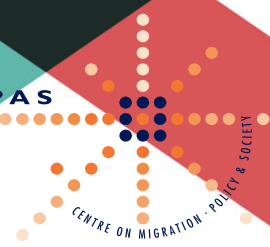**Global Exchange**
on Migration & Diversity

Inclusive Cities
Inclusive practices for newcomers at city level and examples of innovation from overseas

Background paper for the first meeting of the Inclusive Cities UK Working Group

Jacqui Broadhead
October 2017

COMPAS
CENTRE ON MIGRATION · POLICY & SOCIETY

UNIVERSITY OF
OXFORD

Contents

1. Introduction

This paper, produced by the Global Exchange on Migration and Diversity – the learning-exchange arm of the Centre on Migration, Policy and Society (COMPAS) at the University of Oxford – aims to inform the discussions of the city working group of the *Inclusive Cities* project. *Inclusive Cities*[1] supports five UK cities[2] and their local partners to achieve a step-change in their approach towards the integration of newcomers locally. Providing space for shared learning and reflection, and drawing on ideas and innovative initiatives from within Europe and the United States, it aims to support the development of an approach which is:

- Strategic across the city administration

- Consistently using positive messaging to develop an inclusive narrative which informs and drives practice

- Local authority led, working in close partnership with business, public and voluntary sector organisations – including those not usually actively involved in integration – to achieve shared goals through the appointment of a dedicated Taskforce

- Using an action plan to identify a number of priority areas which lead to practical initiatives which broaden opportunities for inclusion of all residents across the economic, social and civic life of the city, and

- Recognises, in particular, the needs of children and young people

The project is a learning-exchange initiative which allows the participating cities to reflect upon and develop their thinking in a number of ways:

- Peer learning between the cities

- Dedicated support from a project manager at the Global Exchange who informs the projects with research evidence and analysis and provides ongoing support

- Learning exchange with two US Cities, hosted by Welcoming America, an NGO which supports the development of a shared narrative and inclusive practices amongst city administrations and their partners

This paper aims, primarily, to be a resource for the participating cities, to support them to develop an action plan and narrative which will help them to achieve a change in how they approach the inclusion of newcomers. It aims to do this by providing an overview of the ideas and research base which underpin the project, both in terms of defining inclusion and inclusive practices and their application in the context of local government across the UK. It also provides examples of innovation from overseas against a number of thematic areas already identified by participating cities as being of interest in the formulation of their action plan and approach.

The paper is by no means exhaustive in its coverage of policy and analytical frameworks or in the examples of innovation from overseas, seeking only to provide an overview of the topics and how

---

[1] For more information visit http://www.compas.ox.ac.uk/project/inclusive-cities/
[2] Bristol, Cardiff, Glasgow, Liverpool and Peterborough. London has also joined the project as an Associate Member.

ideas about integration have been implemented by policy makers. It focusses in particular on the inclusion of newcomers and the role that host communities can play to support this.

2. Why is the inclusion of newcomers important for cities?

In recent years, the city has become a focal point for policy, practice and research in Europe in relation to the inclusion of newcomers from abroad (Caponio and Borkert 2010.) There are several compelling reasons for cities now to be the focus for this action and analysis. The first is demographic; whilst cities account for '55% of the total population in Britain, 76% of migrants move to its urban areas.'[3] As well as receiving overall a higher rate of migration in proportion to their size, cities tend to experience change that is rapid (Penninx 2004) and they are the areas most likely to become super-diverse (Vertovec 2007.) Migrants can thus be a significant factor in managing overall demographic change in the city and, as will be explored below, in its economic growth. As a result, newcomers have the potential to impact significantly on the core responsibilities of city administrations – from planning, to jobs and housing, to education and community safety. Cities, moreover, are likely to feel most acutely and disproportionately the effects of any failures in inclusion. They are well placed, however, to take the necessary steps to promote it: not simply in their role as employers and service providers but as place shapers, mobilizing key partners in the city who together can dismantle the barriers, open the doors and foster the relationships that inclusion requires.

We define newcomers broadly as all those who have recently arrived in the city. This includes those groups often excluded from policy discussions on integration because they are seen as 'betwixt and between' (Grillo 2007) either because they have been perceived as transitory (such as some EU workers), or as cosmopolitan 'citizens of the world' such as highly skilled workers and international students. Yet these groups can be an important asset base to the city that is potentially vital to its prosperity and so it is important that they are included within strategy in order that these opportunities can be capitalized upon. For example, research by Universities UK (2017) places the contribution of international students to the UK economy (outside of their fees and accommodation) at £5.4bn in 2014-15 and finds that this 'national impact is mirrored at a regional and local level' as well as having the potential to bring considerable 'soft power' to the city, through increased international links in the longer term.

However, it is also true that these groups can experience exclusion in some integration domains and can benefit from steps to facilitate their participation so that they can make a greater contribution to the economic, social, cultural and civic life of the city as well as to mitigate any potential tensions. Our focus here is thus not only on those who are vulnerable and in need of public services but on the full range of newcomers in order to maximise the contribution they can make. In the local context, newcomers may also include UK citizens who have moved to the city from another part of the country and equally have a need for information and advice about their new home.

---

[3] http://www.centreforcities.org/blog/general-election-issue-6-immigration-cities/

The inclusion of newcomers thus cannot be a marginal or ancillary part of city strategy; rather, in order to be successful, the city must take account of its changing demography across all areas of its responsibilities, reflecting an understanding of both the contribution and needs of newcomers across the board. This, crucially, does not mean that the needs of 'host' or 'receiving' communities (including longer standing migrant communities) should be ignored or relegated. Rather, as will be explored below, our definition of inclusion is both inherently two-way and reliant on the involvement of these communities at all levels in planning, implementing and participating in effective interventions. In that way, the city can more effectively hope to meet the full range of its strategic goals.

A second reason for focusing on this issue at city level, particularly pertinent within the UK context, is the recent increase in devolution to cities, following devolution in Scotland and Wales, for example through the new Metro Mayors and city deals[4] which offer two potential opportunities in relation to inclusive practices at the city level:

- the ability to provide local **leadership** on inclusion and to act as a **facilitator** and convenor for collaboration between the public, private and voluntary sector to open doors and remove barriers to participation

- increased freedom to deliver services which promote inclusion – in particular in relation to skills, employment and spatial planning as a result of specific devolution deals particular to each local context. These may complement the many existing services within the purview of local government which are necessary to promote inclusion; including but not limited to - economic development, housing, employment and skills, public health, community safety and cohesion.

The opportunities provided by devolution are set against the lack of a clear national policy framework for integration in the UK, which can also be seen as a further driver for cities to develop their own role. Whilst Welsh and Scottish devolved administrations have set out policies, such as the Local Strategic Framework on Inclusion in Wales and the work of the Scottish Strategic Migration Partnership (COSLA) in Scotland, there is no English equivalent or UK wide strategy on integration and inclusion. Research in other parts of Europe has been interested to note the change in relationship between local and central government in this area over the past decade. Scholten (2016) notes that whilst, 'in the past, centralist modes of policy coordination have had a strong effect in terms of creating policy convergence around a specific national model of integration… [we] know that the local level has become increasingly prominent.' He identifies four types of relationships that exist in different states between local and national government in relation to that trend: *centralist* (top down control)*, localist* (devolved responsibility) *multi-level governance* (shared responsibility where coordination works well) and *de-coupled* (shared responsibility but differing views on approaches and priorities).

---

[4] That is not to say that the lack of a Mayoralty, Metro Mayor or devolution deal in any way precludes the development of any of the approaches outlined in this paper, but that these may provide additional opportunities and leverage. Similarly some of these functions may be performed by other existing bodies - for example, through the local Strategic Migration Partnership (SMP.)

The lack of a comprehensive policy framework at the national level has created both opportunities and challenges for cities; challenge because of the lack of clarity in their roles and responsibilities in relation to inclusion/integration, but the opportunity to lead and shape their work in line with their own local priorities. As Scholten notes, this could include crafting a distinctive city specific strategy, but in a multi-level governance context in which city voices are heard and taken account of in the development of policy at the national level.

In summary, cities have a unique combination of drivers and opportunities in relation to the inclusion of newcomers. Their demographic profile as the places which welcome the highest numbers of arrivals provide both the impetus for action, the opportunity to benefit from greater economic, social, cultural and civic participation, and some challenges. Defining newcomers as all those who are new to the city will deliver a broader policy focus than one concerned only with certain types of migrants. It means that cities need to put this opportunity at the heart of their overall strategy in order for it to be most effective; and need to ensure that their approach engages not only newcomers but receiving communities in order to be successful. Finally, the lack of a comprehensive national policy framework in the UK provides an opportunity for cities develop their own approaches and to use their experience to help shape the future of the national policy debate.

3. How do we define inclusion and integration?

Inclusion and *Integration* are terms which policy makers and researchers have struggled to define. One of the most positive definitions, focusing on active participation by all members of society, not only newcomers, is used by the Organisation for Security and Co-operation in Europe's (OSCE) in its Guidelines on Integration of Diverse Societies (2012). It defines integration as a:

> 'dynamic, multi-actor process of mutual engagement that facilitates effective participation by all members of a diverse society in the economic, political, social and cultural life, and fosters a shared and inclusive sense of belonging at national and local levels.'

Whilst integration generally refers specifically to migrants and minorities, inclusion has sometimes been favoured by UK policy makers at the local level as a less contentious term (Spencer 2011a) and because it can refer to a wider agenda encompassing other socially excluded groups[5]. We use it in this project for those reasons, while recognizing that much of the research and policy literature uses integration. This difficulty in defining integration or inclusion is symptomatic of two contentious areas which have shaped (and sometimes hindered) the UK development of integration theory and policy.

Firstly, there is a divergence in how the term is used by policy makers and academics. 'In academic analysis it is often used to explain the process that migrants are engaged in from the day they arrive, regardless of policy intervention, whereas in policy debates it can be the term used to describe the desired end goal of integration policy' such as 'assimilation' or 'multiculturalism' (Spencer 2011b).

---

[5] Similarly, whilst inclusion has sometimes been adopted as a less contested term, this has often been as a method to provide an alternative to the contested 'integration' rather than in providing any greater clarity in what it means (Spencer and Charsely 2016.)

Within the policy context, integration has sometimes been used to refer to quite different policy outcomes. Grillo (2007) identifies three outcomes for newcomers in society as:

- **assimilation** or 'here and the same,'

- **integration** or 'here, but different' and, [an unintended outcome],

- **enclavement** or 'here but separate.'

Whilst these types of categories have been criticised as being overly simplistic and whilst other models emphasise a broader range of possibilities[6], these differing outcomes, and the prevailing concern of a perceived drift towards 'enclavement' has been the focus for much national policy debate, reviews and some policy reform.

MODEL OF INTEGRATION PROCESSES AND EFFECTORS

© Sarah Spencer & Katharine Charsley
Spencer & Charsley 2016
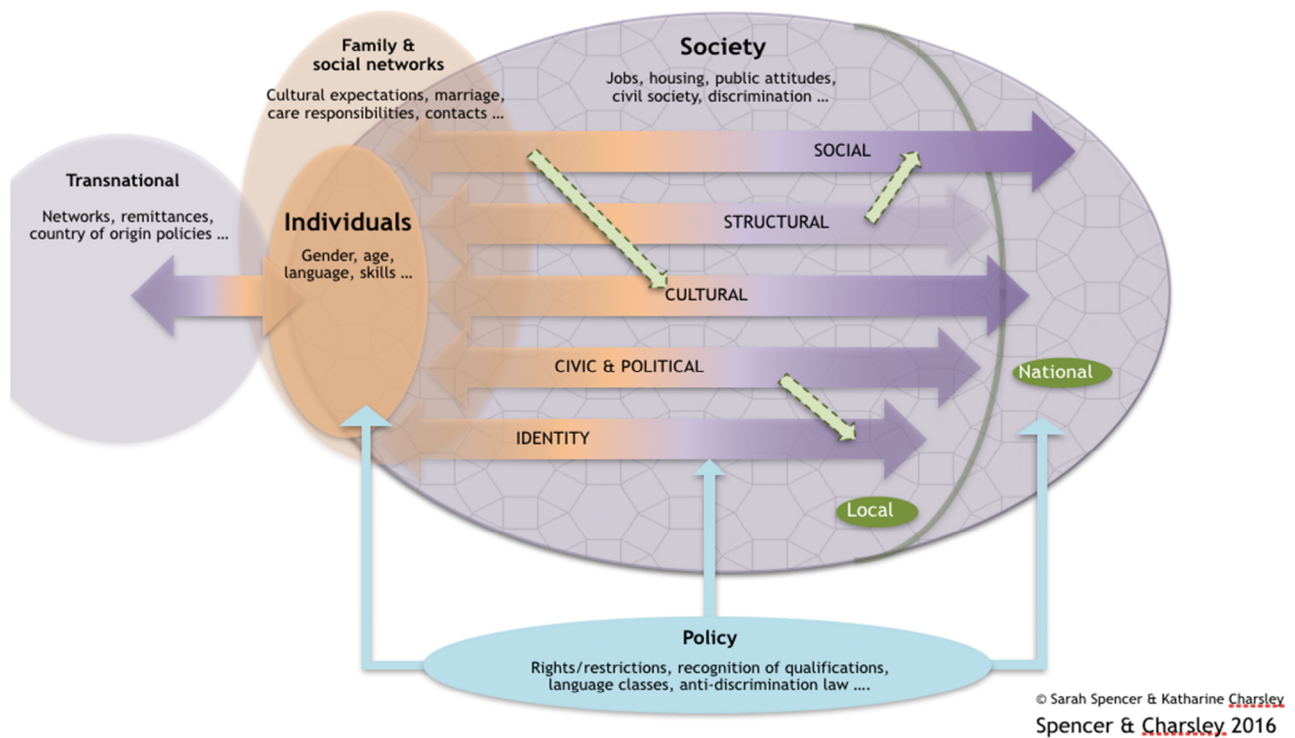
Criticism of 'assimilation' and of 'multiculturalism' has recently led to the development of an alternative approach that has proved popular with European cities, 'interculturalism'.[7] This approach seeks a constructive balance between valuing diversity (in contrast to assimilation), ensuring equality of opportunity (as in multiculturalism) *and* promoting positive interaction between people of different backgrounds.

In order to decide how to promote that balance, it is helpful to understand how integration processes work. As has been long recognised in the research literature, Spencer and Charsley

---

[6] For example Alexander (2003) identifies five attitudes that policy makers can have to migrants each of which shapes their policy response: *transient, guest worker, assimilationist, pluralist and intercultural*.
[7] See http://www.coe.int/en/web/interculturalcities/

(2016) highlight that integration processes are 'two-way' in more than one sense. They are processes that engage not only the newcomer or member of a marginalised group but also other residents who may open or close the door to their participation: 'an interaction which is fundamental to the outcome'; and they are processes which can go forwards but also reverse over time. Crucially, integration is not a single process but takes place across a number of domains: structural (as in the labour market); social, cultural, civic participation, and in relation to identity and mutual belonging. Many factors influence those processes, including policy intervention. They illustrate this in the diagram below, which also shows the extent to which integration processes take place at the local level, while being influenced by and in turn influencing the national context.

In summary, though the terms are not always easy to define clearly, the theoretical frameworks around integration/ inclusion highlight some principles fundamental to the Inclusive Cities project, namely:

- *that integration is concerned with both newcomers and receiving communities, that this is a mutual process, and this should be reflected in policy making*

- *that integration takes place across society (not only through public services) and so requires a range of actors to be involved and to take shared responsibility*

- *that integration happens across a number of domains and that the interplay between these is complex and that the experience in one may impact on the experience in another. For example, working anti-social hours can impact on social life and civic engagement may impact on a sense of identity and belonging.*

- *that a wide range of external factors impact on integration across these domains. This includes policy interventions, but also includes the human capital of individuals and social networks as well as the opportunity structures available in society (for example, the availability of jobs and housing.)*

- *that the different models of integration and inclusion have shaped national policy, in particular concerns about 'parallel lives' and that interculturalism may offer a model which balances valuing diversity and promoting contact at the city level*

# 4.	Integration/ inclusion policy in the UK

The UK introduced legislation to address racial discrimination as long ago as the 1960s and has since had a range of policies relevant to integration of migrants including a refugee integration strategy (first introduced in 2000), policy on social cohesion, and key interventions as on the teaching of English as a second language. There is however no national policy framework for integration of migrants in the UK, nor for the newcomers among them.

A series of policy reviews have focused on the risks of enclavement. For example, the Cantle review (2001) developed the concept of *parallel lives* and this was echoed in the recent Casey review into opportunity and integration (2016) which focused on isolated communities, segregation and differentiated outcomes and life chances based on background.

While those reviews focused on aspects of integration, and had limited focus on newcomers, the earlier refugee strategy sought to foster facilitation across each domain of integration. Ager and Strang's (2008) *Indicators of Integration,* commissioned by the Home Office, identified ten domains through which integration happens and has also been used to inform the formulation of the New Scots strategy for refugees. It uses the indicators to build a holistic model for refugee integration and sits alongside the Welsh government's Local Strategic Framework on Integration, frameworks within which local authorities can devise their own complementary approaches. New Scots sets out a vision for 'a Scotland where refugees are able to build a new life from the day they arrive in Scotland and to realise their full potential with the support of mainstream services; and where they become active members of our communities with strong social relationships.' This vision is supported by action plans tailored to many of the domains: Employability and Welfare Rights, Housing, Education, Health, Communities and Social Connections in order to track progress against these over the life of the strategy (2014-17) which has recently been renewed.

The Indicators of Integration Framework				
Means and Markers	Employment	Housing	Education	Health
Social Connections	Social Bridges	Social bonds	Social links	
Facilitators	Language and cultural knowledge		Safety and Stability	
Foundation	Rights and citizenship			

More recently the All Party Parliamentary Group on Social Integration, in its 'Integration not Demonisation' (2017) identified four core recommendations for the development of a UK wide national framework, implemented locally:

- Ministers should devolve substantive immigration policy powers to the constituent nations and regions of the UK – creating a regionally-led immigration system
- The government should develop a comprehensive and proactive strategy for the integration of immigrants.

- Rather than being seen as security risks or 'the other', immigrants should be viewed as Britons-in-waiting
- Ministers should develop a new strategy for the promotion of English language learning reflecting the guiding principle that no one should be able to live in our country for a considerable length of time without speaking English.

The report also identifies the 'tangled division of responsibility for integration policy between central government departments and agencies [which] has been compounded by the lack of an agreed view as to the role of local government in this policy area.'

From this, it can be identified that action on integration has been held back by a number of factors, including:

- the lack of clearly defined central government departmental responsibility (often split between the Home Office, DCLG and others)
- the idea that integration is the responsibility of the individual or of civil society[8]
- the lack of clarity in responsibility between national and local government resulting in the lack of a clear framework for action (Spencer 2011b)

In the UK, there is no agency charged with providing support to local authorities in developing their integration strategies, as in Portugal for instance, provided by its Migration Commissioner, although this role in Scotland has in part been played by COSLA. The Commission on Integration and Cohesion (2007) recommended such a body to be a source of data and good practice, but that recommendation was not accepted by the government of the day.

The implications of the UK wide national policy picture[9] on integration poses both challenges and opportunities for cities. The lack of a clear national framework means that there is scope for local administrations to take a lead and provides freedom for innovation. However, this also means that there are few significant resources available to local authorities to drive this agenda forward; there is no national source of data, few forums for shared learning amongst local authorities and little guidance on best practice.

In summary, the national policy picture in relation to inclusion in the UK lacks clarity, is constantly evolving and has fragmented lines of responsibility which can make it difficult for local government to understand exactly what its role is. However, this gap can also be an opportunity for cities to be at the forefront of change.

---

[8] Spencer and Charsely (2016) identify effectors such as social capital, or language capabilities which either facilitate or provide a barrier to individual integration which should, of course, be factored into the understanding of individual agency when it comes to integration
[9] notwithstanding, the different situations in Scotland and Wales

5.   How can UK cities respond?

5.1 Opportunities for local government to provide leadership in relation in integration/inclusion

If the division of responsibility between (UK wide) central and local government has, to some extent, resulted in policy stasis then the definition of integration as the interaction between migrants and the individuals and institutions of the receiving society that facilitate economic, social, cultural, and civic participation in which many actors, from public services and community groups to businesses and migrants themselves, take shared responsibility presents a considerable opportunity.

In his enquiry into local government, Lyons (2007) sets out a broader ambition; that local government should not simply be a service delivery arm of central government, but that

> 'they [local authorities] must be part of a broader debate about the type of country we want to live in: the balance we strike between citizen, community and government in terms of both power and voice, and how we manage the inevitable tensions between diversity, choice and a desire for common standards.'

Lyons defines this wider strategic role of 'place shaping' as the 'creative use of powers and influence to promote the general well-being of a community and its citizens' and highlights a number of components of this role including 'building and shaping local identity', 'maintaining the cohesiveness of the community' and 'working to make the local economy more successful': roles that are central to an inclusive agenda.

Whilst the intervention of austerity has seen a necessary retrenchment in the outward looking possibilities of place shaping, its principles allow for a template for the role of local authorities in crafting a shared narrative of inclusion, being a facilitator which can bring together partners from different sectors and provide local leadership. Taran et al (2016) in the UNESCO report *Creating Better Cities for Migrants* sets out a framework for effective governance of urban migration which proposes that:

'local authorities need a combination of political will, institutional capacity and financial resources to innovate, to devise and implement effective policy, to ensure coordination with other actors and to generate financial and other resources to effectively welcome and integrate refugees and migrants.'

There are some signs that government (both at the central, regional and local level) has a renewed interest in taking this broader role in integration and inclusion. Katwala et al (2017) identified the period 2010-2015 as a time when 'many policy recommendations were made but not followed through in practice' - but that four structural factors now create an opportunity for change:

- Political will following the Casey Review

- Increased chance of central government action through DCLG's formal response to the review[10]

- The EU referendum as a focal point and rallying call for policy makers, politicians and grassroots organisations

- Opportunities provided through the re-organisation of regional government (alongside devolution)

In summary, there is an opportunity for local government to take a broader 'place shaping' role in relation to inclusion, supported by the structural opportunities of devolution and increased political will and interest at the national level.

5.2 The potential contribution of devolution and of city offices for integration

Since 2010, there has been a period of decentralisation and devolution to the local level through the provision of significant additional powers and the creation of new governance arrangements and political structures to manage these. This devolution has been 'rapid', but also 'ad-hoc, incremental [and] piecemeal' (O'Brien and Pike 2015) as a result of deal making which has led to a wide variety of differing agreements and arrangements - initially with a city economic growth focus but which has broadened out to encompass other aims and agendas (ibid). Most notably, this has been seen in the creation of a number of Mayoralties and Metro Mayors, predominantly (though not exclusively) as a result of devolution deals as well as Local Enterprise Partnerships (LEPs), City Deals, Growth Deals, City Regions, Combined Authorities and Leadership Boards.

The APPG on Social Integration's 'Integration not Demonisation' (2017) identifies these structures as a particular opportunity for leadership, stating that 'regional immigration authorities, devolved administrations and combined authorities led by Metro Mayors should be expected to play a supportive and coordinating role – including through the development of regional integration strategies.' Similarly, Katwala et al (2016) identify the capacity to 'work in partnership with local authorities, civil society organisations, philanthropic bodies and business' to take integration forward through the appointment of deputy mayors with a focus on integration and inclusion; and through the establishment of city offices which can *champion* integration policies, *catalyse* the delivery of new work, *celebrate* integration and diversity and *challenge* the barriers that can prevent social integration.

This proposed model (which has now been adopted in London through the appointment of a Deputy Mayor for Social Integration, Social Mobility and Community Engagement) builds on the experience of US Offices of Immigrant Affairs prevalent in many US cities and as supported by Welcoming America (examples below.) De Graauw (2015) identifies 28 city offices of immigrant affairs alongside some state wide initiatives. These offices are congregated in larger cities and those with long standing migrant populations - but also those who have experienced recent and rapid immigration.

---

[10] The Government response to the Casey Review was expected in Summer 2017. However, given the General Election 2017, this has been delayed.

Whilst many of these offices also deliver services, De Graauw identifies two key roles that they all fulfil: *Leadership* and *Collaboration*.

According to the US experience, having a figurehead - either the Mayor, an appointed Deputy or a senior official (such as the director of the office) is critical to the success of such initiatives as they are able to provide a galvanising force both in crafting a narrative in relation to the welcoming of newcomers and providing strategic leadership.

Many also 'make the case that immigrants are of current and future economic importance to states and cities (and the larger nation). They highlight the economic contributions of immigrants and refugees and have developed programs and initiatives to retain immigrant talent, support immigrant entrepreneurs, and increase immigrants' economic contributions.' (ibid.) Secondly, city offices have been able to facilitate collaboration, both in streamlining and coordinating initiatives, but also in bringing in new partnerships - for example with employers, universities, the arts and sports providers.

Alongside the ability to take on a leadership role in inclusion, devolution offers significant capacity for cities to shape service delivery, based both on their existing models of good practice, as well as taking inspiration from the examples cited in this report.

In summary, devolution offers opportunities for cities to take a leadership role in inclusion as a galvanising force and also act as a facilitator/ convenor bringing together organisations not usually involved in integration in order to create change.

5.3 Inclusive growth and newcomers

As highlighted above, the devolution deals have been piecemeal and vary between different areas. However, several share a focus on two areas which pertain to the inclusion of newcomers:

- Commitment to fostering inclusive growth

- Devolution of responsibility for certain service areas, in particular, further education, skills and employment

Many city deals and other forms of devolution have placed a focus on driving economic growth at the local level – growth that will draw in skilled and low skilled labour from abroad – and on ensuring that this is inclusive. For the RSA's 'Inclusive Growth Commission' (2017) this means 'enabling as many people as possible to contribute and benefit from growth.' At the local level, it also means 'addressing inequalities which exist within localities'[11] and ensuring that new inequalities do not develop. In order to achieve this, the commission states that,

> 'we need to reimagine local leadership, looking beyond the formal levers of local government to empower a broad array of civic leaders – including business and community leaders – to mobilise the full force of a place's assets and resources in meeting a shared and enduring mission for inclusive growth. This needs to be based on local public legitimacy and its impact felt by people living in those places.'

---

[11] as opposed to the current model of 'grow now, redistribute later' RSA (2017)

This echoes the need for leadership and for local authorities to take a convening role - in particular with employers. However, inclusive growth also provides an opportunity to reframe the inclusion debate to see the newcomer population as an asset that will help drive inclusive growth, not only as a problem to be managed.

For example, the Commission recommends that:

1. City regions work together to form sectoral coalitions linking industry sectors and places in order to modernise industrial strategy.

2. The creation of new institutions or civic enterprises to connect business and industry, schools, training providers and universities.

3. That cities become places of life-long learning, with a commitment to human capital development from 'cradle to grave' through coordinated investment and support at every level.

Each of these recommendations could also be used to tackle some of the most challenging barriers to inclusion highlighted in the models above; namely labour market exclusion, and access to language provision. If inclusion of newcomers (as well as a recognition of the impact that large scale migration can have on the labour market for receiving communities) and its impact can be included within work on inclusive growth,[12] then devolution could offer a significant opportunity to develop services (in particular, though not limited to, improving English language provision and providing a clear through put to labour market access) and to build partnerships with employers to drive the production of employment opportunities open to all.

Given the demographic profiles of many cities, local authorities could make a strong case to use the devolution of such services to include consideration of migration and integration which has not been as prevalent in this agenda, to date, as it might have been.

In summary, devolution also offers opportunities in relation to inclusive economic growth and service delivery through the inclusion of newcomers within strategy related to economic development, labour market access - in particular building the language skills necessary to promote growth.

5.4 Existing responsibilities in relation to inclusion and integration of newcomers

Finally, in addition to the new developments and opportunities as a result of devolution, it is important to remember that local government already plays a significant role in many areas of service provision pertinent to the inclusion and integration of newcomers. These include:

- **Statutory responsibilities** in relation to No Recourse to Public Funds (NRPF) providing statutory social services support to families, vulnerable adults and care leavers, as well as the corporate parent responsibility to all children in care with uncertain immigration status[13].

---

[12] For example, this may include the proliferation of entry level jobs filled with EU migrants and the creation of hourglass economies focused on entry level at one end and highly skilled roles at the other with little in between
[13] Many NRPF families and children in care will, of course, be long standing residents, though some may be newly arrived. This group is sometimes expanded to include EEA nationals who are unable to access welfare benefits who may also be more likely to be newcomers.

- **Opt-in resettlement schemes which some local authorities have chosen to participate in** including the Syrian Vulnerable Person's Resettlement Scheme, Child at Risk Scheme and Gateway as well as the National Transfer Scheme (NTS) for Unaccompanied Asylum Seeking Children (UASCs) including through the Dubs Amendment[14]

- **Wider responsibilities which impact on integration and inclusion** including (but not limited to) community safety and cohesion, funding and support for voluntary and community sector groups and provision of information and advice.

Alongside these specific services, there are also mainstream services which are widely used by newcomers or services in which certain demographics are underrepresented and therefore additional outreach to encourage participation is developed (for example as part of public health responsibilities.)

As well as taking examples from innovation overseas, or from new developments in relation to devolution, there is also a case to be made for local authorities to grow outwards from existing examples of success within their practice.

For example, in conversation with local authorities prior to the start of *Inclusive Cities,* the Syrian Vulnerable Person's Scheme has emerged as a galvanising factor for some local authorities. Despite being relatively modest in size, it has encouraged those authorities which have not previously participated in resettlement programmes to analyse the provision available and commission services in order to meet the Home Office's Statement of Requirements for the programme, as well as learning from the experience as it has been put into practice. Subsequently there has been scope to build on the best practice identified as part of the Syrian programme to support other groups of newcomers, for example building on the volunteer groups which have emerged to support this small group to do wider work. The scheme has also in some areas identified gaps in provision. For example, Strategic Migration Partnerships have been provided with funding to map English Language provision and this, alongside additional powers in relation to skills funding through devolution, could provide an opportunity to develop inclusive practices which reach across the population.[15]

Similarly, the first round of the Controlling Migration Funds has been awarded to local authorities in England[16] which aims to support local areas to ease pressure on services resulting from high levels of recent migration. Lessons from the projects funded through this scheme could be developed more widely by local authorities.

> In summary, alongside the opportunities for new initiatives, local government also has the capacity to build on its existing areas of innovation and success. In particular the Syrian VPRS scheme has been a galvanising moment for some local authorities.

---

[14] The NTS is at present voluntary for local authorities, thought the Immigration Minister retains the right to mandate the scheme if enough places are not forthcoming. A target of no more than 0.07% of the child population to be UASCs in any one authority has been set - primarily to reduce the pressure on services and the uneven distribution focused on Kent and Croydon.

[15] See section 4.7 for more information on ESOL provision

[16] See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/630560/CMF-July.pdf for awards to date (as of August 2017)

6.   Examples of recent innovation from overseas

Having set out the policy and research background, this section sets out innovation from overseas across a number of areas involved in the integration/inclusion of newcomers. These were chosen as areas over which local authorities have some control and ability to act (for example, whilst changes to immigration policy would undoubtedly have an effect, they are not currently within the scope of local government and are therefore excluded) and were selected as having been raised by the participating cities in the *Inclusive Cities* project in exploratory meetings at the start of the project with the researcher.

It does not aim to be and is by no means, exhaustive, but hopes to provide a taste of the range of initiatives out there, information which can be added to over the lifespan of the project as cities identify their priorities. Not all of the cities will have the same aims as the *Inclusive Cities* project and may be working in a different context. Therefore the examples cited here aim to provoke debate and ideas, rather than suggest that they could be simply transposed onto the UK context.

Similarly, there are, of course, a multitude of positive examples of innovative practice within the UK. These are not covered within the scope of this paper, though there are some other resources which cover innovation in this field from within the UK, and *Inclusive Cities* hopes to be able to contribute further examples of innovation in this area over time.[17]

6.1 Developing a city wide strategy

Many European and North American cities have developed their own strategy for inclusion and integration to reflect the particular characteristics of their city, including those in countries who do have a national policy framework. Each of the intercultural cities, for instance, formulates their strategy as part of the evaluation process for that Council of Europe programme.

Key to the process is that strategy is closely aligned to the overall aims of the administration and not a marginal or ancillary document. As a result of this the best strategies are specific to the local context and deeply embedded within the overall strategic aims of the city.

There are several initiatives which aim to set out 'how to' guides for the development of strategy in relation to newcomers and the 'hallmarks' of an inclusive city. For example, the *Intercultural Cities* programme identifies 10 elements:

a. Encourage the development of positive public attitudes to diversity and a pluralist city identity

b. Initiate a review of the main functions of the city 'through an intercultural lens' and use this to develop flagship projects

c. Develop the city's skills in mediation and resolution in order to mitigate tensions

---

[17] For example, the APPG on Social Integration, the British Academy's Local Action on Social Integration, Migration Yorkshire's best practice on Syrian VPRS, the New Scots framework for refugee integration and the Welsh Refugee Council's Local Strategic Frameworks

d. Invest heavily in language training

e. Establish a joint strategy with local media agencies

f. Establish an international policy for the city which sets out its identity, establishes trade and policy links internationally and monitors and develops new models of local/global citizenship

g. Establish an observatory to gather data and examples of good practice internationally

h. Initiate a programme of intercultural awareness training for staff and politicians

i. Initiate welcome initiatives for newcomers

j. Establish processes for encouraging cross-cultural decision making in civil society organisations and public institutions

The *EUROCITIES Integrating Cities Charter*[18] was launched in 2010 and signed by 25 cities and suggests that cities design their approach around what it sees as the duties and responsibilities of European cities in relation to providing equal opportunities for all residents, integrating migrants and embracing diversity. It distinguishes between the different roles of city administrations as **policy makers** (facilitating engagement and communicating inclusion proactively), as **service providers** (ensuring that needs are understood and equal access is provided) as **employers** (ensuring representative diversity and fair and equal treatment) and as **buyers** (promoting equality and diversity within procurement.)

Taran et al (2016) in the UNESCO report 'Creating Better Cities for Migrants' sets out eight key principles for the development of an inclusive city:

1. Protect and promote the rights of migrants;

2. Provide access to services and ensure equal opportunities for all;

3. Representative democracy through participation of all communities;

4. Celebrate cultural diversity as a source of exchange and dialogue;

5. Foster tolerance and fight against discrimination and racism;

6. Mitigate ethnic, cultural and religious tensions and conflicts of interest within urban communities;

7. Foster social cohesion and shared belonging;

8. Urban planning towards cities as common goods.

Dublin's[19] recent integration strategy aims to promote integration through reviewing how it can be more embedded in its mainstream practices. Through its review of existing policy and practice, the city found that many services existed but that information was not well coordinated and accessible

---

[18] http://www.integratingcities.eu/integrating-cities/integrating_cities_charter
[19] See Dublin's Strategy here:
http://www.dublincity.ie/sites/default/files/content/Community/SocialInclusion/Documents/DCC%20Integration%20Strategy%20Final%20PDF.pdf

and that access to language provision remained complex and could be better coordinated. The city identified four priority areas:

1. Developing Information and Training

2. Supporting Inclusive Communities

3. Facilitating Language and Education

4 Supporting Employment and Business

These themes were then aligned to the relevant Common Basic Principles (CBP) for Immigrant Integration Policy in the EU[20] as the baseline for successful delivery. This was followed with a corresponding action plan, setting out clear actions and success criteria as well as a lead within the local authority and a partner agency lead (where relevant.) Gebhardt (2014) underlines the importance of linking an action plan to strategy as a way of rendering integration policy more 'transparent through the definition of concrete goals, measures, and responsibilities.'

Copenhagen's Integration Policy[21] (2011-2014) focused on an outward facing set of contributions and actions for different groups, including Copenhageners, employers, politicians, and those from educational institutions. This mirrored four particular themes and goals for the policy, which were each supported by a corresponding action plan.

Theme	Goal(s)
All children and young people must have a good start in life	• More competent school leavers
Inclusion in the labour market	• More people in jobs • More diversified management and staff in the city of Copenhagen
Reaching out to vulnerable groups and areas	• More citizens must benefit from the city's services • A safer Copenhagen for all groups
The open and welcoming city	• More citizens must feel a sense of belonging to Copenhagen • Fewer citizens should feel excluded due to poverty • Fewer citizens should experience discrimination

Welcoming America works with cities (often with city offices for immigrant affairs) to develop their vision on how to become a welcoming city and the steps needed to achieve this. Pastor et al (2015) identify three broad functions for the work of city offices and the Welcoming Plans or strategies that they develop (beyond the leadership and convening roles outlined earlier); *defusing* tensions,

---

[20] http://www.eesc.europa.eu/resources/docs/common-basic-principles_en.pdf
[21] http://citiesofmigration.ca/elibrary/the-city-of-copenhagen-integration-policy/

attracting newcomers and *integrating* immigrants. It is also important to note here the different meanings of 'welcoming' within these aims. This can be used both in terms of attracting new populations (and therefore externally facing) and seeking to work with existing communities (internally facing.) Attraction policies may be more controversial in some areas, in particular those with quickly growing populations or a perception of such, than others. Obviously, many strategies will combine more than one function (and the experience of existing communities may have an impact on the ability to attract new communities - if this is an aim), but having clarity on a clear goal and objective is key to successful strategy.

Pittsburgh[22] has placed attracting and retaining immigrants at the heart of its plan for growth, setting out priority areas and actions over the short, medium and long term which will help it to meet its aim.

The plan also places inclusion within the city's broader strategic aims. Pittsburgh has experienced population decline as a result of de-industrialisation and has set a target of growing the population by 20,000 over the next 10 years in order

Reproduced from the Welcoming Pittsburgh plan

to challenge 'stagnant population growth, diminished diversity, and persistent hurdles to opportunity.' The plan works explicitly in tandem with the city's economic growth plan and has placed a high premium on working with existing community groups rather than setting up new initiatives.

From these examples it is clear that cities have differing priorities in developing their integration strategies but are increasingly moving towards embedding integration within their city-wide objectives rather than treating it as a marginal concern focused only on vulnerable migrant populations.

6.2 Developing a city wide narrative of inclusion

Alongside developing a strategic action plan for promoting and promulgating inclusive practices, the importance of developing a city wide narrative emerged as a key priority in the exploratory discussions for the *Inclusive Cities* project, reflecting a broader recognition of the importance of this approach among European organisations. A city wide narrative of inclusion could cover a number of interrelated but separate approaches, each with a different point of emphasis, such as:

- Specific initiatives, often built on existing service delivery areas, which attempt to diffuse tensions in relation to integration and inclusion (predominantly aimed at 'host' communities)

---

[22] See further neformation on Welcoming Pittsburgh here: http://pittsburghpa.gov/mayor/welcoming-pgh/index.html?page=welcoming-pittsburgh-plan

- Consistent messaging across the authority and its partner agencies which aims to tell a story of the place or city – drawing together or developing existing ideas about a place in order to tell a shared story of inclusion for the inhabitants (for both newcomers and 'host' communities)

- City branding exercises which draw together other place based strategies (such as economic regeneration or tourism) in order to create an outward facing 'brand' (predominantly aimed externally.)

The use of each of these approaches is necessarily defined by the primary aim of the city narrative and if its audience is predominantly internal, external or a combination of the two and whether it has a specific intended audience (such as employers, international students or concerned local residents.)

One model is to use a narrative to try to diffuse tensions through dispelling the myths around migration, such as **Barcelona's** _Anti-Rumours Strategy_[23] which generates tools and resources to dispel the most common myths and rumours surrounding migrants in order to reduce fear and distrust about the 'other' and promote cohesion and interculturality. The audience for this is existing residents in the 'host' community and it is explicit in its aim. For example the rumours are written colloquially as '_they_ [my italics] do not pay taxes' clearly delineating between the migrant groups and the 'host' community. The project is also an example of shared responsibility with the lead being taken by non-governmental partners to ensure that the message gets through to those who might not already engage through the recruitment of 'agents' (such as teachers and healthcare professionals) who receive training on the strategy and are encouraged to intervene in conversations in which they could dispel rumours and myths.[24]

Bologna Cares[25] attempts to foster a narrative of solidarity and a shared story through a series of campaigns which are pushed out into the local community. For example, a series of welcoming films shown before popular outdoor film screenings in the main square and adverts on the sides of buses set out to explain that welcoming for asylum seekers and refugees is a positive choice which supports the whole community (as opposed to the negative effects of not providing support.)

These approaches can be framed as predominantly defensive - aiming to diffuse tensions or dispel myths. Welcoming America's _Stronger Together Toolkit_[26] sets out a number of message themes which aim to shape a pragmatic message and narrative, targeted to specific audiences and which take a proactive stance on developing a narrative message - either through focusing on the assets that newcomers bring or in promoting the positive characteristics that being inclusive demonstrates about the host community. The key messages outlined are:

---

[23] See http://ajuntament.barcelona.cat/bcnacciointercultural/en/anti-rumors-what-do-we-do
[24] See the full toolkit here: http://pjp-eu.coe.int/documents/6374912/0/Prems+079615+GBRFinal+2587+CitiesFreeRumours+WEB+21x21.pdf/c01ea15a-0195-494f-820f-00ada611f01f
[25] http://www.bolognacares.it
[26] See https://www.welcomingamerica.org/content/stronger-together-toolkit

Message	Key lines
Stronger together	"Our community's success depends on making sure everyone who's a part of it—including immigrants—feels welcome here."
Innovation	"Immigrants are innovators: entrepreneurs and small-business owners whose contributions are helping us grow our local economy… [they] bring new ideas and a willingness to work hard to see them succeed."
Vibrant Communities	"Immigrants are a vital part of our community—they bring fresh perspective and new ideas, start businesses and contribute to the vibrant diversity that we all value."
Twenty First Century Economy	"Competing in a twenty-first century economy will require taking full advantage of our most important resource—our people. Communities across the country and around the world are in a race…to attract the human capital that will allow them to thrive in a global economy. Becoming a more welcoming place for immigrants gives us a leg up in that competition and helps us retain talented people of all backgrounds."
Shared Values	"Our community was built by immigrants—hard-working people, our parents and grandparents, who believed in the American Dream. We should welcome those who are following in their footsteps and doing their part to create a thriving community. From those who cook the food that we eat to those who create innovative businesses, new immigrants realize the value of working hard and doing your part to help build a stronger community."
Friendliness	"Our community has always been a welcoming community. We don't care where you came from or what you look like, we care about what kind of person you are. We want people to know that our community is always willing to extend a hand in friendship to those who want to be a part of it."

These messages can be seen in the narratives developed by a number of US cities. For example **Atlanta**[27] has focused on three of the messages above to develop a narrative which:

- Draws on the history of the city as the 'birthplace of civil rights' in order to make the case for its role as welcoming city *(shared values)*

[27] http://www.welcomingatlanta.com

- Defining Atlanta as a place which welcomes with 'Southern hospitality' *(friendliness)*

- Positioning Atlanta as a fast growing city which wants to compete on a world stage (*21st century economy.)*

6.3 Civic Orientation, information and advice

Civic orientation facilitates the inclusion of newcomers as quickly as possible after arrival. Pro-active orientation is one way that cities have sought to shape the initial impression that newcomers have of the city in their first few weeks and months. This need for orientation and information is common to all newcomers, regardless of immigration status or nationality and so is potentially a way that a city administration can put its narrative into action, by providing information about services and helping to orientate people in the way that the new city operates in an inclusive way.

Lisbon's *One Stop Shop*[28] has in many ways set a template for this model of service (including developing a handbook on how such services can be set up). It brings together 30 different services under one roof so that newcomers (as well as other city residents) can access everything from social security through to buying internet services and applying for a health card. The centre is centrally located and is open until 8pm on weekdays and on Saturdays. The centre also employs cultural and language mediators to provide additional support.

Whilst, this comprehensive approach has been described as a model, it has cost implications which could require allocation of new resources. Philanthropic funding may be a possibility to deliver this, as other initiatives, if monitored to evaluate impact. One way to mitigate cost, however, is through the use of technology to provide a virtual one-stop-shop. Helsinki's Digital *Information Service*[29] complements their comprehensive face-to-face provision with an online alternative for those who do not wish to visit the physical base. Whilst at present these two routes are complementary, in future the city may focus its resources through its online offering.

Another approach combines services for tourists with those for newcomers. Ghent *Infopoint*[30] is based at the central train station and aims to provide basic information on arrival. It is complimented by a specific Infopoint for migrants (including providing services to Belgian citizens who wish to emigrate) in the city centre. The Infopoint provides information on entitlements and registration procedures as well as a translation service, translating official documents into Dutch. Whilst they offer signposting, they do not offer advocacy services and they collect minimal information from those who attend the Infopoint, to encourage everyone to access it.

Start Vienna[31] offers a more targeted orientation service, specifically linking newcomers into a coaching service and the German language courses and integration services. Though the service does provide more general information and signposting on finding a job or accessing school places, its focus is primarily on accessing language provision (though a central hub and voucher system) and integration courses.

---

[28] http://citiesofmigration.ca/good_idea/one-stop-shop-mainstreaming-integration/
[29] https://www.hel.fi/uutiset/en/kaupunginkanslia/digital-helsinki-programme
[30] https://visit.gent.be/en/information-point-gent-sint-pieters-railway-station?from_category=3416&context=tourist
[31] http://www.startwien.at

Finally, civic orientation is generally used to refer to interventions which occur at the moment of arrival in the city and provide generalist advice about the city (i.e. that which is not specific to migrants.) However, the moment of citizenship (or the moment that people seek advice in order to move towards a route to settlement) could also be seen as an opportunity to embed orientation within an offer of advice. **New York's** *Citizenship Initiative*[32] provides free legal advice through outreach sessions held in public libraries to support residents to find out if they are eligible to apply, meet with a lawyer, apply for citizenship and get free, confidential financial counselling. The project is a public/private partnership working with philanthropy (including the Robin Hood Foundation) and business (Citi Community Development.) The project is complemented by a specific initiative working with unaccompanied minors 'Safe Passage' (also a public/private partnership) which provides impartial immigration advice to newly arrived minors and supports those eligible to gain citizenship. These two programmes demonstrate both generalist, open access and targeted support (for example to those for whom the local authority has a direct 'corporate parenting responsibility') as methods in which cities could promote inclusion through an 'early' offer of advice, delivered in an inclusive way. The project has grown into **Cities for Citizenship**[33] which encourages cities to invest in citizenship programmes to unlock the potential of those eligible and to promote engagement.

Katwala et al (2016) identify how some of these initiatives could build on existing UK local government functions such as Citizenship ceremonies, whereby these could be used more proactively as a tool to drive inclusion at a moment of transition, both through the narrative that they promote and also practically by encouraging people to, for example, register onto the electoral roll as they become citizens (as already happens in some local authorities) and therefore maximising this opportunity to engage.

6.4 Supporting inclusive economic growth and the role of employers

The opportunities of devolution and the focus on inclusive growth and city deals, mean that there is a powerful case for city administrations to work closely with local employers in order to maximise their contribution to inclusion.

There are four main ways in which this could be explored:

- Working with employers to make the economic case for inclusion

- Working with employers to improve their practice in order to be more inclusive (through recruitment practices and supply chains.)

- Placing services which promote inclusion within workplaces (for example, advice services or language classes)

- Supporting entrepreneurship

Employment opportunities and economic advantages are an important way that cities could develop a narrative of inclusion - focusing on the assets that newcomers can contribute (as well as

---

[32] http://www1.nyc.gov/site/immigrants/help/legal-services/citizenship.page
[33] http://citiesforcitizenship.com

proactively addressing concerns in relation to the pressures - perceived and real - that they place on the labour market). **Global Detroit** was a reaction to the 2008 financial crisis, bringing together regional business, philanthropy, academia and community leaders to better understand the impact of immigrants on the regional economy and to 'develop strategies that could tap into immigrants' talent, innovation, entrepreneurial spirit, and determination to foster regional job growth and prosperity.' Since 2010 it has raised over $7million dollars in government, corporate and philanthropic investments to launch initiatives to implement this vision.[34]

Global Detroit worked with New American Economy[35] to publish 'New Americans in Detroit; A Snapshot of the Demographic and Economic Contributions of Immigrants in the City.' The report uses predominantly existing data sets to set out the economic contribution of migration to Detroit – not only demographic data but the tax contribution of migrants, the number of people employed by migrant owned businesses and the job creation opportunities offered by retaining international students.

Alongside working with employers to set out a narrative of inclusion from an economic perspective, it has also delivered specific initiatives to increase labour market access for migrants and achieve benefits for both the arriving and host communities.

For example, it supports _Upwardly Global_[36] which works with underemployed skilled migrants to get them into employment which matches their skill level. It does this through building employer partnerships that benefit from access to the talent pool and by providing training to migrants to overcome the barriers (both practical, such as qualifications not being recognised, but also cultural) which prevent them from accessing employment at the level to which they are qualified.

A number of employers have made notable commitments to provide employment opportunities at the entry level - with a focus on supporting refugees in response to increased arrivals in Europe and the immigration policy context in the US under the Trump administration.

For example, _Starbucks_ has made a commitment to hire 10,000 refugees in the US, 1,000 in Canada and 2,500 in Europe. This programme is in partnership with International Rescue Committee and although not a city specific initiative, has partnered with a number of local agencies to deliver the programme.

In **Toronto** Starbucks Canada has partnered with a local employment agency ACCES to host recruitment events and to date has hired over 100 refugees in Toronto. Starbucks has also committed to hiring the same number of veterans - it did this partly in response to a backlash at the announcement of its plans (which was linked to the announcement of the 'travel ban' by the Trump administration in January 2017.) While this was a reactive example, it is an interesting way of balancing the needs of the host community with those of newcomers in order to mitigate adverse reactions amongst the local communities.

---

[34] http://www.globaldetroit.com/about
[35] New American Economy is a business led initiative brings together more than 500 business leaders and mayors in the United States who support immigration reforms that will help create jobs for Americans today.
[36] http://www.upwardlyglobal.org/about-upglo

In **Erlangen**[37] in Germany, the major local employer _Siemens_ has worked with the city to develop strategies to counter misinformation about newcomers. One pilot project saw a training programme for skilled migrants (in this case asylum seekers). The programme was made up of two parts; the creation of tailor made internship placements targeted to the identified skills of local asylum seekers which matched business need for Siemens (engineering, healthcare, medicine, biology, and chemistry) alongside the creation of a company wide support network. This support network includes a buddy program, employee awareness training, public relations, and monitoring. This is an important aspect of the programme as it includes the whole company and seeks to build buy in within the company as one which promotes diversity as a means to foster creativity and innovation within the organisation.

As well as providing direct employment opportunities and training, another role for employers is as a way to reach people who may not otherwise engage with services - either because their work patterns do not allow them to engage at traditional times, or because they do not know about the services on offer.

The National Immigration Forum's _New American Workforce_[38] programme 'works with businesses to assist their eligible immigrant employees with the citizenship process, including English language learning so they become full participants in the workplace, their community and our economy.' It works in 8 US cities providing citizenship information sessions and other support. It recently partnered with Walmart Foundation to provide contextualised English Language for employees of supermarkets in **Houston, Miami** and **New York.** The project aims not only to improve English language proficiency through a 12 week intensive course, but also to deliver business benefits by increasing the number of internal promotions and so reducing recruitment costs. 17% of the first cohort of 500 employees has been promoted and further funding was agreed in July 2017 to expand the programme.[39]

Finally, alongside working with existing employers, there is a significant potential role for city administrations to promote entrepreneurship amongst newcomers. **_Do it in Barcelona_** aims to attract newcomer entrepreneurs to the city by providing them with personalised services to support the development of their business, including welcome guides, support to get the relevant permits, a one stop online service to deal with city procedures and coaching and buddying networks. Since 2012 over 2,500 entrepreneurs have used the service and it has been an important part of the city's effort to promote economic growth following the financial crisis.

Start Up Lisbon similarly aims to incubate the growth of startups, helping them attract to customers and investors, to scale up, and become global. It has a particular focus on fast growing 'start ups' and is looking for 'highly scalable business models built on innovation.' Entrepreneurs are encouraged to apply and are assessed by a panel of business people, investors and alumni. Start Up

---

[37] A full case study of the project is available here: http://pjp-eu.coe.int/documents/6374912/6911360/Case+Study_Siemens_traineeships.pdf/baa62f8a-211c-44ff-9c7e-c9d1d2c55965

[38] http://immigrationforum.org/programs/new-american-workforce/

[39] See an overview of the pilot evaluation here: http://immigrationforum.org/wp-content/uploads/2016/09/SONAW-Results-Fact-Sheet-1.pdf

Lisbon differs from the Barcelona model which is linked to the Intercultural cities agenda and has an overt migration and integration focus. However, Start Up Lisbon's positioning encourages global business models and its eligibility criteria is open to all nationalities meaning that it is outward facing in encouraging greater inward investment. Once a start-up is accepted it offers mentoring and coaching, but also office space, an airport office and initial accommodation for those arriving from overseas or internal migrants from within Portugal.

6.5 Language Provision

There is research, policy and relative political consensus on the importance of ESOL provision for integration, as outlined in Refugee Action's *Let them Learn* report (2017) which stated, 'Government research shows that English skills are critical to integration in UK society, to social and academic development, and to meeting basic needs. Successive UK governments have repeatedly identified the social and economic benefits of being able to speak English as one of the key drivers behind the provision of ESOL.' In spite of this, funding for ESOL in England has fallen over the last few years with funding in England having declined by 55% since 2009. There is also no strategy for ESOL in England - though both Wales and Scotland do have strategies and funding is a devolved matter. As outlined elsewhere in this paper, skills funding is also part of the devolution deals for many cities and regions and so it is likely that local government will have greater say over provision in future - though it is unclear at present the exact mechanisms for this and whether local government will have significant freedoms or be a delivery arm for centrally driven policies and whether the funding will be in place to deliver provision effectively.[40]

Research by both NATECLA (2017) and Demos (2014) advocates the need for more proactive engagement by local authorities in ESOL, including through the creation of a central hub to map provision and signpost

Alongside more formal language provision, many examples of innovation are based on conversational classes focusing on social contact and civic orientation, alongside the benefits of language learning. *Failte Isteach*, which runs throughout Ireland, links older volunteers to newcomers to provide language provision. The project had a dual aim of developing language skills but also promoting integration through social contact and supporting the host community. A 2013 evaluation of the project noted significant benefits for students but also for the volunteer tutors who cited various reasons for joining the project including that it 'helped the transition from work into retirement,' 'put structure to one's free time,' and 'allowed them to use skills that have been built up over one's working life' as well as strengthening their social networks.

Similarly, *Swedish with your Baby* tackles what is often a barrier to participation - childcare by turning it into a shared bond between groups of parents in **Stockholm**. The project takes the concept of new parents meeting with their children and embeds both language learning and welcoming of newcomers into it by bringing together new mothers from many different communities for conversation practice.

---

[40] Sandford (2016) states that in England, there will be 'full devolution of the budget from 2018-19. Areas will be required to undertake a full review of further education and skills provision, and to have agreed arrangements with the Government for managing financial risk. Some areas will also take on the Apprenticeship Grant for Employers.'

learners[41] as well as highlighting some structural issues, such as the lack of pre-entry provision, the lack of ESOL programmes tied to employment and the resulting lack of progression. The APPG on Social Integration report (2017) highlights improving ESOL provision as one of four core recommendations and states that it should be a right of all those arriving in the UK.

Many of the factors in relation to improving ESOL are structural and need to be approached systemically. This paper can only scratch the surface of these complex areas of provision, and its challenges are not limited to the UK. The MIPEX index 2015 highlights targeted support to access the labour market (including language training) as a 'major weakness in most countries' though some, such as Germany, do have more intensive, centralised and subsidised language provision. However, there are also international examples of innovative practice which focus on addressing specific issues such as outreach and engagement - bringing together newcomers and host societies.

New York's *We Are New York*[42] is an Emmy winning television programme developed in association with City University of New York (CUNY) which supports language learning whilst signposting people to services. It is accompanied by resources which can be used by practitioners in the classroom (and through the associated 500 language circles set up in conjunction with the project) and for self-study and has been used by over 13,000 students since its launch in 2009.

6.6 Inclusive Spaces

Alongside delivery of services (and its leadership and convening role) local government also has significant responsibilities for spatial planning and the creation of inclusive spaces within the city. Obviously, this is a wide ranging topic with a research literature all of its own and this paper does not propose to engage fully with the ways the planning regime can promote inclusivity (though this could be an important aspect of long term inclusion strategy), but there are some ways in which creation of spaces, or outreach programmes which encourage people to share spaces can facilitate inclusion. In particular, they can foster the social contact and bridging identified by Ager and Strang (above) as indicators of integration.

There are two main types of projects that promote inclusive spaces which will be explored; those which create specific 'intercultural' spaces and those which use outreach and engagement to bring newcomers into existing spaces. This is an area where engagement with 'host' or 'receiving' communities is equally important.

For example, the **Urban Innovation Actions (UIA)**[43] supports 'urban authorities to experiment with bold and innovative solutions to urban challenges' and has funded several European cities to create intercultural spaces and projects - which benefit refugees and migrants but also have an offer for the receiving communities. For example **Utrecht**'s Refugee Launchpad and **Antwerp's** CURANT provide housing and training opportunities for young asylum seekers, alongside young people from the local community in order to facilitate shared spaces, social connections and the integration that

---

[41] NATECLA's research contains case studies from Leeds and Nottingham on how this has been achieved
[42] http://www.nyc.gov/html/weareny/html/home/home.shtml
[43] http://www.uia-initiative.eu/en/uia-cities?combine=&tid=4&field_city_taxo_target_id=All

flows from this as well as to mitigate any potential backlash linked to provision of housing for migrants.

The intercultural approach specifically encourages this type of interaction defining an 'intercultural city' as one which 'has people with different nationality, origin, language or religion/ belief [and which]…encourages greater mixing and interaction between diverse groups in the public spaces.' In its assessment of **Turin,** it identifies its 'Case del Quartiere' or neighbourhood houses as being of particular interest. These neighbourhood houses are in some senses traditional community centres, but are marked out by a number of factors:

- the name 'house' which identifies them as something which belongs to individuals and communities rather than to the municipality

- they act as 'public spaces with a social function' comprising of diverse education, cultural and social activities as well as public services and help desks

- the high quality of the physical space in each of the houses resulting in renovation of old and derelict buildings into attractive, new spaces

- being deeply rooted in the neighbourhood rather than being linked exclusively to a community group, they act as an 'empty box' for the neighbourhood to fill, with both formal and informal groups

- being focused on hosting and promoting fruitful interactions between the immigrant population and the receiving community. (Roman 2014)

Aside from creating dedicated spaces for interculturality, the other approach is to facilitate entry into existing community assets and resources for newcomers, overcoming invisible barriers to entry. In **Berlin**[44] this has been demonstrated through Multaqa or 'meeting place' which has brought together the cities' major museums to provide guided museum tours to newly arrived refugees in their mother tongue. In order to do this one museum's education department has provided training courses for other refugees who then lead future tours. The aim is to call attention to cultural and historical links between Germany and the homelands of the refugees (predominantly in this project Syria and Iraq) and to create space for intercultural dialogue.

---

[44] http://citiesofmigration.ca/good_idea/multaqa-museums-welcome-refugees/

7. Useful Resources

7.1 Available data sources on UK city level migration

In terms of demographics, the _Local Area Migration Indicators Suite_ is the most authoritative set of data available at the local authority level. It is gathered from a wide range of sources, including the _Labour Force Survey_ and _International Passenger Survey_ (described below) as well as other sources such NHS and Higher Education Statistics Agency data. It covers:

1. Migration flows and short-term migration flows in the form of inflow/outflow and mid-year population estimate

2. Numbers and shares of non-UK born (country of birth) and non-British (nationality)

3. New National Insurance number registrations

4. New GP registrations

5. Births to non-UK born mothers

6. Turnover rate per thousand resident population (international migration)

7. Long-Term International Inflow rate per thousand resident population

The ONS also recently developed a short online quiz[45] to help people understand more about migration in their area at local authority level, based on these indicators.

Due to its scale, the _2011 Census_[46] remains an important source of data on migration for local authorities. It covers the foreign born population and the percentage change since the previous census in 2001 and is able to provide the most detailed breakdowns of migrant characteristics (e.g. age, origin, language proficiency, education and much more) at the local authority level. However, it is a static picture from one moment in time and is now over 6 years old, meaning that it does not cover more recent arrivals or the outcomes of those who were recently arrived in 2011 and have now been in the UK for a number of years. Conversely, the _International Passenger Survey_ expresses the population flow to and from an area from which net migration can be calculated and is released annually. However, it only provides regional data, rather than city or local authority specific.

Finally, the Migration Observatory's _'Migrants in the UK'_ 2017 sets out an overview of the available data on migration, broken down regionally, but not by local authority. This is produced using the _Labour Force Survey (LFS)_ a continuous survey of around 60,000 households each quarter. The _Annual Population Survey (APS)_ available since 2004 is broken down by local authority area and therefore may be more suitable to analysing migration at the local authority level. It is based on the LFS data and both are available via the Office for National Statistics (ONS.)

---

[45] http://visual.ons.gov.uk/migration-levels-what-do-you-know-about-your-area/
[46] The Migration Observatory has also developed a suite of resources, including regional profiles on the census http://www.migrationobservatory.ox.ac.uk/projects/migration-in-the-census/

7.2 Notable gaps in data and evidence base at the city level

These sources have notable limitations, not least the difficulty in breaking them down to the correct unit. As the Migration Observatory highlights, 'The LFS has some limitations for estimating the dynamics of migrants in the UK….It does not measure the scale of irregular migration…[or] provide information on asylum seekers [and] it excludes those who do not live in households, such as those in hotels, caravan parks and other communal establishments. The LFS is therefore likely to underestimate the UK population of recent migrants.' Many of the datasets define migrants as non UK born however, as the Migration Observatory points out 'having a foreign country of birth does not necessarily imply foreign citizenship and vice versa.'

There are also gaps in data looking beyond demographics - such as those related to economic growth and the contribution of migrants. Whilst the LFS provides information on the labour force, again it is not available at the city level. This makes it difficult to provide the kind of data used by New American Economy to highlight the economic contribution of migrants.

Similarly in understanding public opinion, the *British Social Attitudes* survey provides information on attitudes to migration and integration, but not at local level. The *Citizenship Survey* which provided data broken down to local authority level no longer exists as a centrally commissioned project.

There are locally commissioned data sets from devolved administrations, individual authorities and other bodies, although comparison is difficult with these more ad hoc arrangements. Some cities have established their own data portals, such as the *London Data Store*[47] and the *City Observatory Data Portal*[48] hosted by the Institute for Future Cities at the University of Strathclyde.

The Migration Observatory has recently started a project to understand better the data available and how this could be broken down to be of more use to local authorities. The Migration Observatory will work with the cities involved in *Inclusive Cities* to identify data needs and gaps with the aim of producing a comprehensive guide to the data available to inform policy at the local level.

7.3 Measuring inclusivity

There has been considerable research and policy work to identify the characteristics of inclusivity and corresponding work to set out frameworks for its measurement - either as a diagnostic or accreditation for the city itself or as an advocacy tool to prompt the city into action towards the development of its practice. Below is an overview of some of these tools and frameworks. Inclusion in this list is by no means a recommendation, but simply an attempt to provide a sense of the range of tools available.

UNESCO,[49] in recapping much of the literature in relation to this area in 2016 set out a framework checklist for a 'welcoming city governance agenda' towards refugees and migrants, identifying 12 key principles for cities to follow, based on governance, access to services, representation and policy development.

---

[47] https://data.london.gov.uk
[48] http://ifuturecities.com/urban-data/city-observatory-data-portal/
[49] http://unesdoc.unesco.org/images/0024/002465/246558e.pdf

MIPEX (Migration Policy integration Index)[50] uses 167 policy indicators to measure the policy levers (as opposed to the outcomes) in place at the national level to allow for integration. Similarly working at the national level the *OECD Indicators of Integration* identifies 27 indicators over 5 areas: employment, education, skills, social inclusion, civic engagement and social cohesion.

Whilst these examples focus on setting out a framework, others attempt to be more diagnostic or evaluative. The *Intercultural Cities Network* uses an evaluative indexing tool of 70 indicators which assesses cities' performance in relation to the intercultural integration model, including through an external evaluation by an assessment team of the performance of the city against other intercultural cities.[51] Welcoming America has similarly established a *Welcoming Standard*[52] for US cities to gain accreditation across a number of domains.

Finally, *Cities of Migration*[53] has developed a diagnostic tool for measuring how inclusive a city is through a series of web-app based modules which present different multiple choice scenarios based on the experience of case study individuals. Cities (or individuals from the city) complete the application and receive a tailored report ranking their city against the global average and providing suggestions for improvement.

7.4 Relevant networks, guides to best practice and funders

There is a range of networks and best practice guides which have been developed to support integration and inclusion at the city level. Once again, this list is not exhaustive but aims to include some prominent examples.

Cities of Migration, Intercultural Cities, the *European Website on Integration*[54], *Open Society's Living Together: Promoting Inclusion in 11 EU Cities*[55] and *CLIP Cities for Local Integration Policies*[56] all bring together city case studies of innovation in relation to cities. Similarly COMPAS' *Action for Inclusion* brought together working groups of European cities working on three areas; homelessness and migrant destitution, parental engagement in education and cohesion and belonging.[57] This report has only been able to scratch the surface on the wealth of case studies from cities contained within these resources.

Other networks are bringing together cities to explore inclusive practices. *EUROCITIES* is a network for major European cities, bringing together leaders to shape practice across six thematic areas (of which 'Inclusive, diverse and creative cities' is one) and influencing policy at the EU level. *Cities for Action* is predominantly a US focused coalition of mayors and leaders advocating for federal immigration reform and fostering inclusive practices.

---

[50] http://www.integratingcities.eu/integrating-cities/integrating_cities_charter

[51] See the Intercultural Cities and their indexing reports here: https://www.coe.int/en/web/interculturalcities/index-results-per-city

[52] https://www.welcomingamerica.org/sites/default/files/Welcoming%20Standard%20%2B%20Certified%20Welcoming.pdf

[53] http://my.citiesofmigration.org

[54] https://ec.europa.eu/migrant-integration/

[55] https://www.opensocietyfoundations.org/reports/living-together-projects-promoting-inclusion-11-eu-cities

[56] https://www.eurofound.europa.eu/clip-european-network-of-cities-for-local-integration-policies-for-migrants

[57] http://www.compas.ox.ac.uk/project/action-for-inclusion-in-europe/

There are also networks bringing cities together to focus on areas which are relevant to the agenda of inclusion, but not directly focused on it, such as the *Rockefeller 100 Resilient Cities*[58] programme which embedded a network of resilience officers in public agencies to drive 'resilient' strategy through bringing together government, civil society, industry and research.

Finally, there are a number of independent and governmental (at the local, national and European level) funders with an interest in fostering inclusion and bringing together organisations with a track record in the area in order to develop their impact. Some of these funders and funding sources have been referenced in this report (such as the Controlling Migration Fund on a national level in England and UIA on a European level.) Others may be useful as partners in demonstration projects or as sources for good practice happening elsewhere. These may include, but are not limited to, the Paul Hamlyn Foundation (which supports *Inclusive Cities),* Unbound Philanthropy, the Open Society Foundation and the Social Change Initiative. *Inclusive Cities* may connect cities with potential philanthropic funders in order to further develop initiatives in their action plans and explore longer term ways in which initiatives engaging newcomers and existing residents can best be supported.

---

[58] http://www.100resilientcities.org

8. References

Ager, A. and Strang, A. 2004 *Indicators of Integration: Final Report* London: Home Office

Alexander, M. 2003 'Local policies toward migrants as an expression of Host-Stranger relations: A proposed typology', *Journal of Ethnic and Migration Studies*, 29:3, 411-430

All Party Parliamentary Group on Social Integration 2017 'Integration not Demonisation' http://the-challenge.org/uploads/documents/APPG-Integration-not-Demonisation-Report.pdf

Anderson, B. 2012 'What does 'The Migrant' tell us about the (Good) Citizen?' Working Paper Centre on Migration, Policy and Society, University of Oxford https://www.compas.ox.ac.uk/media/WP-2012-094-Anderson_Migrant_Good_Citizen.pdf

Brubaker, WR. 1992 *Citizenship in Germany and France* Cambridge MA: Harvard University Press

Cantle, T. 2001 *Community Cohesion: A Report of the Independent Review Team* London: Home Office

Caponio, T. and Borkert, M. 2010 *The Local Dimension of Migration Policy Making* Amsterdam: Amsterdam Univ. Press (IMISCOE Reports)

Casey, L. 2016 *The Casey Review: a review into opportunity and integration* London: Department for Communities and Local Government

Commission on Integration and Cohesion 2007 *Our Shared Future* London: Department for Communities and Local Government

Collett, E. and Gidley B 2012 'Attitudes to Migrants, Communication and Local Leadership (AMICALL) Final Transnational Report' Centre on Migration, Policy and Society (COMPAS) University of Oxford https://www.compas.ox.ac.uk/media/PR-2012-AMICALL_Transnational.pdf

de Graauw, E. 2015 'Rolling Out the Welcome Mat: State and City Immigrant Affairs Offices in the United States', IdeAs ideas.revues.org/1293

de Graauw, E. 2017 *Taking local control of Immigrant Integration* Presentation at the Cities of Migration workshop at the IMISCOE conference University of Rotterdam 28th-30th 2017

Gains, F. 2015 'Metro Mayors: Devolution, Democracy and the Importance of Getting the 'Devo Manc' Design Right' *Representation* 51:4

Gebhardt, D. 2014 'Building Inclusive Cities Challenges in the Multilevel Governance of Immigrant Integration in Europe' *Migration Policy Institute*

Grillo, R. 2007 'Betwixt and Between: Trajectories and Projects of Transmigration,' *Journal of Ethnic and Migration Studies*, 33:2, 199-217

Huddleston, T. Bilgili, O. Joki, A-L. and Vankova, Z. 2015 Migrant Integration Policy Index 2015

Katwala,S. Rutter, J. Mohammad, A. and Ballinger, S 2017 'Integration: from national rhetoric to local reality. How the new mayors for city-regions can help get integration right at local level.' *British Future* www.britishfuture.org/wp-content/uploads/2017/04/Mayors-and-integration-report.FINAL_.pdf

Katwala, S. Somerville, W. and Ballinger, S. 2016 'Making Citizenship Matter. Why London needs an Office for Citizenship and Integration.' *British Future* www.britishfuture.org/wp-content/uploads/2016/02/Citizenship-report.-Final.26.02.16.pdf

Kaur, K. 2017 'The economic impact of international students' *Universities UK* http://www.universitiesuk.ac.uk/policy-and-analysis/reports/Documents/2017/briefing-economic-impact-international-students.pdf

Keith, M. and Headlam, N. 2017 'Comparative International Exemplar Urban and Living Labs' Urban Transformations, University of Oxford

Loxley, A and Lyons, Z. 2013 'Evaluation of Fáilte Isteach Project Final Report' School of Education, Trinity College Dublin http://www.thirdageireland.ie/assets/site/files/default/FI_TCD_Final_Report.pdf

Lyons, M. 2007 'The Lyons Inquiry into Local Government' https://www.webarchive.org.uk/wayback/archive/20070428120000/http://www.lyonsinquiry.org.uk/docs/final-complete.pdf

NATECLA 2017 'Towards an ESOL Strategy for England' http://natecla.org.uk/uploads/media/208/16482.pdf

New American Economy 2017 'New Americans in Detroit; A Snapshot of the Demographic and Economic Contributions of Immigrants in the City' http://www.newamericaneconomy.org/wpcontent/uploads/2017/06/Detroit_Brief_V3.pdf

O'Brien, P. and Pike, A. 2015 'City Deals, Decentralisation and the Governance of Local Infrastructure Funding and Financing in the UK' *National Institute Economic Review* 233:1, pp14-26

OECD/European Union 2015 'Indicators of Immigrant Integration 2015: Settling In', OECD Publishing http://dx.doi.org/10.1787/9789264234024-en

OSCE 2012 'The Ljubljana guidelines on Integration of Diverse Societies' http://www.osce.org/hcnm/integration-guidelines

Oliver C 2016 'Review of the Research Literature on Integration and Resettlement in Europe and the Impact of Policy Interventions' Paper presented at the Autumn Academy 2016, Global Exchange on Migration and Diversity, University of Oxford

Oliver, C. and Gidley, B. 2015 'Integration of Migrants in Europe' Global Exchange on Migration and Diversity, University of Oxford

Paganoni, MC. 2012 'City Branding and Social Inclusion in the Glocal City' *Mobilities*, 7:1, 13-31

Paget, A. and Stephenson, S. 2014 'On Speaking Terms' Demos https://www.demos.co.uk/files/On_speaking_termsweb.pdf?1408395571

Pastor, M. Ortiz, R and de Graauw, E. 2015 'Opening Minds, Opening Doors, Opening Communities: Cities Leading for Immigrant Integration' https://www.welcomingamerica.org/sites/default/files/USC_Report_Final.pdf

Penninx, R. 2003 'Integration: The Role of Communities, Institutions, and the State' *Migration Policy Institute* http://www.migrationpolicy.org/article/integration-role-communities-institutions-and-state

Pike, A. Kempton, L. Marlow, D. O'Brien, P. and Tomaney, J 2016 'Decentralisation: Issues, Principles and Practice' *Centre for Urban and Regional Development Studies (CURDS)* https://research.ncl.ac.uk/ibuild/outputs/reports/Pike%20et%20al.%202016%20Decentralisation%20-%20Issues%20Principles%20and%20Practice%20-%20Final%20Draft-1.pdf

Refugee Action 2016 'Let Refugees Learn' http://www.refugee-action.org.uk/wp-content/uploads/2016/11/letrefugeeslearnfullreport.pdf

Reis Oliveira, C. Abranches, M. and Healy, C. Catarina Reis Oliveira 2009 'Handbook on how to implement a one-stop-shop for immigrant integration' ACIDI

Roman, E. 2014 'Neighbourhood Houses Case del Quartiere (CdQ) Torino (Italy)' FIERI

www.eu-mia.eu/media/library/20-01-2014-15-00-59/at.../AttachmentFile

RSA, 2017 *Inclusive Growth Commission Making our economy work for everyone* https://www.thersa.org/globalassets/pdfs/reports/rsa_inclusive-growth-commission-final-report-march-2017.pdf

Sandford, M. 2016 'Devolution to local government in England' House of Commons Library Briefing Paper No.07029 House of Commons: London: 6

Scholten, P. 2016 'Between National Models and Multi-Level Decoupling: The Pursuit of Multi-Level Governance in Dutch and UK Policies towards Migrant Incorporation' *International Migration and Integration* 17:4 pp973-994

Scottish Refugee Council 2017 'New Scots: Integrating Refugees in Scotland's Communities 2014 - 2017 Final Report' http://www.gov.scot/Resource/0051/00515713.pdf

Spencer, S. 2011a *The Migration Debate* The Policy Press: Bristol

Spencer, S. and Charsley, K. 2016 Conceptualising integration: a framework for empirical research, taking marriage migration as a case study, *Comparative Migration Studies* 4:18.

Spencer S and Sanders S 2016 'Developing a Strategic Approach to Integration in Wales:

A Resource for Local Authorities'. , http://www.compas.ox.ac.uk/media/WalesResource-Strategic_Approach_Integration.pdf

Spencer, S. 2011b 'Policy Primer: Integration' *Migration Observatory* www.migrationobservatory.ox.ac.uk/wp-content/uploads/2016/04/PolicyPrimer-Integration.pdf

Taran, P. et al. 2016 'Cities welcoming refugees and migrants - enhancing effective urban governance in an age of migration' *UNESCO Inclusive and Sustainable CITIES Series* http://unesdoc.unesco.org/images/0024/002465/246558e.pdf

The Scottish Government, 2013 'New Scots: Integrating Refugees in Scotland's Communities 2014 – 2017' http://www.gov.scot/Resource/0043/00439604.pdf

The Welcoming Pittsburgh Plan 2014 http://apps.pittsburghpa.gov/mayorpeduto/WelcomingPittsburgh_RoadMap_FullReport_FINAL2.pdf

UNESCOCAT, 2010, 'Creating Better Cities for Migrants; Urban policies

and practices to build more inclusive cities.' United Nations Economic, Social and Cultural Organization.

Vargos-Silva, C. and Rienzo, C. 2017 'Migrants in the UK: An Overview' Migration Observatory Briefing, COMPAS, University of Oxford http://www.migrationobservatory.ox.ac.uk/resources/briefings/migrants-in-the-uk-an-overview/

Vertovec, S. 2007 'Super-diversity and its implications', *Ethnic and Racial*

Studies, 30:6, 1024-1054,

Welcoming America 2013 'Stronger Together Toolkit' https://www.welcomingamerica.org/content/stronger-together-toolkit

Global
Exchange
on Migration & Diversity

The Global Exchange on Migration and Diversity is an ambitious initiative at the Centre on Migration, Policy and Society (COMPAS) opening up opportunities for knowledge exchange and longer term collaboration between those working in the migration field.