



**integrating cities**  
**CITIES GROW**

## **Integrating Cities Toolkit**

Matching buyers and suppliers:  
access to public and private contracts  
for immigrant entrepreneurs

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## About

The **Integrating Cities toolkits** offer practical, tested guidance and inspiration to help cities reach European standards in priority areas of migrant integration – as set out in the **EUROCITIES Integrating Cities Charter**.

Four new toolkits have been developed in the framework of the **CITIES GROW** project (Cities integrating migrants and refugees through work), co-funded by the European Commission Asylum, Migration and Integration Fund and coordinated by EUROCITIES. These toolkits add to the existing set of toolkits developed through previous projects led by EUROCITIES – **MIXITIES** (2010-2012) and **ImpleMentoring** (2012-2014).

While the earlier toolkits cover themes such as ‘enhancing public perception on migration and diversity’, ‘making participation effective in diverse neighbourhoods’, ‘promoting cultural diversity’ and ‘introductory and language courses’, the new toolkits address various aspects of migrants’ inclusion in local labour markets. They cover the following four topics:

- Matching buyers and suppliers: access to public and private contracts for immigrant entrepreneurs
- Promoting appropriate migrant participation in local labour markets through partnerships
- Services to promote and support migrant entrepreneurs
- Anti-discrimination strategies for the local job market.

The toolkits are designed primarily for people working in local authorities in Europe’s largest cities. They may also be useful for smaller local administrations in Europe and beyond and for the partners of local authorities such as NGOs. Whether your authority already works on these integration themes or is just starting out, the Integrating Cities toolkits can help.

## How were the toolkits developed?

In each toolkit you will find an Integrating Cities benchmark, together with guidance and examples to help users apply it.

The benchmark is drawn from a Europe-wide review of cities’ experience in working on each of the four topics. Throughout the **CITIES GROW** project city practitioners, together with independent experts, identified critical features of local policy, practice and governance that make the difference in enabling cities to reach the Integrating Cities standard for each theme.

Testing itself against the benchmark, a city can see how near it is to the standards of the Integrating Cities Charter. It can see what more it needs to do to meet those standards. And it can find inspiration to match the best, most effective practice among the cities of Europe.

A more detailed explanation of benchmarks and the **CITIES GROW** method is provided by the methodology overview leaflet in this folder.

In addition to these toolkits, monitoring of the Charter’s implementation is also undertaken through the biennial Integrating Cities survey of signatory cities.

# Matching buyers and suppliers: access to public and private contracts for immigrant entrepreneurs

## Integrating Cities Standard

**The city ensures that its procurement processes and supplier engagement activities specifically encourage and develop the participation of immigrant entrepreneurs in the bidding process for public and private contracts, through the setting up of an inclusive procurement programme.**

Cities are major economic actors and wield considerable purchasing power. Policymakers and practitioners are not always aware of the possibilities for using their purchasing power to achieve socio-economic goals or of the economic potential of immigrant entrepreneurs, many of whom run micro or small enterprises. As a result, these economic actors are not fully integrated in and contributing to the local economy.

As buyers of goods and services, cities can support immigrant entrepreneurs by developing inclusive procurement programmes to ensure that they have a fair and equal chance to bid for public and private contracts. The objective for cities is for immigrant entrepreneurs to feel as recognised for their contribution to the local economy as entrepreneurs without an immigrant background. By tapping into the unique expertise of immigrant entrepreneurs, cities will gain access to innovative ideas, a broader customer base and new avenues of opportunity, all of which enable cities to better serve their community.

### NOTES ON THE COVERAGE OF THE BENCHMARK

The benchmark draws on the Migration Policy Group's (MPG) Supplier Diversity Benchmark and the Council of Europe's Diversity in the Local Economy (DELI) Qualitative Measurement Standards also developed by MPG. It focuses on the elements needed to design and implement an inclusive procurement programme at city level and underlines the importance of engaging different city departments (such as the department of business and enterprise) and external stakeholders (such as chambers of commerce, business associations).

### NOTE ON TERMS USED IN THE BENCHMARK

**Immigrant:** person born outside the country in question, who has moved to live there for at least 12 months (UN definition) or resident of 'immigrant background', including person born to immigrant parents (according to definitions varying between Member States).

Black, Asian, and Minority Ethnic (BAME) is used to refer to members of non-white communities in the UK who come from an immigrant background.

**Immigrant entrepreneurs:** business ventures and social enterprises owned and run by immigrants.

**Micro enterprise:** fewer than 10 employees and an annual turnover (the amount of money taken in a year) or balance sheet (a statement of a company's assets and liabilities) below €2 million.

**Small enterprise:** fewer than 50 employees and an annual turnover or balance sheet below €10 million.

## 1

## MAPPING AND NEEDS ASSESSMENT

Conducting a mapping and needs assessment will provide the city with an evidence-based approach to creating and implementing its inclusive procurement programme. The data will set a baseline for the city to identify gaps and see where it is doing well and where it needs to improve. It will inform the city's objectives and measurements for an inclusive procurement programme.

## GUIDE QUESTIONS

- » Does the city collect and monitor data on:
  - » the number of immigrants that are living in the city as a percentage of the city's population
  - » their skills and education levels the number of immigrant entrepreneurs in total, some of whom might be potential suppliers, and the industries they work in
  - » the number of existing suppliers who are immigrant entrepreneurs and the industries they work in
  - » the procurement needs of the city.
- » Do the various relevant city departments work together to gather and use a common dataset on immigrant entrepreneurs?
- » Does the city use this data to set targets and develop its inclusive procurement programme?

## EXAMPLES

## MUNICH

The city's Intercultural Office publishes an Integration Report every three years which has one section devoted to employment and entrepreneurship among immigrants. The report's data is used to understand which nationalities are most active in starting businesses in Munich and in which sectors.

To gain more in-depth knowledge about immigrant entrepreneurs, the municipality's Unit on Local Employment and Qualification Policy published an explorative study based on interviews with immigrant business owners. Entitled, Building bridges - migrant companies in Munich, the study covered their motivations for starting a business and possible barriers and opportunities. <https://bit.ly/2PlzCtg>

Since 2014, the Munich Business Start-up Office (MEB) has been using the category 'nationals with a migrant background' in its data collection. Out of the 950 firms that have worked with the MEB, the percentage owned by new and more established immigrants is 22%.

According to the municipality, data collection efforts have been helpful in identifying differences in the support needs of nationals and non-nationals as well as in the needs and motivations of immigrant entrepreneurs working in different sectors.



## ENGAGEMENT WITH STAKEHOLDERS

This will enable the city to check that it is reflecting the needs of, reaching out to and working with immigrant entrepreneurs through their organisations and other stakeholders.

### GUIDE QUESTIONS

- » **Is the city actively seeking feedback and advice from intermediaries such as immigrant business organisations?**
- » **Does the city participate in the activities organised by these intermediaries?**
- » **Does the city have an outreach programme to identify and communicate with immigrant entrepreneurs to encourage them to bid for contracts?**
- » **Does the city participate in or sponsor the activities of organisations run by immigrant entrepreneurs?**
- » **Does the city advertise procurement opportunities through local sources used by this population?**

### EXAMPLES

#### MUNICH

The city organises joint activities with the following stakeholders:

- the main chambers of commerce and business associations - to bring immigrant entrepreneurs into the mainstream economy. A good example is the annual Phönix Prize awarded to an entrepreneur with a migration background
- local education institutions - to provide training in accounting, marketing and finance to immigrants who wish to start a business
- schools - to provide successful immigrant entrepreneurs as role models for youth entrepreneurship activities
- migrant associations and community leaders - as multipliers to increase outreach. For example, joint information events are held with migrant associations in different languages (Polish, Turkish and Russian)
- Stadtsparkasse, a local bank - to facilitate access to finance for entrepreneurs (including immigrant entrepreneurs).

#### VIENNA

Cooperation between stakeholders is reflected in the way the Vienna Business Agency (VEB) operates – it is funded by the city and its executive committee includes relevant city councillors and representatives of the Vienna Chamber of Commerce (VCC). VEB is engaged early on and invests in building knowledge about entrepreneurship among migrants and in ensuring sustainability of business ventures. Recent examples of joint activities with multipliers include:

- cooperation and support for new business associations representing people with immigrant backgrounds. For instance, VEB supports business groups for women with Turkish and Bosnian origins, providing them with meeting space and co-hosting their events
- a workshop series organised by VEB as part of the CoRE (Centre of Refugee Empowerment) project for Vienna-based refugees who want to be self-employed, focusing on specific sectors (gastronomy, bakery/confectionery, hairdressing).



## POLITICAL LEADERSHIP AND SENIOR MANAGEMENT SUPPORT

This will enable the city's inclusive procurement work to be prioritised and to obtain proper financial and staff resource as it will be perceived externally and internally as a priority of politicians and senior management.

### GUIDE QUESTIONS

- » **Is there political and senior management commitment in the city, demonstrated by written statements endorsing inclusive procurement efforts?**
- » **Is there allocation of resources, including monetary, staff time and investment to facilitate an inclusive procurement approach?**
- » **Is there a list of champions or advocates of inclusive procurement and examples of what they are doing to promote it?**

### EXAMPLES

#### ◉ BIRMINGHAM

There is a clear political commitment to promote socially responsible procurement. In the foreword to the Council's Commissioning Strategy 2017+, the Cabinet Member for Value for Money and Efficiency notes that to achieve growth, 'The Council has to become an Enabling Authority – not solely delivering services itself but by working with partners to achieve shared outcomes and understanding local needs through citizen engagement through directorates' co-commissioning models of working with communities and partners. The Council's Commissioning Strategy is central to delivering its priorities [which include jobs and skills]... we have improved working with partners, both strategic and supply chain, and involved them as co-commissioners, which has led to substantial savings being achieved, whilst at the same time additional social value has been secured.'

#### ◉ LONDON

In the London Borough of Hammersmith & Fulham (LBHF), the political leadership has challenged procurement officers to:

- increase the number of local small and medium sized enterprises (SMEs), including among BAME community, directly and indirectly participating in the Council's supply chain
- seek apprenticeships and training schemes for economically disadvantaged local people from Council procurements, where these are possible
- seek wider community benefits when procuring.

In addition, the Council has updated its Procurement Strategy 2016-19, with a clear social value policy statement and accompanying action plan to deliver it. LBHF has an elected member-led taskforce looking into how the Council procures and what could be done to get more social value. As a result of its recommendations, the Council has changed the part of its constitution that governs how procurement is undertaken.





## MUNICIPAL INCLUSIVE PROCUREMENT POLICY IS AGREED AND IMPLEMENTED

The city has agreed and implemented a municipal inclusive procurement policy that routinely provides opportunities for under-represented SMEs, such as those owned by immigrants, to bid for contracts. This will make inclusive procurement part of the city's 'DNA' as it will become standard practice amongst procurement teams and other departments.

### GUIDE QUESTIONS

- » **Is there a policy to encourage inclusive procurement set at the municipal level?**
- » **Are there specific targets in terms of spend?**
- » **Is such a policy connected to other municipal policies?**

### EXAMPLES

#### ◉ BIRMINGHAM

Implementation of the Social Values Charter is now embedded in the Council's commissioning, procurement and contract management processes. The Council considers social value outcomes, which are identified at the early stages of commissioning, and its priorities are expressed in the Council's tenders. Part of this assessment also involves looking into what else the Council can get from the commissioning process to help its community or certain groups within it, including migrants. This analysis then feeds into the procurement process which includes specific questions on social issues and asking tenderers to provide details on how they plan to address those issues. In addition, the Council includes a list of the most deprived areas around the city for contactors to consider.

#### ◉ LONDON

The City of London Corporation (the City) has a strong commitment to socially responsible procurement within its own procurement practices and amongst businesses based in the City and with local developers and contractors. The Local Procurement Charter was launched in 2012 and provides guidance on local procurement from SMEs, many of which are owned by migrants and/or black and ethnic minority people, and is used in conjunction with legal planning powers. Developers must follow two main principles:

- to identify opportunities for SMEs to bid/tender for the provision of goods and services; and
- to aim to procure goods and services relating to the development, from SMEs businesses based in the City and the surrounding boroughs towards a target of 10% of the total procurement spend. These principles must be passed down in tender documentation to all sub-contractors to whom work is contracted out. Developers must submit a local procurement strategy prior to starting work on site and record and report, every six months, on the number of local SMEs invited to quote and the financial value of contracts subsequently awarded to local businesses. They also commit to convening/attending events to help engage local SMEs.





## PROCUREMENT POLICIES, PROCEDURES AND PRACTICES ARE REVIEWED AND SIMPLIFIED WHERE POSSIBLE AND COMMUNICATED TO POTENTIAL SUPPLIERS

This will overcome any intrinsic obstacles in the procurement process for immigrant entrepreneurs and make it easier for them to bid for contracts.

### GUIDE QUESTIONS

- » Does the city communicate its procurement policies and procedures to potential SME suppliers?
- » Does it seek to find ways to reduce bureaucratic demands on micro and small businesses including those run by immigrant entrepreneurs?
- » Has there been a review of procurement processes to match the spend threshold of opportunities for micro and small businesses including those run by immigrant entrepreneurs (e.g. indemnity insurance and PPQ requirements such as references, annual turnover, amount of time the business has been operating etc.)
- » Does the city work to simplify procedures (e.g. the length and complexity of contracts)?
- » Does the city offer advice on tendering to all micro and small entrepreneurs including immigrant entrepreneurs in its purchasing cycle?

### EXAMPLES

#### ◉ BIRMINGHAM

The Council wants to support SMEs by being more transparent and simplifying the tender process:

- reducing the paperwork needed
- making it as jargon free as possible
- advertising all tender opportunities over €11,250 on a supplier portal (Finditinbirmingham) to increase transparency
- holding 'supplier days' for businesses to learn about upcoming tenders
- improving transparency through advertising pipeline projects and details of those awarded
- holding 'meet the buyer' events where SMEs can meet tier 1 contractors and learn how they might become subcontractors to them.

#### ◉ BRIGHTON & HOVE

'Ride the Wave' is a series of accessible business support events funded by the Council and designed and delivered by B&H Chamber of Commerce. One of the aims of the programme is to attract businesses that are non-networked and not likely to be receiving support. In terms of procurement, a workshop was organised to provide support for businesses looking to improve their bidding process. This was designed to give a detailed insight into how to win contracts, whatever the size or type of organisation. It covered key factors such as procurement policies for the public and private sectors, how to find out about opportunities, how to write bids and how to choose what to bid for.



## OPPORTUNITIES ARE MADE ACCESSIBLE TO IMMIGRANT ENTREPRENEURS

This will widen the city's applicant pool and streamline the process, preventing micro and small entrepreneurs including immigrant entrepreneurs from being squeezed out. This will make it easier for immigrant entrepreneurs to bid for more contracts on a regular basis. It will also help the city engage with programmes that encourage immigrant entrepreneurship.

### GUIDE QUESTIONS

- » Can you find very low-spend opportunities in your department which only require one to three bids and do not have to go through the formal procurement process, to ensure immigrant-owned SMEs have an opportunity to supply to the city?
- » Does the city provide a consistent 'activities pipeline' in which buyers feed routinely information to those responsible for inclusive procurement on upcoming short and longer term bidding opportunities for immigrant entrepreneurs, even if most of the opportunities relate to relatively small, low value contracts at the low-risk end?
- » Is there a self-registration inclusive procurement database on the city's website?

### EXAMPLES

#### LONDON

The Supply Cross River 2 project (SXR2) was an initiative developed by nine London boroughs to open up supply chain and procurement opportunities to SMEs in central London, many of which are owned by migrant and ethnic minority people. It promoted supplier diversity and sustainable procurement to buyers, further stimulating local economic growth. Through a combination of business support activities, SXR2 helped local SMEs across all sectors increase their tendering compliance, improve their competitiveness through skills development and become procurement ready and fit to win.

SXR2 also worked with buyer organisations, highlighting the benefits of local and sustainable procurement and sourcing and brokering contract opportunities to SMEs and pioneered mechanisms to open up business opportunities for local SMEs through planning agreements, as part of major non-construction contracts and via public and private procurement.

SMEs from deprived areas of London, many migrant-run, such as catering and cleaning companies, accessed opportunities they would not have known about and improved their chances of winning work in these new markets. This helped keep investment in the local economy. Consultants provided advice to councils, their primary contractors and SMEs. <https://crossriverpartnership.org/projects/supply-cross-river-2/>

The London Borough of Hammersmith and Fulham (LBHF) seeks to make procurement opportunities accessible to local companies, including BAMEs, by extricating itself from contracted out service contracts with major national groups and moving towards a more locally inclusive approach. LBHF has engaged in 'meet the local suppliers' events where Council procurement officers find out about local repairs and maintenance companies with a view to taking them on for small contracts for which three tenders from local companies are required. Of the 160 local construction companies on the programme, approximately 30% are black and/or ethnic minority run. Companies also find the events useful for networking with similar enterprises, and are pleased with the added benefits they offer. <https://bit.ly/2NUcyWQ>



## PRIME CONTRACTORS AND OTHER SUPPLIERS TO THE CITY PRACTICE INCLUSIVE PROCUREMENT

This will give immigrant entrepreneurs more opportunities to bid for contracts with the city's primary, second, third and fourth tier suppliers etc. and will help make their businesses more sustainable and profitable through the opportunity of more work outside the city council.

### GUIDE QUESTIONS

- » Does the city require would-be prime contractors to demonstrate that they have an inclusive procurement strategy which spells out how they intend to engage with and include micro and small businesses, including those run by immigrant entrepreneurs, within their supply chain?
- » Are potential prime contractors asked to give a target for the proportion of their procurement opportunities that will go to micro and small enterprises or immigrant entrepreneurs?

### EXAMPLES

#### UTRECHT

The city of Utrecht is broadening its role as a service provider, supporting communities and fostering social entrepreneurship. Studies have found that many of these enterprises are owned by immigrants. The city identifies social enterprises in the community, supports their growth and upscales them. It also shapes its policy to encourage social entrepreneurship. Utrecht is using its purchasing power strategically to push this agenda. The Social Return Clause, for example, which is added to all public tenders above €100,000, requires contractors to spend 5% of the contract value on activities with social value. Contractors can fulfil this clause by, for example, creating jobs for people far from the labour market or procuring goods from a social enterprise. The Council encourages suppliers to work with the Social Impact Factory ([www.socialimpactfactory.com](http://www.socialimpactfactory.com)). This creates a vital eco-system enabling social enterprises to grow and public money to be spent responsibly.

#### BIRMINGHAM

The city's USE-IT Urban Innovative Actions programme employs an innovative partnership structure involving 15 organisations introducing potential suppliers to public and private sectors opportunities, many of which are with primary contractors to the Council. There are now approximately 10 new social enterprises active within the project and working in several key sectors (food, health, construction, tourism and IT) where a real labour market need had been identified. [www.uia-initiative.eu/en/uia-cities/birmingham](http://www.uia-initiative.eu/en/uia-cities/birmingham)

The Initiative for Social Entrepreneurs (ISE) delivers outreach, training and capacity building. A number of them are immigrant social enterprises, which is not surprising given the diversity of the area within which 74 ethnic minorities are represented and around 140 languages spoken. For example, Rising Stars CIC is a cleaning company which has successfully tendered for large cleaning contracts with local authorities as well as housing associations and ISE. Legacy Soho is a heritage organisation and social enterprise which with support from ISE have been marketing a range of heritage walks around the Soho/Handsworth area.

## Context factors

The following is a list of factors that can affect the ability of your city to meet the benchmark. You can refer to these when using the toolkit to explain a particular context in which the city operates.

### CONTEXT FACTORS

### EXAMPLES OF WHAT THIS FACTOR MAY INVOLVE

#### NATIONAL LEGISLATION AND POLICY

- Division of competences between central, or regional, and city administrations, limiting or increasing the city's power to act
- Rules on the city's power to provide services to migrants or ways of delivering them – for example immigration rules
- Whether legislation, e.g. on equalities, allows the city authority to lead local action.

#### DATA AVAILABILITY

- Limits on official sources of quantitative data – or qualitative information where relevant – making it hard to plan or monitor integration-related work.

#### DEMOGRAPHY AND MIGRANT POPULATION

- Change in the city's population over, say, the past decade – has it been gradual or dramatic?
- History of inward migration, including recent changes
- Make-up of current migrant population (e.g. language requirements, educational background, diversity of national origin, how far migrants retain links with previous country).

#### LABOUR MARKET AND OTHER ECONOMIC CONDITIONS

- Overall economic conditions and rates of unemployment city-wide
- Change in skills requirements of local employers as the city's economic structure alters
- Opportunities for self-employment.

#### CITY RESOURCES

- Changes in budget, e.g. because of cuts in central government grant or fall in local tax revenues
- Availability of financial resources for actions on integration and inclusion.


**CONTEXT FACTORS**
**EXAMPLES OF WHAT THIS FACTOR MAY INVOLVE**
**POLITICAL SITUATION**

- Political control within the city administration
- City policies on migration and integration and how far they are backed by cross-party consensus
- Electoral outlook for the city
- Political climate nationally, including national media, and national debate on immigration.

**CIVIL SOCIETY IN THE CITY**

- How far civil society has developed in the city – both migrant-run organisations and others
- Extent of mutual support among civil society organisations.

**EU AND INTERNATIONAL FUNDING AVAILABILITY**

- Whether there is significant funding potential from EU or other international funding institutions.

**SIGNIFICANT INSTITUTIONAL / CORPORATE PRESENCE & INFLUENCE**

- Whether there is a significant company, university, school or other major institution that affects the local context significantly.

**PUBLIC PERCEPTION (OF HOST COMMUNITY TOWARDS MIGRANT COMMUNITIES)**

- A particular prevailing narrative around migrants amongst the host community
- How far the press is hostile towards migrants and what their main messages are
- Difficulty in reaching and influencing the public.

## About CITIES GROW

CITIES GROW is a city-to-city support project running from February 2017 to January 2019. Its aim is to improve the implementation of migration policies through concrete actions to facilitate the integration of migrants and refugees.

Led by EUROCITIES, CITIES GROW enhances mutual learning between cities through tailored mentoring schemes in four specific areas. In this way it helps cities get closer to European standards of best practice and in doing so realises the principles of EUROCITIES' Integrating Cities Charter.

CITIES GROW is built on the experience and success of past EUROCITIES projects (MIXITIES, DIVE, INTI-Cities and ImpleMentoring) and shifts the focus from peer reviews and standard-setting towards policy implementation and concrete actions at the local level.

The project was realised by a consortium coordinated by EUROCITIES of 16 local authorities from 12 Member States and external expert partners – Migration Work CIC, Migration Policy Institute Europe and Migration Policy Group – as facilitators and expert leaders.

### How do the Integrating Cities toolkits relate to the broader EU context?

CITIES GROW uses an innovative learning method. Its strength lies in the interaction between two levels:

- **Specific and local:** It supports partner cities in making concrete changes to local practice – where goals and standards are set by a benchmark based on EU-wide experience. Each city undertaking these actions is mentored through the process of change by a mentor city.
- **General and EU-wide:** By applying its thematic benchmarks in these 'real-life' city actions, CITIES GROW develops, tests and validates them so they can be delivered to Europe's cities and the European Commission as tools for improving practice EU-wide in future years.

The four toolkits and benchmarks on migrant integration follow the four toolkits already published as part of the ImpleMentoring project in 2014 and the three toolkits published in the framework of the MIXITIES project in 2012. All of these are still available at [www.integratingcities.eu](http://www.integratingcities.eu). They show the ongoing commitment of many public authorities and NGOs to learn from each other and assess and improve policies for the integration of migrants in Europe.





