



A Mayors Dialogue on Growth and Solidarity: reimagining human mobility in Africa and Europe

Overview of cities' priorities and emerging partnerships

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Key messages

- Cities are at the forefront of human mobility, reducing carbon emissions and fostering social cohesion within diverse urban communities. The world is looking to city leaders to provide ideas and solutions that can be adequately resourced and that work on the ground.
- Cities participating in the Mayors Dialogue on Growth and Solidarity highlighted several current and future policy priorities, with two overarching goals. First, encouraging inclusive and sustainable urban growth, both in the more immediate recovery from Covid-19 and in the longer term. Second, enabling social inclusion and access to services for all residents regardless of status, with a particular focus on vulnerable populations.
- Inter-city cooperation takes different forms, such as long-term bilateral partnerships and city-level networks. Existing collaborations are largely in the realm of technical assistance, with cities sharing experiences and taking part in peer learning, as well as development partnerships with financing for projects.
- The Dialogue will act as a broker for international partnerships, helping pairs and clusters of cities test innovative approaches to finding solutions for pressing urban challenges and catalyse new ideas, elevating mayors and cities as regional and global leaders.

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Acronyms

AFD	Agence Française de Développement
AFUS	African Forum for Urban Safety
AIMF	Association Internationale des Maires Francophones
C-MISE	City Initiative on Migrants with Irregular Status in Europe
CASC	Central Station Help Centre
CELAV	Centre for Job Orientation and Placement
CIFAL	International Training Centre for Authorities and Leaders
CSO	civil society organisation
EFUS	European Forum for Urban Security
EU	European Union
FCC	Freetown City Council
GBV	gender-based violence
GFMD	Global Forum on Migration and Development
GPM	Global Parliament of Mayors
IOM	International Organization for Migration
MC2CM	Mediterranean City-to-City Migration
MILE	Municipal Institute for Learning
MMC	Mayors Migration Council
NGO	non-governmental organisation
OECD	Organisation for Economic Co-operation and Development
OSF	Open Society Foundations
SADC	South African Development Community
SAIER	Service Centre of Assistance to Immigrants, Emigrants and Refugees
SEZ	Special Economic Zone
SME	small and medium-sized enterprise
STEM	science, technology, engineering and mathematics
UCLG	United Cities and Local Governments
UCLGA	United Cities and Local Governments of Africa
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNITAR	United Nations Institute for Training and Research

Executive summary

‘The Mayors Dialogue on Growth and Solidarity: reimagining human mobility in Africa and Europe’ is an initiative led by the Mayor of Freetown, Yvonne Aki-Sawyer, and the Mayor of Milan, Giuseppe Sala, and supported by ODI. It will culminate in a Mayors Dialogue: a meeting of the mayors in Milan in March 2021 to adopt an Agenda for Action. The initiative offers participating cities the opportunity to pool their efforts and resources and show how dialogue and collaboration between African and European cities can contribute to improving the lives of urban residents, including migrants, and redress the power imbalances that persist between the two continents.

Cities are at the forefront of many of the world’s most pressing challenges: unleashing the potential of human mobility, reducing carbon emissions and fostering social cohesion within diverse urban communities. They cope, and ultimately thrive, by innovating in the face of adversity to deliver practical solutions that work for everyone. Leveraging the potential of cities requires joint action by city mayors. By being accountable to their citizens, mayors serve to amplify the voices of urban communities about what matters to them: access to public services, good quality jobs and opportunities for all, and a shared sense of belonging.

The Dialogue is led by cities and for cities. It captures the practices and experiences of city governments in Africa and Europe, and comprise three tracks:

- **Political engagement**, to build political momentum and support for the Dialogue (led by the mayors of Milan and Freetown)
- **Partnerships**, to enable cities to collaborate and develop external partnerships and funding (led by the Open Society Foundations (OSF))
- **Knowledge and policy**, to ground the Dialogue in evidence and analysis (led by ODI).

Alongside Milan and Freetown, other cities participating in the Dialogue currently include Agadez, Amsterdam, Barcelona, Bristol, Dakar, Durban, Hamburg, Helsinki, Kampala, Kanifing, Kigali, Lisbon, Mannheim, Maputo, Paris, Tunis and Zürich. Further cities from across Africa and Europe are joining the Dialogue during 2020.

Two overarching priorities unite cities on both continents: inclusive and sustainable growth that creates jobs, and social inclusion that leaves no one behind by extending access to services and participation in local decision-making. Securing a sufficient and qualified labour force can be a challenge, and as such many cities see immigrants and diaspora entrepreneurs as job creators and as an essential workforce. They see human mobility more generally as instrumental to upskilling and developing trade and investment relationships. By boosting employment opportunities, cities also seek to provide youth with an alternative to emigrating. Cities in the Dialogue have an interest in exploring collaboration and action in several sectors and industries, including tourism, creative industries, technology, port infrastructure, the ocean economy and urban farming.

Cities also share a focus on improving the delivery of services and making them more accessible, inclusive and sustainable in areas such as public transport, sanitation, housing and urban settlements, education, and public safety and security. They wrestle with funding shortages and ensuring access to both public and private resources. They also need to serve people with different languages and cultural backgrounds, and address barriers linked to serving undocumented and informal city dwellers.

Across these policy priorities, cities share similar challenges when it comes to managing human mobility at the local level, including: gathering adequate data on migrants and migration trends; meeting the reception, accommodation and basic

needs of newcomers, especially those without secure legal status; handling the reunification of families and the return of migrants across cities; and facilitating migrants' participation and representation in local decision-making processes that affect their lives.

Mayors and cities also look to transnational cooperation and partnerships to learn from each other, replicate good practice and build operational, commercial and administrative relationships. They recognise that partnerships need to engage – from the outset – other stakeholders as full partners, including academia, civil society organisations (CSOs), businesses, and regional and international organisations. This is all the more urgent in light of the Covid-19 pandemic; as front-line service providers, cities can lead efforts to 'build back better' through solidarity, dialogue and innovation.

The Dialogue acts as a broker for regional and international partnerships. Pairs and clusters of cities will build on existing initiatives to develop and test solutions to pressing urban challenges. City-to-city partnerships will catalyse new ideas and find answers to common aspirations and problems, elevating mayors and cities as regional and global leaders.

To this end, the initiative offers:

- **Opportunities for participating cities to exchange and learn from each other.** Well-designed city-to-city partnerships are crucial in involving local authorities, as well as other public and private stakeholders, in participatory ways of working.
- **Match-making support for cities and partners to explore and develop strong collaborations.** This will provide project development assistance and links to funding opportunities. The Freetown-Milan partnership is a good example, but only one of the first test cases for new approaches.
- **Development of joint political messaging to engage city residents and shape the priorities of regional organisations in the African and European contexts.** Empowered as local leaders, mayors serve to amplify the voices of urban communities and inspire successes globally.
- **Action-oriented research and analysis to underpin and inform dialogue and cooperation between African and European cities.** A better picture of conditions on the ground is pivotal to understanding and addressing global challenges in urban contexts.

1 Introduction

The Mayors Dialogue on Growth and Solidarity, led by Mayors Yvonne Aki-Sawyerr and Giuseppe Sala, aims to establish a shared vision and practical avenues for cooperation between cities across Africa and Europe. The initiative offers participating cities the opportunity to contribute to a dialogue on the shared challenges and potential of human mobility between the two continents. Furthermore, it empowers cities to seize opportunities and redress power imbalances that persist between the two continents through solidarity, dialogue, partnerships and innovative practices, across and between urban communities. This is vitally important at a time when mayors and their cities will take a lead in ‘building back better’ in the wake of the Covid-19 pandemic.

Cities are at the forefront of human mobility, reducing carbon emissions and fostering social cohesion within diverse urban communities. The world is looking to city leaders to provide ideas and solutions that can be adequately resourced and that work on the ground. Building on decades of cooperation, participating African and European city leaders will work together to form alliances and partnerships in key sectors, industries and services and unlock the potential of human mobility to contribute to inclusive and sustainable urban development.

This will require joint action by city mayors. By being accountable to their citizens, mayors serve to amplify the voices of urban communities on the issues that matter to them, such as access to public services, good quality jobs and opportunities for all, and a shared sense of belonging.

The Dialogue will be led by cities and for cities. It will capture the practices and experiences of city governments spanning both continents, and comprise three tracks:

- **Political:** a track designed to build political momentum around the Dialogue. This is led by the mayors of Milan and Freetown.

- **Partnerships:** to enable cities to collaborate and secure external partners and funding. This is led by the Open Society Foundations (OSF).
- **Knowledge and policy:** to ground the Dialogue in empirical research. This is led by ODI.

Alongside Milan and Freetown, other cities participating in the Dialogue currently include Agadez, Amsterdam, Barcelona, Bristol, Dakar, Durban, Hamburg, Helsinki, Kampala, Kanifing, Kigali, Lisbon, Mannheim, Maputo, Paris, Tunis and Zürich. Further cities from across Africa and Europe are joining the Dialogue during 2020. Table 1 gives an overview of the participating cities as of August 2020.

This working paper outlines participating cities’ priorities while mapping emerging and existing partnerships and collaborations. A draft informed discussions at the second virtual cities consultation on 30 June 2020. The paper draws on a range of inputs collected between March and June 2020, starting with the first virtual cities consultation on 31 March. An online questionnaire then provided baseline information on each city’s human mobility profile and existing initiatives and partnerships, followed by interviews between ODI, OSF and officials from many of the participating cities. The interviews were a deeper dive into the cities’ interests and priorities, as well as providing detail of their responses to the Covid-19 pandemic and an opportunity for cities to give feedback on their visions for the Dialogue.

The next chapter outlines the cities’ varying approaches to human mobility and details the narratives, challenges and opportunities they face in this area. Chapter 3 outlines sectoral and policy priorities for the Dialogue. Finally, chapter 4 details existing and emerging collaborations and partnerships between participating cities, both bilaterally and in broader networks.

Table 1 Key characteristics of participating cities (August 2020)

City name	Country	Mayor (year took up office)	Population size	% migrant population
Accra	Ghana	Mohammed Adjei Sowah (2017)	2.1 million	2%
Barcelona	Spain	Ada Colau Ballano (2015)	1.6 million	20%
Bristol	UK	Marvin Rees (2016)	463,000	16%
Dakar	Senegal	Soham El Wardini (2018)	1.2 million	4%
Durban	South Africa	Mxolisi Kaunda (2019)	3.9 million	1%
Freetown	Sierra Leone	Yvonne Aki-Sawyer (2018)	1.1 million	2%
Kampala	Uganda	Erias Lukwago (2011)	1.7 million	18%
Kanifing	The Gambia	Talib Ahmed Bensouda (2018)	384,000	9%
Mannheim	Germany	Peter Kurz (2007)	321,000	26%
Milan	Italy	Giuseppe Sala (2016)	1.4 million	19%
Paris	France	Anne Hidalgo (2014)	2.1 million	25%
Tunis	Tunisia	Souad Abderrahim (2018)	639,000	1%
Zürich	Switzerland	Corine Mauch (2009)	434,000	32%

Sources: ANSD (2013), INST (2014), Statistics South Africa (2016), Statistics Sierra Leone (2017), The Gambia Bureau of Statistics (2017), Ajuntament de Barcelona (2019), Ghana Statistical Service (2019), IPPR (2019), Bristol City Council (2020), City of Mannheim (2020), City of Zürich (2020), COGTA (2020), INSEE (2020), Uganda Bureau of Statistics (2020), INE (n.d.)

2 Approaches to human mobility

Within the Mayors Dialogue on Growth and Solidarity, human mobility is defined broadly to encompass all forms of movement experienced by and in cities. This includes migration to and between cities in the same country, in the same region or continent and globally. Human mobility includes voluntary migration as well as forced displacement, via legal pathways or through irregular channels. It also incorporates all types of mobile populations including, inter alia, long-term migrants, students, tourists and seasonal workers.

By opting for a comprehensive definition of human mobility, the Dialogue intentionally takes a step back from oversimplified dichotomies that typically characterise migration and refugee debates. Specifically, cities in Europe and Africa experience immigration of new residents as well as emigration of existing ones, with many migrants spending time in transit in other cities. For instance, while many migrants over time have left Tunis, often to Europe, migrants from neighboring countries spend time in Tunis en route to other destinations. Others may move to the city on a more permanent basis. Kampala hosts a large number of refugees, while some of the participating European cities experience high levels of emigration within the European Union (EU) free movement area. Focusing on the full spectrum of mobility also means that the Dialogue does not focus solely on the challenges around irregular migration, which is often the preoccupation of international conversations. Instead, the Dialogue brings together African and European city leaders to exchange, cooperate and support one another in leveraging the potential of human mobility for inclusive and sustainable urban development in specific sectors, from transport to housing, employment and access to basic services.

Human mobility dynamics in and between cities are constantly shifting, as highlighted by the examples in this paper. In the last decade Tunis has increasingly become a destination city for international migrants, and so only recently has the city faced the challenges of incorporating a migrant-oriented approach into urban policies. Since 2015, Mannheim has seen a significant increase in immigration from Eastern Europe; in 2018, nearly half of residents in Mannheim had an immigrant background. Meanwhile, high levels of internal migration render Kampala one of the fastest growing cities in Africa.

Recent events, including the Covid-19 pandemic and the Black Lives Matter protests, have powerfully brought to the fore the inequality and exclusion experienced by many city-dwellers, including migrants. Looking to the future, human mobility is set to continue and intensify in cities across the globe, despite the current slowdown due to Covid-19. Bristol, Durban and Milan expect to attract more immigrants over the next decade as a result of predicted economic growth and sectoral expansion, while family reunification will continue to be a key reason for movement towards the EU. Barcelona expects to see an increase in highly skilled immigrants due to growth in the digital services sector, as well as increases in human mobility due to families seeking asylum, largely from Latin America.

2.1 Narratives, challenges and opportunities around human mobility

Cities are at the forefront of human mobility; it is predominantly in cities where the changing dynamics of human mobility play out, including as a result of the Covid-19 pandemic which is affecting urban/rural mobility across the globe

(see Box 1). Migrants are increasingly settling in smaller, secondary cities and this, combined with differing resources available in each city, means that human mobility presents a range of challenges and potential opportunities. Cities face a range of challenges in the inclusion of immigrants, including refugees and transit migrants:

- **Scarcity of resources.** City resources to provide key services to residents, including immigrants, are often stretched.
- **Access and integration in services.** Immigrants often face barriers in accessing services. Barcelona, Bristol, Durban, Kampala, Kanifing and Mannheim highlighted access to housing as a key challenge for immigrants in their cities.
- **Legal issues/status.** The difficulties that immigrants' and asylum seekers face in acquiring regular or refugee status, and the consequences of undocumented migration status, were raised by Durban, Milan and Zürich. In Durban, those seeking asylum wait unnecessarily long periods to receive their papers. In Milan and Zürich, there can be challenges in reaching out to those 'sans papiers'.
- **Labour market participation.** Immigrants often experience labour market exclusion or discrimination in cities and their employment opportunities are often concentrated in informal and insecure sectors. These issues were raised by Durban, Kampala, Mannheim, Milan and Zürich.
- **Language, culture and inclusion.** The social inclusion of immigrants is a challenge for cities. Bristol and Milan listed the language barrier as one of the most pressing challenges that immigrants face, and key to social inclusion. Participation in cultural aspects of city life, as well as the ability to practise their own cultures, is also critical to the inclusion and wellbeing of immigrants.
- **Negative public narratives around migrants and migration.** In her welcome speech at the 31 March consultation meeting, Mayor Aki-Sawyerr of Freetown contrasted the historically positive impact of immigrants on society with widespread negative public

narratives about immigration. Indeed, Bristol highlighted the negative perceptions of immigrants in the media, which has translated into discrimination. Both Barcelona and Bristol voiced concerns about the impact of Covid-19 in exacerbating discrimination, particularly from the far right.

For some cities, challenges around emigration are more pressing. Kanifing raised the challenge of the increased emigration of youth in response to limited professional and educational opportunities. Freetown raised the issue of human trafficking and people smuggling along irregular migration routes. Meanwhile, Tunis and Freetown both highlighted the issue of 'brain drain' – the loss of highly skilled citizens in key professions such as medicine and engineering looking to emigrate, often in the direction of Europe.

Harnessing the potential benefits of human mobility offers many opportunities to cities. Participating cities in the Dialogue are keen to emphasise the critical role and important contributions of immigrants to their growth and sustainable development, for example:

- **Innovators and engines of growth.** Migrants help grow local workforces and labour market flexibility, accounting for 70% of Europe's workforce growth between 2004 and 2014, and 15% of new entries into occupations in the healthcare and STEM (science, technology, engineering and mathematics) fields (OECD, 2014). Cities recognise the contribution immigrants make to their economies through innovation and entrepreneurship. Milan stated that immigrants can be an 'engine' of growth in all sectors, while Tunis noted that mobility can act as a 'springboard', encouraging innovation across all of society. Tunis hopes to attract highly skilled immigrants and immigrant entrepreneurs, in part to mitigate the effects of brain drain. Zürich described immigrants as drivers of innovation, stating that most of its startup companies and developing industries operate in English rather than German, due to a large percentage of non-Swiss nationals working in the field.

Box 1 The impact of the Covid-19 pandemic on human mobility

The Covid-19 pandemic has impacted all participating cities. It has halted the movement of people, reduced the budgetary capacity of municipalities for service provision and endangered the lives and livelihoods of citizens, including migrants. The pandemic has highlighted and exacerbated inequalities faced by immigrants in all cities; in some cases they have been disproportionately affected. In several cities, sectors in which immigrants are concentrated have been particularly impacted by the halt in mobility caused by lockdown measures: tourism in Barcelona, for example, and the informal sectors in Dakar and Kampala.

In several cities, many emigrants attempted to return home before lockdown measures were imposed. Those who did not make it in time have been stranded in receiving cities. For example, many emigrants from the South African Development Community (SADC) region are stuck in Durban and now require support from the city. In Milan, immigrant (and non-immigrant) communities are asking for more assistance in the face of lost income. It is important to note that immigrants without work are unused to asking for city aid and may be ill-equipped to navigate the municipal bureaucracy.

Several cities expressed concern for their immigrant communities during the pandemic. In Zürich, Covid-19 has highlighted the vulnerability of irregular immigrants who will likely have lost their livelihood during lockdown, and at the same time have little access to financial support due to their irregular status.

Finally, Dakar and Kanifing both raised concerns over the potential long-term impact of the pandemic on international human mobility. Both cities predict a scenario in which more ‘developed’ countries would close borders to less developed countries, impacting emigration and the tourism industry at the city level.

- **Key workers.** Immigrants often fill labour shortages in key sectors. For instance, Mannheim’s health service is home to many immigrant doctors. Likewise, Zürich noted its dependence on immigrant workers in the health and waste management sectors, stating, ‘if we locked down our country, nothing would work here’. The key role of immigrants in cities has been highlighted in cities’ responses to Covid-19. In Bristol, immigrant taxi drivers have provided essential support to the city, including delivering food to the vulnerable. Similarly, immigrant associations in Dakar have given food and other donations to neighbourhood mayors in the city to distribute to immigrants.
 - **Cultural diversity.** Cities also emphasise immigrants’ cultural contributions to daily life. Mannheim highlighted the important contribution of African immigrants to daily life in the city. For Tunis, mobility enriches culture in cities and catalyses innovation. Likewise, Durban noted that the cultural diversity included in their city centre made it more ‘powerful’.
 - **Diaspora contributions.** Diaspora members abroad are often key development actors in their communities of origin through financial and knowledge transfers. Cities identify the opportunities that the diaspora can play in urban development, through entrepreneurship and innovation and the importance of maintaining diaspora connections. For instance, Tunis is engaged in projects to support youth employment through knowledge transfers from the diaspora.
 - **Remittances.** One of the most tangible links between migration and development is remittances. Most of the cities in the Mayors Dialogue do not track remittances, but several have expressed concern that remittances will drop due to the pandemic’s impact on employment, especially in the informal sector.
- Cities have already adopted a range of innovative approaches to both address these challenges and make the most out of opportunities presented

by human mobility. These include explicit programming for the inclusion of immigrants, often including immigrants in key existing city services. Some participating cities grant access to services to all residents, including both regular **and** irregular immigrants, namely Barcelona, Dakar and Kampala. Some cities, such as Mannheim and Tunis, have made great efforts to culturally integrate immigrants within their cities and encourage more positive narratives. Some cities particularly concerned about the dangers associated with irregular emigration routes have implemented initiatives to discourage these journeys. Several cities seek to harness

the benefits of human mobility through initiatives to foster diaspora contributions and projects to encourage knowledge transfers through temporary and circular migration. Others have launched schemes to encourage the contribution of immigrants to their cities through entrepreneurship and skills-enhancement programmes.

Innovation has also been seen throughout cities' responses to Covid-19, particularly in the way they have included immigrants, as outlined in Box 2. But cities acknowledge that they need more funding opportunities and to learn from best practice elsewhere.

Box 2 Cities' responses to Covid-19

Cities detailed several emergency health responses to the Covid-19 pandemic, including implementing new public health policies, building emergency hospitals and supporting existing ones, and launching public health awareness campaigns.

Several cities mentioned ways they have attempted to include immigrants in their pandemic response efforts, for example when housing vulnerable citizens. In Bristol, homeless citizens, including refugees, have been put up in hotels, while in Durban established homeless shelters have taken in stranded immigrants. Dakar provided temporary shelter for immigrant street children, while Tunis has vouchsafed immigrants' rent during lockdown so that they are not evicted whilst not working, alongside distributing food and providing a 24-hour information helpline for vulnerable immigrants. Durban has expanded existing efforts to protect women by adapting the city's gender-based violence centre and increasing social security payments for households with children. Milan deployed Street Rescue Units through their Help Center Central Station (CASC) to map services available to residents facing social exclusion, such as irregular migrants, asylum seekers and homeless individuals.

Bristol, Durban and Mannheim raised the challenge of **communicating with and reaching immigrant communities** to support them during the pandemic, including on issues such as domestic violence. Bristol, Durban, Milan and Tunis have tried to work through community leaders, faith agencies, non-governmental organisations (NGOs) and private sector employers to come up with practical solutions to reach immigrants, including refugees, when local authorities are unable to reach them.

Barcelona is trying to secure **exceptional working visas** for key workers including health and adult social care workers and harvest labourers. They have also asked the Spanish government to allow immigrants to be regularised, although city representatives admit that this is unlikely. There are similar movements for regularising immigrants in Italy, mostly in relation to social care workers.

These and additional practices on municipal-level Covid-19 response and recovery are included in the Live Resource Hub of the Mayors Migration Council (MMC).¹ The MMC is led by the mayors of Milan and Freetown, along with the mayors of Amman, Bristol, Kampala, Los Angeles, Montreal, Sao Paulo and Zürich. Additional resources on migrant workers' contribution to the Covid-19 response can be found in ODI's key workers data visualisation.²

1 See www.mayorsmigrationcouncil.org/mmc-covid19.

2 See www.odi.org/migrant-key-workers-Covid-19.

3 Sectoral and policy priorities for the Dialogue

Participating cities have highlighted several current and future policy priorities, with two overarching goals. First, encouraging inclusive and sustainable urban growth, both in the more immediate recovery from Covid-19 and in the longer term. Second, enabling social inclusion and access to services for all residents regardless of status, with a particular focus on vulnerable populations. Human mobility relates to both of these areas: harnessing the opportunities provided by human mobility can fuel sustainable growth and productivity, while incorporating immigrants in service delivery and all aspects of city life is essential to achieve social inclusion.

Table A1 gives an overview of cities' sectoral and policy priorities, organised under these two overarching goals. These priorities are discussed in more detail in this chapter. At any given time, some cities are prioritising highly developed sectors with progressive policies and institutional expertise. Others are prioritising the development of less-developed sectors.

Given discussions with participating cities took place between March and June 2020, it was impossible to ignore the impact of the Covid-19 pandemic on all of their priorities. Several cities noted that some initiatives are on hold whilst efforts are diverted to emergency response. But many of their existing priorities will become even more important in the recovery from the pandemic.

3.1 Human mobility as an engine of more inclusive and sustainable growth

3.1.1 Job creation

Many cities are prioritising **job creation**, particularly for youth. Several cities see technological investment as a means of increasing youth employment. For instance, in the next decade, cities such as Durban and Bristol plan to invest in technology and start-up hubs to create high-skilled, high-wage employment opportunities. In Zürich, the tech and biotech industries are currently rapidly expanding, attracting many highly qualified international immigrants. Barcelona and Bristol expect to see their digital sectors expand significantly over the next decade, which is likely to attract more immigrants with STEM backgrounds.

In Freetown, the city is engaged in job creation and entrepreneurship programmes that seek to offer alternatives to irregular emigration from the city. One successful initiative, in partnership with the EU and the International Organization for Migration (IOM), provides job opportunities in waste management to young employees, and is simultaneously helping the city to reach its target of collecting 60% of solid waste by 2022 (IOM, 2019). Through the distribution of equipment, including 80 motorcycles, the city has been able to create jobs for 800 youth who are now self-sustainable thanks to their waste collection micro-enterprises. Meanwhile, Kanifing is offering city-sponsored employment opportunities for youth 'cleaning and greening' the municipality.

Mannheim has seven business centres for different focuses (including fashion, women

and tech), with an emphasis on immigrant entrepreneurship. Immigrant entrepreneurship is also the focus of the EU-funded BITE (Building Integration Through Entrepreneurship) project in Milan, which aims to support diaspora members from African countries to establish small and medium-sized enterprises (SMEs) in their countries of origin and in Milan.

3.1.2 Tourism

Several cities in the Dialogue have thriving and/or expanding tourism industries, and view tourism as a priority sector for growth. Tourism is key to Barcelona's economy, for example, with the city among the world's 20 most-visited cities in 2019 (Millington, 2019). Tunis has a developing tourism industry and intends to see both cultural and business tourism as areas of expansion and job growth. Likewise, Kampala aims to increase investment in tourism. In Kanifing, tourism is already a key revenue stream and the city views it as an important sector for boosting regional development in future. The city expressed interest in collaboration with other cities that specialise in tourism, especially on technical assistance and training in the hospitality sector.

3.1.3 Creative industries

Several cities highlighted creative industries, including fashion, as important areas of growth. Bristol noted its own fast-growing creative industry which attracts immigrants from diverse national and professional backgrounds. Bristol expressed interest in leveraging the creative industry in the Covid-19 recovery as the city rethinks city priorities and growth. The city is also interested in finding ways to 'nurture' their artistic community as well as creating pathways for creative immigration. As a 'post-industrial' city and a UNESCO City of Music, Mannheim sees the creative industries as a priority, while Freetown would like to tap into and share its emerging expertise on textiles: the city has a vibrant tie-dye sector, in which 'women designers lead the way' (key informant interview (KII), February, 2020). Freetown and Milan, a global centre for fashion, are designing a city-to-city collaboration on creative industries with a focus on fashion (this is discussed in more detail in chapter 4).

3.1.4 Green services and infrastructure

Many participating cities see green services and infrastructure, such as transport and logistics facilities (e.g. ports), as key engines for sustainable growth while helping them to adapt to the challenges of climate change. Two of the three key challenges in Freetown are environmental: sanitation and urban planning (the third is revenue). Freetown is experiencing a range of environmental issues due to poor land use and infrastructure including public transport, deforestation, and geologically-linked construction challenges. Bristol's One City Plan focuses on economic and environmental connectivity, trying to balance the needs of the city and those of the environment by investing in green industries (Bristol One City, 2019). The One City Plan acknowledges the impact of climate change and its intersection with human mobility, focusing particularly on greener transport and houses. Milan is invested in green growth, especially in its sustainable urban food policy. Durban, likewise, prioritises addressing climate change which, like Covid-19, is 'forcing Durban to re-think the way we eat, work and move' (KII, May 2020). The city of Dakar also expressed concern about the environment, public spaces and the pressure of urbanisation on the land. Tunis's top priority is transitioning its public energy to sustainable alternatives, including finding low carbon solutions for public lighting, the city's vehicle fleet and municipal buildings.

3.1.5 Transport

Many cities prioritise transportation reform as a key factor in enabling sustainable and equitable economic growth. In Tunis, public transport is 'in dire need of an upgrade and extension' (KII, May 2020). As transport is managed at the national level, rather than by the city government, there have been tensions over plans deemed inadequate by the municipality. In an evolving situation, Tunis is now involved in transportation planning at the national level but does not yet have the mandate to initiate its own transportation projects. Durban believes in investing in transport (from bikes to airports) to combat inequality and structural racism through creating more geographical access to employment and services. This was echoed by Kanifing, which seeks to plan public transport that

equitably benefits the entire municipality. Dakar, where traffic congestion has long been considered an obstacle to growth, expressed interest in making its public transport more sustainable and streamlined. In 1998, an estimated \$18 million (2% of Greater Dakar's GDP) was lost due to negative externalities and inefficiency associated with Dakar's urban transport system (World Bank, 2017).

A few cities have existing initiatives for reforming transportation. Durban has schemes to invest in public transport for a green, sustainable, equitable and efficient bus and rail system. Bristol has constructed a new bridge, Castle Bridge, to better allow for the movement of goods and people in the city, and is planning changes to public transport and a ban on diesel cars in certain zones. Meanwhile, Kanifing is in the process of developing the city's first municipal bus service.

Durban also highlighted its port – key to the city's economy – as a top priority for expansion and investment over the next decade. Durban's port is a Special Economic Zone (SEZ) in which the government offers competitive infrastructure, duty free imports, tax incentives and other measures designed to ease business. The city hopes to develop its 'ocean economy': shipping, boat building and seafood. Many immigrants currently work in these industries, and many more skilled immigrants could be attracted in the future by means of targeted outreach programmes. Durban's local airport is also expanding with the help of foreign investment (Deloitte, 2016).

3.1.6 Waste management

Many cities are faced with challenges in waste management due to high population densities and rapid population growth. In 2016, the world's cities generated over two billion tons of solid waste, a figure that is expected to rise to 3.4 billion tons by 2050 (World Bank, 2019). For several cities – Dakar, Durban, Freetown, Kanifing, Milan and Tunis – this remains a key sectoral priority. Kanifing mentioned the strain on its existing waste management infrastructure caused by heavy rural-urban migration and overcrowding. The city is planning to partner with the private sector for waste processing. Meanwhile, Freetown experiences poor environmental health and economic losses as

a consequence of improper waste management and sanitation. Tunis noted a lack of appropriate infrastructure and flagged this as a favorable sector for investment. Similarly, the city of Durban is prioritising the recycling sector for investment in the next decade. Milan is renowned for its streamlined and efficient waste management programme, which was designated as one of the best differentiated systems in Europe and encourages all residents to sort food, recyclable and non-recyclable waste (Waste Management World, 2014; Wanted in Milan, 2016). The city has experience in city-to-city cooperation on capacity building around waste management and sanitation.

3.1.7 Governance

Several of the cities prioritise better governance, seen as key to achieving all other priorities and sustainable urban development. Durban identified leadership as a top priority, stating that stability and ethical leadership are key elements to achieve development. Specifically, the city hopes to build the capacity of civil servants to deliver on the UN's Sustainable Development Goals (SDGs). Durban highlighted the need to participate in global platforms to eradicate corruption and poor administration, while encouraging peace, stability and ethical governance across Africa. Durban is also a regional leader through their Municipal Institute for Learning (MILE, 2011) project, a city-based learning and knowledge-sharing platform (including masterclasses) for mayors and city officials in Africa. Several of the cities in the Dialogue – Barcelona, Bristol, Dakar, Freetown, Kampala, Mannheim, Milan, Paris – are signatories of the Marrakesh Declaration, which links local authorities to the implementation of the Global Compacts on Migration and Refugees (Rabat Process, 2018).

Meanwhile, Tunis is currently engaged in a decentralisation process as it attempts to re-allocate decision-making power from the central government to the municipal-level and is keen to learn from other cities about their experiences of decentralisation. Kanifing highlighted local efforts for transparent governance through public council meetings and representation initiatives for marginalised groups, including youth, women and people with disabilities.

3.2 Human mobility, equality and social inclusion

3.2.1 Housing

Many cities prioritise housing as a priority area, highlighting a lack of accommodation, especially social housing. In particular, Bristol highlighted accommodation shortages as a major problem for the city, driving up housing prices and exacerbating homelessness. In response, Bristol is prioritising the construction of sustainable housing. The city has expressed the wish to engage in talks and cooperation in this area, with particular interest in the involvement of the private sector and in strategies for working with people without access to public funds, including those with immigrant backgrounds. Kanifing is likewise looking to explore private sector partnerships to develop affordable housing.

In Barcelona, the tourism industry exacerbates problems in accessing decent housing. In response, the city is trying to buy property to be allocated on the public housing market. A recently enacted law obliges private developers to reserve 40% of newly built properties as public housing. Mannheim similarly noted social housing as a key area of development for the next decade, locally and across Germany. Though the city of Tunis does not currently commission housing, residential construction has been flagged as a top sector for investment. Durban also highlighted housing as an issue. Immigrants often experience overcrowding in Mannheim and Kanifing, and many immigrants in Kampala reside in informal or unplanned settlements.

3.2.2 Legal status and access to services

Several cities noted issues around legal status as a key policy priority. In Zürich, where migrants with irregular status are not eligible to access services, there are innovative proposals for ‘urban citizenship’ through the issuance of an ID card to all urban residents. This would allow around 10,000 residents without legal status to have access to all public services, including the legal system. There is also ongoing dialogue in Durban between foreign stakeholders and local business leaders to help immigrants get registered in a bid to formalise informal businesses.

Access to services and the participation for all residents, including immigrants, is high on the agenda for many cities. Barcelona indicated the need to invest in digital services to respond to migrant needs. Durban also raised the need to invest in capacity building to train and sensitise local officials and service providers to immigrant issues. One idea from Mannheim is for service providers to adopt ‘welcoming standards’ to help mainstream immigrants into services. Bristol has signaled a commitment to protect and aid immigrants through its status as a ‘City of Sanctuary’, reflecting a commitment to welcoming asylum seekers, refugees and other immigrants. Cities spoke of several specialised initiatives already in place to encourage access to services:

- In Barcelona, there is the Service Centre of Assistance to Immigrants, Emigrants and Refugees (SAIER), a free service for recent migrants providing information on immigration, emigration, asylum procedures and rights, work, housing, childcare and the recognition of qualifications. Services are available online as well as across the city in 39 locations. SAIER is a public-private partnership, co-managed by the city council and seven NGOs.
- A similar public-private centre for immigrants is the Denis Hurley Centre in Durban. Established in 2015, the Denis Hurley Centre hosts a number of social services for refugees and other immigrants, including Refugee Pastoral Care.
- In Milan, the Central Station Help Centre (CASC) attends to newcomers’ immediate needs on arrival including meals, shelter, signposting to public services and the Specialised Immigration Service, which provides information to immigrants on their rights and migration procedures. Established less than a year ago, the Service Centre for Unaccompanied Migrant Minors acts as a multifunctional facility with services including emergency reception and specific needs assessments as well as coordinating the Voluntary Guardianship system. The Centre adopts an interinstitutional approach and aims to become a reference point at city level for the development of best practices and service

networks including the healthcare system, juvenile court, NGOs and other services working with unaccompanied minors.

Furthermore, some cities in the Dialogue have specific programmes promoting social cohesion and tolerance. For instance, Durban hosts the KwaZulu-Natal Social Cohesion and Moral Regeneration Council, which aims to directly address marginalisation and exclusion within the KwaZulu-Natal province.

3.2.3 Cultural activities

Investing in cultural activities was also highlighted as a tool for social cohesion and integration. Mannheim highlighted a successful social cohesion project led by civil society and funded by the municipality, which found cultural activities to be a more effective tool than policing for addressing social issues in a majority-immigrant area that had been a crime hotspot. The city opened a kiosk with daily arts and cultural activities for families, transforming the area into one that is now a safe ‘family zone’ enjoyed by its residents. Furthermore, Mannheim emphasised the need for cultural exchange to be included in new narratives on mobility.

Several cities highlighted their thriving cultural activities. For instance, Kanifing is in the process of constructing its first public library and establishing an artist-in-residence programme (through collaboration with its sister city of Madison, Wisconsin). Dakar expressed pride in its thriving artistic community, and cited its ongoing collaboration with the French city of Evry – which focuses on urban arts such as rap, slam, and murals – as a tool for building bridges between different cities.

3.2.4 Education and employability

Several cities highlighted the need for education and better employability to empower residents, including immigrants, to better integrate into and contribute to the success of their communities. Dakar and Milan both highlighted reducing high school dropout rates within migrant populations as priorities. In response, the city of Dakar is currently working on a project that supports youth, especially immigrants, who have dropped out of school to find alternative

accreditations. Meanwhile in Milan, WEMI (Milan for Inclusion) will launch a multi-service hub for immigrants, which will include, alongside education and training opportunities, support to fight school segregation and reduce the dropout rates of immigrant children. Bristol has partnered with other cities on education projects in the past and is open to doing so again.

One key area is improving the employability of immigrants, who often lag behind non-immigrants in labour market participation. Milan runs an innovative employment service – the Centre for Job Orientation and Placement (CELAV) – which focuses on empowering residents, including immigrants and asylum seekers, to be autonomous and overcome obstacles to labour market participation. Services include increasing beneficiaries’ employability through workshops, CV writing and traineeships. In Autumn 2020, CELAV will pilot an initiative for asylum seekers which includes educating employers on the laws around asylum seeker employment and supporting asylum seekers to find work while awaiting their papers. Meanwhile, Mannheim has specific services for Bulgarian and Romanian immigrants including Technical and Vocational Education and Training City of Mannheim, n.d., a) and German language training (ibid, b). Durban seeks to support immigrant workers in informal sectors with information on food and occupational safety, as well as on managing bulk-buying networks. Meanwhile, Kanifing tries to enable a smooth transition for returning migrants through their cash-for-work street cleaning programme with IOM. An outstanding issue in Durban is lack of skills recognition for immigrants, particularly in sectors like engineering. To facilitate the recognition of foreign qualifications, Mannheim has the ‘IQ network’ (IQ network, n.d.)

3.2.5 Urban security and gender-based violence

The final priority area is in urban security, within which several cities mentioned the importance of addressing gender-based violence (GBV). This is a priority area for Durban, which already has several initiatives in this area. The city has brought government agencies together to work in partnership to address GBV, for example by

mainstreaming GBV in existing services, training for officials in the judicial system and police and coordinating government agencies to find safe houses for victims. Both Dakar and Durban are members of the African Forum for Urban Safety (AFUS) (UN Habitat, 2015). AFUS is part of the UN-Habitat programme and works to elevate the role of city and regional authorities as complementary actors to national governments

in drafting policy regarding urban safety for residents and tourists; Dakar and Durban have coordinated on the issue of women's security through this platform. Meanwhile Milan is pioneering a project, Equal(c)ity, with the IOM, Brussels, Amsterdam, Ghent and Leipzig to develop tools for cities and strengthen services to better cope with sexual and gender-based violence in immigrant communities (IOM, n.d.).

4 Cities' collaborations and partnerships

The goal of the Mayors Dialogue on Growth and Solidarity is to enable African and European city leaders to work together to chart a path to more inclusive and sustainable urban development through exchange, cooperation and solidarity. The alliances and partnerships formed through the Dialogue will aim to deliver innovative and practical solutions that work for all city residents.

Critically, these efforts will build upon and be informed by decades of existing city collaborations and partnerships. For example, Dakar and Milan have a working partnership dating back to the 1960s. This chapter presents participating cities' existing collaborations and partnerships, followed by their priorities and visions for the Dialogue.

Inter-city cooperation takes different forms, such as long-term bilateral partnerships (e.g. twinning or sister cities), shorter-term bilateral partnerships (e.g. for specific projects) and city-level networks. Four modes of collaboration and partnership have been highlighted by participating cities:

1. Sharing of experiences and peer learning (technical assistance)
2. Development partnerships (project financing)
3. Economic partnerships (trade, investment, supply chain links)
4. Integrated service delivery (cross-city interoperability)

As an example of the type of concrete collaborations and partnerships the Dialogue

could achieve, Milan and Freetown have initiated a collaboration in the fashion sector, outlined in Box 3.

4.1 Existing city collaborations and partnerships

The Dialogue will complement and strengthen existing collaborations and partnerships in Africa, Europe and beyond. Figure 1 provides an overview of existing participating cities' collaborations and partnerships within Africa and Europe.

Existing collaborations are largely in the realm of technical assistance, with cities sharing experiences and taking part in peer learning, as well as development partnerships with financing for projects (see Box 4). In terms of technical assistance, since 1990 Bristol has been twinned with Beira, Mozambique. The cities learn from one another, focusing on the areas of climate resilience and education. Dakar partners with Evry, France, on urban culture including rap and murals, with artist exchanges and residencies, and has collaborated with Kigali on the topic of waste management. Dakar has also worked together with Paris as part of preparations for the Youth Olympics, due to take place in Dakar in 2022. Mannheim has stressed the importance of cultural elements in the implementation of more technical programming, as shown in a recent partnership with Hebron in the West Bank, which incorporated waste-water management and a cultural centre.

Box 3 An emerging partnership: Milan and Freetown's fashion collaboration

Milan and Freetown are currently developing a city-to-city partnership focused on fashion. The former is home to a world-renowned fashion industry, while the latter hosts a rapidly growing fashion sector. Attempts are underway to rekindle a long-established Sierra Leonean textile industry. During spring 2020 the two cities have developed a partnership model. At the time of writing, the cities are in the process of mapping the project by sharing goals, opportunities, challenges, contributions, entry points for impact and potential stakeholders.

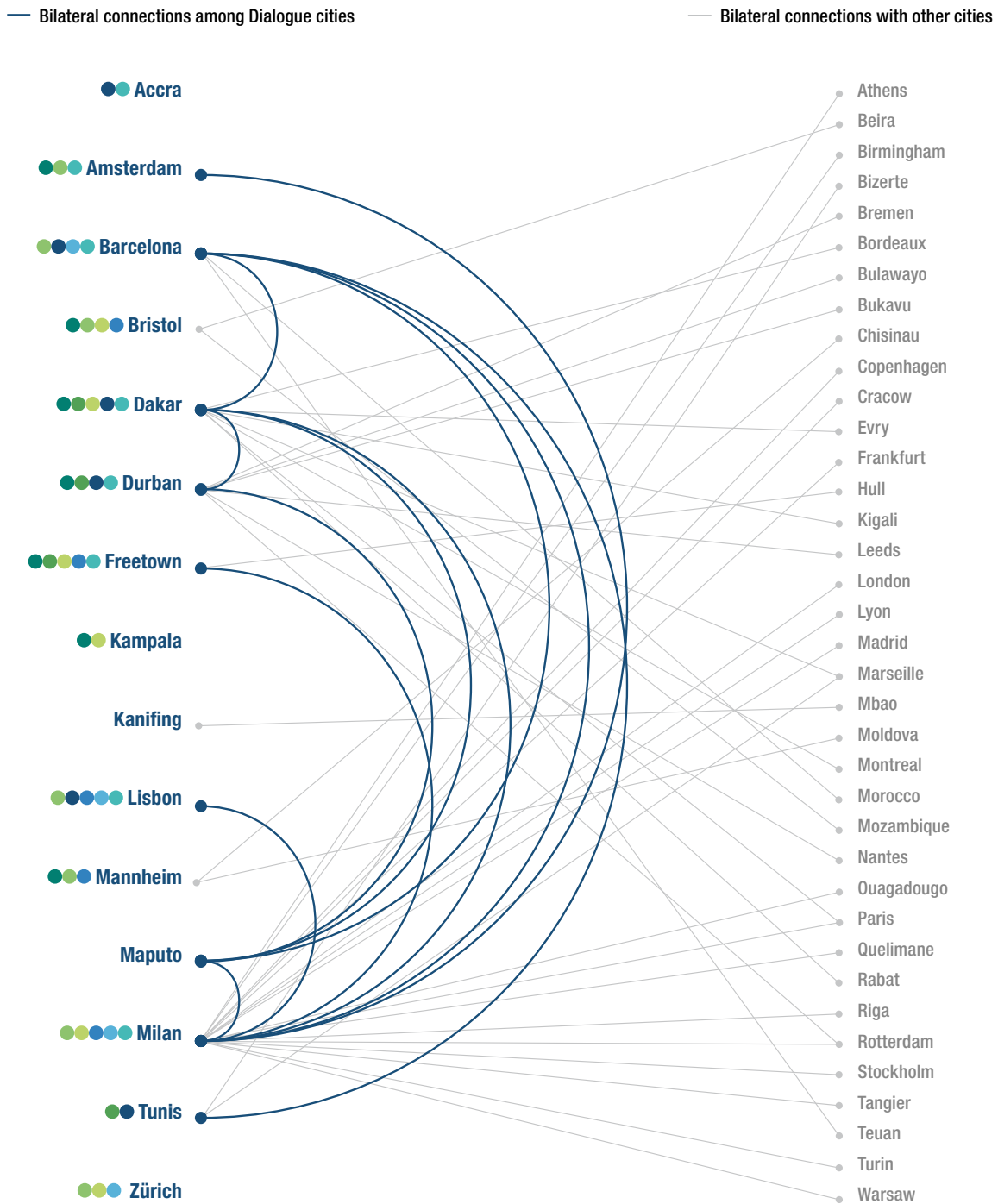
On the one hand, Freetown sees this partnership as a means to expand its fashion and textiles industry, including in export markets and across global value chains, by building the capacity of individuals and the industry as a whole. On the other hand, this partnership is an opportunity for Milan to investigate sustainable dyes, textiles, and ethical sourcing options, explore the West African market, and capitalise on the 'Made in Leone' brand. Three concrete goals of the project are: i) the growth of fashion businesses in Freetown; ii) the creation of a multi-stakeholder governance system of fashion in Sierra Leone; and iii) the exposure of the Milan fashion industry to Sierra Leonean textiles and techniques.

As potential entry points for action, the cities have identified training, mentorship, entrepreneurship (including startups), female empowerment, and sustainability. Specifically, Freetown has suggested a circular mobility scheme for skills and capacity-building targeting women and youth. In discussions, Freetown has highlighted the potential for the collaboration to include a women's empowerment element due to the prevalence of female entrepreneurs in the Freetown fashion industry.

When discussing stakeholders, Milan noted the importance of involving NGOs in both cities, especially those with experience operating in both countries, as well as involving city departments, municipal-owned companies, universities, students and private sector actors. In addition to NGOs, and universities (including one which already has strong links with Milan), Freetown sees fashion businesses at the centre of this partnership; the city is in the early stages of establishing a Fashion Design Council to represent the collective interests of businesses in this emerging sector. Of particular interest to Freetown is the growth of this sector, which will embed and ensure the local ownership and sustainability of the initiative long after any funds raised have dried up.

Freetown hopes that, by commercialising unique and distinct aspects of Sierra Leonean fashion, the collaboration will inspire young Freetown residents and youth from other cities to imagine a hopeful future for their country, including better jobs, higher incomes, scope for creative expression and a sense of empowerment and belonging, even as they temporarily explore new avenues elsewhere. Milan has proposed the creation of a creative industries 'mind-lab' through the urban regeneration of an abandoned area in Freetown: the space would be shared by stakeholders from the two cities and used for building ideas and fostering innovation.

Figure 1 Overview of existing city collaborations and partnerships (August 2020)



Network membership

● Global Parliament of Mayors (GPM)	● Metropolis
● United Cities and Local Governments of Africa (UCLGA)	● OECD Champion Mayors for Inclusive Growth
● EUROCITIES	● Intercultural Cities
● Mayors Migration Council (MMC)	● C40 Cities Climate Leadership Group

Note: This is not a comprehensive list of existing partnerships and only includes inputs from Barcelona, Dakar, Durban, Freetown, Kanifing, Mannheim, Milan, Tunis and Zürich. Collaborations/partnerships are shown between African and European cities only.

In an example of development partnerships, Dakar has received medical equipment from Marseille, and Durban has received support from Rotterdam and resources from Bremen including personal protective equipment (PPE) in the response to Covid-19. Dakar has worked together with Paris, including on climate issues through the C40 Cities Climate Leadership Group. Paris funded a climate officer in Dakar to support the city's climate action plan. A successful initiative led by Turkish residents of Mannheim supports a cultural centre for Syrian refugees in the city of Kilis, Turkey.

Alongside bilateral city-to-city partnerships, participating cities are also engaged in several city-level networks and initiatives. These include, among others, mechanisms, networks and initiatives focusing specifically on human mobility issues:

- **The Mayors Migration Council (MMC**, n.d.), founded in 2018 with the purpose of empowering cities to influence migration diplomacy and policy-making. Bristol, Dakar, Freetown, Kampala, Milan and Zürich are on the leadership board. The MMC is a key

partner in the Mayors Dialogue. It co-steers the Global Forum on Migration and Development (GFMD) Mayors Mechanism together with IOM and United Cities and Local Governments (UCLG), launched in 2018. Part of the GFMD, the Mechanism provides local authorities with opportunities for mutual learning, exchange of best practices and networking.

- City projects include the **City Initiative on Migrants with Irregular Status in Europe (C-MISE)**, which is a working group of European cities to share their experience, policies and practices over a period of two years, with a view to preparing guidance for municipalities on immigrants with irregular status in Europe (COMPAS, 2020). Members include Barcelona, Lisbon, Milan and Zürich (as an associate member).
- Amsterdam and Milan are also involved in the **REACH OUT** project, an initiative of the **European Return and Reintegration Network** to raise awareness of the assisted voluntary return and reintegration (AVRR) of irregular migrants, partly through the creation of a community of practice with several EU cities (ERRIN, n.d.).

Box 4 Examples of existing city partnerships

- **Barcelona and Tunis.** Barcelona and Tunis currently have an EU-funded project in the pipeline, which will support Tunis' strategic plan, including waste management.
- **Dakar and Durban.** The cities have worked together on issues of urban security, including for women, and both are part of the African Forum for Urban Security (AFUS).
- **Dakar and Milan.** Most recently they have worked together on a new project for urban regeneration, waste management and youth entrepreneurship. Previously, Dakar and Milan collaborated on female and youth empowerment through urban agriculture. Dakar and Milan have had a twinning agreement since the 1960s and a long cooperation on food security, including through the Milan Urban Food Policy Pact.
- **Freetown and Milan.** See **Box 3** for the two cities' developing partnership on fashion. In parallel, the two cities are developing an exchange between city and utility officers on the topic of waste management. Milan is also working with Freetown on social housing and the Covid-19 response.
- **Maputo and Milan.** Current initiatives include Particidade-Mozambique, which includes capacity building for the Municipal City Council of Maputo and waste management projects (Regenera Coação).
- **Milan and Tunis.** Tunis works with Milan on the second phase of the MENTOR project for the temporary circular migration of Tunisian (and Moroccan) youth in Milan to support youth employment and entrepreneurship (together with Turin, Sfax, Beni Mella and Tangier).

- Lastly, Lisbon and Tunis are involved with the **Mediterranean City-to-City Migration** project (MC2CM), funded by the EU with UCLGA and UN-HABITAT, with 20 cities around the Mediterranean (ICMPD, n.d.). MC2CM brings together cities to improve migration governance through mutual learning, including around migrants' access to services.

Examples of global or inter-regional networks include:

- Amsterdam, Bristol, Dakar, Durban, Freetown, Kampala and Mannheim are members of the **Global Parliament of Mayors** (GPM, n.d.), a platform for mayors that promotes city government-level participation in international debates. The GPM includes cities from across the globe (including 22 other African and European cities) and is chaired by the Mayor of Mannheim.
- Bristol, Freetown, Lisbon, Mannheim and Milan are members of **OECD Champion Mayors for Inclusive Growth**, a coalition of city leaders committed to addressing issues of inequality in their cities (OECD, n.d.). Accra, Barcelona, Dakar, Durban, Lisbon and Tunis are members of **Metropolis**, a global hub for cities to connect on issues of urban governance.
- Amsterdam, Accra, Barcelona, Dakar, Durban, Freetown, Lisbon, Milan and Paris are part of the **C40 Cities Climate Leadership Group**, which aims to collaborate on meaningful, measurable actions to mitigate climate change (C40, 2020). Milan is also part of the **Global Covenant of Mayors for Climate and Energy**, a world-wide alliance on city climate leadership (Global Covenant, n.d.). Kampala is currently engaged in climate change programmes with international organisations such as the EU and the Agence Française de Développement (AFD).
- On intercultural issues, Barcelona and Zürich are a part of **Intercultural Cities**, a network of (primarily European) cities which focuses on reviewing city policies to manage diversity positively (Council of Europe, 2020).
- In the Mediterranean, Barcelona and Tunis are a part of **MedCities** – a network which aims to empower its 50 local government

members around the Med basin (MedCities, n.d.). Through MedCities, Barcelona has been part of an initiative with Tangiers to support refugees.

- Dakar and Tunis are part of the **Association Internationale des Maires Francophones** (AIMF, n.d.), which connects 294 Francophone mayors around the globe on issues of urban policy and international solidarity.

Examples of regional networks include:

- Dakar, Durban, Freetown and Tunis are members of **United Cities and Local Governments of Africa** (UCLGA, 2018), an umbrella organisation founded in 2005 supporting the voices of city and regional leaders in Africa, with the aim of uniting local governments across the continent. Dakar is the vice president for West Africa and Durban hosted the global UCLG annual conference last year.
- Dakar and Durban are also members of the **African Forum for Urban Safety** (AFUS) which is part of the UN-Habitat programme and UCLGA, founded in 2015 (UCLG, 2018). AFUS works to elevate the role of city and regional authorities as complementary actors to national governments in drafting policy regarding urban safety. Durban also leads **Municipal Institute for Learning** (MILE, 2011), a city-based learning and knowledge-sharing platform (including masterclasses) for mayors and city officials in Africa. The programme has discussed topics such as waste management, environmental management and economic development. Partners for MILE include UCLG, GPM, AFUS and the United Nations Institute for Training and Research (UNITAR).
- In Europe, Amsterdam, Barcelona, Bristol, Lisbon, Mannheim, Milan and Zürich are members of the **EUROCITIES** network of major European cities working together on urban issues, including a working group on migration and integration (EUROCITIES, n.d.). Amsterdam, Barcelona, Lisbon, Mannheim and Milan are members of the **European Forum for Urban Security** (EFUS,

2020), a network of 250 local and regional authorities on the issue of urban security.

- Meanwhile, Bristol is part of a UK-only network of 10 cities, the **Core Cities UK 2030 Group**, which meets regularly and lobbies the national government on city-relevant issues (Core Cities UK, 2018). Bristol leads the network's low carbon portfolio.
- Both Dakar and Durban are home to the International Training Centre for Authorities and Leaders (CIFAL) governance initiative with UNITAR, which focuses on capacity building in the areas of urban governance and planning, fulfilling the Agenda for Sustainable Development 2030 and social inclusion. CIFAL Dakar, founded in 2019, is the only French-speaking UNITAR training centre in Africa, and aims to serve the entire West African French-speaking region. Its work includes urban planning and migration and human mobility. CIFAL Durban, founded in 2004, focuses on issues including urban planning, waste management and developing the informal economy.

4.2 Partnership priorities and vision for the Dialogue

Building on the extensive and longstanding experiences of city partnerships and inspired by other existing and replicable collaborations, the Dialogue aims to create new and concrete opportunities for participating cities to collaborate and learn from each other in developing sustainable approaches to urban human mobility. These practical partnerships will complement and strengthen relationships as well as forging new alliances and opportunities to develop and test innovative and city-led solutions, in a spirit of mutual trust.

The benefits of city-to-city collaborations are clear. Many cities highlighted the value of such partnerships in sustainable urban development. For instance, Freetown emphasised the value of multifaceted, equal city-to-city partnerships in working to create better urban societies across the world. Cities are best placed to deal with many issues, as they know exactly what is needed at the local level and are often more agile and adaptable than national-level responses. Tunis

noted that cities tend to innovate and experiment more swiftly with new policy approaches.

Cities agreed that there is value to be gained from sharing and enhancing **technical expertise** on similar issues or concerns. This goes beyond the availability of financial resources, as Zürich and other cities noted. For Barcelona, city partnerships can provide reassurance, noting that there is 'an international language of civil servants who are confronted with the same issues' (KII, May 2020). Tunis noted that learning from other cities' experiences and best practices can help them avoid mistakes and progress faster.

A couple of cities hinted that partnerships are a way to increase their **political influence**. In particular, Milan noted that international support from other large cities and international institutions increases their political reputation and reach on the national and international stage. Meanwhile, Bristol noted the value of amplifying local leaders' voices in the international arena, stating 'the more Bristol increases its visibility, the better' (KII, May 2020).

Participating cities shared their vision for the Dialogue by expressing enthusiasm in bringing diverse African and European urban contexts together in collaboration. Milan noted that the Dialogue is an opportunity to rethink cooperation between the continents at a city level. Cities are keen to bridge the gap with cities from the other continent or, as Tunis put it, 'on both sides of the Mediterranean' (KII, April 2020). Tunis also stressed that, in the wake of Covid-19, this is an ideal moment to think about the future and how to reshape cooperation between African and European mayors. One idea from Kanifing is to have a joint statement from cities in the Dialogue on the value of open borders and the value of human connections between Europe and Africa. For Mannheim, the Dialogue is an opportunity to 'give back' to communities-of-origin in African countries.

Many cities are keen to use the Dialogue to **reinforce existing ties between cities**, as well as to forge new bilateral partnerships. For Zürich, decentralised cooperation between cities in the Dialogue is extremely welcome as long as it sits within the existing landscape of city-to-city partnerships, with Dakar warning against the risk of duplication. Cities agree that the Dialogue

needs to result in concrete actions and shared initiatives. Furthermore, Durban noted that the Dialogue needs tools to track progress, examples of good practice and the Dialogue's impact.

In particular, several cities noted that the Dialogue is an opportunity to collaborate on the issue of human mobility. First, to support immigrants within cities. Milan wants to create connections with other cities, to see human mobility more as a process with cooperation between cities of origin and destination, for instance on issues of family reunification or unaccompanied minors. Secondly in supporting safe and legal movement between cities. In this respect, Durban noted that bridges with (origin) cities are important to facilitate (voluntary) return for migrants. Thirdly, the need for technical expertise and capacity. Several cities, including Barcelona, Dakar and Tunis, highlighted the need to improve knowledge management around human mobility. Dakar and Tunis noted a lack of data on immigrants in

their cities, which impedes their ability to provide services for them. Both cities stated they would like a mobility profile of their city, so that they can understand the specific needs of immigrant populations and design specific interventions and partnerships accordingly. Several cities also emphasised the importance of changing the narrative around mobility, such as in Dakar, Mannheim and Zürich.

Finally, some cities emphasised that **funding** is often a constraint in city-to-city partnerships, pointing out that nothing can be actioned without financing. Many see the Dialogue as a means to mobilise financial support. Both Milan and Kanifing outlined their hopes that the visibility of the Dialogue will help leverage public and private funding to assist and propel new city partnerships.

The next phases of the cities consultations will provide an opportunity to further refine, discuss and develop ideas and proposals for collaboration and partnerships.

5 Conclusion

Two overarching priorities unite cities in Africa and Europe: inclusive and sustainable growth that creates jobs, and social inclusion that leaves no one behind by extending access to services and participation in local decision-making.

Cities participating in the Mayors Dialogue on Growth and Solidarity have an interest in exploring collaboration and practical action in several sectors and industries including tourism, creative industries, technology, port infrastructure, the ocean economy and urban farming. They see migrants and diaspora entrepreneurs as job creators and as an essential workforce. By boosting employment opportunities, they seek to provide youth with an alternative to migration; and they see human mobility as instrumental to upskilling and developing trade and investment relationships.

Cities share a preoccupation with improving the delivery of services and making them more accessible, inclusive and sustainable, including in areas such as public transport, sanitation, housing and urban settlements, education, and public safety and security. They wrestle with funding shortages, securing access to both public and private resources, and with securing sufficient and qualified labour force, which often relies on migrant workers or is impacted by the emigration of essential workers. Cities also need to serve people with different language and cultural backgrounds and address barriers linked to serving undocumented and informal city dwellers.

Lastly, cities share similar challenges when it comes to governing migration at the local level, including a lack of data on migration dynamics and migrants in the city; ensuring the reception, accommodation and basic needs of newcomers, especially those without secure legal status; handling the reunification of families and the return of migrants across cities; and facilitating migrants' participation and representation in local decision-making processes that affect their lives.

Mayors and cities look to transnational cooperation and partnerships to learn from each other, replicate good practice and to build operational commercial and administrative relationships. They recognise that partnerships need to engage – from the outset – other stakeholders as full partners, including academia, CSOs, business, regional and international organisations.

The Dialogue acts as a broker for international partnerships, helping pairs and clusters of cities test innovative approaches to finding solutions for pressing urban challenges and catalyse new ideas, elevating mayors and cities as regional and global leaders.

To this end, the initiative reaffirms the need for and aims to offer:

- **Opportunities for participating cities to exchange and learn from each other.** Well-designed city-to-city partnerships are crucial in enabling local authorities, as well as other public and private stakeholders, to take part in participatory ways of working.
- **Match-making support for cities and partners to explore and develop strong collaborations.** This will provide project development assistance and links to funding opportunities. The Freetown-Milan partnership is a good example, but only one of the first test cases for new approaches.
- **Development of joint political messaging to engage city residents and shape the priorities of regional organisations in the African and European contexts.** Empowered as local leaders, mayors serve to amplify the voices of urban communities and inspire successes globally.
- **Action-oriented research and analysis to underpin and inform dialogue and cooperation between African and European cities.** A better picture of conditions on the ground is pivotal to understanding and addressing global challenges in urban contexts.

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Annex 1 Matrix of participating cities' interests and priorities

Table A1 provides an overview of cities' sectoral and policy priorities, organised under two overarching goals: sustainable and inclusive growth, and social inclusion and access to services.

Table A1 Participating cities' interests and priorities (July 2020)

City	Sustainable and inclusive growth						Social inclusion and access to services						
	Youth employment & job creation	Green growth	Technology	Waste management	Creative industries	Tourism	Governance	Housing	Labour, transport & infrastructure	Protection & urban security	Asylum & reception	Culture	Education & employability
Barcelona			Expects to see expansion in its digital sector.			Top tourist destination globally.		Investing in public housing.			Expertise in immigrant access to services, with a dedicated centre and online platform.		
Bristol	Prioritising youth employment and innovation. Bristol's 'One City' plan has a strong youth focus. Expanding construction and services sectors.	UK city leader on low carbon initiatives. Planning zoned green transport zones.	Expects to see expansion in its digital sector.		Fast-growing creative industry.			Accommodation shortages are a major problem - sustainable housing a priority. Homelessness is a big issue and a priority for city programming.	Planning to make public transport more sustainable. Recent investment in a new bridge to improve inner-city transport infrastructure.		An official 'City of Sanctuary'.		Interested in ESOL partnerships.
Dakar	Implementing green youth start-up projects.	Wants to improve the use of public spaces to reduce environmental impact.		Improving waste management is a priority.			Home to an international training centre for authorities and leaders.		Wants to make public transport more sustainable. Expanding infrastructure sector, with plans to build new airports across Senegal.	Working on issues of women's security through an international forum.	Home to international governance training centre which includes topic of urban planning and human mobility.		Reducing school drop-out rates for immigrants is a priority.
Durban	Looking to invest in tech and start-up hubs to create job opportunities for youth.	Prioritising recycling for investment, alongside green transport.	Investing in tech hubs over the coming decade.				Looking to invest in leadership and better systems to deliver on the SDGs. Home to an international training centre for authorities and leaders.	Wants to make the property system work for immigrants.	Reforming public transportation to become more equitable and sustainable. Expanding its local airport. Investment in its port is a priority.	Expertise in mainstreaming gender-based violence cross-government.	Hosts a provincial council addressing marginalisation.		Lack of skills recognition in the informal sector is an issue.

Table A1 Participating cities' interests and priorities (July 2020) (continued)

Freetown	Prioritising job creation for youth. Freetown Youth Council help shape the Transform Freetown Agenda.	Environment a priority in the Transform Freetown Agenda		Waste management is a pressing issue and a priority for investment.	Rapidly emerging fashion and textiles industry.								
Kampala		Engaging in climate change programming				Wants to increase investment in tourism.							
Kanifing	Investing in youth efforts in entrepreneurialism and greening-up the municipality.			Improving its waste management system is a priority.	Creating an artist-in-residence programme at the new public library.	Tourism is a core revenue stream.	Home to transparent and inclusive government initiatives.		Creating first municipal bus service; hoping to create an equitable public transport system.				
Mannheim			Investing in entrepreneurship through its network of start-up centres (including tech) .				Hopes to invest in social housing.					Culture is a focus – the city is a UNESCO city of music.	
Milan		Investing in green transition, especially in urban food policy.		Award-winning differentiated waste management system.	Global leader in the fashion industry.				Innovating new tools to address gender-based violence.	Investing in immigrant access to services through a number of dedicated centres.			
Tunis		Hopes to make public energy more sustainable.		Improving its waste management system is a priority.		Tourism sector is rapidly developing.	Engaging in a process of decentralisation.		Wants to upgrade and extend public transportation.				
Zürich		Expertise in the energy sector. Investing in sustainable construction.	Growing tech industry (including biotech), investment is a priority.	Expertise in waste management.					Expertise in public transport.	Proposals for 'urban citizenship' through a city ID card scheme to increase access to services.			



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