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A photograph of a group of people, likely migrants or refugees, in a crowded setting. A man in a grey polo shirt carries a young boy on his back. A woman in a white headscarf is in the middle ground, and another young boy in a blue and grey striped shirt is in the foreground, looking down with a sad expression. The background shows other people and a white structure, possibly a train or bus.

Cities Welcoming Refugees and Migrants

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MARIANNA V. VARDINOYANNIS FOUNDATION



GMPA
Global Migration Policy Associates
An international research, policy development,
advisory services and advocacy group

Cities Welcoming Refugees and Migrants

Enhancing effective urban governance
in an age of migration

Under the direction of Golda ElKhoury (UNESCO)

Authors: Patrick Taran, Gabriela Neves de Lima and Olga Kadyshcheva (Global Migration Policy Associates)

Patrick Taran: President of Global Migration Policy Associates (GMPA) based in Geneva, he was Senior Migration Specialist at the International Labour Organization (ILO), 2000-2011, and Secretary for Migration at the World Council of Churches, 1990-1998

Gabriela Neves de Lima: research associate at GMPA and a double Masters candidate in Urban Policy at the London School of Economics and at Sciences Po – Paris Institute of Political Studies

Olga Kadyshcheva: Associate Professor at the Economic Theory Department of the Financial University under the Government of the Russian Federation in Moscow, she holds a PhD in Economics from this University and is a GMPA Associate

With substantive input from Konstantinos Tararas and Hedda Lokken (UNESCO)

Edited by Thomas Croll-Knight and Mathilde Chenaf (UNESCO)

Copy edited by Mimouna Abderrahmane (UNESCO)

This study benefited from the insights of the following peer reviewers:

Emily Cury, *Ph.D., Visiting Lecturer, International Affairs Program, Northeastern University, Boston*

August Gächter, *ZSI – Centre for Social Innovation, Vienna; Florence Migeon, Programme Specialist, Section on Education for Inclusion and Gender Equality, Education Sector, UNESCO*

Pia Oberoi, *Advisor on Migration and Human Rights Research and Right to Development Division, Office of the United Nations High Commissioner for Human Rights, Geneva;*

Klaus Starl, *Professor, Executive Secretary, European Training and Research Centre for Human Rights and Democracy, Graz, Austria*

Denis J. Sullivan, *Professor of Political Science & International Affairs, Co-Director, Middle East Center, Northeastern University and Director, Boston Consortium for Arab Region Studies (a Carnegie Corporation project)*

Evalyn Tennant, *Associate and Executive Coordinator of Global Migration Policy Associates and research consultant for the Global Coalition on Migration*

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Abbreviations

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| AMIF | Asylum Migration and Integration Fund – EU |
| CEAS | Common European Asylum System |
| CEDAW | Committee on the Elimination of Discrimination Against Women |
| CERD | Committee on the Elimination of Racial Discrimination |
| CLIP | Cities for Local Integration Policy |
| CSO | Civil society organization |
| ECCAR | European Coalition of Cities Against Racism |
| ECHR | European Convention on Human Rights |
| EC | European Commission |
| ETC Graz | European Training and Research Centre for Human Right and Democracy |
| EU | European Union |
| Eurojust | EU Judicial Cooperation Agency |
| EURODAC | European Dactyloscopy |
| Europol | EU Police Cooperation Agency |
| Eurostat | EU Statistical Office |
| Habitat III | United Nations Conference on Housing and Sustainable Urban Development |
| ICCAR | International Coalition of Inclusive and Sustainable Cities – ICCAR |
| ICCPR | International Covenant on Civil and Political Rights |
| ICRMW | International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families |
| ICT | Information and communication technologies |
| ICESCR | International Covenant on Economic, Social and Cultural Rights |
| ILO | International Labour Organization |
| IOM | International Organization for Migration |
| LGBTI | Lesbian, gay, bisexual, transgender and intersex |
| MOST | Management of Social Transformations Programme – UNESCO |
| MPI | Migration Policy Institute |
| MPMC | Multicultural Policies and Modes of Citizenship in European Cities – MOST project |
| NATO | North Atlantic Treaty Organization |
| NGO | Non-governmental organization |
| OECD | Organisation for Economic Co-operation and Development |
| OHCHR | Office of the High Commissioner for Human Rights |
| PPP | Public-private partnership |
| SDGs | Sustainable Development Goals |
| THP | The Hague Process on Refugees and Migration |
| UCLG | United Cities and Local Governments |
| UN | United Nations |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UN-Habitat | United Nations Human Settlements Programme |
| UNHCR | United Nations High Commissioner for Refugees |
| UNU-GCM | United Nations University Institute on Globalization, Culture and Mobility |
| UNU-MERIT | United Nations University – Maastricht Economic and Social Research Institute on Innovation and Technology |

Foreword by

IRINA BOKOVA

DIRECTOR-GENERAL

OF UNESCO



Cities are on the frontline of efforts to foster the well-being of refugees and migrants. The ‘Welcoming cities for refugees: promoting inclusion and protecting rights’ initiative, launched in May 2016 by UNESCO, the Marianna V. Vardinoyannis Foundation and the European Coalition of Cities against Racism (ECCAR), resonates with the strong calls of the *2030 Agenda for Sustainable Development*, the *New Urban Agenda* and the *New York Declaration on Refugees and Migrants* for a global response to this humanitarian and ethical challenge, mobilizing actors at all levels.

In this context, the role of cities is decisive. Cities’ proximity to their inhabitants provides accurate knowledge of the issues at hand and their root causes, and creates the conditions for swift and effective responses. At the same time, city authorities require specific knowledge and skills to address the abuses and violations to which refugees and migrants, especially women and girls, are particularly vulnerable. Empowering local governments within their fields of competence – for instance in the areas of housing, water and sanitation, food, health care and education – is the main objective of the *Welcoming cities* initiative. The involvement of ECCAR, as part of UNESCO’s International Coalition of Inclusive and Sustainable Cities – ICCAR platform, is a key condition for ensuring city ownership and mobilization of this initiative. The partnership also represents an important contribution within the context of UNESCO’s strategy to promote inclusive urban development free from all forms of discrimination.

Despite growing literature and the multiplication of converging actions, the gaps in the knowledge base of local authorities, in exchanges and in networking, have only partially been addressed. Although we note an encouraging convergence towards the promotion of ‘welcoming cities’, based on principles of equality, inclusivity, social cohesion and solidarity, more needs to be done. In this regard, I wish to pay tribute to the commitment of ECCAR and the broader ICCAR platform to promoting human rights and gender equality based approaches. This gives up for the elaboration of a new city governance agenda, attracting more cities and stakeholders in the scaling-up of this initiative around the world.

On behalf of UNESCO, I wish to commend the personal commitment of Ms Marianna V. Vardinoyannis and highlight the valuable experience generated by her Foundation’s ‘We Care’ programme, which has been a driving force throughout the development of this partnership. I wish to thank Mr Benedetto Zacchiroli, ECCAR President, for his dedication and leadership. Last but not least, my gratitude goes to the authors of this important study, Patrick Taran, Gabriela Neves de Lima and Olga Kadyшева of Global Migration Policy Associates. Their meticulous work and critical eye have resulted in this action oriented resource for cities and all stakeholders committed to creating welcoming cities.

Irina Bokova

Foreword by

MARIANNA V. VARDINOYANNIS

UNESCO GOODWILL AMBASSADOR

PRESIDENT OF THE MARIANNA V. VARDINOYANNIS FOUNDATION

Responding to the ongoing refugee and migration challenges is first and foremost a matter of human dignity and social responsibility.

Due to its geographical location, my country Greece has been the main entry point to Europe. The challenges for satisfying the most basic needs of those children, women and men who have lost their home, have been tremendous, especially for a country that is being seriously challenged by the international financial crisis as well as by the responsibility of being the homeland of democracy and of *philoxenia*, the Greek word for 'hospitality'.

To this difficult situation, our Foundation has responded with the launching of the 'We Care' Programme, aiming at providing children with basic medical care, vaccines and psychological support, as well as with food, clothing and first aid items. Our collaboration with mayors of hosting cities showed how necessary initiatives involving city administrations could be in addressing humanitarian needs of refugees. Therefore, in addition to the emergency help, the 'We Care' programme was for us an opportunity to highlight the great potential through local level action. This inspired our initial discussions with UNESCO and the launching of the 'Welcoming cities for refugees' initiative.

Every country, every city, every society has its own specificities – economic, cultural, geographical. Yet no consideration could serve as pretext to justify the indifference or the failure to respect the basic common values. It is therefore very important to encourage the exchange of practices among cities that have a tradition of welcoming refugees.

We are very proud of being part of this joint effort and deeply honoured for co-operating with UNESCO and ECCAR. Furthermore, we feel very pleased to host the International Meeting on *Welcoming cities for refugees* on 22 and 23 November 2016 in Athens, hoping that it will become a useful platform of dialogue among UNESCO, NGOs, experts and city representatives.

I would like to express my heartfelt thanks to the Director-General of UNESCO, Ms Irina Bokova, for her kind support, her invaluable contribution to our effort and her trust, as well as the President of ECCAR, Mr Benedetto Zacchiroli, for his significant contribution to our joint initiative. Many thanks belong to the authors Mr Patrick Taran, Ms Gabriela Neves de Lima and Ms Olga Kadyшева for their careful work, their consistency and the important outcome of their research which will be valuable not only for our next steps, but also for a deeper understanding of a new international reality which must be approached in a holistic way and not only as a humanitarian issue, engaging governments, international organizations, local authorities, civil society and the scientific community.



Marianna V. Vardinoyannis

Summary

“The aim of this initiative is to promote a shared understanding of the reception and integration of refugees and migrants and, drawing on research findings, to offer guidance for effective, holistic local governance.

Local authorities and public servants are at the front lines of refugee and migrant reception and integration. Many cities are affected by austerity policies and budget cuts and by an anti-migrant backlash in the context of the global economic crisis. Cities need enhanced capacity, in terms of knowledge, skills and authority, to respond to these challenges and thereby enhance the enjoyment of human rights for all their inhabitants.

UNESCO and the Marianna V. Vardinoyannis Foundation, in partnership with ECCAR, launched in May 2016 the **‘Welcoming cities for refugees: promoting inclusion and protecting rights’ initiative.** Its aim is to promote a shared understanding of the reception and integration of refugees and migrants and, drawing on research findings, to offer guidance for effective, holistic local governance.

Core international human rights conventions and labour standards, complemented by regional normative instruments, provide the legal norms for the realization of human rights and labour rights of refugees and migrants. Local governments are bound by international human rights commitments made by respective national governments. **Four overarching principles are highlighted:** universal human rights apply to all refugees and migrants, regardless of status; equality of treatment and non-discrimination between refugees/migrants and nationals; international labour standards apply to all persons engaged in an employment relationship; and all persons seeking international refugee protection have rights to request asylum, to due process, to non-refoulement, to non-discrimination and to protection of human rights.

The role of local governments in the implementation of human rights was highlighted in recently adopted global agendas, namely the *2030 Agenda for Sustainable Development* and the *New Urban Agenda*.

Migration today is markedly urban. Nearly half of the total population of international migrants (244 million worldwide in 2015) resides in ten highly urbanized, high-income countries, of which five are in Europe. As centres of economic opportunity, education, culture and innovation, cities represent greater possibilities to access remunerative work, economic welfare, and social development.

Many working migrants in Europe face sub-standard labour conditions, unstable employment, poor pay and lack of social protection, in addition to discrimination and xenophobic hostility. **Women migrants are often faced with ‘triple discrimination’** – as women, as unprotected workers, and as migrants.

The treatment of increased refugee arrivals as a ‘crisis’ runs the **risk of accelerating a de-solidarization of Europeans** with refugees and more broadly with migrants and foreign nationals in European cities.

The study identifies largely convergent approaches by international stakeholder networks such as ECCAR, EUROCITIES, the Global Mayoral Fora, etc., and their city members that constitute **a substantial agenda on cities welcoming refugees and migrants.**

Twenty-one ECCAR member cities across eleven countries provided detailed responses to the **UNESCO-Marianna V. Vardinoyannis Foundation-ECCAR city survey**. The responses represent a wide range of city sizes, circumstances and experiences. Most responding cities reported that 20 to 30 per cent of their population has either foreign nationality or a 'migrant background,' with one or both parents born abroad. Several cities indicated 40 to over 50 per cent and only two indicated less than 10 per cent.

The survey demonstrated that cities have been affected differently by the arrival of refugees and asylum seekers. The **three biggest challenges** reported by cities regarding refugee and migrant arrivals are **housing, education and employment**.

Framework checklist highlighting the main features of the city governance **agenda on welcoming and integrating refugees and migrants**:

1. A deliberate, *values- and rights-based approach* to city governance, by definition welcoming and inclusive, should be explicitly announced in formal city policy.
2. *Services for all*, universal and equal access for migrants and refugees to basic human and social services, without discrimination on any basis.
3. *Promoting integration and social cohesion*. Equality of treatment of treatment and opportunity and prohibition of discrimination are essential components of city legislation, planning, policy, and practice.
4. A dedicated and ample '*campaign*' against *discrimination, racism and xenophobia*, aimed at promoting equality of opportunities and outcomes for all migrants and refugees. An integral part of such campaign would be the mainstreaming of gender equality perspectives across local policies and practices.
5. Ensuring that the 'right to the city' by deliberate, comprehensive measures for inclusion and integration, recognizing migrants and refugees as fellow 'denizens', social actors and political agents engaged in creating opportunities and realizing solutions.
6. *Celebrating culture and diversity*, recognizing cities as genuine places of diversity, accounting for their dynamism and offering best prospects for future development.
7. Incorporating seven fundamental components for effective city governance: *comprehensive knowledge base, rights-based and gender-specific legislation, deliberate policy, interdepartmental coordination, designated focal points, urban planning, and evaluation*.
8. *Engagement of all stakeholders* in the advisory, decision-making and implementation bodies of city governance, notably the *social partner* economic actors, migrants and refugees, civil society organizations, and social service actors.
9. *Multi-level governance, dialogue and cooperation*, national and local, towards obtaining the political 'space' and support for cities welcoming and integrating migrants and refugees.
10. *Finances for services to all* and social cohesion – as well as maintaining the work force – must be reflected in allocations for focused programmes, targeted outreach, trained staff and specialized administrative departments as well as needed infrastructure.
11. *Media and public relations* work with deliberate strategy on migration and migrants, is essential to supportive public attitudes and gaining constituent support.
12. *Accountability* at all levels, by all actors, is essential to ensuring welcoming cities for refugees and migrants.

Next steps for enhancing the *welcoming cities for refugees and migrants* agenda:

- I. **Facilitating networking, dialogue, cooperation and mutual support** through focused consultations, conferences, workshops and trainings, continuing the role and activity of ECCAR;
- II. **Enhancing the knowledge base** by undertaking research leading towards the production of a comprehensive framework guidance handbook to support local authorities and all other stakeholders;
- III. **Encouraging continuous exchanges** between cities on principles, policies, practices and experiences on migration and cities.

1/ Introduction

THE CONTEXT

In 2015, Europe faced a dramatic increase in the number of refugees arriving in irregular situations, reflected in the doubling of the number of asylum applications registered in European countries¹ from 2014 to 2015.² In 2015, the overall gender distribution of first-time applicants across EU countries was over 70 per cent male, with the largest proportion of applicants aged 18-34.

Annual immigration to EU member countries was 3.4 million in 2014, including some 626,000 applications for asylum.³ Globally, refugee numbers increased significantly in 2015 to 21.3 million from 19.5 million in 2014.⁴ However, while the overall global migrant population reached 244 million in 2015, its increase over the last two decades has remained proportional to world population growth.

The significant increase in refugee arrivals to several European countries creates challenges for all levels of government, particularly in countries of initial reception, but also in transit and destination countries. Local governments, with their proximity to the city population, are most directly called on to meet human rights and public services obligations in the provision of adequate shelter, food, healthcare, education, water, and sanitation facilities, as well as to facilitate access to cultural life and provide for skills assessment and employment to enable refugees and other arriving migrants to become self-supporting. Commitments to human rights standards thus often require translation into local responsibilities to ensure their fulfillment.

The challenges faced in cities are exacerbated by obstacles deriving from economic constraints and existing or emerging stereotypes and prejudices against refugees and migrants. Austerity measures have meant reduced spending on social and integration policies. Decreased welfare may additionally contribute to 'an anti-migrant backlash in the context of global economic crisis'.⁵ Women, children (notably unaccompanied minors), persons with disabilities and all those with distinctly different racial, ethnic and/or cultural backgrounds are particularly at risk of discrimination and exclusion, in addition to exploitation, abuse and xenophobic hostility and violence. Discriminatory attitudes and behaviour within and among migrant and refugee populations poses additional challenges in ensuring equality of treatment and access for all in the realization of human rights as well as to public services. The proliferation of negative perceptions of refugees and migration in general is often nurtured by the populist discourse of politicians and the negative representation of refugees by media outlets.

“The significant increase in refugee arrivals to several European countries creates challenges for all levels of government, particularly in countries of initial reception, but also in transit and destination countries.”

1. Countries of the European Union plus Iceland, Liechtenstein, Norway and Switzerland.
2. Eurostat. 2014: 626,960 applications for asylum, 2015: 1,392,610 applications.
3. Ibid.
4. UNHCR, 2015, *Figures at a Glance: Global Trends 2015*. Statistical Yearbook. (<http://www.unhcr.org/figures-at-a-glance.html>).
5. EUROCITIES, 2nd Report December 2015, *Cities and Migrants II: Implementing the EUROCITIES Integrating Cities Charter*.

Many cities are today affected by two inter-related trends⁶:

1. *Austerity policies and budget cuts at local or national level, leading to scarcer resources to fund social policies, including integration policies;*
2. *An anti-migrant backlash, which some political parties have placed at the core of their agenda.*

Cities in Europe and elsewhere have a critical role to play in receiving and integrating refugees and migrants. Local authorities are on the front lines of refugee and migrant reception and integration. They are responsible for provision of services and infrastructure for newcomer and native populations alike; they have the proximity to reach and engage with refugees and migrants as well as the established population; they should be capable of identifying priorities for the reception and integration of refugees and migrants and devising tailored policies to meet the needs and challenges on the ground. Local governments must respond to the multifaceted challenges generated by the arrival of refugees and migrants and find suitable solutions for adequate reception. Nearly all branches, departments and services of city government are concerned.

Members of the European Coalition of Cities against Racism (ECCAR) expressed at the recent General Conference (Karlsruhe, Germany, October 2015) an unwavering commitment to tackling the situation under the theme of 'Welcoming Cities'. In the Conference's Final Declaration, ECCAR member cities resolved to:

... commit ourselves to making every effort to accommodate people in need and respect their dignity, commit ourselves to an anti-racist welcoming culture with short-term and long-term measures along the lines of the commitments in the Ten-point-plan-of-action, to preserve and improve the social cohesion of our cities, particularly in the fields of vigilance towards racist attitudes, prevention of hate crimes, and equality of access to shelter, health services, the labour market, and education, and the proactive implementation of these measures.⁷

“Cities in Europe and elsewhere have a critical role to play in receiving and integrating refugees and migrants.”

In spite of the difference in approaches and scope of case studies, academic literature, and policy statements of practitioner networks, the challenges and policy perspectives linked to cities and migration are clearly overlapping and often complementary. The literature and concrete experience of cities show a largely common 'agenda' being advocated and implemented in practice by cities in different countries regarding the reception and integration of refugees and migrants.

In light of the above, the most significant contribution of this study is articulating this largely convergent welcoming cities agenda, already implemented widely across Europe and likely elsewhere. The geographically-focused insights of this study could therefore be enriched through the undertaking of a global review, which could be envisaged as a next step in the evolution of the study.

This agenda coincides with and complements growing global attention to questions of migration and urbanization, most notably highlighted

by the adoption of the *New Urban Agenda* at the Habitat III Conference in Quito, Ecuador, in October 2016. The *New Urban Agenda* is intended to guide urbanization worldwide over the next two decades; its strategy acknowledges local authorities as 'the first receivers of migrants'.⁸

The *2030 Agenda for Sustainable Development*, adopted by the UN General Assembly in September 2015, also provides important impetus in its

several explicit and implicit references to migration together with its Sustainable Development Goal (SDG) 11, 'Make cities inclusive, safe, resilient and sustainable'.⁹ Several other evolving international and European regional initiatives on cities and migration are outlined in this publication.

“The literature and concrete experience of cities show a largely common 'agenda' being advocated and implemented in practice by cities in different countries regarding the reception and integration of refugees and migrants.”

6. EURO CITIES, 2nd Report December 2015, *Cities and Migrants II: Implementing the EURO CITIES Integrating Cities Charter*.

7. *Final Declaration of the ECCAR General Conference on "Welcoming Cities"* in Karlsruhe 2015, available on ECCAR website (http://www.eccar.info/sites/default/files/eccar_final_declaration_2015.pdf).

8. Further information on the development and implementation of the *New Urban Agenda* on Habitat III website (<http://habitat3.org/the-new-urban-agenda/>).

9. SDG 11: Facts and figures, text of targets, and links available on UN website: (<http://www.un.org/sustainabledevelopment/cities/>).

THE INITIATIVE

In response to the challenges at hand, and guided by the commitments of the *2030 Agenda* and the *New Urban Agenda*, UNESCO and the Marianna V. Vardinoyannis Foundation, in partnership with the European Coalition of Cities against Racism (ECCAR), launched in May 2016 the initiative 'Welcoming cities for refugees: promoting inclusion and protecting rights'.¹⁰ Through this broad partnership, the initiative intends to empower municipal authorities and local governments by providing support and guidance, and by facilitating the mutual exchange of approaches and experience in the reception and integration of refugees and migrants in their cities. Following the launch of the initiative on 9 May 2016 at UNESCO Headquarters in Paris, France, a high-level meeting will be held on 22 and 23 November 2016 in Athens, Greece. The initiative has the following objectives:

- Achieve shared understanding of the experiences and approaches of cities in facilitating the reception and integration of refugees and migrants in order to uphold mutual respect and social cohesion;
- Map legal, policy and practical approaches to the engagement of cities with refugees and migrants;
- Highlight key responsibilities and tasks of city governments in the reception and integration of refugees and migrants, identifying concerned institutions, service providers and networks;
- Scope potentially available resources to empower and support municipal authorities;
- Compile and disseminate relevant examples of 'good practice';
- Articulate recommendations on actions and approaches for effective, holistic local governance regarding refugee and migrant reception, integration with host communities, and social cohesion;
- Develop operational guidance for city authorities and other relevant stakeholders.

A FRAMEWORK CONTEXT DOCUMENT

This study provides the foundations and documentation to frame and support the initiative 'Welcoming cities for refugees: promoting inclusion and protecting rights'. The review covers a broad range of research reports, articles, policy briefs, case study findings and other documents, and reflects a large part of the available international literature

covering the experience of cities and migration. It presents a range of thematic and organizational approaches to city governance on migration and refugees. The review identifies values and principles, policy approaches, and specific tasks and responsibilities of cities welcoming migrants and refugees.

Part two outlines the universal international principles and norms of human rights, including labour rights, as well as relevant European standards, and discusses their incidence and implementation in city governance as related to questions of refugees and migration.

Part three summarizes the context of migration and the city. It offers a brief narrative overview of the international context and outlines relevant challenges and opportunities for cities.

Part four presents a broad review of the literature, case studies, surveys and reports on city policy and practice in welcoming refugees and migrants. It identifies concerned actors, partners and international city support networks and presents key international actor and network statements and guidance on the governance of migration in cities.

Part five summarizes the broadly convergent common values, policies and lines of action into 'an agenda for cities welcoming refugees and migrants'. It also identifies a set of twelve guiding principles for the implementation of a city governance agenda on refugees and migration, drawing on the literature and survey findings.

Part six presents pertinent 'reality check' evidence from survey responses by ECCAR member cities on how they see the challenges and what they are doing to facilitate the welcoming and integration of refugees and migrants. This chapter outlines the survey approach, summarizes initial findings, and emphasizes the preliminary nature of the research endeavour.

The study concludes with observations on city governance of migration, highlighting a range of themes for future research and attention, identifies areas requiring further support and resources, and presents several steps for 'a way forward'.

“Through this broad partnership, the initiative intends to empower municipal authorities and local governments by providing support and guidance, and by facilitating the mutual exchange of approaches and experience in the reception and integration of refugees and migrants in their cities.

10. More information on the launching of the initiative is available on UNESCO website (http://www.unesco.org/new/en/media-services/single-view/news/how_to_integrate_refugees_and_migrants_in_cities/#.Vy0fHiOLQy4).

2/ Human rights and urban governance: the framework

“Core human rights conventions and international labour standards ratified by nearly all countries provide the legal norms for the realization of all human rights and labour rights that apply at the local level everywhere.

“The role of local governments is especially important in this respect since they most directly ‘translate national human rights strategies and policies into practical application’. Local governments are responsible for delivering basic everyday services necessary for the protection and promotion of human rights.

Core human rights conventions and international labour standards ratified by nearly all countries provide the legal norms for the realization of all human rights and labour rights that apply at the local level everywhere. Government at all levels has obligations to ensure respect, protection and fulfilment of human rights for all migrants and refugees, irrespective of their status. The ECCAR Karlsruhe Declaration emphasized this in noting: ‘The ECCAR convenes in order to find appropriate and human rights compliant means with which to accommodate refugees, convinced by the peace-building capacity of cities’.¹¹

International law domesticated in all European countries upholds four overarching principles:

- Universal human rights apply to all refugees and migrants, regardless of status;
- Equality of treatment and non-discrimination between refugees/migrants and between refugees/migrants and nationals of receiving countries;
- All persons seeking *international refugee protection* from persecution, warfare and/or generalized violations of human rights have the rights to seek asylum, to due process, to *non-refoulement*, to non-discrimination and to protection of basic human rights;
- The broad array of international labour standards apply to all persons engaged in an employment relationship, regardless of status and regardless of engagement in formal or informal work.

International human rights bodies have established the obligations of all levels of government, including the local level, to implement human rights norms. The Final Report of the Human Rights Council Advisory Committee of 7 August 2015, entitled *Role of local government in the promotion and protection of human rights* identifies precisely the duties deriving from public international law and, in particular, concepts of the ‘human rights city’ and the ‘right to the city’.¹² The complementarity between national and local authorities has been underlined in several occasions by United Nations human rights treaty bodies, through the ‘principle of shared responsibility’. For example, in its General Comment No. 4 (the right to adequate housing), the Committee on Economic, Social and Cultural Rights noted that States Parties to the International Covenant on Economic, Social and Cultural Rights (ICESCR) should take steps ‘to ensure coordination between ministries and regional and local authorities in order to reconcile related policies (economics, agriculture, environment, energy, etc.) with the obligations under article 11 of the Covenant’.¹³

The role of local governments is especially important in this respect since they most directly ‘translate national human rights strategies and policies into practical application’.¹⁴ Local governments are responsible for delivering basic everyday services necessary for the protection and promotion of human rights. When performing their functions, they take decisions relating to education, housing, health, the environment and law and

11. ECCAR, 9 October 2015, *Final Declaration*; General Conference, Karlsruhe 2015 “Welcoming Cities”.

12. More information on the work of the Human Rights Council Advisory Committee on local governments and human rights, including the full text of the report *Role of local government in the promotion and protection of human rights* (Document A/HRC/30/49) is available on OHCHR website (<http://www.ohchr.org/EN/HRBodies/HRC/AdvisoryCommittee/Pages/LocalGovernmentAndHR.aspx>).

13. Committee on Economic, Social and Cultural Rights, 13 December 1991, *General Comment No.4. the right to adequate housing* (art. 11 (1) of the Covenant), para. 12, adopted at the Sixth Session of the Committee on Economic Social and Cultural Rights, available on Refworld website (<http://www.refworld.org/docid/47a7079a1.html>).

14. UN Human Rights Council, op. cit.

order, all of which are directly linked to the implementation of human rights, and can strengthen or hinder the ability of inhabitants to enjoy them. This proximity between city-dwellers and local authorities renders the latter immediately accountable for the realization of human rights. Furthermore, local governments face risks of engaging inadvertently or intentionally in discriminatory practices against perceived 'outsiders', such as immigrants or ethnic minorities. A *human rights-based approach* in all local government initiatives is thus vital for enabling the enjoyment of rights by populations at risk.

BOX 1

A human rights-based approach to development cooperation

The approach entails that:

- All programmes of development co-operation, policies and technical assistance should further the realisation of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments.
- Human rights standards contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process.
- Development cooperation contributes to the development of the capacities of 'duty-bearers' to meet their obligations and/or of 'rights-holders' to claim their rights.

UN Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Programming, adopted by the United Nations Development Group in 2003

Nonetheless, the ability of local governments to help realize these rights is often hindered by factors including a lack of autonomy, insufficient funding, the absence of long-term planning or commitment, a lack of coordination in the context of multi-level governance but also important knowledge and skills gaps. Centralized policies and structural dynamics may lead to an inadequate or inefficient allocation of resources by national governments which can ultimately limit the ability of local governments to comply with their human rights obligations. Increased decentralization can make a positive difference in this respect, but only if local authorities are provided with the necessary financial resources, the appropriate skills and capacities, and the necessary political and policy powers.

European instruments and jurisprudence complement the international normative framework and reinforce its applicability to refugees and migrants. As outlined below, the European Convention on Human Rights, binding across the 47 Member States of the Council of Europe, the Charter

of Fundamental Rights of the European Union, and a series of EU Directives lay out legal and policy parameters applying in their respective contexts to refugees and migrants.

Beyond legal instruments, the role of local governments in the implementation of human rights has been highlighted through international advocacy initiatives by cities. This role was also established unequivocally in recently global agendas, namely the *2030 Agenda for Sustainable Development* and the *New Urban Agenda*.

2.1/ INTERNATIONAL LEGAL FRAMEWORK

The international human rights frameworks provide clearly-articulated legal standards for national and local legislative and practical responses. Human rights principles and standards of a broader scope that also apply to migrants and refugees are contained in all nine UN fundamental human rights conventions. These include the *International Convention on the Elimination of all Form of Racial Discrimination* (1965), the *International Covenant on Civil and Political Rights* (1966), *International Covenant on Economic, Social and Cultural Rights* (1966), the *Convention on the Elimination of all Forms of Discrimination against Women* (1979), the *Convention on the Rights of the Child* (1989), the *Convention on the Rights of Persons with Disabilities* (2006) as well as the *Convention on Discrimination in Employment and Occupation* No. 111 (1958) of the International Labour Organization (ILO). All of the above are ratified by nearly all European States and are thus largely incorporated in national legislation.

Three international instruments lay out specific provisions on human and labour rights protections and State practice on migrant workers and members of their families. These are the ILO Convention on migration for employment No. 97 (1949), the ILO Convention on migrant workers (supplemental provisions) No. 143 (1975) and the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW), which is one of the nine UN core human rights treaties. One or both of the ILO conventions are ratified by a number of EU and other Council of Europe Member States; the UN convention by several Council of Europe members. However, numerous provisions of these instruments are reflected in national legislation of European countries that have not ratified them. Fundamental rights include freedom of movement, the right to seek and enjoy asylum, and the right to protection from abduction, sale, trafficking, economic and sexual exploitation and abuse. Article 2 of the International Convention on Civil and Political Rights (ICCPR) underlines the obligation of all States Parties to respect and uphold the fundamental civil and political rights, without distinction of any kind, for all individuals in their territory and subject to their jurisdiction. The UN body responsible

for monitoring the application of the ICCPR, the Human Rights Committee, has also confirmed that the right to equal protection before the law prohibits discrimination in all areas regulated or protected by public authorities, including legislation applicable to travel, conditions of entry, and procedures for immigration and asylum.¹⁵ An important issue affecting student mobility and subsequently their entry into the job market is the recognition of diplomas. This is regulated in a series of regional UNESCO conventions, including the Convention on the Recognition of Qualifications concerning Higher Education in the European Region (1997), which was adopted in partnership with the Council of Europe.¹⁶

“The significant increase in refugee arrivals to several European countries creates challenges for all levels of government, particularly in countries of initial reception, but also in transit and destination countries.”

The 1951 UN Convention relating to the Status of Refugees and its 1967 Protocol – ratified by all EU Member States, defines who is a refugee, the rights of refugees and the legal obligations of States ratifying the Convention. The rights of refugees and asylum seekers are also safeguarded in the range of the more general human rights instruments referenced above. Article 33 of the 1951 Convention prohibits States Parties from returning a refugee to a country where his or her life, or freedom, would be threatened on account of his or her race, religion, nationality, membership of a particular social group or political opinion, as well as under customary international law. The principle of *non-refoulement* is a cornerstone of international refugee law and of customary international law.¹⁷

The principle of non-discrimination and equality before the law is one of the key principles of human rights. Article 2 of the Universal Declaration of Human Rights (1948), which is echoed in Article 26 of the ICCPR, expresses the principle

of non-discrimination based on race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth, or other status. Article 26 is a broad, stand-alone equal treatment clause that applies beyond the scope of the rights listed in the ICCPR. Article 2.2 of the ICESCR also reiterates non-discrimination as a fundamental overarching human right. The ICRMVW explicitly incorporated nationality among the prohibited grounds of discrimination.

The UN treaty bodies that supervise application and provide legal interpretation of the human rights conventions for States Parties have consistently reinforced the application to migrants and refugees of the principle of non-discrimination. They have also reiterated the general applicability of the provisions of the respective conventions to migrants and refugees, including those in undocumented situations. General Recommendation No. 30 on discrimination against non-citizens of the Committee on the Elimination of Racial Discrimination (CERD)¹⁸ and General Recommendation No. 26 on women migrant workers of the Committee on the Elimination of Discrimination Against Women (CEDAW) are especially pertinent in this respect.¹⁹

2.2/ EUROPEAN LEGAL FRAMEWORK

The European region has an extensive law and policy framework on asylum and migration, as well as on human rights. The European Convention on Human Rights (ECHR) of 1950, established under the auspices of the Council of Europe, was the first instrument to render binding the rights enumerated in the Universal Declaration of Human Rights. The ECHR covers the freedom of movement of individuals (Protocol No. 4, Article 2), and the right to leave any country including one's country of origin. It also reiterates the prohibition of discrimination (Protocol No. 12). The European Court on Human Rights in Strasbourg has in numerous decisions upheld the application of provisions of the Convention to migrants and refugees in a range of circumstances.

“The European region has an extensive law and policy framework on asylum and migration, as well as on human rights.”

The Charter of Fundamental Rights of the European Union (2000) enshrined a broad set of political, social, and economic rights for EU citizens and residents. It explicitly

15. OHCHR, 2006, “*The Rights of Non-Citizens*.”, Geneva, See page 8, see also General Comment No. 15 (1986) of the Human Rights Committee on the position of aliens under the Covenant. Available on OHCHR website (<http://www.ohchr.org/documents/publications/noncitizensen.pdf>).

16. More information on regional standards on the recognition of qualifications, as well as on the process for the elaboration of a global binding instrument, available on UNESCO website (<http://www.unesco.org/new/en/education/themes/strengthening-education-systems/higher-education/recognition>).

17. For a detailed legal explanation, see “The Principle of Non-Refoulement as a Norm of Customary International Law. Response to the Questions Posed to UNHCR by the Federal Constitutional Court of the Federal Republic of Germany in Cases 2 BvR 1938/93, 2 BvR 1953/93, 2 BvR 1954/93”. Available on Refworld website (<http://www.refworld.org/docid/437b6db64.html>).

18. CERD, 23 February-12 March 2004, *General Recommendation No. 30 on discrimination against non-citizens*. 64th session. Available on OHCHR website (www2.ohchr.org/english/bodies/cerd/docs/cerd-gc30.doc)

19. CEDAW, 2008, *General recommendation No. 26 on women migrant workers*. Available on OHCHR website (http://www2.ohchr.org/english/bodies/cedaw/docs/GR_26_on_women_migrant_workers_en.pdf).

established the right to asylum as a fundamental principle for the EU and it recognized authorized non-citizen residents within its scope. The Charter applies to the Institutions of the European Union as well as to its Member States in the implementation of European Union law.

Over time, the EU has set binding directives on migration and asylum and has sought to harmonize related policies. EU Directives establish norms that Member States are required to incorporate in national legislation and/or policy. Progress towards a comprehensive framework has been substantial but slow, as a number of governments have resisted EU competence in areas they consider as falling within the purview of national sovereignty. The EU has achieved a comprehensive and inclusive law and policy framework governing freedom of movement and rights to obtain residence and employment across the EU for nationals of Member States. Corresponding harmonization has largely been obtained in employment and social protection norms, as well as in coordination among social security administrations across the EU.²⁰ Several Directives in the domain of asylum have been developed with the stated intent to ensure that asylum seekers are treated equally in an open and fair system regardless of where the application is made. The main legal instruments include the revised Asylum Procedures Directive; the revised Reception Conditions Directive; the revised Qualification Directive; the revised Dublin Regulation; and the revised EURODAC Regulation. For example, the Reception Conditions Directive (2003, revised 2013) sets minimum standards for the reception of asylum seekers and encourages cooperation both among Member States and between authorities at different levels of government, including local level. This Directive specifies that administrative and procedural mechanisms need to be in place and ensures the timely treatment of individual status and access to education, housing, and healthcare, as well as specific services for vulnerable persons such as minors and unaccompanied minors.

The European Pact on Immigration and Asylum of 2008 articulates a framework for immigration and asylum policies common to all the EU Member States. It addresses harmonizing law and policy in five areas: legal immigration and integration; irregular immigration and voluntary returns; border controls; the European framework for asylum; and partnerships with non-EU countries to foster migration and development.

The Pact associates several Directives on legal migration including the Single Permit Directive that allows non-EU nationals to reside and work throughout the EU with a single permit, and the EU Blue Card directive that elaborates the conditions applying to third country immigrants for purposes of work. Other Directives facilitate the entry of non-EU students, researchers, seasonal workers, managers or specialists, and posted workers. While progress has been made at the EU level on regular migration policy for highly-skilled workers, progress remains absent regarding migration for work in lower-skilled occupations, except for the recent adoption of the Seasonal Workers Directive. However, it should be noted that without substantial progress, the demand for labour with lower skill levels, including in agriculture, construction, health, domestic work and service sector jobs, will continue to attract immigrants with both authorized and unauthorized status. The absence of adequate policy results in the fact that migrants, including those who arrive with authorization, often fall into irregular migration situations and informal, unregulated employment where they are more likely to face wage theft, dangerous working conditions, labour exploitation and human rights violations.

“The absence of adequate policy results in the fact that migrants, including those who arrive with authorization, often fall into irregular migration situations and informal, unregulated employment where they are more likely to face wage theft, dangerous working conditions, labour exploitation and human rights violations.”

In the area of integration, the European Council of the European Union issued the Common Basic Principles for Immigrant Integration Policy in 2004, setting out an inclusive approach for integration and articulating the need for interaction between EU, national, regional, and local authorities. These principles were incorporated into the 2005 Common Agenda for Integration and subsequently included as a component of the Europe 2020 Strategy. In 2011, the Commission adopted the European agenda for integration of non-EU migrants to facilitate economic, social, cultural and political participation of migrants, drawing attention to language proficiency, labour market integration, the education system and the fight against discrimination. The Agenda calls for a territorialized approach with a focus on disadvantaged urban areas, multi-level cooperation, and allocation of EU financial support for local action.

Both the European Parliament and the Parliamentary Assembly of the Council of Europe have given considerable attention to refugees, asylum, immigration and integration concerns.

20. For a detailed discussion of EU social security coordination particularly regarding free movement of persons, see the ILO report: *Coordination of Social Security Systems in the European Union: An explanatory report on EC Regulation No 883/2004 and its Implementing Regulation No 987/2009* by Kenichi Hirose, available on ILO website: http://www.ilo.org/wcmsp5/groups/public/-europe/-ro-geneva/-sro-budapest/documents/publication/wcms_166995.pdf

2.3/ INTERNATIONAL INITIATIVES ON HUMAN RIGHTS AND CITIES

Supplementing the formal international and European legal frameworks, regional and international initiatives have promoted ‘localizing human rights’. The *European Charter for the Safeguarding of Human Rights in the City* adopted in Saint Denis,²¹ France, in 2000 was the result of the preparatory ‘Cities for Human Rights Conference’ that took place two years

earlier in Barcelona, Spain, on the 50th Anniversary of the Universal Declaration of Human Rights. The Charter – which today counts over 400 signatory cities – is the fruit of dialogue between European cities, civil society representatives and human rights experts. The European initiative inspired the more comprehensive *Global Charter Agenda for Human Rights in the City*, containing an action plan for human rights implementation. The concept of the ‘human rights city’ emerged in 1997 from the People’s Movement for Human Rights Education, and was further developed by the World Human Rights Cities Forum, which takes place annually in Gwangju, Republic of Korea.

Another example is the *Gwangju Declaration on the Human Rights City*. Adopted in 2011, the Declaration defines a human rights city as ‘both a local community and socio-political process in a local context where human rights play a key role as the fundamental values and guiding principles’.²² Many of the statements in this document are resonant with the spirit of the *New Urban Agenda*. The *Gwangju Declaration* emphasizes that a human rights-based approach to the city entails multi-stakeholder cooperation guided by principles of democracy, participation, responsible leadership, transparency, accountability, non-discrimination, empowerment and the rule of law. It recognizes the importance of cooperation and solidarity at both the local and international levels among cities engaged in the promotion and protection of human rights.²³ Building on the 2011 Declaration, the *Gwangju Guiding*

“Supplementing the formal international and European legal frameworks, regional and international initiatives have promoted ‘localizing human rights’.

Principles for a Human Rights City, adopted in 2014,²⁴ outlines the following principles for a human rights city: the right to the city; non-discrimination and affirmative action; social inclusion and cultural diversity; participatory democracy and accountable governance; social justice, solidarity and sustainability; political leadership and institutionalization; human rights mainstreaming; effective institutions and policy coordination; human rights education and training; and right to remedy by competent tribunal.

Beyond advocating for the concept of ‘human rights cities’, scholars, activists and international organizations influenced by the work of Henri Lefebvre have called for ‘the right to the city’. This concept is defined as the ‘equitable use of cities according to principles of sustainability, democracy, equity and social justice’.²⁵ The legitimate rights of citizens to self-determination and adequate standards of living are pivotal, together with freedom of action and organization based on respect for the multiplicity of cultural expressions and practices. The notion of the right to the city has also been institutionalized in a more limited manner in the *World Charter for the Right to the City* (2005), whose development involved the participation of a range of organizations including UNESCO and UN-HABITAT, and in the *New Urban Agenda*.²⁶

A further area of action relevant to human rights and cities is through international collaborative platforms for city governments and other city stakeholders, including the International Coalition of Inclusive and Sustainable Cities – ICCAR, launched by UNESCO in 2004.²⁷ The European Coalition of Cities against Racism (ECCAR),²⁸ in collaboration with whom this study has been undertaken, is one of seven regional and national Coalitions of ICCAR – a

“The legitimate rights of citizens to self-determination and adequate standards of living are pivotal, together with freedom of action and organization based on respect for the diversity of cultural expressions and practices.

21. European Charter for Safeguarding of Human Rights in the City, 2000, Saint-Denis, France.

22. Gwangju Declaration on Human Rights City, 2011.

23. Ibid.

24. World Human Rights Charter. 2014, *Gwangju Guiding Principles for a Human Rights City*. Available at: <http://www.uclg-cisd.org/sites/default/files/Gwangju%20Guiding%20Principles%20for%20Human%20Rights%20City%20adopted%20on%2017%20May%202014.pdf>

25. Global Platform for the Right to the City. Understanding and implementing the *right to the city*. Building just, democratic and sustainable cities.

26. World Charter for the Right to the City. 2005. Full text available at <http://portal.unesco.org>, <http://www.urbanreinventors.net/3/wsf.pdf> and www.hic-net.org

27. www.unesco.org/shs/citiesagainstdiscrimination-iccar.

28. More information on UNESCO website (<http://www.unesco.org/new/en/social-and-human-sciences/themes/fight-against-discrimination/coalition-of-cities/eccar/>) and <http://www.eccar.info/welcome-eccar/>.

more detailed presentation of which is provided in Annex D. As a concrete example of a human rights-related initiative undertaken by the Coalition, the ‘Toolkit for Equality’ project led by the European Training and Research Centre for Human Rights and Democracy (ETC Graz) in collaboration with ECCAR, aims to support cities in implementing policies that successfully counteract racism and racial discrimination, and includes a dedicated chapter on migrant reception policies. The Toolkit proposes six policy models drawing upon expertise and experience shared by city officials in European cities. It provides experience-based step-by-step instructions for implementing concrete policies, from conceptualization to measuring impact, following the structure of the ECCAR 10 Point Plan of Action. The Toolkit will be expanded and enriched through an EU-funded project, led by ETC Graz in cooperation with ECCAR.²⁹

2.4/ FORMAL GLOBAL AGENDAS ADDRESSING CITIES AND HUMAN SETTLEMENTS

In 2015 and 2016, two global agendas were adopted under the auspices of the United Nations: the *2030 Agenda for Sustainable Development*, and the *New Urban Agenda*. Both are internationally negotiated sets of commitments and priorities which, while not formally binding, can be considered directive for governments and non-governmental actors worldwide. These agendas have considerable political impetus as well as institutional engagement across the international system for their implementation. Both agendas call explicitly for attention to migrants and migration.

The *2030 Agenda for Sustainable Development* dedicates one of its seventeen Sustainable Development Goals (SDGs) to urban development and governance. SDG 11, ‘Make cities inclusive, safe, resilient and sustainable’,³⁰ lays out ten targets including the following areas: accessible housing; services for all; public transportation; participatory human settlement planning; safeguarding cultural and natural heritage; inclusive and accessible green and public spaces; resource efficiency and environmental protection; mitigation and adaptation to climate change; disaster risk management; and building utilizing local materials. While SDG 11 and its targets make no specific reference to migration, mobility and migration are explicitly referred to elsewhere in the *2030 Agenda*. More than 40 targets have been identified across 15 of the 17 SDGs – including SDG 11 – with

direct implications regarding migrants, refugees, and situations compelling migration.³¹

The *New Urban Agenda* recognizes the crucial importance of taking into account migrants, refugees and internally displaced persons (IDPs) in urban processes and governance, including in national urban policy, governance institutions, legal instruments and urban economies. The *New Urban Agenda* identifies groups that should be given particular attention, including migrants and refugees, regardless of their migratory status. Additionally, ‘homeless’ people – a significant share of whom may be internal and international migrants in certain cities – are identified as a distinct social group.³² States are called upon to consider the accessibility and design of urban space in an effort to address social exclusion and decrease inequality and poverty.

Likewise, migrants, refugees and displaced persons are to be given special attention. The *Agenda* also encourages States to ensure that physical and social infrastructure and services (i.e. land, housing, energy, safe drinking water, nutritious food, waste disposal, mobility, health and education, culture and information and communication technologies) are made available to individuals in vulnerable situations, including refugees and displaced persons. The question of migrants and refugees is also addressed in reference to political participation, underscoring the role of local governments as conveners of different stakeholders. Lastly, the *New Urban Agenda* makes the call for local authorities to be supported with the capacity to develop initiatives aiming at empowering and strengthening the skills and abilities of vulnerable groups.³³

“SDG 11, ‘Make cities inclusive, safe, resilient and sustainable’

“More than 40 targets have been identified across 15 of the 17 SDGs – including SDG 11 – with direct implications regarding migrants, refugees, and situations compelling migration.

29. More information on the Toolkit for Equality initiative can be found at: <http://www.eccar.info/news/eccar-toolkit-equality>

30. The list of targets of the 2030 Agenda for Sustainable Development is available at: <http://www.globalgoals.org/global-goals/sustainable-cities-and-communities/>

31. GMPA. February 2016. “The Sustainable Development Goals and Migrants/Migration: Relevant SDGs and Targets, Rationales for Inclusion, Implementation Actions, and Realization Measurement Indicators” Global Migration Policy Associates. Available on UN website (http://www.un.org/en/development/desa/population/migration/events/coordination/14/documents/backgrounddocs/GMPA_14CM.pdf)

32. OHCHR. 2016 “UN Experts Statement on Habitat III: New Urban Agenda Must be Based on Human Rights”. Available on OHCHR website (<http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=20200&LangID=E>).

33. Habitat III. Revised Zero Draft of the New Urban Agenda. 2016. Available on Habitat III website (<https://www.habitat3.org/zerodraft/>).

3/ Migration and Cities: The Context

“Migration in the current era is markedly urban and falls increasingly under the responsibility of city authorities, encouraging cities to adopt new and hybrid approaches on urban governance.”

3.1/ MIGRATION AND THE CITY

Migration in the current era is markedly urban and falls increasingly under the responsibility of city authorities, encouraging cities to adopt new and hybrid approaches on urban governance.³⁴ Although Europe has for long been a highly urbanized region, migration has contributed to variegated urban political and development efforts among cities as a result of local specificities and the varying positioning of cities within national and global political structures and dynamics. Before engaging with the literature on and practices of local governments in Europe regarding questions of migration, this section serves to provide a broad overview of global and European migration trends, with a specific focus on their impact upon urban areas.

Currently, international migrants make up 3.3 per cent of the world's population,³⁵ a proportion that has remained relatively constant over the last three decades, with the number of migrants increasing in proportion to overall world population growth. In 2015, the estimated number of international migrants, defined as persons residing outside their country of birth or citizenship for more than one year, was about 244 million worldwide. Of these, 126.8 million are male and 117.1 million are female.³⁶ Outside of this official definition, the number of international migrants is nonetheless considerably higher, as available statistical data usually does not account for the large number of short-term, temporary and seasonal international migrants, including those moving for study purposes.

In 2013, one tenth of the population residing in the EU was foreign born – over 50 million.³⁷ More than 25 per cent of this population arrived before the age of 15. Counting native-born persons with at least one foreign-born parent, 16 per cent of the population of EU countries has a recent migrant background, either because they are foreign-born or have at least one immigrant parent. In Luxembourg, more than 60 per cent of the population has a migration background, compared with 40 per cent in Switzerland. In only three European countries (Hungary, Poland and Slovakia) do less than 5 per cent of the population have migration backgrounds.

EU Eurostat data indicates that on 1 January 2015, 34.3 million people born outside of the EU-28 Member States³⁸ were living in an EU Member State, while 18.5 million people living in an EU Member State were born in another EU Member State, for a total foreign-born population of 52.8 million. Eurostat notes that a total of 3.8 million immigrants³⁹ to one of the EU-28 Member States during 2014, while at least 2.8 million emigrants⁴⁰ were reported to have left an EU Member State. These latter figures include both movements between different EU Member States and into/from the EU as a whole.⁴¹

“Urbanization and migration are two interrelated processes.”

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

35. Ibid.

36. United Nations, 2016, Department of Economic and Social Affairs, Population Division, New York.

37. Figures provided in this paragraph are drawn from: OECD/European Union, 2015, *Indicators of Immigrant Integration 2015: Settling In*. p. 16. (<http://www.oecd.org/publications/indicators-of-immigrant-integration-2015-settling-in-9789264234024-en.htm>).

38. See Eurostat website (http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:EU_enlargements).

39. See Eurostat website (<http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Immigrant>).

40. See Eurostat website (<http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Emigrant>).

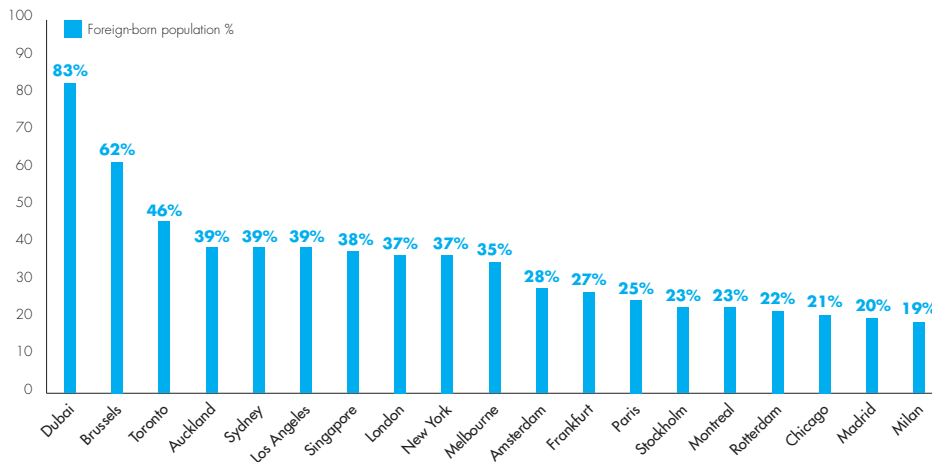
41. Eurostat Statistics Explained. Migration and migrant population statistics. Data extracted in May, 2016, Available on Eurostat website (http://ec.europa.eu/eurostat/statistics-explained/index.php/Migration_and_migrant_population_statistics).

Urbanization and migration are two interrelated processes. Urbanization, defined as the increasing proportion of a population living in urban areas, usually involves some form of migration, whether internal or international. Beyond population changes owing to variations in fertility and mortality rates, the populations of urban areas around the world are affected by migratory movements – within and between countries, between rural and urban areas, and

between different world regions.⁴² Today, the vast majority of migrants in developed countries live in metropolitan areas. Figure 1 below illustrates the large proportions of foreign-born residents in 19 of the world's major cities, nine of them in Europe.⁴³

“The arrival of migrants in urban settings can have a transformative effect in terms of their demographic, cultural, political and economic characteristics. The policies of municipal authorities are critical to ensuring immigrants’ integration within and contribution to the overall development of localities.

Figure 1. Foreign-born population in major cities, as share of total city population



Source: IOM World Migration Report 2015, p.39.

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. By 2030 this number is expected to reach 4.9 billion, representing about 60 per cent of the world population.

Nearly half of all of international migrants reside in ten highly urbanized, high-income countries – including five in Wider Europe⁴⁴: France, Germany, the Russian Federation, Spain, the United Kingdom, as shown in Table 1. Germany, the Russian Federation and the United Kingdom host the second, third and fifth largest numbers of foreign-born residents worldwide (12, 11.6 and 8.5 million respectively).

Table 1. Countries with the highest numbers of international migrants, 2015

| Country | Number of international migrants (millions) | International migrants as a share of total population, % |
|----------------------|---|--|
| USA | 46,627 | 14,5 |
| Germany | 12,006 | 14,9 |
| Russian Federation | 11,643 | 8,1 |
| Saudi Arabia | 10,186 | 32,3 |
| United Kingdom | 8,543 | 13,2 |
| United Arab Emirates | 8,095 | 88,4 |
| Canada | 7,836 | 21,8 |
| France | 7,784 | 12,1 |
| Australia | 6,764 | 28,2 |
| Spain | 5,853 | 12,7 |

Source: United Nations, Department of Economic and Social Affairs. International Migration Wallchart 2015.

The arrival of migrants in urban settings can have a transformative effect in terms of their demographic, cultural, political and economic characteristics. The policies of municipal authorities are critical to ensuring migrants’ integration within and contribution to the overall development of localities.⁴⁵ As centers and concentrations of economic opportunity, education, culture and innovation, cities

42. *World Migration Report 2015*, op. cit. p.35.

43. *Ibid.*

44. The EU’s concept of Wider Europe – currently made up of 54 countries, including EU Member States (28), EU candidate countries (5), potential candidate countries (3), countries in the Middle East and North Africa (11, including Mauritania), the Russian Federation and countries of the former Soviet Union (7) – was presented in a European Commission communication to the European Council and European Parliament on 11 March 2003: Neighbourhood – A New Framework for Relations with our Eastern and Southern Neighbours (https://eeas.europa.eu/enp/pdf/pdf/com03_104_en.pdf).

45. M. Price, *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.

“Migration has been and continues to be crucial to sustaining the world of work in Europe

represent greater access to paid employment, economic welfare, and social development, thus are naturally poles of attraction for in-migration, whether from rural areas, other cities or abroad. However, in both the global North and global South, economic growth has not resulted in improved wellbeing for all, with the gaps between rich and poor

and between ‘formal’ and ‘informal’ settlements continuing to widen within urban areas.⁴⁶ In informal settlements, residents often have little or no security of tenure and lack basic services and infrastructure, with housing often situated on hazardous land and failing to comply with building regulations. All of this contributes to greater vulnerability of residents to eviction, disease and violence.⁴⁷

Globalization has highlighted the economic potential of cities, but also the human and environmental costs of unregulated and deregulated growth. Many urban areas around the world are experiencing widening gaps in access to local public services and to adequate, affordable housing and other goods, with many new urban inhabitants living in precarious or polluted environments. One quarter of the world’s population continues to live in slums, and since 1990, 213 million slum dwellers have been added to the global population. However, this increase has not been uniform. While the proportion of populations living in slums in developing countries has declined by 7 per cent over the past ten years, Europe has experienced a rise of its urban population unable to afford to pay rent and living in precarious conditions, with 6 per cent living in ‘extremely precarious conditions’.⁴⁸

Municipal authorities therefore have a key role to play in addressing these challenges, ensuring access to adequate accommodation and basic services for all their inhabitants.

3.2/ THE IMPORTANCE OF MIGRATION FOR EUROPE’S WORLD OF WORK

Migration has been and continues to be crucial to sustaining the world of work in Europe.⁴⁹

Today, competition among urban areas to attract different forms of national or EU support and global capital investment has contributed to increased demand for both high-skilled and low-skilled labour in cities. Migrants have become crucial for European urban economies in cities that have been reorganized around service industries, including finance and tourism, or cities that have experienced industrial restructuring.⁵⁰ Migrants contribute to the positioning of cities within national and global markets as they work, participate in wealth production, raise their families and contribute to social and political life.⁵¹

The viability, indeed the very survival, of the world’s developed economies depends on migration.⁵² Foreign-born workers comprise 10 to 15 per cent of labour forces in Western European countries and 18 to 23 per cent in historically important ‘immigration countries’ such as Australia, Canada, New Zealand and the USA.⁵³ They comprise 10 to 20 per cent of the labour force across Eurasia, comprising some 17 million economically active persons in the 12 countries of the former Soviet Union.⁵⁴

Remittances, knowledge and skills transfer, investment and trade linked to migration also play an important role in economic development beyond migrants’ countries of destination. As amply acknowledged across the *2030 Agenda for Sustainable Development* through the adoption of ten specific targets⁵⁵, migration is key to development worldwide.

While the reasons for migration – which include family reunification, education, refugee flight and humanitarian admissions amongst other ‘push factors’ – and migrants’ status at entry are varied, most migrants and refugees eventually end up employed or otherwise economically active. According to ILO estimates, 150 million of the 232 million international migrants in 2013 – including

46. A. Brown, and A. Kristiansen. 2009, *Urban Policies and the Right to the City. Rights, responsibilities and citizenship*. MOST2 Policy Papers series. UNESCO/ UN-HABITAT, -58p.

47. UN-Habitat. *Informal Settlements*, Habitat III Issue Paper No. 22, version 2.0. May 2015. On Habitat III website (<http://unhabitat.org/wp-content/uploads/2015/04/HabitatIII-Issue-Paper-22-Informal-Settlements-2.0.pdf>).

48. Ibid.

49. For a comprehensive discussion of international labour mobility and migration, see: *International labour migration. A rights-based approach*. International Labour Office, Geneva, 2010. -303p.

50. Cross, Malcolm and More, Robert. “Migrants and the Urban Labour Market in Europe and North America”, In: *Globalization and the New City: Migrants, Minorities and Urban Transformations in Comparative Perspective*. 2002. Palgrave Macmillan UK.

51. Glick Schiller, Nina and Ayse Çağlar. “*Locating Migration: Rescaling Cities and Migrants*.” 2010.

52. See OECD monograph *Is migration good for the economy?* Organization for Economic Cooperation and Development -OECD. May 2014. Available on OECD website (<https://www.oecd.org/migration/OECD%20Migration%20Policy%20Debates%20Numero%202.pdf>).

53. Recent figures for most EU countries and “immigration countries” mentioned are found in the OECD *International Migration Outlook: SOPEMI 2011* Statistical Annex.

54. Figures from: “*The Age and Sex of Migrants 2013 Wallchart*”, United Nations, Department of Economic and Social Affairs, Population Division. 2013 New York.

55. The migration-related targets across the Sustainable Development Goals are: strengthen and retain the health work force in developing countries (3.c); increase the number of scholarships for study abroad (4.b); eradicate human trafficking (5.2, 8.7, 16.2); protect labour rights of migrant workers (8.8); facilitate orderly, safe, regular and responsible migration (10.7); reduce transaction costs of remittances (10.c); establish legal identity including through birth registration (16.9); and disaggregate data by migratory status (17.18).

refugees – were economically active⁵⁶, that is to say employed, self-employed or otherwise engaged in remunerative activity. Globally, labour force participation by women migrants (67 per cent) is significantly higher than for native-born women (50.8 per cent), with male migrant labour force participation also higher (78 per cent) than for native-born men (77.2 per cent).⁵⁷ Taking into account accompanying dependents of working migrants, it can be said that nearly all migration ultimately results in people becoming economically active or dependent on those who are.⁵⁸ Migrants tend to be concentrated in certain economic sectors, often with marked gender differences. The majority of migrant workers in the world in 2013 were engaged in services, with 106.8 million out of a total of 150.3 million, amounting to 71.1 per cent. About 7.7 per cent of the total number worked as domestic workers. Industry, including manufacturing and construction, accounted for 26.7 million (17.8 per cent),

“Innumerable studies over the last decades have amply demonstrated that migration energizes labour markets, creates jobs, generates new demand for goods and services, enhances tax revenues, while contributing to innovation that sustains urban development, growth and welfare.”

and agriculture for 16.7 million (11.1 per cent).⁵⁹ Innumerable studies over the last decades have amply demonstrated that migration energizes labour markets, creates jobs, generates new demand for goods and services, enhances tax revenues, while contributing to innovation that sustains urban development, growth and welfare.⁶⁰ As the comprehensive ILO publication *International labour migration. A rights-based approach* states,

The ambition and drive that motivate people to migrate generally help migrants in many countries to find jobs, work hard, and benefit both themselves and natives of the destination country. In most cases, migrant workers have only a slightly negative, if any, effect on the wages of native workers, and they usually pay more in taxes than they receive in tax-supported services. There is little evidence that migration leads to displacement of nationals in employment. One of the main challenges for destination countries is to ensure the integration of migrants in their societies.⁶¹

However, as highlighted in a recent report *Migrants & Refugees Have Rights! Impact of EU policies on accessing protection* published by Caritas Europa:

...the reality for many migrant workers in Europe – in regular as well as irregular migration situations – is sub-standard working conditions, concentration in 3D (dirty, dangerous, and degrading) jobs, poor pay, precarious work, and lack of social protection as well as discrimination and xenophobic hostility. Even before the crisis, immigrants in Europe were highly represented in temporary work; the share in Belgium, the Czech Republic, Greece, Finland, Hungary, the Netherlands, Norway, Portugal,

BOX 2

The impact of migration in three areas: the labour market, the public purse, economic growth

Labour markets

- Migrants accounted for 47 per cent of the increase in the workforce in the United States and 70 per cent in Europe over the past ten years.
- Migrants fill important niches both in fast-growing and declining sectors of the economy.
- Like the native-born, young migrants are better educated than those nearing retirement.
- Migrants contribute significantly to labour-market flexibility, notably in Europe.

The public purse

- Migrants contribute more in taxes and social contributions than they receive in benefits.
- Labour migrants have the most positive impact on the public purse.
- Employment is the single biggest determinant of migrants' net fiscal contribution.

Economic growth

- Migration boosts the working-age population.
- Migrants arrive with skills and contribute to human capital development of receiving countries.
- Migrants also contribute to technological progress.

Source: Is migration good for the economy? OECD Migration Policy Debates No2, May 2014. Available at: www.oecd.org/migration/migration-policy-debates.htm

56. ILO. 2015, *Global estimates of migrant workers and migrant domestic workers: results and methodology*. International Labour Office – ILO. Geneva.

57. *Ibid.*, p. 6.

58. *Migration, Human Rights and Governance. Handbook for Parliamentarians* No24. Inter-Parliamentary Union. Geneva, 2015. www.ipu.org/english/handbks.htm; *International labour migration. A rights-based approach*. International Labour Office, Geneva, 2010, -303p.

59. ILO 2015, *op. cit.*

60. See *Is migration good for the economy?* OECD Migration Policy Debates No 2, May 2014. Available on OECD website (www.oecd.org/migration/migration-policy-debates.htm).

61. *International labour migration. A rights-based approach*. International Labour Office, Geneva, 2010, -70p.

Spain and the United Kingdom exceeded that of native-born by at least 50 per cent. During economic crises, migrants often suffer from massive layoffs and reduced hours and payment.

Unemployment rates are clearly graduated by origins: in Sweden, 21.6 per cent for 'third country nationals', 12.2 per cent for persons born in Europe, and 7 per cent for the Swedish population.⁶²

“Female migrants often suffer ‘triple discrimination’ – as women, as unprotected workers, and as migrants.”

For some employers in Europe, migrants represent a cheap and flexible labour force with few or no social costs, particularly for small and medium-sized companies and labour-intensive economic sectors who tend not to have the possibility of relocating operations abroad. In this context, migrant labour can serve as a low-cost means to sustain local business and even entire sectors of economic activity, offering a way of keeping jobs at home and economies afloat in face of global competition.⁶³ In contrast to increasing rhetoric around controlling migration, some migrants may also remain in irregular situations precisely because of the low-cost, flexible labour they represent for employers.

3.3/ GENDER AND MIGRATION

Over the past three decades, the proportion of economically active migrant women has risen significantly. The proportion of women among the migrant population in Europe has also increased, now accounting for about 52 per cent of the immigrant population of working age across the European Union.⁶⁴ However, demand for women migrant workers in destination countries is defined by labour market segmentation in those markets: opportunities are primarily available in low-skilled jobs typically considered ‘suitable for women’. Women are overrepresented among migrants that hold part-time jobs in the European Union: women accounted for 40 per cent of immigrants holding a part-time job in 2012-13, compared to only 11 per cent for male migrants.⁶⁵ Migrant women are also faced with greater barriers in terms of overqualification, being 6.5 per cent

more likely than men to be overqualified in the EU.⁶⁶ Job opportunities for women migrants in Europe as elsewhere are predominantly in unregulated or informal sectors: agriculture, domestic work, services, and the sex industry, often with weak or non-existent labour standards and an accompanying lack of inspection and enforcement.

Female migrants often suffer ‘triple discrimination’ – as women, as unprotected workers, and as migrants. This threefold discrimination of gender, social status and nationality, often intersecting with discrimination based on ethnic or cultural identity, has a major impact on the well-being of women migrants. It can also contribute to their marginalization from labour market participation, and from their broader participation in public life. Depending on female migrants’ registration status, the risks of discrimination, exploitation and abuse can be compounded by limited or no access to social security, health coverage and other social protection provisions.

Women migrants’ ability to address their situations and to defend their rights is further hindered in situations where freedom of association and collective bargaining rights guaranteed under international law are denied in national legislation and policy or in practice, which remains the case in a number of European countries. All Member States of the ILO are bound to implement ILO Convention No. 87 on freedom of association and ILO Convention No. 98 on the rights to collective bargaining;⁶⁷ their protections apply to all migrant workers.⁶⁸

3.4/ DECLINING WORKFORCES AND GREATER MOBILITY

Over the next 15 years, the majority of the world’s countries and populations will experience a decline in their work forces.⁶⁹ The working age population (ages 20 to 66) of Germany is predicted to decline by almost a quarter – about 13 million – between 2013 and 2040⁷⁰; the Russian Federation is set to lose 10 million from 2005

66. Ibid.

67. ILO Convention concerning Freedom of Association and Protection of the Right to Organise, C87, adopted 9 July 1948, entry into force 4 July 1950, available at: (http://www.ilo.org/dyn/normlex/en/f?p=NOR_MLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:312232).

68. ILO Convention concerning the Application of the Principles of the Right to Organise and to Bargain Collectively, C98, adopted 1 July 1949, entry into force 18 July 1951, available on ILO website (http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::no::P12100_Ilo_Code:C098).

69. For a corporate view on the phenomena, see the 2011 Ernst & Young report *Tracking global trends: How six key developments are shaping the business world*.

70. Deutsche Welle, 2016, *Immigration not going to stop Germany’s demographic problem*, 20 January 2016, (<http://www.dw.com/en/immigration-not-going-to-stop-germanys-demographic-problem/a-18993548>) citing new report by the German Statistics Office, available on Destatis website (https://www.destatis.de/DE/PresseService/Presse/Pressemitteilungen/2016/01/PD16_021_12421.html).

62. See P. Taran, E. Tennant, A. Bertin and B. Lin, 2016, *Migrants & Refugees Have Rights! Impact of EU policies on accessing protection*, Caritas Europa, Brussels.

63. See discussion on labour market demand for and insertion of migrants in: Taran et al, “Economic migration, social cohesion and development: an integrated approach.” Council of Europe, Strasbourg, 2009. Pages 34-37.

64. OECD/European Union, 2015, *Indicators of Immigrant Integration 2015*.

65. Ibid.

to 2025;⁷¹ with the most dramatic decline anticipated in China's working age population, in the form of a predicted 23 per cent loss by 2050, representing some 225 million people.⁷² Some 122 countries and political territories are at, or well below, zero population growth fertility rates.⁷³ Over the coming years, all of these countries face increasing departures from the work force uncompensated by decreasing numbers of youth entrants. This means increasing demand – and competition – globally for the most crucial economic resource of all today: trained skills at all levels.

With technological development and innovation, many countries face challenges in educating and training sufficient numbers of people with up-to-date skills and evolving technological qualifications to meet labour market needs. This manifests as unfulfilled demand for skilled labour, driving increasing international mobility across a number of sectors.⁷⁴

The global skills crisis is critical. A forecasting study made by the McKinsey Global Institute in 2012 estimated that the global shortage of high skills and trained technical skills may reach 85 million by 2020. 38 to 40 million skilled workers

“With technological development and innovation, many countries face challenges in educating and training sufficient numbers of people with up-to-date skills and evolving technological qualifications to meet labour market needs. This manifests as unfulfilled demand for skilled labour, driving increasing international mobility across a number of sectors.

with tertiary education (university or postgraduate degrees) will be lacking, especially in developed countries – notably across Europe. Another 45 million workers with secondary education – with the technical and vocational skills needed by employers – will be lacking in developing economies.⁷⁵

A likely consequence of these changes for many developing countries will be the increasing drain of skilled and educated nationals in their work forces. Compounding the demographic challenges posed by ageing populations in many countries, international migration also represents a looming crisis for contribution-based social security systems in countries of origin, with declining work forces being required to support increasing numbers of retired workers.

3.5/ SUPPLY SIDE PRESSURES

Global attention is currently focused on the dramatic situation of millions of persons driven from their countries or displaced internally by armed conflict in Syria, Iraq, Afghanistan and Yemen as well as in Burundi, Central Africa Republic, Nigeria, Somalia, South Sudan and elsewhere.

Pressures for labour displacement and migration remain intense; in some situations they have significantly intensified in the last five years. The exodus of millions of people has tended to overshadow larger and long-term mobility trends, particularly because of the more than one million persons in refugee situations arriving in Europe over the last year. In fact, despite the significant media exposure of conflict-driven migratory movements, refugees and asylum seekers today represent a relatively small – but important – proportion of total international migration, accounting for approximately 21.3 million of the global ‘migrant’ population of 244 million.⁷⁶

Beyond conflict-driven migration, a number of other phenomena are responsible for shaping patterns of international migration. In many countries across Africa and Asia with large and growing youth populations, a main push-factor remains the absence of jobs and decent work.

“Pressures for labour displacement and emigration remain intense; in some situations they have significantly intensified in the last five years.

71. “Russia Is Facing One Very Real Economic Problem: Shrinking Labour Force”, 2016, available on Russia Insider website (<http://russia-insider.com/en/russia-facing-one-very-real-economic-problem/ri14007>).

72. See World Economic Forum article *China's working-age population will fall 23% by 2050*, 25 July 2016 at (<https://www.weforum.org/agenda/2016/07/china-working-ageing-population/>) and source article in ChinaDaily “Authorities working on plan to delay retirements” 23 July 2016 quoting ministry officials citing new data released by the National Bureau of Statistics (http://www.chinadaily.com.cn/china/2016-07/23/content_26192140.htm).

73. 2.1 to 2.2 children per woman is considered the ‘replacement rate’ of zero population growth, below which population will decline. This figure is drawn from the online *CIA World Factbook, Country Comparison: Total Fertility Rate(s)*, Available on CIA website (<https://www.cia.gov/library/publications/the-world-factbook/rankorder/2127rank.html>).

74. An important issue affecting student mobility and subsequently their entry into the job market is the recognition of diplomas. This is regulated in a series of regional UNESCO conventions, including the *Convention on the Recognition of Qualifications concerning Higher Education in the European Region* (1997), which was adopted in partnership with the Council of Europe.

75. See R. Dobbs, M. Anu, B. Dominic, L. Eric, M. James, C. Roxburgh, S. Lund, S. Madhav. *The World at Work: Jobs, Pay and Skills for 3.5 Billion People*. McKinsey Global Institute: 2012. Available on McKinsey website (www.mckinsey.com/insights/employment_and_growth/the_world_at_work).

76. UNHCR, 2016, “Global Forced Displacement Hits Record High.” United Nations High Commissioner for Refugees news release by Adrian Edwards. Available on UNCR website (<http://www.unhcr.org/news/latest/2016/6/5763b65a4/global-forced-displacement-hits-record-high.html>).

In a number of European countries, persisting financial and economic crises and austerity measures have had a significant impact upon national economies and social protection systems, resulting in youth unemployment rates approaching 50 per cent in Greece (49.8 per cent) and Spain (48.4 per cent); with Italy (40.3 per cent) and Portugal (31.9 per cent) close behind.⁷⁷ As a consequence, these countries have experienced new waves of emigration, especially of young skilled workers, including a significant number to cities elsewhere in Europe. Employers in many countries in all regions complain that they cannot maintain viable businesses because of the number of skilled technicians and workers who leave to find work abroad.⁷⁸ A yet unexplored set consequences of this phenomenon are the social costs for minors and divided families in countries of origin, and for communities left with few able-bodied and economically-active adults.

“In 2015, the number of first time asylum seekers applying for international protection in EU member countries reached 1,255,600 - more than double the total for 2014.

3.6/ THE INCREASE IN REFUGEE ARRIVALS TO EUROPE

In 2015, the number of first time asylum seekers applying for international protection in EU member countries reached 1,255,600⁷⁹ – more than double the total for 2014.⁸⁰ While not an unprecedented surge in refugee arrivals, it was significantly higher than previous levels of 672,000 applications in the EU-15 Member States in 1992 and 424,000 applications in 2001 in the EU-27 Member States.⁸¹ Although numbers of asylum seekers declined to just under 200,000 annually in the EU by 2006, they increased gradually to 2012, then rose to 431,000 in 2013 and 627,000 in 2014.

However, data from the last five decades shows that refugee arrivals into the European Union have tended to follow multi-year cycles. 1992 was one of several consecutive years with higher than usual numbers, as was 2001. It remains to be seen whether the 2012-2016 increase in refugee arrivals may not produce more applications than the periods of 1986-1995 or 1998-2005.

In 2015, the overall gender distribution of first time applicants across EU countries was predominantly male, accounting for over 70 per cent. The largest proportion of asylum applicants was aged 18-34, of which 80 per cent were male, with a similar proportion among applicants aged 14-17. In the 35-64 age range, two thirds of applicants were male, while female applicants outnumbered male applicants aged over 65 (although this group accounted for less than 1 per cent of first time applicants for 2015).⁸² The age and gender distributions were similar across EU countries.

Since early 2016, the proportions have shifted significantly among refugees and migrants arriving in irregular situations. In January 2016, women and children made up 54 per cent of the irregular arrivals by sea in Greece and Italy, while men made up 46 per cent.

Despite the large number of arrivals by European standards, the number of refugees in European countries remains relatively low in comparison to the countries bordering Syria and Iraq: Iran, 982,000 refugees representing 1.2 per cent of total population; Jordan, 632,762 at almost 8 per cent; Lebanon, 1.15 million at 23.3 per cent; and Turkey, 2.29 million at 3 per cent. As noted above, the UNHCR reports that there were some 21.3 million refugees and 1.8 million asylum seekers worldwide at mid-2016.⁸³ The UNHCR also notes that nearly 41 million people who had been forced to flee their homes remained internally displaced, within the confines of their own – often devastated – countries.

The number also remains a minor proportion of total immigration to EU countries. Annual immigration into EU member countries has been consistently 3 million or more annually over the last decade, 3.8 million people immigrated to one of the EU-28 Member States during 2014. Among the 3.8 million immigrants, the majority was either from other EU Member States (1.3 million) or were returning nationals to a State where they had citizenship (around 870,000). An estimated 1.6 million citizens of non-member countries immigrated to the EU in 2014, along with some 12,400 stateless persons. However, net immigration is considerably less, at

77. OECD data on Youth unemployment rate, 2015. Available on OECD website (<https://data.oecd.org/unemp/youth-unemployment-rate.html>).

78. As observed in interviews by the author of this brief with executives of employer organizations in Algeria, Kyrgyz Republic, Nigeria, Russia, South Africa, Tajikistan and other countries 2011-2014. Reported in: Taran, Patrick, Evalyn Tennant, Arnaud Bertin and Beier Lin, 2016, *Migrants & Refugees Have Rights! Impact of EU policies on accessing protection*, Caritas Europa.

79. Eurostat. *Record number of over 1.2 million first time asylum seekers registered in 2015*, 4 March 2016.

80. For a comprehensive overview of reasons for the surge, see the MPI analytical brief: *Europe's Migration Crisis in Context: Why Now and What Next?* Migration Policy Institute, 24 September 2015. Available on MPI website: (<http://www.migrationpolicy.org/article/europe-migration-crisis-context-why-now-and-what-next>).

81. Eurostat. “Statistics Explained; Asylum statistics.” EU Eurostat online article. Data extracted on 2 March 2016 and on 20 April 2016. See: (http://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_statistics).

82. Eurostat. “Asylum Explained”. Available on Eurostat website (http://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_statistics).

83. UNHCR 2016, op. cit.

around 1 million in 2014 with an estimated 2.8 million emigrants⁸⁴ reported to have left an EU Member State.⁸⁵

While the recent surge in refugee arrivals to Europe is frequently characterized as ‘unprecedented’, over the last century Europe has accommodated millions of people displaced by phenomena including two world wars, the ‘cold war’, and the collapse of the Soviet Union. At the end of World War II, more than three million Germans alone were displaced; at one point 14,400 persons a day were being forcibly expelled across borders into devastated, defeated Germany.⁸⁶ In the following decades, the countries of today’s EU responded to two huge refugee crises. Within days of Soviet tanks invading Hungary on 4 November 1956, some 180,000 Hungarian refugees made their way to Austria and 20,000 into the former Yugoslavia before borders were closed.⁸⁷ In the end, 180,000 were resettled from Austria and former Yugoslavia to a total of 37 different countries, with the first 100,000 refugees resettled in under ten weeks.⁸⁸ Suppression of the ‘Prague Spring’ of 1968 in former Czechoslovakia resulted in a total of 208,000 refugees had fled to Austria by the end of the year.⁸⁹

“The top three nationalities of first time applicants for asylum in EU member countries in 2015 were Syrians, Iraqis and Afghans.”

The UNHCR reported in 2015 that the majority of those attempting unauthorized entry into the EU that year were refugees ‘fleeing from war, conflict or persecution at home, as well as deteriorating conditions in many refugee-hosting countries,’ while ‘more than 85 per cent of those arriving in Greece are from countries experiencing war and conflict, principally Syria, Afghanistan, Iraq and Somalia’.⁹⁰

The top three nationalities of first time applicants for asylum in EU member countries in 2015 were Syrians, Iraqis and Afghans.⁹¹ The number of asylum applications by Syrian nationals increased from 50,000 in 2013 to almost 123,000 in 2014⁹² and to 362,800 in 2015.⁹³ The number of Afghans quadrupled between 2014 and 2015 to reach 178,200, and the number of Iraqis increased seven-fold in the same period to reach 121,500.⁹⁴

While the majority of these refugees first landed on EU shores in either Greece or Italy, most of the applications for asylum have been filed in a small number of EU Member States. In 2015, the highest number of first time applicants was registered in Germany, with 441,800 applications representing 35 per cent of total applications. 14 per cent were registered in Hungary, 12 per cent in Sweden, 7 per cent in Austria and in Italy and 6 per cent in France. Compared to 2014, the number of first time applicants in 2015 increased in Finland, Hungary, Austria, Belgium, Spain and Germany. During the first quarter of 2016, the highest number of first time applicants continued to be registered in Germany, with 61 per cent of applications, followed by Italy, France, Austria and the United Kingdom. The numbers of first time applicants declined in the first quarter 2016 from the previous quarter in Sweden, Finland, and Denmark as well as in the Netherlands, Belgium, Luxembourg and Austria.⁹⁵

Recent asylum applications showed a degree of differentiation by national origin in different destination countries, which may reflect a number of factors, such as the presence of relatives, communities and historical ties, as well as varying perceptions of the chances of successful asylum claims and access to employment. Almost half of asylum applications by Syrians in 2015 were registered in Germany (158,700). Nearly half of Afghans applied in Hungary and Sweden, and over half of Iraqis applied in Germany, Finland and Sweden.⁹⁶

84. Available on Eurostat website (<http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Emigrant>).

85. Eurostat statistics explained: *Migration and migrant population statistics*, data extracted in May 2016 (http://ec.europa.eu/eurostat/statistics-explained/index.php/Migration_and_migrant_population_statistics#Migration_flows).

86. BBC, *Europe Refugee Movements after World War Two*, 17 February 2011, available at: http://www.bbc.co.uk/history/worldwars/twotwo/refugees_01.shtml.

87. UNHCR: *Refugees Magazine Issue 144: Where Are They Now? The Hungarian Refugees, 50 Years On*. United Nations High Commissioner for Refugees. October 2006. Available on UNHCR website (<http://www.unhcr.org/452665e92.html>).

88. Ibid.

89. B. Gunter, S. Karner and P. Ruggenthaler, 2010, *The Prague Spring and the Warsaw Pact Invasion of Czechoslovakia in 1968*, Plymouth: Lexington Books, 2010.

90. UNHCR, *The Sea Route to Europe: the Mediterranean Passage in the Age of Refugees*, 1 July 2015, p. 2, 3. Available on UNCHR website (http://www.unhcr.org/5592bd059.html#_ga=1.179352492.929850037.1435652698).

3.7/ EVOLVING EU AND MEMBER STATE POLICIES: SOME CONCERNS FOR CITIES

The characterization and treatment of increased refugee arrivals as a large-scale crisis has reinforced defensive, state-centered, ad hoc ‘management’ policy and practice responses across Europe. Responses involving the increasing deployment of militarized efforts and third-country cooperation to prevent refugee flight across

91. Eurostat. 2016, *EU Member States granted protection to more than 330,000 asylum seekers in 2015*.

92. Ibid.

93. Eurostat. 2016, *Record number of over 1.2 million first time asylum seekers registered in 2015*.

94. Ibid.

95. Eurostat. *Asylum Quarterly Report*. Data extracted on 15 June 2016.

96. Ibid.

seas and land borders towards Europe have reinforced contradictions with fundamental European values and law, undermining countries' legal obligations in terms of international refugee protection and the protection of migrants' rights.

The rise of centralized management and control approaches has served to restrict the political capacity and financial resources available for more localized city-based responses, and appears to further challenge the *cities welcoming refugees and migrants* agenda by exacerbating public fears and hostility. The current asylum and migration legal and policy frameworks, in the EU and beyond, remain largely state-centered and based on justifications of security and control, imposing limitations on the freedom of movement of migrants. Although the establishment of the EU Area of Freedom, Security and Justice⁹⁷ served to abolish internal border controls and created a single European area for the free movement and protection of persons, the processing of asylum claims continues to operate at State-level, with applications examined by individual countries using national asylum procedures and criteria.

The Common European Asylum System mentioned in Part two – composed of the Asylum Procedures Directive, the Reception Conditions Directive and the Dublin III Regulation⁹⁸ – sets minimum standards for reception conditions across EU Member States, including a face-to-face interview with each asylum seeker and the right to appeal against a negative decision. However, there are no uniform criteria for granting asylum, and rates of acceptance of claims by nationals of the same country of origin can differ significantly among EU member countries. Similarly, while EU legal dispositions stipulate that the asylum application procedure should last no longer than six months, and that asylum-seekers should have access to the labour market no later than nine months after lodging an application, in practice these vary considerably from one country to another.⁹⁹

“The rise of centralized management and control approaches has served to restrict the political capacity and financial resources available for more localized city-based responses

DUBLIN REGULATION

The Dublin III Regulation established that the irregular entry of asylum-seekers triggers responsibility of the EU Member State of first arrival. It also established that other Member States to which a refugee/asylum seeker subsequently arrives may refuse to examine an asylum claim by that person. While the regulation supposes ‘mutual trust’ between Member States in respect to mutual responsibility, it establishes a system of mutual recognition that is inherently negative and that adopts a high level of automatic cooperation between states.¹⁰⁰ It also presumes that fundamental rights are fully respected by all Member States.

In practice, the Dublin III Regulation has meant that Member States situated at external borders of the EU, particularly Greece and Italy, have had to receive and process the majority of asylum claims despite their limited capacity and resources in the face of the hundreds of thousands of arrivals on their shores from across the Aegean and Mediterranean Seas. Nonetheless, the vast majority of asylum-seekers moved or sought to move on to other EU countries, particularly Germany, before or after filing initial applications. The favourable attitude of certain countries, most notably Germany in 2015, in response to economic and labour market interests, also influenced the numbers and trajectories of refugees arriving on European shores.¹⁰¹

The implementation of the Dublin system has had a significant impact on certain cities, especially those in Greece and Italy that have been overwhelmed with responsibilities to meet the needs of hundreds, or of thousands – or in the case of Athens, some 800,000 – of refugee arrivals. Of these numbers, many refugee arrivals intend to move on but are constrained to remain indefinitely, despite the presence of family members, receptive communities or greater possibilities of obtaining protective status and eventual self-supporting employment elsewhere.

The Dublin III Regulation has served as a justification for certain EU Member States to increase surveillance and re-establish controls on their own (internal EU) borders to impede entry of asylum seekers who did not remain in countries of first arrival. Several countries in and beyond the EU participating in the Schengen Agreement – which suspends border controls among participating States – have temporarily or intermittently reintroduced controls on their own borders.¹⁰² These include Austria, Denmark, France,

97. EU Area of Freedom, Security and Justice. See: http://eur-lex.europa.eu/summary/chapter/justice_freedom_security.html?root_default=SUM_1_CODED%3D23_SUM_2_CODED%3D2307&locale=en

98. Dublin III Regulation. See: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:180:0031:0059:EN:PDF>

99. See V. Mitsilegas, 2014, *Solidarity and Trust in the Common European Asylum System*. *Comparative Migration Studies*. 2:2. pp. 181-202.

100. Ibid.

101. See *There's a very practical reason why Germany is taking in so many refugees*, 2015, Available on Business Insider website (<http://www.businessinsider.com/r-in-ageing-germany-refugees-seen-as-tomorrows-skilled-workers-2015-9>).

102. Permissible in exceptional circumstance under Articles 23, 24 and 25 of the Schengen Borders Code.

Germany, Hungary, Norway and Sweden.¹⁰³ Other EU members, including Croatia, Hungary and Slovenia, as well as the non-member Former Yugoslav Republic of Macedonia, have closed, fenced and in some areas militarized borders to prevent entry and passage of refugee and asylum seekers. Measures closing borders to refugees and other undocumented migrants have been accompanied by the increased use of detention and other overtly coercive measures,¹⁰⁴ effectively leading to tens of thousands of refugees remaining in Greece. Surveillance, selective border control and deterrence measures at Austrian, French and Swiss borders have also meant that many refugees and undocumented migrants have remained in Italy. This poses particular challenges for many Italian cities who have had to respond to large numbers of refugees and asylum seekers who cannot move on to other places where they may have relatives, anchor communities and/or other possibilities for potential protection and eventual employment.

EUROPEAN AGENDA ON MIGRATION

Recent developments of the European approach to asylum are outlined in the European Agenda on Migration of 2015.¹⁰⁵ The Agenda adopts both a militarized and managerial approach, stepping up military operations and budgets, as well as operational measures in frontline Member States with the purpose of protecting reducing incentives for irregular migration by addressing certain root causes of migration, with emphasis on combating migrant traffickers and smugglers and stepping up return procedures.¹⁰⁶ Features of this militarized response include tripling budgets for the Triton and Poseidon operations to save migrants at sea and prohibit the maritime passage of migrants in order to prevent new humanitarian disasters,¹⁰⁷ and the increased role of Europol and Eurojust in assisting host Member States with investigations to dismantle smuggling and trafficking networks. Most recently, the adoption of EU Directive 2016/1624 established the European Border and Coast Guard, with immediate effect.

103. European Union, Regulation (EC) No 562/2006 of the European Parliament and of the Council on 15 March 2006 establishing a community code on the rules governing the movement of persons across borders (Schengen Borders Code), Article 5(1).

104. European Union Agency for Fundamental Rights, *Criminalisation of Migrants in an Irregular Situation and of Persons Engaging with Them*. 2014.

105. European Commission, *European Agenda on Migration*. 2015. Full text available on the EC website (http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/background-information/docs/communication_on_the_european_agenda_on_migration_en.pdf).

106. *Ibid.*

107. IOM, "Missing migrants project" (<http://missingmigrants.iom.int/>).

HOTSPOTS

An operational measure accompanying the relocation system is the hotspot approach, which aims to 'swiftly identify, register and fingerprint incoming migrants', to relieve the disproportionate pressure of reception responsibilities faced by Member States at EU external borders.¹⁰⁸

The hotspot approach combines establishing facilities for rapid processing on arrival to identify and separate 'asylum seekers' from 'irregular migrants'. The former are channeled to asylum processing centers, while the latter are channeled to pre-removal centers for return – whether assisted voluntary return or forced return – to 'safe countries of origin'. It functions as a platform among the European Border and Coast Guard Agency, the European Asylum Support Office, the EU Police Cooperation Agency (Europol) and EU Judicial Cooperation Agency (Eurojust).¹⁰⁹

Although it may increase efficiency of registration and control over refugees and migrants arriving in irregular situations, the hotspot approach prevents undocumented migrants and refugees from reaching cities – where access to support facilities and services, including from civil society, is concentrated. As of August 2016, only three hotspots of 11 planned for Italy and Greece were operational. However, monitoring by the European Council on Refugees and Exiles, Human Rights Watch and Médecins Sans Frontières had already identified a number of limitations including: overcrowding, unsanitary conditions, lack of screening to identify and meet protection needs of members of vulnerable groups, and their corresponding lack of access to basic services, inadequate legal and medical support, and lack of communication with the outside world.¹¹⁰

EXTERNALIZATION

In addition to the increased militarization of external borders, border control and access to the EU are undergoing increasing externalization through agreements with third countries in North Africa and the Middle East. These measures impose barriers intended to prevent asylum seekers and migrants from even approaching borders or shores of EU Member States. In consequence, people seeking access to and protection in Europe are prevented from leaving, or forced to return to third countries that have little or no capacity to assist or protect refugees and migrants.

Guidance regarding the enforced removal and interception of individuals is explicitly laid out in Communication of the European Commission of 7 June 2016 on the

108. European Commission, *European Agenda on Migration*. 2015.

109. See A. Orav, 2016, "Hotspots and emergency relocation: State of play" European Parliamentary Research Service.

110. *Ibid.*

'Partnership Framework with third countries under the European Agenda on Migration'. This framework sets the following main goals for cooperation with third countries: targeting the root causes for migration; preventing irregular migration by fighting trafficking and smuggling; enhancing security measures to increase interception of migrants in countries of transit and deter departure from countries of origin; and building local resilience and capacity in countries of origin and transit. Cooperation is encouraged through both positive and negative incentives.

THE EU-TURKEY REFUGEE AGREEMENT

A particular form of external cooperation intending to restrict refugee access to EU territory is the EU-Turkey Statement of 18 March 2016. A principal measure of this is an exchange specifying that for every Syrian asylum-seeker arriving in

an irregular situation on Greek territory from Turkish territory that is accepted back by Turkey, a Syrian refugee in Turkey would be resettled in an EU Member State – a 'one for one' exchange. Additionally, all new irregular migrants and asylum seekers crossing from Turkey to Greek islands would be returned to Turkey. This partnership has been defined by the EU as a success and is considered a replicable model for saving lives at sea and breaking the business model of smugglers. The deal is accompanied by increased Turkish policing of internal refugee and migrant access to coastal areas as well as maintenance of a EU-NATO naval operation in the Adriatic Sea between the two countries.

However, the deal raises three fundamental issues regarding: the collective expulsion of foreigners prohibited in EU and international law; responsibility for access to full and fair due process for asylum claimants where they seek protection; and *non-refoulement* of refugees.

BOX 3

The UN and the EU-Turkey Agreement

UN High Commissioner for Refugees Filippo Grandi and UN High Commissioner for Human Rights Zeid Ra'ad Al Hussein expressed early on concerns regarding the agreement. The High Commissioner for Refugees was 'deeply concerned about any arrangement that would involve the blanket return of anyone from one country to another without spelling out the refugee protection safeguards under international law.' He emphasized that 'An asylum-seeker should only be returned to a third state, if the responsibility for assessing the particular asylum application in substance is assumed by the third country; the asylum-seeker will

be protected from refoulement; and if the individual will be able to seek and, if recognized, enjoy asylum in accordance with accepted international standards, and have full and effective access to education, work, health care and, as necessary, social assistance...'¹¹¹

The UN High Commissioner for Human Rights Zeid Ra'ad Al Hussein highlighted that 'The declared aim to return all refugees and migrants contrasts with the assurances

about individual assessments' and expressed concern that the language of the agreement presents a real risk of overlooking human rights law obligations that require States to examine arguments against return beyond those found in refugee law. These obligations include cases of children; victims of violence, rape, trauma and torture; individuals with specific sexual orientation; persons with disabilities; and a range of others with legitimate individual protection needs.¹¹²

111. UNHCR, 2016. "UNHCR expresses concern over EU-Turkey plan". United Nations High Commissioner on Refugees. Available on UNHCR website (<http://www.unhcr.org/uk/news/latest/2016/3/56dee1546/unhcr-expresses-concern-eu-turkey-plan.html>).

112. OHCHR. "UN rights chief expresses serious concerns over EU-Turkey agreement". 24 March 2016. Office of the High Commissioner on Human Rights. Available on OHCHR website (<http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=18531&LangID=E>).

The deal also assumes that Turkey constitutes a safe 'third country' for refugees.¹¹³ Turkey ratified the 1951 Geneva Convention and acceded to its 1967 Protocol, though it retained a geographical limitation that exempts it from applying the Convention to cover non-European refugees. The country is also a signatory of the European Convention on Human Rights.

The increased control of borders, interdiction at sea, and externalization of EU border and migration control can be

seen to challenge fundamental values associated with a Europe of freedom, justice and human rights. These measures and their consequences pose fundamental challenges to the vision of cities as places of welcome, inclusion, participation and welfare for all. They risk contributing to a de-solidarization of Europeans with not only refugees, but more broadly with all migrants and foreigners in Europe. This could have especially serious consequences for cities in polarizing communities, discouraging citizen engagement in welcoming and integrating refugees and migrants in city life, and weakening the fabric of social cohesion.

113. See S. Carrera, and E. Guild, 2016, op. cit.

4/ Cities welcoming refugees and migrants: current approaches

4.1/ GENERAL REMARKS

Cities everywhere have long been shaped by migration. They can be understood as the spatial, political, economic and cultural translation of population dynamics, markets and services, among other factors. Cities emerge from and develop through processes of migration and concentration. Newcomers – whether from other cities within and beyond national borders or from rural areas – contribute to the increasing diversity and complexity of interactions in cities.

Until recently, urban governance occupied a relatively marginal place within national and international discourses on matters regarding migration and refugee policy, as well as more broadly on a range of questions relating to development. Academic papers and policy reports have reflected – and indeed contributed to – the historically-limited role of cities in decision-making and implementation processes linked to migrant groups. Nonetheless, in practice, cities are often instrumental policy actors, practitioners and spaces for refugee and immigrant reception, for the protection of rights, and for migrants’ inclusion and participation in employment and local communities. As outlined by Brian Ray in a feature report for the Migration Policy Institute:

Cities... address many issues associated with the inclusion of newcomers, such as reducing the social and residential exclusion of marginalized and disadvantaged groups, increasing social and spatial access to public services and employment, and constructing democratic, efficient, and equitable local governance structures... Cities also hold the distinction of organizing and regulating many activities of daily urban life that are... crucial to the social and economic inclusion of residents. Some of the most important sticking points in terms of encouraging two-way integration between immigrants and receiving communities revolve around opportunities for positive encounters between groups in public spaces and perceived inequalities in access to public services and goods. The enforcement of building codes, management of social housing, police, schools and transportation services, and supporting economic development for a range of social groups and communities may not be leading national policy concerns. Such issues, policies, and their delivery do, however, make a difference at the scale where social inclusion is lived and negotiated on a daily basis.¹¹⁴

4.2/ CHALLENGES AND APPROACHES FOR URBAN GOVERNANCE

The array of perspectives from scholars, international organizations, think tanks, policy groups and city networks reviewed below offers a range of thematic and organizational approaches to urban governance on migration and refugees. The many converging and complementary values and principles, policy approaches, and specific tasks and responsibilities identified are summarized into an *Agenda for cities welcoming refugees and migrants*, presented in Part five.

“Cities everywhere have long been shaped by migration. Cities emerge from and develop through processes of migration and concentration. Newcomers – whether from other cities within and beyond national borders or from rural areas – contribute to the increasing diversity and complexity of interactions in cities.

“...in practice, cities are often instrumental policy actors, practitioners and spaces for refugee and immigrant reception, for the protection of rights, and for migrants’ inclusion and participation in employment and local communities.

114. MPI, 2003, *The Role of Cities in Immigrant Integration*. MPI Feature by Brian Ray. Migration Policy Institute. Washington, DC. October 2003.

Reflecting long experience in the United States, the Migration Policy Institute (MPI) feature report *The Role of Cities in Immigrant Integration*¹¹⁵ cited above highlights the main thematic areas for city government attention in the context of a country of continuing immigration:

- Policies and programmes that support fledgling immigrant and minority communities and/or respond to their distinct needs, according to their gender, cultural or other identity, and experiences as they integrate into a new society;
- Economic development initiatives that engage local entrepreneurs and seek to diminish rather than exacerbate marginalization and segregation;
- Investments in public goods and services ranging from day-cares and community centers to water and sewer systems;
- Urban land-use planning and housing;
- Police services and outreach to minority communities;
- Urban transportation and accessibility to employment and services;
- 'Governance' relationships between governments, state (regional government) agencies, non-governmental organizations and social groups.

A brochure on the UNESCO-UN Habitat *Creating Better Cities for Migrants; Urban policies and practices to build more inclusive cities*¹¹⁶ research project presents an overview of challenges for and responses by cities in the reception and integration of migrants. It features eight key principles for successful approaches for city government, identified from study cases and research. These read as an overall integrative policy approach, with each principle implying a number of tasks and activities, requiring action by multiple departments of local government and demanding a holistic local government approach. This *agenda* emphasizes principles of rights protection, participation, diversity and social cohesion:

1. *Protect and promote the rights of migrants;*
2. *Provide access to services and ensure equal opportunities for all;*
3. *Representative democracy through participation of all communities;*
4. *Celebrate cultural diversity as a source of exchange and dialogue;*
5. *Foster tolerance and fight against discrimination and racism;*
6. *Mitigate ethnic, cultural and religious tensions and conflicts of interest within urban communities;*
7. *Foster social cohesion and shared belonging;*
8. *Urban planning towards cities as common goods.*

115. Ibid.

116. UNESCOCAT, 2010, *Creating Better Cities for Migrants; Urban policies and practices to build more inclusive cities*. United Nations Economic, Social and Cultural Organization.

The *Creating Better Cities for Migrants* brochure cites the 2009 UNDP Human Development Report in underlining that, 'among the most important aspects of urban governance for migrants are (...) equitable pricing policies for basic social services and utilities; the extension of services to areas where migrants live; even-handed regulation of the informal sector; outreach and support services (such as language classes) targeted to migrant groups'.¹¹⁷

The brochure lays out a strategic process checklist on 'how we should proceed':

1. Analyze the situation and update the information about the various communities in all urban neighborhoods of the city in cooperation with research networks;
2. Strengthen statistical capacity for data collection and better analysis and better use of data at national and sub-national levels;
3. Evaluate problems, conflicts and needs of the various communities and neighborhoods;
4. Cooperate with multiple stakeholders through networking and partnerships – establish dialogue and involve through public consultation and action research;
5. Integrate inclusive policies in broader programmes and interconnect the different levels of governance (local, regional, national and international);
6. Exchange experiences with other cities, taking into account the situation-specific challenges.

In 2012, UNESCO, UN-Habitat and the Spanish Agency for Foreign Affairs and Cooperation published the guide *Migrants' Inclusion in Cities: Innovative Urban Policies and Practices*¹¹⁸, directed at city planners, public officials and citizens, with the purpose of promoting the inclusion of migrants within cities. Inclusion is defined as multi-faceted, covering spatial, social, economic, political, civic and cultural dimensions. Inclusion is also linked to accessibility to adequate services including education, housing and health. The guide was written and presented in the context of growing anti-immigration sentiment and legislation across Europe, and offers a human rights-based approach to combating exclusion, segregation and discrimination. The publication identifies eleven challenges regarding migrants' inclusions in urban areas:

- Inequality and lack of access to basic services;
- Housing (with regards to availability, accessibility, affordability which may directly lead to

117. UNDP, 2009, Human Development Report: 'Overcoming barriers: Human mobility and development', United Nations Development Program. New York.

118. The full text of the guide is available on Researchgate website (https://www.researchgate.net/publication/272023289_Migrants'_Inclusion_in_Cities_Innovative_Urban_Policies_and_Practices_Prepared_for_UN-Habitat_and_UNESCO_Marie_Price_and_Elizabeth_Chacko).

homelessness, segregation and overcrowding and indirectly contribute to greater xenophobia);

- Health care;
- Education;
- Access to employment opportunities;
- Discrimination related to gender, race or ethnicity;
- Inadequate financial resources and technical skills of national and local authorities to facilitate migrant inclusion;
- Access to public space (referring to the availability of areas of exchange, leisure, interaction and questions relating to policing and security that may discourage the use of public space);
- Legal status of migrants;
- Negative media portrayal of migrants (that contribute to the production and solidification of discourses);
- Clear knowledge and data on migrant populations, their living conditions and their needs (all of which are means to fighting invisibilities).

In order to tackle these challenges, the guide offers two interrelated participatory approaches to promoting inclusion: encouraging information and knowledge exchange between cities and migrant coalitions; and concretely mapping inequalities and discrimination as perceived and experienced by migrants. The guide's combined approach is designed to help inform place-based policies.

EUROCITIES, a network of European cities based in Brussels,¹¹⁹ outlines a four step approach to promoting the integration of immigrants at the local level, identifying the complementary roles of city authorities as policy-makers, service providers, employers and buyers of goods and services. The EUROCITIES 'MIXITIES' project launched in 2010-2012, supported by the European Commission DG Home Affairs, identified benchmarks for city action on integration in three policy areas. Based on these benchmarks, cities are encouraged to perform self-assessments or request external evaluation. The project produced three 'toolkit' guidebooks: the *Integrating Cities Toolkit: Anti-discrimination Policies*¹²⁰, the *Integrating Cities*

*Toolkit: Promoting Cultural Diversity*¹²¹ and the *Integrating Cities Toolkit: Introductory and Language courses*.¹²²

Each benchmark contains guiding questions and one or two examples of 'good practice' as identified by the EUROCITIES project. Benchmarks encompass a range of pertinent aspects of urban decision making processes and governance, including discursive, administrative, legal and participatory practices and monitoring instruments that already or could specifically target migrant populations. The EUROCITIES toolkits do however acknowledge that contextual factors may limit cities' ability to meet benchmarks, such as national legislation and policy, data availability, labour market and other economic conditions, city budgetary resources, local political situation; and level of development of civil society in the city.

The benchmarks included in the '*Integrating Cities Toolkit: Anti-discrimination Policies*' are:

- Public commitment (political intent and discourse);
- Strategy (strategic documents or plans with targeted policies that are known by the city administration and partner institutions);
- Coordination and governance (a specific body responsible for implementing strategy or cross-departmental endeavor);
- Migrant consultation (participative policies that see migrants as political agents);
- Engagement of non-political actors (public-private partnerships and local media for anti-discriminatory practices and portrayal);
- Municipal employment (recruitment, staff development and workplace relations);
- Tackling discrimination in key services;
- Staff knowledge (information sessions and training on anti-discrimination legislation, measures and techniques / evaluation mechanism);
- Migrant awareness of rights (information sessions, advocacy units and organizations enabling migrants to challenge discrimination, as well as evaluation mechanism);
- Procurement;
- Monitoring and evaluation (existence of surveys and their feeding into city planning processes).

The '*Integrating Cities Toolkit: Promoting Cultural Diversity*' reiterates several benchmarks in the first anti-

119. EUROCITIES membership comprises primarily larger cities. A challenge for all networking efforts, including ECCAR, is to reach and support small cities and towns that face similar challenges but generally count on fewer resources and less administrative expertise and specialization.

120. EUROCITIES, 2012, *Integrating Cities Toolkit: Anti-discrimination Policies*. MIXITIES, EUROCITIES. Available on EUROCITIES website (<http://www.eurocities.eu/media/fbook/antidiscrimination/index.html>).

121. EUROCITIES, 2012, *Integrating Cities Toolkit: Promoting Cultural Diversity*. MIXITIES, EUROCITIES. Available on EUROCITIES website (<http://www.eurocities.eu/media/fbook/diversitytoolkit/index.html>).

122. EUROCITIES, 2012, *Integrating Cities Toolkit: Introductory and Language Courses*. MIXITIES, EUROCITIES. Available on EUROCITIES website (<http://www.eurocities.eu/media/fbook/language/toolkit/index.html>).

discrimination toolkit: public commitment; strategy; coordination and governance; municipal employment; procurement; and monitoring and evaluation. It however introduces other benchmarks to focus an agenda specifically for cultural diversity:

- Migrant participation;
- Engagement of non-municipal actors;
- Raising awareness;
- Staff development (diversity of staff competences);
- Needs assessment (tailored services for housing, education, health, leisure, etc.);
- Welcome culture (existence of information packages, leadership by local representatives, agency or cross-departmental coordination);
- Conflict mediation (identification and monitoring of potential conflict areas, number of staff on the field).

Lastly, the *'Integrating Cities Toolkit: Introductory and Language Courses'* reiterates the benchmarks on public commitment; strategy; coordination; needs assessment while incorporating the following benchmarks to specifically address orientation and language courses for newcomers:

- Facilitating access (mechanisms to support newcomers in obtaining prompt access to courses);
- Flexibility and responsiveness (regarding time slots, online-learning, outreach courses, etc.);
- Orientation (combination of language courses and practical information about living in the city, participating in local democracy, etc.);
- Next steps (laying the ground for insertion in the labour market).

EUROCITIES' most recent report *'Refugee Reception and Integration in Cities'* published in 2016 provides an initial assessment of city responses in 34 cities in EU Member States and Norway concerned by the increase in refugee arrivals in 2015.¹²³ It takes a functional approach with the purpose of acknowledging city leadership in this context and proposing advocacy for the direct attribution of European funds and the direct application of Directives to localities. The report argues that coherent multilevel governance represents the ideal approach to addressing challenges and capitalizing on opportunities.

However, *Refugee Reception and Integration in Cities* also notes that, in reality, many city governments face tensions in relations with national governments. The assessment found widespread 'difficult communication' between cities and other levels of government. Among

other consequences identified in the report, cities were unable to obtain basic data and information required for the successful functioning of immediate reception strategies and longer-term policies, such as information on numbers of asylum seekers and relocation schemes. Some cities also experienced significant delays in the allocation of additional funding to meet significantly increased needs.

The EUROCITIES report recommended that cities invest in communication and transparency mechanisms for local populations on the theme of migrant reception, setting an example of a welcoming culture and mitigating against public anxieties concerning the arrival of migrants and refugees. Strategies include outlining public commitment (e.g. calls for action and city council mandates), providing information sessions and creating anti-discrimination campaigns.

Challenges and corresponding practices are grouped into eight functional policy areas:

1. Reaction and coordination (within and between cities);
2. Impact on budget and staff (reallocation of limited budget especially in the context of austerity);
3. Population response;
4. Housing and reception;
5. National context and responsibilities (performing legal adaptations under competences to answer to needs);
6. Communication;
7. Education;
8. Economic inclusion.

The EUROCITIES report recommended that cities take action along five main axes:

1. Managing urgent challenges presented by the daily arrival of refugees and asylum seekers, and establishing the necessary infrastructure to prepare for the long-term challenges of integrating newcomers;
2. Avoiding the creation of marginalized and segregated communities through traditional models of refugee camps and collective housing. Prioritizing dispersion of refugee and migrant population in order to foster integration through mixed communities. For this purpose, use EU State Aid Package;
3. Allocating adequate financial support to language and training courses, education, employment, and facilitate recognition of qualifications and of entrepreneurial potential of migrants and refugees.
4. Coordinating volunteering and solidarity from civil society, and work with other cities in the country or abroad.
5. Advocating for changes in the EU Agenda and funding priorities in order to obtain direct and faster access to the its Asylum Migration and Integration

123. EUROCITIES, 2016, Social Affairs, Refugee Reception and Integration in Cities. See (<http://urbanagendaforthe.eu/wp-content/uploads/2016/04/Eurocities-Refugees-Report.pdf>)

Fund (AMIF), without needing to pass through Member States. Apply the 2001/EC Directive on Temporary Protection and ask for targeted and adequate financial support for cities to secure asylum seekers' rights.

Researchers Manuela Zechner, Bue Rübner Hansen and Francesco Salvini have further contributed to identifying challenges and opportunities for cities in terms of migration in the current European context, in the article *More than a refuge, a welcome* on the openDemocracy independent global media platform.¹²⁴ They argue that 'welcoming and hosting newcomers must be intelligently imagined and enabled', which entails going beyond the emergency connotation of asylum and traditional or paternalistic notions of integration. They call for a multi-stakeholder approach, through which central governments participate in 'a popular welcome' composed of a broad range of collective initiatives and cooperative networks that foster closer relations between populations. In outlining the tasks required for migrants' integration, the authors refer to a 'cycle of welcoming':

- Reception and accommodation;
- Legal, social and trauma support;
- Housing;
- Healthcare, education and other social and civil rights including reproductive rights;
- Access to work.

In their article, Zechner, Hansen and Salvini call for innovative solutions to challenges that have been repeatedly mishandled, arguing that local actors should be engaged in defining and supporting innovative solutions to these challenges. For instance, they suggest that instead of insisting on mass accommodation settings, local and national authorities should embrace and expand on civil society initiatives enabling refugees and migrants to find accommodation in private housing, such as through the 'Refugees Welcome' database. Similarly, a distributive mechanism for reception and orientation of migrants and refugees organized by local cooperatives and supported by public institutions, a model such as in Tuscany, Italy, could allow for smaller and thus more tailored and efficient structures offering legal and social assistance to targeted populations.

Moreover, the article suggests that migrants and refugees – as political agents – should be perceived and treated as such in service provision, proposing that migrants themselves can be the ones providing support and counseling for other migrants and refugees, after receiving

professional training that builds on existing qualifications and personal experience. The authors further argue that an appropriate welcoming cycle evolves into a 'cycle of reproduction of social life' that can also contribute to the positive transformation of society more generally.

The International Organization for Migration (IOM) published a document entitled *Some of the good practices from the Conference on Migrants and Cities and World Migration Report* for the Second Mayoral Forum on Mobility, Migration and Development, held in Quito, Ecuador, in 2015¹²⁵. The document identifies six general challenges faced by cities. These were:

- Linguistic barriers;
- Legal and administrative barriers;
- Reduced access to social networks;
- Reduced knowledge of the local and social context;
- Inadequacy of skills for urban labour market;
- Lack of representation, discrimination and xenophobia.

The United Nations University Institute on Globalization, Culture and Mobility (UNU-GCM) issued two policy briefs for the two Global Mayoral Forums on Mobility, Migration and Development respectively on 19-20 June 2014 in Barcelona, Spain, and on 12-13 November 2015 in Quito, Ecuador (discussed later in this section). They focus on 'city identity' and diversity, through a 'human rights-based' and 'gender-sensitive' approach. These practice-oriented policy briefs envisage the normalization and framing of diversity in terms of resilience for future migration trends. According to UNU-GCM, change in public perception and narratives should be fostered through both communication tools and policies that push for greater representation and diversity in employment. The recommendations for the two forums in the respective policy briefs include:

UNU-GCM *Building City Identities in Contexts of Diversity*¹²⁶ policy brief recommendations for the First Mayoral Forum on Mobility, Migration and Development:

Strategy:

- Create a strategy of good practice and build a city identity that is informed by values promoting hospitality, inclusion, interaction and dialogue;
- Develop a communications strategy, which actively engages different types of media with a view to building strong local media. This strategy will have

124. Zechner, Manuela, Bue Rübner Hansen and Francesco Salvini, 2015, *More than a refuge, a welcome*. In: Can Europe make it? openDemocracy. October 2015. Available on openDemocracy website (www.opendemocracy.net/can-europe-make-it/manuela-zechner-bue-r%C3%BCbner-hansen-francesco-salvini/more-than-refuge-welcome).

125. IOM, 2015, "Some of the good practices from the Conference on Migrants and Cities and World Migration Report". International Organization for Migration. Available on UNITAR website (www.unitar.org/dcp/sites/unitar.org.dcp/files/uploads/iom_-_protection_rights_recognition_access_to_services.pdf).

126. UNU-GCM, 2014, *Building City Identities in Contexts of Diversity*. Policy Brief for Mayoral Forum on Mobility, Migration and Development. United Nations University Institute on Globalization, Culture and Mobility. Barcelona.

to bear in mind multiple publics and target audiences.

Funds:

- Prioritize and invest funds to build this city identity and to develop measures that tackle socio-economic inequalities and promote equal opportunities. Resources are required for training schemes, for support to migrants in finding employment and housing, language classes and multilingual access to public services and information.

Practices:

- Support civil society organizations and migrant groups in their grassroots initiatives to change public perceptions and to improve the material conditions of life for marginal groups;
- Create accessible and inclusive public spaces that enable and encourage intercultural encounters, while also allowing improvised public spaces of conviviality to exist;
- Learn from best practices in how diversity is lived and managed, paying attention to practices at neighbourhood and citywide levels.

UNU-GCM *Practicing Diversity*¹²⁷ policy brief recommendations for the Second Mayoral Forum on Mobility, Migration and Development:

- Develop handbooks using human rights-based and gender-sensitive approaches to enable institutions to implement a diversity lens in employment policies and practices; and to support migrants in accessing a range of work and educational opportunities through courses;
- Support capacity development among public services providers through language training and training to counter commonly held prejudices, thus preparing them to attend to increasingly diverse populations;
- Support grassroots initiatives within civil society that work to build inclusive urban communities based on common projects, solidarity and trust;

“Strategic approaches and identification of responsibilities, tasks and practices as well as cooperation with other stakeholders are also largely either convergent or complementary across the different agendas identified.

- Use public spaces widely for cultural celebrations that reflect all cultures in the urban community and invest in them so that intercultural conviviality becomes a normal practice of everyday neighbourhood life;
- Organize regular public consultations with migrant groups to give them meaningful voice in municipal-level decisions and provide equal opportunities for representation in the local administrations;
- Build city identities that reflect diversity as an enriching feature of urban life and engage the media in communicating responsible messages on diversity.

The benchmarks, recommendations and frameworks presented in the range of publications and resources above derive from diverse contexts and initiatives. Yet when compiled and compared, they portray a largely convergent and complementary collection of values and approaches to city governance on migration. The principles presented are similar, often overlapping, across the different sources. Strategic approaches and identification of responsibilities, tasks and practices as well as cooperation with other stakeholders are also largely either convergent or complementary across the different agendas identified in this chapter.

4.3/ UNDERSTANDING MIGRATION AND THE CITY

THEORETICAL APPROACHES

A principal challenge identified in academic literature on cities and migration is the construction of a theoretical basis for a comparative analysis of locality.¹²⁸

In *Locating Migration: Rescaling Cities and Migrants*, Nina Glick Schiller and Ayşe Çağlar explore the comparative theory of locality, arguing that migration has long been considered in academic research through the lenses of the nation-state and of ethnic groups, while in fact migrants' pathways shape and are shaped by local emplacement.¹²⁹

Sociological and psychological theories of national identity, nation-building, prejudice, alienation and social closure have been used to build frameworks for the incorporation or exclusion of migrant communities in cities.¹³⁰ This

128. Çağlar, Ayşe, 2014, *Urban migration Trends, Challenges and Opportunities in Europe*. World Migration Report 2015 Background Paper, International Organization for Migration. Available on IOM website (http://www.iom.int/sites/default/files/our_work/ICP/MPR/WMR-2015-Background-Paper-ACaglar.pdf).

129. Glick Schiller, Nina and Çağlar, Ayşe, 2010, *Locating Migration: Rescaling Cities and Migrants*.

130. Alexander, Michael, 2007. *Cities and Labour Immigration: Comparing Policy Responses in Amsterdam, Paris, Rome and Tel Aviv*. Ashgate Publishing.

127. UNU-GCM, 2015, *Practicing Diversity*. Policy Brief for Second Mayoral Forum on Mobility, Migration and Development. United Nations University Institute on Globalization, Culture and Mobility. Quito.

approach reflects *a priori* understandings of national typology rather than policy differences, disregarding the constraints and room for manoeuvre of local governments, which face direct financial, material and social demands.

On the other hand, literature on the territorial approaches of specific urban economies often fails to encompass socio-spatial qualities of localities shaped by global dynamics and national inequalities. By focusing on the approaches taken by many cities on the ground, Ayşe Çağlar and Glick Schiller insist that it is crucial to consider all areas of integration (i.e. legal, political, cultural, religious, economic, social and spatial) in order to situate migrants' and refugees' everyday practices, agencies and concrete opportunities within cities positioned at different scales in the global power fields (2007).¹³¹

In *Cities and Labour Immigration: Comparing Policy Responses in Amsterdam, Paris, Rome and Tel Aviv*, Michael Alexander identifies the limitations in research focusing on the nation-state, conceptualizing instead local policy-making through a 'host-stranger relations model'. In such a model, policies are defined as 'non-policy', 'guest worker', 'assimilationist' and 'pluralist', depending on the perception of the 'Other', as a temporary and partially separable subject or a permanent and pervasive actor. The dedication of resources to this population seems therefore to depend on the temporal aspect of migration, strongly linked to the legal status obtained.¹³² This may be helpful in understanding the dangers of restrictive adaptations of refugee status – granting only temporary or conditional permits that are revocable 'when the situation improves' – applied in several European countries for newcomers, specifically Syrians (such as in Belgium and Switzerland). Other sources such as the UNESCOCAT brochure cited above emphasize that 'uncertainty over the length of stay of migrants makes it harder to protect their rights.'¹³³

CASE STUDIES AND PRACTICE PROFILES

A large part of the literature on cities and migration is based on case studies that do not explicitly engage with theoretical considerations, focusing rather on the existence, effectiveness and transferability of policies and practices. Çağlar notes that, depending on their size or scale, cities deploy different strategies based on their differing resources, as well as

on the mediation of different actors.¹³⁴ The case studies emphasize that the relative degree of effective reception and integration of newcomers is highly dependent on the involvement of different actors across the government, in the private sector and in civil society. Differing approaches are linked not only to economic power and resource-mobilizing capacity, but also to varying situations of national decentralization and whether local authorities have the political space, policy instruments and financial resources to create and implement targeted policies across a spectrum of areas relevant to the reception and integration of newcomers.

The reviews of case studies can be grouped into three types: individual cases, comparative case studies between a limited number of cities (including single-country case studies), and multi-city research projects. The choice of cities for the respective surveys was generally determined by membership in a regional or international network of cities or by the agendas of and financial resources available to the researching entity.

One of the first systematic comparative empirical analyses of migrant integration in European cities was conducted under UNESCO's Management of Social Transformations (MOST) Programme between 1996 and 2004. This project, entitled 'Multicultural Policies and Modes of Citizenship in European Cities (MPMC)¹³⁵, looked specifically at migrant political participation in 16 major European cities and in Tel Aviv with the purpose of creating a typology of citizenship models. Researchers worked with policymakers and members of local organizations to assess the development and interplay of bottom-up (i.e. community-led) and top-down (i.e. municipality-created) policies concerning migrant integration. The research identified institutional frameworks and activation channels (measures to instigate participation), as well as bottom-up mobilization channels. Their findings were used to create 'good practice' policy recommendations to be shared between municipalities.

Through the creation of 'City Templates'¹³⁶, the study paid great attention to city contexts and specificities. The information found in the templates included: basic data (size of city, relative significance of city in the region and country, cycles of migration, composition of migrant populations, residential and economic concentration, mobilization, and political and religious affiliation of ethnic groups); relevant political structures (levels of administration, territorial organization, decentralization, decision-making processes, status of immigrants, targeted policies and participatory

131. Çağlar, 2014, op. cit.

132. Alexander, Michael, 2007 "Cities and Labour Immigration: Comparing Policy Responses in Amsterdam Paris Rome and Tel Aviv". Ashgate Publishing.

133. UNESCOCAT, 2010, Creating better cities for migrants: Urban policies and practices to build more inclusive cities (Brochure for local authorities). Retrieved from: (http://www.logiqo.com/easycontact/ec/british/opencities/jul10/creating_better_cities_for_migrants.pdf).

134. Çağlar, 2014.

135. UNESCO-MOST. Multicultural Policies and Modes of Citizenship in European Cities. Available on UNESCO website (<http://www.unesco.org/most/p97.htm>).

136. Ibid.

frameworks); case group features (history of migrant/ ethnic minority groups in the city, strategies, mobilization and impact of engaging with top-down participatory frameworks); and relevant existing research.¹³⁷

The European network of Cities for Local Integration Policy (CLIP) published reports on *Housing and Integration of Migrants in Europe*¹³⁸, *Equality and Diversity in Jobs and Services*¹³⁹ and the *Intercultural Policies of European Cities*¹⁴⁰ that discuss the challenges faced by localities regarding political, urban and infrastructural issues, as well as policy and practical responses using case studies from between 20 and 31 cities. These studies reveal a degree of differentiation between cities in the stages of the development of policies and practices in the above three areas, formulating recommendations for political actors at the European, national and local levels.

The *Housing and Integration of Migrants in Europe* report illustrates policy approaches being used in 20 European cities to counter exclusion and segregation. These include quota systems, inter-ethnic housing projects, resettlement policies, spreading social housing across different neighborhoods, creating smaller housing units and countering gentrification. The report pays particular attention to the situation of women migrants, focusing on their participation in neighborhood life, and providing an overview of housing and integration policies and programmes that consider women migrants as a group at risk.

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The CLIP report entitled *Equality and Diversity in Jobs and Services*, examines policies and practices in 25 cities. It places emphasis on the role of cities as employers, suggesting that local public employers should be inserted into national integration plans and that procedures for recognizing the qualifications of migrants be improved. Local authorities are asked to review recruitment procedures and implement effective monitoring and accountability

“...the distinction made between migrants and refugees and the connotations linked to ‘integration’ and ‘migration’ – may equally hinder anti-discrimination efforts.

mechanisms to address discrimination on grounds of race, gender, disability, sexual orientation and belief.

The Intercultural Policies in European Cities report of CLIP, based on case studies from 31 cities, focuses on relations between different social groups and intercultural policies at the city-level. The report looks at independent and collaborative responses from cities and migrant organizations to improve attitudes and relations, and assesses anti-radicalization initiatives in place. Language, media reporting and specific issues such as the provision of space for migrant organizations are identified as important for over 75 per cent of the cities studied. The report also identifies gender roles, relations in migrant families, food provision and public space as important factors in shaping intercultural relations. The majority of CLIP cities reviewed were found to deal with inter-group and intercultural policies using an ‘integration’ approach, rather than strategies focused on concepts of ‘diversity’ or ‘minorities’.

Together, the CLIP studies underline that impediments for local governments in promoting migrants’ integration may derive from administrative and financial constraints such as human resource capacities, levels of available expertise and economic resources; local public resistance; inconsistency across departments; and conflicting multi-level policies.

The Hague Process on Refugees and Migration (THP) in partnership with UNU-MERIT and its School of Governance produced a study entitled *Migrant and Refugee Integration in Global Cities: The Role of Cities and Businesses*. The study reviews practices, as well as gaps in interventions in eight ‘global cities’: Auckland, Buenos Aires, Chicago, Kuala Lumpur, Lisbon, Nairobi, Rotterdam and São Paulo. Although these cities are located in different regions, have contrasting migration histories and are subject to specific political contexts, Juswiak et al. identify them as important economic hubs, which may allow for comparability concerning reception and integration strategies. Global cities are defined in the study as places where the expansion of international finance, corporate headquarters and commercial activities foster new job opportunities at all wage levels and are characterized by constantly changing populations.¹⁴¹

MULTI-STAKEHOLDER APPROACHES

Juswiak et al identify the importance of a multi-stakeholder approach, highlighting how government and business actors in cities influence policies promoting the inclusion of migrants and refugee populations in the social, cultural, economic, legal and political fabric of the city. Particular emphasis is

137. Alexander’s policy typology for Amsterdam, Paris, Rome and Tel Aviv, discussed in the previous section, is based on this UNESCO-MOST study.

138. CLIP. Housing and integration of migrants in Europe. See: http://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef0794en.pdf

139. CLIP. Equality and diversity in jobs and services: City policies for migrants in Europe. See: <http://www.eurofound.europa.eu/publications/report/2008/quality-of-life-social-policies/equality-and-diversity-in-jobs-and-services-city-policies-for-migrants-in-europe>

140. CLIP. Intercultural policies in European cities. See: <http://www.eurofound.europa.eu/pubdocs/2010/32/en/1/EF1032EN.pdf>

141. See T. Juswiak, E. Mc Gregor and M. Siegel, 2014, *Migrant and Refugee Integration in Global Cities: The Role of Cities and Businesses*. The Hague Process. 2014. p. 36.

given to businesses and public-private partnerships due to their resources and mobilizing power, even if other actors are found to be significantly more active in encouraging both formal and informal arrangements to foster migrant and refugee integration. Businesses' involvement may stem from interests ranging from corporate social responsibility incentives, increased productivity, competitiveness and innovation due to stronger and more diverse workforces.

The study found that most stakeholders and their initiatives focus on social and economic policy dimensions, with political policies receiving the least attention. Although the study advocates for public-private partnerships for the purposes of risk- and knowledge-sharing, it notes that these continue to be rather marginal in comparison to other forms of partnerships aiming at migrant and refugee integration. The study also identifies that most partnerships actually involve 'third actors', non-governmental and civil society organizations and public institutions. *Migrant and Refugee Integration in Global Cities: The Role of Cities and Businesses* highlights three main challenges regarding reception and integration policies, which include the offer of language courses, housing and efforts in the fight against discrimination. Beyond these tasks, the authors refer to difficulties faced by stakeholders in executing these functions, namely the lack of funding, of monitoring and evaluation mechanisms and of knowledge exchange.

The authors argue that terminology – the distinction made between migrants and refugees and the connotations linked to 'integration' and 'migration' – may equally hinder anti-discrimination efforts. In order to face these challenges, the study recommends that migration be seen through the lens of urban economic development and intra- and inter-city networks in order to create opportunities for sharing experiences. Furthermore, the study argues that policies should entail a mutual effort, in which both local inhabitants and newcomers take interest in each other's language, culture and know-how.

The *IOM World Migration Report 2015* entitled *Migrants and Cities: New Partnerships to Manage Mobility* provides a broad compendium of data and analysis on city experiences, policy challenges and practices in city governance. Its main chapters cover migration and urban diversity, urban migration and economic development and a concluding discussion on urban partnerships to manage mobility. The report offers a managerial approach to dealing with migration at the local level and focuses on the economic opportunities brought by migrants. The report intends to change the narrative on migration to cities

and underlines 'the links between well-governed migration and well-managed development' and diversity.¹⁴²

The report posits that the question to address to migrants is not their reasons for migrating, but the ways in which they work, live and shape their habitats. Migrants should be seen as resourceful partners in urban governance active in three dimensions and levels: they are builders of resilience at the local level, they are agents of development through their translocal and diaspora networks, and they are 'city-makers' contributing to the positioning of cities at international level. Additionally, migrants are said to be entrepreneurial and represent strong additions to local markets. This approach grounds the agency of migrants on their economic potential, on their productivity, and on their ability to exchange resources and provide support. Another concept presented in the report is that of 'urban citizenship' which refers to rights and identities as local rather than national. Nonetheless, urban citizenship is framed in economic terms as a means for migrants to contribute to local productivity, rather than as a self-evident right.

The report calls for a multi-stakeholder approach to governance, by both formal institutions and informal arrangements counting on the participation of civil society, migrant groups and the private sector, to enhance the sharing of knowledge, connections and resources of migrants. Like the THP study, the *IOM Migration Report 2015* commends public-private partnerships for their flexibility and cost-effectiveness, both of which are considered to improve the interrelated dimensions of social cohesion and economic competitiveness in cities. It also calls for greater international involvement to complement city governance, in order to assemble data and promote exchange opportunities between cities and other stakeholders in different localities. Overall, the report individualizes the challenges and opportunities of migration in cities, attributing agency and key responsibilities to migrants themselves.

Cities of Migration, an international network of cities established by the Maytree Foundation and supported by partners in Canada, the United Kingdom, Germany, France, Spain and New Zealand, created an online database of 'Good Ideas in Integration'. It is a collection of city-level practices that provide innovative and practical approaches to the integration of urban migrants. They are grouped under five themes: *work, live, learn, connect* and *plan*.¹⁴³ Some of the practice profiles were selected for the 2012 Cities of Migration publication entitled *Good Ideas from Successful Cities: Municipal Leadership in Immigrant*

142. IOM, 2015, *World Migration Report 2015: Migrants and Cities*. International Organization for Migration. Geneva. p. 7.

143. See Cities of Migration website: <http://citiesofmigration.ca/good-ideas-in-integration/>

Integration.¹⁴⁴ Participating cities 'view inclusion and diversity as core values and assets in today's global economy' and envisage shared urban prosperity. Cities are identified as successful if their practices reflect significant efforts to serve public interests, in which migrants' interests are an integral part. Through a primarily managerial approach, this compendium focuses on the leadership of local councils, municipal departments, agencies and community partners in encouraging the integration of migrants.

“In spite of differences in approach and scope of the literature reviewed, it is evident that the challenges, approaches and policy perspectives linking cities and migration, are overlapping and often complementary among cities in diverse contexts.

The European Commission has been publishing, in the framework of the *Social Innovation Europe* portal, a *Beyond Crisis Collection* of migrant integration practices.¹⁴⁵ This collection, composed of articles and interviews, highlights technology-based innovations and community-based initiatives in response to the current arrival and integration of migrants and refugees. In an interview with Dr. Penny Travlou of the University of Edinburgh, immigrant collective *pop-up* events in Athens are presented as ways of giving newcomers jobs and promoting local inclusion through commensality. Dr. Travlou highlights the African collective 'OneLoveKitchen' set up during the summer of 2015, composed of a group of women cooks from Senegal, Gambia, Sudan, Nigeria, Eritrea and Ethiopia, working in collaboration with the African United Women Organization and the Nosotros social center to organize pop-up dinners and catering for conferences. The latest project she refers to is the 'Options Foodlab', a professional kitchen and co-working space for food training.¹⁴⁶

The UNESCO-Marianna V. Vardinoyannis Foundation-ECCAR survey (available in Annex B) summarized in Part six of this publication solicits data and perspectives from a constituency of 129 cities, ranging from small

towns to global cities across a broad region of more than 50 countries. While the initial pilot stage counts some 21 responses, a further round is expected to obtain many more responses allowing for a more representative comparison as well as for sharing of practices between cities of diverse scales. Responses by several cities within same countries enable the identification of different approaches and practices adopted by localities within the same national context and law and policy frameworks.

In spite of differences in approach and scope of the literature reviewed, it is evident that the challenges, approaches and policy perspectives linking cities and migration, are overlapping and often complementary among cities in diverse contexts. These convergences and divergences are outlined in Part 5.1.

4.4/ MULTI-LEVEL AND MULTI-STAKEHOLDER GOVERNANCE

THE LOCAL-NATIONAL INTERFACE

The literature reflects contrasting approaches between what authors characterize as either an urban *political* or an urban *governance* approach. As an example, Alexander only considers policies implemented by local authorities, whereas the study of The Hague Process looks at public-private partnerships in the elaboration and implementation of policies. While the former may allow for a clearer distinction between policy types, the latter considers challenges with regards to the different stakeholders and potential for collaborative efforts within cities. Since cities are at different stages of development of and commitment to the governance of migration, the reception and integration of newcomers will depend on the number of different actors and their level of investment. Responding to this dynamic, the UNESCO-Marianna V. Vardinoyannis Foundation-ECCAR questionnaire reviewed in Part five of this publication asked city respondents to identify roles of other stakeholder actors, including civil society, migrant and refugee groups and private sector entities.

Several case-studies and other literature highlight the interface as well as tensions between local city governance over national government policy approaches in addressing migrant and refugee reception, services and eventual integration.¹⁴⁷ The interface between national and local government on migration is extensive, but often inadequate and contradictory. As Brian Ray argues, many national and state or provincial governments do not have a specific

144. Cities of Migration. *Ideas from Successful Cities: Municipal Leadership on Immigrant Integration*. Maytree Foundation. 2012.

145. SIE. "Beyond Crisis: Migrant Integration" Social Innovation Europe Magazine. European Commission. See: <https://webgate.ec.europa.eu/socialinnovationeurope/en/magazine/beyond-crisis-migrant-integration>

146. SIE. "Options Foodlab: How food making and sharing is supporting migrant integration in Greece". Social Innovation Europe Magazine. European Commission. See: <https://webgate.ec.europa.eu/socialinnovationeurope/en/magazine/beyond-crisis-migrant-integration/collection/options-foodlab-how-food-making-and-sharing>

147. See R. Penninx, 2005, 'Integration of migrants: Economic, social, cultural and political dimensions'. In *The new demographic regime: Population challenges and policy responses*.

urban policy agenda, but the 'non-urban' social and economic policies they pursue do have a direct influence on social inclusion and managing diversity in cities.¹⁴⁸ Income support and social welfare policies that establish a threshold of support for disadvantaged individuals and households can do a great deal to diminish extreme forms of social polarization. The same is true of universal public education and health care policies. Investment by senior-level governments in expensive urban infrastructure, especially in older cities, can also minimize extreme differences in the quality of public goods and services across neighborhoods. In some countries, national and state governments have also pursued policies aimed at diminishing social isolation and fragmentation by investing in social housing and efficient public transportation systems.¹⁴⁹

In *Building Inclusive Cities: Challenges in Multilevel Governance of Immigrant Integration in Europe*, an MPI publication written by Dirk Gebhardt, migrants' inclusion in cities is studied through multilevel governance across different European countries.¹⁵⁰ Gebhardt argues that local authorities are better placed to promote these strategies due to their proximity to local inhabitants and newcomers and greater knowledge of local specificities. Nonetheless, they must be given the legal and financial means to do so, which may require increased cooperation with other levels of government. He also calls for better evaluation and monitoring tools. Gebhardt looks specifically at integration policies and introductory programmes in European countries, which are often developed at the national level but become local competences in practice. Introductory programmes – whether mandatory for obtaining a regularized or refugee status or not – provide valuable services for newcomers, such as language, skills-related and cultural courses and training. He ultimately calls for the improvement of formal and informal coordination, for the better use of EU frameworks and funding and for the development of a culture of evaluation.

In an assessment of MPMC and CLIP projects cited in the Hague Process Report entitled *Migrant and Refugee Integration in Global Cities: The Role of Cities and Businesses*, Penninx also highlights proximity as an advantage of local authorities over national governments, arguing that:

Local authorities are better at mobilizing groups of migrants as well as engaging with majority organizations due to greater proximity. They

are also more capable of identifying the relevant integration priorities and devising tailored policies to overcome those challenges. Additionally, local authorities are in a better position to monitor and evaluate city policies.¹⁵¹

DECENTRALIZATION AND URBAN POLICY

Much of the available literature makes references to decentralization. However, the majority of sources fail to define the process and explain the context of decentralization in the cities studied, which in turn limits the possibilities for adequate interpretation of the challenges faced by local governments regarding reception and integration policies. This section serves to briefly discuss the logic of decentralization in Europe and the impact of the 2008 economic and financial crisis in the region, without which an understanding of the responsibilities of cities concerning the increase in refugee and migrant arrivals may not be understood.

Decentralization has been widely encouraged in many countries in Europe over the past thirty years. It has been described by Patrick Le Lidec as a 'major movement of the State apparatus and of public action in an environment marked by the decline of Keynesianism, the strengthening of market imperatives, the fall of authoritarian regimes and demographic transition.'¹⁵² Additionally, deindustrialization, marginalization of the working class, increasing unemployment and the retreat of the state from housing provision have contributed to a 'perceived urban crisis' for which new and more experimental urban policies were created to address 'safety at the center'.¹⁵³ Grounded on the principle of 'subsidiarity' the process of decentralization has been commonly associated with democratization. Conferring public responsibility to the least centralized authority is understood to result in increased political participation, transparency, accountability and efficiency of government. In theory, decentralized policy decisions are therefore more sensitive to local needs.

Nonetheless, decentralization serves as an umbrella term for what are actually a variety of experiences and rationales (e.g. economic, budgetary, managerial and political) that entail the unequal attribution of powers and duties according to different national contexts. It may consist of a transfer of legal competences, financial resources and/

148. MPI, 2003, *The Role of Cities in Immigrant Integration*. MPI Feature by Brian Ray. Migration Policy Institute. Washington, DC. Available on MPI website (<http://www.migrationpolicy.org/article/role-cities-immigrant-integration>).

149. MPI, 2003, op. cit.

150. Gebhardt, Dirk, 2014. *Building Inclusive Cities: Challenges in the Multilevel Governance of Immigrant Integration in Europe*. Washington, DC: Migration Policy Institute.

151. Penninx, R., 2005, 'Integration of migrants: Economic, social, cultural and political dimensions'. In *The new demographic regime: Population challenges and policy responses* (pp. 137–152).

152. See P. Le Lidec, 2014, 'Decentralisation' in: Laurie Boussaguet, Sophie Jacquot and Pauline Ravinet. *Dictionnaire des Politiques Publiques*. Presses de Sciences Po.

153. See P. Le Galès, 2006, 'Elusive Urban Policies in Europe'. In Yuri Kazepov. *Cities in Europe: Changing contexts, local arrangements, and the challenge to urban cohesion*. p.248.

or organizational capacities that may or may not be accompanied by constitutional and electoral reforms.

When comparing the actions of local governments, it is necessary to note their varying degrees of authority and autonomy according to *de jure* and *de facto* political leverage and the history of decentralization. For instance, France initiated a process of territorial decentralization in the early 1980s, following *deconcentration* (i.e. the delegation of administrative functions to sub-national bodies) and institutional decentralization that began ten years earlier. Greece and Italy – which are among the most centralized states in Europe – instituted a constellation of legal reforms concomitant to EU urban policy incentives in the 1990s, including the EU *URBAN* programme for place-based (i.e. locally targeted) redevelopment of urban neighborhoods.

Responses adopted by local governments may overcome limitations of path-dependency, including by utilizing local instruments and reallocating budgets from other domains under the responsibility of cities (e.g. local plans). Urban policies are rather fluid, produced through the interactions and negotiations of a widening range of actors, from different sectors of society, with different interests and acting at different levels.¹⁵⁴

In the period following the global financial crisis of 2008, national and regional austerity measures have to a greater or lesser extent constrained local governments in their ability to exercise migration governance roles and responsibilities. This has had a particular impact upon local governments' ability to act in response to applicable human rights obligations. A similar phenomenon has been observed in recent migration policies adopted at the national level in some European countries. These constraints highlight concerns of city governments in countries facing rapid increases in refugee arrivals, with cities confronted with the challenges of how to effectively meet increased needs, responsibilities and expectations in the absence of increased financial resources from national and/or regional governments. This question is especially acute in countries and localities facing high unemployment and increasing demand for public services among existing populations.

“...national and regional austerity measures have to a greater or lesser extent constrained local governments in their ability to exercise migration governance roles and responsibilities.”

According to the Hague Process Report, Penninx highlighted three areas where decentralization may be advantageous in migrant integration policy.¹⁵⁵ The first area is policy content, in which flexibility should be offered by the national framework for local policy makers to devise policies for specific needs. A second is in the instruments made available to local authorities, particularly financial resources and budgets for policy implementation. The third is the capability of politically evaluating integration policies, which implies both the existence of integration policies and the later evaluation of the contents and priorities.

Recognizing that fulfilling fundamental rights is a shared responsibility across different levels of government, the EU Fundamental Rights Agency conducted research to examine how gaps between ‘rights on paper and rights on the ground’ can be overcome by cooperation across different levels of government.¹⁵⁶ Entitled ‘Joined governance; connecting fundamental rights’ the project identified practical tools, models and examples of good practice for effective multi-level cooperation in implementing fundamental rights, particularly at local and regional levels. This range of resources has also been compiled in an online toolkit.¹⁵⁷

PARTNERSHIPS

In the policy brief entitled *Managing Urban Mobility: Why Partnership is Needed and How One can Make it a Success*,¹⁵⁸ presented in the First Mayoral Forum on Mobility, Migration and Development, the IOM identifies a broad range of possible partners for local governments on the issue of migration, highlighting advantages and challenges. Below are summary points drawn from the formulations of the policy brief:

- **Migrant associations:** They help engage migrants in civic boards, thereby potentially increasing minority representation in local politics and ensuring diversity in policymaking. They may create campaigns fostering or participate in the recruitment of a more diverse city staff. They may equally help cities establish contact with migrant entrepreneurs for the development of

155. See Penninx, R. 2005, Integration of migrants: Economic, social, cultural and political dimensions. In *The new demographic regime: Population challenges and policy responses* (pp. 137–152). In: Juswiak, Teresa, Elain McGregor and Melissa Siegel. *Migrant and Refugee Integration in Global Cities: The Role of Cities and Businesses*. The Hague Process. 2014.

156. See project description and background (<http://fra.europa.eu/en/project/2011/joined-governance-connecting-fundamental-rights>).

157. FRA, 2011, *Joining up fundamental rights: An online collection of tools on how to implement fundamental rights across all levels and sectors of government*. EU Fundamental Rights Agency. Vienna. 2011. Available on FRA website (<http://fra.europa.eu/en/joinedup/home>).

158. IOM. *Managing Urban Mobility: Why Partnership is Needed and How One can Make it a Success*. International Organization for Migration. 2014. Available on UNITAR website : <https://www.unitar.org/dcp/sites/unitar.org.dcp/files/IOM%20Policy%20Brief-Mayoral%20Forum.pdf>

154. Ibid.

specific support programmes, including drawing migrant businesses into public procurement processes. Nonetheless, migrant associations may lack the capacity and the financial means to effectively fulfil these tasks.

- **Diasporas:** The policy brief defines diaspora as a distinct category from migrant associations, since the former are defined by their link to the 'community of origin'. 'Well-integrated' diaspora may help share financial and human resources between communities. However, diaspora engagement may be highly centralized, leaving little space for the cities. Additionally, the identification of interlocutors may be problematic due to the complexity of migration trajectories.
- **Civil society organizations:** Civil society is better capable of reaching diverse migrant communities, including migrants in irregular situations. Working with civil society organizations may benefit local governments, which may be constrained by national immigration legislation. However, lack of resources and coordination between civil society actors may decrease the effectiveness of isolated initiatives.
- **Public-private partnerships (PPPs):** PPPs are said to benefit the private sector, migrants and cities. For the private sector, migrants may supply the labour market – increasing competitiveness and addressing concerns related to corporate social responsibility – and form a new consumer base for firms. Migrants can benefit from programmes with the private sector that foresee their insertion in the labour market. Fostering partnerships with the private sector may allow for cities to obtain information on the labour market in order to design training programmes and provide for housing accordingly. Information and communication technology (ICT) companies may provide technological innovations that enhance mobility and inclusive planning within cities, as well as that can enable knowledge sharing and collaborative policymaking. The main challenges of PPPs stem from the lack of trust between actors or the lesser attractiveness of such initiatives for businesses due to their limited profitability.
- **Other cities and local governments:** National and international city networks allow for local authorities to share experiences. Participating cities may either have comparable historical and policy frameworks, or conversely, have dissimilar migration and political backgrounds. Partnerships between cities may be consolidated through city twinning or cooperation agreements. The challenges that emerge with such networks include limited transferability of practices, and availability of funds or personnel, which may hinder active participation.
- **Higher levels of government:** Cooperation with higher levels of government is desirable for

increasing consistency between national and local inclusion policies, which may translate into a more adequate provision and allocation of resources. Local level governments may lobby for changes in national policy frameworks concerning areas such as immigration, procurement or labour recruitment. Nonetheless, 'multi-layered migration governance' at both local and national levels of government may render it difficult to identify the right interlocutors.

- **International Organizations:** International organizations have knowledge and experience, dedicated resources and staff, as well as communication tools to facilitate partnerships between migrants and both communities of origin and reception. They also contribute to protecting the human rights of migrants. However, international organizations may face efficiency challenges due to their institutional structures and decision-making mechanisms, and may be negatively perceived at local level for lack of adaptation of certain values and policies to specificities in cities.

“International partnerships and cooperation networks are recognized constitutive processes of urban governance.”

4.5/ INTERNATIONAL CITY STAKEHOLDER NETWORKS AND FORA

International partnerships and cooperation networks are recognized constitutive processes of urban governance. These venues facilitate the exchange of knowledge and experience among cities, and provide platforms through which strategic inter-city alliances can be constructed. All this contributes to capacity building, institutional strengthening and effective innovative action of local authorities.

Six international stakeholder networks and initiatives have been organized around and/or have adopted a major focus on cities and migration. These networks have conducted or facilitated studies and research as well as consultative processes among their constituents, and have elaborated public policy declarations with recommendations and/or explicit member commitments relating to approaches and actions to take toward effective city governance regarding refugees and migrants. Further information on each of the six networks and fora is provided in Annex D. Examples of statements and commitments made by these actors illustrating significant convergences in approaches and responsibilities, as well as in the identification of roles and tasks arising in different city constituencies and associations, are provided in Annex E.

BOX 4**International city stakeholder networks and fora****1. The International Coalition of Inclusive and Sustainable Cities – ICCAR**

The *International Coalition of Inclusive and Sustainable Cities – ICCAR* was launched by UNESCO in 2004 following the call made for a common front in the global fight against racial discrimination during the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance that took place in Durban, South Africa in 2001.

Through ICCAR, UNESCO promotes international cooperation between cities to strengthen advocacy for global solidarity and collaboration, and promote inclusive urban development free from all forms of discrimination.

Today, ICCAR has over 500 member cities worldwide across its five regional coalitions (Africa, Arab World, Asia Pacific, Latin America and the Caribbean and Europe) and two national coalitions (USA and Canada). Each coalition has established a Ten-Point Plan of Action for member cities. The European Coalition of Cities against Racism (ECCAR) is one of five regional Coalitions of ICCAR.

2. The Annual Mayoral Forum on Mobility, Migration and Development

The annual *Mayoral Forum on Mobility, Migration and Development* is a global initiative supported by the United Nations Institute for Training and Research (UNITAR) and its partners

to gather city leaders from around the world to strategize and propose new and innovative approaches to urban governance in contexts of growing diversity.

3. EUROCITIES Working Group on Migration and Integration

The *EUROCITIES Working Group on Migration and Integration* draws on the EUROCITIES network of city professionals and practitioners to share knowledge and exchange ideas on integration and to increase the recognition of local authorities in promoting migrant integration through a multilevel governance system.

4. Cities of Migration

Cities of Migration is an initiative of the MayTree Foundation (Canada) that seeks to improve local integration practice in major immigrant receiving cities around the world through information sharing and learning exchange. It aims to promote city-to-city learning and to create links between the many actors involved in the practical day-to-day work of making integration a key component of urban development.

5. Cities for Local Integration Policy (CLIP)

Established in 2006, *Cities for Local Integration Policy (CLIP)* is a network of 35 European cities in 22 countries working together to promote the social and economic integration of migrants. The network is supported by a group of specialist European research centers, and operates under the aegis of a number of European organisations.

6. The Hague Process on Refugees and Migration (THP)

The *Hague Process on Refugees and Migration* is an independent, not-for-profit organization comprising a network of 4,000 individuals, public and civil society organizations and institutions from various fields, with the aim of developing concrete methods of dealing with the challenges of migration at national and municipal levels.

7. United Cities and Local Governments (UCLG)

United Cities and Local Governments (UCLG) represents and defends the interests of local governments on the world stage, regardless of the size of the communities they serve. Headquartered in Barcelona, UCLG supports international cooperation between cities and their associations, and facilitates programmes, networks and partnerships to build the capacities of local governments.

8. URBACT Network: Arrival Cities

Arrival Cities is an URBACT Network aiming at fostering the social inclusion of migrants by sharing good practices between ten partner cities: Amadora, Portugal; Val-de-Marne, France; Oldenburg, Germany; Dresden, Germany; Riga, Latvia; Vantaa, Finland; Thessaloniki, Greece; Patras, Greece; Messina, Italy; and Roquetas de Mar, Spain. URBACT is a European exchange and learning programme promoting sustainable urban development.

5/ An agenda for cities welcoming refugees and migrants

5.1/ PRINCIPLES, AREAS OF INTERVENTION, THEMATIC APPROACHES AND ROLES

There is indeed a solid, well-founded, well-elaborated, and widely implemented agenda for cities welcoming refugees and migrants. It is anchored in the values that make for viable, vibrant, welcoming and inclusive cities. Its principles, policy lines and actions are being put into practice in cities across Europe and elsewhere in the world. It covers the range of approaches and solutions to many if not most of the challenges faced by cities in receiving, including and integrating newcomers. It addresses the needs of new arrivals while remaining responsive to the concerns and needs of existing city denizens.

The literature, concrete experiences of cities and the perspectives of networks of cities reviewed above show the largely common 'agenda' being advocated and implemented in practice by many cities. This is the case across Europe and North America and may well be the case globally.

This section presents a largely convergent framework for a welcoming cities agenda, outlining principles, task areas, approaches, and roles of city governance. While the literature discussed varied in its use of different concepts and terminology, few significant divergences appeared. None of the literature dismissed a values-based approach and no reported city experience argued for restrictive, exclusivist or segregated measures.

The realization of this agenda requires political will and commitment by city authorities, space and support from regional and national government, the engagement of civil society and the private sector, and certainly the participation of established and newcomer communities alike. In sum, this agenda begs proper recognition, support and promotion. In spite of the difference in approaches and scopes of case studies, academic literature and public policy statements of practitioner networks, the challenges and policy perspectives related to cities and migration are clearly overlapping and often complementary.

The proposed framework for a welcoming cities for refugees and migrants agenda is presented below.

A. VALUES/PRINCIPLES FOR CITY GOVERNANCE REGARDING REFUGEES AND MIGRANTS

The majority of sources explored employed a number of the following terms and values:

- Inclusivity, in some cases in terms of anti-exclusion, anti-segregation; in a few cases explicit reference to inclusive public space;
- Integration (distinct from inclusion; referred to as purpose or goal as well as process);
- Services for all; also with reference specifically to availability, accessibility, affordability;
- Non-/anti-discrimination/anti-racism/anti-xenophobia;
- Equality/equal opportunities;
- Rights protection/realization: while explicit in few documents, this was widely implicit in terms of: non-discrimination, equality of treatment, access to services, inclusivity regardless of legal status;
- Welcoming culture/hospitality;
- Solidarity;
- Community/shared sense of belonging;

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

- Participation: in some cases with reference to mutual trust, democracy, community, shared sense of belonging;
- Diversity, cultural diversity;
- Dialogue;
- Social cohesion;
- Realizing the development potential and/or contributions of migrants and refugees.

These values can be considered in six interdependent and mutually reinforcing thematic clusters:

1. Bottom line need for protection

Implicitly or explicitly, nearly all of the different agendas reviewed above referred 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, 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 protection from discrimination, anti-foreigner hostility and xenophobic violence – directly affecting the security, safety, and physical and psychological integrity of persons.

Other experiences highlight that the employment of migrants, in particular women migrants, is often characterized by absence of decent working conditions, low pay, job insecurity, sexual harassment and high rates of occupational sickness, injury and death. This further underlines that the protection of migrants' rights at work is also an immediate concern of local government.

2. Non-discrimination and equality

Non-discrimination and equality – also in terms of equality of treatment and opportunity—are generally cited as values or principles for cities in addressing migrants and refugees. These deserve highlighting as they are explicit fundamental principles in all core international human rights Conventions¹⁵⁹ and in relevant international

labour standards¹⁶⁰; they are also stipulated in the Constitutions of many European States. They are thus binding legal norms applicable to the cities of Europe.

Relevant international norms specify prohibited grounds of discrimination to include race, ethnicity, gender, national origin, religion, political opinion; more recent instruments have included nationality¹⁶¹ and disability.¹⁶² A number of EU Member States included nationality as prohibited grounds for discrimination in implementing the EU 'Race Equality Directive' of 2000. Migrants and refugees often face multiple and interrelated forms discrimination, for example on grounds of race, ethnicity, nationality, gender, migrant/refugee status, social class and/or religion.

Discrimination – unjustified differential treatment – prevents equal opportunity, can provoke 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. Discrimination against migrants has been defined in General Recommendation No. 27 of CERD and General Recommendation No. 26 of CEDAW. Without special attention, immigrants and their children or certain among them can end up over-represented in the ranks of the long-term unemployed and at high risk of social exclusion. Exclusion and the erosion of social cohesion can result from the 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 discriminations in community life.

Discrimination has a double, indeed multiple 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 discrimination in employment in countries of destination, resulting in high levels of abuse and exploitation of women migrant workers.¹⁶³ Recognizing that sustainable urban development and gender equality go

“Discrimination – unjustified differential treatment – prevents equal opportunity, can provoke conflict among groups within the population, and undermines social cohesion.”

159. International Covenant on Civil and Political Rights; International Covenant on Economic, Social and Cultural Rights, International Convention on the Elimination of Racial Discrimination; International Convention on the Elimination of Discrimination Against Women, International Convention Against Torture; International Convention on the Rights of the Child; International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families; International Convention on Disabilities.

160. Especially ILO Convention 111 on Discrimination in Occupation; ILO C-158 on Equality of Treatment.

161. ICRMW, 1990.

162. International Convention on Disabilities.

163. See P. Taran, Patrick, I. Ivakhnyuk, M. da Conceição P. Ramos, A. Tanner, 2009, *Economic Migration, Social Cohesion and Development*. Council of Europe, Strasbourg. See: “Gender and migration”, pages 38-39.

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 the rights and inclusion of all city inhabitants, both women and men, girls and boys, from all backgrounds, facilitating access to decent jobs, encouraging the full participation in cultural, civic and political life and ensuring equitable provision of quality public services to all.

The experiences of several cities highlights particular discrimination faced by LGBTI people, some of whom fled homelands due to persecution on grounds of sexual orientation only to face similar or other forms of discrimination in places of refuge. Several cities have established specific protective responses as well as explicit provisions in non-discrimination legislation and policy regarding sexual orientation.

3. Services for all

All of the policy reviews and academic literature coincided in identifying 'services to all' without discrimination as an imperative for city governance. As the following subsection elaborates, city policies and practices generally acknowledge that arriving refugees and immigrants, just as the established population, require services: schooling, healthcare, access to housing, transportation, police protection, social security, maternity support, access to cultural activities including those reflecting their own cultural identity and heritage, etc. Most refugees and migrants work or enter the labour market sooner or later, including children once they grow up. They therefore require recognition of credentials and qualifications, skills retraining or adaptation, and job matching support to facilitate employment. More generally, people new to a city need information and orientation. New arrivals from other parts of the world may need time to learn the local language and may best benefit from information provided in their own languages, placing language training and local orientation high on the list.

Several assessments underlined the need for inclusivity in the provision of basic services regardless of immigration status or other legal distinctions, particularly for healthcare, schooling, food, housing, and decent work that are crucial to protection of human rights as well as to public health and safety.

4. Inclusion, integration, community

Nearly all the sources reviewed included references to notions or principles of inclusion, integration, community, and or social cohesion, sometimes without clear differentiation among these terms. There appears to be general recognition that a cohesive society requires individuals and communities to 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.

Differentiation between inclusion and integration is important. While the term inclusion can apply at different levels of interaction and can describe varying policy approaches and practices, the term integration – regarding populations—has specific definitions with conceptual references. An appropriate and useful definition is one established by the European Commission:

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.¹⁶⁴

This definition largely coincides with the expressed intentions of cities whose experiences are reviewed in this publication, although most reporting indicates that cities generally address all resident foreigners without discriminating on the basis of legal status. However, the term integration has often been applied loosely, sometimes to characterize policy and experiences that are more characteristic of assimilation, a notion distinct from integration.

5. Diversity

Diversity is mentioned in many of the reports; several explicitly cite managing or dealing with diversity as a core value or responsibility for cities in addressing refugees and immigration. Migration inevitably changes the ethnic, national, cultural, linguistic and religious composition of societies and communities worldwide. However, change and diversity do not always 'come naturally'; this is all the more so when established populations find public services disappearing, jobs becoming less stable, affordable housing more scarce, the cost of living rising, and so on. In the contemporary political climate, newcomers are widely – and inaccurately – associated with these problems by opinion leaders and news coverage making amalgams between foreigners and unemployment, crime, accommodation shortages, inflation, etc.

164. European Commission, 2003, *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* /* COM/2003/0336 final */. Brussels. Para 3.1 Definition and scope. See <http://eur-lex.europa.eu/legal-content/CS/TXT/?uri=celex:52003DC0336>

The reality is that immigration tends to expand employment and create jobs, lower crime rates, revitalize decaying neighbourhoods and expand national production and growth.¹⁶⁵ The reports reviewed demonstrate that city governments generally recognized that ‘changing the narrative’, encouraging inter-community respect and engagement and thereby supporting social cohesion is an important and challenging task.

As Brian Ray noted in an MPI report cited earlier,

History demonstrates, however, that diversity is not a sufficient condition to bring about the sustained inclusion of the different groups that populate a city. The collapse into inter-ethnic conflict of once relatively harmonious multicultural cities (...) highlights the fragility of cultural diversity. Learning to live with cultural diversity, managing cultural exchanges among people, organizations, and institutions, and dealing directly with inequities and discrimination are challenges that cities must face if they are to be socially inclusive and culturally diverse.¹⁶⁶

While anti-discrimination and equality of treatment measures are prerequisite foundations for integration policy, respect for diversity of cultures, opinions and religious beliefs provides the preconditions for ensuring the dignity of each person and allows their participation in the community – recognized as key aspects of well-being that contribute to social cohesion.

6. Development

While a few of the reports explicitly discussed the linkages between migration and development, the Global Mayoral Forum background papers and outcome documents emphasized development as an essential consideration for city governance. This aspect appears to be implicit in other city policy discussions. One evident challenge is to acknowledge refugees and migrants as long term participants in and integral to economic, social, cultural and civic development and well-being of host/destination cities where they reside, as well as persons who relate to and support ‘development’ in their communities and countries of origin.

The applicability to refugees, migrants and migration concerns of some 40 specific targets across 15 of the 17 Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable Development

suggests considerable scope for strengthening links to the 2030 Agenda in city policy and action.¹⁶⁷

B. TASKS / AREAS OF INTERVENTIONS BY CITIES, PARTICULARLY CITY GOVERNMENT

A comprehensive reading of the literature suggests that the urban governance framework needs to explicitly address the full spectrum local governance tasks and responsibilities, covering the following areas:

- Reception/Orientation;
- Housing;
- Health;
- Language;
- Education and schooling;
- Employment;
- Recognition of qualifications and experience for employment
- Enterprise/business development
- Transportation /Mobility
- Facilities infrastructure, recognizing that all services also require physical facilities;
- Infrastructure: housing, transportation, service facilities, etc. require utilities including water, energy (electricity, gas, fuel), waste/sewage treatment as well as road/streets, rail, etc.;
- City/urban planning;
- Access to public space ;
- Statistics, census and other (reliable, inclusive, disaggregated) data;
- Art and culture;
- Public relations/communications, including mass media; public commitments by city officials and organization of information sessions for local inhabitants and migrants and refugees
- Anti-discrimination/equality/human rights promotion, defense, monitoring;
- Integration (as specific, distinct policy and administrative task area);

“The imperative for a planned, well organized, coherent and adequately resourced ‘whole of government’ approach is manifestly evident across all of the literature reviewed.

165. 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 on ILO website: http://www.ilo.org/wcmsp5/groups/public/-dgreports/-dcomm/documents/publication/wcms_125362.pdf

166. Brian Ray, MPI, op. cit.

167. Global Migration Policy Associates, 2016, *The Sustainable Development Goals and Migrants/Migration: Relevant SDGs, Implementation Actions, Realization Measurement Indicators and Rationales for Inclusion*. Global Migration Policy Associates. See: www.undesa/internationalcoordinationmeeting/2016

- Partnership, mobilizing civil society and the private sector;
- Monitoring, including of labour standards, health inspection, policy evaluation;
- Public safety and policing, with deliberate 'migrant friendly' approaches.

C. THEMATIC APPROACHES

Often in relation to questions of values and principles for urban governance, the literature and survey reporting showed that many cities enunciate certain thematic approaches for their policy, profile, institutional arrangements and practice relating to migrants, in some cases explicitly specifying recognition of and attention to refugees and asylum-seekers. Terms evoking often complementary policy approaches across the literature included:

- Rights-based;
- Promoting Development;
- Contending with national policy;
- Welcoming cities;
- Cities of migration;
- Urban planning intentionally addressing (im)migration to cities;
- Whole of government (involving all of city administration in policy and action on migrants);
- Multi-level governance;
- Focal responsibility – referring to the creation or designation of a lead entity, usually for coordination across government agencies and with other stakeholders;
- Management ;
- Multi-stakeholder involvement/engagement;
- Partnerships, with mentions of public-private; civil society organizations; and volunteers;
- Exchange of experiences with other cities.

The imperative for a planned, well organized, coherent and adequately resourced 'whole of government' approach is manifestly evident across all of the literature reviewed. Similarly evident is the need for cooperation, coordination and partnerships across the broad spectrum of public, private sector, civil society and migrant stakeholders as elaborated below.

D. ROLES AND INSTRUMENTS OF CITY GOVERNANCE

The literature reviewed highlighted that city governance regarding migrants and refugees calls for several distinct but complementary roles and instruments of government. These definitions may be helpful for clarifying city governance roles and functions.

City governance roles noted included:

- Spatial and Social organization;
- Socio-political leadership – expressed as the need for strong urban executive(s) roles and profiles in shaping public opinion as well as city action);
- Administrative;
- Mediative – facilitating mediation among and between multiple actors and stakeholders, including public institutions, social partners, civil society entities, local community organizations and migrant and refugee groups;
- Local/national interface.

Local governments have access to instruments through which they may act to improve the reception and integration of migrants in cities. Instruments are the 'technical and social devices that organize specific relations between public authorities and their recipients based on the representations and meanings they carry'.¹⁶⁸ These include discursive, administrative, legal, participatory, monitoring, legislative, and procurement instruments, which may be distinct offices, departments or bodies, with some incorporating more than one of the above roles.

“The comprehensive city governance agenda on welcoming and integrating refugees and migrants requires coherent implementation and effective realization.

5.2/ KEYS TO THE URBAN AGENDA

The comprehensive city governance *agenda on welcoming and integrating refugees and migrants* requires coherent implementation and effective realization. Complementing the summary above and the broader knowledge reflected in this publication, the following points offer what can be suggested as implementing guidelines for the *Agenda* in the guise of a framework check-list. This check-list also draws on *Migration, Governance and Cities, a 10 Point Agenda for Local Governments* prepared for the IOM International Dialogue on Migration on 'Cities and Migration', 2015.¹⁶⁹

The framework checklist highlights that the concerns of migrant populations are those of the whole city, engaging responsibilities and entailing action across all and action of every administrative branch or department of government. At the local level, migration involves a plethora of processes,

168. P. Lascoumes et P. Le Galès. 'Instruments' in: L. Boussaguet, S. Jacquot and P. Ravinet, 2014, *Dictionnaire des Politiques Publiques*. Presses de Sciences Po.

169. Drawn from: P. Taran, with L. Beier, 2015, *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.

BOX 5

Framework checklist for a welcoming city governance agenda towards refugees and migrants

1. **A deliberate, values- and rights-based approach** to city governance, by definition welcoming and inclusive, should be explicitly announced in formal city policy.
2. **Services for all**, universal and equal access for migrants/immigrants and refugees to basic human and social services, without discrimination on any basis.
3. **Promoting integration and social cohesion**; equality of treatment and opportunity and prohibition of discrimination are essential components of city legislation, planning, policy, and practice.
4. A dedicated and ample **'campaign' against discrimination, racism and xenophobia**, aimed at promoting equality of opportunities and outcomes for all migrants. An integral part of such campaign would be the mainstreaming of gender equality perspectives across local policies and practices.
5. **Ensuring the right to the city** by deliberate, comprehensive measures for inclusion and integration, recognizing migrants and refugees as fellow 'denizens', social actors and political agents engaged in creating opportunities and realizing solutions.
6. **Celebrating culture and diversity**, recognizing cities as genuine places of diversity, accounting for their dynamism and offering best prospects for future development.
7. Incorporating **seven fundamental components for effective city governance**: comprehensive knowledge base, rights-based and gender-specific legislation, deliberate policy, interdepartmental coordination, designated focal points, urban planning, and evaluation.
8. **Engagement of all stakeholders** in the advisory, decision making and implementation bodies of city governance, notably the social partner economic actors, migrants and refugees, civil society organizations, and social service actors.
9. **Multi-level governance**, dialogue and cooperation, national and local, towards obtaining the political 'space' and support for cities welcoming and integrating refugees and migrants.
10. **Finances for services to all** and social cohesion – as well as maintaining the work force – must be reflected in allocations for focused programmes, targeted outreach, trained staff and specialized administrative departments as well as needed infrastructure.
11. **Media and public relations work** with deliberate strategy on migration and migrants, is essential to supportive public attitudes and gaining constituent support.
12. **Accountability at all levels**, by all actors, is essential to ensuring welcoming cities for refugees and migrants.

services and actors, including *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; neighborhood 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; and data and statistics on all of the above.

The presence and situation of immigrants therefore needs to be identified in the tasks and responsibilities of each and every department of city government, often requiring specific measures in order to reach immigrant populations who may not be reached by standard approaches designed for established populations.

This agenda deliberately uses the term 'governance' (not 'management'), to emphasize a fundamental judgemental approach regarding normatively based,

institutionalized, participatory decision-making, policy implementation, and practice that incorporates all citizens as actor stakeholders in governing their local spaces.

1. DELIBERATE VALUES AND RIGHTS-BASED APPROACH TO CITY GOVERNANCE ON MIGRATION

By definition, this approach is welcoming and inclusive, and should be explicitly elaborated and announced in formal city policy, preferably through consultative and deliberative processes engaging city governance bodies and the Mayoral office. Values commonly cited for cities' involvement in welcoming refugees and migrants (as outlined in Chapter 4) are: *Inclusivity; Integration; Services for all; Non-discrimination; Equality; Rights protection/realization; Welcoming culture; Hospitality; Solidarity; Community; Participation; Diversity; Dialogue; Development; and Social Cohesion.*

2. ENSURING ATTENTION TO AND SERVICES FOR ALL

There is no alternative to seeking universal and equal access for migrants 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 migration status – has basic health education and prevention as well as to curative services in case of sickness, accident or injury. This includes maternity protection, reproductive 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, with continuing technical, vocational and tertiary studies of great importance for both 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. 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 is no alternative to seeking universal and equal access for migrants and refugees to basic human and social services, without discrimination on any basis.

There are compelling economic as well as human rights and social arguments for including refugees and migrants in access to equitable public health, sanitation and other 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.¹⁷⁰

There is no question that current and future policies and programmes must take into account *gender equality* perspectives in order to guarantee equality for all refugees and migrants as well as protect and promote their human rights and ultimately ensure the full participation and integration of women and men alike.

3. EQUALITY IN DIVERSITY – NON-DISCRIMINATION

A peaceful, functional and prosperous city must prevent discrimination and xenophobia while promoting integration and social cohesion. This prevention and promotion go together and must be a priority of government, especially at the local level where people of different origins, backgrounds and lifestyles interact on a daily basis. A deliberate strategy for action, including communications preventing discrimination and promoting integration, have to be at the heart of local government planning and action.

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. Preventing discrimination and promoting equality of treatment and opportunity are an important 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.

Equality of treatment and opportunity and non-discrimination are essential components of all city legislation, planning, policy, institutional mandates, practice and communications. A designated local level monitoring, complaints and enforcement body is crucial to ensuring that the principles of equality and non-discrimination are practiced, and if not, that there are mechanisms in place to enable the identification and suppressing of infractions, as well as defending and providing redress for victims. The international prohibition of discrimination on grounds of gender, race, ethnicity, national origin, nationality, religion or belief, political opinion and disability must be enforced in cities.

4. SPECIFIC ANTI-DISCRIMINATION, ANTI-RACISM AND ANTI-XENOPHOBIA ADVOCACY AND ACTION

Cities must play an active role in combating racism, xenophobia and discrimination.

Preventing discrimination, racism and xenophobia requires not only the promotion and implementation of standards, public education, positive discourse and action; it also requires prohibiting and suppressing hate speech, discriminatory behaviour and, especially, racist and xenophobic violence. This includes strengthening legislation, mandating institutions and engaging practices of prosecution and sanctioning offenses.

Specific attention is also required to guarantee freedom from all forms of discrimination for or lesbian, gay, bisexual, transgender and intersex (LGBTI) persons.

5. THE RIGHT TO THE CITY: INCLUSION AND INTEGRATION

Ensure the right to the city for all. Complementary 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 construed as a collective claim, since transformation is only possible through collective efforts. 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

170. The Hague Process on Refugees and Migration, 2007, Big Cities and Migration. Final Report of International Working Conference. The Hague: THP.

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

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 and integration, but also capable of and expected to contribute to realizing solutions and creating opportunities in cities. A welcoming atmosphere necessitates a discourse of rights for all to the city, and channels incentives for mobilizing social and political participation. This implies deliberately including migrants and refugees as active participants in the design, implementation and evaluation of all programmes, services, initiatives and projects concerning their needs along with those of the wider city. Substantive practices of citizenship emphasize the difference between having rights and having the ability to enjoy them. With training, migrants can provide psychological support and legal advice to other migrants – sharing their own experience of arriving & settling in their new locality.

Enabling resident migrants and refugees' local political participation including through voting rights enhances their effective engagement with and inclusion in the city. Such participation is indeed established and remains on the horizon line of many cities 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.¹⁷¹

“Migration brings diversity and diversity brings opportunities for cities.”

6. RESPECTING CULTURE AND DIVERSITY

Migration brings diversity and diversity brings opportunities for cities. 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. Large cities are places of diversity, which is key to their past and present dynamism and prospects for future development. Cities are also places of protection and preservation of cultural heritage. Target 11.4 of Sustainable Development

Goal 11 specifically emphasizes the role and importance of cities in ‘[strengthening] efforts to protect and safeguard the world’s cultural and natural heritage’.

Unbalanced and prejudiced public perceptions and terminology with regards to migrants and refugees must be tackled in cities. In turn, cultural pluralism, commonality and the contribution of newcomers as residents of a larger community can be proactively acknowledged and brought into public knowledge within city space. While public actors and the media have a pivotal role to play in fostering change, shifts in public opinion will remain dependent on promoting individual and collective awareness and responsibility.¹⁷²

7. INTENTIONAL, ORGANIZED, COMPREHENSIVE GOVERNANCE

Comprehensive knowledge base, rights-based legislation, deliberate policy, interdepartmental coordination, designated focal points, urban planning, and evaluation are seven cardinal components for appropriate and effective city governance addressing migration.

1. Obtaining disaggregated data; accurate and up-to-date statistics and comprehensive knowledge on migration contexts, dynamics, technical approaches, and good practice are the essential basis for governance. It is vital to know how many migrants and refugees, are in the city, including information on their gender and age composition; educational attainment, skills and qualification; health profiles and pathology risks; social protection needs, etc. for provision of services and support, such as for labour market insertion. Similarly, data on economic situations, housing conditions; spatial distribution – including regarding access to schools, health facilities, employment opportunities; neighbourhood concentrations, etc. are required for planning, developing and delivering urban infrastructure, facilities, utilities, and services.
2. The universal concern across government 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 that provides normative grounds and regulatory parameters for the principles, policy lines, institutional mandates, stakeholder participation and the practices that constitute the governance framework for addressing refugees and migration.

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

172. Ibid.

3. For a coherent legal and policy framework, the development process is as important as the outcome. Viable policy and its 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.¹⁷³
4. Effective welcoming policy and the universality of impacts require deliberate, 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 partners and stakeholders outside government, namely employers, trade unions, social service entities and concerned migrant communities.
5. The experiences of many cities shows the importance of focal points within each department, in planning bodies and in coordinating mechanisms. It bears emphasizing that if the specified person is not responsible then no one is, and that if everyone is made responsible, no one is.
6. Immigration into cities is generally a long term if not 'permanent' feature across Europe as elsewhere. City urban planning must factor in the growth, change and challenges that migration will continue to bring. Furthermore, procedures, if not detailed plans, must be on the table to address contingencies, recognizing probabilities of emergency situations arising.
7. Ongoing monitoring and evaluation of initiatives and experiences allows for the adaptation of policy and practice to changing conditions and to ensuring it remains appropriate, effective, inclusive and sustainable.

8. ENGAGEMENT OF ALL STAKEHOLDERS

The city comprises a broad range of actors and organized 'stakeholders' outside of the government apparatus. Particularly important for reception and integration of migrants are the 'social partners', the economic actors, the employers who employ locals and migrants alike, and the trade unions and professional associations representing those who are working. These and other actors need to be engaged and involved in the advisory, decision-making and implementation bodies of city governance.

The active participation of migrants and refugees 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. Such initiatives must ensure accountability to collectively identified community needs and involve other stakeholders in policy setting and oversight.

9. MULTI-LEVEL GOVERNANCE

Local governance on migration is significantly affected and often constrained by national law and policy pertaining to migration and refugees in the following areas; temporary migration schemes; border control and visa policies; migrant detention, return and expulsions; humanitarian and human rights measures; foreign policy; national security considerations; cooperation and coordination with other countries in regional migration regimes; and cooperation with international institutions;¹⁷⁴ as well as by factors of decentralization, local government financing, revenue and budgeting for health, education, welfare and other services.

As innumerable experiences show, lacunae at one level can have devastating impacts at another. If, for example, there is no provision for additional support from regional, federal or national government for increased school enrolment or another key service area, then local authorities are saddled with a budget deficit 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.

“The active participation of migrants and refugees is essential not only in consultative bodies, but in the composition of governance itself

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

174. International Migration Policy Program, 2000, *The IMP Reference Manual*, edited by P. Taran. International Migration Policy Program, Geneva and Bishkek/Issykul, May 2000. Section 9: 'National Migration Policies and Structures'.

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

“A key challenge is therefore arranging dialogue and cooperation between national authorities and local governments

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.

A deliberate communications strategy can promote a positive image of migration and diversity and highlight the contribution of migrants to sustaining and developing cities, societies, and national economies. City governments must strive to shape narratives, working with media – to ensure their full comprehension of the current situation, policies and governance/actions taken by local authorities relating to migration, providing facts, figures and arguments that support the values and principles underlying the city’s welcoming migrants agenda.

Local authorities have great discursive power. Public commitment to the reception and integration of migrants as refugees is key to fostering a welcoming culture in the city. Mayors and other city leaders can make ‘welcoming’ policy statements and comment ‘early and often.’ These can be accompanied by regular and open communication and exchange of information with both local inhabitants and newcomers.

An information and communication strategy should ideally also incorporate multilingual access to public services and information, and transparency of policies and practices. This can involve the active use of cities’ own and local social media coverage, establishing spaces and opportunities for interactive discussion, for encounters and for seeking help, advice and information. Information should be made freely available to all.

10. FINANCES

The opportunities and costs of maintaining a viable work force, social services to all and social cohesion must be reflected in the costing of government. Representative personnel, trained staff, focused programmes, targeted outreach, and specialized administrative departments all require resources. The budget challenge for cities is therefore one of ensuring that the additional needs of new populations – or changing populations – 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 to 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 targeting national governments, including at executive and parliamentary levels. In some cases it may require judiciary initiatives to ensure that applicable national legal and regulatory standards are upheld, and that the necessary financing is provided to realize them.

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

11. COMMUNICATIONS

Media and public relations work is key to supportive public attitudes and gaining constituent support for cities welcoming refugees and migrants. There are many stories to be told of how migration is creating jobs, saving neighbourhoods, enhancing economies, providing affordable healthcare, reducing crime, rejuvenating culture, and assuring the future wellbeing of host economies. Just

12. ACCOUNTABILITY

Accountability at all levels, by all actors, is essential to ensuring welcoming cities for refugees and migrants. Accountability means the obligations of city government, of civil society actors, of private sector partners and of community organizations to communicate and account for their policy, decisions, actions and activities, to accept responsibility for them, and to ensure responsiveness to needs collectively identified with participation of concerned stakeholders. Accountability includes respect for and realization of human rights, ensuring the 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, including review of actions and results.

“Accountability at all levels, by all actors, is essential to ensuring welcoming cities for refugees and migrants.

6/ A survey of cities: the reality check

A primary starting point for the UNESCO-Marianna V. Vardinoyannis Foundation-ECCAR initiative 'Welcoming cities for refugees' was the circulation of a survey questionnaire, designed by UNESCO, to all 129 member cities of ECCAR. The survey solicited contextual information on cities, assessments of issues city governments face in welcoming refugees and migrants, and descriptive information on policies and practical initiatives.

The questions were deliberately formulated to obtain city government views on the nature and characteristics of the challenges at the local level and to identify positive and innovative 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. The full questionnaire is provided in Annex B of this publication. As of 2 November 2016, detailed responses have been received from 21 cities in 11 countries: Athens, Greece; Barcelona, Spain; Berlin, Germany; Bologna, Italy; Darmstadt, Germany; Erlangen, Germany; Esch-sur-Alzette, Luxembourg; Geneva, Switzerland; Ghent, Belgium; Graz, Austria; Helsingborg, Sweden; Karlsruhe, Germany; Lausanne, Switzerland; Liège, Belgium; Malmö, Sweden; Metz, France; Nancy, France; Rotterdam, the Netherlands; Soest, Germany; Stockholm, Sweden; Uppsala, Sweden; and Vienna, Austria. Berlin included its detailed Masterplan for Integration and Security that provided considerable information relevant to the survey questions. Authors also included relevant data from a case study¹⁷⁵ of Lisbon, Portugal to thus incorporate data on a total of 22 cities in 12 countries.

The responses represented a wide range of city sizes, circumstances and experiences across 12 countries around Europe, offering a relatively representative breadth and diversity of 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. Completed surveys returned by 21 of 129 ECCAR member cities represented a response rate of 15.5 per cent, a respectable return for this initial round. Survey questions were circulated in English and French, likely limiting replies from cities where neither is a commonly used working language. 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 'spreadsheet' of responses data permitted identifying convergences and specificities in the situations and responses 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 organizational 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.

“The responses represented a wide range of city sizes, circumstances and experiences across 12 countries around Europe, offering a relatively representative breadth and diversity of situations

ECCAR member cities that responded to the survey questionnaire:

Athens
Barcelona
Berlin
Bologna
Darmstadt
Erlangen
Esch-sur-Alzette
Geneva
Ghent
Graz
Helsingborg
Karlsruhe
Lausanne
Liège
Malmö
Metz
Nancy
Rotterdam
Soest
Stockholm
Uppsala
Vienna

175. Juswiak, Teresa. *Migrant and Refugee Integration in Global Cities: The Role of Cities and Businesses: Case Study Lisbon*. The Hague Process on Refugees and Migration (THP) 2014.

The following sections highlight some key findings by survey theme, noting specificities (e.g. new local initiatives and policy adaptations) and convergences (e.g. challenges regarding service provision and actor coordination) across cities.

6.1/ ESTIMATED NUMBERS OF FOREIGN-BORN INDIVIDUALS

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

With the exception of Barcelona and Liège, all cities responding indicated increases in the numbers of their foreign-born/foreign-origin populations in the last few years.

6.2/ ESTIMATED NUMBERS OF REFUGEES AND ASYLUM SEEKERS RECEIVED

The cities surveyed have been affected differently by arrivals 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 unaccounted for in population surveys. Certain survey responses noted that these 'invisible' individuals were consequently

“The cities surveyed have been affected differently by arrivals of refugees and asylum seekers, especially since 2015.

more likely to be excluded from governmental policies and services. The questions and responses did not attempt an assessment of the reliability of the data and or estimates. The survey reporting also did not address variations between reported or estimated numbers of arrivals and numbers of migrants/refugees remaining in the locality, other than in commenting on question 3 as to whether they self-characterized as destination or transit cities.

Some reporting cities seemed to have been subject to greater pressures, with size and location being important factors in this regard. For example, Berlin received 50,000 individuals in refugee-like situations and an additional 1,800 unaccompanied children in 2015, and expects to receive a similar number in 2016. Smaller German cities – whether transit or destination cities – have also seen a significant increase in the number of asylum seekers and refugees in the past two years. Darmstadt and Erlangen, each with a population of about 100,000 inhabitants, have received approximately 2,000 asylum seekers or refugees. Soest, a city with less than 50,000 inhabitants, declared having received 400 asylum seekers. As a city benefiting from reception facilities, the city of Karlsruhe received 5,400 refugees in January and 2,136 refugees in April 2016.

Southern capitals and medium-sized cities across Europe responding to the survey generally welcomed increased numbers of migrants and refugees. Barcelona received 1,374 asylum seekers in 2015, and within the first quarter of 2016 has already received an additional 680. The city of Bologna had, in the same year, 980 refugees and asylum seekers and an estimated 1,000 other individuals in similar situations. These are, however, not under the responsibility of the official reception facilities and thus are not included in the official statistics. Lisbon received 872 requests in 2015, twice the total of officially recognized refugees living in the city as of 2013 (483 individuals). Athens reported 3,000 refugees, asylum seekers and persons in refugee-like situations currently living in the city.

Requests for asylum increased in the four Swedish cities contributing to the survey. In 2014 and 2015, approximately 4,000 asylum seekers arrived in Stockholm, while 7,700 arrived up to April 2016. Malmö had 5,000 asylum seekers registered in the reception system of the migration board, while there were 1,939 refugees with a permit for permanent residence registered in the city. Uppsala counted 2,650 asylum seekers with in addition 1,300 refugees having resident permits. Helsingborg, a smaller city, had 1,500 individuals registered as asylum seekers.

In 2015, 7,500 individuals who had obtained asylum were living in Geneva. In the same year, 900 refugees with permits were living in Rotterdam, and some 1,750 more asylum seekers are anticipated to arrive in 2016. As of

June 2016, the total number of refugees receiving social benefits in Vienna was 20,600. The numbers of asylum seekers reported for other cities were: 3,200 for Graz, 1,500 for Ghent and 900 for Metz (500 of whom have already obtained a regularized status).

An exception to the trend reported by most responding cities was Liège, which observed a decrease in the number of refugees and asylum seekers in its territory. The survey responder attributed this decrease to a national parliamentary change in refugee legislation in December 2015, and to the progressive reduction of emergency reception capacity. The survey responder noted that recognized refugees no longer obtain residency with unlimited duration, but a residence permit (*'droit de séjour'*) of five years. The responder also reported that, although reception capacity at the Federal Agency for Reception of Asylum Seekers (Fédasil) increased in 2015 from 16,000 to 35,000 places, the federal government demanded a progressive shutting down of emergency facilities (e.g. tents, mobile units, beds in communitarian spaces, etc.) and on 3 June, the shutting down of 30 temporary reception centers, manifestly weakening the reception capacity of the national network.

6.3/ CITY PROFILES: TRANSIT OR DESTINATION?

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 affected by a variety of factors including national policies, access to support and settlement options, where relatives or other compatriots may be located as well as border closures, where authorities may move them to, and whether migrants/refugees have sufficient funds for onward travel. 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 generate data on factors contributing to decisions to remain in or transit through cities because it was a survey of local authorities, not of migrants and refugees. Some responses, however,

“Some responses, observed links to where employment opportunities and services or reception and settlement facilities were available for migrants and refugees.

observed links to where employment opportunities and services or reception and settlement facilities were available for migrants and refugees. For the city of Soest, its location in a rural area was seen as a factor rendering it less attractive to predominantly young migrants and refugees. Differently, the city of Darmstadt described itself as a destination city for its reported booming scientific sector, which has improved the city's overall economy and labour market. Athens was a major point of transit, reporting that 800,000 asylum seekers passed through the city in 2015. However, the complete closure of borders to neighboring countries in the Balkans in March 2016 has rendered it a destination city, at least temporarily. With 20,600 refugees as of June 2016, Vienna may be considered a destination city within Austria and Europe. Nonetheless, during the autumn of 2015, 300,000 refugees were reported to have transited through Vienna to reach other European cities, mainly in Germany. Regional and national reception and distribution policies appear also to have influenced whether a city reported itself as a transit or destination city. Erlangen and Karlsruhe (Germany) and Metz (France) – which are designated as regional reception centers in their respective countries – may be both transit and destination cities. A certain number of asylum seekers and refugees must pass through these cities in order to undergo initial procedures and obtain access to administrative and service facilities. Once they obtain a recognized or regularized status, they may be relocated across the region or country according to quota policies.

“The major challenges reported by cities and local governments regarding refugees' and migrants' arrivals are housing, education and employment.

6.4/ SPECIFIC CHALLENGES FOR CITIES AND LOCAL GOVERNMENTS REGARDING REFUGEE AND MIGRANT ARRIVALS

The major challenges reported by cities and local governments regarding refugees' and migrants' 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 highlighted by 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, with Rotterdam

being the only reporting city to state that housing has not been a challenge. Other cities reported struggling with housing, since its availability and affordability is dependent on greater structural conditions, namely often inflexible public and private housing markets. The issue of financing public housing

construction was furthermore highlighted as an obstacle by several respondents, noting that the availability and affordability of public housing is significantly dependent on financial support from central governments. City reports indicated that availability of temporary homes and shelters was limited, and the recent arrivals of refugees and migrants has led to problems of overcrowding and increased segregation (from other residents and neighborhoods in the city) and has moreover instigated recourse to informal strategies (such as sleeping in the streets or being sheltered by volunteers). As identified by the city of Erlangen, this situation may aggravate physical, psychological and social troubles faced by refugees and migrants. Once refugees receive a regularized status or residence permit, permanent housing solutions are limited, according to several responses. The public sector (e.g. social housing) was deemed often insufficient and the private rental market was not seen as providing solutions, as rents are expensive and, in some cases, landlords engage in discriminatory practices against migrant populations.

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 allow them to be included in a society and offers adults the possibility to enter the labour market. A primary concern raised by city reports was the inability to provide for sufficient language courses for the target populations, adapted to different ages and language levels. Some cities indicated greater leverage over this area, as they are responsible for education facilities while other cities noted severe constraints imposed by national policies and budgets. Erlangen for instance, highlighted the responsibility of the central government for under-provision of education services and for inadequate information to guide registration of refugee and migrant children in schools. Additionally, a concern linked to education outlined by Barcelona, Liège and Vienna is the lack of recognition of diplomas and competencies of foreign-born individuals. This was seen to impede labour market insertion.

Employment and access to the labour market, linked to the above two concerns, was the third most cited

“...responses suggest that new integrated strategies should be developed to counter the treatment of issues in a ‘silo approach’.

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. The cities of Esch-sur-Alzette, Geneva, Ghent, Lisbon, Malmö and Stockholm underlined these challenges.

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’.

6.5/ ADDITIONAL RESOURCES RECEIVED BY CITIES TO ADDRESS REFUGEE ARRIVALS

Cities experiencing increases or surges in refugee and/or migrant arrivals indicated that some had and some had not obtained supplementary resources to respond to new needs. Several cities were able to reallocate local budgets to address the targeted population. In Ghent, the Public Service for Social Welfare was able to dedicate an extra €3.1 million to expand staff and improve the quality of its services.

Several cities reported that national governments have assumed some responsibility for support of arriving refugee populations who have not yet been regularized or received a residence permit. Barcelona, Esch-sur-Alzette and Vienna noted that the respective central governments provided local associations with additional funding. Esch-sur-Alzette also noted that Luxembourg’s central government offers cities subsidies for housing, education and social aid. All four Swedish cities responding reported that they received additional resources from the State through the National Swedish Migration Agency, especially for housing and children’s education services. Helsingborg, for instance, received €7 million in 2016 and will receive €8 million in 2017. However, reporting suggested that local resources seem only to have been made available for those who were granted the right of residence in Sweden.

German cities reported receiving funding from the federal government through channels such as Integration Packages. However, housing for refugees was reported to be assigned to the *Länder*. The regional *Länder* governments were reported to have reimbursed increased housing costs for cities responding to increased demand, but not for the increased administrative costs. Vienna will receive a national special payment to help finance extra expenses.

Specific examples of national policies directed to cities were mentioned in reports by Ghent and Rotterdam. According to the latter’s response, the Dutch government provided cities with a budget of €2,370 per refugee, with the goal that the latter provide appropriate integration and settlement

assistance. Ghent's refugee center is entirely paid for by the Belgian federal government and the Flemish regional government helps finance integration courses. Unlike the above-mentioned cities, Athens, Liège and Metz reported receiving no additional resources from national government.

Other actors were reported to have contributed to increased resources for refugees and migrants in European cities. These include the European Union through the regional structural funds (identified by Bologna and Karlsruhe) and the Asylum, Migrant, Immigration Fund (AMIF) (identified by Darmstadt and Karlsruhe), as well as some resources mobilized by civil society organizations and private companies.

6.6/ SPECIFIC POLICY FRAMEWORKS AND/OR DEPARTMENTS ON REFUGEES AND MIGRANTS

Several cities reported that they established specific policy and/or administrative frameworks to address reception of refugees and migrants, as well as integration. The survey included an indicative 'check-list' for cities, namely the categories of employment/job-seeking, health, housing, nutrition, and schooling. Cities responding were invited to add other areas they considered important. Most responding cities marked all these service/challenge areas. Several added integration, language programmes and/or attention to leisure activity. On the administrative side, cities indicated a range of organizations, generally either existing specific municipal and national agencies or cross-departmental endeavors. Certain cities responded to current pressures by creating new, tailored plans or strategies and/or agencies.

Athens, Barcelona, Graz and Lausanne noted that they have municipal bodies specifically dedicated to refugee/migrant populations. In Barcelona, the Care Service for Immigrants, Emigrants, and Refugees was created in 1989 to complement the Spanish State's refugee reception program. A complementary program dedicated to refugees aims at addressing the limitations of the state relocation plan, allowing those for those who wish the right to remain in the city. Furthermore, two houses were created for LGBTI refugees who have fled their home countries due to gender-discrimination and repression and suffer abuses in the new country. The city of Athens created a vice-mayor position for migrant and refugee affairs, as well as a department for the reception and social integration of migrants and refugees. The Lausanne Office for Immigrants was the first of its type in Switzerland and its equivalent in Graz, which exists since 2005, more recently adapted to new demands. Bologna addresses refugees and migrants through the existing municipal public agency for social services. In Vienna, the city government appointed a refugee coordinator, who is also the head of the Vienna Social Fund at the *Magistratsdirektion* (the highest level of administration

in Vienna). The Vienna Social Fund is responsible for contracting NGOs for the provision of basic social benefits, accommodation, counseling and health insurances. Lastly, the Municipal Department 17 for integration and diversity supports the inclusion initiatives along with other institutions.

Several cities reported inter-agency coordination approaches. Ghent created a Task Force on Refugees with three main working groups focusing on shelter provision, volunteering and public awareness and integration. Darmstadt, Metz and Rotterdam address migrants and refugees through cross-departmental endeavors.

Several cities developed specific plans in the past months to better tackle emerging pressures and challenges. Barcelona put forth the 'Barcelona, City of Refuge' Plan (September 2015), aiming at gaining local political leverage and international recognition. Berlin developed a Master plan for Integration and Security (2016), creating the Berlin State Office for Refugee Issues and fostering increasing coordination between state departments, boroughs and non-governmental organizations. Likewise, Esch-sur-Alzette established a Local Integration Plan in 2014 as a management tool to promote sustainable, transversal and collaborative integration policy.

Comparing the Swedish cities' responses more specifically shows that localities even in the same country respond differently to refugees' and migrants' needs and derivative challenges. This suggests a certain degree of leverage for cities. While the capital city does not have a specific policy formulation and the targeted population is addressed by the Swedish Migration Agency, Malmö has established an interagency agreement between the city, the Migration Board, the Swedish Public Employment Service and the Region. Uppsala created a strategic plan aimed at the reception of migrants and refugees along with a number of specific measures.

6.7/ SERVICE AREAS ADDRESSING REFUGEES AND MIGRANTS

The survey asked city respondents to identify which general categories of support services were particularly solicited in meeting needs of refugees and migrants. The question included an indicative 'check-list', namely the categories of employment/job-seeking, health, housing, nutrition, and schooling. Cities respondents were invited to add other areas they considered important. Most responding cities marked all these service/challenge areas.

Several city survey responders offered details on how such needs are being addressed. A few noted engagement with civil society service providers. Esch-sur-Alzette for example, indicated that it works with Caritas, which manages the local home for 'international protection seekers'; the city

also contacted local associations to encourage them to offer activities for residents of this shelter, notably to encourage exchange between refugees and other residents in the city.

Health, schooling, housing and employment services were almost universally indicated as main concerns and thus top priorities – and sometimes difficulties and challenges – for cities in the reception and integration of refugees and migrants. Several city responses simply check-listed those areas, several added some data on specific actions, and several responses noted additional areas of concern, namely integration, language programmes and/or attention to leisure activity.

6.8/ NEW INITIATIVES BY CITIES IN THE LAST YEAR TO ADDRESS REFUGEE AND MIGRANT ARRIVALS

In addition to institutional adjustments responding to recent refugee and migrant arrivals, a plethora of local initiatives may be identified. These often try to cope with immediate material and administrative challenges. Some directly refer to a human rights-based approach. The cities of Barcelona, Berlin and Uppsala have engaged in developing integrated strategies, or 'plans'. The 'Barcelona City of Refuge Plan' was launched in September 2015 in order to equip the municipality with a permanent reception model. Berlin's 'Masterplan for Integration and Security', which is currently in its implementation phase, attempts to define a territorialized model for reception and integration of migrants and refugees, focusing on smaller spatial units such as the neighborhood. It proposes installing or encouraging a series of integration facilitators, including 'neighborhood mums' (individuals offering refugee accommodation facilities), temporary 'MedPoints' care centers, and trained job placement teams for asylum seekers. The Uppsala Executive Board adopted an overall strategic plan dividing attributing responsibilities to different administrative authorities in five main areas: the coordination of activities and resources; housing and accommodation; schooling and information on community service; reception and employment; and leisure activities and social inclusion.

Bologna and Graz have adapted specific centers and created a specific working group dedicated to guiding refugees through administrative procedures and assisting in access to basic services. Bologna benefits from a 'Welcome Regional HUB Via Mattei' and a 'HUB Minori' (for unaccompanied minors). The name and tasks of these centers represent a nominative and normative transformation as they replaced the former 'Center for Identification and Expulsion'. Graz set up a task force group with members from different city departments meeting on a weekly basis in order to jointly organize housing infrastructure with the regional Styria Province government, promote events for

the exchange between communities, offer German lessons and develop a special package for unaccompanied minors. Differently from these two cities, local authorities in Nancy nominated leading local associations for each area identified as crucial for the reception of migrants and refugees. These associations and their work benefit from financial, technical and legal support from the local government. Vienna developed a series of initiatives in the absence of expeditious national responses to the inflows of refugees during the autumn of 2015. In order to address issues of health insurance, logistics, and mobility, Vienna created a local 'ID Card' for migrants and refugees in the city. Additionally, the city put forward the 'StartWien' and the 'Bildungscheibe' initiatives. While the former provides refugees living in housing centers with coaching and orientation talks on the 'Vienna Charter' on living together, the latter entails the collaboration of multiple actors (e.g. city administration, NGOs, churches, welfare organizations, civil society organizations and volunteers) in counseling refugees on education, labour market services and adult education institution. The City of Vienna has also created targeted education and housing policies for women and unaccompanied migrants.

Responding to housing pressures, Geneva, Ghent and the two Swedish cities of Stockholm and Malmö presented different initiatives. In the case of Geneva, the Canton (state) of Geneva was the one to offer a solution by opening an underground civil protection shelter. The city of Ghent privileged the increase of personnel to address the accommodation challenge, recruiting a full time equivalent coordinator for housing, reporting to the Housing Service on Asylum Seekers and Transit Accommodation. An additional full time equivalent coordinator was hired to work within the department for community and welfare and a half-time equivalent advisor responsible for sensitization and communication efforts. The Swedish capital elaborated a project for constructing modular housing and providing decent temporary housing for vulnerable populations arriving in the city; while Malmö intensified its emergency plan.

Initiatives aiming at improving multi-level governance may also be identified for some of these cities. The cities of Ghent, Karlsruhe and Malmö assembled different authorities and administrations to outline competences and instances of collaboration. Karlsruhe seems to have also acknowledged the efforts of civil society, and has established a special fund for 2015 and 2016 of € 150,000 per year dedicated to voluntary initiatives. Lastly, it may be important to note that Barcelona and Geneva emphasized a human rights-based approach to responding to increased arrival of refugees. As outlined in the *Barcelona City of Refuge Plan*, States should comply to fundamental standards of humanitarian law. Geneva went beyond the discursive inclusion of a human rights framework and instituted a policy in 2014 ensuring individuals equal access to municipal services without any

discrimination based on origin, residence status, religion or characteristics. Furthermore, it created a project called 'Asile-LGBT' to specifically address the needs of LGBTI refugees.

6.9/ COLLABORATION OF CITY ADMINISTRATION WITH OTHER STAKEHOLDERS

Responses from all cities 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.

The city of Athens stressed the importance of international and non-governmental organizations in filling knowledge gaps with regards to migration governance. It signed a memorandum of understanding with an international organization with experience in the area in order to learn practices and adapt policies. Likewise, it works closely with associative coordination teams, such as one in Victoria Square, which have regular contact with migrant and refugee groups. The French city of Metz equally supports associations, with particular attention to those offering French lessons (e.g. Secours Catholique and Saint Vincent teams) and promoting social cohesion in popular neighborhoods (e.g. ANIM'FLE, Nouvelle vie du Monde and CACS Lacour). Vienna's Social Fund collaborates with NGOs to provide for decent living conditions and with the Vienna Fund for the Promotion of Employees and Labour Market Service in order to register professional qualifications and experiences of asylum seekers.

Barcelona, Ghent and Helsingborg expressed the need to formalize and coordinate volunteer actions. The 'Barcelona City of Refuge' plan established collaboration mechanisms through the Citizen Agreement for an Inclusive Barcelona, a tool for cooperation between civil society and the city council. It currently encompasses more than

“Responses from all cities stressed the importance of partnership and collaboration strategies with other actors including non-governmental/civil society organizations, the private sector and volunteers.

600 bodies, associations and organizations in the city and has developed thematic networks including the 'resilient Barcelona network', the 'Barcelona immigrant reception and support network' and the 'prevention and coexistence network'. The City of Ghent has created three working groups that deal directly with other stakeholders, including a group on shelter, one on integration and one on volunteers and public awareness. Initiatives may be better aligned through the online forum created for this purpose.¹⁷⁶ The city of Helsingborg developed a volunteer center connecting people who want to do volunteer work with the city and become 'buddies' for migrants and refugees.

6.10/ MEDIA AND PUBLIC RELATIONS STRATEGY ON WELCOMING REFUGEES AND 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 disseminating information on the current local, national and international situation via public events, websites, social media, magazine publications and flyers. The reporting cities of Barcelona, Bologna, Esch-sur-Alzette, Graz, Ghent, Nancy and Vienna have created dedicated websites or used their own webpages to continuously disseminate information for both local inhabitants and migrants and refugees.

In Rotterdam, a communication strategy was carefully crafted to present the inauguration of a new asylum center and to provide migrants and refugees with information on the host society. Uppsala's campaign focused on ways inhabitants could take action with different volunteer organizations. In Karlsruhe, the mayor held two general community information meetings for citizens concerning the current migrant and refugee situation in the city. Malmö's external information and communication activities are outlined in its more comprehensive Communication Plan involving other reception and coordination mechanisms. Its main purposes are to support spokespersons with frequently asked questions, to provide media coaching, to 'personalize messages to different audiences'; and to 'balance empathy and objective messages in communications'.

The 'Bologna cares!' campaign has used both digital and face-to-face instruments to encourage and express the city's commitment to a 'welcoming culture'. Additionally, Bologna promotes projects on education with the support of the EU

176. See: <http://solidair.stad.gent>

Directorate General Development and Cooperation under the framework of AMITIE CODE. Geneva has promoted similar campaigns aiming at deconstructing stereotypes, through the 'Genève, sa gueule' initiative, presenting life stories of Geneva's inhabitants to challenge prejudices, and providing citizens with the tools to identify and fight against racism through 'Ma boîte à outils contre le racisme'. Erlangen joined the Council of Europe-European Commission's 'C4i-Communication for Integration' campaign.

In addition to communication campaigns, the cities of Geneva and Darmstadt have encouraged initiatives opening public space for community exchange and interaction. In Geneva, 'Nouveaux Jardins' propose that refugees and migrants tend urban gardens alongside local residents. Darmstadt created 'Refugee Cafés' and 'Staying Open-minded' initiatives to provide open spaces for exchange and get-togethers of different populations. Uppsala also started a 'Friend family' initiative encouraging inhabitants to make personal contributions to facilitate the social inclusion and integration of newcomers to the city.

Several cities reported engaging in explicit anti-discrimination efforts through the organization of annual events, and have adapted recent editions of ongoing activities to current issues. The Swiss cities of Geneva and Lausanne promote an annual 'Week Against Racism' with specific regard for migrant and refugee populations. Helsingborg celebrates a 'Diversity Week', in which lectures, presentations, events and news articles focusing on this theme are presented. Liège and Nancy dedicate 10 December to events around combating discrimination. Likewise, every 21 March, Malmö organizes a free public seminar in order to enhance the local understanding of and combat racism and racial discrimination. In 2016, the event was entitled 'From rights to justice', focusing on the victims of discrimination and the right to seek asylum.

CONSIDERING THESE FINDINGS

This survey summary is the result of a very first stage in a necessarily broader, more inclusive review of the experiences and actions of cities *welcoming refugees and migrants* across Europe. The data set obtained so far is certainly indicative. It amply demonstrates the disposition by all responding cities to welcome, include and integrate arriving refugees and migrants, whether in large or smaller numbers. It shows a generalized engagement by city government authorities and numerous partners to act — and to act together — to deliver needed attention and services and to generate and build on the support and engagement of their constituent city populations. The survey responses feature many innovative practices as well as examples of coherent, coordinated 'whole of government' approaches.

However, this survey deserves to be considerably wider in both the countries included and in the number of cities among ECCAR membership and beyond. Certainly, targeted follow-up is needed to obtain responses from other cities, notably for cities in other countries not yet reflected in this survey report. The amount and content of quality of data and the extent of assessment commentary varied among city responses. These variations in quantity and quality can be attributed to multiple causes, including differences in availability to local authorities of data on population, refugees and migration; varied access to information on local phenomena; significant variations in capacity of city administration staff addressing this agenda; differing local government priorities regarding this area of concern; and other reasons. Some initial responses considered above merit follow-up to obtain more complete and potentially more comparable information.

7/ Conclusion and the way forward

7.1/ THE PLACE OF CITIES

Cities are crucial for ensuring sustainable socio-economic and human development on the local, regional, national and European levels. Most migrants arrive to cities; cities are vital for the reception and integration of migrants and refugees. Cities are where migrants interact with communities, society and, at least indirectly, with the state of the host country. Cities represent political and spatial scales that allow for re-imagining political communities and experimenting with alternative models of governance.¹⁷⁸

Cities throughout Europe today manifest heterogeneous compositions – with populations of multiple ethnicities, national origins, classes, educational attainments, skills, professions, living in diverse neighborhoods, and interacting in everyday cooperation, conviviality and sometimes contention. Rather than encouraging a legally defined but often abstract nationalist subjectivity or a contested supranational European identity, cities allow for a place-based form of citizenship (also known as ‘denizenship’) deriving from residing in and contributing to a locality.

The term ‘citizenship’ has urban origins; it comes from the Latin word for ‘city’ and, according to many scholars, its roots are in the early city-states of ancient Greece (‘polis’ and ‘politis’). Throughout the Middle Ages, the term referred to an inhabitant of a town. Its modern connotation – attached to the nation-state – was born with nationalist movements of the late-eighteenth century, notably the French and American revolutions and the respective German and Italian unifications.¹⁷⁹ In non-urban or pre-industrial societies, kinship relations prevail but modernization and urbanization gave and continue to give place to new forms of *living-in-common* or *being-in-common*, deriving from increased social, economic and political interaction among strangers.

Sociologists have interpreted these multiple forms of interactions in modern society as being characterized by increased superficiality and responsible for weakening ties of local solidarity. However, there is today acknowledgement that cities, through the work and employment of its residents along with education and learning opportunities, diversity of artistic and cultural expression and multiple sport and recreation options, contribute to openness as well as well-being and fulfillment of city-dwellers. In many contemporary cases, the reception responses to newcomers from city authorities and municipal-supported civil society initiatives show increased solidarity.

Cities have specific institutional structures of governance, as well as social and relational characteristics based on the migration histories and on the meeting of cultures, all of which contribute to creating a ‘territorialized opportunity structure’¹⁸⁰ 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

“By excluding people from the economic, the social and the political life in our cities, we as a society are not only failing them, we are also failing ourselves. If we don’t have the courage to embark on new paths, we will be abandoning unique opportunities.

W. Deetman, Mayor of The Hague¹⁷⁹

“Cities are where migrants interact with communities, society and, at least indirectly, with the state of the host country.

177. Quoted from: The Hague Process on Refugees and Migration, 2007, Big Cities and Migration. Final Report of International Working Conference. The Hague: THP.

178. T.G Ash, 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. See www.old.sant.ox.ac.uk/esc/FreedomRev10.pdf

179. J. Painter, 2005. ‘Urban citizenship and rights to the city.’, Project Report. International Centre for Regional Regeneration and Development Studies, Durham.

180. Glick Schiller, Nina and Ayse Çağlar, 2010, “Locating Migration: Rescaling Cities and Migrants”. Cornell University Press: Ithaca.

to social, economic, political and cultural activities in cities are crucial instruments for countering popular anxiety and fears that are fed by and reinforce the nationalist right.

In view of the evolving urban dynamics, the preservation of political and legal responsibilities as well as financial resources concerning migration in the hands of national governments may greatly affect the capacity of local authorities to take action. Yet the research and surveys show that many cities merit recognition for their effective efforts and innovative strategies in response to recent migration, especially in the context of slow, limited or diverging 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 highlight the urgency of reviewing the political, legal and social frameworks of cities, as well as their financial situations.¹⁸¹

Local authorities need a combination of political will, institutional capacity and financial resources to innovate, to 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.

“Local authorities need a combination of political will, institutional capacity and financial resources to innovate, to 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.”

7.2/ A YET NASCENT LITERATURE

The literature linking migration and cities from an international vantage remains limited. Reflections on migration have been at the heart of urban studies – be it in the works of urban sociologists such as Georg

Simmel¹⁸² or urban political theorists such as Robert Dahl.¹⁸³ However, meaningful dialogue between urban studies and international migration scholars appears only to have recently begun. Knowledge gaps and imprecise terminology remain endemic in existing literature. Local authorities seem only recently to have become a subject of study regarding their active policy-making and policy-implementation on reception and integration of immigrants. Similarly, localities as spaces for ensuring the protection of human rights, for mutually shaping subjectivities, and for providing education and employment opportunities for migrants and refugees, appear to be new topics for research and academic reflection. This may reflect newer processes associated with or aggravated by neoliberalism, including urbanization, decentralization and privatization.

On the other hand, migration scholars and international organizations and networks continue to link human rights and migration procedures to the national level, development opportunities to remittances, and identities to diaspora. Future research should encourage more tightly interweaving these areas.

CHALLENGES OF TERMS AND CONCEPTS

The use of terms and concepts remains imprecise in some literature. Certain terms utilized in a few of the reports reviewed in this publication were not accompanied by definitions, nor by critical discussion of values or the implications of concepts referred to. Although numerous reports refer to decentralization, for instance, they generally fail to delve into the underlying logic and factors of decentralization processes in specific countries and the impacts on localities. Understanding the *de jure* and *de facto* situations of cities regarding levels of political and financial autonomy depends on acknowledging not only the degree of decentralization but also the history of decentralization in a State.

In contrast, certain important concepts for the *welcoming cities for refugees and migrants* agenda were absent from the literature reviewed. In particular, the concept of ‘strong mayors’ was not mentioned, yet it is a key notion in urban studies. Beyond institutional competences, the political charisma and discourse of the city chief executive can considerably affect the *de facto* level of city space and autonomy and the consequent legitimacy of urban executives to act, to take initiatives and to obtain political support from citizens in welcoming and integrating refugees and migrants.

Another pertinent consideration found to be largely absent in the literature review is *gentrification*, a process characteristic

181. E. Saiz, 2016, ‘Session 1: Cities of Welcome’ at Conference: Cities of Welcome, Cities of Transit. United Nations University Institute for Globalization, Mobility and Culture. Queen Mary University School of Law and openDemocracy.

182. G. Simmel, 2007, *Les grandes villes et la vie de l'esprit*. Paris: L'Hermé.

183. See R. A. Dahl, 1961 ‘The Ex-Plebes’ in Dahl, R. A. (1961) *Who Governs?: Democracy and Power in an American City*. Yale University Press.

of many contemporary cities directly linked to exclusionary practices and segregation. Gentrification generally entails the substitution of lower class populations living in a certain area by more affluent and politically influential social classes.¹⁸⁴ The areas or neighborhoods concerned tend to be 'working-class' or 'ethnic' neighborhoods, and gentrification usually produces displacement of original inhabitants, which then distances them from and exacerbates their exclusion from city amenities – as the displacement often is to areas further away from city centers and existing infrastructure and services. It also often results in loss of architectural and cultural heritage original inhabitants helped construct. It may be a more natural process, as well as a deliberate political strategy to encourage 'social mixing', a concept of the early nineteenth century with the ideas of 'utopian socialists' such as Charles Fourier and Victor Considérant. This is based on the idea that the arrival of more affluent residents may positively affect the opportunities of deprived persons in such neighborhoods.

Ultimately, gentrification denies affected inhabitants the 'right to the city', which although not (yet) a defined right in the legal sense, is a term understood and used in rights-based approaches to cities and migration. Gentrification results from economic imperatives that may or may not be supported by public authorities. Therefore, it is vital to address this phenomenon in understanding and regulating socio-spatial transformations in cities that affect migrant and refugee populations and in asserting the role of local governments in ensuring that urban growth models and policies protect the welfare of all denizens.

Also problematic is the utilization of new terms introduced in several reports with no definition or discussion of values implications. These include 'city-identity' (found in a UNU-GCM Policy Brief for Global Mayoral Forums on Migration, Mobility and Development) and 'city-makers' (in the IOM 2015 World Report on Migration). The 'city-identity' term is explained by examples, such as 'sanctuary city' or 'global city'. Although these refer to different forms of labeling that are not mutually exclusive, the origins, meaning and political intent of these terms merit further critical assessment.

The term 'sanctuary cities', with its specific Biblical origins, was defined and widely used in a specific North American political context in which the notion explicitly conveyed a combination of welcoming and protecting *de facto* refugees while acting in collective civil disobedience against immigration policies of arrest and deportation of those refugees, seen as victims of military intervention and dictatorial regimes supported by the same State seeking to deport them. The label indeed

may be convergent with the 'Cities of Refuge' launched by the Barcelona Mayor Ada Colau, but the specific intent and the implications regarding divergent city and national government policies bear careful explanation.

The celebration of a 'global city' identity carries political implications of concern, particularly with its easy association with the urban growth-machine strategy of attracting business investments, elites and highly skilled migrants into cities, usually at the expense of lower classes. In many cities, policies that strive for this label appear to have exclusionary impacts that effectively impede vulnerable groups' *right to the city*. The term identifying migrants as 'city-makers' also carries problematic implications, especially if this 'definition' is not subordinate to migrants first and foremost as persons, with human rights and with roles and needs as human beings and city denizens. Otherwise, to define the migrant as a 'city-maker' places migrants in a role and identity defined by their contribution to growth and development strategies and policies – which calls into question the value and entitlements of those who are not or are unable to be economically active. Emphasizing the application of that definition to migrants risks implying that other inhabitants may be less engaged in shaping the city whether passively or actively.

7.3/ UNDERSTANDING PRACTICE

Much of the emerging literature on cities and migration draws on case studies and surveys of practices. The exchange of knowledge and experiences between cities is indeed widely accepted as a positive means for cities to share and understand new ways to foster reception and integration and the relevant policies and strategies for migrants and refugees. However, practices and policies alone, without a substantial understanding of context, reality and political challenges will not be a sufficient basis to 'get it right' on city governance. Nor is progress likely without an accurate and adequate narrative to convey what migration is really about, why it is an essential fact and factor of cities, and the need for rights-based, inclusive law, policy and practice.

A caution is also relevant to ensure that practice and reflection are widely shared among all affected cities. Those that have political interest and institutional capacity (financial means and dedicated staff) are in many cases already participating in a number of the networking and exchange initiatives outlined in this report. Some, mainly larger, cities interact with several if not nearly all of the eight networks outlined in this report. Other equally concerned cities remain apparently left out.

The identification, sharing and eventual application of practices and models requires particular care. As UCLG emphasizes, 'make sure you have criteria to evaluate what

184. See Clark, E., 2005, 'The order and simplicity of gentrification', in *Gentrification in a Global Context. The New Urban Colonialism*, Eds R. Atkinson, G. Bridge, Routledge, London, pp 256-264.

a 'good practice' is'.¹⁸⁵ Indeed, all practice, certainly good practice, is specific to local and national law, government, history, culture, social constructs, economic conditions, migration experience, and so on. Practice examples and models can and should serve to encourage other cities to act on similar grounds and be inspired by specific initiatives. However, findings should not be generalized to different local and national specificities. Even the *best practices* in one situation may be non-transferable across significant divergences in socioeconomic, cultural and institutional contexts. Another consideration is that resources accessible in cities differ significantly.

Beyond the 'good practices' identified in localities, it is important to understand practices that have not produced desirable outcomes and learn from them as well. Useful sharing not only includes successes but also the failure stories – to learn from them, better understand the challenges and issues that impede designing and implementing a 'good and successful' policy or practice.

7.4/ A NOTE ON THE UNESCO-MARIANNA V. VARDINOYANNIS FOUNDATION-ECCAR CITY SURVEY

The UNESCO-Marianna V. Vardinoyannis Foundation-ECCAR city survey amply reported in Part six of this study intends to complement and build on existing literature on cities and migration, with the temporal specificity of being conducted following or during – depending on national immigration and border policies – the 2015-2016 surge in arrivals of refugees in Europe.

Based on ten general groups of questions with specifications/sub-questions that involve demographic, organizational and financial considerations, the survey attempted to understand the challenges and opportunities of migration for both migrants and localities. The questionnaire was addressed to city representatives, who were asked to identify the national-local interface and other stakeholders (e.g. civil society, the media and the private sector) in urban and migration governance that have directly participated in receiving and integrating the newcomers.

ECCAR member cities range from small towns to capital cities of regional importance in different and European countries, providing a diversified base for understanding

local responses to migration. This allowed the study to note the significance of national contexts, or conversely, the existence of dissimilar local responses within a same country due to local specificities, including migration inflows, economic conditions, civil society activity and political situation. Although these convergences and differences were observed through an initial treatment of survey responses, a follow-up would be needed for a more adequate interpretation of data and for the identification of practices.

The extent and depth of the responses varied greatly. Some responses indicated more generally the existence of programmes or initiatives and institutional structures for the reception and integration of migrants, while others offered more detailed accounts of programmes, campaigns or bodies dedicated to these populations. For reasons of methodological rigour, the study's authors chose not to conduct additional research on the national and local governments and governance structures or projects and programmes of responding cities. A follow-up of questionnaires and additional research will be undertaken during a forthcoming phase of the initiative.

The initial findings from the survey responses support the city governance agenda drawn from the literature in Part four. Below are a series of recommendations that highlight this agenda and suggest key areas of concern and priorities for implementation.

7.5/ THE WAY FORWARD

The *agenda* implies, and indeed requires, support for and cooperation among cities. The UNESCO-Marianna V. Vardinoyannis Foundation-ECCAR initiative *Welcoming cities for refugees* assists and boosts city efforts by: 1) enhancing the knowledge base and producing a framework guidance handbook for local authorities; 2) facilitating exchanges among cities on policies, practices and experiences; and 3) networking for cooperation and mutual support through consultations, workshops and trainings among ECCAR cities and with the other partner networks.

This initiative illustrates UNESCO's niche and potential added value in response to the commitments of the 2030 *Agenda for Sustainable Development* and those contained in the *New Urban Agenda*. While anchored in the European context, it is

“The agenda implies, and indeed requires, support for and cooperation among cities.”

185. *Building an Agenda. UCLG Strategic Toolkit/ Version 1.1. Global Agenda of Local and Regional Governments for the 21st Century.* United Cities and Local Governments (UCLG). Available at: www.uclg.org

hoped that this welcoming cities initiative and its corresponding agenda may serve as an inspiration and substantive reference for city actors elsewhere around the world.

The *welcoming cities for refugees and migrants* agenda will assist and support city efforts and effective responses by further action and preparation of materials on:

1. Enhancing the knowledge base by undertaking research leading towards the production of a comprehensive framework guidance handbook to support local authorities and all other stakeholders to effectively welcome refugees and migrants into our cities, by sharing knowledge, data, information, and practical examples on city governance regarding refugees and migrants;
2. Encouraging continuous exchanges between cities on principles, policies, practices and experiences on migration and cities. An important component would be producing an accessible online collection of successful policy and practice examples from

“While anchored in the context of the European region, this agenda and the materials identified in this publication may serve as a reference for city actors elsewhere around the world faced with the challenges and opportunities of cities welcoming refugees and migrants.

cities everywhere on the many themes, topics and action areas relevant to addressing migration and specifically refugees and migrants in cities. As UCLG points out, technological progress makes possible audio-visual and digital consultation and collaboration enabling global dialogue among cities.¹⁸⁶

3. Facilitating networking, dialogue, cooperation and mutual support through focused consultations, conferences, workshops and trainings, continuing the role and activity of ECCAR. The initiative’s conversations and exchanges should be widened to other regional and national Coalitions of ICCAR, as well as to relevant partner networks, including the Global Mayoral Forum on migration and development, the EUROCITIES Working Group on Migration and Integration, the CLIP migration cities, the UCLG, and the Cities of Migration initiative.

Finally, by providing concrete knowledge- and rights-based guidance, the initiative’s activities and products are expected to contribute to enhancing the effective implementation of the *New Urban Agenda* as well as to realizing the *2030 Agenda for Sustainable Development*, particularly at the city level. While anchored in the context of the European region, this agenda and the materials identified in this publication may serve as a reference for city actors elsewhere around the world faced with the challenges and opportunities of *cities welcoming refugees and migrants*.

186. *Building an Agenda: UCLG Strategic Toolkit/ Version 1.1. Global Agenda of Local and Regional Governments for the 21st Century.*

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Annexes

A/ GLOSSARY OF TERMS

The following definitions draw on a glossary of migration terms published by the International Organization for Migration, adapted to the context of this document. The definition for *discrimination* is drawn from the UNESCO website.

Asylum seeker

A person who seeks safety from persecution or serious harm in a country other than his or her own who has presented or intends to present an application for refugee status in the host country under relevant international and national instruments. A positive decision usually grants asylum seekers residence and employment authorizations. In case of a negative decision, the person is normally obliged to leave the country and subject to expulsion, unless permission to stay is provided on humanitarian or other related grounds.

Country of origin

The country from which migrants depart (usually their country of birth or citizenship); also refers to a country that is a source of migratory flows or refugee movements. This term is preferable to «sending country» inasmuch as few countries deliberately send or export their nationals.

Discrimination

Discrimination is the unjustified differential treatment of an individual or groups of individuals on the basis of identity, attributes, characteristics and/or status. International human rights conventions identify prohibited grounds of discrimination. These grounds have been expanded over the last five decades. Building on previous conventions, the prohibited grounds of discrimination listed in the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW) are: *sex, race, colour, language, religion or conviction, political or other opinion, national, ethnic or social origin, nationality, age, economic position, property, marital status, birth or other status*. The subsequent Convention on the Rights of Persons with Disabilities (2006) added 'discrimination on the basis of disability' to the normative prohibited grounds of discrimination in international human rights law.

Discrimination can take various forms and may include:

- formal discrimination or *de jure* discrimination through legal and policy documents, for example laws that deny equal social security benefits to women on the basis of marital status;
- substantive discrimination or *de facto* discrimination, for example historic or persistent discrimination based on conditions and attitudes which cause or perpetuate discrimination;
- direct discrimination, for example, refusing to admit as students, hire for employment, or promote individuals because they are black, female, live with a disability or because of they are or appear to be of foreign nationality or origin;
- indirect discrimination, for example, setting qualifications requirements which exclude women who have had periods away from work because of family responsibilities.

Discrimination should be distinguished from *prejudice*, which is unfavorable or discriminatory attitudes and beliefs – not actions – towards persons of different categories. While anti-discrimination and equality of treatment law and practice cannot of itself change prejudicial attitudes, it can and does constrain discriminatory behavior and actions.

Emigration

The act of departing or exiting from one country with a view to residing temporarily and/or settling permanently in another.

Forced migration

A migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes (e.g. movements of asylum seekers, refugees or other displaced persons, as well as people displaced by natural or environmental disasters, chemical or nuclear disasters, famine, or development projects within and across borders.

Immigration

The entry of non-nationals into another country than that of birth or citizenship for the purpose of residence and/or permanent settlement. Immigration criteria in many countries are related to or determined by labour and skills needs and qualifications as well as to family reunification. Refugee resettlement admissions are often considered part of immigration; some governments select refugees for resettlement on the basis of employment needs and considerations.

Irregular migration

Movement that takes place outside the regulatory procedures and controls of destination, transit and/or origin countries. While there are varying usages and interpretations of the term irregular migration, the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families provides a definition in Article 5 (a) for those in documented or in a regular situation and subsequently notes in Article 5 (b) that migrants are 'considered as non-documented or in an irregular situation if they do not comply with the conditions provided for in subparagraph (a) of the present article'. From the perspective of destination countries, irregular situations may comprise entry, stay and/or employment without the authorization or documents required under immigration regulations. For origin and transit countries, irregularity may comprise departing or transiting without valid passport or travel document and/or without complying with administrative requirements for departure and/or entry in the country. Available data shows that most persons who end up in irregular or undocumented immigration situations actually travelled and/or entered a transit or destination country with legal entitlement and with documents such as passport and visa when required for entry.

Integration

The process by which migrants and host societies accommodate each other to bring about full inclusion and participation of migrants –and other members– in local community and society, both as individuals and as groups. It is a two-way process of mutual adaptation –whether migrants or others– and the host society. The European Commission established a relevant definition in a 2003 Communication: '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.' (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. COM (2003) 336 final. Brussels, 2003.)

Migrant

The United Nations defines migrant for statistical purposes as an individual who has resided in a country other than that of birth or citizenship for more than one year, irrespective of the causes or motivations for movement and of legal status in the country of residence. Persons visiting a country for shorter periods such as tourists, commercial or transportation workers are not considered migrants. For statistical purposes other persons often considered migrants such as temporary, short-term or seasonal migrant workers are not counted if their sojourn is less than a year and/or if they retain formal residency in their home or another country.

Migrant in undocumented or irregular situation

A person who, owing to unauthorized entry, breach of a condition of entry, the expiry of his or her visa, or taking up employment without authorization, lacks legal status and/or documentation in a transit or host country. The definition covers *inter alia* those persons who have entered a transit or host country lawfully but have stayed for a longer period than authorized or subsequently taken up unauthorized employment. (The less accurate terms clandestine/undocumented migrant or irregular migrant are also commonly used). The term 'illegal' migrant is inappropriate and was condemned by the UN General Assembly.¹⁸⁷ Under international law every person has the right to recognition before the law and the right to due process in any dealing with a State (Articles 6 and 7 of the Universal Declaration of Human Rights). Use of the terms of illegality connotes criminality, and its use objectively facilitates denial of due process as well as xenophobic reactions and social exclusion.

Migration

The movement of a person or a group of persons, either across an international border, or within a country, resulting in some form of residency or settlement. It is a population movement; the term generally encompasses any kind of movement of people to residency elsewhere, whatever its length, composition and causes. It includes migration of refugees, displaced persons, migrant workers and their families, and persons moving for other purposes including family reunification. It also encompasses persons traveling to and residing in a country other than their own for schooling or university studies, for business purposes and/or for training assignments, particularly when the time-scale of residence exceeds one year.

187. United Nations General Assembly. 'Measures to ensure the human rights of all migrant workers'. 3449, 2433rd plenary meeting, 9 December 1975

Refugee

The UNHCR Master Glossary of Terms¹⁸⁸ states that *'a refugee is a person who meets the eligibility criteria under the applicable refugee definition, as provided for in international or regional refugee instruments, under UNHCR's mandate, and/or in national legislation'* (Art. 1(A)(2), of the Convention relating to the Status of Refugees, Art. 1A(2), 1951 as modified by the 1967 Protocol) defines refugee as a person who, *'owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country'*.

Xenophobia

Xenophobia can be described as attitudes, prejudices and behavior that reject, exclude and vilify persons, based on the perception that they are outsiders or foreigners to the community, society or national identity. While there is no specific international normative definition of xenophobia, it was extensively addressed by the World Conference Against Racism, Racial Discrimination, Xenophobia and Related Intolerance in Durban in 2001. Xenophobic discourse, attitudes and behavior often characterize foreigners as threatening enough to justify intimidation and violence and ultimately removal or expulsion, making xenophobia an especially virulent risk to social cohesion. It is difficult to distinguish between characterizations of racism and xenophobia in anti-migrant/anti-foreigner hostility; migrants commonly have different ethnic, racial, religious and cultural characteristics from dominant native populations, in some cases their appearances are similar to domestic racial and ethnic minorities.

188. UNHCR. 'Master Glossary of Terms. Rev. 1'. Status Determination and Protection Information Section, Office of the UN High Commissioner for Refugees. Geneva, June 2006: 1- 24. Available at: <http://www.refworld.org/docid/42ce7d444.html>

B/ UNESCO-MARIANNA V. VARDINOYANNIS FOUNDATION-ECCAR CITY SURVEY QUESTIONNAIRE

GENERAL INFORMATION:

Name of the city:

Country

Population:

Context data:

1. What is the estimated number of foreign born currently living in your city? How many of them have arrived over the last two years?
2. What are the estimated numbers of refugees, asylum seekers and persons in refugee like situations present in your city?
3. Is your city a final destination or are significant numbers of arriving refugees intending to transit to other places?
 - If numbers/estimates are available:
Number staying? Number in transit?
4. What specific challenges have your city and city government identified due to refugees' and migrants' arrivals, in particular due to recent significant increases in arrivals if the case?
5. Has your city received additional resources from local, national or international sources to address challenges and needs relating to refugee arrivals? Please identify the source(s).

Policy and Practice framework:

6. Does your city have a specific policy framework and/or designated department or service addressing migrants and/or refugees? Please attach a city government/authorities policy declaration or statement(s) if existing.
7. What service areas are addressing specifically migrants and/or refugees? Health; Schooling; Housing; Nutrition; Employment/job-seeking; and Other (please specify)
8. What new initiatives has your city government taken or set up in the last year to deal with new refugee and/or immigrant arrivals?
 - Please explain and/or attach documentation.
 - Is addressing negative public stereotypes and prejudices against refugees an explicit goal of those initiatives?
 - What examples of good practices have you experienced in your city?
9. How and in what areas is your city administration collaborating with other stakeholders (NGOs, associations, foundations etc.)? Please share specific examples.
10. Does your city have a deliberate media/public relations/public opinion strategy on welcoming/accommodating/integrating migrants and/or refugees? If so, please share relevant materials.

C/ THE 10 POINT PLAN OF ACTION OF ECCAR

The signatory cities undertake to integrate the Plan of Action in their strategies and action programmes and to commit the human, financial and material resources required for its effective implementation.

1. Greater Vigilance Against Racism

To set up a monitoring, vigilance and solidarity network against racism at city level.

2. Assessing Racism and Discrimination and Monitoring Municipal Policies

To initiate, or develop further the collection of data on racism and discrimination, establish achievable objectives and set common indicators in order to assess the impact of municipal policies.

3. Better Support for the Victims of Racism and Discrimination

To support victims and contribute to strengthening their capacity to defend themselves against racism and discrimination.

4. More Participation and Better Informed City Dwellers

To ensure better information for city dwellers on their rights and obligations, on protection and legal options and on the penalties for racist acts or behaviour, by using a participatory approach, notably through consultations with service users and service providers.

5. The City as an Active Supporter of Equal Opportunity Practices

To facilitate equal opportunities employment practices and support for diversity in the labour market through exercising the existing discretionary powers of the city authority.

6. The City as an Equal Opportunities Employer and Service Provider

The city commits itself to be an equal opportunities employer and equitable service provider, and to engage in monitoring, training and development to achieve this objective.

7. Fair Access to Housing

To take active steps to strengthen policies against housing discrimination within the city.

8. Challenging Racism and Discrimination through Education

To strengthen measures against discrimination in access to, and enjoyment of, all forms of education; and to promote the provision of education in mutual tolerance and understanding, and intercultural dialogue.

9. Promoting Cultural Diversity

To ensure fair representation and promotion for the diverse range of cultural expression and heritage of city dwellers in the cultural programmes, collective memory and public space of the city authority and promote interculturality in city life.

10. Hate Crimes and Conflict Management

To support or establish mechanisms for dealing with hate crimes and conflict management.

Adopted on 10 December 2004 in Nuremberg, Germany.

D/ LIST OF INTERNATIONAL CITY STAKEHOLDER NETWORKS AND FORA

1. THE INTERNATIONAL COALITION OF INCLUSIVE AND SUSTAINABLE CITIES – ICCAR

The International Coalition of Inclusive and Sustainable Cities – ICCAR was launched by UNESCO in 2004 following the call made for a common front in the global fight against racial discrimination during the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance that took place in Durban, South Africa in 2001.

As a global platform for cities and municipalities, the Coalition assists local authorities in combating discrimination in their capacity as policy maker and service provider in areas as diverse as education, employment, housing provision and cultural activities. Through ICCAR, UNESCO promotes international cooperation between cities to strengthen advocacy for global solidarity and collaboration, and promote inclusive urban development free from all forms of discrimination, by sharing good practices, knowledge and expertise, and by advancing joint action through the development of participatory city-level policies and initiatives.

Today, ICCAR has over 500 member cities worldwide across its five regional coalitions (Africa, Arab World, Asia Pacific, Latin America and the Caribbean, and Europe) and two national coalitions (USA and Canada). Each coalition has established a 10 Point Plan of Action for member cities. The European Coalition of Cities against Racism (ECCAR) is one of five regional Coalitions of ICCAR.

ECCAR is an initiative launched by UNESCO in Nuremberg, Germany, on 10 December 2004, to support local authorities in combating discrimination, racism and xenophobia, across a wide range of policy areas including education, employment, housing provision and cultural activities. Cooperation and joint action are encouraged through public commitments and the exchange of practices, knowledge and expertise. ECCAR currently comprises 129 municipalities from 23 countries across the wider European region.

ECCAR adopted a 10 Point Plan of Action in 2004 at its founding conference in Nuremberg (presented above). The signatory cities undertake to integrate the Plan of Action in their strategies and action programmes and to commit human, financial and material resources for its effective implementation. Each city is free to prioritize the policies and actions it judges most relevant or most urgent. The ECCAR plan of action remains open for signature by European cities wishing to join the Coalition on the basis of these commitments.

ECCAR partners include the Council of Europe, the Open Society Foundation, the Congress of Local and Regional Authorities, the Intercultural Cities programmes, UNITED for Intercultural Action and European grassroots anti-racist organizations. The most recent General Conference of ECCAR, held in October 2015 in Karlsruhe, Germany, adopted a final declaration on 'Welcoming Cities', as referred to in the introduction to this report.

<http://www.unesco.org/shs/citiesagainstdiscrimination-iccar>

<http://www.unesco.org/new/en/social-and-human-sciences/themes/fight-against-discrimination/coalition-of-cities/eccar/>

<http://www.eccar.info/welcome-eccar>

<http://www.eu-ecar.eu/index.php?id=106>

2. THE ANNUAL MAYORAL FORUM ON MOBILITY, MIGRATION AND DEVELOPMENT

The annual Mayoral Forum on Mobility, Migration and Development ('Mayoral Forum') is a global initiative supported by the United Nations Institute for Training and Research (UNITAR) and its partners to gather city leaders from around the world to strategize and propose new and innovative approaches to urban governance in contexts of growing diversity. The Mayoral Forum's starting point is the shared conviction that migration is a positive urban phenomenon and that cities act as major poles of attraction and driving forces for migratory movements. It complements the Global Forum on Migration and Development (GFMD) and city networks that exist at the regional level.

The First Mayoral Forum, held in the City of Barcelona, Spain, on 19-20 June 2014 culminated in the 'Call of Barcelona'. The Second Mayoral Forum, which took place in Quito, Ecuador, on 12-13 November 2015, delivered a political roadmap for cities and regions entitled the 'Quito Local Agenda on Mobility and Development', supplementing existing regional and international initiatives with particular attention to migration-related targets in the context of the 2030 Agenda for Sustainable Development. The Third Mayoral Forum took place in Quezon City in the Philippines on 29-30 September 2016.

<http://www.unitar.org/dcp/human-mobility-programme/facilitating-policy-dialogue>

3. EUROCITIES WORKING GROUP ON MIGRATION AND INTEGRATION

The EUROCITIES Working Group on Migration and Integration draws on the EUROCITIES network of city professionals and practitioners to share knowledge and exchange ideas on integration and to increase the recognition of local authorities in promoting migrant integration through a multilevel governance system. It works both horizontally and vertically, fostering an environment for mutual learning on integration governance and influencing EU policies on migration and integration through the lens of locality. The Working Group aims to put into practice the objective of the new European Agenda on Integration calling for 'bottom-up approaches' to integration.

Since 2007, the EUROCITIES Working Group on Migration and Integration has been leading projects on migration in cities such as INTI-Cities, DIVE, MIXITIES and Implementoring. The Working Group's series of Integrating Cities conferences, launched in 2006, are an opportunity for cities, national governments and EU institutions to discuss migrant integration in cities. It launched the 'Integrating Cities Charter' in 2010 (as presented below), which sets out duties and responsibilities of European cities to embrace the diversity of their populations and to provide equal opportunities in their roles as policy-makers, service providers, employers and buyers of goods and services. To date, the Charter has been signed by 27 European cities.

EUROCITIES, founded in 1986, today brings together the local governments of more than 130 of Europe's largest cities along with 40 partner cities together representing 130 million citizens across 35 countries. EUROCITIES works through six thematic forums, a range of working groups, projects, activities and events. Its overall objective is to reinforce the important role that local governments play in a multilevel governance structures. It aims to shape stakeholders' opinions and ultimately shift EU legislation to allow city governments to tackle strategic challenges at local level.

http://www.integratingcities.eu/integrating-cities/about_us/presentation

4. CITIES OF MIGRATION

Cities of Migration is an initiative of the MayTree Foundation (Canada) that seeks to improve local integration practice in major immigrant receiving cities around the world through information sharing and learning exchange. It aims to promote city-to-city learning and create links between the many actors involved in the practical day-to-day work of making integration a key component of urban success.

Its website is anchored by a collection of 'Good Ideas in Integration' referred to in Part 4.3 of this study. This collection is intended to inspire city authorities and practitioners to think differently with regards to reception and integration policies. Practitioners are encouraged to contact host organizations to learn more about specific practices or to register and post questions and feedback on the Cities of Migration website.

<http://citiesofmigration.ca/>

5. CITIES FOR LOCAL INTEGRATION POLICY (CLIP)

Cities for Local Integration Policy (CLIP) is a network of 35 European cities in 22 countries working together to support the social and economic integration of migrants. The composition of the CLIP network is threefold: it operates under the aegis of a number of European organisations; it comprises a network of European cities; and it is supported by a group of specialist European research centers. CLIP was established in 2006 by the Congress of Local and Regional Authorities of the Council of Europe, the City of Stuttgart and Eurofound (the European Foundation for the Improvement of Living and Working Conditions). The network is also supported by the EU Committee of Regions and the Council of European Municipalities and Regions. The CLIP network has also established a partnership with the European Network Against Racism (ENAR).

CLIP encourages the structured sharing of experiences through the medium of city reports and workshops covering a range of research modules. The network enables local authorities to learn from each other and to deliver more effective integration policy. The network organizes a shared learning process between participating cities, between cities and European research centers, and among policy makers at local and European levels. Key findings of reports prepared by three CLIP research modules on issues relevant to the integration of migrants in relation to the role of local authorities are outlined above.

<http://www.eurofound.europa.eu/areas/populationandsociety/clipabout.htm>

6. THE HAGUE PROCESS ON REFUGEES AND MIGRATION (THP)

The Hague Process on Refugees and Migration acts as a facilitator for the development of refugee and migration policies with an emphasis on qualitative studies and focusing on particular migration related topics (e.g. migration and business, human rights and the global financial crisis). It is an independent, not-for-profit organization comprising a network of 4,000 individuals, public and civil society organizations and institutions from various fields, with the aim of developing concrete methods of dealing with the challenges of migration at national and municipal levels. It asserts a human rights-based and development approach to migration. Although not a city-specific network, THP brings representatives of cities of the global North and South together with international researchers and experts to develop methods of addressing challenges of migration on municipal as well as national levels.

<http://www.thehagueprocess.org/>

7. UNITED CITIES AND LOCAL GOVERNMENTS (UCLG)

United Cities and Local Governments (UCLG) represents and defends the interests of local governments on the world stage, regardless of the size of the communities they serve. Headquartered in Barcelona, the organization's stated mission is 'to be the united voice and world advocate of democratic local self-government, promoting its values, objectives and interests, through cooperation between local governments, and within the wider international community'.

UCLG's work programme focuses on increasing the role and influence of local government and its representative organisations in global governance. In order to do so, UCLG supports international cooperation between cities and their associations, and facilitates programmes, networks and partnerships to build the capacities of local governments. The organization also promotes the role of women in local decision-making, and is a gateway to relevant information on local government across the world. UCLG seeks to be a source of support for democratic, effective and innovative local government.

www.uclg.org

8. URBACT NETWORK: ARRIVAL CITIES

Arrival Cities is an URBACT network aiming at fostering the social inclusion of migrants by sharing good practices between ten partner cities: Amadora, Portugal; Val-de-Marne, France; Oldenburg, Germany; Dresden, Germany; Riga, Latvia; Vantaa, Finland; Thessaloniki, Greece; Patras, Greece; Messina, Italy; and Roquetas de Mar, Spain. Through this network, local authorities exchange knowledge, experience and initiatives in the following areas: the effective use of migrant human capital; access to key services such as housing, health and education; the fight against xenophobia; the involvement of the private sector; and e-Inclusion.

URBACT is a European exchange and learning programme promoting sustainable urban development. It enables 'cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal changes'. URBACT includes 550 cities, 29 countries and 7,000 active local stakeholders. It is jointly financed by the European Union (European Regional Development Fund) and the Member States.

<http://urbact.eu/arrival-cities>

E/ INTERNATIONAL COMMITMENTS ON CITIES AND MIGRATION: SELECTED EXAMPLES

Highlighted below are statements adopted by a number of international city networks on principles, commitments, approaches and guidelines for city governance on refugees and migrants. These demonstrate significant convergences in approaches, responsibilities and the identification of roles and tasks arising in different city constituencies and associations.

ECCAR Karlsruhe Declaration on Welcoming Cities

We are here for all of us believing that a better world is possible only through building more welcoming cities.

We express our appreciation to UNESCO for having created the International Coalition of Cities Against Racism (ICCAR) and for UNESCO's continuous global leadership and support.

In particular recognizing the first bi-lateral cooperation agreement reached between ECCAR and the Latin-American and Caribbean Coalition under the auspices of UNESCO, ECCAR considers itself to be an international actor conscious of the importance of global perspectives related to networking, particularly with regard to the regional coalitions in the Arab area and Africa when creating a culture of anti-racist reception by Welcoming Cities. This underlines our strength as a network in Europe and the worldwide visibility provided as a member of ICCAR. Member cities recognize as an important goal pushing forward the advocacy and communication in bringing them closer to their citizens.

The fear of wars, civil wars, repression and various forms of persecution is causing the displacement of people as well as increasing loss of dignity, and poverty. In turn, European cities are being challenged to receive significant numbers of refugees and enable their integration in society.

The ECCAR convenes in order to find appropriate and human rights compliant means with which to accommodate refugees, convinced by the peace-building capacity of cities. We are aware that our coalition is a network that can be reinforced by exchanging best practices against racism and discrimination and collaborating more intensively, sharing the responsibility for social cohesion through active and integrated municipal policies involving the private sector and civil society.

Bearing in mind the claims and proposals of the UN High Commissioner for Refugees,

- referring to the guidelines of the Council of Europe on the protection of human rights in the reception of refugees;
- acknowledging the call of the EU Committee of the Regions for support of the municipalities by national governments and international organisations, including the exchange of good practice;
- as well as reminding everyone of our statute and 10 Point Plan of Action, we have agreed upon and signed;
- the cities of ECCAR, in solidarity with those in need as well as with each other;
- hope that the situation of emergency will continue to be tackled in a humanitarian and diplomatic way;
- aware that we cannot expect a relieve of the situation in the near future and conscious that the number of refugees expected today represents less than 1 per cent of the European Union population;
- commit ourselves to making every effort to accommodate people in need and respect their dignity;

- commit ourselves to an anti-racist welcoming culture with short-term and long-term measures along the lines of the commitments in the Ten-point-plan-of-action, to preserve and improve the social cohesion of our cities particularly in the fields of vigilance towards racist attitudes, prevention of hate crimes, and equality of access to shelter, health services, the labour market, and education, and the proactive implementation of these measures;
- invite those countries and their cities that have not yet done so, to open their doors.

The members of ECCAR thank civil society actors for their efforts and invite them to continue their active support for implementing this welcoming culture in the future.

The member cities:

Call on their regional and national authorities for their necessary solidarity as expressed by active support and the provision of adequate resources, removal of administrative barriers, and cooperation with cities in their efforts,

Call on the responsible authorities for the development of more efficient and humanitarian asylum procedures in order to establish as soon as possible clarity on the further stay for both refugees and municipalities,

Call on the European institutions at the Council of Europe and the European Union, to take all opportunities within their competencies in order to support municipalities in providing the best possible reception of refugees while ensuring human rights, fundamental freedoms and security.

Adopted by the ECCAR Steering Committee on 8 October 2015 in Karlsruhe, Germany.

ICCAR Bologna Declaration Towards global solidarity and collaborative action for inclusive and sustainable urban development

Excerpts from the Declaration's 'key messages':

- Promoting the full integration of migrants helps reap the fruits of migration in economic, social and cultural life.
- Acknowledging the potential contribution of migration in economic, social and cultural life promotes peaceful, just and inclusive societies.

Adopted by the ICCAR Global Steering Committee on 18 April 2016 in Bologna, Italy.

EUROCITIES Integrating Cities Charter Commitments

As policy-makers we will:

- Actively communicate our commitment to equal opportunities for everyone living in the city;
- Ensure equal access and non-discrimination across all our policies;
- Facilitate engagement from migrant communities in our policy-making processes and remove barriers to participation.

As service providers we will:

- Support equal access for migrants to services to which they are entitled, particularly access to language learning, housing, employment, health, social care and education;
- Ensure that migrants' needs are understood and met by service providers.

As employers we will:

- Take steps where required to reflect our city's diversity in the composition of our workforce across all staffing levels;
- Ensure that all staff, including staff with a migrant background, experience fair and equal treatment by their managers and colleagues;
- Ensure that staff understand and respect diversity and equality issues.

As buyers of goods and services we will:

- Apply principles of equality and diversity in procurement and tendering;
- Promote principles of equality and diversity amongst our contractors;
- Promote the development of a diverse supplier-base.

Integrating Cities Charter implementation review 2015

A 2015 implementation review of the Integrating Cities Charter regarding the four areas of responsibility for city governments highlighted that:

Policy makers:

In the midst of a European-wide debate about migration, cities have taken steps to publicly demonstrate their commitment to fostering a 'welcoming culture' and to counter the anti-migrant and anti-diversity rhetoric promoted by populist parties.

Service providers:

Cities are still changing the way they provide services to adapt to new challenge and new realities, in a context where resources from the national level are becoming scarcer and where European funds (i.e. European Security Fund, European Integration Fund and Asylum Migration and Integration Fund) often do not reach the local level.

Employers:

Anti-discrimination and equality strategies at staff level are implemented in many cities. However, increasing the share of employees with a migrant background remains difficult, mainly because a significant number of our members have been affected by hiring freezes, preventing any proactive recruitment strategies.

Buyers of goods and services:

This remains the most problematic area for respondents but innovative practices and transnational projects have helped progress in this area. The more general theme of migrant participation in the local labour market and economy will be one of the main focuses of EUROCITIES' work in the future. The use of social clauses in public procurement will also be part of our work to create a more inclusive labour market at local level (see EUROCITIES Declaration on Work 2015).

Call of Barcelona

First Global Mayoral Forum on Mobility, Migration and Development, Barcelona, 19-20 June 2014.

- Demand a dignified treatment and respect for all people, regardless of their origin. Authorities must assure the same rights, duties and opportunities to all persons residing in their territory.
- Ask for a voice and role in deciding on migration policies. They claim the international community to pay attention to local policies of integration and to take into account cities as key actors in discussions and decision-making processes on the design of migration policies.
- Demand that legislation has a more realistic approach in order to minimize the generation of exclusion and of persons who are in an irregular situation regarding regulatory norms.

- Call for the adoption of legal frameworks that facilitate processes of integration of all residents in our cities.
- Ask for strong action against discrimination and the increase of a xenophobic and racist discourse in some parts of the world.
- Finally, demand funding sources for local policies of integration and to accommodate diversity.

**Quito Local Agenda on Mobility and Development
Global Mayoral Forum on Mobility, Migration and
Development, Quito, Ecuador, 12-13 November 2015**

- Making cities inclusive
- Ensuring cities are safe
- Fostering cities that are resilient and sustainable
- Guaranteeing access to health for all
- Guaranteeing access to quality education for all
- Promoting human development and economic prosperity
- Working towards planned and well-managed implementation of immigrant policies
- Promoting global citizenship
- Promoting the rule of law, equal access to justice, accountability and transparency
- Delivering effective protection to the forcibly displaced including refugees
- Building the evidence-base in cities

The *Quito Local Agenda on Mobility and Development* built on the 2014 *Call of Barcelona* giving emphasis to three aspects supporting migration governance:

- Development of handbooks using human rights-based and gender-sensitive approaches to enable institutions to use the diversity lens in employment policies and practice as well as to support migrants in accessing a range of work and education opportunities through courses;
- Development of capacities of public service providers through language and anti-discrimination training; and
- Migrant participation in municipal-level decisions.

With the support of:



ΙΔΡΥΜΑ ΜΑΡΙΑΝΝΑ Β. ΒΑΡΔΙΝΟΓΙΑΝΝΗ
MARIANNA V. VARDINOYANNIS FOUNDATION



Cities are on the frontline of efforts to foster the well-being of refugees and migrants. The ‘Welcoming cities for refugees: promoting inclusion and protecting rights’ initiative, launched in May 2016 by UNESCO, the Marianna V. Vardinoyannis Foundation and the European Coalition of Cities against Racism (ECCAR), resonates with the *2030 Agenda for Sustainable Development*, the *New Urban Agenda* and the *New York Declaration on Refugees and Migrants* in pursuing the empowerment of local governments as subsidiary duty-bearers for the human rights within their fields of competence – for instance in the areas of housing, water and sanitation, food, health care and education.

This publication identifies and analyzes trends and approaches by municipal authorities, with a focus on Europe. Among other important findings, the publication confirms that despite growing literature and the multiplication of converging actions, the gaps in the knowledge base of local authorities, in exchanges and in networking, have only partially been addressed. At the same time it notes an encouraging convergence towards the promotion of ‘welcoming cities’ and illustrates the commitment of ECCAR and the broader platform of the International Coalition of Inclusive and Sustainable Cities – ICCAR – to promoting human rights and gender equality-based approaches. The latter is showcased in the replies of 21 ECCAR member cities to the study’s dedicated survey. The recommendations and conclusions will be further developed and operationalized, with the ultimate aim of scaling up the initiative in other urban contexts around the world.



www.unesco.org/shs/citiesagainstdiscrimination-iccar

SHS.inclusion-rights@unesco.org

UNESCO

7 place Fontenoy 75007 Paris, France