

Alliance

AUTORITÉS LOCALES
SOCIÉTÉ CIVILE POUR UNE
AUTRE GOUVERNANCE DES
Migrations

PANORAMAS OF ALLIANCES BETWEEN LOCAL AUTHORITIES AND CIVIL SOCIETY : **GRENOBLE**

The Migration Alliance is a project founded and run by :



O-C-U
ORGANISATION
POUR UNE CITOYENNETÉ
UNIVERSELLE



ANVITA
ASSOCIATION NATIONALE
DES VILLES ET TERRITOIRES ACCUEILLANTS



PREAMBLE

For an unconditional welcome and universal citizenship

Towards a common base of territories

The Alliance Migrations¹ aims at a local and global change of course to get out of the dramatic impasse in which the current policies of non-reception lock us. To do so, it works on a French, European and international scale to encourage and promote concrete alternatives led by local authorities in conjunction with civil society in terms of dignified reception, citizenship and respect for fundamental rights.

By relying on inspiring territories, the Alliance Migrations wishes to weave a red thread around 4 main objectives:

- The promotion of alternative policies carried out by the territories
- The multiplication of good practices and cooperation between territories
- The anchoring of the Alliance's project in the field: proof by action!
- In the long term, the support of a common plea for another governance of migrations

This project was initiated in 5 pilot cities: Lisbon, Barcelona, Palermo, Grenoble and Montreuil, where volunteers took part in actions led by local actors and carried out a 5-month analysis.

The work of the volunteers of the Alliance Migrations provides us with an overview of the issues surrounding migration in each of these territories and examples of "good practices" carried out by local authorities in conjunction with civil society. These examples allow us to highlight points of attention, recommendations and prospects for joint projects to strengthen practices in favour of reception and citizenship locally and to build on these concrete alternatives to bring about a change of direction in migration policies.

¹ The "Alliance Migrations", an alliance between local authorities and civil society for a different kind of migration governance, is a process supported by the National Association of Welcoming Cities and Territories (ANVITA) and the Organisation for Universal Citizenship (O.C.U., made up of Emmaus International, CCFD-Terre Solidaire, the Utopia Movement and the Latin American network Espacio Sin Fronteras)

GRENOBLE

How is the territory of Grenoble a territory of universal citizenship supported by a civil society-local authority alliance?

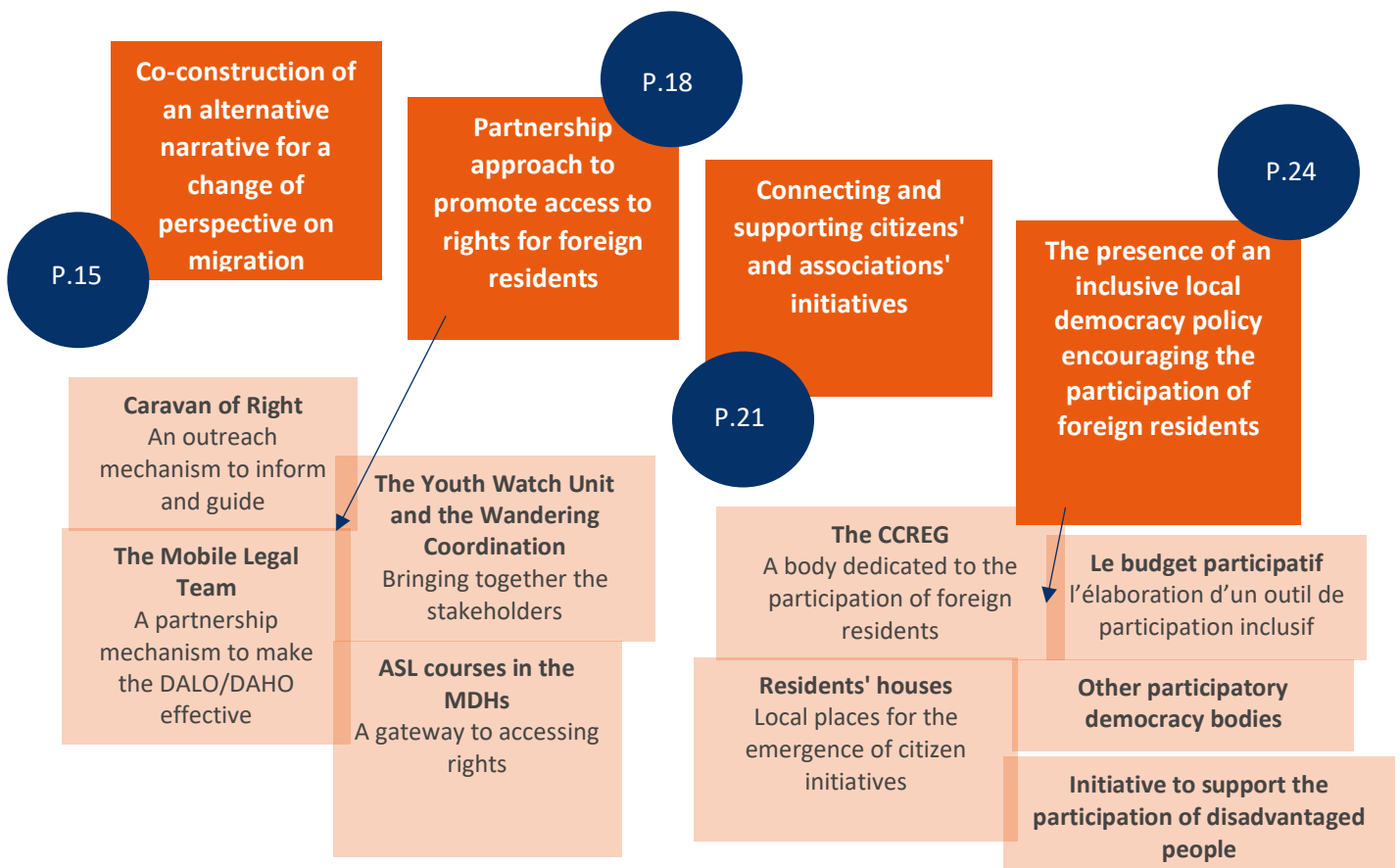
This panorama was produced and written by Justine Bouvier, on a voluntary mission as part of the Alliance Migrations, from October 2020 to March 2021. The mission was supervised by the international service of the city of Grenoble, in connection with the Grenoble association network.

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INSPIRING PRACTICES HIGHLIGHTED



Glossary

Semantic clarifications

This document will use the term "Grenoble" to refer to the city of Grenoble; indeed, it is necessary to distinguish the latter from other demographic and geographic entities, also using the name "Grenoble", which are the Grenoble agglomeration (or Grenoble-Alpes Metropolis) composed of forty-nine communes and the Grenoble urban area composed of one hundred and ninety-two communes.

"Grenoble and Ville de Grenoble" are expressions that designate the geographical space of the city including all Grenoble residents. The capitalized "Ville de Grenoble" will then refer to the municipal administration of Grenoble.

French acronyms

ADA: Asylum Seeker Reception Associations

ADL: Local Development Officer

ASL: Socio-Linguistic Action Workshops

AVAAD: Outreach - Access To Rights

BP: Participatory Budget

CADA: Reception Centre for Asylum Seekers

CCAS: Community Centre for Social Action

CCI: Independent Citizens' Councils

CCREG: Advisory Council of Foreign Residents of Grenoble

CVJM: The Youth Watch Unit

DALO/ DAHO: Opposable Right to Housing / Opposable Right to Hosting

EGM: General Assemblies of social movements of migrations

EJM: Mobile Legal Team

FPH: Residents' Participation Fund

MDA: House of Associations

MDH: Residents' Houses

MJC: Youth and Culture House

MNA: Unaccompanied minors

ODTI: Observatory of Discrimination and Intercultural Territories

QPV: City Priority Neighbourhood

RMA: Relationship with the Associative World

UGA : Grenoble Alpes University

Introduction

The aim of this document is to analyse and highlight the specificity of the Grenoble area, and to look in depth at concrete and inspiring examples of civil society-local authority alliances that embody and nourish the reflection on a different governance of migration. Indeed, this work will attempt to answer the following question: « ***How is the territory of Grenoble a territory of universal citizenship supported by a civil society-local authority alliance?*** »

In order to contextualise the dynamics of Grenoble's "local authorities-civil society" alliance, the first part will recall the history, geography and demography of the city and will demonstrate how it is a city of migration with a tradition of reception. Then, this work will also describe the current context in which Grenoble is anchored by identifying the institutional environment of the city and the relations it maintains with different territorial levels. It will then analyse the different associative and institutional dynamics of reception since 2015. Finally, four examples of alliances between local authorities and civil society identified in Grenoble will be highlighted: the co-construction of an alternative narrative on the theme of migration, the partnership approach to promote access to rights, the establishment of links and support for citizen and association initiatives, and the inclusive local democracy policy promoting the participation of foreign residents.

This work is based on a six-month research project conducted from the beginning of October 2020 to March 2021, with an attachment to the International House of the City of Grenoble and its former director Éric Recoura, the current Director of "Grenoble, Ville Ouverte". This attachment allowed me to attend a few internal meetings between the City's agents and the associations and working groups between elected officials. Therefore, the information in this document is mainly based on 21 semi-structured interviews with members of associations, city officials, elected representatives and researchers. Finally, this research is also based on a corpus of texts and documents from the city's and associations' websites, press articles and scientific articles.

1) Historical, geographical and demographic context: Grenoble, an attractive city of migration with a tradition of reception

Historical context: Grenoble, a land of migration with a tradition of welcome

The city of Grenoble and its surrounding valleys and plateaus all have a rich history of migration and hospitality². Indeed, Grenoble is a land of migrations as demonstrated by the successive arrival of different and multiple immigrant populations since the end of the 19th century. The first three populations came from Italy: in 1870, people from the south of Italy settled in Grenoble because of the importance of the glove industry in Grenoble; between the two wars, Italian populations from the north settled in Grenoble to escape Mussolini's new Fascist regime; finally, at the end of the Second World War and up until the middle of the 1950s, a large number of Italians immigrated to Grenoble because of the numerous famines that affected the south of Italy. Then, between 1945 and 1968, many

² Hrdy, A. (2014) L'accueil des réfugiés politiques chiliens à Grenoble. *Hommes & migrations*, 1305. URL : <http://journals.openedition.org/hommesmigrations/2723>.

North African families settled in Grenoble, in the context of the Algerian war of independence and in search of better living conditions and work. Then, at the end of the 1960s, Portuguese intellectuals arrived in Grenoble to escape the colonial wars and recruitment. Finally, from 1974 to 1990, many Chilean immigrants settled in Grenoble, notably because of the presence of the Alps, to escape Pinochet's dictatorial regime³.

All these arrivals and settlements were accompanied by support, welcome and hospitality from both local authorities and civil society. In 1896, Grenoble was already the city where the first committee for the patronage of foreign students was created, a French teaching centre whose main objective was to help and welcome foreign workers and families, mainly from Italy and Portugal. Nevertheless, it was especially during the period of Grenoble's important development based on what has been called the "Grenoble urban laboratory" that the City of Grenoble distinguished itself by its hospitality with the implementation of a real hospitality policy for Chilean refugees⁴. Indeed, this period, extending from 1964 (when Grenoble was chosen to host the 1968 Winter Olympic Games) to 1983 and corresponding to the period of Hubert Dubedout's mandates, refers to all of the structural and political changes that marked the city in a range of sectors (research, urban planning, economy, culture, social, local and participatory democracy).

The Grenoble laboratory was based on a major cultural hospitality with the adoption of policies of social mix, by the implementation of numerous integration devices (language courses, help with administrative papers, employment and housing), and the creation of new neighbourhoods and housing accessible to all social categories of the population. Moreover, this hospitality is supported and reinforced by Grenoble's civil society, which is already made up of numerous solidarity networks. Indeed, Hubert Dubedout relied on already established networks such as the former resistance fighters of the Second World War, or left-wing religious networks such as the municipal action groups, of which he was spokesperson before his election; the city was thus already witnessing a collaboration between local authorities and civil society for the reception of migrants. Moreover, it was particularly during the arrival of the Chilean refugees that citizens organised themselves to open shelters and provide material and psychological support to those received. This period was therefore a crucial one in the structuring of reception policies in which a logic of recognition of human rights began⁵.

Thus, between 1960 and 1980, it was due to a favourable economic and demographic situation accompanied by institutional and non-institutional reception policies that Grenoble inherited an image of a dynamic, attractive and hospitable city. Moreover, as heir to this political and civic tradition of welcome, the city is now mobilising this history to serve a narrative that justifies the implementation, since 2015, of new welcome policies, as shown in the speech accompanying the implementation of the "Grenoble, land of welcome" coordination platform: "Welcome is a way of being, a characteristic of Grenoble. By taking action to welcome migrants, the city is following in the footsteps of its history, since it has long welcomed many nationals from various countries, who are an essential resource and embody the city's capacity for openness⁶."

³ Ivol, N. (2019). *Grenoble ville hospitalière ? Interroger les espaces urbains par l'itinéraire*. [Thèse de mémoire, Université Grenoble Alpes].

⁴ Colas M. (2020). *Non-institutional hospitality in the Grenoble space: emergence and perspectives*. [Thèse de mémoire, Université Grenoble Alpes].

⁵ Hrdy, A. (2014) L'accueil des réfugiés politiques chiliens à Grenoble. *Hommes & migrations*, 1305. URL : <http://journals.openedition.org/hommesmigrations/2723>

⁶ Booklet "Grenoble, land of welcome".

Geographic and demographic context: Grenoble, a border and cosmopolitan city

In addition to a past marked by a strong attractiveness due in particular to the period of innovation and development that Grenoble has experienced, the large presence of migrants in the city is also explained by its geographical position. Indeed, this municipality in the south-east of France is characterised by its proximity to the Swiss and Italian borders, which makes the city a place of passage for all migrants who have crossed Italy or Switzerland to settle in France or in other European countries. Indeed, Grenoble is often the second stage of the migratory route after a passage through Briançon, the first French town on one of the French-Italian border crossing points.

Moreover, with its 158,454 inhabitants spread over 18.1 square kilometres⁷, Grenoble is the most populous city in the department of Isère; this demographic importance explains why it is the chief town of the department and therefore hosts the Isère Prefecture. As the latter is the obligatory point of passage for all migrants carrying out their administrative procedures to obtain a residence permit, Grenoble is therefore an obligatory stopover point, even for those who do not wish to settle there.

Moreover, Grenoble remains an attractive and dynamic city due to the presence of its many research centres and its university campus. Indeed, Isère is the leading public research centre after Paris-Ile-de-France with 26,000 jobs and 13 national and international research centres. Indeed, Grenoble has a genuine policy of supporting innovation based on the famous "industry-research-innovation" triptych, which encourages the creation of start-ups and the attraction of international projects and groups. This policy explains in particular the importance of labour immigration in the city⁸. Moreover, Grenoble was ranked 5th most innovative city in the world by Forbes Magazine in 2013. In addition, the University of Grenoble Alpes (UGA) welcomes 68,000 students each year. The city's population is characterised by its youth: in 2015, 45.4% of Grenoble residents were under 30 years old⁹. In addition to welcoming thousands of foreign students each year, the UGA also sets up specific measures for people in exile and refugees. In fact, in 2018, the UGA created the Espace Colibri, a reception and information office that coordinates various services for people in exile: a university diploma "Passerelle-students in exile", pedagogical support and workshops that complement the educational curriculum¹⁰.

Today, the city of Grenoble has 26,000 migrants¹¹. According to the latest INSEE figures from 2013, the majority of Grenoble's immigrants are from the African continent, representing 49.7% of Grenoble's immigrants. Of these, 37.6% come from the Maghreb, including 23.4% from Algeria, thus representing the foreign nationality most present in Grenoble. Next, 30% of migrants come from Europe (including 10% from Italy), and 20.3% from the rest of the world. In terms of spatial distribution, the neighbourhoods in the city where the most immigrants reside are Village Olympique Sud (42.6%) and Nord (39.6%), Les Trembles (37.0%), Mistral (36.8%) and Arlequin (36.2%). The priority

⁷ INSEE, data 2017 ; (<https://www.insee.fr/fr/statistiques/1405599?geo=COM-38185>) (the Grenoble conurbation had 680 thousand inhabitants in 2015).

⁸ Chamber of Commerce and Industry of Grenoble. (2020). *Chiffres clés de l'Isère*. URL : <https://www.grenoble.cci.fr/chiffres-cles-edition-2019-2020-27834.kjsp#:~:text=Population%20%3A%201%20262%20108%20habitants,'Auvergne%2DRh%C3%B4ne%2DALpes>.

⁹ Community Centre for Social Action of the city of Grenoble. (Juillet 2019). *Portrait de la population grenobloise, Analyse des besoins sociaux 2018-2019*.

¹⁰ (<https://www.univ-grenoble-alpes.fr/formation/mobilite-internationale/venir-a-l-uga/connaitre-les-dispositifs-pour-les-personnes-en-exil-ou-refugiees/>).

¹¹ (13 janvier 2017). *Etrangers et immigrés à Grenoble. Association démocratie écologie solidarité*. URL : <https://www.ades-grenoble.org/wordpress/2017/01/13/etrangers-et-immigres-a-grenoble/> Grenoble urban area in 2014: 84,500 people

neighbourhoods of the City policy are Alma, Très Cloîtres, Chenoise, Mistral Lys Rouge Camine, Teisseire Abbaye Jouhaux Châtelet, Villeneuve, Village Olympique. In addition, the City is divided into 6 sectors: the 6th sector includes the neighbourhoods of Villeneuve Arlequin - Baladins-Géants - Village Olympique - Vigny Musset.

As far as exiled persons are concerned, only data relating to the Isère department and the Metropolis were identifiable. Thus, in 2019, the department had 2,612 asylum seekers (excluding accompanying minors and excluding Dublin procedures) and 4,443 benefited from OFPRA protection (refugees, subsidiary protection and stateless persons)¹². In addition, there are approximately 400 refugees who arrive each year in Grenoble-Alpes Metropole with the particularity that there are as many women as men. 25% are under 25 years of age and the countries of origin most represented are Syria, Afghanistan, Sudan, Eritrea and Nigeria. Finally, the Collectif of Seeking Papers 38 estimates that there are between 12,000 and 14,000 irregular migrants in the department¹³.

II) Current context: Grenoble, a "rebellious" and hospitable city within a refractory institutional environment

An institutional environment hostile to exiles: the conflicting relations between Grenoble and the different territorial levels

The French state is responsible for defining national policy on immigration and asylum. The main objective of this policy is to control migration, through the implementation of more secure borders to limit arrivals, the restriction of residence permits and the organisation of removals to countries of entry or transit. The September 2018 law on controlled immigration, effective asylum and successful integration is a good illustration of the spirit of French immigration policy. Indeed, it reduces the time for filing an asylum application, increases the maximum duration of administrative detention and creates a file listing unaccompanied minors who have completed an interview to assess their minority¹⁴. Éric Piolle, the mayor of Grenoble, does not hide his disagreement with these national policies through a policy of denunciation and questioning of the government. Indeed, the Mayor has called on the government to open more emergency accommodation places, to abandon the asylum and immigration bill and to repeal the offence of solidarity¹⁵. For this last demand and to oppose the conviction of Cédric Herrou, arrested for such an offence, on 28 May 2018, Éric Piolle organised a ceremony to give him the medal of the City. The mayor then presented himself as a "solidarity offender" with regard to the policy of reception and aid carried out by the City; he then used the social network Twitter to question the Public Prosecutor: "Mr. Public Prosecutor, I am writing to you today

¹² Information from the presentation of the migration profile of the City of Grenoble by Nadine Camp as part of the MC2CM project.

¹³ Interview with Oussama El Bar, Representative of the Collectif des Demandeurs de papiers 38, conducted on 13 November 2020.

¹⁴ Law n°2018-778 of 10 September 2018 for controlled immigration, an effective right of asylum and successful integration

¹⁵ Méténier, C. (18 décembre 2019). Migrations : à Grenoble, l'élan d'accueil citoyen. *CCFD-Terre Solidaire*. URL : <https://ccfd-terresolidaire.org/nos-publications/fdm/2019/311-decembre-2019/migrations-accueil-grenoble-6493>.

since solidarity towards exiles remains an offence. With its policy of reception and aid, the city of Grenoble is violating article L 622-1 of the CESEDA¹⁶. Condemn me¹⁷.

The prefecture of Isère, a deconcentrated State body and State representative on the territory of the department, then participates in the application of this national immigration policy. Indeed, this body strictly applies French law (and in particular the Dublin procedure for returning people) and therefore contributes to the wandering of a number of people within the territory of the Department of Isère. Due to the political gap between the city and the prefecture regarding the reception of migrants, relations between these two levels are not very good. Indeed, during the ceremony organised for Cédric Herrou, the Prefect of Isère expressed his disagreement with the mayor in a press release: "The Prefect of Isère deplures remarks that call for committing offences or illegal acts, even though they are made by a mayor who, under the laws of the Republic, has the responsibility of being a judicial police officer and enforcing public order. Advocating illegality or condoning offences that have been condemned by the judicial authority is not a harmless behaviour¹⁸.

The trial surrounding the legality of the 'interpellation and citizen voting procedure'¹⁹ instituted by the City in March 2016 also serves to illustrate the conflicting relations between the City and the Prefecture on the issue of foreign residents. Indeed, this local democracy tool represented a considerable step towards encouraging the political participation of foreign residents, since it allowed all persons over 16 years of age residing in the city to file an online petition whose subject could be proposed to the Municipal Council or submitted to a citizen's vote. However, in December 2016, the Prefect of Isère brought the act instituting this procedure before the Administrative Court, considering that the system was illegal. In 2018, the Court then declared this procedure unconstitutional, notably because it allowed foreign residents to participate in a democratic mechanism, which was only reserved for nationals aged 18 and over²⁰. The City's local democracy department is nevertheless rethinking this system so that it can serve the issue of citizenship of residence, while meeting the legal requirements²¹.

Secondly, the departmental level makes it possible to make visible one of the current issues in Grenoble: the precarious situation of isolated foreign minors due to the policy of non-recognition of minority status carried out by the Isère department. In fact, in 2018, out of the 2000 minors who arrived in Isère, only 700 were recognised as minors and were therefore able to benefit from child welfare, while the others, who were recognised as adults, were not able to receive any state aid²². Thus, the rate of recognition of minority status in the Isère department is estimated at only 30%. In 2020, only 950 UFM's were placed under the protection of the Isère department, 40% of whom were under a young adult contract. This policy of non-recognition is accompanied by the creation, since 30 January 2019, of a biometric file of foreigners declaring themselves to be minors. Indeed, during the

¹⁶ "Subject to the exemptions provided for in Article L. 622-4, any person who, by direct or indirect assistance, facilitates or attempts to facilitate the unlawful entry, movement or residence of a foreigner in France shall be punished by five years' imprisonment and a fine of 30,000 Euros."

¹⁷ (29 mai 2018). Grenoble: Éric Piolle defends his policy of welcoming migrants, the Prefect reframes him. *France 3 Auvergne Rhone Alpes*. URL : <https://france3-regions.francetvinfo.fr/auvergne-rhone-alpes/isere/grenoble/medaille-remise-cedric-herrou-prefet-recadre-maire-grenoble-1483907.html>

¹⁸ *Ibid.*

¹⁹ (<https://www.grenoble.fr/660-interpellation-et-votation-d-initiative-citoyenne.htm>)

²⁰ Alyoda (Association lyonnaise de droit administratif). *Illégalité de la procédure d'interpellation et de votation citoyenne instaurée à Grenoble*. URL : https://alyoda.eu/index.php?option=com_content&view=article&id=2858:illegalite-de-la-procedure-d-interpellation-et-de-votation-citoyenne-instauree-a-grenoble&catid=244&Itemid=213

²¹ Interview with Boris Kolytcheff, Local Democracy Officer, City of Grenoble, conducted on 1 March 2021.

²² (<http://3amie.org/contexte/>)

interview for the assessment of their minority, the Department records the fingerprints and information of the young person in a file, which does not allow this person to present himself or herself again in another department to hope for a new favourable assessment. This registration also explains the sharp drop in arrivals of young people since the beginning of 2019 in Isère, from 40 UFM/day in 2018 to 20/month in 2020. Moreover, legally, the State is committed to providing shelter for young people for 5 days, the time it takes to assess their minority status, by funding the departments. However, this sheltering is not applied by the Departmental Council²³.

Faced with these policies, which infringe on the rights of these young people, the associations in Grenoble are mobilising to make up for the lack of institutional care. Indeed, a Collective of young adults has been set up and associations such as 3aMIEs and Cuisine sans frontière enable the schooling of foreign minors who are not recognised as minors through the "CAP Sans Frontière" programme, which enables these young people to be accompanied for two years to take a CAP as an independent candidate and thus promote their professional integration²⁴. The Cellule de veille jeunes majeurs (monitoring unit for young adults) set up by the City in 2019 is particularly interested in this issue, following the pathways of former foreign minors at the end of the department's assistance programme, and has raised the issue of access to rights with the department²⁵.

Finally, as far as the intercommunality is concerned, the City of Grenoble is anchored within the Grenoble-Alpes metropolis. Although the political stance of the city and the metropolis towards migrants has not always been the same (particularly with regard to the unconditional nature of public services²⁶), positions have recently changed. Indeed, the Metropolitan Council, having regained its majority of left-wing allies in September 2020, has recently made a strong commitment to the reception of migrants: in February 2021, the Metropolis decided to join ANVITA, a commitment that obliges it to act in accordance with the principle of unconditional reception enshrined in the ANVITA charter. Moreover, the Metropolis remains a key player for the public of beneficiaries of international protection. Indeed, by a deliberation of the Council of 6 November 2015, Grenoble-Alpes Métropole formalised its membership of the National Network of Cities in Solidarity for the Reception of Refugees and Asylum Seekers in the Metropolitan Area. Thus, taking into account this deliberation, the Metropolis has provided its support to multiple actions within its competence in terms of employment, housing and integration. In addition, the metropolitan policies seek to target the public in precarious situations: specific actions are dedicated to women in different sectors (health, employment and sport) and young people under 26 years old, in particular those without resources, are the target of different education and housing programmes. In addition, in 2019, the Metropolis signed a multi-thematic territorial contract for the reception and integration of refugees (CTAIR), giving it a budget of €300,000/year between 2019 and 2021 to carry out its policies. Finally, this scheme is completed by a professional integration component, as the Metropolis is the winner of a call for proposals from the Ministry of Labour, with a budget of €2.3 million between 2020 and 2022.

²³ La ligue de l'enseignement de l'Isère, Migrants en Isère, Vertaccueillants. (2019). Exilé.e.s : Propositions pour l'hospitalité. URL : https://laliguenormandie.org/wp-content/uploads/2019/11/PropositionsHospitalite%CC%81_nov2019.pdf.

²⁴ (<http://3amie.org/cap-sans-frontiere/>).

²⁵ Interview with Michèle Buttard, Head of the Aller-Vers Accès aux Droits service, Grenoble CCAS, conducted on 3 March 2021.

²⁶ the Metropolis stopped funding the Intercommunal Reception Centre, in particular because it received a public unconditionally

Grenoble, a hospital town: 2015 and the demand for another welcome

In 2015, in response to the European crisis of reception policies for exiles, the city of Grenoble declared itself a "city of solidarity" and a "land of welcome" by creating the "Grenoble Land of Welcome" platform. This platform aimed to coordinate the many proposals for help from residents and associations to help exiled people. At the national level, in 2014, the City of Grenoble, together with the Advisory Council of Foreign Residents of Grenoble (CCREG), also took over the presidency of the French Council for Residence Citizenship (CoFraCir), an association created in 2011 following a call from elected officials from 26 cities who are campaigning for the right of foreign residents to vote in local elections. In 2018, the City also joined forces with other elected officials to co-found the Association Nationale des Villes et Territoires Accueillants (ANVITA), a network of elected officials that promotes the unconditional reception of migrants in France. The City also benefits from exchanges with other national and international initiatives through numerous networks (MC2CM, UCLG, Fearless Cities, network of cities in transition, France Urbaine, IFRI, Moving cities). As part of its membership of MC2CM, the city was the subject of a study which aimed to produce a "migration profile" of the city, making it possible to highlight all of the actions/policies related to migrants that have been implemented in the city. The City of Grenoble has also joined the "Platform of Solidarity Communities", a platform for financial support to the operations of SOS Méditerranée²⁷. Thus, by joining all these initiatives, the city is also anchored in a European movement of reflection and questioning aimed at proposing municipal alternatives to current policies.

In parallel to these networking and advocacy actions, and despite the absence of an obligation to receive exiled persons²⁸, the City is conducting an integrated public policy for the reception and inclusion of migrants, which is reflected in cross-cutting actions in all departments, formerly piloted by the City's Directorate for International and European Action. Since January 2021, hospitality issues have been managed by the "Open City" department, which is directly attached to the Directorate General of Services, thus placing migration-related issues at the heart of the City's policies. Moreover, the guiding principle of all these services is the unconditional nature of the public service: the City's stated and accepted objective is to allow access to all City services to all migrants residing in the territory, regardless of their administrative status. Moreover, this unconditionality will soon be embodied and reinforced by the project to create an urban residence card to which all persons residing in Grenoble will have access. Indeed, the political programme of Eric Piolle's second term of office, led by the "Grenoble en commun" coalition, is still full of proposals to promote the reception and integration of migrants, such as the creation of a museum of migration or a "House of hospitality", a label that will identify the associative and municipal places offering reception and assistance services to migrants and to the whole population more generally.

In addition, since 2016, the City of Grenoble has set itself the objective of fighting against non-use of services in order to promote access to rights for all: the City of Grenoble and its CCAS have made access to rights one of their priority areas of work. In order to structure a real policy in this area, a partnership approach with associations, researchers and institutions was initiated in 2016 and resulted in the organisation of a "Forum for access to rights and the fight against non-use" on 16 and 17

²⁷ <https://www.sosmediterranee.fr/journal-de-bord/cp-plateforme-collectivites-solidaires>

²⁸ See OCU booklet "Competences and responsibilities of cities".

February 2017. The debates and proposals resulting from this forum²⁹ were then used to draw up an "Action plan for access to rights and against non-use"³⁰, which the City has undertaken to implement. which the City has undertaken to deploy and support in the coming years. This plan, which establishes a set of actions within 9 themes and creates a service dedicated to these issues of access to rights (the AVAAD Service: going towards access to rights), is aimed at all residents of the City, but one section is specifically aimed at migrants. In fact, this plan has set up legal advice centres specialising in the rights of foreigners in two of the city's MDHs and the drafting of an explanatory guide on the rights of foreigners in France. This plan has also made it possible to perpetuate ASL courses in the city's 10 MDHs by bringing part of the funding for the 10 ASL trainer/coordinator posts into the common law. These posts are key tools in the City's reception and integration policies, as their aim is to help people to take ownership of their social, cultural and professional environment by improving their French language and developing their personal and civic autonomy. Through this measure, the city is demonstrating a significant political and budgetary commitment to the reception of migrants: from now on, ASL funding will be permanent and will no longer be subject to renewal. This is in addition to the public writer positions that have been in place for many years, which are also key positions in the city's support and access to rights for foreign residents.

Furthermore, through this plan, the City is committed to fighting against discrimination. In this context, in 2017 it joined the "Partners and Equality"³¹ network initiated by the Grenoble-Alpes Metropolis in 2016, a network of partners who undertake to train their professionals on issues related to racism. In addition, the network has a monitoring and action unit that allows city professionals to report discriminatory behaviour. These forms make it possible to identify, make visible and propose solutions to deal with situations of discrimination that come up in the field. For example, sector 6 of the City particularly mobilises this network by training MDH professionals on racism-related issues. The local development officer of the MDH Patio may also be called upon to hold discussions with neighbourhood residents to inform them about this issue³². In addition, in 2016, the City had already committed itself to fighting against discrimination linked to racism³³ by joining the Equality against Racism platform of the Defender of Rights³⁴. This platform provides detailed information on the law, appeal mechanisms and ready-to-use tools. Accessible to both residents and city officials, this platform is a complementary tool for alerting, defending and acting against racism.

Moreover, this policy of welcoming people is based on an extraordinary dynamic of associations and a multiplicity of pioneering initiatives that are developing in the area. Indeed, if the city is known for its hospitality, it is also because of the importance of its associative fabric - Grenoble is one of the most associative cities in France, with between 3,500 and 5,000 associations registered in its midst and 700 associations listed in the city's directory of associations (it is not possible to obtain precise figures because the prefecture records the creation of associations but not the dissolution of associations, so it is impossible to know how many associations are still active). Reflecting national realities, the dynamic of association creation in Grenoble is very positive: 2.7% more associations are

²⁹ CCAS City of Grenoble. Access to Rights through outreach mechanisms. Restitution report as part of the preparatory work for the "Grenoble action plan for access to rights and against non-use", 2017.

³⁰ City of Grenoble, Action plan for access to rights and against non-use, September 2017 ; online: <https://fr.calameo.com/read/00419037683fb61461fa5?page=1>

³¹ <https://www.grenoblealpesmetropole.fr/496-la-lutte-contre-les-discriminations.htm>

³² Interview with Manon Vidal, Director of the MDH Le Patio, conducted on 27 January 2021.

³³ <https://www.grenoble.fr/365-la-lutte-contre-le-racisme.htm>

³⁴ <http://egalitecontreracisme.fr/qui-sommes-nous>

created each year, as shown by the increase in requests for rooms at the Maison des associations. According to the document "Les chiffres clés de la vie associative en 2020", 26% of French associations work in the field of social action, charities and the defence of causes: these sectors therefore represent one of the most important fields of French associations. In Grenoble, associative life has undergone a change in the field of social action and advocacy: the issue of the rights of exiled people has supplanted former themes such as social inequalities, the rights of already settled communities or priority neighbourhoods, as shown by the creation of associations mobilised on this new issue³⁵.

The associations present in Grenoble cover all the fields of action to help exiled people (housing, education, access to rights, services dedicated to specific groups such as isolated young adults and exiled women, health and mental health, culture and the perception of migration) and therefore make it possible to complement or even replace public action. Reflecting its religious heritage, Grenoble's civil society in solidarity with migrants is made up of numerous religious associations (Secours catholique, Jesuit Refugee Service, Habert Saint-Paul, Réseau Esaïe, un Toit pour tous, etc.), as well as associations that have been approved by the local authorities to support people who have been taken into care by the State (asylum seekers, unaccompanied minors, statutory refugees). Exiles also come together in groups and associations such as the Collectif des demandeurs de papiers du 38, the Collectif des jeunes majeurs and the Comité de soutien aux réfugiés algériens. It is also coordinated through two major collectives: "Migrants in Isère", which brings together 18 associations, and the "Isère Coordination of Solidarity with Foreign Migrants" (CISEM), which is composed of 17 organisations. As far as civil society's relationship with the city is concerned, some associations/actors have a privileged communication with the city council (notably Migrants in Isère or associations benefiting from premises made available by the city), while others are more on the fringes of this dialogue, such as the DAL38, the RUSF or the Collectif des sans-papiers et des jeunes majeurs (Undocumented Migrants and Young Adults' Collective), which have more frontal modes of action (occupation, denunciation of the city's policies, etc.).

Since 2015 and the media coverage of the human tragedies caused by European and national migration policies, the city has seen a renewed surge of citizen solidarity towards exiled people, as shown by the revival of the activities of certain associations such as the DAL38, the creation of citizen accommodation platforms (L'ouvre-porte, Welcome Refugees) or the creation of the Migrants in Isère collective. In addition, the call for solidarity launched by the "Grenoble, terre d'accueil" platform created by the city in September 2015 received numerous offers of help: in just a few months, the city already had more than 400 citizen offers (housing, daily assistance, support, donations, etc.) and more than 40 effective solidarity accommodations (short or long term) in Grenoble³⁶. This momentum has also been accompanied by the organisation of various events on this theme, such as the first États Généraux des Migrations (EGM) organised in 2016 in Isère on the initiative of the Collectif Migrants in Isère, or the Rencontre pour l'hospitalité (Meeting for hospitality) in Autrans in 2019 organised by the Ligue de l'enseignement and Migrants in Isère.

³⁵ Interview with Emmanuelle Frossard, head of the RMA service and Linda Miladi, reception coordinator at the MDA, conducted on 4 February 2021.

³⁶ (16 November 2016). Help to refugees : the coordination platform is in place. *Gre.mag*. URL : <https://www.gre-mag.fr/actualites/aide-aux-refugies-la-plateforme-de-coordination-est-en-place/>

INSPIRING PRACTICES HIGHLIGHTED

The co-construction of an alternative narrative for a change of perspective on migration

In order to build an alternative narrative to a national and European narrative hostile to migration, the City of Grenoble collaborates and organises various cultural and intellectual events (exhibitions, round tables, debates, festivals, meetings, symposiums, etc.) around the theme of migration with researchers, artists and associations. This collaboration makes it possible to place the theme of migration at the heart of the city's cultural and intellectual activity and to raise awareness of this theme among the people of Grenoble. In doing so, the city's public spaces are used to tell a better story about migration. Indeed, the City is always looking to include these times of reflection and dissemination in major public events and is also committed to producing awareness-raising tools so that this theme can reach the widest possible audience.

Firstly, the City hosts a series of initiatives that aim to reflect collectively on the theme of migration (rethinking reception policies, presenting the specific issues of foreign residents) and to bring out proposals. For example, in 2016, the City co-organised with the Collectif Migrants en Isère the first Etats Généraux des Migrations (General Meeting on Migration), which was held at the City's Maison de la Culture (MC2): this first meeting brought together various actors (elected officials, experts, members of associations) with the aim of drawing up a set of proposals grouped together in a list of grievances. Furthermore, the city also listens to the proposals and demands of associations in order to develop policies and projects concerning exiled persons. For example, the list of grievances resulting from the first Etats Généraux des Migrations in 2016, extended by the "proposals for hospitality"³⁷ resulting from the Meeting for hospitality in Autrans in March 2019, are documents that served as a reference for the construction of the political programme of "Grenoble en commun"³⁸. Indeed, the aim of these first EGMs was "to formulate solutions and proposals that will be recorded in the list of grievances submitted to the elected representatives with a view to experimenting with solidarity"³⁹. Thus, two of the city's major projects that will be implemented during Éric Piolle's second term of office are the result of proposals from these meetings: the Autrans proposals highlighted the need for a "local citizenship card" and the EGM grievance booklets called for the creation of a "hospitality centre".

In 2018, the Maison des associations de la Ville also hosted workshops for a new edition of the Etats Généraux des Migrations, which aimed to reflect on another reception policy that should inspire future migration policies in France and the EU⁴⁰. Moreover, since 2017, the City has organised and hosted every two years the Biennial of Cities in Transition, an event bringing together scientists, artists, economic actors, committed citizens and decision-makers to reflect on urban social, democratic and environmental transitions - the theme of migration also being at the heart of these discussions. For the third edition in April 2021, the City is collaborating with the Association Café International by

³⁷ La ligue de l'enseignement de l'Isère, Migrants en Isère, Vertaccueillants. (2019). Exilé.e.s : Propositions pour l'hospitalité. URL : https://laliquenormandie.org/wp-content/uploads/2019/11/PropositionsHospitalite%CC%81_nov2019.pdf.

³⁸ Interview with Monique Vuailat, Coordinator of the Collectif Migrants en Isère, conducted on 2 November 2020.

³⁹ (https://www.lacimade.org/wp-content/uploads/2016/11/Proposition-flyer-3-d%C3%A9cembre_V6-revu.pdf)

⁴⁰ (https://eg-migrations.org/spip.php?page=action&id_evenement=262).

organising a fun trail around the achievements of the Participatory Budget in the city⁴¹. Also, as part of its nomination as "European Green Capital 2022", the city will organise a time of reflection on climate change-related migration.

Secondly, the city has a wealth of cultural events that allow migration to be addressed in various forms (theatre, music, painting, photos, etc.). Indeed, Grenoble has hosted the International Festival of Action Theatre (FITA), which brings together a series of shows put on by professionals from various countries with local people, raising strong social and political issues. The city has also hosted, in its premises and public spaces, all the editions of the Migrant'scène Festival, the famous multidisciplinary festival organised by La Cimade which highlights the theme of migration and promotes hospitality as the foundation of our societies. In addition, Grenoble has been organising the "Fortnight against racism and discrimination" every year for several years: a series of events (screenings, meetings, debates, exhibitions, meals) involving various associations and artists to promote tolerance within the city. Finally, every two years, the city also hosts various events as part of the "Trace Migrations" Biennial, which is a network of multiple actors (associations, heritage institutions, artists, researchers) formed at the turn of the 1990s-2000s, which seeks to link interventions and reflections on the memory and history of migrations in the Rhône-Alpes region. In addition, the City will participate in the European Mindchanger project, coordinated in Auvergne Rhône Alpes by the public interest group RESACOOOP. The aim of this project is to raise awareness among young European citizens of the Sustainable Development Goals (SDGs), with a particular focus on the issues of climate change and migration. This project, based on a study, aims to produce innovative strategies for local authorities to reach and engage young people, particularly in the field of migration. Grenoble wishes to take advantage of this project to renew an alternative narrative on migration, notably through the "Fête des Tuiles".

In addition, the city provides several cultural venues for associations and citizens. Firstly, the Maison de l'international is one of the privileged places for co-dissemination and co-reflection on the theme of migration. Indeed, this structure has a "service centre" whose main purpose is to set up and co-construct projects with associations. This municipal facility makes its premises available as "exhibition halls" in which some twenty exhibitions per year are set up in collaboration with local partners on themes related to Europe, international affairs, international solidarity and world cultures⁴². For example, in October 2020, the City hosted the SOS Méditerranée photo exhibition "Sauver, protéger, témoigner" (Save, protect, bear witness), which brings together the photos of a dozen photographers on board the Aquarius and the Ocean Viking⁴³; and the exhibition "Dessins et peintures d'exil" (Drawings and paintings of exile) produced by the theatre company of Les Moissonneurs des Lilas, which retraces the journeys of exiled people through their drawings and paintings. It is also currently home to the silk-screen prints from Coline Picaud's comic strip "Nobody here knows who I am", the ASL educational coordinator at the MDH Centre-Ville, which traces the life paths of some of its learners. In addition, this place hosts every Thursday "International Thursdays", offering weekly events on international themes (conferences, round tables, screenings, concerts, etc.)⁴⁴.

⁴¹ <https://www.grenoble.fr/agendaRCM/86405/2278-parcours-ludique-autour-des-realizations-du-budget-participatif-en-collaboration-avec-le-cafe-international-de-grenoble.htm?periode=154969>

⁴² (<https://www.grenoble.fr/98-maison-de-l-international.htm>).

⁴³ (<https://toussauveteurs.org/Exposition-Sauver-Protger-Temoigner?lang=fr>).

⁴⁴ (<https://www.grenoble.fr/98-maison-de-l-international.htm>)

Finally, the City also carries out historicisation and memory work in relation to migration. Indeed, in 2013, on the occasion of the commemoration of the 40th anniversary of the Pinochet coup d'état, Grenoble, the second largest host city of the Chilean exile community at the time, was involved in a real collaboration with the Museum of Resistance and Deportation of Isère, the association Repérages and the Chilean exiles for this event. This collaboration led to the production of a documentary ("Exilios chilenos, Chilean exiles 40 years after the military coup"), the creation of an exhibition in the Museum of Resistance and Deportation, and the organisation of various commemorative events in the city. We can also assume that this collaborative process carried out for this commemoration will also be repeated for the creation of the Museum of Migrations, a place of memory that will be created in Grenoble before the end of the second mandate of Eric Piolle and his municipal team.

Moreover, the 10 MDHs, in their role of helping and accompanying associative projects, are also relevant places for the co-construction of an alternative narrative of migrations in that they regularly accompany artistic projects related to migrations. For example, the MDH Chorrier-Berriat has supported the theatre company Les Veilleurs in the creation of the show "La migration des Canards" (The migration of the ducks) and has welcomed the 40 drummers company, in partnership with the Maison des familles association, to organise parent/child percussion workshops and a percussion show in the heart of the district.

Finally, the MDHs are also relevant places for analysing the partnerships between the city and the associations with regard to the partnerships that the ASL trainers have with the neighbourhood associations. Indeed, many cultural partnerships, depending on the associative context of the different MDHs, are conducted by the ASL trainers and associations. For example, in the Abbaye district, there are many associations which are keen to work with migrants, such as the Collectif de volets verts, the Grand Collectif, Coeur2gre and the Maison de la poésie Rhône-Alpes. This dynamic is reflected in the collaboration of the ASL coordinator of the MJC Abbaye with these associations and groups. In fact, every year, the coordinator is asked by civil society to collaborate on various projects linked to the learners of ASL courses through different media: poems, radio, videos or illustrations. For example, the "Chorale du monde" project is being created by the Grand Collectif in the Abbaye district, in which learners are asked to perform one of their traditional songs, which will be taken up and performed in a choir at the district festival. The coordinator also collaborates with the Comet project, which aims to collect learners' testimonies and turn them into a story to be published, and with the Maison de la poésie Rhône-Alpes to create poems and illustrations related to the learners' migratory experience⁴⁵. This cultural partnership dynamic is also present in other MDHs, such as the MDH Chorrier-Berriat and Patio, where, in collaboration with the Maison de la poésie Rhône-Alpes, a work of writing poems was carried out, or with the radio station "La voix des gens", a podcast project on the theme of the 5 senses, which was then presented to members of the Valentin Haüy⁴⁶ association.

The presence of a partnership approach to promote access to rights for foreign residents

Secondly, Grenoble has a dynamic partnership with civil society actors to promote access to rights for foreign residents. Indeed, the action plan for access to rights established by the City and the

⁴⁵ Interview with Julie Baume Gualino, Head of adult activities and ASL at the MJC Abbaye Grenoble, conducted on 15 February 2021.

⁴⁶ Interview with Agnès Roche, ASL trainer at MDH Patio and MDH Chorrier-Berriat, conducted on 17 February 2021.

CCAS in 2017 placed the collaboration of institutions, residents and associations at the heart of its action: "*The City and the CCAS of Grenoble, although strongly mobilised in the desire to promote access to rights and the fight against non-use, will not be able to implement the following actions on their own, as they mobilise the skills of a variety of actors*⁴⁷". This desire is reflected in the creation of mechanisms that all share a partnership approach: here we will highlight four mechanisms that are not directly dedicated to foreign residents, but which are one of the target groups: the Caravan of Rights, the Youth Watch Unit, the Wandering Coordination Unit, and the Mobile Legal Team. Finally, we will analyse the MDHs where this partnership approach also exists to promote access to rights for foreign residents.

One example of partnership in the field of access to rights is the production of the guide "*Citoyen-nes étranger-es, vous avez des droits!*" This guide is aimed at all foreign residents and aims to list all the rights of foreigners in France, from the right to residence to the right to work, social protection and retirement. This guide is also intended to facilitate the activity of professionals and social workers in their mission of support in the field⁴⁸.

The Rights Caravan: an outreach mechanism to inform and guide

The Caravan of Rights is a relatively recent initiative in the City's landscape: this project was first tested from December 2019 to February 2020 in 3 districts of the City, then a second one in June and July 2020. Following an evaluation of the project by the Caravan team, the elected representatives decided to make the project permanent in December 2020. The Caravan is a multidisciplinary team that travels to certain neighbourhoods in the city: it does not go to the priority neighbourhoods of the city but mainly to neighbourhoods with few local services (closure of social services, absence of administrative services). Generally, the team stays in the neighbourhoods for three months and at the end of the period assesses whether or not it is necessary to stay in the neighbourhood. It is made up of permanent staff (a public writer, an outreach worker and a specialised educator) and is supplemented by temporary partners who vary according to the needs of the residents (the EJM, the financial inclusion centre, the prevention nurse, the employment centre, Actis, the primary health insurance fund, the CAF, etc.)⁴⁹.

The objective of the Caravan is to fight against the non-use of services and against the isolation of people. To meet this objective, the Caravan offers both a time of conviviality and a time of information on social rights with a redirection of people to institutional or associative services that can meet their needs. More precisely, the Caravan is a local service whose purpose is to listen to people who have difficulties, in order to redirect them to the services that will enable them to access their rights. Thus, in order to reach the widest possible audience, the Caravan team is anchored in the heart of the life of a neighbourhood in order to create links with all the actors present (shopkeepers, associations, neighbourhood unions and tables, institutions, etc.) so that they can become relays to make the caravan known to the inhabitants. Also, the team carries out outreach activities to present the Caravan's action and creates partnerships with associations, particularly those that help foreign residents such as ODTI and ADATE, to redirect foreigners who need to apply for asylum or a residence permit. In addition to these field missions providing individual responses, the Caravan also responds

⁴⁷ City of Grenoble, Action plan for access to rights and against non-use, September 2017 ; online :

<https://fr.calameo.com/read/00419037683fb61461fa5?page=1> p.9.

⁴⁸ <http://unevillepourtous.fr/2017/11/22/un-guide-pour-faire-connaître-leurs-droits-aux-citoyens-etrangers/>

⁴⁹ Interview with Marine Castell, public writer at the MDH Bois d'Artas and at the Caravane des droits, conducted on 24 February 2021.

to a mission to analyse the needs of the public in order to bring up the points of difficulty encountered to the institutions and elected representatives and to create a working group to resolve the problems⁵⁰.

The Cellule de Veille Jeunes Majeurs and the Coordination Errance: bringing together the stakeholders

In 2018, the city set up the Cellule de Veille Jeunes Majeurs, a partnership mechanism focused on 18-25 year olds, with the aim of intervening in a preventive manner or in support of young people's disrupted lives. This mechanism aims to achieve these objectives through a partnership with the youth actors concerned (the Point Accueil Jeunes, 3 AMIE, Secours catholique, institutions, associations of specialised educators, local mission, accommodation services, etc.) who meet every six weeks to discuss four new complex situations. Indeed, the Cellule seeks to act by reinforcing the coordination, mobilisation and activation of the network of actors concerned to respond in the most appropriate way to the situation of each young person. For example, when a young person is heading towards a family breakdown and is going to end up on the street, the unit will unblock a temporary accommodation situation or relaunch the partners for employment support. Also, like the Caravan of Rights, the CVJM's mission is to analyse the difficulties regularly encountered by young people in accessing their rights in order to be able to call on elected representatives and institutions. The UFM's have thus become one of the Cellule's key audiences: even if it is difficult to unblock the situations of UFM's at the end of the department's ASE aid system, the Cellule has been able to highlight this situation and question elected officials on this issue.

Operating on the same principle as the CVJM but with a different public, the Coordination errance, bringing together a group of social partners, meets every two weeks to unblock complex situations of people in a wandering situation. In order to reach this public, a team carries out outreach activities in the streets of Grenoble, in squats, or in partnership with food distribution associations. In addition to providing a listening ear, the coordination team provides advice on primary needs (where to sleep, where to eat...) and redirects people to the appropriate services or associations⁵¹.

The Mobile Legal Team: a partnership mechanism to make the DALO/DAHO effective

This scheme emerged in light of the current housing situation in Grenoble: accommodation facilities (and in particular CADAs for asylum seekers) are saturated, there is a lack of certain types of accommodation (one-bedroom flats) and it is difficult to access them in the context of conventional housing. This situation does not meet the legal requirements, as the French legislative framework grants people with a residence permit the right to housing and people without a residence permit the right to accommodation (emergency accommodation and accommodation and social reintegration centres). To promote access to these rights, the DALO law of 2007 and the DAHO law of 2009 enshrine the right to housing as a fundamental right: they set out in law an obligation of result for the State and make the right to housing enforceable (applicants who request a right to housing and accommodation can go before a different court from the one that took the decision on their situation to have their right recognised). Nevertheless, these laws remain poorly applied nationally with great regional

⁵⁰ Interview with Michèle Buttard, Head of the Aller-Vers Accès aux Droits service, Grenoble CCAS, conducted on 3 March 2021.

⁵¹ Interview with Michèle Buttard, Head of the Aller-Vers Accès aux Droits service, Grenoble CCAS, conducted on 3 March 2021.

disparities. Particularly in Isère, the mediation committee, the body that manages these applications, is dysfunctional as it makes decisions that are not in accordance with the law⁵².

Thus, because of the ineffectiveness of this law, two activists and researchers, David Laumay and Julien Levy, submitted the idea, during the forum on access to rights organised in 2017, of creating a resource team on this issue to promote the effectiveness of these rights in Grenoble. Following this, a partnership project group was set up in the autumn of 2017, bringing together the Bar Association, the Faculty of Law, the Federation of Solidarity Actors, the association Un toit pour tous, which manages the DALO law monitoring committee, the City, the CCAS, and the Human Rights Institute. Through a 6-month work, from September 2017 to March 2018, the partners defined the outlines and objectives of the EJM: to remobilise social workers, the persons concerned and the associative actors to use the DALO/DAHO appeals and to favour the application of the law by using the appeal channels provided. To do this, the EJM has three missions: a mission of outreach to meet various publics, mobilise them and make them aware of their rights; a mission of training and follow-up with associations and social workers to train them and accompany them in their DALO/DAHO appeals; and a mission of follow-up of DALO/DAHO litigation. In its work, the EJM accompanies migrants with or without residency rights; for the work of following up on the DAHO litigation, the majority of the people are without residency permits. Thus, this system is unique in France: it is the only salaried team dedicated to the DAHO and DALO carried by a local authority. Indeed, the EJM is a cross-cutting service run by the City of Grenoble within the Territorial Action Department, and works in collaboration with the CCAS and in particular the AVAAD. It is composed of a peer worker, a lawyer and legal trainees from the Master's degree in fundamental rights, a social worker and a manager.

Thus, through these different missions, the EJM is in constant contact with the fabric of Grenoble's associations: it takes part in outreach activities carried out by various associative actors and carries out standby duties within associations or structures likely to receive a public with a housing or accommodation problem (Point d'eau, Le lieu, the AJHIRALP association's Youth Reception Point). Also, many associations refer people with poor housing or no housing directly to the EJM. Moreover, in its training mission, the EJM trains many associations (DAL38, Un toit pour tous, PAJ, APARDAP, ADA, ADATE, Cimade) with the aim of creating a real culture of use of these appeals and convincing them of the importance of using them. Indeed, for the DALO/DAHO, the issue is not so much to look at the effectiveness of this right but the effects associated with it: these appeals, beyond being able to respond to individual situations of non-recourse, constitute a lever to increase the number of housing and accommodation on a given territory. In fact, the DAHO/DALO figures are the only indicators on which the Prefecture and the CCAS base themselves to know the housing and accommodation needs on the territory. For example, in 2017, due to only 250 DAHO appeals made, there was no additional accommodation built. Thus, the creation of the EJM has had an impact on the number of DAHO appeals filed: between 2018 and 2019, this number has doubled and the rates of favourable decisions have also increased⁵³.

ASL courses in the MDHs: a gateway to accessing rights

Finally, ASL courses can also be seen as relevant tools for access to rights for learners in terms of the ASL trainer's or coordinator's partnerships with different associations or actors in the MDH.

⁵² Interview with Pierre-Luc Fayolle, Head of the Mobile Legal Team, conducted on 3 February 2021.

⁵³ Interview with Pierre-Luc Fayolle, Head of the Mobile Legal Team, conducted on 3 February 2021

Firstly, there is a strong link between the ASL trainers and the public writers. Indeed, within the MDHs, learners wishing to enrol in ASL courses must already make an appointment with the public writer: the latter's role is then to assess the learner's level of French and also his/her social situation in order to identify possible situations of non-use. In addition, during the year, the ASL trainer easily redirects learners to the public writer when they report difficulties in accessing their rights⁵⁴. The presence of legal and social support associations in the MDHs also enables the public writers to call on the lawyers of these associations to provide the best possible support to the learners, as is the case with the presence of ADATE in the MDH Patio.

Secondly, the ASL trainers also have numerous social partnerships to promote access to rights for learners: some are in contact with family planning, or with the Emmaus Connect association to give courses on digital technology. In addition, each ASL trainer tries to assess the needs of the learners in order to choose the relevant collaborations to carry out. For example, the ASL trainer at the MDH Patio has noted that health is a common denominator in the concerns of her students: she therefore often involves the health centre of the association l'Oiseau bleu "POPS: Point précarité Santé" (Health precariousness point) in order to promote access to health for her learners⁵⁵. Also, the trainers can also work in partnership with other city services such as the health services or the equality service within the framework of the creation of the "One month for them" project at the MDH Abbaye for example. Finally, the ADLs can also present themselves as actors in access to rights: in contact with foreign residents, they often act as a link between the requests of foreign residents and migrant support associations.

Connecting and supporting citizens' and associations' initiatives

In view of the wealth of associations in Grenoble, the city coordinates and organises the support and assistance provided by the city's associations and residents. Since 1981⁵⁶, the City of Grenoble has had a municipal facility dedicated to supporting associations: the Maison des associations (MDA). The MDA supports the city's associative fabric through its two functions.

Firstly, the MDA provides essential support to associations by making premises available. It is a 2,500 square metre, four-storey building offering all associations that request it two types of rooms free of charge with free fluids. On the one hand, the MDA, with the agreement of the elected representatives, provides permanent offices for associations on an exclusive or shared basis so that they can carry out their activities⁵⁷. For several years now, the elected representatives have granted a permanent place, on an exclusive basis, to a number of solidarity associations (particularly those providing legal assistance to migrants): Cimade, Amnesty International, ADA, APARDAP, the League of Human Rights, the Algerian Refugee Support Committee and the Inter-Peoples' Information Centre. The associative pole of these solidarity associations is the most active pole of the MDA because of the presence of daily offices. This explains why the MDA organised a training session, given by an ADA employee, for all MDA staff, to explain the work of these associations on the premises and to deconstruct the prejudices associated with foreign residents⁵⁸. On the other hand, the MDA provides

⁵⁴ Interview with Julie Baume Gualino, Head of adult activities and ASL at the MJC Abbaye Grenoble, conducted on 15 February 2021.

⁵⁵ Interview with Agnès Roche, ASL trainer at MDH Patio and MDH Chorrier-Berriat, conducted on 17 February 2021.

⁵⁶ This facility was created in the context of Dubedout's term of office, which was characterised by the proximity of the local authorities to the associations.

⁵⁷ Associations with permanent premises benefit from this for 3 years and then this request is re-evaluated.

⁵⁸ Interview with Emmanuelle Frossard, head of the RMA service and Linda Miladi, reception coordinator at the MDA, conducted on 4 February 2021.

shared spaces: interview offices (with a capacity of 4 to 5 people) and meeting rooms (14 to 19 places), a conference room (160 places) and a cyber space. In addition, this place allows associations wishing to have a mailbox on the MDA premises to be registered with the post office. Finally, this facility also provides technical and material support to associations by making available electronic equipment such as video projectors or equipment for organising events.

Nevertheless, even if this space is a flagship institutional facility for associations, it is not the only space made available to associations, since the City has 75,000 square metres of associative premises⁵⁹. Indeed, the MDHs are also home to associations providing assistance to migrants/access to rights: the MDH Abbaye hosts the offices of the DAL38 to promote access to the right to housing and the MDH Patio hosts the offices of ADATE, an association providing social and legal support for asylum seekers and UFM.

Secondly, the MDA also hosts the city service responsible for supporting Grenoble's associative life: the Service de Relations avec le Monde Associatif (RMA) (Relationships with the Associative World's service). This service is composed of a part that manages the MDA (reception agents, management of local facilities) and a team responsible for promoting and giving visibility to associations (RMA website, forum of associations, management of an association directory, etc.), helping them to develop through projects, supporting them (legally, in terms of accounting) and managing the follow-up of grant applications. These subsidies, validated by the City Council, help 600 associations each year with a budget of 15 million euros. Almost all the associations working in solidarity with migrants are subsidised by the City and the CCAS. For example, in January 2021, the City's CCAS entered into a partnership with the association ADA to provide specific assistance to asylum-seeking households who are first-time applicants and who have submitted their asylum application to the Grenoble prefecture.

In addition, the City of Grenoble is working to raise the profile of Grenoble's associations and to promote their work. Indeed, the City provides several digital and physical resources to facilitate the identification of Grenoble's associations that help migrants, an identification that is one of the first prerequisites to promote access to rights. Thus, the City has created the "Solidarités Grenoble"⁶⁰ platform, which lists the actors / associative and municipal solidarity mechanisms within 18 fields of action. Also, the City's CCAS updates weekly the documents "Where to eat from ..." and "Where to find help from ..." which identify the city's aid associations as well as their addresses and hours of activity. To promote the accessibility of these resources, these documents are distributed in digital form on the city's social networks and in "paper" form in the various MDHs. The latter are key places for disseminating the associative activities taking place in the sectors where they are located. For example, sector 6, where there are three MDHs, has been renewing a booklet every year since 2017, bringing together all the associations and municipal services offered within it. This booklet "Sector 6 is on the move! Directory of associations and services for residents"⁶¹ has sections dedicated to the identification of actors in access to rights: "Access to rights, personal support", "Social and educational support" and "Local solidarity". Finally, the project to create a network of the "House of Hospitality" is also anchored in this logic, since its objective will be to create a network of associative and municipal

⁵⁹ Interview with Emmanuelle Frossard, head of the RMA service and Linda Miladi, reception coordinator at the MDA, conducted on 4 February 2021.

⁶⁰ (<https://www.solidarites-grenoble.fr/>).

⁶¹ <file:///C:/Users/Justine%20Bouvier/Downloads/Le-secteur-6-bouge-Annuaire-des-associations-et-services-aux-habitant.e.s-2020-2021.pdf>

reception centres, which will then make it possible to highlight the associative and institutional offer of services to migrant people.

The city also creates platforms to link up and list offers of citizen, association or municipal aid in order to participate in the coordination of all these offers. For example, in 2015, the city created the "Grenoble, terre d'accueil" platform, which coordinates the actions of volunteer residents, associations and charities to help migrants in Grenoble and the surrounding towns. This platform, which is now little used, nevertheless served to channel all the proposals for citizen and association aid in 2015 and 2016 and made it possible to publicise the fabric and work of Grenoble's associations involved in these issues. The City also worked with some thirty associations to manage and implement this scheme⁶². Furthermore, in the context of the current health situation, the City has recently renewed this scheme, aimed at a wider population than that of migrants, by creating the "Voisins Voisines" platform in March 2020 and the "Volontaires solidaires"⁶³ platform in November 2020, which will enable people/associations in need of help to be put in touch with people wishing to volunteer to provide this help.

Finally, the City also facilitates the coordination of the actions of associations by creating thematic clusters that bring together associations with common missions. Thus, the MDA mainly brings together associations promoting access to rights for exiled persons. In 2019, the City granted 7 solidarity associations, including Bouquins sans frontière and the School of Peace, a building called "the Pole of International Solidarity". In addition, since October 2020, Babel Saint Bruno, a former crèche in the Chorrier-Berriat district, now brings together 4 associations involved in cultural dissemination and/or education and schooling for foreign residents: APARDAP (digital workshops at the home of the welcomed), 3 AMIEs (CAP sans frontière), Cuisine sans frontière and Beyti. Finally, since September 2019, the premises at 8 rue Sergent Bobillot has been home to both associations and city officials: the AVAAD service, the Mobile Legal Team, the Aides association and the LGBTI centre⁶⁴. These groupings of associations can have multiple positive effects: strengthening the links between associations, encouraging associative partnerships, and facilitating municipal support for the actions carried out.

The presence of an inclusive local democracy policy encouraging the participation of foreign residents

Grenoble has a very long tradition of local democracy: the city has always had a vitality and a wealth of associations, particularly with the appearance in 1920 of the Unions de quartier, the first form of democratic tool in the form of associations. Today, we can still affirm the existence of this permanent democracy which is nourished by the vitality of Grenoble's associations. From an institutional point of view, the arrival of Éric Piolle in 2014 was accompanied by the introduction of new tools of local democracy (the participatory budget, citizen questioning, the overhaul of independent citizen councils) and an acceleration of the processes of direct democracy. Indeed, the issue of democracy is no longer the prerogative of a single department: all departments have the possibility of implementing participatory approaches. In addition, the city has drafted a participation guide to provide a shared framework for all departments, thus instilling new working habits. Following

⁶² FLORENT, M. (27 juin 2016). La plateforme migrants de la ville de Grenoble à l'heure du bilan. *Place Gre'net*. URL : <https://www.placegrenet.fr/2016/06/27/plateforme-migrants-de-ville-de-grenoble-a-lheure-bilan/95413>

⁶³ (<https://www.grenoble.fr/1700-volontaires-solidaires-de-grenoble.htm>).

⁶⁴ <https://www.lesor38.fr/grenoble-inaugure-un-lieu-dedie-a-l-acces-aux-droits-25557.html>

the second election of Éric Piolle, the city now has a deputy in charge of democracy issues who manages the "open democracy" commission, which is made up of a local democracy project director and project managers⁶⁵.

The city has a range of participation tools, but it also stands out for opening up these mechanisms to all foreign residents: there is a clearly stated political will to promote the political participation of migrants. Indeed, three principles of inclusion are openly stated for Grenoble's local democracy: to allow the participation of foreign residents, whatever their status, of young people and of people in situations of social insecurity (particularly in the political districts of the city). Thus, all local democracy mechanisms are open to migrants, even those who do not have a residence permit or a permanent address: to participate, a certificate of residence on honour may be sufficient. Even if it is not possible to identify which tools are most used by foreign residents because there is no quantitative monitoring of the status of people and their origin, they are all used by foreign residents to varying degrees. Moreover, this desire is accompanied by the implementation of an outreach policy to encourage foreign residents to participate in the various tools. The strategy implemented by the town hall is therefore one of proximity rather than communication. Indeed, to encourage the participation of this public, the city establishes a close relationship with intermediary actors such as associations specialised in social support (3 AMIEs, Point d'eau, Totem), the CCAS, ASL courses within the MDH, in specific neighbourhoods⁶⁶.

The CCREG: a body dedicated to the participation of foreign residents

Since 1999, Grenoble's local democracy landscape has been distinguished by the presence of a body dedicated to the participation of foreign residents: the Consultative Council of Foreign Residents of Grenoble (CCREG). The purpose of the CCREG is to provide a space for discussion for people of foreign nationality on local and municipal life. Its objective is to ensure that the concerns of Grenoble's foreign population are taken into account by the Municipal Council. In fact, the CCREG formulates opinions on municipal issues that arouse its interest or that are referred to it by the Municipal Council. The latter then undertakes to take account of the opinions expressed and to consult the CCREG as and when necessary⁶⁷. The CCREG is composed of non-French residents of Grenoble, newly naturalised persons, associations working in the field of foreigners' rights and integration and community associations. To become a member, each person must be sponsored by an association that adheres to the values of the CCREG, and then an intermediary body validates the representativeness of the members.

Historically, the CCREG's representation has evolved geographically, which can be explained by the arrival of different migrant populations in Grenoble. Firstly, it was invested by the Latin American community, and in particular by former political exiles, in connection with certain political parties (teachers, workers). This period is explained by Grenoble's historical link with the reception of Chilean exiles in the 1970s. Then, the CCREG was more involved with people from the Maghreb, and more recently with migrants from sub-Saharan Africa. In terms of the issues dealt with by this Council, the members focused on the vote of foreign residents in local and national elections, and then there

⁶⁵ Interview with Boris Kolytcheff, Local Democracy Officer, City of Grenoble, conducted on 1 March 2021.

⁶⁶ Interview with Diego Fernandez Varas, Local Democracy Project Director, City of Grenoble, conducted on 15 January 2021.

⁶⁷ <file:///C:/Users/Justine%20Bouvier/Downloads/Statut-CCREG.pdf>

was a shift towards the fight against discrimination and racism. Finally, the social profile of the members has always been very varied at different times⁶⁸.

However, since the period of the 2020 municipal elections, the CCREG has been on standby and has still not been reactivated by its members: the failure of this body can be explained by several factors. Firstly, in its final days, internal conflicts emerged between its various members. A mediation process was then set up but could not lead to a solution. Secondly, the mode of access to the body was very selective: the sponsorship required for entry into the Council created a logic of accompaniment and co-optation which made it more complicated for a larger number of people to take over the body. The CCREG was therefore not presented as a body open to all persons wishing to become involved in communal life. Finally, the CCREG had become a public meeting which resulted in little political change: it is therefore necessary to turn this body into a concrete and real sphere of change so that the members do not have the impression of wasting their time⁶⁹.

At present, there is no explicit request from foreign residents to update such a body. As far as the participation of foreign residents is concerned, the city currently favours the "citizenship of residence" approach, which consists in considering these people as an integral part of the population. Thus, the City wishes to promote the inclusion of foreign residents in all the other participation mechanisms of the City, rather than dedicating a specific consultative body to them. Nevertheless, the future of the CCREG is still uncertain: the City, as part of its participation in the ANVITA network, will participate in a thematic working group on the political participation of exiled persons in public policies. The first exchange will be about the consultative councils of foreign residents: this meeting will be an opportunity to exchange with other public authorities about this body and will perhaps inspire the City to renew this council in a new form.

The participatory budget: developing an inclusive participation tool

The participatory budget (PB) is a mechanism initiated by the city in 2015 which allows all people over 16 years of age, without any condition of nationality (including migrants regardless of their administrative status), collectives and associations to propose projects and to vote for these projects. By allowing foreign residents to participate in this system, the city is also in an illegal situation for the same reasons as the citizen questioning system. However, the prefect has not lodged a complaint against this notorious device and the PB is therefore still accessible to this public.

The BP is therefore a significant example of the city's current efforts to promote the inclusion of foreign residents in local democracy. Indeed, from the outset, the objective of this tool was to succeed in reconciling all the city's stakeholders in a context of a crisis of confidence in elected officials on the part of residents. The city therefore wanted to restore the conditions for dialogue and power to act for everyone: to do this, it carried out a study to identify the groups that participated least in public life. Foreign residents, young people and residents of the southern neighbourhoods and the QPV were identified as the groups that were furthest from public decision-making. The PB was therefore designed and conceived as a tool to raise awareness and encourage these groups to become involved in local life⁷⁰.

⁶⁸ Interview with Diego Fernandez Varas, Local Democracy Project Director, City of Grenoble, conducted on 15 January 2021.

⁶⁹ Interview with Boris Kolytcheff, Local Democracy Officer, City of Grenoble, conducted on 1 March 2021.

⁷⁰ Interview with Boris Kolytcheff, Local Democracy Officer, City of Grenoble, conducted on 1 March 2021.

In particular, to encourage the participation of foreign residents in this system, the city's local democracy department is conducting a real outreach policy and a communication campaign whose main target is migrant people. Firstly, a team is in charge of identifying and meeting solidarity associations (APARDAP for example) and diasporas (the Senegalese of Isère, the Italian association, etc.) to encourage them to propose and vote for projects. Secondly, the communication around the PB is meant to be inclusive: the signage of the scheme is systematically translated into English and it is represented by white and racialised people. This representation was made possible thanks to the reflections of the PB steering committee. The committee's objective is to evaluate the admissibility of the proposed projects and to reflect on the PB's communication strategies. In this way, foreign residents, who were formerly project leaders, can help to develop these schemes from the inside during the evaluation meetings⁷¹.

Finally, another technique used is the intervention of a person from the local democracy service in the ASL classes of the MDH. Indeed, this service is closely linked to the ASL trainers/coordinators of the various MDHs and therefore coordinates their intervention in the workshops during the strong periods of the PB (submission of ideas, forum, vote). Beyond a presentation of local democracy services, the aim of this intervention is not to force the learners to participate but to ask them about their desires and wishes for change in Grenoble so that they can know that the PB is a possible tool that would allow them to put these ideas into practice. In addition, to encourage migrants to vote, the MDHs, because of their special relationship and trust with migrants, host the ballot boxes. Moreover, 23% of the voters in the participatory budget are not registered to vote.

All of these communication techniques have borne fruit: foreign residents are both project leaders and members of collectives that propose projects. For example, the Café International association proposed the project "a look at my city", which aimed to leave imprints of their place of origin in the city. Many other projects were also proposed by foreign residents, such as the Cuisine du Cœur, the place, sanitary protection, the development of the Place Saint Bruno, the solidarity fridges, the Colocation solidaire, Barbecues in our parks (supported by the former president of the CCREG) and Jardin sans Frontière. Within the MDH Abbaye, this collaboration with the local democracy service has worked for 3 years, the ASL learners have been elected to the participatory budget for 3 projects: Parc Mistral au Sommet (dry toilets, kiosks, places to eat), the Oasis fraîcheurs (rehabilitation of the old water fountains), Handi parc (facilities for disabled children)⁷².

The participation of foreign residents in the PB: contributions and limitations

As the PB is one of the municipal tools where we note a real participation of foreign residents, it is interesting to analyse the contributions and limits of this participation and of the communication strategies put in place by the city. Firstly, one of the people who took part in the Jardin sans Frontière project emphasised the fact that the project enabled her to keep busy while waiting for her residence permit, and at the same time enabled her to gain new experience⁷³. In addition, the project leaders are supported throughout the whole process of the PB (from the submission of the project to its realisation if it is elected) through training and occasional meetings with City technicians. The participants are therefore involved in all the steps (questions about plans, choice of materials,

⁷¹ Interview with Boris Kolytcheff, Local Democracy Officer, City of Grenoble, conducted on 1 March 2021.

⁷² Interview with Julie Baume Gualino, Head of adult activities and ASL at the MJC Abbaye Grenoble, conducted on 15 February 2021.

⁷³ Interview with Mohammed Fofanna, participant in the Garden Without Borders project, conducted on 11 January 2021.

agreement to make the project available). Thus, this support allows the creation of a closer link between the project leaders (and in particular foreign residents) and the City, and may encourage them to participate in other activities or projects proposed by the City.

Nevertheless, as relevant as the mobilisation of ASL courses by the City's local democracy services may be to encourage the participation of foreign residents, it is necessary to take into consideration the learners' capacity to invest. Indeed, because ASL courses are identified as a "target audience" by both local authorities and associations, the ASL coordinator at the MJC Abbaye mentions an over-solicitation of these different actors to carry out multiple projects with the learners. However, even if these projects are relevant, she highlights the difficulty of mobilising learners over the course of a year for something other than ASL courses. Indeed, most learners only come to ASL classes to benefit from the courses and do not have the time to invest in other projects. It is therefore difficult to determine which learners are genuinely interested in carrying out these projects and which are only willing to do so as a courtesy⁷⁴.

Thus, thinking about the participation of foreign residents requires taking into account the realities and priorities of each person in order to understand their temporary and emotional availability. Many factors need to be taken into account in order to mobilise these people in participation projects. Firstly, many people are unable to participate due to a lack of time: they already have to devote their energy to regularising their financial, administrative, professional or even family situation. Secondly, it is also necessary to take into account the apprehension of learners to participate in such projects. Not all people are willing/interested in being involved in public life with all that this commitment implies: public speaking, media coverage, group work, etc. Thus, this type of project targets people with a certain profile⁷⁵. In doing so, ASL trainers must therefore carefully select projects that are likely to correspond to the wishes/realities of the learners so that ASL does not become "project advertising" for foreign residents.

Residents' houses: local places for the emergence of citizen initiatives

Thirdly, the MDHs are also relevant places to analyse the participation of foreign residents. In order to understand this link, it is necessary to go back to the years before 2011, when the City of Grenoble still had social centres, most of which were linked to the Caisse d'Allocation Familiale (Family Allowance Fund) and depended on the City's CCAS. However, in 2011, the City decided to rethink the missions of these centres by adding a mission linked to the participation of residents so that these spaces become places of initiatives, projects and anchoring on the territory. Thus, these social centres, renamed "Maisons des habitant.es" (residents' houses), now depend on the city and have three main missions: social development, access to rights and resident participation. These MDHs are therefore local resource centres that promote human links, access to rights and the active participation of residents⁷⁶.

This reorganisation was accompanied by the creation of new posts: local development officers whose role is to facilitate the creation of all projects (social, cultural, etc.) and citizen and association initiatives with the aim of developing a territory and improving the living conditions of its inhabitants. To do this, the LDAs will encourage the creation of projects by soliciting actors/associations, by

⁷⁴ Interview with Julie Baume Gualino, Head of adult activities and ASL at the MJC Abbaye Grenoble, conducted on 15 February 2021.

⁷⁵ Interview with Julie Baume Gualino, Head of adult activities and ASL at the MJC Abbaye Grenoble, conducted on 15 February 2021.

⁷⁶ Interview with Matthieu Warrin, Director of the MDH Chorrier-Berriat, conducted on 18 December 2020.

networking them, and by accompanying them in the implementation of projects by using the levers of action available to them (in particular the Residents' Participation Fund or the Workshops Open to the Public). Thus, one of their main objectives is to link the actors of a sector (residents, associations, institutions) to improve the level of information between these different actors and to orient them on different issues⁷⁷. Thus, in line with the missions of the MDHs, the latter have seen many projects arise in connection with foreign residents through the various tools made available to the MDHs.

Firstly, the FPH, a local democracy mechanism open to the participation of exiled people, has been used by some associations to develop projects within the MDH Chorrier-Berriat. This tool, unlike the participatory budget, is an operating fund and not an investment fund: it allows the inhabitants of the neighbourhood to propose projects which are then analysed by a committee (open to all but often composed of former participants of the FPH) which is responsible for deciding on the allocation of the budget. Thus, within the MDH Chorrier-Berriat, two projects related to migrant people have been carried out, including the creation of a traditional costume parade in 2017 by two migrant women from the Maison des Familles (an association that welcomes and listens to families in a situation of isolation or precariousness, in which many migrant families are accompanied). Furthermore, even if the FPH does not mainly benefit migrant people, the head of the MDH Chorrier-Berriat insists on the fact that when a project related to such a public is proposed by the Allocation Commission, the MDH makes sure to support it as much as possible in order to make it happen⁷⁸. However, unlike the BP, which targets foreign residents in particular, this tool does not have a specific communication for this public and is therefore less used by foreign residents.

Secondly, the MDHs are open to any proposal and welcome, within the limits of their material and logistical possibilities, any desire on the part of citizens: they will generally support associations by making their premises available and making certain projects visible through the distribution of leaflets or the organisation of information meetings. Thus, many projects and associations are born within these structures. For example, it was within the MDH Chorrier-Berriat that the Cuisine sans frontière project was born, an association bringing together migrants in an irregular situation who cook and sell meals every week. The association used the kitchen of the premises of this MDH to carry out its activities for two years, before moving to its own premises. Cuisine sans frontière and the people working there still benefit from a trusting relationship with the MDH; a relationship that encourages the participation of migrants in other services offered by the MDH such as leisure activities. With the aim of "opening up" the activities of migrants, the MDH also tries to include Cuisine sans frontière at the heart of neighbourhood life and to link it with other actors in the neighbourhood, such as the organisation of the big neighbourhood meal, during which the members of Cuisine sans frontière prepare a meal for the people of the neighbourhood⁷⁹.

Another example, since October 2018, at the initiative of a resident of the Villeneuve neighbourhood, the MDH Patio has collaborated with ADATE and the Barathym, an associative and cultural café whose premises are located inside the MDH, to organise weekly "convivial times" between MNAs and residents. These times are structured around different themes: learning French through books, board games or discussions⁸⁰. The MDH Bois d'Artas has also witnessed such a dynamic:

⁷⁷ Interview with Clara Demeure, Local Development Officer MDH Prémol, conducted on 1 March 2021.

⁷⁸ Interview with Matthieu Warrin, Director of the MDH Chorrier-Berriat, conducted on 18 December 2020.

⁷⁹ Interview with Matthieu Warrin, Director of the MDH Chorrier-Berriat, conducted on 18 December 2020.

⁸⁰ Interview with Manon Vidal, Director of the MDH Le Patio, conducted on 27 January 2021.

supported by residents of the sector, the new “Démarche Tes Droits” collective has set up, since March 2019, a “Thé recours” exchange time based on the principle of peer support, which aims to help anyone who encounters a blockage when trying to assert their rights (particularly migrants who have had difficulties with their administrative procedures at the Prefecture)⁸¹. Finally, the “International Café” project was initiated three years ago in the MDH Bois d’Artas and the Centre-ville: the organisation of weekly convivial times to practise French orally as a complement to ASL courses. These times gave rise to a dynamic association of ASL learners and/or users of the Café International who formed the “Association du Café International”. This association, based on the principle of peer support, aims to provide advice to other migrants (information on their rights, sharing of experiences, etc.) and to create conviviality⁸².

Other local democratic bodies showing participation of foreign residents

Finally, in addition to the examples mentioned above, the city has other local democracy tools, all of which are open to the participation of foreign residents, since none of them are subject to a nationality requirement. Some of these tools reserve a specific place for foreign residents or show an interest related to the issues of this category of public.

The first interesting tool to highlight is the **independent citizens' councils (ICC)**. These councils are linked to the regulatory framework since they stem from the 2002 referendum law which made the presence of neighbourhood councils compulsory for a city with more than 30,000 inhabitants. Since this law, sectoral advisory councils have been set up in conjunction with the department of territorial action and city policy. These councils, made up of residents and users of the city who commit themselves on a voluntary basis, share the objective of bringing local democracy to life by constituting themselves as relays for local actors and residents towards the city. To encourage the participation of foreign residents in these bodies when they are set up, the local democracy department has specifically targeted associations made up of foreign residents to inform them of the existence of these bodies⁸³. As a “subset” of the citizens' councils, the **neighbourhood tables** are assemblies of residents specific to the so-called “priority” neighbourhoods, including La Villeneuve.

In addition to the CCIs, in 2018 the City set up **project workshops**, which aim to collectively draw up recommendations on a municipal policy. They are made up of 30 Grenoble citizens, 17 of whom are drawn at random, without any nationality requirement, and 13 volunteer citizens, including 6 representatives of the neighbourhood unions, 6 representatives of the CCIs and one representative of the CCREG. The workshops discuss themes selected by a methodology: each year, relevant themes are collected from citizens' bodies, elected representatives, departments and directorates. Then, from these themes, the elected representatives choose 5 themes and finally, the CCIs prioritise the 3 themes that will be discussed during the project workshops. These 30 citizens, accompanied by a third-party professional, can hear from municipal and metropolitan services, as well as experts or associations on specific topics, in order to draw up recommendations on these three topics, which they will then present to the Municipal Council. Each workshop has a limited number of working sessions (3 or 4) at times that allow everyone to participate. Among the proposed themes that were not retained in the end, some were related to the problems of foreign residents: housing for all, social housing in Grenoble, the development of municipal measures to promote access to rights and the fight against

⁸¹ Interview with Nora Assoul, Director MDH Bois d’Artas, conducted on 24 February 2021.

⁸² Interview with Nora Assoul, Director MDH Bois d’Artas, conducted on 24 February 2021.

⁸³ Interview with Boris Kolytcheff, Local Democracy Officer, City of Grenoble, conducted on 1 March 2021.

discrimination, the inclusion of foreign residents in local participatory democracy and solidarity accommodation for migrants.⁸⁴

Furthermore, during this pandemic period, during the second containment, the City has set up a participation tool to include the city's residents in the management of the crisis from November to April 2021: the "Covid-19 citizens' liaison committee"⁸⁵. After the drawing of lots of residents (no nationality requirement) of the city and representatives of local actors, 6 sessions were held, at the end of which a citizens' agreement will be drafted. The aim of this body is to "democratise the management of the crisis, give a voice to residents and representatives of local actors on the different experiences of life, and anticipate the concerns of citizens"⁸⁶. This committee made it possible to make certain impacts of the confinement visible for this population. Indeed, due to the presence of certain associations supporting foreign residents (APARDAP and 3aMIEs), the issues of care for migrants, their particular conditions, their social protection and the isolation of foreign students⁸⁷ were raised.

Highlighting an initiative to support the participation of disadvantaged people

Despite the presence of inclusive local democracy policies, foreign residents remain one of the groups that are far from public decision-making. Some associations in Grenoble have mobilised on these issues to promote the participation of certain groups, such as the "Platform to support the participation of people in precarious situations" of the association l'Oiseau bleu, which was created in 2018. Indeed, the aim of this platform is to take an interest in the concerns of people in precarious situations throughout the territory of Isère in order to mobilise and organise them with a view to requesting changes from the public authorities or the structures that accompany them. Among the target groups of this platform, the two employees are particularly interested in people living in accommodation and social reintegration centres, in CADAs, day centres, emergency reception centres and homeless people.

Inspired by the tools of the "community organizing" method derived from the work of the American sociologist Saul Alinsky, the two coordinators go through several stages to enable them to organize a collective demand. The first step is to contact the professionals in the structures where these people are located in order to negotiate their place in these places and thus to be able to dialogue directly and create a bond of trust with the people concerned. Then, if the response is positive, the coordinator sets about meeting the different groups individually through a consciousness-raising survey: the aim is to ask questions to the respondents to encourage them to express their individual daily concerns and to make them aware that some of their individual problems are shared collectively, that they have a cause and that it is possible to find a solution to them. Following this awareness-raising, the third step is to create issue-based collectives with those interested in taking action - they can then collectively reflect on modes of action. Among these modes, spaces for dialogue between the structure and the collective are often created to demand an improvement in the living conditions of people within the structures they work with. For example, this platform has tried to set up a Social Life Council in the CADA des Cèdres, which meets the legal obligations of such structures.

⁸⁴ Interview with Diego Fernandez Varas, Local Democracy Project Director, City of Grenoble, conducted on 15 January 2021.

⁸⁵ (<https://www.grenoble.fr/1950-convention-citoyenne-covid-19.htm>).

⁸⁶ (<https://www.grenoble.fr/1950-convention-citoyenne-covid-19.htm>).

⁸⁷ Report of the meetings of 9 January 2021 and 6 March 2021, online: <https://www.grenoble.fr/1950-convention-citoyenne-covid-19.htm>.

Among the methods of mobilisation used by the collectives, the city's local democracy tools such as the participatory budget⁸⁸ can also be considered.

Conclusion

Finally, all these dynamics tend to consider that the City of Grenoble is anchored in a logic of creating a citizenship of residence: whatever the nationality or the residence permit of a person, any resident of the city can have access to municipal services and can participate in the social and political life of Grenoble.

Certain measures already put in place corroborate this recognition of the citizenship of residence by the city. Indeed, since 2002, the Association de parrainage républicain des demandeurs d'asile et de protection (APARDAP) (Association for the Republican Sponsorship of Asylum Seekers and Protection) has been organising republican sponsorships throughout the Isère department, in collaboration with the City. This scheme allows nationals to sponsor exiled persons (asylum and protection seekers, but also residence permit applicants, particularly those whose applications for asylum have been rejected) after a ceremony presided over by the mayor of Grenoble. These sponsorships are presented as tools for recognising the legitimacy of the presence of migrants in the Isère region, who then have an APARDAP sponsorship card signed by the mayor⁸⁹.

Also, since 2016, the City of Grenoble has established a partnership with Sciences-Po Grenoble around the citizen action certificate. The latter is an experimental scheme that allows residents who volunteer and are involved in local public life, without any nationality requirement, to obtain recognition for their civic involvement. To this end, they must follow a training programme aimed at deepening their knowledge of public action and citizen participation. Citizens who are members of a participatory body (in particular the CCREG), members of the board of an association and project leaders of the participatory budget are then eligible. The local democracy service then makes this certificate known to the associative relays, particularly the associations of foreign residents and the members of the CCREG. Thus, this certificate has enabled several foreign residents to be awarded this certificate and to value their involvement as citizens of Grenoble⁹⁰.

Finally, this urban citizenship will be officially recorded during Eric Piolle's current term of office, as the municipal team plans to create an urban residence card. Indeed, the City wishes to use the library card (free of charge if proof of residence can be provided by the CCAS of Grenoble) to which would be amended the possibility of free access to public services. This card would have a strong symbolic value: the fact of receiving a title, issued by a public authority, attesting to their presence on the territory. Thus, this card would help to recognise the legitimacy of the presence of foreign residents on the territory of Grenoble, which is often neglected by the refusal to obtain a residence permit.

⁸⁸ Interview with Nicolas Lepers, co-coordinator of the "Participation support platform for people in precarious situations" of the association l'Oiseau bleu, conducted on 3 February 2021.

⁸⁹ Interview with Monique Vuailat, Coordinator of the Collectif Migrants en Isère, conducted on 2 November 2020.

⁹⁰ Interview with Boris Kolytcheff, Local Democracy Officer, City of Grenoble, conducted on 1 March 2021.

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