



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



**Integrating Cities Toolkit**  
Anti-discrimination strategies  
for the local job market

## Acknowledgements

EUROCITIES would like to acknowledge the experts who worked on these toolkits: Sue Lukes and Ceri Hutton from MigrationWork, Hanne Beirens, Aliyyah Ahad, Camille Le Coz and Liam Patuzzi from Migration Policy Institute Europe and Isabelle Chopin, Beth Ginsburg and Catharina Germaine from Migration Policy Group. Their work facilitating the city-to-city mentoring process and producing the toolkit content has been invaluable.

We would also like to thank all the city partners involved in the CITIES GROW project whose experience and feedback contributed to shaping the benchmarks and which provided most of the best practices illustrating the key factors:

**ATHENS:** Lefteris Papagiannakis, Panagiotis Psathas, Marigo Chormoviti

**BARCELONA:** Gloria Rendon, Helena Lafita

**BIRMINGHAM:** Maureen Griffith, Jill Griffin

**BRIGHTON:** Lucy Bryson, Sean Webber, Elisa Fortunado

**DRESDEN:** Regine Kramer, Dominic Heyn

**GDANSK:** Piotr Olech, Barbara Borowiak, Katarzyna Bertrand

**GHENT:** Luc Vanden Berge, Marie-Astrid Balcaen, Emmy Vandenbergaeerde

**HELSINKI:** Anu Riila, Toivo Utso

**LISBON:** Mónica Coimbra, Mário Rui Souto

**MUNICH:** Maria Prem, Regina Ober

**NANTES:** Phillippe Rigollier, Sylvain Guillot

**NICOSIA:** Stavroula Georgopoulou, Charis Theocharous, Roula Thoma, Chryso Katsavra

**RIGA:** Dmitrijs Zverevs, Juris Osis, Irina Vasiljeva

**ROTTERDAM:** Rob Gringhuis, Arjan Cok

**TAMPERE:** Marja Nyrhinen, Mika Itänen, Ramona Bilméz, Maija Niskavirta

**UTRECHT:** Niene Oepkes, Jan Braat, Imara Antonius, Jorinde Hof

In addition we would like to extend our gratitude to other cities that did not take part in the CITIES GROW project but contributed their best practices for this toolkit: Amsterdam, Dublin, Leipzig, London, Milan, Nuremberg, Prague and Vienna.

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Work to produce the thematic benchmark in this toolkit and introduce all partners to the project methodology was led by CITIES GROW partner MigrationWork CIC, a not-for-profit consultancy that works on issues of migration and integration.

[www.migrationwork.org](http://www.migrationwork.org)

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[www.eurocities.eu](http://www.eurocities.eu) / [www.integratingcities.eu](http://www.integratingcities.eu) / [info@eurocities.eu](mailto:info@eurocities.eu)



This initiative received funding from the European Commission, Directorate-General for Migration and Home Affairs through the Asylum, Migration and Integration Fund (AMIF). Responsibility for the ideas and opinions expressed in this publication lies with the authors of the project. The Commission is not responsible for those ideas or opinions nor for any use that may be made of them. © EUROCITIES 2018.

## 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.

# Anti-discrimination strategies for the local job market

## Integrating Cities Standard

The city puts in place, implements and monitors one or several specific strategies to:

- **actively prevent discrimination of migrants in the local labour market**
- **effectively combat the discrimination that does take place**
- **promote equal opportunities throughout the employment field in the city.**

In the public as well as private employment sphere, migrants' access to work and to equal opportunities is often hampered by discrimination, which can be indirect (e.g. proficiency in the national language) or direct (e.g. conscious or unconscious exclusion of migrants from recruitment processes). As employers in the public employment sphere and policymakers in relation to private employers and other stakeholders at the local level, cities have a crucial role to play in the prevention of, and fight against, such discrimination. Their overall goal should be to ensure equal employment rights and opportunities for migrants and nationals alike, irrespective of racial, ethnic or national origins and religious convictions or beliefs.

While effective legislation prohibiting discrimination in this field is an important basis on which cities should build their work, it is equally crucial that they take preventive action to reach this goal, through development, implementation and monitoring of specific strategies targeting the 'demand' (employers), the 'offer' (trainees, job seekers and employees) and employment intermediaries.

### NOTE ON THE COVERAGE OF THE BENCHMARK

The benchmark builds on the Anti-Discrimination Policies benchmark developed in the **MIXITIES** project in 2012. It also draws on other recent benchmarks, standards and research reports. It focuses on preventing and fighting discrimination in the local job market, including within the city's own administration. It is likely that the activities necessary to implement the key factors detailed here will require action to be taken in other fields beyond the specific scope of this benchmark. Linkages with departments responsible, for instance, for education, public procurement and social services are therefore encouraged.

### NOTE ON TERMS USED IN THE BENCHMARK

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



## CLEAR AND APPROPRIATE BRANDING AND LANGUAGE AGREED FOR ALL COMMUNICATIONS

To develop an effective anti-discrimination strategy tailored to, and based on the specific context of, the city, a detailed analysis needs to be undertaken of the most relevant, useful and best suited terms to be used when communicating around the strategy.

*Differences between how terms such as anti-discrimination, equal treatment, equal opportunities, equality, diversity etc., are perceived by different groups of stakeholders and how they reflect on the initiatives the city wants to take, need to be thoroughly evaluated.*

### GUIDE QUESTIONS

- » **Has the city evaluated and analysed how previous anti-discrimination initiatives taken by the city (if any) have been branded and what terms have been used to communicate (whether internally or externally) about them?**
- » **Has the city examined the terms used by applicable regulation and law (on national, regional or local level) for the purpose of determining their usefulness and relevance for the city's purposes?**
- » **Does the city have reliable and up-to-date input from relevant groups of stakeholders (including groups experiencing discrimination) on how they perceive and interpret different terms in relation to anti-discrimination strategies?**
- » **Are specific resources (human, monetary) set aside specifically for these activities?**

### EXAMPLES

#### GHENT

When determining 'foreign origin' for the purpose of promoting diversity within its workforce, the municipality and the Ghent Public Service for Social Welfare use the definition of the Flemish Integration Decree of 2009. This examines the current nationality of the person, or their nationality at birth or the nationality of their father or mother at birth.

#### LONDON

The Mayor's 2018 Equality, Diversity and Inclusion Strategy, Inclusive London (<https://bit.ly/2Lb2tDA>), contains a glossary with definitions of a list of terms used in the document, such as Black, Asian, and Minority Ethnic (BAME) group, BAME-led business, diversity, equality, inclusion etc.



## DATA COLLECTION

Effective, targeted anti-discrimination strategies should be based on the collection, analysis and regular updating of relevant and comparable data.

*Such data might include information on, for example, the diversity of staff within the administration and among private sector employers, unemployed people and people benefiting from specific measures (such as training) leading (or not) to employment etc. This data will provide a reliable baseline which justifies strategies and allows, if regularly updated, a solid basis for their evaluation.*

### GUIDE QUESTIONS

- » Does the city have access to reliable data on the number of migrants living in the city, working in public or private employment, enrolled in primary, secondary or higher education and benefiting from social welfare?
- » Is such data collected by the city itself or by another entity (state, universities, other private entities)?
- » Is the data regularly updated to ensure comparability over time?
- » Is there a requirement for the city to use the data when developing strategies and adopting measures aimed at enhancing the access of migrants to the local labour market and at preventing and combating discrimination? Does it do so in practice?
- » Are specific resources (human, monetary) set aside specifically for these activities?

### EXAMPLES

#### GHENT

On an annual basis, the city Department of Data Analysis collects and analyses data on several topics through a paid subscription to the Belgian social security database, including on:

- inhabitants of foreign origin and their socio-economic status
- the nationality of children attending local schools in Ghent and their success rates
- the nationality of recipients of social benefits.

#### NANTES

In 2015, as part of its field studies to better understand the situation on the ground, the city sponsored an opinion poll conducted by the polling institute Consumer Science and Analytics on 'The people of Nantes and xenophobia, racism and discrimination'. The survey had wide-ranging objectives and fed into similar opinion polls conducted at the national level. <https://bit.ly/2NO056N>

#### VIENNA

The city's Integration and Diversity department (MA17) regularly commissions studies on integration and diversity policies. Research in the area of integration focuses on statistics about the Viennese population with a migration background. MA17 experts deal with legal questions such as immigration and residence law, access to the labour market, housing, political participation, naturalisation and human rights in the context of migration and fighting discrimination. <https://bit.ly/2TOTYmN>



## STAKEHOLDER COLLABORATION

By continuously working with relevant stakeholders on all levels, and taking their input into serious consideration by providing written follow-up to their proposals, the city demonstrates its sincere commitment and ensures its work has a high level of relevance and quality.

*This active and structured consultation process should include ongoing participation in relevant meetings and allow various stakeholders to contribute to proposals, current and future strategies and evaluations. In particular, it should involve non-governmental organisations composed of and/or representing the interests of migrants and other groups affected by discrimination on the local labour market, as well as workers' and employers' organisations.*

### GUIDE QUESTIONS

- » Does the city have an active network of relevant stakeholders dealing with the field of employment and integration and discrimination and are there effective communication channels among them?
- » Does the city consult with migrants, directly or through representative organisations, before adopting any initiative, measure or act affecting their rights and opportunities in the labour market?
- » Does the city actively engage with local social partners on the issue of discrimination in employment?
- » Is there a system in place for local stakeholders to provide input to the city's activities, submit proposals for consideration and receive written feedback?
- » Does the city have an active collaboration with the national equality body regarding discrimination in employment?

### EXAMPLES

#### DRESDEN

The city has a new service, the Expert Information Centre on Immigration, launched jointly in 2018 by the Dresden job centre, the national employment agency and the Integration through Qualification network. It is a one-stop shop for information on immigration and employment, dealing with all relevant issues from skills assessment to fair treatment and diversity in companies. The city plans to embed the issue of anti-discrimination in the centre's work.

#### GDANSK

Since 2012 the municipality has been funding the Immigrants Support Centre, an NGO that provides support, information and services to immigrants. The centre's recent pilot project, Safe Report Point, allows migrant worker victims of discrimination or violence to report this and receive advice. The project is based on the pro bono work of a group of highly skilled professionals from different fields (lawyers, psychologists, immigrant entrepreneurs).

#### NANTES

In 2003 the city created the Council for Foreigners' Citizenship which allows those who do not have the right to vote to have a say on local issues. Since 2015 the work of the council has been open to every citizen in Nantes, French or foreigner, with the latter group helping to organise its work. The aim of this move is to involve everyone in creating local policies. Work is developed around thematic workshops which provide recommendations for the municipality. One of the workshops focuses on fighting discrimination. [www.nantes.fr/cnce](http://www.nantes.fr/cnce)



## LEADING BY EXAMPLE

By ensuring diversity and representativeness among its staff and implementing effective measures to prevent and combat discrimination in its employment processes, the city demonstrates its own commitment to anti-discrimination measures and 'leads by example'. This enhances its credibility when targeting private employers with imposed or encouraged measures of a similar nature.

### GUIDE QUESTIONS

- » Does the city collect data on staff composition?
- » Does the city have an internal anti-discrimination and anti-harassment policy that is actively communicated, shared and discussed among all staff?
- » Does the city have measures in place such as targeted recruitment initiatives to ensure the diversity of the city's population is represented among its staff?
- » Does the city evaluate its policy and practices on recruitment, pay, training, promotion and dismissal to assess their potentially disproportionate effects on certain (under-represented) groups?
- » Has the city developed specific procedures to be followed if a potential instance of discrimination or harassment is brought to the attention of a responsible city staff member?
- » Does the city provide training to managers and HR staff on religious/cultural diversity and its consequences for workplace organisation and relations?

### EXAMPLES

#### GHENT

The city's Diversity Action Plan (2017-2020) contains around 60 different actions to increase the diversity of its workforce and promote cooperation between employees. The plan sets a target that by 2020 30% of new employees of the municipality and the Ghent Public Service for Social Welfare must be of foreign origin. To achieve its goals, the city works together with specialist partners and organises events such as job fairs targeting neighbourhoods with high levels of diversity.

Contact: [Luc.VandenBerge@stad.gent](mailto:Luc.VandenBerge@stad.gent)

#### LEIPZIG

As part of a project to modernise the city administration, new leadership roles have been developed to ensure fair treatment for all employees. The four people in the administration with specific responsibility for this issue are the equal opportunities officer, the gender equality officer, the representative for severely handicapped employees and the integration officer. The city implements more than 150 measures to enhance working conditions and a plan to ensure equal chances for men and women throughout all levels of the organisation. All offers of welfare support are open to every employee irrespective of their background or role.

#### VIENNA

Vienna considers itself a city of immigration and has pursued proactive and sustainable integration and diversity policies. The staff of the Integration and Diversity department (MA17), which initiates measures and projects to promote equal opportunities, reflect the diversity of the Viennese population and come from some 20 nations and speak more than 20 languages.





## ENCOURAGING CHANGE

By using the wide range of means at its disposal (such as training, financing and publicity) to influence the local society creatively, the city strives to encourage local employers and public and private employment intermediaries to adopt measures preventing discrimination and promoting diversity and equality.

### GUIDE QUESTIONS

- » Does the city have a policy of socially responsible public procurement, including non-discrimination clauses in local contracts, ensuring diversity and equality among the staff of its suppliers?
- » Has the city established a procedure, certificate or 'label' for local employers committed to promoting equality and diversity?
- » Does the city have an active partnership with local trade unions and NGOs to support and develop activities aimed at the professional development and training of migrants and other groups targeted by discrimination?
- » Has the city developed other specific measures targeting local employers and employment intermediaries to raise awareness and encourage initiatives preventing discrimination and promoting diversity and equality?

### EXAMPLES

#### GHENT

Since 2010 the city has applied a non-discrimination clause in its public procurement contracts. This has recently been updated to introduce monitoring and coaching of contractors in applying equal opportunities policy. In this new system, larger contractors can be asked to draw up equal opportunities action plans after contracts have been awarded if their existing non-discrimination policy is found to be below the legal requirement. In this way, the city offers them the support they need to rectify the situation, avoiding the need for an enforcement policy. The city continues to evaluate its new approach in order to refine the new practice further. <https://bit.ly/2TOTYmN>

Contact: [Luc.VandenBerge@stad.gent](mailto:Luc.VandenBerge@stad.gent)

#### LONDON

The Mayor developed the Diversity and Inclusion Action Standard (<https://bit.ly/2TOTYmN>) for the Greater London Authority (GLA) Group, which will act as a benchmark for diversity and inclusion in employment. The standard focuses on the GLA Group as an employer and covers five key aspects of workforce diversity: diversity and inclusion, workforce representation, recruitment, career development and reward and inclusive culture. It will also help measure progress over time and ensure a consistent approach to workforce diversity and inclusion across GLA Group organisations.

#### BARCELONA

The Office for Non-discrimination of the city launched anti-discrimination training programmes targeting some of the local employers, such as the police force and secondary schools, in collaboration with other relevant departments. <https://bit.ly/2DquHlq>



## USING FEEDBACK, MONITORING AND EVALUATION

Each measure put in place as part of the anti-discrimination strategy should be appropriately and continuously monitored throughout its implementation. Additionally, it is crucial that the city sets specific criteria or indicators, based on the original vision and objectives, to evaluate the medium- and long-term impact of the strategy among both the city's own staff and in the local labour market.

*The city should find ways of actively encouraging its staff to include, as far as possible and relevant, the anti-discrimination measures in their everyday work. Anti-discrimination, equality and diversity should become natural components of all the city's activities.*

### GUIDE QUESTIONS

- » Does the city actively encourage staff to include the anti-discrimination measures in their everyday work?
- » Does the city continuously monitor the implementation of anti-discrimination, equality and diversity measures in employment?
- » Does the city set specific criteria or indicators so that it can evaluate the effectiveness of its policies and activities over the medium and long term?
- » How is the data collected and analysed and assessed and by whom?
- » Does the city revise its activities, policies and practices if they are not being actively and effectively implemented?
- » Are specific resources (human, monetary) set aside specifically for these activities?

### EXAMPLES

#### VIENNA

Monitoring is an important instrument for the integration-oriented diversity policies of the city. Every three years, Vienna publishes the Integration and Diversity Monitor. Diversity monitoring analyses the status quo of diversity measures implemented by the city and enables it to assess the future need for action in this area. The results of this integration and diversity monitoring are used to inform the strategic development of the city's organisation and policies. <https://bit.ly/2yQyuwa>

#### LONDON

The city developed tools to help its directorates and units, and GLA Group organisations, put the Diversity and Inclusion Action Standard (<https://bit.ly/2TOTYmN>) into practice. Organisations first assess their own performance and this is followed by a peer review. Each organisation puts action plans in place to encourage further improvements and measure progress year-on-year.

#### HELSINKI

The annually published Helsinki City personnel report describes and monitors the development of diversity policy in the workforce.

#### GHENT

In 2015, the city commissioned a study on the effectiveness of the non-discrimination clause used in its public procurement contracts since 2010. The findings of this study led the city to update this clause and introduce monitoring as well as coaching of its contractors in applying equal opportunities policy. <https://bit.ly/2TOTYmN>



## COMMUNICATING COMMITMENT

By widely communicating both internally and externally about its strong commitment to equal opportunities in employment and its specific measures to promote equality and prevent discrimination, the city raises awareness and strengthens its credibility.

*Communication efforts can be either specific in targeting, for instance, certain groups or professional categories or they can be broader, reaching the entire staff body of the city or the general public.*

### GUIDE QUESTIONS

- » Does the city have an external communications strategy targeting its partners and employment stakeholders?
- » Does the city strategy include communications efforts specifically on:
  - » anti-discrimination and access to justice
  - » the city's commitment and own activities to promote equality and diversity
  - » its partners' activities and programmes for preventing or combating discrimination and promoting equality and diversity?
- » Does the city ever run temporary communications initiatives targeting specific groups of stakeholders?
- » Does the city actively communicate with staff about its strategy, policy and activities for preventing and combating discrimination and promoting equality and diversity in the workplace?

### EXAMPLES

#### GHENT

The city's job advertisements explicitly state: 'Ghent goes for fully equal opportunities. We select candidates based on their outstanding qualities, passions and skills. Your chance to help build the city is not influenced by your age, gender, ethnic origin, sexual orientation, belief, disability, nationality.' The city magazine distributed to all citizens ensures diversity is represented through the choice of pictures used in the publication.

#### HELSINKI

The city has joined the Harassment free Finland campaign. It also organises training for all new team managers on the internationalisation of staff and diversity issues.

#### LEIPZIG

The city has been presented with the 'Total E-Quality' award (<https://bit.ly/2TOTYmN>) several times for its exemplary approach to equal opportunities. On the city website's homepage migrants are now specifically asked to apply for jobs offered by the administration. People with a migrant background are approached directly at special fairs, such as the Integration Fair, to encourage them to apply for apprenticeships at the administration.

## 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.



