

Foreword

When it comes to migrant integration, the local level matters. Where migrants go and how they integrate into their new communities depends on the specific characteristics of cities and regions. Local authorities play a vital role in this integration. Cities can learn from each other and the data and practices collected in this report help to provide local, regional, national and international policy makers and practitioners with better evidence for integration policy design.

This report describes why and how countries, regions and cities can adopt a territorial approach to migrant integration. It brings together lessons around 12 points for consideration in the development and implementation of migrant integration programmes at the local level. This report draws on both a statistical database on migrant integration outcomes at subnational level and a survey of 72 cities. Among those surveyed are nine large European cities (Amsterdam, Athens, Barcelona, Berlin, Glasgow, Gothenburg, Paris, Rome, Vienna) and one small city in Germany (Altena). Part I provides an overview of what we know about migrant integration at the local level. Part II focuses on the objectives for effectively integrating migrants at the local level. It provides a “Checklist for public action to migrant integration at the local level” along with concrete examples of actions that could be implemented. This checklist can be used as a self-assessment tool.

The report is an output of an OECD-European Union initiative contributing to the programme of work of the OECD Regional Development Policy Committee (RDPC) in the Centre for Entrepreneurship, SMEs, Regions and Cities. This work also contributes to the OECD Horizontal Project on ensuring better integration of vulnerable migrants by focusing on improving the integration capacities of the local governments. The final report was approved by written procedure on 8 December 2018 [CFE/RDPC(2017)11].

Acknowledgements

The report is an output of an OECD-European Union initiative contributing to the programme of work of the OECD's Regional Development Policy Committee (RDPC). It was produced by the Centre for Entrepreneurship, SMEs, Regions and Cities (CFE) led by Lamia Kamal-Chaoui, Director.

The two-year project was co-ordinated by Claire Charbit, Head of the Territorial Dialogue and Migration Unit in the Regional Development and Tourism Division, with the support of Anna Piccinni, Policy Analyst, (initially Gaëtan Muller and Maria Trullen-Malaret) and in collaboration with Paolo Veneri, Head of the Territorial Analysis and Statistics Unit for the statistical pillar of the project (initiated with Monica Brezzi). The resulting report is composed of three chapters. Chapters 1, 3, 4, 5 and 6 have been drafted by Anna Piccinni and Claire Charbit, with the contribution of Lisanne Raderschall, OECD Secretariat. The authors would like to thank Eddy Adams (URBACT expert in Social Innovation and Human Capital) for his advice throughout the preparation of this work. Chapter 2 was drafted by Lukas Kleine-Rueschkamp and builds on the forthcoming joint working paper by Paolo Veneri, Marcos Diaz Ramirez (CFE), and by Thomas Liebig and Cécile Thoreau in the International Migration Division of the Directorate for Employment, Labour and Social Affairs.

The findings of Part I, Chapter 1, as well as Part II of the report draw on nine in-depth case studies of large cities within the European Union (Amsterdam, Athens, Barcelona, Berlin, Glasgow, Gothenburg, Rome, Paris, and Vienna) and one smaller municipality in Germany (Altena). An OECD survey was also carried out across 58 cities and associations of cities in the European Union and 4 in Turkey (see Annex B for a list of respondents). The OECD Secretariat would like to thank Carlos Mascarell Vilar from the Council of European Municipalities and Regions (CEMR) and Thomas Jézéquel from EUROCITIES for their collaboration and the circulation of the survey among their members.

The Secretariat would like to thank the focal points in each municipal administration of the 10 case studies who made this study possible (the list is not exhaustive): Jan van der Oord (Amsterdam), Antigone Kotanidis (Athens), Ignasi Calbo Troyano and Ramon Sanahuja Velez (Barcelona), Kai Leptien (Berlin), Marie McLelland (Glasgow), Jackie Brown and Pia Borg (Gothenburg), Charlotte Schneider et Anne-Charlotte Leluc (Paris), Giancarlo De Fazio (Rome), Theodora Manolacos (Vienna) and Andreas Hollstein (Mayor of Altena). For the case study of Altena, the Secretariat would also like to thank the German Ministry for Economic Affairs and Energy and in particular Till Spannagel, delegate to the RDPC, for their contributions. The Secretariat would like to thank the external contributors for their inputs to the individual case studies: Sjoerdje Charlotte Van Heerden (Amsterdam), Rosa Vasilaki (Athens), Maria Trullen-Malaret (Barcelona and Paris), Viviane Spitzhofer (Berlin and Altena), Eddy Adams (Glasgow), Helena Lindholm (Gothenburg), Carlotta Fioretti (Rome), Ursula Reeger (Vienna), and Gaëtan Muller and Charlotte Demuijnck (Paris). Special thanks are also due to

Paola Proietti and Viviane Spitzhofer who provided inputs throughout the production of the report.

The Checklist included in this report was firstly presented and validated by representatives of all nine large cities, international organisations and other experts on local integration, during a workshop hosted by the City of Berlin on 26 June 2017, back-to-back with the 4th Mayoral Forum on Human Mobility, Migration and Development (27 June 2017). In addition to the city contacts for the case studies listed above, the OECD Secretariat would like to specifically express its gratitude for their availability, valuable involvement and contribution during this workshop to: Andreas Germershausen, Ayten Dogan, Nele Allenberg and Michael Weiner (Berlin), Lefteris Papaginnakis (Athens), Lola Lopez (Barcelona), Dominique Versini (Paris), Sabina de Luca (Rome), Monica Brezzi and Rosa Sanchez Yebra (Council of Europe Development Bank, CEB), Carlos Mascarell Vilar (CEMR), Andor Urmos (EU), Ana Feder (International Centre for Migration Policy Development, ICMPPD), Eugeni Villalbi (Metropolis), Johanne Cote-Galarneau (Montreal), Thomas Liebig (OECD), Rachel Reid (Open Society Foundation), Lamine Abbad (United Cities and Local Governments, UCLG), Jesus Salecedo (UNHABITAT), Collen Thurez (UNITAR), Karim Amer (UNHCR), Laura Colini (URBACT), and Sabrina Kekic (Urban Agenda for the EU: Partnership on Inclusion of Migrants & Refugees). The support of the OECD Centre in Berlin is also acknowledged.

The Secretariat is especially thankful for the financial contribution and the collaboration throughout the implementation of the project to the European Commission and the Directorate-General for Regional and Urban Policy, initiated with Nicola de Michelis and Mikel Landabaso. In particular, we would like to thank Andor Urmos, Louise Bonneau and Judith Torokne-Rozsa for their guidance as well as Carole Mancel-Blanchard and Lewis Dijkstra. A first extensive outline of the report was circulated and discussed during the OECD-EU Steering Committee Meeting in Brussels (Belgium) in October 2017 with representatives from the Directorate-General for Regional and Urban Policy as well as Laurent Aujean from the Directorate-General for Migration and Home Affairs and Fabrizio Natale of the Joint Research Centre of the European Commission. This report has strongly benefitted from their suggestions and written comments following the meeting. The Secretariat also thanks Immigration, Refugees and Citizenship Canada, for their support to the statistical activity related to this work.

The Directorate would like to thank the members of the Regional Development Policy Committee (RDPC) and in particular delegates who contributed to this work with additional information: Flavia Terribile (Italy), Keith Thorpe (United Kingdom), and Georg Schadt (Austria). We also thank the contributions from the members of the Working Party on International Migration in particular from Canada, Greece, Spain and Germany.

The Secretariat would like to thank all colleagues from the OECD for their written comments and guidance on the draft report, in particular: Jonathan Barr, Francesca Borgonovi, Jean-Christophe Dumont, Sylvain Giguère, Taekyeong Jung, Tamara Krawchenko, Viktoria Kis, Thomas Liebig, Annabel Mwangi, Michela Meghnagi, Antonella Noya, Jane Stacey, Cécile Thoreau and Johannes Weber.

The report benefitted from editorial review by Kate Lancaster and was edited by Julie Harris and Jennifer Allain. Thanks are also extended to the team who contributed to the preparation of the manuscript: Jeanette Dubois, Cicely Dupont-Nivore, Joanne Dundon, Pauline Arbel and Pilar Philip; and to Kate Brooks for communication, dissemination and social media support.

Table of contents

Executive summary	17
Key findings.....	17
Developing local integration policies	18
Part I. What do we know about migrant integration at the local level?.....	21
Chapter 1. A territorial perspective on migrant and refugees integration	23
Introduction.....	24
Key findings.....	24
Regional differences in migrant integration	28
Multi-level governance matters	30
Key observations from the cities analysed.....	31
Types of integration policies vary, but all aim to ensuring equal access to services and opportunities.....	31
Multi-level governance allows cities to ensure equal access to services for all groups, in conjunction with the efforts of local civil society	32
Policy coherence at local level: Tools and learning practices.....	32
Refugees and asylum seekers: Responses to new challenges can help address past unsolved co-ordination problems and revamp a group-based approach.....	34
Experience with diversity makes places more resilient to increase in the number of newcomers	35
Making migrant inclusion a shared value.....	35
Local authorities are involved in integration for the long term.....	36
Designing city spaces to promote community, interconnected lives and a common sense of belonging.....	36
Sharing good practices across cities.....	37
Improving the measurement of integration	38
Conclusion	38
Notes	39
References.....	39
Chapter 2. Using statistics to assess migrant integration in OECD regions	41
Introduction.....	42
Key findings.....	42
Data description, indicators and sources.....	43
The geographic distribution of migrants in OECD regions	45
Variation in the size of migrant populations	45
Changes in migrants' presence across regions: 2005 to 2015.....	50
Recent versus settled migrants	52
Within-country dispersion of migrants' educational attainment.....	53
Migrants' labour market outcomes across OECD regions.....	57
Differences in employment/unemployment rates.....	57
Over-qualification and migrant employment	61

EU migrants and non-EU migrants face different challenges	62
Income gaps between migrants and the native-born	64
The role of regional characteristics in migrants' integration outcomes	66
Migrants' access to housing and housing conditions	68
Overcrowded housing	69
Deprived housing	70
Public opinion and attitudes towards migrants	71
Conclusion	74
Notes	75
References.....	76
Part II. Objectives for effectively integrating migrants and refugees at the local level.....	79
Introduction.....	80
Notes	81
Chapter 3. Block 1. Multi-level governance: Institutional and financial settings	83
Objective 1. Enhance effectiveness of migrant integration policy through improved co-ordination across government levels and implementation at the relevant scale.....	84
Why this objective is important and what to avoid	84
Which tools could work and what could be done better	85
Objective 2. Seek policy coherence in addressing the multi-dimensional needs of, and opportunities for, migrants at the local level.....	91
Observations: Why it is important and what to avoid	91
Which tools could work and what could be done better	93
Objective 3. Ensure access to, and effective use of, financial resources that are adapted to local responsibilities for migrant integration.....	98
Observations: Why it is important and what to avoid	98
Which tools could work and what could be done better	103
Block 1 Addendum. Shifts in the governance and funding of the policies for refugees and asylum seekers.....	105
Trends in multi-level co-ordination of policies for asylum seekers and refugees.....	106
Policy coherence in addressing asylum seekers and refugee reception and integration	110
Funding for the reception and integration of asylum seekers and refugees	112
Notes	113
References.....	113
Chapter 4. Block 2. Time and space: Keys for migrants and host communities to live together	115
Objective 4. Design integration policies that take time into account throughout migrants' lifetimes and evolution of residency status	117
Observations: Why it is important and what to avoid	117
Which tools could work and what could be done better	119
Objective 5. Create spaces where the interaction brings migrant and native-born communities closer	122
Observations: Why it is important and what to avoid	122
Which tools could work and what could be done better	128
Notes	131
References.....	131
Chapter 5. Block 3. Local capacity for policy formulation and implementation	133

Objective 6. Build capacity and diversity of public services, with a view to ensure access to mainstream services for migrants and newcomers	134
Observations: Why it is important and what to avoid	134
Which tools could work and what could be done better	134
Objective 7. Strengthen co-operation with non-state stakeholders, including through transparent and effective contracts	138
Observations: Why it is important and what to avoid	138
Which tools could work and what could be done better	139
Objective 8. Intensify the assessment of integration results for migrants and host communities and their use for evidence-based policies	142
Observations: Why it is important and what to avoid	142
Measuring indicators that are useful for policy making	143
Which tools could work and what could be done better	143
Notes	146
References	147
Chapter 6. Block 4. Sectoral policies related to integration	149
Objective 9. Match migrant skills with economic and job opportunities	151
Observations: Why it is important and what to avoid	151
Which tools could work and what could be done better	153
Activities on the demand side of labour integration	154
Activities on the supply side of labour integration	158
Objective 10. Secure access to adequate housing	161
Observations: Why it is important and what to avoid	161
While housing is one of the most immediate and important needs for all populations, for migrants it is a necessary step to regularise their status	161
Emergency housing is not a concern on average in the study sample	161
A concentration of migrants in certain neighbourhoods impedes integration	162
Obstacles to further inclusion of migrants' considerations in urban planning and social housing policies	163
Which tools could work and what could be done better	164
Objective 11. Provide social welfare measures that are aligned with migrant inclusion	170
Observations: Why it is important and what to avoid	170
Which tools could work and what could be done better	171
Objective 12. Establish education responses to address segregation and provide equitable paths to professional growth	173
Observations: Why it is important and what to avoid	173
Obstacles and opportunities determined by migrants' education level at arrival	174
Obstacles and opportunities to successfully integrate immigrant children into national school system	174
Obstacles and opportunities for language training	177
Which tools could work and what could be done better	177
Conclusion Part II	181
Notes	182
References	182
Further reading	183
Annex A. Produced indicators and data source	187
Annex B. List of 72 European municipalities and associations	189

Tables

Table 2.1. Groups of indicators in the Database on migrants in OECD regions	44
Table 2.2. Regional characteristics of migration increases	52
Table 2.3. Changes in the size of migrant populations and attitudes towards migrants.....	74

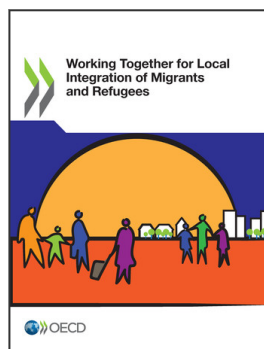
Figures

Figure 1. <i>Checklist for public action to migrant integration at the local level</i>	19
Figure 2.1. Distribution of migrants across OECD regions, 2014-15	46
Figure 2.2. Regional disparities in the distribution of foreign-born populations, 2014-15	47
Figure 2.3. Changes in the presence of migrants, 2005-15	50
Figure 2.4. Regional changes in the presence of migrants, 2005-15	51
Figure 2.5. Share of recent migrants among foreign-born populations, 2014-15.....	53
Figure 2.6. Regional differences in the share of migrants and native-born with tertiary education, 2014-15.....	55
Figure 2.7. Share of migrants with tertiary education vs. share of native-born with tertiary education, 2014-15	56
Figure 2.8. Regional unemployment rates of native- and foreign-born populations, 2014-15.....	58
Figure 2.9. Employment gap between foreign-born and native-born populations by type of region, 2014-15.....	59
Figure 2.10. Unemployment differences: Foreign-born vs. native-born populations by type of region, 2014-15	60
Figure 2.11. Difference in employment rates between foreign and native-born populations by level of education and type of region, OECD average, 2014-15.....	61
Figure 2.12. Over-qualification rates of native- and foreign-born populations across regions, 2014-15.....	62
Figure 2.13. Employment rates of non-EU and EU foreign-born populations across regions, 2014-15.....	64
Figure 2.14. Percent difference between native- and foreign-born populations in average equivalised disposable household income across European-OECD regions, 2012-14	65
Figure 2.15. Percent difference between native- and foreign-born populations in average equivalised household disposable income across urban and rural areas, 2014	66
Figure 2.16. Native-born-migrant over-qualification differences and settled migrant communities, circa 2012-14.....	67
Figure 2.17. Economic structure and the unemployment gap, circa 2012-14.....	68
Figure 2.18. Adults living in overcrowded dwellings, by household migration status and type of region, 2014.....	70
Figure 2.19. Adults living in deprived housing conditions, by household migration status and degree of urbanisation, 2014	71
Figure 2.20. Native-born unemployment rate and public perception of migrants, circa 2012-14.....	72
Figure 2.21. Migrant population shares and public perception of migrants, circa 2012-14.....	73
Figure 3.1. Migrant integration information gaps between local authorities and higher levels of government.....	84
Figure 3.2. Institutional mapping of the multi-level governance of integration-related policy sectors in Gothenburg (Sweden)	89
Figure 3.3. Institutional mapping of the multi-level governance of integration-related policy sectors in Amsterdam (Netherlands)	90
Figure 3.4. Ranking policy gap	91
Figure 3.5. Ranking funding gap.....	99

Figure 4.1. Percentage of inhabitants of “non-western” origin per neighbourhood, Amsterdam, 2016.....	123
Figure 4.2. Percentage of foreign population per district, Rome, 2015.....	123
Figure 4.3. Percentage of inhabitants of foreign population, Paris and periphery, 2010	124
Figure 4.4. Percentage of population with migration background above the age of 18 per district, Berlin, 2017	125
Figure 4.5. Percentage of persons foreign born by sub-district, Gothenburg, 2017	126
Figure 6.1. Competences for social housing in Vienna	164
Figure 6.2. Housing during and after the asylum process in Glasgow	166
Figure 6.3. Competences for social housing in Amsterdam.....	167

Boxes

Box 1.1. Who is a ‘migrant’?	26
Box 1.2. Description of the municipality sample and methodology	27
Box 2.1. What are ‘TL2 regions’?.....	43
Box 2.2. OECD stocktaking exercise of the location of asylum seekers across regions in Europe	48
Box 3.1. The European Structural and Investment Funds (ESIF) and the Asylum Migration and Integration Fund (AMIF).....	101
Box 3.2. An example of ERDF re-programming to address refugee needs: Brussels-Capital Region	101
Box 3.3. Toolkit on the use of EU funds for the integration of people with a migrant background (2018)	102
Box 3.4. Impact of dispersal policies on integration perspectives for asylum seekers and refugees ..	108
Box 3.5. Selected examples of policies for dispersing asylum seekers and refugees across national territories.....	109
Box 3.6. Multi-disciplinary Steering Committee in Sarcelles, France	111
Box 4.1. Inclusion in cities	127
Box 5.1. City to City Initiative	136
Box 5.2. The United Nations Mayoral Forum.....	137
Box 5.3. Cities contributing to the UN Global Compacts on Refugees and Migration.....	137
Box 5.4. Inclusive Growth in cities and the global coalition of Champion Mayors at the OECD.....	138
Box 5.5. Cost-benefit analysis of the Amsterdam Approach	144
Box 6.1. Housing for refugees and asylum seekers.....	165



From:

Working Together for Local Integration of Migrants and Refugees

Access the complete publication at:

<https://doi.org/10.1787/9789264085350-en>

Please cite this chapter as:

OECD (2018), "Foreword", in *Working Together for Local Integration of Migrants and Refugees*, OECD Publishing, Paris.

DOI: <https://doi.org/10.1787/9789264085350-2-en>

This work is published under the responsibility of the Secretary-General of the OECD. The opinions expressed and arguments employed herein do not necessarily reflect the official views of OECD member countries.

This document and any map included herein are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.

You can copy, download or print OECD content for your own use, and you can include excerpts from OECD publications, databases and multimedia products in your own documents, presentations, blogs, websites and teaching materials, provided that suitable acknowledgment of OECD as source and copyright owner is given. All requests for public or commercial use and translation rights should be submitted to rights@oecd.org. Requests for permission to photocopy portions of this material for public or commercial use shall be addressed directly to the Copyright Clearance Center (CCC) at info@copyright.com or the Centre français d'exploitation du droit de copie (CFC) at contact@cfcopies.com.