Local and central government co-ordination on the process of migrant integration: good practices from selected OSCE participating States

Policy Study

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1 Introduction & Executive Summary

OSCE participating States have recognized the importance of migrant integration, and over the years have committed to strengthening their national integration policies with a view to:

- Supporting socio-economic inclusion of migrants into host societies, including proper protection of their rights;

- Ensuring that migrants are able to explore their full potential and to engage into the social, economic, cultural and public life in their host countries;

- Raising awareness on positive aspects of migration among the host societies, including representatives of civil society and mass media;

- Ensuring that host societies and migrants mutually benefit from such engagement;

- Protecting human rights and fundamental freedoms of migrants in accordance with OSCE commitments.[1]

Based on this mandate, this paper explores the role of the local level in migrant integration across the OSCE region, as well as the potentials of improved multi-level co-ordination among the local, regional and national layers of government for better integration policies.

The methodology used for this policy study is based on analysis of locally relevant data retrieved from the Migrant Integration Policy Index (MIPEX) and the Intercultural Cities (ICC) Index, the two most up-to-date and extensive databases on immigrant integration policy. Evaluation and statistical analysis was complemented by desk research and selected expert consultations on case studies with well-developed multi-level governance mechanisms.

The paper concludes that 'good governance' has a key role to play, in the sense of the best possible processes for making and implementing decisions, including the involvement of all actors that can contribute to the goal of migrant integration. In a nutshell, participatory, multi-level governance means to better co-ordinate across policy fields relevant for migrant integration, to develop and implement policies in partnerships across levels of government, and to include civil society and other non-public players in decision-making.

Chapter 2 of the paper reviews the achievements of integration policies at the local level in OSCE participating States. It presents evidence on the wide spectrum of activities and policy fields in which cities have developed and implemented migrant integration measures, drawing on assessments of where cities stand according to comparative cross-country research. In addition, it highlights the particular role of transnational city networks for developing, based on the policy practice of cities, benchmarks and standards for dealing with migration challenges at the local level and for facilitating cross-border policy learning among municipalities.

Chapter 3 turns attention to integration policy making in the multi-level context. It points out the specific challenges arising from the fact that migrant integration may be addressed on the local, regional and national levels at different speeds, in different issue areas and with different objectives. To meet these challenges for multi-level policy co-ordination, the requirements for 'good governance'

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[1] In sequence: Helsinki 1975 (Co-operation in the Field of Economics, of Science and Technology and of the Environment); Vienna 1989 (Co-operation in the Field of Economics, of Science and Technology and of the Environment); Helsinki 1992 (Decisions: VI. The Human Dimension) and Sofia 2004 (Annex to Decision No. 12/04 on Tolerance and Non-discrimination; Permanent Council Decision No. 621: Tolerance and the Fight Against Racism, Xenophobia and Discrimination); Athens 2009 (Decision No. 5/09 on Migration Management); and, Copenhagen 1990 and Helsinki 1992 (Decisions: VI. The Human Dimension).

include approaches of cross-sectoral co-operation, mainstreaming, partnership building, equality, accountability, stakeholder inclusion, and continuity. After highlighting the potentials for improved multi-level governance indicted by the Migrant Integration Policy Index (MIPEX), the paper continues with reviewing models and practices of countries that have introduced dedicated multi-level co-ordination frameworks. The real-world examples presented refer to consultations and policy-making structures and processes; multi-level governance in areas of shared competence; funding distribution structures; co-operation structures among local authorities across a country; and, monitoring and integration indicators.

Chapter 4 summarises the paper and includes a **set of recommendations** for participatory multi-level governance of integration policies. Selected **key conclusions** are:

- Cities and local level authorities are indispensable partners for successful integration policies. Policies need to take into account the role of municipalities as the places of arrival, where immigrants become part of society and get in contact with the institutions and public services of the receiving state. Partnership-based multi-level arrangements should be put in place, both to design and then implement joint policies or measures which facilitate the integration process.

- Municipalities, and in particular cities, are integration policy actors in their own right. In many countries, they are the first to pioneer and test measures, and make significant contributions to national policy agendas and debates. This rich experience and wealth of expertise can be leveraged for comprehensive national policies. The systematic involvement of sub-state governments, however, requires appropriate forums for dialogue and policy development, as well as respect and appreciation for the pragmatic, problem-solving and inclusive 'place-based' approach that tends to prevail at the local level.

- Comprehensive, participatory governance entails a horizontal dimension, where all government portfolios and policy fields relevant for migrant integration need to be involved in a structured process of co-ordination and planning. A comprehensive approach to integration takes migrants and their needs as its starting point. It asks how systems can better interact for more timely and mutually reinforcing responses, and how to avoid delayed integration due to contradictory policies in different sectors or on different levels of government.

- Sustainable governance frameworks need clarity in terms of their timing and anticipated outcomes. Stable, 'standing' governance frameworks are designed for the entire policy cycle, from joint definition of fields of action to consultation on specific measures, commitments on implementation, through to monitoring of results and joint conclusions about policy adjustments. This should preclude any ad hoc and stop-and-go involvement of the local level or civil society stakeholders in ongoing decision-making on the national level, or pro forma consultations about already agreed policies.

- Policy frameworks for migrant integration need to take into account the full diversity of migration patterns and migrant populations. Policies must be based on a thorough analysis of the social composition of all migrants present. In particular, policies need to be aware of the share of women and female migrants' specific legal and social/labour market position, as well as the age structure of migrant populations and special needs. Gender and diversity-mainstreamed policies only succeed when built on this perspective from the outset and deliberately include all relevant institutional and civil society stakeholders.

- The direct participation of migrants in the development, as well as implementation, of integration policies is a benchmark for the credibility of policies and crucial for the acceptance of measures. Involving migrants will turn them from being a target group to policy participants with a real stake. Usually, it is the local level which introduces consultative

structures first and gains experiences with the political participation of migrants. Country-wide co-ordinated policies should draw on these experiences, and, for examples, use the high number of local consultative bodies as a pool of expertise for the development of national integration policies.

2 Comprehensive integration on local level

2.1 Integration policy pathways in cities

Immigrants largely live in cities, and cities are where the trends are set for integration policies at the local level. While the overall picture of municipal policy efforts remains highly complex, comprehensive integration and diversity policies are increasingly the norm. Even though numerous factors may influence the concrete shape of urban integration policies (see further below), the demographic change stemming from migration is their main driver and can explain, more than anything else, where cities stand in their efforts. For example, an analysis of 22 cities in OSCE participating States (as of 2009), shows a clear correlation between the share of the migrant population and the quality of the policy response, measured by the Intercultural Cities (ICC) policy index[2]:

Chart 1: Relation between the Intercultural Cities Index and Non-nationals
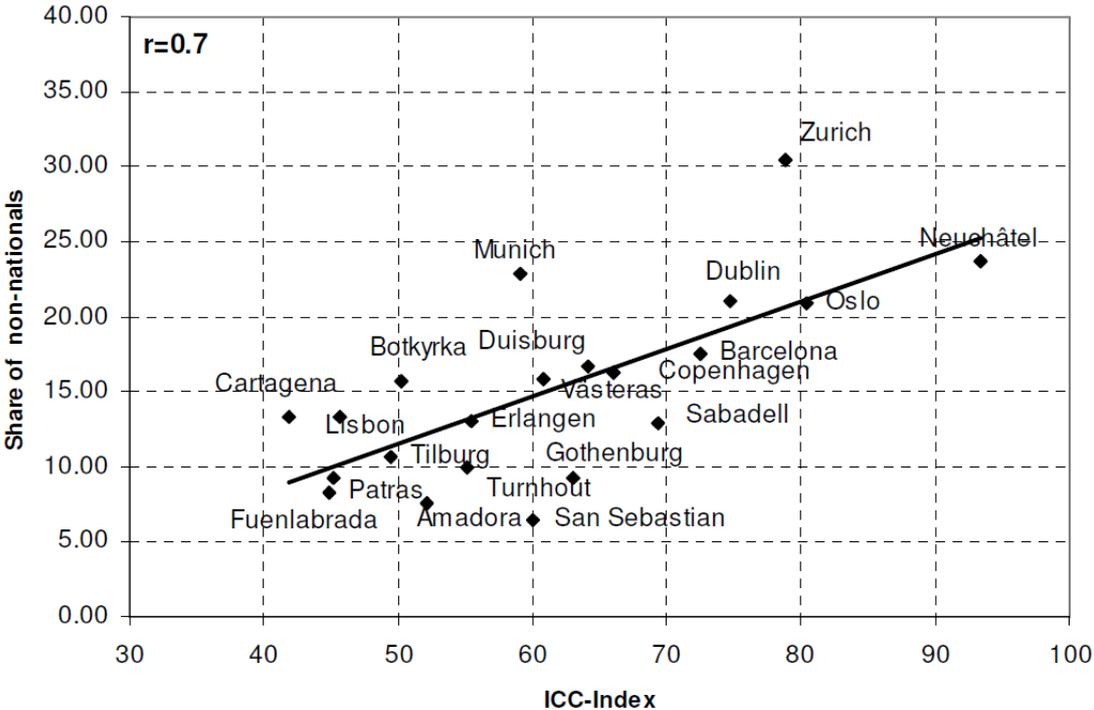
Source: BAK Basel (2011), Correlation analysis between the intercultural cities index and other data, p.10 (based on official statistics and ICC questionnaires)

This picture confirms the overall findings of a robust body of comparative research on local level integration policies. Typically, cities can be found along a pathway that reaches from new cities of immigration with a low share of immigrants and predominantly recent arrivals, to cities that have undergone a deep demographic transformation after decades of sustained immigration:

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[2] The Intercultural Cities (ICC) Index is an analytical tool developed for the ICC network to assess the level of achievement of a city in terms of its integration policies. The index is based on a number of indicators which measure the policy responses in key fields of action, <https://www.coe.int/en/web/interculturalcities/about-the-index>.

- Where migration is a more recent phenomenon, urban policymakers mostly regard it as a social policy issue, and typical integration measures are designed to address immediate welfare needs, income poverty, deprivation and social exclusion. While fully in line with the migration reality in most of these new destination cities, marked by low-skilled labour migration and (in many cases) a high share of irregular migrants, these early, welfare-oriented integration policies tend to be anchored below the top-level of urban leadership, and the responsibility of a few departments or units only. Local integration policy discourses in these places mostly revolve around perceived problems and ways to alleviate the deficits of migrant minorities. After prolonged periods of dealing with migration, cities' approaches become more institutionalised and the policies of an individual city may become more pronounced in the legal-participatory, socio-economic or socio-cultural dimensions of integration.

- At the other end of the spectrum, highly diversified cities sooner or later adapt to treating the consequences of migration as a core task in all urban policy fields. With large foreign-born populations that can easily make up more than a third of the citizenry, and big second and third generation communities that can even push the share of inhabitants with an immigrant background beyond 50% in many cities, migration and the management of socio-cultural heterogeneity simply force their way on to the policy agenda. Be it under the heading of 'integration', 'multiculturalism', 'interculturalism', 'intercultural opening' or 'diversity policies' and 'diversity management', such cities pursue mainstreaming policies that broadly aim to reorganise and reform public services, as well as local democracy, in ways to ensure their future functioning under the conditions of ethno-cultural pluralism and the constant inflow of newly arriving people. As all policy fields of a city become affected and the need for a comprehensive approach arises, the co-ordination of policies moves up to the higher levels of city administrations. 'Diversity' and 'openness' increasingly become part of official self-images and are communicated towards the host/traditional population and the outside world as positive assets and the 'new normal'.

Looking at evidence from 28 countries, a recent comparative report substantiated this overall mapping of integration policies on regional and local level. Policies tend to be more widespread in federal or decentralised countries and countries with a longer tradition of immigration. Cities and regions in most Central and Southeastern European states participating in the OSCE generally have few or no integration policies.[3]

2.2 City networks: Setting benchmarks for comprehensive integration and diversity policies

It is most often cities that have set the benchmarks for comprehensive, local-level integration policies, promoted and disseminated on a European level. Working through city networks or platforms and urban interest organizations, or funded project networks, they have been influential in shaping a set of policy instruments and assumptions that often fill the gaps left by non- (or not yet) existing national integration frameworks.

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[3] "Migrants and their descendants: social inclusion and participation in society", Country Reports, European Union Agency for Fundamental Rights (FRA), 2015, <http://fra.europa.eu/en/project/2015/social-inclusion-and-migrant-participation-society-0/country-data>.

The **Eurocities 'Charter of Integrating Cities'**, resulting from the Integrating Cities process[4] and signed by 37 cities since its launch in 2010, epitomizes this approach. A 2010 report[5] highlighted good practices, set out recommendations and defined fields of policy actions also reflected in the Charter of Integrating Cities. The Charter's signatories, including those in the OSCE region, commit to develop their policies on all levels and in all roles of municipal government:

- In a *leadership role*, cities are to actively communicate their commitment to equal opportunities for everyone living in the city; ensure equal access and non-discrimination across all policies; and facilitate engagement from migrant communities in policy-making processes and remove barriers to participation.

- In their *role as public service providers*, cities are to support equal access for migrants to services, particularly access to language learning, housing, employment, health, social care and education; and to ensure that migrants' needs are understood and met by service providers.

- In their *role as employers*, cities are to take steps where required to reflect population diversity in the composition of the workforce across all staffing levels; ensure that all staff, including staff with a migrant background, experience fair and equal treatment by their managers and colleagues; and ensure that staff understand and respect diversity and equality issues.

- In their *role as buyers of goods and services*, cities are to apply principles of equality and diversity in procurement and tendering; promote principles of equality and diversity amongst contractors; and promote the development of a diverse supplier base.

Overall, the Charter is a remarkable political document, testifying to the relevance that migrant integration has gained as an urban policy field in many of OSCE participating States. It stresses that integration is a two-way process, built on positive engagement by both newcomers and established residents, and taking in all – economic, social, cultural, civic and political – aspects of life.

An implementation monitoring exercise, based on surveys among 20 cities in 2013 and 2015, reported on progress made towards European standards on migrant integration as set out in the Charter.[6] Its findings represent a cross-section of good practices found in European cities that were chosen for proactive migrant integration policies and highlight key trends and challenges.

In a similar vein, the **Intercultural Cities (ICC) Programme**, launched as a joint initiative of the European Commission and the Council of Europe (CoE) in the run-up to the 2008 European Year of Intercultural Dialogue, is promoting its Intercultural Integration Model with a range of policy recommendations, from governance and participation to interculturally adapted public services. Resolutions from the CoE and the Congress of Local and Regional Authorities in 2009 have formalised the approach, based on a 2008 White Paper on Intercultural Dialogue. Until 2017, a total of 85 municipalities have signed up to the model by undergoing the assessment associated with the ICC Index tool. This index, comprising more than 70 indicators, represents an instrument for participating

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[4] cf. Integrating Cities, <http://www.integratingcities.eu>; INTI-CITIES, DIVE, MIXITIES and ImpleMentoring were a series of Eurocities-led city network projects funded from the EU Commission from 2007 to 2014, mainly with the aim of assessing practices and policies in the promotion of diversity and equality through peer review and benchmarking.

[5] "Cities accommodating diversity" (DIVE Final Report), EUROCITIES, 2010, < http://www.eurocities.eu/integrating-cities/resources/DIVE-final-report-Cities-Accommodating-Diversity-English-WSWE-92VDFZ>.

[6] "Implementing the Integrating Cities Charter", EUROCITIES, 2013, <http://nws.eurocities.eu/MediaShell/media/IntegratingCitiesReport_Cities and migrants_ -final.pdf> and EUROCITIES, *Implementing the Integrating Cities Charter 02,* (Brussels, 2015), http://nws.eurocities.eu/MediaShell/media/ICC report 2015.pdf.

cities to evaluate and develop their policies. Already from its pilot phase on, the network has included cities in northern and eastern non-EU countries, and thus can claim to promote a model resting on a Europe-wide commitment from below.

Owing to the programme's origins at the CoE, which continues to oversee its management and promotion, the intercultural integration model also strongly emphasizes education, culture, media and public space as key fields of action. As set out in its guiding 2009 publication[7], the network asks cities to implement ten elements of an Intercultural City Strategy in order to align with the benchmark of intercultural integration, reflected in the definition put forward:

> "The intercultural city has a diverse population including people with different nationalities, origins, languages or religions/believes. Most citizens regard diversity as a resource, not as a problem, and accept that all cultures change as they encounter each other in the public space. The city officials publicly advocate respect for diversity and a pluralistic city identity. The city actively combats prejudice and discrimination and ensures equal opportunities for all by adapting its governance structures, institutions and services to the needs of a diverse population, without compromising the principles of human rights, democracy and the rule of law. In partnership with business, civil society and public service professionals, the intercultural city develops a range of policies and actions to encourage greater mixing and interaction between diverse groups. The high level of trust and social cohesion help to prevent conflicts and violence, increase policy effectiveness and make the city attractive for people and investors alike."[8]

A third city network that has developed and promoted a normative framework for local level integration policies, and that has built up some form of organization and continuity of co-operation, is the **European Coalition of Cities Against Racism (ECCAR)**. Launched in 2004 upon the initiative of UNESCO with the adoption of a "Ten-Point-Plan of Action"[9], ECCAR aims for mutual learning and improved policies to fight racism, discrimination and xenophobia. As of 2017, 134 municipalities from 22 OSCE participating States have joined the network and subscribed to the Plan of Action. Though formulated from an anti-discrimination vantage point, the range of activities promoted in this key policy document very much resemble the policy fields covered by the networks mentioned above, as the Plan calls upon cities to take action in their roles of democratic institution, rule-maker, employer, service provider and contractor:

- Greater vigilance against racism
- Assessing racism and discrimination and monitoring municipal policies
- Better support for the victims of racism and discrimination
- More participation and better informed city dwellers
- The city as an active supporter of equal opportunity practices
- The city as an equal opportunities employer and service provider
- Fair access to housing
- Challenging racism and discrimination through education
- Promoting cultural diversity
- Hate crimes and conflict management

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[7] "Intercultural Cities. Towards a model for intercultural integration", Council of Europe, 2009, <https://rm.coe.int/16802ff5ef>.
[8] ibid. p. 17
[9] "Ten-Point-Plan of Action", ECCAR, <http://www.eccar.info/en/10-point-action-plan>.

A Toolkit for Equality [10] newly released in 2017, includes examples and detailed guidance on conceptualization and planning, implementation, impact assessment and evaluation in each of the ten ECCAR action fields. Again, these policy models were collected and elaborated in co-operation with representatives and stakeholders from cities participating in the network.

2.3 Local-level integration policies: evidence from cities

Against the backdrop of the overall trend towards the diverse city and the demographic change resulting from migration, a number of factors determine the shape, scope and relevance of local-level integration policies. At close inspection, the capacity of European cities to pursue their individual integration policies is closely circumscribed by their national contexts, including cities' legal competencies in different policy fields as well as their financial leeway, national discourses on migration and identity, the prevailing welfare state model, as well as the existence (or lack) of a tradition of providing strong public services on the local level. The general economic outlook of a city, and the opportunities for employment and a better life that go with it, can greatly influence the priorities local politicians may set. Not least, the presence of strong anti-immigrant political forces can impair the efforts made by the political leadership of mainstream parties to pursue pro-integration policies.

Looking at the local level across the OSCE region, a patchwork of integration policy efforts emerges, where the relevance and sustainability of migrant integration can differ starkly among cities even within one country.[11] This complexity renders any attempt to assess the state of urban integration policies in a comparative way difficult, beyond gathering conclusions from single-city case studies[12]. The **Intercultural Cities Index** (ICC Index) goes some way to address this challenge. The review, regularly undertaken by the cities taking part in the network overseen by the CoE, confirms that the champions of comprehensive integration policies can mainly be found in established countries of immigration and generally improve over the assessment cycle.[13]

Comparing the average ICC scores achieved by the 85 assessed cities in the various dimensions of the index can provide insights to integration activities and policy fields where cities are particularly active and successful. As can be seen from the table below, cities are adept at introducing measures in

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[10] "Toolkit for Equality", ECCAR, 2017, http://www.eccar.info/en/eccar-toolkit-equality.

[11] E.g. the comparison of Amsterdam and Rotterdam in: P. W. A. Scholten, "Agenda dynamics and the multi-level governance of intractable policy controversies: the case of migrant integration policies in the Netherlands" *Policy Sci*, vol. 46, 2013, pp.217–236.

[12] E.g. M. Alexander, *Cities and labour immigration: Comparing policy responses in Amsterdam, Paris, Rome and Tel Aviv* (Farnham: Ashgate, 2007); T. Caponio, & M. Borkert, *The local dimension of migration policymaking* (Amsterdam: AUP, 2010); R. Penninx, K. Kraal, M. Martiniello, & S. Vertovec, *Citizenship in European cities: Immigrants, local politics and integration policies* (Farnham: Ashgate, 2004); R. Dekker, H. Emilsson, B. Krieger, P. Scholten, "A Local Dimension of Integration Policies? A Comparative Study of Berlin, Malmo, and Rotterdam", *International Migration Review,* 2015/49:3, pp.633–658.

[13] ICC Intercultural Cities Index questionnaire, results and interactive charts, Council of Europe website, <http://www.coe.int/en/web/interculturalcities/about-the-index>. The ICC measures interculturalism using a large number of indicators which assess different areas of intercultural realities in cities. Data are obtained through a questionnaire completed by city officials, mainly in the form of qualitative data about policies, actions, authorities and structures in the city. The questions on city policies and actions have been split into ten different areas (indices): Commitment, Intercultural Lens, Mediation and conflict resolution, Language, Relations with the local media, An open and International outlook, Intelligence, Competence, Welcoming new arrivals, and Governance. The indices have been weighted for relative importance and aggregated to the overall intercultural cities index. The best score of the index for one subject is 100%. A city which adopts all proposed best practice policy measures can reach 100%.

generic urban fields of action, such as culture (*inter alia*, events aimed at mixing and encounter, funding of projects), mediation (*i.a.* on neighbourhood level), public space (*i.a.* encouragement of mixing, migrant involvement in urban revitalisation); and succeed in developing a strong commitment (*i.a.* comprehensive strategies/action plans or proactive communication), as well as intercultural competence (*i.a.* training for staff). They also manage to link migration to outward-looking economic location policies (*i.a.* fostering international co-operation, attracting foreign students).

ICC Dimensions	Average score	ICC
All areas	*59*	
An open and international outlook	78	
Cultural and civil life	77	
Intelligence/competence	74	
Commitment	74	
Mediation and conflict resolution	67	
Public space	65	
Neighbourhood	64	
Education system	61	
Welcoming new arrivals	59	
Language	52	
Relations with the local media	52	
Public service	43	
Business and labour market	41	
Governance and citizenship	30	

Source: http://www.coe.int/en/web/interculturalcities/interactive-charts

Medium-level ICC scores however prevail in key areas like education (*i.a.* migrant teachers, community outreach of schools), business and labour market (*i.a.* anti-discrimination and migrant entrepreneurship support), and language (*i.a.* courses for hard-to-reach groups, teaching of languages of origin). It is with regard to these 'hard' socio-economic integration fields, that all the long-term development trajectories and differences in national policy or institutional frameworks impact on the ICC score, and where variation between countries is strongest. Likewise, low average scores suggest that cities are challenged to adapt their public services (*i.a.* recruitment of migrant staff, culture-sensitive service provision). Remarkably, the lowest average score results from the governance and citizenship dimension that specifically asks for, *inter alia*, political participation and consultation rights/possibilities.

On the level of individual cities, the ICC results are arguably the most revealing and valid for those cities that have already undergone a profound demographic change as a consequence of migration. High scores in such cities signal that authorities make a serious, sustained effort to adapt to their changed populations and to mainstream integration. The following charts illustrate how the sample of 36 ICC cities with a share of foreign-born population exceeding 15% score overall, and with regard to the selected dimensions 'commitment', 'education' and 'public services'.

Chart 2: Overall ICC Index score; sample of cities with a non-national/foreign-born population exceeding 15%
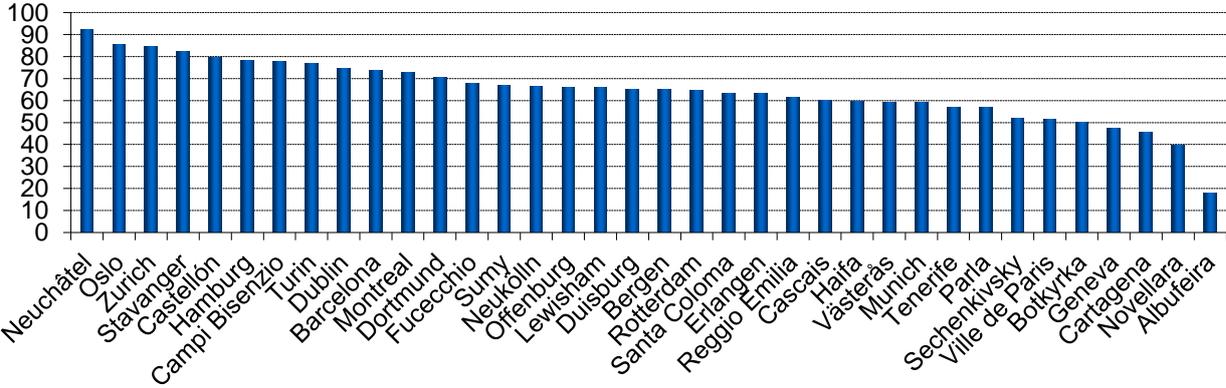
Source: ICC database as of February 2017

**Chart 3: ICC Index score in the dimension 'commitment'; sample of cities with a non-national/foreign-born population exceeding 15%**
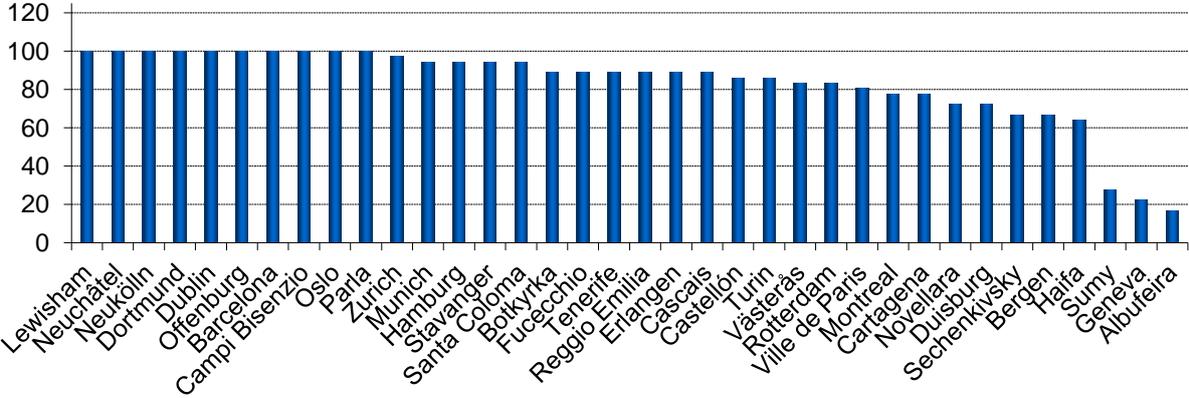

Source: ICC database as of February 2017

Chart 4: ICC Index score in the dimension 'education'; sample of cities with a non-national/foreign-born population exceeding 15%
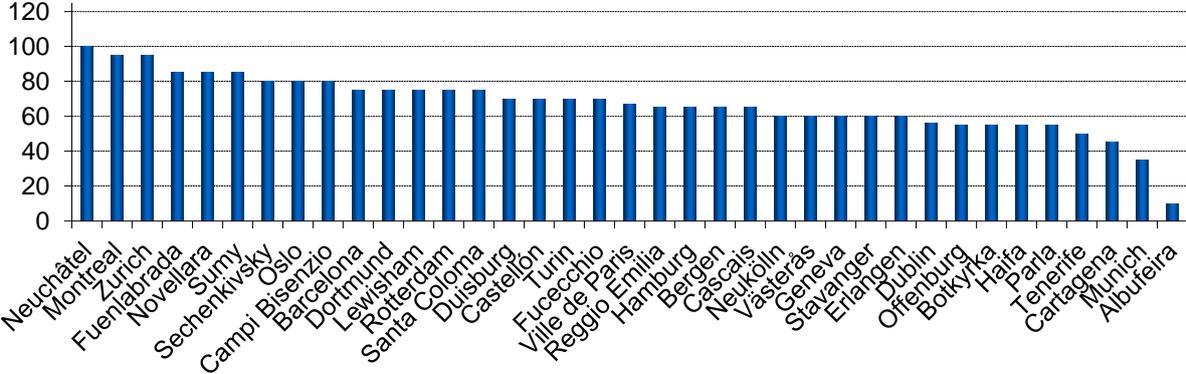
Chart 5: ICC Index score in the dimension 'public service'; sample of cities with a non-nationals/foreign-born population exceeding 15%
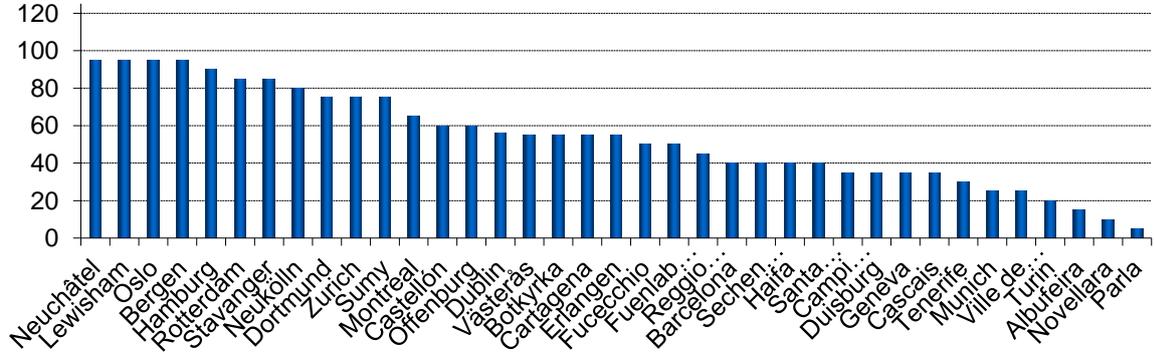
Other comparative conclusions can be drawn from earlier large-scale projects that looked into a series of city case studies according to common research criteria. The **CLIP Cities for Local Integration Policies**[14], conducted from 2006 to 2008, entailed research, urban practitioner involvement from 35 cities[15] and led to recommendations for diversity-oriented policies. It consisted of four modules on

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[14] "Cities for Local Integration Policies", CLIP Network, <https://www.eurofound.europa.eu/clip-european-network-of-cities-for-local-integration-policies-for-migrants>.

[15] Amsterdam (NL), Arnsberg (DE), Antwerp (BE), Athens (GR), Barcelona (ES), Bologna (IT), Breda (NL), Brescia (IT), Budapest (HU), Copenhagen (DK), Dublin (IE), Frankfurt (DE), Helsinki (FI), Istanbul (TR), Izmir (TR), Kirklees (UK), Lisbon (PT), Liège (BE), Luxembourg (LU), Matarò (ES), Malmö (SE), Prague (CZ),

access to, quality and affordability of housing; equality and diversity policies in relation to employment within city administrations and in their provision of services; intercultural policies and intergroup relations; and, ethnic entrepreneurship. Selected key findings on the cities participating in the research include the following:[16]

- "Cities have implemented a range of approaches to boost the quality of service that migrants receive. Some municipalities act to meet migrants' specific needs by putting them in touch with service providers. Some ensure that necessary information is translated into the appropriate language(s). Other approaches include adapting existing services to migrants.

- Many cities monitor the outcomes of employment and service provision practices – for instance, in terms of measuring the ethnic composition of municipality staff.

- Nearly half the cities have either proactive employment policies in place to help migrants overcome employment barriers to employment, or at least have implemented anti-discrimination procedures.

- Some cities have built equality and diversity principles into their contracts when outsourcing services to external service providers.

- Consultation and collaboration form a vital part of the integration work of many municipalities, which work with NGOs, community groups and the social partners. Others have established formal partnerships with external organisations to collaborate in delivering services.

- To empower and establish a sense of belonging among migrant organisations, some cities use capacity-building programmes, others report establishing umbrella organisations and some implement projects involving community leaders in intercultural policies.

- Many cities regard intercultural events as a way of countering ethnic and racial stereotypes and promoting social cohesion. Therefore, most cities initiate or support such events – usually in cooperation with both migrant and local mainstream organisations.

- To reduce cultural misunderstandings and improve peaceful intergroup relations, all involved cities make an effort to raise the intercultural competence of their residents; for example, through intercultural and language training.

- The majority of cities have initiated municipal programmes and campaigns to fight discrimination and racism, set up anti-discrimination offices and run anti-racism and anti-discrimination projects.

- Most cities have implemented policies aimed at meeting religious needs, including the need for places of worship. Some cities are involved in a basic interreligious dialogue covering faith issues, such as differences and commonalities between religions."

Sefton (UK), Stuttgart (DE), Sundsvall (SE), Tallinn (EE), Terrassa (ES), Torino (IT), Turku (FI), Valencia (ES), Vienna (AT), Wolverhampton (UK), Wroclaw (PL), Zagreb (HR), Zurich (CH).
[16] "Equality and diversity in jobs and services for migrants in European cities: Good practice guide – Résumé", CLIP Network (2009),
<https://www.eurofound.europa.eu/sites/default/files/ef_files/pubdocs/2008/72/en/1/EF0872EN.pdf >;
"Intercultural policies in European cities: Good practice guide – Résumé", CLIP Network, 2010,
<https://www.eurofound.europa.eu/sites/default/files/ef_files/pubdocs/2010/33/en/2/EF1033EN.pdf>.

More recently, the 2014 **KING Knowledge for Integration Governance** project investigated migrant integration policies in eight cities[17] selected for their situation in different national contexts and with varying migration histories. Policies were analysed in the legal-participatory, socio-economic and cultural-religious dimensions of integration. Among a wealth of findings, results with regard to indirect political participation and the involvement of immigrants in integration policies particularly stand out. While all eight cities have invested in consultative committees, platforms or councils that bring together stakeholders in integration policies, the KING researchers identify two broad types of such structures[18]:

1. Consultative bodies that primarily bring together immigrants (mostly coming from immigrant organizations) to represent the target group of policies. This type of body functions as a communication, mobilisation and evaluation agency between target groups and policymakers. Members may be chosen by migrants, or appointed on the basis of their expertise in migration and integration issues. Case studies from Milan, Turin, Stuttgart and Amsterdam suggest that overall such forms of representation – as a kind of alternative political representation – are rather vulnerable and may be short-lived.

2. Consultative bodies that primarily gather direct stakeholders in integration policies and have a primary focus on policy development and implementation. Immigrant organizations may be an important part of the membership, but as stakeholders and participants in policies rather than as representatives of a group. Membership is based on expectations of contribution to policy making or implementation or the expectation that members scrutinise the administration's policies and practices. Examples include Barcelona and – after a reform of its traditional structure – Stuttgart.

2.4   New roles in refugee reception and integration

For a number of cities, the 2015/16 peak of migrant arrivals brought renewed urgency for integration policies, as cities were propelled into short-term crisis management when faced with the daily arrival – or transit – of people seeking international protection. Cities along the West Balkan route and in the Central/Northern European destination countries were tested in their ability to co-ordinate their response both horizontally, within the city, and vertically, with the national authorities. The reaction of citizens has seen spontaneous support and a proliferation of voluntary initiatives, but also a wave of anti-immigrant sentiment and tensions in what is likely to become a defining moment for integration policy discourse in many municipalities. A recent Eurocities report, drawing on the experience among 34 cities in 17 OSCE participating States, is a comprehensive overview on how cities are adapting to ensure newcomers can be fully integrated into the local community, how they communicate with citizens on this issue, how they collaborate - or do not collaborate - with the regional and national level and what kind of support cities receive or need.[19] Similarly, the ICC programme has come up

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[17] KING Knowledge for Integration Governance research output including case studies on Amsterdam, Barcelona, Milan, Prague, Stuttgart, Turin, Turku and Warsaw, KING project website, <http://king.ismu.org/research-outputs/index.html#eupol>.

[18] Penninx, R. et al. (2014), "European Cities and their Migrant Integration Policies. Case-studies from Eight Cities", ISMU Foundation, p.15 <http://king.ismu.org/wp-content/uploads/Penninx_OverviewPaper6.pdf>.

[19] "Refugee reception and integration in cities", EUROCITIES (2016), http://nws.eurocities.eu/MediaShell/media/RefugeeReport_final.pdf.

with a policy brief on refugee policies for the intercultural city.[20] In terms of future policy development and the way integration policies are being delivered, a few pointers stand out from these recent developments:

- **Cities have found new roles in a migration policy field – refugee reception – that has traditionally been dominated by the national level and its authorities.** The crisis brought to the fore municipal and civic capabilities to independently organize e.g. accommodation, health care and education solutions, even in the near-absence of a national response. Cities and their interest organizations are likely from now on to insist on stronger involvement in the making of these reception policies. As the numbers of spontaneous arrivals have abated, one can observe a shift in focus to improved and timely communication with national authorities, the long-term adaptation of key public services to accommodate the needs of humanitarian newcomers (e.g. providing more housing stock in Sweden), issues of dispersal rules (e.g. cities' positions towards Germany's new integration law), or cities' involvement in pre-departure integration measures for resettled or relocated refugees (e.g. through the SHARE network[21]).

- **There is a new need for providing strong leadership for migration and integration at the local level.** Urban leaders have learned – sometimes the hard way – that vague communication on the reality of the situation or swerving in the face of public reluctance can easily backfire, at least when it comes to establishing new reception centres. In some instances, the polarized and heated public climate led cities to pioneer new forms of pro-active and transparent, multi-stakeholder information policies (e.g. in the Netherlands and Germany). Cities also found new leading roles as enablers and partners for civil society initiatives, by e.g. by providing matching platforms for volunteers. Not least, strong mayoral leadership was seen in the positioning of cities as welcoming and open to refugees (e.g. in the Netherlands or Cities of Refuge in Spain).

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[20] "Refugee policies for the intercultural city", Council of Europe, 2017, <Refugee policies for the intercultural city>.

[21] The SHARE project is an initiative aimed at building a European resettlement network of regions, cities and their civil society partners with the aims of: promoting refugee protection and resettlement and a culture of welcome; and improving planning and co-ordination for refugee reception and integration in Europe, <http://www.eurocities.eu/eurocities/news/-Building-a-resettlement-network-of-European-cities-and-regions-SHARE-project-publication-WSPO-A9SHLX>

3 Challenges and opportunities of multi-level governance in migrant integration

3.1 From multi-level dynamics to multi-level governance

As illustrated by cities' reaction to recent arrivals as a fresh example, local integration policies inevitably take place in the context of multi-level settings. The very nature of migrant integration as a cross-cutting policy field and its linkages with national admission and residence policies mean that municipal efforts always relate to policies pursued on the national level, regional levels (in particular in decentralised or federal states), and the European level in EU member states. This 'multi-levelness' can be approached, and analysed, from at least three angles[22]:

1. **Country-specific and disconnected development pathways.** In numerous cases, municipal integration policies or frameworks have developed in the absence of national integration policies. In a common pattern, national governments and national-level policy discourse have denied obvious demographic developments and refused to accept being a destination country for many years. This 'non-policy', by definition precluding any long-term and structured integration policy, has been a hallmark of early phases of countries' dealings with immigration, starting with 'old' destination countries in North and West Europe from the sixties on, and continuing with South European countries that experienced immigration starting in the eighties, right through to the most recent destination countries in East-Central and Eastern Europe from the nineties onwards. With the notable exception of the Netherlands and Sweden (and to some extent the United Kingdom), governments have only reluctantly developed national integration policies, often with a delay of several decades. Well-known examples of cities that historically have introduced their own integration policies to compensate for the lack of a national policy include Birmingham, Bradford, Berlin, Frankfurt, Basel, Zurich, and Vienna. More recently, it is no coincidence that disproportionately high numbers of cities in Italy or Spain have turned to the policy guidance and learning provided through transnational city networks like ICC or Eurocities to compensate for patchy policies on national level. Not least, whether a country belongs to the first or later groups of states becoming an immigrant destination, strongly influences the character of early city-government interaction. While in North/West European countries that started with regular labour ('guestworker') migration policies, cities mostly addressed socio-economic integration, in southern Europe cities largely engaged with their governments over issues of regularisation and providing services for undocumented migrants. In Central and Eastern Europe, the typical starting points for cities have been the rising numbers of (temporary) labour migrants and refugees resulting from national (and EU) policies, in an overall context of simultaneous emigration, immigration and transit migration.

2. **Cross-cutting character of migrant integration.** Key socio-economic policy domains like education, health, housing or employment are crucially important for integration, and are governed through intricate arrangements involving various levels of government in most countries. Depending on the constitutional setting and institutional/financial framework, cities may have full autonomy, shared competencies, discretion in implementation, stakeholder status, or no leeway at all. Quite often polices are regulated and financed from the national

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[22] R. Penninx, et al., "European Cities and their Migrant Integration Policies. A State-of-the-Art study for the Knowledge for Integration Governance Project", ISMU Foundation - Initiatives and Studies on Multiethnicity: Milan, 2014, http://king.ismu.org/wp-content/uploads/Penninx_OverviewPaper5.pdf;
M. Martinelli, (2014), "*The multilevel governance of immigrants' integration in the European Union*", *http://king.ismu.org/wp-content/uploads/Martinelli_OverviewPaper.pdf;*
R. Penninx, et al. (2014), "European Cities and their Migrant Integration Policies. Case-studies from Eight Cities".

level, while service delivery is managed by regional or local authorities. Educational institutions (e.g. the Netherlands), social housing (e.g. Austria) and labour market services (e.g. Sweden) are the policy areas most prone to decentralization, but strong variation persists across Europe. It should be added that in several countries generic, migrant-specific national integration polices that focus on language and 'citizenship' acquisition are implemented – according to national rules – also at the local level. A most recent development has been a shift to employment services as key actors for co-ordination and implementation of integration measures (in Sweden, Germany, Austria), with strong regional/local governance implications. Overall, the interconnectedness of cities with higher levels of government will only increase the more migrant integration is recognized as a task across these socio-economic policies. In addition, in EU member states, the European level has emerged as an additional layer of governance, offering cities new avenues for integration policy development, coalition and network building and, perhaps most importantly, financing. While a specific integration policy framework has emerged as part of EU migration and asylum policies (based on guiding principles, policy learning and funding opportunities), the approaches of integration, inclusion and citizenship rights have also seized other EU policy fields, e.g. social and employment policies, or regional and urban development (including with stronger 'communitarised' modes of EU governance). All of these impact on cities, encourage organized urban interest to influence EU decision-making and offer funding mechanisms.

3. **Diverging interests derived from diverging responsibilities.** Local authorities tend to have a specific, 'urban' approach to migrant integration, marked by pragmatism and stemming from the fact they are closest to citizens, migrants, and end-users of public services. While policy and policymaking at national level tends to be regulatory, abstract and informed by political convictions or politicised debate, local action is concrete and has to deal with the practical aspects of migrant's daily lives, providing housing, access to care, income and education in direct contact with immigrants, and managing the relationships between receiving and newly arriving communities. Cities' integration policies thus are often described as being more inclusive, hands-on and mutual, including integration activities that rely on immigrants' involvement for their implementation. At the same time, cities are not only free from the responsibility to devise immigrant admission and residence policies – in Europe primarily resting with national governments – but inevitably have to bear the consequences of policy decisions taken on higher levels. Notably, this became manifest during the 2015/16 peak of arrivals, when municipalities dealt with the outcome of longstanding national and EU policies on asylum and borders. All this illustrates the inherent tension in the relationship between local/regional and national/supranational levels, caused by structural interest differences, and by where the actors stand in the integration debate due to their specific responsibilities. Not least, conflicts regularly arise in circumstances where national policies ask cities to implement certain policies or measures – be it compulsory language courses or refugee housing – without allocating adequate funding. Thus, a third perspective on the dynamics among the levels of government involved in integration polices is that of an inherently conflictual relationship, with a constant need to mediate the tensions arising from discrepancies.

To conclude, wherever integration policies are devised, whether on national or local level, they imply multi-level interactions and dynamics. What is more, on all levels policymaking increasingly involves non-public actors, be it NGOs, non-profit service providers, quasi-administrative bodies governed by private law, business and corporate interest groups, or loosely organized social movements. Dense, horizontal interactions of this kind are seen in migrant integration no less than is generally the case in contemporary public policy.

As also becomes clear, the presence of many actors in the migrant integration field active on various levels of government, does not necessarily lead to good multi-level governance of migrant integration

– in the sense of co-ordination arrangements which improve the quality of policies. On the contrary, there is abundant evidence that good governance may be notoriously hard to achieve for an objective marked, as above paragraphs have shown, by disconnected policy responses, simultaneous relevance across various policy fields and divergent interests of the national and local levels due to their specific competencies.

In the following, we will therefore first highlight a number of principles which efforts at multi-level governance must meet. Such key criteria for a well-functioning multi-level governance model for migrant integration can be derived from widely shared assumptions underlying the practice and theory of public policy governance.

3.2 Participatory multi-level governance for migrant integration: principles and requirements

In most contemporary policy fields 'governance' has come to expand, or even replace, traditional notions of 'government'. At its core, governance relies not only on top-down, law-based public authority, but also draws on co-operative solidarity (e.g. voluntary engagement), as well as market logics, to arrive at binding decisions and to regulate social or economic domains. Governance necessarily entails new relationships and new balances between the public (state), private and civil society spheres. Typically, it 'blurs' responsibilities for tackling policy issues, as well as the boundaries between formal and informal decision-making. Its democratic legitimacy is mostly derived from the inclusiveness of its process and an improved 'output' of policies. Overall, new modes of governance are widely acknowledged as an appropriate answer to the challenges of governing highly complex societies. They are to increase the effectiveness, efficiency, acceptance and sustainability of policies.

With a view to migrant integration, key principles and requirements of participatory multi-level governance include[23]:

- **Co-operation across sectors and mainstreaming:** Actors from different domains work together to produce comprehensive solutions for cross-cutting policy problems, thereby overcoming institutional and sectoral boundaries. Within the public sphere this entails a process of mainstreaming the policy objective into the responsibilities of all affected authorities.

- **Acceptance of mutual interdependence and multi-level co-ordination:** Even in cases of diverging or conflicting objectives, actors do not impose solutions on each other, and accept that without co-operation both sides would lose from having a worse or no solution. Among different levels of government, this leads to negotiated and durable agreements.

- **Partnership and stakeholder co-operation:** Various types of stakeholders, representing e.g. civil society including the migrant population, business or intermediate interest organizations, are involved in decision-making processes in a structured way, based on voluntary commitment and mutual respect for divergent values.

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[23] Expanding on M. Martinelli, 2014, p. 6; also cf. I. Bache, & M. Flinders, "Themes and issues in multi-level governance", in: I. Bache & M. Flinders (eds.), *Multi-level Governance* (Oxford: Oxford University Press, 2004); R. Hoppe, *The governance of problems: Puzzling, powering and participation* (Bristol: Policy Press, 2011);
P. John, *Local governance in Western Europe* (Thousand Oaks: Sage Publications Ltd. 2001); Piattoni, S. *The theory of multi-level governance: Conceptual, empirical, and normative challenges,* (Oxford: Oxford University Press, 2010).

- **Interaction and negotiation based on equality:** Participants of the arrangements encounter each other on an equal footing, acknowledging the specific roles, expertise, legitimacy and responsibilities which the partners bring to the table; thus overcoming hierarchical boundaries and generating higher levels of trust.

- **Legitimacy of arrangements:** Governance arrangements are recognized as the legitimate place to set an agenda, define the challenges at hand and arrive at decisions that are binding for all participants. In turn, participants derive from this legitimacy the capacity to implement the agreements in their own domain.

- **Accountability and public acceptance:** Governance mechanisms can be held accountable for the agreements reached, guaranteed through transparency vis-à-vis the public with regard to their composition, proceedings and outcomes. Public scrutiny and openness is a precondition for broad-based acceptance in society.

- **Regular and repetitive exchange:** Deliberations take place regularly, in intervals appropriate to the policy cycle and challenges at hand, and participants can anticipate their continuous involvement in an open-ended co-ordination process.

- **Guaranteed and early access:** Participants have unconditional access to the deliberations from early on in the decision-making process and have a chance to influence the formulation of policy agendas rather than being presented with final and narrowed-down alternatives.

3.3 Potentials for multi-level integration governance as seen from MIPEX

While some OSCE participating States find themselves among the international forerunners when it comes to the development and implementation of successful models of inter-governmental co-operation in the field of immigrant settlement and integration, for others, the issue of immigrant settlement and integration is a reality they have only recently become faced with. Such countries find themselves in a crucial stage of policy-development and implementation, which can only benefit from a cohesive and aligned approach at all levels of governance.

Drawing on the MIPEX assessment of integration policies, specific indicators can be identified and put forward which illustrate areas of high potential (and need) for multi-level co-operation. MIPEX[24] measures whether national policies promote equal rights and opportunities for immigrants in eight key areas for integration: labour market mobility, family reunification, political participation, education, health, long-term residence, access to nationality and anti-discrimination. From the charts below it can be seen which OSCE participating States (that are covered by MIPEX) have potentials for improvement in a few selected indicators in the domains of education, political participation and equality. While far from exhaustive, these examples nevertheless show how countries can better and faster achieve results by enhancing their governance arrangements across levels of government.

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[24] MIPEX 2015 Migrant Integration Policy Index, MIPEX website, http://www.mipex.eu. The MIPEX evaluates national-level integration policies in according to eight dimensions: family reunion, access to nationality, education, long-term residence, political participation, anti-discrimination, labour market mobility and health. The MIPEX uses 167 policy indicators which are designed to benchmark current laws and policies against the highest of standards in the EU. The indicators are completed by national experts and anonymously peer-reviewed. The indicator scores are equally weighted and then averaged together to give a dimension score. In a similar fashion to the ICC, the best score of the index is 100%. A maximum of 100% is awarded when policies meet the highest standard of equal treatment.

Chart 6: Support to access pre-primary education and compulsory education: This MIPEX indicator assesses whether policies are in place that make it easier for migrant pupils to succeed in school education. States *highlighted in light blue* on the chart either provide targeted measures (e.g. financial support, campaigns and other means) to increase participation of migrant pupils or targeted measures to increase migrant pupils' successful completion of compulsory education (e.g. measures to minimise early school leaving or 'second chance' programs). States *highlighted in dark blue* have both sets of policies in place. In many countries, the local level has direct policy responsibilities in the pre-school and/or compulsory school systems and thus could directly contribute to improved policies. Even where municipalities lack formal competences, a range of measures can be taken by local stakeholders, in co-operation with the competent authorities, to e.g. facilitate early education (kindergarten) enrolment, out-of-class social support, parental involvement, schools community outreach, mentoring or awareness-rising for higher education pathways.
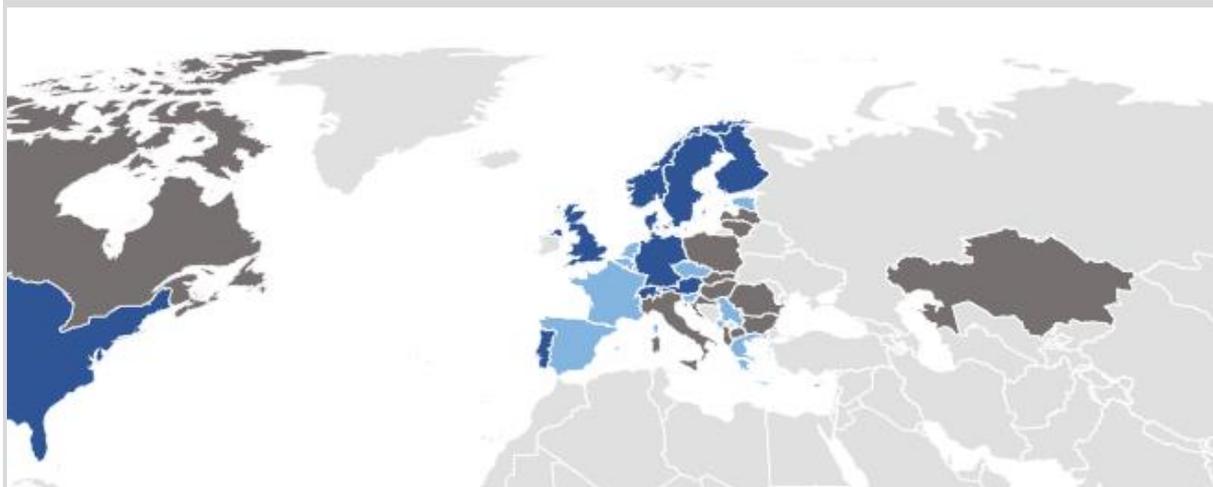
Chart 7: Consultative Bodies – active policy of information: This MIPEX indicator assesses whether policies are in place that inform migrants about the possibilities to participate in political life through consultative bodies. States *highlighted in light blue* on the chart inform migrants about such bodies and their election, composition etc. on a general basis (e.g. through campaigns in certain regions, brochures, websites). States *highlighted in dark blue* additionally inform migrants on an individual basis, (e.g. through targeted meetings, one-stop-shops, information for migrant workers and/or employers). Most consultative structures are in place on the local level, and cities often are first to introduce possibilities for indirect political participation and involvement of immigrants through migrant councils, consultative committees, or advisory platforms. Active information policies, therefore, provide a prime opportunity for the local level to become engaged in the promotion of political participation of migrants. Measures could aim for e.g. a high turnout in elections to migrant councils, or awareness-rising for the representation of migrant interests.


Source: MIPEX 2015 database

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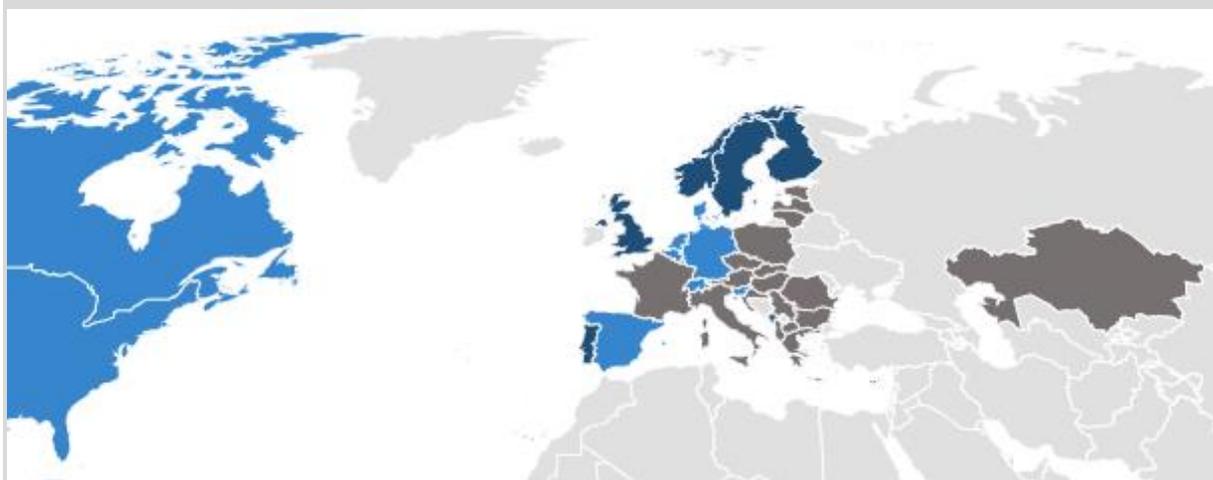
Chart 8: Equality Policies – legal obligations: This MIPEX indicator assesses whether countries take a pro-active stance in anti-discrimination. States *highlighted in light blue* on the chart either oblige public bodies to promote equality in general when carrying out their functions or oblige public bodies to ensure that parties to whom they award contracts, loans, grants or other benefits respect non-discrimination. States *highlighted in dark blue* oblige public bodies to fulfil both these objectives.   A high share of public services is provided on the local level through municipalities or municipality-controlled bodies. In many countries, local-level autonomy potentially allows municipalities to implement their own rules and provisions to ensure equal access to services and that migrants' needs are met. Municipalities can use their dominant position as service provider, buyer of goods and services, and funding source to promote and leverage equality goals.

Source: MIPEX 2015 database

An effort to establish the role of governance structures in integration policy-making is the 2015 Eurofound study on challenges of policy co-ordination for third-country nationals.[25] Encouragingly, this study *finds a very strong positive link between integration policies (as measured by MIPEX) and policy co-ordination in the employment domain*, focused on social partners, their local level activities and monitoring. The findings reveal that policy co-ordination along these lines is most developed in the Nordic states, Germany and Ireland (see below illustration). It should be noted, however, that the indicators operationalized for this study do not refer to local authorities in their capacity as independent integration policy actors.

A moderate to high correlation is observed between the extent of involvement of various stakeholders and overall integration policy scores. For instance, countries which link their policies on integration, migration and the labour market, by involving a broad range of actors at multiple levels of governance in an efficient way (co-ordination index), are also countries which score high on their integration policy outcomes as evidenced by the MIPEX.

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[25] "Challenges of policy coordination for third-country nationals", Eurofound, Office of the European Union, Luxembourg, 2015,
https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef1558en.pdf.
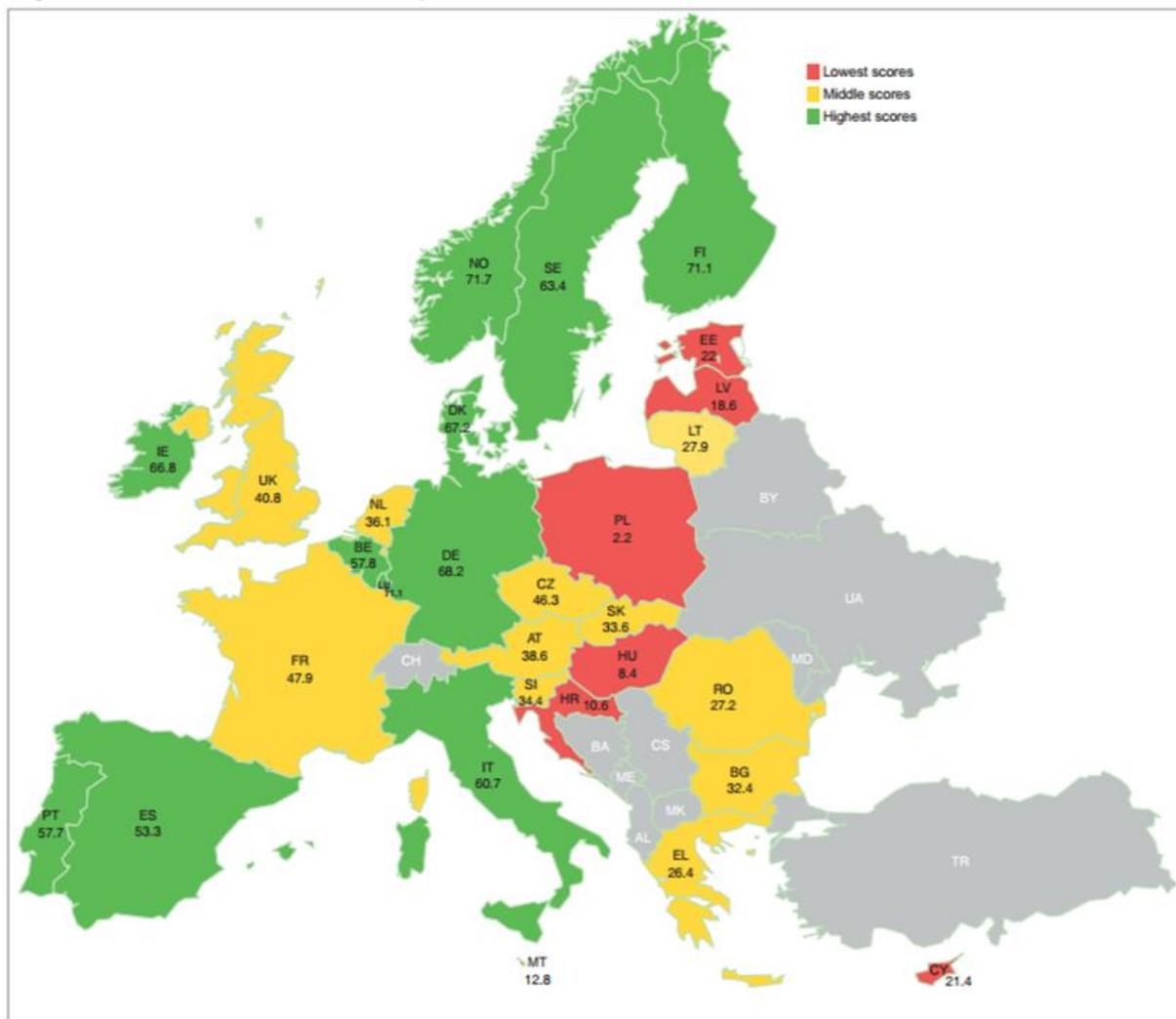
Note: Green: highest scores; Yellow: middle scores; Red: lowest scores.
Source: Authors' own elaboration

Countries that rank high in terms of the best migrant integration outcomes are also countries which, within policy co-ordination, focus on integration policy from the outset with both integration outcomes and economic competitiveness in mind. As the Eurofound study concludes, these countries seem to show a preference for a mix between internal horizontal co-ordination (in the form of inter-agency, inter-ministerial co-operation) and external vertical co-ordination (multi-level government).

Correlations of city-level and national-level policies: What MIPEX and ICC can tell us

Local intercultural policies are part of the multi-level reality of immigrant integration. Multi-level governance may or may not work across all countries, given the different political and social contexts across cities and at national level. Using the MIPEX and core ICC datasets, the relationship between national integration policies and local intercultural policies across Europe was tested.

Correlation analysis[26] suggests a *moderate positive link exists between national integration policies*

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[26] Correlation is a statistical technique that indicates whether and how strongly pairs of variables are related. A correlation analysis reveals which variables are related to each other and how strongly they are related to each other. It is then possible to identify the most important national-level policy areas and which indicators are most

and local intercultural policies. Cities have just slightly more developed intercultural policies in countries with inclusive overall integration policies:

Chart 9: Overall correlation between MIPEX and ICC Index
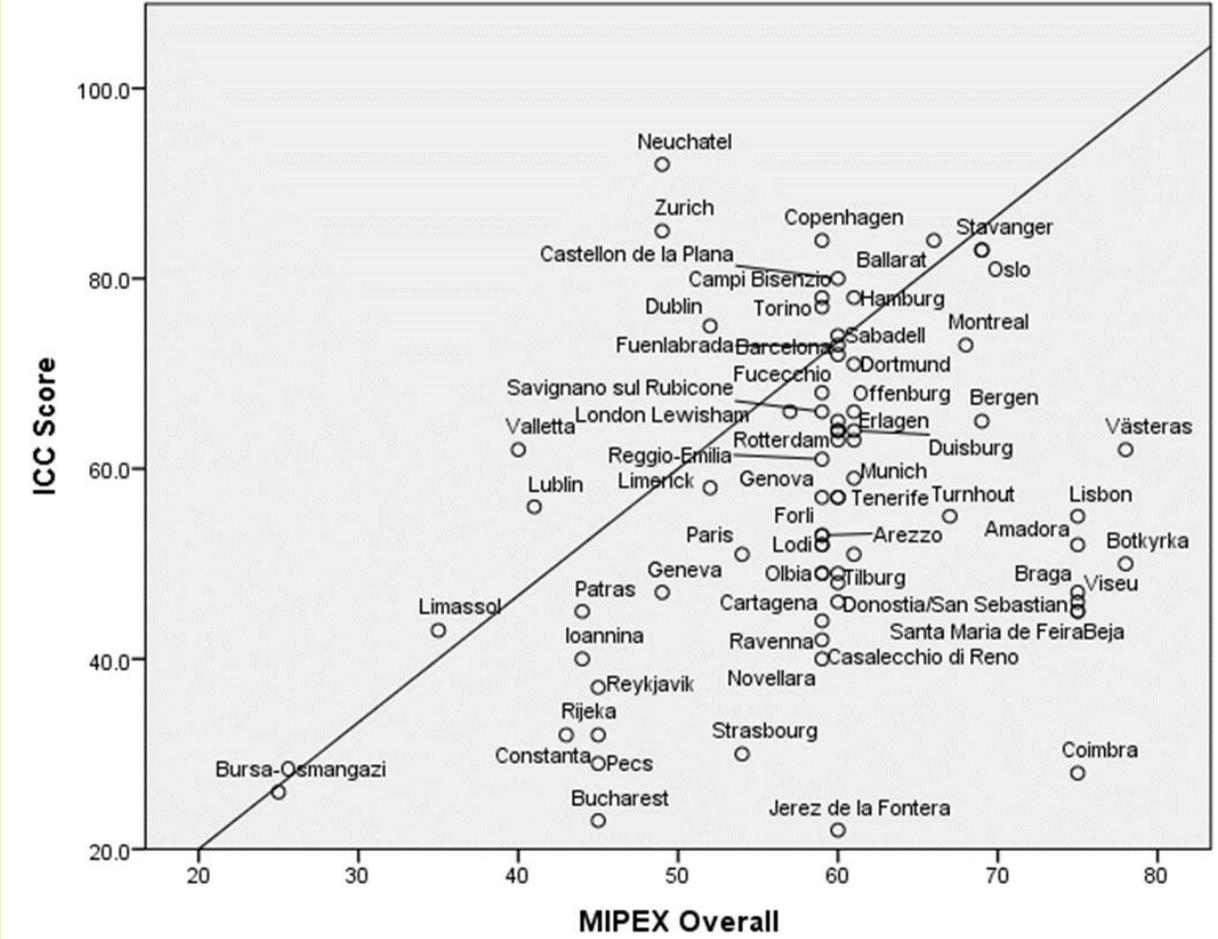
Outlier cities in this overall correlation point to a few underlying dynamics that can create conflict between the national and local level. Inclusive policies are better developed at national than local level in recent destination countries, such as Portugal and Spain, where the first integration strategies were developed at national level and later replicated to a lesser extent at local level. Less often are inclusive policies better developed at local than national level. The clear outlier in ICC is Switzerland, where the national government lacks competence and standards on integration and the cantonal policies of Neuchatel and Zurich are among the most inclusive within Switzerland's wide spectrum (Manatschal 2011).

The overall link between national and local policies seems to depend on the division of competences on integration. The links between the overall ICC Index and MIPEX eight areas and related four dimensions are presented in Chart 6. A positive moderate link remains in MIPEX areas where national and local authorities generally have *shared competence*. In areas like health, education and political participation, national and local authorities tend to adopt comparable approaches to integration and may engage in regular multi-level co-operation and exchange. National integration policies are also somewhat similar to local governments' in terms of their general commitment to interculturalism and

strongly correlated with the intercultural cities index. For example, it can be assumed that cities' intercultural policies (measured through the intercultural cities index) and national-level integration policies (measured through MIPEX) are related. Correlation can tell you whether cities in countries with more open integration policies also adopt more intercultural policies, compared to cities in countries with restrictive integration policies. The underlying causal relationship, however, cannot be identified through this method.

welcoming new arrivals, which are measured with two dimensions of the full ICC Index.

In contrast, no link emerged between local strategies and national policies in areas of core or *exclusive national competence*. These are also generally considered areas of weakness in national policies, according to MIPEX. Whether considering national policies on family reunification, permanent residence, access to nationality, anti-discrimination, access to education and health for the undocumented or electoral rights—all seem to have little-to-nothing to do with the local intercultural dynamics in the country.

Chart 10: Significant correlations between ICC Index and MIPEX eight areas and related dimensions
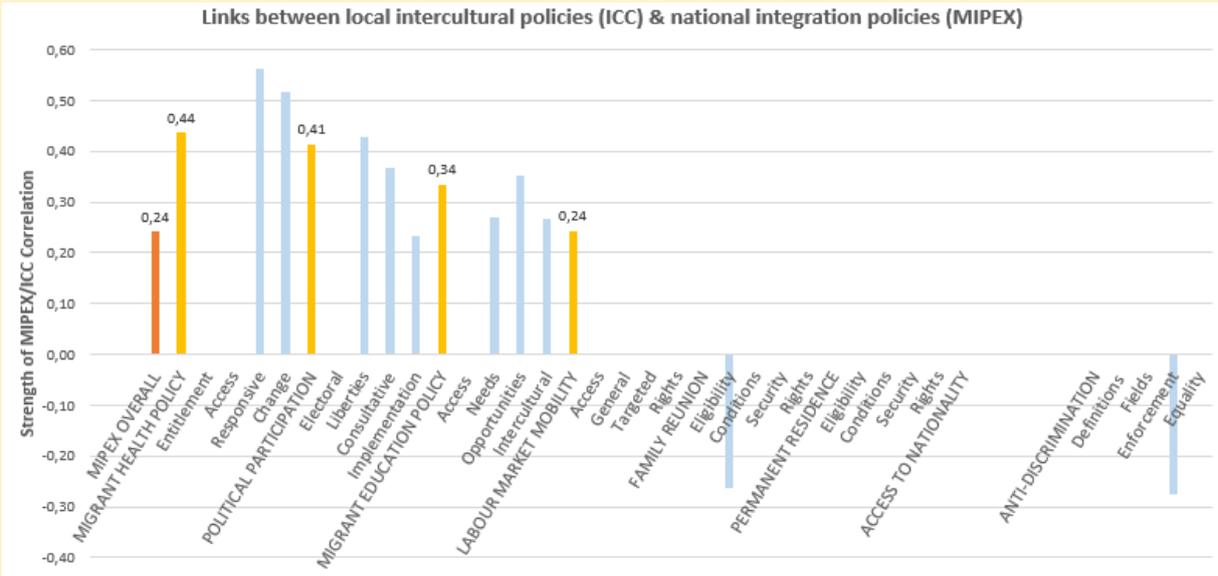
Local intercultural policies emerge as a distinct but inter-related part of a country's approach to integration. Often national and local integration policies are assumed to be fundamentally complementary or conflicting. Instead, ICC and MIPEX should be used as complementary tools to understand the integration policy dynamics in a country. Analysis of a city's ICC scores should take into account the determining factors in its national context, in particular the national integration policies across MIPEX areas.

These findings suggest that this nuanced and dynamic relationship requires more attention. Unfortunately, local intercultural policies are not given the attention they are due in national integration policies and debates. Local policies are not monitored systematically within a country and comparisons across countries are only possible based on the self-selective cities choosing to join the ICC network. Currently MIPEX includes very few local integration policy indicators.

3.4 Evidence of multi-level integration policy governance: key dimensions & good practice

This chapter highlights examples of good or promising practices in the multi-level governance of migrant integration with regard to five key aspects of policy co-ordination across different layers of government. Such practices can mainly be identified in states with a longer history of dealing with immigration, as well as in countries with a rather decentralized or federal state structure. From among OSCE participating States, the selected examples are drawn from the experience of Canada, the Czech Republic, Finland, Germany, Italy, the Netherlands, Norway, Portugal, Sweden and Switzerland. For each of the dimensions, a few most promising or inspiring models are highlighted:

1. Consultations and policy-making structures and processes

2. Multi-level governance in areas of shared competence

3. Funding distribution structures

4. Co-operation structures among local authorities across the country

5. Monitoring and integration indicators

3.4.1 Consultations and policy-making structures and processes

- **Sweden: Complex governance centered on the public employment agency.** Sweden represents the model of a country that had largely decentralized immigrant integration at the local level for a long time, but more recently took steps towards re-centralization and more complex governance. From the mid-eighties to a reform in 2010, municipalities were responsible for integration services, including languages courses and labour market integration activities. The arrangement reflected Sweden's traits as a unitary state in which central government regulates through laws, supervision and fiscal incentives, while the local level can exercise strong administrative/fiscal capacities and the levels of government typically co-operate based on voluntary agreements. With a renewed focus on labour market integration, the 2010 reform shifted responsibility for the introduction programmes to the Swedish Public Employment Service, an agency controlled by the national government. The local level remains responsible for the implementation of services, e.g. language and civic orientation courses. Local branches of the employment service can initiate local multi-stakeholder agreements. While the employment service has a key responsibility for the overall co-ordination of activities, additional co-ordination takes place through the County Administrative Boards which represent the central state in the regions, and in particular are responsible for the health service and migrants' health care. Lastly, the 'privatization' of key integration services further accentuates the network character of integration governance in Sweden. 'Introduction guides', working for publicly funded enterprises, individually support the settlement process and are supervised by the employment service. They guide newly arrived immigrants during their first years, support job seeking, advise on social matters and provide access to networks. The introduction guide services are contracted out to private organizations or companies to whom the employment service pays a monthly fee, which is supplemented on the basis of the employment results of the programme participant.[27]

- **Germany: Increasingly coherent vertical co-ordination.** For decades, and due to Germany's longstanding official self-perception as *not* being a country of immigration, integration efforts were driven by welfare organizations, charities, trade unions and other civil society organizations. As a consequence, most contemporary public integration policies in Germany, on whatever level, are still implemented (but also developed) in dense networks with large non-profit service providers. Public policies were late to arrive in the integration field, and took up the challenges in a very uneven way; mostly according to where

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[27] R. Dekker, et al., 2015, op. cit; H. Emilsen, "A national turn of local integration policy: multi-level governance dynamics in Denmark and Sweden. *Comparative Migration Studies*, vol. 3, no.7, 2015; "Challenges of policy coordination for third-country nationals"; G. Lidén, et al., "Forced cooperation from above: the case of Sweden's establishment reform", *Policy Studies*, vol. 36. no.5, 2015, pp.468–486; "Finding the Way: A Discussion of the Swedish Migrant Integration System", OECD, Paris2014, http://www.oecd.org/migration/swedish-migrant-intergation-system.pdf; B. Perchinig, et al., "The national policy frames for the integration of newcomers. Comparative report", Promoting Sustainable Policies for Integration (PROSINT) project WP 2 report, ICMPD, Vienna, 2012, http://www.icmpd.org/fileadmin/ICMPD-Website/ICMPD_General/Publications/2012/PROSINT/WP2_CompRep_Final03052012.pdf.

competences lie in the federal system (e.g. education on state, social security on federal level etc.). Specific sub-national policies emerged first where cities or states were confronted with the needs of immigrants. In 2007 the political drive to establish a more coherent national integration framework resulted in the adoption of the National Integration Plan, following the adoption of the landmark 2006 Immigration Act. Elaborated under the supervision of the Ministry of the Interior and a government Commissioner for Migration, Refugee and Integration, the plan was the result of a broad-based, multi-level and multi-stakeholder dialogue and development process. It defined an overall integration concept, laid out measures across all relevant policy fields (renewed in National Integration Action Plans every few years since), and promoted closer co-ordination across all levels and policy fields. Implementation of the national policy framework has been further substantiated by a Federal Integration Programme and has seen regular monitoring as well as reflection of progress made in stakeholder dialogue events. 'Integration summits' with top-level political involvement have repeatedly showcased the commitment to the process achieved across wide sectors of the stakeholder landscape. Tested by the massive arrival of humanitarian migrants in 2015/16, vertical co-ordination mechanisms in Germany underwent further changes with increased funding and co-ordination responsibilities for the local/regional branches of the federal public employment agency in early labour market integration (mirroring the Swedish development).[28]

➢ **Portugal & the Czech Republic: Strengthened national integration frameworks with a local dimension.** Starting in 2007, a structured stakeholder co-ordination mechanism has been at the core of Portugal's national integration policy (conceived as a cross-cutting transversal policy as early as 1996). The task of the High Commission for Migration (ACM) as the key government player is to co-ordinate, implement and evaluate public policies for the integration of immigrants, following an intercultural model and across different ministries. The first Action Plan for Immigrant Integration resulted from a broad consultation process with migrant associations and other stakeholders including social partners and the local level. Among others, Portugal has introduced a network of local centres for integration support and 'one-stop-shop' integration support centres. More recently, the joined-up governance approach has prevailed in the refugee integration field, with a multi-stakeholder Co-operation Protocol that commits relevant national authorities, key civil society players, as well as the National Association of Portuguese Municipalities and individual cities. [29] The Czech Republic represents a similar example for a national policy to be enhanced through decentralized

[28] P. Bendel, "Coordinating immigrant integration in Germany: Mainstreaming at the federal and local level", Brussels: Migration Policy Institute Europe, 2014, <http://www.migrationpolicy.org/research/coordinating-immigrant-integration-germany-mainstreaming-federal-and-local-levels>; R. Dekker, et al., op.cit.; "Integration in the federal system: the national government, the federal states and local government" (Integration im föderalen System: Bund, Länder und die Kommunen), Expert Commission of German Foundations (Sachverständigenrat Deutscher Stiftungen), Berlin, 2012, https://www.stiftung-mercator.de/media/downloads/3_Publikationen/SVR_Jahresgutachten_2012_Integration_im_foederalen_System.pdf; "Migrants and their Descendants: Social Inclusion and Participation in Society – Germany", background research for the EU Fundamental Rights Agency project "Social Inclusion and Migrant Participation in Society", FRANET, 2015, http://fra.europa.eu/en/country-data/2017/social-inclusion-and-migrant-participation; "National Integration Plan. Statement of the Federal Government" (Der Nationale Aktionsplan Integration. Erklärung des Bundes), Federal Government (Bundesregierung), 2014, http://www.bundesregierung.de/Content/DE/_Anlagen/2011-12-14-aktionsplan-integration.pdf?__blob=publicationFile>; Perchinig, B. et al., 2012, op.cit.
[29] "Migrants and their Descendants…"; "Challenges of policy coordination…"; C. Reis Oliveira, "Monitoring immigrant integration in Portugal", in: R. Bijl, and A. Verweij, (eds.) *Measuring and monitoring immigrant integration in Europe: Integration policies and monitoring efforts in 17 European countries* (The Hague: The Netherlands Institute for Social Research SCP, 2012) <https://www.scp.nl/english/Publications/Publications_by_year/Publications_2012/Measuring_and_monitoring_immigrant_integration_in_Europe>.

implementation. After a first attempt to transfer responsibilities for integration to local bodies and stakeholders in the 2000s, integration centres were established from 2008 on in a move towards regions and districts. However, co-ordination of implementation with the local level authorities remains the key challenge, with difficulties reported in achieving or maintaining common approaches among the various actors and stakeholders.[30]

- ➢ **Canada: Devolved settlement policies and multi-level partnerships.** Over the past 20 years, Canada has seen a gradual, near-complete devolution of competences for immigrant integration from the federal to provincial and municipal governments. Today, not only the provision of services to newcomers, but also the support of the settlement process lies in the hands of sub-national levels. With their own migrant recruitment schemes, provinces have acquired policy responsibilities even in 'hard' migration domains concerning entry and residence. Canada's Provincial Nominee Programs are incentive-based strategies to draw immigrants to destinations other than the major migration cities. Prospective immigrants apply directly to their province and the province reviews applicants based on its own criteria, rather than using the federal points system, and then nominates those who qualify. In this vein, Canadian governments have concluded a series of federal-provincial agreements, activated by federal decisions but also by the pressures created by provincial mobilization. On the whole, there is a greater proportion of "vertical" agreements (federal-provincial) than "horizontal" (interprovincial) agreements. Furthermore, even when federal-provincial agreements have similar objectives, it is more common for the federal government to negotiate bilateral agreements with each province individually. As a consequence of the deliberate empowerment of the regional and local levels, contemporary governance of migration and integration in Canada is marked by negotiated multi-level agreements, expanded funding schemes and greater autonomy for the sub-national levels in programme development. In parallel to the decentralization process, the actual provision of settlement services has been widely outsourced to community organizations and social/non-profit enterprises, aiming for greater efficiency in the use of public resources in the context of horizontal governance arrangements.[31]

- ➢ **Switzerland: Dense governance in a federal system.** In Switzerland, migrant integration policies emerged in a bottom-up dynamic from the nineties on, and are still only loosely co-ordinated on federal level. While cantons with strong migrant populations were the first to develop and pioneer regional integration concepts (e.g. Neuchatel, Basel-Stadt), the persistent lobbying of Swiss cities was instrumental in the federal level eventually developing an integration policy co-ordination framework. Based on landmark legislation from 2000 (and

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[30] "Challenges of policy coordination for third-country nationals… "; "Migrants and their Descendants: Social Inclusion and Participation in Society – Czech Republic", Background research for the EU Fundamental Rights Agency project "Social Inclusion and Migrant Participation in Society", FRANET (2015), http://fra.europa.eu/en/country-data/2017/social-inclusion-and-migrant-participation;
S. Muhič Dizdarevič, "Monitoring integration in the Czech Republic", in: R. Bijl, & A. Verweij, (eds.) 2012, op. cit.; Perchinig, B. et al., 2012, op. cit.

[31] O. Schmidtke, "Beyond National Models? Governing migration and integration at the regional and local levels in Canada and Germany", *Comparative Migration Studies,* vol. 1. no.1, 2014, pp.77–99; C., Leo, & M. August, "The multilevel governance of immigration and settlement: Making deep federalism work", *Canadian Journal of Political Science/Revue canadienne de science politique*, vol.42, no.2, 2009, pp.491-510.
J. Poirier, "Intergovernmental Agreements in Canada: At the crossroads between law and politics", *in:* P. Meekison, *H. Lazar, H. Telford, Reconsidering the Institutions of Canadian Federalism (Kingston: Montreal: McGill-Queen's Press – MQUP, 2004), pp.425-462.*
M. Paquet, "The Federalization of Immigration and Integration in Canada", *Canadian Journal of Political Science/Revue canadienne de science politique*, vol. 47, no. 3, 2014, pp.519-548.
E. McIsaac, "Immigrants in Canadian Cities: Census 2001-What Do the Data Tell Us?", *Policy Options-Montreal*, vol. 24, no. 5, 2003, pp.58-63.

renewed in 2005/07), a State Secretariat for Migration co-ordinates the implementation of cantonal integration policies, which are to reflect a country-wide agreed integration concept enacted as government directive. Here, integration is explicitly defined as a cross-cutting core task of the state affecting various policy fields and requiring close co-ordination of all levels of government, social partners and migrant organizations. Since 2014, all cantons are obliged to pursue dedicated integration policies, for which they agree multi-annual programmes with the State Secretariat. While the Swiss Conference of Cantonal Ministers is the platform for horizontal co-ordination, a Tripartite Commission bringing together the federal, cantonal and municipal layers has a key role in multi-level policy development and participation of local authorities in integration governance. Rather uniquely in international comparison, an existing multi-level co-ordination mechanism focused on spatial development emerged as an integration policy player. Today, the Tripartite Commission delivers reports on the further development of Swiss integration policies, convenes regular national integration conferences, and conducts nation-wide integration dialogues bringing in civil society.[32]

3.4.2 Multi-level governance in areas of shared competence

➤ **Netherlands: Local-national co-ordination in the field of anti-discrimination.** In the Netherlands, the enforcement and monitoring of anti-discrimination laws and provisions is a shared national- and local-level duty. The three main actors in this field are, at the state level, the national equality body (NIHR), at the local-level the anti-discrimination bureaux (ADVs) acting at municipal level, and finally the NGO called "Art.1" which is an expert institute. All 390 municipalities are obliged by law to establish and subsidize an ADV and receive an amount per resident for this purpose. The main task of the ADVs is to assist victims of discrimination and to monitor/register the situation in this regard. The ADVs work together in an association called the National Association of Anti-Discrimination Bureaux (Landelijke Vereniging ADB's) and are supported by the expert institute, Art.1, named after the constitutional non-discrimination provision. The ADVs, the NIHR and Art.1 thus fulfil different tasks that are closely related but not overlapping. It has become known that local authorities do not always spend the money that they get from the national government on the ADVs, which are in fact confronted with severe budget cuts. A study requested by the Ministry of the Interior and Kingdom Relations (BZK) published in 2017, suggests that the high autonomy that municipalities have with regard to the provision of additional tasks (such as prevention of discrimination and awareness raising, for example) and funding of the ADVs has led to differences between the various ADVs, with some localities offering rather limited services to assist and support victims of discrimination. A main conclusion is that larger, regionally organized ADVs are more effective than locally organized ADVs and the study calls for reform with regards to funding and operationalization of structures.[33]

➤ **Italy: Harmonizing health care provision for migrants in a three-tiered system.** Italy can be considered as pioneering with regard to a clear hierarchical chain and division of labour in its three-tier system in the health services: central government, regional government and local health authorities. Central government sets general rules and service standards, and guarantees

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[32] G. D'Amato, "The Management of Immigration Related Cultural Diversity In European Federated Entities. The Case of Switzerland", *Fédéralisme Régionalisme,* no.15, 2015, http://popups.ulg.ac.be/1374-3864/index.php?id=1532; G. D'Amato & Ch.Suter, "Monitoring immigrant integration in Switzerland", in: Bijl, R. and Verweij, A. (eds.), 2012, op. cit; Perchinig, B. et al., 2012, op. cit.

[33] "Non-discrimination. Country report: The Netherlands", European Commission, 2017, http://www.equalitylaw.eu/downloads/4352-the-netherlands-country-report-non-discrimination-2017-pdf-1-63-mb>; J. Klaver, M. Krop, & W. Smit, "Onderzoek Werking van de ADV's in de Praktijk", Amsterdam: Regioplan, 2017.

every region the same per capita financial support (the national health care fund is financed with general taxation). The National Health Service's (NHS) administrative level is the region, meaning that the regions have political, administrative, fiscal and organizational responsibility for the provision of health care. Finally, municipalities host the Local Health Authorities that operate as purchasers in the system, since they buy and pay for health services for their population, delivered by independent NHS hospitals and private contracted providers. Therefore, the detailed regulation of health care provision is largely left to each of the regions. In practice, the structure has made space for 20 regional health care systems (RHSs) in Italy with different governance models and management tools. In employing their regulatory discretion, the regions show significant differences in health care service. In practice the power of the region depends on its financial strength, planning competence, and legal and political authority. Interregional differences in capacities to formulate and implement appropriate policies and capacity to address the needs of migrants is a reality, resulting in a lack of horizontal equity across regions. As a response to the inter-regional differences in migrant health outcomes, an Inter-Regional Committee was established by the Health Commission of the Conference of Regions in order to create a stable form of comparison and collaboration among the regions, as well as a form of negotiation between the regions and the state, on the issues of immigrants' health and health care assistance and to reduce the discretionary interpretation of national laws. In 2011 the Committee produced 'Directions for the correct application of legislation for health care assistance to the foreign population by the Italian Regions and the Autonomous Provinces', which was approved by the Assembly of the Regional Health Authorities and followed by an agreement within the Conference State-Regions to implement these guidelines.[34] As a consequence, observed differences (between nationals and non-nationals, and non-nationals across regions) in access to healthcare services and healthcare utilization can hardly be attributed to legislative barriers and interpretation, helping the identification of inconsistent implementation and the underlying mechanisms of exclusion.

➢ **Finland: Multi-level contracts strengthening local level capacities**. In international comparison, Finland has chosen to provide what can be considered a looser framework that gives cities more autonomy in managing newcomer reception and integration, built around a voluntary contractual and incentive-based model paired with political approval from local councils. This approach is reflected in the Contract of Intent between the Finnish government and the cities of Helsinki, Espoo and Vantaa. As a way of concentrating co-operation and resources in the places where most migrants live, the contract has a focus on integration, education and employment. The model that has now been implemented in the three cities in the Helsinki metropolitan area (2010-2012 and renewed for the period 2013–2015) is intended to be to be developed and utilized across an increasing number of localities across the country. This form of co-operation aims to facilitate timely enrolment in 'integration training', develop more efficient procedures for recognition of existing qualifications, allocation of supervised work placements and enrolment in training programmes. Furthermore, the revised Contract of Intent strived to strengthen the links between immigrants and the private sector to boost employment and support entrepreneurship beyond the previous agreement. Funding has been

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[34] D. Grunow, , F. Longo, & M Long, "Health services. Issues and trends in Italy, France and Germany", in: H. Wollmann & G. Marcou, *The Provision of Public Services in Europe: Between State, Local Government and Market* (Cheltenham, Edward Elgar, 2010), pp.120-145; S. Nuti, F. Vola, A.Bonini & M. Vainieri, "Making governance work in the health care sector: evidence from a 'natural experiment' in Italy", *Health Economics, Policy and Law*, vol. 11, no.1, 2016, pp. 17-38; M. Marceca, S. Geraci, & G. Baglio, "Immigrants' health protection: political, institutional and social perspectives at international and Italian level", *Italian Journal of Public Health*, vol. 9, no.3, 2012.
L. Piccoli, *Left out by the State, Taken in by the Region? Explaining the Regional Variation of Healthcare Rights for Undocumented Migrants in Italy, Spain, and Switzerland,* Neuchâtel: Université de Neuchâtel, 2016.

allocated from the three cities and the ministries in order, for example, to create new posts in the employment office and to enhance existing activities and structures within the cities as outlined above.[35]

3.4.3 Funding distribution structures

➢ **Canada: Federal-provincial settlement and language training agreement.** In Canada a strong approach exists for cities to be the designer and driver of settlement planning, with federal and provincial governments taking the role of facilitators and supporters of locally determined policies. The Canada Ontario Immigration Agreement (COIA) represented an important step in this regard, towards more effective collaboration between federal, municipal and provincial governments and with an emphasis on "place-based policy-making" and "multilevel governance and partnerships". COIA was unique because it included a tripartite Memorandum of Understanding (MOU) between the three levels of government. Through the establishment of two consultation tables – one addressing language training and the second regarding settlement services – COIA increased municipal contact with the federal and provincial governments and created the potential for municipal involvement in decision-making. Addressing a provincial fiscal imbalance, a specific goal of the COIA was to secure enhanced funding for settlement and integration services, which was met with an increase of $920 million in federal commitment in provincial funds for immigrant services over a five-year period.[36]

➢ **Finland: Incentive-based state funding for local reception policies.** The voluntary and incentive-based approach dominating local-national co-operation in Finland also prevails in the reception of humanitarian migrants. Under the Act on the Promotion of Immigrant Integration, asylum seekers with a residence permit are assigned to municipalities by virtue of an agreement between the municipality and a Centre for Economic Development, Transport and the Environment (ELY Centres overseen by central government). A municipality may conclude an agreement with an ELY Centre on assigning persons applying for international protection to a municipality and on promoting their integration. This is voluntary for municipalities, but both the agreement and a municipal integration programme constitute a precondition for receiving reimbursements paid by the state. The integration plan may be drawn up through multi-sectoral co-operation between different administrative branches, employment and economic development offices, the police, NGOs and labour market organizations. Furthermore, within this model, it is important that municipalities are involved in the process from the very start. At present, the reimbursement paid to municipalities from state funds is 6,845 Euros annually for children under seven years of age, and 2,300 Euros for seven-year-olds and older (paid out by the Ministry of the Interior, Finnish Immigration Service). In addition to this reimbursement, municipalities are reimbursed for special costs for a maximum of ten years, for example for substantial costs incurred for the provision of medical care if the person concerned has been in need of care upon entering Finland or for measures similar to child welfare services. The costs arising from interpretation are reimbursed in accordance with actual costs. The Association of Finnish Local and Regional Authorities has emphasized that each municipality concludes an agreement with the state based on its own circumstances and ability to cope with challenges posed by integration.

[35] Contract of Intent, Integration of migrants and strengthening the incorporation into the labour market 2013-2015, https://dev.hel.fi/paatokset/media/att/de/de7c1e4de1e00034d3f86ad51cc8c7d10a94c799.pdf.

[36] J. Rose, & V. Preston, "Canadian Municipalities and Services for Immigrants: A Toronto Case Study", *Canadian Journal of Urban Research*, vol. 26, no.1, 2017; R. Pero, *The New Local Governance of Immigration in Canada: Local Immigration Partnerships and their role in Immigrant Settlement and Integration in Small-and Medium-sized Ontarian Cities*, Doctoral dissertation unpublished manuscript, 2017.

Some municipalities still decline to offer places, arguing that payments do not meet the cost of receiving resettled refugees - particularly vulnerable and high needs cases - and that the system for reclaiming costs is too complex and bureaucratic.

➢ **Switzerland: School funding based on social indexes.** As the Swiss integration framework stresses the transversal character of migrant integration, and as relevant policy fields including education are mostly the responsibility of cantons, also migrant integration in the school system is governed through a complex multi-level setting. To co-ordinate at the national level, the regions form the Swiss Conference of Cantonal Ministers of Education. Legally binding, inter-cantonal agreements (known as concordats) form the foundation for its work. A key concordat from 2006 to further harmonize the Swiss education system (and to which 15 cantons have acceded, mostly by referendum) refers to integration of migrant pupils as a core co-ordination challenge and informs the work of an inter-regional Commission on Education and Migration. Core tasks of the federal level in this setting include fostering common quality standards and educational monitoring. Within this overall framework, cantons can share policy approaches and models they have developed may spread to other regions. Index-based financing schemes for schools, taking into account socio-economic and migration-related criteria of pupils, is one of them. Implemented in the cantons of Zurich and Bern for example, such systems allow for additional resources in terms of more teachers or supporting measures to flow into schools located in disadvantaged areas. Closely involving the municipal level, the system implemented in the Bern region allocates resources to school communities based on foreign citizenship, unemployment rate and housing situation of the local population. In the city of Bern, the formula is adapted to include number of pupils with a foreign first language, share of social assistance recipients and income of parents. Amounting to a share of 10 to 15% of all non-infrastructure school spending in the canton, the funding scheme is re-calculated every three years. Together with Belgium, Canada, France, the Netherlands, Slovakia, the United Kingdom and some German states, Switzerland is thus one of the countries that allocates additional staff resources in the education system based on the socio-economic background of students.[37]

2.4.4 Co-operation structures among local authorities across the country

➢ **Germany: Decentralized and overlapping co-ordination networks.** A number of both formal and informal co-operation structures exist among local authorities in line with Germany's decentralised structure and tradition of locally/regionally rooted integration policies. A major player in this form of network governance is the Association of German Cities, which has a recognized role in formulating and representing urban interests in relation to the other levels of government and can dispose of considerable resources and expertise in the field of integration. Co-ordinated through its secretariat, the association organizes mutual learning among integration stakeholders through dissemination of good practices, compilation of networking databases and regular events including nation-wide integration conferences. During and following the 2015/2016 arrivals, the association played a catalytic role in bringing to national attention the gaps and needs encountered in reception and early

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[37] *"Programme of actvities 2015–2019, 2017 Update",* EDK Swiss Conference of Cantonal Ministers of Education (2017), *(Tätigkeitsprogramm 2015–2019, Fortschreibung 2017),* https://www.edudoc.ch/static/web/edk/tgpro_d.pdf; "Financing Schools in Europe: Mechanisms, Methods and Criteria in Public Funding", Eurydice Report. Luxembourg: Publications Office of the European Union, European Commission/EACEA/Eurydice (2014), http://eacea.ec.europa.eu/education/eurydice/documents/thematic_reports/170EN.pdf; H. Kuschej & K. Schönpflug, *Indikatoren bedarfsorientierter Mittelverteilung*. Vienna: Institute for Advanced Studies, 2014.

integration, and for formulating common positions of the cities in the ad-hoc multi-level negotiations on key legal and policy amendments to better cope with the challenges (including e.g. extra funding for refugee integration, social housing and residential rules for asylum seekers). The regional level (via the Conference of State Ministries responsible for integration) has channeled bottom-up involvement in the National Integration Plan process, and has been co-ordinating National Integration Plan chapters focusing on the role of municipalities in the integration process. Lately, the regional (state) level has also taken on a leading role in monitoring, a field where the Municipal Association for Administration management KGSt (a city-financed inter-municipal competence centre) has played a key early co-ordination and development role. Strong informal networking takes place around specific projects, often funded by foundations (e.g. the Robert Bosch "Get together" dialogue initiative involving refugees and local communities) or EU programmes, as well as platforms like the "quality circle municipal integration", an informal city-to-city networking forum for urban practitioners co-ordinated by the City of Stuttgart.[38]

- ➢ **Netherlands: Inter-municipal co-operation and local level interest representation.** In the decentralized unitary state which the Netherlands is today, different tasks are carried out at different levels and daily practice involves the three government levels making work agreements. These work agreements ensure municipalities and provinces possess a degree of autonomy. Over time, the municipalities received an increasingly central position in creating and implementing policy and often act as the driving force of policy development, being ensured both the legal and financial means to implement and enforce decisions and regulations. In general, the financing is organized in such a way that municipalities are compensated for the majority of the costs by contributions from national funds. Municipalities also work together to direct the spotlight to their own interests. A primary role is played by the Association of Netherlands Municipalities (VNG in Dutch), which in 2017 has made migrant integration and refugee reception one of its main priorities. Current projects in inter-municipal co-operation focus include the involvement of the local level in national reception and settlement policies. The financial dependency of municipalities on the national government is one of the many motivations for the formation of the VNG, which now comprises all Dutch municipalities as voluntary members, forming the most important lobby instrument for Dutch municipalities to national government. VNG consults directly with the various government departments. Municipal executives play an important role in the delegations and negotiations. Additionally, there is increasing co-operation between various categories of municipalities. There exists a separate joint initiative for the four largest cities in the Netherlands: Amsterdam, Rotterdam, The Hague and Utrecht (G4), a co-operation in which administrators from these big cities can take joint action towards central government and sometimes also parliament. In the realms of migration and integration, most recent discussions have centered around financial compensation for the housing of refugees and 'regaining' ground within the mandatory civic integration trajectory of foreigners, where cities have found themselves pushed to the sidelines as a consequence of financial cuts.[39]

- ➢ **Italy, Norway, Portugal and Spain: National branch networks of transnational networks**. In a number of countries, member municipalities of the Intercultural Cities network have set up more institutionalized national networks for deepened exchange and collaboration. While general urban interest organizations exist in Italy, Norway, Portugal and Spain (and certainly are involved in integration-related co-ordination with central governments), these specific ICC networks offer an additional opportunity for policy exchange and learning. In particular, the networks enhance the cities' visibility in national policy debates and strengthen their position

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[38] P. Bendel, 2014, op.cit.
[39] Association of Netherlands Municipalities (VNG) website, <https://vng.nl/>.

in the domestic context. Being connected to the wider ICC network, members are able to draw on its transnationally promoted standards as a source of policy innovation and expertise. Typically, the cities meet regularly to collaborate on a specific workplan or multi-annual action plan, link their activities to the mainstream urban interest platforms (like associations of municipalities), and maintain secretariats in hosting cities to support the process.[40]

3.4.5 Monitoring and integration indicators

- **Norway: Monitoring linked to cross-sectoral mainstreaming.** Norwegian integration monitoring builds on an extensive set of indicators harmonized at the national level. Based on well-integrated and centrally collected data from (population etc.) registers, Statistics Norway is able to monitor the effects of policy measures on the immigrant population and the integration of even small subgroups. What is unique about this country's system is that it is directly linked to the mainstreaming of policy goals for social inclusion and their co-ordinated implementation across various sectors and ministries. Initiated in 2005, the process by which policy goals are developed and adjusted (taking into account monitoring results) is a prime example for cross-sectoral governance under the guidance of a co-ordinating integration and diversity department. Though focused on an inter-departmental mechanism, the local level is involved via the Ministry of Local Government and Regional Development as one of eight national authorities sharing responsibility for social inclusion and migrant integration.[41]

- **Germany: Widespread monitoring resulting from multi-level policy learning.** Efforts to monitor migrant integration in Germany have developed simultaneously on the federal, state-regional and local levels, with some cities in the role of early forerunners. Together, a multitude of integration monitors and approaches to indicators exists on the different layers, loosely co-ordinated through the overall integration governance framework of Germany. On the national level, a first 'Report on Integration Indicators' was published in 2009, followed by follow-up reports in 2011 and then in 2013 focusing on labour market integration and a more longitudinal perspective. Overseen by the government Commissioner for Migration, Refugees and Integration, the federal monitoring framework devised indicators in twelve thematic areas. On the regional level, integration monitoring has similarly been developed, both in individual states (e.g. North Rhine-Westphalia) and within an overarching 'Interregional Working Group on the Development of Indicators and Monitoring' linked to the states' Integration Minister Conference. Until now, regional monitoring reports based on joint indicators have been produced for all states in four rounds. Focusing on particular integration situations and progress on the regional level, with the possibility to define its own indicators and concepts, this regional layer supplements the efforts on federal level. On local level, the City of Wiesbaden had come forward with its own monitor as early as 2003, and as of today notable models of city-level integration monitoring based on indicators can be found e.g. in Berlin, Frankfurt or Stuttgart.[42]

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[40] Città del Dialogo Italian ICC Network, <https://www.coe.int/en/web/interculturalcities/italy> ; Norwegian ICC Network on Diversity and Ethnic Equality website, https://www.coe.int/en/web/interculturalcities/norway; RPCI Portuguese ICC Network website, https://www.coe.int/en/web/interculturalcities/portugal; RECI Spanish ICC Network website, https://www.coe.int/en/web/interculturalcities/spain.

[41] M. Langberg Smestad, "Monitoring integration in Norway", in: Bijl, R. and Verweij, A. (eds.), 2012, op. cit.

[42] L. Brandt and G. Fincke, "Germany: Monitoring integration in a federal state", in: Bijl, R. and Verweij, A. (eds.), 2012, op. cit.; G. Fuhr-Becker, et al. "Monitoring as a Tool for Integration Governance", KING Project – Public Administration Unit, Desk Research Paper no. 8, 2014, http://king.ismu.org/wp-content/uploads/FuhrBeckerGottscheWilkens_DeskResearch.pdf; "Second Integration Indicators Report" (Zweiter Integrationsindikatorenbericht), Federal Commissioner for Migration, Refugees and Integration (Die Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration, Köln/Berlin, 2011,

➢ **Portugal: Observatory as driver for improved evidence-based policy making.** Portugal exemplifies a country that gradually developed its knowledge base on migration and integration as the national policy framework was further developed. An Immigration Observatory was created in 2002 at the predecessor organization of todays' ACM Commission, to inform the policy debate with analyses and reports. With the Observatory, a focal point for the agenda of more evidence-based policy making in the integration field was created. As an informal unit located at the heart of the country's institutional migration policy setup, it is responsible for the launch of quantitative and qualitative scientific studies. In various instances studies promoted and published by the Observatory informed policy adjustments where official statistical data on migration had been missing (e.g. nationality law, family reunification rights, entrepreneurship facilities, extension of the entitlement to family allowance to include children of all immigrants). Throughout its existence, the Observatory for Migration (as it is known today) thus served as a platform to raise issues of availability of data and propose improvements. The 2010-2013 National Action Plan for Immigrant Integration addressed shortcomings with regard to incomplete and dispersed collection of migration data. In 2014, the Observatory released the first Portuguese integration monitoring report based on indicators.[43]

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http://www.bundesregierung.de/Content/DE/Publikation/IB/2012-01-12-zweiter-indikatorenbericht.pdf?__blob=publicationFile.
[43] C. Reis Oliveira, op.cit.

4 Towards participatory multi-level governance of integration policy: Conclusions & recommendations

This paper has highlighted the vital role of the local level in migrant integration (Chapter 2), as well as requirements for – and evidence of – good multi-level governance in selected OSCE participating States (Chapter 3). By way of conclusion, policy-makers and stakeholders should take into account the following recommendations in order to build sustainable, effective and participatory frameworks for enhanced coordination in the migrant integration field:

- **Acknowledge the role of the local level & create partnerships**
  Regardless of the constitutional set-up of countries, cities and local level authorities are indispensable partners for successful integration policies. Examples from selected OSCE participating States show that the balance between the different levels of government can be struck differently and follow different dynamics, but multi-level co-ordination is essential: nationwide integration policies tend to fail, or lack efficiency and impact, when not supported at the local level. Policies need to take into account the role of municipalities as the places of arrival, where immigrants become part of society and get in contact with the institutions and public services of the receiving state. Partnership-based multi-level arrangements should be put in place, both to design and then implement joint policies or measures which facilitate the integration process. In countries where migrant integration policies are nascent or emerging, steps towards creating them should be seen as the ideal opportunity to foster a well-functioning multi-level governance framework from early on. Eventually, national policies should also acknowledge the due place of regional and local levels in 'hard' migration domains: as cities and regions are directly affected by the impact of residence and admission policies on migrant integration, they have their own legitimate immigration policy interests in terms of labour market or demographic needs, among others.

- **Tap the experience of the local level**
  Municipalities, and in particular cities, are integration policy actors in their own right. In many countries, they are the first to pioneer and test measures, and contribute substantively to national policy agendas and debates. At their own prompting, cities have developed internationally shared quality benchmarks for local integration practice, and many are part of transnational networks dedicated to mutual policy learning. This rich experience and wealth of expertise can be leveraged for comprehensive national policies. Systematic involvement of sub-state governments, however, requires appropriate fora for dialogue and policy development, as well as respect and appreciation for the pragmatic, problem-solving and inclusive 'place-based' approach that tends to prevail at the local level.

- **Build comprehensive frameworks and mainstream integration**
  Comprehensive, participatory governance in the integration field is more than just improved vertical, multi-level co-ordination. In the horizontal dimension, all government portfolios and policy fields relevant for migrant integration need to be involved in a structured process of co-ordination and planning. Arrangements should provide for a comprehensive approach to integration that takes migrants and their needs as starting point – a comprehensive approach that asks how systems can better interact for more timely and mutually reinforcing responses to migrants' needs, and avoid delayed integration due to contradictory policies in different sectors or on different levels of government. Stakeholder involvement must be assured throughout, but formats need to be flexible enough to take into account different constellations of relevant civil society/NGO, social partner, private sector, citizen initiatives, etc. to address specific challenges.

- **Create sustainable, enduring partnerships**
  Sustainable governance frameworks need clarity in terms of their timing and anticipated outcomes. To avoid de-commitment of stakeholders, involved actors must be sure about when input given will have contributed to what output, and how much they can trust that their perspectives become part of policy formulation. Stable, 'standing' governance frameworks are designed for the entire policy cycle, from joint definition of fields of action to consultation on specific measures, commitments on implementation, to monitoring of results and joint conclusions about policy adjustments. This should preclude any ad hoc and stop-and-go involvement of the local level in ongoing decision-making on the national level, or pro-forma consultations about already agreed policies.

- **Ensure that policies reflect diversity**
  Policy frameworks for migrant integration need to take into account the full diversity of migration patterns and migrant populations. Instead of narrowing down to specific groups that may be at the centre of current public debate, policies must be based on a thorough analysis of the social composition of all migrants present. In particular, policies need to be aware of the share of women and female migrants' specific legal and social/labour market positions, as well as the age structure of migrant populations (with a view to education and care needs) and special needs resulting from, for example, flight and traumatization. Gender and diversity-mainstreamed policies only succeed when built on this perspective from the outset and deliberately include all relevant institutional and civil society stakeholders in the policy development process (e.g. anti-discrimination bodies, ombuds(wo)men, women affairs units, counselling services, specialized NGOs, etc.).

- **Involve migrant stakeholders**
  The direct participation of migrants in the development, as well as implementation, of integration policies is a benchmark for the credibility of policies and crucial for the acceptance of integration measures. Involving migrants will turn them from being a target group to policy participants with a real stake – their participation is an integration-fostering, emancipatory act in itself. Usually, it is the local level to introduce consultative structures first, and gain experiences with the political participation of migrants. Country-wide co-ordinated policies should draw on these experiences, and use the high number of local consultative bodies as a pool of expertise for the development of national integration policies. Not least, participatory processes that feed into new or renewed country-wide policies provide a stage for migrant leadership and an opportunity for engaged migrants to step forward as role models for new citizenship and raising migrant voices in political debate.

- **Use non-hierarchical steering instruments**
  The co-ordination of migrant integration is ideally suited to all forms of 'soft', informal and non-hierarchical steering as an appropriate response to its transversal nature (i.e. reaching into areas as diverse as education, housing, employment etc., as well as its relevance for all layers of governance). Successful examples of integration governance usually entail a resourceful, co-ordinating body with a strong mandate, plus a mix of instruments including, *inter alia*, multi-stakeholder action plans, implementation scoreboards, indicator-based monitoring of integration processes, benchmarking of policy goals to be achieved, highlighting of good/promising practices, as well as formats allowing policy learning and -transfer. Funding programmes, often on a competitive basis, have a key role in facilitating policy innovation and transfer of good practices. To involve civil society stakeholders, including migrant organizations and smaller municipalities, programmes need to be accessible and should include small-project facilities.

- **Empower the local level**
  Material resources to finance ambitious local-level integration policies tend to be the Achilles heel of municipal efforts. Nation-wide agreed integration policies (strategies, action plans, etc.) should be underwritten by unequivocal financial commitments that directly benefit the local level and render available central government funds. Support can also take the form of competence build-up, awareness-raising, training or other know-how enhancement formats. Where local level actors are reluctant to follow central government leadership, the provision of material and non-material incentives can be the key to increased local engagement. Furthermore, legal or quasi-legal frameworks which guarantee the role of the local level or institutionalize co-operative arrangements can strengthen municipalities and stabilize partnerships.

- **Use comprehensive local approaches as inspiration and models**
  Local authorities directly interact with a diversifying population, and cities need to rethink urban policy fields in terms of their functioning under the framing condition of demographic change. Cities therefore are good in linking migrant integration to key transversal, future challenges like economic competitiveness (concerning entrepreneurship, location policies, the innovation system, the international attractiveness of research institutions, etc.) or the sustainability of health and care systems in ageing societies. This propensity to overcome 'silo thinking' in policy-making is a trait of the local level that should be tapped for overall national policies. Integration-oriented municipalities and their comprehensive policies can serve as models for the country of what a two-way process of mutual adaptation and benefit can look like.

- **Mobilize, provide political leadership and build national coalitions**
  The policy process surrounding multi-level co-ordination represents a key opportunity to mobilize new actors for the migrant integration agenda, and to create momentum and deepened commitment throughout society. Participatory, multi-stakeholder development processes should involve consultation and joint reflection with as many local actors as possible, as stepping stones towards national integration strategies and action plans which can enjoy actual support on the ground. Ideally, such processes culminate in high-level, political events which showcase leadership, achieved agreement and stakeholder support. Co-operative frameworks can thus become a catalyst to forge broad, country-wide coalitions, bringing together – as equals – all willing or newly committed local, regional and national authorities, as well as civil society or business stakeholders.

ABOUT THE OSCE/ODIHR

The Office for Democratic Institutions and Human Rights (OSCE/ODIHR) is the OSCE's principal institution to assist participating States "to ensure full respect for human rights and fundamental freedoms, to abide by the rule of law, to promote principles of democracy and (...) to build, strengthen and protect democratic institutions, as well as promote tolerance throughout society" (1992 Helsinki Summit Document). This is referred to as the OSCE human dimension.

The OSCE/ODIHR, based in Warsaw (Poland) was created as the Office for Free Elections at the 1990 Paris Summit and started operating in May 1991. One year later, the name of the Office was changed to reflect an expanded mandate to include human rights and democratization. Today it employs over 130 staff.

The OSCE/ODIHR is the lead agency in Europe in the field of **election observation.** Every year, it co-ordinates and organizes the deployment of thousands of observers to assess whether elections in the OSCE region are conducted in line with OSCE Commitments, other international obligations and standards for democratic elections and with national legislation. Its unique methodology provides an in-depth insight into the electoral process in its entirety. Through assistance projects, the OSCE/ODIHR helps participating States to improve their electoral framework.

The Office's **democratization** activities include: rule of law, legislative support, democratic governance, migration and freedom of movement, and gender equality. The OSCE/ODIHR implements a number of targeted assistance programs annually, seeking to develop democratic structures.

The OSCE/ODIHR also assists participating States' in fulfilling their obligations to promote and protect **human rights** and fundamental freedoms consistent with OSCE human dimension commitments. This is achieved by working with a variety of partners to foster collaboration, build capacity and provide expertise in thematic areas including human rights in the fight against terrorism, enhancing the human rights protection of trafficked persons, human rights education and training, human rights monitoring and reporting, and women's human rights and security.

Within the field of **tolerance** and **non-discrimination,** the OSCE/ODIHR provides support to the participating States in strengthening their response to hate crimes and incidents of racism, xenophobia, anti-Semitism and other forms of intolerance. The OSCE/ODIHR's activities related to tolerance and non-discrimination are focused on the following areas: legislation; law enforcement training; monitoring, reporting on, and following up on responses to hate-motivated crimes and incidents; as well as educational activities to promote tolerance, respect, and mutual understanding.

The OSCE/ODIHR provides advice to participating States on their policies on **Roma and Sinti.** It promotes capacity-building and networking among Roma and Sinti communities, and encourages the participation of Roma and Sinti representatives in policy-making bodies.

All ODIHR activities are carried out in close co-ordination and co-operation with OSCE participating States, OSCE institutions and field operations, as well as with other international organizations.

More information is available on the ODIHR website (www.osce.org/odihr).