies with other actors including non-governmental/civil society organizations, the private sector and volunteers. More specifically, these include universities and educational institutions, clubs and associations, foundations and aid organizations, social support networks, cooperatives, charities, cultural institutions, start-ups, local businesses, sport and religious communities. These actors were reported to make important contributions to localities, in terms of money, knowledge and staff to services ranging from translation, integration activities and legal assistance. For example, the city of Athens stressed the importance of international and non-governmental organizations in filling knowledge gaps with regards to migration governance.

10. Media/public relations strategy on welcoming refugees/migrants
Most city responses showed that public relations and public opinion strategies are a key area of action at the local level. Most of the responses indicated city action through annual activities and more punctual communication campaigns, in which local authorities sought to prepare the terrain for reception initiatives and nurture solidarity and coexistence between different groups. City responses reflect the urgency of diffusing information on the current local, national and international situation via public events, websites, social media, magazine publications and flyers. Several cities created dedicated websites or used their own web-pages to continuously disseminate information for both local inhabitants and migrants and refugees. Several cities reported engaging in explicitly anti-discrimination efforts through the organization of annual events, and adapting recent editions of ongoing activities to current issues.

* * *