

Chapter 5. Block 3. Local capacity for policy formulation and implementation

The following three objectives analyse the more practical aspects of “what it takes” to implement integration strategies in terms of capacities at the local level.

Given the importance of partnerships with local civil society, migrant associations and NGOs, the local level should establish flexible and financially viable contracts as well as training opportunities. Learning is a key component of successful local approaches to integration. *Diachronic* learning, which looks at past success and failure, should be an important reference for municipalities. *Synchronic learning* through the sharing of best practices should complement diachronic learning across municipal departments, neighbouring municipalities as well as at international level. Innovations can be shared and scaled up through peer-to-peer learning mechanisms. City services (i.e. front services as well as departmental services) play a critical role in supporting migrants navigating their new systems, particularly at their arrival. Public officers need to be equipped with the right information and language support when needed. Evaluation is the other necessary condition for improving effective integration, and it should involve the target population, i.e. the host, migrant and refugee communities themselves. Data collection at local level on outcomes of migrant population as well as inputs and costs invested in integration policies can help improve policy efficiency and persisting challenges.

These three objectives can be incentivised through national or supranational actions, for instance by providing targeted incentives for evaluation, data and information exchanges between municipalities as well as selecting appropriate local projects. Developing standard monitoring based on agreed indicators or capacity-building instruments that cities can use throughout Europe and internationally can also be considered.

Objective 6. Build capacity and diversity of public services, with a view to ensure access to mainstream services for migrants and newcomers

Observations: Why it is important and what to avoid

To meet the needs of its diverse population many municipalities incorporate migration-related issues in the delivery of their universal services (or those of subcontracted external agencies) (EUROCITIES, 2009).

Newcomers can experience language and cultural barriers that might complicate their access to public services. Therefore local civil servants need to be equipped to ensure them access to adequate services. This ranges from intercultural awareness to ensuring that migrants can express themselves in a language they master when accessing universal services delivered by the municipality, through the use of interpreters if need be (EUROCITIES, 2009).

Furthermore, because of their proximity to migrants, local authorities observe the actual obstacles that migrants experience when accessing locally designed services as well as services that are regulated, planned and designed by higher levels of government. Thus local authorities play an intermediary role between national government and the users, suggesting what capacity should be strengthened to improve integration-mainstreaming in public services.

Which tools could work and what could be done better

1. Provide training and incentive mechanisms to sensitise all municipal departments about their roles in fostering migrant integration.

Municipalities include intercultural issues and migrants' perspectives in relevant staff training programmes (EUROCITIES, 2009).

- **Vienna:** The specific entity for migrant integration (MA17) organises training and works to sensitise all departments with regard to their role in migrant integration. MA17 found training very effective in raising the awareness of all other departments about integration issues, reporting that they now understand better their contribution to integration indicators that the city monitors every year.

2. Build capacity beyond 'front-desk'/registration services across all relevant social service sectors

Capacity building should not only target public servants engaged in the local administration, but also all related services receiving newcomers: teachers, social workers, police, and services in charge of connecting them with the job market. National authorities have an important role in promoting capacity building policies to ensure equal access also to those public services that are regulated, planned and designed by higher levels of government. The obstacles that migrants, as well as host service providers and employers, face and what needs to be adapted are two areas that require further investigation. All EU Members States are required to ensure equal access to services (e.g. see Racial Equality Directive, Charter of Fundamental Rights of the European Union, European Convention on Human Rights). In addition, to ensure access to universal services delivered by the municipalities, some cities also provide independent mediators (trained in the rights, obligations and practices of the host community, sometimes with

migrant background) to help migrants seeking help when conflicts arise in accessing mainstream services (EUROCITIES, 2009).

- **Athens:** Different projects aim at developing the skills of employees of the municipality and health services to plan and implement integration actions in the local community. The training includes applying for external funding for these actions. They were implemented mainly through EU-funded projects.
- **Greece:** the Social Integration Directorate of the Ministry for Migration Policy, in collaboration with the competent agencies and social partners, is developing a job profile and a certified training programme for intercultural mediators. Reinforcing the role of the intercultural mediator aims at improving the quality of services provided by workers in this field.
- **Berlin:** A compulsory and basic curriculum guiding schools on how to integrate newcomers was established. The framework covers general education from first to tenth grade. The new curriculum, which will come into effect by the end of 2017/beginning 2018 aims to support schools in managing an increasing number of students with diverse religious, cultural, educational, linguistic and other backgrounds. The framework includes, for instance, specific language promotion in all subjects. A further novelty is that intercultural education is included as a compulsory component for general education.
- **Glasgow:** The Glasgow Housing Association (GHA), which is responsible for the city's social housing stock, has supported staff training modules concerning the tenancies of refugees. Compared to other clients of the company, refugees were characterised as more family-oriented, and more positive about employment and education as well as being more sociable. The aim of the training is to raise awareness among the agency's employees in order to ensure that refugees' potential is not underestimated and to facilitate their access to social housing.
- **Glasgow:** Since 2013, the city of Glasgow is obliged to report to the Scottish Government in the UK on how it has met its requirements, set out in the Equality Act, about incorporating equality across its activities, both as a policy maker and as an employer.
- **Rome:** In public schools, the city provides qualified teachers of Italian and cultural mediators to foreign pupils. The Education Department of the city of Rome promoted programmes for preschool teachers and day-care staff to improve their intercultural skills. The Department also funds the projects, "Progetto Aquilone" Project Kite and "Accogliere per Integrare" Project Welcoming for Integrating through which cultural mediation is provided by schools (school year 2011-12).

3. Increase the diversity of public servants by ensuring equal treatment in their recruitment

In addition to skills development also, fostering diversity among public servants emerged as a priority for most of the municipalities surveyed. Diversity of the personnel should be based on equal treatment and is an important tool to make direct contact with migrants easier, to contribute to creating successful integration models, and to change mentalities among public servants themselves as well as the local society. Some countries provide for quotas for increasing diversity through national policies; however this can have side effects such as fostering group stigmatisation or the view that migrants are favoured over native-born. Further legal barriers might restrain recruitment of civil servants only to nationals or EU citizens. Other, less drastic means that municipalities can use to

strengthen the diversity of its workforce include positive action policies in terms of staff recruitment (EUROCITIES, 2009). At the city level, many cities in the sample have included the objective to increase staff diversity in their local strategies through public servant recruitment or through less restrictive types of contracts.

- **Berlin:** A diverse public administration is the second principle of its integration strategy, called “Intercultural Opening” (Interkulturelle Öffnung). The strategy is set out in a regional law and is binding. Compliance with the law is monitored based on a set of indicators, which must be reported back to the legislative political organ (i.e. the city’s parliament).
- An interesting example of increasing diversity and participation is the **Open Society Fellowship** launched in June 2017, which will be offered by the Open Society Foundation to four refugees from the Middle East, North Africa or Southwest Asia. They will be selected in **Athens, Amsterdam, Berlin or Barcelona** and will have demonstrated commitment within their community, worked directly with the municipality on projects and programmes related to the inclusion of refugees and migrants in their cities. This will not only increase diversity, but also improve the communication and collaboration between refugee and migrant communities and city policy makers.
- **Vienna:** Several indicators that are part of the Integration and Diversity Monitoring (Wiener Integrations and Diversitatmonitor) document, which is published every three years, observe the diversity of its public service. In addition, some schools welcoming refugee students have contracted teachers, who are refugees themselves.

4. Share experiences across city’s departments, with other subnational governments at the regional, national and international level to increase local capacities by learning from others.

- There is much good practice across cities that clearly need to be shared and could save time and effort if applied where appropriate. The same is true also in terms of sharing practices across departments of the city to make sure there is intercultural awareness and mainstreaming of migrant integration in the municipality’s policy work. Several international initiatives give voice to the growing efforts of many cities around the world to meet the needs of their diverse population, providing opportunities for exchange and advocacy in supranational fora. Some of these initiatives are presented in the following boxes.

Box 5.1. City to City Initiative

Migration Policy Development (ICMPD) has partnered with the United Cities and Local Governments (UCLG) and the United Nations Human Settlements Programme (UN-Habitat) and with the UNHCR as associate partner as part of the framework of entitled “Dialogue on Mediterranean Transit Migration” (MTM). A first of its kind, MC2CM has brought together cities from both sides of the Mediterranean to establish an open dialogue, facilitate knowledge development and sharing, which has led to concrete action.

The project is funded by the European Union through the Directorate General for Neighbourhood and Enlargement Negotiations (DG NEAR) and co-funded by the

Swiss Agency for Development and Cooperation. It has involved the cities of Amman, Beirut, Lisbon, Lyon, Madrid, Tangiers, Turin, Tunis and Vienna and delved into the local context of each city by producing City Migration Profiles and Priority Papers validated by the city authority and stakeholders. It has also produced pilot projects, policy recommendations and a comparative analysis of the nine City Migration Profiles.

Box 5.2. The United Nations Mayoral Forum

The United Nations Mayoral Forum on Human Mobility, Migration and Development (“Mayoral Forum”) is an annual city-led forum for dialogue on migration, development and displacement. It is supported by local, regional and international partners. Launched at the UN General Assembly’s Second High Level Dialogue on Migration and Development (HLD) in 2013, it provides a space where local leaders can share practical and inventive solutions for governing migration, protecting rights and promoting inclusive urban economic growth. On 26-27 June 2017, the 4th Mayoral Forum was hosted by the Governing Mayor of Berlin, also in partnership with the OECD. During this event, the present “Checklist” was introduced by the Deputy Mayor of Paris. The 5th Mayoral Forum will take place in Morocco in December 2018.

Box 5.3. Cities contributing to the UN Global Compacts on Refugees and Migration

The Global Mayors Summit (GMS) on 18-19 September 2017 was convened by the Open Society Foundations, the City of New York, Concordia and Columbia University’s Global Policy Initiative and further highlighted cities’ central role in reshaping governance – from the local to the global level - in the fields of migration and refugee policy. Their role was acknowledged by national government and United Nations representatives. The United Nations High Commissioner for Refugees (UNHCR), Mr. Filippo Grandi, proposed that UNHCR’s governing body – its Executive Committee (“ExCom”) – could be restructured to include an ExCom of Cities as one channel for sustained, formal city engagement in international decision-making. Areas for immediate investment identified during the GMS include: creating an alliance of small- and medium-sized cities on migration, developing new funding mechanisms for cities (e.g. a solidarity fund for refugees in urban settings), and strengthening city governance so that cities become more active international players in migration diplomacy. This summit is a step towards cities’ involvement in the formulation, in 2018, of the UN compacts on refugees and migration.

Box 5.4. Inclusive Growth in cities and the global coalition of Champion Mayors at the OECD

In 2012, the OECD launched the Inclusive Growth Initiative in response to a widening gap between the rich and the poor. Starting from the observation that inequalities are not just about money: they affect every dimension of people's lives and well-being, such as life expectancy, education outcomes, and job prospects. The OECD defines Inclusive Growth as "growth that creates opportunities for all segments of the population to participate in the economy and distributes the dividends of increased prosperity fairly across society" (OECD, 2015). The OECD takes a multidimensional approach, going beyond income to take into account a range of well-being outcomes and policy domains.

In recognition of the key role of cities in tackling inequalities, the OECD created a global coalition of Champion Mayors for Inclusive Growth in March 2016. Together, Champion Mayors delivered the New York Proposal for Inclusive Growth in Cities, the Paris Action Plan for Inclusive Growth in Cities, and the Seoul Implementation Agenda, which outlined a series of commitments and policy priorities, along four main lines: 1) Education, 2) Labour markets, 3) Housing and the urban environment, and 4) Infrastructure and public services. A number of cross-cutting themes have emerged, across all of these four areas, as strong priorities among Champion Mayors, including the integration of migrants in cities, the nexus of climate change and inclusive growth strategies, and health inequalities in cities.

Source: OECD (2015), All on Board; OECD (2016), New York Proposal for Inclusive Growth in Cities; OECD (2016), Paris Action Plan for Inclusive Growth in Cities; OECD (2017) Seoul Implementation Agenda for Inclusive Growth in Cities.

Objective 7. Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts

Observations: Why it is important and what to avoid

There is a wide acknowledgement by the cities in the research sample of the broad, positive contribution of non-state actors to integration-related activities. The majority of cities (78%) do not encounter difficulties in their collaboration with NGOs. More than 85% of the cities collaborate with NGOs on certain projects related to migration. Some 58% of the cities in the sample delegate tasks to NGOs and 45% consult with NGOs when designing their integration policies.

Outsourcing to NGOs and private partners is widely used to deliver local public services in general, and services for migrant integration, in particular. This practice is present both in well-staffed and equipped municipalities and in cities under austerity measures that do not allow for new recruitment. This decision is in place to gain in efficiency - using the most experienced actors for specific integration-related services - and to diversify service provision. It was based on both past experience and the need to respond promptly to recent significant asylum seeker arrivals. Often public authorities outsource certain services for legal reasons as they might not have the mandate to intervene while being impacted by the situation.

Cities also report some obstacles in coordinating and outsourcing services to non-governmental actors. They relate to long selection procedures, lack of clear standard setting, lack of coordination mechanisms, and potential competition with services provided by public agencies. Some municipalities reported that the length of public procurement procedures for selecting external service providers is sometimes incompatible with sudden variations in demand for their services. This was the case in particular in 2015-2016 during the increase in arrivals of refugees and asylum seekers, when municipalities often attributed contracts directly to external providers to respond more promptly to the needs. Standards in delivering services for integration are important for both non-state and public operators. In general standards are set by national or regional legislation and additional provision can be formulated at the local level, for sectors where local authorities have the competence. Transparency in the standards for services needs to be ensured during the selection of the providers and monitored during the implementation. Cities don't always set up multi-stakeholder mechanisms for sharing information and operationalise division of labour across municipal and non-state actors. Finally, city departments implementing social services are sometimes in competition with non-state actors while responding to municipal public calls for attributing public service provision. While competitive practices contribute to maintaining high delivery standards, the advantages and risks of outsourcing public services related to migrant integration should always be carefully weighed, including in relation to NGO staff.

NGOs providing services to migrants and refugees also identified, during interviews with the OECD, some margin for improvement in their relations with the municipalities where they operate. In particular financing issues have been reported across all the cities analysed in the case studies. Local actors face sustainability issues due to delays in municipal payments, which push some organisations, including big ones, to delay salary payments and seek loans in the private market. Linked to financing issues, NGOs also face the risk of capacity drain as they are unable to retain the staff they train. While volunteers are key assets for these NGOs and often provide expertise and knowledge of the territory, NGOs would benefit from employing permanent professional staff to enhance the continuity of their activities. Finally many NGOs pledged to increase dialogue and coordination with the local authorities and among themselves on migrant integration. This is a pressing issue especially in large cities where there are many actors and where it is often difficult to know who is doing what and to avoid overlap. Finally the fragmentation of local policies that have an impact on migrant populations often results in multiple calls for proposals being issued from different departments and in actions which tend to be specific rather than holistic. This represents a challenge in turn for the organisation, which in turn has to segment their activities by group and by very specific objectives.

Which tools could work and what could be done better

1. Set up co-ordination mechanisms with NGOs, migrant organisations and businesses operating in the sector

The municipal administration's permanent co-ordination mechanisms with migrants/refugees/returnees and NGOs, business, foundations, migrants associations, third sector enterprises and other municipal administrations have been established in several cities with the aim of exchanging information and co-ordinating activities. Most of the time, these mechanisms were established in the aftermath of refugee arrivals and only concern responses for this group. In most of the cities analysed, NGOs estimate that

more co-ordination is needed and regular co-ordination mechanisms remain an exception to the rule. To increase the impact of multi-stakeholder co-ordination at city level regarding integration issues, these platforms could be issues-based (i.e. on labour issues, on welcoming classes at school, on language courses, etc.) or organised around specific operational issues. It is important to involve these platforms in the definition of local integration objectives and indicators.

- **Athens:** A promising example of innovative co-ordination mechanisms is provided by the Athens Coordination Centre for Migrant and Refugee Issues (ACCMR) recently established (June 2017) by the municipality of Athens with an exclusive grant from the Stavros Niarchos Foundation. ACCMR is a collaborative platform bringing together municipal authorities and around 70 participating stakeholders (national and international NGOs, the third sector, migrant and refugee fora). The key aim of this initiative is the mapping of needs, the identification of gaps in the provision of services, and the collaboration for the development of a strategic action plan for the effective integration of refugees and migrants living in Athens. ACCMR also acts as a hub for the formulation of collaborative proposals from its members, while also liaising with potential donors and supporters for funding in order to implement innovative projects. ACCMR's operation is organised around five Working Committees (with the participation of both municipal and NGO actors), each focusing on a specific set of services (housing employment, health, education, legal support). They all work towards defining a comprehensive service delivery system that takes into consideration the short-term and long-term goals of integration.
- **Barcelona:** Since 2007, the “Network for Welcome and Support of Migrants” unites the municipality, neighbourhood and migrant associations and social non-profit organisations. These actors are crucial in complementing the municipal programme for migrants' autonomous development in the city through language courses, legal advice, employment orientation, social support and cultural activities. The city backs their efforts with subsidies and by facilitating the co-ordination among them within the network. Similarly, the offer of Spanish language courses available in Barcelona is co-ordinated by the municipality through “Language Co-ordination”, which is a network composed of more than 50 non-governmental stakeholders that teaches 30 000 migrants.
- **Altena:** Since the end of 2015 the increased arrivals of refugees to the city, Jours Fixes (i.e. regular, ongoing meetings) and co-ordination rounds have been organised between the city and external stakeholders. For instance, the mayor and a representative of the Housing and Urban planning department (Bauen und Planen) of the administration met weekly with the heads of the local housing company “Altenaer Baugesellschaft” to co-ordinate accommodation of newly arrived asylum seekers and refugees. Furthermore, the headquarters of the volunteer network Stellwerk, which is of high importance in the case of Altena, is located geographically close to the city hall and thus co-ordination between the city and volunteers happens on an informal ad hoc basis. In addition a more formal mechanism exists: a member of the administration's integration team is exclusively dedicated to the co-ordination of volunteer work with the city hall.
- **Canada, Local Immigration Partnerships:** these platforms bring together government stakeholders (regional or municipal government) and non-traditional partners such as employers, research/academic organisations, school boards, health centres, immigrant service providers, professional associations, ethno-

cultural and faith-based organisations and the social service sector as well as the broader community. Informal discussions take place through this platform to discuss what is working and what is not in terms of accessibility to both settlement and mainstream services and job opportunities for immigrants. The **Hamilton (Ontario, Canada)** Immigration Partnership Council (HIPC), is a good example of a multi-stakeholder partnership, including immigrant service providers, businesses, unions, community-based organisations, health, local government, media, and educational institutions. The partnership focuses on improving settlement services such as housing, language training, education and employment support (OECD, 2015).

2. Use adapted contracts

Use clear contracts that make it possible to learn from past delivery experience, including in emergency situations and which can be adapted when needed. For instance, after a reasonable probation/pilot period, allow for longer and renewable contracts that provide time visibility to the operators in order to invest in the quality of the programme and retain experienced staff.

- **Gothenburg:** The Municipality of Gothenburg has a form of umbrella contract involving a variety of NGOs. The contractual terms are flexible enough to adapt to a variety of partner NGOs operating in this domain. This can help to avoid lengthy procurement processes and provides the city with more flexibility with regard to the partners it wants to work with. Furthermore, this partnership provides a certain degree of continuity in a field dominated by short-term funding programmes to the NGOs who are part of the long-term co-operation pool.

3. Set standards in delivery services to migrants

Set standards and evaluate service delivery to migrants. Do this not only for services carried out by the city administration, but for all actors involved: public agencies as well as non-state actors. These standards will be based on national and regional regulations pertaining to service provision and the municipality can tailor them to local needs in the contract. Regular monitoring of outsourced service providers is particularly important not only to ensure their alignment with local integration objectives but also to ensure continuity in service provision in case such agreements collapse. Monitoring can improve the preparedness of local actors and mobilise municipal services to take over outsourced services in case of emergency.

- **Glasgow:** The COMPASS contract, initiated by the Home Office on behalf of the UK national government, was designed to offer accommodation, transport and basic sustenance to asylum seekers through private service providers. The first contract generation created problems, as users, NGOs, as well as the city and the Scottish Government in the United Kingdom realised that the quality of services provided by the contracted service providers under COMPASS was poor. In order to address the problems and increase the standard of the service while still meeting high demand for their services, the contract was changed. In the new contract, voluntary and private sector landlords provide services during the asylum application process. However, communication and co-ordination mechanisms between accommodation operators and local social services need improvement.

4. Use bidding and monitoring procedures that are both public and transparent

Use bidding and monitoring procedures that are both public and transparent with the aim to develop complementarities among internal and external providers of local services to migrants. National legal frameworks for bidding procedures will apply when relevant and local authorities can formulate additional transparency requirements when pertinent.

- **Berlin:** A transparency database was set up to encourage increased transparency in the use of municipal grants by non-state actors. The city asked all non-state beneficiaries of municipal grants to indicate their expenses on a voluntary basis. The ones that report extra information are rewarded with a quality label, the “transparency emblem”.¹ In-depth participation, however, is proving difficult: 7 955 organisations were listed in 2017, only 1 613 carry the transparency emblem.
- **Berlin:** Given the increased influx of asylum seekers the city received, the government decided to also contract private real estate companies to manage emergency accommodations. While outsourcing is a common practice in the city, tasks are usually implemented by well-established not-for-profit actors (such as welfare organisations), but on this occasion private operators were able to provide housing solutions on shorter notice and contracts for service provision were directly attributed to them by the city. However, some accommodations operated by private companies did not meet the basic criteria agreed in the contract, such as rudimentary health standards, and provided poor services overall. As a result, the city established a state-owned operator, which complements the services implemented by local welfare organisations.

Objective 8. Intensify the assessment of integration results for migrants and host communities and their use for evidence-based policies

Observations: Why it is important and what to avoid

There is a gap in data regarding migrant groups at local level. Very few municipalities compile and publish statistical data used for monitoring integration. Moreover, household surveys often have very small migrant samples, which cannot be considered as representative. In addition, many migrants do not appear in official city statistics. For instance, EU mobile citizens,² rejected asylum seekers, persons who sought asylum in a different country and asylum seekers under the Dublin Convention (who are meant to be returned to their first country of arrival), as well as migrants without a fixed residence, etc. are not accounted for. Data on this “invisible” migrant population would be helpful to design timely city policies adapted to their needs.

Data are hardly comparable across countries, as statistics focus on different categories. Some countries focus on foreign-born individuals and others also include those individuals with parents born outside that country. It is rare to see a breakdown of integration data for persons with refugee and humanitarian visas is very rare (UNHCR, 2013).

It is hard to link migrant integration outcomes to the impact of local policies, given the multi-dimensional nature of integration policies, and the fact that they are the result of multi-level actions. Local authorities often opt for pragmatic responses to observed mismatches in migrant outcomes rather than learning from the impact of previous policies.

Whatever the challenges, measuring performance in local public action requires available indicators. These include both outcome indicators, such as the EU Zaragoza Indicators and OECD Settling In indicators, as well as indicators of the policy process and ‘good’ governance of integration issues.

Even when indicators for monitoring migrants’ outcomes are in place they need to inform evidence-based policy making. Likewise, results should be made available to decision-makers and be used to adjust or design new policies. Accordingly, sub-national governments could apply to receive funding for integration-related projects from national or supra-national levels.

Measuring indicators that are useful for policy making

At a time when integration is a hot topic in the public debate, it is essential to provide data to support an evidence-based dialogue. As observed in the statistical part of this volume (Chapter 2.), in order to be effective, policies need to also include an analysis of the effects of migration on the native-born population in aspects such as social services, wages or employment. Data can, for instance, support assertions that integration (in particular labour integration) can be successfully achieved if started quickly after reception and followed through in later stages. Integration assessments should consider whether outputs or outcomes are measured. For instance, measuring the time it takes to obtain a job permit or tracking language-course attendance, as opposed to longer term labour integration or language level validation, may be interesting and easier but does not allow policy makers to monitor and embrace longer term achievements. Policy evaluation would need more frequent data collection in order to measure integration progress, including the tracking of migrants’ progress over time (see “Objective 4. Design integration policies that take time into account throughout migrants’ lifetimes and evolution of residency status”). Likewise, it would be extremely valuable if data on second-generation migrants were collected. Policy evaluation would have consequences on the capacities of the municipality to allocate new funding to initiatives that have proven effective, or to prioritise intensive and long-term initiatives over short-term ones.

Further, for some cities, as well as national governments such as Canada, it has become a priority to measure what the presence of migrant communities has brought to the city in terms of, for example: cultural and culinary diversity, entrepreneurship, tax contributions, increased availability of international products and food, economic and trade links with other parts of the world and the increased attractiveness of the territory for tourists. This type of data helps inform the city’s inhabitants of the positive effect of migrants. A whole-of-society approach to integration is needed to assess these contributions; identifying such indicators cannot be a job just for the government but must involve a wide range of stakeholders.

Which tools could work and what could be done better

1. Ensure the existence of a city integration action plan and monitoring mechanisms, tracking the results of municipal actions on integration

Particularly, the integration models that some cities have introduced for refugees in recent years need to have ‘built-in’ evaluation mechanisms to track their efficiency and project their sustainability over time and their potential application to other groups. The indicators used at local level should allow for comparison on national and international scales. Monitoring should ensure that the measures implemented are cost effective in

achieving integration objectives. Monitoring systems should also try to measure whether inter-departmental work on migration is using the resources efficiently (EUROCITIES, 2009). The results of the evaluations of the achievement of migrant integration policy and practice (including their shortcomings) should be communicated to all relevant stakeholders and the public. The results of evaluations should be used in the process of policy making.

- **Barcelona:** A yearly report on foreign population is produced using data collected through the local Padron³ registry.
- **Vienna:** The Wiener Integrations and Diversitatmonitor⁴ monitoring exercise implemented every three years is a very exhaustive source of information on the integration results and persisting challenges in the city. In addition, this monitoring mechanism has proven very effective in involving all municipal departments in integration issues. It analyses the city's policies and the institutional structure. Several indicators were developed as benchmarks and to measure progress over years. The more general dimensions used to group the benchmarks are: 1) diversity orientation in relation to clients and service provision, 2) diversity in human resources, 3) diversity as part of the organisational development and strategy of departments. By monitoring these changes, the report should be a useful tool for evidence-based policy making.
- **Amsterdam:** In order to measure the cost effectiveness of the Amsterdam Approach to refugees the municipality built in a sophisticated system monitoring and evaluating the activities. The municipality keeps track of the implementation of the activities through an internal dashboard. In terms of impact evaluation, the municipality outsourced a research programme 'Vakkundig aan het werk' (skills at work) to Regioplan. Thanks to the research grant, an in-depth study of the Amsterdam approach is carried out, which measures the actual implementation of the programme and its effectiveness in terms of labour market insertion and enrolment in education. In addition, Amsterdam has contracted a specialised firm (LPBL) to conduct a cost-benefit analysis of the Amsterdam Approach every six months (see Box 5.5).

Box 5.5. Cost-benefit analysis of the Amsterdam Approach

The municipality of Amsterdam uses cost-benefit analysis more often than most cities to evaluate and optimise policy, including policies for social care and welfare policies. The cost-benefit analysis takes into account all extra costs of the activities for refugees: client-management, extra activities (such as language programmes and internships) and programme management. It sets these against all the extra benefits, such as less unemployment-benefits, more taxes, more educational benefits (long term) and enhanced quality of life. The results for the first year of the implementation (the new approach started as of 1 July 2016) were produced using a sample of 1 500 refugees (the so called 'Entrée-group'). The results of this group were compared with the results of a control-group (historical data) of over 3 000 refugees. The analysis shows that the employment rate after one year in the Entrée-group is 15% higher than in the control group (6%) and that recent refugees are hired faster. The estimate of expected employment in the years to come is (according to the rosiest of the three scenario calculated) that 50 percent of the refugees will not need unemployment benefits within three years. Corrected for education, moving and other reasons for not needing unemployment benefits anymore, it means that within three years 25% of the refugees will be employed.

Benefits outweighed costs by 50% in the basic scenario, i.e. for every euro invested €1.50 was gained. In the potential scenario this is €2, and in the most optimistic scenario €3.

Source: Cabinet LPBL training en advise.

2. Provide data, capacity building and expertise for establishing EU-wide or more internationally comparable integration indicators

Data, capacity building and expertise should be leveraged to establish EU-wide or even internationally comparable integration indicators on regional, and when possible, urban level. The OECD has long-standing experience in collecting statistical evidence on migrant integration results. Recently the OECD has developed a regional database on migrant integration presence and outcomes including employment, education, housing dimensions (NUTS 2/TL2), the results of which are included in Chapter 2. of this volume.

- **Germany:** The institutionalised dialogue between ministers for integration of the *Länder* (Integrationsministerkonferenz, IntMK) was established through a conference in 2006 at federal level. The conference is also an interface with the federal level. The IntMK develops the Integrationsmonitoring der Länder, an important set of indicators, which measures various dimensions of social integration compared across *Länder*. Indicators are based on data from the micro census. Integration is measured in important areas such as legal rights, education, employment, health and housing on a two-year basis. There are examples for “Integrationsmonitoring” also at city level.⁵ In Germany data on the presence of migrant is available on a small administrative scale: down to the Kreis-Level⁶ and the Data from the Central Register of Foreign Nationals (AZR) and micro census could be analysed on the level of “Kommunen”.
- **Sweden:** The government agency called Statistics Sweden (Statistiska centralbyrån [SCB]) compiles and publishes statistical data used for monitoring integration. Statistics focus on individuals born outside Sweden and those with parents born outside the country. It does not however specifically report on refugees. Statistical data related to specific indicators can be analysed at municipal level, including urban areas identified as having widespread socio-economic exclusion. STATIV is another database produced by SCB that records immigration status and includes reasons for immigration; this can therefore be useful to track refugees. Moreover, the Ministry of Employment conducts quantitative analysis and qualitative studies to assess different integration areas, however it does not disaggregate results for refugees in particular.

3. Improve qualitative data collection, including the points of view of migrant and host communities

Priorities include improving qualitative data collection, incorporating the points of view of migrant and host communities (e.g. employers’ perception on hiring newcomers, migrants’ feedback in using public services, etc.). This can be done through surveys, city consultation bodies, participatory assessments and ad hoc focus groups. This module should also cover reception/early integration contexts. Qualitative data collection could also aim to measure migrants’ contributions to cities’ economic and social environment. Qualitative indicators should be built through participative formulation processes, reaching agreement on what the possible measurements of the contribution of migrants to

city development trajectory are: from economic contribution (tax income, etc.) to more holistic criteria.

- **Amsterdam:** The city conducts a quarterly survey on the local population's perception of refugees. The local community's approval rate has not declined since 2015.
- **Council of Europe Bank (CEB):** In their *ex ante* evaluation of social infrastructure projects, the CEB includes a participatory assessment with the beneficiaries of the initiatives, including refugees and the host community. Similarly, their views are included in the monitoring and *ex post* evaluation.
- **Germany:** The SVR-Integration study also analyses how refugees judge their place of living and what they consider to be important factors associated with successful integration.⁷
- In Kalmar County (Sweden) the employment offices collect migrants' and refugees' feedback on their services. It was found that refugees experienced difficulties in knowing where to access public services and that more efforts were needed to help individual navigating services (OECD, forthcoming).

Establish a peer-to-peer learning alliance between cities and national statistical authorities to identify common indicators for integration, comparing their experience in collecting and using the data and formulate jointly new ones where needed. The OECD Checklist for public action on local migrant integration can be used as a reference to build relevant indicators around integration policies. -the OECD checklist should be used as a living repository of practices filled out by practitioners at city level and their partners from higher levels of government as well as non-state actors.

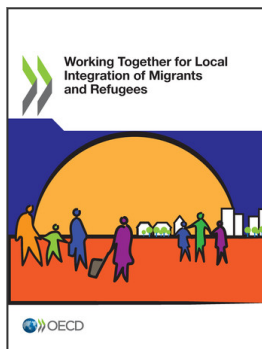
Notes

1. Senate administration for Education, Youth and Science (Merkblatt zur Transparenzdatenbank), as of 3 July 2012.
2. Even if EU citizens are supposed to register their place of residence with authorities when in another EU country for a stay of more than 3 months, many EU countries do not require them to do so. In many countries, EU citizens are not required to hold a residence or work permit and they can start working and accessing health services. https://europa.eu/youreurope/citizens/residence/documents-formalities/registering-residence/france/index_en.htm.
3. Padron is the local municipal register of residence. It registers everyone living in a Spanish local government area. You are obliged by law to register yourself on the Padrón Municipal de Habitantes if you intend to live on the Spanish mainland or islands for more than 180 days of any year.
4. In 2008 the City of Vienna introduced the Integration and Diversity Monitoring tool incorporating indicators, benchmarks, data collection and surveys to make the impacts and consequences of migration and the relevance of integration and diversity for society, politics and administration empirically transparent and to analyse them objectively.
5. See more information at www.wiesbaden.de/leben-in-wiesbaden/stadtportrait/wiesbaden-in-zahlen/content/monitoringsysteme.php.
6. See more information at https://service.destatis.de/DE/karten/migration_integration_regionen.html#ANT_SCH_ABGEL

7. See more information at www.svr-migration.de/publikationen/wie_gelingt_integrati...

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