Chapter 4. Block 2. Time and space: Keys for migrants and host communities to live together

The policy objectives listed in Block 2 describe what integration should look like and which solutions are activated at city level to achieve it. The main objective of most of the cities analysed in the study sample is to increase social cohesion. Migrant integration is a key component of this objective and is increasingly taken into account in different sectors of city planning and policy implementation, particularly the two key dimensions outlined below.

1. The *spatial* dimension (i.e. migrants' concentration in certain neighbourhoods raises risks of social and economic exclusion). Active participation of migrants is sought not only through labour inclusion but also by expanding the spaces for their contribution to local public life. In this sense municipalities create partnerships with civil society, migrant associations and the third-sector to organise spaces (public libraries, schools and pre-schools, theatres, squares, recreational centres etc.) and activities (festival, cultural events, awards, etc.) for developing common interests, engaging in local causes, exchanging skills, and building social networks. Fostering collective experiences and social mixing, combined with local leaders' *communication* around integration, influence the perception of host and migrant communities and helps knock down trust barriers.

2. The *time* dimension (i.e. integration takes time and support should be available at important turning points of migrants' path towards self-reliance). Integration measures are provided by many cities from day one (even before status recognition). However over time, migrants' needs and status evolve. Their housing, educational, professional and family situation changes. Even if migrants develop better knowledge about their new community, improve their language skills and build social networks, at some turning points in their lives, they may still need specific local responses. It is particularly the case for refugees who should be gradually introduced to universal systems, after status recognition. Cities increasingly recognise this need and create entry points to respond to migrants' needs over time such as migration hubs, user friendly websites, relevant vocational training in order to access skilled work opportunities, etc.

Emphasis on these concepts results from the lessons that cities have learnt over the years, experimenting with different approaches to integration policy (see Chapter 6.).

Migrant integration policies' conception over time

Generally speaking, the municipalities studied for this report[1] have a long immigration history. During the 20th century, many of the cities experienced an increase in migrants from southern Europe and northern Africa who played a crucial role in their economic development and filled labour shortages. After an initial phase during the 1960s and 1970s, where integration measures were hardly present, the 1980s and 1990s began a phase in which cities started to recognise migrants' specific needs and developed measures targeting specific ethnic or national minorities with regard to access to housing, labour inclusion and language skills. These group-based policies were then abandoned in favour of a universal approach, which aimed to mainstream migrant integration into general policies (Maussen, 2009; Butter, 2011). Recognising the needs of migrants and native-born collectively, cities focused on addressing challenges faced by all communities. Universal instruments have the advantage of avoiding parallel systems and can be balanced, when needed, with measures that the newcomer needs to be able to benefit from universal access, such as: language and vocational training, psychological support, validation of formal and informal competences, etc.

The increase of asylum seekers and refugees in 2015-16 has partly changed the approach again and has often resulted in municipalities designing targeted responses for these groups. As a result, local integration polices are still largely generic for migrants, but since 2015 they have also often been specific and innovative for refugees. The approach towards group-targeted approaches might be more largely adopted in the future, if proven successful in ensuring inclusion and integration, and could be expanded to different vulnerable groups (e.g. non-humanitarian migrants, elderly, disabled, women, etc.) (Escafré-Dublet, 2014; Doomernik and Bruquetas-Callejo, 2016).

1. Amsterdam, Athens, Barcelona, Berlin, Glasgow, Gothenburg, Paris, Rome, Vienna.
Source: Authors elaboration based on evidence from nine case studies.

Migrants and refugees face different sets of obstacles to integration: language barriers in accessing public services; lack of information; discrimination and prejudice from native-born communities complicating their access to jobs and social inclusion. Marginalisation due to migrants' concentration in certain neighbourhoods reduces their access to quality education and job opportunities, well-being, cultural and political participation. Cities respond to challenges faced by migrants as well as other groups through integrated inclusive urban strategies, when possible soliciting active engagement from all communities. These strategies go beyond providing services adapted to migrants and include building connections *where* people live, linking different groups, fighting against risks of polarisation and populism (see, for instance, the 30 proposals regarding Gothenburg in chapter 3, paragraph "4. Adopt a local integration strategy"). Time and space are guiding concepts when cities design and implement multi-sectoral plans to become inclusive places.

Time is understood as the continuum in which solutions are found in the host community (city) to respond to the evolution of migrants' needs. Over time, migrants develop better knowledge about their new community, improve their language skills and build social networks to tap into better opportunities. Similarly, native-born communities over time may see the benefits that migrants bring to their local societies. Cities' responses range from short-term humanitarian responses to long-term establishment in the city.

Space is understood as creating mixed places by connecting the host community with newcomers. In many cities where migrants experience segregation in poorer neighbourhoods (see "Objective 5. Create spaces where the interaction brings migrant and native-born communities closer"), creating spaces and housing solutions that are affordable and attractive for all groups is understood as one of the factors that contribute to desegregation.

Objective 4. Design integration policies that take time into account throughout migrants' lifetimes and evolution of residency status

Observations: Why it is important and what to avoid

The notion of time serves as a reminder that integration policies stretch well beyond the first introductory months and need to respond to situations that change over time. The statistics chapter (Chapter 2.) highlighted large differences across OECD regions in terms of length of stay of migrants. In fact, nine in 10 OECD regions are home to migrants who arrived more than ten years ago in that place. Understanding this diversity at regional level can be a relevant step towards developing tailored regional migration policies that account for the different needs of local migrant waves. For instance cities should assess whether most migrants in their cities have recently arrived, whether they are in possession or not of an EU work permit and EU-recognised qualifications, what their level of education is, and shape the services accordingly.

Well-timed integration is urgent: The importance of early integration has been stressed in the literature for a long time, emphasising that newcomers need to avoid, after arrival, long periods of unemployment (OECD, 2006; OECD/European Union, 2016). Recent research shows that the first two to three years from arrival have a disproportionally positive impact on the probability of finding a job, which drops by 23% after this time (Hangartner, 2016). Therefore the cost for non-action during the "integration window or golden hour" is disproportionally high. Having understood the urgency, cities designed all-encompassing early integration policies for refugees and sometimes for asylum seekers, in addition to national reception policies. However, local authorities face a trade-off when deciding whether or not to include asylum seekers among the beneficiaries of local integration measures. On the one hand, they are aware of the cost of losing immediate opportunities to embark on a long-term integration path. On the other hand, rejected asylum seekers will have to return to their countries of origin and the host community will not benefit from the potential of these newcomers. Cities responded to this trade-off individually; some have started to engage in integration measures for people awaiting recognition of protection status by providing language training, or allowing asylum seekers to volunteer recognising that whatever trajectory the migrant follows, delaying all activities will expose him/her to difficult situations in terms of restoring capacities and hope. These measures are further described in the case studies. Some NGOs have called this time in limbo as the 'accordion period' during which time is not continuous; some intensive moments of administrative processes asking a lot of mobilisation separated by long periods of non-activity and boredom. In general, early

integration models that are now being tested for refugees try to avoid the sequential approach used in the past - first building language, then professional skills, and then starting labour market integration - applying a simultaneous approach that combines the three stages through on-the-job language training and part-time courses. Early measures for integration apply also to young migrants or children of migrants who start school. Specific language classes for children, which aim to integrate children into the regular school system, exist in 81% of the cities that took part in the survey. Some countries even start in kindergarten (see "Objective 12. Establish education responses to address segregation and provide equitable paths to professional growth").

Integration takes time: On average, it takes refugees up to 20 years to have a similar employment rate as the native born (OECD/European Union, 2016). In general, longer presence in a country is associated with improved integration outcomes (OECD, 2015: 21). Helping migrants participate fully in the local economy is a continuous effort that does not end after the first introduction period. Indeed, it is important to strike a balance between continuous funding needs and the national financial transfer, which often decline over time. The goal is to incentivise local authorities to spur quick and effective integration. In fact, the needs might be very different for each individual with a migrant background. Milestones for migrants, which require response in their immediate community, include: change in residency status, change in job situations, passage from student to traineeship and job placement and family presence and/or building. Migrants can find themselves in administrative limbo (e.g. when they turn 18 years old and their asylum claim has not been accepted, when a temporary work visa expires, if their passport has expired but they are not allowed to renew it through the consular network and cannot afford to return, etc.) where the municipality can support them with information and keep track of their presence. The municipality can ensure entry points over time to navigate the administrative system and ensure that migrants are in the condition to autonomously benefit from universal service provision. For instance, just as for other vulnerable categories, policies for equitable access to requalification opportunities must be available to make professional changes beyond migrants' first entry in the labour market.

Learning from experience through partnerships with local actors: Newly designed place-based integration strategies can profit from actors who have long-standing experience in this field, including migrant organisations and communities, charities, foundations and NGOs operating in this area (see co-operation with NGOs in "Objective 7. Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts"). Taking the time to interact with these actors, municipalities can learn what has worked or not in the past and design adequate solutions with them (see consultative mechanisms in "Objective 2. Seek policy coherence in addressing the multi-dimensional needs of, and opportunities for, migrants at the local level"). Cities also recognise the pivotal role of migrants who have been living in a host community for a long time in introducing newcomers to new cultural codes and explaining how the administrative system works. Local research institutions can provide support in the form of knowledge about the policies formulated by the city and complement the data that are produced in-house by the municipality (EUROCITIES, 2009).

Required time to participate in city life before obtaining the right to vote: Cities cannot influence voting rights laws, but they can encourage migrants to take an active role regarding citizenship through alternative initiatives. For instance, engagement with migrant organisations via consultative mechanisms is institutionalised in 46% of the cities in the sample. These mechanisms allow migrants to express their grievances and provide

feedback on local policies (see "Objective 2. Seek policy coherence in addressing the multi-dimensional needs of, and opportunities for, migrants at the local level").

Which tools could work and what could be done better

1. Use integrated approaches from "Moment Zero/Day One"

Integrated approaches from "Moment Zero" or "Day One" means cities have introduced integration mechanisms that encompass all aspects of a newcomer's life (and not just job integration) at the very beginning of migrant arrival, regardless of migrant status.

- In **Altena**, all persons with a foreign background who arrive in the city are accompanied in every step from arrival, status recognition and administrative procedures, accommodation to education and integration in the local society by *Kümmerer*, as well as members of civil society and dedicated municipal counselling services and offers. *Kümmerer* are local citizens who help newcomers with administrative work on an individual need-based basis. In this way, individual coaching is ensured, as they build up an individual trust-based relationship with their new neighbours. In addition, newcomers are quickly referred to specific services to aid with specific tasks (e.g. school enrolment, healthcare services, leisure activities, internship applications, etc.).
- **Amsterdam:** Under the lead of the Municipal Department of Social Affairs, the city of Amsterdam started the "Amsterdam Approach" in 2016. It's an integrated approach to ensure that refugees receive early guidance with regard to employment, education and civic integration. The approach is co-ordinated with several stakeholders, such as the Refugee Council (Vluchtelingenwerk), the Central Agency for the Reception of Asylum Seekers (COA), the Public Health Service (Gemeentelijke Gezondheidsdienst [GGD]), housing associations, social welfare services, employers, and civil society initiatives. Some 70 case managers/tutors are appointed by the city and work alongside job hunters (a private head-hunting company – Manpower – has been contracted to undertake a skills assessment). They coach the refugees from the moment of their recognition throughout a three-year long integration path in several domains: employment, education, entrepreneurship, participation, civic integration and language. Jointly with the status holders, coaches establish a comprehensive individual action plan, taking into account skills, motivation, language level, work experience, educational attainment, and mental and physical condition. The service is financed by the municipality (EUR 31.2 million in 2015, EUR 35.3 million in 2016) and by a municipal fund for innovative pathways to work and participation (EUR 10 million) as well as European co-financing from the ESF (EUR 4 million) for which the managing authority is the Ministry of Social Affairs and Employment. As a response to the recent influx of humanitarian migrants, additional national funding was provided (EUR 17.2-21.3 million). The integrated measure was initially co-ordinated among city departments by a taskforce, later through a chain approach and in early 2018 a 'refugee entity' was set up in the municipality.
- **Berlin:** The Welcome Centre (Willkommenszentrum) works as a central consulting unit, which offers all newcomers advice about a wide range of services and legal issues regarding immigration and integration. It serves as an intersection between the immigration office, branch offices of the Federal Employment Agency and agencies of the districts (social welfare offices, job centre, service

offices for citizens, etc.). The services are available to all migrants regardless of their legal status (including irregular migrants) even though since 2015 the Senate has identified refugees explicitly as a target group, to whom it offers a consultation on living arrangements, the health insurance system, school education, the tax system, vocational training opportunities, as well as job searches. In addition to this office, early intervention for refugees to integrate the labour market are offered at the reception centres through "Welcome in Work" (Willkommen in Arbeit) offices.

2. Multiply the entry points for migrants to access services over time

Well beyond welcome offices, some cities set up migrant-oriented one-stop shops that integrate all information and key social and administrative services for migrants and newcomers in one hub, and connect beneficiaries to the administrative services that are relevant and universal or that have in-house services such as job orientation, capacities assessment and diploma validation, legal assistance, etc. These facilities, as well as user-friendly websites, facilitate access to services to newcomers and long-standing migrants who still experience difficulties. Some centres specifically address recently arrived EU-mobile citizens or who have already spent some time in town. Some others also include undocumented migrants. Cities operate these services either directly, through municipal departments (i.e. hiring social workers to counsel migrants in key social services including schools, adapting the language capacity of public services, etc.) or outsourcing to the third sector (NGOs, migrant associations) or private companies. Public services (such as schools, kindergartens, hospitals, etc.) also provide opportunities to reach out to migrants at different stages of their lives. For instance, municipalities can involve migrants' parents by organising extra-curricular activities at schools (e.g. "parent cafés", informal learning programmes for parents with children at school, etc.).

- **Barcelona:** SAIER (Servei d'atencio a Immigrants, emigrants i refugiats – Attention service for immigrants, emigrants and refugees) is a hub for migrant populations (including irregular and EU migrants). It offers personalised advice in 12 languages across several services (social work, legal advice, regularisation services, housing, etc.) and also offers employment services and a service to support the validation of diplomas.
- **Barcelona resident registry:** All residents of all nationalities are invited to register in the Padron, the administrative municipal census, to automatically gain the status of a "neighbour". The Padron is a national measure managed by the local authority (Offices of Citizenship Services). Access to many services in the city requires registration in the Padron (e.g. for social housing, public education, but also public city bikes). Barcelona registers all persons living in the city, including individuals without an address, which allows irregular migrants, asylum seekers and refugees to access local social services from registration day onwards. In addition, it decreases informality as it ensures the provision of reliable data to public authorities and may help migrants to benefit from proof-of-residence and local activities.
- **Berlin:** The Berlinpass offers the possibility for all Berlin inhabitants who are entitled to social welfare mechanisms, including asylum seekers to receive benefits, reductions in fees and exclusive access to cultural, sport, educational and other leisure activities. The aim of the pass is to provide equal access for all inhabitants to Berlin's social and cultural life. The Berlinpass includes, for instance, reduction in the ticket prices for public transportation, theatre and

concerts, swimming pools, free entrance to local sport clubs and gyms, zoos, and educational offers in adult education centres or libraries.

- **Glasgow:** Govanhill Service Hub, run by the local housing association and the Glasgow City Council (GCC), offers a range of public and volunteer services to support migrant integration and social cohesion in Govanhill. The hub hosts regular meetings between the community and service providers, which include GCC Social Work, the police and the Citizens Advice Bureau.

- **Vienna:** The Start Wien office is where migrants are oriented from their initial registration in the city. It offers individual counselling in 25 languages, training in different modules (labour, housing, education, health, legislation, society) and language courses (vouchers are offered as newcomers participate in the training modules). This service was initially established for third-country nationals; in 2011 it was expanded to EU migrants, and since 2015 it is also accessible to asylum seekers (who benefit from a specific competence assessment conducted by the employment service).

- **Canada:** as part of the Community Connection strategy (see "Policy coherence in addressing asylum seekers and refugee reception and integration") Canada supports newcomers in developing a sense of belonging, while enabling mainstream institutions and community members to better understand the contributions of newcomers and the challenges they face. To address systemic barriers to receiving public services the strategy put so-called 'settlement workers' in schools and libraries as part of settlement partnerships.

- **Athens and Greece** two of the 10 Greek Migrant Integration Centres have been opened in Athens as Departments of the Community centres. The initiative aims at ensuring migrants' access to services through a universal entry point. It will also employ intercultural mediators, to support migrants' access to services and orient them to the relevant local actors. The initiative is set up through EU funds distributed through regional authorities (Attica in the case of Athens).

3. Involve migrants, research institutions and local organisations who have longstanding experience in receiving newcomers

Existing migrant communities have experienced the transition in the host society and are in an ideal position to guide newcomers through it. Municipalities recognise this expertise as well as the ones of NGOs, research and philanthropic institutions and involve them to simplify access for newcomers to public services. With regard to the relationship with migrant associations, and according the evidence collected through the case studies, there has been a general shift from the municipal tendency to fund ethnic- or nationality-based associations to distribute grants to projects through open calls for proposals. In some cases migrants have autonomously organised their initiatives to increase their participation in public life. United Kingdom: Migrants Organise platform that was established two decades ago in the UK by refugees and migrants to "open up spaces for relational, organised participation of migrants and refugees in public life". For instance they help establishing the National Refugee Welcome Board that introduced the private sponsorship to host refugees.

- **Berlin:** Integration guides (Integrationlotsinnen und Integrationslotsen) accompany newly arrived migrants to administrative appointments and advise them on a variety of questions regarding the first steps in the city. The guides usually have a migration background themselves and are thus able to provide basic translation services for newcomers in their native language. The City/*Länder* Commission for Migration and

Integration finances the programme, including the salary of the guides. The project is implemented by contracted welfare organisations and NGOs on the local (district) level inside the city. In response to a recent influx of humanitarian migrants to the city, the number of guides and the budget of the programme were likewise increased from a total of EUR 2.2 million in 2014 to EUR 4.38 million in 2016, and EUR 4.468 million in 2017.

- **Gothenburg:** The programme ''refugee-guide and language friend'' is laid out as a more informal approach. Many citizens volunteered to offer guidance for newcomers in the city. The programme consists mainly of the establishment of a virtual platform and provision of meeting spaces to facilitate the organisation of mentoring programmes or buddy systems by civil society organisations and NGOs.

- **Gothenburg:** The municipality collaborates with the University of Gothenburg in two research projects (Organising Integration and the Centre for Global Migration) gathering knowledge about how integration-related initiatives work in practice with a view to improving the city's efforts.

- **Rome:** A faith-based organisation Centro Astalli, with long-standing experience in receiving migrants and refugees, started a collaboration with 14 religious institutes in the city who offered to host recognised refugees. The 14 congregations opened the "Comunità di Ospitalità"[1] (i.e. hospitality communities), a semi-autonomous project supporting refugees when transitioning from reception systems to self-reliance and independent work opportunities.

- **Canada: Community Connections programming** is an initiative of Immigration, Refugees and Citizenship Canada. It funds projects that aim at building bridges between newcomers and host communities. The objective is to form networks within the various dimensions of Canadian society and promote migrants' contribution. The approaches varies based on local contexts and take place in public spaces (schools, libraries, etc.) as well as through matching of long-time Canadians and well-established immigrants who volunteer to assist newcomers through mentorships, conversation circles, homework clubs etc.

Objective 5. Create spaces where the interaction brings migrant and native-born communities closer

Observations: Why it is important and what to avoid

Migrants' concentration in certain neighbourhoods is visible in many of the cities of the research sample

Migrants' concentration in certain neighbourhoods (also known as "spatial segregation" by income and socio-economic status) characterise metropolitan areas across the developed world and it has been increasing in recent decades (OECD, 2016). Although this study does not focus on metropolitan areas only, it is worth remembering how segregation has an impact on individual outcomes, including on migrant integration outcomes, and how cities can influence these patterns. The maps and Box 4.1 below analyse the concentration of migrants in specific neighbourhoods across several of the cities.

Figure 4.1. Percentage of inhabitants of "non-western" origin per neighbourhood, Amsterdam, 2016
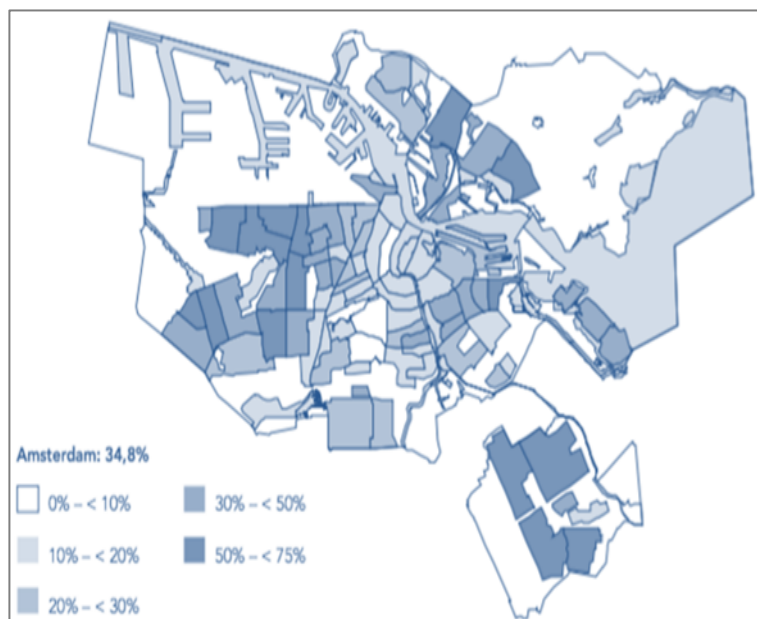

Note: In Dutch statistics persons originating from a country in Africa, South America or Asia (excl. Indonesia and Japan) or from Turkey are defined as non-western migrants. The category 'Non-western migrant origin' includes persons who were themselves born in one of the continents above or for whom at least one parent was born on one of those continents.
Source: City of Amsterdam (2016).

Figure 4.2. Percentage of foreign population per district, Rome, 2015
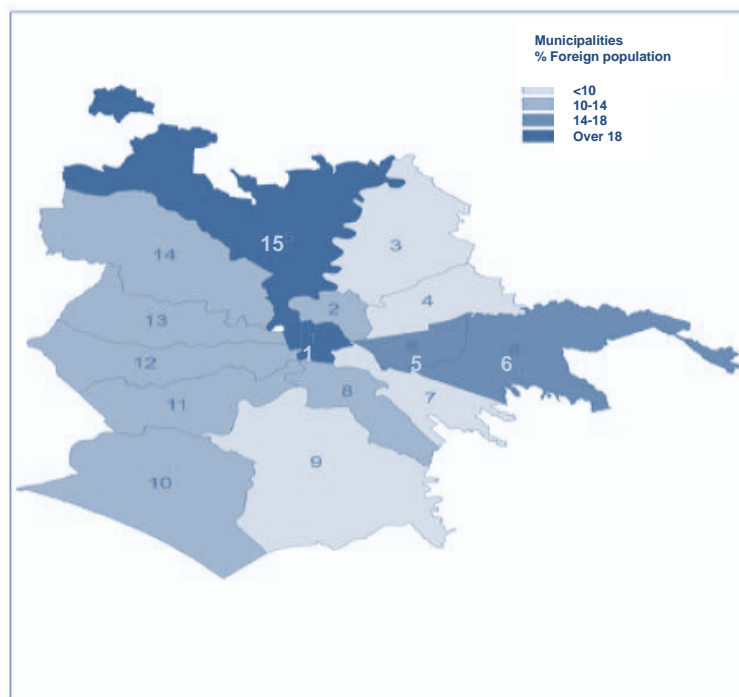
Note: Digit labels represent the % of foreign population (non-Italian citizens) per district.
Source: Unitá Operative Statistica, Ragioneria Generale, Direzione sistemi informativi di pianificazione e controllo finanziario, Migration in Rome: Resident Migrant Population, ROMA CAPITALE (2015).

Figure 4.3. Percentage of inhabitants of foreign population, Paris and periphery, 2010
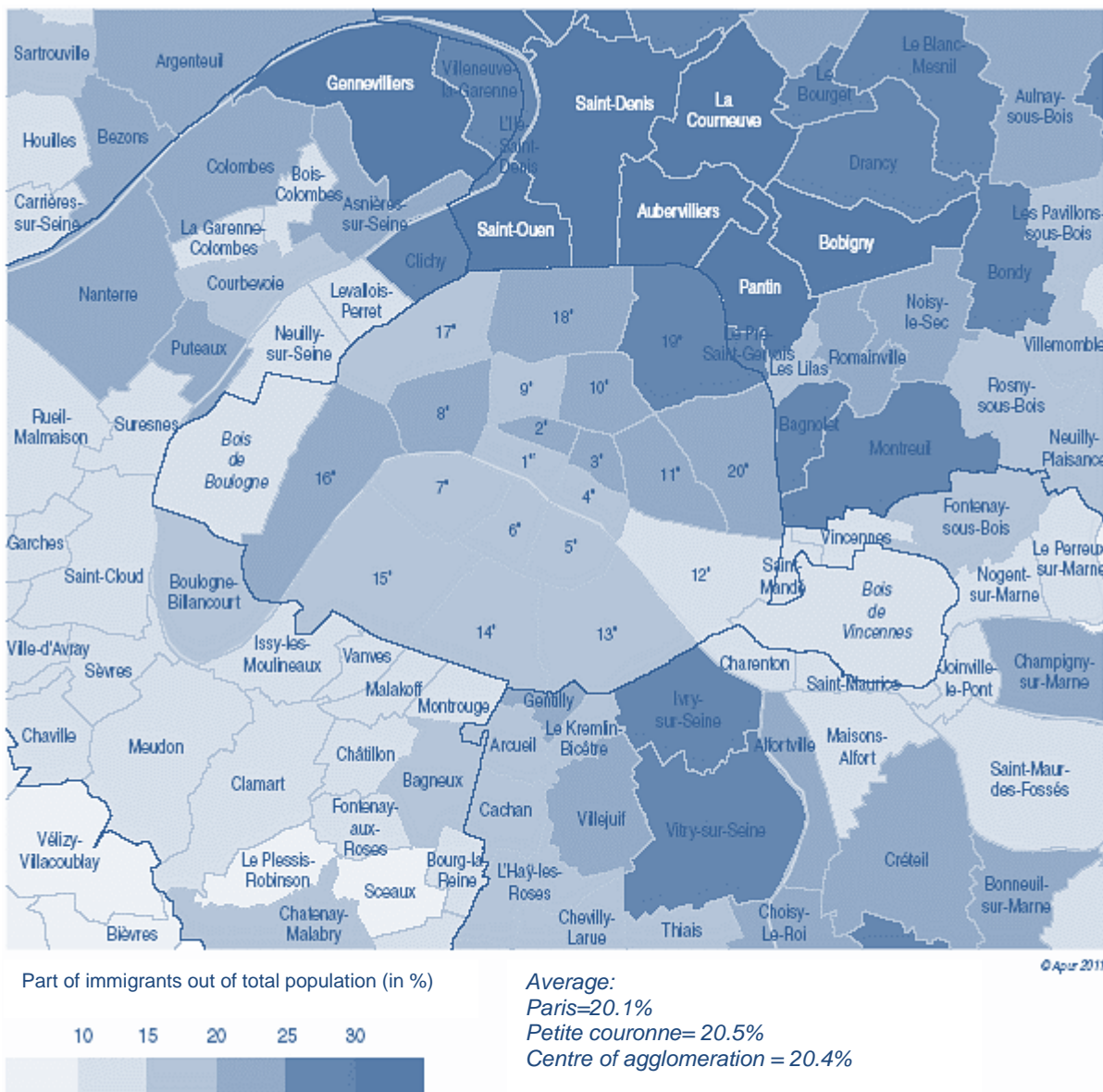
Note: Immigrant is a person who is born a foreigner and abroad, and resides in France. Persons who were born abroad and of French nationality and live in France are therefore not counted. An individual will continue to belong to the immigrant population even if they acquire French nationality.
*Source*: Insee, 2010.

Figure 4.4. Percentage of population with migration background above the age of 18 per district, Berlin, 2017
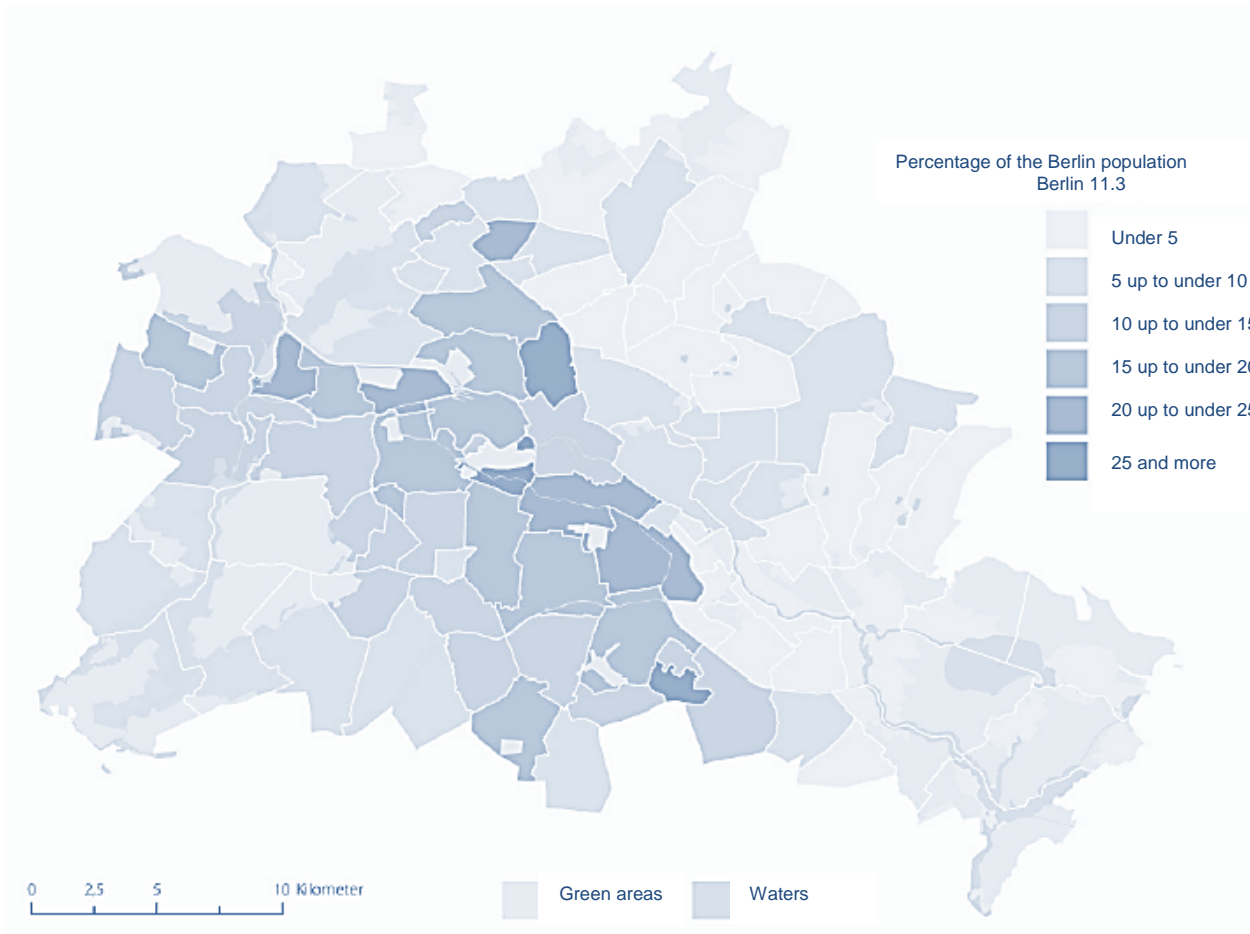
Note: Population with migration background: Share of the population who were born abroad/foreign nationals or at least one of their parents were born abroad or have foreign nationalities.
Source: Amt für Statistik Berlin Brandenburg, 2017.

Figure 4.5. Percentage of persons foreign born by sub-district, Gothenburg, 2017
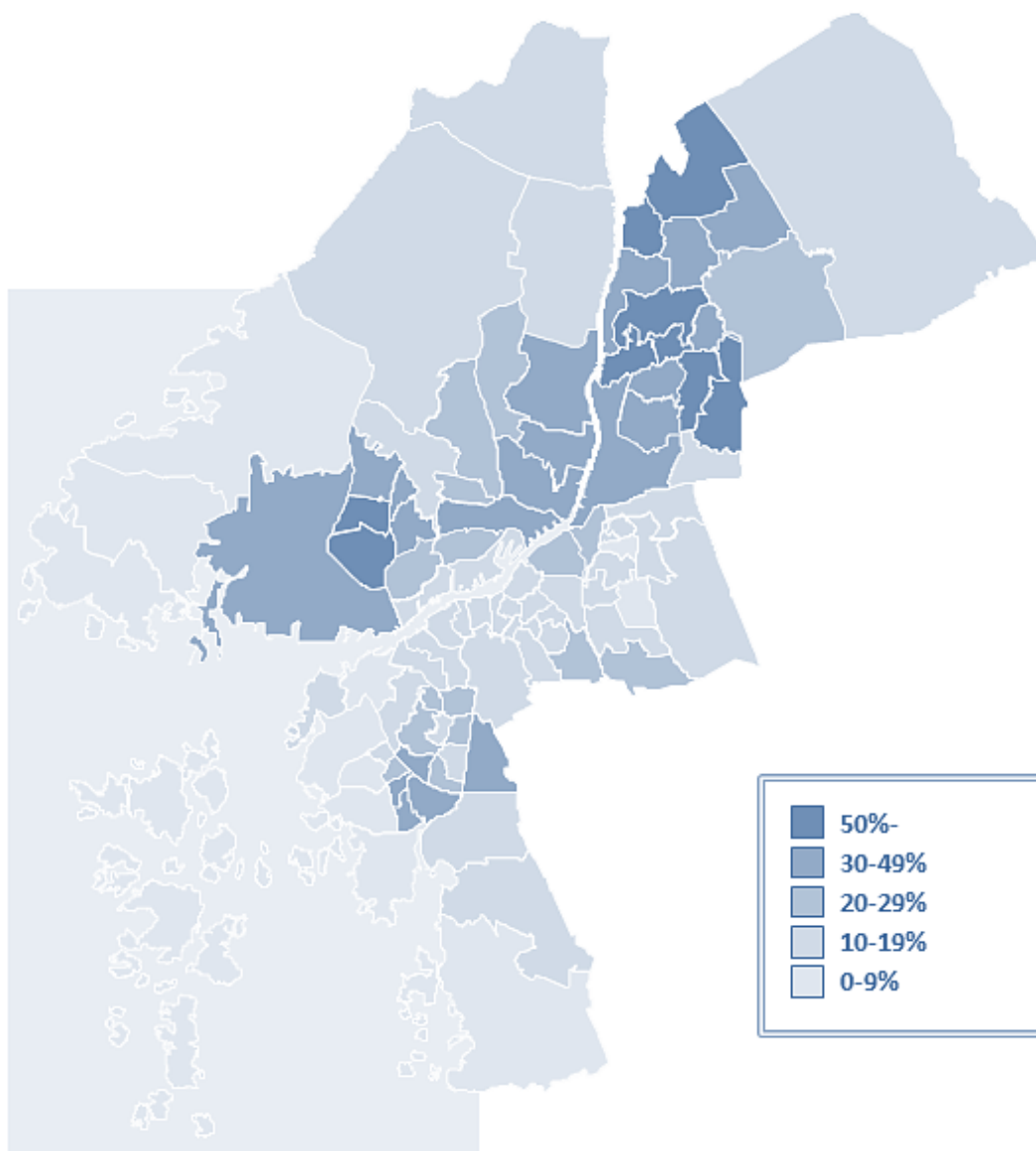
Note: The average % of foreign born in Gothenburg is 26%.
Source: Göteborgs stad, Stadsledningskontoret Statistik och analys. December 2017.

Box 4.1. Inclusion in cities

Concentration of a population with similar background and socio-economic characteristics can bring advantages in terms of job opportunities, resilience and social networks but could become a problem when it prevents segments of the population from accessing the opportunities and services that would enable them to fully participate in the political and economic process. In OECD cities, income inequality has a clear spatial dimension, with the persistence of neighbourhoods of concentrated wealth and poverty.

According to the existing literature (although the evidence is still not very strong) on neighbourhood effects, , living in poor neighbourhoods can have a negative effect on individual outcomes in terms of health, income, education and general well-being (van Ham et al., 2014). Furthermore, segregation can lead to intergenerational transmission of racial inequality: children who grew up in deprived neighbourhoods are significantly more likely to live in a similar neighbourhood as adults, compared to those who grew up in more affluent neighbourhoods. In addition, newcomers are more likely to live where existing communities are already established. These intergenerational neighbourhood patterns are still shown to be much stronger for ethnic minorities than for other groups (van Ham et al., 2014; de Vuijst, van Ham and Kleinhans, 2015). Neighbourhood effects include socialisation processes (e.g. negative peer group effects, stigma effects and lack of social networks to find a job, etc.) and other factors of an environmental, institutional and geographical nature.

Different policies shape the metropolitan socio-economic distribution. The availability of social services, public transports, the housing sector and land-use regulations sometimes can contribute to excluding low-income households in certain neighbourhoods (OECD, 2016). OECD analysis (OECD, 2016) shows that, on average, more administratively-fragmented metropolitan areas (i.e. their governance is characterised by many, and uncoordinated, administrative units) have higher segregation of households by income. This analysis suggests that municipal capacities to deliver public services of comparable quality across all areas have an impact when it comes to generating disadvantages to people living in the least wealthy areas. In particular, literature shows that children growing up in poorer neighbourhoods often have access to poorer quality schools, since these schools struggle due to their lack of resources and the poor quality of the teachers that they attract (Schleicher, 2014).

Source: OECD (2016), "Together or separated? The geography of inequality in cities", in *Making Cities Work for All: Data and Actions for Inclusive Growth*, http://dx.doi.org/10.1787/9789264263260-6-en.

Cities' aims to bring communities together

Although challenges for successful integration are multi-dimensional, spatial segregation and discrimination are two important and mutually-reinforcing obstacles. As we discussed above, cities tend to develop inclusive urban development strategies that foster inclusiveness for different groups and from different dimensions (see "Which tools could work and what could be done better" under Objective 2). Space is a key feature of these

policies. For instance, in Gothenburg, the city's sustainability strategy aims "to shorten distances, both between places and people. The city will be brought closer together – both physically and socially. The city will be more compact with new homes, workplaces and meeting places." Spatial planning, housing policies (see "Objective 10. Secure access to adequate housing") and organisation of public education services (see "Objective 12. Establish education responses to address segregation and provide equitable paths to professional growth") are key tools for inclusive urban development policies. They also take diversity into account. Second, many municipalities adopt strategies to make public places more attractive to meet up and live in for mixed groups. Public spaces and neighbourhoods in the cities are where different groups meet, get to know each other, create acceptance and further connect. They must be respected by all their city-dwelling inhabitants.

Bottom-up initiatives on the front line, developing spaces for interaction between different communities

Civil society organisations are the engine that, through their initiatives and activities, can contribute to making public spaces the place where connections are made between different groups. Many cities recognise the importance of CSOs and work together to transform the use and dynamics of places in the city. In 2015, civil society took unprecedented action in responding to refugee and asylum seeker arrivals, often under the guidance of existing groups and associations that had been operating in this sector for many years. Many of these spontaneous activities contributed to setting up spaces where newcomers and host communities could interact. In some cases, cities are ready to support these bottom-up initiatives with financial support. They do so by providing information or municipal venues (see more on municipal-NGOs collaboration in "Objective 7. Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts"). Migrants and refugees who have been established in the city for a long time sometimes contribute to these initiatives, but often do not like referring to them as "integration activities". From the interviews conducted with migrant associations for this study, it emerged that they interpreted joint activities as a means to provide visibility to the potential and added value of all groups present in the city. Within this framework they see themselves more as "active citizens" rather than contributing to newcomers' integration. In the words of some of those individuals who were interviewed, "Integration will happen the moment we stop asking the question".

Which tools could work and what could be done better

1. Ensure equal access to quality public services across all neighbourhoods

Being aware of the correlation between migrant concentration in certain neighbourhoods (often characterised by high social distress and housing problems) and barriers to successful integration, cities try to intervene with regard to the equal access to quality public services provided in these neighbourhoods and through other efforts to "desegregate" migrants in terms of social exclusion and the neighbourhoods in which they live. Likewise, most long-term efforts are related to housing and education, and will be further discussed in Objectives 10 and 12. In the short term, cities sometimes concentrate investments in disadvantaged neighbourhoods: in public buildings (libraries, cultural centres, squares, etc.), health centres or in schools to ensure quality services are available in all neighbourhoods. By making these spaces more attractive, cities offer to all

communities living in the neighbourhood a space to meet and better develop their common, as well as specific, interests.

- **Barcelona:** The municipality invested in the network of public libraries; in particular, they built a new library in Ciudad Meridiana, one of the neighbourhoods with the highest concentration of migrant populations. The library tailored its offer to the needs of different communities living in the neighbourhood: it organised information technology (IT) courses at the request of Moroccan women; it hosts kids after school so they can do homework; and it offers books in several languages, including Urdu, Arabic and Bengali.
- **Glasgow:** The Govanhill Housing Association finances the Kids' Orchestra, based on the successful Venezuelan El Sistema model and supported by a music foundation. In a neighbourhood with a very high presence of migrant and Roma communities, children are offered the opportunity to learn how to play an instrument in an orchestra and are provided with all material for practising. The annual performance of this multicultural orchestra is an important social event for the neighbourhood. The initiative produced spill-over effects, bringing migrant parents together – an adult orchestra was even created.
- **Glasgow:** The municipality has noticed that in some schools the presence of refugee pupils increase the average result of all the students in the class, boosting the motivation of native, Scottish-UK students who are exposed to the capacity of newcomers to learn the language and catch up on school programmes. The task for the municipality is to communicate and eventually spread refugee pupils across schools to obtain the same impact in as many classes as possible.
- **Gothenburg:** The Integration Centre of Angered (an area of Gothenburg where a very high percentage of the population has a migrant background), built by the municipality, works as a platform for ''newly arrived, other migrants and Swedes'' and organises educational and informational activities about Swedish society, as well as about migration. Swedish volunteers, particularly those who have themselves migrated to Sweden and have knowledge of more than one culture, participate in language cafés, mentorships and buddy systems to provide opportunities for newcomers to meet Swedes.
- **Paris:** In 2015, several public libraries started establishing links with shelters to enable migrants to borrow books and attract them to their libraries. The municipality is now developing a policy to establish this as a practice for all libraries in the city.
- **Athens:** In an effort to transform child day-care facilities into meeting spaces for native-born and migrant families, the Athens municipality implemented the programme "Together" in a number of municipal child day-care facilities from April to June 2015. The programme aimed to promote integration between native and migrant children through activities and between native-born and migrant parents through multicultural events taking place outside normal working hours.

2. Encourage bottom-up initiatives for creating spaces that foster integration

There are examples of civil society initiatives that aim to connect migrants and refugees with their neighbourhoods across all the cities analysed. Long-standing refugees and migrant communities are often directly involved in these initiatives. They contribute to creating linkages with newcomers as well as with well-established communities, triggering confidence and familiarity among different groups. These places for connection can also bridge newcomers with mainstream public services as they will receive

information on how to access such services. In some cases these initiatives target reception spaces where asylum seekers and refugees were hosted. In these cases, asylum seekers and host communities get to know each other from day one, calming the uneasiness that might arise when, suddenly, large numbers of migrants move into a specific neighbourhood or small municipality. In other cases, the spaces created by bottom-up initiatives and sustained with municipal investments attract long-standing migrant communities and native-born, around shared interests, managing spaces for learning or recreational activities.

- **Altena:** The city of Altena received the federal government's integration award in May 2017 for its outstanding civil society engagement. Strong individual participation in the civil society in integration is a key element in the city hall's integration strategy. The city currently established a new meeting place for all citizens in the city's centre. The so-called "integration centre" serves as a focal point, where migrants and people without a migration background gather. The centre offers different activities from workshops (e.g. cooking and art) and book clubs to language classes and extended educational offers, meeting rooms for associations and working places with computers. In addition, the integration centre incorporates a guest room for emergency accommodation for asylum seekers and refugees in need. The local centre for tourism is also located in this venue. In fact, local companies are joining forces with refugees and asylum seekers to renovate the integration centre

- **From prison to community centre: Amsterdam** The city of Amsterdam transformed an old prison into a centre where the local community and newcomers could congregate. In February 2017, the centre sheltered 600 asylum seekers. The common spaces of the centre have been furnished by local individuals from civil society who offered their support. Some 72 Dutch entrepreneurs were offered working spaces in the centre for their start-ups with the intention of also providing opportunities for refugees to network with the local business community and to become familiar with different professions (graphic designers, permaculture workshops, carpenters, etc.) and the working culture. The Refugee Talent Hub also has its office in the building. This is a platform sponsored by the municipality and private companies such as Accenture and IKEA, which connects employers and recently-recognised refugees (see also section on "Objective 9. Match migrant skills with economic and job opportunities").

- **Amsterdam:** Two similar bottom-up initiatives (Meevaart and Boost Ringdijk) have been implemented jointly by refugees, longstanding migrants and host communities who took over, upon agreement with the city, two public buildings (temporarily available). The buildings have cafeterias and classrooms and offer hospitality to migrants, locals and refugees to meet, drink, eat, chat and play. All sorts of activities and training programmes are organised there, especially those that promote social integration (different target groups, co-operation of people with, and without, disabilities). These organisations, in agreement with the municipality, hosted 30 asylum seekers in vacant buildings in their neighbourhood, sharing the responsibility for managing these centres among neighbours with the financial support of the municipality and collected through crowd-funding.

- **Athens:** At the Melissa (network of migrant women), collaboration between established migrant women associations (African, Filipinos, etc.) was crucial in

organising Greek-language classes and disseminating relevant information to female refugees and asylum seekers, which were held at the Elaionas Camp in Athens. In other refugee camps in the city, doctors who were born abroad but graduated from a Greek medical school offer health services free of charge. Clinics for migrant women, particularly from Eastern European countries working in private houses during the week, are organised on Sundays, where foreign-born doctors offer free services.

- **Athens:** The migrant association Generation 2.0 in Athens counts among its members second-generation migrants from different countries in their 20s and 30s. They are active in advocating with the municipal council to increase their visibility (e.g. accessing public positions and media campaigns) as the new generation of Greeks. It is an example of young migrants coming together, in their dialogue with public authorities, around a "generational" concern that is no longer characterised by "cultural" grievances associated with different national origins. They suggest gaining more public visibility and interaction with local communities by organising joint activities, such as building a garden in a public space.

- **Gothenburg:** A group of asylum seekers living in a temporary accommodation centre in Restad Gård felt that it was their responsibility to organise themselves during this transition period, and connect with local society. They funded "The Support Group" that has since been replicated in 16 other centres and now receives support from Save the Children. The network organises a number of support activities that put people waiting in the centres in touch with local actors (e.g. colleges, universities, etc.).

- **Paris:** "Les Grands Voisins" – The Big Neighbours, is the biggest temporary regularised occupation in Europe on the premises of the previous hospital Saint-Vincent de Paul. It has become the local neighbourhood meeting point for Parisians and migrants alike, as well as a tourist attraction well known for its innovative use of space. The mixed-used space has just extended its contract with the city for another 26 months. It includes an emergency shelter and administrative consultancy for refugees, a temporary campsite, start-up offices, artists' studios and shops as well as a bar and an event location than can be used for concerts, workshops, cinemas, etc. Refugees run small activities selling food, drinks and other items.

- **Rome:** The municipal library network has traditionally been very active in attracting migrant communities to these places. In particular, they contribute to skills exchanges. In the libraries, volunteer Italian teachers give language classes to migrants and they offer language classes (Arabic, Chinese) to Italians. The courses for native Italians are so successful that waiting lists have been put in place.

Notes

1.   http://centroastalli.it/servizi/comunita-di-ospitalita.

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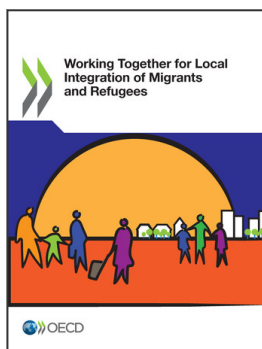
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