



Co-funded by the European Union



# SCOPING STUDY

BUILDING THE CAPACITY OF MUNICIPALITIES  
FOR THE SOCIO-ECONOMIC INCLUSION  
OF VULNERABLE MIGRANTS AND REFUGEES



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# 1. INTRODUCTION



## ADMIN4ALL

This research report is produced in the framework of the project “Supporting active inclusion of disadvantaged migrants in Europe” (ADMIN4ALL), implemented by the International Organisation for Migration (IOM). The project targets 12 municipalities in four EU member States: Italy, Austria, Poland and Romania, and is managed by the IOM office in Italy in cooperation with the IOM offices in the other three countries involved. The 12 targeted municipalities are: Bari, Florence, Milan and Naples (Italy), Bruck an der Leitha, Korneuburg, Tulln (Austria), Poznan, Warsaw, Wroclaw (Poland), Bucharest and Cluj-Napoca (Romania). Except for the Austrian municipalities, which are all located in the same region close to Vienna and confronted with a special situation of receiving a significant number of asylum seekers and refugees, the other municipalities are large cities, (except Cluj, all of them are among the most populous 50 cities in the EU).

The project aims to increase the capacity of local administrations and other service providers at the local level, and in particular their front-line staff, in dealing with the multiple dimensions of long-term socio-economic inclusion of migrants and refugees at the local level. This will be done in a number of ways: by delivering of a series of trainings for the local authorities and both governmental and non-governmental service providers, including front-line workers dealing with the specific needs and situations of disadvantaged migrants; and by organizing peer-review and mentoring activities across the 12 municipalities. Capacity-building activities will focus on providing suitable and accessible social and administrative services for migrants, as well as promoting partnership approaches to migrant integration at the local level among various public, private and non-profit stakeholders. The research presented in this report was conducted in order to prepare targeted and meaningful capacity-building measures based on the context and needs of the municipalities involved.

## OBJECTIVES OF THE RESEARCH

The objectives of the research are to provide:

- an analysis of national and local policy and practice frameworks for delivery of socio-economic inclusion and administrative services to disadvantaged third-country nationals and refugees in the municipalities involved in the project, including a mapping of government and non-governmental service providers and relevant horizontal and vertical coordination/cooperation frameworks;
- an assessment of specific capacity-building needs of service providers at the local level, such as the capacity of staff, and an analysis of internal and inter-agency operational and institutional ar-

rangements, including the delivery of integrated services through one-stop-shops and other means of referrals and coordination.

## TERMINOLOGY

The ADMIN4ALL project and implicitly this report focus on “migrants”, meaning third-country nationals (nationals of non-EU countries having legal residence), asylum seekers, as well as on persons holding the status of refugees or beneficiaries of international protection. Throughout this report, with the exception of content referring specifically to one of the categories mentioned above, the term migrant will be used as a generic term, as it is being used in the title of the project. However, in the content of the research instruments, other terms, like immigrants or non-EU residents are used as they are easier to be understood by respondents.

## Structure of the report

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The report is structured in 6 parts.

Part 1 describes and explains the methodological framework and the research instruments chosen for data collection.

Part 2 situates the research in relation to some key European references and provides arguments for the comparative approach used in the following sections of the report.

Part 3 provides a comparative analysis of the national policies in the four target countries . More precisely, although the main focus of the research is at the local level, to the study analyses the national legal and administrative frameworks in which local authorities operate, the responsibilities of the different levels of government (national, regional, local), the existing policies and the main concerns related to the integration of migrants at the local level. This analysis is concentrated mainly on issues related to socio-economic integration, and does not insist much on other topics, although equally important, such as the policies regarding legal residence, the access to education, language courses, or healthcare.

Part 4 consists of the 12 city profiles, elaborated based on information received from local stakeholders. The city profiles present both the specific situation related to the presence of different categories of migrants in each city and the experiences, practices and initiatives in the respective municipalities with regards to the integration of migrants.

Part 5 presents the training needs identified based on the needs assessment consultations with various types of practitioners in social services in target municipalities.

Finally, the last part presents some of the main conclusions and recommendations for the next stages of the project, including trainings, study visits and peer reviews.

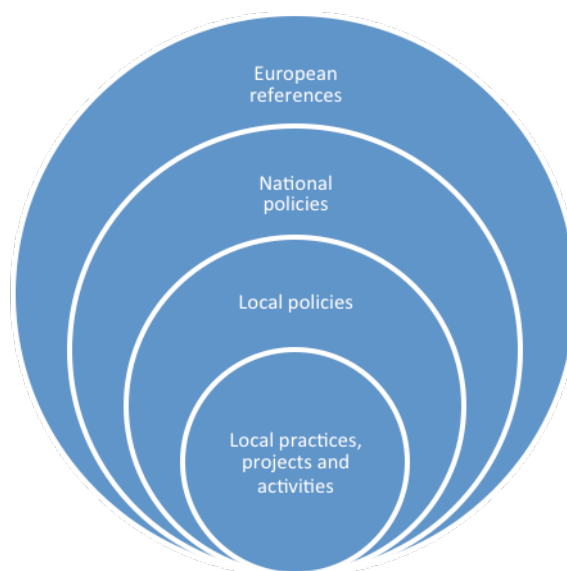
## 2. METHODOLOGY AND DATA COLLECTION PROCESS



### Methodology background

Considering the broad formulation of the objectives of the research, the local focus of the project and the fact that its design is grounded in a European perspective, the two components of the research, the one related to policy analysis and the one related to the analysis of capacity-building needs, particularly training, were considered as interconnected.

Therefore, the identification of the needs for capacity-building had to be based on the review and analysis of existing practices, projects, activities and resources, but these need to be seen in the context of local and national policies and in relation to a set of European references.



From this perspective, the policy analysis did not aim to produce an exhaustive picture, but to provide the framework necessary to describe local policies and practices and the needs identified. A comprehensive policy analysis would have implied combining the analysis of the legal framework related to third-country nationals and refugees, of the strategies and other policy documents in this field, but also of the legal framework and policies related to social inclusion and support for employment. Within this broad policy context, a choice was made to focus on those policy aspects which are directly relevant for the specific migration flows and for the current local priorities with regards to the integration of migrants (third-country nationals and refugees).

Although a major focus of the research was to determine the needs for capacity-building at local level, a deficiency-based approach was avoided and the research tools were designed in such a way as to allow for identifying good practices, strengths and achievements, as well as weaknesses and needs.

Training needs were identified by combining perceptions of staff concerned with views of decision-makers and of various relevant local stakeholders..

As the main focus of the research is on the local services of the 12 targeted municipalities, the main target groups consisted of municipality employees (both decision-makers and front-line workers) as well as employees of other structures (mostly non-profit organisations) providing social services to migrants. Attention was paid to involve existing specialised services working with refugees, unaccompanied minors or disadvantaged migrants and members of teams of on-going projects on the issue.

The identification of training and capacity-building needs was done with a variety of methods and instruments designed to prevent or at least diminish the impact of several types of biases:

- The *social desirability effect*: the tendency to respond in line with what is commonly considered acceptable and to avoid answers which, although reflecting reality, would risk to be judged as inappropriate by others;
- The *Dunning-Kruger effect*: the tendency of people with a lower level of competence to overestimate their competence and of people with a higher level of competence to underestimate their competence;
- The tendency to provide superficial responses: choosing simple answers without giving too much thought to the choice made;
- The conformism and the wish to avoid confrontation with authority: the tendency to respond like other colleagues do and to think what persons in authority would want as a response.

Therefore, opportunities were provided for input to be offered both via confidential online questionnaires and in group settings where an atmosphere of open dialogue was stimulated and a non-judgemental attitude was required from those involved. Also, individual answers were confronted with views of people having a management position who also present a wider perspective on the topic.

A sensitive topic in research on training needs is related to the attitudes of those involved. The way they perceive and how they judge the issue they are working on has a high influence on their decisions and behaviour, as well as on the quality of their professional performance. Thus, if social workers have certain types of expectations from migrants and their place in the local society, this will be reflected in their work, often in an unconscious way. A conceptual framework useful in identifying the types of attitudes towards migrants is the one provided by the *Interactive Acculturation Model* (IAM).

Acculturation is defined as the process of bidirectional change that takes place within contrasting cultural groups whose members experience sustained intercultural contact and it is implied that both cultural groups are influenced and transformed by their mutual intercultural contacts (Berry & Sam, 1997; Sam & Berry, 2006).

The Interactive Acculturation Model (IAM) was designed to categorise relations between host community members and non-dominant immigrant group members (Bourhis, Moïse, Perreault, & Senécal, 1997). IAM provides instruments useful in identifying the acculturation orientations adopted by migrants within the country of settlement, as well as acculturation orientations adopted by host community members toward specific migrant groups. The IAM proposes that by virtue of their power advantage in the country of settlement, host majority members may endorse five acculturation orientations they wish immigrants to



adopt: integrationism, assimilationism, segregationism, exclusionism, and individualism (Bourhis et al., 1997), defined as follows:

- Integrationists think that migrants should maintain certain aspects of their culture of origin while also adopting key features of the host community culture.
- Assimilationists expect migrants to relinquish their own culture of origin for the sake of adopting the culture of the mainstream host society.
- Segregationists accept that migrants maintain their culture of origin as long as they keep their distance from host majority members. Segregationists do not wish migrants to transform, dilute, or “contaminate” the majority host culture.
- Exclusionists deny migrants the right to adopt features of the host community culture while also denying migrants the choice to maintain their heritage culture. Exclusionists believe that some migrants have customs and values that can never be culturally or socially incorporated within the host majority mainstream.
- Individualists downplay group ascriptions and have a “live and let live” view of cultural diversity, as they are not too concerned about whether migrants maintain their heritage culture or adopt the dominant host majority culture. Individualists value personal qualities and achievements and tend to interact with migrants in the same way they would with other individuals who happen to be members of the host majority.

The instruments used in this research were adapted from Bourhis & Bougie (1998) and Montreuil & Bourhis (2001) in order to assess each of the five acculturation orientations in two private domains (culture and personal relations, with a main focus on endogamic vs. exogamic marriage) and two public domains (employment and housing or place of residence).

IAM postulates that the only acculturation orientations which do not generate problematic or conflictual relationships in society and tend to favour more harmonious relations are integrationism and to a certain extent individualism. If staff in target municipalities has high scores on any of the other acculturation orientations, this means that they would have a need for training components focusing on attitudes, values and on raising their awareness of the personal and societal negative consequences of assimilationism, segregationism or exclusionism with regards to specific groups of migrants. The training would also need to include activities focused on developing a critical understanding of migration in general.

For all the elements above, although data would allow for comparisons between cities and countries, such comparisons do not aim at establishing hierarchies or value judgements but they were designed to be used internally in providing adapted responses to specific local needs.

## Research instruments

Considering the objectives of the research, for both the desk research and the field research phases, three types of sources were identified for data collection:

- a. documents related to European and national policies and references, including existing analysis, studies and reports about the various national policies
- b. local level documents, including local public policies, strategies, administrative procedures, as well as documents and direct communication providing data about the local context and the local stakeholders

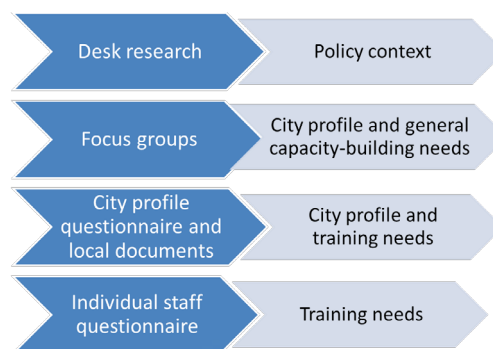
- c. opinions of various types of staff in municipal authorities but also of other stakeholders about their work and the support and capacity-building needs they perceive.

To collect these types of data, considering the background elements described in the previous section, the following methodologies and instruments were identified:

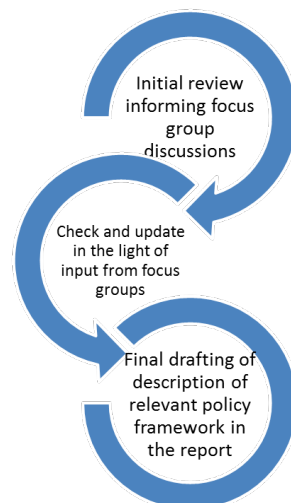
- Desk research on existing European references, national policies and publicly available documents and online resources reflecting the situation and the activities at local level in the target municipalities.
- City profile template, as an online questionnaire which can be filled-in by multiple users, for example people from different services of the municipality and from other local stakeholders.
- Focus groups and interviews with local stakeholders in all targeted municipalities.
- Online individual questionnaires to be filled-in confidentially by various types of staff.

The following diagram illustrates the connection between the research instruments and the expected results (outputs) of the research.

The review of national policies and of European references was not a linear process.



Thus, after an initial review necessary to identify the key elements to consider for the other research instrument (structure of the city profile template, guidelines for the focus groups and interviews and structure of the online questionnaires), the results obtained were taken into consideration and changes were



made with a view to ensure that the policy analysis presents the background elements necessary to interpret the results obtained with the other research instruments.

For the desk research in order to cover as appropriate for each country and municipality the policies targeted towards TCNs, refugees, asylum seekers, as well as general social policies accessible to migrants, the following sources were used:

- Documents available on public websites of national institutions
- Documents referred on other websites
- Research reports
- Documents received from IOM national focal points

The instruments used for the field research, described below, can be found in the annexes.

The city profile instrument, made available online as a template where multiple users were able to insert contributions, was designed to include:

- Statistical data disaggregated by various categories of migrants, by main countries of origin, by gender and age (minors/adults)
- Data about the localisation of third-country nationals, refugees and asylum seekers in the city (to point out situations of segregation or areas considered particularly problematic)
- A description of the services, departments, responsibility, main activities, staff, including number of staff in direct contact with beneficiaries (at desk / in the field)
- Specific measures or programmes within local authorities targeting immigrants
- A description of the mechanisms and procedures for cooperation with other stakeholders and a list of key stakeholders in each municipality
- A description of the main projects (local and international) implemented at local level in the past 3 years and aiming at supporting the social integration of disadvantaged third-country nationals, refugees and asylum seekers.
- A description or reference to research on the integration of immigrants at local level, including quantitative and qualitative studies, external evaluation reports, etc.
- Previous or existing provisions of training for staff, in order to avoid potential duplication
- Assessment of capacity-building needs and other elements considered important to be communicated by the local stakeholders.

The focus groups were oriented towards the following key issues:

- Description of the type of work done by participants and of the ways they interact (directly or indirectly) with migrants as part of their professional activities.
- Description of the common types of situations and challenges encountered.
- Opinion about the cooperation between services of the municipality in providing services to migrants and the cooperation between different institutions and between institutions and NGOs.
- Consultations with representatives of immigrants (e.g. NGOs of migrants).
- The use at local level or opinions about the potential use of the one-stop-shops and intercultural mediators with migrant background.
- Perception of needs for support and training.
- Involvement in projects targeting migrants and their access to social services.
- Opinion about targeted measures versus access of migrants to mainstream services.
- Sharing tools or good practices.

If the focus groups are designed to stimulate interaction and exchange of points of view among participants, the individual online questionnaires were designed as confidential tools for gathering input regarding training needs.

In order to reveal the training needs beyond superficial responses, three approaches were combined in the online questionnaires:

- a. Describing elements related to professional activity targeting migrants:
  - › Listing the main challenges experienced
  - › Describing a critical incident related to the interaction with migrants in professional activity
- b. Information about previous trainings attended, opinion about the training topics proposed in the project application and possibility to suggest additional topics
- c. An attitudes questionnaire based on the interactive acculturation model

Approaches *a* and *c* allow for pointing out training needs of which participants might not be aware, including some regarding the development of skills or issues related to awareness and attitudes.

In cities where focus groups could not be organised, phone or internet-based interviews were used to collect basic information and clarify some of the elements necessary for the city profiles.

All instruments were made available to municipalities in local languages. The fact that the same individual questionnaire was used, although in different languages, across municipalities, allows for some comparisons between the needs expressed in different cities and in different countries. The data resulting from the individual questionnaires, cross-checked with the result of the focus groups and interviews, provides more reliability and a better basis for decisions related to the structure and content of the training and peer mentoring activities.

The online questionnaires were based on the SurveyMonkey system and the template for the city profiles was made available to the teams in the cities involved by using the Framapad platform.

## The data collection process

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The research took place between June and August 2016 with the support of the national focal points in the four countries, under the coordination of the IOM office in Rome, Italy.

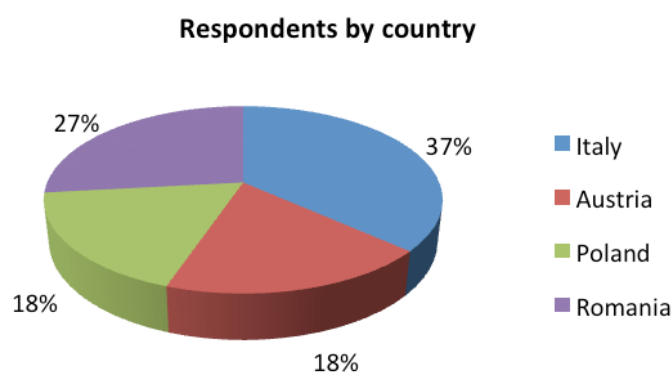
All research instruments described above have been elaborated and translated in the four national languages. The City profile template and the individual online questionnaires have been made available to the people in targeted municipalities (in total 16 instruments online - 12 city profiles and 4 language versions of the individual questionnaires).

The data collection process was confronted with a number of challenges, the most important being the short time frame available, the fact that the research overlapped with the period of summer holidays, with staff in local institutions and organisations harder to reach and the fact that local elections took place in Romanian and in some cities in Italy, which delayed the decision of taking part in the project. An additional challenge was represented by the fact that, as it was acknowledged by local stakeholders, local authorities do not have certain types of statistical information. They do not communicate and coordinate with the immigration authorities and do not keep themselves statistical data regarding the numbers, types, needs, etc. of their beneficiaries with migrant background.

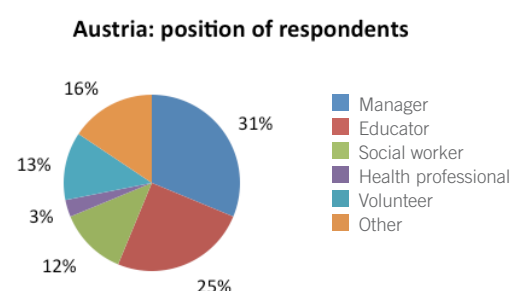
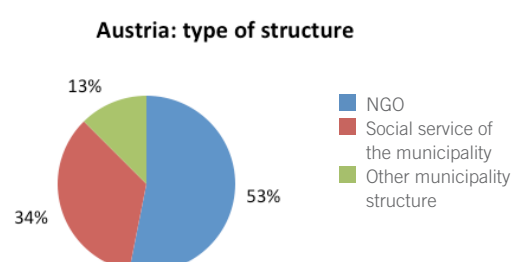
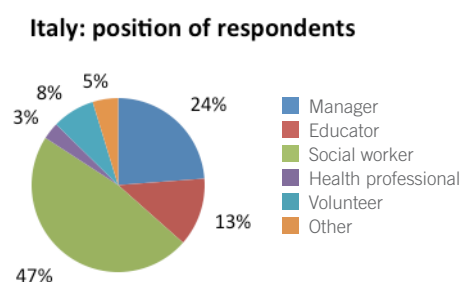
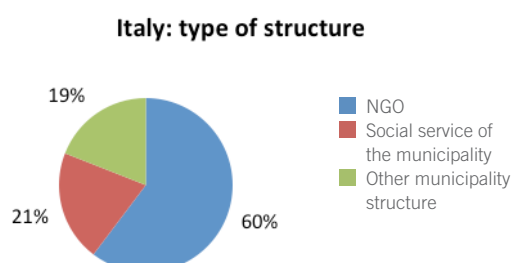
Despite these challenges, a significant amount of data was collected, enough to achieve the objectives of the research. With the support of key contact persons in each municipality information was received, focus groups were organised in (chronological order) Warsaw, Milan, Florence, Tulln, Bruck an der Leitha, Korneuburg and Bucharest and interviews were done with key local stakeholders from Bari, Napoli, Wroclaw, Cluj-Napoca and Poznan.

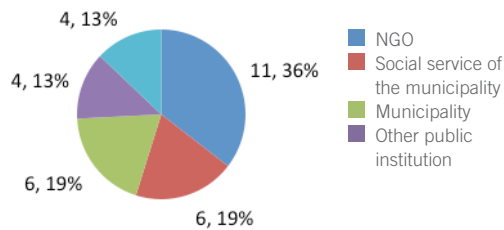
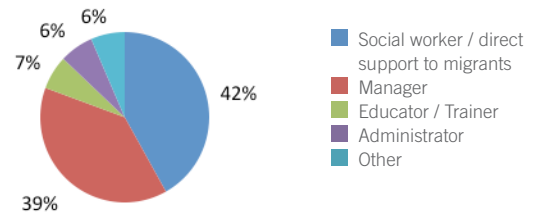
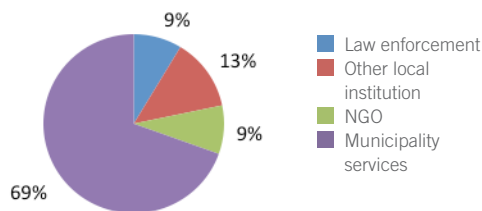
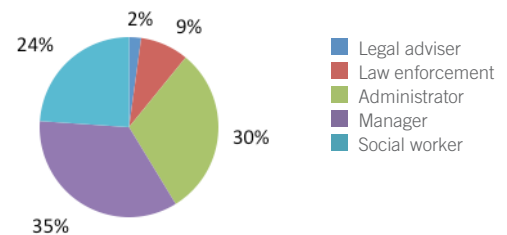
172 responses were received to the online questionnaires, distributed by countries as shown below:

COUNTRY	NUMBER OF RESPONDENTS
Italy	63
Austria	32
Poland	31
Romania	46
<b>Total</b>	<b>172</b>

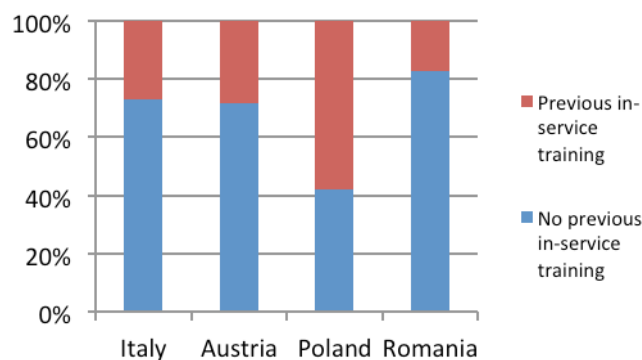


As illustrated by the graphics below, in Italy, Austria and Poland, the largest group of respondents is represented by employees of NGOs cooperating with the municipalities in delivering services to migrants, followed by employees of social services of the municipalities, and respondents working in other local institutions. In Romania, 69% of the responses come from employees of various municipal services, including social services and a department specialised on migrants.



**Poland: type of structure****Poland: position of respondents****Romania: type of structure****Romania: position of respondents**

In all cases the majority are people in direct contact with migrants, either delivering social services or performing administrative work, but for each country there are also responses provided by different categories of managers, from managers of services to coordinators of projects or teams. This means that the information obtained combines points of view of frontline staff, expressing their own needs, but also people with authority which express their views on what themselves and their teams need. As shown by the graphic below, with the exception of Poland, where more than half of the respondents has already attended some form of training, in the other three countries less than 30% had this opportunity.

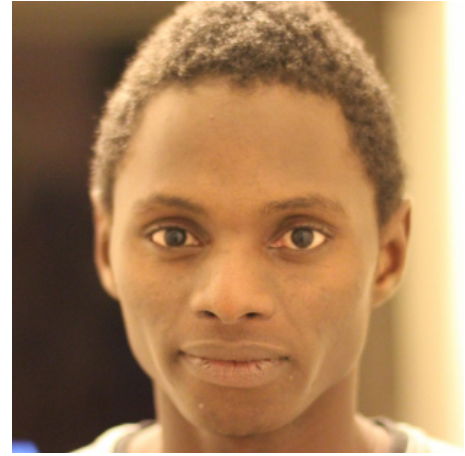


For those who already attended in-service training the training providers are very diverse, including university programmes, training delivered by international organisations, like the IOM or the Council of Europe, trainings offered in the framework of the national programmes for refugees or trainings provided by national or local NGOs.

Considering also the number of persons involved in the focus groups and in the interviews, over 200 persons contributed with input to this research.

It can also be concluded that the sample obtained is relatively balanced and that the profile of respondents corresponds to the objectives of the research and has the potential to generate valid, reliable and pertinent data to achieve these objectives.

### 3. EUROPEAN REFERENCES



Considering that the project is focused on different categories of migrants, third country nationals, asylum seekers and refugees, there are several types of EU documents that need to be considered as reference both as requirements for national policies and in terms of principles and goals. The most important type is represented by documents related to the integration of Third-Country Nationals.

The *Common Basic Principles on the integration of migrants*<sup>1</sup>, adopted by the European Commission in 2004 and reaffirmed in 2014, specify that Member States must: a) aim at ensuring access for migrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way (CBP 6); and b) avoid a decrease in the quality standards of public services like education, social services and other, especially at the level of regional and local administrations (CBP 10). Moreover, the Racial Equality Directive ensures the existence of a legal framework which prohibits discrimination on the basis of racial or ethnic origin in different fields, including in accessing public services.

The *European Modules on Migrant Integration*<sup>2</sup>, elaborated by a group of experts from various EU countries under the coordination of the European Commission and published in 2014, provide a very relevant background for the issues addressed in the ADMIN4ALL project.

The second European module on migrant integration focuses on the commitment needed from the receiving society and is directly relevant for the project as it provides guidelines on how to take into account migrants' specific needs in public services. It focuses on organising intercultural and sector-specific trainings for employees and preparing action plans on integration; as well as how to customise services targeting migrants by providing information and services through One-Stop-Shops and introducing cultural mediators. The module also includes elements regarding the access of migrants to the labour market. Module 3 emphasizes the importance of preventing discrimination, and recommends an intercultural and rights-based approach, which emphasizes civic participation and the prevention of institutional discrimination.

Institutional discrimination is understood as direct and indirect discrimination by institutions (i.e. not by private individuals), including rules, regulations and practices that are discriminatory and exclude against minorities. Usually, among people working in public services in democratic countries there is a strong be-

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1 [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressData/en/jha/82745.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/jha/82745.pdf)

2 <https://ec.europa.eu/migrant-integration/librarydoc/european-modules-on-migrant-integration---final-report>



lief that their institutions are not discriminatory and often they are convinced that in their work they must treat everybody in the same way, without considering that this might lead to discrimination.

For this reason, the European modules recommend that, when implementing measures to prevent institutional discrimination it is important to give public bodies a duty not only to avoid discrimination, but to take steps to *advance equality*. This can be done by reviewing whether public bodies are providing equal opportunities in jobs and services, and where evidence suggests that the public bodies are not doing this, to take active steps.. The modules also recommend institutions to conduct research in order to identify areas in which migrants have difficulties finding jobs or accessing public services and to take into account research results in the design of public policies.

Training programmes are recommended for employees both to develop their competence related to the field they are working in, with a view to provide individualised quality services to migrants, and focused on the development of intercultural competence, ensuring that employees are culturally sensitive and have skills to serve a diverse population. Training can consist of on-the-job training, mentoring, using websites (info, guidelines, tasks), workshops, and having a reference point/person within the organisation ("guide"). The implementation of training for employees usually takes place as part of the basic training of professionals/new employees and as part of the employees' continuous professional development. Experts emphasise that training is not a one-off measure. In order to ensure success, there should be a continuous follow-up and evaluation of the skills and needs for future trainings. The trainings should be primarily directed at people who work directly with migrants or people providing public services. Trainings need to be tailored, as the needs may differ from organisation to organisation.

The modules also emphasize that the following pitfalls should be taken into account:

- Resistance from organisations due to shortage of staff and financial resources;
- That the training provided is too generic and not focused on the local circumstances;
- That training is disjointed from the real day-to-day work.

When developing and implementing action plans on integration it is important to take into account the different structures and levels of administration in order to make sure that action plans really turn into action. It is a good idea to agree on measures, indicators and goals, as well as the responsible parties for each. In this way all the parties have clearly-stated tasks in the action plan which will be followed up.

As described in the second EU module, One-Stop-Shops are, in general, units for welcoming, information and service provision to migrant citizens, which facilitate the relationship between the service users and the various public administration services. The aim of One-Stop-Shops is to provide responses to problems experienced by migrant citizens or linked to the themes of migration in an integrated and complementary way, from one physical location. The provision of services is based on an active cooperation between the authorities and civil society. In order to ensure successful implementation, it is important that One-Stop-Shops:

- are accessible to migrants: they must be conveniently located, and knowledge of their existence must be thoroughly distributed to migrants;
- have partnerships with relevant (local) authorities and organisations: ensure that relevant ministries and regional and local authorities are involved and agree with the partnership, and that civil society actors are fully engaged;
- hire intercultural mediators who can help both the civil servants and migrants to communicate effectively with each other;



- carry out evaluations: One-Stop-Shops should carry out continuous evaluation of all services and continuous improvement of services.

The EU modules acknowledge that it is the responsibility of public administrations to provide information and support to migrants in accessing the labour market and to prevent discrimination. Employers also need to be made aware both of the legal framework and the rights of migrants and on the potential benefits of employing migrants. Adapted national and local support policies need to be in place to stimulate employment as a key to effective and sustainable integration. Such measures need to be connected with effective procedures for the recognition of credentials and assessment of formal and informal skills.

The employment of intercultural mediators with migrant background can be an effective tool supporting integration but only if certain principles are respected, otherwise mediators can actually contribute to maintaining a situation of dependency or to imposing an assimilationist approach.

Continuing actions initiated more than a decade ago, the European Commission encourages and supports Member States to focus both on the integration of third-country nationals and on support measures for the integration of persons with international protection status. Migrants in general are considered as a disadvantaged group among the target groups of policies regarding social inclusion and employment. This is reflected in the structure of the funds made available by the European Commission to support projects aiming at the integration of refugees and third-country nationals, as well as in the fact that migrants are eligible as beneficiaries of support under the European Social Fund.

The European Integration Fund and the European Fund for Refugees supported in the period 2009-2015 (based on the budget cycle 2007-2013) the efforts of EU Member States to enable non-EU nationals to integrate into European society. The Funds also supported measures to build up the capacity of EU States to develop, implement, monitor and generally evaluate integration strategies, policies and measures, and for exchanges of information and best practices, as well as cooperation within and between EU States. The Asylum, Migration and Integration Fund (AMIF) was set up for the period 2014-20, and is operational since 2015, with a total of EUR 3.137 billion for the following seven years. It will promote the efficient management of migration flows and the implementation, strengthening and development of a common Union approach to asylum and immigration.

The largest share of the total amount of the AMIF (approximately 88%) will be channelled through shared management by the EU States. They will implement their multiannual National Programmes, covering the whole period 2014-2020. These programmes are prepared, implemented, monitored and evaluated by the responsible authorities in EU States, in partnership with the relevant stakeholders in the field, including civil society.

*The Action Plan on the integration of third country nationals*<sup>3</sup>, adopted by the European Commission in June 2016, starts from the recognition of the fact that developing effective integration policies, both for those third-country nationals who have recently arrived and are eligible to stay and for those who have been in the EU for longer, is about investing for the long-term. Effective and fair integration measures require sufficient political, social, and financial investments which will prove beneficial for all of our communities in the long run. Experience shows that integration policies work best when they are designed to ensure coherent systems that facilitate participation and empowerment for everyone in society—third country nationals and the communities into which they settle. From this perspective, it is recommended

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3 [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/20160607/communication\\_action\\_plan\\_integration\\_third-country\\_nationals\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/20160607/communication_action_plan_integration_third-country_nationals_en.pdf)

to Member States to take the most appropriate measures to ensure access to basic services, access to education and vocational training and access to the labour market through removal of existing barriers, recognition of qualifications and provision of support measures. The involvement of third-country nationals themselves in the design and implementation of integration policies is considered by the European Commission as essential for the effectiveness of integration measures.

Another important EU reference is the *Action Plan on Unaccompanied Minors*, adopted in 2010, which proposes an EU approach based on three main strands for action: prevention of unsafe migration and trafficking; reception and procedural guarantees in the EU; identification of durable solutions. EU Member States have established on this basis national policies and structures addressing this issue and this proved to be particularly valuable in the light of the recent migration crisis.

## 4. NATIONAL POLICIES IN ITALY, AUSTRIA, POLAND AND ROMANIA



### Comparison of contexts: differences and common elements

Although all are members of the EU, the migration context in the four countries in 2016 was significantly different.

After being for a long time a country of emigration, **Italy** moved within a short period of time, starting in the 1990s, to become one of the largest recipients of migrants, hosting now over five million foreign citizens, as well as a major transit country for migrants heading towards the North of Europe. To the existing groups originally from South-Eastern Europe, Eastern Europe, Northern Africa, Latin America and East Asia, over the past few years, larger numbers of migrants arrive from Sub-Saharan Africa using the so-called “Mediterranean Route” partly created by the instability and lawlessness in Libya. This latest flow, consisting mainly of asylum seekers, represents one of the most significant current challenges to Italian public policies.

In **Austria** the focus is on the reception of asylum seekers and on the support for integration provided to those receiving the status of refugee. Indeed, Austria has the experience of migration coming mostly from the neighbouring areas of South-East Europe and Eastern Europe but in 2015 became one of the main destination countries of the large migration flow arriving mainly from the Middle-East and using both the “Mediterranean Route” and the “Balkan Route”. Special measures and policies had to be put in place to respond to this unusual and unanticipated phenomenon.

At the Eastern border of the EU, **Poland** has become attractive over the past decade for labour migrants in the neighbouring non-EU countries. This was facilitated by the huge emigration of Polish citizens looking for better-paid jobs in the UK and in other countries of Western Europe and by the constantly positive economic growth which generated the need for additional work force. Over the past few years, Poland also started receiving higher numbers of asylum seekers, mainly fleeing the conflicts in Eastern Ukraine and in the Caucasus. Therefore, the policy analysis in Poland focuses on measures supporting the integration of third-country nationals but mention also issues concerning the refugees.

Also affected by high levels of emigration, **Romania** has proven to be less of a destination country for migrants. It currently hosts fewer asylum seekers (around 1500 requests annually over the past decade) but there is, particularly in the big cities, a slowly growing number of non-EU migrants arriving mostly for work or to study in Romanian universities.

Italy has a national System of protection for asylum seekers and refugees (SPRAR). The current system resulted from changes operated to the system in place between 1999 and 2000 initiated by asso-

ciations and NGOs in cooperation with the Ministry of Interior, the National Association of Italian Municipalities (ANCI) and the United Nations High Commissioner for Refugees (UNHCR).

The Law No.189/2002 officially established the System of protection for asylum seekers and refugees (SPRAR) under the coordination of the Ministry of Interior and managed in cooperation with ANCI. The System of Protection for Asylum Seekers and Refugees (SPRAR) consists of local structures distributed across Italy and relying on resources provided by the National Fund for asylum policies and services for the implementation of projects supporting officially registered asylum seekers and refugees. SPRAR structures cooperate with local civil society organisations, NGOs, associations or cooperatives, for the delivery of services in the form of “integrated reception” activities that go beyond the supply of accommodation and meals and provide for information, Italian language classes, legal assistance, social support and guidance through the definition of customised pathways to socio-economic inclusion.

An important focus of SPRAR is the promotion and development of local networks, involving all actors and selected stakeholders for the success of reception, protection and inclusion measures in favour of international protection seekers and holders. SPRAR local projects are expected to ensure active participation and cooperation of both third-sector entities together with local municipal institutions.

At the end of 2016, 28,822 persons were included in the SPRAR system and were being provided with accommodation in one of the 655 structures involved in the network, covering around 1600 municipalities across the country. The system also provides support to non-accompanied minors (they were 2039 in 2016).

Services provided include accommodation and covering basic needs, medical assistance, provision of language courses and vocational training, support for school attendance for minors and participation in multicultural activities. Activities aiming at social and labour market inclusion are currently considered a priority. These services are provided by professional social workers, intercultural mediators, language teachers, legal experts, and others.

The management of the system is currently undergoing a reform aimed at passing from a system based on open calls for local projects to a system of permanent accreditation of municipalities, open at any moment for new ones to join. Once a project is positively evaluated, its continuous funding is guaranteed, provided that good results are obtained at monitoring.

**HOWEVER, IT IS IMPORTANT TO NOTE THAT AT THE END OF 2016 AN ADDITIONAL 147,732 PEOPLE WERE HOSTED IN TEMPORARY RECEPTION CENTRES (CENTRI DI ACCOGLIENZA STRAORDINARIA – CAS), OPENED AND MANAGED BY THE MINISTRY OF INTERIOR. WHILE MUNICIPALITIES HAVE NO RESPONSIBILITY OVER THESE CENTRES, THEIR PRESENCE IN LOCAL COMMUNITIES IS INFLUENCING SOCIAL ATTITUDES TO RECEPTION AND POLITICAL POSITIONS TO MIGRATION.AUSTRIA**

The Federal Agency for Immigration and Asylum (“Bundesamt für Fremdenwesen und Asyl”) - BFA - is the institution responsible for receiving asylum applications and for the management of the main structures related to the asylum procedure.

There are three federal-level initial reception centres in Austria, located in Traiskirchen (Lower Austria, south of Vienna), at the Airport Schwechat, and in Thalham, (Upper Austria, near Linz). Until last year, all applicants were required to remain within one of these centres until they were admitted to the asylum procedure and thus were appointed to one of the Austrian federal provinces, which would then be in charge of their primary care until the final decision of the asylum procedure.

There was a significant increase in the number of asylum applications recorded in 2015 (reaching almost 70,000, compared to 28,027 in 2014 and 17,503 in 2013). This determined some special measures, including cooperation with the governments of neighbouring countries, the re-organization of the reception centres and the setting-up of several alternative structures. A distinction was made between those whose asylum application was most likely to be accepted by the Austrian authorities, who were accommodated in one of the newly created “distribution centres”, and those whose asylum application most likely would lead to a Dublin decision, who remained in one of the first reception centers. Both first reception centers and distribution centers are administrated at the national level. If asylum applications are decided to be processed in Austria, the responsibility for basic care of the asylum applicants lies within the federal states.

Additionally, the Ministry of Interior opened several emergency centres, located in different public or private buildings or made of containers in which support is provided by volunteers, by the Red Cross and other national or local non-governmental organisations.

The envisaged duration of processing an asylum application is of six months but considering the increased number in asylum application procedures can last up to two years or more. During the processing of the application, asylum seekers are not allowed to move from the centre or the temporary accommodation provided to them, and have very limited access to the labor market. For those receiving the refugee status, access to the labour market is open, together with access to social services provided by the local authorities, while limited benefits are given to those receiving subsidiary protection.

As specified in the EU regulations, there is also a system of support for unaccompanied minors. According to the law, the initial reception centre in Traiskirchen is responsible for hosting them and there were 1,250 unaccompanied children hosted at the end of 2015. The concentration of such a large number of children in one location was criticised by human rights NGOs. German lessons are provided in the centre. Almost exclusively, educational and leisure activities are organised by voluntary associations and are not part of the institutionalized provision. In extreme cases, unaccompanied children stay in the centre for up to 9 months, after which they are transferred to regular child-protection facilities.

## Poland

A new law on foreigners was adopted in December 2013, and came into effect in May 2014. The law introduced simplified conditions of legalisation of residence and work of foreigners in Poland. The new regulations are favourable to labour migrants, students and graduates of Polish universities, foreigners of Polish origin, children of foreigners (who can obtain a permanent residence permit immediately after birth, provided that at least one of the parents has a permanent residence permit or a long-term EU residence permit). Under the law some of the undocumented immigrants obtain the possibility to apply for a temporary residence permit based on their right to family life.

On the basis of the new law, foreigners can apply for three types of residence permits:

- Temporary residence permit, for the period of three months to three years;
- Permanent residence permit, valid only in Poland, released indefinitely after a period of legal residence from 0 to 10 years, depending on the legal status;
- Long-term EU residence permit, released indefinitely after 5 years of legal residence in Poland, accessible to foreigners under international protection, that is those granted refugee status or beneficiaries of subsidiary protection; this type of permit allows not only residence in Poland, but after

fulfilling conditions determined by law, also residence on the territory of the other EU member countries.

The new law includes some elements of simplification compared to the past: currently it is enough for the foreigner to prove a domicile, there is a possibility to apply for residence until the last day of the validity of the current residence document instead of 45 days before the expiration. This reduced the number of migrants who ended up in an irregular situation simply because they did not apply on time for the renewal of their documents. However, there are also elements in the new law which tend to make the residency process more complicated. For example, the application has been extended from 15 to 19 pages and filling it is perceived as difficult by migrants, as reported by NGOs providing assistance to migrants.

Labour migrants are one of the categories of foreigners who are given priority in the light of the current Polish migration strategy. Extensive emigration of Polish citizens to Western Europe and the ageing of the population generate a significant need for additional workforce. The majority of the changes in the immigration law aim at the liberalisation of access to the Polish labour market, especially for foreigners from the East, and at the empowerment of foreign employees. In case a migrant worker loses her or his job, the residence and work permit expires after one month, giving the migrant some time to find new employment. Labour migrants having temporary permits or work visas, have the right to register in the local employment office and use its services of career counselling and training services, as well as the right to unemployment benefits under certain conditions. According to the provisions of the Law on Social Assistance, foreigners residing in Poland, holding a residence permit or refugee status are entitled to social assistance benefits. Social assistance is largely under the responsibility of local administrations and is delivered in cooperation with foundations, associations, the Catholic Church, other churches, religious groups, employers, etc.. The Law on Social Assistance also provides for integration assistance to persons covered by international protection.

The assistance is provided within an individual integration programme, agreed between the local Centre for Family Support and the migrant, specifying the amount, the scope and the forms of assistance, depending on the specific individual or family situation. The assistance is provided during a period not exceeding 12 months, and its major components are:

- benefits in cash for the maintenance and coverage of expenses connected with the learning of the Polish language;
- the payment of contributions to the health insurance specified in the provisions on the general insurance with the National Health Fund;
- specialised guidance and support.

Data about migrants residing is not available to municipalities and it is the responsibility of national and regional authorities. Since the 1990s over 120,000 refugees have registered in Poland, and 13,000 refugees came in 2015 alone – mainly from Russia (mostly originating from Chechnya), Ukraine, Byelorussia and Tajikistan. There are also important groups of migrants from Vietnam, Armenia and several Arab countries. The number of labour migrants is estimated at between 230.000 and close to one million persons, including those with short-term stay, according to several researchers and NGOs.

More than the half of the foreign employees working on the basis of a work permit are employed in Warsaw and surrounding areas (55.1% of the total number of residence and work permits are given in the Masovian region). Following in the ranking are: Lesser Poland (6.5%), Greater Poland, where the city of Poznan is located (6.2%), Lower Silesia, having Wroclaw as capital, (5.0%), and Pomerania (4.9%). The large majority of migrants work and live in big cities.

## Romania

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Public policies in the field of migration in Romania are largely influenced by the European reference documents and are supported by EU funds. It is only for about a decade that Romania has a national strategy regarding migration and during this period the number of third-country nationals resident in the country remained stable at around 50,000 persons and the number of asylum seekers at around 1500 persons.

The main responsibility in terms of migration policy, including the integration of migrants, lies with the General Inspectorate for Immigration (GII), a structure of the Ministry of Internal Affairs. Among other tasks, GII manages the six reception centres for refugees, five located in different corners of the country, near national borders and one in Bucharest. After obtaining the status of refugee or subsidiary protection, access to work and to social services is granted on equal terms as for Romanian or EU citizens.

Moreover, the GII provides to all migrants who received a form of protection in Romania (refugee status or subsidiary protection) the possibility to enrol in the national integration program. In each of the 6 regional centres for asylum seekers and refugees in Romania, an integration officer is responsible to establish migrants' needs and follow up on the integration program agreed upon individually with migrants. The integration program opens the door to Romanian language courses and to other integration facilities, such as state subsidies, support in identifying renting facilities, individual counselling and mediation on the labour market. This support is complemented by international organisations and by local NGOs.

As specified in the current national strategy concerning immigration for the period 2015-2018, for the support provided for the integration of refugees and third-country nationals a key priority of public authorities is to continue and expand the partnerships established with international organisations, particularly IOM and UNHCR and with local NGOs active in this field.

A key instrument in funding projects related to the integration of migrants is represented by the EU funds (previously the European Fund for Integration of Third-Country Nationals and the European Fund for Refugees and currently the Asylum Migration and Integration Fund - AMIF). These funds are managed by the GII and support projects implemented in various regions by NGOs and international organisations. So far the participation of municipalities in this process has been marginal. The integration of migrants was also among the eligible activities in components of the European Social Fund and in Swiss and EEA grant programmes.

With the support of AMIF, under the coordination of GII, five regional integration centres have been established and are expected to start delivering a variety of support services and employ intercultural mediators. Another current priority is to elaborate procedures and to set-up structures at county level guiding the cooperation between various local stakeholders which can contribute in delivering support for the integration of migrants.



## 5. CITY PROFILES



### Bari

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Bari is the capital city of the Region of Apulia, in the Southern part of Italy on the Adriatic Sea, with a population of about 330.000 inhabitants.

#### DATA ABOUT MIGRANTS

At the end of 2015, 117.732 migrants were living in Apulia, of which 12.495 in the city of Bari, representing 3.8% of the total population. The first three countries of origin are Georgia, Albania and Bangladesh.

More than half of the migrants registered in 2015 by the local authorities in the city of Bari (6532) are women, while 5963 are men. There are big differences in terms of gender distribution between countries of origin. Thus, from Georgia there are 1375 women and 289 men, while from Somalia there are 242 men and 49 women<sup>4</sup>.

Bari hosts of one of the four CARA (Centre for the reception of Asylum Seekers) present in the Region of Apulia that were established in 1995. In 2015, 3.705 asylum applications were submitted in Bari.

The municipality does not keep records of the number of TCNs benefitting from social services.

Migrants are generally dispersed in various neighbourhoods. Only the Roma camps, where Roma from Western Balkan countries live together with Roma from Romania, are segregated, within informal Roma camps in certain neighbourhoods.

#### SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

There is an immigration office within the social services department of Bari's municipality. Besides the management, the office employs four social workers who have direct contact with migrants and five employees performing administrative tasks. The office has the mission to design and implement projects and activities providing social support to all foreigners living in the city. Migrants with regular residence in Bari can access the social services of the five administrative units (boroughs) within the city (Municipi).

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4 More statistical data is available at <http://www.tuttitalia.it/puglia/95-bari/statistiche/cittadini-stranieri-2016>



The municipality also supports the provision of externalised services of cultural mediation, legal counselling, as well as counselling for employment and housing. These services, funded by local authorities, are provided mainly by third sector entities and are located in the central area of the city.

The immigration office of the municipality has the responsibility to cooperate with various institutions having responsibilities in addressing issues related to migrants, from identity papers to legal issues, public order or healthcare services. In particular, the employment office has an important role both in providing support in finding an employment, through orientation, information, vocational counselling, etc., and in ensuring access to unemployment allowance and to the possibility of visa renewal for unemployed migrants. Cooperation with the municipality takes place in the framework of the national labour market policies.

Bari municipality also cooperates with two national NGOs, Save the children ([www.savethechildren.it](http://www.savethechildren.it)) and Emergency ([www.emergengy.it](http://www.emergengy.it)), as well as with numerous local third sector entities (associations or cooperatives). This is done through the funding of certain projects, services and initiatives. Some of the most important local third sector entities involved in delivering services to migrants in Bari are:

- Cooperativa Sociale C.A.P.S. (Centro Aiuto Psico-Sociale - Centre for Psycho-Social Aid), which manages services and projects for vulnerable minors and adults, including migrants, in the framework of the SPRAR project “Bari Open City”. These services are located in different places in the city and include an educational centre, a day centre, emergency support centres, night shelters and accommodation centres (Comunità educativa “Casa Shalom”, Centro Diurno “Area 51”, Centro di pronta Accoglienza Notturna “Andromeda”, Pronto Intervento Sociale, Help Center F.O.A. - “First for all”, “Soleluna”). Details are available at <http://www.coopcaps.it>. Recently, C.A.P.S has opened a one-stop-shop immigration centre called “Casa delle Culture” with support from the immigration office of Bari’s municipality.
- Gruppo Lavoro Rifugiati (Working Group Refugees), which manages the Integration Desk, providing information, orientation and cultural mediation services, as well as the Babylon Intercultural Centre, developing intercultural activities aiming at integration, social inclusion and active citizenship. GLR also cooperates in the implementation of another SPRAR project entitled “La casa dei ragazzi del mondo” (The house of the children of the world). Details are available at <https://gruppolavororifugiati.wordpress.com>;
- The local structures of ARCI <http://arcipuglia.org> (ARCI is a national network of organisations with social, educational and cultural activities)
- Cooperativa Studi Interventi Socio-Educativi (CSISE – Cooperative Socio-Educational Studies and Interventions) <http://csise.jimdo.com>;
- Associazione Etnie;
- Cooperativa Sogno di Don Bosco (Cooperative Dream of Don Bosco);

Trade unions also play an important role in supporting the integration of migrants. As they do for all employees, they provide migrants with information regarding work contracts, rights related to the status of employee, understanding salary slips, preparing documents for obtaining legal residence, etc. Migrants who are members of trade unions also receive legal advice and counselling on employment matters.

## RESEARCH

Since 2013 the Department of Case Law and Political Sciences of Bari University has set up with the support of a local foundation an Observatory of the detention and reception of migrants and asylum seekers in the Puglia Region. The Observatory is monitoring the activity of the detention centres, of the centres for

reception of asylum seekers and of the integration centres part of the SPRAR network located in Puglia region, including those located in Bari.

Details about the activity of the Observatory and the information collected are available at <http://www.osservatoriomigranti.org>

There are also studies done with regards to the activities implemented in Bari for the integration of Roma migrants, including those coming from Western Balkans. An example is available at <http://www.minori.it/minori/il-progetto-per-lintegrazione-dei-minori-rom-a-bari>.

## Florence

The Metropolitan City of Florence is the capital city of the Region of Tuscany with approximately 380,000 inhabitants, expanding to over 1.200.000 in the larger Metropolitan area. The city of Florence is divided into 5 municipal districts.

### DATA ABOUT MIGRANTS

At the end of 2015 there were 59.827 foreign residents in Florence, representing 15,6% of the total population and over 77% of them come from non-EU countries. The first non-EU countries of origin are Peru, China, Albania and the Philippines.

Overall women represent the larger percentage of third-country nationals, especially from Ukraine, Republic of Moldova, Georgia and Latin America. However, this is not the case with every nationality, with significantly more men among TCNs from Albania, Kosovo, Bangladesh, Egypt and Senegal<sup>5</sup>.

Data provided by the Territorial Commission for Asylum Seekers reveal that out of the 1857 requests registered in 2014, over 86% were denied, with only 56 persons receiving refugee status, 39 receiving subsidiary protection and 153 humanitarian protection. Many of those whose request was rejected contested the decision. Over the past year there has been a significant increase in the number of asylum seekers. All existing reception and support facilities were full in early 2016 and there was a clear need for new ones to be activated in the near future to respond to the increased demand.

The percentage of foreigners is higher in the historic city centre (21.47% of the population) and in the northern popular neighbourhood of Rifredi (18.15% of the population), while in the other three neighbourhoods the percentage of foreign residents varies from 10 to 12%.

The city hosts a number of reception centres for asylum seekers, some centres are part of the SPRAR network and are managed by the local municipal administration, while others are special emergency centres managed by the Ministry of Interior and other governmental institutions. Florence also manages a number of centres for unaccompanied minors.

Almost all those registered as living in the Roma camps, 380 persons, are from Western Balkan countries. There are also two informal ROMA camps in the process of being closed by the municipal authorities.

5 More statistical data is available at <http://www.tuttitalia.it/toscana/77-firenze/statistiche/cittadini-stranieri-2016>

The non-EU countries of origin with the largest numbers of beneficiaries of social services are Morocco, Somalia and Tunisia, with the majority of the beneficiaries being men.

## SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

The municipality has set-up a Municipal Immigration Desk Service which provides information and orientation towards various services and, although it is not actually a full one-stop-shop, it brings together and makes available to migrants procedures of various departments of local administration including education, housing, population records, residency application etc. The immigration desk employs, besides social workers, also intercultural mediators and interpreters. Mediators provide to the Immigration Desk and to other structures of the municipality over 2000 hours of service, the languages most demanded being Albanian (29.25%), Chinese (15.22%) and Arabic (14.16%).

The City of Florence also collaborates with entities of the third sector in the delivery of a system of services for the reception, protection and integration of those who require international protection, refugee and beneficiaries of subsidiary or humanitarian protection. There are, in this context, three major projects, briefly described below:

- A residential care centre for asylum seekers, refugees and foreigners with a residence permit on humanitarian grounds in situations of social discomfort and housing, set up in the framework of the SPRAR system. The Centre is run by Caritas Solidarity and ARCI Toscana and accommodates 55 persons, mainly from Somalia, Afghanistan, Mali, Nigeria and Pakistan. The services of the centre include the provision of accommodation, food, clothing, etc., placement of children in local schools and support for their social integration, Italian language courses for adults, linguistic and cultural mediation, support in finding employment, as well as information and orientation regarding administrative and legal issues and access to legal, medical or professional training services.
- The PACI project, an integration multipurpose facility for 130 refugees and asylum seekers who can live and start of integration processes. The centre, functioning since 2010 based on funds from the national government, provides temporary (maximum 60 days) accommodation, support for accommodation in semi-autonomy, as well as a variety of additional services including education for children, Italian language courses for adults, support for professional training and access to employment, as well as legal advice and support with administrative procedures.
- The project “Beyond the borders”, funded by the European Refugee Fund, was managed, between 2012 and 2014 by the Social Services of Florence Municipality, in collaboration with Consorzio CO&So, ARCI Florence and Caritas Solidarity Florence. It provided support to vulnerable refugees and asylum seekers, based on the integrated reception model where clinical intervention, the ethno-psychiatric / ethno-psychological matrix, and the educational intervention are integrated to achieve a comprehensive well-being of the person which also includes the achievement of personal and social autonomy. The cultural mediation dimension also brings added value to the project.

The municipality supports also three other types of services targeting migrants:

- Educational support services for about 170 Roma pupils, mostly from Western Balkans, in order to prevent school drop-out;
- Literacy activities for young migrants recently arrived in Italy, provided on a weekly basis in various centres to over 1000 persons from over 50 nationalities;
- Linguistic mediation for various municipality services, particularly in Arabic and Wolof.

Besides the cooperation with third sector structures described above, the municipality of Florence cooperates with the institutions responsible for the legal status of migrants, as well as with the office for employment and with trade unions.

Florence municipality also has the experience of several smaller scale projects implemented in cooperation with third sector organizations and targeting several categories of vulnerable migrants. The “Demetra” project provided in 2010 and 2011 orientation for the labour market and training courses for 25 migrant women having minor children or children with disabilities. The project was funded by the European Fund for Refugees and was implemented in partnership with Consorzio CO&So Firenze and Association NOSOTRAS.

The “Beautiful Mind” project was implemented in 2011-2012 also with the support of the European Fund for Refugees and targeted 80 refugees with mental distress. The partnership was wider and included besides the Social Services of the Municipality of Florence, Consorzio CO&So Firenze, Association NOSOTRAS, ARCI Toscana, and Ce.R.I.S.C. - Centro Ricerche e Interventi nei Sistemi Complessi. The project defined an integrated support system and rehabilitation of refugees with mental distress based on a multidimensional evaluation of the beneficiaries and involving a multidisciplinary team of professionals.

## RESEARCH

Statistical data, reports and publications related to migration in Florence are available at

[http://politichesocioabitativa.comune.fi.it/stranieri/materiali/report\\_documenti.html](http://politichesocioabitativa.comune.fi.it/stranieri/materiali/report_documenti.html).

## Milan

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Milan is the capital of the Region of Lombardia. It is the second most populous city in Italy with more than 1,400.000 inhabitants with residents of 181 different nationalities.

## DATA ABOUT MIGRANTS

At the end of 2015 there were 254.522 foreign residents in Milan, representing 18.9% of the population. The Philippines is the country of origin with the largest number of residents in Milan (16% of all foreign residents), followed by Egypt (14.4%) and China (10.6%).

Overall there is a balanced gender distribution but in the case of some countries of origin there are important differences: there are mostly men from Egypt, Senegal, Bangladesh and Pakistan and mostly women from Ukraine, Russia and the Republic of Moldova. There is also a ratio of 3 women to 2 men coming from Latin America. The large majority of migrants are between 25 and 50 years old<sup>6</sup>.

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<sup>6</sup> More statistical data is available at <http://www.tuttitalia.it/toscana/77-firenze/statistiche/cittadini-stranieri-2016/> and at [http://dati.comune.milano.it/dato/item/27-27-Popolazione:%20residenti%20per%20cittadinanza%20e%20quartiere%20\(1999-2015\)](http://dati.comune.milano.it/dato/item/27-27-Popolazione:%20residenti%20per%20cittadinanza%20e%20quartiere%20(1999-2015))

While migrants live in all areas of the city, different nationalities tend to have areas where they are present in higher percentages. In general, there is a higher concentration of migrants (around 25% of the population) in the northern parts of the city.

Over the past few years Milan has become the destination for many of the migrants entering Italy across the Mediterranean and much higher numbers of asylum seekers were registered in the city. While at the beginning of 2015 the majority of migrants were passing through Milan in transit towards Northern Europe, in recent months there has been a significant increase in the number of migrants who registered as asylum seekers in the city of Milan and are in need of emergency support. The high number of requests is also due to the image of Milan as the most advanced city in Italy in terms of quality of services, the possibility of finding a job, as well as to the already existing migrant communities of many nationalities. There is also a constant number of unaccompanied minors who request the support of the specialised services set up by the municipality for this target group. An important group of unaccompanied minors, mostly boys between the ages of 16 and 17, comes from Egypt, but there are also significant numbers from Albania and Kosovo.

It is estimated that only around 20% of the migrants actually access the services provided by the municipality. Some do not have the information regarding their rights, the location and the procedures of the various services. In other cases the procedures used (e.g. online application) are limiting access. However, there are also cases of well-organised communities where information is passed-on and members know exactly where to go at what they are entitled to ask for.

## SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

In 2015 the social services of Milan municipality were reformed with a view to switch the focus from services centred and organized around specific age groups (minors, adults, elderly) or condition of beneficiaries (e.g. disability), to localised services, centred and organized around specific areas of the city and their needs

Since the 1990s the social services have included a specialised department focusing on foreign residents or general immigration: the Office for Services for Adults and Immigration Policies. The office is in charge of city shelters and of the information points/service desks for foreigners and also provides orientation and assistance to migrants regarding social services, legal issues, employment and professional training.

In September 2015 the Office for Adults and Immigration Policies opened a Centre of World Cultures (Centro delle Culture del Mondo), based on the cooperation of all local public institutions and 72 third sector entities which work on issues related to migration. Although it is not fully a one-stop-shop, the centre aims at promoting an integrated model of service delivery, including legal information and orientation, information about measures supporting integration, access to employment, access to higher education and procedures regarding the recognition of degrees obtained out of Italy. It also supports procedures of family reunification, management of emergency cases and the reception of refugees. It also cooperates with the specialised services for unaccompanied minors.

The centre hosts Italian language courses for migrants, provides information materials in nine languages mostly used by migrants and offers space for activities of third sector organisations. Information is also provided to migrants interested in assisted voluntary return.

There are also activities supporting the integration of migrants which take place in the community. For example, starting in March 2016 in the neighbourhood with the highest presence of migrants, a team of

street psychologists has worked for three months in direct contact with the citizens, with representatives of migrant communities and of local associations with the aim of capturing their main needs and problems and with a view to inform future actions of the municipality. The team also paid attention to the potential sources of tension and frustration for individuals and communities, generated by the social and cultural diversity and stimulated inhabitants of the area to communicate their problems and suggestions to the neighbourhood council and to other relevant structures.

As other cities in Italy, Milan is also part of the SPRAR network. At the time of drafting this report the city was managing eight reception centres offering 298 places, plus 30 places in apartments distributed throughout the city. There are two main types of services offered by the SPRAR system:

- assistance covering basic needs, including accommodation, public transport, healthcare services, psychological and psychiatric services, legal counselling and guidance in accessing various public services;
- support for integration, consisting in Italian language courses, vocational training, subsidised internships, etc.

These services are delivered in cooperation with the Consortium and the “Cooperative Farsi Prossimo”, with Foundation Progetto Arca, with Grangia di Monluè and with Comunità Progetto.

- Farsi Prossimo is a social cooperative which manages, in cooperation with Grangia di Monluè, 6 residential centres part of the SPRAR network, a centre for vulnerable migrant families and a day care centre for refugees. Details at: <http://www.farsiprossimo.it>
- Foundation Progetto Arca provides three types of services:
  - › emergency and basic assistance to migrants in transit through Milan;
  - › longer-term support for adult asylum seekers in the framework of a SPRAR centre;
  - › adapted support for unaccompanied minors in the first SPRAR centre dedicated to minors, managed in cooperation with Fondazione Albergo della Vita

Details at: [www.progettoarca.org](http://www.progettoarca.org)

- The cooperative Comunità Progetto manages apartments which are made available to beneficiaries of the SPRAR network as temporary accommodation and provides further support to those hosted. Details at: <http://www.comunitaprogetto.org/>

The municipality cooperates with the local structure of the trade union federation CISL and with the territorial structure of the National Association “Beyond Borders” (Oltre le Frontiere), constituted by representatives of migrants. These structures also provide legal information concerning residence and identity documents, as well as concerning labour contracts and rights of employees. Some services in this area are delivered in cooperation with the National Institute for Social Assistance (INAS), affiliated with the CISL. Support is provided in this context also to migrants experiencing discrimination and to actions to prevent discrimination in cooperation with the local antenna of the national anti-discrimination body UNAR

Besides the activities of the municipality and of its partners there are also other structures providing support to migrants. Some of the most active are the local structures of ARCI (<http://www.arcimilano.it/generale/rete-sportelli-immigrati-arci-milano>) and Caritas ([www.caritasambrosiana.it](http://www.caritasambrosiana.it)).

## RESEARCH

At the regional level there is a regional observatory for integration and multi-ethnicity, established by the Region of Lombardia and managed by EUPOLIS Lombardia in cooperation with Fondazione Iniziative e Studi sulla Multiethnicità - ISMU. Details, including statistical data, reports and other publications are available at <http://www.orimregionelombardia.it>. The report for 2015 is available at <http://www.orimregionelombardia.it/upload/5731bb247e928.pdf>.

Another important source of data is the Statistics Department of Milan municipality which published information at <http://dati.comune.milano.it>

## Naples

Naples is the capital of the Italian region of Campania. It is the third-largest municipality in Italy, with around 975,000 people living in the city and over 3 million in the metropolitan area. Naples metropolitan area is the 9th-most populous urban area in the European Union and one of the largest on the Mediterranean Sea.

## DATA ABOUT MIGRANTS

At the end of 2015, 52.452 foreign residents were registered in Napoli, representing 5.4% of the population. The most numerous group of migrants comes from Sri Lanka, with 25.7% of all foreign residents, followed by those coming from Ukraine (15.9%) and from China (9.9%). Important numbers of migrants also come from South and South-East Asia and from Africa. While in the case of migrants from Africa, Pakistan, Bangladesh and India the number of men is much higher than the number of women, the proportion is reversed in the case of migrants from East and South-East Europe<sup>7</sup>.

At the time of drafting this report, there were also 114 refugees and asylum seekers registered as part of the SPRAR network, 97 men and 17 women, mostly from Afghanistan, Iran and Kosovo.

Napoli hosts 23% of the migrants from the entire Campania region and 46% of those at provincial level. They are not distributed evenly on the territory of the city. Three out of five migrants are concentrated in three districts, two of them hosting each 22% of the total number of migrants and the third one 16%.

<sup>7</sup> More statistical data is available at <http://www.tuttitalia.it/campania/59-napoli/statistiche/cittadini-stranieri-2016>



There are also Roma migrants from various countries of South-East Europe living in five spontaneous camps as well as in social housing facilities.

## SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

Naples municipality is divided in ten municipal districts. In each of the ten districts there is a social service centre with around ten social workers developing front office and back office activities. These are coordinated by the central municipal administration, specifically by the Central Directorate for Welfare and Educational Services within which there is a specialised department in charge of managing “new poverty and social emergency network”. This department includes a unit dealing with migrants (Intercultura Immigrati) and a unit targeting Roma (Intercultura Rom). These units are charged with the elaboration and implementation of systemic action covering all the territory of the municipality, the first one in connection with the SPRAR network and the second one for the school inclusion of Roma children.

Since 2012 there is a representative of migrants elected in the Local Council without voting rights. Currently this position is occupied by a member of the Chinese community. In May 2016 the local administration adopted a Local Action Plan in favour of the Roma community.

The municipality cooperates particularly with the institutions having responsibilities regarding migration and with a range of trade unions (CGIL, CISL, UIL, USB, CSA, DICCAP, LIPOL, S.I.L.A., U.G.L., CONFSALENAL, INAS, and the Chinese National Trade Union).

There is a rich cooperation with third sector entities, including:

- LESS Impresa Sociale Onlus ([www.lessimpresasociale.it](http://www.lessimpresasociale.it)) member of the SPRAR network;
- Cooperativa Sociale DEDALUS ([www.coopdedalus.it](http://www.coopdedalus.it)) with programmes related to the fight against human trafficking and economic exploitation;
- Chi rom e chi no Onlus.
- Associazione N:EA – Napoli Europa Africa Onlus ([www.neaculture.it](http://www.neaculture.it)) for the project on the school inclusion of Roma children;

An important element of the cooperation of Naples municipality with third sector entities is represented by the project IARA (Integration and Reception of Asylum Seekers), led by LESS as part of the SPRAR network with funding from the Ministry of Interior. The focus of the project, implemented on a tri-annual basis since 2004, is to support asylum seekers in acquiring a good level of Italian language and receive support for housing and employment with a view to a successful integration in the Italian society.

## RESEARCH

Data and reports about research on migration in Napoli and the region of Campania are available at

<http://www.stranieriincampania.it/wp/immigrazione-in-campania-la-ricerca/>



## Lower Austria: Bruck an der Leitha, Korneuburg and Tulln an der Donau

Lower Austria is the Austrian federal state surrounding Vienna and has a total population of over 1.6 million people. The three targeted municipalities are mid-sized towns with a population of between 8 and 18 thousand people and are located between Vienna and the Eastern border between Austria and Slovakia. They were chosen as beneficiaries due to the fact that they had only started to accommodate refugees in 2015 and needed considerable capacity-building support.

### DATA ABOUT MIGRANTS

In Bruck an der Leitha there are about 140 asylum seekers and around 30 refugees. Most of them come from Syria, Afghanistan and Iraq. 80% of them are adult males, the rest being women and children. They live in different areas of the city, some in private accommodation provided by the local religious community or rented by Caritas, while 60 people live in a large private houses rented by a specialized company contracted by the national authorities.

In Korneuburg there are 857 third country nationals residents and 147 recently arrived asylum seekers. Some live in private accommodation in different areas of the city and others in a refugee shelters.

In Tulln there are 2700 third-country nationals residents. 116 are registered as asylum seekers and 20 have obtained refugee status, coming mostly from Afghanistan, Syria and Iran.

Out of the 136 refugees and asylum seekers, 102 are accommodated in a container settlement organized by immigration authorities and 34 live in houses distributed throughout the city. They are 63 individuals, 8 couples and 17 families. 41 of them are children (0-17 years).

### SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

Third-country nationals which are residents of the three towns and do not have the status of refugees or asylum seekers, thus are general migrants, have access to the social services of the municipality as Austrian citizens. The municipality administration does not have specific structures or policies targeting this category of migrants.

Third-country nationals having the refugee status enjoy almost the same rights as Austrian citizens, having access to local services and also benefitting of some additional support measures.

In addressing the needs of the asylum seekers, municipalities cooperate with the federal immigration authorities, which are responsible for a part of the refugee shelters, as well as with the local religious communities and with Caritas and the Red Cross (which also has responsibilities in managing the services in the refugees shelters).

In Bruck an der Leitha there is an advisory board within the framework of the volunteer association “Our Bruck” with the aim of coordinating the support provided to asylum seekers by the various structures active at local level. The municipality also provides jobs within the local authority building department to some of the residents with refugee status. Also, support through job placement is provided to several others.

Caritas is renting various apartments for asylum seekers and monitors their situation through periodic visits. Catholic Parishes also have an important role in providing accommodation to asylum seekers, either in private houses of members of the community or in buildings belonging to the Church and which have been renovated and made available to the asylum seekers.

The volunteers of “Our Bruck” association contribute by providing German language lessons, as well as supervision, medical and psychological care, support and advice in accessing public services and facilities and participating in local community activities.

In Tulln an der Donau there is also a local platform for assistance to refugees including representatives of the municipality, religious communities, the Red Cross, local NGOs, cultural and sports clubs and many volunteer citizens.

In both municipalities also two types of activities have been organized:

- information meetings to inform local community about the refugees: mayors, locally elected representatives, and representatives of several NGOs provided information on the presence of asylum seekers in the community and answered questions of citizens, in order to ensure that actions in support of refugees’ integration are done transparently and in cooperation with various local stakeholders;
- organisation of volunteers groups available to provide support to migrants: volunteers received basic information and were asked to contribute in providing assistance to refugees, organizing language courses, sports activities, informal meetings between local citizens and refugees, collecting donations, organizing charity cultural and social events, etc.

All these activities were widely promoted among the local community through newspaper articles, flyers, as well as online.

In Korneuburg there is also a local volunteers association providing support to the refugees and a local network of various stakeholders, meeting monthly to discuss necessary interventions and to coordinate support. They organize trainings for volunteers who act as “buddies” for refugees and produced a pictogram information sheet used for local refugees.

## Poznan

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Poznan is located on the Warta River in west-central Poland, in Greater Poland region. Poznan is one of the biggest cities in Poland, with a city population of about 550,000 and 1.3-1.4 million people living in the larger metropolitan area.

### DATA ABOUT MIGRANTS

The number of foreign residents in Poznan has been growing in recent years. Similarly to the overall immigration trend in Poland, the most numerous migrant group are Ukrainians. Communities of Russians and Belarusians, and recently, Turks also live in the city.

There are currently over 10.000 foreign residents, representing around 2% of the population, including a large number of university students. There are around 1500 third country nationals with domicile in Poznan.

Very few people with refugee status or subsidiary protection registered in 2015 have individual integration plans: 13 persons, 7 being from Syria. The explanation of this low number is that asylum requests are submitted usually in Warsaw or through the Border Police.

As a rule, most refugees settle in the vicinity of Poznan, in the villages that host reception centres for foreigners applying for refugee status. The most important categories of migrants living in Poznan are foreign workers, students, as well as entrepreneurs.

Since 2015, the number of foreigners who applied for a temporary or permanent residence permit increased considerably (almost tripled in the case of temporary residence permits and nearly doubled for permanent residence). The number of applications grew from 2083 (2013) to 3347 (2014) and to 9511 (01.2015-03.2016). The number of positive decisions also increased from 1798 (2013) to 2204 (2014) and to 4560 (01.2015-03.2016).

Of all applicants for temporary residence permit in the period 01.2015-03.2016 78% (7410 people) are citizens of Ukraine. Another 406 Ukrainians applied for permanent residence and 69 for long-term resident of the EU. Ukrainians are also the most numerous group of foreigners domiciled in Poznan (26%). Compared with 2009, there was a twofold increase in the size of the group: from 314 to 678 people. Contrary to the general predominance of men among immigrants, among Ukrainians women are the majority (60%). There are also 169 Belarusians domiciled in Poznan and, as in the case of Ukrainians, women prevail.

In Poznan there is no obvious concentration of foreigners in a specific area and the city does not have centres for refugees.

## SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

Since 2008 Poznan municipality works for the integration of foreigners. Due to labour market needs, as well as demographic challenges, city activities aim not only at attracting foreigners, but also at “retaining” them. In 2010, the Municipality of Poznan prepared a “Local Action Plan” that consists of three pillars: management of migration (that includes setting up the Openness Council), integration (cooperation with the local communities) and internationalization of the city.

Social assistance is provided by the municipality to migrants in accordance with the national law on social assistance, which directly specifies how this kind of support should be given through the Municipal Family Assistance Center.

The University in Poznan runs a “Migrant Info Point” that offers free information and advisory support for immigrants. The Migrant Info Point is financed by Municipality of Poznan. The need for setting-up an information point for foreigners resulted from an analysis done by the City of Poznan in cooperation with the Centre for Migration Research (CeBaM) of Adam Mickiewicz University (UAM) of Poznan, in the framework of an EU project.

At the Migrant Info Point migrants can get information about the legalization of stay (including temporary residence permits and permanent), citizenship, and the labour market (including work permits, setting

up a business). Also, assistance is offered in filling out the forms required by different services and information is provided about daily life in Poznan. The Migrant Info Point has also a network of street workers who work directly with foreigners in their environment.

The cooperation with the Office for Foreigners, responsible for residence permits, is limited, while the cooperation with the Employment office takes place within the framework of inter-local network. In the framework of the inter-local network, the municipality also cooperates with several non-governmental organizations mostly outsourcing tasks and actions to support foreigners. Funding to NGOs is given based on a competition for projects consisting in initiatives for the integration of migrants and awareness of the host society, as well as comprehensive support to refugee Ukrainian families from the area of the Donbass and Mariupol areas, including accommodation, support access to the labour market, etc..

The university and various research institutions are also considered by the municipality as important partners and it is planned develop further this cooperation.

The following two projects had an important role in the evolution of activities of the city regarding migrants:

In 2008-2011 Poznan City Hall (UMP) participated to the implementation of the European project OPENCities. The aim of the project was to prepare a local action plan to increase the openness of the city and design integration activities to contribute to the internationalization of the city and manage openness. The outcome was the establishment of a local network consisting of local partners committed to making the city more open and to promoting integration and support of migrants, as well as activities aiming at better understanding between locals and migrants. The funding for the project was provided by the EU in the framework of Urbact programme. The project leader was Belfast municipality, supported by the British Council.

The project Amiga was implemented between 2013 and 2015 and was led by the Centre for Migration Research of Poznan University, having the city of Poznan as partner. Funding was obtained through the European Social Fund. The project aimed at contributing to the integration of foreigners and to improving their quality of life in the city by setting-up an expert group, creating and updating the information portal for foreigners, as well as by establishing the Migrant Info Point, providing free information and support, implementation of integration activities and awareness.

Information about other projects implemented in Poznan on the topic of migration is available at <http://www.cebam.amu.edu.pl/projekty/badania-zespolowe-cebam.html> and <http://www.migrant.poznan.pl/pl/projekty.html>

## RESEARCH

Below is a list of the main references to publications based on research conducted on migration issues by the Research Center for Migration of Poznan University:

M. Buchowski, J. Schmidt (eds.) (2012) Migration and cultural heterogeneity. On the basis of anthropological research in Poznan. Poznan: Centre for Migration Research UAM

N. Bloch, E. Go dziak M. (ed.) (2010) From guests to neighbors. Integration of foreigners from outside the European Union in Poznan in education, employment and health care. Poznan: Centre for Migration Research UAM

Bloch, Main, Sydow (ed.) (2015): Not quite useful. The struggles of immigrants in the local labour market. Poznan: Centre for Migration Research UAM.

Sydow K, U. Schulz, Ziółek-Skrzypczak M. (eds) (2015) Strategies to support migrants in the labour market. Experience with the Amiga project in the context of old and new migration cities in the EU. Poznan: Centre for Migration Research UAM.

I.Czerniejewska (ed.) (2016) Not quite welcome. The struggles of immigrants from the legalization of stay in Poznan, Poznan: Centre for Migration Research UAM in 2016.

Publications are available at <http://www.cebam.amu.edu.pl/publikacje.html>

## Warsaw

Warsaw is the capital and the largest city of Poland, having a population of 1.740 million residents and a greater metropolitan area of 2.666 million residents.

### DATA ABOUT MIGRANTS

In 2015 a total of 21,794 foreigners of 142 different nationalities were recorded officially as residents in Warsaw, which represents around 1.3% of the population. These figures may be incomplete because a large part of the population of Warsaw (not only foreigners) does not have a formal registration with the city. It is estimated that the actual number of foreign residents is two times higher, of over 40,000 persons. Some experts even estimate the number of foreign residents to more than 60,000 persons.

According to the register of the Central Registration and information on Economic Activity, in 2014 and 2015 in Warsaw there were more than 22,000 foreigners working on the basis of a work permit or conducting business activity. The number of foreigners registered to the health insurance and having permanent residence in Warsaw was in 2015 of 26,577 persons, while in the Mazovia province, the number reaches 44,500. Considering these data and the fact that there are also migrants who came with short-term visas and did not register their residence yet, it is likely that Warsaw hosts more than 40,000 migrants.

Regarding the number of asylum seekers and refugees, although the large majority of those registered with this status in Poland submit their application to the relevant institutions located in Warsaw, it is hard to estimate precisely how many of them actually stay in Mazovia and in Warsaw. Based on the analysis of existing statistics, it can be estimated that approx. 60% of the asylum seekers who are staying in Mazovia live in Warsaw.

The three main countries of origin of migrants in Warsaw are Ukraine, Vietnam and Belarus. There are also important communities of Chechen, migrants from other parts of the former Soviet Union and smaller numbers of migrants from Arab countries, mainly Syria, Egypt, Tunisia and Iraq.

The analysis of the statistical data available shows that the number of Vietnamese and of migrants from other countries of Asia has decreased over the past two years and experts consider that this is mainly due to the fact that many of them moved from Warsaw to the surrounding municipalities (Raszyn, Nadarzyn, Lesznowola, Piaseczno).

In the case of Warsaw, we cannot talk about the existence of distinct migrant enclaves. There are however areas of relative concentration of migrants but most of them are multicultural places, areas in which reside together various migrant groups. The tendency to spatial concentration is most evident in the case of migrants from Vietnam and China. The percentage of migrants in the five districts where they are mostly located varies from 0.8% to 2.6% of the total population of the district.

## SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

A very small proportion of migrants residing in Warsaw benefits from social welfare or unemployment benefits. In 2014 only 362 migrants received social benefits and financial support.

Warsaw Family Assistance Centre is the structure charged by the municipality to take action in support of the integration of refugees. The main responsibility of the centre is to provide support

in the initial period of adaptation of refugees and beneficiaries of subsidiary protection to the living conditions in Poland and for the start of an independent life. Thus, the specialised staff of the centre starts by identifying their current situation, determining their needs and follows by providing adequate support. An individual program of integration is designed for each beneficiary and it is outlined in a written agreement between the migrant and the centre. This agreement defines the commitments of each party and the way of cooperation. The duration of the individual integration program may not exceed 12 months. The support available includes cash benefits for basic needs and for covering the cost of Polish language courses, payment of the health insurance, specialised psychological, family and legal counselling, information and assistance in dealing with the requirements of various institutions, in particular with the employment office, as well as support in engaging with the local community and with local non-governmental organizations. Support offered is tailored to the needs of each individual and their family.

There are also several NGOs offering various services or organising activities supporting the integration of migrants in Warsaw. The funding for their activities comes mainly from EU programmes, the EEA Grants, Swiss funds and national foundations but some costs are covered by the municipality. Activities on this topic were stimulated in Warsaw since 2009 also due to the funding made available through the European Fund for Integration of Third-Country Nationals and the European Fund for Refugees.

A larger project entitled “Regional Cross-section Migration Policy in Support of Migrants” was implemented in 2013 and 2014 by The Other Space Foundation from Warsaw, in cooperation with Homo Faber Association from Lublin and Interkulturalni PL Association from Cracow, to promote the integration of migrants in Polish society. Details are available at [www.politykimigracyjne.pl](http://www.politykimigracyjne.pl). The project had as partners the municipal authorities of Warsaw, Lublin and Cracow and resulted in:

- The implementation of a public awareness campaign including exhibitions and debates on migration;
- Cross-Sector Working Forums providing the opportunity to exchange local experiences, reflect on national and local migration policies and improve the integration of foreigners in targeted cities;
- The setting-up of a multilingual information portal for migrants, including a section for migrants in Warsaw: <http://www.warszawa.info-migrator.pl>

The establishment of Warsaw Multicultural Centre ([www.cw.org.pl](http://www.cw.org.pl)), envisaged as a multi-faceted space for migrants and offering interested NGOs the possibility to organise events and provide specific services to migrants.

Warsaw Multicultural Centre functions with the support provided by the municipality and is registered currently as a foundation established by organizations gathering migrants and working for migrants. The Foundations' Council is a continuation of the informal coalition of NGOs - established in 2009 – that made various steps to establish the Multicultural Center in Warsaw and it consists in 2016 of the following organisations which represent important civil society stakeholders for the integration of migrants in Warsaw:

1. Foundation 'Africa Another Way'
2. 'Other Space' Foundation
3. Foundation for Social Diversity
4. 'Open Art' Foundation
5. 'Our Choice' Foundation
6. Association for Integration of Foreigners SIC!
7. SIETAR Poland Association
8. Stowarzyszenie Wolnego Słowa
9. 'Adulis' Foundation
10. 'Świat na Wyciągnięcie Reki' Foundation
11. Foundation for Somalia
12. 'Transkultura i Dialog Miedzykulturowy' Foundation
13. 'Never Again' Association
14. Somalii Community in Poland
15. 'Klamra' Foundation
16. 'Strefa Wolnościowa' Foundation
17. 'Cultures of the World' Foundation
18. 'Centrum Afro-Kultury Baobab' Foundation

Additionally, there are other important resources and activities for migrant integration provided by civil society organisations, including the portal Continent Warsaw (<http://kontynent-warszawa.pl>) with information on current cultural and social events reflecting the multicultural character of the city and including a map with resources for migrants, an online radio (<http://imiradio.pl/>), a platform encouraging locals to offer accommodation to refugees (<http://refugees-welcome.pl>), as well as Polish language courses offered by young volunteers and legal counselling.

## RESEARCH

University of Warsaw has set-up a Centre of Migration Research (CMR) as an interdisciplinary inter-faculty research unit, specialising in studies on migration processes in Poland and in Europe. An ambitious research programme has been elaborated and is implemented by the 36 researchers currently affiliated with the CMR. Researchers cover fields such as demography, political science, administrative law, social anthropology and cross-cultural psychology. The research results of the CMR team are published regularly (in Polish and English) in the CMR Working Papers series, in its bimonthly Migration Bulletin (Biuletyn Migracyjny) and in a book series on Migration Studies (Studia Migracyjne), published by University of Warsaw Press. Details are available at <http://www.migracje.uw.edu.pl/en/>.

Another structure located in Warsaw and active in the field of research on migration issues is the Central European Forum for Migration and Population Research (CEFMR), created in 2002 as a research partnership of the Swiss Foundation for Population, Migration and Environment (PME), the Institute of Geography and Spatial Organization of the Polish Academy of Sciences and the International Organization for Migration. Details are available at <http://www.cefmr.pan.pl/>



## Wrocław

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Wrocław is the largest city in western Poland, located on the River Oder in the Silesian Lowlands and it is the capital of the Lower Silesian Region. The population of Wrocław in 2015 was 635 759, making it the fourth-largest city in Poland, with about one million people in the metropolitan area. Currently, Wrocław is one of the fastest developing cities in Poland.

### DATA ABOUT MIGRANTS

The municipality does not have precise statistical data about migrants resident in the city. The larger group of migrants comes from Ukraine, but there are also migrants from Russia, mostly of Chechen origin, from other parts of the former Soviet Union, from Arab countries, and from Turkey.

The number of migrants from Ukraine increased during the past year, in the context of the deteriorating security and socio-economic situation of the country. Ukrainian migrants, although the most numerous ones, are mostly considered as “invisible” to the general public and to local authorities because of the fact that the large majority learn Polish and find work easily, seldom request support from social services and rely mainly on the strong intra-community support networks.

### SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

Local authorities express a strong interest in providing support to migrants for their integration in the local society and there are specialised professionals in the municipal services charged with this task. These include the Wrocław Center for Social Development (<http://wcrs.wroclaw.pl>), an Information and Support Office for Foreigners, called Infolink (<http://infolink.wroclaw.pl>) and the Wrocław Center for Integration.

Another civil society initiative is “Wrocław Welcomes Refugees” a grassroots, informal coalition of organisations aimed at supporting and initiating activities meant “to improve the quality of life of refugees, both during their journey to Europe and after their eventual arrival in Wrocław”.

The goal of the coalition, which received financial support from the EEA&Norway Grants for NGOs, is to lead a public debate on migration and to enter into dialogue with local authorities regarding their actions towards the refugees. It organises educational events on the subject of refugees and engages people from different backgrounds in specific aid activities.

The members of “Wrocław Welcomes Refugees” coalition are:

- House of Peace Foundation
- Nomada Association
- Critical Education Association
- Amnesty International Wrocław
- 8th March’ Initiative
- Infomigrator Wrocław
- EcoDevelopment Foundation
- Association for Independent Media and Social Education (Editorial Office of „Recykling Idei”)
- Cultural-Artistic Association „Rita Baum” (Editorial Office of „Rita Baum”)
- Kaleidoskope of Cultures

Some of these organisations have other types of activities supporting migrants. For example, NOMADA – The Association for Multicultural Society Integration (<http://nomada.info.pl>) implement the project SUKURS aiming “to make Wrocław a safe place for anyone, no matter what passport this person holds or which god believes”. The association provides legal counselling to the victims of violence or discrimination.

There are also active organisations of migrants, including a Muslim Cultural Centre.

## RESEARCH

The Institute of International Studies of Wrocław University (<https://international.uni.wroc.pl>) has been involved in several national and European research projects on the topic of migration and produced over the past years several publications on this topic

## Bucharest

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Bucharest is the capital and the largest city of Romania, located in the South-East part of the country. With a population of 1,883,425 according to the last census, Bucharest is the 7<sup>th</sup> largest city in the EU and with over 2 million inhabitants resident of the larger metropolitan area.

## DATA ABOUT MIGRANTS

There are 21,112 third-country nationals registered in Bucharest, with men (13,335) representing twice the number of women (7,777). Almost 3,000 are minors. Together with the Ilfov County, the area immediately surrounding Bucharest, hosting 5800 migrants, Bucharest is home to half of the total number of migrants in Romania. The majority comes from the Republic of Moldova, Turkey, China and the Middle East.

Apart from the Chinese community, with a large part of it concentrated near a commercial centre in the North-East of the metropolitan area (with many Chinese working or owning businesses in the commercial centre), the other migrants live in different parts of the city, dispersed among the local population.

Bucharest has a reception and registration centre for asylum seekers and the largest accommodation centre for asylum seekers and refugees in Romania, with 470 places. The exact up-to-date number of refugees is not available. Romania received in 2015 a relatively low number of asylum requests (1225), 550 being from Syria. It is estimated that about half of the asylum seekers and refugees are located in Bucharest considering the number of places in centres and reports of organisations working in this area.

## SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

On 29 February 2016 a Directorate for the Integration of Foreigners and Diversity was established within the General Municipality of Bucharest. It is planned to include 18 staff positions and consists of two services: the Service for the Local Integration of Foreigners (SLIF) and the Service for Multicultural Dialogue and Diversity (SMDD).

The responsibilities of the SLIF include:

- Facilitating access of migrants to local public services;
- Ensuring the exchange of information among various structures of the local and central administration with regards to the integration of migrants;
- Initiating, proposing to the General Council and implementing measures for the local integration of migrants;
- Cooperating with other structures, institutions and organisations in managing emergency situations related to migrants.

The responsibilities of the SMDD include:

- The development and implementation of a Local Diversity Charter and ensuring that cultural diversity is reflected in the activity of local administration;
- Contributing to providing Romanian language and culture courses for migrants and to providing relevant and accessible information to migrants;
- Cooperating with representatives of migrants, NGOs and media in developing and implementing projects related to cultural diversity.

Both services also have responsibilities regarding communication towards local community and awareness-raising of local population on issues related to migration, as well as regarding the involvement of the municipality in national and international experience exchanges on issues related to integration and management of diversity.

At the time of drafting this report the Directorate wasn't fully operational, still without a clear location for its office premises and with only 8 of the job positions being filled.

A key element of the strategy of the newly established Directorate is to sign cooperation agreements with several public institutions and with the NGOs active in the integration of migrants. The institutions envisaged for partnership agreements are:

- The Agency for Employment;
- The Ministry of Labour, Family, Social Protection and Elderly Persons;
- The National Fiscal Administration;
- Healthcare authorities;
- Schools Inspectorate;
- The National Council for Recognition of Educational Degrees;
- The General Inspectorate for Immigration;
- The National Council for Combating Discrimination.

The Directorate also intends to establish a close cooperation with the local offices of the International Organisation for Migration (IOM) and of the UN High Commissioner for Refugees (UNHCR).

For more than a decade, NGOs have been the ones to work on issues related to migration. Initially the work was focused on providing basic support and legal assistance to asylum seekers and refugees with the support of the UNHCR. Since 2009, mainly with the support of the European Fund for Integration of Third-Country Nationals and of the European Fund for Refugees, managed by the General Inspectorate for Immigration, more activities were implemented and more attention was given to integration, beyond emergency assistance. More recently several projects were done also with the support of the EEA Grants, including one having the municipality of Bucharest as partner.

The activities implemented in this context include the creation of migrant information centres (MICs) for the information and direct assistance to migrants (a network of 15 MICs countrywide has been created in 2010 by IOM Romania and managed in cooperation with local NGOs for 5 years), the opening of a multifunctional centre facilitating social and cultural interaction called My Place, creation of a network of intercultural mediators, working groups and meetings between migrants, public institutions and local NGOs, information and awareness-raising activities.

The most active NGOs working on migration issues in Bucharest are:

- ARCA – the Romanian Forum for Refugees and Migrants: <http://www.arca.org.ro>
- CNRR – the Romanian National Council for Refugees: <http://cnrr.ro>
- JRS Romania: [www.jrsromania.org](http://www.jrsromania.org)
- AIDROM – the Ecumenical Association of Churches of Romania: <http://www.aidrom.ro>
- ADIS – the Association for Defence of Rights and Social Integration: <http://www.asociatia-adis.ro>
- ICAR Foundation: <http://www.icarfoundation.ro>
- NOVAPOLIS Association: <http://www.novapolis.ro>
- CONECT – Association for Dialogue, Occupation and Migration: <http://www.asociatiaconect.ro>
- World Vision Romania: <http://www.worldvision.ro>
- Save the Children Romania: <http://www.salvaticopiii.ro>

IOM Romania has also a key role in this context as leader of a series of projects. In May 2016 IOM Romania, in partnership with AIDROM and three other organisations, launched the project “INTERACT – Integrated services for migrants, social and multicultural dialogue”, which aims at promoting a one-stop-shop approach in the delivery of information and services for migrants in cooperation with public institutions and with the private sector. Details at <http://www.oim.ro>.

## RESEARCH

A Documentation and Research Centre on Migrants’ Integration was established in Bucharest in the framework of an EU-funded project. It provides information, it organises academic conferences and has elaborated a map of services for migrants and a barometer of migrant integration. Details are available at: <http://www.cdcdi.ro/>

## Cluj-Napoca

Cluj-Napoca is the second most populous city of Romania, with a population of over 320.000 and is located in the North-West of the country, being one of the historic capitals of Transylvania. It is historically a multicultural city, with a strong presence of members of the Hungarian minority (representing currently over 16% of the population). It is a university city, with the largest university in Romania and seven other universities totalling around 80,000 students.

## DATA ABOUT MIGRANTS

According to the latest data available there were 2,461 Third-Country Nationals resident in Cluj in July 2016. The largest group comes from Morocco, followed by the USA, Albania and India. There are also residents from China, Turkey, Syria, Tunisia, the Republic of Moldova, Israel and Latin America. The

majority of foreign residents are university students, but there are also migrants with small businesses, working or as family members of a Romanian citizen.

For decades, Cluj universities received large numbers of foreign students and over the past few years the number of students from both EU and non-EU countries has increased. The University of Medical Studies attracts the largest number of students from non-EU countries.

## SOCIAL SERVICES, KEY STAKEHOLDERS AND SUPPORT TO MIGRANTS

The municipality runs a Social Protection Service, open to all residents in a disadvantaged situation who are entitled to support according to the law. Given the small number of migrants requesting support from the social services of the municipality, there is no special policy or structure dealing with this target group. There are only a few families, from the Republic of Moldova, Syria and Tunisia, registered as beneficiaries of municipal social services.

The most relevant local stakeholder working on this topic, cooperating with the municipality but also involved in national networks is the League for the Defence of Human Right Cluj (LADO). The organisation initiated its work on this topic in 2010 in the framework of a national project coordinated by the Intercultural Institute of Timisoara ([www.migrant.ro](http://www.migrant.ro)) and in the following years, in cooperation with the International Organization for Migration (IOM), office in Romania, opened a local Migrant Information Centre, providing a variety of services, including support in access to labour market.

Romanian language courses have been organised in Cluj both by external organisations (Intercultural Institute of Timisoara, ADIS Bucharest) and by LADO. There is also a network of intercultural mediators and they contribute in organising various cultural and awareness-raising activities, including several editions of a festival called “Multicultural Cluj”.

LADO is implementing from May 2016, in cooperation with IOM Romania and with the social services of Cluj Municipality, the project “MigraNet – Regional Network for the Integration of migrants”. The project will open a regional integration centre covering the North-West of Romania, including the area where a centre for refugees is located. It will also provide in an integrated way a wide range of information and support services for refugees and third-country nationals.

## RESEARCH

Statistical data about migration in Cluj is occasionally provided by the local branch of the General Inspectorate for Immigration. Within Babes-Bolyai University of Cluj, the largest university of Romania, as well as within the Institute for the Study of National Minority Issues, also located in Cluj and belonging to the Governmental Department for Interethnic Relations, there are researchers with interest and experience in migration issues, covering both migration of Romanians abroad and migration to Romania.

## 6. CAPACITY-BUILDING NEEDS OF LOCAL PUBLIC ADMINISTRATION



### General needs of structural change

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The data collected from all 12 target municipalities of the ADMiN4ALL project through focus groups, interviews and online questionnaires, confirmed that in all cases there is a perceived need for support in increasing the capacity to address issues related to the integration of migrants.

A first common element identified is that there are three types of perceived needs in the majority of the municipalities:

- Needs for change in national policies or administrative practices;
- Needs related to improving coordination, cooperation and communication between various structures active at the local level;
- Needs related to improving the competence of various categories of staff and of their ability to respond to the challenges related to the integration of migrants.

Regarding the needs related to national policies and practices, challenges concern mostly the relationship between municipalities and the immigration authorities, responsible for the processing of asylum requests and for the delivery of residence and status documents. A lack of transparency, the lack of explicit procedures requiring immigration authorities to cooperate with municipalities, unpredictability and long delays in the delivery of documents, are perceived by those consulted as limiting the effectiveness of the efforts towards integration of migrants made at municipal level. The situation in this respect is perceived as less problematic in the case of the Austrian municipalities involved, where representatives of immigration authorities are actively cooperating with the municipalities and other stakeholders involved at the local level. Another challenge at this broader structural level appeared in Poland and Romania concerning the lack of coordination between municipalities and the national authorities managing the European funds aimed at supporting the integration of refugees and third-country nationals.

Although all these issues are not within the scope of the ADMiN4ALL project, they need to be considered as background elements in the design of the support measures to be provided.

The idea of improving coordination and cooperation between various structures active at local level was also not a direct focus of the project initially, but it is a topic that can be incorporated, particularly by providing tools and developing skills which could facilitate such an improvement.

The perceived need for better coordination and cooperation concerns different types of structures:

- Coordination between different departments or services within the municipality, including departments operating in different sectors (e.g. social services, education, public order, urban planning, healthcare, housing etc.).
- Coordination between general municipality structures, including particularly the structures with direct responsibilities for the integration of migrants, and localised structures, at the level of districts or neighbourhoods. This appears especially important in the case of large municipalities with several administrative sub-units, which are in some cases under the supervision of different instances. Thus, although structures coordinating integration of migrants are located at the municipality level, services to which access needs to be ensured for migrants are located at the district level.
- Cooperation and coordination between social services of the municipalities and employment services, which are in general under the responsibility of regional or national authorities. Although it is clearly stated that the aim of social services is, whenever possible, to support beneficiaries in advancing towards a life in autonomy, for which having the possibility to earn an income through work is pivotal, there are little possibilities for social workers to do more than direct beneficiaries to separate employment offices. As mentioned by participants in focus groups and interviews from different cities, in the case of the large majority of migrants this proves to be largely ineffective, and the most common ways through which they obtain a job remains through the support of other members of their communities, rather than through employment offices.
- Cooperation between municipality structures and NGOs or other third sector organizations which provide front-line services to migrants. This covers a variety of types of relationships, including: cases where municipalities contract services from third sector entities, cases where a partnership is established between the municipality and one or a group of third sector entities with a financial or in-kind contribution from the municipality, cases where additional funding comes from various funding programs (national funds, EU, EEA, etc.) or provided by other NGOs. Better cooperation is also perceived as necessary between municipality structures and third sector entities working with migrants (e.g. providing humanitarian support, working with volunteers in delivery of language courses or in organising cultural, awareness-raising or information activities) even if there is no formal agreement or financial contribution involved. This would allow for a more effective use of existing resources, for avoiding overlapping and duplication of efforts and for stimulating synergies.
- Cooperation between all structures providing services to migrants and organisations of migrants or others entities representing migrants or reflecting their views.

In some cases, changes at these various levels would imply changes in local policies, to be adopted by local policy-makers and thus beyond the scope of the project, but many of the desired improvements can be achieved through administrative measures, provided that the staff concerned has the necessary competences. An interest has been also expressed by leaders of services in learning how such coordination and cooperation takes place in other cities<sup>8</sup>.

## Previous trainings and alternative training offer

There are important differences among countries, cities and particularly among types of staff with regards to the previous trainings received on this topic as well as with access to current alternative training provision.

<sup>8</sup> This issue is developed in a separate section below



In all cities there is staff which had received previous training, both by following mandatory courses organised by or in cooperation with the institutions or organisations where they are employed, and by attending at their own will courses offered by various local or national NGOs or higher education institutions. However, there are also many who did not receive any training related to the topic of migration and the integration of migrants.

Previous attendance of training courses focused on migration issues or relevant for the integration of migrants is much more common in the case of staff working in delivering services to refugees, particularly social workers. The largest offer in this sense exists in Italy and includes mainly courses which provide to participants training credits required by the law. This type of accredited trainings for social workers is provided in the framework of the Italian SPRAR system, mostly organised by the National Association of Italian Municipalities, as well as by ministries with specific responsibilities in the field (the Ministry of Labour, Welfare and Social Policies and the Ministry of Interior), by universities and by specialised NGOs.

The attendance of other relevant trainings is much less common in the case of staff performing tasks like coordination of projects, or the staff involved in general services of municipalities and even less in the case of volunteers, involved particularly in the Austrian municipalities. Some of the key persons involved in the reception of refugees in the Austrian towns received training in the autumn of 2015 to support the process at local level.

In the case of Poland and Romania there appear to be differences between the capital cities and the other cities in terms of access to training, this being more common in the two capitals. In the other cities some trainings and information sessions were offered only by the IOM or specialised NGOs. Staff having the responsibility to organise and coordinate activities on migration in Bucharest is receiving training also based on cooperation with the Council of Europe in the framework of the Intercultural Cities programme.

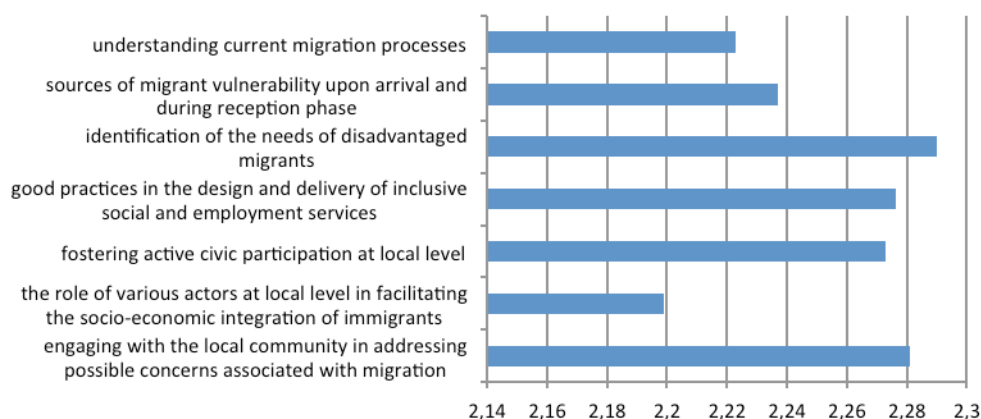
Training was also provided in some cases in the framework of European projects in which the respective institutions or organisations were involved.

Besides acknowledging that previous and current training opportunities are far from covering the needs of the staff working directly with migrants, participants in the research mention also the lack of training on this matter among professionals working in the general municipal services and among professionals with responsibilities in coordination and administration of programmes for migrants.

## Interest in specific training topics

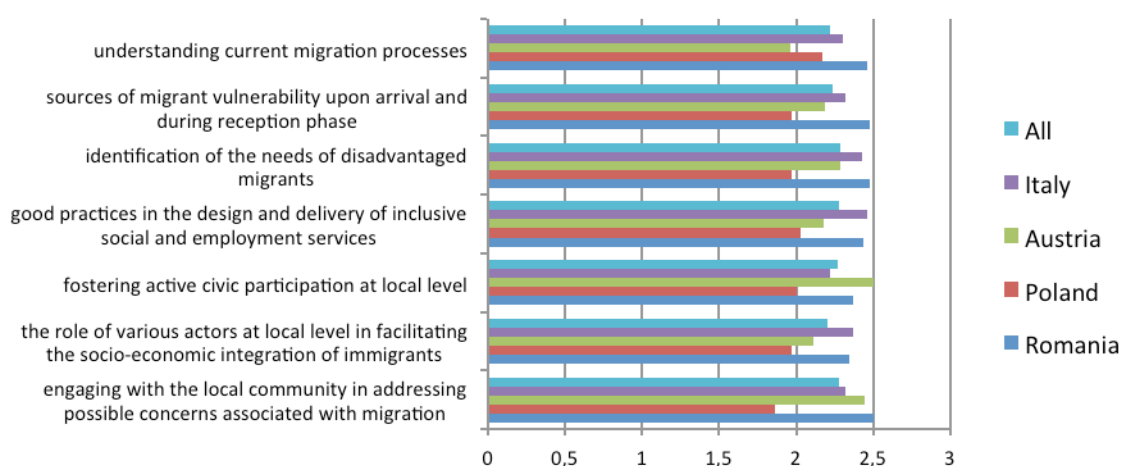
The interest in receiving training on specific topics has been assessed in several ways: directly, through open questions in focus groups, interview and questionnaires, as well as through rating a list of pre-defined training topics already mentioned in the project application; and indirectly, through the description of critical incidents which occurred in the work with migrants and through the listing of challenges perceived in the performance of professional duties.

The list submitted for evaluation through the online questionnaire included seven possible training topics. The rating was done on a scale of four points, from “not useful” = 0 to “very useful” = 3. The overall results, displayed in the graphic below, show that there is a high interest in all these topics (all have average scores ranging from 2.2 to 2.29). The highest interest is for the identification of the needs of disadvantaged migrants and for engaging with the local community in addressing possible concerns associated with migration.



*Usefulness of pre-defined training topics – all countries (0=not useful, 3 = very useful)*

However, significant differences can be observed when comparing the results for the four countries:



*Compared perception of usefulness of pre-defined training topics by country (0=not useful, 3 = very useful)*

## ITALY

Italian respondents have shown an interest higher than the average of the four countries for each of the seven topics. The highest interest is expressed for learning about good practices in the design and delivery of inclusive social and employment services. The role of various actors at local level also received a high score, which is compatible with the input provided during the focus groups.

Additional topics suggested by participants in the research from the four Italian cities include:

- Learning about the current social, geographic, political and cultural context in the countries of origin of migrants, with a focus on the push factors behind migration processes;
- Information about human trafficking, particularly of women and minors;
- Knowledge about the itinerary of migration and the procedures at arrival;
- How to design effective labour inclusion itineraries for migrants based on the connections between their competences and the opportunities available at local level;

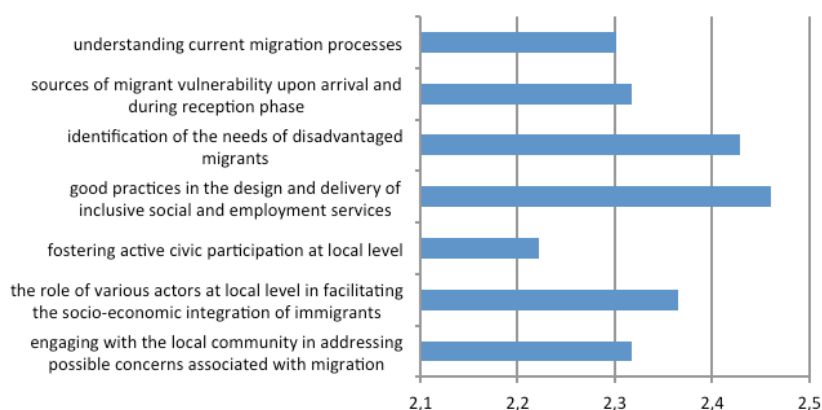
- Understanding of psychological elements related to the migration process and issues concerning resilience;
- Intercultural communication and how to interact with migrants;
- Mediation of intercultural conflicts;
- Management of situations when migrants display disturbing behaviours due to their cultural background (e.g. not trusting the advice of women);
- Understanding the intercultural mediation process and the work with mediators;
- Understanding group dynamics and networks within migrant communities.

They also formulated other needs of support, the most frequently mentioned being the need to receive promptly information on any legislative changes, supervision from more experienced staff, having easy access to mediators, to psychological support, to healthcare specialists and in general to have better cooperation with other services, including those focused on employment. The organisation of regular opportunities of joint training and exchange with colleagues from other structures working on this topic is also indicated as a need.

## AUSTRIA

For the Austrian respondents, only the topic of current migration processes has a score below 2 (“useful”), while fostering active civic participation and engaging with the local community on migration issues are rated very high.

Respondents from the Austrian municipalities appreciate as most useful trainings about fostering active local participation and about engaging with the local community.



However, in the focus groups, they also consider that a training focusing on the development of the intercultural competence of staff and volunteers would be very useful. They want to develop their abilities to relate and work with people with a different cultural background, but also to address problematic issues such as perceived differences in values or the attitude of men towards women.

Other topics mentioned refer to supporting refugees in overcoming the effects of the traumatic experiences they went through, as well as in their integration in the local society. The management of conflicts and the management of projects and of the work with volunteers are also mentioned.

As municipalities involved rely a lot on the contribution of local volunteers, there is a request for training on how to attract new volunteers, to inspire people to join in the work with refugees, to motivate volunteers and to provide recognition for their efforts.

Support was also requested in preparing staff and volunteers to “counteract cheap propaganda against migrants” and not to be affected by the negative feedback sometimes received from local people who disapprove their commitment.

Although the topic of good practices regarding integration is only on the fourth place on the list of pre-defined training options, this appeared consistently in the focus group discussions. Participants expressed particularly their concern regarding the integration of migrants in the local labour market, considering the limitations imposed by their legal status to asylum seekers and those related to education, training and professional qualifications, as well as the limited opportunities existing in the local contexts. Taking into account these limitations, participants would like to learn about experiences of involving refugees in volunteer activities, which can help structure their day and facilitate access to a job once international protection is obtained.

Participants feel the need to receive supervision in their work and prefer training to be more practical than theoretical.

There is no experience of working with intercultural mediators but there is a desire to learn how this can be done because it is recognised as a good strategy which can improve the effectiveness of the work. The involvement of migrants speaking the language of the refugees is seen as particularly important in the access to healthcare services and when receiving psychological support.

One-stop-shops are seen as a good idea, although participants in the focus groups consider that this would be more appropriate at a provincial level rather than in smaller municipalities. The local association is perceived as a sort of mobile one-stop-shop but an official and properly funded structure should be established. An existing structure established to work on women rights issues and gender equality could serve as a model. They would like to learn about examples of organising and managing one-stop-shops.

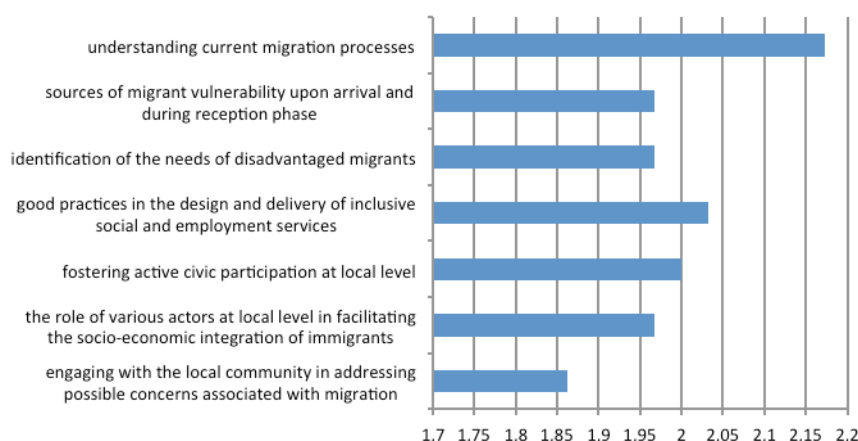
In terms of the organisation of training courses, face to face trainings organised during the weekend are preferred. They could offer the best opportunities for learning and reflection, but also for networking.

Other types of needs formulated include the nomination of a paid coordinator for the integration of migrants at provincial level, to assist municipalities hosting refugees, funding for local projects, including by contributions of municipalities which are not hosting refugees and the possibility for the Employment Office to recognise language courses delivered locally, without the need for refugees to travel to Vienna for this.

Although the majority consider that there is a satisfactory level of information and knowledge regarding the legal framework in the field, the need for an online platform to access legislation and to get advice and support on legal issues has also been expressed.

## POLAND

Respondents from the three Polish cities rated with overall lower scores the topics proposed in the online questionnaire. There are three topics rated in average as useful or very useful: the understanding of current migration processes, learning about good practices in the field and fostering active participation at local level.



In the questionnaires, in the interviews and in the focus group organised in Warsaw, other useful training topics were also mentioned. The most frequent concerns are related to intercultural competences, from knowledge about the cultural context in the countries of origin, to understanding how migrants perceive the European cultural framework, to the way of interacting with migrants and the most effective intervention strategies for supporting them in overcoming the consequences of the cultural shock. With reference to intercultural relations and intercultural competence, a need for clarifying the key concepts used in this field also emerged on several occasions from the research. Participants also want to be presented with tools and methods for analysing and identifying more precisely cultural differences, their source and their consequences for the integration needs of the migrants.

Participants would like also to learn about methods and tools for motivating migrants to engage or access services, including successful strategies for outreach to migrants, including how to identify and interact with leaders of migrant communities and groups. Of particular interest is the work with intercultural mediators, less known currently and not officially recognised.

The understanding of specific issues related to refugees, the experiences and challenges they are facing prior to arriving in Poland, as well as the understanding of issues related to human trafficking are also topics considered important for training.

The development of the capacity of professionals in local services to perceive the reality from the point of view of the migrants is considered important as it enhances the vulnerability identification process and the choice of appropriate intervention strategies.

Besides the topics above, directed towards the interaction of professionals with migrants, there is also a high interest in developing competences for interacting with members of the local community. Thus, those involved in the research would like to learn how to implement effective public awareness campaigns and community education programmes, as well as how to work with the media to adequately inform the public about the situation of migrants. This concerns specific tools and methods, but also competences in project design and in the evaluation of results achieved.

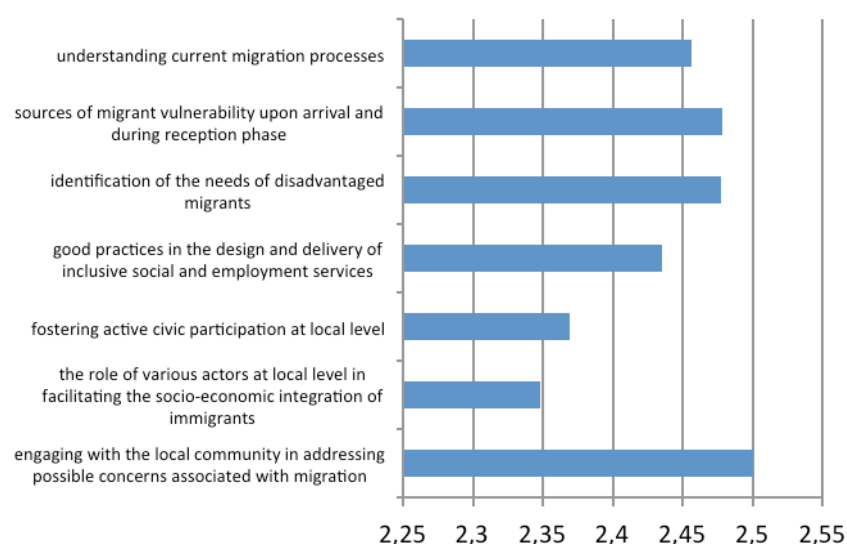
There is an interest in the development of communication skills, to be applied both when communicating with migrants as well as the general local public, through media channels, meetings, or webpages. Assertive communication skills and the management of stressful communication situations are also topics mentioned. Of particular interest in this context is to know how to talk to people with negative attitudes towards migrants and their reception and inclusion in the local community.

Other elements, which participants consider should complement training provision, concern support for less experienced organisations in accessing funding, and particularly local funding, and effective staff management. The ability of staff and of the institutions and organisations they are part of to cope with rapidly changing situations in migration flows is considered of high importance in the light of the observed increase in the number of arrivals, as well as considering the possible further increase over the following months.

There is also an interest in learning more about the concept of one-stop-shops and how the emerging centres established in the cities involved can get inspiration from this approach and be adapted to address in a more effective way the needs of migrants.

## ROMANIA

The large majority of respondents from Romania are from different services of Bucharest General Municipality, which started recently the process of designing a local policy explicitly focused on the management of diversity and the integration of migrants. Overall they rated very high all the training topics proposed in the online questionnaire, which may reflect the fact that this is a relatively new topic for most of them. All topics got scores close to “very useful” and the ones with highest rating are related to engaging with the local community, the sources of vulnerability of migrants and the identification of needs of migrants.



A key element among the other topics mentioned refers to understanding the cultural background of migrants and developing effective intercultural communication skills. They would like to know how to identify adapted intervention strategies based on learning about the real expectations, barriers, blockages and needs of migrants. Civil servants in general municipal services also need a more general introduction to migration issues, from clarifying key concepts and understanding how the rights of different categories

of migrants actually reflect in the specific Romanian institutional environment, to information about the social, political and cultural situation in the countries of origin and about the experiences related to the migration process.

An interest was also expressed on the cooperation with intercultural mediators with migrant background. The concept is familiar to professionals involved in activities and projects of NGOs, who actually cooperate with migrant intercultural mediators but it is new for the staff of public institutions.

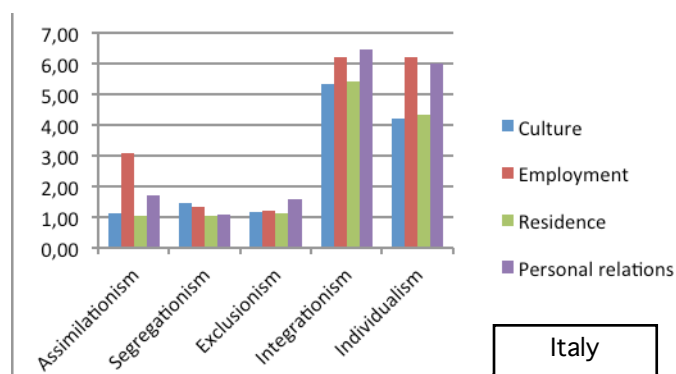
## OTHER GENERAL NEEDS

In the case of all four countries, there are also some topics requested which are beyond the scope of the project. A recurrent request refers to *training about national legal provisions*, and participants in the research repeatedly expressed frustration about the lack of mechanisms and procedures for communicating proposals for changes of national public policies. Another topic mentioned in all countries refers to the *provision of language courses* (in languages of migrants or in international languages) to frontline staff in order to facilitate the communication with migrants and reduce the need for using interpreters. Obviously, these were not considered in defining the conclusions and recommendations but may be addressed at local or national level.

## Attitudes and acculturation orientations

A specific section of the questionnaire distributed to staff in participating municipalities interested in the training concerned the attitudes regarding the presence of migrants and refugees in the local society. The responses received at these questions were used to calculate scores for each of the five acculturation orientations described in the section on methodology and related to four fields: culture (understood in a broad sense, as a way of life, not as related to artistic expression), employment, housing and place of residence and personal relations. The results for each country are presented in the graphics below.

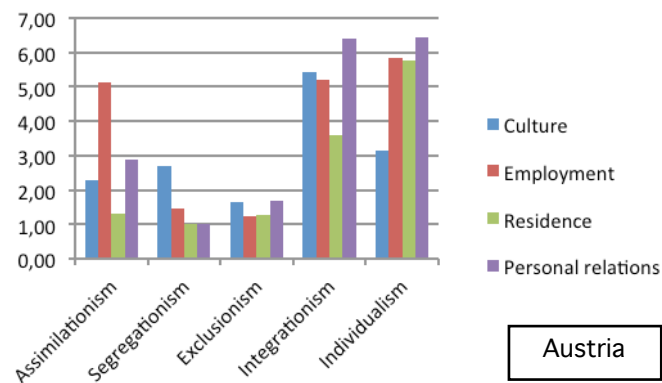
The analysis of these results is an important tool in deciding what importance should be given in the training to elements related to awareness-raising, attitudes and values. Considering the number of respondents and the low variance between cities, the analysis has been done by country.



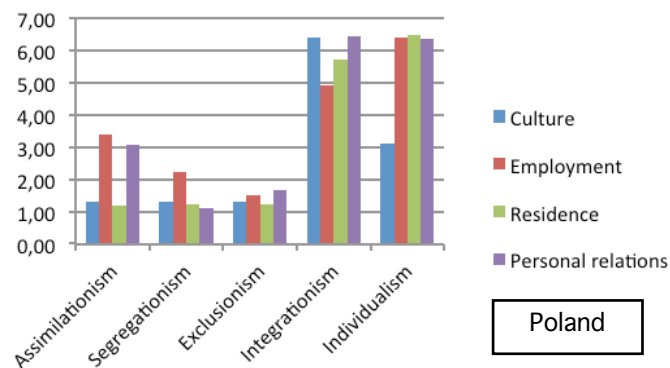
An obvious conclusion is that, as anticipated, in all countries the options for integrationism and individualism prevail in all fields, while options for exclusionism and segregationism receive the lowest scores.



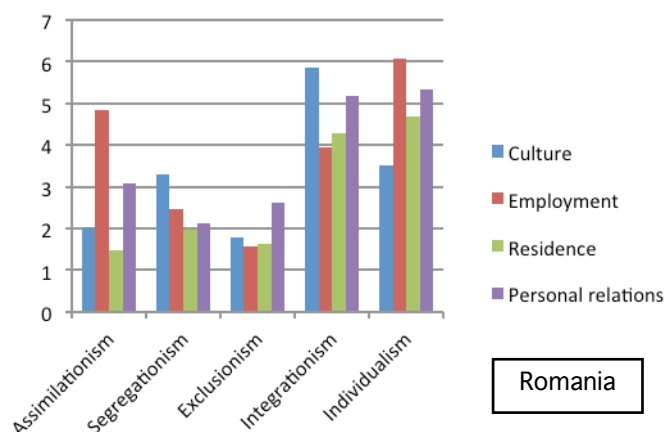
This is consistent with the publicly acceptable views and it is no surprise also considering the professional profile of the respondents, working on social issues.



For all countries, the score for assimilationism is much higher in the field of employment. This means that respondents expect migrants to comply with the cultural norms of the workplace and give up the elements brought from their cultural background. While such an expectation may appear logical as an outcome, taking into account that it is considered legitimate to give priority in the field of employment to compliance as a prerequisite for efficiency and productivity, this may have implications on the view of the



integration process. This may result in a lack of flexibility and in expectations which may be hard for some migrants to comply with. This issue is particularly relevant in Austria and Romania. In Poland there is also a higher score for assimilationism in the field of personal relations, while in Romania the overall scores for assimilationism and segregationism are significantly higher than for the other countries.



This means that the training should address issues related to intercultural relations and management of diversity at the workplace and, particularly for Romania, some elements regarding awareness of values and development of positive attitudes towards cultural diversity should also be addressed.

## Needs related to exchanges of experiences, peer support and best practices

In all four countries the various sources of data reflected in a consistent way a need and an interest for exchanges among professionals and across cities. This takes several shapes, all appreciated as important, although some are not directly connected with the scope of the project.

With a bottom-up approach, the first type of request refers to **peer-support and opportunities to discuss cases and challenges among professionals from the same service**. Supervision and transfer of practical experience from more experienced staff to junior staff was also suggested. Another general aspect, valid for all large municipalities, refers to the **transfer of experience and support between central specialised services of the municipality and general services located in districts** or neighbourhoods, with staff often not trained or informed on migration issues. Also at local level a need for peer-support and supervision among volunteers was clear, particularly in the Austrian and Polish contexts. Polish participants would also welcome receiving coaching from more experienced professionals over a period of time long enough to lead to improvements in their practice.

All these types of peer-support and transfer of experience at local level depend on decisions and resources at municipal level. The contribution of the ADMiN4ALL project can be to provide tools and prepare participants for the design of such processes and for an effective exchange among those involved.

The next level of exchange, already planned in the ADMiN4ALL project, refers to the exchange of experiences between cities in the same country. This was strongly endorsed by participants in the research, who expressed interest in different forms of structuring the interactions. Thus, **study visits, the use of common online platforms and mostly job shadowing were appreciated as very useful**. In some cases the exchange is between municipalities with a similar level of experience, in others it is between more experienced municipalities and municipalities that have started addressing migration issues only recently. In the case of the Austrian municipalities the exchange may involve also the municipality of Vienna, with significant experience in this field, although not involved as a partner city in the project. Some Italian participants would also like to have the opportunity to visit the municipalities in Italy where migrants arrive by sea, to get a better idea of what their first contact with Europe looks like.

Additionally, **there was a consensus on the usefulness and potential mutual benefits of organising exchanges of experience at transnational level**. Professionals in all four countries are eager to learn what is happening in other countries, what are the approaches and experiences at European level and how tools, methods and solutions to problems used successfully in other countries can be adapted in their own contexts. The interest is, among others, for the daily delivery of services, the management of the reception and support offices, centres or desks, including approaches close to one-stop-shops, the cooperation with intercultural mediators, as well as the involvement of volunteers and the cooperation between public institutions and NGOs. Moreover, this request has also an emotional component: professionals working on the integration of migrants need to feel and be recognised as part of a transnational professional community and, despite the fact that they work at local level, to be acknowledged as contributors to a broader, European endeavour to address the challenges related to reception of refugees and asylum seekers and to the integration of migrants.

Although the project has limited possibilities to respond to these requests, and they could be better addressed in the framework of a future project, some level of response is possible. Thus, by publishing the city profiles and by including in the training experiences and examples of practices from all countries involved, participants can get part of the information they asked for. However, direct contact, exchange and observation would be more appreciated and would have a stronger impact, both in terms of effectiveness and in terms of a feeling of solidarity and common belonging.

## 7. CONCLUSIONS AND RECOMMENDATIONS



The data collected clearly confirms the high interest in all municipalities for capacity building and training support and for engaging in exchanges of experiences with colleagues in other cities. Some of the needs expressed often go beyond the scope of ADMiN4ALL project, especially when requiring a strong political commitment and action taken in terms of improving policies, both at national and local levels. There are also other types of needs and proposals, such as the ones concerning the organisation of direct exchanges at transnational level, which could be achieved within future projects or in a second phase of ADMIN4ALL. However, needs related, directly or indirectly, to direct capacity-building and training prevail and are of several categories.

If training is appreciated as necessary, there are different groups mentioned as potential beneficiaries of training:

- Frontline staff (mostly new staff or staff working in newly established structures) in services targeting explicitly migrants;
- Frontline staff in general services, usually located in districts or neighbourhoods, including social services, employment support services, public order structures, healthcare services;
- Professionals employed by third sector organizations working directly with migrants;
- Staff of municipalities or contracted organizations with management or coordination responsibilities.

Proposals were made both for separate trainings delivered to each of the categories above (or some of them) and for joint trainings in order to facilitate peer exchange and to stimulate further cooperation after the training. Both options make sense and the training curriculum will be developed to allow for any of these options.

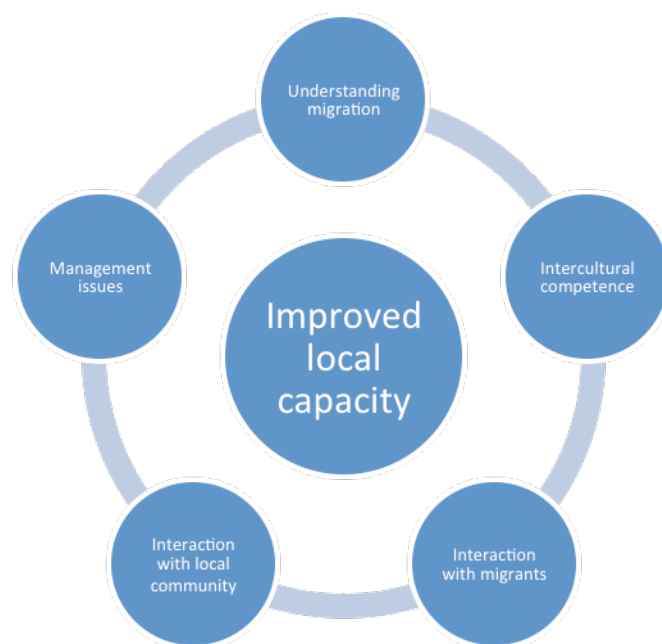
There is a large consensus among the majority of those consulted with regards to several training topics but there are also topics that correspond to some specific needs of only some of the cities. Therefore, the training curriculum will be developed to include some core topics and a set of elective topics from which to choose depending on the specific needs in each city and on the profile of the staff designated to attend the training.

The analysis of the training needs formulated allows for the identification of five major topics, the first two compulsory and the other three left at the choice of local representatives:

1. Understanding migration
2. Developing intercultural competences
3. Interaction with migrants
4. Interaction with the local community
5. Management issues

Two transversal topics can then be addressed across all modules of the training programme: good practices from other countries and reflection on values and attitudes.

The following diagram illustrates the proposed structure of the curriculum:



More precisely, the elements resulting from the data analysis which should be taken into consideration for the development of the Training Curricula with regards to each of the main topics are:

#### Understanding migration

- information on the countries of origin (geographic, historical, social, political, etc.)
- push factors
- understanding the migration itinerary and issues related to human trafficking
- emotional issues, trauma and resilience

#### Developing intercultural competences

- intercultural communication
- understanding cultural differences and empathy
- attitudes favouring effective intercultural interaction
- management of intercultural conflicts

### Interaction with migrants

- cooperation with intercultural mediators
- working with migrants in difficult situations
- feedback mechanisms and consultation of migrants
- supporting culturally sensitive and effective integration paths

### Interaction with the local community

- engaging with the local community and mobilising local support
- public communication and combating xenophobic manipulation
- public awareness campaigns and community education programmes
- cooperation with community groups and organisations

### Management issues

- cross-sector cooperation, coordination
- management and design of one-stop-shops
- project cycle management
- management of staff and volunteers
- peer support, supervision, coaching

For the last category of topics, which can represent in fact the topic of a separate training, a distinction is necessary between general knowledge and skills related to the subtopics above and the specific elements related to the work on the integration of migrants. Requests formulated in this respect by the participants in the study concern to a large extent learning how colleagues in other cities address these issues and can therefore be covered through good practice examples and through the other activities planned: peer reviews, study visits and job shadowing. However, learning more about the concept of one-stop-shops and having opportunities to reflect on how to enhance cross-sector cooperation and coordination at local level was relatively high on the agenda of those consulted in the research and represent topics to take into account.

To what extent various topics will be covered in each city remains to be decided in consultation with local stakeholders. The seven topics initially mentioned in the project proposal all appreciated as useful by one or the other of the municipalities involved are completely covered by the list above but are situated in a new framework.

In order to allow for an effective response to the specific needs of the municipalities, it is important that for each of the topics and subtopics there are alternative methods and activities recommended. The information about the context in the origin countries should be formulated in such a way as to avoid data which risk to become quickly obsolete and accompany the information with the presentation of several reliable sources of information where participants in training can look for updated information at a later stage.

To ensure effective transfer of the elements addressed in the training into the actual practice of participants and to contribute to the improvement of the cooperation between them and between different organizations or departments after the training, the training curriculum should also include a session dedicated to follow-up, as well as recommended tools and resources to be used by participants after the training under the supervision of a designated person from the municipality.

It is also recommended to explore with municipalities the possibility to establish easy-to-use online platforms as a way to have access to training materials, to receive additional information complementing the content of the training, including much requested legal updates but also possibly materials related to sections of the curriculum which have not been chosen for the face to face training.

As in each municipality there will be staff to benefit from opportunities offered by the project to participate in exchanges of experience (study visits, job shadowing, etc.), this process should be connected with the follow-up of the training to enhance its effectiveness and impact at local level. The training curriculum should also include appropriate mechanisms, instruments and procedures for monitoring and evaluation and encourage local stakeholders, (those who attended training, those involved in exchanges of experiences and possibly others), to engage together in follow-up and participatory evaluation activities.

The process of data collection for the research also confirmed the importance of translating all resources in local languages but also of adapting them to the national and local social, legal and institutional context. This should be carefully done, by specialised staff, also for the training materials.

If these elements are taken into account, there are significant chances that the training process and the other types of support provided will not only respond to the needs identified but will also contribute to increasing the capacity of local stakeholders to deliver effective and efficient services for the integration of migrants.



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