

ImpleMentoring project 2012-14

Theme A: Enhancing public perception on migration and diversity

Benchmark – second draft February 2013

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Integrating Cities standard

Theme A: Enhancing public perception on migration and diversity

Standard: The city promotes migrants as desirable potential and actual citizens, neighbours and colleagues and publicly welcomes the opportunities diversity offers.

Rationale: The preamble to the Integrating Cities Charter recognises and values the contribution immigration and migrants have made to European cities. “Over the past decades and centuries, immigrants have arrived with fresh experiences and new ideas that have brought progress in science, arts, commerce and economic development. They play a leading role in creating the diversity and vibrancy we experience in our cities today.” This echoes the Charter of Fundamental Rights which demands respect for and protection of human dignity (Art 1), equality before the law (Art 20) and respect for cultural, religious and linguistic diversity (Art 22). These articles form the basis of many of the actions proposed in the European Agenda for the Integration of Third-Country Nationals (2011).

The promotion of migrants and all residents as entitled to these rights and also responsible for respecting them in others is a key city role. Recent research (Concordia Discors) also describes integration as a property of space (rather than of persons or society): place shaping is, of course, the role of the city administration. But research shows that even those cities who have made a commitment to enhancing public perception of migrants and diversity do not necessarily take effective action, or know how effective their actions are.

Note on terms used in the benchmark

- Migrant = person born outside the country in question, who has moved to live there for at least 12 months (UN definition) or resident of ‘migrant background’, including person born to migrant parents (according to definitions varying between Member States). Cities may wish to use other definitions, according to their practice, in applying this benchmark.

BENCHMARK

KF	Key factor	Rationale	Guide questions
1	<p>Public commitment to an inclusive and diverse city</p> <p>The city actively communicates its commitment to the city's diverse future and the city as a welcoming place</p>	<p><i>This is based on the template from the previous toolkit but also developed with reference to the AMICALL recommendations and the recommendations by Cities of Migration.</i></p>	<ul style="list-style-type: none"> • Does your city describe itself as welcoming, open and/or diverse in its publicity? • Has the city leadership sought cross or multi-party consensus on the importance of this commitment? • Do political leaders from all major parties refer frequently to the city as a welcoming, diverse and inclusive place? • Can city staff give examples of ways in which their work exemplifies and/or is shaped by this public commitment? • Is it clear that this commitment covers all migrants: those who come to work, those who seek asylum, those from Europe, those from other countries, the young, the old, men and women, those with disabilities and those without, of all religious persuasions and none?
2	<p>Planning and strategy</p> <p>The city makes building a shared and inclusive local sense of belonging and identity for all citizens and tackling discrimination in the city key strategic aims, which include working with other local, regional, national and supranational institutions as appropriate</p>	<p><i>The research evidence is that working to build a shared sense of belonging and identity is more effective than running one-off campaigns to enhance public perceptions of a particular group. Framing it like this enables everyone to see the benefits. Coordinating with other bodies increases resources and effectiveness. A longer term plan and strategy does not need to involve extra resources: it is as much about intelligent and planned use of the resources available, and planning to avoid unforeseen (and potentially expensive) problems in the future.</i></p>	<ul style="list-style-type: none"> • Does your city have a plan (or sections of relevant plans) that aim to build a shared local sense of belonging and identity for all citizens? • Do these plans set out goals and priorities for this work and define who is responsible and the timescales? • Do they identify migrants as an essential part of the city's future within the plans? • Do city staff and partners know about the plans and use them in their work? • Is there evidence this work is discussed and coordinated with other local and regional, national and supranational bodies? • Is this work linked to strategies to combat discrimination in the city? How?
3	<p>Coordination and governance</p> <p>The city has assigned responsibility for implementing its work on enhancing public perception on migration and diversity goals to a specific person or department/section/body who has</p>	<p><i>Working in a joined-up and coordinated way is the key to success in this area: failure to do so leads to mixed messages which can undermine it. The work can, of course be combined with other roles: the key is that the work is coordinated. A champion (a person who knows that</i></p>	<ul style="list-style-type: none"> • Who (or what body) is responsible for enhancing public perception on migration and diversity in your city? • Does this person or body have the necessary authority to direct this work? • Does this person or body have enough resources to carry out this work? • Who champions this work in your city?

	<p>enough authority to ensure delivery and coordinate the different actors involved. There is at least one person who is designated the champion for this work at city level and in each major city department.</p>	<p><i>they have this responsibility alongside their other work and coordinates it with the central person or body in charge of it) within each department enables consistency and focus across all areas.</i></p>	<ul style="list-style-type: none"> • Does this person have a good network of people (“champions”) with whom to work in different sectors of the city administration?
4	<p>Needs assessment, monitoring and evaluation</p> <p>The city measures public perception of migrants and diversity consistently and regularly and uses the results to inform new initiatives and practice. The public perception strategy is regularly monitored and evaluated.</p>	<p><i>Research on what works and does not work in this area had not produced definitive answers to many questions arising. A continuous process of assessing and reassessing needs, measuring effectiveness and evaluating what works and does not work is the only way the city can avoid making mistakes that may produce the opposite effect to that desired.</i></p>	<ul style="list-style-type: none"> • How does the city know whether public perception of migration and diversity is positive or negative, and how it is changing? • Does the city measure migrants’ own views as to how they are perceived in the city? • How do these measurements feed into the planning processes of the city? • Does the city have any way of independently monitoring the progress of its strategy? • How does the city know what works and does not work in its strategy? • Are all these measurements used to drive a process of continuous improvement of the strategy? • Can the city demonstrate how it has used these measurements as the basis for changing its strategy or its work?
5	<p>Raising awareness and challenging prejudices about diversity, including migration and migrants: a key communication aim</p> <p>The city has a core policy aim in all its communications of providing a balanced and positive picture of the contribution and importance of diversity and migration to the city.</p>	<p><i>It is important that there are no mixed messages coming from the city since this will undermine the work. Coordination and clarity ensure this does not happen. All communications need to be part of this, not just those about migrants or diversity. Communication that is perceived as being too partisan (or even that which seeks to address myths directly via communications media alone) may have the opposite effect to that desired.</i></p>	<ul style="list-style-type: none"> • Does the city collate, commission, analyse and review information about migration and diversity in the city? • Does the city ensure that useful, unbiased and reliable information on migration and diversity is consistently available to all stakeholders and residents? • Do all those involved in the city’s communications work have a close and productive relationship with the champion? • Does the plan for enhancing public perception include all media used by the city? • Are the core messages clear and incorporated into relevant departmental plans? • Do all city communications (publications, websites, leaflets, press releases, interviews, public statements) appropriately promote a positive image of migration and diversity playing a full role in the city? • Are migrants playing positive and varied roles clearly visible in all visual material produced by the city across all media produced by the city?

			<ul style="list-style-type: none"> • Does the city promote positive migrant role models throughout all its communications (and not just those about migration and diversity)? • Does the communications work use a variety of approaches likely to appeal to different audiences, such as humour, culture and music? • Do all communications seek to provide balanced and accurate information about migrants and diversity? • Is the communications work consistent and long term rather than based around one-off events or activities?
6	<p>Involvement of local communities including migrants</p> <p>The city has an appropriately resourced plan to involve local communities, including migrants themselves, in increasing awareness, challenging prejudices and promoting positive perceptions of migration and diversity</p>	<p><i>Top down initiatives do not work unless matched and met by bottom up ones in this area. If local communities are actively and independently involved in this work they will keep up the pressure on politicians, generate new ideas, bring new resources, develop new methods of communication, and take on the task as their own.</i></p> <p><i>One of the messages from SPARDA was “nothing about us without us”. Active migrant involvement in work on public perception may also generate new ideas, and reinforces the messages about the benefits they bring.</i></p>	<ul style="list-style-type: none"> • Does the city have a plan to include local communities in their promotion work? Or does the city’s work with communities include the promotion of a positive perception of migrants and diversity? • Does the plan or the work include consultation with all communities (including migrants) about how this work can be best carried out? • Does the plan or the work include an active and regular process of seeking feedback from communities about what works and does not, and action based on that feedback? • Does the plan encourage communities to be active and independent of the city in their promotion of diversity? • Does the city encourage local communities to network and learn from each other? • Does the plan include offering public recognition of the roles played by communities and local residents in developing positive perceptions of migrants and diversity?
7	<p>Engagement of non-governmental stakeholders including media</p> <p>The city works with local and national media, opinion-formers and others outside the city authority to engage them in enhancing the public perception of migration and diversity</p>	<p><i>When trying to change minds, it is important that the city does not become isolated or perceived as propagandising. Mobilising other stakeholders also assists in building trust: people are more likely to believe messages that they see shared by several different actors with different interests. In a time of austerity, it is also important that cities look to find and mobilise other resources to support this work. The city also procures media space and is likely to be a major buyer in local media. This gives the city leverage</i></p>	<ul style="list-style-type: none"> • Has the city identified the key media, opinion-formers and others it wants to influence? • Does this include media focusing on and/or run by minorities, migrants and women? • Is the message about diversity promoted for all target groups (i.e. those affected by discrimination on the grounds of race or nationality (including migrants), gender, disability, age, religion or belief and sexual orientation) in all media (so, for example, positive messages about women are promoted in migrant media, positive messages about migrants in youth media, positive messages about LGBT communities are promoted in migrant media)? • Does the city have a plan that includes mobilising non-governmental

		<i>which it can and should use to promote positive aims. Other buyers of media space certainly use this to influence media, and there is no reason the city should not do so as well where these aims are about making the city a more welcoming and inclusive space</i>	<p>stakeholders to improve public perceptions of diversity and migrants?</p> <ul style="list-style-type: none"> • Can the city point to examples of how these people/organisations/agencies have become engaged in the work (such as sponsoring events or competitions, joint initiatives)? • Has the city used its leverage as an important customer to influence media proprietors to improve their coverage of diversity and migration? • Is the effect of such interventions and actions measured?
8	<p>Developing shared activities and shared spaces</p> <p>The city seeks to enable migrant and non-migrant citizens to work together frequently and regularly in their common interests and to develop the habits of sharing spaces well</p>	<i>Developing the habit of working together and sharing space is one of the most effective ways a city can promote positive perceptions. In its work the city must understand and demonstrate that migrants are also, for example, women, older people, users of transport or local shops. And that young people, LGBT communities and neighbours are also migrants, as other examples. If shared or public space is lost (e.g. squares become shopping malls, local schools become more exclusive) this carries with it the danger that everyday opportunities for the building of positive perceptions are lost.</i>	<ul style="list-style-type: none"> • Does the city seek to identify all options available for migrants and non migrants to work together? • Does the city include migrants in the work it seeks to develop for communities of interest (e.g. young people, women, older people, LGBT, neighbourhoods)? • Does the city organise activities which enable safe and productive intercultural contact? • Does the city promote regular events which celebrate the advantages of diversity and which are valued and enjoyed by all? • Does the city plan for and preserve shared spaces in which migrants and non migrants can meet, interact informally and learn from and about each other? These might include spaces of shared purpose like schools, or those set aside for public interaction like squares.
9	<p>Defusing tensions and mediation</p> <p>The city is able to identify possible sources of tension and provides appropriate mediation and other resources to deal with conflicts.</p>	<i>However good the work undertaken by the city, there will inevitably be tensions and difficulties, including those caused by external events and people. Early identification of this depends on good intelligence. Appropriate action depends on planning for this eventuality. Mobilising mediators is often an effective response.</i>	<ul style="list-style-type: none"> • Does the city have appropriate networks involving a range of local people and organisations which it asks for information and to which it listens so that it can identify possible sources of tension in time to respond effectively? • Is this intelligence collected and assessed by a person or department with sufficient resources and authority to act on it as necessary? • Does the city have access to trusted and skilled mediation resources which can be mobilised if needed? • Are there appropriate resources within the city to deal effectively with hate crimes? • Do these resources include mobilising civil society and local residents to reject hate crimes and support victims where appropriate?
10	Staff development	<i>If the city is to have a unified approach</i>	<ul style="list-style-type: none"> • Are all city staff made aware that they are ambassadors for the diversity of the

	<p>The city develops the understanding and knowledge of its staff about the importance of migration and diversity and incentivises their transmission of this to all with whom they come into contact in their official roles.</p>	<p><i>and wishes to put out a clear series of messages on migration and diversity, all staff must play a role in this. If not, the message is undermined. Staff provide a valuable source of ideas and intelligence and are also themselves often city residents and so will play other roles in their neighbourhood, as parents, as service users etc. in which their deeper and more consistent understanding of the work will be an important asset.</i></p>	<p>city while at work as part of their induction and training processes?</p> <ul style="list-style-type: none"> • Do staff understand the key messages about the importance of migration and diversity for the city? • Are staff kept informed about the work done to promote positive perception of migration and diversity? • Are staff encouraged to come up with ideas about how this work can be progressed? • Do staff understand that this is part of all their work, not just a role for “specialists” in diversity or migration/ • Are staff encouraged to find new and creative ways of transmitting this message? • Are staff encouraged to be part of the networks the city develops to keep it aware of local views and concerns? Do staff appraisal, targets and reward systems include recognising the work that staff do in encouraging positive perceptions of migration and diversity?
11	<p>Promoting migrants’ roles in providing key services in the city</p> <p>The city uses its communications strategy to point out the role played by migrants in providing vital services, and encourages partners and those commissioned to provide services to assist with this where possible.</p>	<p><i>Positive perceptions can be created and enhanced by emphasising the important roles migrants play in the city, and especially in public services. The city administration’s power within the city is not confined to the resources it can mobilise directly or to its role as an employer or partner or influencer. As a buyer it also wields great power and this should also form part of its strategy to promote public perception, enabling providers to be enlisted as partners in the strategy along with others such as health services, education etc.</i></p>	<ul style="list-style-type: none"> • Does the city champion know about the important roles migrants play in providing key services? • Are examples of this provided regularly to communications staff for use in publicity materials? • Have other key service providers been identified as potential key partners in the work promoting positive perceptions? • Have officials in charge of procurement of all services been asked about how they can promote positive perceptions of diversity and migration through their work? • Does the procurement process enable migrant-run businesses (and indeed, those run by other diversity target groups) to bid for city contracts and commissions (using all the relevant options for including social value as a criterion for choosing contractors)? • Is the role of migrant led businesses and those employing migrants in senior roles in providing city services communicated to residents?

Managing diversity and promoting equality in cities' administration and service provision

Benchmark –third draft January 2014

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Integrating Cities standard

Theme B: Managing diversity and promoting equality in cities' administration and service provision

Standard: The city takes the necessary steps to maximise the benefits that diversity brings and to promote equality for migrants in employment and access to services

Rationale *The Integrating Cities Charter states that migrants bring economic, cultural and social benefits, but migrants are to be found among the poorest members of the population. This inequality "not only impedes the full realisation of the benefits of immigration, but also acts as a barrier to integration". The Charter commitments also stress the importance of ensuring equal access to services and that the city's workforce at all levels should aim to reflect the diversity of its population. This benchmark therefore addresses the role played by the city as **employer**, the city as **service provider**, and the city as **contractor of services** for its population from external providers. It covers not only the management of diversity where cities have administrative responsibility, but also the part they can play in promoting equal opportunity for all their citizens in services like health, education or employment support, which may be provided by agencies such as central government, NGOs or private organisations.*

Although some ethnic minorities are protected by European Directives or national laws and will be covered in a city's equal opportunities or diversity strategy, many migrants may fall outside the scope of legislation. It may be necessary for cities to review their integration or diversity strategies to ensure that migrants' rights to equal treatment are addressed.

Note on terms used in the benchmark

- *Migrant* = person born outside the country in question, who has moved to live there for at least 12 months (UN definition) or resident of 'migrant background', including person born to migrant parents (according to definitions varying between Member States). Cities may wish to use other definitions, according to their practice, in applying this benchmark
- *Diversity Management* follows the Council of Europe definition, 2010: "Diversity management is a principle aimed at improving the performance of an organisation or a business through recognising, appreciating and utilising the talents and contributions of all individuals regardless of gender, age, ethnicity, race, religion, disability, sexual orientation, etc. This principle should apply to all spheres of activity such as recruitment procedures, human resource management, promotion, work environment issues and providing services"

BENCHMARK

KF	Key factor	Rationale	Guide questions
1	<p>Demonstrating Commitment</p> <p>The city has adopted an explicit strategy to promote diversity and prevent discrimination, backed by a set of actions designed to ensure equal opportunities for migrants</p>	<p><i>By demonstrating the benefits of diversity through the authority's actions and the composition of its own workforce, the city can set an example to other organisations. A diversity strategy can generate trust among migrants and other citizens, as well as sending a signal that it is acknowledging and addressing the disadvantages new migrants face</i></p>	<ul style="list-style-type: none"> • Does the city have a strategy for promoting diversity and equal opportunities across all policy areas, in which migrants are identified as a key target group? • Does the strategy commit the city to ensuring equality and diversity both for its own employees and people who use its services? • Does the strategy seek to prevent discrimination against minorities who come under EU or national legislation, those who face discrimination but may not be covered by law, and those who may face multiple forms of discrimination? • Does the city publicise and promote the benefits of having people from diverse cultural, religious and ethnic backgrounds in its population and workforce? • Can city staff show how they use the strategy and find creative solutions to improve equal opportunities in their areas of work?
2	<p>Leadership and co-ordination</p> <p>The city has a named body or person who has the authority to co-ordinate the work of different departments in ensuring its equality and diversity goals are realised so that migrants get equal access to services and employment opportunities.</p>	<p><i>Without political backing and championing of a strategy at the highest level, it is unlikely to have much impact. Management leadership ensures effective implementation and monitoring in different departments and helps staff understand why migrants are included. Co-ordination is needed within the authority and across different municipal districts and service providers.</i></p>	<ul style="list-style-type: none"> • Does your city have a named person or a dedicated body with the authority and resources to lead its diversity strategy and co-ordinate its implementation? • Is leadership for the strategy visible at the highest levels in the city administration? • Do you have champions for diversity in different departments, locations and service areas and among elected representatives? • How effectively is the strategy co-ordinated with local districts within the municipality and with different departments within the city authority? • What are the mechanisms for ensuring other services providers are committed to equality and diversity goals - those who are not part of the city administration, but responsible for delivering services to its citizens?
3	<p>Consulting migrants about strategy and services</p> <p>Migrants are consulted about their needs and informed about their rights and they contribute to the development and implementation of the strategy and better services.</p>	<p><i>Change in the provision of services or in employment practice is more likely to be mainstreamed when migrants feel that their voice is heard and they have a part in shaping provision. Ongoing consultation also means that services are more likely to meet migrants' needs and that problems are more quickly identified and resolved.</i></p>	<ul style="list-style-type: none"> • Does the city carry out research into changing patterns of migration and how employment opportunities and service provision can respond to emerging needs? • What mechanisms does the city use to consult with local migrant communities, individual service users and staff who are migrants on its diversity strategy and how it is working? • How does the city inform migrants about their rights and get feedback about difficulties they experience or discrimination they may face in accessing services and

			<p>gaining employment?</p> <ul style="list-style-type: none"> • Do local groups and individuals receive resources such as funding for expenses, so that they can access and participate in consultation activities? • Can you give examples of how such consultation or feedback has led to changes in practice? • Is there a consultative body on equality and diversity on which migrants are represented and is their voice heard on other mainstream committees across the authority? • Are migrants taking part in activities which promote the equality and diversity strategy?
4	<p>Staff Development</p> <p>All staff employed by the city or involved in delivering its services are trained in diversity (or intercultural) competences and demonstrate awareness of the city's commitment to diversity and the elimination of discrimination.</p>	<p><i>All staff, whether working mainly with migrants or with the general public, must be able to meet the needs of an increasingly diverse population. Both induction and ongoing staff development need to be resourced, so that all staff understand the implications of equal opportunities and the benefits of having a diverse workforce.</i></p>	<ul style="list-style-type: none"> • Do political leaders and city staff, both migrants and non-migrants, understand the benefits of working and living in a city with a diverse population and the contribution migrants bring? • Does the city provide staff development to ensure employees at all levels understand the equality and diversity strategy and their role in ensuring that everyone receives fair and equal treatment? • Are resources available for these issues to be covered both in induction processes for new employees and in continuing staff development when appropriate? • Does the training help staff in different departments understand how to take a positive approach to diversity in their work and to provide culturally sensitive public services? • Are human resources staff and other managers, especially those responsible for recruitment, updated on relevant anti-discrimination legislation and diversity management? • Do all employees, not just migrants and other minorities, know how to identify different kinds of harassment and discrimination (including the rights of those not covered by legislation) and understand the processes for reporting it and gaining redress? • Are migrant staff and outside representatives involved in the planning and delivery of staff development activities, including intercultural awareness training?
5	<p>Municipal Employment</p> <p>The city takes active measures to ensure equality of opportunity in the recruitment, development</p>	<p><i>A city benefits from having a workforce that reflects the community they serve. Research shows that migrants, particularly migrant women, are not</i></p>	<ul style="list-style-type: none"> • Is there a strategy or statement committing the city to reflect its diversity in the composition of the workforce across all staff levels? • Has the city audited its recruitment procedures to identify barriers to recruitment of

	<p>and promotion of migrants within its workforce and employed by its service providers</p>	<p><i>employed proportionately in jobs that reflect their skills, prior experience and capabilities. The city can also initiate schemes under its diversity strategy that encourage other providers and employers to take positive actions.</i></p>	<p>migrants and taken steps to ensure these are minimised?</p> <ul style="list-style-type: none"> • Does your city encourage job applications from migrants and other minorities through using role models and channels, like the minority press and community outlets? • Does the city administration’s human resources department have responsibility for promoting and positive images of a diverse workforce and for identifying and spreading good practice? • Are culturally sensitive pre-employment information, advice and guidance services available to all jobseekers, including help with further education and training, preparing CVs and interview techniques? • Is there effective assessment of migrants’ existing skills, including methods for formal recognition of prior learning, achievements and competences? • Is there tailored support for migrants within the work place such as language training, buddying/mentoring and work shadowing? • Are trade unions, employee organisations and champions in different departments involved in promoting diversity, fair treatment and respect, and mediating if conflicts arise within the workforce? • Does the city work with public, NGO and private employment services to support projects helping migrants gain the skills and confidence to improve their employability?
6	<p>Service provision</p> <p>The city ensures that its services are sensitive to and respond proactively to migrants’ needs so that they have equal access to all services to which they are entitled.</p>	<p><i>Cities are key providers and commissioners of services. With such an overview the city can ensure that services are co-ordinated and standards are raised. This will reduce migrants’ problems in accessing multiple services. Local organisations or bodies outside the city authority are often closer to the grassroots and so better able to understand needs and to gain trust in the community.</i></p>	<ul style="list-style-type: none"> • Is information and advice on their entitlements accessible to all migrants, taking account of particular language needs, childcare responsibilities, community locations, etc? • Does the city authority regularly review and address barriers faced by migrants in accessing its services such as information and advice, language learning, housing, health, education and social benefits? • How does the city ensure that migrants’ needs are understood and met by the its service providers and migrants can feedback on their experiences and get redress if they have problems accessing services? • Does the city simplify and co-ordinate advice and information on special and mainstream services for migrants through one-stop shops, online portals, cultural mediators, etc? • Does your city have quality standards for service delivery, which cover responsiveness to the identified needs of migrants and other minority groups? • How regularly does the city consult employers, NGOs and service providers and

			facilitate networking and staff development to improve practice and avoid gaps and duplication?
7	<p>Promoting diversity in procurement</p> <p>The city applies clear policies on equality and diversity in its procurement processes for municipal contracts, encouraging a diverse supplier base and promoting the benefits of diversity to employers and service providers in the city.</p>	<p><i>The city's diversity plans can set goals for equal access to services and sub-contractors can contribute to these by enabling more migrants to access their entitlements. Procurement and tendering policy can be used to ensure compliance with equal opportunity. Encouraging a wider supplier base means the range of providers are more likely to reflect the customers and clients they serve. It also helps enlarge migrant employment opportunities in different kinds of work.</i></p>	<ul style="list-style-type: none"> • Does the city specify in its tendering processes that subcontractors must be committed to the city's overarching goals and have an equal opportunity policy which includes migrants as an equalities target group? • Does the city take steps, such as removing barriers, or supporting partnership bids, in order to enable migrant organisations and other small providers working with migrants to tender for municipal projects? • Are service providers, employers and other partners helped by the city to promote the benefits of diversity? • Does the city work with external stakeholders to initiate and support projects which improve the employment chances of individual migrants? • Does the city work with external stakeholders to ensure that services are accessible and appropriate for migrants who live in the city and, where necessary, that specific projects are set up in response to identified needs?
8	<p>Monitoring and evaluation</p> <p>The city's equality and diversity strategy is regularly monitored and evaluated and action is taken as a result</p>	<ul style="list-style-type: none"> • <i>Integration involves a number of different structures, departments and players. Without a clear and transparent action plan which is regularly monitored and reviewed, an equality and diversity strategy is unlikely to have long-term impact. Feeding back results and monitoring action taken is important for keeping different actors engaged. Organising qualitative evaluation that is sensitive to cultural differences also helps individual migrants feel secure in giving feedback.</i> 	<ul style="list-style-type: none"> • Does the city have an action plan for its equality and diversity strategy with milestones and targets which are regularly monitored and reported on to managers, political representatives and stakeholders? • Does the city routinely collect qualitative and quantitative data on take up and outcomes in different sectors (e.g. employment, housing, health, education, procurement)? • Do the methods used to collect views of individual service users and community groups allow confidential feedback, such as using external evaluators and online surveys? • Does the human resources department monitor recruitment, retention and staffing levels to ensure that across departments the city is meeting its diversity targets and that minority groups and migrants are not underemployed in positions that do not reflect their capacity and potential? • Are there processes for taking action as a result of monitoring and evaluation and then reporting the impact of actions taken?

ImpleMentoring project 2012-14:**Theme C +D benchmark *Promoting civic and political participation in integrating cities*****Draft v2 February 2014****Theme facilitators:** Simon Guentner / Richard Stanton**Contact:** emails richard.stanton@migrationwork.org
tel. ++ 44 1273 328059 or (mobile) ++44 7985 455 269**Integrating Cities standard****Theme C/D: *Promoting civic and political participation in integrating cities***

Standard: *Where a city sets up schemes at neighbourhood level for participation by residents in decisions about the future of their area, it makes sure that these schemes fully include those who are migrants (or of migrant background) and gives them a voice on the same basis as other neighbourhood residents.*

Rationale: The EURO CITIES Integrating Cities Charter includes the commitment to *Facilitate engagement from migrant communities in our policy-making processes and remove barriers to participation.* This corresponds to the call by the EU's Justice and Home Affairs Council in 2004, as one of its Common Basic Principles for Integration which continues to guide EU policy: *The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration.*

Where diversity is being increased by international migration, cities can make a major contribution to achieving these EU objectives by setting up effective schemes for resident participation at neighbourhood level. Firstly participation at that level will in general be open to all residents - avoiding barriers which may be created for migrants at higher levels of the political system by restrictions on voting rights. Secondly and more fundamentally, participation schemes at this level will deal mainly with issues of everyday life - such as the immediate environment, neighbourhood amenities and services - which is a sphere where integration of 'host' and migrant communities can readily happen.

Lastly, residents taking part in such schemes will, across lines of cultural or ethnic difference, be deliberating together and possibly reaching collective decisions on action, in the process finding a common purpose. Prompting more positive perceptions of migration and diversity, this may strengthen social and civic cohesion.

Coverage of this benchmark: revised draft February 2013

The ImpleMentoring project defined its theme C in very broad terms, as an enquiry into the factors that enable participation exercises of all types, organised at sub-city or neighbourhood level, to work effectively where the population is 'diverse'. Here 'diversity' is understood to mean

the range of differences in nationality, ethnicity, culture and residence status that result from international migration to the city, especially in the first generation (those who have themselves migrated) but also where relevant in succeeding generations.

The benchmark for this theme was drafted on the basis of a review of practitioner and official reports, academic analysis, and surveys of practice in the area of neighbourhood participation at national, EU and global levels, plus helpful input from city partners in the ImpleMentoring project.

In response to partner feedback during initial consultation on the benchmark, the original wording of the theme (*Activating and enhancing participation in diverse neighbourhoods*) was streamlined slightly and strengthened to give the title shown above. But its remit remains very general. These points should be noted about the following draft benchmark for EU-wide practice on theme C:

- To be useful to cities across Europe, the benchmark has to cover the enormous range of participation exercises or structures which they implement - from short-term consultation on a programme to rebuild a local amenity or district, through to permanent systems of devolved government within a city which enable districts or neighbourhoods to control budgets and take part directly in forming city policy. The simple term *scheme* is used in the benchmark to try to allow for all these varieties of 'participation'.
- Given the brief set by the project, this is not a benchmark for action to enhance the role and voice of migrants *per se*. It is, rather, a benchmark for the steps which cities must take if neighbourhood-level participation schemes are to be as truly open and inclusive for migrants and their children's generation, as for every other resident. It identifies, that is, the preconditions that will ensure real and equal access to such schemes for migrant and ethnic minority residents. Many are the same as the requirements for any successful participation scheme, whether or not differences among local residents include diversity arising from international immigration. In some cases they can only be secured by city-wide policy on participation and equality in general.
- This cross-cutting and general approach to benchmarking theme C is reinforced by the position of some cities within the cluster, which – in initial consultation – explained that city policy would rule out identifying migrants as a specific target group for intervention.
- The benchmark's broad remit means that some of its key factors relate directly to theme B of the ImpleMentoring project (*Managing diversity and promoting equality in cities' administration and service provision*) and - in particular - to theme D (*Engagement in local policy-making processes and political participation of migrant communities*). During the project partners may wish to consider whether there is a case for linking themes C and D explicitly in some way, in preparing thematic toolkits as the final output from ImpleMentoring.

Note on terms used in the benchmark

- *Scheme* = participation scheme: at any sub-city level, whether for a specified time period or as a permanent part of city government.
- *Migrant* = person born outside the country in question, who has moved to live there for at least 12 months (UN definition) or resident of 'migrant background', including person born to migrant parents (according to definitions varying between Member States). Cities may wish to use other definitions, according to their practice, in applying this benchmark.

BENCHMARK C + D

BENCHMARK CORE

Key factors for civic and political participation

KF no.	Key factor	Rationale	Guide questions
KF / N1	<p>City strategy for participation</p> <p>The City council adopts an explicit city-wide strategy to promote participation by residents in public decision-making, irrespective of their nationality and background, in which it commits itself</p> <ul style="list-style-type: none"> • to make this a two-way process of communication; • to respond through formal decision-making processes to the voice of residents expressed at any level (City or neighbourhood) through participatory activity, provided this activity offers equality of access; • to promote democratic variety, giving a voice to informal, time-limited or smaller-scale participation actions as well as longer-term structures like specific consultative bodies and committees; and • where this right is not yet established, to lobby actively for change in national legislation to allow migrant residents to vote in local elections, and to seek 	<p><i>Whilst full political rights of migrants should be seen as an ultimate ambition, cities can establish additional structures that can be used by the migrant population to articulate its interests. This can have many forms such as granting access to public referenda or setting up specific consultative bodies. Adequate resources must be allocated by the city to maintain and implement the strategy.</i></p>	<ul style="list-style-type: none"> • Which structures for political and civic participants of the local migrant population have been established? • Has the structure been changed over time? If so, why? • How do political parties relate to the participation mechanism? Is there a general sense of support and respect or are they rather reserved against this potential competition? • Who leads work within the city to establish and support this, and is this lead at political or management level? • Do adequate financial and organizational resources support the system?

	<p>alternative ways such as local referenda to include them in civic voting procedures.</p>		
	<p>KF2 Leadership, communication and coordination</p> <p>The City gives clear political leadership in carrying out its strategy for participation, and makes arrangements with other relevant public service providers to coordinate their responses to views of residents expressed through their participatory activity at any level.</p>	<p><i>Participation is per se a political issue, and respective provisions need be legitimised by the political leadership. Effective participation will imply consequences for handling public affairs and services, and these consequences will only be accepted if the procedures leading to them have political backing.</i></p> <p><i>A lack of knowledge and information is a barrier to participation. To ensure that migrants make use of their political opportunities, the city has to actively advertise and promote them. As an advocate for migrant rights, it should regularly and positively report on the difference the migrant representation makes.</i></p>	<ul style="list-style-type: none"> • Do political and/or administrative representatives actively promote participation of residents irrespective of their nationality? • Which channels do political or administrative representatives use to make the case for participation? • How does your city administration inform the public about the possibilities to participate? • How does your city administration communicate the results of consultation and its responses? • Who produces the information and in which languages is it provided?
	<p>KF3 Equal access:</p> <p>City policy makes clear that if residents' participatory action is to feed into public decision-making, access to it should be fair and transparent so that all residents (in the given area) have an equal chance to make their voices heard within it, and the activity is visible and known to communities of all backgrounds.</p>	<p><i>Just like general public elections, basic principles of democracy must apply also for participation exercises and structures. Access should be rights-based with opportunities to enforce this right and structures to guard it.</i></p>	<ul style="list-style-type: none"> • Who has the right to participate and who hasn't? What are the preconditions to participation and why have these been established? • Is access granted for representatives of associations or organizations or are they open also to individuals? • How does your city ensure that access is fair and transparent, also with regard to gender, age and disabilities? • Is there a place where people can claim their right to participate? • Is access granted to refugees and asylum seekers and are their specific concerns considered?

	<p>KF4 Making institutional links</p> <p>Where the City sets up formal participation structures for specific groups such as committees, or consultative bodies, provisions are in place to ensure that the results of their work are fed into the mainstream policy process of relevant public authorities and get a considered and timely response.</p>	<p><i>Participatory structures will only have impact if a mechanism is in place to ensure that public institutions respond and incorporate the migrant voice in their decision-making processes. It is important though to avoid constructing an isolated parallel system that is boxing migrants into a corner of an assumed specific and limited interest instead of granting them access to mainstream institutions and processes.</i></p>	<ul style="list-style-type: none"> • On which issues are migrants consulted? Can they set their own agenda or are the issues pre-selected by the local authority? • Does the local council have to respond to the results of the consultation exercises? • Is the mechanism for representation fully institutionalized with a long-term perspective and a clear mandate or rather a loose and spontaneous exercise?
	<p>KF5 Community self-organisation</p> <p>As a key step towards participation, City policy supports the self-organization of communities of interest, including migrant residents; encourages such organisations to get involved in public decision-making; and helps them to build their capacity to engage effectively with public institutions.</p>	<p><i>The self-organisation of citizens is an important pillar of democracy. Associations are places where collective interests can be identified, formulated and pursued. And if grounded in democratic principles, they promote skills of deliberation, listening and mediation that are important for all areas of public life. As an advocate of a lively democracy, a city should actively support migrant communities to formulating their interest (through democratic associations but also through less formal networks and initiatives) and then actively seek exchange and debate with them.</i></p>	<ul style="list-style-type: none"> • How does the city administration work together with migrant associations? • How does the city support the self-organisation of migrant communities? • Are there funds or other support for organizational capacity building?
	<p>KF6 Improving quality through reflection</p> <p>The City works with residents to improve activity promoted by its participation strategy at all levels, and to make it more effective, by</p> <ul style="list-style-type: none"> • regularly monitoring it; • evaluating its processes and 	<p><i>Provisions for effective participation must respond to local circumstances that can change over time. To ensure impact and maintain legitimacy it is important to be able to adapt to change and improve the provisions. This can best be achieved when a culture of institutional learning is</i></p>	<ul style="list-style-type: none"> • What is in place to check regularly on the procedures and impact of participation schemes?

	<p>outcomes; and</p> <ul style="list-style-type: none"> publicising the results of monitoring and evaluation, and feeding them back into the process. 	<i>established and promoted.</i>	
	<p>KF7 Resources for participation</p> <p>The city authority with its partner agencies recognises the value of participation in public decision-making by all communities, by</p> <ul style="list-style-type: none"> budgeting for adequate staff time to support and facilitate the process of residents' participation, with training for these roles; reimbursing expenses for residents who take part; and using its grants programmes to support residents in creating stable, inclusive activities and structures that can strengthen civic and political participation for the long term.,. 	<p><i>Participation does not come for free. Participants will invest time and engagement, and it is a matter of respect to appreciate this in an adequate form. Participation also has to be learned: formulating positions, negotiating and listening are skills that can be trained, and such training should be provided as a matter of course.</i></p> <p><i>At the same time, there are support activities that can hardly be carried out on a volunteer basis, in particular when budgets are involved, and need professional backing.</i></p>	<ul style="list-style-type: none"> Which resources does the city invest in provisions for participation? Are training opportunities for participants in place? Is there a secretariat or a similar support structure to support participants?

Key factors for civic and political participation: neighbourhoods or other sub-city areas

KF no.	Key factor	Rationale	Guide questions
KF / N1	Defining the reference area for		

	<p>participation</p> <p>In marking out the neighbourhood or area of intervention whose future can be influenced by residents' participation activity, the City</p> <ul style="list-style-type: none"> • takes into account demographic and social processes, and residents' own sense of place, as well as administrative units; • allows for current administrative units to be sub-divided, where necessary, so that residents take part in decisions for an area which feels 'real' to them. 	<p><i>Though 'neighbourhood' may have to be defined on administrative lines in some cases, to match delivery of services, a scheme may be most effective if it covers an area with which most residents identify, and where they share common interests.</i></p>	<ul style="list-style-type: none"> • What criteria are used to set the borders of a 'neighbourhood'? • In deciding these borders, does the city refer to social processes like change – past or projected – in housing markets, labour market and migration? • Have residents been asked how they would define their neighbourhood? • Have views on this question been gathered from different groups in the area including migrant and ethnic minority residents?
KF/N2	<p><u>Neighbourhood review</u></p> <p>Design and running of the participation scheme are informed by a review of the neighbourhood, with input from residents, which looks in depth at the who lives there; key challenges; and constraints on the action they can take locally.</p>	<p><i>To help prepare its strategy and inform its work, the scheme needs to start with a clear, balanced and objective picture of its neighbourhood and patterns of change within it. It should be based on residents' knowledge of neighbourhood life, though other expertise may also be needed to help them to build an overall analysis.</i></p>	<ul style="list-style-type: none"> • In launching participation activities in this neighbourhood, what evidence was gathered from its residents and other sources to get a picture of <ul style="list-style-type: none"> ○ the population of the area, and how it is changing ○ service gaps, needs and challenges ○ power relationships that may affect options for running this action ○ outside constraints on what it can achieve, including national or regional policy and structural factors like economic change? • What steps were taken to get input to the review from different sections of the population, including migrants? • How will this review of the neighbourhood be updated over time, and what role do community-based organisations play in this process?
KF/N3	<p><u>Neighbourhood /area plan for participation</u></p> <p>For each area where residents are developing participation activities, the City prepares with them an action plan which sets out what these activities aim to achieve, how they will work - including who runs them - and how they will feed into</p>	<p><i>Residents will remain committed to the scheme over the long term only if it begins by setting expectations at a realistic level; recognises its own limits; and guarantees that its own procedures will be transparent and inclusive, treating them all with respect. These requirements can be</i></p>	<ul style="list-style-type: none"> • Has an action plan or strategy been agreed for these neighbourhood activities, which makes clear: <ul style="list-style-type: none"> ○ their agreed objectives and steps towards them, with timeline ○ what resources will be available to achieve these goals ○ the role of this neighbourhood action, in relation to the city council and other key actors ○ arrangements for steering it, including procedures for electing or

	decision-making by the city council and other public agencies.	<i>met by a simple strategic statement, at its start.</i>	<p>appointing residents as local representatives where necessary?</p> <ul style="list-style-type: none"> Is this statement in line with City policies on equalities and participation? Is it clear from this statement, how migrants and ethnic minority residents will be involved in the scheme, and assess the level of their engagement?
KF/N4	<p><u>Stakeholders</u></p> <p>In promoting participation within the neighbourhood, the City</p> <ul style="list-style-type: none"> engages a broad range of actors with a stake in its future - including public agencies, businesses including local traders, and NGOs representing groups not self-organised within the neighbourhood; draws on their links and expertise to involve local communities including migrants. 	<p><i>Whilst the scheme aims above all to give a voice to residents, it will be more effective if it also draws in other stakeholders from across sectors. Improving the neighbourhood usually calls for sustained collaboration between agencies and with the private sector, while civil society bodies can represent residents who lack advocacy at that level. The scheme gains authority from this engagement by a range of actors.</i></p>	<ul style="list-style-type: none"> Which external stakeholders are involved in this neighbourhood action; from which sectors; how were they chosen, and by whom? Do they include migrant and ethnic minority providers including shops, other small or medium enterprises, and non-profit community providers? What roles do these stakeholders play, and do they respond to opinions or decisions of others taking part in the neighbourhood activity? How far are they committed to sustaining these roles, for the long term? Has stakeholders' engagement with the scheme made it easier for them to work together in the neighbourhood, in providing services or undertaking economic or social activity?
KF/N5	<p><u>Coordination and monitoring at neighbourhood level</u></p> <p>In consultation with representatives of residents and other stakeholders, the City makes arrangements for regular coordination meetings at neighbourhood level between its own officers and other agencies providing services in this area, to make sure that they give consistent support to participatory activities by residents and work with them effectively to carry out their neighbourhood action plan.</p>		<ul style="list-style-type: none"> Has the City set up a forum (or other structure) for this neighbourhood to bring its own officers together with representatives of other service agencies working at that level, to coordinate their work and ensure that it will enhance residents' participation in line with the neighbourhood action plan? How often does this body meet, and does its agenda include steps to promote residents' participation? Can it influence the use of resources, at this level, by respective agencies? How well does it liaise with residents who help to run or steer local participation activities? How does this body monitor progress towards goals set by the City's strategy for participation (KF1) or by the neighbourhood action plan (KF/N3)? How far does it engage neighbourhood residents, including migrants, in its monitoring process and report back to them on progress? How will this body or the City itself evaluate activity in the neighbourhood to

			promote participation, and how will groups at risk of exclusion - such as more recent migrants - feed their views into this evaluation?
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