

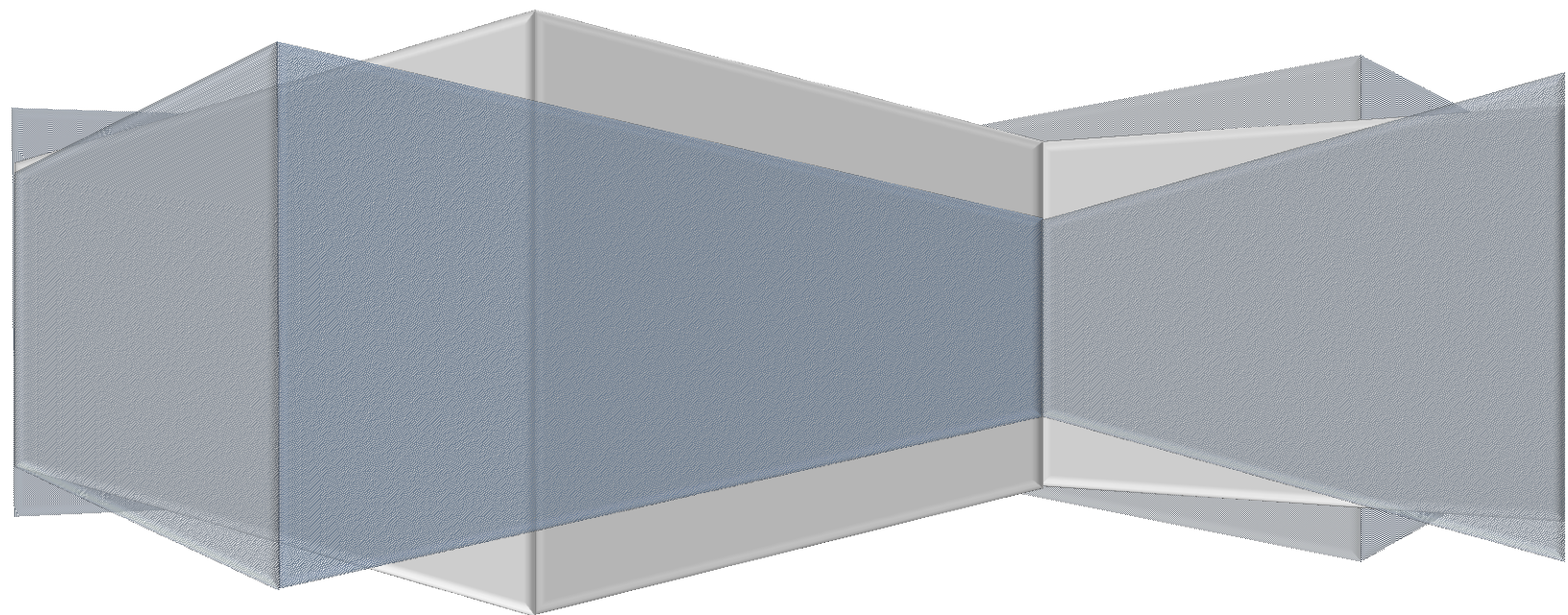
Council of Europe

Final Report Evaluation of the Intercultural Cities Programme

Final Report

Directorate of Internal Oversight

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Executive Summary

The Directorate of Internal Oversight (DIO) included in its work programme for 2014 an evaluation of the Council of Europe's Intercultural Cities (ICC) Programme. The ICC Programme is an action research and networking intervention that is based on the concept that cultural diversity is an advantage rather than a burden for a city if it is managed in the right way. Following ICC rationale, intercultural cities benefit from increased economic prosperity and social cohesion and therefore a better quality of life if they embrace cultural diversity while upholding democratic rights and proactively managing potential conflicts. The overall objective of the ICC Programme is that local city authorities develop and implement an intercultural strategy in line with the Diversity Advantage approach promoted by the Programme.

The ICC Evaluation set out to assess (i) the extent to which the ICC Programme promotes the standards and values of the Council of Europe (**relevance**), (ii) the extent to which the ICC Programme has achieved positive changes related to the way in which cultural diversity is managed at city administration level (**effectiveness**), (iii) the changes that have occurred at society level in ICC member cities as a result of adopting and implementing the Diversity Advantage approach (**impact**), as well as (iv) the sustainability of the changes at city administration level that resulted from ICC membership in addition to the prospects of the ICC Programme to continue effectively promoting the Diversity Advantage approach (**sustainability**).

The evaluation team used a methodology consisting of multiple methods to answer the evaluation questions. The evaluators carried out a document review of project documentation including a comparative analysis with Council of Europe conventions and soft law. Furthermore, semi-structured interviews were conducted in person and on the phone with Council of Europe staff, ICC experts and ICC coordinators in member cities. ICC coordinators of all member cities were also consulted through an online survey. Finally, five ICC member cities were studied in-depth in the form of case studies.

The evaluation found that the ICC Programme is highly **relevant** for the Council of Europe because it promotes a number of standards and values of the Council of Europe in the area of interculturality. The Programme also significantly contributes to the work of other Council of Europe entities, in particular through its contribution to standard setting activities. The Programme is also generally in line with the needs of the member cities. The ICC Programme distinguishes itself from many other projects of the Council of Europe in that it works with cities rather than national governments. Most importantly, it uses a bottom-up approach in which it develops standards in co-operation with and based on the concrete experience of cities. The openness and flexibility of the Programme are among its factors of success.

With regard to the **effectiveness** of the ICC Programme, it can be noted that cities use ICC tools and find them helpful. Most valued are the networking opportunities provided by the European and national ICC networks, while the usage of the ICC Index is hampered by inconsistent processing of data collection and dissemination of findings. ICC member cities have obtained knowledge, techniques and good practices in managing cultural diversity from ICC guidance and exchange with other ICC member cities. The ICC

Programme has also substantially triggered the creation of networks and cooperation at city level encompassing civil society and relevant stakeholders in city administration. The ICC Programme also helped to establish a large number of city partnerships, some of them leading to and building on larger projects. An added value for ICC member cities is the joint generation of additional funding through important funding sources, in particular the European Union funding streams. The ICC engagement has also triggered a change of attitude amongst relevant city administrations and civil society stakeholders in a significant number of ICC member cities. The ICC Programme contributed to increased political will among local politicians for managing cultural diversity in line with the approach promoted by the Programme. Some cities have developed their intercultural strategies on the basis of the ICC approach while others already had strategies in place before joining the ICC network.

Concerning the question of **impact**, the evaluation found that ICC member cities have achieved considerable change at city society level, and that the ICC Programme and the Diversity Advantage approach have contributed to this change. An improvement of social cohesion has been observed, in particular with regard to better neighbourhood relationships, improved openness and tolerance among the city population towards migrants and/or minorities and a decreased intensity of conflicts. Furthermore, change happened in a sample of specific policy areas that the evaluation assessed in more depth. In the area of education, the most important change relates to the observations that teachers and school administrators became more culturally sensitive and that communication and reciprocal learning improved among children from different backgrounds. In the area of culture, arts and sports, the changes most frequently observed include an increase in the participation of migrants and minorities in cultural and arts activities and thereby formal and informal exchanges between population groups from different cultural backgrounds. Overall, change in the area of local political participation has been less frequent. It occurred mostly through increasing the cultural sensitivity of local political leaders and improving the collective problem solving ability of communities.

As for the question of **sustainability**, case studies suggest that ICC member cities will remain committed to an intercultural approach irrespective of their engagement with the ICC Programme. Factors that have a positive influence on the sustainability of the intercultural approach in cities include a history of commitment to this approach, relevant structures to promote the approach, stakeholder coordination and collaboration, a mainstreaming of the intercultural approach among departments, and the required political will. Concerning the sustainability of the ICC Programme itself, the evaluation suggests that the intercultural approach can be further promoted at an increasing scale through a growth of existing as well as the establishment of new national ICC networks (for example in Poland). Furthermore, for the continued effectiveness of national networks, a strengthening of steering structures and balanced party representation would be important.

1. Introduction

The Directorate of Internal Oversight (DIO) included in its work programme for 2014 an evaluation of Intercultural Cities (ICC). The concept of this evaluation had been developed based on a review of Council of Europe documentation and other relevant literature, as well as preliminary interviews with some key stakeholders. The evaluation has been carried out jointly by the DIO staff who took responsibility evaluating the relevance of the ICC Programme (section 5.1 of this synthesis report) and a team of external consultants responsible for the evaluation of the effectiveness, impact and sustainability of the ICC Programme. Following a pilot case study visit by the DIO, the external consultants were responsible for the production of four additional case studies involving visits to the respective cities. The evaluation team consisted of Heidrun Ferrari (lead consultant), Eben Friedman and Silvia Marteles (associate consultants) and Alexandra Zillmann (technical survey expert). The evaluation has been carried out between June and December 2014.

Following this introduction, section 2 of this evaluation synthesis report describes in more detail the evaluation questions and scope of the evaluation. Sections 3 and 4 introduce the ICC Programme and the methodology of the evaluation. Section 5 presents the findings of the evaluation, including the relevance (section 5.1), effectiveness (section 5.2), impact (section 5.3) and sustainability (section 5.4). Section 6 presents conclusions, lessons learned and recommendations for further action.

2. Evaluation Questions and Scope of the Evaluation

The ICC Evaluation set out to answer the following evaluation questions:

1. **Relevance:** To what extent is the ICC Programme designed in a way that it promotes the standards and values of the Council of Europe?
2. **Effectiveness:** To what extent has the ICC Programme achieved positive changes related to the way in which cultural diversity is managed at city administration level?
3. **Impact:** What changes have occurred at society level in ICC member cities as a result of adopting and implementing the Diversity Advantage approach?
4. **Sustainability:** (i) To what extent are changes in the way in which city administrations manage cultural diversity that resulted from ICC membership sustainable? (ii) What are the prospects of the ICC Programme to continue effectively promoting the Diversity Advantage approach at a growing scale?
5. **Lessons learned:** What lessons can the Council of Europe learn from the ICC Programme?

The scope of the evaluation includes all phases of ICC from 2008 to 2014. It focuses on the ICC rather than its offspring JPs (SPARDA, C4I and DELI). The evaluation was concerned with cities of all levels of association with the ICC Programme apart from those that are only associated with the ICC's offspring projects.

While the ICC Programme is a cross-sectoral programme that covers many different policy areas of a city administration as well as the Council of Europe, the analysis of relevance, effectiveness and impact

focuses in particular on the areas of education, culture/arts/sports and local political participation. These were selected as examples in order to allow for sufficient rigour of the analysis with limited resources. When the evaluation team came across changes at city management and city society level that do not fall within these areas, these were nevertheless captured.

3. The ICC Programme

The ICC Programme was launched in 2008 as a Joint Programme of the Council of Europe and the European Commission. Over five years it had a cumulative budget of €1.5 million, of which the European Commission funded 56% and the Council of Europe 44%. Since the Joint Programme ended in 2013, the Council of Europe has spent around €220,000 annually from its ordinary budget on the ICC Programme. The Programme is an action research and networking intervention that is based on the concept that cultural diversity is an advantage rather than a challenge for a city if it is managed in the right way. Following ICC rationale, intercultural cities benefit from increased economic prosperity and social cohesion and therefore a better quality of life if they embrace cultural diversity while upholding democratic rights and proactively managing potential conflicts. The overall objective of the ICC Programme is that local city authorities develop and implement an intercultural strategy in line with the Diversity Advantage approach promoted by the Programme. The Programme tries to achieve this through the following outputs/services:

- The provision of guidance and methodology for cities to manage cultural diversity;
- The establishment of city networks at European level and in some countries (Italy, Norway, Portugal, Spain, Ukraine) at national level to provide peer learning opportunities;
- Expert reviews and an ICC index as assessment and benchmarking tools; and
- Research and evidence on the benefits of the Diversity Advantage approach.

On the basis of the ICC Programme, three offspring projects have been developed as Joint Programmes of the Council of Europe and the European Commission. They provide support to cities in specific policy areas, namely the usage of awareness campaigns (SPARDA)¹ and viral networking (C4i)² to influence public opinion towards cultural diversity, as well as the establishment of local partnership platforms to facilitate migrant entrepreneurship (DELI)³.

4. Methodology

The evaluation used a mixed-methods methodology consisting of qualitative and quantitative methods. The concrete data collection methods are described below.

¹ Shaping Perceptions and Attitudes to Realise the Diversity Advantage.

² Communication for Integration: Social networking for diversity.

³ Diversity in the Economy and Local Integration.

Document Review

The evaluation team carried out a document review including in particular (i) ICC Programme documentation, (ii) relevant documentation of the Committee of Ministers such as the White Paper and relevant conventions and recommendations, (iii) documentation of the Congress of Local and Regional Authorities and the Parliamentary Assembly, and (iv) other Council of Europe internal and external documentation.

In order to answer the relevance question of the evaluation (i.e., to what extent the ICC Programme promotes standards and values of the Council of Europe), a comparative analysis was carried out between the policy advice given by the ICC Step by Step Guide and relevant documentation of the Committee of Ministers including conventions, recommendations and the White Paper. This exercise focuses on a sample of the policy areas of education, culture/arts/sports and local political participation and uses a document prepared by the ICC Programme on their normative basis as a starting point.

Semi-Structured Interviews

Semi-structured interviews were carried out in person or on the phone with ICC Programme and other relevant Council of Europe staff as well as senior management, ICC experts and the EC staff who worked in partnership with the Council of Europe on the ICC Programme. Furthermore, telephone interviews were carried out with ICC coordinators in a sample of 15 cities. Purposive sampling was used to identify cities as follows:

- From each of the national networks one city was selected which is both a member of the national and the European network;
- From each of the national networks one city was selected which is not in the European network and which was either chosen randomly or- in countries with language difficulties - based on their ability to participate in an interview in English;
- Three cities were selected which have undergone an assessment against the ICC index but which have not joined the ICC network (one each from North, West and East; one each with a high, medium and low ICC index);
- Cities in the European network were selected if they had been contacted about being part of the case study sample earlier and could not be included in it.

The resulting sample is comprised of cities from all geographic regions and levels of ICC index classification. It contains cities, the population of which is smaller and larger than 200,000 persons. It also includes cities with less and more than 15% non-national populations.

Case Studies

A sample of five cities was studied in depth in the form of case studies with the purpose of collecting evidence for changes at city management and city society level. Field missions were carried out to the sample cities in order to conduct semi-structured interviews with employees of the city administrations responsible for different portfolios, civil society representatives and local politicians. The assessment of changes at city management and city society level focused particularly on the programmatic areas of education, culture/arts/sports, and local political participation although other changes were also

captured. The outcome and impact categories are based on the theory of change scheme for the ICC programme developed by the Directorate of Internal Oversight (DIO) of the Council of Europe.

Purposive sampling was used to identify cities for inclusion in the sample. Overall, the guiding principle for the selection of cities was diversity, especially as it relates to the type of network membership, regional distribution, year of joining, ICC index performance, population size and percentage of non-national population. Additionally, efforts were made to focus on cities, which are high performers in the areas of education, cultural and civil life, as well as in governance, as these were the main areas of focus of the evaluation. The details of the sampling criteria are described in Table 1 below.

Table 1: Sampling criteria for the ICC Programme Evaluation

Criterion	Explanation
Network	<ul style="list-style-type: none"> • Cities that are part of the European network and national networks; • Cities that have been assessed against the ICC index but are not part of any network were excluded as they do not benefit from the networking and peer learning aspects of the ICC Programme like other cities do.
Regional distribution ⁴	<ul style="list-style-type: none"> • Northern Europe: Norway, Sweden, Denmark; • Eastern Europe: Ukraine, Russia, Poland, Serbia, Hungary, Romania, Croatia; • Western Europe: Germany, France, Switzerland, United Kingdom, Ireland, Netherlands, Belgium; • Southern Europe and Israel: Greece, Italy, Cyprus, Portugal, Spain, Israel.
Year of joining ICC	<ul style="list-style-type: none"> • Cities, which joined the network in 2008-2010 and 2011-2012; • Cities that joined in 2013 or 2014 were excluded because no impact is expected to be visible.
ICC index classification	<ul style="list-style-type: none"> • >66 → High; • 49-66 → Medium; • <49 → Low.
ICC index classification in the areas of education, cultural and civil life and governance	<p>High performance was defined as follows:</p> <ul style="list-style-type: none"> • Education: >66 ICC index; • Cultural and civil life: >88 ICC index; • Governance: >36 ICC index.

The final sample includes Casalecchio di Reno (Italy), Copenhagen (Denmark), London Lewisham (United Kingdom), Lublin (Poland), and Sabadell (Spain).

Survey

An online survey was conducted among ICC coordinators of all ICC member cities in order to quantify findings of the case studies and telephone interviews. The survey consisted mostly of closed-ended questions and was available in English, French, Italian, Portuguese, Spanish, and Ukrainian languages. 54 cities completed the survey, which corresponds to a response rate of 74%.

5. Findings

5.1 Relevance

To what extent is the ICC Programme designed in a way that it promotes the standards and values of the Council of Europe?

5.1.1 Alignment with Council of Europe Standards

To what extent is the ICC Programme in line with relevant conventions, soft law and other high-level documents of the Council of Europe?

The purpose of this section is to analyze the extent to which the ICC Programme is designed in such a way as to promote the standards and values of the Council of Europe. While the ICC Programme touches upon a wide range of policy areas, the analysis focuses on a sample of three that serve as an example: education, culture/arts/sports and local political participation. It is based on semi-structured interviews with key stakeholders and a document review which compares the guidance provided by the Step by Step Guide with the standards and values related to interculturalism promoted by official Council of Europe documents. Furthermore, it draws on data from the survey among ICC coordinators in cities.

In the area of **education**, the ICC Programme promotes standards and values that are specified in the following documents

- Recommendation CM/Rec(2008)4 of the Committee of Ministers to member states on strengthening the integration of children of migrants and of immigrant background;
- The resolutions and recommendations of the Standing Conferences of European Ministers of Education that concern interculturalism and diversity such as:
 - the 21st session on “Intercultural education: managing diversity, strengthening democracy” in 2003;
 - the 23rd Session on “Education for Sustainable Democratic Societies : the Role of Teachers” in 2010, and
 - the 24th Session on “Governance and Quality education” in 2013;
- Recommendation 1884 (2009) of the Parliamentary Assembly on cultural education: the promotion of cultural knowledge, creativity and intercultural understanding through education.

In the area of **culture and arts**, neither ICC documentation nor interviewees established a clear link between the ICC Programme and Council of Europe standards. This might indicate that the Council has not (yet) developed standards on intercultural aspects of culture and arts. The ICC Programme has developed standards itself based on external expertise (from member cities and experts) and possibly

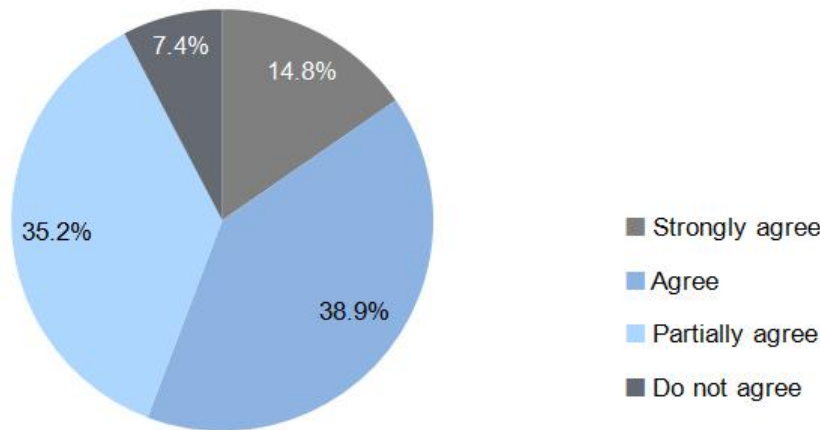
internal expertise resulting from other projects in this area of work. According to one interviewee, the ICC Programme is the flagship of a long history of projects on culture which began in the 1970s.

In the area of **sports** the Council of Europe has developed standards related to interculturalism. Examples are recommendation R(92)13 rev on the revised European Sports Charter and the recommendations made by the Conference On The Contribution Of Sport To Inter-Cultural Dialogue held in 2004. The Step by Step Guide is not very detailed in the area of sport and does not promote these standards.

In the area of **local political participation**, the Council of Europe has developed a lot of standards, most but not all of which are referred to in the document describing the normative basis of the ICC Programme.⁴ The evaluation found that generally the Step by Step Guide reflects the standards and values promoted by these documents but could be more detailed and specific in this area in order to make optimal usage of the expertise developed in the Council.

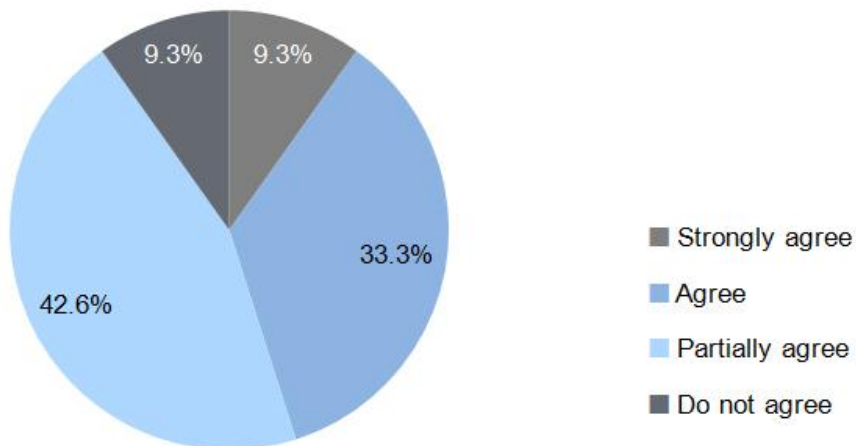
⁴ The standards listed in Council of Europe (no date), "The Intercultural City Index and Benchmarking Tool – Normative Basis" include: (i) Convention on the Participation of Foreigners in Public Life at Local Level, (ii) Resolution 141 (2002) on the participation of foreign residents in local public life: consultative bodies, (iii) Recommendation 115 (2002) on the participation of foreign residents in local public life: consultative bodies, (iv) Final Declaration of the Conference on the participation by foreign residents in public life at local level (Strasbourg, France, 5-6 November 1999), (v) Final Declaration of the International Conference "Integrating foreign residents into local public life: challenges and prospects" (Strasbourg, France, 15 October 2010), (vi) Final Declaration of the Stuttgart Conference on "Foreigners' integration and participation in European cities" (Stuttgart, Germany, 15-16 September 2003), (vii) Recommendation CM/Rec(2011)1 of the Committee of Ministers to member states on interaction between migrants and receiving societies, and (viii) Building Migrants' Belonging through Positive Interactions: A Guide for Policy-Makers and Practitioners (appendix 4 to document CM(2010)172, key Recommendation 2.2). Not specifically mentioned in this document but nevertheless relevant are (i) Recommendation Rec(2001)19 of the Committee of Ministers to member states on the participation of citizens in local public life, (ii) Recommendation Rec(2004)12 of the Committee of Ministers to member states on the processes of reform of boundaries and/or structure of local and regional authorities, and (iii) the European Convention on Nationality.

Table 2: ICC membership has increased the city administration staff's understanding about the role of the Council of Europe



It cannot generally be expected from project partners - in this case cities - that they are familiar with the exact role, legal framework and instruments of the Council of Europe. Nevertheless, survey results suggest that 15% of ICC coordinators in cities strongly agree that ICC membership has increased the city administration staff's understanding about the role of the Council of Europe, while 9% strongly agree that ICC membership has increased the city administration staff's awareness of the Council of Europe's standards (see Table 2 and Table 3).

Table 3: ICC membership has increased the city administration staff's awareness of the Council of Europe's standards



One interviewee explained: "I am teaching a course in university now on '[country name] in the European space', so really, it is about everything: the European values, but also the legal aspects and

standards. I cite the Step by Step Guide all the time. Specifically, I am much clearer now on legal aspects of work with migrants.”

In addition to Council of Europe standards in specific policy areas, the ICC Programme is also aligned with the recommendations of the **White Paper on Intercultural Dialogue** which was adopted by the Committee of Ministers in 2008. The White Paper was developed in parallel with the ICC Programme. It includes a specific recommendation to launch the ICC Programme with a view to promote democratic citizenship and participation (of non-citizens and minorities).

KEY FINDING 1: The White Paper on Intercultural Dialogue specifically recommends the launching of the ICC Programme. The ICC Programme promotes standards and values of various domains of the Council of Europe such as education, culture, sports and local political participation.

5.1.2 Contribution to the Work of Other Council of Europe Entities

To what extent does the ICC Programme contribute to the work of other entities of the Council of Europe?

Direct Contribution to Specific Entities

Committee of Ministers

The ICC Programme was an opportunity to implement the White Paper and to test its assumptions in a small laboratory in the field. The ICC Programme developed a methodology for managing cultural diversity based on Council of Europe values and standards and in cooperation with the network of pilot cities. The methodology was tested in the field and continuously developed. When a solid concept and tools were available, measures were taken to feed these back into standard-setting at national level. A draft recommendation for the Committee of Ministers was prepared and submitted for review to the Steering Committee for Culture, Heritage and Landscape in May 2013. The draft recommendation encourages the governments of member states to promote the ICC’s Step by Step Guide among their respective municipalities. With a few amendments it was then submitted to the Rapporteur Group on Culture in October 2013. Following consultation of other expert committees, the draft recommendation is currently tabled again at the Rapporteur Group on Culture.

Congress of Local and Regional Authorities

There has been a close cooperation between the ICC Programme and the Congress of Local and Regional Authorities since the launch of the Programme. The Congress promotes the urban model of intercultural integration and disseminates the good practices established by the ICC Programme to other cities. The ICC network is of particular interest to the Congress because it promotes a comprehensive policy design that is based on experience and has been tested in real life. The discussions around the ICC Programme in the Congress have been rich and to some extent changed the mentalities of some Congress members from non-ICC member cities.

In its Resolution 280(2009) and Recommendation 261(2009) “Intercultural Cities”, the Congress recommends that local authorities join the ICC network and develop and implement intercultural policies in their cities and that national governments support these efforts. The Congress also promoted the sharing of ICC experience with other cities through an organization of two roundtables during its plenary sessions in March 2009 and March 2012 involving (deputy) mayors of ICC member cities. Furthermore, the Congress participated in the ICC’s milestone event on the occasion of its fifth anniversary in Dublin in February 2013 and a conference on changing the perception of diversity through effective communication strategies in Ankara in June 2013.

The ICC Step by Step Guide and experiences from the SPARDA project were used for a report on the promotion of diversity through intercultural education and communication strategies in the Congress session of October 2014, in which Resolution 375(2014) and Recommendation 365(2014) were adopted. The Congress is also cooperating with the other ICC offspring projects C4I and DELI. The DELI project is specifically linked to Resolution 359(2013) and Recommendation 343(2014) on integration through self-employment as well as Resolution 362(2013) and Recommendation 347(2013) on migrants’ access to regional labour markets.

Parliamentary Assembly of the Council of Europe

The Parliamentary Assembly (PACE) picked up the debate on the advantage of cultural diversity in 2014. Resolution 1972(2014) on migrants as a benefit for European host societies recommends member states to make use of the experience of the ICC Programme including the ICC index. In its Recommendation 2049(2014) on identities and diversity within intercultural societies, PACE “particularly values (...) the activities of the Intercultural Cities network”, which are referenced several times in the PACE report prepared for the related PACE session.

Pestalozzi Programme

The ICC Programme and the Pestalozzi Programme cooperated to design a programme for the development of intercultural competence among teachers and other stakeholders in the education field. In this framework, the two Programmes developed an online application for self-testing of intercultural competence.

Culture and Democracy Division

The Culture and Democracy Division is currently working on the development of an indicators framework for the cultural contribution to democracy and takes inspiration from the ICC index for this work.

Since interculturalism is a transversal issue, the ICC Programme indirectly contributes to many more areas of work of the Council of Europe. The 2014 EuroPride Human Right conference on organized by Oslo, for example, deals with LGBT rights and was promoted by the ICC newsletter.

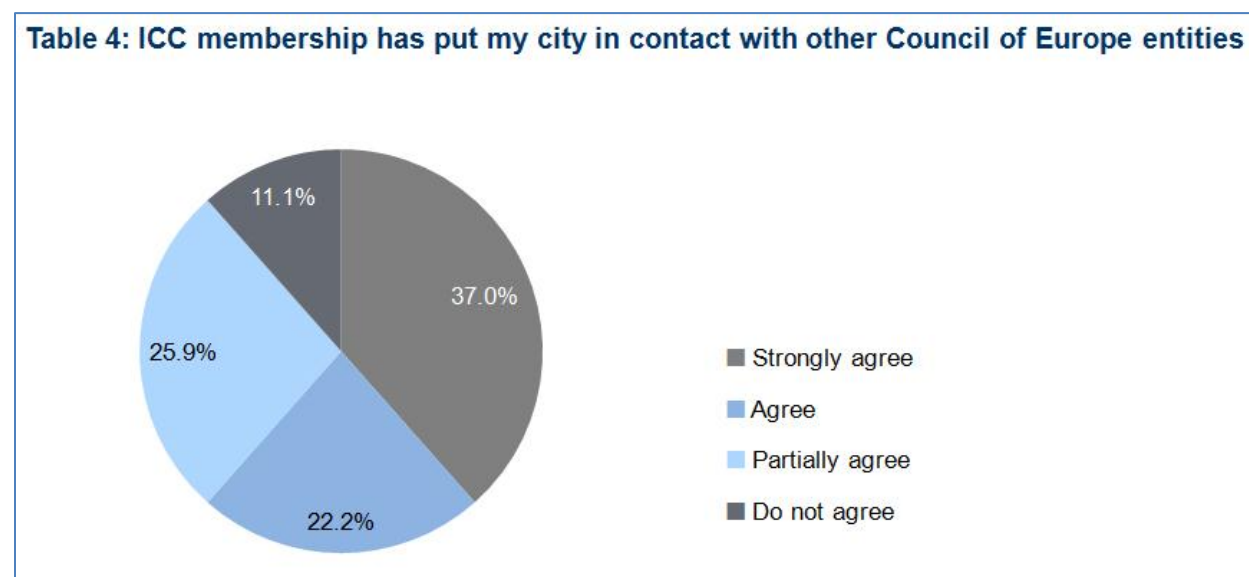
Indirect Contribution to the Work of the Council of Europe in General

Contribution to Discourse on Interculturalism

Work focusing on cultural diversity is highly relevant in current times of increasing cross-border migration and rising xenophobia in Europe. The ICC Programme contributes to the international dialogue in this regard. A report of the Group of Eminent Persons of the Council of Europe with the title “Living Together - Combining Diversity and Freedom in 21st-Century Europe” directly refers to the ICC Programme. It recommends to the Council of Europe to “further develop its ‘Intercultural cities’ programme and in particular to encourage the creation of national networks of intercultural cities in order to adapt the concept as much as possible to specific national contexts; and also to facilitate the extension of the “Intercultural cities” programme beyond Europe with the support of the North-South Centre of the Council of Europe”.⁵ While this evaluation did not find any evidence regarding any cooperation with the North South Center in this regard, the quotation illustrates the level of acceptance and appreciation that the ICC Programme receives in the Council of Europe.

Closer Connection of Cities with Council of Europe

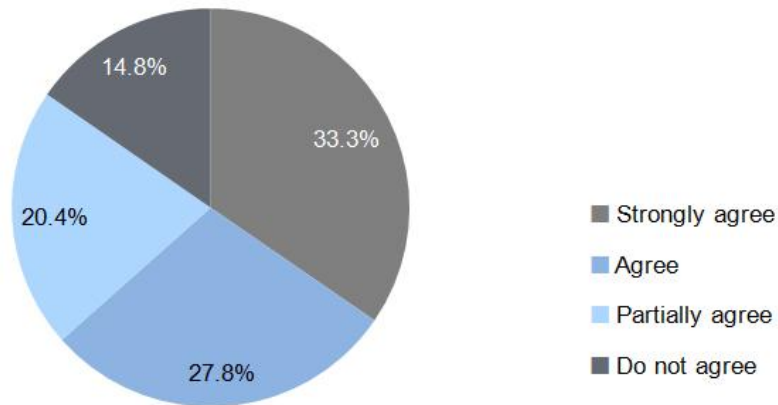
According to the survey results, 37% of the respondents strongly agreed and 22% agreed with the statement that ICC membership has put their city in contact with other Council of Europe entities (Table 4).



Furthermore, 33% of city-level ICC coordinators strongly agreed and 28% agreed that ICC membership has resulted in their city participating in Council of Europe events (Table 5).

⁵ Group of Eminent Persons of the Council of Europe (2012), “Living together - Combining diversity and freedom in 21st-century Europe”.

Table 5: ICC membership has resulted in my city participating in Council of Europe events



While it can be expected that many of these respondents actually referred to events related to the ICC or one of the three offspring projects SPARDA, C4I and DELI, there are also examples of connections established with other Council of Europe entities. Lisbon is one such case insofar as the Council of Europe organized a meeting of the Ministers' Deputies in the Portuguese Parliament in 2013 because the city belonged to the ICC network. Another example is London Lewisham whose young mayor and deputy young mayor participated in the World Forum for Democracy held in Strasbourg in November 2014. Furthermore, the borough's young mayor's programme, as well as the Save Lewisham Hospital Campaign, have been quoted by the Parliamentary Assembly of the Council of Europe as good governance practices.

Among stakeholders within the Council of Europe, the network of intercultural cities is perceived as a resource which can be tapped into by other Council of Europe entities, in particular if they work on issues related to interculturalism.

Influence on National Governments

The ICC Programme influences national governments through a bottom-up approach. For example, national roundtables are held with member cities and ministries in countries with national networks to discuss national framework policies and support for intercultural integration. Cities of the Italian ICC network have started the "L'Italia sono anch'io" campaign which demands legislative change at national level enabling local voting rights. Another example is the Polish Ministry of Labour of Social Policy, which included Lublin in a commission that was developing a country-wide integration policy in 2013. Lublin also introduced the concept of the ICC Index to the Ministry of Labour of Social Policy in 2014. An adapted version of the Index is being considered for use in measuring the interculturalism of Polish cities.

Visibility at Global Level

The ICC Programme increases the visibility of the Council of Europe and disseminates the Diversity Advantage approach at a global level in several ways. Firstly, cities and national governments outside

Europe have shown interest in the methodology and are cooperating with the ICC network. Mexico City and Montreal have become associate members and are actively contributing to the network's activities and also hosted conferences themselves. Furthermore, Japan Foundation got involved in 2009 and has since then organized several Asia-Europe Intercultural City Summits, lately also involving Korean cities. In October 2012, the Hamamatsu Declaration was signed, which sets a common agenda of goals for a pluralistic society. The Step by Step Guide is currently being translated into Japanese. Finally, the Center for Study of Social Policy in Washington DC has arranged visits to Europe by several cities and agencies from the United States of America to study the ICC approach in operation.

Secondly, the ICC methodology is used by other organizations, networks, researchers and entities. The Global Network of Cities, Local and Regional Governments, for example, used the ICC methodology as a basis for a toolkit of their Agenda 21 for Culture Programme. Furthermore, two universities, the Politecnico di Milano and the Université du Québec à Montréal (independently from each other) used the ICC methodology to develop guidance and tools for local museums in cities characterized by cultural diversity.

Thirdly, the ICC Programme often contributes to research projects, other publications (e.g. the Culture and Globalization Series), conferences and other events. In its Online Community on Migration and Integration, the United Nations Alliance of Civilizations highlighted the ICC approach as a good practice model for managing cultural diversity. The Club de Madrid, an organization of former heads of state and government, is planning a joint publication with the ICC Programme. The Club also helps to promote the ICC approach among Latin American cities and may do similarly in the future in Myanmar.

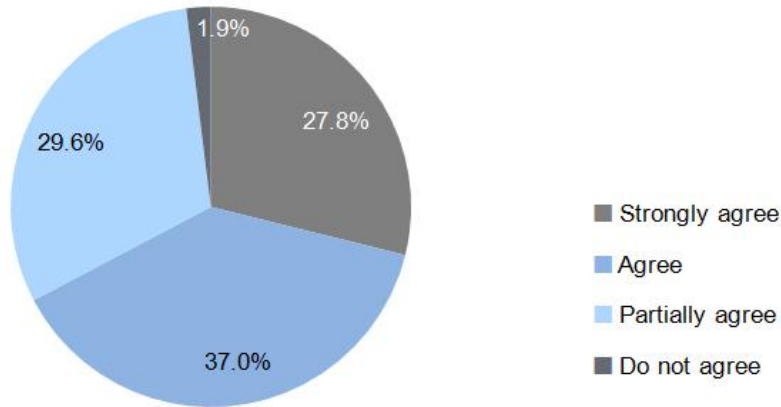
KEY FINDING 2: The ICC Programme significantly contributes to the work of other Council of Europe entities both directly, for example through its contribution to standard-setting, as well as indirectly, for example through improving the visibility of the Council of Europe at a global level.

5.1.3 Alignment with Needs of ICC Member Cities

To what extent is the design of the ICC Programme in line with the needs of ICC member cities?

According to the survey results, two thirds of the respondents agree or strongly agree with the statement that the ICC Programme's services are in line with their city's needs, while only one respondent disagreed (Table 6).

Table 6: The services provided by the ICC Programme are in line with the needs of my city



This positive result comes as no surprise because cities join the network on a voluntary basis. City councils are requested to take a formal decision to join the ICC network before the city's membership request is accepted by the ICC Programme. This serves as an indication for the political will within the different parties of a city and contributes to the sustainability of the cooperation between the ICC Programme and the city. The results are remarkable for a Programme that does not offer financial incentives or specific technical support for members (although both are offered through the C4I and DELI offspring projects).

On the other hand, as described in Section 5.2, the services offered by the ICC Programme do not serve the needs of all types of cities to the same extent.

KEY FINDING 3: The ICC Programme is generally in line with the needs of ICC member cities.

5.1.4 Alignment with Good Project Management Practice

To what extent is the ICC Programme design in line with good practices of project management so that it facilitates the management of the Programme?

The idea of working with cities on cultural diversity came up in 2007 at a time when discussions on intercultural dialogue were ongoing within the Council of Europe, leading to the White Paper and the designation of 2008 as European Year of Intercultural Dialogue. The process leading to the project started with a roundtable of external experts who presented their concepts of what intercultural dialogue means in cities. The most convincing concept in terms of relevance and coherence was based

on a research programme on urban interculturalism carried out by the British think tank Comedia.⁶ After the expert meeting the future ICC project manager wrote a concept paper, which was sent for comments to all relevant entities in the Council of Europe Secretariat. In parallel, an open call was sent to cities through the Congress to apply for participation in the Programme. The idea was to learn from cities which were actively managing cultural diversity and jointly with them to develop and promote an approach to intercultural institution-building in cities. The European Commission recognized the potential of the Programme and contributed funding to the Joint Programme for five years (in addition to the offspring projects SPARDA, C4I and DELI at a later stage). During the design and implementation phase, the ICC Programme received guidance and supervision from the Steering Committee for Culture and later the Steering Committee for Culture, Heritage and Landscape.

The ICC Programme has applied some specific working methods, which have contributed to its success. Some of these make it different from many other Council of Europe programmes. Good practices applied by the Programme include the following:

- The ICC Programme is built on the values and concepts of the Council of Europe but brought in external expertise from an early time and continuously throughout the implementation process.
- The ICC Programme takes a bottom-up approach. Instead of teaching cities about how to implement into their work standards developed by the Council, it taps into the knowledge and experience of the cities. Standards are being developed in cooperation with member cities and later disseminated to other cities.
- The ICC Programme also takes a bottom-up approach in the sense that it works with cities rather than national governments (as most Council of Europe projects do). However, it has nevertheless an influence on national governments through its intervention at city level.
- The ICC Programme has always remained flexible and open, learning and adapted its ways of working on the way.
- The ICC Programme is based on practical experience and evidence. It promotes a tested methodology rather than a theoretical concept or list of standards. Research is built into the Programme design.
- The ICC Programme is strong in communication and information sharing within the ICC network, with other entities of the Council of Europe and with external stakeholders. The Programme collaborates with other directorates and entities within the Council.
- The ICC Programme is transversal and touches upon many different programmatic areas of the Council of Europe. It builds on experience accumulated in the different domains.

The ICC Programme also has some weaknesses regarding project management such as the following:

- Results and indicators in the project logframes are often at activity/output rather than outcome level;
- Gender has not been mainstreamed throughout the ICC Programme design and implementation (it should be noted, though, that the Council of Europe's project management methodology had not recommended the mainstreaming of gender when the ICC Programme was developed);
- There has not been a formal risk management process with a risk register, although it should also be noted that the project manager is aware of the risks threatening the success of her project and has

⁶ Wood P. and Landry C. and Bloomfield J. (2006), "Cultural diversity in Britain - A toolkit for cross-cultural cooperation", Comedia.

taken measures to mitigate these. When the project was designed and throughout its implementation as a JP, risk management had not yet been institutionalized in the Council of Europe.

KEY FINDING 4: Despite a few weaknesses, the project management of the ICC Programme is generally in line with good practices. Some specific working methods have been very successful and would be worth applying to other projects managed by the Council of Europe.

CONCLUSION ON RELEVANCE: The ICC Programme is highly relevant. It is designed in a way that it promotes many standards and values of the Council of Europe.

5.2 Effectiveness

To what extent has the ICC Programme achieved positive changes related to the way in which cultural diversity is managed at city administration level?

5.2.1 ICC Participation

How are decisions made about which cities may participate in the ICC networks and related activities?

The ICC Programme was developed and first applied in a total of 11 European cities in a pilot phase during 2008-2009. Subsequent phases of standardization and consolidation have since led to a total of 92 cities which participate. This includes 24 cities that were accompanied by the Council of Europe through the process of developing and implementing an intercultural policy and are part of the European ICC Network. In addition national ICC networks have been established with a total of 58 cities participating: Italy (25); Norway (5); Portugal (7); Spain (10) and Ukraine (11). An additional 13 cities have so far only participated by filling in the ICC Index.

The ICC Programme is managed by the World Forum for Democracy Division with a total of two staff in place. The Head of the Division as ICC Programme Coordinator leads the ICC programming process. Annual programmes are developed on the basis of proposals from ICC city coordinators generated through annual meetings towards the end of each calendar year. Implementation of the programme is followed through the annual meetings, newsletters and good practice collection. Matching funds for incoming support requests of the European Network are provided through the biannual Council of Europe budget. Hence, financing of activities is demand driven, an issue that was raised by one of the European network member cities suggesting that a multiannual outlook on planning and financing would be beneficial.

With regard to the selection of future ICC member cities it was pointed out that whereas in the early days of the ICC Programme this was done on a “trial and error” basis with much input from cities and

experts, the Programme has now managed to establish a more structured process. Cities interested to participate in the ICC Programme now have to submit an expression of interest. In addition, the filling of the ICC Index questionnaire is mandatory, followed by an expert visit accompanied by stakeholder meetings and focus groups to present the ICC concept to relevant city administration and civil society stakeholders, at times involving up to 300 people. Findings are captured subsequently in a city intercultural profile which provides a basis for a decision of whether the city will be invited to join the ICC Programme. As it was explained, “when you start with a city you never know where it goes”. However, as a rule, only those cities are invited to join that are able to demonstrate that there is an intercultural engagement already. Cities that want to join the ICC network need to sign a Memorandum of Understanding with the ICC Programme, which requires a formal decision of the city council. This requirement was introduced to ensure that cities engage with the network only if they have the necessary political will.

The ICC Programme does not systematically monitor results through a defined set of indicators. Annual workplans focus on output targets. It was pointed out that although efforts were made to promote M&E at results level, the Programme struggles with the fact that many ICC member cities have no M&E system in place within their administration and are hesitant to engage in something that is believed to be too costly. Hence, impact evaluations applying a number of M&E initiatives such as opinion polls and focus groups are limited (e.g., the SPARDA programme with sufficient funds covered by the EU).

With the staff available and the volume of the programme (e.g. the 2014 annual work plan consists of 15 different events, including workshops, conferences, expert meetings and the annual coordination meeting) ICC coordination capacities appear to have maximized available capacities. As it was pointed out, “It is a matter of time how much follow-up you can do and how supportive you can be”.

KEY FINDING 1: Decisions on the annual work programme of the ICC Programme are made in a participatory process including consultation with ICC experts and European Network member cities which is facilitated by the ICC Programme Manager. Decisions on new European ICC Network members are based on a number of requirements the potential applicant has to fulfil including participation in the ICC Index and an overall demonstrable commitment to the intercultural approach. The latter is to be established through an ICC expert visit resulting in a report which serves as a decision-making basis. Programme planning is demand-driven, i.e. member cities flag up issues of concern and support needs during the annual coordination meeting. This results in the production of an annual work plan. The work plan is neither accompanied by an outcome-based M&E framework nor a risk assessment.

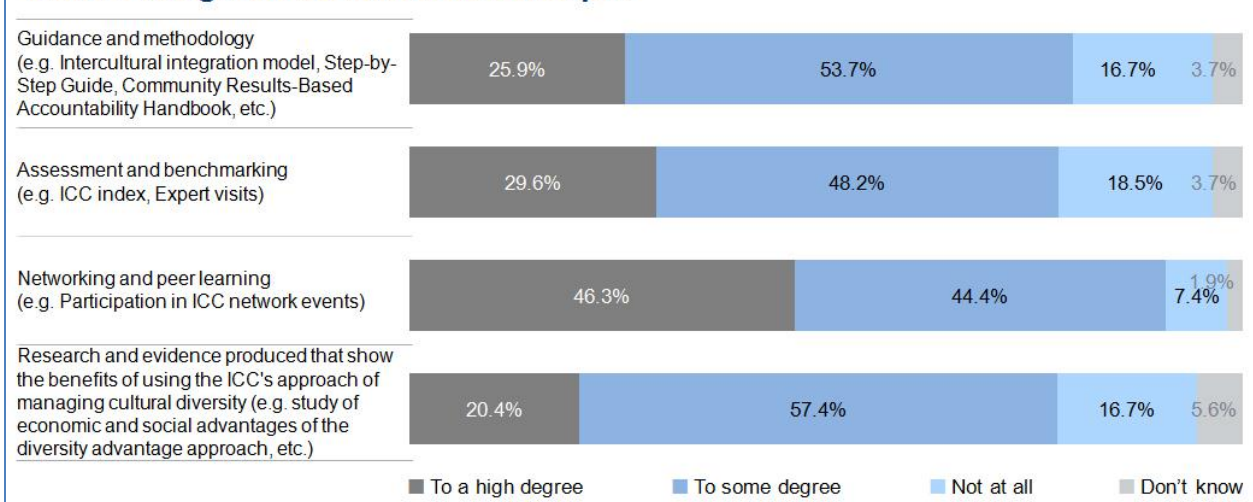
5.2.2 Usefulness, strengths and weaknesses of ICC outputs

To what extent are the outputs produced by the ICC Programme useful for the administrations of member cities? What are strengths of the outputs produced by the ICC Programme? What are

weaknesses of the outputs produced by the ICC Programme?

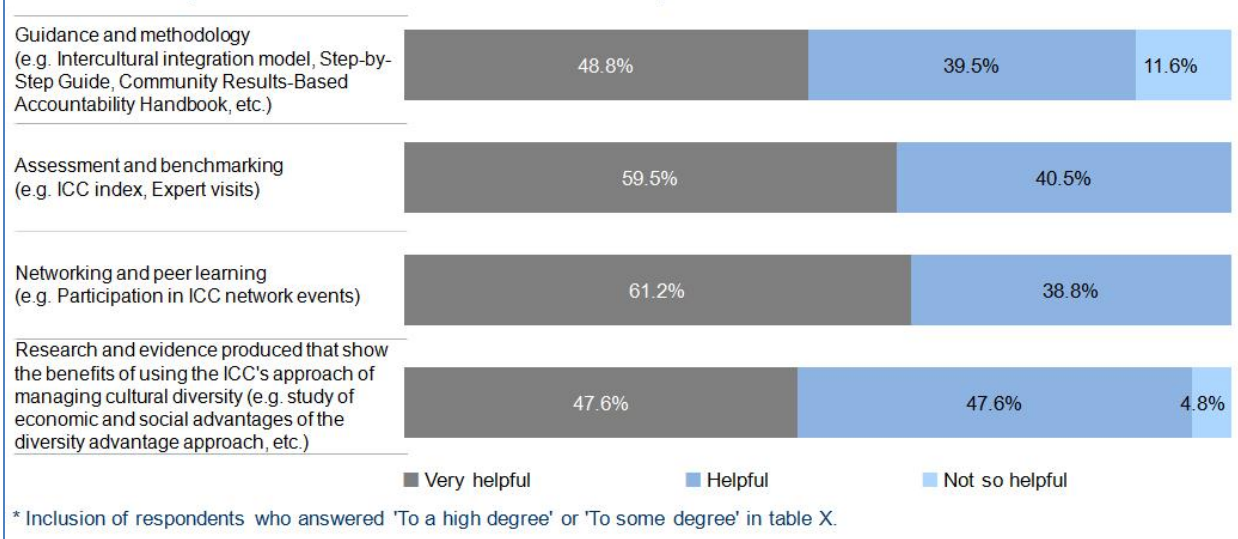
Findings of the evaluation survey suggest that overall, ICC member cities make considerable use of outputs and tools produced by the ICC programme. The evaluation survey established that networking and benchmarking have been used by far the most, with 46.3% of respondents stating usage “to a high degree” and 44.4% stating usage “to some degree”. For all other tools, the findings of the survey suggest much lower levels of usage which are also broadly similar to one another. A total 29.6% of respondents stated to have used guidance and methodology tools “to a high degree”. In addition 25.9% of respondents stated to have used assessment and benchmarking tools and 20.4% of respondents stated to have used research and evidence produced by the ICC Programme “to a high degree” (Table 7).

Table 7: Usage of ICC tools and concepts



The survey findings presented in Table 8 suggest further that almost all ICC member cities that have used ICC tools and outputs “to a high degree” or “to some degree” have found these tools either “helpful” or “very helpful”. Only with regard to guidance and methodology did a total of 11.6% of respondents characterize this tool as “not so helpful”, with a total of 4.8% of respondents of the opinion that research and evidence produced by the ICC Programme was “not so helpful”.

Table 8: Helpfulness of ICC tools and concepts*



Interviews and case studies of the evaluation have further established that all ICC tools hold particular advantages and strengths as well as shortcomings and challenges:

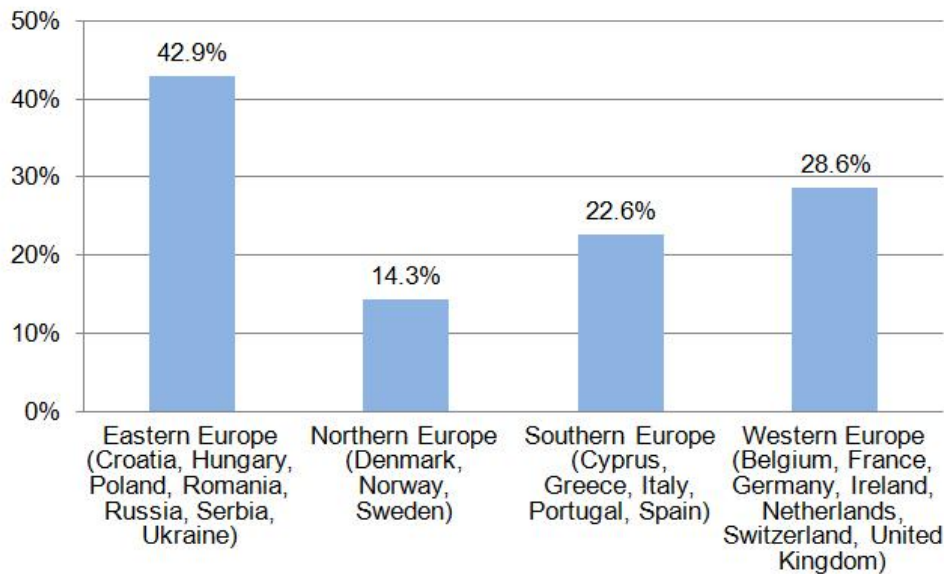
Guidance and Methodology

Usefulness and strengths: A number of interviewees highlighted that the ICC methodology is used by cities as a source of reference in particular during the process of developing and drafting new strategies and policies. This might explain that the percentage of Eastern European countries that have used ICC methodology (42.9%) is significantly higher than the percentage of other regions (see Table 9).

Whereas many cities in other European regions already have intercultural strategies in place, a lot of Eastern European cities are currently in the process of developing strategies or sets of policies on the management of cultural diversity. As one of the interviewees stated, “We have used the ICC methodology over the last four years and have used many examples from it. The intercultural policy of our city will be based on the ICC methodology. We do not need to reinvent the wheel, but can use what has already been put into practice by other cities and proved to produce good results.”

A lot of cities do not follow systematically each and every step of the ICC methodology but rather take those elements most important and relevant to them. However, there is an acknowledgement of the importance of knowing that these elements are embedded in a holistic, cross-sectoral framework which can be consulted for further development of strategies and policies. One interviewee also stated that the methodology helped to generate political support in the city council.

Table 9: High degree of usage of ICC guidance and methodology according to region



Interestingly, it was highlighted that the usefulness and strength of the methodology is particularly perceptible when accompanied by ICC expert consultation or in conjunction with the ICC Index. Moreover, reference to good practice of other ICC member cities is seen as very useful. One interviewee pointed out that the ICC methodology is best disseminated through capacity building measures such as workshops and training provided by CoE experts.

Overall, the ICC methodology is viewed as an instrument which requires cities to adapt it to their own realities. Finally, the evaluation reveals that in particular Eastern European countries value the ICC approach in coping with the post-communist transformation and emerging realities such as an increase of migrant resident populations. As one of the interviewees stated, “The ICC methodology is now very relevant in the light of last occurrences in Ukraine, we have now many migrants from Donetsk and Lugansk, and there was no basis how to work with them prior to this methodology.”

Weaknesses: One of the challenges highlighted is that it draws on the assumption that the methodology can be applied one-to-one. As one of the interviewees highlighted, the methodology “invites the administration as a whole”, whereby the reality of most of the cities is that departments and divisions are not equally involved. This is viewed as an obstacle in the application of the ICC methodology. A very practical obstacle which had been particularly highlighted by interviewees in Italy and in Spain was limited access to the ICC methodology due to language barriers. Both the volume of documents and the lack of availability in local languages are viewed as a serious impediment to disseminating the ICC methodology amongst local stakeholders. In this context a number of interviewees highlighted the

usefulness of the summarized and translated Spanish version of the Step-by-Step Guide which was made available through the Spanish ICC Network.

A number of interviewees highlighted the concern that the ICC methodology does not adequately reflect realities of ICC member cities, for example if cities have a low percentage of residents with a migrant background. These concerns are reflected in the evaluation survey: A total 61.5% of respondents representing cities with over 15% non-national and foreign-born national residents state that they find ICC guidance and methodology “very useful”. This percentage is much lower for cities with a low proportion of foreign residents, with only 29.4% stating that ICC guidance and methodology is “very useful”. This concern is also reflected in the evaluation case study of Casalecchio di Reno, where city administration staff stated that certain elements of the ICC methodology are hardly applicable due to a low proportion of foreign residents in the city.

Moreover, Eastern European countries also feared that realities of post-communist countries which are in the midst of or recently completed an economic and political transformation is not adequately reflected in the ICC tools including the methodology (as well as the ICC Index). As one of the interviewees highlighted, “The methodology presents examples of good practice from Western Europe. As we are very much behind, this does not serve us much. It would be better for post-communist countries to draw from good practice generated in our context.”

Assessment and Benchmarking

Usefulness and strengths: A number of interviewees pointed out that the ICC Index is seen as a complex instrument which records information that can only be generated by multiple sources within a city administration. Hence, the compilation of the index questionnaire triggers what has been named by one of the interviewees a “stock-taking exercise” and collaboration by relevant departments. This process is viewed as a positive side-effect of the ICC index as it creates opportunities to share and discuss on relevant issues at cross-departmental level. Cities from Northern as well as Southern Europe highlighted that the Index has been useful for generating political awareness and commitment through political attention to the notion of benchmarking. In addition, two cities from Eastern and Southern Europe pointed out that the Index results served as a basis for the development of new diversity strategies. An interviewee of an Eastern European city explained, “The process of participating in the ICC Index contributed to cooperation between local government, civil society and the expert community. As a result we have changed our outlook on many issues. For example, we realized the importance of transparency in the work and decision making processes of the city government and the involvement of citizens. Now many new initiatives evolved in the society in various areas.” In addition, an interviewee of a Western European city stated that the ICC Index provides the possibility for comparison with similar cities across countries, which is particularly useful insofar as being the largest city in the country makes comparison with other cities in the same country difficult. Finally, a number of interviewees also pointed out that expert visits have been very useful. For example a Norwegian interviewee noted that expert visits were particularly useful for Oslo, Bergen, and Stavanger, the (only) 3 cities in Norway with relatively large minority populations. In this context, a number of cities highlighted that both the Index

as well as expert visits have been an important source of learning in particular in combination with other outputs, such as the Step-by-Step Guide. As an interviewee from Southern Europe explained, “The Index laid the groundwork for the application of the Step-by-Step Guide and adjusting the ICC approach to local conditions.”

Weaknesses: A number of shortcomings were identified. Firstly, the concern of how well the findings of the ICC index capture a city’s actual effort was repeatedly raised. As one of the interviewees stated, “Even if a city does not score high in a domain that might be of interest to our city, I would not exclude visiting that city simply because what is presented on paper is not what happens on the ground.” Secondly, as for example the Lublin case study revealed, there is a notion that the Index does not take into account the city’s present realities shaped by a communist past and years of transformation which gave Lublin a starting point different from that of Western European cities participating in the Index. The most significant shortcoming, however, is that a lot of cities do not make any further use of the results once they have participated in filling the index, hence missing out on the most important step and overarching purpose of the Index: strengthening areas of weakness. In this context a number of interviewees stated that following the filling the questionnaires results had never been communicated. Moreover, there is a certain ambiguity about whether the ranking approach of the Index serves as an incentive for city administration staff. As one of the interviewees put it “There is an incentive to get better and where we do, our self-esteem raises. But where we don’t the first thing people think is their own performance as there is a tendency to take it a bit personal.” Finally, a number of cities were unclear about the role of the CoE and the national networks through the various steps of the ICC Index. For example the Italian network played a role in ensuring and supporting the filling of index questionnaires by member cities, including by translating the questionnaire into Italian. There are a number of ICC member cities which so far have not participated in the ICC Index for various reasons. For example, a city from Portugal abstained from participation due to the existence of a similar national index designed on the basis of the ICC Index. The national index is generated by the High Commissioner for Migration (ACM), which has its own network of 92 municipalities (“Immigrant- and Diversity-Friendly Municipality Network”) and includes many if not all municipalities in the Portuguese ICC Network.

Networking

The *European ICC Network* comprises a total of 24 cities across Europe and has experienced a substantial growth following the start of the ICC Programme in 2008, with only two cities leaving the European ICC Network since its founding.

The *Italian ICC Network* started in years 2010/2011 through the initiation of workshops on good practice. Meetings are held annually which include thematic workshops. These workshops have proven to be highly valuable for cities as they introduce and share expertise on specific thematic fields. Workshops also provide opportunities for joint learning and the identification of joint projects. The Italian Network also organizes city coordinator meetings every two to three months, on which occasion participants announce project ideas and seek or invite potential partners. Since 2012 the Italian Network has also published a newsletter to disseminate information about the Network’s activities.

The *Spanish ICC Network* was founded in 2011. At present the Network sees itself in a consolidation phase which will include formal registration.

The *Portuguese ICC Network* was established in 2013. While this Network was appreciated for the provision of access to international opportunities for collaboration, concerns about its current functioning were raised, in particular in relation to exchange of information and collaboration at national level.

With regard to the *Norwegian ICC Network*, interviewees highlighted that much communication among Norwegian cities has taken place also prior to and outside the network context. However, the national ICC Network is seen as a platform to carry forward issues which cities are dealing with already. As one interviewee put it, the ICC Network provides “a way of getting different eyes on things you think you know all about.”

The present crisis and developments in the Eastern part of Ukraine have put concrete constraints on the work of the *Ukrainian ICC Network*. On the one hand, the frequency of contacts and meetings among member cities has been limited. On the other hand, collaboration with interested cities in the Crimea (one city has applied for membership) cannot be pursued further for the moment. Despite the challenges, several cities located at the border regions – such as Melitopol on the border to Crimea or Pavlograd at the border of the Donetsk region – are viewed as being among the more active contributors to the Network. It was highlighted that for network member cities the ICC approach is of value for the particular challenges the country faces at present including the influx of internally displaced persons from the eastern part of the country. In this sense, the ICC Network is viewed as a platform that, as one interviewee stressed, “brings solidarity and integration to the country” and supports “a new generation which wants to break down old structures”.

Usefulness and strengths of the national networks: The networking component of the ICC Programme has been highlighted by most interviewees as the tool cities make the most use of. The European and the national networks are seen as an indispensable tool for exchange of information and best practice, joint learning and initiation of collaboration on joint projects. As one of the interviewees highlighted that the engagement in a national network is of particular benefit to those in that are new in post. Equally valued is gaining knowledge and expertise. As one interviewee from Southern Europe pointed out, “Even if a member does not benefit financially from a project, the network ensures everybody benefits from the acquired knowledge. Some cities are implementing some diversity initiatives which were inspired by what they have learned from other members.”

A major common challenge that was highlighted by a number of interviewees from different countries is the effect of party affiliation on the functioning of the national networks. One of the Spanish network interviewees pointed out that for the functioning of the Network it was important to have cities from the different political parties on board in order to demonstrate that the intercultural approach is a cross-party commitment. This would help to bring about the critical mass and composition that the Network needs to be able to exert influence and to lobby on behalf of its causes.

In this context it was also pointed out by another interviewee that membership in the European network has helped the city to access national institutions and overcome politicization of relations in a setting whereby local administration is in the hands of a political party different from the one in power at national level. The European and national networks are also seen as invaluable with regard to lobbying and engagement with the national level. For example the Italian network concluded an agreement with the Ministry for Integration (of the former government) to ensure cooperation on social integration of migrants. Under the present government, the Italian Network has entered into collaboration with the Ministry of Internal Affairs which has shown interest to collaborate on a number of issues, including migrant women, inclusion of children in schools, migrants in the work force and refugees. It was also pointed out that the lobbying efforts of the Italian Network brought a change to more favourable three-year disbursement modes of the EU Fund for Integration, which the government had previously managed on the basis of one-year grant disbursements. The Ukrainian network generated support of the Ukrainian Ministry of Culture and liaised with the Ministry for European Integration on the organisation of a national conference on city and regional level networking. An interviewee from Norway highlighted that membership in both the European and the national network positions cities better to provide argument to political decision-makers. In particular, participation in the European Network is seen as useful to get ideas across at national level.

Finally, the network approach is not restricted to a small number of city administration representatives directly associated with ICC, as there is an increasing tendency to involve broader segments of a city in relevant initiatives. One example here is the city of Lisbon, which was presented by the director of one of the cities' mosques at a workshop on interfaith harmony, organised by another European Network member Lewisham, UK in March 2014. The head of the Lisbon Libraries network attended a workshop on "Libraries and Intercultural Diversity" organized by Bilbao, Spain, in the same year.

Shortcomings and challenges: One of the main constraints to networking flagged up by a few cities is the lack of financial resources. This was especially highlighted by interviewees from Southern Europe as a result of the economic crisis resulting in budget cuts also at municipal level. For example, one interviewee pointed out that participation in the European Network involves certain costs, such as for travel to events. This in turn puts constraints on the resource commitments at local level, where resources are already scarce due in large part to considerable reductions in funding from central level.

As national networks grow in terms of membership and scope of initiatives the question of structure and modes of membership engagement becomes more important. For example, one of the interviewees pointed out that collaboration on projects within the Italian Network is triggered on an *ad hoc* basis through the announcement at meetings which usually are not attended by all members. Hence the communication and information flow could be more structured and open to ensure equal opportunities for all members, for example by means of an email group. Essential for a more structured approach is also the role of the network steering / coordinating body of the national networks, habitually assumed by a city which is also member of the European network. Coordinating mechanisms vary from the centralised approach used in Italy, whereby communication is channelled through the Network coordinator, to the more horizontal approach evident in Norway, where coordination among cities is

often direct. At this point, national networks seem to grow on a word-of-mouth basis rather than through formal invitations issued by the networks. For example, Bilbao joined the Spanish ICC Network through an introduction provided by the city of Getxo on the basis of the two cities' membership in a network of municipalities of the Basque region.

KEY FINDINGS 2:

Overall, ICC member cities make considerable use of outputs and tools produced by the ICC programme.

Guidance and methodology

- ICC methodology is used by cities as a source of reference in particular during the process of development and drafting of new strategies and policies in particular in Eastern European countries;
- Cities do not follow systematically each and every step of the ICC methodology but rather take those elements most important and relevant to them;
- The strength of the methodology is particularly evident when accompanied by other tools such as expert consultation or the ICC Index;
- Challenge: Methodology cannot always be applied one-to-one as at times it does not adequately reflect realities of ICC member cities.

Assessment and Benchmarking

- Compilation of the Index questionnaire triggers a “stock-taking exercise” and collaboration by relevant departments;
- The Index has been useful for generating political awareness and commitment;
- Some cities expressed concern about how well the findings of the ICC index capture a city's actual effort;
- Most significant shortcoming: A lot of cities do not make any further use of the results once they have participated in filling the index, hence missing out on the most important step and overarching purpose of the Index;
- Challenge: There is a lack of clarity about the process of compiling the Index and roles/responsibilities of relevant actors including CoE ICC Programme Coordination, the National ICC Networks and the Swiss research company.

Networking

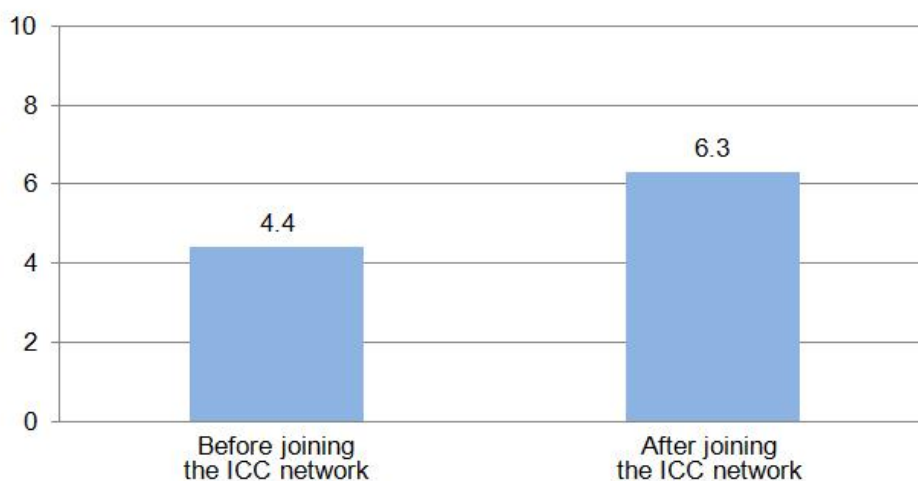
- Networks were highlighted by most interviewees as the tool cities make the most use of;
- The European and the national networks are seen as an indispensable tool for exchange of information and best practice, joint learning and initiation of collaboration on joint projects;
- National ICC Networks are invaluable with regard to lobbying and engagement with the national level;
- Challenge: Effect of party affiliation of participating cities on the functioning of the national networks (and opportunity to safeguard the intercultural approach through cross-party commitment);
- Challenge: As networks are growing, questions of structure and modes of membership engagement become more important.

5.2.3 Learning of approaches, techniques and good practices

To what extent have administrations of ICC member cities learned **approaches, techniques and good practices** of how to manage cultural diversity as a result of the ICC Programme?

The evaluation survey revealed that knowledge among city administration staff about techniques and good practices of managing cultural diversity may have increased as a result of joining the ICC network. Whereas on a scale of 1 to 10 (with 10 being the highest value) city administration knowledge was on average ranked 4.4 before joining the ICC network, average ranking of city administration knowledge increased to 6.3 in the scale (Table 10). The total percentage of cities that indicated an increase of knowledge was almost 76%.

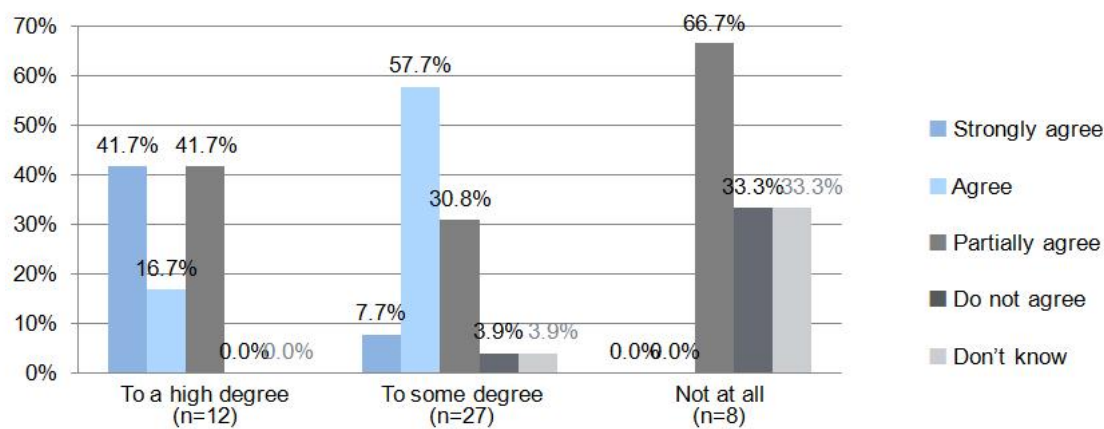
Table 10: Knowledge among ICC member city administration staff about techniques and good practices of managing cultural diversity*



* On a scale of 1 to 10 (1 being the lowest and 10 being the highest)

The evaluation survey also reveals that ICC membership's influence on cities' approaches for managing diversity is greatest among cities whose intercultural strategies to a high degree evolved from participation in the ICC Programme. As seen in Table 11 below, 41.6% of cities that developed their intercultural strategy "to a high degree" as a result of ICC membership "strongly agreed" with the statement that their city has fine-tuned its approach to managing cultural diversity as a result of ICC membership. In contrast, only 7.5% of cities which developed their strategy "to some degree" as a result of ICC membership "strongly agreed" with this statement. Finally, none of the cities that did "not at all" develop their intercultural strategy as a result of ICC membership "agreed strongly" that approaches are fine-tuned as a result of ICC membership.

Table 11: Degree of influence of ICC membership on city administrations' approach of managing cultural diversity



The ICC Programme proves to be indispensable to trigger exchange on intercultural approaches, lessons learned and good practice. As one interviewee from Ukraine explained, “It happens that there is a city in Ukraine, even just 200 km from us, which has been implementing very interesting ideas and good practices, and we were not aware of it at all. Thanks to the national network, we now all got in touch and have a chance to discuss what each of us does and how to adopt good practice of others.” As described below, learning by ICC member cities about approaches and good practice is evident in the fields of local government and participation, education and culture, sports and arts.

Local government

- Through the Italian ICC network member cities started the *IUS SOLI*-Initiative, which consists of events such as ceremonial presentation of symbolic citizenship to children of migrant parents;
- Casalecchio di Reno benefitted from the expertise and support of Reggio Emilia in the development and kick-off of a project on good intercultural management and practice in 2013;
- The Young Mayors Scheme of Lewisham was promoted in other ICC cities, including the Italian ICC Summer School in 2011. In December 2013 Santa Maria de Feira launched a young mayor programme inspired by the Lewisham model;
- Trondheim city initiatives including the dialogue center for communication with foreigners and the council for minority representation drew on the Norwegian network through sharing experience with and getting feedback from other cities;
- Lewisham, Santa Maria da Feira and St Denis/Paris undertook reciprocal learning in the area of political participation of youth;
- Sabadell will use the approach of the city of Fuenlabrada on police diversity management, presented in January 2014 in Barcelona in the framework of the “XI Seminar on Migration and Europe.”

Education

- Casalecchio di Reno particularly benefitted from the expertise of Reggio Emilia through the visits of experts from the city, the development of welcoming policies in schools and tools for intercultural education of students;

- The introduction of Intercultural Walks for children and youth in Casalecchio di Reno is a result of learning from exchange with the city of Turin.

Culture, arts and sports

- Fora on cultural diversity organized by the city of Forli drew on exchange of practice with other national network members, in particular with the city of Arezzo and its model of “Sports and Recreation as a Tool to Build Citizenship”;
- Reggio Emilia’s experience has led the city of Lublin to start developing a concept for an Intercultural Center;
- For the city of Sabadell, engagement with the ICC national network has contributed to one-to-one exchanges with some cities of the National network (for example Tenerife or Bilbao on the construction of a Civil Rights and Citizenship Department), as well as to exchanges with cities from the European network (e.g., welcoming services in Lublin);
- ICC experts and member cities presented good practice at the conference “Improving the Skills and Enhancing the Identity of Intercultural Mediators in a Multicultural Europe” organized by the city of Patras in January 2014.

KEY FINDINGS 3:

- Knowledge of city administration staff on techniques and good practices of managing cultural diversity may have increased as a result of joining the ICC network;
- ICC membership’s influence on cities’ approaches for managing diversity is greatest among cities whose intercultural strategies to a high degree evolved from participation in the ICC Programme;
- ICC Programme events and initiatives on exchange among National and European ICC Network member cities on intercultural approaches, lessons learned and good practice are viewed as indispensable.

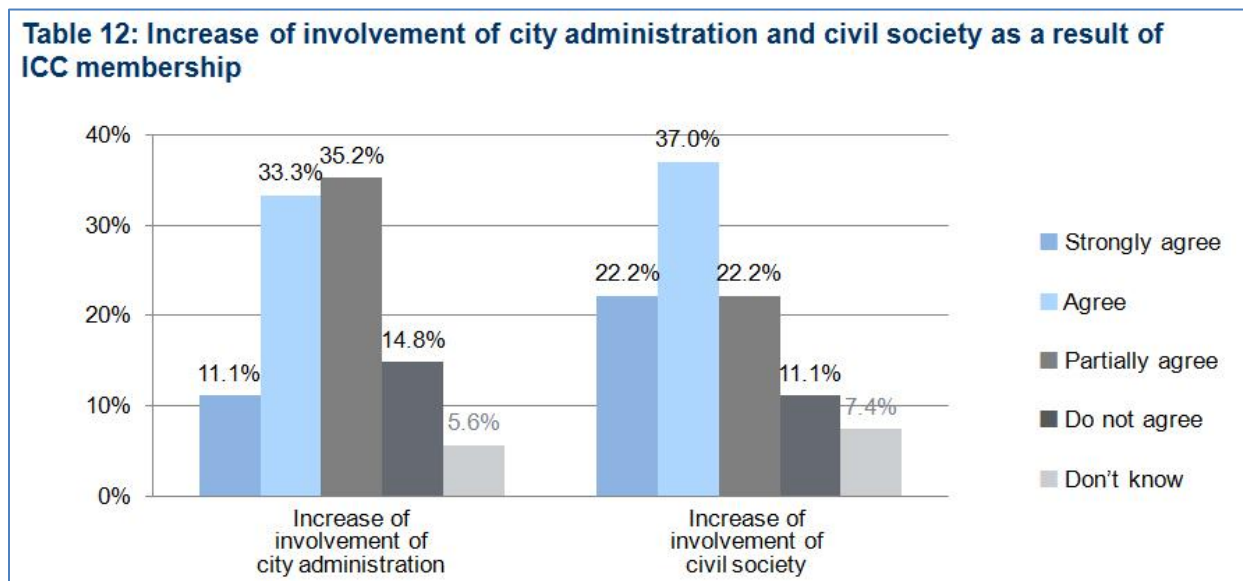
5.2.4 Establishment of internal and external networks

To what extent have administrations of ICC member cities established networks internally among city administration staff and civil society representatives as well as externally with other city administrations as a result of the ICC Programme?

Increased involvement and collaboration between city administration and civil society: The evaluation suggests that mainstreaming intercultural initiatives across city administration departments has contributed to increased involvement in such initiatives among city administration staff in ICC member cities. As shown in Table 12, 11.1% of respondents to the survey conducted in the framework of the evaluation “strongly agree” and 33.3% “agree” with the statement that ICC membership led to an increase of involved city administration staff in intercultural activities and projects. In similar fashion, the case studies demonstrate that the intercultural approach is increasingly taken on as a cross-departmental issue rather than being exclusively implemented by a single department. A direct

contribution of the ICC Programme to an increased intercultural involvement of city administration staff is particularly evident in the cities of Lublin and Sabadell.

Table 12: Increase of involvement of city administration and civil society as a result of ICC membership



A particularly striking contribution of the ICC programme to an increased intercultural involvement of city administration staff is to be found in the city of Lublin through the Lublin 4 All project, which was triggered through Lublin’s membership in the European ICC network and jointly implemented with the Swiss canton of Neuchâtel. The intercultural engagement of the city is led by the Division for Cultural Development and the Communication and Cooperation with NGOs and Public Participation Unit. However, through a number of components of the Lublin 4 All project, other departments including the Residents Affairs Department and Municipal Centre for Social Services in Lublin (MOPR) got increasingly involved. Participation of department heads in exchange visits for joint learning and exchange of best practice with Neuchâtel had in turn had a trickle-down effect on larger numbers of staff across the departments (for example the Director of the Residents Affairs Bureau manages a team of around 50 staff). As one of the CSO interviewees from Lublin stated, “Because of the Lublin 4 All there is no department within the Lublin city administration that has no knowledge on the issue of integration.” In Sabadell the diversity approach has become a transversal policy improving the internal coordination among the city council departments including the Department of Civil Rights, the Department of Education, Department of Culture and the Department of Sport. The ICC Programme has directly contributed to an increased intercultural engagement, mainly through the Anti-Rumour Campaign, a result of ICC membership which led to training of over 300 administration staff as so-called anti-rumour agents.

Similarly in Casalecchio di Reno and Copenhagen, the intercultural approach is seen as something to be mainstreamed across departments. In Casalecchio di Reno intercultural activities are not implemented through a single department but by a number relevant offices and various staff. These include the ASC *Insieme Social Intervention Consortium Society of Valli del Reno, Lavino and Samoggia* established by

nine municipalities of the district for an associated management of social services and the newly established Department of Knowledge and New Generation. In Copenhagen the main institution responsible for intercultural policy is the Employment and Integration Administration as one of seven city-level administrations, which is expected on the one hand to coordinate intercultural policy with the other six administrations and on the other hand to design and implement its own programmes in cooperation with civil society. Representatives of the Employment and Integration Administration noted the intercultural approach has been successfully mainstreamed in all seven administrations, hence increasing the number of involved staff. However, there is no immediate contribution of the ICC programme in these cities to an increase in involvement of staff through concrete projects as noted in relation to Sabadell and Lublin, but rather an indirect effect through the overall engagement of Copenhagen and Casalecchio di Reno with the ICC networks.

Networking and cooperation between city administration and civil society organisations are an indispensable basis for intercultural initiatives of ICC member cities. In this respect the ICC programme is seen as having contributed to an increase of engagement of and with civil society. Table 12 above shows that a total of 22.2% of respondents “strongly agree” and 37% of respondents “agree” with the statement that ICC membership led to an increased involvement of civil society representatives in their cities.

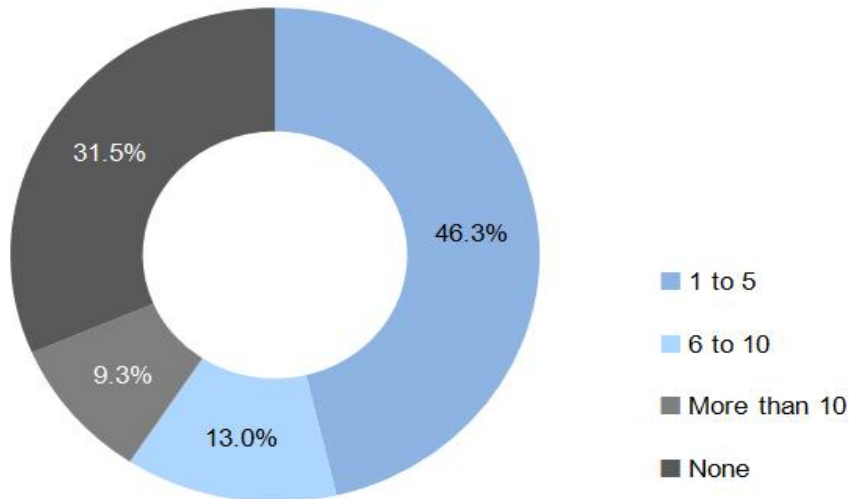
Again, these findings are backed by evidence gathered through the case studies and interviews, in particular in the case of the city of Lublin. Both municipal and CSO stakeholders interviewed stressed the importance of the Lublin 4 All project for establishing CSO-city administration collaboration. The Support Group set up as part of the Lublin 4 All project clearly serves as a mechanism to synergize efforts of the city and CSO stakeholders and to avoid duplication. As one of the CSO interviewees from Lublin put it, “The Support Group of the Lublin 4 All project has changed the attitude of competition into an attitude of cooperation and transparency.” Similarly, in Sabadell the “Commission of Coexistence” composed of CSOs, city department and community representatives, the police and lawyers, is the most important mechanism for ensuring cooperation among relevant stakeholders in the city. An ICC Programme contribution is evident also in the anti-rumour campaign triggered through participation in the Spanish ICC network which included a “train the trainer” programme for schools and civil society organisations. Finally, the ICC Programme also contributed to increased cooperation between relevant city administration and civil society stakeholders in the Eastern European region. This in turn contributed to the acknowledgement of the importance of transparency in the work and the decision-making processes of the city government and in recognition of the need to empower citizens to solve issues themselves. As a result new initiatives evolved, including the development of the city’s intercultural strategy in a consultative process.

The evaluation also established that there are cities which collaborate closely with civil society stakeholders, for which an ICC contribution is not as apparent. For example, Casalecchio di Reno works closely with and contracts a number of service-providing and voluntary associations on language classes and welcoming initiatives, with activities coordinated through regular coordination meetings attended by relevant departments and civil society organisations. In Lewisham, the city administration established

a unique public-private partnership with the company Renewal on their Surrey Canal Development Project.

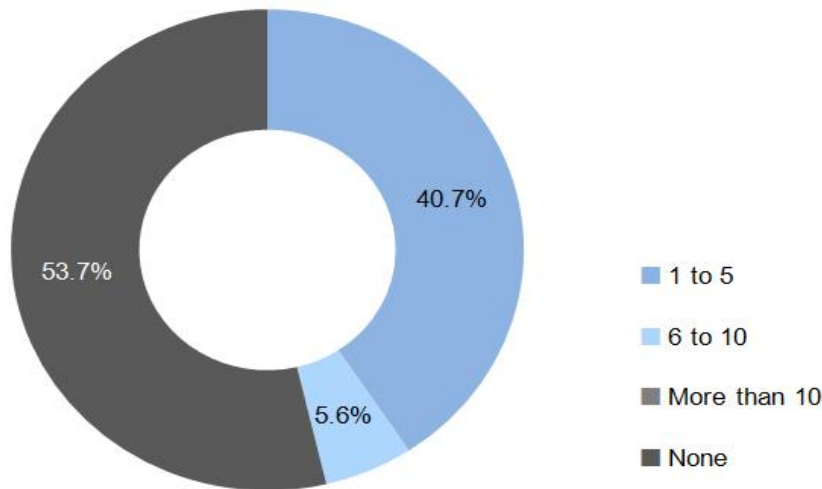
Establishment partnerships and initiation of joint projects with other cities: Overall, interviews confirm that the exchange visits and face-to-face meetings organised through the ICC Programme or on the initiative of networks are indispensable for the initiation of partnerships and identification of joint project opportunities. The ICC Programme contributed considerably to the establishment of partnerships among ICC member cities, both at national and at international level. The evaluation survey revealed that over two-thirds of the cities have established formal or informal partnerships with other cities as a result of ICC membership, in which a bilateral exchange of experience took place outside the ICC network activities, with 46% of them pointing to a total of one to five informal or formal partnerships (see Table 13).

Table 13: Number of formal or informal partnerships established with other cities as a result of ICC membership



Partnerships have led to a considerable number of initiatives and projects. As Table 14 shows, a total of 41% of cities have implemented joint intercultural initiatives/projects (other than those funded by the ICC Programme) together with other cities met through the ICC network.

Table 14: Number of joint intercultural initiatives/projects (other than those funded by the ICC Programme) implemented together with other ICC network cities



There are a number of examples of ICC member cities developing cooperation with other national or European ICC Network cities. For example, the city of Lutsk (Ukraine) has signed Memorandums of Understanding for future cooperation with Patras, Reggio Emilia and Berlin Neukölln. Moreover, the city has recently developed a joint programme with the cities of Pavlograd and Botkyrka, Sweden, to share lessons learned on youth employment. The city of Lublin had a number of exchanges with the Ukrainian ICC expert which resulted in the joint organisation of a congress in the framework of the EU Eastern Partnership. Moreover, contacts with the Ukrainian ICC Network resulted in the establishment of cooperation between the city of Lublin and a number of Ukrainian CSOs on the possibility of joint multicultural heritage projects.

There is also exchange among the various national networks. For example, the Ukrainian network is in close communication with the Spanish network and interested in applying the methodology of the Anti-rumour Campaign developed by Barcelona. Moreover, as there is a large Ukrainian diaspora in Italy the Ukrainian network also aims to strengthen cooperation with the Italian network. Furthermore, national networks play a role in the development of joint initiatives by their members, as illustrated by the IUS SOLI Campaign as part of the larger *“L’Italia Sono anch’io”* Campaign promoting citizenship for children born in Italy to migrant parents.

Finally, it is noteworthy that there are a number of examples which illustrate how ICC membership helped cities to secure funding from bilateral and EU sources as well as private foundations, a distinctive added value which has been highlighted by a number of interviewees:

- Lublin and the Swiss Canton of Neuchâtel have developed a partnership which led to the funding and implementation of the Lublin 4 All project, funded through a grant of the Swiss government;
- Casalecchio di Reno is implementing partner in the project *“W.O.W. – Who I Am, Who You Are”* funded through the Europe for Citizens programme. The project intends to develop a network among

the partner municipalities on issues of European citizenship, integration and intercultural dialogue, as well as on the set of rights and duties of citizens in each country and in the European Union. Project partners are Casalecchio di Reno and neighbouring towns Valsamoggia and Zola Predosa as well as one town each from Bosnia and Herzegovina, Czech Republic, Portugal, and Spain;

- Reggio Emilia heads a project which encourages social integration of foreign families through initiatives that involve local schools with diverse students. The project, called SAFE, is carried out in partnership with the Italian municipalities of Arezzo and Torino and the City of Lewisham (UK) and is co-financed by the European Fund for the Integration of non-EU immigrants and the Italian Government;
- The city of Patras has secured funds of the European Integration Fund for a project which fosters cooperation and networking between representatives of Mediterranean member states. The initiative is linked with the C4i-project;
- Triggered by the initiative of the Spanish Network, the Open Society Foundation provided one year project funds to export the anti-rumour project initiated by the city of Barcelona to four other cities: Getxo, Sabadell and the island of Tenerife.

KEY FINDINGS 4:

Increased involvement and collaboration between city administration and civil society

- Both city administration staff and civil society of ICC member cities have increasingly become involved in intercultural initiatives as a result of ICC membership;
- In a number of cities the ICC Programme has also triggered an increase in collaboration between city administrations and civil society;
- ICC membership fostered involvement either through triggering projects (Lublin 4 All, Anti-Rumours Campaign) or more indirectly through overall engagement with the national ICC Networks.

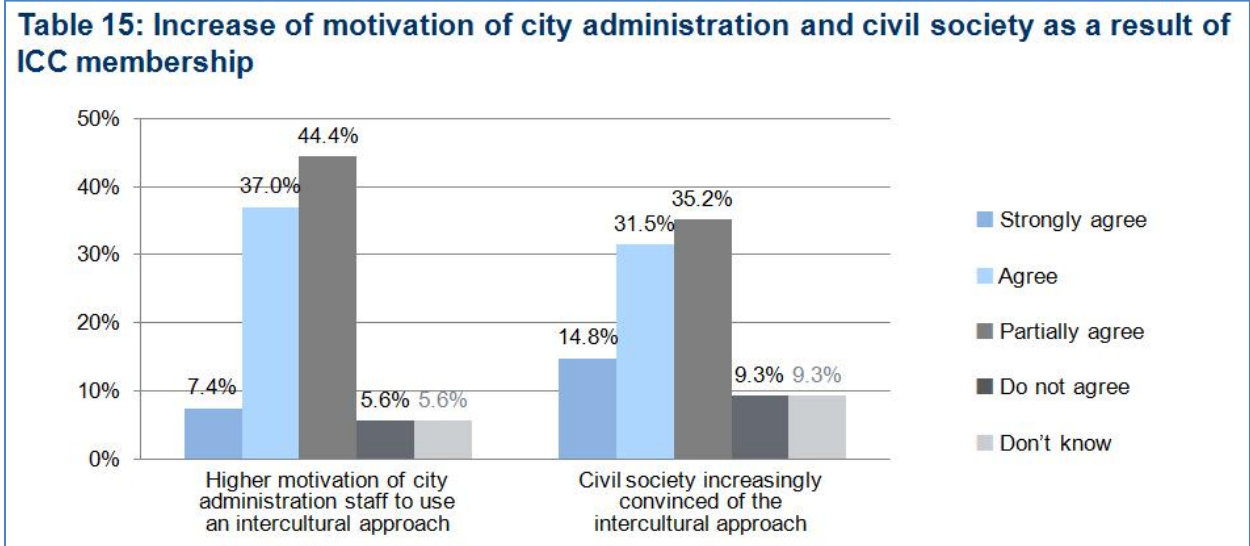
Establishment partnerships and initiation of joint projects with other cities

- As a result of ICC membership, over two-thirds of the member cities have established formal or informal partnerships with other cities in which a bilateral exchange of experience took place outside the ICC network activities;
- A total of 41% of cities have implemented joint intercultural initiatives/projects;
- There are various examples of ICC member cities developing cooperation with other national or European ICC Network cities, as well as examples of exchange between the various national networks;
- ICC membership helped cities to secure funding from bilateral and EU sources as well as private foundations.

5.2.5 Political will to manage cultural diversity

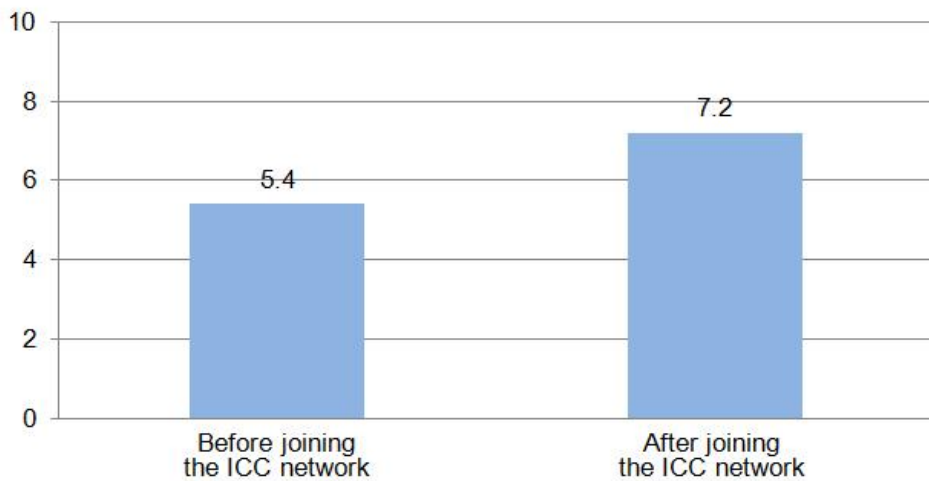
To what extent do representatives of ICC member cities view cultural diversity as a resource and have a stronger and more sustainable political will to manage cultural diversity in line with the ICC approach as a result of the ICC Programme?

A large number of ICC member cities value the contribution the ICC Programme makes towards generating a sound political will and commitment with regard to the management of cultural diversity. As Table 15 shows, a total of 44.4% of survey respondents agreed or strongly agreed with the statement that “as a result of ICC membership city administration staff has become more motivated to use an intercultural approach in their work”. A total of 14.8% of respondents strongly agreed and 31.5% agreed with the statement that as a result of ICC membership civil society representatives have become more convinced of the benefits of cultural diversity.



Moreover, the evaluation survey reveals an increase of political will among elected members of city councils to take a positive approach towards managing cultural diversity following participation in the ICC network. Whereas on a scale of 1 to 10 the political will of city councils prior to ICC membership was on average ranked to be at 5.4, this value increased to 7.3 following ICC membership (Table 16). The total percentage of cities which indicated an increase of political will was over 66%.

Table 16: Political will among elected members of city councils to take a positive approach towards managing cultural diversity*



* On a scale of 1 to 10 (1 being the lowest and 10 being the highest)

The case studies equally reveal that the contribution of the ICC Programme to the creation of a political will varies. Whereas a more direct contribution has been found in Casalecchio di Reno, Copenhagen and Lublin, in Sabadell the contribution is less direct nature in Sabadell and no such contribution is evident in the case of Lewisham. In Casalecchio di Reno the political commitment of the city councils is perhaps most evident through their engagement in the promotion of citizenship. This is one of the major concerns of the city and taken forward through a strong political will by the mayor and the city councilors as well as by a commitment on the part of the administration staff. As one of the city councillors highlighted: “You can’t give services to 100 people and only speak to half of them. The areas of service provision and of rights are interlinked. The right to vote is the first issue. Hence, we promote local voting rights for citizens. Citizenship is the next battle.” It was through the Italian ICC Network that Casalecchio di Reno and other member cities started promoting voting rights and citizenship via the IUS SOLI-Initiative. Moreover, CSOs from Casalecchio di Reno contracted by the administration have highlighted that budget cuts of recent years resulting from the current economic crisis have affected spending in the social sector but not ongoing intercultural projects. Copenhagen’s sustained political commitment to the intercultural approach is explicit in the Engage in CPH programme and in statements by the Mayor for Employment and Integration. It is also visible in the ethnic composition of city administration. The ICC contribution to this outcome is particularly evident in public references to the programme by the Mayor for Employment and Integration. In Lublin the political will of the political leaders of the city is visible, but mainly geared towards potential students and investors. However, it was stressed that over the last five years of ICC engagement interculturalism became more and more of an issue at the local political level. As one of the interviewees underlined, the ICC Programme provided the city administration with both the justification and the tools to address diversity and interculturalism to political decision-makers. As it was explained, the lack of relevant intercultural and diversity initiatives

at national level contributed to a lack of recognition of the importance of the municipality level in this context. ICC changed this and made it clear to the city that the local level would have a role to play. One of the interviewees stressed the fact that the Lublin 4 All project also started to trigger supportive public statements by politicians.

In Sabadell, there is a strong political commitment in particular by the mayor. Sustainability here is ensured through a consensus of all political parties in the municipal plenary on the importance of cultural diversity and on the competitive advantage it gives the city. Here, the contribution of the ICC Programme should be seen as more indirect insofar as participation in the Programme shaped a sound intercultural strategy and approaches which in turn contributed to securing political support. Finally, the Diversity Advantage approach is well institutionalized in Lewisham City Council as a result of strong political leadership. Consequently, ICC membership has not significantly strengthened Lewisham's political will and it can be expected that the borough will remain an intercultural city even if the ICC network no longer exists.

A number of issues were highlighted by interviewees in this regard. Firstly, an interviewee from Northern Europe stressed that only some components of the ICC intercultural approach have received political support. Secondly, it was stressed that elected members of the city councils and other political figure heads feel that engagement with an initiative of the Council of Europe generates higher levels of visibility and international recognition. Thirdly, an interviewee from Southern Europe pointed out that national networks provide mayors and city councils the means to defend sensitive issues and decisions on migration and diversity vis-à-vis for example anti-migration political parties. Hence, the strategy of the Spanish ICC Network to ensure that the composition of cities in the Network includes all relevant parties is an important contributing factor to the promotion of a sustained political will.

One interviewee expressed the concern that national networks might not be well known, with initiative coming more from administration than from politicians. Here, initiatives like the Spanish Network meeting in Bilbao in September 2014, which promoted political dialogue with representatives of seven different parties participating, could be of particular value to help generate more attention at political level. Another good example of securing political will is the signing of the first Municipal Living Together Charter for Conviviality by the mayors of 14 local authorities of Spanish cities in the framework of a 2013 initiative by the Spanish ICC Network, the "la Caixa" Foundation and the Spanish Ministry of Employment and Social Security.

KEY FINDINGS 5:

- ICC member cities value the contribution the ICC Programme makes towards the generation of a sound political will and commitment with regard to the management of cultural diversity;
- A total of 44.4% of survey respondents agreed or strongly agreed with the statement that "as a result of ICC membership city administration staff has become more motivated to use an intercultural approach in their work";
- There is a measurable increase of political will among elected members of city councils to take a

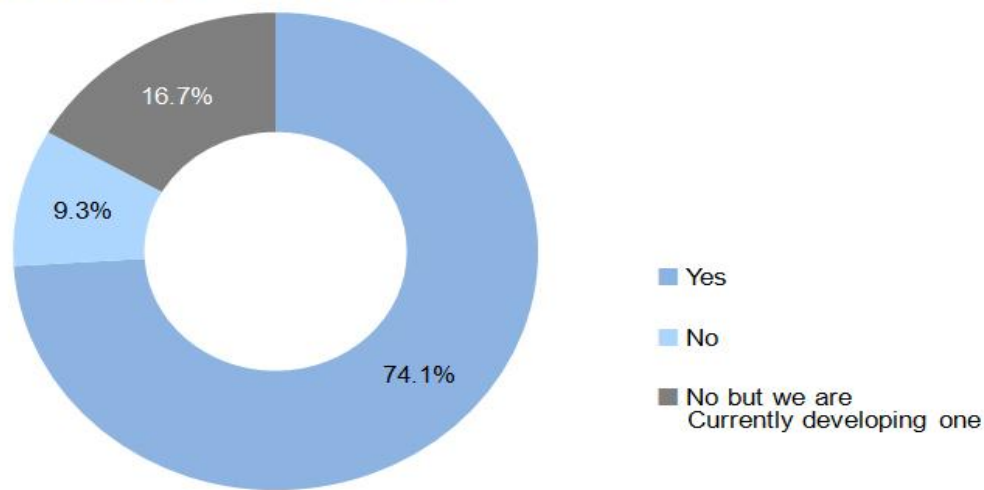
- positive approach towards managing cultural diversity following participation in the ICC network;
- Mayors and political leadership see an added value of the ICC Programme in generating higher levels of visibility and international recognition as a Council of Europe-led initiative and as a means to defend sensitive issues and decisions on migration and diversity vis-à-vis for example anti-migration political parties.

5.2.6 Development and implementation of intercultural strategies

To what extent do administrations of ICC member cities develop and implement an intercultural strategy in line with the ICC approach as a result of the ICC Programme?

The evaluation survey revealed that 74% of the cities responding to the survey have a strategy or a coherent set of policies in place for managing cultural diversity. Over 16% are currently in the process of developing such a strategy (see Table 17).

Table 17: Strategy for managing cultural diversity - i.e. an instrument (or a coherent set of policies) in place

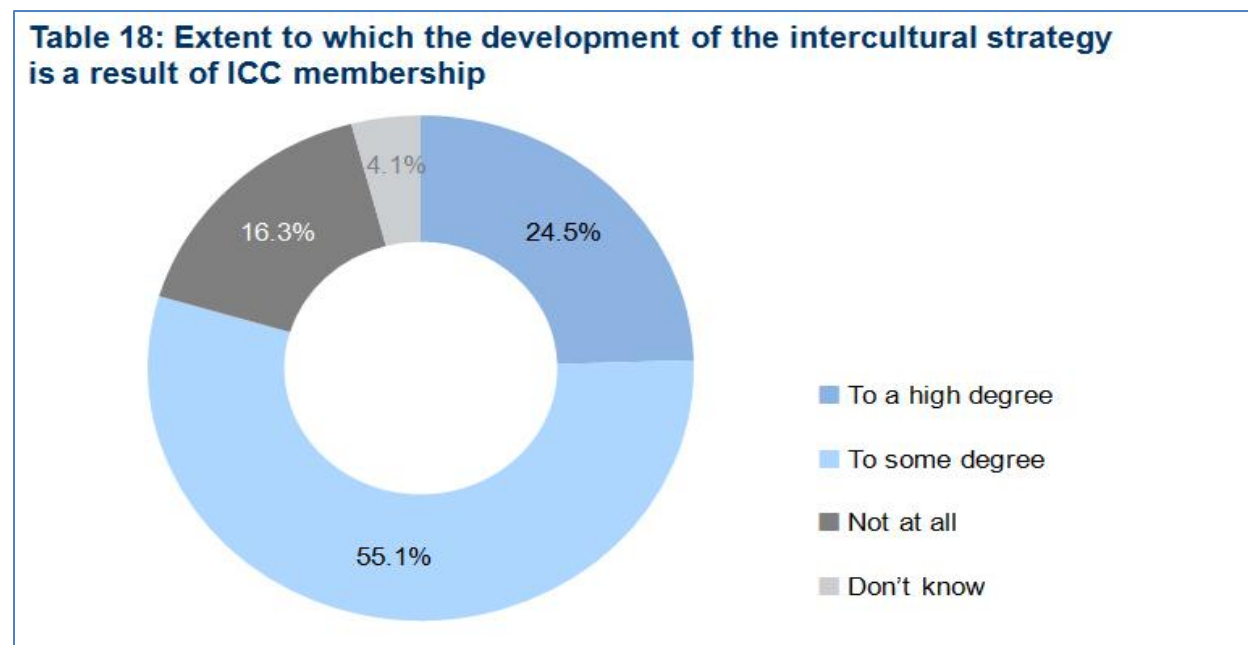


Analysis of data from the survey conducted in the framework of the evaluation yields the finding that cities with a larger population size or larger percentage of non-national and foreign-born national residents are more likely to have an intercultural strategy in place. With regard to the population size of the respondents, 68.9% of cities with a population of less than 200,000 have an intercultural strategy in place, whereas the percentage of cities with a population of 200,000 or more is 80%. Equally, whereas 69.7% of cities with fewer than 15% non-national and foreign-born national residents have an intercultural strategy in place, the percentage of cities with non-national/foreign born residents of 15% or more is considerably higher, at 80.9%.

There are also considerable regional differences. Over 42% of respondents from Eastern Europe stated that their cities are currently in the process of developing an intercultural strategy. For Northern and Southern Europe, the percentage of cities with an intercultural strategy in place lies at 85.7% and 77.4% respectively. All respondents from Western Europe stated that their cities have an intercultural strategy in place.

There is no apparent correlation between length of ICC membership and having an intercultural strategy in place: Of those cities that joined the ICC Programme in 2008, a total of 66.6% have a diversity strategy or similar in place, moving to 100% of cities that joined in 2009, back to 62.5% in 2010, 69.2% in 2011 and 63.6% in 2012, to finally move up to 100% of cities that joined ICC in 2013 and 2014.

The evaluation also reveals that the ICC Programme shaped intercultural strategies in a considerable number of member cities. As Table 18 shows, a total of 25% of respondents of the evaluation survey stated that the development of the intercultural strategy was “to a high degree” the result of the ICC programme. A total of 55% stated that their intercultural strategy was “to some degree” the result of the ICC programme.



In similar fashion, the case studies show that the development of intercultural strategies have been strongly influenced by the ICC Programme. In Sabadell, interviewees highlighted that exchange of lessons learned and good practice with the Spanish ICC Network has been crucial to develop the city's approach to cultural diversity. Such exchange further contributed to the translation of the document outlining Sabadell's general approach to cultural diversity (“New Citizenship Policies towards Full Citizenship”) into two planning documents, the “Director Plan on Civil Rights and Citizenship (2011-2015)” and the “Transversal Plan on Civil Rights and Citizenship (2013-2016)”.

The “Lublin 2020 Strategy”, which aims to have an intercultural approach and take on diversity as one of the central elements, is also built on knowledge and expertise gained through Lublin’s engagement with the ICC Programme. What is more, ICC membership was the driving force behind the Lublin 4 All project. This project, which Lublin implemented in partnership with the Swiss canton of Neuchâtel, a member of the European ICC Network, enabled exchange of best practice and the establishment of relevant structures in the Lublin city administration. Likewise, Copenhagen’s approach was recognized by several representatives of city administration as inspired by ICC in the concrete form of a speech by a representative of the Council of Europe in Copenhagen. The city’s diversity programme, “Engage in CPH” (*Bland dig i byen*) was shaped by the ICC programme insofar as Copenhagen measures inclusion in terms of its score on the ICC Index. Key elements of the programme include the Copenhagen Diversity Charter, the Copenhagen Diversity Board and the centralization of services for newcomers in International House Copenhagen.

The ICC approach has also influenced and continues to influence strategic plans in other cities. For example, Reggio Emilia’s 2012-2014 Strategic Programme on Intercultural Governance and Dialogue was based on recommendations and learning from ICC. At present Reggio Emilia uses the ICC methodology to draft the new agenda on intercultural relations and migrant communities. Based on recommendations of the ICC expert report, the city of Bilbao implemented a number of strategies including the second diversity action plan and an awareness strategy involving neighbours’ associations. Bilbao presently applies the ICC methodology in order to draft the new strategic plan on cultural diversity for the city. Also the city of Lutsk is currently developing an intercultural strategy for the city for which it draws from the ICC methodology. Finally, the cities of Melitopol and Vinnytsia (Ukraine) have based their strategic planning for the coming year on the Step-by-Step-guide.

The Casalecchio di Reno, Copenhagen, Lublin and Sabadell case studies of this evaluation suggest that ICC member cities produce most possible initiatives and outcomes identified as part of the ICC Theory of Change (see Annex 2).⁷ As described in the previous sub-chapters and evident from this synthesis, all case study cities have gained increased “knowledge”, meaning cities have learned approaches, techniques and good practice to manage cultural diversity as a result of the ICC Programme (see table 19: Outcomes at city administration level). In addition, all case study cities have developed a certain “attitude” whereby cities view cultural diversity as a resource and have developed a more sustainable political will to manage this cultural diversity. Finally, the establishment of internal and external “networks” can be viewed as an outcome to which the ICC Programme provided the most outstanding contribution. Hence, all case study cities have developed an intercultural strategy to which the ICC Programme has contributed in various forms and to various degrees.

Moreover, on the basis of the ICC Programme Theory of Change, the evaluation established that the case study cities have produced a number of initiatives and outcomes at city management level in the

⁷ The synthesis of case study findings refers to Casalecchio di Reno, Copenhagen, Lublin and Sabadell. The Lewisham case study was not considered in the analysis of city administration outcomes as Lewisham served as a pilot case study for this evaluation. The evaluation methodology was adjusted and expanded following the pilot case of Lewisham and subsequently applied to the other four cities.

fields of education, local government and participation and culture, arts and sports among others. The case studies further established to which of the initiatives and outcomes the ICC Programme contributed. Overall, the form of ICC Programme contribution was visible to varying degrees. In some cases, the contribution was direct, for example through a city's participation in a project triggered through ICC membership. Often, however this contribution was more indirect, for example through the accumulation of certain knowledge and good practice gained by participating in national ICC network meetings and events.

The ICC Programme's contribution has been most evident in the field of *local government and administration*. For the outcomes "Connecting the city internationally" and "Intercultural awareness training", the ICC contribution was apparent in all four case study cities. For the outcomes "Participatory local decision-making" and "Welcoming newcomers", there was evidence of an ICC contribution from three case study visits. Moreover, a contribution to other network members was identified in relation to the outcome "Welcoming newcomers". Here, Sabadell's model was recognized as good practice, as were specific measures including the periodical "Welcoming Sessions" with the Mayor and the "Welcome Letter" (which newcomers receive in Catalan and their own language of origin after registration). This model was shared with Lublin on the occasion of a visit to Sabadell in September 2014.

The case studies also establish that there is little ICC contribution with regard to initiatives leading to "Culturally sensitive public services", "Embracing diversity publicly" and "Collection of intercultural data". Although relevant outcomes have been established for all four case study cities, only for two of them was an ICC contribution apparent. Similarly, while initiatives related to "Community development of intercultural neighbourhoods" were identified in Sabadell and Lublin, an ICC contribution was identified only in the latter. Moreover, the evaluation established an additional outcome for the city of Casalecchio di Reno which refers to initiatives on "Promotion of citizenship" through the IUS SOLI-Campaign triggered by the Italian ICC Network.

Table 19: Outcomes at city administration level (ICC Programme Theory of Change) – Case study findings

	Casaleccio di Reno		Sabadell		Lublin		Copenhagen	
Outcome at city administration level	In place	ICC contrib.	In place	ICC contrib.	In place	ICC contrib.	In place	ICC contrib.
Knowledge	x	x	x	x	x	x	x	x
Networks	x	x	x	x	x	x	x	x
Attitude	x	x	x	x	x	x	x	x
Intercultural strategy	x	x	x	x	x	x	x	x
Education								
Intercultural education programmes	x	x	x	x	x	x	x	x
Language courses	x	x	x	-/-	x	-/-	x	-/-
Local government and participation								
Connecting the city internationally	x	x	x	x	x	x	x	x
Intercultural awareness training	x	-/-	x	x	x	x	x	x
Welcoming newcomers	x	x	x	xx	x	x	-/-	-/-
Participatory local decision-making	x	x	x	-/-	x	x	x	x
Culturally sensitive public services	x	x	x	-/-	x	x	x	-/-
Embracing diversity publically	x	-/-	x	x	x	x	x	-/-
Collection of intercultural data	x	-/-	x	-/-	x	x	x	x
Intercultural neighbourhood community dev.	-/-	-/-	x	-/-	x	x	-/-	-/-
Additionally identified: Citizenship promotion	x	x						
Culture, arts and sports								
Intercultural public spaces	x	-/-	x	x	x	x	-/-	-/-
Cooperation with the media	-/-	-/-	x	x	x	x	-/-	-/-
Intercultural sports and arts projects	x	-/-	x	-/-	x	-/-	x	-/-
Other								
Support to job seekers					x	-/-		
<i>xx - contribution to other Network members</i>								

With regard to *education*, the ICC Programme seems to be of particular value for the development of intercultural education programmes, as a contribution was established for all four case study cities. At the same time, all four cities implemented language courses for migrant residents as a core activity of intercultural management in the education sector. This initiative seemed well established in all cities, such that an ICC contribution was limited to only one city.

Finally, the case studies establish that the ICC Programme has been less relevant in the field of *culture, arts and sport*. This finding reflects a decision of the ICC programme management not to prioritize this specific field as it is seen as the starting point of intercultural engagement for most cities which hence implement initiatives prior to joining ICC. Thus, most cities implement relevant initiatives and projects for which no ICC contribution could be established. A first ICC Programme event on culture and sport was implemented in November 2014.

KEY FINDINGS 6:

- Cities with a larger population size or larger percentage of non-national and foreign-born national residents are more likely to have an intercultural strategy in place;
- Over 42% of respondents from Eastern Europe stated that their cities are currently in the process of developing an intercultural strategy;
- There is no apparent correlation between length of ICC membership and having an intercultural strategy in place;
- The ICC Programme shaped intercultural strategies in a considerable number of member cities. A total of 25% of survey respondents stated that the development of the intercultural strategy was “to a high degree” the result of the ICC programme. A total of 55% stated that their intercultural strategy was “to some degree” the result of the ICC programme;
- Case studies point to trends: Intercultural strategies in four of the five cities (with the exception of Lewisham) were influenced by the ICC Programme to varying degrees;
- Case study cities have produced a number of initiatives and outcomes at city management level in the fields of education, local government and participation and culture, arts and sports;
- An ICC Programme contribution has been most evident in the field of *local government and administration*, particularly in relation to the outcomes “Connecting the city internationally” and “Intercultural awareness training”;
- With regard to *education*, the ICC Programme seems to be of particular value for the development of intercultural education programmes;
- The ICC Programme has been less relevant in the field of *culture, arts and sport*, reflecting a decision of the ICC programme management not to prioritize this specific field.

CONCLUSIONS ON EFFECTIVENESS:

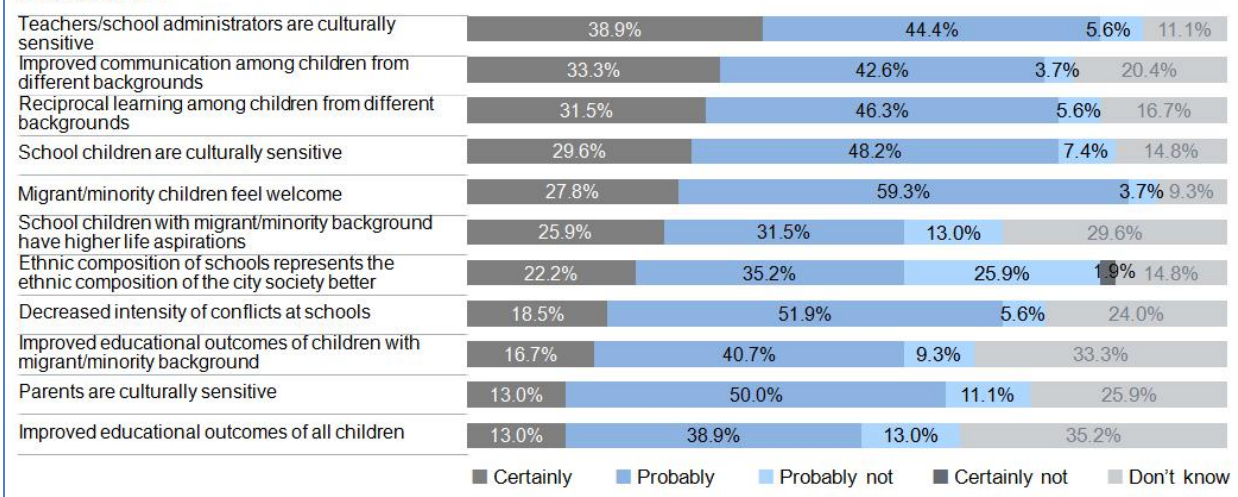
- Overall ICC tools are being used and viewed as helpful. In particular case studies established that the tool most used and valued are the European and national ICC Networks. The usage of the ICC Index is hampered by inconsistent processing of collected data and dissemination of findings;
- Knowledge: Application of approaches, techniques and good practices of how to manage cultural diversity from the ICC Programme are particularly evident in cities that have also developed their intercultural strategies on the basis of the ICC approach. The evaluation also identified numerous examples of good practice and technique transfer and exchange between ICC member cities;
- Networking: Engagement with the ICC Programme has triggered substantially the creation of networks and cooperation at city level encompassing civil society and relevant administration stakeholders. Externally, the ICC Programme helped to trigger a large number of partnerships (also between European and national ICC Network members of different countries/regions), some of them leading to and building on larger projects. An added value for ICC member cities is the joint generation of additional funding through important funding sources, in particular the European Union funding streams;
- Attitude: The evaluation established that ICC engagement has triggered a change of attitude amongst relevant city administration and civil society stakeholders in a significant number of ICC member cities. Here the ICC Programme contributed to an increased political will.

5.3 Impact

What changes have occurred at society level in ICC member cities as a result of adopting and implementing the Diversity Advantage approach?

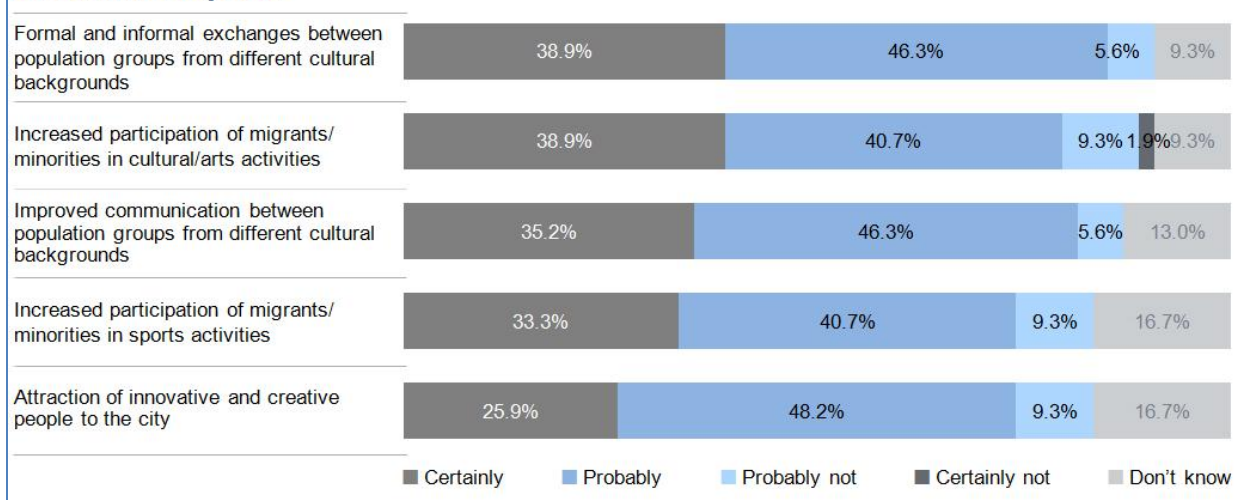
The evaluation survey established that positive changes have occurred in member cities in the areas of education, culture, arts and sports as well as local political participation. In the area of *education*, most respondents sense a change with regard to teachers and school administrators being more culturally sensitive, with 38.9% stating that this effect “certainly” occurred. Change with regard to improved communication among children from different backgrounds is “certainly” seen by 33.3% and reciprocal learning among children from different backgrounds by 31.5% of respondents. Noteworthy is that initiatives and policies triggered the least change towards the cultural sensitivity of parents and improved educational outcomes of children (with both at 13%). One outstanding finding relates to 25.9% of respondents stating that positive effects “probably” did not occur concerning the “ethnic composition of schools representing the ethnic composition of city society better”, making this by far the category for which the largest proportion of respondents reported that positive effects were “probably/certainly not” detected (Table 20).

Table 20: Positive effects of intercultural initiatives/projects/policies in the area of education



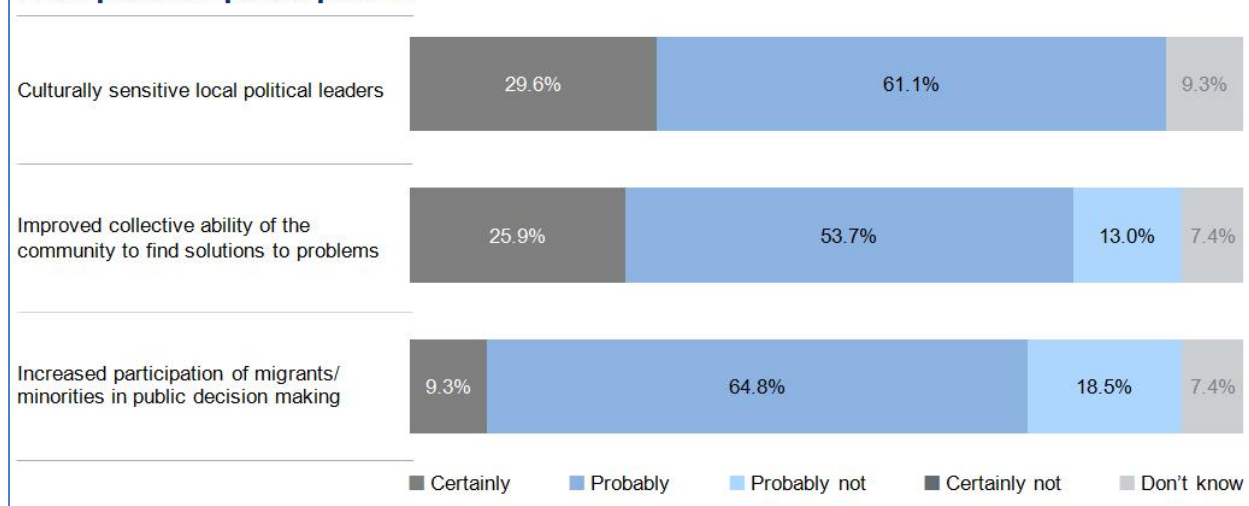
In the area of *culture, arts and sports* almost 39% of respondents stated that effects have “certainly” occurred in terms of formal and informal exchanges between population groups from different cultural backgrounds and in terms of increased participation of migrants and minorities in cultural and arts activities. Also frequently identified were positive change with regard to communication between population groups (35.2%), increased participation of migrants and minorities in sports activities (33.3%) and attraction of innovative and creative people (25.9%) has been considerable (Table 21).

Table 21: Positive effects of intercultural initiatives/projects/policies in the area of culture/arts/sports



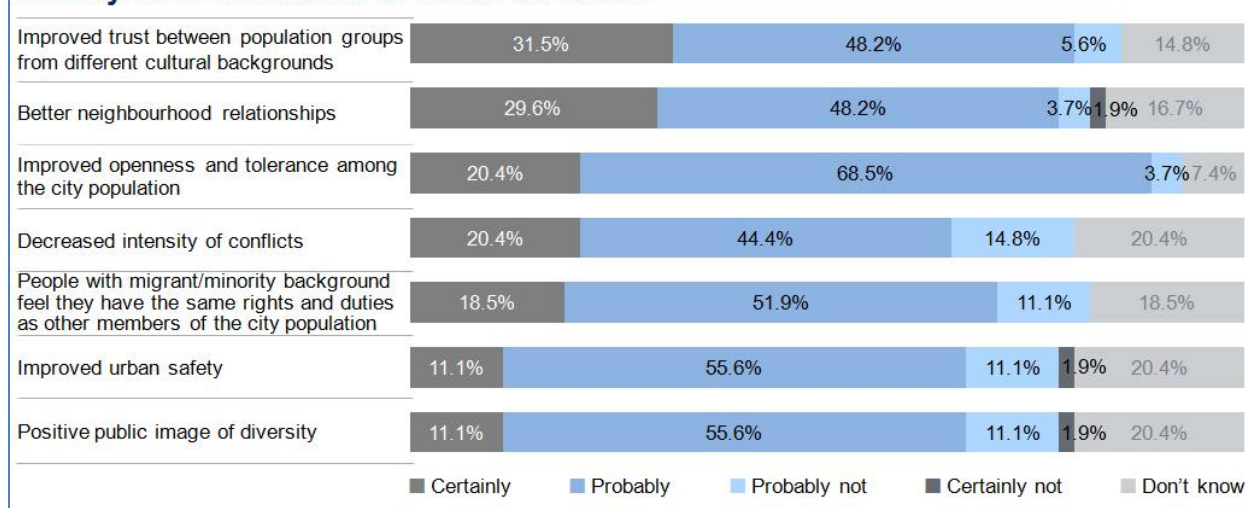
In comparison to the areas of education and culture, arts and sports, the effects of intercultural initiatives and policies in the area of *local political participation* identified through the survey were lower. Here, the most frequently cited change concerned the cultural sensitivity of local political leaders, with a total of 29.6% of respondents who “certainly” see a positive effect. A slightly smaller proportion (25.9%) of respondents stated that positive effects have “certainly” occurred in terms of improved collective ability of the community to find solutions to problems. With regard to increased participation of migrants and minorities in public decision making only 9.3% of respondents stated that an effect has “certainly” occurred (Table 22). This finding corresponds with challenges identified in the case studies. For example, specific mechanisms for migrant/minority participation such as advisory councils are not in place in some cities, as in *Lublin* which at present seeks to establish how to involve migrant residents better in relevant decision-making structures. Other cities face challenges with regard to the functioning of existing structures, such as the Foreigner Advisory Council of *Casalecchio di Reno*. In analysing the reasons for this dysfunction, Casalecchio di Reno was able to draw on lessons learned from the national ICC Network and from consulting with an ICC expert from Reggio Emilia. As a result, the city identified the core problem in the lack of representation stemming from the absence of compact immigrant communities, itself a function of the small numbers of immigrants in Casalecchio. At present the city tries to apply new approaches in order to increase participatory decision-making at the local level.

Table 22: Positive effects of intercultural initiatives/projects/policies in the area of local political participation



Finally, the survey established positive effects at city society level in the area of *social cohesion*. Improved trust between population groups from different cultural backgrounds was identified with certainty by 31.5% of respondents, followed by better neighbourhood relationships with 29.6% and improved openness and tolerance among the city population and decreased intensity of conflicts, both with 20.4%. Change towards improved urban safety and towards a positive public image of diversity was identified less frequently, with 11.1% of respondents stating that effects “certainly” occurred. The survey findings related to a positive public image of diversity are surprising as they do not reflect findings generated through the case studies (Table 23).

Table 23: Positive effects of intercultural initiatives/projects/policies at city society level in the area of social cohesion



The case studies suggest that intercultural initiatives and policies have triggered positive effects along similar lines in different cities, in particular with regard to the *development of a positive public image of diversity, migrants feeling welcome and increased social cohesion* (see table 24). Migrant associations in *Copenhagen* appreciated the efforts of city administration as contributing to a learning process which encourages engagement by giving migrants a voice. Additionally, CSO representatives noted that the intercultural board established at city level improved their position as minorities within minorities taking into account persistent conservatism in relation to gender norms and sexuality. One interviewee highlighted that a group of young migrant women characterized the intercultural approach as their first friendly contact with authorities in approximately 20 years in Denmark.

In *Sabadell* there are a number of thriving migrant associations which over the last years achieved higher levels of coordination, also with associations from the majority population. Additionally, migrants are increasingly engaged in majority associations. Finally, there are an increasing number of citizens with a migrant background working within the public administration, although one of the interviewees highlighted that the city still has a way to go in this regard.

Based on interviewees' perceptions, *Lewisham* has witnessed a very positive social change since the 1970s and 1980s with regard to social cohesion. For example, while the elected members of the city council are still pre-dominantly middle-aged whites, the majority of elected young mayors and their team members have come from an ethnic minority since the initiative started in 2004. Despite these perceived positive developments, there are still issues to be resolved, but also an understanding that managing cultural diversity is a continuous process.

In *Casalecchio di Reno* intercultural initiatives put into place by the city have led to a higher degree of participation of migrant residents. This observation was made in particular with regard to migrant women. Newly acquired language skills of migrant women have supported the integration of their children and the mothers have gained the confidence and the skills to communicate with teachers and support their children's learning. An increased knowledge and change in attitude of the majority population of Casalecchio di Reno became evident through the IUS SOLI-campaign which included the signing of a petition by Italian citizens to promote two causes, citizenship for children of migrant parents being born in Italy and local voting rights for foreigners who live at least five years in the city. The petition for citizenship was supported by a particularly high number of signatories, while there was a certain restraint from older citizens to sign the petition on local voting rights. For migrant families, the public commitment of the city to acknowledge the right of citizenship is invaluable.

In *Lublin* the Multicultural Lublin Festival has turned out to be an important opportunity for migrant and minority communities to participate in the cultural life of the city and has increasingly attracted people from various communities. A concern that has been raised is that participating migrant/minority groups are mostly those which already have achieved a certain level of integration. Other groups, such as Roma, continue to be hard to reach. Broader interactions with the Polish population still continue to be challenging and only reach a certain level of intensity. Migrants increasingly engage with Polish CSOs, such that a number of CSOs have staff and/or volunteers with a migrant background. Signs of change

have been triggered through the family partnership project of the Volunteer Centre. The 2013 pilot project brought together five Polish and five Chechen families following an intercultural awareness workshop for all project participants and succeeded to initiate relationships between the families outside the project context. Findings of a 2012 survey "Lublin for All - Preferences and Attitudes of Lublin Residents towards Cultural Diversity" revealed that Lublin citizens did not really acknowledge residents with foreign/migrant background but also that attitudes towards them are rather positive. The same study repeated in 2014 shows that while migrants are much more noticed by Lublin residents, there is a clear deterioration in attitudes towards the foreigners in the city. This clear drop in attitudes over 2 years, together with outcomes of the 'identification of rumours' process conducted within the C4i, gives clear evidence that there is a pressing need to promote diversity and integration in Lublin. On the other hand, there is anecdotal evidence for positive change: A city administration interviewee pointed to gradual attitude changes of the receiving community in recent years evident in an increase of citizens willing to rent out flats to refugees.

Table 24: Impact at city society level (ICC Programme Theory of Change) – Case study findings

	Casaleccio di Reno	Sabadell	Lublin	Copenhagen	Lewisham
Culturally sensitive public services	X	X	X	-/-	X
Culturally sensitive teachers, students and parents	X	X	-/-	-/-	X
Intercultural work teams	-/-	-/-	X	-/-	X
Reciprocal learning	X	X	X	-/-	-/-
Improved collective problem solving skills	X	X	X	X	-/-
Improved communication of population groups	X	X	X	-/-	-/-
Informal exchanges between population groups	X	X	-/-	-/-	X
Migrants feel welcome	X	X	X	X	-/-
Positive public image of diversity	X	-/-	X	X	X
Decreased intensity of conflicts	-/-	-/-	-/-	-/-	X
Youth with higher aspirations	-/-	-/-	-/-	-/-	X
Increased level of diversity of entrepreneurship	-/-	-/-	-/-	-/-	X
Access to new markets and capital	-/-	-/-	-/-	X	-/-
Better resilience to conflicts at society level	-/-	-/-	-/-	-/-	X
Openness and tolerance	X	-/-	-/-	-/-	X
Better social cohesion	X	X	-/-	X	X

This is not a comprehensive list of impact areas in the five cities but rather a listing of areas of change highlighted by interviewees during the course of the field visits.

The case studies established further that *culturally sensitive public services* are an additional frequent effect. For example in *Casalecchio di Reno* CSOs contracted by the administration have highlighted that budget cuts of recent years resulting from the current economic crisis have affected spending in the social sector but not ongoing intercultural projects. Moreover, there is evidence of the personal commitment of city administration staff. The IUS SOLI campaign including symbolic citizenship has been

supported by many civil servants. Courses on the intercultural approach, which are voluntary and usually outside the usual working hours, are well attended.

Similar findings were made in *Sabadell*. CSOs stated that there has been a positive change whereby city administration is taking an active role in the promotion of cultural diversity. There was a notion that neighbourhood associations and CSOs have played an important role in sensitizing the administration. The current approach to diversity has the consensus of all the political parties represented in the municipal assembly. The mayor has a clear political commitment and promotes the Diversity Advantage approach. This has been evident in the mayor's personal engagement in activities such as the welcoming ceremonies. Moreover, the political commitment has been evident in the fact that projects on intercultural integration and dialogue have been left untouched despite cuts in the municipal budget.

In *Lublin*, CSOs highlighted that knowledge levels and attitudes within the city administration have changed considerably. This is seen in a culture of open discussion on the issue of integration within the administration, as well as between the administration and external CSO actors. Key administration staff at management level in the Residents Affairs Department and the Municipal Centre for Social Services highlighted that they have adopted the intercultural approach in particular through the activities of the Lublin 4 All project, which in turn had a trickle-down effect on larger numbers of staff across the departments (for example, the Director of the Residents Affairs Department manages a team of around 50 staff). To a certain degree there also seems to be a political will as the Mayor's office has embraced the idea of the Diversity Advantage approach.

Positive change has also been established in the field of education in particular with regard to *teachers, students and parents being more culturally sensitive*. In *Lewisham* interviewees highlighted that diversity in schools as well as the connection of schools and individual young people internationally have positive effects on youths' personal development. In culturally diverse classes discussions about international topics tend to be deeper because students bring a wider variety of different perspectives. Youth understand that there are many different ways of living. They develop wider horizons, have higher aspirations, limit themselves less and have more self-esteem. Being European is one element of their identity.

Similar observations have been made in other case study cities. For example, in *Casalecchio di Reno* opportunities provided by the city to participate in various initiatives and the approach to view teachers and parents as key stakeholders in implementing initiatives (e.g. the IUS SOLI campaign) have led to changes in attitude and also to concrete action. CSOs observed that teachers and pupils have developed a more interested, empathetic attitude towards pupils with a migrant background and gained more confidence to engage with them. All in all, the intercultural approach has led to a significant increase of school attendance rates of migrant children. Moreover, children with a migrant background also attend nursery and pre-school. However, the city still faces the problem that migrant pupils often drop out of schooling after completion of lower secondary education and prefer to find work or attend vocational schools rather than continuing with tertiary education.

KEY FINDINGS 7:

- Positive changes have occurred in member cities in the areas of education and culture, arts and sports;
- In the area of *education*: Change mostly with regard to teachers and school administrators being more culturally sensitive as well as improved communication and reciprocal learning among children from different backgrounds;
- In the area of *culture, arts and sports*: Change mostly with regard to formal and informal exchanges between population groups from different cultural backgrounds and with regard to increased participation of migrants and minorities in cultural and arts activities;
- Overall, change in the area of *local political participation* has been less frequent: change occurred mostly in terms of culturally sensitive local political leaders and improved collective problem solving ability of communities;
- Change has also been established in the area of *social cohesion*, in particular with regard to better neighbourhood relationships, improved openness and tolerance among the city population and decreased intensity of conflicts;
- The case studies also suggest that intercultural initiatives and policies have triggered positive effects along similar lines, in particular with regard to the development of a positive public image of diversity, migrants feeling welcome and increased social cohesion.

CONCLUSIONS ON IMPACT: It is safe to establish that ICC member cities have achieved considerable change at city society level. Case studies were able to illustrate a contribution of the ICC Programme and the Diversity Advantage approach. ICC contribution to the impact level can occur to varying degrees, either through indirect contribution at various levels or through specific interventions triggered by ICC membership (such as for example the Lublin 4 All project).

5.4 Sustainability

5.4.1 The Intercultural Approach in Cities

To what extent are changes in the way in which city administrations manage cultural diversity that resulted from ICC membership sustainable?

Available information of the case studies suggests that in most cities the Diversity Advantage approach is very well institutionalized and sustainability is safeguarded by a number of factors:

(1) History of commitment: A long history of commitment was particularly evident in the cities of Casalecchio di Reno and Lewisham. Lewisham has been managing cultural diversity since the 1970s/80s and considers itself very experienced in this regard. In Casalecchio di Reno the intercultural approach was borne out of a public commitment which was made over 20 years ago.

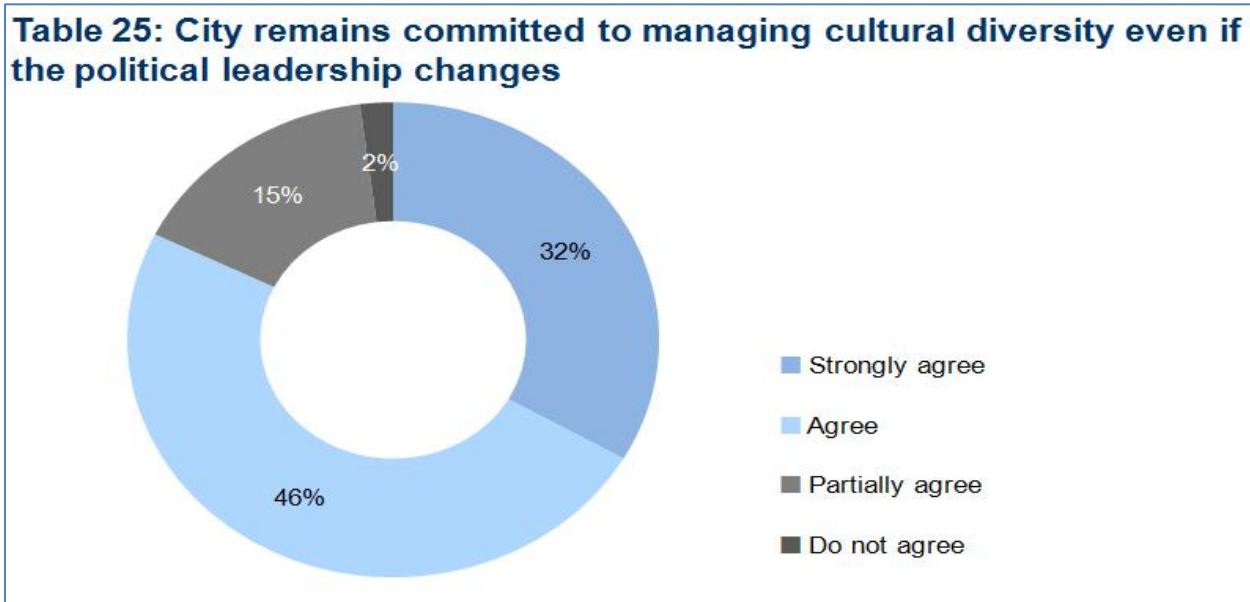
(2) Relevant structures to promote the intercultural approach are in place: This has been highlighted as an enabling factor in particular by Sabadell, Casalecchio di Reno and Lublin. In Sabadell, a structure to implement and monitor the policies has been established in the form of the Department of Civil Rights and Citizenship. Also Casalecchio di Reno has introduced a number of innovative offices which are essential to promote the city's intercultural approach. In 2010, nine municipalities of the district established the ASC Insieme Social Intervention Consortium Society of Valli del Reno, Lavino and Samoggia for an associated management of social services. ASC Insieme is placed directly under the mayor's office and includes the Mosaic Commission for Equal Opportunities D'Insieme which is in charge of promoting and implementing the equal opportunities policies of the municipalities. In addition Casalecchio di Reno created LINFA (*Luogo per infanzia, famiglie e adolescenza*), an office that leads on issues of education. Lublin is in the early stages of establishing relevant mechanisms and putting a strategy into place. However, first signs of sustainability of the approach are visible, most notably in the form of the infrastructure that has been created. For example, the Foreigner Help Desk initiated through the Lublin for All project will continue to function as an integral part of the Residents Affairs Office. Moreover, the creation of a senior specialist post located at the Cooperation with NGOs and Public Participation Unit will ensure that issues of integration and diversity continue to be addressed within and outside the city administration.

(3) Stakeholder coordination and collaboration: The importance of cooperation between relevant city administration and civil society stakeholders and the existence of cooperation mechanisms has been flagged up by all cities. For example, in Sabadell cooperation is ensured through the "Commission of Coexistence". For its part, the city of Lublin credits improved coordination – in particular through the Support Group – with establishing a culture of cooperation and openness amongst city administration and civil society stakeholders working on diversity issues in various capacities. The Support Group was created as part of the Lublin 4 All project and continues to serve its purpose following the conclusion of the Lublin 4 All project. In this context Casalecchio di Reno highlighted a "small-town advantage" of close informal networks bringing together relevant stakeholders.

(4) Mainstreaming of intercultural approach across departments: Mainstreaming of the intercultural approach is viewed by all cities as indispensable to ensure that the approach becomes institutionalised. In particular, the city of Copenhagen highlighted that mainstreaming of the intercultural approach in all seven pillars of city administration added to its sustainability. In Lewisham, cultural diversity is one of several aspects of diversity that are embedded in all policies and services of the city council. Similar observations have been made in other cities.

(5) Multiplier effect on other cities: The city of Copenhagen pointed out the importance of a multiplier effect of achievements spreading to other cities. This is manifested in the dissemination of the intercultural model developed in Copenhagen to other Danish cities as well as of elements of the model at national level. Lublin has come to similar conclusions as the city is currently in the lead to promote the ICC approach. As part of the Lublin 4 All project, the indexing concept was subsequently introduced to the Ministry of Labour and ten Polish cities.

(6) Political will: Finally, one of the most important factors to ensure sustainability is the generation of a political will to promote the intercultural approach. Interviewees in Lewisham, Casalecchio di Reno and Sabadell have highlighted that in their cities mayors and political leadership are very committed to the promotion of diversity. Interviewees from Sabadell highlighted that the political will in their city can be seen as sustainable in the sense that there is a consensus of all political parties on the importance of cultural diversity. Evidence of a sustainable political will existing amongst ICC member cities’ political leadership has also been established through the evaluation survey. According to the survey ICC members are confident that changes with regard to the management of cultural diversity resulting from ICC membership remain sustainable. A total of 32% of evaluation survey respondents “strongly agreed” and 46% of respondents “agreed” with the statement that their city remains committed to managing cultural diversity in line with the ICC approach even in case of a change in political leadership (Table 25).



There are also a number of key challenges to sustainability that ICC member cities encounter. The interviews conducted for this evaluation suggest that resource constraints are the most common constraint, in particular for ICC member cities in countries most affected by the economic crisis, such as Greece, Spain, Portugal and Italy. However, cities have highlighted a number of coping strategies to balance resource constraints. For example, Lewisham pointed out that in times of limited resources there is a tendency to shift from general service provision to a more targeted approach that focuses specifically on the needs of more disadvantaged groups of the diversity spectrum. Casalecchio di Reno highlighted the fact that the intercultural approach is embedded into the overall “Gender-Genesis-Generation” (GGG) approach, which addresses issues of gender and age together with relations between majority and minority populations and hence allows for certain flexibility, e.g. mainstreaming the intercultural approach into gender or intergenerational projects. This takes away budgetary pressure.

Cities also highlighted a number of other challenges. For example, Lewisham highlighted that an obstacle towards the management of cultural diversity relates to *national concerns about immigration*, although these were perceived to be mostly limited to the national level without heavily impacting the local level. Casalecchio di Reno stressed, that *small towns are not able to implement initiatives which require a critical mass of target groups* (i.e., established migrant communities). Taking into account that projects of a certain volume would go beyond the city's capacities and resource input into certain interventions might be proportionally higher for smaller cities, Casalecchio di Reno made a strategic decision to merge services with other small towns in the Bologna area.

Finally, the *lack of national policies* as a major impediment has been brought up by a number of cities. Interviewees from Casalecchio di Reno illustrate the problem resulting from the failure of central authorities to translate intercultural approaches into clear policies. A comparison was drawn to the mainstreaming of children with disabilities in standard education: Specialized teachers who work with special needs pupils in regular schools are paid by the Ministry of Education because inclusive education is a tested approach that was subsequently legislated into a right. In contrast to this, as intercultural approaches have not been translated into national policies and legislation, funding mechanisms are not the responsibility of the Government but are left to the discretion of cities.

Overall, the findings of the evaluation survey confirm what was highlighted by case study cities' interviewees. As seen in Table 26 financial constraints and lack of funding are seen by ICC member cities by far as the most common obstacle. For 37% of survey respondents, financial constraints constitute a "major obstacle" and for 29.6% financial constraints constitute an "obstacle". This is followed by obstacles resulting from counterproductive national policies which 20.4% of respondents view as a "major obstacle" and 37% of respondents view as an "obstacle". Other common obstacles include lack of sufficient staff in city administration (which 18.5% of respondents characterized as a "major obstacle" and 29.6% as an "obstacle") and change of local government priorities (14.8% and 18.5%, respectively).

The least common obstacles are lack of interest from relevant civil society counterparts (which only 1.9% of respondents view as a "major obstacle" and 16.7% of respondents view as an "obstacle") and lack of capacities of relevant civil society counterparts (with 3.5% and 13%, respectively). These results match with findings regarding the establishment of internal and external networks, pointing to an increase of involvement of civil society in intercultural initiatives and growing cooperation and coordination between city administration and civil society stakeholders.

Table 26: Obstacles in implementing the ICC approach

Financial constraints / lack of funding	37.0%	29.6%	18.5%	14.8%
Counterproductive national policies	20.4%	37.0%	24.1%	18.5%
Lack of sufficient staff in city administration	18.5%	29.6%	37.0%	14.8%
Change of local government priorities	14.8%	18.5%	14.8%	51.9%
Lack of political support / will	7.4%	13.0%	38.9%	40.7%
Lack of relevant knowledge and skills of responsible staff in city administration	5.6%	24.1%	40.7%	29.6%
Lack of motivation of responsible staff in city administration	5.6%	18.5%	37.0%	38.9%
Lack of intercultural policy in place at city level	5.6%	14.8%	33.3%	46.3%
Resistance from the city society	5.6%	9.3%	35.2%	50.0%
Lack of partnerships with other cities for implementing joint projects	3.7%	22.2%	25.9%	48.2%
Lack of capacities of relevant civil society counterparts	3.7%	13.0%	38.9%	44.4%
Lack of interest from relevant civil society counterparts	1.9%	16.7%	33.3%	48.2%

Major obstacle
 Obstacle
 Minor obstacle
 Not an obstacle at all

5.4.2 The ICC Programme

What are the prospects of the ICC Programme to continue effectively promoting the Diversity Advantage approach at a growing scale?

With regard to prospect of expanding the ICC approach, ICC cities generally view the networking component of the ICC programme as the decisive tool. Overall, there is a perception of member cities from the various national networks that there is room for improvement with regard to institutionalisation. Interviewees from the *Italian ICC Network* stated that any engagement on a growing scale is hampered by the lack of financial means of (potential) member cities. As one of the interviewees pointed out, “If the Italian ICC Network was to be developed ten years ago cities would have been able to (financially) invest into it. Now cities are at the bottom of their financial capacities”. There is also an acknowledgement that for the Italian ICC Network to grow, coordination capacities constitute a challenge. As one of the interviewees stated, “There are margins of improvement that can be tackled”.

Two factors are seen as indispensable for the Italian ICC Network to grow: a continuation of engagement with relevant national ministries and collaboration with other national networks, such as the National Association of Local Authorities (ANCI, with which the Italian ICC Network is in close contact). In this context a concern was expressed by one interviewee that lobbying of the Network at the national level would cause imbalances between cities that take a lead role in the lobbying efforts and those cities that would take more of a backseat. Finally, it was stressed that it was important for the sustainability and potential growth of the Italian ICC Network to represent and to be supported by all political orientations in order to avoid being branded as “left wing” or “right wing”. In this context one of the interviewees pointed out that Network leadership on a rotating basis might be the way forward to ensure this.

The *Spanish ICC Network* is in a process of consolidation and expansion. At present, two new municipalities are in the course of joining. However, overall there is a perception that the Spanish Network is not very much focused on extensive growth but more on providing quality support to its members. Here, collaboration with Spanish foundations (such as the Social Foundation and the Catalan Foundation) have proven to be an essential source of support firstly in financial terms and secondly in bringing the work of the ICC Network to the attention of cities linked to these foundation through various projects. Finally, the Spanish Network shares the view of the Italian Network on the importance of ensuring representation of cities governed by a broad spectrum of political parties.

With regard to the *Portuguese ICC Network*, there is the notion that the slow progress of the past years calls for a reassessment of the Network's structures and modes of engagement in order to come to a clear, shared understanding of the network's purpose and to the development of concrete joint action and initiatives. As one interviewee stated, "we must rework it from the beginning". In this context one interviewee highlighted that for the Portuguese ICC Network to grow and to function a "more solid institutional body" would be needed for concrete action such as regular meetings, organizing thematic fora and expanding membership both quantitatively and qualitatively (i.e., more diversity among member municipalities). Finally, interviewees also shared fears that elections and changes of political leadership might hamper the functioning and consolidation of the Network.

With regard to the *Norwegian ICC Network* as well, one interviewee pointed out the need for increased institutionalisation in order to overcome the current situation, in which the functioning of the Network largely depends on the motivation of specific individuals. Participation of refugee, employee, and employer organizations is viewed as a strength of the Norwegian Network and there is an acknowledgement that this specific makeup makes balanced growth more complicated. Another interviewee highlighted that growth of the national network depends mostly on other cities' perceived needs, which in turn depends mostly on changes in the composition of cities' respective populations. In the case of Norway, increasing immigration to the Eastern part of the country (as well as to Oslo) could prompt growth of the network. In this context, it was also pointed out that the Network would need to contend with the tendency in Norway to think of immigration in terms of refugees and social assistance, which raises different sets of issues from those addressed directly by ICC.

The future direction of the *Ukrainian ICC Network* is very much linked to the development of the Ukrainian crisis and events in the eastern part of the country. As one interviewee pointed out, "Engagement is difficult because we are on the border to the Donetsk area, so there are all these political tensions that have to be dealt with as priority issue". However, interviewees see that the ICC Network can serve as a platform to foster peace and cooperation illustrated maybe best through the following statement: "For Ukraine, the national ICC Network is of particular importance in order to promote a mutual understanding between cities in the East and the West and between the people in these cities".

Lastly with regard to the *European ICC Network* there is a notion that it could be further institutionalised. As one of the interviewees stressed in the context of the evolvement of the European

Network: “There was never a clear definition of what the European ICC Network should be and this is very much dependent on activity levels of its members which is sometimes more, sometimes less. Other Networks, such as for example the Eurocities Network, apply simple means such as issue-based forums which give it more structure”.

In order to understand the prospects of the ICC Programme to expand on a larger scale, in particular through the networking component, the evaluation included a number of interviews with cities that participated by filling the ICC index but have not engaged with the ICC Programme beyond that point. The reasons that have prevented these cities from joining the ICC Programme are manifold. One city initially considered membership but as it was never a priority this consideration disappeared from the agenda due to administrative restructuring and a deterioration in the political climate following considerable inflows of Roma from Bulgaria and Romania, which together created a situation in which pushing for interculturalism would not resonate well. A representative of city administration in another city stated that initial discussion about participation in the ICC network stalled for a lack of clear, easily accessible information about the benefits of network participation. In this city, while there is an interest to re-consider participation in the European ICC Network, there is also a notion that the city would need more information on the network and the programme in order to make an informed decision on whether participation would be useful. A third city stated that non-participation in the ICC network is not related to the features of the network itself, but rather to the fact that the city already participates in three somewhat similar initiatives. However, this city also would not rule out future participation. Finally, a representative of a fourth city stated that they had expressed their interest in network participation through direct contact with the Council of Europe in 2013, but had received a response that the European Network lacked capacity to absorb new members. All in all, it became clear that membership in European networks which address similar or related issues has been an important factor in the decision from abstaining (or postponing) ICC membership. Networks these cities engage in include the Eurocities network (including its working group on migration and integration), the European Coalition of Cities against Racism, the European Network of Cities for Local Integration Policies for Migrants (CLIP) and the European Cities against Racism.

KEY FINDINGS 8:

- A number of enabling factors safeguard sustainability of changes with regard to the management of cultural diversity including the existence of a long-standing history of commitment, the existence of relevant structures to promote the intercultural approach, the existence of stakeholder coordination and collaboration, mainstreaming of intercultural approach across departments, existence of multiplier effects to other cities and a political will;
- Case studies, interviews and the survey identified a number of challenges to sustainability, with the most severe ones being resource/financial constraints and counterproductive or lack of national policies;
- With regard to the prospects of the ICC Programme to continue effectively promoting the Diversity Advantage approach, ICC cities generally view the networking component of the ICC programme as the decisive tool;

- The necessity for increased institutionalisation of growing national ICC networks has been repeatedly flagged up;
- Factors positively affecting the sustainability of national ICC Networks include engagement with national-level stakeholders and a cross-party representation;
- Reasons for cities NOT to join the ICC Programme and European ICC Network are manifold, with an important factor the existence of other European-level networks addressing related issues.

CONCLUSIONS ON SUSTAINABILITY:

- Case studies suggest that cities remain committed to an intercultural approach irrespective of their engagement with the ICC Programme and safeguarded by a number of enabling factors;
- With regard to prospects of the ICC Programme to continue effectively promoting the Diversity Advantage approach on a growing scale, interviews and case studies point to opportunities for the growth of national ICC Networks as well as for the establishment of new ones (e.g., Poland), in particular if such growth is safeguarded by strengthened steering structures and balanced party representation.

6. Conclusions, lessons learned and recommendations

6.1 Conclusions

The evaluation establishes that the ICC Programme has a high **relevance** for the Council of Europe insofar it is designed in a way that it promotes many standards and values of the Council of Europe. The Programme also significantly contributes to the work of other Council of Europe entities, in particular through its contribution to standard-setting activities. The Programme is also generally in line with the needs of the member cities.

With regard to the **effectiveness** of the ICC Programme, ICC tools are being used and found helpful. In particular case studies established that the tools most used and valued are the European and national ICC Networks. The usage of the ICC Index is hampered by inconsistent processing of data collection and dissemination of findings. The ICC Programme has triggered *knowledge* in the sense that approaches, techniques and good practices of how to manage cultural diversity as a result of the ICC Programme are applied by those cities that have also developed their intercultural strategies on the basis of the ICC approach, with the evaluation also registering numerous examples of good practice and technique transfer and exchange between ICC member cities. In terms of *networking* the ICC member cities' engagement with the ICC Programme has triggered substantially the creation of networks and cooperation at city level encompassing civil society and relevant administration stakeholders. Externally, the ICC Programme helped to trigger a large number of partnerships (also between European and

national ICC Network members of different countries/regions), some of them leading to and building on larger projects; an added value for ICC member cities is the joint generation of additional funding through important funding sources, in particular the European Union funding streams. Finally, with regard to change of attitude the evaluation found that ICC engagement has triggered a change of attitude amongst relevant city administration and civil society stakeholders in a significant number of ICC member cities. Here, the ICC Programme contributed to an increased political will.

Concerning *impact*, it is safe to conclude that ICC member cities have achieved considerable change at city society level. The case studies were able to illustrate a contribution of the ICC Programme and the Diversity Advantage approach. ICC contribution to the impact level can occur to varying degrees, either through indirect contributions at various levels or through specific interventions triggered by ICC membership (such as for example the Lublin 4 All project). The case studies further suggest that cities remain committed to an intercultural approach irrespective of their engagement with the ICC Programme and safeguarded by a number of enabling factors.

Concerning the *sustainability* of the ICC Programme and prospects to continue effectively promoting the Diversity Advantage approach on a growing scale, interviews and case studies suggest space for the growth of national ICC Networks and for establishing of new ones (e.g., Poland), in particular if such growth is safeguarded by strengthened steering structures and balanced party representation.

From the evaluation it is clear that the ICC Programme in many ways presents an added value to its members including in terms of increased access to information and expertise, increased effectiveness of their intercultural initiatives, a multiplier effect of good practice, increased visibility vis-à-vis external stakeholders (in particular at national level) and finally, in terms of solidarity and support. The evaluation has further established a number of key issues from which lessons learned and recommendations for future action can be drawn. The first two core issues refer to the fact that because of ICC Programme achievements and its growth until to date there is a need for strengthened institutional arrangements that include the development of a more strategic approach (issue 1) as well as more structured governance and management (issue 2). Out of these two core issues follow a number of subordinate issues.

6.2 Lessons learned and recommendations

A total of nine issues including two core issues with respective lessons learned and recommendations have been identified as seen in the overview of table 27. All are described in more detail below the table, with the recommendations addressed to the ICC Programme manager and intended to support the Programme in moving forward with a further mainstreaming of the Diversity Advantage approach at an international level through a further expansion of the European and more importantly the national ICC networks.

Table 27: Issues , lessons learned and recommendations identified by the ICC Programme evaluation

ISSUE	LESSON LEARNED	RECOMMENDATION
CORE ISSUE 1: Strategic approach of the ICC Programme	The ICC Programme is not based on a longer-term strategic framework but demand-driven.	Develop a multi-annual strategic framework.
CORE ISSUE 2: Governance and management of the ICC Programme	The ICC Programme has until now been managed remarkably well with relatively small management resources. Governance issues have been pursued in a more informal way and institutional arrangements have been kept at the minimum.	Safeguard the achievements of the ICC Programme by strengthening institutional arrangements with regard to management and governance.
ISSUE 1: Updating of Step by Step Guide	Good practices and standards in managing cultural diversity evolve over time.	Regularly update the Step by Step Guide.
ISSUE 2: Further align programme with good project management practices	Though overall exemplary, a few weaknesses remain with regard to good project management practices.	Apply good project management practices in terms of results-based monitoring and evaluation, gender mainstreaming, and risk management.
ISSUE 3: Usage of ICC tools (a)	Synergies between ICC tools often lead to better results with regard to learning and introduction of good practice.	Enhance synergies among the various ICC tools in particular with regard to linking ICC Index results to other initiatives (workshops at national ICC Network level, expert visits).
ISSUE 4: Usage of ICC tools (b)	ICC tools are more widely used if available in local languages.	Translate core tools (e.g. the Step-by-Step Guide) into national ICC Network languages.
ISSUE 5: Usage of the ICC Index	At times the purpose of the ICC index cannot be realized due to inconsistent and unclear procedures with regard to the dissemination of Index results.	Develop a clear process cycle to determine ICC Index data collection and dissemination of Index results which clearly set out the roles and responsibilities.
ISSUE 6: ICC programme - national ICC Networks relationship	Engagement of the ICC programme with national ICC networks is based on opportunities created through e.g. projects or channeled through the Network coordinators. There is a demand of national ICC Network member cities to engage with the European level.	The ICC Programme should reassess how best to engage with the national ICC Networks and the implications of such an engagement for management resources.
ISSUE 7: ICC target regions / cities	The ICC Programme offers an added value especially for cities of a particular profile, e.g. smaller cities, cities with past/current phases of transformation.	Assess the feasibility of approaching membership more strategically, i.e. seeking to involve those cities that seem to benefit the most.

CORE ISSUE 1: Strategic approach of the ICC Programme

Lesson learned: Planning and development of the ICC Programme takes place on an annual basis. It is not based on a longer-term strategic framework but demand-driven. Although this might allow for flexibility in responding to ICC member needs and initiatives, the growth of the European and national ICC Networks over the last years and the prospects for further expansion require a long-term strategic basis.

Recommendation: A multi-annual strategic framework should be developed including the development of overall goals, immediate objectives, key result areas with concrete indicators and a risk assessment. It should further set out implications for the current programme, financial implications (funding and resources) and implications for the organisation including staffing as well as issues regarding management and governance (see Core Issue 2 below). The strategising process should be carried out with input from the ICC member cities (both European and national ICC Networks) during all stages of the planning cycle.

CORE ISSUE 2: Governance and management of the ICC Programme

Lesson learned: Given the thematic scope, the geographic coverage and the wide range of tools (in particular the European and national Networks) of the ICC Programme, management to date has been conducted remarkably well with relatively few resources (staffing). As a consequence, governance issues (e.g., decisions on membership) have been handled in a more informal way and institutional arrangements have been kept at a minimum.

Recommendation: The ICC Programme should safeguard its achievements by enhancing its commitment to strengthen its institutional arrangements with regard to management and governance. Amongst other things this concerns membership management and questions regarding membership criteria, diverse expectations of members, member participation and ownership. It also concerns structural and systems management such as the development of relevant guidelines and regulations. Finally, with regard to the current staffing in place there is a question of how best to handle increased institutionalization and the potential growth of the ICC programme (e.g. by enhancing staffing resources and/or by increased involvement of Network members).

ISSUE 1: Updating of Step by Step Guide

Lesson learned: The Step by Step Guide describes some policy areas in great detail while others are covered only superficially. Moreover, additional good practices are constantly generated in cities and standards developed over time at the level of the Council of Europe as a whole.

Recommendation: Update the Step by Step Guide at regular intervals incorporating newly generated good practices and standards. It might be more feasible to do so in the form of an online tool or database that has the capacity to continuously evolve.

ISSUE 2: Further align programme with good project management practices

Lesson learned: Overall, the ICC Programme management has been exemplary. However, some weaknesses remain. Firstly, the Programme does not apply a results-based M&E system. Secondly, the Programme does not yet mainstream gender as requested by the Council of Europe's Gender Equality Strategy 2014-17. Thirdly, risk management is not yet carried out in a formalized way.

Recommendation: Apply good project management practices in results-based monitoring and evaluation, gender mainstreaming, and risk management. Incorporate a gender perspective into the policy advice given to cities in order to contribute to the promotion of gender equality. This can be done by mainstreaming gender in the Step by Step Guide and other tools and interactions with cities.

ISSUE 3: Usage of the ICC tools (a)

Lesson learned: Evaluation findings suggest that synergies between ICC tools often lead to better results with regard to learning and introduction of good practice. This fact has been highlighted by a number of member cities, in particular with regard to linking workshops and expert visits to the usage of the ICC guides, such as the Step-by-Step Guide.

Recommendation: Seek to enhance synergies among the various ICC tools. In the light of the specific findings on the usage of the ICC Index results, particular efforts could be made to link the dissemination of Index results to other initiatives such as workshops at national ICC Network level or expert visits to enable learning at individual city level as well as national Network level.

ISSUE 4: Usage of the ICC tools (b)

Lesson learned: ICC tools are more widely used if available in local languages. This has been highlighted in particular by administration staff interviewed for the Sabadell and Casalecchio di Reno case studies:

Recommendation: Translate core tools and methodology documents such as the Step-by-Step Guide into languages spoken in national ICC Networks.

ISSUE 5: Usage of the ICC Index

Lesson learned: At times the usage of the ICC Index is hampered by inconsistent and unclear procedures in particular with regard to the dissemination of Index results and the role and responsibilities of the various stakeholders involved including the Council of Europe and national ICC Networks. In a number of

cases this has led to cities appreciating the process of gathering relevant data and information in the course of filling the index questionnaire as a cross-departmental “stock-taking” exercise. However, the main purpose of the ICC index -- the communication of where a city stands in relation to intercultural integration and where efforts should be focused in the future – cannot be realized.

Recommendation: A clear process cycle for ICC Index data collection and dissemination of results should be established. This should clearly set out the roles and responsibilities of the Council of Europe ICC programme management, the Swiss research agency BAKBASEL and the national ICC Networks (here in particular the ICC coordinators). The division of roles and responsibilities should be determined in a participatory way in discussion with relevant ICC coordinators.

ISSUE 6: ICC Programme - national ICC Networks relationship

Lesson learned: Engagement of the ICC Programme with national ICC networks is based on opportunities created through e.g. projects or channeled through the Network coordinators. However, there is a demand of national ICC Network member cities to engage with the European level. In addition, linkages between national and the European ICC Network are enforced in particular through the implementation of joint projects such as the C4i-project.

Recommendation: The ICC Programme should reassess how best to engage with the national ICC Networks and the implications of this engagement for management resources. This assessment is integrally tied to the potential elaboration of an ICC growth strategy.

ISSUE 7: ICC target regions / cities

Lesson learned: The ICC Programme offers an added value especially for cities of a particular profile. Case studies established that in particular smaller cities (such as Sabadell and Casalecchio di Reno) and cities with a recent history of political-economic transformation (such as Lublin) profit from participating in the ICC Programme. On the other hand, larger cities and capitals such as Copenhagen or London-Lewisham often have a long history of intercultural engagement and are the initiator of or embedded in a vast number of relevant initiatives, making the ICC added value comparatively smaller. Such cities do, however, contribute a lot of knowledge and expertise to the network.

Recommendation: Taking resource limitations into account, the ICC Programme should assess the feasibility of approaching membership more strategically, seeking to involve more of those cities that seem to benefit the most when making decisions about new membership.

Annex 1: Evaluation Matrix

Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
Relevance To what extent is the ICC Programme designed in a way that it promotes the standards and values of the Council of Europe?	To what extent is the ICC Programme in line with relevant conventions, soft law and other high-level documents of the Council of Europe?	<ul style="list-style-type: none"> • ICC was designed in a way that it is expected to implement policy recommendations mentioned in the White Paper • ICC was designed in a way that it is expected to promote the standards and values of relevant Council of Europe conventions and soft law, in particular in the areas of education, culture/sports/arts and local political participation 	<ul style="list-style-type: none"> • Document review • Semi-structured interviews 	<ul style="list-style-type: none"> • White Paper • Conventions and soft law • ICC Programme documentation • ICC Programme Coordinator • CM Secretariat
	To what extent does the ICC Programme contribute to the work of other entities of the Council of Europe?	<ul style="list-style-type: none"> • The ICC Programme is viewed by Council of Europe staff to be contributing to their area of work, in particular as it relates to the areas of education, culture/sports/arts and local political participation • The ICC Programme feeds into standard setting and cooperation activities and into the work of political bodies such as PACE, Congress and the NGO conference • The ICC Programme is in line with priorities identified by monitoring bodies 	<ul style="list-style-type: none"> • Document review • Semi-structured interviews 	<ul style="list-style-type: none"> • Congress and PACE documentation • Congress and PACE Secretariats • Council of Europe staff in charge of relevant work areas • Steering Committees in charge of standard setting • Secretariats of monitoring bodies

Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
	To what extent is the design of the ICC Programme in line with the needs of ICC member cities?	<ul style="list-style-type: none"> • ICC project coordinators in ICC member cities confirm that the ICC Programme design is in line with their needs 	<ul style="list-style-type: none"> • Survey • Semi-structured interviews • Case studies 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities
	To what extent is the ICC Programme design in line with good practices of project management so that it facilitates the management of the Programme?	<ul style="list-style-type: none"> • Objectives and indicators are SMART • Gender and other relevant cross-cutting issues are mainstreamed • M&E was foreseen • Risk assessment is done • Programming process 	<ul style="list-style-type: none"> • Document review • Semi-structured interviews 	<ul style="list-style-type: none"> • Logframes • ICC project coordinators of ICC member cities
Effectiveness To what extent has the ICC Programme achieved positive changes related to the way in which cultural diversity is managed at	How are decisions made about which cities may participate in the ICC networks and related activities?	<ul style="list-style-type: none"> • Decisions about which cities may join ICC • Decisions about which city representatives are invited to events of the networks • Decisions about which cities should participate in ICC offspring projects • Decisions about small intercultural initiatives funded by ICC in cities 	<ul style="list-style-type: none"> • Semi-structured interviews 	<ul style="list-style-type: none"> • ICC Programme Coordinator • ICC experts • ICC project coordinators of ICC member cities
	To what extent are the outputs produced by the ICC Programme useful for the administrations of member cities?	<ul style="list-style-type: none"> • Degree to which the administrations of member cities use the different outputs produced by the ICC Programme • Degree to which administrations of member cities are satisfied with the different outputs produced by the ICC Programme 	<ul style="list-style-type: none"> • Survey • Semi-structured interviews • Case studies 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities • City representatives in a sample of five participating cities

Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
city administration level?	What are strengths of the outputs produced by the ICC Programme?		<ul style="list-style-type: none"> • Case studies • Semi-structured interviews 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities
	What are weaknesses of the outputs produced by the ICC Programme?		<ul style="list-style-type: none"> • Case studies • Semi-structured interviews 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities
	To what extent have administrations of ICC member cities learned approaches, techniques and good practices of how to manage cultural diversity as a result of the ICC Programme?	<ul style="list-style-type: none"> • Degree of influence of ICC membership on city administrations' approach of managing cultural diversity • Degree to which the administrations of ICC member cities have learned and applied new techniques and good practices of managing cultural diversity as a result of ICC membership 	<ul style="list-style-type: none"> • Survey • Semi-structured interviews • Case studies 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities • City representatives in a sample of five participating cities
	To what extent have administrations of ICC member cities established networks internally among city administration staff and civil society representatives as well as externally with other city	<ul style="list-style-type: none"> • Extent to which city administration staff have become involved in intercultural activities/projects as a result of participation in the ICC Programme • Extent to which civil society representatives have become involved in intercultural activities/projects as a result of the city's participation in the ICC Programme • Extent to which new contacts were established by each city administration with 	<ul style="list-style-type: none"> • Survey • Case Studies 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities • City representatives in a sample of five participating cities

Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
	administrations as a result of the ICC Programme?	<p>other city administrations as a result of the ICC network, with whom at least one bilateral email or telephone exchange took place</p> <ul style="list-style-type: none"> • Extent to which city administrations established partnerships with other city administrations, in which a bilateral exchange of experience took place, for example in the form of (a) visit(s), presentation(s) or participation in (an) event(s) as a result of the ICC network • Extent to which city administrations established partnerships with other city administrations, in which at least one joint project was implemented bilaterally, as a result of the ICC Programme 		

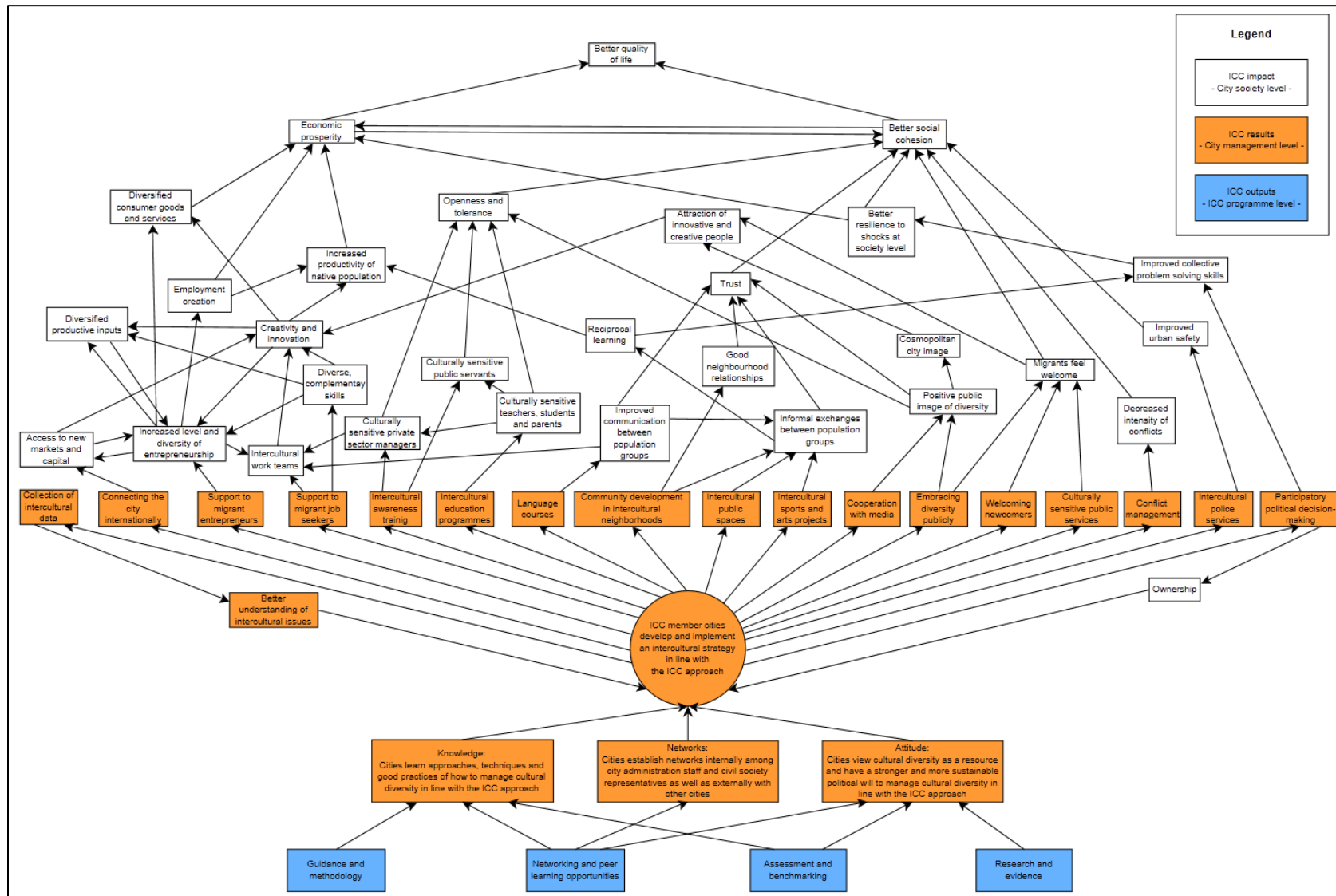
Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
	To what extent do representatives of ICC member cities view cultural diversity as a resource and have a stronger and more sustainable political will to manage cultural diversity in line with the ICC approach as a result of the ICC Programme?	<ul style="list-style-type: none"> • Degree to which city administration staff have become more motivated to use an intercultural approach in their work as a result of ICC membership • Degree to which civil society representatives have become more convinced of the benefits of cultural diversity as a result of ICC membership of the city • Degree to which elected members of the city council have a stronger and more sustainable political will to use the diversity advantage approach promoted by the ICC Programme for managing cultural diversity 	<ul style="list-style-type: none"> • Survey • Semi-structured interviews • Case studies 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities • City and civil society representatives in a sample of five participating cities
	To what extent do administrations of ICC member cities develop and implement an intercultural strategy in line with the ICC approach as a result of the ICC Programme?	<ul style="list-style-type: none"> • Number of city administrations which have developed a strategy for managing cultural diversity as a result of ICC membership • Number of intercultural initiatives implemented by city administrations that are a direct result of ICC membership • Number and types of intercultural initiatives in the areas of education, culture/arts/sports, and local political participation that are implemented by member cities and are a direct result of ICC membership 	<ul style="list-style-type: none"> • Survey • Semi-structured interviews • Case studies • Document review 	<ul style="list-style-type: none"> • ICC project coordinators of ICC member cities • City representatives in a sample of five participating cities • ICC intercultural profiles and ICC index for case study cities

Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
	To what extent has the ICC Programme contributed to the promotion of gender equality?		<ul style="list-style-type: none"> • Semi-structured interviews • Case studies 	<ul style="list-style-type: none"> • ICC Programme Coordinator • ICC project coordinators of ICC member cities
<p>Impact What changes have occurred at society level in ICC member cities as a result of adopting and implementing the diversity advantage approach?</p>	<p>What positive changes have occurred in member cities that are in line with the values and standards of the Council of Europe in particular in the areas of education, culture/arts/sports, and local political participation?</p>		<ul style="list-style-type: none"> • Case studies • Survey • Document review 	<ul style="list-style-type: none"> • Civil society and city representatives (in areas such as education, culture and sports, and local political participation) in a sample of five participating cities • ICC project coordinators of ICC member cities • Evaluation reports, and studies carried out by participating cities
<p>Sustainability (i) To what extent are changes in the way in which</p>	<p>Have any negative and/or unintended changes occurred in member cities?</p> <p>To what extent is the diversity advantage approach institutionalized in ICC member city administrations?</p>	<ul style="list-style-type: none"> • Degree of city administrations' commitment as measured by the ICC index • Degree of city administrations' commitment as perceived by ICC project coordinators in cities 	<ul style="list-style-type: none"> • Secondary data analysis • Survey 	<ul style="list-style-type: none"> • ICC index • ICC project coordinators of ICC member cities

Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
city administrations manage cultural diversity that resulted from ICC membership sustainable?	Which factors determine whether a city is able to effectively and sustainably adopt and implement the diversity advantage approach promoted by the ICC Programme?		<ul style="list-style-type: none"> • Semi-structured interviews • Case studies 	<ul style="list-style-type: none"> • ICC Programme Coordinator • ICC experts • ICC project coordinators of ICC member cities • City representatives in a sample of five cities
Sustainability (ii) What are the prospects of the ICC Programme to continue effectively promoting the diversity advantage approach at a growing scale?	To what extent can the ICC Programme's resource mobilization strategy be expected to be effective?	<ul style="list-style-type: none"> • Willingness of Council of Europe to continue funding ICC through ordinary budget • Willingness of cities to pay ICC membership fees • Willingness of EC to continue funding offspring JPs 	<ul style="list-style-type: none"> • Semi-structured interviews 	<ul style="list-style-type: none"> • DG II • Mayors of newly joined cities and cities considering joining ICC • EC representative(s)
	To what extent is the growth of the European ICC network an effective way of promoting the diversity advantage approach at a larger scale and why?	<ul style="list-style-type: none"> • Opportunities and general obstacles regarding an enlargement of the European ICC network • Number and type of cities which have expressed interest in ICC membership • Reasons why some city administrations are reluctant to join 	<ul style="list-style-type: none"> • Semi-structured interviews 	<ul style="list-style-type: none"> • ICC Programme Coordinator • ICC experts • ICC project coordinators of ICC member cities • Representatives of cities which have done the ICC index but not joined the ICC network

Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)
	To what extent are national ICC networks an effective way of promoting the diversity advantage approach at a larger scale and why?	<ul style="list-style-type: none"> • The performance of cities participating in national ICC networks regarding the ICC index in comparison with the performance of cities participating in the European ICC network • The ICC Programme’s effectiveness as measured through relevant indicators mentioned above with regard to national network cities in comparison with European network cities • Specific benefits and shortcomings of a membership in a national network for city administrations 	<ul style="list-style-type: none"> • Secondary data analysis • Survey • Semi-structured interviews • Case studies 	<ul style="list-style-type: none"> • ICC index • ICC project coordinators of ICC member cities, in particular of national network cities • ICC Programme Coordinator • ICC experts • Civil society and city representatives in national network case study cities
<p>Lessons learned What lessons can the Council of Europe learn from the ICC Programme?</p>	What lessons can be drawn from the ICC Programme regarding the way, in which the Council of Europe operates and should operate?		<ul style="list-style-type: none"> • Synthesis of findings of other evaluation questions 	<ul style="list-style-type: none"> • All sources mentioned above

Annex 2: ICC Theory of Change



Annex 3: List of Interviewees

Name	Function	City/Organization
Ami Netzler	Diversity Manager	Västerås
Andy Thomas	Cultural Development Manager	London Lewisham
Angels Garcia	Member of a neighbourhood association	Sabadell
Anna Ballan	International Coordinator, Employment and Integration Administration	Copenhagen
Anna Krawczyk	Organizer of Multicultural Lublin festival, Centre of Culture in Lublin	Lublin
Anna Kulikowska	Foreigners Help Desk Administrator, Residents Affairs Department	Lublin
Anna Szadkowska-Ciężka	Senior Specialist, Cooperation with NGOs and Public Participation Unit / ICC local coordinator	Lublin
Antonella Gandolfi	Social Services, ASC InSieme (Social Services Consortium)	Casalecchio di Reno
Armine Ożga – Margaryan	Responsible for refugee and foreigner projects, Centre for Volunteers in Lublin	Lublin
Bābak Vakili	Project Leader, Contact Forum Theatre	Copenhagen
Bruno Ciancio	Intercultural mediation specialist, ICC expert	
Carmen Pastor	Coordinator at Caritas	Sabadell
Chrissa Geraga	Local ICC coordinator	Patras
Claudia Emmanuel	Technical Staff at the Department of Equity, Cooperation and Citizenship	Bilbao
Claudia Luciani	Director of the Directorate of Democratic Governance	Council of Europe
Cristina Ribeiro	Project Officer, Social Network	Santa Maria da Feira
Damien Egan	Lewisham Councillor and Cabinet Member	London Lewisham

Name	Function	City/Organization
Daniel Criach	Area coordinator (Presidency)	Sabadell
Daniel de Torres	Spanish ICC Network Coordinator, ICC expert	
Dina Haffar	Programme Coordinator, Employment and Integration Administration	Copenhagen
Dmitri Marchenkov	Secretariat of the Congress of Local and Regional Authorities	Council of Europe
Dounya Sassaoui	Student and intern at Regional Civil Service	Casalecchio di Reno
Eline Feldman	Consultant, Employment and Integration Administration	Copenhagen
Elsa Tosku	Intern, Regional Civil Service	Casalecchio di Reno
Eman Osman	Project Leader, Immigrant Women's Center	Copenhagen
Enzo Samorí	Resp. Unità Integrazione sociale e tutele adulti	Forli
Fabio Abagnato	City Councillor	Casalecchio di Reno
Fahad Saeed	Chairman, Sabaah	Copenhagen
Firas Mahmoud	Consultant, Employment and Integration Administration	Copenhagen
Francesco Nicoletti	CSO Girotondo	Casalecchio di Reno
Gabriella Battaini-Dragoni	Deputy Secretary General	Council of Europe
Giovanni Amodio	Head of Education Department	Casalecchio di Reno
Giulia Amaducci	Directorate General for Home Affairs	European Commission
Gry Pedersen	Project Leader, Employment and Integration Administration	Copenhagen
Helen Hennessey	Technician (Civil Rights Department)	Sabadell
Henrik Hartmann	Director, Contact Forum Theatre	Copenhagen

Name	Function	City/Organization
Hugo Colacho	Member of FAIV (Federation of Migrant Associations)	Sabadell
Ingevild Heggstad	Local Coordinator	Trondheim
Irena Guidikova	Head of World Forum for Democracy Division, Intercultural Cities Programme Manager	Council of Europe
Irena Kregar Šegota	Advisor for International Cooperation	Rijeka
Isabel Compte	Programme Manager at the Department of Civil Rights	Sabadell
Jesper Kiby Denborg	Communications Consultant, Copenhagen Airports	Copenhagen
Joan Carles Reina	Technician (Sports Department)	Sabadell
Joan Carles Sánchez	Mayor of Sabadell	Sabadell
Joan Saumoy	Journalist	Sabadell
Jordana Malik	Renewal (private sector company)	London Lewisham
Josef Huber	Head of the Pestalozzi Programme, Directorate General of Democracy	Council of Europe
Kaj Ove Christiansen	Director, Employment and Integration Administration	Copenhagen
Kathrin Merkle	Head of Culture and Democracy Division, Directorate General of Democracy	Council of Europe
Katy Brown	Advisor to the Young Mayor	London Lewisham
Kevin Turner	Head of Economic Development	London Lewisham
Laura Candura	Scholastic Intercultural Operator, Cooperative AIPI	Casalecchio di Reno
Laura Cassio	Directorate General for Education, Arts and Culture,	European Commission
Letizia Lambertini	Equal Opportunity and Gender Policies, ASC InSieme (Social Services Consortium)	Casalecchio di Reno
Lyudmila Afanasieva	Local coordinator, chief of the laboratory for Social Studies at the Melitopol University	Melitopol

Name	Function	City/Organization
Malcolm Ball	Advisor to the Young Mayor	London Lewisham
Manuela Júdice	Director, GLEM – Lisbon’s City Council	Lisbon
Margarita Pérez	Volunteer (language courses)	Sabadell
Maria Vilassó	Head of Department of Culture	Sabadell
Marijo Terzic	Deputy Director, Communal Integration Center	Duisburg
Marilena Mastrantuono	Volunteer, CSO ‘Donne in Cammino’	Casalecchio di Reno
Massimo Bosso	Major	Casalecchio di Reno
Matt Henaughan	Volunteering and Cultural Participation Manager	London Lewisham
Michael Bischof	Deputy Director, Promotion of Integration (Integrationsförderung)	Zurich
Milli Ruggiero	Intercultural Operator, Education Department	Casalecchio di Reno
Monika Artymiak	Director of Residents Affairs Department, Municipality of Lublin	Lublin
Monika Budka	Head off social services for foreigners, Municipal Centre for Social Services in Lublin (MOPR)	Lublin
Montserrat Durán	Head of Department of Education	Sabadell
Mykola Romanyuk	Active member of local team	Lutsk
Nani Valero	Technician (Civil Rights Department)	Sabadell
Nicola Marven	International Projects and Partnerships Officer	London Lewisham
Nicolae-Daniel Popescu	Head of Good Governance Division, Directorate General of Democracy	Council of Europe
Olexandre Butsenko	Coordinator of the Ukrainian ICC network, ICC expert	
Olga Jiménez	Head of Department on Civil Rights and Citizenship	Sabadell

Name	Function	City/Organization
Patrizia Magli	Teacher, Scholastic Intercultural Referee, school 'Moruzzi', Istituto Comprensivo Ceretolo	Casalecchio di Reno
Paul Aladenika	Principal Policy Officer	London Lewisham
Paul Chapman	European Projects Manager (ICC Coordinator)	London Lewisham
Paul Hadfield	Enterprise Development Manager	London Lewisham
Pernille Kjeldgård	Head of Office, Employment and Integration Administration	Copenhagen
Piotr Choroś	Head of Cooperation with NGOs and Public Participation Unit	Lublin
Piotr Skrzypczak	Lublin for All project coordinator, Homo Faber Association	Lublin
Rita Huybens	President of SCAI (Service Migrant Reception)	Sabadell
Roberto Pasquali	Cooperativa AIPI	Casalecchio di Reno
Roman Jaborkhel	Head of Culture Development, Cultural Project and Information Management Unit / ICC local coordinator	Lublin
Rune Kier Nielsen	Consultant, Employment and Integration Administration	Copenhagen
Sedef Cankocak	Secretary of the Current Affairs Committee, Secretariat of the Congress of Local and Regional Authorities	Council of Europe
Serena Foracchia	Deputy Mayor, ICC Corrdinator	Reggio Emilia
Simone Di Cugno	Scholastic Intercultural Operator, Cooperative AIPI	Casalecchio di Reno
Stanislas Frossard	Executive Secretary of the Enlarged Partial Agreement on Sport (EPAS), Directorate General of Democracy	Council of Europe
Stefania Fabbri	CSO Entri il Mondo	Casalecchio di Reno
Tim Lisney	Deputy Secretary of the Chamber of Local Authorities, Secretariat of the Congress of Local and Regional Authorities	Council of Europe
Timothy Andrew	Scrutiny Manager, Corporate Policy and Governance	London Lewisham

Name	Function	City/Organization
Tone Skodvin	Local and national ICC coordinator	Oslo
Torben Møller Hansen	Director, Association New Dane	Copenhagen
Trine Christensen	Consultant, Employment and Integration Administration	Copenhagen
Uzma Ahmed Andresen	Chairwoman, Nørrebro Local council	Copenhagen

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