

## INTRO

# How to guide: building a gender dimension into integration policies & practices

This guide is for a range of stakeholders working in integration, including:

- municipal officers and politicians who want to explore whether their integration policies and practices are gender-sensitive, and take steps to improve the integration of migrant women in their city
- Non-governmental organisations and service providers who want to develop projects to support migrant women's integration, and assess what they currently offer in terms of gender equality

This guide is not an exhaustive set of instructions for building a gender dimension into integration policies and practices. It is a guide for getting started, suggesting the important things to consider, with some examples of good practice to inspire the reader.

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## What is this topic about?

People's experiences of migration are shaped considerably according to their gender, and this is equally true for integration. This guide will focus particularly on the impact that gender has on the integration of migrant women, and offers support to cities and service providers pursuing the following aims:

- to make sure that integration support is equally accessible to everyone, regardless of their gender
- to reduce the specific barriers that migrant women face to integration, because of their gender
- to reduce the risk of harm that migrant women face due to being both women and migrants
- to make sure that addressing the gender dimension of integration is a long-term, joined-up strategic project, which can contribute to lasting change

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# Reasons why a city may want to explore building a gender dimension into integration practices & policies?

All cities can benefit from thinking about building a gender dimension into their integration policies and practices. In a city with no formal migrant integration or **gender equality strategies**, thinking strategically on this issue can help connect disparate projects and make them more effective. In a city with a well-established migrant integration and equality strategies or an existing focus on migrant women, there may be ongoing need to evaluate the work from a gender perspective, troubleshoot problems or explore diverse ways of approaching this topic. Other benefits might include:

- Higher levels of host country language learning among migrant women
- Higher levels of education and qualification
- Higher levels of employment, which in turn can bring down expenditure in income support payments
- Reduced severity of gender-based violence among refugee and migrant women
- Improved outcomes for families and children as women are more integrated and able to support children in their development and education appropriately
- Increased participation in the economic, civic and political life of the host country by migrant women, bringing a plurality and diversity of perspective, as well as the talents and knowledge of this group
- The opportunity to build movements for more progressive stances on gender equality, migrants' rights, labour rights etc within the host country

## How do you know if your city's approach is *not* gender-sensitive?

Cities may also want to develop gender-sensitive integration policies and practices because they have **observed** and want to tackle the following issues:

- The municipal government has no overall picture of the situation and needs of migrant women who live in the city, and/or no existing plan for supporting the integration of those women
- Migrant women less likely to enrol in, attend or engage with integration/welcome courses or services than migrant men
- High levels of unemployment, including long term unemployment, among refugee women
- Services in the city not being accessed by migrant women – including domestic violence, healthcare, and advice services
- The services supporting migrant women in the city are not in contact with each other
- Migrant women having lower levels of host country language skills and thus not being able to integrate
- Migrant women attending fewer hours of available language learning courses
- Migrant women being overqualified for their jobs and struggling to find work that matches their experience and education
- Migrant women and girls are considered to be at high risk of domestic violence and abuse
- Migrant women and girls having poorer health outcomes than migrant men or native-born women, including in maternal health
- Migrant children and adolescents (particularly girls) underperforming in school (which may be affected by their mother's level of integration and how connected she feels with the schooling)

Various underpinning problems may contribute to the issues listed above. These range from a lack of trust in institutions generally to a migrant woman's financial or legal position being tied to her partner or other family member (and thus not being able to take independent decisions). In addition, migrant women (like all women) will tend to carry the burden of childcare and find themselves constrained in how far they are able to travel to work, or attend classes – both of which can be so important for the development of language skills. Importantly, to tackle any of the 'symptoms' listed above, cities should start by asking migrant women themselves what they want and need in order to better integrate, and not assume also that the values a host country places on outcomes, such as being employed, will necessarily be shared by migrant women from different cultures and backgrounds.

## What does 'gender dimension' mean?

**Gender** is something that affects everyone: men, women and **non-binary people**; **transgender** people and **cisgender people**. This guide will focus on migrants and refugees who are cisgender women, as a large population who are consistently marginalised because of their gender\*. While women make up over half of Europe's migrant population, migrants are often imagined as male and the specific needs and experiences of migrant women are often not given due attention in migrant and refugee integration policies and practices.

\* The guide does not cover the specific integration needs of LGBTQI+ migrants, including transgender migrants. However, we recognise the urgent need for attention to the experiences of LGBTQI+ migrants, including those who have been forced to migrate because of their gender identity. See Section 'Resources' for further information.

There are many different kinds of **migrants**, in terms of routes and legal status. Women may arrive in Europe as asylum seekers, family refugees, on working or holiday visas, as students or as victims of trafficking; they may be internal European migrants travelling for work, safety or to be with family; they may settle with or without documentation; they may not want to settle at all. In this guide, the term 'migrant' will be used broadly to refer to all people who have moved from their country of origin to live somewhere else, either in the long or short term. The integration challenges faced by migrant women vary depending on their status, but this guide presents some of the common themes of good practice for the group as a whole.

**The particular problems that migrant women may face include:**

- High levels of unemployment, under-employment and **overqualification** among refugee women, compared to refugee men and native-born women
- A lower level of engagement with integration programmes and language classes than their male counterparts
- A slower rate of host country language learning
- A low level of engagement with, or access to, advice and support services, including domestic violence services
- Increased vulnerability to domestic or gender-based violence and abuse, for various reasons: lack of family and social networks in a new country, limited social and financial independence, difficulty accessing support services, lack of awareness of legislation or support on offer, or fear of reporting abuse due to their insecure immigration status
- Poor health outcomes, particularly for refugee women, women whose access to healthcare is limited due to their legal status, and where pregnancy is involved

## The reasons why migrant women face more barriers to integration, and the issues listed above, include:

- Women and men tend to have different arrival routes to Europe
  - The majority of asylum seekers arriving in Europe between 2015-2021 have been men, so services aimed at asylum seekers and refugees may have treated men as the 'default', overlooking issues that particularly affect women
  - Female refugees are more likely to arrive as **family migrants** than as asylum seekers, so they may be missed if integration services are targeted towards asylum seekers
- Migrant women may be unwilling to trust host country institutions
- Refugee women as a group have lower levels of educational attainment on arrival in Europe than their male counterparts, as well as lower host country language skills
- Refugee women of childbearing age tend to have more children than other migrant women and native-born women, with fertility rates peaking in the year after arrival, which would be a crucial time for integration support
- A considerable number of working migrant women are employed in domestic labour, both official and unofficial, where they often live or work in isolation and are particularly vulnerable to abuse
- The demands of caring for children and other relatives often limit the time that women have to attend integration projects or programmes, and services often fail to accommodate this
- A lack of confidence to apply for jobs or participate in society for women facing language barriers, long-term unemployment and social isolation
- Mainstream healthcare, employment support and domestic violence services are often inaccessible to or not suitable for migrant women, and specialist services may be insufficient or non-existent
- Women may experience direct sexist discrimination in the host country, for example discrimination in education or employment, in addition to racist or xenophobic discrimination



It is important to remember that migrant women are facing multiple different kinds of marginalisation at once, which combine to create specific problems. Migrant women are often ethnic and religious minorities, which may bring additional layers of discrimination. It is also vital to recognise migrant women as a diverse group. They vary in age, race and ethnicity, religion, ability, sexuality, gender identity and financial position. They also vary in terms of migration status and the associated rights and entitlements. All of these things affect women's experience of migration and integration, and the support they need to adjust and thrive in a new place. **Intersectionality** can be a useful framework for thinking about the complex way that these different forms of discrimination overlap and reinforce each other, and cannot be tackled independently.

## What does 'gender dimension' mean?

It involves a coordinated effort across the city to review and improve the **integration outcomes** for migrant women.

- At least, this means assessing the existing situation, identifying strategic priorities and areas for improvement, and facilitating the desired improvement through coordinating different parties and available resources to this end.
- At most, it involves the municipality directly planning and operating large projects and interventions or making policy changes that will directly, materially benefit the integration outcomes for the target group.

The topic can be approached holistically, considering all aspects of migrant women's integration needs, or you can focus on a particular area, such as employment, language learning, education or health.

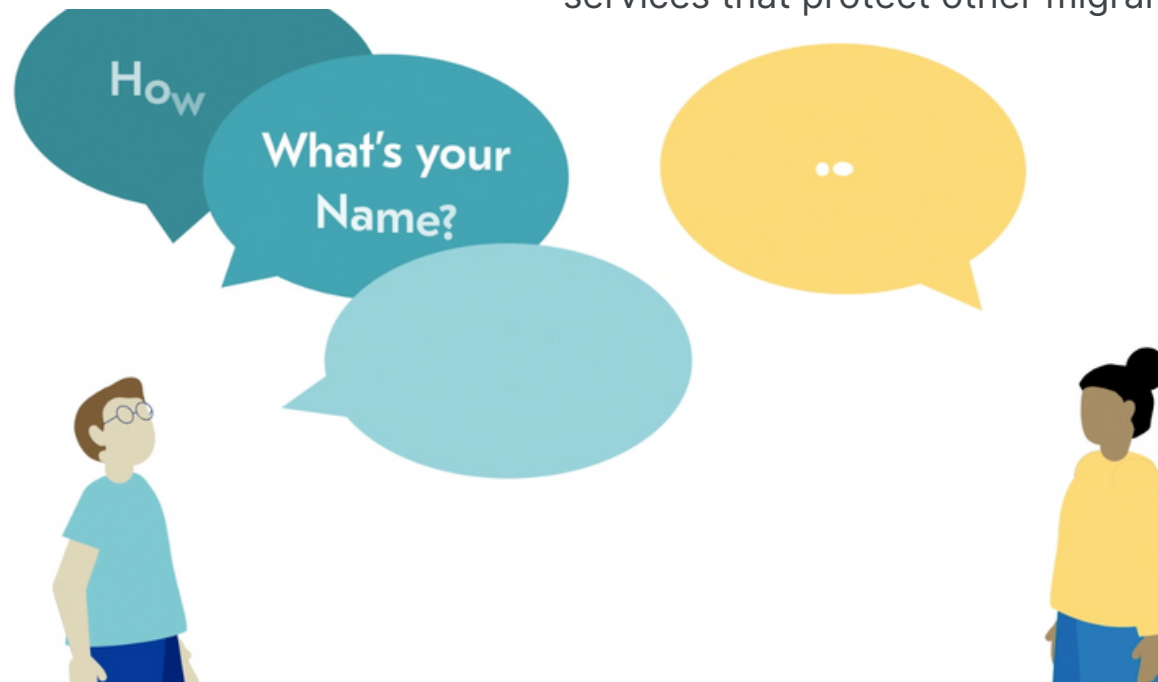


# Interventions to support the integration of migrant women: a spectrum

Practical interventions to support the integration of migrant women can be mapped along a spectrum (See table below). At one end, there are interventions in which migrant women are more 'passive' which work to prevent them experiencing direct harm. At the other end are activities in which migrant women are active civic and political participants, in their own communities and beyond.

The role of municipal authorities in these activities will vary. What should be consistent is that these various interventions or programmes should not be isolated: joined-up working between relevant municipal departments and non-governmental and community organisations is essential.

The active-passive spectrum does not go one way – migrant women can be involved in designing and running services that protect other migrant women from harm.



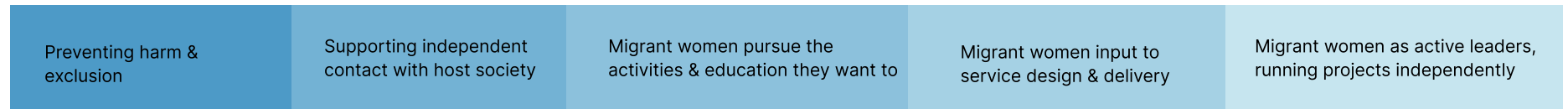
# Interventions to support the integration of migrant women: a spectrum

## PASSIVE

Municipal/NGO preventing direct harm to migrant women

## ACTIVE

Migrant women running their own programmes



Preventing harm & exclusion

Supporting independent contact with host society

Migrant women pursue the activities & education they want to

Migrant women input to service design & delivery

Migrant women as active leaders, running projects independently

### What does it involve?

**Prevent & protect from** domestic violence & abuse  
inaccessible healthcare  
exclusion from services

**Improve women's** language skills  
Services & system knowledge  
confidence  
basic skills (IT, CV-writing..)

**Support women to** validate qualifications  
pursue education training & career paths of their choice  
access sports & leisure activities

**Involve women in** design of services, through consultation & co-production  
delivery, through roles & responsibilities within project

**Migrant women are** running their own integration/ support programmes  
independently active in social & political life

### Examples

Specific services for migrant women in their native language

Advocacy and support to access other services

Language classes accessible to migrant women

Classes on basic skills and how things work in the host country

Forum for questions and discussion

Group activities to combat isolation, including with natives of host country

Services offering training in multiple career pathways

Long-term support to foster independent labour market integration

Support for entrepreneurs

Training and practice in creative/ leisure/ community activities

Women have key roles in project, e.g. as health educators in their community

Focus groups or **migrant women's associations** are consulted in development

Participants have space to shape the project as they go

The city supports **migrant women's associations** to run projects independently/ in partnership

Migrant women given resources/ support to organise themselves

Support to develop women as social and political leaders

# Both gender & cultural sensitive is vital

A gender-sensitive approach to integration is about making sure that migrant women have access to everything the host society has to offer to help them live well and freely. Sometimes, the way that women and their families or communities approach gender may be at odds with the ideology of the host country. For example, women may not want to or think to look for a job if they have a working spouse. It may be necessary to open up a conversation about different gender-related values and why employment is considered important for women in the host country. It is also important that services can be **sensitive to cultural requirements**, particularly where they interact with gender, for example if women are uncomfortable being seen by a male physician because they need to remain covered in the company of men.

## CHALLENGE

It is important not to view **conversations** about gender roles as a one-way street, where you have to educate migrant women about 'progressive' European gender roles. This approach runs the risk of alienating the target group, and glossing over biases (e.g. racism, sexism, xenophobia) that exist in the host country. If you are working with women from patriarchal cultures, they may well have their **own form of feminism**.

To mitigate this:

Can you create spaces for dialogue and reflection instead, to create mutual understanding and find common ground?

# How to get started?

The steps below are a guide for beginning to work on a gender dimension in integration as a long-term, joined-up strategic project. This is a useful approach for building lasting change and ensuring that the work is effective and useful to all stakeholders. It can still mean starting small – focusing on a particular area, or perhaps reviewing existing municipal integration and migrant support programmes. In all cases, a good strategic approach will be backed up by political commitment, a good understanding of the local context, evidence of the needs and challenges of the target group, and the involvement of key stakeholders, particularly members and representatives of **migrant communities** themselves.

This section is mostly aimed at cities, rather than NGOs and other organisations working in this area. Step 6 on needs and gender equality assessments may be of use to NGOs.

1

## Secure Political Commitment

Building a gender dimension into integration policies and practices is a long-term, strategic project. For a municipality, it requires political will and a secure commitment to both gender equality and migration as permanent features of the city and its development. The political leadership or governance structure should agree on addressing the issue for the long term with sufficient resources and in spite of potential challenges, particularly those related to national politics or policies.

You will also need to agree on a working definition of gender equality and successful integration. If you already have relevant policies in place relating to gender equality and integration, use them, but also make sure they can be adapted to objectives that are relevant to migrant women.

## **Identify and secure resources for planning and implementation**

Some useful questions to consider:

- Who will take responsibility for reviewing and developing the gender dimension of integration practice in the city?
- Which municipal departments would this fall under, and what kind of resources, remit and funding do they have?
- Their time and commitment to this project is a key part of the political commitment needed.

Some degree of financial investment, however small, is important for ensuring that the work can happen and can be monitored against a financial outlay.

- What financial resources are available?
- Is there municipal funding, national government resources, or EU funding that can be used for this work?
- Are there external foundations or partners who can support it?
- What other resources are available in or to your city?
- Are there civil society organisations, regional or provincial government bodies, universities, NGOs, networks whose capacity and expertise you can draw on?

## **Map the existing services for migrant women and any strategic work being done on this issue**

Often, the work done to support migrant women happens at a small scale across many institutions and organisations. Mapping this work is important for making sure that efforts are not duplicated, for

gathering examples of good practice, to identify what might be missing, and to support joined-up working between different organisations.

Some useful questions to consider:

- Which organisations (either civil society or statutory) are currently working with migrant women, either specifically or as part of a wider group (e.g. all migrants, all refugees, all women)?
- Which ones have specific projects or programmes for this group, and what are they doing?
- What **migrant women's organisations** or **migrants' associations** are there in the city, and what are they doing? Which groups do they support?
- Are there any **second-tier organisations** or support networks that are bringing together groups working on this issue? How can you coordinate with them and complement the work they are doing?
- Can you identify any apparent gaps in services from mapping what is available?

## 4

### **Identify who you need to work with, and build connections with them**

From mapping the existing services for migrant women, and identifying the potential resources available for this work, you should begin to have a sense of who it would be important to work with. In particular, think about:

- Organisations led **by-and-for** migrant women, whose involvement should be a priority
- The various **migrant communities** across the city, and organisations (from NGOs to religious congregations) who can connect you with them
- Large scale organisations working with migrant women across the city, particularly networks or second-tier organisations whose strategic work may overlap with the city's efforts

- Other relevant governmental and statutory bodies, at local, regional or national level
- Organisations who might already have a wealth of experience on this issue

Coordination on migrant women's integration is vital. Many groups and services will need to be involved, and there is often a wide range of expertise across a city that can be harnessed through effective collaboration. Think ahead about how you will work together in the long term.

Some useful questions to consider:

- Will different stakeholders be involved in designing particular projects or services, and if so, which ones?
- What kind of communication is required between different stakeholders? How will that be organised?
- Can the city provide infrastructure to support collaboration and information sharing, such as regular meetings in municipal buildings?

### **Develop, as far as possible, a picture of the local context**

As well as understanding which organisations are at work, it is useful to draw together any existing data on the population of migrant women in your city and how well integrated they are.

Useful questions to consider:

- Which different **migrant communities** exist, in roughly what numbers?
- Is the gender distribution of those communities known?
- What about other factors, such as age and legal immigration status?
- Are people coming to your city to stay, or are they trying to pass through?



- Is there any existing evidence or analysis on the employment, education or health outcomes for migrant women in your city or country, that you could access and use?

#### **DATA CHALLENGES**

Existing data will often reflect people who are already accessing services. A major challenge is knowing who or what is missing from the data. It can be very useful to figure this out, and use it to inform your needs assessment (see step 6).

It is useful to review what kind of data exists, and which migrants are included? For example, are undocumented migrants counted?

## **6**

### **Needs assessment**

As well as mapping services and gathering contextual information, you may benefit from running a specific, targeted needs assessment about the experiences of migrant women in your city. This can help to identify the specific challenges and barriers to integration faced by this group, and, crucially, to understand what changes migrant women would like to see in the services available to them.

In particular, you may want to explore:

- Which services do migrant women access?
- What do they think about the services they use?
- Which of their needs are not being met?

- What are the major forms of exclusion and inequality they face?
- What barriers do they face to accessing services?
- Do your communications reach them?
- What would migrant women like to have access to or support with, that they currently do not?

Alternatively (or in addition), you can carry out a gender impact assessment of existing work to review whether it is contributing to gender inequalities. This includes reviewing your existing integration services. Models for this kind of analysis include: [the European Institute for Gender Equality's guide to Gender Impact Assessments](#); [the Inter-Agency Standing Committee's Gender and Age Marker](#); [the 3R/4R method of assessing gender impact](#).

#### **CHALLENGE**

Research can be expensive and difficult.

To mitigate: be strategic and targeted with the information you gather. Plan carefully to ensure you gather accurate, relevant information that can provide evidence for interventions.

### **Consulting the target population and involving them in design and delivery**

When you get to the stage of designing interventions or adjustments to existing services, it is important to have input from the intended users of the service. You can read more about this in the Do's and Don'ts section.

# What works & what does not?

This section covers 7 key components of good practice in this area, drawn from best practice examples within and research shared through the CONNECTION project. These best practice guidelines are intended to help you develop effective interventions that address some of the main barriers to migrant women's integration.

Some points will be more applicable to cities or governmental organisations, and others will be relevant to anyone developing or delivering services for migrant women.

## The Do's

### 1 - Combine dedicated services with more accessible mainstream services

Developing dedicated services for migrant women and the '**mainstreaming**' of gender concerns could seem like opposite approaches, but they both have important roles to play and should work in tandem ([See EU Gender Equality Strategy 2020-2025 and EU Action plan on Integration and Inclusion](#))

Migrant women will benefit from specialist, dedicated services for **orientation**, advice and support, particularly when it comes to issues that primarily affect them such as underemployment, family planning and maternal health, or domestic violence and abuse support.

Specialist services can:

- offer a high level of staff expertise in the rights, entitlements, needs and preferences of their client group
- be tailored to the cultural needs and preferences of migrant women
- include emotional and psychological support, for example culturally-sensitive trauma support provided in people's native language
- use group activities to reduce isolation and help people to build social networks

Specialist services relating to gender can also include dedicated support for LGBTQI+ migrants, or sexual and contraceptive health and advice services for teenagers with a migrant background.

Dedicated support services for migrant women can be run by NGOs or civil society organisations, or they can be delivered by the municipality. Cities can also materially support specialist NGOs to run dedicated services, through funding or offering working space.

### **Measures to make mainstream integration services gender sensitive include:**

- Ensure separate intake, communications and casework for men and women in a family or couple if they are using the same integration or support service, to make sure that women have the opportunity to speak freely and any risks or issues can be identified
- Make sure income support for heterosexual couples or families is addressed to both men and women - or get their consent to pay it directly to the women.
- Always provide independent interpreters (using women, if possible). Relatives, and particularly male relatives, should not act as interpreters for women in healthcare or casework settings.
- Making sure that staff across services are trained on culturally-sensitive communication and sensitively handling disclosures of domestic violence or abuse, and can provide general orientation for women around their rights and the services they can use
- Accommodating childcare responsibilities, by offering support or working around them
- Conduct gender assessments of generalist services to see how they are meeting men's and women's needs respectively, for example in a learning or training environment

#### EXAMPLE

European Parliament Policy Study on access to maternal health and midwifery for vulnerable groups.

This study sets out some of the main challenges and good practice recommendations for EU member states for reducing maternal health inequality for migrant women.

## 2 - Incorporate migrant women in service design and delivery, and support them to shape and lead projects themselves

The incorporation of migrant women into the design and delivery of strategies and interventions is important for making sure that what the city offers is actually what women want and need. It also contributes to the achievement of 'active' **integration outcomes**, where migrant women are active

participants in the civic and political life of the host society. In addition, having migrant women involved in service design and delivery supports effective outreach and communication, and is more likely to engender trust in the service among the intended users.

There are various ways that the target group can be involved in service design and delivery, ranging from the less intensive 'consultation', where a consultation stage is built into the project design, to the more intensive 'codesign', where representatives of migrant women communities are involved continuously from the beginning of the project design. Cities might also want to consider participatory budgeting for projects aimed at this target group. Ongoing feedback is also important: how will you include participants and service users in the evaluation of the project?



Cities can also facilitate migrant women's ability to self-organise and run projects for their communities, by funding **migrant women's associations** directly. Services run 'by and for' migrant and minority ethnic women can be particularly valuable for domestic abuse support, as they can offer specialist knowledge and support tailored to survivors' particular needs. It is important to consider the additional barriers that migrant organisations face to accessing municipal or grant funding (for a UK-based analysis of this, see [here](#)) and steps that cities can take to remove these barriers, for example setting aside pots of funding for small **migrant-led** groups, offering consultancy and support to migrant-led innovations, or offering people free access to spaces and settings to use as they wish\*.

\*The MiFriendly Cities Project, in the West Midlands region of the UK, has funded and supported 11 social innovation projects led by migrants. This has enormously built the capacity and reach of several groups, and connected them to funding and opportunities that were previously inaccessible. [here](#)

#### GOOD PRACTICE



📍 OSLO, NORWAY

**Mother Tutors**



## EXAMPLE

### **Women, Health and Violence, Bilbao**

**Run by:** by Bilbao City Council's International Cooperation and Immigration Department and main project partner Módulo Auzolan, an NGO become socio-sanitary Centre, which has been providing bio-psycho-social health care in Bilbao since 1982, working in collaboration with public administrations. Its MISSION is to reduce inequalities based on gender, origin, age, and/or social exclusion.

**Issues:** High gender inequality gap in migrant women in Bilbao and overrepresented levels of gender-based violence, understood it in an integral way.

#### **The model**

Objectives: This programme seeks to build equality through intercultural integration for social cohesion.

1. Empowerment of migrant women in Bilbao through the promotion of women's health, understood both in the holistic and integral sense of physical, psychological, sexual, reproductive and emotional wellbeing, and as a basic need and right to engaging the responsibility of self-care.

1. Prevention of sexual and gender-based violence (SGBV), through the creation of knowledge and the ability to identify the phenomenon, its processes and its detectable signs, based on the universal human rights perspective.
2. Shared responsibility building on gender power unbalance for intercultural integration.
3. Promotion of community prevention for gender equality.
4. Encourage interinstitutional and multilevel bottom-up coordination for gender and intercultural approach in community prevention.

#### **Activities**

##### **1 - Education for Social Transformation:**

- Training migrant women as "Empowerment Agents" in Latin, Maghreb, Central Africa and Horn of Africa, and Roma communities.
- Training the so-called "Agents for Health and Female Genital Mutilation /Cut (FGM/C) prevention" for women who went through the practice in childhood, and for men who are aware of FGM/C by their family circle's survivals to the practice.



- Design and delivery of guides for women related to health self-management and SGBV prevention (example: Guide for all Women). The Guide is a resource designed to inform women about sexual and reproductive health, healthy relationships and domestic violence or abuse).
- Training of “Covid19 Agents” as a circumstantial and strategic action carried out in 2020 and 2021, due to the pandemic context and special vulnerability of migrant communities.

## **2 - Interinstitutional and multilevel bottom-up coordination.**

- Management of Interinstitutional Commission on FGM/C prevention.
- Coordination of the Protocol on FGM/C prevention.
- Specific cases monitoring under multilevel and interinstitutional coordination.

### **Key points**

1. This Programme is based on basic and universal needs of women, thus making the project both highly successful and transferable.
2. Its approach through the sphere of sexual and reproductive health, as well as the prevention of sexual and gender violence, making immigrant women living in Bilbao main characters and leaders of their process.
3. Intervention through a multiplier methodology, from a horizontal approach involving direct and peer to peer relations, reaching out to the communities here and in the countries of origin of women and men trained, which would be totally inaccessible through any other form of intervention, and where it would be highly unlikely that an awareness and information campaign around these issues could be developed otherwise.
4. Approaching focal priority communities that are hard to access, where current care services have difficulty intervening in a comprehensive and holistic way.
5. Driven by constant assessment and adaptability to objectively detected new needs and coworking with public professionals from different fields environment make the programme intersectional.

## EXAMPLE

### **The Violence Against Women and Girls (VAWG) Grassroots Fund, 2020, London**

**Run by:** The Mayor's Office for Policing and Crime (MOPAC) in London, in partnership with the London Community Foundation and the Social Innovation Partnership.

#### **The model**

During COVID-19, the volume and complexity of need for domestic violence support increased hugely. At the same time, support was reduced and many services suffered greatly, particularly small and specialist organisations. In response, the London Mayor's Office for Policing and Crime established a fund of £3 million for grants to grassroots domestic violence organisations supporting women facing multiple disadvantages. A minimum of 60% of this funding is dedicated to "grassroots, by and for, black and 'minority ethnic' (BME) specialist organisations". This is not for migrant organisations specifically, but many BME women's organisations are run by and for women with a migrant background. The 2-year grants are offered alongside capacity building and monitoring support which is co-designed with the grant holders to meet their needs. There were 41 recipients of the grant, many of whom provide specialist holistic services for particular groups of ethnic minority and migrant women. Recipients said that the funding process was user friendly, empathetic, and it felt like their specialist skills were recognised by the assessor.

#### **Key points**

A municipal fund designed to support small specialist **by-and-for** organisations who are often overlooked

An application process that organisations found accessible and where they felt from the start that their expertise was valued

The application process, eligibility criteria, and the support that grantees receive, is co-designed with frontline organisations who the fund is intended to support. Specialist umbrella organisations are involved in the reviewing panel.

### 3 - Work with family life, rather than against it

When designing or commissioning services or projects, it is important to think about family life and how it may impact men and women differently. Migrant parents, regardless of their gender, will benefit from **orientation** and integration support that is relevant to family life and childrearing. However, women normally carry more responsibility for domestic work. If opportunities for education, training, integration activities and employment conflict with women's family responsibilities, they are less likely to take up these opportunities. Equally, women are more likely to engage with services that are compatible with their childcare (or elderly care) responsibilities. This includes practical compatibility, for example by offering childcare for participants or working women, or organising classes during school hours.

Municipalities can also encourage women to participate in integration activities by emphasising the benefit of these activities to their children. Another way to work with family life is to meet women in places where their family responsibilities already take them, that they already know and trust, such as schools and nurseries.

Being mindful of family life is a reminder to think about the social contexts that women are living in, and whether they have any familial or community support to share the burden of childcare. Refugee women often come from countries where it is common for childcare to be shared with relatives and neighbours. In much of Europe, on the other hand, more emphasis is placed on nuclear families and individual responsibility, on top of which migrant women are more likely to be isolated and without community support networks to share childcare with. As well as offering childcare for migrant families, are there opportunities to encourage men in these families to take on a greater share of the unpaid domestic work and care? Or opportunities to foster the growth of support networks through which families can rely on each other for help?

## EXAMPLES:

Welkom in Utrecht, which work in partnership with the city, offer a language class to mothers with on-site volunteer childcare.

The Parents' Integration through Partnership project was designed to support the language learning and integration of non-EU mothers of school children at partner primary schools and children's centres in London. The language learning is practical and related to the activities their children will be doing, to support parents' ability to engage with the school and the child's work there, which in turn improves educational outcomes for children. The project produced a toolkit on participatory language learning for parents and carers at children's centres and primary school.

### Key points

- The programme uses women's existing relationship with the school and interest in their children's education to encourage language learning and introduce them to integration pathways.
- Learning how to communicate confidently with the school supports the development of communication skills which are transferable to a variety of institutional contexts.

## 4 - Focus on building and maintaining trust

For a variety of reasons, migrant women may be unlikely to trust statutory or charitable institutions in the country they have settled in. This could be because of experiences in their countries of origin or transit or a lack of experience with large organisations. It is important to bear this in mind when attempting to contact or engage migrant women. What reasons can you give them to trust you, and what can you do to ensure that you honour that trust? The use of already trusted intermediaries in familiar contexts, which can range from schoolteachers to other women in their community, can help to build trust in the municipality or organisation offering support. Offering high-quality services and managing people's expectations of what these services can offer are important ways of keeping and honouring trust. Building trust also takes time - don't rush it!

**EXAMPLES:**

Oslo's 'Mothers-Tutors' and Bilbao's 'Women, Health and Violence' have both made use of migrant women who are trusted figures in their communities to disseminate information, guidance and resources to their peers, as well as serving as intermediaries between isolated women and statutory services. In addition, the 'Women, Health and Violence' project worked with migrant associations and NGOs that migrant women were already familiar with to reach women for consultation and participation. Projects that work with schools also make use of trusted institutional intermediaries.

**5 - Holistic, flexible services work well**

Migrant women often face multiple simultaneous and mutually reinforcing barriers to integration. With holistic services, women have only to build relationships with one or two trusted providers, and services can account for the complex interaction between different forms of discrimination. Holistic services can be tailored to individual needs. They can be particularly beneficial for identifying and supporting migrant women who are especially vulnerable or at-risk, including LGBTQI+ or disabled women.

Because of these multiple barriers as well as the many other pressures they may be facing, migrant women will also benefit from flexible services that can cater to the individual's support needs without rushing participants through the programme. Flexibility and holistic support are both desirable features in services for people who have been long-term unemployed, which is often the case for migrant women. These people tend to need a wide range of support over a substantial period of time to successfully enter the labour market. Some inbuilt flexibility also allows the service to respond to the individual needs of participants as they arise and review the accessibility of their service as they go.

It may also be the case that migrant women are lacking institutional spaces where they can be listened to and seek out support, so a trusted service can be very valuable and may lead to unexpected disclosures, for example concerning domestic violence, that services should be equipped to respond to.

**EXAMPLE**

**Recycling House, Gothenburg**

**EXAMPLE**

**Project Nordost, Gothenburg**

**The issue:**

High levels of long-term unemployment among migrant women

**The model:**

Targets foreign-born women of working age (18-64) in the North East of Gothenburg who are long-term unemployed for holistic work/life rehabilitation support. Participants are supported by a project team including job coaches, health coaches and rehabilitation counsellors. The project combines individual work with group work, where the latter includes group discussions on themes covered by the project including health and employment. Meeting women in similar situations, and making friends, contributes to rebuilding self-confidence and improving mental and emotional wellbeing. Women are supported to find voluntary or work placements, and they are not rushed into the labour market before they are ready. The project extended the support period on offer after realising it was not long enough to get its clients into employment.

Through one-on-one and group discussions, the project received disclosures of domestic abuse from around 50% of participants. Holistic, accommodating services can generate the trust that women need to seek support. Services need to be well-connected and prepared to respond to these kinds of disclosures.

**Key points:**

Self-confidence is key in being able to enter the labour market. Building social confidence, being part of a group and improving mental wellbeing are just as important as job coaching.

Be ready to adjust project timescales in response to what participants need

A listening environment is highly valued if women have no other trusted institutions

## 6 - Be sensitive to the meaning of gender in different cultures

**Migrant communities** may not share the approach to gender taken by municipalities and NGOs. It is important that efforts to promote migrant women's integration are not didactic about gender roles in society, or dismissive of cultural differences around gender, as this may simply serve to alienate the target group. Guided group discussion and reflection can be an effective way to bridge these differences, on issues including employment, rights, childcare and LGBTQI+ issues. Remember that migrant men may also be facing disruptions to their masculinity and sense of self, if they have lost work, status and/or independence. It is important that they are supported to express and explore this.

It is important that staff and volunteers in frontline or statutory services are able to have effective, trusting, culturally-sensitive communication on issues related to gender, from women joining the labour market to contraception to domestic or sexual violence ( See [Migrant Families Toolbox by IOM Belgium and Luxembourg](#) for a resource on how to train front line staff to better support newly arrived migrant families, including in the prevention of sexual and gender based violence). And, as above, it is important to recognise the practical responsibilities women take on, and support them with those.

It is also worth thinking about your definition of gender equality. What would it mean if a woman in your integration programme wants to be a stay-at-home mother or carer, or balance employment with family responsibilities? What if women want to practice and learn traditional crafts like cooking or sewing? Can these preferences be accommodated in your integration programme?



## EXAMPLE

### The Red Thread Embroidery Group, Utrecht

#### The model

A sewing and embroidery group for migrants in Utrecht (connected to the asylum centre, so primarily for asylum seekers) which was so unexpectedly popular after a month-long run that it was extended and has been going strong for a year. Partly, it creates opportunities to practice skills and prepare for people who would like to try sewing professionally. But embroidery, particularly with others, can have a powerful therapeutic effect (the soothing effect of doing careful, repetitive tasks), as well as being an important form of traditional art and cultural expression for many women. The group brings people of different cultures together to exchange techniques and work collectively on large pieces of embroidery, and is attended by both migrants and Dutch people.

#### Key points

- It is important to include creative and leisure activities in integration offers, particularly when these can be communal. This helps to foster integration as a two-way street – sharing knowledge and artistic traditions with the host society.
- Don't dismiss activities out of hand because they are too traditional or 'feminine' – these practices also have value and meaning, and a rich feminist history.

## GOOD PRACTICE



GOTHENBURG, SWEDEN

Civic Orientation Course



## 7 - Support civil society and informal spaces to flourish

Many of the examples above reflect the importance of relaxed, informal spaces for learning, building confidence and the development of social networks. Informal environments can be fostered within municipal services, but it is also important that migrant women have access to spaces and organisations over which they have some ownership.

Open-ended participatory projects that can respond to the needs and desires of members are important for this. At Common Ground two community gardens in Utrecht, refugee women participants have spontaneously taken responsibility for organising work within the garden, developed a kitchen garden and introduced a practice of regular group meals. Informal and spontaneous groups can develop into long-lasting, established, specialised support and empowerment organisations led by and for migrant women.

For this reason, it is important that cities do not let government and bureaucracy take over in integration. As a local government, you have to ask yourself: do you allow civil society the space to make a difference? Are you supporting informal and social networks to come together? Are you supporting migrant women to organise themselves as they wish? Which organisations and groups are able to access municipal resources (such as money or space to use)? Think about whether language barriers, bureaucratic application processes or monitoring requirements might be a barrier to resources for migrant women's groups.



# The Don'ts

## 1 - Don't forget to take a joined-up approach

No singular project or service will meet the integration needs of all migrant women, and many projects will grow stronger from collaboration and knowledge sharing on the complex and individual needs of migrant women.

It is important that coordinated effort is made to support women's flourishing across all areas of their lives. This means good communication between different services, and a strategic overview of the work in the city, so that best practice can be shared, potential working relationships can be realised, gaps can be identified and unmet needs can begin to be addressed.

## 2 - Don't expect immediate results, or rely too heavily on 'hard outcomes'

As the examples above show, the multi-faceted integration barriers faced by migrant women require gentle work that can build people's confidence and security as well as offering opportunities to learn.

While statistical outcomes are important, they may be hard to measure and take a long time to show – years, in fact.

Trying to quantify, define and plan every aspect of a project can stifle spontaneity and undermine the advantages of informal, user-directed groups.

Focusing first on qualitative outcomes and women's experiences, and finding smaller markers of self-growth or confidence, will help to get started on the journey to change.

### **3 - Don't make funding and participation inaccessible to small or migrant-led groups**

The conditions of municipal funding can be a barrier against smaller and migrant-led organisations applying, because they may lack the resources and institutional expertise to meet those conditions. Often these groups offer unmatched specialist knowledge and create priceless informal environments and support networks, but are very under-resourced. Cities should consider setting funding aside for migrant-led groups or small organisations specialising in the support of migrant women, or prioritising them for partnership work with the municipality.

Focusing on qualitative outcomes may also be more appropriate for evaluating and monitoring small and migrant-led projects.

Due to lack of resources or capacity, language issues and unfamiliarity with institutional processes, migrant-led organisations may find it hard to engage in municipal consultation on services and strategy. Reach out to groups whose input and participation you want, and work with them to make sure the process is accessible and rewarding for them.

### **4 - Don't forget about children and young people**

Assigned gender affects how children are treated from a very young age and how their identity forms. Both institutions (such as school and nursery) and family members pass on gender stereotypes to children. It is important that gender equality assessments are carried out in schools and other services working with children and young people as well as with adults. Conversations with adults about gender roles should include considerations of their children's lives and prospects. Young people with a migrant background, or whose parents are migrants, may also benefit from dedicated, anonymous support to discuss issues around gender and sexuality, and access sexual and contraceptive healthcare.

## 5 - Don't overlook or stifle service users' agency

It can be difficult to strike a balance between recognising particular groups as vulnerable, and recognising and fostering their agency and independence. Needing support can often result in a loss of independence, for example refugees who are housed by the government may not get to choose where they live, and new arrivals can be highly dependent on support services to navigate their new home.

It is important that help is available, but that it is offered alongside support and encouragement for people to develop independence and make their own decisions. Language learning and employment skills are part of this. Giving people roles with responsibility and influence in the project itself is another way to do this.

A balance still needs to be struck. Promoting agency does *not* mean removing support, and it does not mean placing very restrictive conditions on who can receive that support. If support is hard to access, service users may feel the need to exaggerate their own vulnerability to continue receiving help, rather than being encouraged to act independently.

### CHALLENGE

#### Pushing back against data-driven spending

It makes sense that public spending decisions are based on evidence. However, there is often a bias towards certain kinds of quantitative evidence, which are not applicable to the real benefits of many projects. Small and grassroots organisations have fewer resources for monitoring, and their benefits are most often shown in qualitative research. Additionally, most of the time the question of monitoring is about whether the service makes the government happy, rather than the service users. Migrant women's integration may benefit from pushing back against this data-driven culture or finding alternative ways to measure the impact.

# A city's real life journey: Warsaw

In 2020, Warsaw's population was around 1.7 million inhabitants about 54% of whom were women. Estimates of the numbers of migrants varied – official statistics identified around 60,000, but unofficial estimates from migrant community organisations put the numbers far higher than this. Those from migrant communities had primarily come to Warsaw as economic migrants, in particular from Ukraine, Vietnam and Belarus.

Warsaw joined the CONNECTION programme as it felt that its work in the field of integration had much to learn. Supported by a visionary Mayor with a commitment to promoting an inclusive city, it was wanting to improve its awareness of and response to migrant needs in spite of a national political framework increasingly hostile to migrants (as well as other groups). In November 2016, for example, the national integration and migration strategy was cancelled when the conservative government was voted to power.

A focus on women was embraced partly as various pieces of research\* had shown that women – in particular Ukrainian women – had a low awareness of public services to support with social welfare, health, domestic violence and other issues and also barriers to joining the formal labour market in the city.

Initially the plan was to build awareness of migrant women's needs by conducting a survey on the basis of which further work could then be planned. Nobody predicted, however, how the city would soon confront the reality of living with a huge population of refugees fleeing a war zone.

\* From 2012 [A Risky Business? Ukrainian Migrant Women in Warsaw's Domestic Work Sector](#)  
From 2020: [Understanding health-seeking behaviors and barriers to healthcare access among Ukrainian migrant women working in the domestic sector in Warsaw, Poland](#)  
From 2021: [The Impact of Covid-19 on Ukrainian Women Migrants in Poland](#)

Between Russia's invasion of Ukraine in February 2022 and the writing of this guide in July 2022, Warsaw received over 800 thousand Ukrainian refugees. Many of those have moved on (to other cities, or countries, or back home) but still around 250 thousand are living in Warsaw as at July 2022. Because most men aged 18-60 have been drafted into combat, an estimated 90% of refugees from Ukraine have been women and children. As a result, Warsaw, which previously had no dedicated migrant integration strategy and received very few refugees, has had to quickly get to grips with developing a strategy that cannot ignore the needs of migrant women.

This forced adaptation has seen impressively rapid changes in the ways which in Warsaw's elected leaders (Mayor and his deputies) understand and are responding to refugee women (and their children's) needs. Nine reception centres have been set up as well as a range of special programmes for women and their children\*. The city has stepped up to co-ordinating the call for and checking of suitable accommodation outside these centres. Alongside this a focus on education has been a priority, with all Ukrainian refugee children entitled to attend Warsaw

\* See GOOD PRACTICE

schools though the city is grappling as yet with low take-up - as yet there are 1600 places in nurseries with only 200 places taken. The city is concerned to rectify this if it can, and has become aware that providing services is not only a question of putting them in place, but also providing culturally appropriate support and brokerage which can persuade and encourage refugees to trust new ways of doing things. The city is keen to support the needs of children (and women) further, aware that many are traumatised, at risk of isolation and far from home and that there is a critical need both for psychological support as well as for the city to provide, wherever possible, 'normal' activities for children to resume their lives.

Already there has been a sea change in the way in which Warsaw is thinking about the opportunities as well as challenges which this refugee influx has brought. This is starkly clear in relation to employment. All refugees from Ukraine have been given an automatic right to work, and during a three-month period 40,000 refugees (primarily women) have been employed, including within the reception centres themselves. A further 250 refugees have been employed in schools and many more finalized Polish language courses. This helps to mainstream refugees within the city's workforce. In acknowledgement of the needs but also the benefits which this influx of new skills and perspectives bring, a field labour office dedicated to the employment of Ukrainians has been set up.



Responding to this crisis has involved flexibility and inventiveness on the city's part. Acknowledging the skills and experience (as well as reach) of existing NGOs, the city has been taking active steps to involve, support and co-ordinate with as many as possible, acknowledging their skills and experience in this area. For instance, the Warsaw Council of Women has been active in proposing measures for pregnant refugee women which are being explored with international funds. In addition, the city is actively co-ordinating with international funding organisations who contribute both finance but also experience and guidance in the formulation of programmes. And the city is also liaising with and asking the opinions of migrants themselves to find out what they need, how services need to evolve and what they can do to encourage fuller integration. It's a rapid learning curve, but there is appetite for it to continue.

Women in this mix are central. "This crisis has the face of a mother with her children." Public support for Ukrainians is still very high, and so the city is building on this support to introduce measures which it is hoped will become permanent. The overall ambition is to encourage refugees to integrate as fully as possible and for some at least to regard Warsaw as their new, permanent home. "We want to make the survey originally planned in the Action Plan which Warsaw developed in CONNECTION is going ahead, but now will inform a rapidly evolving system of services and initiatives. Warsaw's story shows that rapid change is possible, and that an acceptance and integration of women and their children can be embraced from a relatively standing start. "Before this crisis we were really living in a bubble, not understanding the issues of having refugees or migrants in your city. We have learnt a lot."

**GOOD PRACTICES**  
**on the integration of migrant women**

# Gothenburg - Civic Orientation Course

## Lead Agency

Integration Centre, Gothenburg

## Context & rationale

One of the major barriers to women becoming integrated in Swedish society, particularly in relation to gaining work and playing an active role as citizens, is that there is a fundamental difference in perspective and approach between Sweden and some of the countries of origin. The premise of the civic orientation course is that it enables people – particularly women but also men – coming from different cultures and societies to understand some of the values which underpin the functioning of Gothenburg (and Swedish) society. The reason the course evolved was that the City of Gothenburg was aware that there was sometimes a clash between the values of the ‘country of origin’ and the more individualistically based culture and system obtaining in Sweden. Rather than just expect women (and men) to adapt to and understand this, the civic orientation course was introduced to enable people to explore, in a safe environment, the concepts and ideas surrounding more individual and rights-based societies in order to potentially better embrace the value of upholding women’s rights, and women pursuing, for example, their own careers.

## Description

Since 2010, newcomers to Gothenburg city can study ‘civic orientation’ in their mother tongue, get assistance from the Information Office or join the Language Friend programme.

Languages spoken at the Integration Centre are Arabic, Amharic, English, Oromo, Persian/Dari, Somalian, Tigrinya and Turkish.

The courses help participants explore values issues through a historical context, allowing them to compare their own societies and values with those of Sweden. The courses show the way in which the concept of ‘equality’ has evolved over time, and is a constantly moving ‘feast’: it is pointed out that Sweden doesn’t look the same today as it did 20, 50 or 100 years ago and that societies are dynamic and constantly changing. This helps students understand the social, historical and political context in which they are now living and connect with and understand the way in which individuals now live their lives, and the values they embrace.



Gothenburg, Sweden

Courses also help participants understand the concept of human rights as well as how important upholding individual rights is for society. This particularly focusses on the gender dimension, and examines the benefits for society as a whole (as well as the individuals) of having both genders fully involved in civic life.

Courses encourage debate and discussion around questions such as ‘What can men do to promote equality?’ or ‘What can women demand to improve their situation?’, and also look at real life situations.

Methodologically, the course facilitators have various techniques for encouraging women to participate even if, initially, they are reluctant. These include nominating women as the spokespeople for each smaller discussion group to get them used to talking in front of others, and in particular in front of men. The civic orientation course is complemented by an Information Office staffed by counsellors who provide information in a range of languages, including Swedish and English but also in a wide range of other tongues.

The information office can provide factual information on how to orientate in society – for Methodologically, the course facilitators have various techniques for encouraging women to participate even if, initially, they are reluctant. These include nominating women as the spokespeople for each smaller discussion group to get them used to talking in front of others, and in particular in front of men. The civic orientation course is complemented by an Information Office staffed by counsellors who provide information in a range of languages, including Swedish and English but also in a wide range of other tongues. The information office can provide factual information on how to orientate in society – for example, how to get hold of different authorities, get grants, apply for pre-school places and generally ‘make sense’ of the system. Like the Civic Orientation course, the information office is underpinned by the ethos of enabling women to become independent and self-sufficient, and has a highly client-based way of operating, responding to the questions and needs of the individual through an individual counselling approach which is empathetic and respectful. This can enable the woman to open up and discuss underpinning problems and potentially gain support with navigating more difficult issues such as domestic abuse.



## Resources needed

Classroom facilitators who speak a number of languages and are skilled in enabling discussions about values

Building in which to hold sessions

Organisational and co-ordination aspects to oversee a wide range of information and training services provided under one roof



## Results

During 2021 there were more than 300 students and 39 ongoing courses (check updated stats – these were provided during the visit)

This ‘civic orientation’ brings confidence and a deeper understanding of how society works and how the person might fit into that.

Women attending the course report that they have gained greater insights into how society in Sweden works. One woman reported how “I have understood how I can participate in all parts of society. For example, me and my husband now share the work with our children, and also I have learnt about how I can be more economically self-sufficient. Both me and my husband attended the course and now we know how to handle our family better, how to discuss things with our children. We sit at the table and we discuss different situations. We talk to the children about how they can be good citizens, we both teach them to take part in the domestic chores, like clearing away their plates after a meal or tidying up their toys. I’ve also learnt about my role in society – in my home country there is an expectation that mothers stay at home and do nothing else. But now I see women in workplaces, taking an active role in society. So my view of women in society has changed. Also, the information I got in the civic orientation course helped me orientate in the ‘real world’ – I can now understand what I see so I feel more aware and more secure. When I visit the school, or the hospital, I see lots of women there as teachers or as doctors. Now I notice that. And I feel that I could do something like that as well. It has given me new thoughts on how women can work and act in society”.



## Success factors

There needs to be a genuine commitment to truthfully examining the historical and cultural context of the current values system obtaining in the country. The ability to address the question: “Why does this country have the values it has now?” is centrally important to show how a consensus around values has been formed.

Avoiding didacticism or ‘finger-wagging’ is vital: this is not about telling newly arrived migrants and refugees how to do things, this is about enabling them to understand the context and history and then discuss that and form their own view.

Classes are small, enabling discussion



## Risks & Challenges

### GENERAL CHALLENGES

- There is a changing political landscape towards citizenship and immigrants. The whole concept and definition of integration is changing which will be demanding for all
- Doesn't bring a quick fix - students can take time to form their own views and they don't necessarily

### CHALLENGES FOR RUNNING THE COURSE

- The course is delivered to men and women, and sometimes couples will attend together. When that happens, on occasion the course facilitator will observe that the woman does not speak, or cedes place to her husband in the classroom discussions. They have to find ways of getting round this and encouraging the woman to speak.
- Another challenge is when people - particularly women – attend the course who have not received a formal education and lack both confidence and sometimes literacy skills. They may feel unable or embarrassed to express their own views, coming as many do from patriarchal societies where it is not usual for women to voice opinions. The course leaders mix methods to encourage them to speak: for example, if there are small discussion groups in the class the teacher may ‘require’ the feedback to be given by a woman in the group.

“We see they give place to the men, they become active in the discussions, so we see we have to get them more involved and active in the classroom so they can learn how women can take her space and be active in society. So they can learn not to hold back just because there is a man in the classroom. Sometimes we divide people into smaller groups and they discuss issues and we ask for feedback and we ask that it is a woman to represent the group back to the class. With this encouragement, the women can really begin to participate fully. The next time we meet we can start to see that women begin to gain confidence to talk even in the open group, in the larger classroom.”

# Do's

- Commitment to a client-led way of working
- Existence of a wide range of inter-connected services to which the civic orientation team can refer
- Resources and commitment to not only improving language skills (which many cities can sign up to) but importantly also skills around understanding and living alongside the values of a new, host country.

## TOP 3 RECOMMENDATIONS

1. Acknowledge that learning about values and rights and the 'operating norms' of a culture and country is a vital element of the integration process
2. Invest resources in enabling discussions which help individuals explore ideas about their 'new' country and how they might fit into it.
3. Invest in information and support to run alongside such discussions to help individuals gain practical pointers and support for integration. Combining both information services and 'reflection' services under one roof enables the individual to not only learn what the systems are and how they work, but why they work that way.



[Turkay Rahimova](#)  
[Sofia Olsson Quist](#)



[CONNECTION video on the Integration Centre](#)

# Oslo - Mother Tutors

## Lead Agency

MiRA Centre

## Context & rationale

Migrant women from a range of communities in Oslo can require support to understand and get connected to the services they need. They can also be isolated, and with that isolation can come challenges for mental and physical health and family life. The project therefore aimed to benefit such migrant women – mothers themselves – by connecting them with trained ‘guides’ who are migrant women themselves and who can help begin and sustain a process of support and integration.

## Description

MiRA Centre has been going since 1989 and is the first migrant-women led initiatives in Oslo. The existence of this organisation has helped develop and embed the project over the years. The reputation of the organisation as the first (and only) organisation led by and for migrant women in Norway means that it has gained support and recognition for its work – including funding. The programme has built on the ideas and enterprise of migrant women themselves who have devised and continue to deliver and finesse the programme as it goes on.



Elected migrant women are trained every year in five key areas in order that they become an accredited ‘mother tutor’. These areas have been identified by the migrant women themselves and are:

- Communication between parents and children
- Health – physical, mental, lifestyle, nutrition etc
- Digital issues
- Tutors’ role
- Networking and activities (and how to run these)

Once they are accredited, each ‘mother tutor’ is then able to engage with the women in her ‘patch’, as well as connecting into the resources in her neighbourhood such as mosques, schools etc. They reach out and contact participants and devise activities and networking events during which they will run sessions on the key areas of interests (family issues, digital issues etc).





## Resources needed

- Project has been funded by the municipality since 2019
- Resources for devising and running the training programme for migrant women
- Well-developed and trusted network of migrant women through which 'mother tutors' can be identified – over 50 volunteer tutors, speaking 25 different languages, are busy at any one time



## Results

Women are reached through this project through networks of trust, by women who speak their language and understand their issues because they have lived them. As a result, the messages and teaching imparted by mother tutors is listened to and more women are reached.

This initiative therefore identifies the invisible, but also importantly engages them in discussions which are not only practical (where to go for services) but also about 'how to understand and live well in Norwegian society'. These values-based discussions are vital for integration and for women to understand and participate in the society in which they now live.



The course that has been the most important for participants is the course on communication between parents and children. The course is about preventing the use of violence in the upbringing of children and empowering women. Children's rights are quite strong in Norway (children are allowed to have their own opinion, parents do not own their children, they are independent individuals) and cultural issues may arise as children grow up, especially with girls. It is important to speak about these issues not only with girls but with parents as well. Once participants become ambassadors, they can begin to reach out to mothers and start these values-based conversations within their community. Another popular course is the digital training as the labour market in Norway is very digitalised.



## Success factors

- Mothers have a high level of trust within their community and can therefore reach migrant women who would be invisible to municipal services
- Accreditation of mother tutors empowers them



## Risks & Challenges

- Municipality may not continue to support
- Potential for values-based conversations not to be regarded as sufficiently 'hard outcomes' for municipalities (but MiRA would argue that this is central in helping with integration)

## Do's

- Trust migrant women themselves to do outreach and devise activities
- Take the training seriously – you cannot be a 'mother tutor' without support and assessment first
- Take the ongoing support seriously – mother tutors will need to debrief, ask questions etc during the course of their work to deal with issues which may come up
- Recognise the importance of migrant mothers as key connectors for their families to services

## Don'ts

- Require immediate results
- Commission such work based on achieving hard targets (such as employment)

### TOP 3 RECOMMENDATIONS

1. Involve the target group (of diverse migrant women) as much as possible in developing and delivering the support
2. Celebrate the real role of 'community support and networking' which such a project plays
3. Focus on topics of real concern to women and they will engage



Khansa Ali, MiRA Centre



[The Mira Centre  
Oslo case study](#)

[Mother Tutors  
Immigrant Mothers as Agents of Change](#)



# Utrecht - Plan Einstein

## Lead Agency

Municipality of Utrecht

## Context & rationale

Plan Einstein was the answer to protest and opposition to the influx of refugees from Syria and Eritrea in 2016. The municipality created a safe space for meaningful encounters next to an asylum centre where refugees and local people from the neighbourhood could learn, work and live together. It ran courses in English, ICT, entrepreneurial skills and 'Build your own future' as well as holding artisan, music, voluntary activities with Welcome in Utrecht, Sports and cultural activities.

All activities are open from day 1 and are open to both refugees and people from the neighbourhood and designed to be 'future free' (so they can also be applicable even if newcomers are returned to their countries of origin). They are offered to all, irrespective of their status or prospects of gaining citizenship. Youngsters live as good neighbours next to the asylum centre and have created an open community.



Plan Einstein also created Plan Einstein hubs in the city, which are open, creative and inclusive spaces for everyone. Everywhere can develop a network. The work was supported by Utrecht and Oxford University so was evidence-based and resulted in a huge success which changed national policies that asylum centres must be located with co-housing and have a more open atmosphere.

The key underpinning principles and ideas of Plan Einstein are:

- Inclusion from day 1 (the question is not 'if' you are going to do something from day 1, but 'what' you are going to do)
- Future free (so it is not designed and offered on the basis that it is useful only in the Netherlands, but that it will be useful even if migrants return to their country of origin)

- Inclusive (all activities are open equally to asylum seekers, refugees, migrants, local people from the neighbourhood)
- Ongoing continuum of development is embraced as a concept (work on skills and education in country of origin and transform them to the new local context). The trauma slowly declines if you are active in a safe environment.
- Free open spaces are provided for meaningful encounters, so your network will be extended organically.
- Work on personal development
- Evidence-based with first Oxford University and now Utrecht University (of Applied Sciences) evaluating the activities.

## Description

Plan Einstein was 'born' (thought up) on Einstein street and the plan was named after him because the concept leaders "thought Einstein was a smart guy and a refugee himself". They were mindful of some key Einstein quotes which speak to adopting an innovative approach e.g. "We cannot solve our problem with the same thinking we used when we created them" or "The true sign of intelligence is not knowledge but imagination".

The framing of Plan Einstein makes people curious and has stimulated some positive thinking and a 'good feel' about the project.

Consulting with people from the neighbourhood about their needs e.g. about housing for young people, and also with refugees who co-designed the free open spaces for meaningful encounters so that a sense of belonging was felt.

It was also important that the main activities were also inclusive for refugees and local people from the neighbourhood. Those activities were: Entrepreneurship courses ; Build your own future (setting up a business) ; Women in Business ; Coaching individual persons by coaches from business ; English lessons from basic to Cambridge level ; Artisan skills lessons ; Courses on more practical skills (timber, metal); Feminist needle and handicraft work for women; Sports activities; Theatre productions like Future citizens production in the theatre; Dance and play productions ; Come and eat with Dutch families ; Visit to the museum and talk about what you see ; A lot of different voluntary activities.





## Resources

It was first financed By Urban Innovative Actions Fund of the European Commission (2016 -2019), which said 'be bold and innovative'. It is seen as one of the top ten UIA projects and the only one on migration in the top ten. Plan Einstein is now financed by the municipality and has transferred to other refugee centres in the city of Utrecht which will, with plan Einstein hubs, be part of the broad city program.

You need independent innovative policy makers, thinkers and designers who are prepared to 'think outside the box' and take some brave steps to think about integration in a new way.

You need to get young people and innovative organisations involved, such as universities, employers, theatre companies, sport centres, housing companies, buddy systems, cultural centres.



## Results

It shows that an asylum centre for refugees can be a benefit and not a burden. All political parties support this concept from left to right. People from the neighbourhood feel that their concerns have been listened to and tackled. The biggest opponent to the scheme, a Utrecht citizen who wanted to 'set fire to the place', was won round and later joined the programme and became a buddy for a refugee family. He was chosen as the top Utrecht citizen of the year, precisely because of his change of mind.

There were far fewer negative incidents or rule infringements (only smoking in their rooms) amongst those housed in the scheme: the lowest rate of incidents, in fact, of all asylum centres in the Netherlands. Refugees report feeling respected for their skills and abilities to join Utrecht society and organise all kind of activities. Also women feel that they can join activities and the programme is adjusted according to the needs.

The evaluation showed a range of benefits including:

- Hundreds of People joined the program (refugees and local people) - this is still going on in different centres
- The municipality (City Council) decided that every future asylum centre in Utrecht must be a Plan Einstein centre



## Success Factors

### What were the key success factors and/or enabling conditions that made the practice possible?

- Looking for the common denominator where refugees and local people can work together from a situation of equality
- Looking at refugees' strengths, not weaknesses. So not talking about Post Traumatic Stress Disorder (PTSD) but about Post Traumatic growth. By being active it is believed that the trauma of refugee flight can be healed.
- A commitment to the 'ongoing line' principle underpinning the project which aims to build a bridge between the educational and work skills in the country of origin and transforming these into a new situation in Utrecht. In other words, not forgetting the past but transforming the past in a positive manner.
- Making sure that the concept is attractive for everyone with a positive approach in and of itself.
- Make not only the contents of the programme but also the building and the free open space attractive for meaningful encounters. This includes putting on things which people want to receive in terms of support such as English courses, entrepreneurial skills, sessions with coaches from companies, welcome in Utrecht activities, and cultural activities



## Risks & Challenges

The greatest challenge was national policy. This sets out that asylum seekers just have to wait and do nothing in a constraining environment. So the innovative approach of Plan Einstein was first financed by Urban Innovative Action program of the European Commission in 2017. Because of the success in Utrecht it changed the local and national policy perspective to acknowledge that asylum centres and reception centres for refugees also must be developed alongside co-housing with e.g. young people and provide an open place for personal development.

# Do's

You have to look at what the local situation is and then transform this integrated approach to the local situation. The City of Utrecht can support how to do that. It is innovative and refugees living, working and learning together is not very common.

Don't take one thing out of the plan Einstein concept e.g. voluntary activities and think that is the solution for everything. Plan Einstein has to be an integrated approach. If it is, this can work very well and can also be acceptable for all different political views and parties.

## TOP 3 RECOMMENDATIONS

- Be innovative and try something completely new
- Look for the common denominators that is attractive for everyone
- Look for modern NGO's who want to innovate and work together on an equal footing



Jan Braat, Senior policy advisor migration and inclusion, City of Utrecht

Niene Oepkes, Independent expert  
Intercultural Cities network, Council of Europe



Plan Einstein [Short item in Euronews on Plan Einstein](#)  
Evaluation of Plan Einstein: [Utrecht Refugee Launchpad - COMPAS](#)  
The red Thread and stich by stich, Plan Einstein for migrant and neighbourhood women [Videos](#)

# Gothenburg - Returhuset/Recycling House

(Vocational rehabilitation programme with sustainable development as a frame concept, Social Administration Northeast)

## Lead Agency

Run and funded by the Department of Social and Welfare Services of Gothenburg municipality

## Context & rationale

The Recycling House is based in the North East part of the city which faces most challenges in terms of poverty and integration issues. It was created to respond to the particular challenge of people in long term unemployment and/or with particular challenges in accessing employment, in which category some migrant women often fall.

The programme aims to benefit these longer-term unemployed but also to consciously address issues of gender inequality by focussing, through evaluation, on its own practices to ensure that it is actively addressing barriers and challenges which women may be experiencing.

The programme also aims to encourage language learning but in an informal and purposeful sense. Language is not forefronted or highlighted: rather, participants are included in practical tasks, all linked to building environmental sustainability in the city, which can benefit the wider population. The rationale therefore is around 'learning through doing', and also that by having a more holistic, gender-aware approach to engaging both men and women in the programme, benefits will include better integration through improved language, but also better confidence, health and wellbeing.





## Description

The programme has been up and running for several years (since 1995 as a permanent unit).

The main activities of the Recycling House include running lessons/workshops on bike repair, kitchen lab/cooking, upcycling goods and gardening. Pre-Covid the norm was that the project took on between 6 – 10 new people every 8 weeks (amounting to about 150 per year) who took part in these activities and were supported by those leading the activities, but also by occupational therapists and other support workers.

Assessment plays a key part in this programme: participants are first assessed as to their suitability for participation at the outset, and then once they have started again after they have completed 8 weeks 'activity' with others on the Recycling House course. Each individual's assessment may result in different pathways – importantly the programme does not just view employment as a desirable outcome but also the improvement of health, confidence, and general wellbeing as well as developing an increased sense of 'connectedness' with the community. During this 8-week period the participants do not attend any language learning, but rather interact with other participants.



## Resources needed

- Cost of programme originally met by municipality using some EU funding. Now cost is met by the municipality. The model includes some income generation through repairing bicycles and through a café, for instance. Thus this is a social enterprise model which aims to build skills and confidence whilst also building the neighbourhood and contributing valuable services.
- Building and space to run activities
- Tutors in each 'craft' area
- Occupational therapists
- Assessors for referral into the programme and assessors during the programme





## Results

Approximately 150 per year benefitted pre-Covid and in recent years these have been 50/50 women. Benefits of the programme are not measured in gaining employment necessarily (though this is good if it happens) but importantly in improved health and confidence outcomes also.

A detailed evaluation was made of the programme in particular in relation to its 'gender performance' as they wanted to make sure more women were included. This assessed the programme through a 'Four Rs' lens and came up with some concrete and tangible solutions as to how it could improve to ensure women felt more able to participate fully. Practical steps were taken as a result of this evaluation to improve both accessibility and also how the programme is run – the result is that now the participation is half women.



## Success factors

### Preconditions included:

- Commitment to an ongoing budget by the municipality
- Commitment and vision to tackling longer-term unemployment for migrants as part of a wider strategy on employment: whilst the majority (75%) of participants are migrants, there is a cohort of unemployed Swedish people as well who participate meaning this is not an unemployment project 'just for migrants'
- Workers funded through the municipality Social and Welfare Services department
- A space where not only learning but also practical tasks (such as cycle repair, a café) can be run and which beneficiaries can participate in

### Success factors

Commitment to actively investigating the performance of the programme in relation to gender access and equality. This has included commissioning an evaluation which highlighted some key areas for improvement (to make sure that women's issues and barriers were addressed) and then importantly listening to the evaluation results and adjusting the practice of the project accordingly. For example, the 'dress code' for the programme was adjusted in order to make this more acceptable to both women and men (to include loose-fitting garments, etc).

Having a focus not on language learning (which can prove intimidating, particularly for longer term unemployed who may reject or feel uncomfortable in formal learning environments) but on doing activities which are felt to be (and are) purposeful for the wider community

## Risks & Challenges

Municipality stops funding the programme and there are insufficient resources to support people through the activity

The 'political climate' changes and the programme is required to show more immediate employment outcomes (which will 'kill' the possibility of participants going at their own pace and gradually building confidence)



## Do's

Need vision in relation to acknowledging that tackling longer-term unemployment amongst migrant women requires a new approach  
Resources to enable an engagement programme Entrepreneurial spirit to identify what activities would benefit the wider community and provide a 'way in' for people, including women migrants, to work together and learn.

### TOP 3 RECOMMENDATIONS

1. Prioritise informal learning, particularly for women who may not have experience of formal learning and feel uncomfortable as a result
2. Take conscious steps in such programmes to make them genuinely inclusive. – not only by involving both non-migrants and migrants, but also by ensuring that gender barriers are investigated, highlighted and addressed
3. Be prepared for outcomes not to be linear. Gaining employment for long term unemployed, particularly when this includes some of the complexities and traumas which some migrant women experience, is not an easy or a straight path. Engaging women migrants in activities which bring them into contact with others, build their confidence, connect them with the wider community and allow them time to begin to speak may not lead directly to them working, but it may lead to really important interim outcomes such as improved health and confidence.

 [Sofia Olsson](#)  
[Anna Lundwall](#)



[CONNECTION video - Returhuset](#)  
[returhuset webpage](#)

# Warsaw - Safe space at weekends (for children) and Women's circle – development & integration support



## Lead Agency

Warsaw City Hall, Welfare and Social Projects Department

## Context & rationale

The rationale for developing a specialised, targeted approach to supporting children and young people and their mothers is the growing number of refugees, among whom children and women make up the vast majority.

The majority of support activities are carried out during weekdays. Activities slow down at weekends; there is a real niche to be developed here. This offer therefore focuses on managing the free time of refugee children and young people at weekends from 10:00 to 18:00.

## Description

The project started on 1 July 2022. Every weekend there are animators, educationalists and psychologists on duty at the foundation headquarters, who will carry out an extensive programme of workshops, activities, lessons, meetings, breakfasts etc. A detailed programme of activities and workshops will be designed one month in advance, after assessing the needs of the people using our space. The programme will be adjusted on an ongoing basis according to real needs. Every day (Saturdays and Sundays), a hot meal and a healthy snack will be provided to those using the safe space of the foundation.



The safe space is equipped with stations with computers, headphones, an interactive whiteboard, a reading area and a relaxation area. We provide room service, stable fibre-optic internet, good lighting for learning and working. The space has been completely general renovation, equipped with the most modern and safe installations.

An additional activity module in the space of the Activist Foundation is the Women's Circle. The workshop and development programme provides support for women caring for children who arrived in Warsaw fleeing the war in Ukraine.

In the city, they have observed a problem with a sense of security, loss of identity, but above all, an inability to assess and use one's own resources, a lack of independence and problems with decision-making. These problems and challenges are largely understandable, but the city also feels it is up to them how the individual lives of the women hosted in Warsaw turn out.

As a result, Warsaw wants to offer workshop-based training work. There will be workshops helping women understand and deal with shame, fear, assertiveness, getting in touch with oneself, working with the body, and increasing a sense of agency. Many of the Ukrainian women will stay in Warsaw and Poland for longer than they originally expected. They will live with us and work with us. Women penetrate the social fabric; we need to support them in shaping their civic, social and life attitudes. The task of our programme is to integrate, but also to equip the participants with basic knowledge and skills to build their own identity in a new country, build a community, but also deal with trauma.



## Resources Needed

This public project is financed with funds received from UNICEF.



## Results

The city hopes that by targeting refugee and migrant children and women their needs will be identified and met at different levels.

It is too early to tell whether or not the programme will be successful in enabling refugee and migrant children and women to navigate the stresses and strains of living in a foreign land, sometimes with extreme trauma and anxiety about the situation which is going on 'back home' in the war zone.

There is undoubtedly a great need to support children and young people who cannot lose touch with their studies and need a proper, quiet space to do so. Women need a lot of psychological support to better cope with trauma.



## Success factors

Finding an organisation that will provide professional support to target groups



## Risks & Challenges

Warsaw was not in as positive situation as other European cities to undertake integration work - because of the small foreign population, we did not have much experience. There was also not such a big wave of refugees before which included such young and traumatised people.

Maintaining funding in the long term is a challenge. It is difficult to predict how long the refugees will stay in Warsaw, if and when they will want to return to Ukraine. UNICEF funding is secured for 2022, not sure if it will be available in 2023.

- It is necessary to seek funding from different agencies and to establish partnerships that will allow support to continue.

## Do's

- Daily co-ordination with the aim of finding out the key needs of the population is the first priority in a situation such as this.
- Regular co-ordination meetings in the city hall with the officers responsible for taking decisions. This makes it much easier to be more elastic regarding where to spend money, where to send people and how to organise the system.
- Being well informed and connected about what is going on at the city level is crucial – this can only come about through regular meetings and communication with NGOs and other key actors.
- Speedy and transparent co-ordination with international organisations is essential.



[Tomasz Pactwa](#)

Director of the Welfare and Social Projects Department, City of Warsaw

# Further Resources on migrant women integration

Of the total number of new asylum applications made in Europe in this time, only 33% were for women or girls.  
Source: [Eurostat data](#)

UNHCR, [Gender in Integration Handbook](#) and [UNHCR integration handbook for LGBTQI+ refugees](#)

Melissa Network, [Special Report on the Integration of Migrant Women](#), 2019

[Eurodiaconia Guidelines for the Integration of Migrant Women](#), 2018

OECD working paper, Liebig and Tronstad, [Triple Disadvantage? A first overview of the integration of refugee women](#), 2018

WHO, [Migrant Women's Health Issues: Addressing barriers to access to health care for migrant women with irregular status](#)

[Mediterranean City-to-City Migration Working Paper on Migrant Women in Cities](#)

European Commission, [2021 Report on gender equality in the EU](#)

European Trade Union Institute, [The status of migrant female domestic workers in Europe: time for an overhaul](#)

For a review of the literature on transgender forced migrants' lived experiences and mental health outcomes in the USA, highlighting the need for focused support, see: [here](#)



# Glossary

General note on use of ‘migrants’ across all How-to Guides: The term ‘migrants’ is used to speak about all people who have moved from one country to another, including refugees, asylum seekers, undocumented migrants and migrants of any other immigration status, unless otherwise specified

## **By-and-for services or organisations**

This term is used to describe services that are run by members of a particular minority group to support other members of that minority group. For example services that are run by and for ethnic minority women.

## **Cisgender**

Cisgender refers to people whose gender identity does align with the gender that they were assigned at birth. For example, if someone’s birth certificate labels them as female, and they are comfortable living and identifying as a woman. It is a way of describing people who are not trans without referring to those people as ‘normal’ men or women. [For more information](#)

## **Family migrants**

People who come to join, or arrive with, family members who may have or gain legal status. Family migrants may have different rights and statuses from the people they join or arrive with: for example, the spouse of a refugee may prefer not to get refugee status because they want to be able to return home to visit. Family migrants are often hidden because they come to live with other migrants, and this has gender implications because globally two thirds of family migrants are women and girls.

## **Gender**

The [International Organisation for Migration \(IOM\)](#) provides the following definition of gender: ‘Gender refers to the socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to males and females on a differential basis. Gender is relational and refers not simply to women or men [or other gender groups], but to the relationship between them. Although notions of gender are deeply rooted in every culture, they are also changeable over time and have wide variations both within and between cultures.’

## **Gender equality strategies**

A municipal gender equality strategy sets out the city’s plan for combating gender inequality, which includes measurable objectives for tracking progress.

### **Intersectionality**

Intersectionality describes the way that different systemic forms of discrimination overlap and mutually reinforce each other, and therefore need to be tackled all together.

### **Integration outcomes**

A term to describe the measures by which integration might be assessed. Often statistical measurements such as employment, education, language proficiency and health of a migrant population, which can be compared to native born population or different migrant groups.

### **Mainstream**

Incorporating a particular practice or activity which is delivered separately for certain target groups (for instance, refugees or people with learning activities) into general provision so that it becomes a normal offer.

### **Migrants**

The term 'migrants' is used to speak about all people who have moved from one country to another, including refugees, asylum seekers, undocumented migrants and migrants of any other immigration status, unless otherwise specified.

### **Migrant associations**

These terms are used to describe organisations that have been set up and run by migrants, or specifically migrant women, in the interests of supporting fellow migrants and advancing their interests in the society. These may be general for all migrants or they may exist for specific communities.

### **Migrant Communities**

Communities of people not born in the host country who share a common characteristic, often of nationality but also of faith, culture and tribes.

### **Migrant-led**

Initiatives which are designed and then steered by migrants themselves

### **Migrant women's organisations**

These terms are used to describe organisations that have been set up and run by migrants, or specifically migrant women, in the interests of supporting fellow migrants and advancing their interests in the society. These may be general for all migrants or they may exist for specific communities.

**Non-binary people**

Non-binary people do not identify as either men or women. They may move between male and female gender, or they may have another gender altogether. More guidance can be found here: [link](#)

**Orientation course**

An orientation course is part of an integration programme for migrants designed to convey the information migrants will need to establish (and 'orientate') themselves in their new country of residence.

**Overqualification**

When someone is educated beyond what is necessary for the role they are doing, for example a trained engineer working as a waiter. Migrants, and refugees especially, are more likely to be overqualified, due to language barriers and difficulty getting qualifications recognised.

**Second tier organisations**

An organisation that exists to support other organisations and groups in a particular area of work. Second tier services are able to do things that frontline organisations normally do not have capacity for, like research, consultation, and employing bid writers. Second tier groups may provide resources, capacity building services, training and networking opportunities.

**Transgender**

Transgender refers to people whose gender identity does not align with the gender that they were assigned at birth. For example, if someone's birth certificate labelled them as male, but they identify and live as a woman. [For more information](#)

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