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Mediterranean City-to-City Migration

Dialogue, Knowledge and Action

Peer-Learning Event – Thematic paper

Building trust through strengthened cooperation: the role of civil society in the urban governance of migration

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This background document has been drafted by Camille Le Coz, for the purposes of the Mediterranean City-to-City Migration project (MC2CM) peer learning event on "Building trust through strengthened cooperation: the role of civil society in the urban governance of migration" taking place in Sfax on 25 and 26 June 2019.

This document addresses the main questions regarding the contributions of civil society organisations (CSOs) to the urban governance of migration. It specifically aims to address the key questions raised by the cooperation between CSOs and municipalities, as well as its realities, challenges and objectives. It also introduces practices from the field, models, mechanisms and tools that have proved promising. Finally, the note raises a series of key questions to be addressed during the event.

Introduction and context

Cities located on the two shores of the Mediterranean have always been at the crossroads of migration flows in the region. These cities play different roles in migratory movements – destination, transit or origin – and this diversity of functions has prompted the development of specific strategies, policies and actions designed to respond to each urban migration context. As we have seen since the beginning of the conflict in Syria, cities in the Middle East and Europe are often at the forefront of welcoming and delivering assistance to newcomers, especially the most vulnerable. Although states actively provide support to newcomers as well, their involvement tends to come later and does not always address the pressing challenges faced by municipalities.







While the role of cities in welcoming and hosting migrants has become increasingly relevant¹, municipalities often lack the resources, training, networks and capacity to address the challenges resulting from migration, particularly when flows are unexpected and unmanaged. At the same time, civil society organisations (CSOs) have been playing a growing part in supporting migrants by undertaking initiatives that raise awareness, facilitate access to basic services and strengthen social inclusion. As such, CSOs tend to be key partners of local authorities to support improved management on the ground². Nevertheless, there are also **risks associated with uncoordinated actions from CSOs**, namely a suboptimal use of resources or the delivery of messages that are inconsistent with national and local policies.

This note provides an overview of local partnerships with CSOs on migration (1), along with a range of initiatives stemming from Mediterranean and European cities (2). It also highlights mechanisms and coordination tools brought forward over the past few years in view of improving cooperation between cities and CSOs (3). Finally, the note explores the main challenges raised by the involvement of CSOs in migration initiatives (4) and highlights key questions to be addressed during the meeting (5).

1. The case for a strengthened partnership with CSOs on migration

Municipalities have always been key actors in the reception of newcomers, but their role has become even more crucial – and challenging – in recent years as they have had to respond to urgent needs while planning for the long-term integration of migrants. In this process, local authorities have worked with CSOs to develop and implement new actions, but they have also faced pressing questions on solutions for coordination.

Cities in Europe, the Middle East and North Africa have been greatly affected by the various humanitarian crises of the past decade. Perhaps the most prominent examples are municipalities in Jordan, Lebanon and Turkey, which have had **to mobilise emergency assistance** to support refugees fleeing Syria. In 2015, many European municipalities also came under unprecedented pressure following the unexpected number of arrivals of third-country nationals transiting through Greece and Italy. In addition to providing services for other vulnerable groups, these cities had to develop new systems and services to address newcomers' needs. At the same time, local authorities have been increasingly involved in discussions on **how to design and implement better strategies on integration**³. As a result, more cities have adopted branding policies promoting diversity and targeting international talents, entrepreneurs and other highly skilled professionals.

¹ Gebhardt, Dirk. 2014. *Building Inclusive Cities: Challenges in the Multilevel Governance of Immigration Integration in Europe*. Washington, D.C.: Migration Policy Institute,

https://www.migrationpolicy.org/research/building-inclusive-cities-challenges-multilevel-governanceimmigrant-integration-europe

² See for instance OECD, 2018. *Working Together for Local Integration of Migrants and Refugees*. <u>http://www.oecd.org/governance/working-together-for-local-integration-of-migrants-and-refugees-</u> 9789264085350-en.htm

³ See for instance Peter Scholten & Rinus Penninx. '*The Multilevel Governance of Migration and Integration*', <u>https://link.springer.com/chapter/10.1007/978-3-319-21674-4_6</u>

Cities also have a main major role in contributing to global debates on migrant reception and hosting. The New Urban Agenda, adopted in the context of Habitat III conference in 2016, commits governments to supporting host cities and ensuring the respect of refugees, IDPs and migrants' rights. The conference saw a significant participation from civil society and local actors. Grassroots platforms were extensively consulted, in particular youth organisations. Habitat III also confirmed the commitment of UN Member States to supporting effective multi-level governance⁴. This rights-based approach aligns with that of the Global Charter Agenda for Human Rights in the City⁵ (2011), the European Charter for the Safeguarding of Human Rights in the City⁶ (2000), as well as the Gwangju Guiding Principles for a Human Rights City⁷ (2014).

While the New Urban Agenda recognizes the social, economic and cultural contributions of migrants to urban life, it also acknowledges their challenges⁸. To harness the potential of diversity, municipalities have to commit to enhancing migrants' role in local communities, and often need **CSOs' support to achieve these goals, whether for practical or financial reasons**. Indeed, local authorities often lack the financial and human resources to deliver tailored services; these initiatives are sometimes funded by non-state actors in cities with very limited capacities⁹. In addition, **CSOs are also able to work directly with host communities and migrants**, including vulnerable and hard to reach groups such as unaccompanied minors¹⁰; this represents an asset for cities.

The Global Compact for Safe, Orderly and Regular Migration adopted in 2018, acknowledges CSOs' contributions in overcoming the negative consequences of migratory movements. The Compact calls for the establishment and strengthening of mechanisms to monitor, anticipate and support post-emergency situations based on cooperation between governments and CSOs. It also highlights CSOs' role in providing information on pre-departure, upon arrival as well as on the subsequent integration processes¹¹.

⁴ United Nations, Habitat III 2016, 'A Conference of 30,000 Voices', 2017, p. 13. Available at: <u>http://habitat3.org/wp-content/uploads/30000-voices-HabitatIII.pdf</u>.

⁵ https://www.uclg-cisdp.org/en/right-to-the-city/world-charter-agenda

⁶ https://www.uclg-cisdp.org/en/right-to-the-city/european-charter

⁷ 'Gwangju Guiding Principles for a Human Rights City', 17/05/2014, <u>https://www.uclg-cisdp.org/sites/default/files/Gwangju%20Guiding%20Principles%20for%20Human%20Rights%20City%20adopted%20on%2017%20May%202014.pdf</u>

⁸ UN, New Urban Agenda, 2016, p. 11 (28).

⁹ OECD. 2018. Working Together for Local Integration of Migrants and Refugees in Athens. OECD Publishing, Paris, <u>https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-migrants-and-refugees-in-athens</u> 9789264304116-en#page4

¹⁰ See for instance the work of CSOs such as Utopia56 and L'Auberge des Migrants in Calais and Grande Synthe, that conduct regular tours to disseminate information and basic assistance to migrants, including

unaccompanied minors, in the region. In Paris, see the work of Adjie, Paris d'Exil and Médecins sans frontières. ¹¹ Objectives 3(e), 12(c) of the Global Compact for Safe, Orderly and Regular Migration.

2. Civil society's contribution to public policies in favour of inclusive, safe and resilient cities

CSOs are key partners in the implementation of **Sustainable Development Goal 11 on the promotion of inclusive, safe and resilient cities**, particularly in relation to migration. Yet CSOs vary in terms of size, status, mandate, interests and objectives, as well as activities, sources of funding and degree of professionalism. Nonetheless, they play an important role in enhancing migrants' inclusion and their access to rights and services.

Promotion of migrants' rights

Some CSOs focus on providing information to migrants on rights and services, in cooperation with the city, or in a decoupled manner. Based on an agreement with the city (and sometimes a grant), local organisations support the coordination of welcoming processes for newcomers and provide them with information about their status.

NGOs link asylum seekers to relevant services and provide them legal assistance, as is the case in Madrid, where the Bar Association offers legal counselling to migrants¹². CSOs also contribute to recording cases of abuses against migrants and report them to local authorities. In Morocco, an EU-funded project¹³ supports the implementation of the national migration and asylum strategy and funds local NGOs to raise awareness about racism and xenophobia and to document abuses to inform the work of the government.

At the same time, civil society monitors how national and local authorities meet their responsibilities towards migrants, particularly in terms of supporting rights and providing access to basic services. In Calais and in Paris, NGOs regularly speak out about migrants' living conditions and governments' lack of compliance with their legal obligations¹⁴.

NGOs also express diverging views and prioritise different goals. For instance, in Paris, CSOs continuously assess the work of peer organisations benefiting from municipal funding and not delivering adequate services to migrants and other vulnerable people¹⁵.

Improving access to services

CSOs are also active in improving migrants' access to services, by either linking them to dedicated support mechanisms or complementing the provision of basic services. In Paris, NGOs conduct daily visits to informal settlements to inform migrants on how to access

¹² MC2CM. *City Migration Profile: Madrid. Executive Summary.*

https://www.icmpd.org/fileadmin/1 2018/MC2CM/City Migration Profile Madrid EN.pdf

¹³ See: <u>https://ec.europa.eu/trustfundforafrica/region/north-africa/morocco/vivre-ensemble-sans-</u>

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¹⁴ See for instance Le Monde. '*Migrants: la ville de Calais s'oppose au Conseil d'Etat, qui demande l'installation de points d'eau et de sanitaires*', 31/07/2017

¹⁵ Libération. '*Mineurs isolés étrangers: la Croix-Rouge doit respecter ses propres principes*', 22/01/2019, <u>https://www.liberation.fr/debats/2019/01/22/mineurs-isoles-etrangers-la-croix-rouge-doit-respecter-ses-propres-principes_1704646</u>

medical assistance, free meals and clothes¹⁶. In Lyon, a local association supports families living in precarious conditions with school registration¹⁷. In Vienna, Amsterdam and Berlin, municipalities delegate the delivery of specific services to NGOs who directly provide basic goods and assistance to migrants, from emergency healthcare to shelters¹⁸.

In these cities, NGOs closely coordinate with local authorities who remain in charge of activity monitoring. In cities with limited resources, such as Athens¹⁹, Amman or Beirut, NGOs often operate through their own funding streams; in Beirut, some NGOs directly deliver education services to migrant children²⁰.

NGOs' initiatives go beyond basic service delivery, and can include assistance with labour market integration or skills development, which are open to all, including migrants. These activities can involve job counselling and placement services or more structured training sessions. For example, in Madrid, an NGO called La Rueca works with municipal funding to improve vocational and professional skills for the city's most vulnerable residents, including migrants²¹. In many cities, CSOs offer language courses and socio-cultural orientation. For instance, in Athens, Tangier and Tunis, a range of NGOs deliver language courses to migrants, usually with the support of volunteers or private foundations²². These organisations may operate separately from local authorities or, in the case of the "Open Schools" initiative in Athens, they can coordinate with the government and have access to public facilities such as classrooms²³.

Enhancing social inclusion and political participation

Civil society actors also support migrants' inclusion in host communities and highlight the benefits of diversity to boost the cities' attractiveness. To this end, CSOs also work on enhancing the participation of migrants in local decision-making processes and encourage intercultural dialogue in view of reinforcing mutual understanding.

Compared to local authorities, CSOs show more flexibility in their work through various forms of dialogues, cultural events and consultations. For instance, local organisations such

²⁰ MC2CM. *City Migration Profiles Synthesis Report,* October 2017,

¹⁶ See for instance the work of Utopia56 in Paris: <u>http://www.utopia56.com/fr/</u>

¹⁷ MC2CM. *City Migration Profiles Synthesis Report,* October 2017,

https://www.icmpd.org/fileadmin/1_2018/MC2CM/MC2CM_Synthesis_Report_EN_Online.pdf

 ¹⁸ For instance, Vienna works with a local NGO that operates a hospital open for undocumented migrants: *Ibid.* ¹⁹ OECD. 2018. Working Together for Local Integration of Migrants and Refugees in Athens. OECD Publishing,

Paris, <u>https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-migrants-and-refugees-in-athens</u> 9789264304116-en#page4

https://www.icmpd.org/fileadmin/1 2018/MC2CM/MC2CM Synthesis Report EN Online.pdf²¹ MC2CM. *City Migration Profile: Madrid. Executive Summary*.

https://www.icmpd.org/fileadmin/1 2018/MC2CM/City Migration Profile Madrid EN.pdf²² MC2CM. *City Migration Profiles Synthesis Report,* October 2017,

https://www.icmpd.org/fileadmin/1 2018/MC2CM/MC2CM Synthesis Report EN Online.pdf

²³ OECD. 2018. *Working Together for Local Integration of Migrants and Refugees in Athens*. OECD Publishing, Paris, <u>https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-migrants-and-refugees-in-athens</u> 9789264304116-en#page4

as neighbourhood associations, parents' associations or trade organisations have contributed to bringing migrants and host communities closer to each other. In Lyon, the association "Agence Lyon Tranquilité Médiation" encourages dialogues between local actors from the municipality, residents, local NGOs, migrants and private companies²⁴. Faith-based organisations can also pave the way for more intercultural dialogues between communities through common celebrations or awareness raising activities²⁵. In Berlin, the Islamic Forum has been active in encouraging interfaith dialogue and discussing the situation of minorities in the city²⁶.

3. Mechanisms, tools and coordination framework to enhance the participation of CSOs

With such a variety of CSOs involved in different activities at local level, key questions remain on how to organise their participation in local governance mechanisms. In many cities, municipalities rely on CSOs to implement projects to capitalise on their flexibility and networks in a given context. However, they sometimes remain excluded from needs identification processes. This prevents CSOs from providing insights from the field and limits the efficiency of service delivery. It is therefore crucial to move beyond service provision to engage CSOs in information sharing and policy design mechanisms.

Coordination and information sharing

In past years, cities have attempted to use various funding streams to enhance coordination with CSOs on local and international projects, as well as volunteer initiatives. This has led to some confusion over which actors are in place and what services are available. In Athens, many NGOs and volunteer groups started without coordinating with or systematically informing the assisting migrants redundancies and misinformation among municipality. This created migrants. which led the municipality to set up a coordination centre called the Athens Coordination Centre for Refugees and Migrants. This centre gathers grassroots, national and international organizations, as well as municipal agencies, in order to keep track of all local initiatives²⁷.

Beyond coordination, better linkages between cities and CSOs fosters information sharing in view of better identifying needs and gaps, as well as monitoring and evaluating actions implemented. In Berlin, local authorities have leveraged civil society's insights on migrants settled in the city to develop adequate responses. On

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²⁴ See MC2CM. Social Cohesion and Intercultural and Inter-religious Dialogue. July 2016. Lisbon, <u>https://issuu.com/uclgcglu/docs/20 social cohesion and dialogue lis</u>
²⁵Ibid

²⁶ OECD. 2018. *Working Together for Local Integration of Migrants and Refugees in Berlin*. OECD Publishing, Paris. https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-

²⁷ See: <u>http://athenspartnership.org/migrationrefugeescenter</u>

the other hand, municipalities provide a powerful platform for CSOs and their activities. For instance, in Berlin after 2015, the city created an online platform to share information about local volunteering²⁸.

Contributions to operational improvements and policy design

Beyond coordination, CSOs can play a concrete role in improving policies and project design by sharing their insights and hands-on knowledge of the local situation. Civil society actors often share informal feedback and information with their points of contact at the municipality.

Several cities have worked towards formalising these communication channels by setting up consultative platforms. They gather local civil society representatives and aim to formulate recommendations on future policies and programmes. While these fora tend to meet regularly, some are only established to achieve specific objectives, develop a given regulation or design a new strategy. In addition, participating organisations are not systematically selected according to their degree of representation. Larger CSOs and NGOs, as well as special interest groups (migrant associations and faith-based organisations), are often favoured.

In **Barcelona**, a working group led by the municipal Commissioner regularly gathers local authorities and NGOs to discuss access to services for irregular migrants and related challenges. In **Athens**, civil society has long been involved in the development of local policies. In 2011, the city created a Migrant Integration Council involving six migrant communities aiming to map out migrants' needs and adequate service provision²⁹. As for **Berlin**, the city relies on two main consultative bodies, the Berlin State Advisory Board on Migration and Integration and the Islamic Forum of Berlin. The Board gathers migrant associations with city officials, while the Islamic Forum aims to represent Muslim residents in Berlin³⁰.

These initiatives are participative and allow CSOs and local communities to convey messages to local officials. Despite this, these councils, usually only have an advisory role and CSOs have voiced the fact that they are not properly integrated into decision-making processes. Additionally, these boards and assemblies tend to lack resources, which can render their participation in technical discussions or other consultations challenging. Finally, these councils might raise demands that fall outside of the municipal mandate, feeding off frustrations from all parties.

²⁸ OECD. 2018. Working Together for Local Integration of Migrants and Refugees in Berlin. OECD Publishing, Paris. <u>https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-</u> <u>migrants-and-refugees-in-berlin_9789264305236-en#page4</u>

²⁹ OECD. 2018. *Working Together for Local Integration of Migrants and Refugees in Athens*. OECD Publishing, Paris, <u>https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-migrants-and-refugees-in-athens</u> <u>9789264304116-en#page4</u>

³⁰ OECD. 2018. *Working Together for Local Integration of Migrants and Refugees in Berlin*. OECD Publishing, Paris. <u>https://read.oecd-ilibrary.org/social-issues-migration-health/working-together-for-local-integration-of-migrants-and-refugees-in-berlin_9789264305236-en#page4</u>

4. Coordination challenges

While CSOs deliver crucial assistance to migrants and host communities alike, cities have started to include them systematically in decision-making processes. Yet, key challenges remain over the nature of this cooperation:

- **Policy coherence:** A key objective for cities is to ensure that policies are consistent and coherent within their territories. Irrespective of whether CSO's goals are aligned with local policy targets or not, it is crucial to act in a coordinated manner to avoid duplication, redundancy or contradictory initiatives. Improved coordination is therefore key, but discrepancies are likely to persist given the various interests of local actors.
- Funding, transparency and sustainability: CSOs usually rely on a mix of public and private funding – stemming from EU and other international donors, central governments, regions, cities and private sector. Donors have different reporting requirements and communications channels. CSOs may not be in a position to provide a comprehensive overview of all their initiatives and demonstrate their overall impact.

This situation can also affect the ability of NGOs to develop sustainable actions and relations with beneficiaries if they have no guarantee about future funding. This is particularly true for municipal funding, as its availability is contingent on policy and political priorities. Good coordination may also be jeopardized if CSOs are facing budget cuts or scare resources, as the lack of resources may lead to increased competition between them.

- Flexibility and reactivity: While CSOs are flexible in nature, their level of reactivity might be limited, especially when operating on fixed contracts. Grants usually allow for greater autonomy, however these agreements are typically more difficult to monitor. In the past, Amsterdam tested new set ups such as a "Good Ideas Centres" that offered grants to NGOs through a fast-track process directly linked to the Mayor's office³¹, which promoted innovative and rapid responses to emerging needs.
- Independence: CSOs can be associated with political organisations or specific interest groups (e.g. professions, faith-based), however this may challenge the neutrality, accountability and sustainability of their actions. This position can threaten their independence and flexibility vis-à-vis the local authorities. This is a critical limitation as civil society actors ought to contribute to greater accountability and transparency at the local level, and they should be able to express their views without risking retaliation.

³¹ OECD. 2018. *Working Together for Local Integration of Migrants and Refugees in Amsterdam*. OECD Publishing, Paris. <u>https://read.oecd-ilibrary.org/urban-rural-and-regional-development/working-together-for-local-integration-of-migrants-and-refugees-in-amsterdam</u>. 9789264299726-en#page4

• **Capacity building and professionalisation**: Over the past few decades, CSOs have become increasingly professionalised. On the one hand, they tend to be better organised, carefully streamline their activities and monitor them, and learn from good practices. In particular, NGOs with sectoral expertise are able to increase the capacities of local authorities, especially among actors that are not familiar with migration (e.g. procurement or HR departments can increase the level of diversity among municipal contractors or staff).

On the other hand, smaller structures – often community-based – may lack the skills to write proposals, manage budgets and deliver monitoring reports that meet international or EU requirements. These are areas of improvement for many CSOs. Similarly, unexperienced volunteers might impede good service delivery and risk causing harm. In order to address this concern, Berlin has developed qualification courses for volunteers.

Conclusions and key discussion points

CSOs have a key role to play in working with local authorities to promote more inclusive and diverse cities, and to guarantee access to rights and services for all. Civil society actors are also critical partners for providing operational guidance and insights from the field. They represent crucial allies in policy design and implementation, but the nature of this relationship varies depending on the interest and capacity of city officials as well as on the policy relevance attributed to their sector of intervention.

Guiding questions for discussion: How do you work with CSOs in your city?

- How do you ensure multi-actor policy coherence in your context and ensure that local CSOs' contributions feed into your city's strategic policies?
- What are the best ways to encourage the participation of CSOs in the design of local programmes and policies, and how to ensure that their recommendations are effectively integrated?
- Based on your experience, what are the consultation mechanisms that have led to the most promising results, under what conditions?
- From the perspective of the municipality, what are the most adequate funding schemes to support CSOs, make it easy to monitor their activities but also provide them with some flexibility to adapt to emerging needs?

CSOs' main roles, strengths and weaknesses at local level		
Role	Strength	Weakness
Raise awareness about migrants' rights	Can reach out to migrants and host communities, and provide better knowledge of the situation in the field (often more precise, up-to-date and nuanced);	May send conflicting messages when staff have not received relevant training; Effects can be limited in spite of the city's commitment to ensure access to rights and services;
Monitor authorities' compliance with obligations and commitments	Independent actors, can express its views on local affairs;	Can create political tensions with local authorities and hamper coordination;
Support access to services and act as a service provider	Better access to vulnerable populations, particularly undocumented migrants and groups like unaccompanied minors; Can access other sources of	May lack capacity and funding to deliver services (or the knowledge to link migrants to adequate services); Can create tensions with host and
Support migrants' social and economic inclusion		migrant communities if services are not delivered in a transparent manner; May compete with other CSOs
	funding, via international donors or private foundations;	over funding and not coordinate activities with them;
Support the participation of migrants in local decision-making process	Can help gather migrants' grievances and perspectives, in spite of their legal situation (undocumented, hard-to-reach groups);	Non democratic, and the leadership of some CSOs may not be representative of the views of their constituencies; Can favour some groups over others depending on the organisation's interests ;

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