

CITIES AND MIGRANTS

02



Implementing
the Integrating
Cities Charter

December 2015



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

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
INTRODUCTION	6
01 POPULATION AND POLICY – TRENDS AND DEVELOPMENTS	7
Institutional organisation	7
Local integration policies	7
National developments	10
Migratory trends	11
Main city debates and priorities	13
Use of the EUROCIITIES Integrating Cities Charter	15
02 CHARTER MONITORING	16
CITIES AS POLICYMAKERS	17
Self-assessment	17
Trends and good practices	17
Challenges	20
CITIES AS SERVICE PROVIDERS	21
Self-assessment	21
Trends and good practices	21
Challenges	23
CITIES AS AN EMPLOYERS	24
Self-assessment	24
Trends and good practices	24
Challenges	25
CITIES AS BUYERS OF GOODS AND SERVICES	26
Self-assessment	26
Trends and good practices	26
Challenges	27
03 NEXT STEPS	28
BACKGROUND	29
EUROCIITIES Integrating Cities Charter	29
About this report	29
Methodology	29



EXECUTIVE SUMMARY

This is the second report on the implementation of the EUROCIITIES Integrating Cities Charter. It highlights new trends in migrant integration in major European cities, and is produced by the EUROCIITIES working group on migration and integration. It is based on information provided by 20 signatory cities¹ and members of the EUROCIITIES working group migration and integration in 2015.

As in 2013, the report demonstrates the **lead role played by cities in innovating, reacting and proactively adapting themselves to continuously evolving situations**. Cities operate with long term objectives and strategies but are also where demographic change, new migratory trends and new challenges are felt first. Responsiveness, adaptability, reactivity and resilience are increasingly part of cities' way of thinking.

Since the report in 2013 many new practices and initiatives have emerged. Most cities still focus on the integration of newcomers but have increasingly adopted a more global approach to diversity, equality and social inclusion.

As in 2013, the report demonstrates the lead role played by cities in innovating, reacting and proactively adapting themselves to continuously evolving situations.

The process of mainstreaming service provision continues; some city policies are moving away from immigrant-specific services towards provision of services to all residents, irrespective of their language, nationality or country of birth. Migrants (in the different agreed understandings of the term) are however still taken into account by most cities' strategies in terms of monitoring gaps between the minority and majority.

In many cities the funding of local integration policies is largely dependent on the budget lines of the national or regional authorities. In some cases national funding for local integration policies decreased and European Integration Funds managed at the national level often do not reach the city council.

¹ As of October 2015, 35 cities have signed the EUROCIITIES Integrating Cities Charter: Amsterdam, Athens, Barcelona, Belfast, Berlin, Brussels, Copenhagen, Dublin, Genoa, Ghent, Helsinki, Lisbon, Leipzig, London, Madrid, Malmo, Manchester, Milan, Montpellier, Munich, Nantes, Nuremberg, Oulu, Oslo, Paris, Rennes, Riga, Rome, Rotterdam, Stockholm, Tampere, The Hague, Toulouse, Toronto (Canada) and Utrecht.

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

- **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 of the survey but innovative practices and transnational projects have helped progress in this area.² The more general theme of migrant participation in the local labour market and economy will be one of the main focuses of EUROCIITIES’ work in the future. The use of social clauses in public procurement will also be part of our work to create more a inclusive labour market at local level (see EUROCIITIES Declaration on Work 2015³)



² One notable example is the Diversity in the Economy and Local Integration (DELI) project coordinated by the Council of Europe. It is financed by the Council of Europe and many charter signatories were partners.

³ <http://nws.eurocities.eu/MediaShell/media/EUROCIITIES%20declaration%20on%20work.pdf>

INTRODUCTION

Since the first report in March 2013, seven new European cities and one non-European city became signatories of the charter.

The Integrating Cities Charter identifies the responsibilities and opportunities of European cities as policy makers, service providers, employers, and buyers of goods and services to provide equal opportunities for all residents, to integrate migrants, and to embrace the diversity of their populations.

Since the first report in March 2013, **seven new European cities** (Brussels, Leipzig, Lisbon, Montpellier, Nuremberg, Paris and Toulouse) and **one non-European city** (Toronto) became signatories. These and several other cities have engaged with us on the topic of migrant integration and helped develop tools to make the charter commitments a reality at city level.

With the successful conclusion of our latest Integrating Cities project ‘ImpleMentoring’ in 2014, the migration and integration working group demonstrated the unique added value of transnational projects in implementing the charter’s commitments on the ground and of basing policy messages and recommendations on evidence gathered in cities. City-to-city mentoring, a methodology developed and tested in the framework of ImpleMentoring has become a cornerstone of EUROCIITIES’ projects and has proven efficient in ‘filling in the gaps’ identified by cities in their integration policies and targets. This report provides clear evidence and examples of how cities are making the Integrating Cities Charter commitments a reality.

‘Integration’ as a concept has been debated by the members of the migration and integration working group over the past few years, and this report presents the results of our work in the different European cities : What do we mean by integration? Who do we target? Who do we provide services to?

Integration policies in cities do not only target third country nationals with a residence permit; irregular migrants, EU nationals with a migrant background, EU mobile citizens, and persons seeking international protection also need access to services and are part of the wider concept of ‘urban citizenship’ or ‘citizenship of residence’.

EUROCIITIES has demonstrated its ability to adapt and willingness to engage in new fields of work, responding to the needs and priorities of its members: the recent **‘EUROCIITIES statement on Asylum’** is the result of a combined effort by members of the group to respond to one of Europe’s most urgent challenges. EUROCIITIES has highlighted to the European institutions the needs, added value, and recommendations of cities; enriching the wider European debate.



01

POPULATION AND POLICY
TRENDS AND DEVELOPMENTS

INSTITUTIONAL ORGANISATION

The way cities work on the issue of integration varies from city to city. Services responsible for migrant integration can be stand alone, mainstreamed, or placed under different departments such as education, youth, human resources, employment, and social affairs. The way a city decides how to organise its work around migrant integration can give an indication of its priorities and of the main challenges identified at local level.

As the situation at local level and political priorities change so too can the city's approach to migrant integration.

The situation at local level can also be considerably affected by decisions taken at the national level; for example, through transfer of competences and resources from national to local authorities.

This chapter provides a snapshot of the 'state of play' in 20 European cities and of the choices they have made to address the issue, but also of the current trends and debates happening at city level.

LOCAL INTEGRATION POLICIES

In spite of the diverse picture of migrant integration, some trends can be seen across European cities in how they organise their work.

As shown in annex 2,⁴ an in-depth look at migrant integration policies show that mainstreaming of service provision continues across European cities. Some city policies are moving away from immigrant-specific services toward service provision for all residents, irrespective of their language, nationality and country of birth. Migrants (in the different agreed understandings of the term) are however still taken into account by most city strategies in terms of monitoring gaps between the minority and majority.

Some cities have a targeted approach to migrant integration with dedicated services for migrants while others work across different sectors. However, as the examples below illustrate, the vast majority of cities apply a mix.

The coordination and implementation of integration goals also varies across cities, with some deciding to give this to dedicated departments (**Leipzig, Nantes, Stockholm, Vienna**) or to a team made up of several city departments (**Nuremberg, Oslo, Malmo, Tampere**).

⁴ Available on www.integratingcities.eu

Migrants are still taken into account by most city strategies in terms of monitoring gaps between the minority and majority.

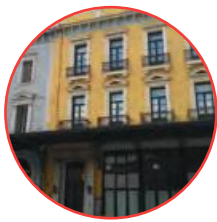
These also often fall under the responsibility of one or more elected official. **Vienna** for example considers integration and diversity as a cross-cutting issue for the whole city administration.

In some cases, a local migrant council has a consultative role in the implementation of migrant integration policy (**Oulu, Toulouse**).

Here are some examples of the local integration policies of the 20 responding cities:

- In **Toulouse** no dedicated integration service exists and actions happen across different services such as ‘solidarity policies’ focused on people and ‘social development policies’ focused on deprived areas. This cross-cutting promotes diversity and fights against discrimination across sectors. The ‘Equality Mission’ is responsible for ‘Toulouse Diversities’, the council of foreign residents that focuses on promoting republican values, civil rights, diversity and the economic, social, and cultural insertion and integration of migrants.
- In **Oslo** before 2015, integration services were mainstreamed and city districts, agencies and other units were responsible for providing services to meet the needs of the migrant population. The culture and business administration was responsible for advising and supporting. **Malmo** follows a similar cross-department mainstreaming approach, with support from several politicians who are in charge of issues of equality, diversity and the rights of national minorities, among others.

- In **Munich**, every department is responsible for its own diversity policy. The office for intercultural affairs offers advice to develop new integration strategies and representatives from the different departments are trained in developing the intercultural aspect within the organisation as part of long term on-the-job training (December 2013 - October 2014).
- **Nuremberg** considers integration a task for all city services and has created a special integration coordination group to implement the city’s integration programme. The coordination group is made up of representatives from all city departments and is supported by the Nuremberg Integration Network and the Curatorship for Integration and Human Rights, allowing the most important political, administrative and social actors to actively participate in the city’s integration and human rights policies.
- In **Riga** the projects and society integration division of the department of education, culture and sports is responsible for integration. It works on wider social inclusion issues in close cooperation with other departments of the Riga City Council.
- In **Nantes**, the administration brings together services devoted to making public policy more inclusive. It is a shared political responsibility between the vice-mayor for equality and the members of the city council in charge of integration and migrant citizenship. This work is supported by a ‘council of foreign residents’, which advises on policy.





Some cities have a targeted approach to migrant integration with dedicated services for migrants while others work across different sectors.

- In **Leipzig**, the first report on the ‘general concept for integration of migrants’ was published in June 2014. The office for migration and integration is in charge of migrant integration but all departments and agencies of the municipality are responsible for integration in their policy field.
- Since early 2015, in **Stockholm**, a unit of the city administration has been responsible for human rights and democracy development. The unit is the responsibility of a vice-mayor. The labour market administration is also responsible for integration issues and has a special unit called the ‘unit for minorities and refugee issues’.
- In 2004 **Vienna** established the municipal department 17 (integration and diversity) to implement integration and diversity policies. This is considered a cross-cutting issue within the administration. Municipal department 17 – integration and diversity (known as MA 17) is part of the Vienna implements measures and projects to promote equal opportunities and implement diversity management within the administration. MA 17 is a competence centre and partner for other departments in setting up diversity management strategies and development processes. Diversity management aims to guarantee that city services are equally accessible to all and that the city’s workforce mirrors the composition of the population.
- In **Tampere**, all departments are asked to implement the newly adopted ‘integration plan’, adopted in November 2014, which uses the EUROCIITIES Integrating City Charter as its basis. Similarly in **Oulu**, all activities to facilitate the integration of migrants come from the ‘integration programme’, which was approved for four years in May 2013 by the city council. This programme is supported by a funded migrant council, which was created in autumn 2015.
- In **Lisbon**, the social development department and its intercultural team is responsible for integration. The first plan for migrant integration was recently prepared and is currently being implemented.
- In **Genoa**, a new vice-mayor has been given responsibility over migrant integration. Migrant integration is a cross-cutting responsibility at administrative level between the directorates of ‘civic service’, ‘legality and citizenship rights’ and ‘social policies’.
- In **Barcelona**, the immigration department has widened its mandate and increased its budget over the last three years, to become the department of immigration and interculturality, operating under the guidance of the Barcelona ‘interculturality plan’. At the political level, the Barcelona commissioner for immigration, interculturality and diversity is a politician appointed by the councillor for quality of life, equality and sport. This department was operating at the beginning of 2015 with a team of 110 people, 11 of which were civil servants and 99 outsourced workers.
- In **Ghent**, the city is revising the way it works on integration. Until recently the coordination of the city’s integration and equal opportunities policies was done by the integration service and the programme team for diversity and equal opportunities. Both city services and others have been merged within a new department of social inclusion and welfare, in an approach combining social cohesion, welfare and public safety policies. Operational units providing specific services to migrants have also been merged into a ‘civic and social integration agency’.



NATIONAL DEVELOPMENTS

Across Europe, many cities are affected by two related trends:

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 in the context of the global economic crisis, which some political parties have put at the core of their agenda.

The asylum crisis in the Mediterranean and the pressure on Europe's southern borders has been the main focus of national debates, together with fears of 'radicalisation' and 'foreign fighters'.

General confusion and generalisation in mainstream media and political discourse about migrants, refugees, asylum seekers or EU migrants makes it more challenging for cities to promote a positive perception of migration and diversity as an opportunity for their communities and local life.

At the same time, a series of national legislative and policy changes transferred the responsibility of integration to national level (Sweden, United Kingdom), directly influenced the way cities in those countries could implement integration policy.

It has also been extremely challenging for city administrations to cope with the rise of extreme-right parties, who target primarily people of Islamic faith and refuse to accept immigration. Extreme-left wing groups have also proven to be a challenge in some countries (**France, Sweden, and Finland**) for their systematic confrontation with extreme-right demonstrators. The working group on migration and integration has started to exchange information on the global issue of violent extremism and radicalisation.

As a positive development in national legislation, an amendment to the **German** asylum law has made access to the labour market easier for asylum seekers, with the waiting period reduced from nine months to three months in November 2014.⁵

In **Belgium**, the Flemish government's decision in October 2014 to leave out migrants from its European Social Fund (ESF) target group has had an impact on the local work in the area of integration.

In **Spain**, the integration and immigration fund for local authorities was suspended in 2012. This has since affected local authorities' budgets for integration. In many cases the European Union's AMIF (Asylum Migration and Integration Funding) does not reach local administrations.

Austerity policies have had an important impact for example in the areas of health and education. Overall as a result of the economic crisis and austerity measures there has been an enormous increase in unemployment (up to 24% in Spain), with consequences for policy on integration.

⁵ <http://www.asylumineurope.org/reports/country/germany/reception-conditions/employment-education/access-labour-market>

Barcelona faces growing opposition from its citizens against the Centre for Immigration Detention managed by the Spanish national government. This centre does not offer any guarantees to the residents and some NGOs are demanding more transparency and respect for the rights of immigrants. The city council had sent a letter to the minister of interior asking to solve this issue. As a result, the centre will close for three months as of November 2015 to complete major renovations to improve living standards for residents.

In **Sweden**, a law from 2010 transferred the responsibility of the civic integration programmes for refugees from the municipalities to the state. The Swedish Public Employment services are responsible for a 24 month long civic integration programme that also includes language courses for immigrants and social orientation programmes organised by the municipalities. Likewise, immigrant integration in the labour market is now handled directly by the Public Employment Service.

In the **United Kingdom** changes introduced by the Immigration Act of 2014 such as checks of legal status required by landlords or banks providing services to irregular migrants has made local work on integration much more difficult. The transfer of responsibilities from or to the central government has occurred across the board and has made sustaining integration policy at local level particularly challenging. This is especially the case when the transfer of competences to the local level does not include a consequent transfer of resources.

In **Norway** a change in the national government in 2013 has resulted in a higher number of migrant families with children enrolled in the local childcare and education systems returning to their country of origin after their refugee status applications were denied in 2014.

MIGRATORY TRENDS

Asylum seekers and refugees from conflict zones like Iraq, Syria, Eritrea, from the Western Balkans and **EU mobile citizens** (intra-EU migration) make up the most recent influx at city level for nearly all respondents. This trend started at the southern border and gradually moved to northern cities. Some cities in the south and east of Europe also experienced a new or renewed phenomenon of **emigration** to more prosperous economies.

- In **Ghent**, the main migration flow is from Bulgaria with an increase from 5,656 in 2011 to 7,191 in November 2014. **Brno** has also witnessed an increased arrival of refugees from the Ukraine and Syria.
- An increased influx from Poland and Bulgaria is the most notable trend in **Rotterdam**, together with higher numbers of recognised refugees.
- **Malmö** is seeing a growing number of unaccompanied minors with refugee status in need of specific care and support.



Intra-EU migration puts an increased pressure on housing and other services but also creates social issues.

- In **Barcelona** the city is experiencing a significant increase in the percentage of the city's foreign-born population, which reached a peak of 22.2% or 358,357 inhabitants in June 2014. The city has also noted an emigration flow to other EU countries, mainly Germany, due to high youth unemployment rates; as well as return migration to third countries. During 2014 337 residents voluntarily returned to their home countries using EU and state sponsored programmes.
- **Genoa**, as most major Italian cities, has registered a constantly increasing flow of asylum seekers in transit; aiming often for Germany and Sweden. Overall the city has a stable net migration rate, even considering the migrants returning to their home countries due to the economic downturn.
- While **Nantes** is experiencing a decrease in asylum seeker numbers it is noticing a rise in the number of unaccompanied minors, due to a new protocol at national level distributing unaccompanied minors across the territory on a compulsory basis. Most of the newcomers come through family reunification programmes. Another category of migrants seen in the city is third-country nationals with a residence permit for another member state who come to look for work.
- **Stockholm** is at the forefront of increasing asylum seekers numbers: 8,942 arrived within a few weeks in October 2015 with unaccompanied minors being taken under the municipalities' care. Many municipalities in Sweden have difficulty receiving and accommodating such large numbers of unaccompanied minors. According to the national repartition plan, Stockholm will receive more than 3,000 recognised refugees per year.
- Cities like **Oslo, Vienna and London** have received most of their recent immigration from EU member states. Vienna alone has received more than a third of all newcomers to Austria. **Lisbon** has witnessed a steady increase in the number of migrants amid a general decrease at national level.
- **Munich** sees two distinct trends: an increasing number of asylum seekers from Syria, Iraq, Eritrea and Afghanistan together with more and more intra-EU migration.
- The city distinguishes two trends of labour migration driven by economic opportunities, and 'poverty driven' migration from Bulgaria and Romania, mainly meaning Roma migrants. But as in **Nuremberg** and other German cities, **Munich** is also witnessing a new trend of young people from southern Europe countries (Spain, Italy, and Greece) moving to Germany in search of employment. This puts an increased pressure on housing and other services but also creates social issues as the gap between expectations and the reality in the host country becomes more important. Intra-EU migrants can find themselves in extremely precarious situations, sometimes leading to homelessness.





MAIN CITY DEBATES AND PRIORITIES

We can distinguish common trends such as:

Overburdened **housing markets and shelter facilities** make homelessness and exploitation of migrants particularly problematic. Cities are particularly concerned about homelessness of EU migrants and of asylum seekers who find themselves in long procedures without access to reception services. There is a high demand on **language courses** while resources to finance integration programmes are being cut at national level (**Spain, France, and Belgium**) or some projects are funded by the European Integration Fund which are not accessible for migrants who are not third country nationals.

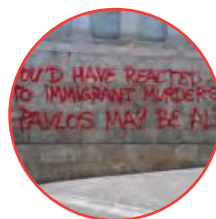
Intra-EU mobility is not only a trend involving Roma and poor communities from central and south-eastern Europe: young people (from south and eastern Europe) are increasingly using the EU freedom of movement to look for better opportunities in north-western cities. This contributes to making cities more diverse but can also create challenges when EU citizens cannot find jobs and accommodation.

Debates about **radicalisation** and the place of religious diversity in the public space in general and Islam in particular are happening in many cities.

Notable trends and debates at local level include:

- In **Munich** the city council decided to implement a ‘welcome culture’ in the city for all immigrants, meaning not only for newcomers but also for people from migrants background living in Munich for a long time.
- **Malmo** is debating the fact that its population is continuously growing and becoming increasingly diverse, and is focusing on the number of unaccompanied minors with refugee status coming into the city.
- In **Rotterdam** the new city administration wants to create a social inclusion strategy around a new concept of living together, called the ‘We Society’.
- **Nuremberg** is encouraging civic involvement and participation in numerous integration measures for refugees. The campaign ‘Nuremberg is colourful’ addresses racism and prejudices in everyday life. The project ‘Stay in Nuremberg’ offers tailored job-related coaching for refugees to increase their chances of gaining employment.
- In **Toulouse**, since the terrorist attacks of March 2012, the debate on integration has been relaunched, covering all aspects of public life, democratic values, social challenges and radicalisation. The biggest challenge in the city however is integration of the Roma population who have multiple and complex needs such as housing, employment and education, which is a similar situation to the one experienced in **Ghent**.

- In **Leipzig**, the focus is on accommodation for the increasing number of refugees but also the fight against extremist movements, the role of Islam in public life, and the proposed building of a new mosque in the city.
- Integration policies are widely agreed upon in **Tampere** but there are some political concerns about equality within the city administration and funding of integration services.
- In **Oslo**, the universities and the business community have come together to create a welcoming culture and promote Oslo as a destination for international talent. In 2015 the city prepared the creation of an International House in Oslo, and the launch of a host programme for students, scientist and workers in the knowledge industry.
- In recent years **Helsinki** has been noting a worrying increase in discrimination and racism, and is putting an emphasis on good relations and conflict resolution, both between immigrants and native Finns, and within immigrant groups themselves.
- In **Lisbon** there was some negative media coverage of Islam following reports about the Islamic State. Citizens were criticising the construction of a new mosque in the Mouraria neighbourhood and the use of Martim Moniz Square for the final Ramadan ceremony by the Islamic community of Bangladesh. Traditionally Lisbon has been very tolerant in this area and there have been no conflicts.
- **Stockholm** is seeing a large number of asylum seekers, undocumented persons, and most of all many unaccompanied minors seeking asylum or minors with permanent residence permits. The biggest issue for the city is housing.
- In **Vienna** an increasing number of residents - currently 25% of the population above 16 years old - are excluded from the right to vote because of foreign citizenship. Labour market insertion and employment pose the biggest structural challenges in terms of integration and equality – even though an increasing number of immigrants are highly educated immigrants occupy positions below those of Austrians with similar qualifications. Of the people from third countries with a high level education and qualifications 34% of those are employed as unskilled workers. Income disparities have widened in recent years. Those most affected are people with a migrant background. Affordable housing is also a growing concern for new residents in Vienna.



For some cities, the charter serves as a benchmark for policy evaluation and in some cases as an inspiration to develop new initiatives on integration.

USE OF THE EUROCIITIES INTEGRATING CITIES CHARTER

Some cities use the charter as a basis or a tool for general policy development such as **Rotterdam, Brno,** or **Oulu,** which have used it to prepare their integration programmes. In **Oslo,** the Integrating Cities Charter is now the basis for integration and diversity policies, and in **Tampere** the charter is one of the cornerstones of the new integration plan. In **Riga,** the charter has been used as a relevant reference document to develop the Riga society integration programme for 2012-2017. The charter is also a strategic framework for the society integration work plan.

For some cities, the charter serves as a benchmark for policy evaluation and in some cases as an inspiration to develop new initiatives on integration. Cities have also publicly confirmed their adherence to the charter's principles.

For example:



- **Nuremberg,** who signed the charter in October 2015, uses the charter as a benchmark to evaluate its policies.
- In **Helsinki,** the charter is used as a reference in influencing procurement policies and activities and as a political reference in city statements.
- **Nantes** has taken the opportunity of a diversity audit at national level to obtain the diversity label to publicise its commitment to the Integrating Cities Charter. The charter is also used as inspiration in the city's work to implement specific projects, such as its phone interpretation service.

- In **Leipzig** the charter was used to contribute to the integration process in general and to promote the implementation of measures, actions and recommendations as set out in the general concept of integrating migrants.
- The latest signatory, **Toronto** has embedded the Integrating Cities Charter into its newcomer strategy, and as part of its commitment to the principles of the charter it has declared an annual 'newcomers' day'.
- **Lisbon** as a recent signatory publicised its commitment during the annual Todos festival.
- **Genoa** has been using the charter to design new activities on migration, such as a training day on intercultural communication and citizenship rights for city staff.
- In **Ghent,** the charter is used as a constant reminder and incentive to the city's renew integration policy. The charter inspired the city to put in place a set of measures aimed at diversifying city personnel. For example, testing for recruitment within the city administration has been adjusted to avoid negatively impacting migrant jobseekers.

The charter has also encouraged further mutual learning among EUROCIITIES members. The latest example of this is the new 'Integrating Cities Standards' developed by the ImpleMentoring project completed by EUROCIITIES in 2014.⁶

⁶ The standards are the basis of the four new Integrating Cities Toolkits, which were published in June 2014 and are available on www.integratingcities.eu. These toolkits have been widely disseminated across Europe and internationally and have been picked up by local authorities, civil society organisations and international institutions.

02



CHARTER MONITORING

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

As in 2013, the report demonstrates the **lead role played by cities in innovating, reacting and adapting themselves to continuously evolving realities**. Cities operate with long term objectives and strategies but they are also the place where demographic change, new migratory trends and new challenges are first felt. Cities for their part are increasingly responsive, adaptable, and resilient in the face of these changes.

Also, many new practices and initiatives have emerged since our last report. The commitments identified in the Integrating Cities Charter are divided into four areas of responsibility at city level:

- **Policy-makers**

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

- **Service providers**

Cities are still adjusting the way they provide services to adapt to new challenges and new realities in a context where resources coming from the national level are becoming scarcer and where European funds (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, also because a significant number of our members have been hit by hiring freezes, effectively preventing any proactive recruitment strategies.

- **Buyers of goods and services**

This remains the most problematic area for respondents to the survey but innovative practices and transnational projects have helped progress in this area.⁷ The more general theme of migrant participation in the local labour market and economy will be one of the main focuses of our work in the future as will the use of social clauses in procurement as part of our work to make the local labour market more inclusive (see the EUROCIITIES Declaration on Work 2015).⁸

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

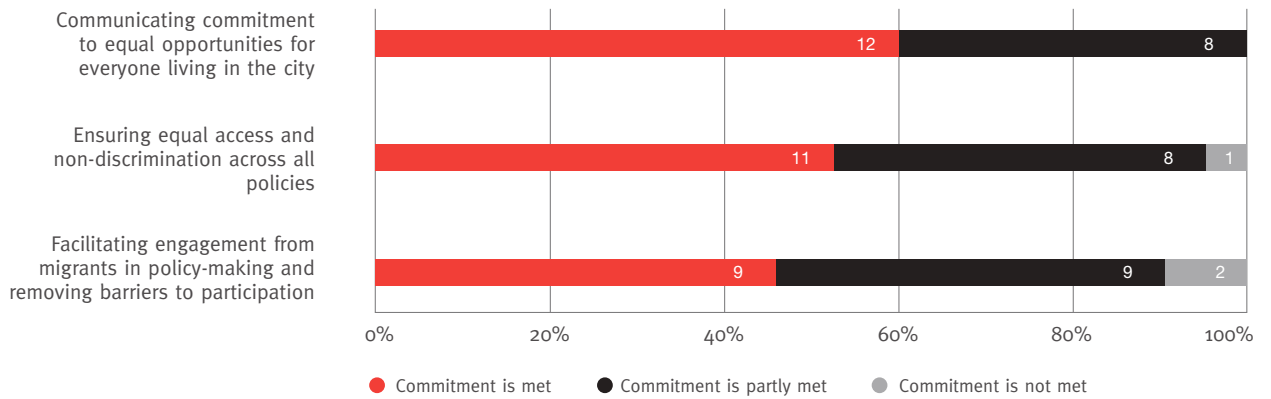
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⁸ <http://nws.euocities.eu/MediaShell/media/EUROCIITIES%20declaration%20on%20work.pdf>

CITIES AS POLICYMAKERS

Self-assessment

The graph below outlines the aggregate self-assessment of the 20 cities responding to the three commitments.



Trends and good practices

Integrating Cities commitment:

The city actively communicates its commitment to equal opportunities for everyone living in the city

- **Oulu** and **Tampere** both have adopted new plans for equality and integration. Tampere was awarded the ‘city of the year’ award by the Finnish advisory board for ethnic relations.
- In **Riga**, integration is an official priority. Riga’s long term development strategy says that Riga shall be a multicultural and tolerant city and a city of possibilities. It aims to achieve this goal through activities to promote social cohesion, participation of NGOs and residents in voluntary work, development of intercultural dialogue, promotion of tolerance, and information and support activities for newcomers.
- Some cities (**London, Munich, and Vienna**) monitor and publish reports on the progress of their strategies.
- **London** publishes a ‘Mayor’s Annual Equality Report’ highlighting progress made towards achieving equality.
- Just under 90% of **Munich’s** citizens with and without a migrant background feel ‘comfortable’ to ‘very comfortable’ about the city’s intercultural climate according to the city’s integration barometer. For the first time, the survey included questions on this aspect in preparing the ‘Intercultural Integration Report 2013’. The integration policy and intercultural openness of Munich are not only highly recognised throughout Germany, but also by the residents.

- **Vienna** has launched a regular review on living together, monitoring attitudes and opinions of the people. It monitors both equality and legal processes and social and economic developments in Viennese society. It also monitors the development of diversity measures within the administration to assess whether they are an adequate and effective response to the changes brought about by immigration (third Vienna integration and diversity monitor). Vienna also monitors the social climate, attitudes and opinions of its people on immigration.
- **Leipzig** organises ‘intercultural weeks’ and ‘international weeks against racism’ every year under the patronage of the mayor. In 2014 **Lisbon** organised the ‘world week of interfaith harmony’ to celebrate peaceful coexistence between communities.

Integrating Cities commitment:

The city ensures equal access and non-discrimination across all its policies

Awareness raising activities such as public events and campaigns are also used by cities to communicate diversity and equal opportunities.

- The ‘human rights city Vienna’ initiative was launched in 2013 and led to a human rights city declaration in December 2014. One focus during the year was to strengthen general human rights awareness, anti-racist measures and campaigns, such as the one undertaken by the Viennese public transport. The work in these areas will be carried forward. A newly installed human rights office will coordinate efforts across the administration and develop a plan of action for the coming years.
- At an annual integration conference in **Nuremberg** topics such as language and communication within a multicultural society are discussed. A recent campaign was launched by the city to stress the necessity for diversity and equal opportunities within society.
- **Toulouse** Anti-discrimination is part of a municipal action programme under the supervision of the ‘Equality Mission’ of **Toulouse**, promoting respect of diversity, human rights, gender and sexual preferences. The cross-cutting actions of the ‘Equality Mission’ are based on a partnership principle involving associations and all levels of governance from local to European. The city has created an ‘observatory of discrimination’ and developed media tools like the website ‘Toulouse against discrimination’, to share information, experiences and ideas to fight discrimination.
- **Ghent** has adopted a ‘ten point action plan against discrimination and racism’ which acts to counter discrimination with interventions in the areas of housing, education and employment. The ten point action plan will be monitored through an annual consultation between all departments and services involved.
- **Stockholm** has a city wide goal to become a democratically sustainable city built on equality, gender equality, accessibility, and freedom from violence and discrimination.

- In **Oslo** a specific language support programme was introduced at kindergarten level to ensure basic knowledge of Norwegian before starting school.



- In **Nuremberg**, restaurants received brochures informing owners of the risks of leasing their space to extremist groups. In addition, discussions with club owners were arranged to resolve problems such as discrimination based on ethnicity. As a result of a city-led initiative, Nuremberg's housing and real estate sector has established a ten point action plan to fight racism on the housing market.
- In **Nantes**, the city renovated an intercultural documentation centre to provide resources for stakeholders working on non-discrimination.
- In **Brno** the project 'citizens without frontiers' aims to spread awareness and develop knowledge concerning EU rules on freedom of movement and residence rights for EU citizens. An information leaflet 'In Europe, you have rights' was issued with information about advice services.
- The city of **Munich's** council for foreign citizens supports a network of migrant organisations. This provides training to its members and organises roundtables with politicians as well as with experts from different city departments.
- **Nantes** launched 'cahiers for citizen dialogue' a publication on the coming together of Nantes residents of all origins to improve the services and projects, implemented by the city council, and a specific study on elderly migrants. The council of foreigner residents (CRE) has also been reinforced in order to allow a greater scope of people to participate.
- A new migrant council was nominated at the beginning of 2015 in **Tampere**, with the specific goal of signing partnership agreements with migrant associations in order to build their capacity.

Integrating Cities commitment:

The city facilitates engagement from migrant communities in its policy-making processes and removes barriers to participation

City authorities are using a range of tools to improve participation of migrants in policy-making and political processes. These include the use of migrant councils to consult on city policies and activities (**Nantes, Leipzig, Tampere**), bringing together relevant citizens and stakeholders to discuss issues that are important to all residents (**Oslo**), encouraging participation of migrants in democracy and participation in local elections (**Barcelona, Oulu, Vienna, Tampere** and **Ghent**). For example the mayor of **London** hosts a migrant and refugee advisory panel.

- In the framework of the OXLO Breakfast Club business and civic associations in **Oslo** were invited to breakfast meetings during the year to discuss their concerns and questions related to interculturality in the city.
- **Oulu** has been encouraging immigrant political participation through the project 'participate and impact'.
- Representatives of migrant organisations are present on the boards of each neighbourhood in **Barcelona**. The municipality also ran a campaign in 2014 to encourage registration on the electoral roll for EU and non-EU residents.

- In **London** the mayor and the deputy mayor for education and culture hold regular meetings with London's communities so that all Londoners have the opportunity to feed directly into developing the policies and strategies that impact on their lives.
- **Vienna** introduced the Vienna petition right in 2013 as a way to encourage migrant participation. It gives any resident the right to bring cases before the city parliament if they collect 500 signatures regardless of their citizenship; since one quarter of the population above 16 years old is excluded from voting rights due to foreign citizenship.
- **Ghent** has expanded its regulations allowing migrant organisations to apply for grants for both their core activities and specific projects. 'IN-Ghent', the city agency for civic and social integration provides assistance and support for the self-organisation of migrants.

Challenges

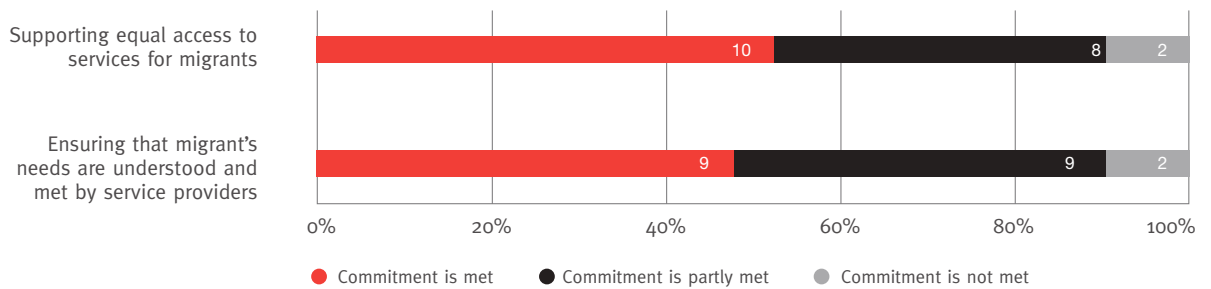
- Under-reporting of discrimination cases remains a challenge (**Toulouse**).
- Third country nationals not having the right to vote in local elections. For example in **Nantes** and **Toulouse** in France foreign residents councils have been set up and in **Brno** and in **Nuremberg, Leipzig** and **Munich**.
- The low rate of participation of foreign nationals. In **Tampere** the electoral participation rate of foreign nationals for local elections increased in 2012 but the turnout is still only 22.9% compared to 56.2% for the total population.
- A lack of resources to fund necessary services for migrants.
- The lack of capacity and financial sustainability of migrant associations sometimes makes it difficult to involve them in the consultative process (**Leipzig, Helsinki**). However in **Helsinki**, the city executive office launched a fund for capacity building targeting immigrant associations.
- Competences kept at the federal level prevent cities from creating the required legal and institutional framework for integration and diversity. For example, in **Vienna** the city does not have a competence to facilitate access to Austrian citizenship or introduce voting rights at the local level.
- Undocumented migrants are more marginalised and thus harder to reach and include in mainstream integration programmes (**Lisbon**).



CITIES AS SERVICE PROVIDERS

Self-assessment

The graph below outlines the aggregate self-assessment of the 20 cities responding to the two commitments.



Trends and good practices

Integrating Cities commitment:

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

Cities are reacting to new realities and adapting their services for migrants as a consequence.

Cities have taken measures to inform migrants about their rights and entitlements to services such as health, education, employment and others:

- **Barcelona** has comprehensively informed migrants of the new procedures established in Catalonia; to maintain health care provision for all migrants regardless of their legal status.
- Some cities have launched web-based services to promote equal access to services for diverse populations (**Oslo**, **Helsinki**,⁹ **Tampere**,¹⁰ **Vienna**¹¹)
- ‘StartWien – getting a head start in **Vienna**’ is an individual coaching service provided in more than 20 languages to all new residents of Vienna who immigrated from abroad. It aims to assist them in finding their way around the city and in getting quick access to important information for living in Vienna such as, language courses, employment, recognition of qualifications, housing, health, counselling for education and further training programmes. The education booklet lists cooperating institutions and informs them about the steps that were already taken and should still be taken in the education and information process. It includes vouchers for German courses.

⁹ Helsinki is providing information services through its ‘Virka-info’ and ‘Infopankki’ websites

¹⁰ www.finnishcourses.fi - website providing detailed information about opportunities to register to Finnish lessons in the Tampere area.

¹¹ www.start-wien.at

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



- The city of **Ghent** has put mediators in place to make specific services more accessible to intra-European migrants. ‘Neighbourhood stewards’ are recruited to mediate between newcomers, welfare organisations and local residents. In education, ‘Roma mediators’ act as a bridge between schools and newly arrived parents. Finally ‘recruitment mediators’ assist EU nationals in finding their way on to the labour market.
- **Helsinki** finalised a report which includes monitoring results in employment and labour market access of immigrants, immigrant’s experience of living in Helsinki, health and wellbeing and self-evaluation of city personnel.
- The city of **Leipzig** provides language and cultural interpretation services. All agencies, departments, and municipal enterprises of the city council can use it, together with kindergartens, pre-schools, after-school care centres, and other organisations, which have a direct mandate from the city council. In addition, there are language assistants in kindergartens. Leipzig also finances social work for refugees and migrants without funding from the state and provides German language courses to those who are not entitled to attend a state funded integration course.
- **Munich** in addition to providing integration courses also provides specific language courses for target groups who do not have access to regular integration schemes, such as asylum seekers or highly-skilled workers.
- The city of **Riga** offers a special Latvian language programme free of charge to all residents. The project ‘Latvian language course for residents of Riga’ has been held regularly since 2011 and in 2014 1,232 people attended the course.

- **Brno** has supported the ‘Brnopolis city association’ to create the ‘Brno expat centre’ to provide information and counselling services to highly-qualified migrants.

Integrating Cities commitment:

The city ensures that migrants’ needs are understood and met by service providers

Cities are reacting to new realities and adapting their services for migrants as a consequence:

- **Barcelona** has responded to these new needs and expanded its municipal ‘service for foreign migrants and asylum seekers’ (SAIER) to also cover emigrants and candidates for voluntary return. It created a service of mediation and translation, which is provided especially for health and education practitioners.
- In **Ghent** the newly created department of social inclusion and welfare will focus on ensuring that the needs and perspectives of migrants are thoroughly addressed by all service providers in all policy areas. The aim is to identify and fill in the gaps in local policies and services.
- Cities are also providing training on diversity for city staff (**Helsinki, London, Leipzig, and Munich**).
- **London** has held awareness raising events for service providers to ensure that the needs of migrant communities as clients are understood. The ‘London Strategic Migration Partnership’ has facilitated feedback from migrant and refugee community organisations on possible improvements to service provision.
- In **Munich**, intercultural orientation has been integrated into city politics and the services offered by the city’s departments as a cross-departmental

A majority of cities are developing ways to promote principles of equality and diversity among their contractors.



responsibility. Yearly talks between the office for intercultural affairs and the department heads are well established. There is now a heightened awareness of intercultural aspects in designing and delivering services and this awareness is increasingly becoming embedded in service planning.

- **Nantes** has set out to increase up take of services among elderly migrants (over 60 years). The city hired the ‘council for the citizenship of foreigners’ to provide a needs assessment and policy recommendations. It has also designed specific trainings for social assistants.
- **Brno** has a community planning working group called ‘The Roma and foreign nationals under threat of social exclusion’. This group proposes priority areas for the action plan of social services. This is meant primarily to promote social activation services for families of foreign nationals with children, outreach programmes, expert counselling and low-threshold facilities.
- The ‘Latvian language’ programme funded from the state budget was suspended in 2009. Since 2011 **Riga** has implemented its own Latvian language programme for adults.
- In **Ghent**, funding of local integration policies is largely dependent on the budget lines of the Flemish regional government, whereas in **Barcelona** national funding for local integration policies decreased in 2011. The European Integration Funds, which are managed at the national level, often do not reach the city council.
- Changing situations such as the sudden influx of migrants, asylum seekers, refugees, etc. places strain on a city’s ability to offer housing and support (**Stockholm**).
- Providing adequate language and integration courses is problematic. For example French language courses available in **Nantes** are insufficient to cover all needs, particularly for unaccompanied minors (during the period before they enter the education system) and migrants with a French-speaking background looking for French language training for professional purposes. However the city recently started to work with non-profit organisations to provide French courses.

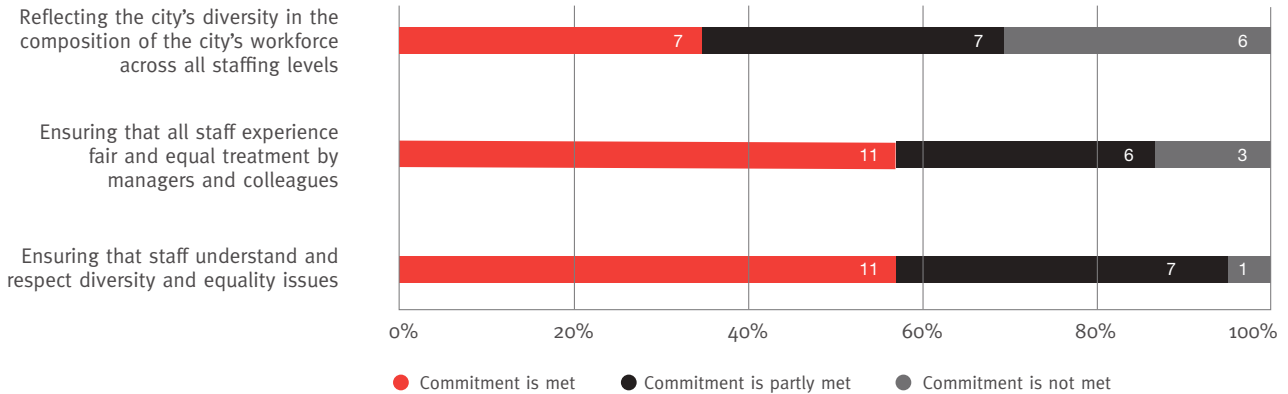
Challenges

- National legislation limits access to services; for example in Spain access to health care of undocumented migrants. In Finland access to integration courses is only for those registered through the employment office (**Oulu**).
- Labour market access and the high unemployment rates of non-nationals remains a challenge (**Helsinki**).
- It remains difficult to reach out to target groups and immigrants not registered with the national employment offices (**Oulu**).
- Budget cuts of national and regional administrations create gaps in funding of local services or create the need to raise funds elsewhere (**Barcelona**).

CITIES AS EMPLOYERS

Self-assessment

The graph below outlines the aggregate self-assessment of the 20 cities responding to the three commitments.



Trends and good practices

Integrating Cities commitment:

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

- Job postings in the **Nuremberg** city council aim for diversity in order to actively address applicants from a migrant background. In 2012 9% of employees were of a migrant background and in 2014, 29.2% of trainees were from a migrant background whereas 41% of the population were from a similar background.¹²
- The share of foreign employees working for the city of **Munich** increased slightly from 9.8% in 2006 to 10.3% in 2012, whereas foreign nationals amounted to 25%.¹³ In **Oslo**, the city was successful in increasing the number of its employees with a migrant background, especially in the area of healthcare services for the elderly.
- The city of **Stockholm** has as a political goal for 2015 to increase the diversity of its workforce.
- In **Toulouse** the 'Equality Mission' supervises the access to public service. This allows young graduates from 'priority neighbourhoods' (which have a high level of residents from migrant background) to work in city services where they are also mentored to prepare for the public service entry exams.
- As a result of participation in the ImpleMentoring project, the issue of staff diversity is higher on the agenda in the human resources department in **Tampere**. As a direct result, the number of residents with a migrant background hired for summer jobs significantly increased.

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

¹² Source: integrating cities indicators

¹³ Source: integrating cities indicators



- In **Vienna** diversity and composition of the workforce is monitored. The first survey – which was part of diversity monitoring in 2013 - showed that measures for the recruitment of immigrants were needed. A diversity and quality management scheme will be extended and strengthened.

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

- **Nuremberg** is a signatory of the federal charter for diversity and has established an anti-discrimination office for city staff. The project 'Free of discrimination in Nuremberg' offers further education to administrative institutions, offices and housing associations. A number of qualified intercultural mediators are also available if conflict resolution becomes necessary.
- The city of **Toulouse** has put in place an alert system for members of staff who are victims of unequal treatment and discrimination.
- In **Tampere**, a biannual survey raised questions about employees experiencing bullying or unequal treatment at work. Official instructions in case of bullying were updated as a result.

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

- The national diversity label was granted to **Nantes** in 2012, recognising its work as an employer to prevent discrimination and promote equality and diversity among its workforce.
- **Barcelona** uses 'anti-rumour training' within its staff, emphasising diversity and intercultural competencies. A high number of public servants followed this training.

- Within the **Nuremberg** guidelines the importance of diversity among the administrations' workforce is stressed. In a project to open up the municipalities of Nuremberg and Erlangen, the city focused on the development of intercultural competencies for qualified personnel, and trainees.

- In **Oslo**, an internet based learning programme is used to promote staff's understanding and assessment of diversity when providing services to all citizens. The city of Oslo also manages the OXLO mentor programme, where master students with migrant backgrounds are given a mentor in the municipality and receive help to write a thesis on how to improve city services. This also helps students to increase their chances of getting high skilled jobs in the public sector.

- In **Toulouse**, with its plan against discrimination on the labour market, has committed stakeholders to an inclusive and non-discriminatory labour market. The plan is managed by the metropolitan area of Toulouse. A vice-mayor specifically in charge of diversity and equality has also been nominated.

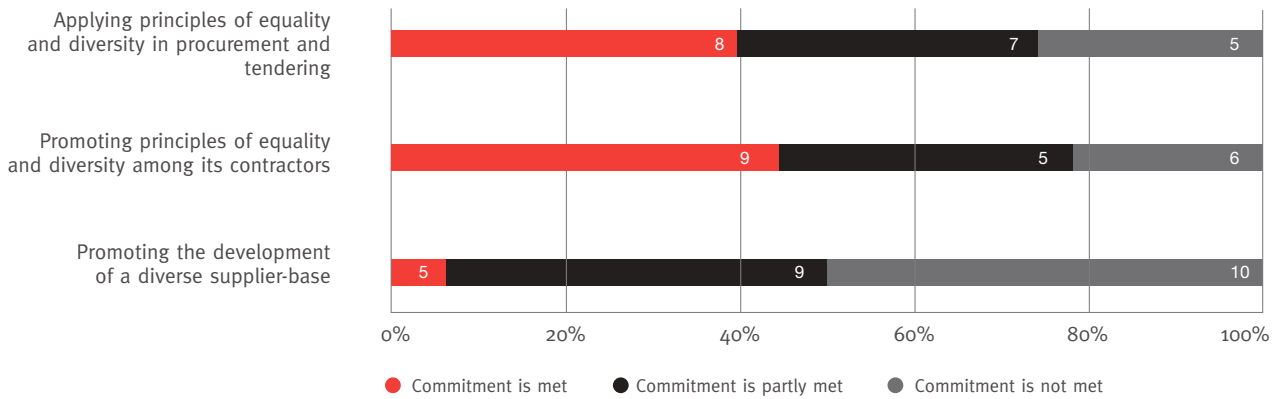
Challenges

- There are restrictions on municipal recruitment due to national law but also budgetary restrictions and austerity measures (**Barcelona, Tampere**).
- It can be difficult to achieve parity and representation in jobs that require a higher level of qualification, and executive positions within the city administration.
- Anti-discrimination and equality bodies lack resources and responsibilities (**Vienna**).

CITIES AS BUYERS OF GOODS AND SERVICES

Self-assessment

The graph below outlines the aggregate self-assessment of the 20 cities responding to the three commitments.



Trends and good practices

Integrating Cities commitment:

The city applies principles of equality and diversity in procurement and tendering



- **Malmö** has an anti-discrimination clause in all its tenders and tries to ensure equality principles are met when goods and services are bought by the city. A number of different pilot projects have been tested using social clauses and are still being developed with the aim of using them to a larger extent within the city.
- **Ghent** is looking at the effect of anti-discrimination clauses in the organisations and enterprises where it buys its goods and services. This will happen in close collaboration with the various organisations of employers and employees.
- The city of **Barcelona** has approved a decree by the mayor to facilitate social clauses in public procurement. These instructions encourage contractors to have diverse staff with migrant background.
- In **Rotterdam** the procurement office has started to research the possibility of adding a social impact clause as an additional criterion for its suppliers.
- The city of **Nantes** was involved with the city of **Lyon** in a project¹⁴ aimed at fighting discrimination and promoting equality on the labour market through public procurement clauses at local level. The city experimented with a pilot call for tender with ‘performance of promotion of diversity’ criteria weighing 10% of the final evaluation. The city also explored all the legal and technical possibilities allowed in the French legal framework to use public procurement as a social integration tool.

¹⁴ Buydis project, concluded in 2014

Cities aim to create a dialogue between key local stakeholders from the public and private sectors to improve the environment for economic integration of migrants and support of migrant entrepreneurship.

Integrating Cities commitment:

The city promotes principles of equality and diversity amongst its contractors

- **Oslo** introduced the OXLO Business Charter in 2013 to promote growth through diversity by sharing experiences and learning from best practices. The charter created a network for collaboration between the city and business community, making migrants visible as a resource for businesses and economic growth.
- In **Vienna**, regular studies and roundtables create a dialogue between key local stakeholders from the public and private sectors to improve the environment for economic integration of migrants and support of migrant entrepreneurship.
- **Nantes'** initiative 'Corporate Social Responsibility Nantes Métropole'¹⁵ links to several national, departmental and local initiatives and includes a charter for diversity in the workplace and a guide to building a diversity policy and tackling discrimination.

Integrating Cities commitment:

The city promotes the development of a diverse supplier-base

- **Nuremberg** has a project¹⁶ that aims to increase the competitiveness of entrepreneurs with a migrant background, and also offers intercultural competence training for employees of companies with a large proportion of migrants. The 'Economy Promotion Nuremberg' offers advice to migrants who wish to open their own business and supports the creation of ethnic business associations in Nuremberg.

- The **Vienna** Chamber of Commerce ran a joint awareness-raising campaign with the Vienna Business Agency, to demonstrate the importance of the economic contribution of migrant entrepreneurs to the local economy and to the city's place as an important business hub. This agency also offers 20 funding programmes which are open to all entrepreneurs, including migrants.
- The **Helsinki** region immigrant employment council (HERIEC) project creates a neutral platform for private and public sector actors to develop the essential services for enterprises and employees (including talent matching, internships, mentoring, Finnish language course, and lobbying of universities, employees etc.)

Challenges

- Many cities struggle to experiment with or innovate on public procurement clauses which are decided on at the national level.
- The complexities and legal uncertainties around the issue of procurement and social inclusion clauses are a challenge in different local contexts.

¹⁵ www.rse-nantesmetropole.fr

¹⁶ ARN-IB (foreign enterprises in the region of Nuremberg)

03



NEXT STEPS

This report focuses on the implementation of the EUROCIITIES Integrating Cities Charter highlighting general trends and gives many examples of cities' approaches to migration and inclusion.

Led by the EUROCIITIES working group migration and integration, this report is the second in a series of our regular reporting on the 'state of play' in European cities' approach to diversity and migrant integration.

EUROCIITIES, through its working group migration and integration, will continue to lead on this process of integrating cities by:

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

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

EUROCITIES INTEGRATING CITIES CHARTER

The Integrating Cities Charter identifies the duties and responsibilities of European city governments, in their roles as policy-makers, service providers, employers and buyers of goods and services, to provide equal opportunities for all residents, to integrate migrants and to embrace the diversity of their populations. The charter lists specific commitments each signatory adheres to in these areas.

The charter was developed by the EUROCIITIES working group migration and integration under the framework of the 'Diversity and Equality in European Cities' – DIVE project, financed by the European Integration Fund. The charter was launched at the Integrating Cities IV conference in London in February 2010 where 17 cities pledged to meet its commitments. It has since been signed by an additional 17 cities, bringing the total number of signatories to 34 as of January 2015.

ABOUT THIS REPORT

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

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

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

METHODOLOGY

The report's main observations are based on evidence collected through the Integrating Cities Charter reporting survey. The questionnaire was adapted for this second survey to add a section on institutional organisation at city level.

This survey ran from December 2014 to April 2015. Twenty signatory cities or members of the EUROCIITIES working group migration and integration participated.

Barcelona
Brno
Genoa
Ghent
Helsinki
Leipzig
Lisbon

London
Malmö
Munich
Nantes
Nuremberg
Oslo
Oulu

Riga
Rotterdam
Stockholm
Tampere
Toulouse
Vienna







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