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Bachelor Thesis:

The effectiveness of city networks in the field of migration

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Abstract

The global community is presently facing a steady increase in migration waves, which causes a multitude of challenges. Cities are crucial actors regarding the acceptance and integration of migrants into the host communities, however, they face various obstacles to reaching their full potential due to institutional and political constraints. Nonetheless, in recent years, cities have become more present in the global arena and have been advocating causes more intensely. One mechanism for cities to evade political restraints, advocate their demands, and exploit their potential to adequately address migration issues is through city networks. Most city networks are formed regarding climate and health policy advocacy, however more and more migration networks emerged over the past decades. The question remains whether they are effective tools for cities to address migration challenges and create action plans. Thus, this thesis examines what an effective network constitutes and the potential of the network Arrival Cities. The research is based on a systematic literature review constituting 17 articles, as well as a document analysis of the network Arrival Cities. The analysis concluded that migration city networks bare the potential to support cities in the creation of policy outputs in form of action plans and concepts.

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1. Introduction

Migration is not a new phenomenon but has been around since the beginning of human history. However, in the past decades, there has been a significant rise in migration flows posing an increasing challenge for the global community (United Nations, n.d.). Migration can have multiple causes, ranging from voluntary change of settlement to forced displacement due to political prosecution, domestic conflicts, human rights violations, or ecological threats such as natural disasters or climate change implications (United Nations, n.d.; McAuliffe & Triandafyllidou, 2021).

Despite the reason for their initial change of place, most migrants chose to settle down in urban areas making cities crucial actors in addressing the influxes and the integration of migrants into the host societies (Chacko & Price, 2012). While migration policies are mostly concluded at the national level, the local level must implement these policies, as well as find solutions for unique problems or challenges that are not addressed by the national policies (French et al., 2018). Thus, it is crucial for cities to address these idiosyncratic challenges, not only to establish a thriving and welcoming community and to benefit from a multicultural society and its diversity, but also to reduce social tensions and promote social inclusion and cohesion (Chacko & Price, 2012).

Despite their exigence to create their own action plans and policies tailored to their needs, cities face diverse obstacles, such as limited resources and expertise, lack of funding, or national and institutional constraints (Acuto et al., 2017; Bulkeley, 2006; Oomen et al., 2018). This does not pose only as a disadvantage for local governments but has a social impact and can also lead to their institutional overload. The constraint of cities to address challenges of any nature immediately and efficiently influences citizens and their quality of life directly (Chacko & Price, 2012). City leaders have a multitude of mechanisms at their disposal which shows their commitment to a cause and their desire to promote change. These mechanisms include demonstrate public commitment through announcements, projects, and directives or through permanent committees and agenda-setting (French et al., 2018; Curtis & Acuto, 2018). However, these mechanisms cannot address issues such as limited resources and funding or the general lack of expertise in certain fields; to overcome these setbacks, networks have proven to be a valuable asset for city governance. Networks act as a form of think tanks, providing a platform for evaluation, communication, and cooperation and give city leaders the ability to exchange knowledge and good practices, while having access to more funding and resources (Acuto et al. 2017; Curtis & Acuto, 2018; Oomen et al., 2018).

In the field of migration, networks are created more frequently, often with a focus to support cities when it comes to the challenges of social inclusion (Chacko & Price, 2012). Through the emerging migration networks, cities can create reports and common guidelines (e.g., MC2CM, Arrival Cities, EMN), but can also share their knowledge on good practices or solutions they found for specific challenges (Oomen et al., 2018). This knowledge exchange offers excellent learning opportunities and allows cities to receive new input to develop innovative solutions and promote their own projects (Oomen et al., 2018). Additionally, many networks employ their own experts, which support local governments in creating Migration Profiles, helping them to single out their main challenges to create feasible and concrete Action Plans (ICMPD, n.d.; URBACT, n.d.). Furthermore, on a network level, the participants and experts often come together to use their leverage to advocate their demands and present policy guidelines to national and global actors (ICMPD, n.d.).

It is evidential, that cities have risen to become an integral part of the global policy arena by increasingly using their political powers in fields where they are considered crucial actors (e.g., Migration, Health Care, Climate Change). But despite them becoming steadily more influential, cities are still restricted in their action potential (Peters et al., 2017; Acuto et al., 2017). While networks are often depicted in the literature as inherently beneficial governance mechanisms, their role and effectiveness in the field of migration are rarely addressed (Peters et al., 2017).

Hence, this thesis examines if networks are effective mechanisms to support cities in creating appropriate solutions for migration-related challenges. Accordingly, this thesis will address the following research question:

Does the membership in a network support cities to create migration policies and action plans?

Answering this question has scientific as well as societal significance. Migration is not a phenomenon that is short-lived and current issues such as the climate crisis lead to a rise in environmental migration flows (United Nations, n.d.). International migration has been increasing steadily with over 280 million individuals accounted as migrants in 2020, hence the ability of cities to address migration challenges effectively has a direct influence on the well-being of citizens and migrants (McAuliffe & Triandafyllidou, 2021). The academic relevance lies in giving an overview about effectiveness criteria for city networks and thereby addressing the research gap regarding networks in the field of migration. To examine the use of networks is additionally interesting for the field of public administration since networking is a government strategy and hence is important to evaluate whether they function as a strategy. The aim of the thesis is to shed light on the potential of networks for cities in the field of migration. Consequently, the sub-questions are as followed:

Sub-question 1: What are conditions for network effectiveness in city networks?

Sub-question 2: What are conditions for network effectiveness in city migration networks?

Sub-question 3: Does the Network Arrival Cities support cities in creating policy output?

The remainder of the thesis is organized as follows: Chapter two depicts the theoretical background. Chapter three presents the data collection process and the underlying methodology, while chapter four describes the codebook used for the analysis. Chapters five and six present the systematic literature review (SLR) and the document analysis. Chapter seven discusses the main insights of the analysis and concludes the thesis.

2. Theoretical Background

2.1 Network Governance

The literature on network governance went through a phase of euphoria, depicting the mechanisms of networks as something intrinsically positive (Kenis & Provan, 2009). Networks provide a platform for its members that unites the notions of lobbying, advocacy, cooperation, and respect for political alliances. Especially their ability to create close cooperation between actors and enhance community capacities was focused on in the early stages of network euphoria (Kenis & Provan, 2009; Streck & Dellas, 2012).

Due to the trend of globalization, problems are getting increasingly more complex and are transcending national borders. With the rise of global and simultaneous issues, singular actors struggle to adequately address issues or establish long-term solutions due to inflexibility, the lack of knowledge and resources, or because possible actions lie outside their jurisdiction (Peters et al., 2017; Streck & Dellas, 2012). Networks, whether they are formal or informal, offer a more flexible approach for actors to address arising challenges through knowledge exchange, consultations, cooperation, or negotiations of possible actions (Streck & Dellas, 2012). The benefit of being part of a network for actors is the access to great expertise and aggregated knowledge, through the facilitated cooperation and communication of all

participants. This close-net cooperation and diverse knowledge accumulation also increases innovativeness, which is needed to address complex issues by including different perspectives, ideas, assets, and practices (Streck & Dellas, 2012). Besides the facilitation of communication, generation and distribution of knowledge, networks also can strengthen negotiating power, and enhance coordination and effectiveness of policy approaches (Streck & Dellas, 2012). Furthermore, they can create easier access to resources such as funding or human capital. Additional financial resources can be gained through the participation of global actors within networks that provide funding, while additional human capital from the administrative body of the network often comes with additional monitoring and evaluation. Consequently, networks are considered an important alternative governance mechanism to deliver public goods and implement public policies compared to traditional hierarchical governance mechanisms (Kenis & Provan, 2009; Provan & Milward, 2001). However, despite the popularity of networks within academic circles, there is no uniform definition among scholars of what a network constitutes of. This thesis adopts the definition put forward by Kenis and Provan, one of the most cited scholars, which define the concept of networks as follows:

„Networks, consisting of three or more organizations that consciously agree to coordinate and collaborate with one another, are used to deliver services, address problems and opportunities, transmit information, innovate, and acquire needed resources.” (Kenis & Provan, 2009, p. 440).

Actors (or nodes) are linked together through multiplex and interdependent relationships within the network due to their deliberate cooperation (Kadushin, 2004). Multiplexity manifests itself in two ways, in role and content multiplexity, the latter describing the possibility that a tie between two nodes can have more than one purpose. A tie can consist of giving advice to one another, but the “ideas flowing through the tie” (Kadushin, 2004, p. 27) can range from providing information or solutions, over reaffirmation to providing credibility for a proposed plan (Kadushin, 2004). Another characteristic of networks, despite their aforementioned services, is their structural composition. Networks can be distinguished into different types, based among others on their functionality, actors, boundaries, administrative form, and presence or absence of ties. Each type of network serves a different purpose and is designed for different desired outcomes (Kenis & Provan, 2009). Despite the different structural compositions networks conventionally interact on the basis that all participants share a common interest, e.g., policy outcomes and view cooperation as the best way to achieve their goals (Kenis & Provan, 2009; Provan & Milward, 2001). One example of a type of network are city networks. City networks are defined as an “institutionalized governance structure facilitating city-to-city and city-to-other actors’ cooperation” (Acuto et al., 2017, p. 15). They are characterized by the main membership of cities and their “reciprocal and established patterns of communication, policy making and exchange” (Acuto et al, 2017, p. 15). City networks are considered a mechanism of city governance and are used to delocalize the policy making process by involving other regional, national, or international actors, as well as to facilitate engagement with other actors (Acuto et al., 2017).

The literature on city networks differs slightly from the literature on network governance. Generally, for public actors like cities, the use of networks is primarily a mechanism to demonstrate their dedication to a specific cause and their desire to create change (French et al., 2018; Curtis & Acuto, 2018). The overall benefits of joining a network are similar for any actor, no matter what sphere they belong to. For cities, the appeal lies within the access to more knowledge and resources, but also the political opportunities and leverage to be represented at a national or international level (Budd & Sancion, 2016; Leffel & Acuto, 2018). The political commitment of city leaders and their enrichment through networks can be seen through the adaptation of good governance projects, the creation of action plans and policies or institutionalization. There are two distinctive streams within the city network literature, the first concentrates on factors predicting whether a city will join one or multiple networks, while the second one studies the network performance.

In terms of the first stream, despite the initial positive resonance of network within the literature, networking is not intrinsically positive, but also involves possible burdens and challenges for actors. Challenges for cities to join a network are mostly of structural or financial nature, but some networks also have membership requirements such as a participation fee, economic situation or demographic conditions, such as population size (Geldin, 2018). The first being especially challenging since local governments are already strictly restrained in their allocation of funds and their overall budget (Acuto et al., 2017). Besides these conditions from some networks, challenges mainly arise because cities lack resources or support. Networks thrive on active participation; hence actors need to invest additional time and work to contribute to the working progress and knowledge exchange within a network. For cities that are already on the brink of their capacities, joining a network means more additional costs in the beginning in form of transactional and organizational costs before they benefit from their membership (Provan & Milward, 2001). While city leaders need to consider their institutional capacities before joining, they also need to receive enough political support from their communities to justify extra expenses (Budd & Sancion, 2016). Besides these obstacles, there is also an abundance of city networks, with more being created frequently (Lacroix, 2021). With the rising number of networks within the same field and often similar aims, it is increasingly difficult to decide which, or how many, networks to join and to establish which network would bring the most benefits to the community.

The second stream evaluates the performance of networks. Despite the euphoria within the literature, there is no guarantee of the effectiveness of networks. The effectiveness, and thus performance of networks, depends on a multitude of factors and the overall goal of the network. Most commonly the literature evaluates the effectiveness based on the network management, size and turnover rate, resource acquisition and distribution, cooperation management and task integration (Kenis & Provan, 2009; Provan & Milward, 2001). Situations where a network is not able to provide its promised services, or the newly created dependencies between members lead to conflict of interests, can have negative consequences on the performance of the network. This thesis belongs to the second stream of the literature by examining the effectiveness of a migration-related city network.

2.2 Network Effectiveness

The concept of effectiveness is an essential part of the network governance literature. However, there is no uniform approach or definition to assess the effectiveness of a network (Kenis & Provan, 2009). Effectiveness is an important aspect to consider since, despite the euphoria within the literature at first, networks are not a panacea for actors to find long-term solutions for complex issues or generate benefits. Hence the effectiveness of a network is crucial to assess if a network works (Provan & Milward, 2001). One of the most cited frameworks for evaluating public-sector networks has been designed by Provan and Milward. Their framework offers an effectiveness evaluation on three levels, the community, network, and participant level with their own evaluation criteria (Provan & Milward, 2001). In the framework, the authors describe the obligation of a network as a service-delivery mechanism that is destined to add value to the local community that could not be achieved by a singular actor (Provan & Milward, 2001). The overall goal of networks “is to enhance client services through improved access, utilization, responsiveness, and integration, while maintaining or reducing costs” (Provan & Milward, 2001, p. 417), which stands in close relation to the overall definition of Kenis and Provan (2009), that define networks in terms of their purposefulness and functions.

In terms of city networks, most effectiveness evaluations are conducted in the fields of healthcare networks, such as the WHO Healthy Cities Network, or in the field of Climate advocacy, where the most prominent and influential city networks are active (e.g., C40, 100 Resilient cities, Eurocities) while there is very little information about the effectiveness of migration networks (Peters et al., 2017). So, while there is existing literature on the effectiveness evaluation of specific city networks, it is short-sighted to assume that a network that is determined to be effective in the realm of climate activism translates to the same level

of effectiveness in another realm. This is bound to the different aims and structures of the networks, but also because different issues call for different approaches (Provan & Milward, 2001; Kenis & Provan, 2009). Hence this thesis examines whether criteria identified in the effectiveness literature can be transferred to migration city networks.

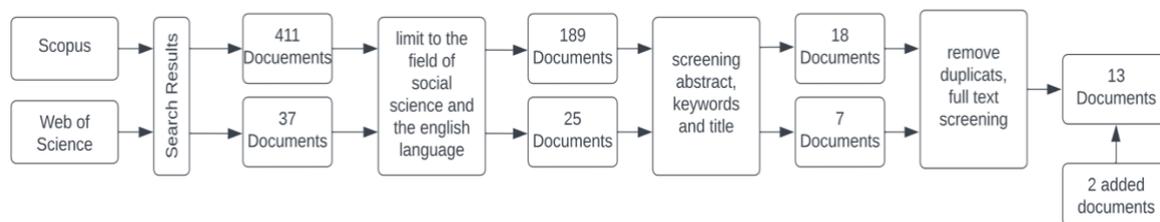
3. Methodology and Data Sources

The thesis is divided into two analysis parts, a systematic literature review (SLR) and a document analysis of the migration city network Arrival Cities.

For the SLR, literature about the effectiveness criteria in city networks and migration city networks was analyzed. This method was chosen since it gives a rigorous and unbiased overview of the state-of-the-art literature and the effectiveness criteria depicted in it to answer the first two sub-questions (Dacombe, 2018).

The screening process of the SLR can be seen in figure 1. For the analysis only peer-reviewed articles were included, that were gathered over the databases SCOPUS and Web of Science. The databases were chosen due to their high regard in the scientific community and their broad coverage of the social sciences (Elsevier, 2020; Clarivate, 2022). To answer the first sub-question the literature was chosen through a keyword search¹. While the first search concluded a variety of articles, two articles, namely Provan and Milward (2001) and Kenis and Provan, (2009) were manually added due to their significance in the network governance literature. The search was limited to articles from the field of social sciences to comply with the thematic focus of this bachelor thesis as well as the study program.

Figure 1: Screening Process



For the second sub-question a similar keyword search was concluded with the additional keyword of “migration”². However, neither database could provide any article, thus the literature was manually gathered over the database Google Scholar. Only articles that were published in the fields of social science and included all the keywords were considered, and after screening the abstracts and a full text screening, four documents were chosen to address the second sub-question. To conduct the SLR, a codebook was developed and applied to the literature with the help of the software atlas.ti. During the coding process, codes were added or adjusted, thus the process falls under the method of mixed coding (Given, 2008).

A document analysis was chosen to answer the third sub-question, since it offers the opportunity to analyze the key criteria gathered during the SLR and to possibly reveal patterns and differences between city networks and city migration networks regarding effectiveness (Given, 2008). The methodology is adequate to analyze and compare the policy output to be able to identify similarities and discrepancies between the policy outputs of the municipality and the networks, while simultaneously identifying differences between the member’s

¹ TITLE-ABS-KEY ((„city networks“ OR “trans municipal networks”) AND (“performance” OR “effectiveness”))

² TITLE-ABS-KEY ((„city networks“ OR “trans municipal networks”) AND (“performance” OR “effectiveness”) AND (“migration”))

Integration Concepts. The document analysis is conducted using the migration city network Arrival Cities. Arrival Cities is a regional European network that operates under the umbrella of URBACT during the period of the refugee crisis (2015-2018) (Lacroix, 2021; URBACT, n.d.). The network was chosen since migration networks are mostly a European phenomenon, thus the choice was related to the geographical focus, as well as the development stage of the network to ensure that they are not still in the organizational phase (Lacroix, 2021; Provan & Kenis, 2009). Documents of two members were analyzed to identify whether they were similarly affected by their membership and if not to examine what differences could cause to influence the effectiveness of the network. Table 1 illustrates the documents included in the analysis.

Table 1: Documents used for the Document Analysis

Type of Document	Documents analyzed
Digital Report	Newsletters
Policy Document	Integration Concepts
Websites	Websites URBACT/Oldenburg/Dresden Blog Arrival Cities
Conference Reports	Workshop Reports: Social Cohesion/Educational Services/Civic Participation/Reception/Labor Market inclusion Final Report of the project Arrival Cities Report Migrants Perspective
Strategic Plans	Integrated Action Plan (published by Arrival Cities)

4. Codebook

The codebook³ consists of five overarching themes, each theme depicting conditions for effectiveness that focus on a different level of the network. The themes include *member level*, *network outputs*, *internal network characteristics*, *exogenous conditions*, and *network outcomes*. The criteria are assigned to either city network or migration city network effectiveness literature string. Since both strings look at the concept of effectiveness in city networks just with a different focus, most criteria were correctly suspected to be found in both literature strings. Below, Table 2 depicts an excerpt of the Codebook, which shows the theme of *network outputs*.

Table 2: Conditions for Effectiveness in the realm of Network Outputs

Criteria	Description	Author	City Networks	Migration City Network
NOP (Monitoring, Reporting, Verification)	Monitoring mechanisms that ensure that cities follow norms and guidelines, and implementation processes, open reporting of city	Palomo-Navarro & Navío-Marco (2017); Gordon & Johnson (2018); Bansard et al. (2017); Dumala et al. (2021); Plümer et al. (2010); Donchin et al. (2006); Papin (2019);	x	x

³ Full Version in the Data Appendix

	process to bring accountability and transparency	Domorenok (2019); Heinelt & Niederhafner (2008); Geldin (2019); Oomen (2019); Spencer (2022)		
NOP (Technical Assistance)	Services that include exclusive access to intangible resources over a shared platform	Palomo-Navarro & Navío-Marco (2017); Gordon & Johnson (2018); Dumala et al. (2021); Papin (2019); Domorenok (2019); Geldin (2019); Oomen (2019)	x	
NOP (Knowledge Sharing & Capacity Building)	Facilitation of exchange of knowledge, information, good practices etc.	Palomo-Navarro & Navío-Marco (2017); Provan & Milward (2001); Dumala et al. (2021); Plümer et al. (2010); Donchin et al. (2006); Tortola & Couperus (2022); Domorenok (2019); Geldin (2019); Caponio (2019); Lacroix (2021); Oomen (2019); Spencer (2022)	x	x
NOP (Resources)	The acquisition and distribution of additional resources, such as funding, experts, labor power	Palomo-Navarro & Navío-Marco (2017); Gordon & Johnson (2018); Kenis & Provan (2009); Provan & Milward (2001); Dumala et al. (2021); Plümer et al. (2010); Papin (2019); Domorenok (2019); Heinelt & Niederhafner (2008); Geldin (2019); Lacroix (2021); Oomen (2019); Spencer (2022)	x	x
NOP (Communication & Coordination)	Coordination of common projects, meetings, conferences, reports	Palomo-Navarro & Navío-Marco (2017); Bansard et al. (2017); Kenis & Provan (2009); Provan & Milward (2001); Dumala et al. (2021); Plümer et al. (2010); Papin (2019); Domorenok (2019); Heinelt & Niederhafner (2008); Caponio (2019); Oomen (2019)	x	x
NOP (Benchmarking)	Creation of common rules, norms, guidelines, strategic goals to ensure	Palomo-Navarro & Navío-Marco (2017); Gordon & Johnson (2018); Bansard et al.	x	x

	coherence, steer members towards overall goal, and ensure clear evaluation criteria	(2017); Dumala et al. (2021); Plümer et al. (2010); Donchin et al. (2006); Papin (2019); Domorenok (2019); Domorenok (2019); Heinelt & Niederhafner (2008); Caponio (2019); Lacroix (2021); Oomen (2019); Spencer (2022)		
NOP (Symbolic Notion)	The mechanisms of advocacy, shaming, showcasing, and storytelling are used to demonstrate knowledge and legitimacy	Oomen (2019); Spencer (2022)		x

The following section explains the choice of criteria and what they contain.

The theme *network outputs* is crucial for this thesis since it summarizes the services offered by a network that revolve around cities' initial desire to join the network. The codes describe services that are sought out by cities to circumvent their financial, institutional, or political restrictions; hence these services are important factors for the perceived network effectiveness for cities (Peters et al., 2017; Acuto et al., 2017; Curtis & Acuto, 2018; Oomen et al., 2018; Bulkeley, 2006).

All but three articles mention the mechanisms of *knowledge sharing & capacity building, coordination & communication, and resources* that summarize services that offer additional resources such as expertise, labor power or funding. *Technical Assistance* is another method of facilitating communication and the access to further knowledge over a common database, however, this service was only mentioned in seven out of 13 articles in the city network effectiveness literature. Other mechanisms, which are mentioned frequently, that are used by networks to ensure cohesion and that all members follow a certain path to success, are the concepts of *benchmarking and monitoring, reporting & verification*. The last code *symbolic notion* is exclusively found in the migration city network articles and relies on the desire of cities to strengthen their own (accumulated) power and gain legitimacy (Oomen, 2019; Spencer, 2021).

A closely related and equally important theme is the section of *network outcomes*. The category describes the desired outcomes of cooperation for cities on a national or international level in form of increased visibility and power. It combines the codes *legitimacy* and *leverage*. *Legitimacy* can be added to member actions, such as policies, through their connection to a network, which helps cities to be taken more seriously on an international level (Oomen, 2019; Spencer, 2021). Additionally, six articles describe the criteria *leverage* as the concentrated representation of cities at the global level and their connection and influence over global actors through the network. These criteria focus thus more on the effect that the network services can have for cities.

The theme of *member level* is relevant since it describes the contribution members must make for a network to function, while also including network services that are directly aimed at the relief of the participating communities. Thus, this theme summarizes actions that add to the perceived effectiveness of networks by cities (Provan & Milward, 2001). Around half of the articles mention the codes *political commitment, active participation, and implementation & obligation fulfillment*. These criteria are considered to be actions, that are taken solely by the members to avoid band wagoning, ensure smooth cooperation, and the obligation to follow

established norms, so that strategies can be formulated and ideally be implemented. The rest of the codes (*costs to community, public perception, capacity building, social capital*) revolve around the effects networks can have that are directly focused on the relief of the community through cost reductions, strengthening of institutions and changing the dialogue over issues, such as irregular migration. These codes are mostly presupposed or direct results of the mechanisms mentioned in the theme *network outputs*.

Internal Network Characteristics combine codes that describe internal characteristics that can influence the network's effectiveness. 56 out of 340 coded passages revolved around INC criteria such as *form, group size, group turnover, subnetworks, membership overlap, connection to other networks* and *network management*. They depict the structure of the network that influences the cooperation between members, the design of overall goal outlines and services, the flow of information and the internal stability. Other criteria are more focused on the network decision and visions of strategic and overall goals, and membership requirements (*differentiation, feasible goal, diversity*). Furthermore, the concept of *trust* is included in four articles since the level of trust can have a great influence on the stability within the network and the cooperation between actors, however, it is a highly difficult concept to measure and exceeds the aptitude of this analysis.

The last category *exogenous conditions* depicts criteria that describe exogenous traits that can influence the effectiveness of a network. This theme combines the codes of *geographic proximity, political environment, and development stage* which were found in 21 out of 340 coded passages. They are all factors that the network has no influence over or which cannot be changed. Due to the nature and focus of this thesis, exogenous conditions will not be looked at during the analysis of the network, nonetheless, they are important factors that shape the effectiveness of networks and should not be overlooked (Kenis & Provan, 2009).

5. Systematic Literature Review

In the following analysis, the criteria are synthesized regarding their overarching theme to simplify the analysis process. It is striking that especially the themes of *network output and outcome* were important for migration networks, while the articles focusing on city networks additionally put a great emphasis on the *member level* and *network characteristics*. However, it is crucial to understand that the criteria do not stand alone but are connected, influence or presuppose each other. Additionally, while both literature strings were coded separately, they are analyzed in context with each other, firstly to understand what differences and similarities there are but also since the effectiveness literature on migration city networks does not introduce new criteria but rather lays different emphasis.

Almost all criteria were mentioned in both literature strings, however, they were not regarded with the same significance. Overall, while most mechanisms were considered equally important, migration networks put a great emphasis on mechanisms such as *symbolic actions, legitimacy, and leverage*, which were hardly mentioned in the city network literature. Surprisingly the criteria of *monitoring* was not seen as important, compared to networks functioning in other fields. It is also noticeable that the articles about migration city networks generally did not consider the level of member action or the network characteristics as crucial for the effectiveness as it was depicted in the other literature string. The focus was primarily on the network's abilities to improve the member's action potential on influence on an (inter-) national level.

Figure 2: Network Output and Outcome Criteria

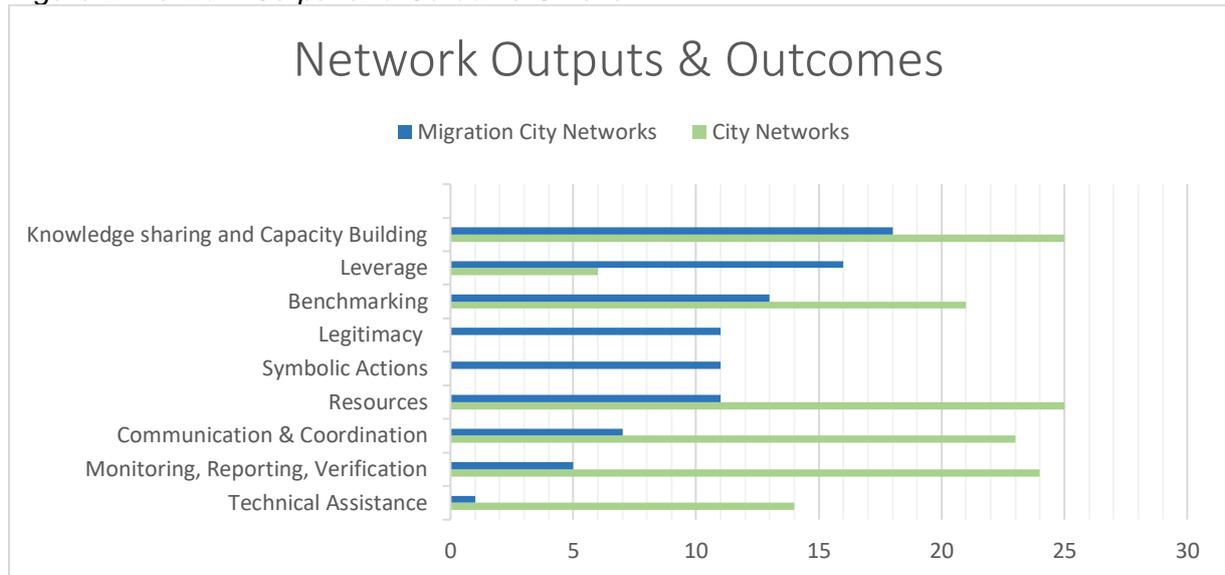


Table 2 depicts how often the criteria were mentioned as effectiveness conditions in the literature. The criteria found in this section are closely connected to what are considered benefits of network membership in the network governance literature and are thus expected to be of high significance for cities in their evaluation of network effectiveness (Streck & Dellas, 2012). As can be seen, most criteria have relatively high scores in proportion to articles available in both literature strings, as was expected, since basic services such as *knowledge sharing & capacity building*, *benchmarking*, *coordination* and *resource acquisition and distribution* are of high importance for cities regardless of which issue the network is dedicated to (Palomo-Navarro & Navío-Marco, 2017; Provan & Milward, 2001; Oomen, 2019).

It was expected that these criteria are of great significance since networks are commonly described as think tanks, that support cities by providing a platform to share their knowledge, good practices, and ideas, while simultaneously assisting them by giving them access to additional resources in form of expertise, capacity building or funding (Streck & Dellas, 2012; Acuto et al. 2017; Curtis & Acuto, 2018; Oomen et al., 2018). Also, *benchmarking*, meaning the establishment of common norms, rules and a clear plan with strategic goals and guidelines, is seen as a significant effectiveness criterion, since it establishes coherence among the members (Palomo-Navarro & Navío-Marco, 2017; Heinelt & Niederhafner, 2008; Oomen 2019). These criteria are interrelated, e.g., the ability of a network to guarantee a close cooperation can only be guaranteed if there is a smooth communication between members, while the establishing common strategic goals helps to steer the knowledge exchange and organization of conferences in a desired direction that ultimately can lead to concise strategies and action plans.

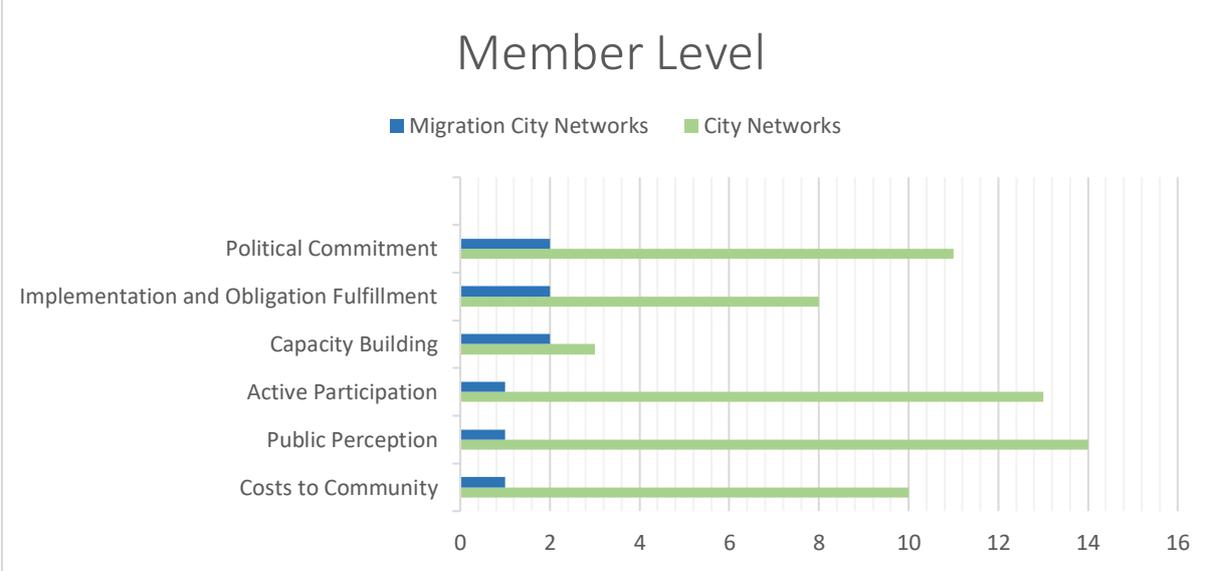
While the criteria of *monitoring* and *technical assistance* were regarded as crucial for the effectiveness by over half of the authors in the city network string, they were hardly mentioned in the context of migration city networks. The use of technical assistance, such as a common database is often used as an additional path to ease communication and information flows especially in networks where members are separated by great distances (Palomo-Navarro & Navío-Marco, 2017; Dumala et al. 2021). Since most migration networks analyzed are regional networks, there might not be a great need for additional communication over a shared database. Another explanation could be that due to the limited number of papers found for the migration city networks analysis, the concept of technical assistance does exist and is helpful but is not seen as crucial as other services or simply was not addressed because of different thematic focuses. For the issue of *monitoring* the discrepancy could be traced back to the nature of the networks. Networks that function in the context of healthcare or global warming often have more tangible and measurable goals, such as the introduction of local strategies or monitoring mechanisms to hold members accountable to adhere to the 1.5C climate goal

(Gordon & Johnson, 2018; Bansard et al., 2016). In the field of migration, most networks focus on changing the public perception, strengthening social cohesion, or reducing discrimination, which are more complicated to measure or monitor immediately (Caponio, 2019; Spencer, 2021). Technical tools used in climate networks are easier to report since clear values and goals can be set in advance, while for social tools used in migration-related networks, it is complicated to set common standards and monitor efforts such as building social cohesion. Additionally, most cities face individualistic challenges making it increasingly more difficult to create common monitoring mechanisms.

The criteria of *symbolic notions* is seen as especially crucial in the field of migration. The significance could be attributed to their overall aim, which while supporting the cities, often lies within changing the public discourse as well as showcasing the shortcomings of the national level in addressing the issue adequately. Since neither cities nor networks have the legal power states have, they need to fall back on advocating, shaming bad, and showcasing good practices to influence the actors in charge of migration policies. This is also often done since migration challenges are highly individualistic and common actions or goals are more difficult to coordinate. Advocating and shaming however still gives them the opportunity to draw attention to e.g., human rights violations in refugee camps or deficiencies in national programs, while presenting fundamental concepts that can be adopted by other actors to facilitate a peaceful integration of migrants and changing the public discourse (Oomen, 2019; Spencer, 2021).

Regarding the theme of *network outcomes*, we see that both codes, *leverage* and *legitimacy*, are more frequently mentioned in the context of effectiveness regarding migration. Both are tightly related to the mechanisms of symbolic actions and are a result of the goal setting of networks in the field of migration (Oomen, 2019; Spencer, 2021). The increased significance for *legitimacy* and *leverage* compared to other fields such as healthcare can be explained by the restrictions of cities due to national policies, and their limited access to actors that can influence the migration agenda (Lacroix, 2021; Oomen, 2019; Spencer, 2021). For European migration networks legitimacy is important to increase their visibility and be able to promote their practices, while a high leverage gives them the possibility to work together with institutions such as the EU and therefore influence the European agenda, which consequently influences Member states policy agendas.

Figure 3: Member Level Criteria



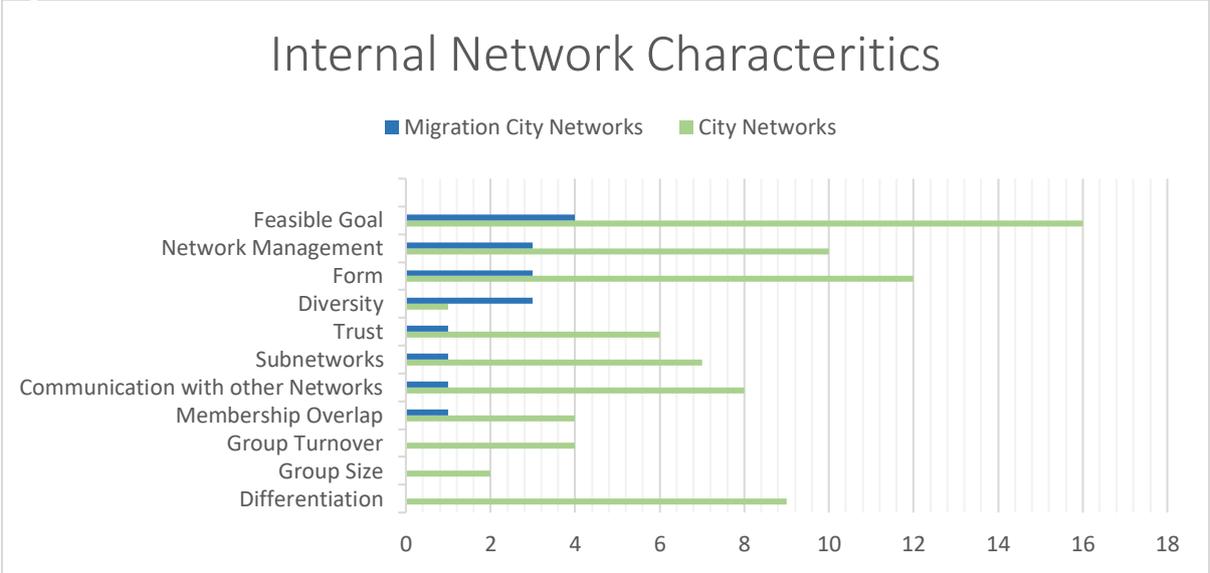
The theme of *member action* was regarded as important criteria in the city network string, with an emphasis on the need for *active participation*. The migration city network articles mentioned these criteria as well, but do not go into much detail about their significance (Lacroix, 2021;

Oomen, 2019; Spencer, 2021; Caponio, 2019). The discrepancy could once again be explained by the difference in available texts, but also due to the focus of different papers. The level of member action and community relief criteria for effectiveness is a level of analysis that is not always included to evaluate the performance of networks since the focus is often put on network influences in the global arena (Provan & Milward, 2001). Hence it is not unexpected that these criteria score lower, however, that does not mean that they are not important criteria for effectiveness.

Political commitment and support from their communities are crucial aspects for cities to actively engage, build additional capacities and create action plans, since the participation in a network comes with initial transactional costs and extra expenses that need to be justified to the community (Kenis & Provan, 2009; Donchin et al., 2006). The criteria of *public perception* were introduced by the authors Provan & Milward (2001), who create a layered effectiveness model for public networks. One of their analysis levels is the community level which focuses especially on the perceptiveness and needs of the city concerning effectiveness (Provan & Milward, 2001). While the authors made a significant contribution with their work within the network effectiveness literature, only three articles focus on *public perception* as an effectiveness indicator in the city network literature (Palomo-Navarro & Navío-Marco, 2017; Provan & Milward, 2001; Domorenok, 2019).

The disregard for this criterion could have multiple causes. For one the change of public perception is complicated to measure, without conducting a long-term study that gathers data about the community before, during and after the participation in a network. Furthermore, it could be that authors interchange the indicator of *public perception* with the criteria of *leverage* and overall visibility on an international level. For example, the migration network literature connects public perception to an international level, and the network's visibility and ability to influence the agenda-setting rather than the community (Oomen et al., 2019; Spencer, 2021). So far there is no distinct reason detectable for the lack of public perception research, it would be an important issue for future studies, especially since public perception influences the political support within a community.

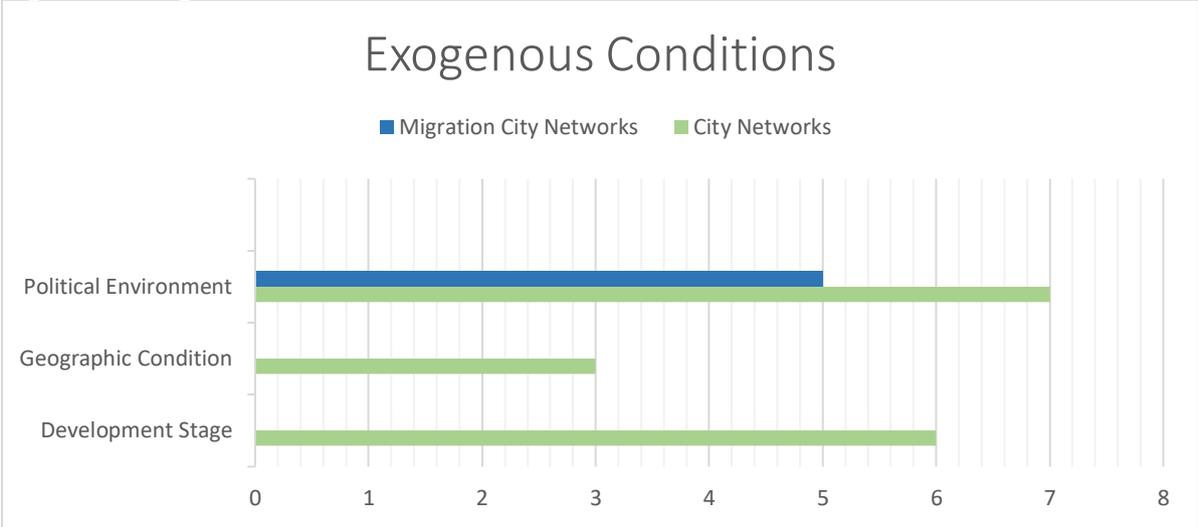
Figure 4: Internal Network Characteristic Criteria



Internal characteristics, such as the *form*, *group* and *management* constellation have a great influence on the network itself. The *form* and *management* determine which services can be offered, how cooperation is shaped, and which goals can be reasonably achieved. In terms of goal achievement, it is important that the strategic and operative goals set, are feasible for the network's capacity (Kenis & Provan, 2009). Thus, it was not surprising that these criteria were assessed as important for effectiveness in both literature strings.

Another two criteria that go hand in hand are *diversity* and *differentiation*, which unexpectedly are not seen as crucial as other characteristics. *Diversity* is defined as the diversity of actors in the member pool, which was initially thought to be favorable since it can increase innovativeness (Geldin, 2018). However, it is likely that a large diversity regarding size, economic power, or location, can influence cooperation and participation negatively. Great discrepancies for example in economic powers, could influence project feasibility and implementation processes. A great diversity also means that cities with different desired goals must find a common denominator, which can lead to tensions and can make coherence and the creation of common norms and strategic goals more complicated, hence members lay greater focus on their membership requirements (*differentiation*) (Geldin, 2018; Tortola & Couperus, 2022). Another criteria that scored relatively low is *trust*, which was initially thought out to be of high importance is only mentioned in four articles. However, while *trust* still is an important criteria for successful cooperation, it is difficult to measure and thus might not be a reasonable criteria for the measurement of effectiveness (Kenis & Provan, 2009; Provan & Milward, 2001; Domorenok, 2019; Spencer, 2022). *Group size* and *turnover* are not mentioned in migration-related networks regarding effectiveness. This is probably related to the anyway rather small group size of migration networks which also renders *subnetworks* obsolete (Lacroix, 2021). Furthermore, most migration networks have been established in recent years and only established for a short period, hence turnover rates are lower compared to other network forms (Lacroix, 2021).

Figure 5: Exogenous Conditions Criteria



Exogenous conditions are conditions that influence the network and are thus also influencing the effectiveness of the network; however, they are rarely looked at on their own. They are mostly mentioned in theoretical pieces and are not directly analyzed in case studies (Kenis & Provan, 2009; Provan & Milward, 2001), thus it is not surprising that they are not mentioned as often. *Political Environment* is an important variable for all actors to estimate whether national policies e.g., hinder strategy implementation processes rendering participation efforts useless for cities (Gordon & Johnson, 2018; Dumala et al., 2021). The proximity of members influences communication flows, however, since most migration networks are regional networks, it was not unsurprising that the criteria was not mentioned compared to global operating networks (Bansard et al., 2016; Kenis & Provan, 2009; Dumala et al., 2021). The *development stage* is mostly influencing other criteria, such as goal attainment and services, and is rarely looked upon on its own, hence the low score was not surprising (Kenis & Provan, 2009).

Both strings of literature agree on effectiveness criteria for city networks, however, there seems to be a difference in the assessment of the significance of the criteria. This can be seen especially in the fields of network outcomes and outputs, such as *technical assistance*,

legitimacy, and leverage. While it seems that some criteria were comparably less mentioned in the articles regarding migration city networks, it is crucial to emphasize again that compared to other fields there is very little literature available on migration networks and that only four articles were included in the SLR. Nonetheless, the review supports the effectiveness criteria listed in the codebook and hence they are used as guidelines for the analysis of the network Arrival Cities, despite the criteria that were previously mentioned to either be unmeasurable or that exceed this thesis background.

6. Document Analysis Arrival Cities

The next part of this thesis embodies the document analysis of the network Arrival Cities. The first section gives an overview over the network structure, underlying methodology, its internal characteristics, and its outputs as depicted in the codebook. After that, the case studies of the cities Oldenburg and Dresden follow. The migration profile will be summarized as well as the main expectations going into the cooperation, to later verify whether the participation in the network supported the cities to address said expectations in their Integrated Action Plans (IAP). While the criteria for network effectiveness above are used in the analysis the overall effectiveness definition is taken from Provan & Milward (2001), with the focus on the community relief. Thus, while the effectiveness criteria are looked upon how they contribute to the overall outcome for the effectiveness definition and what their significance to this outcome is.

6.1 Arrival Cities

The network Arrival Cities is a transnational three-year project (2015-2018) organized by the European program for sustainable and integrated urban development URBACT III (URBACT, n.d.). The network is financed through the European Regional Development Fund, European Member and Schengen states, and administrated by the program URBACT itself (City of Oldenburg, 2018; URBACT, n.d.).

Arrival Cities was formed in response to the rapidly arising local struggles due to the Refugee Crisis in 2015, with the primary aim of supporting cities to create IAPs to address local challenges regarding the integration of refugees and migrants (URBACT, n.d.) Hereby the program URBACT focuses on an approach that includes a variety of local stakeholders to adequately address the communities needs and strengths while generating long-term solutions.

The network consists of a rather small group, including ten cities from eight European countries that participated actively throughout the entire length of the program (Vestrini, 2016; URBACT, n.d.). The city of Amadora (Portugal) was nominated as the lead partner and thus cooperated closely with the network's own experts and administrators regarding the organization and the running of the collaboration. In fact, the managerial level of the network consists, besides the local representatives, of a transnational coordinator, strategical coordinator, and a financial officer from Amadora and the network's own lead expert, ad-hoc expert, and communication officer (Vestrini, 2016). Since the network repeatedly emphasizes that its focus lies on cross-national learning opportunities and the knowledge and experience exchange between cities, it is not surprising that their managerial level includes mostly candidates from the cities themselves and only has a few experts to offer additional expertise at their disposal.

The overall aim of the network is to address the question of how migration and integration can be coordinated more efficiently and sustainably through the development of IAPs based on the city's needs while aiming at increasing social cohesion (Vestrini, 2016; City of Oldenburg, 2018). Overall, this goal seems to be rather broad and not highly precise, however, it gives the network the freedom to implore all unique challenges faced by the cities and to include them in city-specific goals, instead of addressing only predetermined issues that might not help the

communities equally. The network structure is adjusted to this flexible management style, by providing the platform and supporting the cities to organize workshops that revolve around a topic of choice with the help of the network experts (URBACT, n.d.; Arrival Cities, 2018). In total five transnational workshops were held that addressed the issues of social cohesion, access to the labor market, reception services, educational services, and civic participation with the aim to educate and exchange good practices. Before the workshops were held, each city received a consultation session, creating a migration profile, determining the main challenges the community was facing, while being subjected to a SWOT-Analysis to determine its strengths and weaknesses. Preceding the creation of the IAPs, the network determined it to be crucial to understand general challenges arising from the process between arrival and integration of migrants (Saad & Essex, 2016). To establish a structure that not only concentrates on the initial reception but also accompanies and supports migrants on their way to integration into the host society, a clear integration definition must be established to adjust local strategic and operative goals accordingly. Other challenges that are important for the integration are the inclusion of a diverse set of actors in planning and executing integration strategies, as well as organizing and officially acknowledging the work of volunteers. The overall aim is the promotion of social cohesion and the strengthening of antiracism and anti-discrimination projects to create an inclusive and welcoming community (City of Oldenburg, 2018). To ensure a diverse set of actors, Local Support Groups (LSG) are established to ensure that the development of the IAP includes as many local voices as possible.

As was established during the SLR, the effectiveness of a network depends on more internal characteristics than the *management, form, and feasibility* of the overall goal of a network. Through the document analysis, however, not all criteria mentioned in the codebook can be thoroughly answered. The criteria of *Membership overlap, internal subnetworks, differentiation, communication with other networks, diversity and trust* are not directly apparent. Nonetheless, through the small size of the group, internal subnetworks do not seem to be necessary since all cities were facing similar issues that were discussed in the workshops. While the communication with other networks or membership overlap was not mentioned, it is known that some participants and managerial staff are also part of other networks (Vestrini, 2016). It is however not palpable whether it had any influence on the knowledge that was exchanged between the members. Also, regarding *differentiation* and *diversity* there was no data available explaining the choice of participants. To gain more information about these factors, additional expert interviews must be concluded and are interesting research points for future studies.

Besides network characteristics, *network outputs* are important factors on the network level to analyze. The dominant mechanisms that were identified over the analysis of the workshop reports and IAP are *knowledge sharing and capacity building* and *coordination and communication* (Vestrini, 2016; URBACT, n.d.; City of Oldenburg, 2018; TU Dresden, 2018; Saad, 2018a). At first glance that seems to contradict the findings of the SLR, where the notions of *legitimacy, symbolic notion* and *leverage* seemed to be of high importance, while they were hardly seen in this network. An explanation for this discovery probably lies in the focus of the network. Arrival Cities, while to some extent representing the members on an international level, concentrates on the enrichment of the community and not the showcasing of city potential in the global arena. The focus of the network lies on the expertise and good practice exchange, however, through the provision of additional experts and their access to more financial resources, another important governance output is *resource acquisition and distribution* (Vestrini, 2016; City of Oldenburg, 2018). As mentioned above the network prepares city-specific strategic goals with the participants, which falls under the mechanism of *benchmarking* (Saad, 2018a). Furthermore, each IAP also includes *monitoring* indicators that are developed with the help of the LSGs (City of Oldenburg, 2018; TU Dresden, 2018). While there is no mention of a shared database that is only accessible to the participants, Arrival Cities is present on social media platforms and has its own blog and website (Vestrini, 2016). The social media presence also connects to the mechanism of *symbolic notion*, which has been identified before to have particular significance in the migration network circles. Through their blog posts and social media posts, the network and the cities themselves created a

platform to showcase their knowledge and good practices as well as gain visibility and add legitimacy to their endeavors.

Most criteria for effectiveness on the network level that were identified as important for migration networks have been identified in the document analysis, showing no deficiencies of the project Arrival Cities. So far it would be expected that the network is effective. Since the effectiveness definition used orientates itself strongly around the member level, the two member cities are being analyzed to identify whether the criteria of the *Member Level* are existing and how they influence the overall effectiveness.

The case studies

The member cities Oldenburg and Dresden were chosen since both are located in Germany and therefore act in the same political environment. However, both cities are faced with different issues and fundamentally different local climates.

Table 3: Demographic data of the case studies

	Oldenburg	Dresden
Population	168,210	567,375
Population with Migration Background ⁴	around 23 % (~38,688)	around 13% (~73,758)
Foreign Population	around 9% (~15,138)	around 9% (51,183)
Refugees allocated since 2010	over 4,400	over 9000
Refugees allocated in 2015	1500	3000

While Oldenburg is considered a small city located in Lower Saxony, it has many global connections through its diverse population and strong economic sector (City of Oldenburg, 2018; Vestrini, 2016). The municipality is a popular emigration destination, due to its thriving economy in the fields of IT, renewable energy, banking, and corporate services and its developed educational sector for tertiary education. In total, the population combines over 140 nationalities, with around 23% of the 166.000 inhabitants having a migration background and 9% being non-German citizens (City of Oldenburg, 2018).

Oldenburg has been a popular destination for migrants since the 60’s with the start of the “guest worker” movement. The municipality is thus not a newly emerging migration destination, however, most of the migration flows directed towards the city were of economic nature before. While the refugee crisis has not been the first time that Oldenburg has taken in refugees, the number of individuals increased significantly during the crisis, with 1.500 refugees arriving in 2015 alone. The sudden influx of refugees poses different challenges than the integration of economic migrants, showing that the municipality as such was not equipped to address the new situation adequately. Therefore, the local government has set the goal to update the local Integration Concept with a new focus of strategic goals for the integration of new immigrants and to pose as a good example on a European level to showcase the concept of an Arrival City (City of Oldenburg, 2018; City of Oldenburg n.d.).

Dresden is a medium-sized city located in the state of Saxony. Being one of the biggest cities in Germany, Dresden has always been a popular destination for migrants. Around 10% of Dresden’s population are individuals with a migration background or non-German citizens. Due to the high number of migrants Dresden has already adapted its educational sector to incorporate additional support for migrants in form of an advisory bureau and services such as

⁴ A person with migration background has either parents with non-German citizenship by law or themselves do not have one

language courses, school and secondary education offers. Not only does Dresden have a strong educational sector, but also their economic sector for high-skilled workers, especially in the fields of manufacturing and high-tech sectors is well developed (TU Dresden, 2018).

It is evident that Dresden, just like Oldenburg, is a city that is not foreign to the process of accepting migrants into their community. However, Dresden used to be a transitional city due to their strong tertiary education sector and is now shifting into becoming a long-term destination for many migrants. During the time of the refugee crisis (2014-2018), over 9000 refugees were allocated to Dresden, resulting in extreme difficulties in providing sufficient shelter, food, and medical assistance, as well as challenges of the long-term integration of refugees. However, the main issue that the municipality is facing is the growing lack of social cohesion and the rise in anti-Islamic, violent, and racist behavior. This drastic split in the society can be seen by the rise of the anti-Islamic organization PEGIDA which publicly demonstrated against the acceptance of refugees into their community and promoted the right for “the preservation of our culture” (TU Dresden, 2018).

6.2 Oldenburg

Oldenburg’s participation in the Arrival Cities network not only helped them gain more visibility and showcase their actions, but also presented them with the opportunity to learn from other cities and receive additional expertise from experts to develop solutions and concepts to prepare the community for a shift in their Integration Concept (IC) (City of Oldenburg, 2018). The municipality decided to lay the focus on four core areas, covering the topics of Language & Social Communication, Intercultural Learning, Labor Market & Employment and Housing & Meeting. After the SWOT-Analysis, strategic and operative goals were formulated in a way that they expand on the city’s strengths, while simultaneously addressing weaknesses through specific recommendations for action (City of Oldenburg, 2018).

The IC was completed two years after the project Arrival Cities came to an end, however, the influences left by the network are clearly visible, through the direct mention in the preface as well as the integration of concepts, recommendations and actions mentioned throughout the participation span (City of Oldenburg, 2018; Amt für Zuwanderung und Integration [AZI], 2020). As advised by the Network, the action plan starts with a clear base definition of the municipality’s integration approach, as well as the presentation of a four-pillar structure for the implementation. Oldenburg sets on the cooperation between their anyway strong civic engagement, politics, administration and organizations, institutions, and companies. The layout of the integration work is set out to incorporate as many civil and local actors as possible to acquire great expertise and involve all levels of society in the integration work (AZI, 2020). Like the categories used in the IAP, the IC focuses on four core areas that are divided into strategic, operative and action recommendations. While the municipality included all strategic and operative actions mentioned in the IAP, there additionally prepared more in-depth action recommendations and specific operative goals (City of Oldenburg, 2018; AZI, 2020).

The following section identifies the content similarities between the IAP and IC, which are additionally documented in Table 4 (Appendix).

In the IAP, five strategic goals were formulated which were almost identically adopted in the IC. All operative goals under the strategic objective of the intercultural opening of the cities administration are found in section 7 of the IC (AZI, 2020). The overall focus lies on better increasing transparency through language mediation and increased access to information, as well as the employment of more individuals with migration backgrounds. The operative objectives of sections B and D revolve around the sectors of education, language offers and labor market integration, and are included in section 4 of the IC. They consist of offering tailored language and education classes for a variety of individuals, such as children, women, teenagers, or disadvantaged groups, such as disabled individuals. The transition to the labor market is supposed to be facilitated through skill training and consultations, as well as

supporting entrepreneurship to encourage cooperation between migrants and locals (AZI, 2020). Section 6 of the IC covers the operative goals of sections C and E of the IAP, which revolve around strengthening social cohesion and civic participation. Oldenburg plans on supporting its volunteers with experts and full-time workers while encouraging migrants to actively participate in the community by strengthening migration organizations and sensibilization training on discrimination and racism for local actors (AZI, 2020).

It is apparent that the IC is based on the objectives concluded in the IAP. Oldenburg continues to promote the values passed on by the network, such as a diverse pallet of actors, while simultaneously focusing on reducing weaknesses such as communication difficulties between local actors, and difficulties in the access and transparency of information and services (AZI, 2020; City of Oldenburg, 20218).

Overall, it is evident that the IC focuses heavily on the community needs and overcoming weaknesses that were identified during the participation in the network Arrival Cities. Oldenburg's IC is a great example of the implementation of network strategies and outputs since both plans are almost identical.

6.3 Dresden

The main objective of the municipality was to gain expertise to identify actions and solutions to improve the social cohesion, while simultaneously creating a more diverse local group to integrate different perspectives and needs into their integration concept. Dresden's desire to improve social cohesion can also be seen in the core themes they decided on for the IAP, namely the minimization of polarization, the rise of awareness and the sensitization of the community (TU Dresden, 2018).

Contrary to Oldenburg, Dresden's IAP does not depict elaborate strategic and operative objectives but mentions vague proposed actions to strengthen social cohesion. Instead of creating a detailed plan, Dresden focuses on showcasing its already existing actions and projects (TU Dresden, 2018). This makes it difficult to determine whether overlaps between the knowledge accumulated during conferences and the IC are interrelated. The IC does show similarities to the IAP, the network structure guidelines and workshop reports published by the network's experts. Just as Oldenburg, Dresden's IC starts with a detailed definition of the integration approach the municipality aims to follow while aiming to include as many actors as possible in the process (Winkler, 2022).

The following section identifies the content similarities between the IAP, workshop reports and IC, which are additionally documented in Table 5 (Appendix). The workshop reports are additionally used for Dresden since the IAP is not elaborated and does not include the information discussed during conferences like the IAP of Oldenburg.

Four out of the twelve proposed actions for the strengthening of social cohesion are included in the IC under sections 7, 9 and 10. The focus is on alleviation of discrimination, separation, and cultural differences through educational measures, opening local spaces of encounter, inclusive sport offers as well as spaces for religious exchange (Winkler, 2022). While the IAP does not include more objectives, the workshops summarize good practices and approaches. Four operative objectives that were concluded in the workshop on educational services are found in the IC. The measures aim to promote multilingualism by offering diverse language classes and organizing concepts about diversity for schools. Furthermore, teachers are aimed to be sensitized, receive further education, and should actively support migrant families through close cooperation to ensure that all information are accessible (Winkler, 2022; Saad & Essex, 2018a). Section 2 of the IC revolves around the transition into the labor market and incorporates a few strategies mentioned in the workshop held in Oldenburg. Once again, the focus lies on diminishing discrimination through education and extensive cooperation with the anti-discrimination office, while promoting cooperation between locals and migrants by encouraging the formation of start-ups (Winkler, 2022; Saad & Essex, 2017a). The workshop regarding civic participation offered three operative goals that were included in section 9 of

Dresden's IC. The operative goals aim at an increased participation of migrants and migrant institutions in the democratic process, through creating advisory structures for migrant organizations and the targeting of migrant groups to be included in advisory boards and councils. Furthermore, local voluntary work is supposed to be encouraged through additional support and official recognitions and awards (Winkler, 2022; Saad & Essex, 2018b).

All approaches taken by Dresden aim to strengthen social cohesion by opening both communities and creating bridges between them by creating common platforms for communication and exchange (Winkler, 2022; TU Dresden, 2018).

6.4 Comparing Oldenburg and Dresden

Even though the network provided the same services for the members, it is evident that its contribution to the ultimate policy outcome of an IC is dissimilar. It is apparent that the presence of effectiveness conditions on the network level alone, as identified before, is not a guarantee for success, as can be seen already in the fundamental differences of the IAP. To determine possible causes for the discrepancies the member level criteria of effectiveness will be identified and compared in the following section.

Both cities show great *political commitment* towards the notion of integration work, which can be seen as already established institutions dedicated to ease the transition for migrants, already existing projects, and comprehensive IC before joining the Arrival Cities (TU Dresden, 2018; Winkler, 2022; City of Oldenburg, 2018; AZI, 2020). Albeit both cities join the network to work towards the easy transition of migrants into the host society, they come from different circumstances. While migration is always met with a certain level of animosity, Oldenburg has a high civic and voluntary engagement and a diverse migrant-rich population, which leads to the assumption that the overall public is in support of Oldenburg's integration approaches. This is also supported by the absence of mentions of hostility from the municipality during the conferences, the planning of the IAP and the focus of the IC primarily lies on the building of transition mechanisms and not anti-discrimination behavior (Oldenburg, 2018; AZI, 2020). Contrary to that, Dresden is faced with a highly divided public opinion regarding migration, reaching into extremist tendencies through the PEGIDA movement (TU Dresden, 2018). It seems thus that, while there is a political commitment from sides of the municipality, the political support of the community differs in both cities. Whether the participation in the network Arrival Cities ultimately had any influence on the *public perception* needs to be measured through different methodologies, such as surveys and interviews, which exceeds the capacity of this thesis.

The criteria of *costs of community and social capital* are also beyond the thesis capacity. However, it became apparent that the project Arrival Cities oriented itself intensively around the needs and desires of its members and formulated tailored IAP's and created communication channels through the establishment of the LSGs. Hence it would not be surprising if in the long-term the municipalities would encounter relief through implemented actions and increased local cooperation (Saad, 2018a; City of Oldenburg, 2018; TU Dresden, 2018).

The main difference that was identified was in regard to *active participation* and consequently the *implementation and obligation fulfillment* that was illustrated in the previous chapter. Oldenburg has been present throughout all workshops and conferences to benefit from the knowledge exchange. That the consultations, good practices, and expertise shared in the conferences influenced the work of the LSG can be seen through the similarities between the workshop reports, network norms and recommendations and the IAP (City of Oldenburg, 2018; Saad & Essex, 2017a; Saad & Essex, 2018a; Saad & Essex, 2018b). Through their detailed

work and active participation, the municipality was able to directly build on the IAP while writing their IC (AZI, 2020).

Dresden also participated in all workshops, however, they faced communication and coordination issues within their LSG (TU Dresden, 2020). The municipality does not specify the nature of the cooperation issues besides time restraints; however, it is noticeable that the IAP, which is supposed to be created by the LSG with the network's experts' support, is consequently considerably less detailed than its fellow members' output (TU Dresden, 2020). Nonetheless, as identified before, there are some similarities between the network output and the IC (Winkler, 2022; Saad & Essex, 2017a; Saad & Essex, 2018a; Saad & Essex, 2018b). The reasons for the cooperation issues remain speculative, whether they are consequences of social tensions, disagreements, or time related, without an interview to gain personal insight. Another possible reason could be that Dresden was not primarily focused on the network output but saw the participation as a mean to gain visibility and legitimacy to live up to their aspirations to be selected as a European Capital of Culture and a City of Future, which are European programs for highly engaged cities in the field of migration work (TU Dresden, 2020).

7. Conclusion and Discussion

To answer the research question, the thesis is based on an SLR to identify effectiveness criteria for city networks, before conducting a document analysis of the network Arrival Cities to examine whether the same effectiveness criteria are applicable to the field of migration city networks since the literature on effectiveness in migration city networks is limited. According to the thesis definition of effectiveness, namely the networks' ability to contribute to and serve the community's needs, the research question focuses on the ability of networks to support cities in creating policy output (Provan & Milward, 2001).

The SLR identified five overarching themes of effectiveness conditions in both city networks and migration city networks. All conditions illustrated in the codebook were identified in both literature strings, except for singular exemptions. It is noticeable that especially the themes of network output, internal characteristics and the member level were regarded to have a great impact on the effectiveness of the network. Especially the criteria of *knowledge sharing*, *capacity building* and *benchmarking* were seen as significant in both strings. While both strings agree on the significance of many criteria, it was noticeable that the migration city network literature assesses different criteria with a higher significance, such as the themes covered in the section on network outcomes. These results were anticipated since all city networks have similar foundations. However, due to their diverse fields of action they differ greatly in the nature of their strategic and operative goals, form, tools, and services. This observation ties back into the theoretical background of effectiveness literature which stresses that the conditions of effectiveness depend on the overall aim (Kenis & Provan, 2009; Provan & Milward, 2001). Hence depending on the structure of the network and on the effectiveness definition, conditions gain or lose significance or become obsolete. Conditions for effectiveness, therefore, seem to depend on the context of the network and the analysis and are not universally applicable.

The document analysis applied the criteria to determine the effectiveness of the network Arrival Cities regarding its ability to support cities to create policy output. The analysis showed that the network concentrated on addressing local needs and challenges, and most effectiveness conditions on the network level could be identified, hence it seems logical to expect that Arrival Cities should be effective since it covers all conditions marked as important in the city migration network literature. However, the results of the member cities were mixed, with Oldenburg creating detailed policy outputs that were later implemented, while Dresden's IAP was sparsely worked out. The noticeable difference between the members was on the Member Level, especially regarding the condition of *active participation*. The high discrepancies between the member due to their different level of engagement corresponds with the theory of network

governance, which stresses that networks are not a panacea but more of a synergy, both are dependent on the contribution of the other to benefit (Kenis & Provan, 2009).

To circle back to the research question, it is evidential that the membership in a network can support cities to create migration policies, as can be seen in the case of Oldenburg. However, the membership alone does not guarantee the creation of quality output as was visible in the example of Dresden. There are many conditions that influence the outcome of a cooperation; therefore, it cannot be universally answered whether the membership in a network is an effective tool for cities in the field of migration, nonetheless, it became apparent that a network can have the potential to support cities in migration-related challenges.

Naturally, the findings of this thesis are limited, due to time and workload restraints. For future research it would be interesting to look at criteria that were not included in this study, to determine the significance they hold for the field of migration and to what extent they influence other conditions and the overall effectiveness of a network. Possible criteria that are suspected to be of importance are exogenous conditions, trust, social capital, multiplexity, nature of the network (co-opted/grassroot) and the time frame of the network (temporary/long-term). To build upon this research, it would be desirable to include interviews in future studies to be able to examine the member level more efficiently. It should be examined how discrepancies between members can arrive, do they solely arise because of the member's actions, or do they indicate failure on the side of the network, and whether there are actions that could alleviate such incidents. In order to increase the validity of the findings further research should include all network members.

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Migration City Network Literature

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11. Appendix

Table 4: Oldenburg Integrated Action Plan and Integration Concept compared

Field of Action	Operative Goals in Integrated Action Plan	Operative Goals Integration Concept Oldenburg
Administration, Organizations, and Institutions	Strategic Objective A: Intercultural opening of city administration In Integrated Action Plan	7. Field of action: Opening of institutions, organizations, and administration to the migration society in Integration Concept
	Operational Objective A1: Increasing the number of city administration employees with a migrant background Operational Objective A2: Strengthening cross-cultural competencies within city administration Operational Objective A3: Ensuring accessibility of information and services	7.1.1 Operational goal: Increase in the number of employees with a migration background in the city administration 7.1.2 Operational goal: Further and advanced training of employees on migration-related issues 7.2.2 Operational goal: Authorities and advice centers have the option of using language mediation if necessary 7.2.1 Operational objective: Ensure access to information and services
Language courses	Strategic Objective B: All immigrants are learning German	4. Field of action: education and work
	Operational objective B1: Promoting adequate language learning services for immigrants	4.2.1 Operational goal: Development of childcare options as part of language courses 4.2.2 Operational goal: Offers of language support measures for disadvantaged target groups 4.2.3 Operational objective: Promotion of pre-school and extra-curricular language training opportunities
Social Cohesion	Strategic Objective C: Strengthening social cohesion	6. Field of action: solidarity 5. Field of action: Living, Housing, Health
	Operational Objective C1: Promotion of cross-cultural encounter and communication	6.1.1 Operational goal: Active promotion of opportunities for participation and design as well as empowerment for people with a migration background

		<p>6.1.2 Operational goal: Reduction and education on racism and discrimination</p> <p>6.3.2 Operational goal: Strengthening the political participation of migrant organizations and transcultural associations/initiatives</p> <p>5.1.1 Operational goal: Information on community work and on open meeting places in the neighborhood/district is transparent, accessible to everyone and understandable</p>
Labor market	Strategic Objective D: Fostering labor market integration of new immigrants and persons with migrant background	4. Field of action: education and work
	<p>Operational Objective D1: Promoting vocational counseling services</p> <p>Operational Objective D2: Fostering entrepreneurship of new immigrants</p>	<p>4.3.1 Operational goal: Support for young people with a migration background in their search for a suitable training position and during their training</p> <p>4.3.2 Operational goal: Support offers for migrants in starting a business</p>
Civic Participation	Strategic Objective E: Strengthening of civic actors within integration work	6. Field of action: Solidarity
	<p>Operational Objective E2: Providing information to support voluntary integration work</p> <p>Operational Objective E3: Empowering migrant organizations</p>	<p>6.2.1 Operative goal: Volunteers are supported in their work with (new) immigrants by full-time employees and their work is valued</p> <p>6.3.2 Operational goal: Strengthening the political participation of migrant organizations and transcultural associations/initiatives</p>

Retrieved from the Integrated Action Plan and Integration Concept of Oldenburg (Oldenburg, 2018, p. 16-21; Amt für Zuwanderung und Integration, 2020, p. 22-39)

Table 5: Comparison of the Network Output and Dresden's Integration Concept

Field of Action	Integrated Action Plan	Integration Concept Dresden
Social cohesion	Building Bridges to minimize polarization in society and increase sensibilization (proposed actions)	7. Field of Action: Societal and social integration, self-organization, and political participation 9. Field of Action: Health and Sport 10. Field of Action: Cultural and religious diversity
	Diversity Integration Dialogue Sport programs Culture shock prevention and cultural evening program	7.16). Development of a municipal diversity and anti-discrimination strategy 9.2 Sport: The city administration ensures that people with a migration background have equal access to all municipal offers and services 10.1.1 further intercultural opening of the office for culture and monument protection, the municipal museums, the municipal libraries, and the Heinrich Schütz Conservatory 10.1.6 Creation of low-threshold places of encounter and exchange 10.1.8 Development of further target groups as organizers of the "Intercultural Days" 10.2.2 Involvement of religious communities in the cultural and neighborhood work of the districts 10.2.3 Support for the establishment of a round table of religions
Language and Education	Workshop on Educational Services	1. Field of action: Language acquisition and language promotion 5. Field of Action School education
	Better access to Language services (mother tongue and local language)	1.1 Provision of information on language courses on the municipal website

	<p>Collaboration between schools, community, and parents</p> <p>Systematic education of teachers on diversity</p> <p>Raising awareness of interculturality among teachers and students</p>	<p>5.3 Ensuring migration-sensitive parental work and parental participation</p> <p>5.6. Implementation of specialist days "Integration or inclusion and education"</p> <p>5.11 Development of a municipal sub-concept "Schools in the Migration Society" (working title) and implementation</p>
Labor Market	Workshop on Integration of migrants into the labor market	2. Field of Action: Labor market, business, vocational training, and studies
	<p>Recognition of academic qualifications</p> <p>Support for migrant entrepreneurship</p> <p>Actions to diminish discrimination</p>	<p>Already existing institution for the recognition of academic and skill qualifications (IBAS)</p> <p>2.8 sensibilization of the intercultural opening of start-up advice</p> <p>2.11 Creation of a (migration-sensitive) contact point for start-up preparation and start-up advice</p> <p>2.7 Establishment and expansion of systematic cooperation with the anti-discrimination office in Dresden</p>
Civic Participation	Workshop on Civic Participation	7. Field of Action: Societal and social integration, self-organization, and political participation
	<p>Immigrant participation in democratic processes</p> <p>Appraising voluntary work</p> <p>Support for migration organizations and forums</p>	<p>7.1 Improvement of the rights of the integration and foreigners' advisory council to participate in local politics and its resources</p> <p>7.4 targeted addressing of new target groups for candidacy for the election of the integration and foreigner's advisory board</p> <p>7.9 Support for the work of the voluntary district alliances</p> <p>7.10 Expanding the recognition of civic engagement in the field of integration</p> <p>7.11 Stabilization of the specific advisory structure for the migrant organizations and</p>

		groups after the end of federal funding
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Retrieved from the Integrated Action Plan, Workshop Reports, and Integration Concept of Dresden (TU Dresden, 2018, p. 29-30; Winkler, 2022, p. 7-45; Saad & Essex, 2017a; Saad & Essex, 2018a; Saad & Essex, 2018b)