Mediterranean City-to-City Migration

Dialogue, Knowledge and Action

6th Peer-to-Peer Meeting:
Promoting Equality and Socio-educational Inclusion of Migrants:
Towards construction of an educating city

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Background Paper

1. **Introduction**

Despite the clarity and scope of the development of the right to education under international law (see the table below), millions of children and adults in the world are not guaranteed educational opportunities, and many of them face this issue due to their status as migrant (UNESCO 2016b).

1948	Universal Declaration of Human Rights
1951	Refugee Convention (United Nations)
1953	European Convention on Human Rights
1960	Convention against Discrimination in Education (United Nations)
1988	Strategy for the Development of Education in the Islamic World (ISESCO)
1989	Convention on the Rights of the Child (United Nations)
1997	First Decade of Education for Africa (African Union)
2000	European Charter for the Safeguarding of Human Rights in the City
2006	Second Decade of Education for Africa (African Union)
2010	Strategy Education and Training 2020 (European Union)
2011	European Adult Learning Plan (European Union)
2011	World Charter-Agenda for Human Rights in the City
2013	Recommendation of the European Commission, Investing in Children
2014	The AU Commission Strategic Plan 2014-2017 (African Union)
2015	Education Agenda 2030 (United Nations)
2016	Sustainable Development Goal No. 4 (United Nations)
2016	Tunis Declaration "First ISESCO Conference of Education" (ISESCO)

Competencies in formal education vary widely between countries. In some, competencies are centralized in state government; while in others, they have been decentralized, either to autonomous territories (federal states, autonomous communities, regions...), or to municipalities. Nonetheless, municipal competencies in education are generally scarce and are limited to provision of services regulated by higher administrative levels. However, decisions that other levels make concerning education system have implications for citizenship at local level even outside the educational sphere and influence issues of health, integration, leisure, and access to the labour market, among others.

Despite the importance of formal education, it should be noted that current challenges in the field of education are not limited to its provision. Shortcomings are greater when framing a broader policy centred on pre and post compulsory education issues, as well as a transversal instrument aimed at the creation of inclusive, cohesive, and intercultural societies.

For instance, these shortcomings are evident in existing inequalities in participation in educational activities by young immigrants and their families, difficulties in accessing higher education, coexistence and relationship problems, or lack of options for childcare during early stages of childhood. Within the adult population, some of the issues that await political

response in cities include high levels of illiteracy among some groups, over qualification in jobs, language difficulties, challenges in accessing the labour market, lack of knowledge of available public services, xenophobia and racism between local population.

These are some of the challenges that local governments can respond to by contributing to a better inclusion of the most vulnerable groups, since educational policies, as well as the educational content of other municipal policies, form the basis of a struggle against social exclusion of the disadvantaged population, including migrants and their subsequent generations.

Thus, while formal education is highly regulated by state policies, there is scope for local governments to facilitate access or improve their conditions, for instance, through complementary educational programs, design of resources at the service of schools or support guarantee mechanisms to migrant families during the stage in which children should be in school. In addition, there are other types of measures related to non-formal and informal education that are more open to municipal intervention:

● First, we refer to educational potential of other sectorial policies on which municipal competencies are broader, such as culture, youth, employment, environment or urban planning, among others. In this sense, there is a focus on first-reception policies, training of municipal public workers, educational leisure or free-time activities.

● Second, we discuss about the set of initiatives aimed at adult populations, including learning the language of a recipient country, training for the working world or upgrading workers' skills, among others.

● Finally, the set of policies designed to convey values and build more inclusive cities through design of actions aimed at promoting coexistence, diversity recognition and promotion of citizen participation.

Formal education: involves a deliberate and systematic educational intention that is specified in an official program, applied with a defined timetable and schedule. It covers primary, secondary and higher education (schools, institutes, universities, etc.).

Non-formal education: takes place outside the school setting. It seeks to develop intellectual, moral and civic competences and faculties of certain groups, based on explicit training or instructional objectives (courses, leisure activities, self-schools, etc.). It does not focus on obtaining an academic degree.

Informal education: encompasses all educational experiences of a multiple and diverse nature experienced outside traditional educational institutions that also provide us with knowledge, skills and attitudes (social interaction, attendance at shows, campaigns, advertising, games, experiments, readings, practices, hobbies , etc).

Cities can contain a multiplicity of educational opportunities thanks to the confluence of diverse individuals and entities existing within that allow multiple learning and transmission of values. An educating city mobilizes all these actors around a common project of turning urban space into an educational space where, in addition to facilitating access to knowledge, values and attitudes are

transmitted so that people can develop their capacities, live and work with dignity and contribute to the development of their cities.

Local governments play a key role in coordinating this network of actors, generating new synergies between them and promoting education as a cross-cutting issue of their public policies. In short, it is about seeking to promote the transformative power of education in all areas of cities.

2. Education through different sectorial policies

Local governments, beyond having competencies in education, already develop important educational programs and initiatives. All decisions, programs and policies developed under responsibility of local governments have an educational impact on its citizens; therefore, it is necessary that local projects are reflected in order to maximize educational potential of cities (Letter of Educating Cities, 2004). Moreover, many of these actions do not entail an additional financial cost, since they include or complement on-going programs.

2.1 Culture, social services, health, urban planning and gender from the perspective of education

Municipal cultural policies become a field of special relevance for increased access to training, education and culture in sectors with greater socio-educational needs, facilitating their social integration. Libraries, theatres, art galleries and other cultural spaces of cities can be considered as meeting places for people and entities from diverse backgrounds as well as spaces for confluence of educational activities.

On the other hand, local policies of social services must guarantee optimal conditions for materialization of educational opportunities. Local governments play a prominent role in identifying children that are in situations of vulnerability, accompanying families in their educational task, providing informational support on available resources or granting subsidies to schooling, among others.

The impact of socioeconomic characteristics of individuals on healthy habits and behaviour generates important inequalities. Thus, it is important that health policies take these inequalities into account and include education and training programs, both in prevention and intervention. Food education programs in schools, training in reproductive health and accompaniment throughout a pregnancy of young girls and women, public health programs aimed at prevention of risky behaviours among youth, or policies to encourage sports practice are some of the possible educational initiatives to promote health at local level. Furthermore, they have to be designed in a way that they reach the migrant population as well.

La Marche (Italy)[1]. In this region there is a program aimed to increase the effectiveness of health services in protecting the health of immigrant women. One of its main tools is an informational video in eleven languages on maternal and child health (related to pregnancy, childbirth, breastfeeding, child care and women's health) and the training provided to professionals in the field for its diffusion among immigrant women.

[1] Attempts have been made to identify examples from cities on the southern shore of the Mediterranean, but no documented cases have been found. The meeting in Turin may serve to compile other experiences that allow a geographically more plural approach to the mapping carried out so far.

Urban planning also impacts on the developmental potential of individuals. Migratory flows entail a growth of local populations, which are generally not distributed evenly between different areas of a city. This generates an unbalanced increase in the demand for access to basic services, including educational ones. A planned urban policy that promotes social mixing can help reduce social tensions arising from arrival of new populations and facilitate social cohesion and inter-culture.

An important area in which local government has a large intervention capacity is human rights education. In this field, gender equality programs are especially relevant. Migrant women are particularly vulnerable, with greater difficulties in social and labour integration, as well as less linguistic knowledge. In addition, they are the main caretakers of their sons and daughters, so their imprint on their educational trajectories is significant. The development of policies aimed at women migrants for their empowerment, language and job training programs, accompanying actions to foster social relations are key to achievement of a more cohesive society.

Other sectorial policies such as the ones related to environment, urban security, or sport, can also be designed from the perspective of education and serve as tools to promote better inclusion of the most vulnerable groups, including migrant population.

2.2 Training of municipal workers in view of cultural diversity

Municipal policies are the closest to citizens. From a registration process to a completion of nationalization procedures immigrant citizens have, at some point, to deal with municipal workers. Arrival of an immigrant population has led to a diversification of social profiles and has expanded, in turn, the issues and problems that arise.

Local police, social workers, youth and culture technicians, sport managers, enumerators, workers in health centres, or teachers, require specific training to facilitate communication with immigrant population; this includes training for their reception and integration and enables identification of situations of discrimination. All of them fulfil educational functions; hence, it is important to invest in adequate training.

2.2 First-reception and accompanying policies

The first months after arrival in a new city have a significant impact on dynamics of accommodation of a migrant population; hence, it is vital that their reception is adequately prepared by a local administration. Reception of new citizens should be interpreted as a learning process, without taking for granted the logic and dynamics of functioning of a city. In this sense, initiatives of centralization of their reception, through a single window of attention to the new residents guaranteeing that these receive enough information about their host city, of the resources that the city puts at its disposal as well as relevant duties and rights that concern them bear great interest. Additionally, initiatives aimed at informing the foreign population of required legal procedures in order to facilitate their accommodation process are equally important.

Usefulness of translators' and cultural mediators' intervention can be demonstrated during the first reception, given that during this period, the newcomers' understanding increases significantly while the risk of misunderstandings is reduced. Furthermore, it is also interesting to analyse municipal initiatives aimed at strengthening creation of links between members of migrant groups, especially among newcomers and their compatriots settled in the city since a while ago, which we will discuss on in the next sections. Participation in this process of migrant communities already settled in the city and the local associative network can also have a positive impact not only on the accommodation of the immigrant population but also on the strengthening of intercultural contact.

Vienna (Austria). The project entitled "Start Wien" offers language learning, knowledge of the city's public services and information on rights to the newly arrived population. The use of migrants' mother tongues and inclusion of measures to facilitate good relations among all residents of the city are two central features of this program.

Source: Policy Transfer Platform - Metropolis. For more information please refer to: http://policytransfer.metropolis.org/case-studies/start-wien

2.4 Educational leisure

Municipal competences in youth, sport and culture policies, which are broader than in the case of education, make the design and promotion of extracurricular activities an interesting field of action for local governments. Non-formal education includes a diverse range of programs and activities aimed at children and young people, as well as their families, namely, sports activities, artistic programs, school reinforcement, youth groups or summer activities, among others.

Several studies show benefits of this type of activities on personal development and the improvement of psychosocial skills and competences (self-esteem, security, relational capacity...), while pointing out their potential for increased success in school. This is especially clear in the case of migrant students, who find in educational leisure more flexible spaces for linguistic learning and acquisition of social skills that reduce their risk of social exclusion. Promotion of extracurricular activities of municipal character can be a tool to combat prejudice and intolerance if they are designed with the aim of facilitating contact between local and migrant populations to work for a more cohesive society. Sport policies are also a very common tool to promote social inclusion of certain vulnerable groups, including migrants.

3. Education for coexistence and for recognition and appreciation of differences

Creation of cohesive cities via interculturality implies promotion of coexistence and recognition of diversity (UCLG, 2016) and education in shared values, resulting from interrelationship of different cultures that coexist in a city. Identifying these common values is one of the main challenges for cities receiving immigrant populations.

Finding a balance between identity and diversity requires taking into account contributions of communities living in cities so that all citizens feel recognized considering their own cultural identity (Charter of Educating Cities, 2004).

Policies of coexistence are at the same time necessary. A use of public spaces of cities (such as libraries, squares, health centres, cultural centres...) for a development of educational activities allows contact between citizens who do not agree in other contexts, while facilitating mutual knowledge, reduction of prejudices and encourages intercultural (and interreligious) dialogue.

Nevertheless, this contact is no stranger to conflicts. Sometimes the origin of conflicts is in the clash of cultural dynamics. On other occasions, prejudices are built on generational disputes, especially in those neighbourhoods rejuvenated by the arrival of migrant population. Therefore, intervention of mediators has been carried out not only to reduce tensions between local people and foreigners, but also to enhance dialogue between citizens of different ages. Many of these conflicts occur in socially degraded neighbourhoods, where local and migrant populations share risks of social exclusion. Apart from the policies aimed at socio-economic regeneration of neighbourhoods, social cohesion programs and creation of a positive neighbourhood identity through work of shared values and interests are particularly important in this case

Finally, recognition and visibility of minorities can be achieved through different policies such as knowledge and learning of the languages used in a city or hiring of professionals specialized in those languages who also serve as referents of success for the members of these communities.

4. Education for equal opportunities and social inclusion

Responses of local governments to challenges arising from search for equal opportunities and the social inclusion of migrant populations require, in some cases, an increase in municipal funding, but in others it is only a question of designing and implementing measures without economic cost or at a very low cost, especially if social return is taken into account. Education policies act as prevention policies, leading to significant savings in less effective reparation of compensation policies.

4.1 Child education as a social investment

Policies aimed at early childhood, that is, at the stage prior to the beginning of compulsory schooling, have been identified as important instruments for reducing educational inequality. Socio-educational care during these first years allows detecting problems of development or cognitive delay that requires an early intervention. And in the case of children of migrant origin, schooling enables a contact with the language of a host country and a greater knowledge of the school system, reducing difficulties in adaptation. Universalizing schooling in pre-compulsory education courses significantly reduces inequalities among children in more vulnerable settings. Facing with economic difficulties in making this happen, the work of local governments on one hand focuses on increasing the access of children from migrant families to existing places and, on the other hand, on creating accompaniment programs to immigrant families who do not enrol their children in schools during this stage, in order to expand their parenting resources and thus increase early stimulation of their children.

4.2 Access to compulsory education and success in school

Compulsory schooling ranges from 6 to 14-16 years in most countries of the world, albeit with disparate enrolment rates[2](UNESCO 2015). Although the migrant population is acknowledged the right to this

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[2] The net enrollment rate in compulsory secondary education is 96% in France (2015), 98% in Italy (2014), 94% in Spain (2015), 86% in Portugal (2015), 87% in Morocco and 64% Lebanon (2012) (http://data.uis.unesco.org).

stage of education, many reports have revealed a number of shortcomings, in particular the lack of access to education for children in detention centres as well as in final destination cities (European Commission, 2017).

However, ensuring access to compulsory education is not sufficient. It is necessary for education to be of quality and on equal terms. It is in this sense that municipalities respond to the growing dynamics of school segregation. Social cohesion policies at the municipal level should contemplate strategies to fight against segregation through urban policy that prevents creation of residential ghettos (UCLG, 2016). At the same time, programs focused on schooling are also essential: policies against stigmatization of certain schools, actions to promote interesting educational projects in schools with high percentages of the vulnerable population (known as magnet schools or schools with singular projects), modification of school zoning and proposals building upon valorisation of school diversity. Most of these policies are low cost.

New York (United States). In 2015, the New York City promoted the School Diversity Accountability Act, which introduced a number of measures to combat school segregation: introducing filters in some districts to free school selection, creating school districts that combine neighbourhoods of differentiated social composition, prioritization of access of children from families at risk of exclusion to schools with less diversity and campaigns to value school diversity, among others.

*For more information please refer to the following link:*http://bradlander.nyc/news/updates/city-council-passes-school-diversity-accountability-act

A second challenge is the design of instruments of attention to diversity focused on responding to special needs (lack of linguistic skills, emotional fragility, tensions arising from accommodation process ...) of those children who have undergone a migration process or who live in environments of greater vulnerability. Recruitment of professionals (mediators, translators, social workers ...) who, within schools, can understand and respond to special circumstances in which schooling of these children occurs or the training of teachers to work in contexts of diversity, are some of the policies that can be implemented at the municipal level.

Among the programs for attention to diversity, the most important are those aimed at learning a language: protocols for welcoming newcomers, resources to alleviate discomfort and feelings of disorientation that they have experienced, classrooms suited to intensively study a language during school hours, language programs prior to the beginning of schooling, pupils-referrers accompanying migrants in the process, and also teachers providing linguistic support in the classroom or after-school programs. Cooperation of local administration in complementing school programs is certainly necessary.

Existing data indicate that immigrant pupils are more likely to experience trajectories of school disruption and discontinuity, often accompanied by a high degree of absenteeism. Municipalities are the most competent to intervene in this area. Identification of cases of absenteeism through corresponding services (social services, local police, youth technicians, mediators ...) and the design of school adherence policies through extracurricular activities or strengthening a family-school relationship are some of the initiatives developed at the municipal level in this field.

4.3 Post-compulsory education

Completion of compulsory education (at 14, 15 or 16 years, depending on a country), including or excluding achievement of a corresponding degree, leads to a reduction of educational options for most of immigrant students, which increases their risk of social exclusion. The data also show that young immigrants are underrepresented in academic pathways (leading more directly to universities) while their presence is markedly higher in professional pathways (generally of lesser social prestige) (Gillborn and Youdell, 1999; Moody, 2001). This seems to remain from generation to generation, limiting possibilities of incorporating these young people into the world of work and, therefore, reducing their chances of transitioning to adulthood on equal terms.

The causes are diverse (economic barriers, structure of the labour market, lack of orientation in the transition to the post-compulsory education...) and municipal policy can intervene in some of them. Accompaniment during the end of the compulsory stage and orientation programs to the post-compulsory education; training of teachers to assess potential of immigrant students beyond temporal limitations that derive from their migration process; and search for successful references in transitions to post-compulsory education within immigrant community, are a focus of attention of local programs.

On the other hand, it is necessary to design ways of second chances and re-recruitment for young people who, after having disassociated themselves from educational system, regain their motivation to continue their education. In this sense, creation of a municipal training program suited to the needs of these young people and their city can expand training opportunities in municipalities and reduce the risk of behaviours associated with youth unemployment (street conflicts, practices posing a risk to health…).

4.4 Adult education and access to the labour market

There are a few difficulties faced by immigrant populations that seek to obtain employment and integrate into their host society. Discrimination, linguistic difficulties and legal conditions represent barriers that relegate an important sector of an immigrant population to a submerged economy (UNESCO 2016b). There are three main municipal policies aimed at reducing these barriers: a) provision of language training for adults, aimed at acquiring basic oral skills for social integration, b) legal advice

on labour legislation, and c) programs of fighting against discrimination and valorisation of foreign workers.

Alongside these programs, other intervention pathways become necessary (MC2CM, 2016). On one hand, illiteracy or low education that characterize a part of the immigrant population suggest planning of a training offer that goes beyond language learning and provides this population new tools for their professional and personal development. Although there is already a training offer for adults, it is necessary to think about their adaptation to the new needs derived from migratory processes. Likewise, training for the working world and continuous employee training should be a focus of attention of local governments regardless of the rules regulated by state competition. Defining a productive model of cities and facilitating integration of an immigrant labour force through its formation can lead to an improvement in inclusion of these new workers and, therefore, promote a more cohesive society.

Hamburg (Germany). "Entrepreneurs without borders" is an organization created using funding of the municipality and European Social Funds that supports potential migrant entrepreneurs by providing them with information, training, and contacts to promote their self-employment and creation of new businesses.

Source Inclusive Cities Observatory. For more information please refer to the following link: https://www.uclg-cisdp.org/es/observatorio/empresarios-sin-fronteras

It is also appropriate to emphasize the over qualification of a part of the immigrant population that, for different reasons, holds positions that are inferior to their skills. In this sense, orientation for labour insertion, advice in processes of homologation of degrees and programs to fight against prejudices are possible initiatives developed by local governments and created to boost economic development of cities based on a better use of migrant population's potential.

In the field of new technologies, an existing digital divide significantly reduces potential of information technologies as a means of social inclusion for a migrant population. "Digital inclusion" must therefore be understood as a requirement and an instrument for social inclusion; hence, increasing access to new technologies to children, youth and adult migrants through training is a line of action developed by some cities.

5. Education for active and democratic citizens

Several cities have promoted participatory mechanisms, in particular, among immigrant populations who do not have the right to vote and are excluded from the main means of political expression in democratic systems. An instrument that is usually implemented by local governments has been advisory councils, which in some cases were exclusively composed of foreign residents (generally, representatives of associations, and also residents chosen through participatory processes) and sometimes reserving a participation fee in organs open to all citizens.

Apart from these formal instruments of participation, municipal governments can promote other actions such as promotion of a self-organization of migrant communities or creation of fora for discussion that foster dialogue between local government and migrant associations on issues that affect them.

Education for an active and democratic citizenship is not limited to the involvement of foreign populations, but to all citizens living in cities. In this regard, local governments prompt both contact and interaction between new residents and the local community through organizing festivals, concerts and neighbourhood activities (Council of Europe, 2014; European Commission, 1992). Additionally, within this framework, educational programs aimed at all citizens on the value of coexistence and diversity, and democratic values are useful.

> **Reggio Emilia (Italy).** Mondinsieme is a local government-driven centre dedicated to work on issues related to cultural diversity, which promotes numerous projects in the field of public space and intercultural contact, education and diversity in schools, language training, cultural diffusion of migrant minorities, etc.
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> *For more information please refer to the following link:* http://www.mondinsieme.org/

6. Key elements for the promotion of equality and socio-educational inclusion of migrants

Sectorial Policies	
Cultural policies	Cultural spaces as places of encounter for people from a diverse background; diffusion of knowledge; valorisation of heritage; cultural events and fests as opportunities to encourage a sense of belonging.
Social policies	Identifying children invulnerable situations; accompanying families in the education labour; support and resources for schooling.
Health policies	Nutritional education in schools, reproductive health including pregnancy, prevention of risk behaviours, fostering sport activities.
Urban planification	Urban policies that promote social mix with a basis on educational criteria (building of schools, location of social housing, empowerment of migrant women).
Programmes of gender equality	Social and labour integration as well as empowerment of migrant women.
Environmental policies	Change of habits, sustainable development education, responsible consumption, civic education and use of public space related to waste management.
Urban security policies	Volunteering opportunities for civil protection tasks, proximity police, neighbourhood conflict resolution
Municipalities employee trainings	Capacity building with regards to cultural diversity (communication tools, identification of discrimination practices).
First-reception and accompanying policies	Centralizing welcoming, complete information about the resources, rights, and duties; support in legal procedures, interpreters and cultural mediators, participation of migrant communities.
Educational leisure	Increase in the participation of student and families in vulnerable situations in leisure education; promoting education leisure as a space for intercultural contact; sport policies for social inclusion and the transmission of values.
Education for coexistence and for recognition and appreciation of differences *	
Promotion of coexistence	Use of public spaces for educational activities that foster contact; intervention of mediators to solve conflicts; economic regeneration of neglected neighbourhoods; social cohesion programs.
Diversity recognition	Education about shared values; language learning; awareness of minority's added value to cities; hiring of professional with a migrant background.
Education for equal opportunities and social inclusion	
Child education	Foster the access to pre-school for children in vulnerable situations; accompanying programs for families during first stages of schooling.
Access to compulsory education and success in school	Fight stigmatisation within schools; foster interesting educational projects for children in vulnerable situations in schools; capacity building for teachers; programs for school welcoming; fight school drop-outs; strengthening of school-family relations; search for good examples of school success amongst migrant community; support for families during schooling period.
Post-compulsory education	Support during the transition from obligatory to non-obligatory education; orientation programmes; capacity building for teachers in order to value the potential of migrant students; search for good examples

	of school success amongst migrant community; reduction of economic barriers, designing secondary track opportunities and ways of getting back in school; creation of a municipal offer.
Adult education	Literacy programmes, language learning; adapting current offers to adult needs.
Education for access to the labour market	Continuous capacity building for workers; labour orientation; certifying of foreign degrees; programmes to combat discrimination; foster entrepreneurship.
New technologies	Programmes on the formation of digital inclusion
Education for active and democratic citizens	
Participatory policies	Consultation councils for foreign residents; participation quotas within public bodies from the city; more open participation programmes (neighbourhood activities, associations); discussion forums between local administrations and minorities.
Promotion of democratic values	Fostering democratic values via activities in public spaces and schools; capacity building for local administrations and their staff; programmes directed at citizens on the value of cohesion and diversity.

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