



MEDITERRANEAN CITY-TO-CITY MIGRATION

CITY MIGRATION PROFILES SYNTHESIS REPORT

MEDITERRANEAN CITY-TO-CITY MIGRATION
DIALOGUE, KNOWLEDGE AND ACTION

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EXECUTIVE SUMMERY	03
1. INTRODUCTION	09
2. CITY SIZE	09
3. MIGRANT POPULATIONS IN THE CITIES	10
a. Share of migrants in population	10
b. External factors affecting migration	11
c. Country of origin	12
d. Age	15
e. Gender	15
4. MIGRATION PROFILE DATA: CHALLENGES & LIMITATIONS	16
a. Defining the city	16
b. Defining migrants	17
c. Data limitations	17
5. SITUATION OF MIGRANT POPULATIONS IN THE CITIES	18
a. Housing	18
b. Education	19
c. Labour market	19
6. MULTILEVEL GOVERNANCE FOR MIGRATION	21
a. Distribution of competences	21
b. National-local cooperation on migration	23
c. Local institutional frameworks	25
i. City governance arrangements	25
ii. Local cooperation	26
7. POLICY	28
a. National approaches shaping local policy	28
b. Local policy outlooks	29
8. MIGRATION & INTEGRATION SERVICES AT THE LOCAL LEVEL	31
a. Services for newcomers	31
i. Actors involved in local implementation	31
ii. Commonalities of local implementation	31
b. Education	34
i. Actors involved in local implementation	34
ii. Commonalities of local implementation	35
c. Labour market integration	37
i. Actors involved in local implementation	37
ii. Commonalities of local implementation	37
d. Housing	39
i. Local implementation: actors, mechanisms and commonalities	39
e. Health	39
i. Local implementation: actors, mechanisms and commonalities	39
9. MIGRANTS' ENJOYMENT OF RIGHTS	40
a. Education	40
b. Employment	41
c. Housing	43
d. Health	44
10. MAINSTREAMED AND TARGETED APPROACHES	45
a. Definitions & understanding	45
b. City approaches	45
c. Relevant practices	46

The Mediterranean City-to-City Migration (MC2CM) project aims at contributing to improved migration governance at city level. It is implemented by a consortium led by the International Centre for Migration Policy Development (ICMPD) in partnership with the United Cities and Local Governments (UCLG) and the United Nations Human Settlements Programme (UN-Habitat) and with the United Nations High Commissioner for Refugees (UNHCR) as associate partner, in the framework of the Dialogue on Mediterranean Transit Migration (MTM). A first of its kind, MC2CM has brought together cities from both sides of the Mediterranean to establish an open dialogue, facilitate knowledge development and sharing, leading to concrete action.

The project is funded by the European Union (EU) through the Directorate General for Neighbourhood and Enlargement negotiations (DG NEAR) and co-funded by the Swiss Agency for Development and Cooperation (SDC).

The project has involved the cities of Amman, Beirut, Lisbon, Lyon, Madrid, Tangier, Turin, Tunis and ● Vienna and has delved into the local context of each city by producing City Migration Profiles and Priority Papers validated by the city authority and stakeholders.

This document is a comparative analysis of the 9 City Migration Profiles produced in the framework of MC2CM. It has been drafted by Rachel Westerby with input from local experts, city representatives and consortium partners.

More information, including summaries of the city profiles, is available at www.icmpd.org/MC2CM

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EXECUTIVE SUMMARY

The **Mediterranean City-to-City Migration Project (MC2CM)** aims to contribute to improved migration governance at city level in a network of cities in Europe and in the Southern Mediterranean region. Participating cities are **Amman, Beirut, Lisbon, Lyon, Madrid, Tangier, Tunis, Turin and Vienna**.

These cities were selected on the basis of being major urban areas, having a significant migrant presence, experience in international cooperation in the field of migration, good integration and diversity practices and – most crucially – interest and commitment.

MC2CM has delved into the local context of each city by producing City Migration Profiles and Priority Papers validated by the city authority and stakeholders. This is a synthesis of the 9 City Migration Profiles produced in the framework of the Mediterranean City-to-City Migration project (MC2CM).

Migration is by definition a changing, fluid phenomenon, and data on migrant populations can capture only specific moments in its development. The status of cities in relation to migration is also fluid and changeable. Examples of this can be found amongst the profiled cities that have undergone trajectories as cities of emigration, immigration, transit and destination at different periods in time.

Migration has an important historical dimension, including at the local level, seen for example in the long experience of cities like Am-

man and Beirut in hosting Palestinian refugee populations since the late 1940s, the experience of Lisbon as a city with a long history of both emigration and immigration, Tangier's unique situation as crossroad of cultures and Vienna's role as forerunner of migrant integration policy. MC2CM has capitalised on this know-how to facilitate cross-fertilisation and learning from experiences.

The compilation of Migration Profiles within the framework of the MC2CM project was led by experts from the relevant national contexts, and realised by bringing together the expertise and experience of a wide range of actors within the administrations of profiled cities, from civil society and private organisations working on migration issues at the local level, and from relevant coordination and policymaking spheres at regional and national levels of government.

The process of compiling profiles had a number of important impacts for participant cities. In many instances, profiles represented the first time that often disparate data on local migration situations had been systematically collated and analysed, and data gaps highlighted. Profiles also provided a platform for new and strengthened future cooperation on migration between actors at different levels of government, who in several cases had not previously collaborated in this area. Finally, the process of compiling profiles also prompted cities to develop new ideas and understandings of their role as migration actors, both in terms of local governance and within their national contexts.

1. MIGRANT POPULATIONS IN PARTICIPANT CITIES

Migrants choose to settle in urban areas. The proportion of migrants in cities is higher than those for national territories, particular for capital cities that attract both internal and external migrants. Both Madrid and Vienna host a proportion of foreign born population which is just under double the national share and the governorate of Tunis hosts 18% of the overall migrant population in Tunisia.

Several external factors have influenced **migrant populations in participant cities**, including refugee movements, the accession of new EU Member States, the global financial and economic crisis beginning in 2008, and changing access to legal residence and citizenship.

Proportions of foreigners (defined as those holding a nationality of a different country) within city populations ranges from less than 5% (Tangier) to 31% (Amman). Amman and Greater Beirut (14%) have the largest such populations, with Vienna (27%) the largest amongst European cities. These proportions increase further, particularly for European cities, when considering migrants who are naturalised citizens.

In terms of countries of origin of migrant populations in participant cities:

- **EU nationals** make up significant portions of migrants in all European participant cities and in Tangier.

- **Historical, colonial and language relationships** persist in contemporary migratory patterns, for example in the presence of nationals from PALOP¹ countries and Brazil in Lisbon, Latin America in Madrid, the Maghreb in Lyon and European nationals in Tangier.
- Amman and Beirut host **large refugee populations**, both long-standing Palestinian refugee populations and those arriving more recently from Iraq and Syria, and in Europe refugee arrivals have significantly altered the make-up of migrant populations in Turin and Vienna.

Situations of migrant populations in participant cities are characterised, to differing degrees, by:

- **Social exclusion**, particularly in terms of poverty and difficulties accessing basic rights and services.
- **Poorer housing conditions** relative to resident non-migrant populations.
- **Discrimination**, including in terms of restricted rights caused by legal status, and direct discrimination when accessing or using services.
- **Higher levels of unemployment** than non-migrant populations, underemployment and precarious or exploitative employment situations. Migrants are also disproportionately represented in employment sectors including commerce and services, manufacturing and industry, and construction.

¹ Portuguese-speaking African countries, all former Portuguese colonies (PALOP is Angola, Cape Verde, Guinea-Bissau, Mozambique, and Sao Tomé). Equatorial Guinea is not a PALOP country but an observer member of the CPLP (Community of Portuguese Language Countries).

Migrant populations are generally concentrated in the 20–45 year age range, save for refugee populations which tend to have higher numbers of children aged 0–16. Female migrants outnumber males in Lyon, Madrid, Turin and Vienna, and are growing faster as a proportion of the migrant population in several others.

2. MIGRATION DATA IN CITIES

Statistical data on migrant populations and integration available to participant cities is highly variable in quality. Profiles draw on a wide range of data sources that refer to different periods or points in time and employ differing definitions of common terms and categories.² Migration profile data thus has limited value for comparability of migration situations across cities.

Statistical sources used in migration profile documents:

- employ differing definitions of common terms and categories;
- refer to different periods or points in time; and
- offer more detailed information for long-standing migrant populations than for recent arrivals.

Five cities (Amman, Lisbon, Madrid, Turin, Vienna) routinely collect or collate migration-related data for their local contexts. South-

ern cities tend to rely heavily on information produced by international organisations.

3. MULTILEVEL GOVERNANCE FOR MIGRATION

Cities have no decision-making power in relation to who comes to a national territory or the conditions of their stay: this competence rests with national governments.

National migrant integration policies exist in five European countries, with formal competence for policymaking shared at regional and local levels in four. **Shared competence** can be found in discrete integration policy areas, most commonly in education and health. **Southern cities tend to have a broad urban management function,** with limited competence in integration policy areas that are instead directed from national level.

National multilevel cooperation on migration and integration ranges from formalised structures and processes, informal cooperation based on shared interests and understandings and little to no current cooperation. For the latter, cities' growing awareness of the relevance of migration to urban governance and of themselves as migration actors is moving actors at all levels toward closer cooperation.

Vienna is the only participant city with both departmental and political responsibility for migrant integration. Other European cities administratively coordinate work in the

² 'Refugee', for example, is used by cities outside of Europe to refer to those registered as refugees with UNHCR or UNRWA, and by European cities to refer to those recognised as refugees or granted subsidiary protection as the outcome of an asylum process.

CITIES ARE KNOWLEDGEABLE

Cities are aware of the limitations of statistical data available to them, and of the gaps in data that would usefully be filled in order to give a more complete local statistical picture and better guide policymaking.

Additionally, all participant cities have a firm grasp of local dynamics affecting migration and integration, in terms of:

- the views and opinions of local populations concerning specific migrant populations and the effectiveness of local integration policy and practice;
- the condition, needs and integration trajectories and perspectives of migrant populations; and
- factors constraining the scope and effectiveness of local responses to migration and integration, including local competence in relevant areas, the availability of resources and political obstacles to cooperation between different levels of government.

integration areas in which they are most active. In the absence of central coordination, participant cities are aware of which of their departments work on migration and integration-related issues and to what extent.

Cooperation with civil society actors is a central element of local migration governance. It is strongest in European cities, particularly in terms of funding relationships and, to a lesser extent, direct consultation. Several Southern cities are taking specific steps to develop more structured approaches to civil society cooperation.

International organisations and international NGOs working on local aspects of humanitarian/development responses to refugee movements tend not to cooperate directly with cities, instead working directly with national governments.

4. POLICY

No participant city considers migration to be problematic, and the majority understand it as an ongoing, historical feature of their local contexts. **National policy approaches to migration and integration often shape those at the local level**, most commonly in European countries (with the exception of Vienna). In countries which are newly developing such frameworks, or where humanitarian planning has provided a clearer delineation of multi-level roles and responsibilities, **cities are becoming increasingly capable and confident in defining their role as migration actors within their national contexts.**

At the local level, migration is often conceived of as underpinning diversity, with diversity considered as an opportunity and an asset for cities. **Many cities relatedly conceive of effective migration and integration policy as a tool to maximise economic opportunities for economic growth and development.** Migration is in many instances mainstreamed into urban management and renewal, particularly in Southern cities.

5. MIGRATION & INTEGRATION SERVICES AT THE LOCAL LEVEL

Measures to respond to migration and support migrant integration in participant cities employ targeted and mainstream approaches.³ These approaches are very often complementary and co-existing, and broadly exist on a continuum in which initial targeted provision facilitates mainstreamed approaches.

i. Services for newcomers

- Language learning

For all European cities, **formal language learning programmes for migrants are organised or coordinated by national governments and implemented at regional/local level.**

UNDOCUMENTED POPULATIONS PRESENT CHALLENGES FOR EFFECTIVE LOCAL MIGRATION GOVERNANCE

- By virtue of their status, undocumented persons are not included in census, registration or other processes by which populations are recorded. Cities therefore have no accurate data upon which to plan interventions or evidence need. Madrid's municipal register is a notable exception.
- Legal residence very often confers individual rights to access basic services such as housing, healthcare, education and social benefits. Cities are very often legally restricted in terms of the services they can provide to undocumented persons on their territory, and the extent to which they can ensure their basic needs are met.
- Undocumented populations with unmet needs can exacerbate local issues such as homelessness, transient housing and illegal working.
- For cities in a legal position to provide services to undocumented persons, costs of such measures must often be met from within the city's own resources.

Provision in other cities ranges from largely civil society-led, in some instances with city funding, to little or no provision in this area.

- Orientation

Cities **use their knowledge and networks to produce local information resources for newly arrived migrants**, including city information guides and electronic maps. Some cities have established physical 'one-stop shops', very often located within public offices of other municipal services, to advise migrants on relevant integration topics and assist access to other services. **More formal and structured orientation programmes for newly arrived migrants are present only in Vienna and Madrid, and several cities have use centralised translation and interpretation to make their services more accessible for migrants.**

ii. Education

In all European cities and in Tangier, **national education policy enables children to enrol in compulsory education regardless of their legal status or background.** Tunis ensures that the kindergartens it manages are open to all children.

Cities variably make use of both centralised and individual **school registration procedures.** In some Southern cities, registration for children from specific refugee populations is carried out with the assistance of international organisations.

A lack of access to documentation required for school registration in several instances

³ 'Mainstreaming' can broadly be defined as the process by which institutions and organisations react to becoming actors in an environment affected by migration and growing diversity within the population. Determining the extent to which mainstreaming has occurred involves assessing how far these actors have made themselves accessible to and inclusive of migrants, within the context of available resources and any other mitigating factors affecting their ability to do so. 'Targeted' approaches in the context of migration and integration are policies, services and interventions targeted at migrants or specific subgroups of migrants (for example refugees, asylum seekers, migrant women/children, etc.).

creates barriers to enrolment at school, in particular for refugee children in Southern cities and for children of undocumented parents in general. Schools have adopted a variety of approaches to accommodating migrant children, including additional language support (Vienna), and splitting school days into two 'shifts' (Amman).

iii. Labour market insertion

Dedicated services implementing a wide range of labour market insertion measures are present in the majority of cities, providing a wide range of services including vocational training, job placement, advice on basic employment rights, recognition of qualifications and skills assessments. Many centres have established in-house specialist services/expertise for migrants, and/or partnerships with civil society organisations providing the same.

Activities to promote entrepreneurship, including those targeted specifically at migrants, are becoming increasingly prominent in local labour market insertion programmes.

Entrepreneurship is, however, an insecure and informal form of employment in cities where legal restrictions and other barriers to accessing the labour market for migrants are present.

iv. Housing

Newly arriving and recent migrants generally rely on private rented housing, and private landlords are therefore key service providers for this group. Whilst cities and neighbour-

hood authorities play a critical role in organising access to social housing, migrant access is often restricted by required minimum periods of legal residency in a specific country or city.

Some cities directly provide emergency accommodation for homeless persons, generally accessible to all persons regardless of status (as in Madrid and Lyon).

CITIES DEVELOP CREATIVE, EFFICIENT & EFFECTIVE RESPONSES TO MIGRATION WITHIN THE SCOPE OF THEIR COMPETENCE & AUTHORITY

- by mobilising existing resources and capacity to support integration and inclusion;
- providing training, information and resources for staff of mainstream services;
- implementing national and regional initiatives to suit local priorities;
- flexibly and creatively applying local competences to support migrant integration and inclusion; and
- using multidisciplinary/cross-sectoral initiatives for integration.

v. Health

The vast majority of migrants with legal status access healthcare via public hospitals and clinics, within mainstream national healthcare systems.

Undocumented persons without rights to access mainstream healthcare can in some cases do so through targeted city and national initiatives, as in Tunis and Lyon (national initiatives) and Madrid, Turin and Vienna (city initiatives).

1. INTRODUCTION

The **Mediterranean City-to-City Migration Project (MC2CM)** aims to contribute to improved migration governance at city level in a network of cities in Europe and in the Southern Mediterranean region. Participating cities are **Amman, Beirut, Lisbon, Lyon, Madrid, Tangier, Tunis, Turin and Vienna**.

To maximise the project's impact, criteria for participation and selection was set, as below:

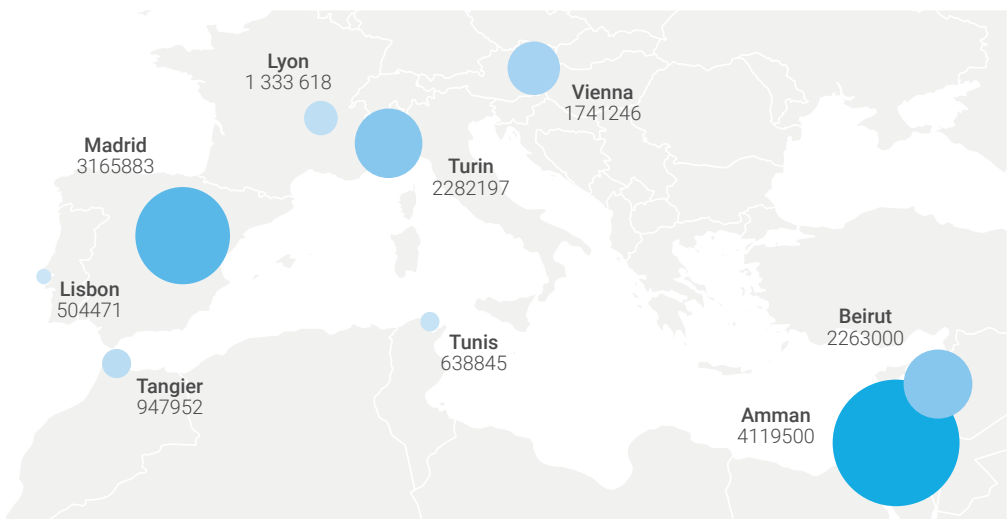
- Located in the European Union, Mediterranean countries participating in the Dialogue on Mediterranean Transit Migration (MTM) or EUROMED Migration;
- Representing or within major urban area with a significant migrant presence;
- Experienced in international cooperation in the field of migration;
- Having good integration and diversity practices; and
- Having interest and commitment.

Cities were selected in close consultation with the United Cities and Local Governments Network (UCLG) and national authorities.

2. CITY SIZE

The total population of profiled cities ranges from 504,471 (Lisbon) to just under 4.2 million (Amman):

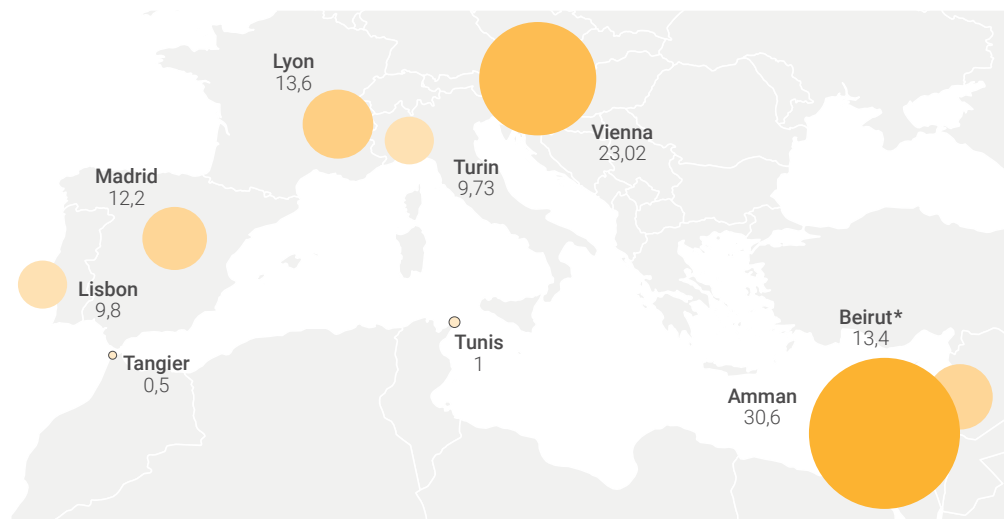
Total populations profiled cities



3. MIGRANT POPULATIONS IN THE CITIES

a. Share of migrants in population

Percentage of migrants in city population



* Share of refugees in Greater Beirut

Amman (30.6%) displays by far the highest percentages of resident foreigners. This is due in the main to the arrival of large numbers of Syrian and other refugees during the past 5–6 years.

Reliance on official data produces a likely underestimation of the foreign population in Amman of approximately 20% and Beirut (13% refugees in Greater Beirut). Similarly in Tangier, census data producing a total number of 5,145 migrants (0.5% of the city's population) does not account for an estimated 5,000 undocumented Spanish workers and 3,000 undocumented sub-Saharan migrants resident in the city.

Amongst profiled European cities, Vienna has the highest percentage of migrants in its population (34%). A substantial increase in annual net migration in the city from 2009 onwards (doubled to 51,001 2009–12; 51,001 to 119,299 2012–15) is attributed to labour migration from new EU Member States and the arrival of large numbers of refugees from Afghanistan, Iraq and Syria. These proportions increase further, particularly for European cities, when considering migrants who are naturalised citizens. In the case of Vienna, for example, 34% of the population are foreign born, while 27% are foreign nationals, most because of naturalisation.

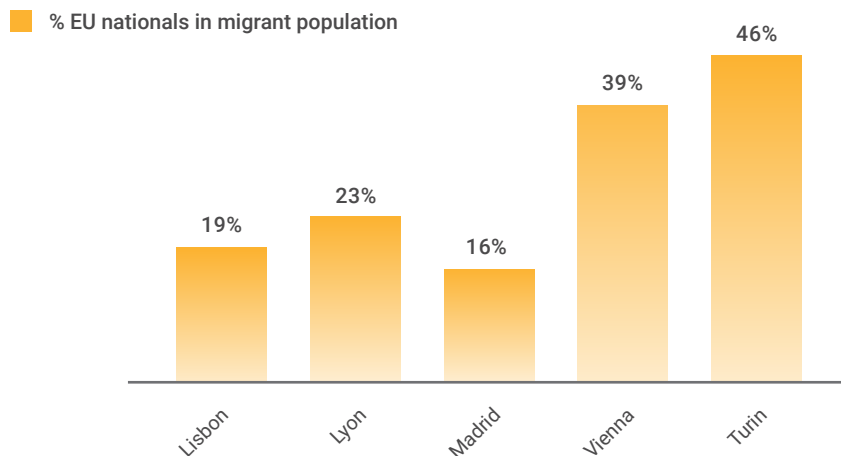
b. External factors affecting migration

- **Refugee movements:** in the early 2000s from Afghanistan and Iraq, and since 2011–12 predominantly from Syria (Amman, Beirut, Turin, Vienna).
- **Migratory movements from Libya:** Libyans fleeing conflict (Tunis), mixed migration arrivals from Libya (Turin), arrival of sub-Saharan nationals previously resident in Libya (Lyon, Tangier).
- **Financial and economic crisis:** a decline in immigration for work purposes caused by the crisis of 2008, often accompanied by an increase in emigration of nationals for work reasons (Lisbon, Madrid, Turin).
- **EU accessions of 2004 and 2007:** nationals of new EU Member States are no longer third-country nationals in European cities but Union citizens, with rights to access the labour market¹ and to move and settle freely within the EU. Causes changes in recorded migrant categories, new challenges for managing EU nationals within general migration frameworks (Lisbon, Lyon, Madrid, Turin, Vienna), and specific challenges with regard to Roma populations and their rights to access social benefits in the EU15.
- **Naturalisation/citizenship:** national legislative changes broadening access to citizenship (Lisbon, Madrid, Tangier) leading to reductions in unrecorded immigrant/foreign populations; more restrictive naturalisation rules (Vienna) preventing access.
- **Regularisation of status:** national measures to promote status regularisation for undocumented persons causing reductions in recorded migrant populations and granting such persons new legal and social rights residence (Lisbon, Madrid).
- **Family reunification:** increasing prevalence of family migration over labour migration affecting some European cities (Lyon, Lisbon, Turin).
- **Tightening of the conditions for regular migration to Europe** during the past decade leading to cities' transition from a point of transit for migrants travelling to Europe to a city in which they increasingly settle in the longer term (Tangier, Tunis).

¹ Full access to the labour market for citizens of accession states settling in some EU15 states was delayed via transitional arrangements of varying lengths, affecting all profiled European cities. Nationals of EU8 states (2004 accession) were granted full access in 2004 (Italy, Portugal and Spain), 2008 (France) and 2011 (Austria); nationals of Romania and Bulgaria (EU2 - 2007 accession) were granted full access in 2009 (Portugal, Spain), 2011 (Italy) and 2013 (Austria).

c. Country of origin

EU nationals make up significant portions of migrant populations in all profiled European cities.



Turin's 46% of EU migrants is entirely made up of Romanian nationals². Madrid also reports Romanians as the largest single migrant group in the city, constituting 12% of the total migrant population. The EU migrant population in Vienna is far more evenly dispersed over countries of origin, with Germany (7.7%) and Poland (7.4%) the largest countries of origin. Whilst local level data is not available for Tunis, French nationals are noted as a key migrant group arriving into the city since 2009.

Colonial and language relationships persist in contemporary migratory patterns for the profiled cities:

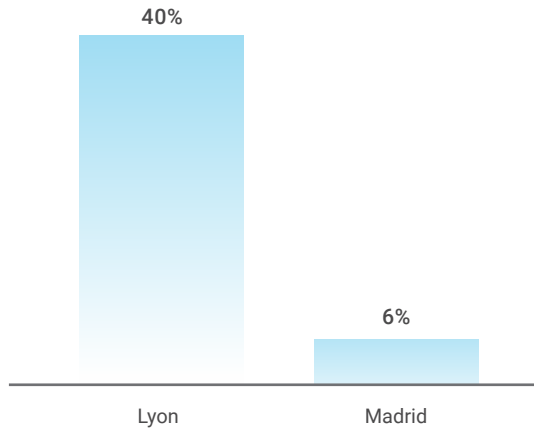
Lyon	40% Maghreb countries
Lisbon	29% PALOP ³ countries; 36% Brazil
Madrid	31% Latin America
Tangier	France and Spain
Vienna	Former Hapsburg countries, including Serbia (13.5%) and Poland (7.4%)

² The proportion of this group who are Roma is unknown as ethnicity is not recorded at the Metropolitan City level in Turin.

³ Portuguese-speaking African countries, all former Portuguese colonies (PALOP is Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tomé). Equatorial Guinea is not a PALOP country but an observer member of the CPLP (Community of Portuguese Language Countries).

Nationals of Maghreb countries have a significant presence in two of the profiled cities:

■ % nationals of Maghreb countries in migrant populations



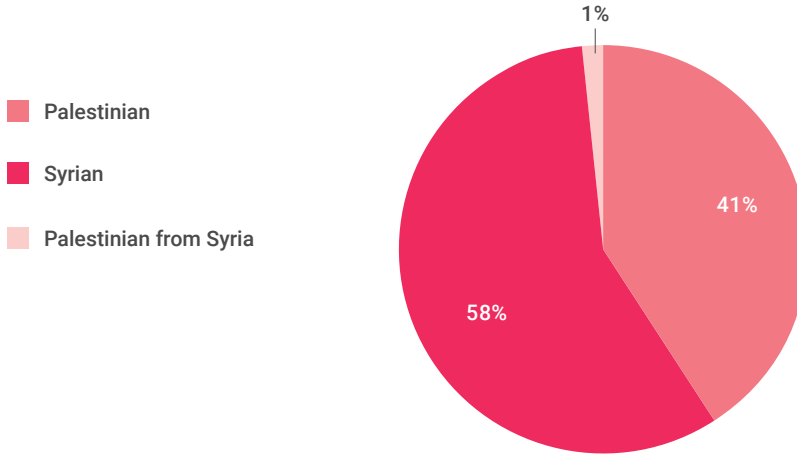
In Lyon, Algeria is the largest Maghreb country of origin (24%), followed by Tunisia (9%) and Morocco (7%). In Madrid, the fourth largest migrant population is from Morocco (5%), and an IOM study in Tunis estimated the Libyan population as 15.5% of the city's overall population. Migration of Libyan nationals should perhaps be treated separately based on the likelihood of their moving to neighbouring countries in the region due to conflict and instability. Together with the history of Libya as migrant recruiting country, this may also explain their relative absence from European cities when compared to nationals of other Maghreb countries.

Refugee populations and recent refugee movements present a very specific set of challenges for Amman and Beirut. Although European cities (Turin, Vienna) report refugee integration as a major new challenge, the scale and speed of refugee arrivals and the share of population they constitute sharply distinguishes Amman and Beirut from other profiled cities⁴.

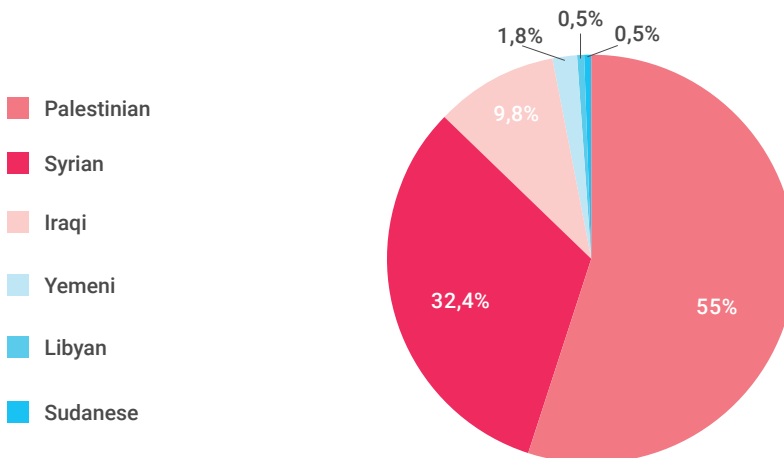
⁴ In Lebanon the term 'refugee' is not used to refer to Palestinians, Syrians or other forced migrants – they are rather termed 'displaced persons'. Here 'refugees' is used for ease of reference and comparison.

3. MIGRANT POPULATIONS IN THE CITIES

Refugee populations in Beirut (total refugee population 334,000):



Refugee populations in Amman (total refugee population 556,891):



Long-standing Palestinian refugee populations are resident in both cities, as are high numbers of migrant workers, both undocumented and with legal residency, and often in precarious housing and labour situations. The arrival of large numbers of Syrian refugees from 2011–2012 – in Beirut approximately 194,000 and Amman 300,000 – means migration in both cities is being managed in the context of a humanitarian emergency, less acute than 2–3 years as arrival rates have slowed, but still requiring ongoing humanitarian and development-based interventions to assist both refugees and non-migrant resident populations.

d. Age

All profiles note the concentration of migrant populations in intermediate working-age groups, in particular in age bands between 20 and 45 years. Lisbon is the only European city reporting higher than average numbers of migrants over 65, potentially due to the settlement of EU national retirees.

Lyon's presentation of the median age of key migrant groups in the city shows that more established migrant populations are on average older than those arriving more recently: the median age of French and Italian migrants is 65, against 34 for both new EU Member States and sub-Saharan migrants. 2008 data for sub-Saharan migrants in Tangier echoes the younger profile of this migrant group, with 90% aged 18–35.

51.7% of Syrian refugees in Amman are children aged 0–16, showing the strong family nature of this refugee movement. Vienna notes the far higher share of these children than their non-migrant counterparts in the 0–15 age group.

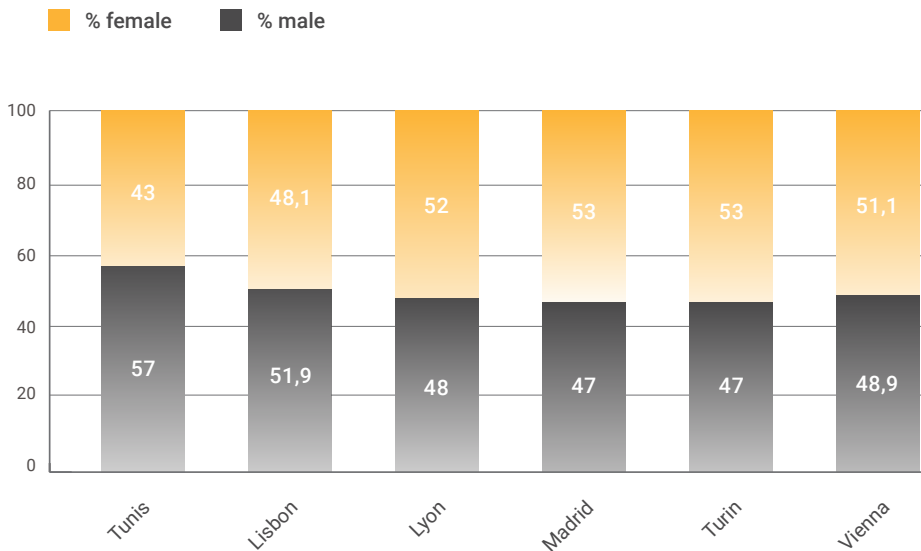
e. Gender

The Syrian refugee population in Amman comprises 50.7% females and 49.3% males. The sole available gender information for Tangier is derived from a 2008 study on sub-Saharan migrants in the city, which noted a strong dominance of males (79.7%) over females (20.3%) within this population. A majority of Tunis' migrant population (57%) are male, and in Lisbon a slight, if reducing, majority (51.9%) are also male.

In Lyon, Madrid and Vienna – and in Turin to a lesser extent – however, female migrants have become statistically dominant, a trend that has developed over the past 10–15 years and is partly attributed to an increase in migration for family reunification purposes. Lyon provides a supporting analysis of labour market participation by foreign females, showing low overall participation of foreign females compared to women in the general population (42% against 55%) and the far larger numbers of foreign women unemployed or housewives (24% against 7%).

Madrid and Vienna both use an analysis of gender by country of origin to support their assertion that increasing demand for domestic labour has led to 'feminisation' of migration, noting the strong statistical dominance of females in populations from which domestic workers are generally drawn. Turin does not offer the same analysis, but does show a strong dominance of female migrants in several of the same country of origin populations (Romania, Philippines, Peru) noted as providing migrant workers in Madrid.

Gender profile: migrant populations in cities



Amman and Beirut also note a strong pattern of female migration for employment purposes, particularly in relation to domestic work. Of 76,473 female guest workers in Jordan 64.6% are 'domestic helpers', and females also constitute 70.35% of migrant workers in the designated industrial manufacturing zones.

4. MIGRATION PROFILE DATA: CHALLENGES & LIMITATIONS

a. Defining the city

Profiles reflect the challenge of defining the 'city' whilst accurately reflecting both the dynamics of migration in urban areas and frameworks for governance and policymaking in this area.

Amman, Madrid, Tangier, Tunis and Vienna use 'city' to refer to a single municipality structure. By contrast, Lyon profiles the Lyon Metropolis area (within which the city of Lyon is the larger of the 59 municipalities), and Turin the new Metropolitan City area that has replaced the former Province of Turin. Lisbon includes commentary on both the municipality of Lisbon and municipalities within the Greater Lisbon area, and Beirut on both municipal Beirut and the Greater Beirut area.

b. Defining migrants

Profiles use common terminology to describe migrant groups:

- **Foreigners:** those holding a nationality of a different country.
- **Migrants:**
 - **Labour migrants/foreign workers:** individuals migrating for employment purposes.
 - **Family migrants:** those migrating to join family members living in destination countries.
 - **Emigrants and returnees:** nationals who have travelled abroad for work purposes (Tangier and Tunis).
 - **Individuals with migration background:** those born to (at least one) foreign parent(s). Includes foreigners who acquire citizenship through naturalisation.
- **Legal categories:**
 - **EU nationals:** migrants from EU Member States.
 - **Asylum seekers:** used by European cities to refer to those awaiting the outcome of an asylum process.
 - **Refugees:** used by cities outside of Europe to refer to those registered as refugees with UNHCR or UNRWA. Used by European cities to refer to those recognised as refugees or granted subsidiary protection as the outcome of an asylum process.
 - **Undocumented/irregular migrants:** those with no/disputed legal residency rights in the country in which they live.

c. Data limitations

Profiles draw on a wide range of data sources that employ differing definitions of common terms and categories, refer to different periods or points in time, and are of varied quality.

Appendices A and B present the main data sources used to present local migration situations in each city profile. The following general observations can be made on the limitations of data drawn from these sources:

- When specific information is not available at the local level, **profiles make use of regional or national data to provide an indicative picture of migration situations in cities.**
- All profiles are to differing extents limited by the **preordained categories used within official data collection mechanisms.** In some instances, use of these terms is not harmonised across data sources within the same country.
- In many cases **more detailed country of origin information is available for long-standing migrant populations than for more recently arrived migrant groups.**⁵

5. SITUATION OF MIGRANT POPULATIONS IN THE CITIES

- **Profiles for cities outside of Europe rely heavily on data from international organisations,** which often provide detailed information only for specific populations of international interest and to whom substantial funding is being directed.
- **Five of the nine profiled cities collect and/or collate migration and integration data** for their local context independently of the Migration Profile process.

Data presented in Migration Profiles thus has limited comparative value, and can be used in this context only in a broadly indicative way. Comparison of specific aspects of cities presented in Migration Profiles is in any case limited by their vastly different political and socio-economic contexts.

5. SITUATION OF MIGRANT POPULATIONS IN THE CITIES

a. Housing

Migrant and refugee populations in several cities live in poor or precarious housing conditions. This situation is particularly acute in Amman and Beirut, where long-standing Palestinian refugee camps are characterised by poor environmental health, informal dwellings and lack of basic amenities. The camps and their surrounding neighbourhoods are now inhabited by other refugees and poorer migrant workers, living in informal dwellings, in often overcrowded or unsanitary conditions.

In Tangier, sub-Saharan migrants often live in precarious housing conditions at the periphery of the city. In Lyon and Lisbon, informal 'squat' dwellings are used by undocumented migrants without rights to access social or private housing⁵, and by other migrants who lack the financial means to meet housing costs. An initiative to move 100 Roma families originating from Romania and Bulgaria into more formal, secure housing took place in Lyon during 2011–15⁷, and Lisbon continues to be engaged in a process of moving migrant and other populations out of informal, overcrowded housing settlements.

In both Lisbon and Vienna, migrant populations pay more for private rented housing than the general population. 86% of foreigners in Lisbon pay more than €200 per month rent,

⁵ Publication is limited to 4 cities: the Vienna Integration and Diversity Monitor (3rd edition 2014); migration data in Lisbon's Municipal Plan for the Integration of Immigrants (2015) presents relevant to the city; Madrid's Survey on Social and Intercultural Coexistence (published 2010, 2012 and 2015); annual statistical report of Turin's Inter-institutional Observatory on Foreigners in the Metropolitan Area.

⁶ Nationals of other EU Member States may lack rights to access both social and private housing, for example if they have never worked or have only worked for short periods in the receiving country.

⁷ Andatu Programme, led by the Préfecture of Lyon and implemented together with Lyon Metropolis and the NGO Forum Réfugiés.

compared to 51% of the renting non-migrant population. In Vienna, the average rental cost per m² is €1.70 higher for migrants than non-migrants. Migrants in rented accommodation in Vienna tend to be in smaller properties than the general population (average 26m² as against 45m² for the non-migrant population).

b. Education

In Lyon, educational qualification levels of migrant populations are lower than for non-migrants with the gap widest at the extremes of non-attainment and higher education degree. 21% of migrants have a school-leavers certificate against 46% of the non-immigrant population, and 38% of migrants compared to 46% of the non-migrant population are educated to diploma level. There is some variation by region and country of origin: 27% of EU migrants in the city have no educational qualifications.

By contrast, Tunis presents national data that shows higher levels of educational qualification amongst migrant populations relative to non-migrants: 3.5% of migrants report no formal education against 19.3% of Tunisians.

In Madrid and Turin, migrant children make up roughly the same proportion of the cities' school populations: 11.4% (56,785 pupils) and 11.9% (30,058 pupils) respectively. Migrant children in Turin's schools roughly mirror the major migrant groups in the city, with 40.9% Romanian, 15.8% Moroccan, 5.1% Peruvian and 4.7% Chinese pupils. Whilst similar data does not exist for migrant pupils in Amman, an increase in international funding for education has led the percentage of Syrian children enrolled in school in the city to increase from 12 to 64% during 2012–16.

c. Labour market

The five profiled European cities all have an unemployment rate higher than the European average of 9.1%⁸, whilst both Amman and Tunis report a high rate of 14–15%. European cities (excluding Lyon) note an average of 22.2% of their population as at risk of poverty or social exclusion (reaching 31.8% in Madrid). Using different statistical measures, Amman and Tangier respectively note 11.4% and 4.4% of their populations as at risk of social exclusion. It is pertinent to note that although data on risk of social exclusion is not available for Beirut, more than 20% of the city's population live in slum conditions.

⁸ Eurostat, May 2017 http://ec.europa.eu/eurostat/statistics-explained/index.php/Unemployment_statistics accessed 3 July 2017.

- **Labour market participation**

Vienna notes the additional advantage that education/training in Austria creates for labour market participation: for those educated in Austria, participation was 71% for EU/EEA nationals and 64% for those from a third country, reduced to 66% and 58% respectively for those educated abroad. In Turin, whilst the 68,740 recruitments of foreign workers in 2015 were split relatively evenly between EU (34,501) and third country nationals (34,239)⁹, 46.3% of all recruitments were Romanian nationals.

Lyon notes 13% of unemployed amongst migrants, compared to 7% for non-migrants, as the key local difference between migrant and non-migrant working populations in the city.

- **Unemployment**

Unemployment rates for migrants are higher than that of general populations in all cities save Tunis. EU migrants tend to fare better than their third country counterparts. In Lisbon, EU nationals have a comparable unemployment rate (6.3%) to the non-migrant population (6.1%), by contrast to a far higher rate for nationals of PALOP countries (18.1%).

- **Sectors with high migrant employment**

Those defined as 'migrants' or 'foreigners' are disproportionately represented in the commerce and service sector, especially in European cities. Within this sector, Turin notes the large number of migrants active in domestic and care work: 3,251 newly registered unemployed persons were available for jobs in the domestic and care sector in 2015, of which 2,994 were foreigners. In Lisbon, the service sector accounted for 60% of working nationals of PALOP countries including Sao Tomé (59.5%), and Cape Verde (53.6%), and a significant proportion of working nationals of Nepal (77.7%) and Brazil (57.3%).

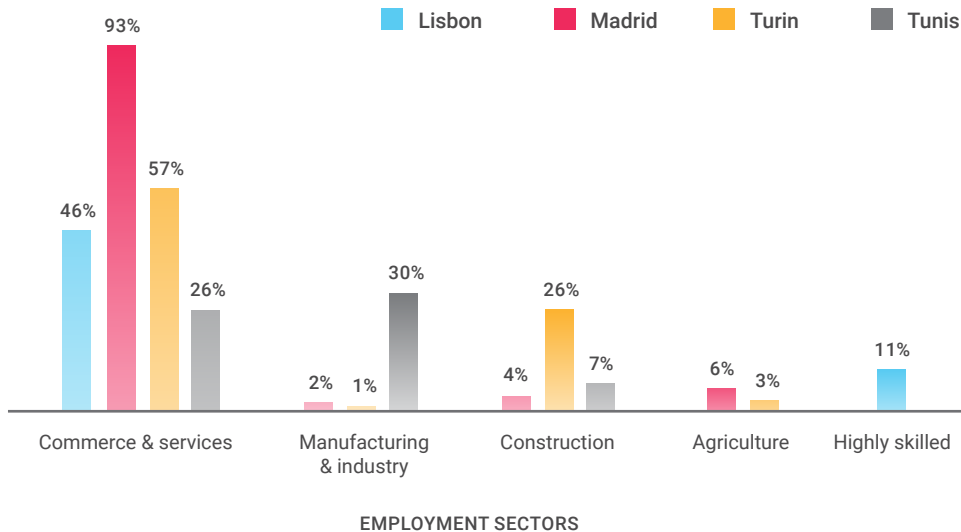
In Tunis, this sector also includes real estate and business services (15.8% of foreign workers) and hotel and restaurant occupations (10% of foreign workers). In Tangier, most migrants tend to work in the informal economy, while migrant women sometimes work in hair salons, with a small number of sub-Saharan migrants employed in call centre operations.

Lisbon notes a 'polarisation' of recent labour migration, with a growing rate of highly skilled migration amongst EU nationals, 31.5% of whom entered Portugal to work in the 'intellectual and scientific professions'. Turin also notes a large increase in highly skilled migration, with 2015 work permit applications for positions in highly specialised sectors

⁹ Total recruitments per annum does not represent the total number of persons hired, but rather the total number of contracts issued. The predominance of short-term contracts for foreign workers may mean individuals are 'recruited' several times per annum.

such as scientific research increasing by 57% during 2015. In Lyon, migrants are more likely to be employed in lower skilled, 'blue collar' occupations than their non-migrant counterparts (26% against 14%), and less likely to be employed in managerial positions.

Share of working migrant populations in specific employment sectors



- **Entrepreneurship**

There is a trend toward entrepreneurship amongst migrant populations in both Madrid and Lisbon, with Lyon similarly noting the slightly higher proportion of migrants working as artisans or independent traders (6% against 5% of the non-migrant population).

In Lisbon, particular migrant populations are more active as entrepreneurs and small employers, particularly Indian, Bangladeshi, Chinese and Nepali nationals. Similarly, Beirut notes the strong predominance of entrepreneurship in the informal economy amongst refugee populations.

6. MULTILEVEL GOVERNANCE FOR MIGRATION

a. Distribution of competences

Appendix C details distribution of competences relevant to migration and integration across national, regional and local levels of government in the countries in which profiled cities are located.

In all cases, **who enters a national territory, for how long and on what legal basis is decided**

by national governments¹⁰: cities have no control over this element of migration. The only city with any element of control over who resides on their territory is Vienna, which has a dual – and unique, within Austria – status as both city and federal province. As a province, it participates in decisions on the number of asylum seekers (whose claims have already been accepted for consideration within the national asylum procedure) to be distributed to each of the nine Austrian provinces via five-yearly negotiations with the national government.

Formal competence for migrant integration policy exists in five national contexts. In France and Portugal, this competence sits at the national level. In relation to Turin, the Piedmont Region enjoys a high degree of autonomy in planning and funding policies, while municipalities have the responsibility of defining concrete integration measures. In Spain, national government is responsible for coordination and support of regional integration policy. In Austria, national government has a coordination and support role in the field of regional and local integration policy (via the national ‘Austrian Funds for Integration’ foundation), leaving regional governments broad leeway to establish independent policies. Whilst no formal migrant integration policy exists in Morocco and Tunisia, both countries have recently established national migration policies that provide useful frameworks for future measures targeted specifically at integration.

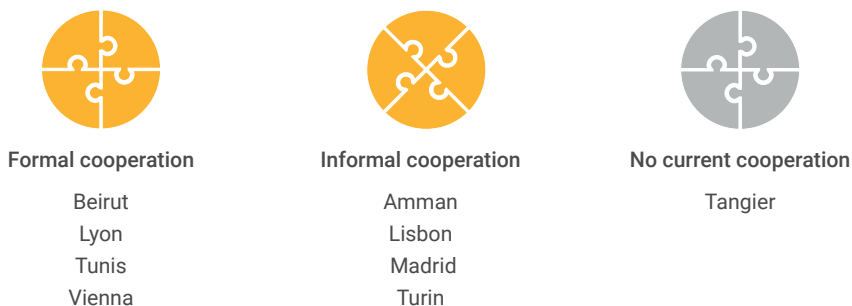
Shared responsibility is found in several policy areas, in particular in education. Tunis, Turin and Madrid are responsible for education at kindergarten level, with responsibility for other levels of education and education policy held by national and regional governments. Vienna is responsible for education at all levels save post-secondary, with partial responsibility for education policy and post-secondary education shared between the province and national levels. Tangier is responsible for the maintenance of educational facilities and for creating new crèche premises as the city requires, whilst all other elements of educational policy sit at the national level. In Amman, while the Ministry of Education takes care of educational facilities, the Municipality is responsible of other infrastructure projects. Competence for recruiting and training teachers rests with Lisbon municipality, whilst curriculum development and assessment processes are managed at the national level.

Health is also a shared responsibility in relation to Lisbon, Lyon and Vienna. In Austria, responsibility is shared across all three levels of government. In France and Portugal, health policy and planning are competences of national government, with Lisbon responsible for primary healthcare and the Lyon Metropolis for maternal healthcare. Finally, **social security policy is**

¹⁰ Nationals of EU Member States have full mobility rights within the EU, and so can freely enter and leave other EU Member States.

generally a national responsibility, although Tunis, Madrid and Lyon (Metropolis level) independently provide emergency social assistance to vulnerable residents in need.

b. National-local cooperation on migration



The most **formal cooperation** of a city with other levels of government is found in Vienna. As a province, Vienna participates in:

- policy consultations with national government via the 'Conference of Provincial Governors' (the de facto representative body for provinces at national level);
- national negotiations on allocation of federal funding to provinces; and
- exchange and coordination platforms with other provinces in a wide range of policy areas, including integration and naturalisation.

As a city, the effective combination of two levels of governance provided by Vienna's dual status creates more flexibility and freedom to develop new policy initiatives, as compared to other Austrian cities which must lobby at the provincial level to agree policy and required resources. As a province, Vienna is able to exert substantial influence on the development, evaluation and implementation of migrant integration policies.

In the absence of formal, structural cooperation mechanisms, multilevel cooperation on migration and integration is often prompted by **programmes linked to specific national commitments and/or external funding**. Following its commitments to receive refugees within the European relocation and resettlement programme, the Portuguese government created a

¹¹ Although Jordanian municipalities are represented in the JRP process by the Ministry for Local Government, Amman uniquely reports directly to the Prime Minister's Office. This national Ministry has historically not participated in the JRP, thus limiting Amman's representation in the programme to date.

national Office for Support to Refugee Integration, which oversees local implementation of the programme and provides technical support to local institutions providing services.

Amman was not engaged in the Jordan Response Plan (JRP) 2016–18¹¹, the first nationally coordinated, development-oriented programme coordinated by the Ministry of the Interior to meet the humanitarian needs of Syrian refugees in Jordan and of Jordanian populations impacted by their arrival. However, the city's involvement in the MC2CM project and the continuation of the JRP process (the financial requirements of which are largely provided by international donors) has prompted the Ministry to formally invite Amman's participation in planning for the JRP 2018–19, potentially providing a platform for the city to contribute to shaping and implementing the JRP themes that fall within its local urban management function.

Similarly, funding for migration and integration, while it largely depends on individual officers' and politicians' initiatives, is the core mobilising factor for multilevel cooperation in Turin, where the lack of competence in migration at the Metropolitan City level means no other formal cooperation or consultation takes place. The city collaborates with the Piedmont region in the context of partnership initiatives supported by European funding¹², and the most consistent cooperation is between the Region and the Metropolitan City's Employment & Vocational Training Service due to the latter's responsibility for managing regional funding for vocational training at the city level.

In contexts of no formal mechanisms for multilevel cooperation, **informal cooperation based on shared interests and understandings** produces concrete results for migration and integration. Turin utilises individual officers' and politicians' interest in migration to obtain the support and resources necessary to implement integration measures, despite its lack of formal competence in this policy area. The prefecture acts as a representative of the deconcentrated national power and is the main interlocutor for the Metropolis in the field of migration as well as in other transversal public policies for which local authorities are responsible.

In contexts of little or no current cooperation, actors at different levels are becoming more aware of how closer cooperation mobilises the specific competences of individual cities to complement those of other actors working on migration and integration at the local level. The broad urban management responsibilities of cities such as Amman and Beirut, including functions such as environmental health and the maintenance/leasing of community spaces, are being increasingly engaged by international organisations and INGOs in the course of their developing more long-term, development-oriented local responses to migration.

¹² The former European Integration Fund (EIF) 2007-13, & current Asylum, Migration & Integration Fund (AMIF) 2014–20.

This dynamic also facilitates closer cooperation between municipal authorities and the local representations of central Ministries that oversee services in areas such as health, employment and education.

National political developments and administrative reorganisations both constrain and present opportunities for closer multilevel cooperation. Tunis is governed by a temporary, centrally appointed special delegation (as other Tunisian municipalities following the 2011 revolution), with a remit to continue the basic functions of the previous municipal council until democratic elections take place in March 2018. Whilst this means close cooperation between the Tunis delegation, the Governorate of Tunis and local level representations of central Ministries in the course of the delegation's implementation of its programmes, this cooperation takes place in a context of no new or independent development of local measures or initiatives.

One outcome of an ongoing national administrative reorganisation in Morocco in which more autonomy is being given to regional authorities has been the Council of the Region of Tangier's public expression of interest in migration. In Tangier, where municipal authorities are not routinely engaged in the design or implementation of local migration/integration initiatives developed by actors at the national level, this development has the potential to better support migration governance at the local level.

c. Local institutional frameworks

i. City governance arrangements

Madrid, Turin and Vienna have **specific administrative departments** with differing levels of responsibility for migration and integration.

Vienna's Department for Integration and Diversity has a wide range of formal responsibilities, including knowledge and information management in the field of migration and integration (data collection by the city's Department of Statistics), direct implementation of measures such as language tuition and the city's integration and orientation programme, cooperation with local external actors (including via funding) and internal city diversity management. Political responsibility for the work of the department sits with the Executive City Councillor for Education, Integration, Youth and Personnel.

Integration governance in Vienna takes place via multi-layered cooperation between different departments of the city government, district governments, city-controlled funds administering the social and labour market services of the city of Vienna, and a range of service providers organised as companies and NGOs.

Madrid's Equity, Social Rights and Employment Department comprises two city agencies relevant to the city's key migration/integration competences of housing and employment. Although Turin has no formal policy competence in migration or integration, the Metropolitan City has established a Migration Unit that brings together three services (Education & Training, Labour, and Social & Equal Opportunity) in an effort to develop an integrated approach for migrant integration with particular regard to labour market insertion.

In some contexts in which there is no centralised local departmental responsibility, specific departments often coordinate instruments or plans for migration and/or integration or are largely responsible for measures related to these policy areas. In Lisbon, the Department for Social Rights oversees the Municipal Plan on Immigrant Integration (2015–17), the key local instrument for migrant integration. The plan is implemented via a series of thematic task forces involving both city departments and external local partners. The three Tangier city departments most involved in migration are the municipality's Presidency, Department of External Relations and Cultural Affairs Department. Lyon Metropolis' targeted urban management approach means integration measures are largely implemented and monitored via neighbourhood plans for districts where the majority of migrants reside, notably in the communes of Lyon, Vaulx-en-Velin, Saint-Fons, Vénissieux et Villeurbanne which are home to approximately 66% of the Metropolis' migrant population.

ii. Local cooperation

Patterns of cooperation between city/municipality authorities and more localised levels of government, where these exist, are an important element of local migration governance.

In Vienna this cooperation is highly formalised: the City Department for Migration and Diversity has three regional offices, which collaborate with other district-level organisations such as offices for urban renewal (Gebietsbetreuung, coordinated by the Department for Urban Planning) in districts with a high percentage of immigrants. As above, the Lyon Metropolis cooperates with communes via targeted neighbourhood planning, incorporating integration measures where judged relevant. In the period since the municipal elections of 2016, authorities in Beirut have held a series of meetings with neighbourhood committees throughout the city, establishing a structure that could potentially be used to integrate neighbourhood migration priorities into city strategic planning in future.

The redesignation of Turin as a Metropolitan City with no formal competence for migration has led to a weakening of the intermediary role that the former Province of Turin played between the Piedmont Region and the 316 municipalities of the metropolitan area, losing the coordination and support role at metropolitan level for municipality migration/integration activities.

Cities engage civil society organisations to broaden integration capacity at the local level.

For Lyon, Tangier and Tunis, civil society actions form a crucial component of local visions for migrant integration. Lyon provides general services accessible to all legal residents, and explicitly relies on civil society to develop targeted actions to assist migrants to access this mainstream provision.

Tangier has begun a new process to establish a network of cooperation with local NGOs in order to provide reception and other migration-related activities, with the intention of directly funding these activities in the future. Following the revolution of 2011, Tunis has publicly announced its intention to revive and expand cooperation with civil society organisations in the area of migration. In keeping with its core policy objective of promoting local diversity, Lisbon partners with civil society organisations in the area of cultural programming, providing resources and coordination for three major cultural celebrations in the city each year.

Cooperation to broaden local capacity is often undertaken via **direct funding of civil society activities in the field of migration and integration**. Madrid's includes migration as a key objective in its Subsidy Strategic Plan (current plan covers the period 2016–2018), a cross-departmental mechanism for the allocation of funding for civil society social actions.

The Department for Integration and Diversity in Vienna coordinates the distribution of city funding for up to 100 civil society integration projects each year, with funding awards ranging from €5–100,000. It additionally funds several larger multiannual integration-related programmes implemented by external actors (26 such initiatives were funded in 2015). Many NGOs in Vienna are heavily financially linked to the city in that the majority rely almost entirely on city funding streams to support their work.

A reduction in financial resources can negatively affect cooperation relationships based on funding arrangements. In Turin, an overall decrease in available resources has weakened the historically strong city-civil society cooperation previously afforded by partnership projects and programmes for integration.

Cities engage in consultation with civil society organisations to develop local policy and/or actions for migration and integration. Lisbon facilitates several consultative platforms through which civil society stakeholders can communicate issues and concerns to city actors, notably the Municipal Council for Interculturality and Citizenship, the Municipal Interculturality Forum and the Rede Social network.

The Department for Integration and Diversity in Vienna engages civil society actors in coordination meetings on migration and integration at both the urban and district level, with the

explicit aim of developing a common vision and priorities for local integration. NGOs are additionally politically linked to the city, through affiliations with specific political parties and close relationships with individual Councillors. Although they are thus able to exert a strong influence on policymaking and priority-setting, decision-making rests with city political authorities. Tangier has built its new civil society cooperation network via series of informal consultations on different aspects of local migration (in the framework of the MC2CM project implementation).

International organisations and INGOs implementing humanitarian and development responses to refugee movements tend not to cooperate directly with city/municipal authorities. In both Amman and Beirut, IOs and INGOs work almost exclusively on a bilateral basis with national Ministries to implement measures at the local level, with little or no direct contact or cooperation with municipal authorities. However, this trend is reversing as INGOs seek to engage with cities such as Amman and Beirut in the development more long-term, development-oriented local responses to migration.

City cooperation with migrant associations is generally weak, for both structural and political reasons. In Lyon, national policies forbid community-based approaches, but the Metropolis cooperates with community-based migrant associations when their activities complement mainstream services. In Vienna, ethnic or nationally-based migrant organisations are problematic for policy approaches that conceive of integration as based on equality of participation regardless of background. Vienna's reluctance to engage migrant organisations is also related to contemporary concerns about foreign governments encouraging the development of nationally affiliated organisations abroad. Stronger cooperation is found in Lisbon, where the Municipal Council on for Interculturality and Citizenship includes representative of migrant organisations, and on a smaller scale in Tunis' nascent cooperation with the Association of African Students and Trainees in Tunisia (AESAT). It is additionally pertinent to note that the representative nature of migrant organisations - who they represent and on what basis - is not always clear.

7. POLICY

a. National approaches shaping local policy

National policy approaches to migration often shape how migration is viewed and how migration/integration policy is developed at the local level. Lisbon's use of diversity as a tool to market the city to investors and skilled migrants/returnees follows the national policy of making Portugal an attractive destination for these groups. National discussions on integration in Italy led to increased resources for language training and civic orientation at the regional and local levels, albeit that the economic crisis has led to these funding streams subsequently being reduced together with those for other social programmes.

Lyon's overall approach of providing a range of services and initiatives targeted at specific neighbourhoods, rather than specialised services for particular groups, follows the prevailing French model of urban governance which emphasises full and equal participation regardless of individual background.

Integration policy in Austria, France and Italy includes the use of Integration Agreements/Contracts, in which migrants and refugees are required to formally declare their willingness to follow specific integration programmes, often as a condition of ongoing access welfare benefits and legal residency. Although not a city policy, Integration Agreements are a nonetheless a central part of many migrants' experience of settlement in cities, and local service providers are often required to assist integration within the framework they create.

Cities can also act as 'living labs' to innovate and test policies on integration. This is the case for Vienna, which developed an integration policy 20 years before a national policy was put in place.

Developing national migration policy frameworks can assist cities to define their role as migration actors within their national contexts. For Amman, the national Jordan Response Plan, implemented since 2015 to meet humanitarian needs arising from the Syrian refugee crisis, has provided impetus for the municipality to consider how its urban development role can form part of shaping such national programming and supporting local responses to migration.

In Tunis, a growing awareness amongst local elected officials of migration as a fundamental part of urban governance is happening in the context of a recently established National Migration Strategy for 2015–20. The strategy focuses largely on measures relating to returning Tunisian emigrants, but also incorporates the protection of rights of foreign migrants and asylum seekers as one of its five key objectives. Whilst tools to manage migration across the national territory are not yet in place, the strategy provides a starting framework for their development.

b. Local policy outlooks

None of the profiled cities considers migration to be problematic in itself. Indeed Amman, Beirut, Lisbon, Tangier, Tunis and Vienna explicitly **note migration as a historical feature of their local contexts**, albeit one that has shifted considerably in recent years (for example, from a pattern of emigration to immigration).

At the local level, migration is often conceived of as underpinning diversity, with diversity

considered as an opportunity and an asset for cities. In Vienna, diversity is seen as a driver for urban productivity and innovation, and city policy explicitly sets out the crucial role of successful migrant integration and empowerment for building a diverse city. As above, Lisbon sees diversity as a cultural asset, and part of being an attractive global city that attracts investment, skilled migration and emigrant returnees.

Many cities conceive of effective migration policy as a tool to maximise economic opportunities for economic growth and development. Turin frames much of its migration-related activities in this way, for example by approaching new dispersal of asylum seekers to mountain municipalities as an opportunity to renew declining populations and revive local economies. As above, Tunisian national migration policy heavily emphasises measures to ensure returning emigrants benefit the economy, and local representations of national Ministries in Tunis direct much of their resources and assistance toward this group. ONLYLYON Ambassadors network engages more than 19,000 people globally in promoting the city. This exemplifies how a city's economic development initiative can make use of diaspora and links created by population and migratory movements to raise the profile of the city make this a relevant case of diversity advantage.

Migration is in many instances mainstreamed into urban management and renewal. Lyon implements urban renewal plans for specific neighbourhoods experiencing poverty and social exclusion, where migrant populations often live. Amman's urban management activities, in particular its management of communal spaces and facilities, have ensured the availability of facilities for international organisations and local NGOs assisting migrants and refugees, albeit based on a general 'open-door' policy rather than any deliberate strategy of ensuring provision for these populations.

Both Madrid and Vienna take a **rights-based approach to migration**, Madrid via a specific strategic plan stretching across all municipal services and Vienna via a tradition of 'municipal socialism' in which the city provides services and assistance all inhabitants.

8. MIGRATION & INTEGRATION SERVICES AT THE LOCAL LEVEL

a. Services for newcomers

i. Actors involved in local implementation

City	Language learning	Orientation
Amman	<i>No specific provision</i>	<ul style="list-style-type: none"> • Municipality • International organisations
Beirut	<i>No specific provision</i>	<i>No specific provision</i>
Lisbon	<ul style="list-style-type: none"> • Schools • Private organisations • NGOs • National online service (open access) 	<ul style="list-style-type: none"> • Public institutions • Municipality
Lyon	<ul style="list-style-type: none"> • Public institution • NGOs 	<ul style="list-style-type: none"> • Public institutions • NGOs
Madrid	<ul style="list-style-type: none"> • Municipality • Public institutions • Private organisations • Asylum reception centres 	<ul style="list-style-type: none"> • Municipality
Tangier	<ul style="list-style-type: none"> • NGOs 	<i>No specific provision</i>
Tunis	<ul style="list-style-type: none"> • Private organisations 	<i>No specific provision</i>
Turin	<ul style="list-style-type: none"> • Regional authority • Public institutions • Private organisations • Asylum reception centres 	<i>No specific provision</i>
Vienna	<ul style="list-style-type: none"> • Public institution • Private organisations • NGOs • Municipality 	<ul style="list-style-type: none"> • Public institution • Municipality

ii. Commonalities of local implementation

• Language learning

Formal language learning programmes for migrants are often organised by national governments and implemented at regional/local level. National government coordinates funding for Petrarca, the Italian national language learning programme for migrants, which is implemented by regional authorities (for Turin, the Piedmont Region). Tuition is provided by public adult education centres (Centri Provinciali Istruzione Adulti-CPIA). The Metropolitan city has no

involvement in the programme's delivery, but has established referral relationships between the programme and its Employment Service to enable migrant jobseekers to access language training.

The national 'Teaching of Portuguese as a non-native language' programme, established following successful pilot projects in Lisbon in 2001, now forms part of the regular Portuguese school curriculum for children with lower levels of proficiency in Portuguese. The Integration Contract systems in France and Austria, both of which include a strong language learning component, mean language learning is planned and administered via cooperation between the national and regional levels. In Lyon, as other cities in France, central government contracts providers to provide language tuition, which is full-time and free of charge for those signing Integration Contracts.

In Austria, funding for language tuition in the framework of Integration Contracts is administered by the 'Austrian Funds for Integration', a foundation closely associated with the national Ministry for Europe, Integration and Foreign Affairs and the provincial governments. At the local level, the Vienna Department for Integration and Diversity organises language courses in cooperation with local providers.

Civil society organisations are important providers of language tuition for migrants at the local level. In Tangier, Moroccan Arabic programmes for migrants are delivered by several local NGOs, in particular via the Armid Association's Arabic learning programme for migrants begun in 2015. The City of Madrid funds the social rights-oriented La Rueca NGO to provide language tuition for migrants, and free, voluntary provision by other civil society organisations in the city are a key provision for migrants in the city.

Local associations offer French language tuition for migrants in Lyon who are not following or not eligible for the French Integration Contract system, often on a voluntary basis. In Lisbon, where public funding for traditional classroom language tuition by NGOs has sharply declined in recent years, NGOs have begun financing these activities through innovative approaches such as crowdfunding, or with voluntary tutors.

In a **unique use of technology for language learning for migrants**, the Portuguese national government has established an online language learning platform, providing free language learning resources for speakers of English, Arabic, Mandarin and Romanian, with no restrictions in terms of status as to who can access the programme.

In Tunis, where language learning is acknowledged as a key gap in local integration service provision, **private organisations** deliver Arabic and French language programmes, sometimes

in partnership with central Government Ministries. These courses are paid-for, and often target returning Tunisian students and emigrants.

- **Orientation**

Orientation programmes for newly arrived migrants are present in both Vienna and Madrid. Vienna's 'Start Wien' is a highly formalised civic knowledge and orientation programme that forms a core component of the integration and welcome activities of the city. It includes lectures in several languages about the Austrian labour market, public education and healthcare systems, and housing in Vienna, and on the norms and traditions of Austrian society. The programme is linked to language training available via the Integration Contract system, as part of an individualised integration support package. The Start Wien programme is available for all newly arrived migrants, including both EU and third-country nationals (including refugees and asylum seekers).

Madrid's Algarabía Project, implemented by the municipality at its Social Community Centre provides basic Spanish tuition, and cultural orientation covering basic elements of living in the city such as going to the doctor and using public transport.

Cities use their knowledge and networks to produce local information resources for newly arrived migrants. Both Lisbon and Madrid publish guides containing information on city services: Lisbon's 'Lisbon Guide for Immigrants' and Madrid's 'First Steps Guide for Immigrants' available in Spanish and five common migrant languages in the city.

Amman has used its detailed GIS data on the city environment, produced to support calculations for land and property tax, to produce a GIS map detailing key public sector services for migrants including schools, health centres and police stations, and municipality cultural, sports, social and community centres. International organisations working with migrants in Jordan also produced a map detailing public sector premises, local and international NGOs and community centres, including in Amman.

Cities and other actors provide orientation advice and information via physical 'one-stop shops'. Madrid's Municipal Office for Information and Guidance for the Integration of Migrants cooperates with the NGO La Rueca Association to provide information points throughout the city, where migrants can obtain advice and information on a wide range of issues including municipal registration, obtaining a health card, family reunification, education, naturalisation and recognition of qualifications.

Migrants in Lisbon can access key services via the Immigrant Support Centre, a nationally coordinated initiative with one branch in Lisbon. The centre houses a range of institutional services,

including municipal registration. Also in Lisbon, advice for migrants on issues including accommodation and status regularisation is available at Lisbon municipality helpdesks throughout the city, a service coordinated by the Local Immigrant Integration Support Centre since 2009. The Austrian Funds for Integration (OIF) provides direct services via centres in Austrian provinces, one of which is located in Vienna. In addition to the general advice services of the city of Vienna, newly arrived migrants can also access advice at the centre’s Welcome Desks, on topics such as Integration Contracts, education, language learning and employment.

• **Overarching services for orientation**

Several cities have use translation and interpretation to make their services more accessible. Madrid’s Municipal Service for Translation of Texts and Telephone Interpretation provides text translation and telephone interpretation in nine languages. In Turin, some city services provide interpretation and translate service information according to the predominant needs of those approaching them, although this provision is not structural and depends on the resources and goodwill of individual departments. The Turin Metropolitan City’s Employment Service has contracted an NGO specialising in cultural mediation¹³ to provide intercultural mediators to work on demand in its Employment Centres. Mediators provide interpretation, explain services and their mode of provision, and aid cultural communication difficulties in sensitive areas such as healthcare.

Vienna is currently piloting a video translation scheme in the city’s hospitals, with a view, if successful, to rolling this facility out to other city services.

b. Education

i. Actors involved in local implementation

City	Education (schools)	
	Pre-school & kindergarten	School education
Amman	<ul style="list-style-type: none">• National authorities• International organisation	
Beirut	<ul style="list-style-type: none">• National authorities• International organisations• NGOs	
Lisbon	<ul style="list-style-type: none">• National authorities	Municipality

¹³ Associazione Multietnica dei Mediatori Interculturali

Lyon	<ul style="list-style-type: none"> • National authorities • Regional authority • Lyon Metropolis • Municipalities 	
Madrid	<ul style="list-style-type: none"> • Municipality • Regional authority 	Regional authority
Tangier	National authorities	
Tunis	Municipality	National authorities
Turin	Municipality	National authorities
Vienna	<ul style="list-style-type: none"> • Municipality • Regional authority 	<ul style="list-style-type: none"> • Municipality & regional authority (primary education, secondary education except high schools) • National authorities (high schools, post-secondary education)

ii. Commonalities of local implementation

Compulsory education (national law)

 6 – 13 year

Tangier

 6 – 14 year

Beirut

 6 – 15 year

Amman, Lisbon, Vienna

 6 – 16 year

Lyon, Madrid¹⁴, Tunis, Turin

¹⁴ Optional continued education is available free of charge until 18 years in Spain.

In Lisbon, Lyon, Madrid, Tangier, Turin and Vienna, **national education policy enables children to enrol in compulsory education regardless of their legal status or background**. Compulsory education is therefore legally accessible for all migrant and refugee children in these cities, including those of undocumented parents. In Amman, Beirut and Tunis (secondary education), children of undocumented parents are not entitled to enrol in mainstream compulsory education.

Tunis directly manages 15 **kindergartens** hosting 2000 children, 9 of which host migrant children, which are accessible by all children regardless of legal status (a longstanding arrangement in this area of the city's service provision). Vienna and the City of Turin are also responsible for kindergarten education and for crèche education (0–3 years).

In Lyon, **school registration** is centralised: registration for primary education is done at the municipal level via the Town Hall, and for secondary education at the local education office (local branch of the national Ministry for Education). The city of Lyon provides a medical and social service in all schools on its territory. In Lisbon, Tangier and Vienna, children register for education at individual schools. This is also the case in Amman save for Syrian refugee children, who are guaranteed access to education by the Jordan Response Plan and register via the local office of the national Ministry of Education in a system coordinated by UNICEF. To enrol in school, Syrian refugee children must be in possession of a valid Ministry of Interior card confirming their status as a Syrian refugee in Jordan.

Since 2011, and to accommodate the large numbers of newly registering Syrian refugee children, approximately 200 schools in Jordan have split school days into two daily shifts. This is not a new approach, but rather reinstitutes a system previously used in Jordanian schools. In Tunis, children also generally register at local schools, except for refugee children who – being guaranteed access to education via an agreement between the central government and UNHCR following the closure of Choucha refugee camp – register at the local office of the national Ministry for Education.

Palestinian **refugee children** in both Amman and Beirut attend schools run by the UN Relief and Works Agency (UNRWA), outside of the mainstream education system. In Beirut, several NGOs provide education for the children of migrant workers, but as workers are generally in the city without families the numbers of children accessing these services are low.

It should also be noted that **the Austrian education system takes a very specific approach to secondary and post-secondary education**. Students are allocated to one of two secondary education strands ('middle school' leading mostly to vocational training, 'high school' leading mostly to tertiary education), following an assessment of their grades and ability at age nine.

In the past, students rarely changed from one strand to another after this allocation decision had been made. Recent reforms of the school system have eased transfers from ‚middle school‘ to post-secondary education: nevertheless, majority of migrant pupils still attend ‚middle schools‘ leading to vocational training. Additionally, primary school teachers may refer pupils to schools for those with special educational needs, which do not provide future access to vocational training or further education.

c. Labour market integration

i. Actors involved in local implementation

City	Labour market integration
Amman	National authorities (no specific provision for vocational training)
Beirut	National authorities (no specific provision for vocational training)
Lisbon	<ul style="list-style-type: none"> • National authorities • City (vocational training)
Lyon	<ul style="list-style-type: none"> • National authorities • Regional authority • Lyon Metropolis • City
Madrid	City
Tangier	National authorities
Tunis	<ul style="list-style-type: none"> • National authorities • International organisation (no specific provision for vocational training)
Turin	City
Vienna	City <ul style="list-style-type: none"> • City-controlled fund • National authorities • NGO

ii. Commonalities of local implementation

Dedicated services implementing a wide range of labour market insertion measures are present in the majority of cities.

The Metropolitan City of Turin operates thirteen Employment Centres that provide a wide range of services for jobseekers, including vocational training, job placement, skills

assessment and advice on employment contracts. In Vienna, the regional offices of the state labour market services are accessible to all jobseekers: they offer a wide range of job placement and training, and administer payment of unemployment benefits. Furthermore, the city-controlled Funds for the Advancement of Workers and Employees offer job placement and training for all jobseekers.

Lyon Metropolis' Employment and Training Service ('Maison Lyon pour l'emploi') regroups labour-oriented public services and provides employment training and advice for all individuals supplementing nationally administered welfare benefits for the unemployed. In Tunis, one of four Migrant Resource Centres in Tunisia provides job placement, access to interviews and other employment advice for outgoing and returning Tunisian emigrants, in partnership with the national government and the International Organization for Migration.

Centres working specifically on labour market insertion for migrants are present in both Madrid and Vienna. Madrid City's Service for The Orientation and Labour Insertion of Immigrants provides job placement, advice, and access to training for foreigners. The City of Vienna and the national Ministry of Labour together fund an NGO advising migrants on labour and employment issues ('Beratungszentrum für MigrantInnen').

Activities to promote entrepreneurship, including those targeted specifically at migrants, are becoming increasingly prominent in local labour market insertion programmes. Lisbon has established several initiatives to promote entrepreneurship amongst the general population resident in the city, including Lisbon Incubators Network, Entrepreneurial Lisbon, the Programme for Young Entrepreneurs, and the Lisbon Social Incubator.

Madrid strongly emphasises entrepreneurship within labour programmes, due in part to limited opportunities for employment. Madrid City operates a Trade and Entrepreneurship Office and Centre for the Attention for the Entrepreneur, and the NGO Economists without Borders runs a Business Incubator Centre that supports business start-up for migrants living in Madrid through facilitating access to training and networking opportunities. The Business Agency of Vienna's Mingo programme supports migrants to start and develop small businesses, and 9–10% of those accessing Turin's service for new entrepreneurs are foreigners.

Some cities have developed responses to difficulties faced by migrants in having skills and qualifications recognised. The Metropolitan City of Turin issued its Employment Centres with guidelines on recognising skills acquired through volunteering or informal work. In Vienna, the City partially funds an institution dedicated to supporting migrants undertaking the formal procedure for recognition of education and training completed overseas ('Anerkennungsstelle').

Turin has targeted labour market insertion activities for migrants at formalising the domestic and care work sector, a key migrant occupation and an essential occupation in the Italian labour market. The City lobbied for and obtained ‘official recognition’ for the domestic/care worker role in 2015, ensuring that migrants working in this sector could receive vocational training and become certified in their profession.

d. Housing

i. Local implementation: actors, mechanisms and commonalities

Newly arriving and recent migrants generally rely on private rented housing, and private landlords are therefore key service providers for this group.

Cities and neighbourhood authorities play a key role in organising access to social housing. The city of Vienna owns and manages access to approximately 220,000 social housing units. The size of housing stock at its disposal and its autonomy in managing it means it is able to implement policies such as moving those still in the asylum process out of collective accommodation and into individual housing as soon as possible.

Lyon Metropolis constructs some social housing. It also participates in the Prefecture-led Integrated Service for Reception and Orientation (SIAO), a collaborative regional method of organising access to shelter that brings together the main housing actors in Lyon. Individuals wishing to access shelter attend the SIAO office, which assists in the completion of applications and assesses applicants’ housing and social needs.

Emergency accommodation for homeless persons is accessible to all persons on the territory regardless of status, as in Madrid’s Municipal Programme for the Attention to Homeless People and Lyon’s emergency winter shelter programme.

e. Health

i. Local implementation: actors, mechanisms and commonalities

The vast majority of migrants with legal status access healthcare via public hospitals and clinics within mainstream national healthcare systems.

Undocumented persons without rights to access mainstream healthcare can in some cases do so through targeted city and national initiatives. In Tunis, healthcare for undocumented persons is provided for via cooperation agreements between public institutions, civil society organisations and international organisations. In Lyon, undocumented persons who can prove they have been resident in France for at least three months can access health insurance via the national AME system. Children of undocumented persons can access care immediately,

without the need to first obtain insurance. Healthcare can be accessed at the seven PASS (Permanence d'Accès aux Soins de Santé - free health care centres) available in the Lyon Metropolis' hospitals which are part of a national system to prevent exclusion for undocumented persons in France established in 1998. The City of Vienna partially funds a hospital providing care for undocumented persons, operated by a Catholic Order.

In cities in which humanitarian programmes in response to refugee arrivals are being implemented, such as Amman and Beirut, international organisations and international NGOs are responsible for directly providing and/or covering costs of healthcare for specific refugee populations.

9. MIGRANTS' ENJOYMENT OF RIGHTS

a. Education

Refugee and migrant children experience several barriers to exercising their legal rights to access education.

Lack of access to documentation required for school enrolment affects migrant children in Amman, an estimated 40% of whom do not have a birth certificate and therefore cannot obtain residency papers. Some schools in Amman have also requested that prospective pupils produce school certificates attesting to completion of previous school years in order to enrol, which many are not able to do.

To enrol in school, Syrian refugee children in Amman require a Ministry of Interior card that confirms their status as a refugee in Jordan. Large numbers of unregistered Syrian refugee families are living in Amman, many of whom have moved to the city from refugee camps without having obtained the required authorisation. Registration to obtain documentation would notify authorities of this fact, so children from these families cannot obtain cards or enrol in school. The right of access to education for Syrian refugee children guaranteed in the Jordan Response Plan has nonetheless had a positive impact for those pupils with a Ministry of Interior card: during 2012–16, the percentage of Syrian children enrolled in school has increased from 12% to 64%.

Children from the many unregistered Syrian refugee families living in Beirut also lack access to residence documentation required to enrol in school. Delays in renewing residence documents for refugees in Tunis have in some instances prevented both enrolment and continued education for those already enrolled.

In Tangier, some schools are unaware of the rights of migrant and refugee children to access education created by a recent national decision giving all children of school-age a legal entitlement to attend school, and have incorrectly refused enrolment as a result.

High levels of mobility amongst refugee and migrant families prevent sustained school attendance for some migrant families. In Lyon, this issue mainly affects children from undocumented families, who tend to live in precarious and temporary housing and move frequently to different neighbourhoods.

In Amman, in addition to mobility, **issues commonly affecting migrant families impact negatively on continued school attendance**. These include early marriage, mental health difficulties/trauma, children's disabilities, and families being unable to cover the costs of transport to schools some distance from their home. In Lisbon and Tangier, **refugee and migrant children and their families have encountered discrimination from school staff**, both during the enrolment process and in the course of children's learning in the classroom.

Lack of language proficiency can limit both access to and full participation in school education for both refugee/migrant children and their families. In Lisbon, parents with low levels of Portuguese proficiency are unable to advocate for their children's interests or fully support their education.

In Vienna, early assessments for placement in different post-secondary educational tracks are based in part on pupils' German language ability. Many migrant children are thus placed in a vocational rather than academic educational track. A lack of proficiency in German at the point of assessment also means migrant children are approximately twice as likely than their non-migrant counterparts to be assigned to schools for pupils with special educational needs, preventing their access to vocational training or further education and significantly reducing future opportunities for employment¹⁵.

Vienna notes how **educational and training outcomes for children with a migration background vary significantly depending on their country of education**. Of those educated abroad, 35% have not continued their education past the mandatory minimum period compared to 2% for those educated in Austria. Comparing 15–24 year olds with a migration background, in 2014 38% of those educated abroad were not in training or employment, against 18% of those educated in Austria.

b. Employment

In Jordan, Lebanon and Tunisia, **national measures to promote employment for non-migrants legally exclude some migrants and refugees from specific occupations**: 16 job types are

¹⁵ In Austria, the unemployment rate of academically qualified persons is 4%, for those in trained professions 7%, and for untrained workers 25–30%.

reserved for nationals in Jordan, and 50 for Lebanese nationals. Additionally in Lebanon, legal employment for Syrians is restricted to the construction, agriculture and cleaning sectors. In Tunisia, foreigners are excluded from working in the civil service and 'liberal professions' unless specifically authorised¹⁶.

Informal work and associated labour exploitation characterises migrant and refugee employment in several cities. Just 51,000 work permits have been granted to Syrian refugees in Jordan since 2013, when relaxed permit conditions were introduced for this group, and UNHCR estimate that 200,000 Syrian refugees are working outside camps in the informal economy and without the protections offered by Jordanian labour law, experiencing mistreatment including unpaid overtime, verbal abuse, unduly long hours and no holidays.

In Amman, migrants working within the QIZ industrial zone experience mistreatment by their employers, including unpaid wages, unpaid overtime, long working hours, prevention of leave, forced amendments to employment contracts, and physical and sexual abuse. Unregistered Syrians living in Beirut are not able to access work permits and tend to work informally. In Tunis many Syrian refugees are engaged in informal work, very often in exploitative and precarious conditions.

In Beirut, migrants working via the 'kafala' sponsorship system, almost entirely women, are highly susceptible to exploitation according reports from NGOs: 91% work without any holiday entitlement, and employers often confiscate passports and contracts.

Some cities note how migrants in an irregular situation are pushed by economic necessity into informal, precarious and exploitative work.

Entrepreneurship amongst refugees and migrants also happens informally. In Beirut, small businesses run by Palestinian and Syrian refugees are almost entirely informal, due to both the bureaucratic nature of formal business registration, and to restrictions on owning property for Palestinians. Madrid also notes how bureaucratic barriers to establishing businesses leads many migrant entrepreneurs to operate outside formal structures.

In Lisbon, the financial and economic crisis of 2008 onwards increased **labour precarity** for the general population, with additional impacts for refugee and migrants due to factors such as limited language proficiency and a lack of awareness of basic employment rights.

¹⁶ Libyan nationals are largely exempt from these restrictions, save for Libyan doctors and lawyers, who are legally unable to practice in Tunisia.

By contrast Madrid notes an increasing stability in migrant employment conditions, with approximately 70% of working migrants having permanent employment contracts.

Employment in job roles below skill/qualification levels can cause 'deskilling' of refugees and migrants, a phenomenon observed in Turin, Tunis and Vienna. In Turin it is attributed at least in part to difficulties in obtaining recognition for qualifications obtained in third countries, whilst in Tunis the national exclusion of foreigners from specific occupations means medically and legally qualified Libyans are working informally in the construction and agriculture sectors.

Examples of **discrimination against migrant jobseekers by prospective employers** are reported by Tangier and Vienna. In Tangier, some employers have rejected professionally qualified migrant women for customer-facing occupations due to their belief that their customer base will not react well to them. In Vienna this type of discrimination is more structural, as demonstrated by differing unemployment rates for those completing their education in Austria: 8–18% for those born abroad and 4–6% for Austrians without a migration background.

Due to aforementioned structural barriers and context factors, even where employment measures targeted at migrants exist, results can be limited: just 4% of the 1,329 migrants accessing Madrid's Orientation and Labour Insertion of Immigrants Service during 2017 found employment during this period.

c. Housing

Migrant access to social housing and financial assistance is affected by required periods of legal residency, particularly in European cities. This is the case in Vienna, for example, leading to a disproportionately high reliance on private rented housing amongst migrant populations. In Turin, where the required residency period is shorter than in other European cities, 2010–15 saw a 20% increase in social housing allocated to foreigners, with 58% of current beneficiaries of housing subsidies being foreigners.

Refugee and migrant populations experience challenges in meeting the costs of housing. In Amman, many refugee families struggle to pay for housing. Cash-for-rent assistance programmes designed to assist both refugees and poorer Jordanians have had the unintended effect of increasing rental housing costs throughout the city, further disadvantaging Jordanians, migrant workers and unregistered refugees in terms of access to housing. In Lisbon, some migrant households lack resources to supplement social financial assistance for housing, the levels of which have stagnated over several years in a context of increasing housing costs, and hence fall into rental arrears and evictions.

Discrimination affects migrants and refugees access to housing. Instances of private landlords refusing tenancies or imposing impossible tenancy conditions on migrants are reported by Lisbon, Tangier and Vienna. In Lisbon, this discrimination is particularly directed at prospective tenants from Brazil and sub-Saharan Africa, and includes practices such as requiring a Portuguese guarantor or a permanent employment contract. Discriminatory practices can also be found at the municipality level in Portugal, with some authorities failing to meet their legal obligation to rehouse migrant residents from precarious dwellings.

In Lyon and Madrid, **high numbers of migrants access emergency housing provided during winter periods.** In Madrid an average of 50% of those accessing this service are foreigners. In Lyon, a part of shelter beneficiaries had no housing move-on options when the winter shelter closed, while the most vulnerable could still benefit from year-long shelter solutions.

d. Health

Costs and fee assistance to meet them determine how far migrants and refugees can access healthcare.

In Austria, 99.9% of the population are covered by healthcare insurance, including asylum seekers, refugees and migrants with legal residency. Similarly in France, refugees and migrants in regular situations can access health insurance. In Tunisia, migrants with legal status can access free healthcare on the same basis as Tunisian nationals.

Healthcare in Jordan is fee-paying, and refugees and migrants in a regular situation pay fees at the same level as Jordanian nationals. Whilst fees for primary healthcare are not high, their payment presents a significant access barrier for refugees. For refugees with more complex medical conditions requiring ongoing, specialist care, high fees effectively prevent access to assistance. Those unable to pay rely on humanitarian aid or individual private sponsorship. The national Ministry of Health has additionally subsidised some healthcare costs for Syrian refugee families, although not systematically.

Undocumented persons encounter barriers to accessing healthcare, even where they have rights to do so. In Lisbon, a lack of awareness of rights amongst both migrants and healthcare providers has in some instances prevented access to emergency care for undocumented persons. In Tunisia, undocumented persons have a legal right to access healthcare, but are often reluctant to do so due to a national law requiring public institutions to inform the police when migrants in an irregular situation access their service. Hospitals can also be reluctant to provide treatment to undocumented persons, so as to avoid police attending their premises.

National and local initiatives facilitate access to healthcare for undocumented persons in some European cities. Undocumented persons in Lyon Metropolis can access primary healthcare via 7 branches of the nationally administered PASS centres (Permanence d'Accès aux Soins de Santé) available in hospitals and obtain assistance for healthcare costs via the national AME system.

Madrid provides a specific healthcare service for undocumented persons ('Madrid free of health exclusion'), providing access to Non-insured Foreign Resident card and detailed information on how and where it can be used to access healthcare services, and in December 2015 implemented a public information campaign to raise undocumented persons' awareness of their rights to access healthcare in Madrid ('Although you may not have papers, Madrid takes care of you'). The City of Vienna contributes to the funding of a hospital providing free healthcare to undocumented persons living in the city, run by a Catholic religious order.

10. MAINSTREAMED AND TARGETED APPROACHES

a. Definitions & understanding

'Mainstreaming' can broadly be defined as the process by which institutions and organisations react to becoming actors in an environment affected by migration. Determining the extent to which mainstreaming has occurred involves assessing how far these actors have made themselves accessible to and inclusive of migrants, within the context of available resources and any other mitigating factors affecting their ability to do so.

Targeted approaches in the context of migration and integration refer to policies, services and interventions targeted at migrants or specific subgroups of migrants (for example refugees, asylum seekers, migrant women/children and so on).

Although mainstreamed and targeted approaches are often presented as opposing models, in reality they are often complementary and co-existing. In terms of service provision for migrant populations, they almost always exist on a continuum in which initial targeted provision facilitates mainstreamed approaches.

b. City approaches

Profiled European cities tend to have explicitly articulated visions for targeted and mainstreamed approaches in the context of migration and integration. Cities outside of Europe, many of whom are encountering migration as a local policy issue and thinking of themselves as migration actors for the first time, are just beginning to articulate their ideas and approaches in this area. These cities nonetheless have defined approaches to local service delivery that can be discussed in this context.

Amman, Beirut and Tunis deliver services within their competences to the population on their territory, regardless of individual background or status. Whilst this approach is not formulated on the basis of any analysis of the needs of specific groups and cannot therefore be described as 'mainstreaming', refugees and migrants are not legally or practically excluded from any element of what the cities provide.

Lisbon adopts a mainstreamed approach to service delivery, in which measures responding to the particular needs of migrants are ensured via centrally coordinated local planning.

Lyon has a clear vision of the city as a provider of mainstream services in line with common law, with specific interventions from civil society organisations complementing social service provision.

Madrid aims for the full participation of migrants in mainstream services and initiatives, implementing specialised and targeted measures as necessary to fully foster this participation.

Tangier delivers services that are open to all residents regardless of individual background and status, as in Amman and Beirut, with an additional clear vision of targeted civil society to meet the specific needs of newly arriving migrants.

Turin has largely adopted a mainstreamed approach, in part due to a belief that this is effective, but also due to an overall reduction in available resources for targeted interventions.

Vienna's core aim is a fully accessible mainstream service environment, full societal participation and empowerment, with targeted interventions for migrants that facilitate this goal.

[c. Relevant practices](#)

see following page

Mobilising existing resources and capacity to support integration	AMMAN	GIS maps detailing useful services for migrants. Amman held extensive GIS mapping data for the city, which it used to create a map for migrants.
	TURIN	<p>Collaboration between asylum accommodation centres and the Metropolitan City Labour Service to register asylum seekers with the local employment service (asylum seekers can seek employment after 60 days in the process); facilitate meetings to inform asylum seekers about local employment/training services and the local labour market.</p> <p>Metropolitan City Working Group on Transport. Ad-hoc initiative focusing on mountain areas receiving dispersed asylum seekers for the first time. Established in recognition of the impact of a lack of public transport in these areas on asylum seekers' ability to attend language classes, reach services and workplaces and avoid social isolation.</p>
Training, information and resources for staff of mainstream services	TURIN	<p>Migration Experts in the 13 Metropolitan City Employment Centres to provide expertise and assistance to staff providing services to migrant jobseekers. Legal update training and information for Migration Experts provided by the Metropolitan City Central Labour Service.</p> <p>Regional MediaTo project provides training and information exchange opportunities for a wide range of professionals providing services for refugees and migrants (teachers, doctors, social workers, those working in refugee reception centres or Employment Centres and intercultural mediators). The project provides an online networking element, in which professionals can request information from their peers in any sector and receive a reply within 48 hours.</p>
	VIENNA	Additional teaching staff with proficiency in migrant pupils' first languages are employed by several schools in Vienna to support children from migrant families.
Civil society enabling and mediating access to mainstream services	LYON	Created in 2007, the CLASSES Project works in all schools in Lyon and acts as a point of contact between middle- and high-schools and families living in squats and slums to facilitate school registration and attendance of non-French native pupils in precarious situations. Volunteer-led, the project assigns a focal point for each family to assist them in their relation with schools and the educational system.

Implementation of national and regional initiatives to suit local priorities. Flexible and creative application of local competences to support migrant integration	VIENNA	<p>To prevent poverty, prepare asylum seekers for integration as soon as possible, and manage risks around social isolation and negative local perceptions of asylum seekers, Vienna:</p> <ul style="list-style-type: none"> • did not reduce welfare payments for persons with subsidiary protection when all other provinces did so; • provides access to language training and early moves into individual housing for asylum seekers; and • includes young asylum seekers in initiative for up to 21–23 year-olds not in employment or education.
	MADRID	<p>Neighbourhood Card (Tarjeta de Vecindad), provided to undocumented persons by the City of Madrid to facilitate access to local services including social services, administrative city management services, libraries and sports centres.</p>
Multidisciplinary/cross-sectoral initiatives for integration	LYON	<p>Andatu programme relocated 100 European Roma families (400 individuals, mainly from Romania and some from Bulgaria) from urban slums during 2011–15. Partnership initiative involving the Préfecture in Lyon, the Metropolis, the NGO Forum Réfugiés and others. Forum Réfugiés organised move-on accommodation and integration support including language courses, job search assistance, access to education for children. Central government regularised families' status, granting residence permits to facilitate their access to housing, housing subsidies and social assistance.</p>
	VIENNA	<p>NGO Interface Vienna, tasked with the development and implementation of education programmes (mainly) for migrants and persons with a migration background, provides:</p> <ul style="list-style-type: none"> • language learning and orientation support for migrants aged 15–21 and migrant adults, including gender-specific programmes and provision for those with little or no educational experience; • advice for refugees on employment, housing, language acquisition, family reunification and the institutional framework in Vienna; • mediation support for families registering their children at kindergartens; • language assistance for migrant children attending school; and • additional learning support for both migrant and non-migrant school pupils.

Appendix A:

MAIN SOURCES (TYPE OF DATA/YEAR) – Amman, Beirut, Tangier & Tunis						
City	Municipality	Regional & national institutions	National census	International organisations	Other	
Amman	X	Ministry of Labour (work permits granted/2015)	2015 ('Syrian', 'Jordanian' and 'other' populations, local level data available)	<ul style="list-style-type: none"> • UNHCR (registered Syrian refugees/2017; other 'persons of concern' to UNHCR/ • UNRWA (Palestinian refugees/various) 	<ul style="list-style-type: none"> • Care International (Syrian refugee women/NA) • Tankeen (undocumented workers/2016) 	
Beirut	X	X	X	<ul style="list-style-type: none"> • UNHCR (registered Syrian refugees/2016) • World Bank, ILO, UN HABITAT (various) 	Kafa (female domestic workers, NA)	
Tangier	X	Ministry of Migration Affairs (residence permits granted to Syrian refugees/2014)	2014 (population register, residence permits granted, naturalisation)	<ul style="list-style-type: none"> • UNHCR (persons of concern to UNHCR/2016) 	<ul style="list-style-type: none"> • AMERM (sub-Saharan migrants/2008) • Caritas (educational integration – children/2015) 	
Tunis	X	Office of Immigration and Foreign Workforce (employment certificates and contracts to foreigners/2016)	2014 (immigrant entries, no country of origin data at local level)	<ul style="list-style-type: none"> • UNHCR (registered refugees/2016) • IOM (Libyans in Tunisia and Tunis/2016) 	X	

Appendix B:

MAIN SOURCES (TYPE OF DATA/YEAR) – Lisbon, Lyon, Madrid, Turin & Vienna				
CITY	Municipality	Regional & national institutions	National census	Other
Lisbon	Municipal Plan for the Integration of Immigrants in Lisbon Vol II (summary of national data at city level/2015)	<ul style="list-style-type: none"> National Statistics Institute (annual population statistical estimates/2015) Foreigners & Borders Service (foreign population with legal residence/2015) 	2011 (local data available)	
Lyon	X	<ul style="list-style-type: none"> Rhône Département (residence permits granted/2013) National Statistics Institute (INSEE) (residence permit applications /2014; Rhône-Alpes Dossiers: Atlas of migrant populations in Rhône-Alpes /2005) 	<ul style="list-style-type: none"> 2012 (no data by country of origin) 2013: full exploitation, Lyon Metropolis per country of origin 1990: historic per countries of origin 	Urban Audit (European Union city survey/2012–16)
Madrid	<ul style="list-style-type: none"> Municipal Register of Inhabitants (population by nationality and place of birth/2016) Survey on Social and Inter-cultural Coexistence (public attitudes/2010, 2012 & 2015) 	<ul style="list-style-type: none"> Regional Immigration Survey of the Madrid Community (service usage, migrants/2014) National Statistics Institute, National Population Register (foreign-born and foreigners in population, numbers naturalised/2015) 		<ul style="list-style-type: none"> Madrid Anti-Poverty Network (2015) Urban Audit (European Union city survey/2012–16)
Turin	<ul style="list-style-type: none"> Inter-Institutional Observatory of Foreign Population in the Metropolitan City of Turin (foreigners in population/2016) City Social Policy & Equality Dept (spatial distribution of foreigners/2016) 	<p>Turin Prefecture:</p> <ul style="list-style-type: none"> Police (residence permit grants/2016; naturalisation grants/2015; asylum applications/2014) One-stop Immigration Desk (residence permit grants and conversions/2015) <p>Piedmont Region: Social Cohesion Dept (foreigners in social housing/2016)</p> <p>National: National Institute for Statistics (population data in municipalities/2016)</p>		Italian Refugee Council, Caritas
Vienna	3rd Integration and Diversity Monitor of the City of Vienna (foreign population, entrants and residence type/2014)	<ul style="list-style-type: none"> Statistics Austria (foreigners and foreign-born in population, length of stay, education level, labour market/2016) National Labour Force Survey (labour market participation, age/2012) 	Microcensus (labour market participation/2014)	Urban Audit (European Union city survey/2012–16)

Appendix C: Distribution of competences

City	National	Regional	Local
Amman	<ul style="list-style-type: none"> • Borders & residency • Health • Education • Employment 		<ul style="list-style-type: none"> • Environmental health • Cultural & sports programmes • Facilities maintenance & inspection (including health & educational facilities)
Beirut	<i>information not provided</i>		
Lisbon	<ul style="list-style-type: none"> • Borders & residency • Education (curriculum & assessment) • Health (national planning & financing) • Social security • Language learning • Migrant integration • Employment 		<ul style="list-style-type: none"> • Environmental health • Cultural & sports programmes • Education (teaching & professional training) • Housing • Primary healthcare
Lyon	<ul style="list-style-type: none"> • Borders & residency • Migrant integration • Language learning & orientation (via Integration Contracts) • Education • Social security • Health • Housing (emergency accommodation) 	<p>(Lyon Metropolis)</p> <ul style="list-style-type: none"> • Solidarities • Family and youth • Knowledge and culture • Attractiveness and outreach • Mobility • Economic development (including insertion) • Urban management • Habitat and housing • Energy and environment • Water and sanitation • Urban cleanliness 	<p>(City of Lyon)</p> <ul style="list-style-type: none"> • Social action • Early childhood • Sport • Culture • Urbanism • Trade and crafts • Green spaces • Public lighting • Civil registry • Police
Madrid	<ul style="list-style-type: none"> • Borders & residency • Social security • Integration (facilitating cooperation for policy development at regional level) • Health 	<p>(Autonomous Community of Madrid)</p> <ul style="list-style-type: none"> • Child protection • Education • Cultural programmes • Regional integration policy 	<p>(City of Madrid)</p> <ul style="list-style-type: none"> • Social care & emergency assistance • Housing • Employment • Education (0 – 3 years) - incorporated into education framework of the Community of Madrid

City	National	Regional	Local
Tangier	<ul style="list-style-type: none"> • Borders & residency • Education • Housing • Health • Employment • Migration 		<ul style="list-style-type: none"> • Education (creation of crèches; maintaining educational premises) • Cultural programmes • Social cohesion • Urban economic development
Tunis	<ul style="list-style-type: none"> • Borders & residency • Employment • Education • Health • <i>Migration (new competence of the Secretary of State for Immigration and Tunisians Abroad (SEITE), created August 2016)</i> 		<ul style="list-style-type: none"> • Education (kindergartens) • Urban economic development • Social security (emergency assistance) • Environmental health • Cultural & sports programmes
Turin	<ul style="list-style-type: none"> • Borders & residency • Language learning • Health 	(Piedmont Region) <ul style="list-style-type: none"> • Migrant integration • Employment (<i>Metropolitan City competence until end 2017</i>) • Housing (planning & funding) 	(Metropolitan City of Turin) <ul style="list-style-type: none"> • Education (0 – 5 years) • Education (schools) - <i>competence of the Piedmont Region, delegated to Metropolitan City level</i> • Housing (implementation)
Vienna	<ul style="list-style-type: none"> • Borders & residency • Integration (coordinating policy at province level) • Higher/further education • Health (shared competence) • Social security • Employment • Vocational training (shared competence) • <i>Language learning & orientation (via Integration Contracts) - administered by the 'Austrian Funds for Integration' foundation</i> 	(Vienna as province and city) <ul style="list-style-type: none"> • Housing • Regional and local integration policy • Language learning (not via Integration Contracts) • Orientation (implementation) • Health (shared competence) • Education (pre-school, primary and secondary education; partial competence for education policy) • Social security (some elements of implementation) • Vocational training (shared competence) 	

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