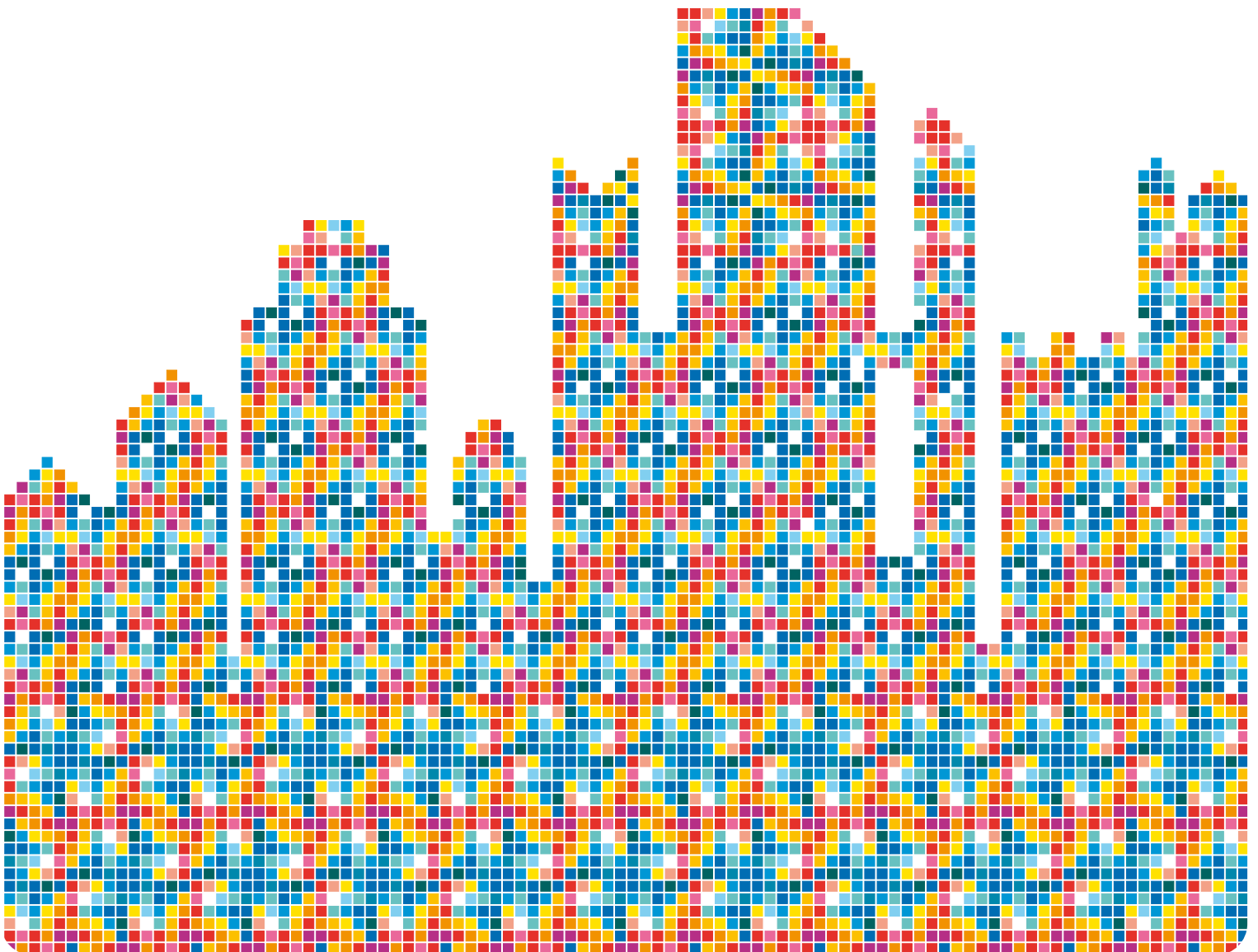




Benchmarking Integration Governance in Europe's Cities



LESSONS FROM THE **INTI-CITIES** PROJECT



INTRODUCTION **Cities all over Europe** are playing host to increasingly diverse populations. It is also in cities that the opportunities and challenges presented by this diversity are felt most immediately. Whether in Malmö or Milan, practitioners developing local integration policies and practices are confronted by many similar questions. However, the solutions they formulate and the governance arrangements they choose are developed within potentially very different local – and national – parameters.

It was with an awareness of the existence of common challenges, and with an appreciation for the diversity of approaches adopted in different cities, that the INTI-CITIES project was designed. Our aim was to provide a platform for municipal integration experts to meet with counterparts in other cities and find inspiration in approaches to local integration policy taken elsewhere. Our ambition was to organise this exchange in an intensive and focused way. To this end, the project chose to implement a peer review process based on a common benchmark and standardised methodology.

Peer reviews have long been in use at the national and European levels. The European Commission, for example, organises peer reviews to facilitate mutual learning on social policy within the Open Method of Coordination. Often, such peer reviews start with a common set of standards – a benchmark against which peers assess progress, compare approaches and draw up suggestions for improving policies and practices.

INTI-CITIES adopted this approach in order to structure and focus the learning experience. A peer review-methodology was designed for the project and specifically tailored to examine urban integration governance. INTI-CITIES focused on the way the municipality organises itself in relation to the spectrum of actors who influence the way integration policy works. We explored the general set-up of integration policy; the organisational relationships established with different levels of government and the connections between departments within the municipality; the involvement of external partner organisations and associations; and the municipality's efforts to reach out to and engage with individual migrants and the wider public.

The INTI-CITIES peer-reviews represented an intensive learning experience both for the reviewers and for the cities under review. With this publication, we attempt to share the wealth of learning that was generated through the project, reflecting on peer-reviews as a tool for mutual learning, and on the lessons learnt about how cities can set up appropriate structures for successful integration governance.

With this publication we invite other practitioners working on integration at the city level to take up and adapt our tools to their purposes, and to build on our findings. We hope you enjoy reading about our experiences.



SECTION A: Using peer reviews to benchmark

integration governance: A guide for cities draws on the experiences of the INTI-CITIES peers to provide a guide to using a peer review to benchmark local level governance arrangements.

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- 2 Step by step guide to setting up a peer review to benchmark integration governance 10

SECTION B: The INTI-CITIES benchmark on local integration governance

sets out crucial elements of local integration governance structures. They are presented through a benchmark of indicators that was revised in light of the INTI-CITIES peers' experiences to become a tool to be adapted and taken up by more peers who want to evaluate integration policies and practices at the city level.

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SECTION C: Exploring integration governance

arrangements highlights some of the key challenges for local integration governance that are encountered by cities, as they were identified by the INTI-CITIES project, and the innovative responses they are putting in place.

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A guide for cities

Using peer reviews to benchmark integration governance

This section of the publication reflects on the experience of the INTI-CITIES peers to provide some basic guidelines for setting up a peer review to benchmark urban integration governance. It begins by introducing these two complimentary tools for mutual learning before taking the reader through the process step by step.



1 Peer review and Benchmarking: an introduction to the tools

THE INTI-CITIES PEER REVIEW PROCESS

The INTI-CITIES peer review process was structured by a benchmark of standards prepared for the project. The review began with each city producing an initial report in which it assessed itself against the benchmark standards using a set of indicators. Peer review teams, comprising four city representatives, and representatives of EURO-CITIES, MPG and Ethics etc. carried out a desk review of the report, and together made a preliminary analysis of areas of strength and weakness in each host city.

Travelling to each of the host cities, the peer review teams interviewed practitioners, politicians, partner organisations, service users, and migrant groups to cross-check their findings. At the end of their review, they agreed their conclusions within the team and prepared a report for the host city compiling constructive criticism and recommendations on areas for improvement. The reports were presented to the host city by each team's leader.

THE INTI-CITIES PEERS

The INTI-CITIES peers needed both an understanding of the mechanics of local government and experience with the subject matter. All of the peers worked on integration related matters for the public administration of one of 12 cities in ten European countries. They were project officers, policy advisors, social workers, heads of integration offices, education departments and anti-discrimination units.

Working together in a practical way has fostered the development of a European network of peer review experts. INTI-CITIES partners will go on using the network to exchange ideas and expertise beyond the duration of the project.

What is a peer review?

A peer review is a tool for mutual learning whereby local policies, programmes and practices are evaluated by colleagues from other cities – peers who act as ‘critical friends’. Peers face similar issues, work in similar structures and with similar means. Each peer is familiar with integration issues and brings her/his own perspective and expertise to the exercise.

What is a benchmark?

A benchmark represents a standard to aspire to and a reference against which performance can be measured. The process of comparing identifies improvements to existing policies and practice. If these improvements are adopted and implemented they can lead to better governance and service-delivery. Benchmarks have long been used by private companies competing with one another and are increasingly finding a place in the public sector as a means to improve the quality of services.

Why a peer review?

- » Peer reviews offer **an enriching learning experience** by opening up opportunities to delve deep into specific issues and acquire hands-on knowledge – through local officials and staff – of the issues at stake in their daily work.
- » Peer reviews provide **a forum for intensive exchange**: between individual practitioners who, for the duration of an interview, explore and question one another's practices and are in turn prompted to reflect on arrangements in their own cities, and between the partner cities and the wider pool of stakeholders who take part in the project.
- » Those who are reviewed may be **more receptive to the questioning and recommendations of their peers** rather than those of a consultant or national government representative who may be more disconnected from the everyday realities of local level governance.
- » Peer reviewers bring **new perspectives** to the debate. The fact that peers are external actors who cast **an impartial eye** on practices adds credibility to the evaluation process.

THE INTI-CITIES BENCHMARK

The INTI-CITIES project focused on integration governance and set out to address two specific issues: the horizontal and vertical fragmentation of policy-making and service-delivery; and the exclusion of immigrants from society and decision-making processes. It explored four pillars of integration governance. Basic benchmark standards were articulated for each: *see section B, page 17.*

INTI-CITIES INDICATORS

The 75 indicators developed in the framework of the INTI-CITIES project look at the degree to which local policies and practices provide opportunities for the integration of migrants, or create obstacles to integration. They do not attempt to assess whether immigrants are actually integrated into society. Most of the indicators require the peers to make a qualitative and nuanced assessment.

For example: Administrative Co-operation: Indicator No. 3

Does the municipality have a permanent consultative committee on migrant integration that includes suitably qualified and representative individuals from civil society, migrant associations and the private sector? Does the municipality consult the committee on a regular basis?

Note: Based on the experience and feedback of the peers, the draft indicators were edited after the peer review visits. *A full set of up-dated indicators is reproduced in section B, pages 18-19.*

INTI-CITIES PEER REVIEW TRAINING

As part of the INTI-CITIES project, a 2-day training session took place one month in advance of the first peer review. During the session, the peer review teams were formed, instructions were provided to host cities, and all of the participants took part in interactive training exercises to practise interview techniques. The team agreed to use interviews as their main tool during the peer review visits with pairs of peers questioning individual interviewees. The interviews lasted around an hour each (additional time was required where interpretation was necessary). Workshops were held in selected cases to gather the views of larger groups of interviewees.

STEP 1: Defining the benchmark and the indicators

In this step, the peers decide on a focus for the peer review. They establish benchmark standards together and formulate indicators. The indicators help the peers to understand and assess what progress is being made towards the ideal expressed in the benchmark. They can be used to find out about measures being taken to achieve the benchmark goals, and the success of these measures.

- » Benchmarking should **explore areas where there are improvements to be made**, and the input of peers can be practical, useful, and welcome.
- » If the benchmark is going to be applied in a number of different contexts, and searches for comparable data, it makes sense that it be designed to **research the instruments of policy –making** rather than, for example, targets or results which cannot be compared across cities.
- » Benchmark standards draw on and compile ‘ideal’ policies and practices in place across a number of cities. However, although cities share basic integration goals and face similar integration challenges, policy approaches, governance arrangements and working cultures differ in many respects. It is therefore a challenge to develop a set of benchmark standards that are recognised as ‘ideal’ by every municipality. The **benchmark and indicators should be approved by all of the peers.**
- » There are many ways of organising governance structures to meet the benchmark. **Indicators should not be too prescriptive** and instead leave space for cities to develop their own ways of dealing with challenges to allow for innovation and creativity.
- » Peers need to be careful to strike a **balance between formulating very specific indicators** that may not make sense in all settings, **and more decontextualised indicators**, that are applicable across all contexts but may become too abstract.

STEP 2: Training for peer review teams

A two-day training session in advance of the peer reviews is vital for both the peer review teams and the host cities to clarify aspects of the methodology.

- » Host cities receive **guidance on drafting their initial report**. Peers receive **guidance on carrying out a desk review**.
- » The training session is a good opportunity for peers to **get to know one another** and receive **training on conducting interviews** and leading workshops or discussion groups.
- » Performing **mock interviews** can equip peers with the skills and confidence they will need for the peer review visits.
- » Training sessions should be used to **organise peer review teams** and **appoint team leaders** for each. Team leaders will act as ‘ambassadors’ for their team’s relations with the host city.


STEP 4: Peers' desk review

The peers start their evaluation at distance, with each of the peers using a template to complete a desk review of the host city's self assessment report. Peers go through the evidence with a fine-toothed comb. The desk reviews are compiled and shared with the team in advance of the peer review visit.

The example below sets out an extract from a peer review team's desk review. For each indicator, the peers:

- » **Judge performance.** According to the evidence provided on paper, does the city appear to fall short of the benchmark indicator, match it or surpass it? Or do the peers need more information before they can come to an initial consensus?
- » **Develop hypotheses.** Peers use what they read to develop a picture of what is going on in the host city and establish an initial hypothesis for each indicator to be tested during the visit.
- » **Formulate questions.** What do they need to know in order to develop an understanding of the city's performance, cross-check evidence provided in the initial report and their preliminary hypothesis?
- » **Decide who to meet.** The initial report should tell peers who within the municipality holds responsibility for issues treated by each benchmark so that they can decide who to meet in order to hear diverse points of view.

THE INTI-CITIES DESK REVIEW

Indicator reference	» Performance	» Hypothesis	» Would like to ask/ Would like to meet
<p>Administrative Co-operation: Indicator No. 3</p> <p><i>Does the municipality have a permanent consultative committee on migrant integration that includes suitably qualified and representative individuals from civil society, migrant associations and the private sector? Does the municipality consult the committee on a regular basis?</i></p>		<p>Based on the information provided in the host city's initial report</p> <ul style="list-style-type: none"> - we know the city has a permanent consultative committee of 15 members that meets 4 times per year. - we don't know how representative or qualified its members are. - we suspect that the municipality does not take full advantage of the committee's input. 	<ul style="list-style-type: none"> - Background of committee members. How were they appointed? - Is the committee taken seriously? How frequently is the committee consulted by the municipality? - What recent recommendations have been made? What follow-up have they received from the committee? <p>» To meet: <i>Committee Chair</i></p>

INTI-CITIES GATHERING EVIDENCE

The indicator on Administrative Co-operation, set out on page 11 might have prompted questions about the background of committee members, the frequency with which the committee is consulted by the municipality and the follow-up given by the municipality to the recommendations put forward by the committee. Responses are often not quantitative and peers must make a nuanced assessment. Evidence from every interview is then recorded into a database in the following form:

*AC/I/3 – Interview 17 – JB & FC
(Initials of interviewers)*

Although the committee seems to include suitably qualified and representative individuals, it is not consulted on a regular basis – it has been asked to provide an opinion on just one occasion since the beginning of the year.

INTI-CITIES REPORTING

Had the peers' findings for indicator AC/I/3 (example presented above) been corroborated by two or more interviewees, the peers would have included a relevant recommendation in their report to the city. They would have suggested that the consultative committee be referred to with greater frequency, and, if they felt it appropriate, they may have recommended a time scale for consultation.

applying benchmark indicators requires some flexibility. In this case, whether or not the city has a permanent consultative committee may be irrelevant so long as it consults representative individuals from civil society, migrant associations and the private sector on a regular basis. It is left to the peers to decide what constitutes 'regular' consultation and by what means this consultation can take place.

peers must be careful to distinguish between the opinion of interviewees and facts supported with real evidence, and should only take note of the latter. They should cross-check what they hear with other available information including the host city's initial report.

STEP 6: Making an assessment

The benchmark and its indicators guide the peer review process. During each interview, the peers use a handful of indicators to gather information that will allow them to evaluate performance against the benchmark.

- » The **indicators should structure the interviews**, informing each of the peers' questions.
- » **Each 'piece of evidence' gathered should be related back to the relevant indicator** and kept in a database or '**evidence bank**'.
- » **The peers depend on this evidence bank to draw their conclusions** about the city's performance and should carefully document an audit trail of their findings. Additional contextual information should be recorded where it is particularly pertinent.
- » It is helpful to **colour code findings**, distinguishing between evidence that suggests that the city meets or even surpasses the benchmark, that it falls short of the benchmark, and where evidence is inconclusive.
- » The peers **identify areas of weakness** and try to **understand what barriers are preventing progress**. They also look out for examples of good practice that could be transferred to other cities.

STEP 7: Feedback

At the end of the peer review visit, with the interviews still fresh in their minds, the peers work together to establish a set of key 'headline' findings and present their preliminary observations back to the city. In the weeks following the visit, the team works together to sift through the evidence bank and draw up a comprehensive written report for the city.

- » The **evidence bank provides a starting point for identifying patterns**, strengths and weaknesses. Findings should only be used when information is corroborated in two or more interviews.
- » It is vital that **peers agree and document their headline findings before leaving the host city**.
- » Recognising that the benchmark against which cities are assessed sets out some extremely challenging standards, peers should endeavour to build up a balanced picture, and **constructive criticism needs to be tempered by praise** where it is due.
- » Based on their experience and expertise, **peers develop concrete recommendations** with a view to helping the host city progress towards the benchmark.
- » For the peers' **findings and recommendations** to be legitimate, they should be **developed and agreed by all of the peers**. The report writing must be a collective effort.

The peer review team leader returns to the city to present key findings from the peers' written report to an audience of staff from across municipal departments, to the city's partners, stakeholders and press.

The host city receives the recommendations of the peers and makes a commitment to act on those which are most pertinent.

The INTI-CITIES benchmark

B[®]



The INTI-CITIES benchmark

This section of the publication sets out the indicators that were developed for the INTI-CITIES project to aid the peers in their evaluation of four pillars of integration governance

1.

GENERAL GOVERNANCE:

municipalities need a strategic and city-wide approach to integration governance, from planning through to evaluation.

2.

INDIVIDUAL

MIGRANT EMPOWERMENT:

municipalities must strive to increase the capacities and resources of all citizens, including migrants, to make informed choices and to transform those choices into desired actions and outcomes.

3.

ADMINISTRATIVE

CO-OPERATION:

municipalities should be organised to provide coherent services to all citizens, including migrants. Recognising that integration is a transversal issue, departments should be enabled to work together on common projects.

4.

WORKING PARTNERSHIPS:

municipalities must develop partnerships with civil society organisations (including migrant and self-help associations), interest groups and the private sector. These partnerships should be cradled by sound administrative arrangements

The INTI-CITIES benchmark was developed as a research instrument providing the basis for exploring cities' integration policies and practices, and not as the 'one and only' integration model to promote or endorse. It drew on a variety of sources, including past benchmarking projects, policy-oriented research and existing charters and standards.

A set of indicators was designed to enable peers to assess cities' progress against the benchmark standards for each governance pillar. During the peer review visits, peers gathered information through interviews, and by consulting municipal documents in order to judge performance against each of the indicators.

Taking the first General Governance - Ambition indicator as an example. 'The municipality adopts a strategic plan for the integration of migrants, based on a needs assessment, and which serves as a blueprint for policy measures.'

The peers may have chosen to interview the elected member responsible for migrant integration as well as the officers responsible for drafting the Strategic plan. They would also have consulted the plan itself.

The indicators were organised to explore five transversal values that cut across all of the pillars: Ambition, Leadership, Resources, Implementation and Evaluation. They were drafted, and then discussed by the peers at the start of the project. The peer-review visits acted as a 'testing ground' for the indicators which were subsequently revised in light of their application on the ground, and taking into account the comments made by host cities and peer-reviewers. The revised set of indicators is reproduced over the next pages.

GENERAL GOVERNANCE:

municipalities need a strategic and city-wide approach to integration governance, from planning through to evaluation.

General Governance: Ambition

- 1 The municipality adopts a strategic plan for the integration of migrants, based on a needs assessment, and which serves as a blueprint for policy measures.
- 2 The strategy is integrated into all relevant policy portfolios and at all stages of the policy development process.
- 3 An officer is appointed as the integration focal point ('Integration Agent') and leads the inter-departmental committee on integration.
- 4 The Integration Agent is effective in promoting and ensuring the mainstreaming of migrant integration in the municipality's policy work.
- 5 The municipality adopts a strategy for liaising with regional, national and European levels of governance.
- 6 The municipality collects specific data on migrant communities, including settlement patterns.

General Governance: Leadership

- 1 Political leaders of the municipality have made a public commitment that migrant integration is a key priority for resources and action.
- 2 There is a commitment by all political parties to the principles of migrant integration and the strategic plan adopted by the municipality in this area. This commitment goes beyond a single mandate period.
- 3 Leaders of the municipality highlight the contribution of migrants to the city and the community, honouring volunteer commitment and initiatives by civil society organisations, migrant associations and individual migrants.

General Governance: Resources

- 1 The municipality sets aside appropriate financial, staff and other resources for its integration-related activities and to achieve its objectives.
- 2 The municipality has a positive action policy in terms of staff recruitment which is strengthening the diversity of its workforce.
- 3 The municipality includes inter-cultural issues and migrants' perspectives in relevant staff training programmes.
- 4 The municipality has a positive action policy in terms of public procurement, this way strengthening the diversity amongst its contractors and suppliers (ie, 'supplier diversity').
- 5 The municipality provides adequate funding, including appropriate training, to migrant associations and civil society organisations.

General Governance: Implementation

- 1 The municipality has a permanent inter-departmental committee for migrant integration that includes experienced politicians and staff and has adequate resources.

- 2 Each department within the municipality has nominated a contact person who is responsible for managing the department's contribution to the strategic plan and monitoring successes and failures in migrant integration.
- 3 The municipality has a permanent consultative committee on migrant integration that includes suitably qualified and representative individuals from civil society, migrant associations and the private sector. The municipality consults the committee on a regular basis.
- 4 The municipality tailors its services and opportunities (or those of sub-contracted external agencies) to meet the needs of its diverse population and to enhance the integration process of migrants, including their potentials for full participation.

General Governance: Evaluation

- 1 The municipality carries out a regular evaluation of the achievements of its migrant integration policy and practice (including their strategic and implementation aspects) and communicates this to all relevant stakeholders.
- 2 The municipality regularly reports to the public on the results of its migrant integration policy.
- 3 The municipality has indicators in place that measure success and failure in both processes and outcomes, and reviews these indicators regularly.
- 4 The municipality understands why policies are not working and commits itself to changing those policies and practices that are not working.
- 5 The municipality uses the results of evaluation (good and bad practices, key success factors, etc) in the process of policy planning.
- 6 The municipality is open to third party evaluation.

INDIVIDUAL MIGRANT EMPOWERMENT:

municipalities must strive to increase the capacities and resources of all citizens, including migrants, to make informed choices and to transform those choices into desired actions and outcomes.

Individual Empowerment: Ambition

- 1 The municipality's strategic plan on migrant integration is prepared in consultation with migrants and migrant associations and their views are reflected in the document.
- 2 Citizens (including migrants) are aware of the municipality's integration concept and strategy.

Individual Empowerment: Leadership

- 1 Migrants and migrant associations and civil society organisations are regularly consulted by the leaders and the elected members of the municipality.

Individual Empowerment: Resources

- 1 The municipality's workforce is diverse and reflects the composition of the city's population.
- 2 The municipality's procurement practice is diverse and reflects the composition of the city's pool of suppliers.

- 3 Staff in the municipality and in implementing agencies demonstrates inter-cultural awareness and understanding.

Individual Empowerment: Implementation

- 1 Migrants and migrant associations participate actively in the meetings and activities of the permanent consultative committee on integration.
- 2 When accessing mainstream services delivered by the municipality and/or its partners, individual migrants can also express themselves in their own language through the use of an interpreter if need be.
- 3 When a conflict arises in accessing mainstream services delivered by the municipality or its partners (e.g. employment, housing, etc), migrants can seek help from an appropriate independent mediator (who can have a migrant background) trained in the rights, obligations, practices and customs of the host community.
- 4 Migrants attend the language courses provided by the municipality or its partners and obtain a corresponding certificate, if applicable.
- 5 Migrants take advantage of the opportunities offered by the municipality or its partners to acquire skills and competencies in relation to voluntary activities and political participation, such as serving on schools' councils or as election assessors.
- 6 Migrants take advantage of the opportunities offered by the municipality or its partners to acquire skills and competences in relation to employment and lifelong learning, such as IT and communication skills, foreign languages, self-employment skills, etc.

Individual Empowerment: Evaluation

- 1 The customer satisfaction research and evaluation is designed to understand and reflect a migrants' perspective.
- 2 The results of the evaluation are used to change policies and practices.

ADMINISTRATIVE CO-OPERATION:

municipalities should be organised to provide coherent services to all citizens, including migrants. Recognising that integration is a transversal issue, departments should be able enabled to work together on common projects.

Administrative Co-operation: Ambition

- 1 The municipality's annual strategic plan on integration is drafted in consultation with and with input from all relevant departments and companies.
- 2 The municipality understands how its own companies, departments, services and activities can contribute to achieving its integration goals and objectives.
- 3 There is an open and mature approach to sharing and combining resources between city departments.
- 4 The structured dialogue established by the municipality with regional, national and European levels of governance makes it possible to anticipate and assess the impact of measures.

- 5 Through its activities, the municipality is successfully influencing integration policies at national and European levels.

Administrative Co-operation: Leadership

- 1 The leaders and the elected members of the municipality give appropriate political backing to the permanent inter-departmental committee on integration.

Administrative Co-operation: Resources

- 1 Each department and company has the necessary resources to carry out its planned contribution to the strategic plan.
- 2 The staff and financial resources of the permanent inter-departmental committee on migrant integration are sufficient to carry out its planned contribution to the strategic plan.
- 3 The inter-departmental committee benefits from regular exchanges of knowledge and practices with counterparts in other national and European cities.

Administrative Co-operation: Implementation

- 1 Inter-departmental work on migrant integration is cost effective in achieving the objectives in the strategic plan.
- 2 Inter-departmental work on migrant integration uses resources efficiently in achieving the objectives of the strategic plan.

Administrative Co-operation: Evaluation

- 1 The inter-departmental committee carries out *ex-ante* evaluation of proposed policies across all fields and intervenes with the relevant departments if proposals raise concerns with regard to migrant integration (migrant integration equality assessment/migrant integration impact assessment).
- 2 The work of the inter-departmental committee on integration and that of the integration focal point within each city department are subject to a regular evaluation by the municipality along the lines of the latter's evaluation strategy.

WORKING PARTNERSHIPS:

municipalities must develop partnerships with civil society organisations (including migrant and self-help associations), interest groups and the private sector. These partnerships should be cradled by sound administrative arrangements.

Working in Partnership: Ambition

- 1 The municipality conceives integration as a shared responsibility and sees partnership-building as the norm rather than the exception for developing integration actions and initiatives.
- 2 Partnership-based projects are broken down into SMART (specific, measurable, achievable, resourced and timed) targets, which are deliverable in the short, medium and long-term.

Working in Partnership: Leadership

- 1 The municipality provides clear leadership in its partnership-making process, based on a shared understanding by all partners of the interests of all sections of the community.
- 2 Leaders of the municipality take responsibility for ensuring that partnership arrangements are sound and deliver the ambitions.

Working in Partnership: Resources

- 1 The municipality's staff is fully trained to work in partnership with other organisations, including private sector organisations, civil society organisations and migrant associations.
- 2 Sufficient financial and staff resources are committed to ensure effective partnership co-operation.
- 3 The municipality's partners take full advantage of the linguistic and cultural skills of their staff in delivering services to citizens.
- 4 The municipality's Integration Agent constitutes a pool of expertise on integration matters and is frequently and regularly being consulted by relevant partners.
- 5 The municipality has established a sustainable and effective partnership with local research institutions, which directly supports its policy making with knowledge and is complementary to the data collected in-house by the municipality.

Working in Partnership: Implementation

- 1 Private sector organisations, civil society organisations, interest groups, and migrant associations regularly attend the meetings of the permanent consultative committee on integration established by the municipality and participate actively.
- 2 The municipality has established a sustainable and effective partnership with local educational institutions, civil society organisations and migrant associations for delivering learning opportunities in relation to the language, history and culture of the host society and city.
- 3 The municipality has established a sustainable and effective partnership with local social partners (trade unions and employers associations), local educational institutions, migrant associations and other relevant local actors for delivering learning opportunities in relation to economic participation and lifelong learning, such as IT, communication or self-employment skills and competencies
- 4 The municipality has established a sustainable and effective partnership with local education institutions, local civil society organisations and migrant associations for creating learning opportunities in relation to volunteer activities and political participation, such as serving on schools councils for instance
- 5 The municipality has established a sustainable and effective partnership with migrant associations and civil society organisations for appointing selected residents with an immigrant background as conflict mediators, and for giving them adequate training.

- 6 The municipality has established a sustainable and effective partnership with religious communities, civil society organisations and migrant associations for creating opportunities for inter-religious dialogue such as multi-faith groups.
- 7 The municipality has established a sustainable and effective partnership with civil society organisations, migrant associations and local citizens groups for creating opportunities for inter-cultural dialogue, such as culinary classes, music festivals and other events where migrant communities can showcase their cultural heritage and interact with local citizens with a non-immigrant background.
- 8 The municipality has established a sustainable and effective partnership with the appropriate partners for conceiving and implementing joint communication and awareness-raising initiatives in order to ensure that all citizens, including migrants, are well informed of integration-related services, projects, and activities.
- 9 The municipality has established a sustainable and effective partnership with civil society organisations and migrant associations for pursuing active tolerance-building and anti-racist activities.

Working in Partnership: Evaluation

- 1 All partnerships between the municipality and external organisations are subject to a regular evaluation by the municipality and/or independent organisations.
- 2 The municipality evaluates the continued representativeness of migrant associations with which it enters into a partnership, in order to guarantee quality standards and build up trust.
- 3 As part of the evaluation, performance management mechanisms are in place that make clear the responsibilities of all parties of the partnership in delivering the programmes and progress against targets.
- 4 The municipality and its partners individually and collectively review performance within a culture of open debate and constructive challenge with a view to improving outcomes for all citizens.

Exploring integration governance arrangements

This section shares findings on eight core aspects of urban integration governance explored within the framework of the INTI-CITIES project. The integration policies and practices of six cities were compared to the benchmark of indicators set out in Section B.

Each part begins with a brief overview and description of the benchmark standards, it goes on to highlight some of the challenges identified by the peers and then presents ideas for improvement: recommendations made by the peers.

This section also presents a selection of the good practices adopted by the six cities to respond to the challenges and opportunities posed by immigration and integration.



- 1 Needs assessment and data collection
- 2 Working on integration within the municipality
- 3 Target-setting, resource allocation and evaluation
- 4 Securing leadership and building public support
- 5 Promoting diversity within the city administration
- 6 Co-operation with other levels of governance
- 7 Working with partners and stakeholders
- 8 Empowering migrants to participate in society

1 Needs assessment and data collection

TAILORING NEEDS ASSESSMENTS: GENOA

A co-operation agreement was established between the City of Genoa and the University of Genoa to provide the municipality with up-to-date information about the evolving needs of migrants. Another research institute provides the municipality with additional information on migrant communities in Genoa (spatial segregation, housing needs etc).

Up-to-date data on migrant communities and settlement patterns – as well as forecasts on future patterns – help municipalities to understand the targets or beneficiaries of their policies and adapt approaches to meet evolving needs, building the necessary flexibility into their governance arrangements. Strategic plans on integration can be informed by tailored surveys and needs-assessments that are produced in partnership with research institutes.

C H A L L E N G E S

Rapidly changing migration patterns

Population flows are continually changing and hard to anticipate, making it difficult for the municipality to develop an understanding of the needs of some groups, build strong contacts with them, and adapt their policies accordingly. In some cities, there is a significant population turnover in the districts where the proportion of immigrant residents is particularly high. These districts host newly arrived migrants who, once settled, move on to other parts of the city. The instability of the population poses a challenge for integration work.

Making arrangements for structural needs assessments

Cities may not have the capacity to make arrangements for formal and regular needs assessments across all sectors. The danger is that strategic plans are not informed by an understanding of needs and that out-dated surveys are used as a basis for drawing up policy.

Co-ordinating data flows

Cities sometimes struggle to co-ordinate data flows. Where departments collect and analyse data independently they would benefit from co-ordination to pool information. When one central municipal department co-ordinates the gathering of detailed statistics on migrant communities it is sometimes difficult to communicate findings back to the relevant departments and help them understand how they can add value to their work.

DATA-GATHERING: HELSINKI

Drawing on data from its client registers, the City of Helsinki's Social Service Department produces comprehensive, annual statistics on clients and services. This data is fed, as a matter of course, to the Urban Statistics Department. Co-operation between departments is flexible, and where specific data needs are identified, the Statistics Department negotiates with the relevant department. For example, the annual statistic on social benefits produced by the Social Services Department Statistics Unit contain relatively little information on clients with different linguistic backgrounds. With guidance from an Urban Statistics Department researcher, the social services statistic unit developed a mechanism for gathering a more elaborate set of statistics in this area.

R E C O M M E N D A T I O N S

- » Cities glean data on migrant communities from a range of existing sources: population registers, records of social benefits receivers, local taxation offices etc. **Long-term and sustainable partnerships with research institutes, universities, national statistical offices and migrant associations** can be established to develop tools to monitor and assess needs, informing changes to the municipality's policy plans.
- » Providing mechanisms through which **frontline staff, civil society partners and other actors working at a grassroots level can systematically assess and report on changing needs** gives the municipality a much fuller picture of the evolving situation of migrants in the city.
- » Creating **networks of 'community contact persons'** involves training and empowering local people who have a detailed understanding of a particular group. These community researchers can use their knowledge and networks to facilitate data gathering and interpretation on several issues (racism and discrimination, safety, etc.).

- » It is a **demanding task to co-ordinate data collection in one central municipal department, and communicate it in a user-friendly way to those who can benefit from it.** Smooth communication channels are imperative to facilitate the flow of data between the collecting unit and other departments, and also with municipal companies, service-providers and civil society organisations, including migrant and self-help as

ALTHOUGH EACH CITY FRAMES THE INTEGRATION QUESTION IN ITS OWN WAY, most have adopted a multi-annual strategic plan which sets out more or less specific objectives for work in the field of immigrant integration. In some cases a long-term strategic document sets out a general and rather abstract vision for the city, and is supplemented by action plans that set medium or short term objectives and can be department-specific.

IN MALMÖ, HELSINKI AND DÜSSELDORF, strategic plans exist to address the integration of migrants specifically. Plans have been in place for a number of years and are being revised to respond to new realities and reflect new ideas about how best to tackle the issues at stake. **IN GENOA,** a small section of the city's 'Social Plan' is devoted to measures to promote migrant integration.

MEANWHILE ROTTERDAM HAS SIGNIFICANTLY CHANGED ITS APPROACH TO INTEGRATION in recent years, abandoning a specific policy on the integration of migrants in favour of a single 'integrated' policy for all of its citizens, promoting the idea of a single, collective urban community. **IN BOTH ROTTERDAM AND LYON** this approach is used to avoid the fragmentation of societies along ethnic lines. Lyon does not have an 'integration' policy as such. Instead, its policy focuses on equality of opportunity and the fight against discrimination.

A PLURI-ANNUAL DOCUMENT ACTS AS THE STRATEGIC plan for the integration of migrant residents. The plan testifies to the city's commitment to integration, and holds it accountable. It provides the framework for integration initiatives and may set more or less specific targets.

2 Working on integration within the municipality

LISTENING COMMITTEES: GENOA

The City of Genoa drafted its City Social Plan (Piano Regolatore Sociale) using 'listening committees' through which more than 110 interviews were held with municipality staff, municipality directors, elected members and external stakeholders.

Cities recognise that integration is a cross-cutting issue that calls on the contribution and co-operation of a wide range of policy sectors. Policy is developed, implemented and evaluated in collaboration with relevant municipal departments and companies to foster a collective sense of ownership and responsibility for integration, and a holistic approach to responding to the challenges it poses.

Administrative structures are organised in all sorts of ways in order to support integration and promote mainstreaming. Integration is, for instance, placed under the specific mandate of an elected member who holds clear political responsibility for the issue; a senior officer of the municipality is appointed as integration focal point to act as the administrative head of integration policy; s/he leads an inter-departmental committee on integration, which is composed of the heads of the relevant departments (employment and social affairs, education, culture, health, etc.), and carries responsibility for overseeing the implementation of the municipality's integration policy.

LUMP SUM ALLOCATIONS TO SUPPORT INTER-DISTRICT COLLABORATION: MALMÖ

Every year, the City of Malmö earmarks funds for city districts to implement joint projects and develop new forms of co-operation without having to wait for the new financial year to start. Districts have to show how the activity will benefit from cross-district co-operation. For instance, a number of initiatives exist to support young migrants' access to education and work. Knowing they can benefit from lump sum allocations, many of these projects, with similar ambitions and target groups, have been encouraged to work together.

CROSS-CUTTING COMMITTEE: HELSINKI

The City of Helsinki has created an Immigration and Integration Co-ordination Group comprising the heads of key departments, or their nominated representative, to ensure that the City follows common and joint strategic positions in specific questions related to immigration affairs. Its members were instrumental in co-ordinating the input of their respective departments into the City's Strategic Plan on Immigration and Integration.

C H A L L E N G E S

Structuring consultation with other departments

Most cities allocate responsibility for producing integration policies and plans to a specific integration unit or its equivalent with few opportunities for structured consultation with other departments. Consequently integration policy tends to be perceived by other administrative units as something outside of their remit.

Mainstreaming integration

Municipalities face problems in mainstreaming integration into the work of all relevant departments. With a host of issues scrambling for priority on departments' agendas, awareness-raising is key: practitioners working on diverse policy portfolios need to understand the role that their work can play in advancing integration goals, and incorporate concrete targets into their plans.

Flexibility for departments to combine resources

Financial mechanisms in city administrations tend not to be conducive to interdepartmental co-operation on integration projects. Where mechanisms to support resource-sharing for joint services or projects do exist, they are still rather cumbersome, and the administrative burden and extra work required of relevant departments demand real commitment and drive.

R E C O M M E N D A T I O N S

- » **Strong and visible leadership** by the elected members of the municipality is instrumental in fostering a coherent approach to integration across departments.
- » One way of stimulating a sense of ownership for strategic integration plans among relevant departments is to set-up a **transversal drafting committee** comprising the heads of relevant departments. This committee ensures that each department's contribution to the plan is duly acknowledged, and that the targets and measures set out in the plan are communicated adequately back to staff.
- » Municipalities should take steps to **ensure that departments know what to do, with which resources, and towards which objectives**. This should be clearly set out in strategic or action plans and followed up through regular contact between departments.
- » Departments can be encouraged to work collaboratively with resource **incentives, special financial allocations** for example, can be reserved specifically for cross-departmental projects.

IN HELSINKI, work on integration is headed up by a newly formed Immigration Division positioned within the municipality's Human Resources Department.

IN MALMÖ, where work to include migrants largely focuses on promoting economic participation; the integration portfolio is in the hands of a Division for Integration and Employment.

IN DÜSSELDORF, a small Office for Integration is embedded within the department for Social Affairs and Integration and co-ordinates the integration work of other departments and external partners. **LYON'S** small Equality Mission has a similar co-ordinating role. It is attached to the territorial Development Directorate, a 'transversal department'. Its work focuses on anti-discrimination and the promotion of equal opportunities.

Meanwhile, **IN ROTTERDAM**, an elected member holds specific responsibility for integration but the municipality has chosen to mainstream integration into the work of other departments. There is no specific Integration Department.

Similarly, **IN GENOA**, while an Alderman is responsible for Immigration, there is no specific department for integration. Instead, integration work represents one aspect of the Department for social work and citizens.

3 Target-setting, resource allocation and evaluation

RESIDENTS' SURVEY: LYON

In the framework of the Contrat Urbain de Cohésion Sociale – a framework contract linking the different levels of governance (state, region and municipality) for urban and social policy in disadvantaged neighbourhoods – the City of Lyon carries out an annual survey in order to gather the opinions of residents on the services they receive. The results of the survey are shared with the public and used to adapt and change policies and services.

DEVELOPING INDICATORS: LYON

Through its contribution to the network Inter-Réseaux du Développement Social Urbain, the City of Lyon is working to develop a nation-wide set of indicators for anti-discrimination work at the local level.

Clear and measurable targets are set out in integration plans as a means to hold municipalities accountable, and to measure progress. In order to fulfill its ambitions in the field of integration, the municipality underpins its strategy with the necessary resources – both human and financial – within the integration department, and, recognising that integration is transversal, within other departments across the municipality. Cities acknowledge the potential for learning and for improving services and carry out systematic and comprehensive evaluation of municipal policies, practices and partnerships.

C H A L L E N G E S

Data to assess progress against targets

Targets can only be set if and when indicators are available to assess whether the standards they describe are met or not. Similarly, indicators can only be designed if municipalities and their partners ensure that data is, or can be made available to make an assessment against the indicator.

Understanding resource needs

Municipalities need a clear overview of the resources being spent, and an understanding of the resources still required by departments to meet integration objectives so that allocations are adjusted to support ambitions. Frequently, where municipalities take for granted that a concern for integration has been mainstreamed into the work of all departments, there is no specific budget for integration work.

Attitudes to evaluation

Evaluation is often seen as an 'add-on', a bureaucratic requirement that swamps the municipality with paperwork. Indeed evaluation can be a cumbersome and time-consuming exercise if it is not developed as an integral part of the policy cycle that fits into an on-going learning process. Evaluation mechanisms should be user-friendly and useful.

Scattered evaluation

The most common way of assessing the quality and effectiveness of frontline services is through the use of customer satisfaction surveys. There are excellent examples of these in cities, but they are scattered and demonstrate the lack of a systemic approach to evaluating frontline services.

R E C O M M E N D A T I O N S

- » **Targets must be realistic and achievable.** Municipalities should set targets in consultation with the actors who will implement the policy measure, and who have an in-depth knowledge of the situation on the ground.
- » **'Objective' or 'hard' indicators**, which are often statistical or legal in nature, cannot adequately measure the more abstract elements of a migrant's integration. These indicators can be **complimented with opinion surveys, focus groups and interviews** with migrants.
- » **Be systematic in using customer satisfaction surveys and adapt them to the target group by translating them if need be.** The use of customer

satisfaction surveys could be extended to all frontline services, including those designed primarily for migrants (language courses, some employment training programmes, etc). **Situation testing or 'mystery shopping'** is an alternative means to get an insight into the way the municipality is experienced by migrants.

- » Engaging in a **benchmarking exercise with other municipalities and with counterparts at national and European levels**, municipalities can develop indicators as a means to monitor their performance and with a view to raising standards in migrant integration. Once good practices have been identified, leading municipalities, national associations of cities and government ministries have a key role to play in sharing practices.
- » **Performance management mechanisms should be designed in consultation with partners and performance reviewed collectively.** It is important that partner organisations have a clear understanding of their performance and of where the municipality sees potential for progress.

4 Securing leadership and building public support

MULTI-CULTURAL CENTRE: HELSINKI

Funded by Helsinki's Cultural Office, the International Cultural Centre CAISA supports the development of a multicultural city by promoting interaction between people from different countries, encouraging the practice of new ethnic minority cultures whilst integrating them into a Finnish society, and giving out information on Finland. In 2007 CAISA launched the 'Ourvision Singing Contest', to highlight the talent and the creative skills of Helsinki's immigrants. The contest was positively received by the population and featured prominently in Finnish media.

MEETINGS BETWEEN 'OLD' AND 'NEW' RESIDENTS : ROTTERDAM

Through its Mixen aan de Maas project, the municipality of Rotterdam encourages meetings between migrants and 'old' residents of the city in the hope of stimulating mutual understanding. The pairs meet up three times over a three month period to get to know each other and the city. For the 'new' Rotterdammers, it is also a way to practice the Dutch language. Mixen aan de Maas is a fun, low-budget initiative that relies on the willingness of participants. The initiative ran from 2005 to July 2008.

Strong and clear leadership from the elected members of the municipality steers integration work, support mainstreaming and builds popular support. Leaders are explicit in making integration a priority both within the municipality and with the general public. Cities recognise the importance of securing public support for their integration policies and adopt specific measures in this regard. Popular support can be secured through open and transparent communication highlighting the contribution of migrants to the city and the community, and through events that celebrate cultural diversity.

C H A L L E N G E S

Public perceptions

Building popular support for the integration of immigrants is no easy task, the issue can be sensitive and emotive, and is all too often hijacked by vociferous populist groups.

National political context

The national political context in which municipalities operate also affects the way local leaders are prepared to communicate about integration.

R E C O M M E N D A T I O N S

- » **Public relations strategies** need to be developed and tailored to target different segments of the population (e.g. new media or publicity distributed at concerts and the like can be used to target young people). Developing partnerships with local media can be used to discuss the best way of portraying local communities without resorting to stereotypes or sensationalism.
- » A municipality does not work alone on integration issues, but with a network of partners (service providers, civil society organisations, etc). Providing **training for partners to sensitively communicate their integration work** is valuable, particularly in the case of civil society organisations and

COMMUNICATION: GENOA & ROTTERDAM

The City of Genoa has taken steps to communicate the results of its integration work to the public, using different channels such as large conferences, newsletters and ‘competitions for ideas’. Similarly, the City of Rotterdam’s ‘Rotterdam Mee’ project which ran from March 2006 to February 2007, provided a web-based system through which citizens could voice their opinions and put forward suggestions on the municipality’s integration policy.

self-help associations, whose communication tends to be more direct and politically-charged. Municipalities could consider hosting annual communication training sessions with compulsory attendance for organisations that receive subsidies.

- » Municipalities can **work with partners to organise both festive events** (concerts, exhibitions, culinary classes, etc) **and awareness-raising activities** (such as workshops where anti-racist organisations explain what discrimination consists of and how to fight it).

5 Promoting diversity within the city administration

APPRENTICESHIPS: DÜSSELDORF

The City of Düsseldorf wishes to encourage more migrants to apply for municipal apprenticeships (professional training). On the recommendation of the city’s Foreigners’ Council, Düsseldorf now offers a weekly advice and counseling service for candidates with a migrant background. Additionally, an internship scheme has been set up specifically for migrants, who are afterwards given preferential access to apprenticeships.

Cities recognise the importance of a diverse workforce and the fact that there is much progress to be made before the composition of municipal workforces adequately reflects the diversity of the urban population. Intercultural awareness training prepares municipal staff to be sensitive to and understand difference – vital in a multi-cultural working environment and in working to serve a diverse community. Widening the city’s pool of suppliers by taking social and diversity concerns into consideration in public procurement offers another way to tackle persistent inequalities and discrimination in society.

MULTI-ACTOR TRAINING SCHEME: HELSINKI

Staff from service providers, migrant associations and other civil society organisations act as trainers to provide equality and non-discrimination training for staff from the Social Services Department, Education Department and Health Care Centre of the City of Helsinki. Training sessions are tailored to the needs of the working units, and transferable training models are developed to be mainstreamed in the working practices of the three departments.

CHALLENGES

Diversity at all levels of the municipal hierarchy

Cities are making steady progress when it comes to diversifying staff. But even where there are a significant number of migrants working for the city, they are not well represented at all levels of the municipal hierarchy and tend instead to hold low-skilled jobs. Moreover, civil servant positions in some countries are not accessible to third-country nationals, leaving them systematically excluded until they have been naturalised.

Extending intercultural awareness training

For the most part, training targets front-line staff who work explicitly with migrants. Back office staff and indirectly concerned units, such as municipal companies providing health or education services frequently miss out on inter-cultural awareness training.

A new issue, complex laws

The use of public procurement to stimulate equality and diversity is at a very early stage of development in continental Europe and is not yet common practice, even in countries where social criteria are explicitly referred to in public procurement laws, and EU procurement rules expressly allow their use. The legal complexities surrounding public procurement act as brake to innovative approaches, with public authorities tending to stay on the ‘safe side’.

RESERVING JOBS FOR INDIVIDUALS

LIVING IN DISADVANTAGED AREAS: LYON

The City of Lyon uses a French legal provision that allows social and environmental criteria to be considered in addition to economic value when awarding contracts. Nearly half of the municipality's public procurement tenders currently include a clause stating that a proportion of the jobs generated by the contract must be reserved for individuals living in disadvantaged areas or in difficult social situations, including (but without specifying) migrants.

YOUTH COUNCIL : DÜSSELDORF

The City of Düsseldorf's Youth Council was established in 2007. Workshops are organised for migrants in order to prepare them to stand as candidates. 2/3rds of its members are of migrant background. Elections to the Youth Council drew 39% of young people – a larger turnout than for municipal elections. The Youth Council sends representatives to various municipal committees (including the Committee on Regional and European Co-operation as well as Integration) and is considered to have influence.

A NATIONAL LABEL FOR DIVERSITY

MANAGEMENT: LYON

As the leading local authority on anti-discrimination policies in France, the City of Lyon has been invited to participate in and to contribute to the working group of the AFNOR (the national organisation for norms and certification) for the development of the recently-launched Label Diversité, a new certification procedure for diversity management in both private and public bodies. The municipality can claim to have had influence on this development at national level.

RECOMMENDATIONS

- » Partnering with migrant associations can provide a means to **increase the outreach of recruitment initiatives** in areas inhabited by migrant communities. Campaigns can be taken to community centres and schools. **Information about recruitment to high level municipal positions** (through fast track procedures, graduate training schemes etc.) need to be disseminated to migrants. Special attention may be needed to prepare certain groups for entrance examinations.
- » **For cities constrained by national rules**, there are various ways to improve workforce diversity without transgressing laws. In France, for instance, unlike fonctionnaires titulaires, fonctionnaires non-titulaires hold contract-based positions for which there are no nationality requirements. Given that they represent almost 15% of municipality's total workforces, it makes sense to concentrate on diversifying this group through recruitment campaigns encouraging applications from candidates in disadvantaged neighbourhoods.
- » Customer satisfaction surveys or migrant focus groups can be used to find **out about the perceived competencies of front-office staff** and inform the focus of intercultural training programmes, concentrating on areas where improvements are to be made. Municipalities should **extend training sessions to back-office staff and departmental managers**, particularly as policy is developed by them, **and to municipal companies and service providers**.
- » Making **procurement information more accessible**, and organising **meetings between the municipality and migrant-owned businesses** in targeted neighbourhoods can help to break down barriers to participation in municipal tenders. Partnerships with migrant associations and local business taxation offices can also facilitate outreach to migrant-owned businesses.

6 Co-operation with other levels of governance

Whilst immigration policy is formulated at the national and European levels, cities hold responsibility for integrating newcomers into society. Dialogue between different levels of government is needed in order to learn how they can support each other both in policy-making and delivery. A structured dialogue established by the municipality with national and European levels of governance makes it possible to influence policy developments, and anticipate and assess the impact of measures taken at national and EU level.

CHALLENGES

Fragmented governance streams

The division of responsibility for integration work can make for fragmented governance arrangements. Without strong communication, different levels are left with significant and unnecessary blind spots. Without warning of changes to national laws, for example, local practitioners can be left quite unprepared to deal with the effects they create. And without feedback from the local level, national governments are unaware of the way policies are played out on the ground.

EUROCITIES' RELATIONS

WITH THE EUROPEAN COMMISSION

The 'Integrating Cities' process was launched by the European Commission and EUROCITIES in 2006, following the adoption of the EU's Common Basic Principles on migrant integration. The process involves a series of conferences aiming to establish a dialogue on integration and create bridges of co-operation between the local, national and European levels. Rotterdam hosted the first annual conference in 2006. The second conference in the series saw the launch of the INTI-CITIES project in Milan. The third conference will take place in Berlin in 2009.

At a more informal level, EUROCITIES and the European Commission's Directorate General for Justice Freedom and Security have embarked on a 'Policy Dialogue', a series of regular exchanges between city practitioners and Commission staff to share information about and reactions to developments in the field of immigration and integration at the local and European levels respectively.

Rare opportunities for exchange

Cities' interactions with national and European government are scarce and tend to be limited to exchanges of information. Compulsory inter-level arrangements for service-delivery exist in Germany and in the Netherlands for instance, where language courses for migrants are organised centrally, and local measures must be articulated within this framework, but this does not extend to meaningful input for drafting strategic plans for example.

RECOMMENDATIONS

- » **A strategy with clear objectives and targets should govern cities' exchanges with other levels of governance.**
- » Cities can make better use of national, European and international forums to **learn how similar cities develop their strategies**. For instance, municipalities could organise study visits and peer-review based assessments with cities that share similar profiles.
- » If municipalities are to influence EU policies, they need to **make sure that they are aware of the impact and implications of EU policy developments**. Some EU Member States (Finland, Denmark and the UK, for instance) have developed mechanisms for liaising with municipalities when policy developments at European level have implications for them.
- » Large municipalities often have a European affairs unit responsible for monitoring policy developments at European level and ensuring that municipalities benefit from the financial opportunities provided by the EU. Municipalities could take action in order to **strengthen the link between the European affairs unit and the department responsible for migrant integration policy**.
- » Making recommendations, or **voicing concerns through a national association of cities can help to ensure that the municipality's voice is heard by national government**. At the European level, cities can take advantage of **associations of local authorities such as EUROCITIES to influence EU policies** through joint statements and policy recommendations, and by organising meetings with EU officials.
- » Another opportunity for municipalities to indirectly influence policy developments at EU level is to **participate in comparative projects** set up with other municipalities in the framework of Community Action Programmes, such as the Integration Fund and PROGRESS.

7 Working with partners and stakeholders

CAPACITY BUILDING : DÜSSELDORF

In co-operation with external specialised consultants, the City of Düsseldorf organises capacity-building workshops for migrant associations on issues including project management and development, communication and public relations, fundraising and working in partnership with other organisations. The seminars are directly evaluated by participants to ensure relevance to their daily work.

MAPPING AND MATCHING NEEDS AND SERVICES: ROTTERDAM

Rotterdam has developed a tool to map the needs of- and services for- migrant women. Institutions working at the district must identify where their clients would stand on a 'ladder of participation' where rung one signifies total social isolation and rung 10 signifies full participation. Each institution must state how many women it reaches, with what kinds of activities, and whether it is aware of, and works with other organisations. The findings are compiled into a matrix to provide a snapshot overview of gaps – and duplications – in services for migrant women. The tool helps to ensure that subsidized institutions are providing a coherent and comprehensive set of services to meet the needs of the full range of female migrants in their district.

WELFARE AGENCY FRAMEWORK AGREEMENT: DÜSSELDORF

The City of Düsseldorf has a framework agreement contract with welfare agencies that provides the basis for a five year partnership relating to different areas of social services including integration. The framework agreement specifies the amount of money spent annually and details about the services provided (targets, target groups, quality standards, indicators for performance measurements). The framework agreement is negotiated with each welfare agency individually and welfare agencies receive training on organisational development and target-setting. Additionally the framework agreement includes a flexibility clause so that in case of unpredicted changes, the content of programmes etc. can be renegotiated.

The municipality shares responsibility for facilitating integration with a host of actors across the city. Cities recognise the importance of working in partnership with civil society (e.g. community groups, NGOs, migrant associations and religious organisations), service providers and the private sector. These groups provide a space for direct contact between migrants and the host society and can play an important role in promoting integration. They should be involved in the complete policy cycle: from strategic planning to service delivery and its evaluation.

C H A L L E N G E S

Funding stability

In recent years cities have tended to gradually shift from an operational grants-based funding system to service contracts. Where grants are maintained, there is a tendency to reduce them to a period of one year. For partners this raises concerns about long-term planning and stability and in turn the quality of the service they provide. In some instances short-term funding arrangements are read as a lack of trust on the part of the municipality. Moreover, making annual applications for funding can be a heavy administrative burden for partners, confounded, in some cases, by a lack of clarity in the awarding process.

Capacity of civil society

Cities tend to have the upper hand in their relations with partners and should strive to base policies and plans on a shared understanding of the needs of the community with arrangements for working together developed in the spirit of partnership. In countries where civil society groups and migrant organisations in particular are less well organised, the municipality may encounter trouble in identifying suitable partners to work with and has a role to play in building capacity.

Duplication of services

With a number of organisations providing assistance to migrants throughout the city, city administrations need a clear overview of who is doing what to ensure that migrants can access a comprehensive and coherent set of services, and that resources are not wasted because several bodies are duplicating efforts. Where there is no long-standing tradition of working with civil society organisations, municipalities need to recognise areas in which they can hand over responsibility to partners.

Structuring consultation with civil society

Cities cultivate strong relationships with civil society organisations and use these relationships to gather input for strategic planning, often in an informal manner. Consulted groups are occasionally left wondering whether their views have been heard, and how their input has been used.

Composition of consultative committees

The composition of these bodies can be a thorny issue, with particular concern over the way members are appointed, their representativeness (who should they represent and how?) and their capacity to provide appropriate input. And

whilst there are advantages in an independent board, their distance from the administration can lead to abstract and impracticable advice.

Influence of consultative committees

Few of these committees have their own resources to implement measures and must rely on the will of departments and politicians to follow up on suggestions. Some cities are exploring possibilities for alternative configurations where boards comprise a mix of politicians and civil society actors with a view to giving political weight to recommendations.

RECOMMENDATIONS

- » Beyond financial support, partners can benefit from **training to build capacity**, particularly where they are left competing for scarce resources from the municipality, and where they need to work on raising funds independently.
- » Experience shows that by **fostering the creation of networks** between the organisations they sponsor, municipalities can achieve better information exchanges, professional co-operation and use limited resources more efficiently.
- » **Informal contact** has enormous value for getting to know stakeholders, building strong relationships and trust, but needs to be **supplemented with more formal and structured consultation** with all groups. Between meetings, a web-based system, for example, which allows organisations that work with the municipality to propose changes or new measures can support contact.
- » **Consultative committees should be involved in all stages of the policy cycle**, from strategy development through implementation and in evaluation. If the committee's recommendations are not taken into account, an explanation should be provided. Consultative committees can benefit from guidance on how to formulate their advice in the most practicable way.
- » The grants process should be **transparent**, opportunities should be **widely publicised**, and **appeals procedures** should exist for grant funding decisions.

8 Empowering migrants to participate in society

INCREASING OUTREACH: ROTTERDAM

For its language courses, the City of Rotterdam reaches potential students through individual migrant intermediaries and/or migrant associations. This increases the outreach of courses, as well as the motivation of the target group.

Cities provide migrants with opportunities to acquire skills that strengthen their potential for full participation in society. Language is key to enabling migrants to engage in the community around them. Language learning schemes are developed at the municipality's own initiative or in the framework of national programmes. Cities attempt to promote the employment prospects of migrants, either directly or through employment agencies and/or other kinds of partners such as local chambers of commerce. These opportunities range from information provision and career guidance to specific courses (IT, CV writing, communication, etc) and support mechanisms for migrant entrepreneurs. The active participation of migrants in society can be stimulated through volunteer work and similar activities. These include training mechanisms linked to internships; providing consultative bodies with a direct link to the municipality; and providing assistance and support to non-profit organisations set up by young people.

C H A L L E N G E S

Information gaps

Some cities face a challenge in reaching some migrant groups to inform them of language learning opportunities, and how to access them. This lack of awareness has been identified as a major reason for the low intake in language courses in some cities. Migrants are sometimes reluctant to take language courses if they have a job already, or if they have children to take care of.

Prioritizing language learning

Faced with more pressing concerns – finding work and housing, and schools for their children – for many migrants, and newcomers in particular, learning the language of the host society is not considered a top priority. Nor are language courses a priority for employers who may make arrangements for workers' accommodation but are less concerned about providing support for language learning.

Discrimination

Whether naturalised or not, migrants, particularly from outside the European Union, experience disproportionately high levels of unemployment. Discrimination plays a large role in explaining this discrepancy.

Matching skills with the needs of the labour market

As many cities leave their industrial past behind, the demands of their labour market change. Adapting to these changes is particularly challenging for those migrants drawn to European cities in the 60s to fill unskilled positions. On the other hand, in some cities, a very pragmatic approach to finding employment for migrants sees well-qualified migrants placed in low skilled positions to meet the needs of local companies. These posts provide an entry into the labour market but it can take a long time for migrants to move up the ranks.

Recognition of qualifications

Poorly developed, slow, and cumbersome mechanisms for recognising qualifications gained outside the European Union leave many migrants working in positions for which they are massively overqualified, and cities sitting on a huge and untapped skills resource.

Hard to reach groups

Significant language and cultural barriers prevent municipalities from reaching some groups to inform them of opportunities for civic participation. Some cities struggle to entice migrants to participate. For many migrants, and newcomers in particular, participating in organised community schemes comes well behind work, healthcare, housing and schooling on their list of priorities.



BUSINESS COUNSELING : HELSINKI

Enterprise Helsinki offers business counseling, entrepreneurship courses and incubator services. It is part of the City of Helsinki's Economic and Planning Centre and Business Development Department. Its business counseling service targets starting and operating entrepreneurs. 37% of customers are immigrants. Business advisors – all with experience of working with immigrants - give confidential, "hands-on guidance" on all aspects of establishing, running and developing a business, from drawing-up a logical business plan, right through to applying for start-up money or loans. Business counseling services are always free of charge, and available in Finnish, Swedish, English, Russian, Estonian, German and Arabic. Enterprise Helsinki also offers entrepreneurship courses which include both basic and advanced courses especially for immigrants. They aim to make Finnish business culture better known and clarify matters connected to establishing and doing business in Finland.

DESIGNING FLEXIBLE COURSES: MALMÖ

The language courses provided by the City of Malmö in the framework of the Swedish for Immigrants programme are organised on a flexible basis. Migrants who have commitments during working hours (job, children, etc.) can attend courses at a convenient time.

SKILLS RECOGNITION: MALMÖ

The City of Malmö's 'Centre of Validation', assists clients in validating diplomas, and provides assistance in developing a portfolio of their qualifications. Through a comprehensive interview with a vocational teacher, the client's occupational skills are identified. During a three- to five-day assessment, basic occupational skills are discussed and practiced, leading to a certificate. Finally, the client takes part in a four- to eight- week course in 'upper secondary school', and receives an upper secondary school certificate. Throughout the procedure, the client's portfolio is supplemented with further descriptions of their qualifications. At the end of the process, the client has a portfolio presenting a full picture of their competencies to show to prospective employers. Their self-confidence has grown, as has their ability to communicate their abilities.

COUNCIL OF RELIGIONS: GENOA

Genova's Council of Religions aims to provide a common platform for all faiths of the population of Genoa. 16 religions are officially represented on the Council but other confessions and ecumenical or religious associations are also invited to participate. The main goals of the Council are to promote dialogue between different faiths, and with the public administration; to foster joint activities of citizens with different cultures and religions; and to encourage communication and transfer of knowledge between citizens and the public administration. The Council of Religions works through regular meetings held every three months. In addition, public debates and presentations of the activities of the Council are organised. The Council acts mainly in 4 areas: schools, cemeteries and burials, migrants and minority groups' rights, and religious and ecumenical places of worship.

RECOMMENDATIONS

- » **Partnerships with migrant associations can increase outreach.** Migrant associations can host courses in their centres and disseminate information about other opportunities for civic participation. Moreover, newcomers in particular may be more receptive to migrant associations than local officials. Information flyers can be translated by migrant associations and handed out in community centres, markets, etc.
- » Local initiatives can give migrants support to convert their qualifications to meet new requirements and ensure that their experience is recognised. The question of qualification recognition is partly outside of cities' competence. Cities need to **work with national government to develop quick and efficient means to recognise foreign qualifications and avoid unnecessary brain-waste.**
- » When qualifications and experience gained in their country of origin are not properly recognized, and they are faced with discrimination when searching for work, many migrants decide to 'go solo'. **Business start-up advice, and financial assistance** from the municipality can be invaluable in supporting fledgling companies.
- » Municipalities have a role to play in fighting racism and discrimination in the community as a whole. When it comes to work with companies for example, **they can encourage action to promote diversity and fight discrimination.** The municipal transport company in Düsseldorf has set up an initiative to train cultural leaders within the staff who organise activities (such as visits to a Mosque) to raise intercultural understanding. In Lyon, the municipality works with employers to raise awareness of discrimination and in partnership with a host of organisations working in the sector, produced a summary of anti-discrimination legislation for them.
- » **Honouring volunteer commitment** with annual awards ceremonies for instance can have a motivating influence.
- » **Neighbourhood councils** bring people with different cultural backgrounds around a table, and give all citizens within a neighbourhood the same chance of voicing their concerns. In addition, neighbourhood councils can help municipalities to build popular support for policy measures. Different forums can be developed for different segments of the population (i.e. youth, the elderly, etc).
- » **'Faith Forums'** can organise awareness-raising activities, social gatherings and educational events in co-operation with local schools. Where they exist already, the municipality can provide financial or in-kind assistance.

BENCHMARKING INTEGRATION GOVERNANCE IN EUROPE'S CITIES

LESSONS FROM THE INTI-CITIES PROJECT

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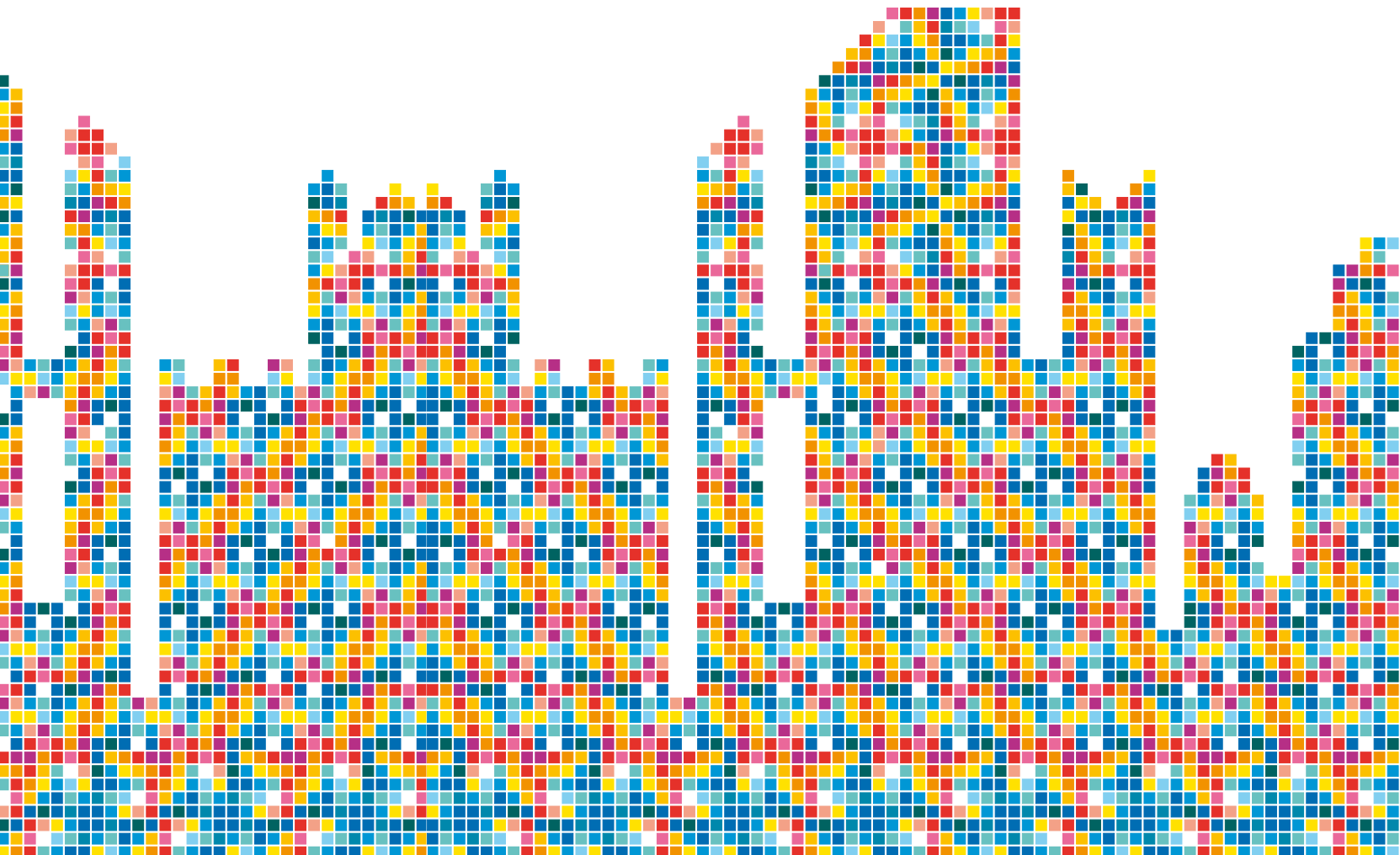
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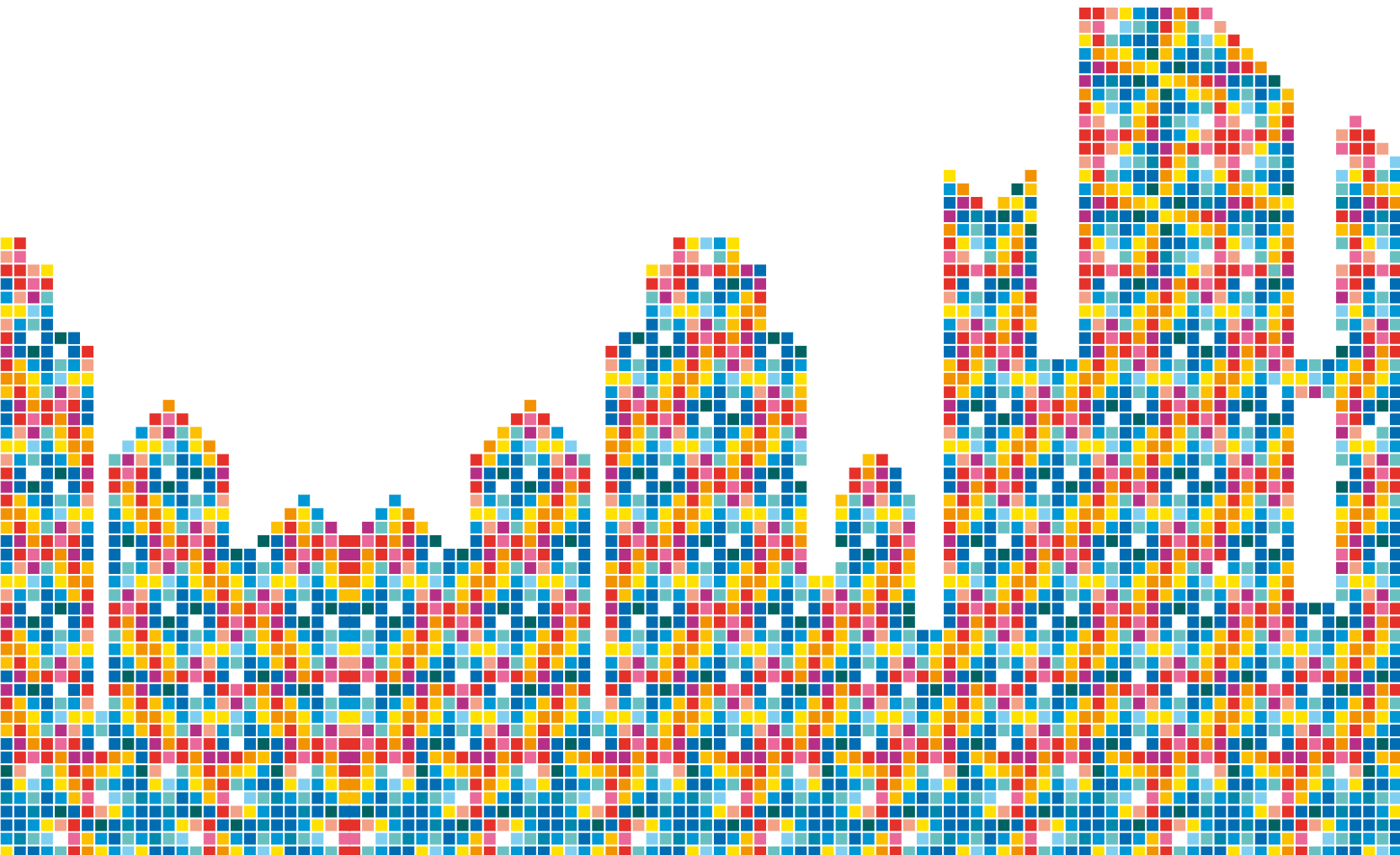
ZOE CATSARAS, EUROCITIES

EUROCITIES is a network of more than 130 major European cities. EUROCITIES gives cities a voice in Europe, by engaging in dialogue with the European institutions on all aspects of European legislation, policies and programmes that have an impact on cities and their citizens. EUROCITIES provides a platform for its members to share knowledge and ideas, and together analyse and develop innovative solutions to common problems. Where integration is concerned, two working groups of city practitioners work together on issues around Economic Migration, and Immigration and Integration.

ALEX KIRCHBERGER, MIGRATION POLICY GROUP (MPG)
The Migration Policy Group is a ‘think-and-do-tank’ established in 1995. Its mission is to contribute to lasting and positive change resulting in open and inclusive societies by stimulating well-informed European debates and action on migration, equality and diversity, and enhancing co-operation between and amongst governmental agencies, civil society organisations and the private sector. This mission is articulated through four primary activities: (1) gathering, analysing and sharing information; (2) creating opportunities for dialogue and mutual learning; (3) mobilising and engaging stakeholders in policy debates; and (4) establishing, inspiring and managing expert networks.

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