



Facilitating evidence-based integration policies in cities

Options Report of the Stakeholder Working Group

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0 Executive Summary

Evidence-based policy-making in the integration field has become a key objective across EU countries. One of the Common Basic Principles for Immigrant Integration Policy in the EU states that 'Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.'

Considerable progress has been made across all levels; however, on local level the Urban Agenda Partnership on Inclusion of Migrant and Refugees has identified specific challenges and bottlenecks:

- Uneven availability of migrant integration statistics on local
- Increased attention for data on urban/regional level, but need for cities' involvement, exchange and synergies
- No comparable integration indicators on urban-regional level
- Few knowledge transfer among cities on evidence-based integration policy-making

To **address these bottlenecks**, the Urban Agenda Partnership has agreed on a dedicated activity as part of its Action Plan, aimed at the expansion of the Europe-wide knowledge base on migrant integration on urban/regional level. From November 2017 to October 2018, a structured reflection and development process took place through regular meetings of a **Stakeholder Working Group**. The platform has brought together key actors interested in integration data on urban/regional level, including data experts from Amsterdam, Athens, Ghent, Helsinki and Vienna, the European Commission (DG Home, DG Regio, Eurostat, JRC), the OECD as well as stakeholders such as EUROCITIES, FRA, URBACT, ESPON, ACM Portugal and the Immigrant Survey Data Network.

As concrete outcome of the Action and key step towards better availability of comparable integration data on urban-regional level, Eurostat has been testing the possibility of publication, to the widest possible extent, of the existing EU integration indicators on regional level and by 'degree of urbanisation'. As a result, Eurostat has already started to publish new data on integration outcomes at these infra-national levels and scales from 2018 on.

In addition, the **nine recommendations** of the Stakeholder Working Group represent a roadmap for the way forward with regard to integration data on urban-regional level, the role of cities in European statistics on integration and migration, and improved know-how transfer and exchange among cities:

1. Include but also go beyond existing EU indicators for common indicators on urban/regional level and develop them through multi-level cooperation

Recommended Action Points

- to develop and define a set of additional common EU integration indicators in line with the specific interests of the local and regional levels, to enhance the existing common EU indicators;
- to do this in multi-level partnership with regional, national and European institutions, in an effort spearheaded by cities but coordinated with all committed actors across all levels;
- for cities to have a formal role in the definition of new common EU indicators.

2. Aim for a most comprehensive assessment in urban regions & fully capitalise on major trends in data gathering

Recommended Action Points

- for EU-level data stakeholders, to ensure that local-level data users can fully capitalise from the two major trends of 1) grid-based census data collection and 2) use of 'big data' collected by the private sector;
- to ensure that cities are represented in EU-level governance structures related to these future trends (e.g. the Big Data for Migration Alliance);
- to consult with cities on key activities, regulatory decisions and design of new instruments, data protection, privacy and ethical use.

3. Make use of the new possibilities resulting from the Integrated European Social Statistics (IESS) Framework Regulation

Recommended Action Points

- after adoption of the new IESS Framework Regulation, to fully exploit the improvements for infra-national level data (resulting from sample size and quality criteria changes for LFS and EU-SILC as well as new migration-related variables for LFS);
- for Eurostat, to continue its efforts to publish to the widest possible extent integration data on infra-national level;
- for cities, to monitor the ongoing decision process concerning the IESS regulation in the European Parliament and Council, and if deemed necessary from a local level point of view, take position.

4. Concentrate on the LFS as a primary and up-to-date data source & exploit it as much as possible

Recommended Action Points

- for all data stakeholders, to acknowledge the unique value of the LFS for reliable integration data on infra-national level and to exploit LFS-based data to the fullest;
- for DG REGIO, to continue its work on annually updated data for large cities and (metro) regions in cooperation with National Statistical Institutions;
- for Eurostat, to explore possibilities to take into account specific needs of local and regional data users in the specifications of the LFS modules, based on proposals put forward, among others, by cities.

5. Explore and create incentives for NSIs to increase sample sizes/oversample cities & make EU funding available

Recommended Action Points

- for National Statistical Institutions, to oversample cities/urban regions and/or increase overall sample sizes in EU person and household surveys beyond the EU minimum requirements, and to consult with EU and local/regional data stakeholders on this;
- for the European Commission, to endorse and facilitate such practice and to use the EU Statistical Programme (future Single Market Programme) to co-fund pilot actions;



- to use EU fora and working groups linked to the European Statistical System to highlight and promote these models and foster adoption across Member States.

6. Develop the ownership of cities in EU-wide data & improve multi-level communication among data providers and -users

Recommended Action Points

- to explore ways through which local and regional levels can continuously contribute to the work of the European Statistical System;
- to test and implement new consultation procedures among Commission, local and regional data stakeholders and National Statistical Institutions/the ESS Committee in the context of the post-2021 annual data collection on population;
- to mainstream enhanced collaboration and consultation into collection of other EU data, in particular with regard to the EU person and household surveys, and to incorporate responsibilities and roles in the European Statistics Code of Practice.

7. Exploit existing surveys with regard to the urban level & improve relevance for cities of future editions

Recommended Action Points

- to render the design of EU-wide and EU-sponsored surveys more useful for results and analysis on infra-national level, including through enhanced consultation with urban and regional stakeholders in the design phase and through additional means to increase sample sizes/oversample;
- to aim for further comparative surveys among immigrant populations across European cities on a regular basis, to assess their socio-economic status, well-being and the outcomes of integration policies;
- for cities, to become involved in the ETHMIGSURVEYDATA platform, contribute to the selection of existing local surveys for comparative analysis (post-harmonisation), and work to make the necessary resources available.

8. Enhance knowledge management & dissemination of EU data and tools

Recommended Action Points

- to launch a multi-level awareness campaign and dialogue on evidence-based policy making in the integration field and the added value of indicators/monitoring, including the promotion of the common EU indicators and their relevance;
- to focus in particular on issues of 'statistical literacy', collaboration between statistical experts and decision-makers, public communication and prevention of data misuse and stereotyping;
- to draw for this purpose on the European Statistical Programme (part of the EU Internal Market Programme in the 2021 to 2027 MFF) and other Commission means to support dissemination activities.



9. Facilitate know-how transfer and exchange between cities & use EU funding opportunities

Recommended Action Points

- to initiate a multi-annual city networking project focused on data and monitoring, allowing for know-how exchange, mutual learning and joint development, and with a view to establishing a sustainable European network on the topic;
- to use this framework to develop and test innovative indicators and gather data as a pilot; including as contribution to new common EU indicators for the local/regional level;
- to make use for this purpose of existing EU funding instruments which support network and mutual learning projects among cities.

1 An Action of the Urban Agenda Partnership on Inclusion of Migrants & Refugees

Evidence-based policy-making in the migrant integration field has become a key objective across EU countries. One of the Common Basic Principles for Immigrant Integration Policy in the EU states that ‘Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective.’ Considerable progress has been made across all levels; however, on local level the Urban Agenda Partnership on Inclusion of Migrant and Refugees has identified specific challenges and bottlenecks:

- **Uneven availability of migrant integration statistics on local level:** The scope of integration-related data available to cities across Europe differs widely: with regard to statistical indicators, availability on small spatial scales, or used socio-statistical concepts. While in some countries sophisticated integration monitoring exists, sometimes also on local/regional levels, many cities lack appropriate tools for evidence-based integration policies. Data gaps in the context of the reception of asylum seekers (arrivals, health, schooling, unaccompanied minors) are seen in most Member States, also due to juridical and institutional competence. Cross-country comparability of data produced in national contexts is low.
- **Increased attention for data on urban/regional level, but need for cities’ involvement, exchange and synergies:** A new interest and demand exists for integration data on urban-regional level, including integration indicators that are comparable across countries (e.g. the recent initiatives led by the OECD, JRC, or ESPON¹). While first networking steps are taking place, there is a need for involving cities in the debate and for reflection as to how these different actors and actions can best relate to each other, become mutually reinforcing, and contribute to an emerging common agenda.
- **No comparable integration indicators on urban-regional level:** Efforts to create EU (‘Zaragoza’) indicators for immigrant integration have achieved a set of regularly reported, common indicators mostly based on the exploitation of EU-wide standardised sample surveys. Until the Urban Agenda Partnership started its work, these EU integration indicators did not have a sub-national dimension. A common core set of continuously updated integration indicators on urban-regional level, however, could be useful for assessing policy needs and outcomes across the EU, targeted funding decisions and informing EU policies.
- **Little knowledge transfer among cities on evidence-based integration policy-making:** A wealth of experience in evidence-based urban integration policies exists in European cities, reaching as far as governance arrangements that feed monitoring results into municipal policies and planning of integration measures. These experiences and models could be tapped for peer learning. However, better coordination among the interested parties is needed to identify the best practices and indicate what would be the most appropriate formats for mutual policy learning.

¹ OECD, Working Together for Local Integration of Migrants and Refugees, <http://www.oecd.org/publications/working-together-for-local-integration-of-migrants-and-refugees-9789264085350-en.htm>

JRC Knowledge Centre on Migration and Demography, Data for Integration (D4I), https://ec.europa.eu/knowledge4policy/migration-demography/data-integration-d4i_en

ESPON, Impacts of Refugee Flows to Territorial Development in Europe (MIGRARE), <https://www.espon.eu/refugee>



To **address these bottlenecks**, the Urban Agenda Partnership has agreed on a dedicated activity as part of its Action Plan, aimed at the expansion of the Europe-wide knowledge base on migrant integration on urban/regional level. From November 2017 to October 2018, a structured reflection and development process took place through regular meetings of a stakeholder Working Group. The platform has brought together key actors interested in integration data on urban/regional level, including data experts from Amsterdam, Athens, Ghent, Helsinki and Vienna (some of these cities being represented in the Urban Agenda Partnership), the European Commission (DG Home, DG Regio, Eurostat, JRC), the OECD as well as stakeholders such as EUROCITIES, FRA, URBACT, ESPON, ACM Portugal and the Immigrant Survey Data Network. This allowed for the inclusion of cities' experiences and perspectives in the ongoing EU debate on infra-national integration data, gathering of good practices for evidence-based integration policies on local level and exploration of improved know-how transfer and mutual learning.

Chapter 2 of this report is dedicated to concrete Action results with regard to depicting EU integration indicators on infra-national level through Eurostat and presents the case for common European integration indicators on this level from the point of view of cities.

Chapter 3 contains the recommendations for future action as they emerged from the deliberations of the Stakeholder Working Group. Overall, 9 recommendations are substantiated, together with proposed action points.

Annexes of the report present the analysis of relevant social surveys with a view to exploitation on city level (Annex I), the results of a survey among cities on gathering integration data and monitoring launched in the context of the Working Group (Annex II), and by way of reference an overview of the existing common EU integration indicators (Annex III).

The **complete documentation** of the proceedings of the Stakeholder Working Group, including the reports and presentations of all meetings, are available online from the Partnership Action Plan [website](#).

2 Towards common EU integration indicators on infra-national level

2.1 Introduction

With the 2010 Zaragoza declaration, Member States established a set of common indicators and agreed that the indicators should be on existing and comparable data for most Member States, limited in number, comparable over time, simple to understand, easy to communicate and focused on outcomes. The set of indicators have since been further developed by the European Commission with the Member States, with the objective of more comprehensively monitoring the situation of migrants and integration outcomes. As recommended, the indicators compare specific age groups of the general and immigrant population: for both third-country nationals and the non-EU-born as well as for men and women. The indicators are annually updated by Eurostat, drawing on already harmonised data sources, such as the EU Labour Force Survey (LFS) and the EU Statistics on Income and Living Conditions (EU-SILC). On EU level, they are used to inform e.g. strategic documents on integration, the programming and implementation of EU funds (notably AMIF) and coordination in the context of the European Semester.

As identified by the Urban Agenda Partnership and its Action Plan, the lack of availability of the EU integration indicators on urban-regional level represents a major data gap and bottleneck. Therefore, Eurostat has embarked on a feasibility testing of the indicators on infra-national level, with results being published as part of the Action (cf. 2.3 below). Recommendations of this option report (cf. chapter 3) furthermore point to future improvements needed for data gathering in the EU surveys on which most indicators are based, which should make it easier to depict EU integration indicators on urban-regional level.

2.2 The stake of cities in common EU indicators: Eight reasons to establish harmonised integration indicators on infra-national level

Beyond clarifying the way forward for common indicators on infra-national level, the Action also made the case for such continuously updated European indicators from an urban perspective. The following propositions argue the value-added of a core set of common indicators for policy-making on local level. They point out cities' stake in European efforts to gather this data. The arguments may be used both in city-internal communication and communication between the EU level and cities, with the aim to involve cities more in EU efforts at integration and migration statistics.

1. **Tools for direct cross-country comparison and benchmarking among cities**

Integration data and indicators that are based on same criteria allow cities to directly compare themselves with cities in other Member States. In particular when benchmarking against cities of similar size, with similar migrant populations or similar migration histories, urban actors will be able to better understand the situation of the own city. Comparable data allow insights into where a city stands on development trajectories and the needs arising in this specific context. Through international comparison, cities can gain pointers to the effectiveness of past policies and as to where alternative models might be found.

2. **Better and fairer, evidence-based access to and evaluation of EU funding**

EU-wide harmonised data are used for EU funding decisions, e.g. to assess inter alia needs for intervention, define eligibility for certain categories of support, or to feed into programme planning and standardised Operational Programmes in a number of EU

instruments relevant for immigrant integration.² Harmonised data are also used to measure the performance of programmes and assess the return on investments made through EU instruments. The more detailed harmonised indicators are on infra-national level, the better cities and regions can make the case for funding decisions in their own favour and argue for their legitimate share in national programmes under shared management. Both for cities and EU authorities, common data standards will create a level playing field for access to EU funding.

3. Facilitation of cities' participation in EU evidence-based policy debates

Data that can inform EU policy debates and the future direction of key EU policies generally need to be harmonised, comprehensive and reflect the situation in all Member States. If European cities collectively want to point out their specific needs as evidenced through urban-level data, it must be ensured that these data are comparable and of same quality. A core set of harmonised integration indicators on infra-national level therefore will help that cities' concerns and interests feed into EU policies and decisions.

4. Lever to improve data situation and cooperation in own country

Cities lack access to relevant data on migration and integration in a number of Member States, resulting either from limitations of the national statistical system or insufficient cooperation among data holders and local authorities. A sustained push for common European indicators on immigrant integration, including data collected from EU-wide standardised surveys, related commitments for Member States concerning data quality, and enhanced involvement of cities in the European process governing these surveys will leverage also *within* countries better data gathering, data sharing and data transparency.

5. Comparable assessment of national policies' impact & arguments for policy change

Common integration indicators on local and regional levels will allow comparative assessments on how national policies impact on integration outcomes in cities. They are the 'missing link' that in efforts to benchmark countries' integration policies up to now has prevented analysis of the – possibly uneven – territorial impact of government action. Thus, they will provide cities, as much as less urbanised regions, with evidence to hold governments accountable for their integration policies and provide local-level actors with arguments for policy change and reform on national level.

6. Expression of cities' general stake in EU integration policy frame

EU efforts at fostering immigrant integration are essentially based on better coordination of Member States policies, using 'soft' instruments of steering such as agreement on shared principles, target-setting and assessment of progress along indicators. Core values and objectives of the EU approach (as enshrined in the Common Basic Principles) are shared by many cities, making them stakeholders of the EU policy frame. For the simple reason that cities have a stake in the goals, principles and overall success of EU efforts in the immigrant integration field, cities also have a stake in the methods of coordination employed.

² AMIF in particular, proposed to become an AMF with more funding opportunities and facilitated access for local and regional authorities, ESF proposed to become ESF+ with more support for long-term integration and ERDF.



Integration indicators become even more relevant, as mainstreaming immigrant integration across EU policies (e.g. 2016 EC's Action Plan on integration) remains high on the agenda.

7. Comparable evidence on cities' capacity to integrate as support for international location decisions

Cities are in competition as locations for business and international investment, innovation, research and education. Successful integration of immigrants and social cohesion, as well as being seen as an internationally open city that is able to attract talent, is increasingly seen by urban decision makers as an asset in this contest. Comparable reference data on the capacity to receive and integrate immigrants can inform fair assessment by every person and every entity considering a move to the city and create trusted standard benchmarks from which all cities benefit.

8. Contribution to common international urban knowledge base, supporting mutual learning and exchange

Cities have a general shared interest in a strong international knowledge base on urban issues, where city experts, academic or applied research and policy consulting can draw on reliable data and speak with a common language. However, due to different migration histories, divergent conceptions of citizenship and target groups for integration, or varying statistical approaches, the knowledge base in the immigrant integration field is particularly fragmented. Common indicators and common understandings underlying them can help to overcome this fragmentation and foster a more integrated research-policy community around immigrant integration in cities. This in turn will facilitate know how-transfer and mutual learning among cities in the migration and integration field.

2.3 Feasibility testing & publication of EU integration indicators on infra-national level

As a key step towards better availability of comparable integration on urban-regional level and as concrete outcome of the Action, Eurostat has been testing the possibility of publication, to the widest possible extent, of the existing EU integration indicators on NUTS 2 level and by 'degree of urbanisation' (cities, towns and suburbs, rural areas)³. The feasibility test has concentrated on fully exploiting EU Labour Force Survey (LFS) data, notably size/share of immigrant population and integration indicators such as education and employment.

Small sample sizes, in particular in countries with small overall populations and/or low shares of immigrant population groups, represent the main obstacle for depicting indicators on infra-national level. Taking into account its reliability thresholds for the LFS-based statistics and its data dissemination rules, Eurostat aims to publish tables with a minimum of 50% cells filled in with LFS results having a sufficient level of reliability.

The first phase of the feasibility has led to the recent publication of new datasets for most classic and robust indicators as part of the Eurostat migrant integration database ([employment regional series](#)). Activity rate, employment rate, unemployment rate are now available broken down by country of birth and country of citizenship at regional level (NUTS2) and by degree of urbanisation (cities, towns and suburbs, rural areas). Moreover, part-time employment, self-employment and temporary employment are available broken down by degree of urbanisation. Eurostat has recently finished preparing a 'Statistics Explained' article on regional labour market indicators based on the published datasets⁴. The second article dedicated to employment conditions is now being prepared.

The second phase of the data feasibility regarding a new regional education series resulted in the publication of the infra-national statistics for educational attainment and young people neither in employment nor in education or training (NEET) that are now available to be disaggregated by country of birth and country of citizenship at regional level (NUTS2) and by degree of urbanisation. Dissemination of infra-national breakdowns have proven not to be possible for the 'early school leavers' indicator. Eurostat is also reflecting on additional tables at infra-national level based on LFS data:

- with overall population figures by labour status (i.e. to depict the share of population of migrants in the overall population)
- with more age groups (removing when necessary the breakdown by level of education)
- and potentially presenting more detailed breakdowns for a selection of NUTS 2 regions corresponding to cities/metropolitan regions (however as there will be a lot of data gaps, these statistics will not be able to be disseminated through the traditionally used data tree)

Eurostat will carry out feasibility testing with those EU integration indicators that are based on the EU-SILC survey. However, as sample sizes are significantly smaller than for the LFS, Eurostat cannot commit to the publication of such statistics.

³ <http://ec.europa.eu/eurostat/web/degree-of-urbanisation/background>

⁴ https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Migrant_integration_statistics_-_regional_labour_market_indicators#Regional_activity_rates_for_migrants

3 Options for further action

3.1 Introduction: The way forward

The following nine recommendations are based on the discussions and presentations in the Stakeholder Working, as well as the background research and analysis conducted for this Action. They address key EU actors, such as European Commission DGs (including Eurostat), cities and their European stakeholder organisations. After being discussed in the Working Group, the recommendations have been endorsed by the experts participating in this Action and do not represent the official position of any involved organisation, network or authority.

Together, the recommendations represent a roadmap for the way forward with regard to availability of integration data on urban-regional level, the role of cities in the governance of European statistics on integration and migration, and improved know-how transfer and exchange among cities. If all options for action are implemented in the near future, comprehensive improvement across the board can be expected. It is now up to all relevant actors to follow up on the recommendations and develop further activities.

3.2 Recommendations of the Stakeholder Working Group

Recommendation 1:

Include but also go beyond existing EU indicators for common indicators on urban/regional level and develop them through multi-level cooperation

The common EU indicators on integration serve as a frame to monitor integration over time and compare across countries. For numerous reasons, cities have an interest in the availability of these harmonised indicators on urban-regional level (cf. chapter 2.2) and current efforts to improve the data situation with regard to the existing indicators (cf. chapter 2.3).

But more than that, cities are faced with specific challenges and needs in the integration field. In particular the close linkages between e.g. affordable housing, education and employment in a territorial context as well as complex social cohesion challenges – including poverty, precarious income and discrimination – lead cities to pursue a comprehensive approach to migrant integration. Moreover, municipalities are the level of government closest to the citizens. Cities thus can play a key role for community building among newcomers and long-time residents, and for influencing the social climate in which reception and integration take place. This peculiar role of cities justifies additional common EU indicators for the urban/regional level beyond the set of already existing ones (i.e. the Zaragoza indicators⁵).

Indicators related to social inclusion, participation, discrimination, the (economic) contribution of migrants, attitudes towards migrants and other diversity indicators that also target the receiving society (i.e. operationalising integration as a two-way-process, including ‘welcoming’ and openness indicators) are of specific interest for local and regional authorities. Measuring the long-term impact of migration on social cohesion and well-being, socio-spatial monitoring on small territorial scales, a clearer picture on the different categories of migrants (short-term mobility, highly skilled, educational,...) as well as policy indicators to benchmark the implementation of policies are additional themes that cities are willing to explore with a view to common European indicators.

⁵ <https://ec.europa.eu/eurostat/web/migrant-integration/data/database>



Cities, regions, national authorities and the European Commission can embark on a structured dialogue to identify and define such specific additional indicators on infra-national level. The eventual goals of such a multi-level development partnership, spearheaded by cities and bringing together all actors interested in new common urban/regional indicators would be to overcome possible barriers for data collection, to assess the indicators regularly across the EU and to publish results by Eurostat. Furthermore, cities and regions and their European representations should have a role in the adoption of such additions to the core set of common European indicators. The formal endorsement of new indicators by urban stakeholders would be an expression of ownership as much as a sign of partnership-based European multi-level governance in the migrant integration domain.

Recommended Action Points

- to develop and define a set of additional common EU integration indicators in line with the specific interests of the local and regional levels, to enhance the existing common EU indicators;
- to do this in multi-level partnership with regional, national and European institutions, in an effort spearheaded by cities but coordinated with all committed actors across all levels;
- for cities to have a formal role in the definition of new common EU indicators.

Recommendation 2:

Aim for a most comprehensive assessment in urban regions & fully capitalise on major trends in data gathering

Beyond specified integration indicators, European-level efforts and tools can support cities in gaining a more comprehensive understanding of migration-related changes, cohesion dynamics and integration processes.

The 2021 EU population and housing census data collection (increasingly drawing on administrative data sources) will provide new opportunities. Geo-referenced data based on a 1km square grid will allow for disaggregation of the population by age, sex, country of birth and duration of residence on a very small scale.⁶ In particular, it will redress the statistical bias known as the ‘modifiable areal unit problem’, stemming from arbitrary and hard-to-compare administrative units and changing over time boundaries as basis for comparison. After the 2021 census, a regular annual production of grid-based data (in cities even on a smaller than 1km square level) will be a very important asset, enabling analysis that could be more frequent and faster than today, on yearly basis, and will facilitate monitoring of developments (incl. migration related) even at neighbourhood level and policy-making informed by highly detailed evidence. Already today, the Commission’s Knowledge Centre on Migration and Demography (KCMD) of the Joint Research Centre is piloting the use of such grid-based information based on 2011 census data; and encourages the interested stakeholders (experts, policymakers, practitioners, local administration officers) to explore their potentials ([D4I Data Challenge](#)).

⁶ Commission Implementing Regulation (EU) 2018/1799 of 21 November 2018 on the establishment of a temporary direct statistical action for the dissemination of selected topics of the 2021 population and housing census geocoded to a 1 km² grid of 21/11/2018



Another major development with repercussions for data availability on urban-regional level concerns tapping into ‘big data’, i.e. data generated through the use of mobile phones, social media, internet-based platforms and other digital devices, and collected through the private sector. To better utilise big data for anticipating migration trends and policy purposes, the KCMD together with IOM-GMDAC launched in June 2018 the [Big Data for Migration Alliance](#) (BD4M). Through this multi-stakeholder effort, policymakers, experts, academics and the private sector are to work on an adequate regulatory and legislative framework, data access through public-private-partnerships, awareness-rising, capacity-building and policy-oriented analysis.

Cities should fully capitalise on these trends towards finely granulated census data and use of big data to achieve deeper insights and anticipate the upcoming possibilities. Potentially, cities are among the pre-eminent users of the new possibilities and stand to gain important sources for information and analysis, e.g. to assess the consequences of large-scale temporary migration (‘super-mobility’), link the duration of stay with integration outcomes or analyse integration in functional urban regions at flexible scales, beyond the administrative borders of municipalities. In this respect, cities should have a voice in these developments and contribute to defining key activities, regulatory decisions and new instruments. In addition, cities should participate in the discussions around questions of data protection, confidentiality, individual privacy and ethical use coming with any instrument that entails highly detailed data about citizens. A concrete step towards better involvement of cities could be the nomination of a city data expert to join the BD4M Advisory Board overseeing the new alliance’s activities.

Recommended Action Points

- for EU-level data stakeholders, to ensure that local-level data users can fully capitalise from the two major trends of 1) grid-based census data collection and 2) use of ‘big data’ collected by the private sector;
- to ensure that cities are represented in EU-level governance structures related to these future trends (e.g. the Big Data for Migration Alliance);
- to consult with cities on key activities, regulatory decisions and design of new instruments, data protection, privacy and ethical use.

Recommendation 3:

Make use of the new possibilities resulting from the Integrated European Social Statistics (IESS) Framework Regulation

Likely from 2021 on, a new EU framework regulation will apply to several European social surveys, including the Labour Force Survey (LFS) and the European Statistics on Income and Living Conditions (EU-SILC) which are main sources for the EU integration indicators. Under negotiation since 2016, this regulation will streamline European social statistics, make the data collection process more efficient and render the statistical output more relevant.

Once implemented, some of the key shortcomings for infra-national level data in terms of sample size and quality criteria will be ameliorated: For the LFS, precision requirements at NUTS 2 level are

defined in the draft framework regulation and additional requirement in terms of weighting (in line with population register) at NUTS 2 are planned to be included in the LFS implementing act, in order to guarantee representative data at this level. In addition, all National Statistical Institutes (NSIs) will be asked to deliver data at NUTS 3 level for aggregation purposes in a few categories (currently provided only on a voluntary basis). The LFS core will include the additional variables country of birth of both parents (every quarter) and the respondents' main reason for migration (every second year) which are crucial for migrant integration analysis that also takes into account the situation of immigrants' children. With these provisions, the new framework regulation will provide key improvements to be fully exploited. It will be crucial in future that Eurostat continues its efforts at depicting data on infra-national level, making use of the improved database and overcoming the shortcomings identified in the current feasibility testing.

Cities and other stakeholders of improved relevance of European social surveys for the infra-state level will need to monitor the ongoing negotiations between the Council and Parliament, to ensure that the proposed improvements will be part of the regulation finally adopted. Given the protracted nature of any change to the overall regulatory framework, however, cities cannot hope for further amendments in the foreseeable future beyond the reform currently being negotiated. With improvements through changed legislation exhausted, progress concerning LFS and EU-SILC will also have to come from the other proposed approaches and activities (cf. Recommendations 4 to 6).

Recommended Action Points

- after adoption of the new IESS Framework Regulation, to fully exploit the improvements for infra-national level data (resulting from sample size and quality criteria changes for LFS and EU-SILC as well as new migration-related variables for LFS);
- for Eurostat, to continue its efforts to publish to the widest possible extent integration data on infra-national level;
- for cities, to monitor the ongoing decision process concerning the IESS regulation in the European Parliament and Council, and if deemed necessary from a local level point of view, take position.

Recommendation 4:

Concentrate on the LFS as a primary and up-to-date data source & exploit it as much as possible

The Labour Force Survey (covering the resident population in private households) is often the largest household sample in a country and has been continuously collected in a harmonised way since at least 2005. The information assembled through the LFS is of high policy relevance and covers 34 countries, including all EU Member States. Migrants and their duration of residence can currently be identified by two variables, country of birth and country of citizenship, with additional variables added in future (see above). A sample size much bigger than that of EU-SILC, a periodicity involving quarterly samples and its role as preeminent EU persons and household survey provide ample reasons to focus on the LFS and exploit it to the fullest for integration data on urban-regional level. For example, DG Regio can continue and expand on its efforts to produce annually updated, LFS-based migrant integration data for large cities and metro regions with more than 250.000

inhabitants, and for regions coded on NUTS-2 level in cooperation with National Statistical Institutions. Furthermore, the new framework regulation will allow the Commission, through implementing acts, to specify the content of the 4-yearly LFS modules on ad-hoc subject, which will reflect relevant social developments or respond to needs of users, including cities and regions. To exploit this potential, relevant proposals and contributions can be made by cities and regions so that Eurostat can explore possibilities to take them into account.

Another unique feature of the LFS are issue-specific ad hoc modules implemented as part of the annual surveys. In principle, these modules represent an opportunity to gather more detailed information on immigrant integration, as shown by the 2008 and 2014 modules on the labour market situation of migrants. The next migrant-specific module is planned to occur in 2021. The inherent problem, however, lies in the long time-lag between gathering of similar data and the fact that data become outdated. Moreover, the future regulatory framework will involve less flexibility in terms of suggestions from data users for new topics for the modules (with six regular modules, repeated every eight years, with an open space for another focus only every four years). The aim therefore should be more the full exploitation of annual LFS data, rather than striving for improved or more frequent ad hoc modules.

Recommended Action Points

- for all data stakeholders, to acknowledge the unique value of the LFS for reliable integration data on infra-national level and to exploit LFS-based data to the fullest;
- for DG REGIO, to continue its work on annually updated data for large cities and (metro) regions in cooperation with National Statistical Institutions;
- for Eurostat, to explore possibilities to take into account specific needs of local and regional data users in the specifications of the LFS modules, based on proposals put forward, among others, by cities.

Recommendation 5:

Explore and create incentives for NSIs to increase sample sizes/oversample cities & make EU funding available

Notwithstanding all current efforts at exploiting LFS/EU-SILC data and future improvements coming with the new framework regulation, the small sample sizes used in the EU surveys and the reluctance of Member State statistical authorities to increase the number of surveyed persons remains to be a core problem. Together with stringent rules and guidelines regarding sensitive data, small sample sizes result in an impossibility to e.g. assess the situation of specific vulnerable groups, which in turn may hinder cities to design target-group specific policies. High costs and pressure on resources are the main reasons why countries are reluctant to enlarge samples and NSIs are less than enthusiastic about new activities that are not subject to a clear obligation under EU legislation.

To overcome this problem, oversampling of cities/urban regions (ideally after close consultations between NSIs and cities as data users), as well as new incentives to increase the overall sample sizes are necessary. As example for a Member State initiative going beyond the EU minimum

requirements, Finland made use of the 2014 LFS ad hoc module by ensuring that a larger sample completes the questions thus making city-level analysis possible and by adding questions to the eleven variables foreseen in the module to enrich the information collected. Pilot actions like this should be promoted and supported on EU level, through endorsement and facilitation by the Commission and highlighting in Eurostat-led statistics working groups. In particular, the Commission can support such efforts under the feasibility and pilot study budget of the European Statistical Programme (resp. the Single Market Programme under the 2021-2027 MFF⁷), by providing grants to NSIs and other relevant national authorities. Once established and explored with the help of EU funds as models for improved data gathering, EU fora and -projects can foster the adoption of new innovative tools and methods with regard to data collection and help sharing experiences and further spreading such practices among Member States. For cities and their national associations and networks, it is important to be aware of such opportunities and to advocate vis-à-vis NSIs for oversampling and increased samples according to their needs.

Recommended Action Points

- for National Statistical Institutions, to oversample cities/urban regions and/or increase overall sample sizes in EU person and household surveys beyond the EU minimum requirements, and to consult with EU and local/regional data stakeholders on this;
- for the European Commission, to endorse and facilitate such practice and to use the EU Statistical Programme (future Single Market Programme) to co-fund pilot actions;
- to use EU fora and working groups linked to the European Statistical System to highlight and promote these models and foster adoption across Member States.

Recommendation 6:

Develop the ownership of cities in EU-wide data & improve multi-level communication among data providers and -users

From the definition of additional integration indicators for the local level, to the planning process of EU household surveys and action to increase sample sizes: Stronger involvement of cities in the governance of the European Statistical System (ESS) emerges as a key requirement. Centred on the ESS Committee, NSIs and the Commission (Eurostat) under this system provide guidance on the development and production of European statistics, agree on annual work programmes and implement the European Statistical funding programme. Topical working groups, such as the LAMAS (LABour MARKET Statistics) working group related to the LFS, complement the system. However, while Art.15 of the 2009 Regulation setting up the ESS is asking for development of synergies and collaborative networks, no structured and sustained involvement of sub-national data users and -producers in the European consultations exists so far. Also within Member States, no common EU-wide standards exist when it comes to consultations between NSIs and sub-national data users and -producers concerning European statistics (contrary to long-established practices of such collaboration between the local level and NSI with regard to purely national data).

⁷ https://ec.europa.eu/commission/sites/beta-political/files/budget-may2018-single-market-beyond-2020_en.pdf



Improved multi-level coordination in the development and implementation of EU migration/integration statistics therefore needs to involve several components. Local and regional actors should be involved and informed by the Commission early on, in order to work in a complementary manner with EU-level and related national data efforts. Cities could then discuss with Eurostat and/or NSIs possibilities to make results more efficient for analysis on infra-national level. European urban stakeholder organisations (such as EUROCITIES) may assess and discuss with member cities a potential role in such discussions. Enhanced consultation with cities and regions in the national preparations of ESS Committee meetings and of related topical working groups should also be encouraged.

The annual production of grid-based data planned by Eurostat and NSI after the 2021 census could be a testing ground for such increased direct communication, with local/regional data users and - providers being consulted in advance and involved in preparations. Patterns of exchange and coordination established in this context could then be regularised and expanded to the rolling planning processes of the EU household surveys, EU statistics based on administrative migration/asylum data, and eventually the preparations of the next census. The process of developing new ways of collaboration and consultation should culminate in a clear understanding and definition of the responsibilities and roles of the EU, national and infra-national levels in ESS consultations. The goal would be to establish a sustainable and stable framework, allowing for a continuous development of the agenda. Eventually, consultations among the Commission, local and regional data stakeholders and National Statistical Institutions may become incorporated in the 'European Statistics Code of Practice', i.e. the common quality framework of the ESS.

Overall thus, a more comprehensive, dialogue-based way of developing and gathering European data relevant for cities can be spearheaded in the migration and integration field, to benefit also other areas such as poverty or youth employment. It would contribute to the further strengthening of the European Statistical System and enhance innovative and flexible cooperation within the ESS partnership.

Recommended Action Points

- to explore ways through which local and regional levels can continuously contribute to the work of the European Statistical System;
- to test and implement new consultation procedures among Commission, local and regional data stakeholders and National Statistical Institutions/the ESS Committee in the context of the post-2021 annual data collection on population;
- to mainstream enhanced collaboration and consultation into collection of other EU data, in particular with regard to the EU person and household surveys, and to incorporate responsibilities and roles in the European Statistics Code of Practice.

Recommendation 7:

Exploit existing surveys with regard to the urban level & improve relevance for cities of future editions

A number of European-wide social surveys, either commissioned by EU institutions or coordinated on European level, contribute to a better understanding of integration-related issues and offer important additional sources of information and insights, next to the large and frequent EU household surveys. On the one hand, they include general population surveys with variables permitting to identify various immigrant populations, such as the European Social Survey (ESS), Eurobarometer and the European Values Study (EVS). On the other hand, there are targeted surveys like EU-MIDIS (FRA) or the Immigrant Citizens Survey (ICS; building on LOCALMULTIDEM) which focus on well-defined populations of interest.

However, analysis shows that the design of these surveys is generally not geared towards extracting results on infra-state level (cf. Annex I of this report). Very few of the surveys assessed for this Action allow for results below NUTS-2 level or by level of urbanisation. For smaller general population surveys, it is generally difficult to include considerable samples of immigrants due to the smaller scope and the goal to survey the overall population. As result of this situation, knowledge gaps exist with regard to the urban-regional level in spite of well-established European tools covering key topics.

Improvement with regard to the general population surveys could be brought about by adapting the existing instruments and their future editions in term of sampling method, sample sizes and/or the design of variables. Enough immigrants need to be included or oversampled, ideally in a way that also different groups of migrants (foreign nationals, country of origin, people with a migrant background, vulnerable groups) can be compared (e.g. arrival cohorts, 1st/2nd generation, reasons of migration). Furthermore, strategies to include more vulnerable migrant groups, recently arrived immigrants or those who don't speak (yet) well the language of the destination country, and to improve the response rate of such groups, should be developed. With regard to targeted surveys, it is highly recommended that representative surveys among immigrants (like e.g. the ICS, cf. Annex I) are conducted more often and on a regular basis with a comparable design in order to allow for European comparison and policy input. A mechanism for a stable survey tool would allow local and regional governments to opt in every four to five years to monitor immigrant integration at the local level. However, sustainability of the surveys would depend very much on secured funding in order to extend the scope of cities covered and to build a longitudinal dataset. Given the high priority of migration and integration on the European policy agenda, frame conditions are favourable for realising a follow-up survey to reveal the impact of integration policies on Europe's migrant population.

To tap into the potential for higher usability of surveys according to city needs, cities should be more closely involved in the consultations preceding each survey. This would not only mean for cities and urban stakeholder organisations to more proactively respond to consultations launched by the (EU) bodies overseeing the surveys, but also to install a structured dialogue to assess needs and potentials and suggest modified survey designs. In such cases where improved relevance for cities can only be achieved through higher costs, cities will have to make the case and advocate for enlarged samples in order to arrive at decisions in favour of a better understanding of urban-level developments.

Stronger and better coordinated efforts by cities with regard to survey data should also relate to current, academically-led efforts (COST Action ‘International Ethnic and Immigrant Minorities Survey Data Network’ ETHMIGSURVEYDATA⁸) to compile, share and pool existing immigrant minorities survey data including on subnational level. In particular, cities should capitalise on opportunities provided by this platform with a view to comparative post-harmonization of data that currently stand alone, coordination of future data collection to maximize comparability, and fostering research capacity for survey data production in European countries where they still do not exist. As a first step, cities can contribute to setting priorities for the post-harmonization of surveys and help to make resources available for the exploitation of surveys identified as having potential for comparative insights into local level integration.

Recommended Action Points

- to render the design of EU-wide and EU-sponsored surveys more useful for results and analysis on infra-national level, including through enhanced consultation with urban and regional stakeholders in the design phase and through additional means to increase sample sizes/oversample;
- to aim for further comparative surveys among immigrant populations across European cities on a regular basis, to assess their socio-economic status, well-being and the outcomes of integration policies;
- for cities, to become involved in the ETHMIGSURVEYDATA platform, contribute to the selection of existing local surveys for comparative analysis (post-harmonisation), and work to make the necessary resources available.

Recommendation 8:

Enhance knowledge management & dissemination of EU data and tools

Up to now, EU integration indicators and other European data tools have played a rather limited role on urban-regional level. Across cities, the indicators are little known; and if used this is more through coincidence than intentional with a purpose to include EU-wide comparable indicators in local-level monitoring. A similar statement could be made for the national level as well, where definition of indicators may mostly result from domestic deliberations. Indeed, cities that do engage in gathering and analysis of integration data most often relate their activities to data concepts or monitoring systems developed by national statistical institutions in a country-specific context.

Given the low level of awareness on city level for the EU indicators, Eurostat results and other Europe-wide data tools, intensified dissemination efforts among policy experts, data professionals and decision makers in cities seem in order. They will be even more essential when in future more relevant EU data and tools will become available on infra-national level as result of ongoing efforts and implementation of the agenda at hand. But rather than a mere top-down communication pointing to availability and results of EU-level data gathering, such activities could be part of a broader promotion of evidence-based policy-making in the migrant integration field and its tools. A

⁸ http://www.cost.eu/COST_Actions/ca/CA16111, <http://www.ethmigsurveydatahub.eu/>

push in awareness should stress at national, regional and local level the added value of indicators and evaluation for adjusting policy and assessing progress on integration, while acknowledging differing approaches to disaggregating and comparing groups according to cities' specific situations. Across Member States, such dissemination efforts may foster mutual understanding of diverging concepts, national systems and definitions, policy contexts and terminological particularities. The Commission and the European Statistical Programme could instigate such a multi-level dialogue on data concepts next to the promotion of EU data tools.

The precondition, however, for cities to get involved in deepened dialogue and embrace EU indicators is a clear understanding of the value-added and purpose of harmonised integration data on infra-national level. Chapter 2.2 of this report has introduced a range of arguments why cities have a stake in the development and establishment of such indicators. Cities and urban stakeholder organisations need to take up such argumentation to promote the rationale behind common EU indicators on local/regional level and stress their relevance. Such efforts are directly linked to the proposed stronger role of urban stakeholder organisations and city networks in the data fields (cf. Recommendation 6).

The limited use and operationalisation of EU indicators, however, also reflects a larger issue at the nexus of statistical expertise and decision-making, related to data uptake, analysis and statistical 'literacy'. Using indicators competently to monitor developments and inform strategies requires expert interpretation, contextual knowledge of how data gathering relates to the objectives and priorities of a city's integration policy, as well as structured methods of collaboration between data and policy experts. Publishing data and communication of results with policy-makers, urban stakeholders, media and the public at large must ensure privacy, prevent disclosure and take into account possible negative consequences if data are misconstrued, in terms of stigmatisation, stereotyping or furthering xenophobic practices. Without professional knowledge management, findings may be misused in public or political dialogue. Involved experts therefore must be confident that data gathering is explained and justified as a means for better policy-making, and eventually, improved integration outcomes. As part of its dissemination and communication efforts, and through the possibilities of the European Statistical Programme, the Commission therefore could also seek a role for facilitating statistical 'literacy' across countries and levels.

Recommended Action Points

- to launch a multi-level awareness campaign and dialogue on evidence-based policy making in the integration field and the added value of indicators/monitoring, including the promotion of the common EU indicators and their relevance;
- to focus in particular on issues of 'statistical literacy', collaboration between statistical experts and decision-makers, public communication and prevention of data misuse and stereotyping;
- to draw for this purpose on the European Statistical Programme (in future part of the EU Internal Market Programme) and other Commission means to support dissemination activities.

Recommendation 9:

Facilitate know-how transfer and exchange between cities & use EU funding opportunities

Improving urban strategies and policies for migrant integration with data, monitoring systems and other tools for evidence-based policy-making has become practice in a number of European cities. However, experiences in data collection, analysis and governance arrangements to feed results into municipal decisions vary widely. While some cities have advanced data sources and well-established monitoring systems, other cities have only restricted access to data or lack the infrastructure for data collection and systematic integration monitoring.

Exchange would benefit cities in view of these variations in the use and availability of integration data and the different stages and approaches to integration monitoring. Opportunities for good practice transfer and mutual learning can support cities to develop and implement the infrastructure for evidence-based local integration policies. Tapping into existing knowledge of cities with sophisticated systems would help cities to catch up more quickly and identify the needs and challenges to be addressed when introducing such instruments. For more advanced cities, spreading their know-how and experience means helping other cities to better cope with integration challenges. From this perspective, investing in exchange and capacity-building elsewhere is a contribution to achieving high levels of preparedness for dealing with migration in Europe and to EU-wide responsibility sharing. All cities, at whatever stage, can gain from exchange as a way to jointly explore innovative tools, mutually assess gaps and needs by drawing on the specific experiences of partnering cities, and locally set the agenda for evidence-based policy-making. For all intents and purposes, such knowledge exchange should happen at a national scale as well, with cities fostering networks with both cities in the same country and cities in other countries. Moreover, city-to-city networking and exchange projects can facilitate increased involvement of cities in EU-level deliberations on migration and integration statistics (as proposed in Recommendation 6).

Therefore, the time seems ripe for a dedicated city networking initiative focused solely on integration data and monitoring, given the increasing role of evidence-based policy-making for cities, higher availability of European data in future and the rationale for exchange and know-how transfer described above. With the aim to empower cities across Europe to introduce, implement and improve local integration policies based on evidence, such a project could focus on concrete instruments, data concepts, innovative tools etc., but more broadly also on how to embed these monitoring instruments into a comprehensive approach to integration policy development within cities.

A range of EU funding sources can be mobilised to support and facilitate city networks in the integration field, such as AMIF, EaSI, REC, URBACT III and the predecessors of these current EU programmes. Of these, URBACT (e.g. under the [current call](#) for Action Planning Networks) and AMIF Union Actions (such as under the [recent call](#) for proposals for local and regional networks) seem most promising and appropriate to support a future network, mutual learning and joint development. Potentially, a focused Urban Innovative Action (UIA), through its knowledge transfer element, could also play a role. The Urban Academy, likewise initiated as an Action of the Urban Agenda Partnership on Inclusion of Migrants and Refugees, may offer another mutual learning opportunity for cities in this field, as could do other fora coordinated on Commission and/or EESC level such as the European Integration Network (EIN) and the European Migration Forum (EMF).

Using the impetus provided by the Urban Agenda Partnership on Inclusion of Migrants and Refugees, interested cities should now explore existing opportunities and take concrete steps towards launching such an initiative.

Recommended Action Points

- to initiate a multi-annual city networking project focused on data and monitoring, allowing for know-how exchange, mutual learning and joint development, and with a view to establishing a sustainable European network on the topic;
- to use this framework to develop and test innovative indicators and gather data as a pilot; including as contribution to new common EU indicators for the local/regional level;
- to make use for this purpose of existing EU funding instruments which support network and mutual learning projects among cities.

Towards implementation of recommendation 9:

topics for city-to-city know-how transfer and exchange

The discussions of the stakeholder working group as well as an outreach survey among cities identified themes and concrete challenges on which future exchange and mutual learning activities could focus on:

Tools & methods

- Framework allowing for direct comparisons and international benchmarking with other cities in the EU in a systematic way, particularly for cities in neighbouring countries (e.g. Nordic countries) or among cities in countries with similar immigration histories, or with similar characteristics in terms of the immigrant population.
- Piloting city-specific common indicators ‘beyond Zaragoza’, through development of a (relatively) similar basic database at a sufficiently high level and with enough common understanding about the key concepts. Bringing together cities from selected countries, work of such a group would concentrate on indicators of special interest to cities, such as social inclusion, participation, discrimination, the (economic) contribution of migrants, attitudes towards migrants, and impact indicators related to economic and social benefits and costs.
- In such a context, innovative types of indicators could also be developed, e.g. performance-related data (such as on judgments in anti-discrimination field), correlating residence/integration indicators with social space-related data (e.g. concentration of refugees in urban areas with high density of social problems), measuring overall diversity and openness (welcoming-indicators), short-term impacts of circular or transit migration (including of secondary movements), socio-spatial monitoring on small territorial scales, a clearer picture on the different types of migrants (short-term mobility, highly skilled, educational,...), and long-term impact of migration on social cohesion and well-being.

- ‘Intercultural’ design of surveys and definition of relevant skills of individuals collecting data, to avoid biased outcomes. Training modules for interviewers in advance of data gathering may be developed collaboratively and shared among cities.
- Innovative models of specifically surveying the migrant population (newcomers and vulnerable groups in particular) in an ongoing process, focussing next to outcome indicators on access to support, support received, and obstacles faced. As empowerment exercise, migrants including refugees can be involved in the process and e.g. manage mobile data collection tools (as exemplified by the Athens Observatory for Refugees and Immigrants).
- Development of (and experiences with) policy indicators and monitoring systems to benchmark the implementation of migration/integration-related policies in cities; from the arrival/reception phase, to settlement/integration and social cohesion/managing diversity. Assessment of policy coordination and integration/diversity mainstreaming across policy domains.
- Impact assessment and evaluation of individual measures and policies, of long-term integration outcomes and effects on social cohesion. Development of an ‘impact assessment culture, where evaluation is seen as crucial part of an evidence-based policy cycle and as necessary starting point for scaling up and mainstreaming of policies.

Process & communication

- Comprehensive process designs for developing indicators, bringing together data collectors, statistical practitioners, migration experts and integration policy stakeholders, in order to fully reflect the reality and needs. Guidelines on data collection and ‘how to’ implementation guides could be made available to other cities. They could also address what are the most cost-effective means to gather time-series data and subjective perceptions on integration.
- City-internal governance and communication, to make sure that results of statistical efforts/monitoring are feeding into decision-making, are aligned with actual demand on political level, inform integration policies and mainstreaming efforts as they are being implemented across city administrations and services (as exemplified by Ghent’s Migration and Equal Opportunities Forum).
- Public and stakeholder communication: experiences and knowledge (but also dilemma’s) on how to ensure privacy and prevent disclosure in dissemination efforts; communication of what is ‘behind the figures’ (e.g. high rates of self-employed as sign of problems in labour market integration); ‘data journalism’ with a view to communicating results to the broader public and easy-to-understand visualization.
- Capacity building on integration tools in national and regional networks, agenda-setting across all levels for evidence-based policy-making within countries and leadership of advanced cities; topical network-building among cities within countries including with smaller cities, development of indicator systems in multi-level settings, creation of a ‘local and regional voice’ in national data systems; further development and country-wide harmonisation of integration indicators with other cities.

This non-exhaustive list of possible cooperation themes must be seen against the background of what has been done already. A review of past and current city network initiatives reveals that evidence-based monitoring and policy development has been addressed in numerous projects. These range from the recent OECD study on the role of local authorities in migrant integration to the series of EUROCITIES-led peer-to-peer learning projects in the 'Integrating Cities' framework and past efforts such as CLIP and KING. However, until now no European city network or project was specifically and solely dedicated to issues around data gathering and integration monitoring. Moreover, while results have been strong in pointing out the high relevance of indicators and monitoring systems for local-level integration – thus raising awareness for the need to base policies on evidence – recommendations coming out of these projects tend to be on a general level. Systematic, comparative evaluation of city practices is lacking and case studies are rather descriptive. With the notable exceptions of the ICC Intercultural Cities Index and the ECCAR Toolkit for Equality Monitoring, few real how-to-do tools and implementation guidance exist. In general, there is no tangible evidence for cross-country policy learning on the level of concrete indicators, creation of monitoring systems and other practicalities so far.

Annexes

Annex I: Existing Sources of Survey Data at (Infra-)National Level

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1. Introduction

There are increasing calls for **comparative quantitative data on integration in Europe** driven by policy and research needs, and by the EU political agenda. The Common Basic Principles for Migrant Integration Policy in the EU (2004)⁹, the Action Plan on the Integration of Third Country Nationals (2016)¹⁰ and the Urban Agenda Partnership on Inclusion of Migrants and Refugees (2016)¹¹ stress the importance of the development of indicators and evaluation mechanisms at both a national and local scale to monitor trends and to make exchange of information and policy-making more effective.

As a first step towards the monitoring of the situation of migrants and to enhance comparability between the EU Member States, in the Zaragoza declaration (2010)¹², Member States established a set of common indicators (**EU Zaragoza integration indicators**). These indicators are annually updated by Eurostat, drawing on already harmonised data sources, such as the EU Labour Force Survey (EU-LFS) and the EU Survey on Income and Living Conditions (EU-SILC), which are complemented by administrative data sources. Migrant indicators are calculated for two broad groups: the foreign population determined by country of birth (EU born, or non-EU born), and the foreign population determined by citizenship (EU citizens and non-EU citizens).

However, the **predominant focus on migration monitoring at national level** has entailed critique, and the importance of cities in the integration process requires shifting the unit of analysis from the national scale to the local/urban scale.

This paper presents a review of available national and infra-national survey data to assess the availability and nature of cross-country comparable migrant integration data across the EU. This review aims to showcase surveys of diverging scale, research methodology and thematic focus (e.g., target population). Among the wide variety of methods to collect relevant data, the scope of this paper is limited to a selection of comparative household and cross-sectional surveys, that implement diverging methods and tools to circumvent constraints related to this specific field of research. Though limited, we have included in this review potentially useful surveys for the analysis of migrant integration at a local scale, and surveys already addressing the local scale. This review does not report figures on integration at national or infra-national level. This is beyond the scope of this paper. Furthermore, there are some methodological differences in the data sources, which affect the comparability of these surveys regarding the local scale.

⁹ <https://ec.europa.eu/migrant-integration/librarydoc/council-document-14615/04--common-basic-principles-for-migrant-integration-policy-in-the-eu>

¹⁰ 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

¹¹ <https://ec.europa.eu/futurium/en/inclusion-of-migrants-and-refugees>

¹² <https://ec.europa.eu/migrant-integration/librarydoc/declaration-of-the-european-ministerial-conference-on-integration-zaragoza-15-16-april-2010>

2. Overview

As a result of different developments and initiatives involving national data providers, Eurostat, international actors, researchers and policymakers at both the EU and national levels, data availability and accessibility have enormously expanded in the past decades, allowing data users to tap vast and expanding sources of information.¹³

The quest for more knowledge on integration trajectories and outcomes has led data collection efforts on migrant integration to focus on well-defined target populations of interest (e.g. specific country of origin, second generations, etc.) or to include variables in general population surveys permitting to identify various migrant populations (e.g., first- and second-generation migrants; beneficiaries of international protection). Such efforts have allowed for quantitative analyses of integration outcomes, be them linked to labour market, education, health, social inclusion, civic inclusion/engagement, public opinion, and so forth.

When it comes to integration of migrants at a local scale, the main issues to address are two. First, the choice of which individuals to include (**target population**) has an important impact on the information collected, and the comparisons between groups that can be made (e.g., between natives and migrants, between different groups of migrants). Second, another important component of comparative research concerns the **geographical scale** (local, national, etc.) at which comparisons are made. These two issues influence the reliability of the information (i.e., if they allow for statistical inference) and the conclusions we can draw about the phenomenon.

A number of **European-wide social surveys**, either commissioned by EU institutions or coordinated on European level, contribute to a better understanding of integration-related issues. They include general population surveys such as the EU Labour Force Survey (EU-LFS), the EU Statistics on Income and Living Conditions Survey (EU-SILC), the European Social Survey (ESS), Eurobarometer and the European Values Study (EVS). **Other targeted surveys**, such as the EU Minorities and Discrimination Survey (EU-MIDIS), LOCALMULTIDEM, the Integration of the European Second generation (TIES), and the Immigrant Citizens Survey (ICS), provide an additional contribution through the focus on well-defined target groups (e.g., specific country of origin, second generations) and/or a given geographical scale (e.g., cities). The list of other targeted survey it is not exhaustive and aims only to provide some example of surveys that target migrants at an urban scale. For a more comprehensive list of surveys, we suggest referring to the ongoing COST ACTION 'International Ethnic and Immigrant Minorities Survey Data Network'.¹⁴

In conclusion, while the EU institutions, such as the European Commission, have worked for the last decade to improve the comparability of data in Europe, there is still a lack of comparable quantitative infra-national data on integration across countries and the full potential of collected data is still to be exhausted.

¹³ Kraler A., Reichel D., Entzinger H. (2015) Migration Statistics in Europe: A Core Component of Governance and Population Research. In: Scholten P., Entzinger H., Penninx R., Verbeek S. (eds) Integrating Immigrants in Europe. IMISCOE Research Series. Springer, Cham.

¹⁴ http://www.cost.eu/COST_Actions/ca/CA16111, <http://www.ethmigsurveydatahub.eu/>



2.1 Target population

The main EU surveys focus on the entire population (migrants and natives), others provide a contribution by addressing (specific groups of) migrants. The surveys that focus on the whole resident population allow for the comparison between natives and migrants. As the survey was designed to target the whole resident population and not specific sub-populations, there might be some limitations when considering the coverage of these surveys for migrant populations. If a random probability sampling strategy is applied, a representative sub-sample of migrants should be available. However, the size of this sub-sample may not allow for statistical inference – especially in countries where the number of migrants is particularly low (e.g., in the Eastern European countries). The adaptation of general population surveys to include migrants/non-EU nationals is not merely a matter of sampling size (or design). The EU-LFS ad-hoc modules deals not only with an increase in sample size, but also with incorporation of a set of questions that facilitated identification of different types of migrants and descendants of migrants.¹⁵

When possible – such as in surveys that target migrants only –, the comparison between different groups of migrants seems critical. For example, recent figures¹⁶ comparing first-generation migrants' labour outcomes to non-migrants conclude that migrant populations lag behind. However, the same figures show also that first-generation migrants have better outcomes in comparison with refugees when it comes to inclusion in the labour market.

In this regard, the criteria for inclusion of migrants across the surveys presented in this paper range from being inclusive (i.e., individuals with any kind of migration background) to exclusive (i.e. being part of certain national groups). The diverging definitions of the migrant population employed across EU Member States reflect the different historical contexts and experiences of migration. This also influences the countries' data collection practices and availability of data. Furthermore, this is something to bear in mind when it comes to conducting a comparative survey on migrants. This proved to be one of the main challenges of the LOCALMULTIDEM project in the design and implementation of a harmonised (or, at least, comparable) survey across several different European cities. One obstacle involved the substantial differences in the composition of the migrant population. Another one was related to the very different nature of the available sampling frames – or the lack of appropriate sampling frames altogether.

2.2 Geographical scope

Choosing the level (geographical scale) of analysis has major conceptual and empirical implications. While it is of course the case that cities are embedded within countries and specific national-level policies for migrant integration, we need insight into the regional and local trends, which sometimes differ from the national trends. For example, a recent study employed European Value Survey data to analyse the national and regional effects of the proportion of migrants on perceived group

¹⁵ Kraler A., Reichel D., Entzinger H. (2015) Migration Statistics in Europe: A Core Component of Governance and Population Research. In: Scholten P., Entzinger H., Penninx R., Verbeek S. (eds) Integrating Migrants in Europe. IMISCOE Research Series. Springer, Cham

¹⁶ European Commission (2016), Employment and Social Developments in Europe (ESDE), Luxembourg: Publications Office of the European Union.

threat¹⁷. The study examined the effect of alternative regional partitions on the results. Strikingly the findings reveal that regional effect is sensitive to the delineation of geographical units and that the ‘modifiable areal unit problem’ should be considered when studying the effects of contextual factors on attitudes towards immigration.

Overall, **most of the data available are either at the national level or does not allow for statistical inference**, due to sampling strategy at a national level. There appears to be a **lack of infrastructure for monitoring integration processes at the local/urban scale level in a reliable and regular way**. Available data is limited and sometimes inconsistent depending on the institution collecting the data, hindering its analysis and use for broader purposes. The surveys that focus on the urban scale (e.g., the Immigrant Citizens Survey) are often one-off survey and they have been implemented locally in a limited number of cities. Furthermore, **a critical challenge for optimizing integration monitoring and policy evaluations is the fragmentation** between various policy domains, by various actors, and at various scales. Furthermore,

However, there are some **promising factors and exceptions**. First, some surveys already allow for infra-national comparison. In the ESS, almost every addressed country provides the possibility of analyzing data at NUTS 2 (at least). In almost two-third of the countries the data allows for statistical inference. Similarly, the EVS allows for sub-national analysis, such as the analysis of perceived threat of immigration at the national, regional and local level.

Second, although designed to address the national scale, some surveys can potentially provide information on the local scale. For example, Eurobarometer employs a multi-stage, random sampling strategy. In each country, a number of sampling points was drawn from each of the administrative regional units, after stratification by individual unit and type of area (e.g., urban and rural areas). EU MIDIS was designed to be national in coverage/scope but due to the concentration of the target populations, in some countries ends up being local in terms of implementation (for example, covering biggest cities only). Furthermore, there is a **trend to focus on the urban scale** when it comes to address integration of migrants, as showed by LOCALMULTIDEM and ICS. Finally, the COST ACTION ‘International Ethnic and Immigrant Minorities Survey Data Network’ is a valuable step towards improving the access, usability, dissemination and standards of the survey data that exist on the economic, social and political integration of migrants.

¹⁷ Weber, H. (2015). National and regional proportion of migrants and perceived threat of immigration: A three-level analysis in Western Europe. *International Journal of Comparative Sociology*, 56(2), 116-140.

3. Data Sources

EU labour force survey (EU-LFS)

<u>Overview</u>	<ul style="list-style-type: none"> • EU-LFS is the main data source for labour market statistics in the EU. EU-LFS is a large quarterly sample survey that targets the whole resident population. The survey is designed to provide population estimates for a set of main labour market characteristics. EU-LFS has also yearly ad-hoc modules, which aim to provide users with statistics on a specific topic concerning the labour market by adding each year a set of variables to supplement the core EU-LFS.
<u>Type of survey</u>	<ul style="list-style-type: none"> • EU general population survey
<u>Target population</u>	<ul style="list-style-type: none"> • EU-LFS covers the resident population aged 15+ in private households. There are some limitations when considering the coverage of the EU-LFS for migrant populations (e.g., when the migrant population in the country is small), as the survey was designed to target the whole resident population and not specific subpopulations, such as migrants. • EU-LFS is the data source for the calculation of the following EU Zaragoza integration indicators: activity rate, employment rate, unemployment rate, part-time employment, temporary employment, self-employment, youth employment, long-term unemployment. • The labour situation of migrants and their descendants has been the subject of the LFS 2008 and 2014 ad-hoc modules. The collection of data on the country of birth of the father and the mother enabled the identification of second-generation migrants, while the collection of data on reason for migration allowed to distinguish labour migrants from refugees, family migrants, students and others. Other variables of the LFS 2014 ad-hoc module relevant to the migrant integration indicators are: level of educational attainment of the parents, over-qualification, obstacles to getting suitable jobs, language skills in the host country language and participation in language courses.
<u>Geographical scope</u>	<ul style="list-style-type: none"> • The European Union Labour Force Survey (EU LFS) is conducted in the 28 Member States of the European Union, two candidate countries and three countries of the European Free Trade Association (EFTA). • Eurostat releases annually updated national-level estimates of the EU Zaragoza indicators. However, the EU-LFS is designed to give annual information at NUTS 2 (regional level) and the compilation of these figures is well specified in the regulation. Microdata including the NUTS 2 level codes are provided by all the participating countries with a good degree of geographical comparability. At present, the transmission of the regional

	<p>labour market data at NUTS 3 level has no legal basis. However, many countries transmit NUTS 3 figures to Eurostat on a voluntary basis, under the understanding that they are not for publication with such detail, but for aggregation in few categories per country, i.e., metropolitan regions and urban-rural typology. Most of the NUTS 3 data are based on the LFS while some countries transmit data based on registers, administrative data, small area estimation and other reliable sources.</p> <ul style="list-style-type: none"> • Since 2017 Eurostat has been carrying out feasibility tests (e.g. adequate sample size, etc.) to determine the feasibility of releasing the EU Zaragoza Integration estimates for migrant populations at infra-national level. Feasibility tests have proved promising, with the release of the first set of Zaragoza Integration indicators at infra-national level, calculated with EU-LFS data. Activity rate, employment rate, unemployment, part-time employment, self-employment and temporary employment are now available to be disaggregated by country of birth and country of citizenship at regional level (NUTS2) and by degree of urbanisation (DEG1, DEG2, DEG3) – see Recommendations.
<p><u>Additional information and comments</u></p>	<ul style="list-style-type: none"> • The key advantage of using EU-LFS data is that they come from a survey which is highly harmonised and optimised for comparability.

EU statistics on income and living conditions survey (EU-SILC)

<u>Overview</u>	<ul style="list-style-type: none"> The EU-SILC is the main data source for comparative statistics on income and living conditions, including poverty and social exclusion. It collects comparable multidimensional micro-data on: income, poverty, social exclusion, housing, labour, education and health. The survey provides two types of annual data: cross-sectional data pertaining to a given time or a certain period with variables on income, poverty, social exclusion and other living conditions, and longitudinal data pertaining to individual-level changes over time, observed periodically over a four-year period.
<u>Type of survey</u>	<ul style="list-style-type: none"> EU general population survey
<u>Target population</u>	<ul style="list-style-type: none"> EU-SILC targets the whole resident population. However, migrant-related questions (information about the country of birth, the nationality and the year of immigration) are collected. This allows to compare natives and migrants. EU-SILC data is used to annually calculate the following EU Zaragoza Integration indicators: median net income, persons at risk of poverty or social exclusion, at-risk-of-poverty rate, child poverty, property ownership, housing cost overburden, overcrowding, in-work poverty risk, persistent poverty risk, severe material deprivation rate, people living in households with very low work intensity.
<u>Geographical scope</u>	<ul style="list-style-type: none"> Eurostat releases annually updated national-level estimates of the EU Zaragoza indicators. Microdata covers only NUTS 1 (national scale/national macro-areas). Eurostat is currently carrying out feasibility tests to assess the possibility for further disaggregation at regional level and by degree of urbanisation. However, as the construction of these indicators is based on a sample survey there is apprehension that the sample is large enough for sufficiently reliable estimation at the regional level.
<u>Additional information and comments</u>	<ul style="list-style-type: none"> The key advantage of using EU-SILC data is that they come from a survey which is highly harmonised and optimised for comparability.

Eurobarometer

<p><u>Overview</u></p>	<ul style="list-style-type: none"> • Eurobarometer surveys monitor the evolution of public opinion in Europe. The Standard Eurobarometer survey consists of approximately 1000 face-to-face interviews per country. The survey is conducted twice yearly. Special Eurobarometer reports are based on in-depth thematic studies.
<p><u>Type of survey</u></p>	<ul style="list-style-type: none"> • EU general population survey
<p><u>Target population</u></p>	<ul style="list-style-type: none"> • The survey targets the whole resident population. In each country, sample is representative of all persons aged 15+. Data can be disaggregated by nationality, as information about the nationality of the person is collected. However, when the person is a non-EU citizen, the data only reports 'other country'. • A Special Eurobarometer report on integration of migrants in the European Union has been released in 2018. In October 2017, a survey was carried out in 28 EU Member States to measure the attitudes of Europeans towards migration and the integration of non-EU migrants, including the following topics: perceptions of migration and migrants in the respondent's home country; personal experiences of interaction with migrants; migrant integration and the factors that facilitate and hinder it; opinions about the roles and responsibilities of various actors, with respect to the integration of migrants. 28-thousand residents in the EU, including both EU and non-EU citizens were interviewed face-to-face at home and in the official languages of the country where they live.
<p><u>Geographical scope</u></p>	<ul style="list-style-type: none"> • The Standard Barometer is conducted in the EU-28, and candidate countries and occasionally EFTA countries. • The sample design applied in all countries is a multi-stage, random (probability) one. In each country, a number of sampling points was drawn with probability proportional to population size (for a total coverage of the country) and to population density. In order to do so, the sampling points were drawn systematically from each of the administrative regional units, after stratification by individual unit and type of area. They thus represent the whole territory of the countries surveyed according to the NUTS II (or equivalent) and according to the distribution of the resident population in terms of metropolitan, urban and rural areas.
<p><u>Additional information and comments</u></p>	<ul style="list-style-type: none"> • As in the case of the other EU surveys, the key advantage of Eurobarometer data is that they come from a survey which is highly harmonised and optimised for comparability. • Data would be more interesting if the questionnaire would ask for the exact country of birth of the person and the nationality. • Despite the sampling strategy, due to the number of respondents per

	<p>country, it might be not feasible to carry out sub-national analysis on migrants (the sample might be too small). Feasibility tests should be carried out to assess the data at an urban/local scale.</p> <ul style="list-style-type: none"> • The Special Eurobarometer on integration of migrants represents a relevant source in acquiring a picture about the attitudes of Europeans towards migration and migrant integration.
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European Social Survey (ESS)

<p><u>Overview</u></p>	<ul style="list-style-type: none"> • The European Social Survey (ESS) is an individual-level cross-national survey that has been conducted every two years since 2001. It targets the whole resident population. The ESS measures social integration, attitudes, beliefs and behaviour patterns of people.
<p><u>Type of survey</u></p>	<ul style="list-style-type: none"> • EU general population survey
<p><u>Target population</u></p>	<ul style="list-style-type: none"> • The survey targets the whole resident population. Samples are representative of all persons aged 15+ resident within private households in each country, regardless of their nationality, citizenship or language. Therefore, there are some limitations when considering the coverage of the data for migrant populations, as the survey was not designed to target specific subpopulations, such as migrants. • ESS1 (2002) & ESS7 (2014) contained a module of questions exploring differing aspects of migration. The module focusing on immigration and asylum issues was first fielded in 2002. Questions to measure attitudes of migration and perceptions of social realities as well as opinions on public policy and knowledge about immigration were included. A number of questions were asked in the first round of the ESS (2002) about different types of migrant, with questions distinguishing migrants from poorer European and non-European countries and between those of the same race or ethnic group as the majority population, or of a different group. In the most recent round, these were supplemented by new questions distinguishing attitudes towards Jewish people, Muslim people, and Gypsies/Roma/Sinti.
<p><u>Geographical scope</u></p>	<ul style="list-style-type: none"> • The initial regional-level and country-level indicators are obtained by aggregating individual-level data using the weights provided by the ESS. The regions sampled in the ESS correspond to the European Union's Nomenclature of Territorial Units for Statistics (NUTS). Taking as reference countries included in ESS6 (2012) and ESS7 (2014), almost every country provides the possibility of analyzing data at NUTS 2 (at least). In almost two-third of these countries the data allows for statistical inference.

<p><u>Additional information and comments</u></p>	<ul style="list-style-type: none"> • EES data comes from a survey which is highly harmonised and optimised for comparability. • In many cases, data allows for comparison at a regional level. • As the survey targets the general population, there are limitations concerning the migrant population (e.g., question asked, sample size in some countries). • However, data on country of birth from this Special Eurobarometer showed that non-EU-born residents are largely under-represented in the sample of respondents (compared to the population in reality). • Moreover, the list of NUTS II regions used in recent Eurobarometer is not up-to-date anymore which prevents crossing the results with other sources of information at NUTS II level (for instance stemming from Eurostat).
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European Values Study (EVS)

<p><u>Overview</u></p>	<ul style="list-style-type: none"> • EVS targets the whole resident population. It provides insights into the ideas, beliefs, preferences, attitudes, values and opinions of citizens all over Europe. The EVS is repeated every nine years and last waves were conducted in 2008 and 2017. • The questionnaire is administered as face-to-face interview in nearly all EU countries.
<p><u>Type of survey</u></p>	<ul style="list-style-type: none"> • EU general population survey
<p><u>Target population</u></p>	<ul style="list-style-type: none"> • The sample is made-up of individuals 18 years or older who are resident within private households, regardless of nationality and citizenship or language. • A multi-stage or stratified random sampling is employed. • Indicators allow for the identification of first- and second-generation migrants. However, as EVS is fielded in the official national language(s), we need to bear in mind that it is likely that the migrant sampled representative of 'best-assimilated' migrants rather than a country's migrant population more broadly. This is particularly relevant for EVS as it addresses persons' values. • Data from the EVS is often employed to understand majority group individuals' perceived level of threat from migrants. The section of EVS on politics and society contains several items referring to attitudes towards migrants, which respondents are asked to respond to the on a ten-point scale. The items can be used to operationalize perceived group threat.
<p><u>Geographical scope</u></p>	<ul style="list-style-type: none"> • 47 countries and regions have been surveyed in the last wave. • Migrant sample sizes do not allow for sub-national analysis. However, the

	strength of this dataset is that allows for analyses of perceived threat of immigration at national, regional and local level.
<u>Additional information and comments</u>	<ul style="list-style-type: none"> Although EVS provides interesting information about migrants' attitudes, migrant sample sizes do not allow for sub-national analysis and this limits the use of EVS data.

EU Minorities and Discrimination Survey (EU-MIDIS)

<u>Overview</u>	<ul style="list-style-type: none"> EU MIDIS consists of two waves of survey (2008 and 2016) and covers EU-wide information on ethnic minorities and migrants' experiences of discrimination in different areas of life (labour market, education, housing, health and other services), criminal victimisation, social inclusion and societal participation.
<u>Type of survey</u>	<ul style="list-style-type: none"> Migrant-targeted EU survey
<u>Target population</u>	<ul style="list-style-type: none"> The population being surveyed is broadly termed as 'migrants' or 'descendants of migrants'. To be considered a member of one of the target groups, respondents either had to be born in one of the selected countries of origin ('first generation') or one or both of their parents had to be from one of these countries ('second generation'). In addition, two selected groups of ethnic minorities are included in selected countries: Roma and the Russian minority. This is to reflect the situation in EU Member States with respect to histories of past, recent immigration and settlement, and the degree to which certain individuals/groups are considered vulnerable to social exclusion, victimisation and discrimination. The EU-MIDIS sample is representative for the selected population groups that were surveyed in each country.
<u>Geographical scope</u>	<ul style="list-style-type: none"> The survey covers all the 28 EU Member States. EU MIDIS was designed to be national in coverage/scope but due to the concentration of the target populations in some countries ends up being local in terms of implementation (for example, covering biggest cities only)¹⁸. In certain countries, this might allow for more sub-national analysis. Feasibility tests should be carried out to check for this.
<u>Additional information and comments</u>	<ul style="list-style-type: none"> EU-MIDIS allows to compare the situation of groups in different EU countries and, to a certain extent, provides information not only at a national scale.

¹⁸ See: FRA (2009), **EU-MIDIS. Technical Report**. Luxembourg: Publications Office of the European Union; FRA (2017), **EU-MIDIS II. Technical Report**. Luxembourg: Publications Office of the European Union.

LOCALMULTIDEM (Multicultural Democracy and Immigrants Social Capital in Europe: Participation, Organisational Networks, and Public Policies at the Local Level)

<u>Overview</u>	<ul style="list-style-type: none"> • The LOCALMULTIDEM dataset (2004-2008) was compiled on the basis of a survey conducted within the context of a comparative European project that aimed at studying the democratic participation of various groups of migrants across European cities. • The questionnaire includes among other things, a number of items concerning political integration, social and political trust, organizational membership, as well as various socio-demographic characteristics (e.g., age, gender, education, socioeconomic status, and language proficiency).
<u>Type of survey</u>	<ul style="list-style-type: none"> • Migrant-targeted one-off survey
<u>Target population</u>	<ul style="list-style-type: none"> • Migrant residents are the main target group of the survey and natives national citizens are included as a control group in each country. • Irrespective of their legal status, migrants defined as individuals who have either (a) born in a different country, or (b) have any of his/her parents being born in a different country (thus, including second- generation migrants). Different definitions are used in the surveys across the countries due to different categories along which data are gathered at the national level (e.g. country of birth, country of citizenship, ethnicity). • Three different migrant groups were chosen in each city. The groups selected differed according to their importance in the local context: either their number and proportion among the city’s migrants is considerable, or there is some special characteristic due to which they are in the focus of the attention of the general public, policy makers or the research community.
<u>Geographical scope</u>	<ul style="list-style-type: none"> • Sampling was conducted in 11 European cities across eight countries: London (United Kingdom), Lyon (France), Oslo (Norway), Stockholm (Sweden), Zurich, Geneva and Zurich (Switzerland), Barcelona and Madrid (Spain), Budapest (Hungary), and Milan (Italy). This allows for comparing both different cities in the same countries and cities in different countries.
<u>Additional information and comments</u>	<ul style="list-style-type: none"> • This dataset is particularly interesting as allows for comparing political integration of migrants in countries of traditional and recent immigration, across cities in Europe and across different national groups of migrants within and across cities.

Immigrant Citizens Survey (ICS)

<u>Overview</u>	<ul style="list-style-type: none"> • Building on the LOCALMULTIDEM project, the Immigrant Citizens Survey
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	(ICS) ¹⁹ expands on the number of ‘areas’ of integration, covering employment, languages, civic and political participation, family reunion, long-term residence and citizenship. The ICS provides information on integration processes in cities across different EU Member States.
<u>Type of survey</u>	<ul style="list-style-type: none"> • Migrant-targeted one-off survey
<u>Target population</u>	<ul style="list-style-type: none"> • As the focus of the ICS is to specifically evaluate the impact of the policy framework on regularly residing third-country nationals, the ICS covers first generation non-EU-born migrants. • Due to sampling issues, however, there are differences in the actual coverage of the target population. The main outlier is Germany, as – due to the lack of information on country of birth in the dataset used as a sampling frame (population registers) – only persons not holding German citizenship could be sampled. Due to the special sampling technique in Hungary, Italy and Portugal, where quotas were applied, only major migrant groups were sampled in these countries.²⁰
<u>Geographical scope</u>	<ul style="list-style-type: none"> • The survey was carried out in 15 cities in seven countries, including Belgium (Antwerp, Brussels, Liège), France (Lyon and Paris), Germany (Berlin and Stuttgart), Hungary (Budapest), Italy (Milan and Naples), Portugal (Faro, Lisbon and Setubal) and Spain (Barcelona and Madrid). This allows for comparing both different cities in the same countries and cities in different countries.
<u>Additional information and comments</u>	<ul style="list-style-type: none"> • As in the case of LOCALMULTIDEM project, the ICS dataset is particularly interesting as it allows for comparing political integration of migrants in countries of traditional and recent immigration, across cities in Europe and across different national groups of migrants within and across cities. • A recent research has evaluated the sampling methods of the ICS, specifically looking to assess whether a representative sample can be obtained when there is no sample frame available for the target population (this was the case in five countries).²¹ In three countries ‘location sampling’ was employed, while in two countries traditional methods were used with adaptations to reach the target population. The research finds that although there are some deviations in comparison to the census data, the samples match the distribution with respect to key characteristics.

¹⁹ Huddleston Thomas and Tjaden Jasper Dag (2012): Immigrant Citizens Survey, How immigrants experience integration in 15 European cities. Brussels: King Baudouin Foundation and Migration Policy Group.

²⁰ Alina Cibea, Albert Kraler and David Reichel (2013): Evaluation of the Migrant Citizens Survey (ICS). Vienna: ICMPD.

²¹ Reichel, D., & Morales, L. (2017). Surveying migrants without sampling frames–Evaluating the success of alternative field methods. Comparative migration studies, 5(1), 1.

The Integration of the European Second generation (TIES)

<u>Overview</u>	<ul style="list-style-type: none"> • TIES was a comparative research project on descendants of migrants from Turkey, the former Yugoslavia and Morocco who live across eight European countries, in 15 cities. The project was carried out in 2006-2008. • The project focused on integration of second-generation migrants, by addressing a wide range of topics, including: socio-demographic characteristics; family background, education and school paths, occupational status and labour market trajectories, political participation, identities and social relations.
<u>Type of survey</u>	<ul style="list-style-type: none"> • Migrant-targeted one-off survey
<u>Target population</u>	<ul style="list-style-type: none"> • The project targeted second-generation migrants. Second generation refers to children of immigrants born in the immigration country, having followed their entire education there, and aged between 18 and 35 years at the time of the survey. Turkish second generations were surveyed in seven countries; the survey in Spain focused on Moroccan second generations. An additional second-generation group, the children of Moroccans or children of former-Yugoslavs, is surveyed in five countries. In each country a native comparison group is included in addition to the second-generation groups.
<u>Geographical scope</u>	<ul style="list-style-type: none"> • The survey was carried out in 15 cities in countries, including Amsterdam, Rotterdam (the Netherlands); Antwerp, Brussels (Belgium); Paris, Strasbourg (France); Barcelona, Madrid (Spain); Basel, Zurich (Switzerland); Linz, Vienna (Austria); Berlin, Frankfurt (Germany); and Stockholm (Sweden). This allows for comparing both different cities in the same countries and cities in different countries.
<u>Additional information and comments</u>	<ul style="list-style-type: none"> • The TIES dataset is particularly interesting as it allows for comparing integration of second-generation migrants across cities in Europe and across different national groups of migrants within and across cities.

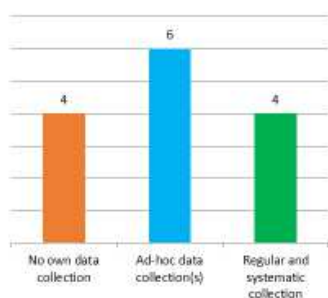
Annex II: Results of the outreach survey among cities

Introduction: City survey

- The **City Survey** was designed to gain a better understanding about cities' activities in the area of migrant integration data, their needs and potential themes for future cooperation.
- Focus: **data collection and expertise on migrant integration in EU cities.**
- **14 cities participated in the survey:**
 - Austria (1), Cyprus (1), Finland (2), Germany (3), Greece (3), Italy (1)
 - 3 unknown cities

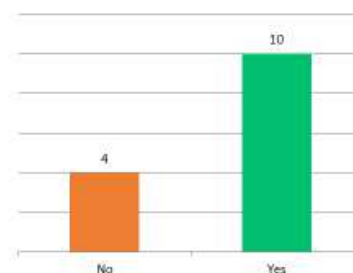
Overall situation

Data collection activities

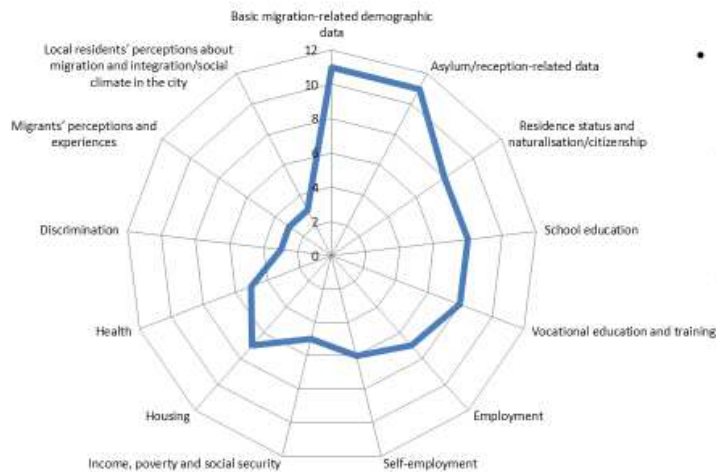


- 10 cities out of 14 conduct data collections on the topic of migrant integration and they have a in-house expertise on migration and/or statistics.
- However, only 4 out of these 10 cities, have a regular and systemic collection of data on the topic.

In-house expertise on migration and statistics?

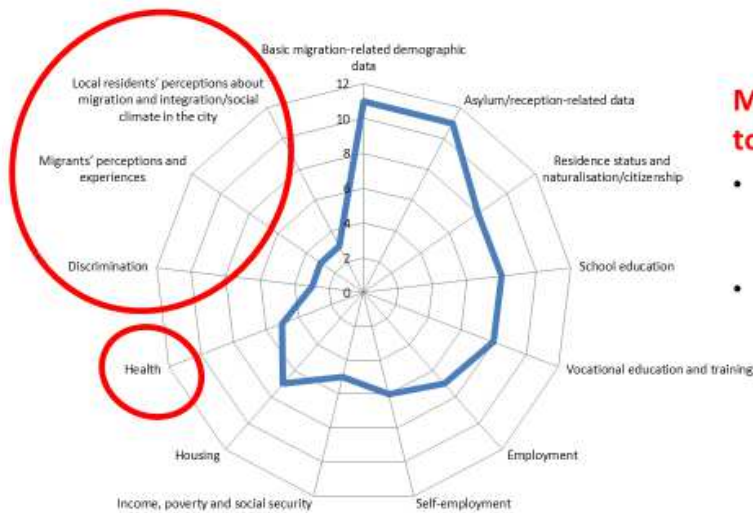


Areas of focus



- As most frequent areas on which they focus, cities in the survey mentioned:
 - ✓ **Administrative data:** basic migration-related data, asylum reception data, and residence and citizenship);
 - ✓ **Social integration:** education, employment and housing.

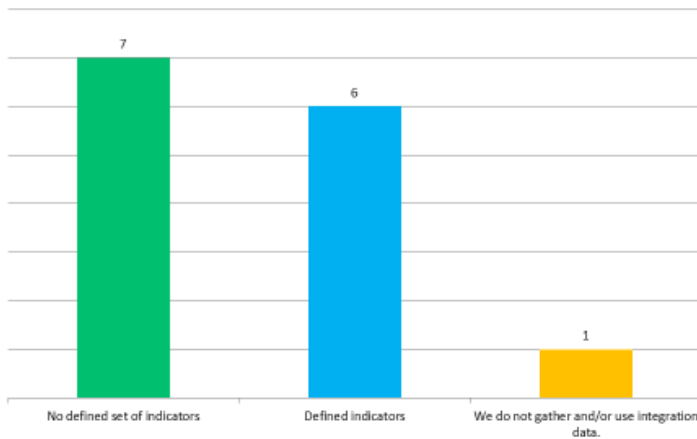
Areas of focus



Most difficult areas of data to access

- **Attitudes and opinions:** discrimination, and migrants' and residents' perception;
- **Health.**

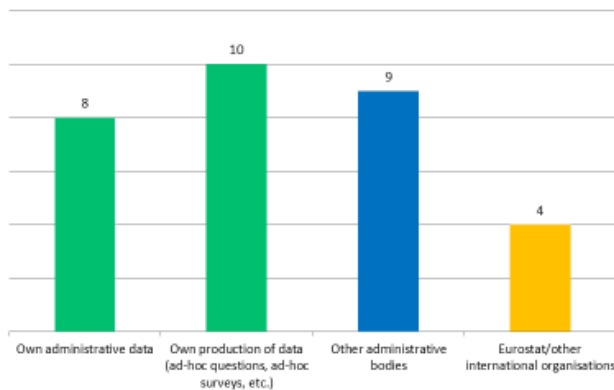
Indicators



- Only 6 cities gather data on a set of defined indicators.
- This might be problematic when it comes to compare different years, to understand the change in migrant integration over the time.

Data access and sources

Data sources



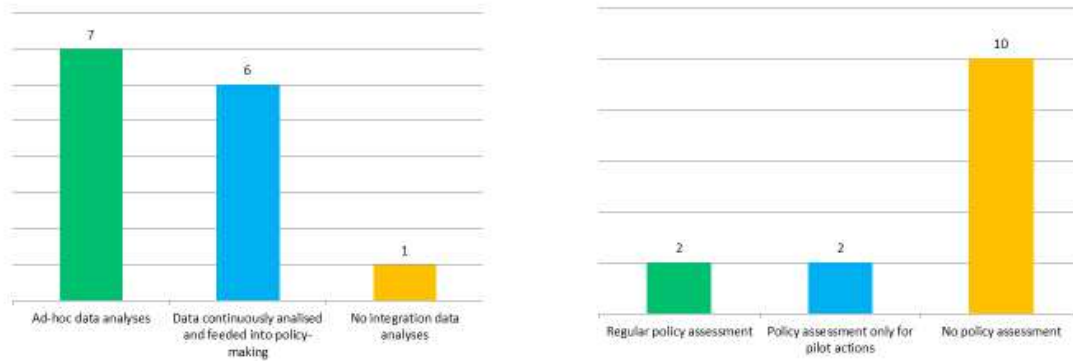
- Cities use either their own data or they obtain data from other administrative bodies (at a national and EU level).

Obstacles to data access

In the survey, cities mentioned the following three main obstacles:

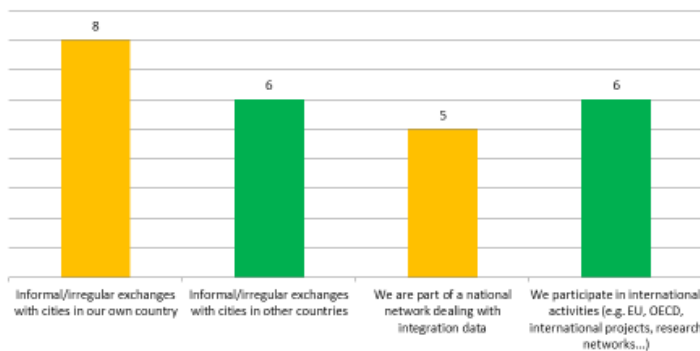
- **Lack of interest/willingness** to cooperate from national/local authorities;
- **Limits in data access** (sensitive questions, e.g. ethnicity; data protection);
- **Lack of (financial, staff) resources.**

Analysis and policy assessment



- Although some of the cities analyze continuously data on migrant integration and they try to feed the results into policy-making, when policies are implemented there is no policy assessment (in the majority of the cases).

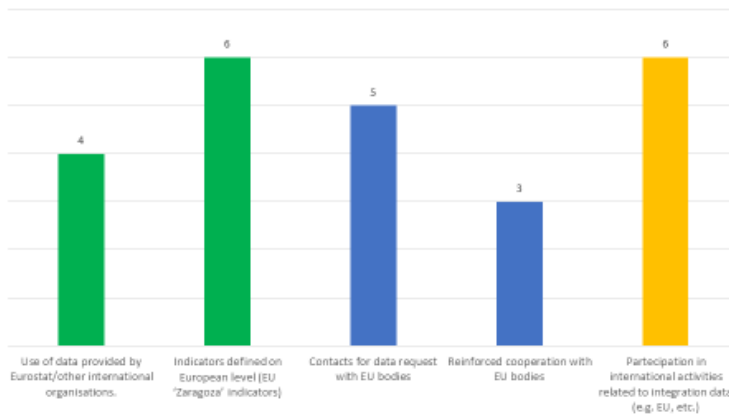
Cooperation and exchange



- Cooperation takes place with both actors from either the same country or at the international level
- Exchange is mainly informal and on a irregular basis. However, cities are also involved in national and international networks.

- Cooperation is more frequent with:
 - ✓ National bodies (e.g., government, social security – 10/14);
 - ✓ National Statistical Office (8/14)
 - ✓ Universities and other research organizations (8/14);
 - ✓ EU and international organizations (9/14).

Cooperation and exchange with EU bodies



- 6 cities indicated that they had indicators in line with the Zaragoza indicators. However, half of it was using similar indicators without referring to the Zaragoza indicators.
- Contacts with EU bodies are (relatively) frequent but long-standing cooperation seems less common.

Cooperation and exchange: ways forward

- Cities that participated in the survey mentioned the following two ways of future cooperation as the ones they prefer:
 - ✓ Dedicated **expert workshops/working groups** in the framework of established regular city conferences in the integration area (e.g. Integrating Cities, Metropolis,...).
 - ✓ A **multiannual data-related city network project**, or strong emphasis on data in a city network project generally aimed at migration and integration
- Cities also stressed the **international/EU-level dimension** of cooperation.

Annex III: EU integration indicators

Employment (LFS)

- unemployment rate
- employment rate
- activity rate
- self-employment
- temporary employment
- part-time employment
- long-term unemployment
- youth employment

Active Citizenship (administrative data)

- naturalisation rate
- share of long-term residence

Education (LFS)

- highest educational attainment
- tertiary educational attainment (share of 30–34-year-olds)
- share of early leavers from education and training
- participation in lifelong learning
- not in education, employment or training (NEET)

Health (EU-SILC)

- unmet health needs (self-reported)
- healthy life years

Social Inclusion (EU-SILC)

- median net income
- persons at risk of poverty or social exclusion
- at-risk-of-poverty rate
- child poverty
- property ownership
- housing cost overburden
- overcrowding
- in-work poverty risk
- persistent poverty risk
- severe material deprivation rate
- people living in households with very low work intensity