Building Intercultural Strategies with Citizens:

The Community Based Results Accountability Approach

Phyllis R Brunson

Center for the Study of Social Policy

March 2013

ACKNOWLEDGEMENTS

ABOUT CSSP

For nearly 30 years CSSP, a nonpartisan Washington, D.C. nonprofit, has been working with state and federal policymakers and communities across the country. Focused on public policy, research and technical assistance, CSSP promotes smart policies that improve the lives of children and their families and works to achieve equity for those too often left behind. Using data, extensive community experience and a focus on results, CSSP's work covers several broad areas, including promoting public policies that strengthen vulnerable families; mobilizing a national network to prevent child abuse and promote optimal development for young children (Strengthening Families Initiative); assisting tough neighborhoods with the tools needed to help parents and their children succeed (Promise Neighborhoods); educating residents to be effective consumers securing better goods and services (Customer Satisfaction Project); reforming child welfare systems; and promoting, through all its work, an even playing field for children of all races, ethnicities and income levels. For more information, visit www.cssp.org.

CONTENTS

I.   INTRODUCTION

Intercultural Cities– Towards a Model for Intercultural Integration

The Intercultural Cities (ICC) Program began in 2008 as a joint initiative of the Council of Europe and the European Commission for the purpose of examining the impact of cultural diversity and migration within Europe's cities. It focused deliberate attention on helping cities identify strategies and policies that would strategically address diversity.

The Intercultural Cities program was created to respond to the growing realities of migration within Europe as more and more newcomers search for jobs, protection, education, welfare services and more. Equal too was the need to guide the public discourse about these realities.

Working with Comedia,[i] a British think-tank, the Council of Europe and the European Commission, set out to adopt a proactive approach to the situation that included local governance strategies and set local governmental indicators that were designed to prepare city residents for the change. The objective was to reframe the way citizens viewed newcomers. Comedia helped CoE to develop the ICC concept and defined the 10 steps to becoming an ICC city and the defining indicators of interculturalism.

What emerged was an ICC concept that framed diversity as a positive asset that should be embraced in European cities rather than be viewed as something that needed to be managed. The *Diversity Advantage*[ii] construct asked cities to embrace diversity as a philosophy of governance and policymaking. It asked city leaders to acquire a level of understanding about new cultures so that they may adequately address this new diversity.

Each city was asked to develop approaches that would allow them to achieve the following aims:

- Consider the extent to which cultural diversity is a source of innovation, creativity and entrepreneurship and how this can become a positive force for releasing new energy and resources for the overall development of cities.
- Understand how the combination of different cultural skills and attributes leads to new and divergent thinking and promote conditions to encourage this perspective.
- Explore the extent to which increased intercultural dialogue, exchange and activity is the catalyst for this process.
- Seek to understand the role of intercultural networks and intermediary change agents, finding out who they are and how they work; and, learn what conditions encourage or hinder them; and
- Explore the institutional barriers and opportunities to maximizing economic benefits and aim to provide guidance for future policy on diversity and wealth creation in cities.

An Intercultural city purposefully expands the dialogue within municipalities, between politicians, NGOs and local advocacy associations to stimulate an inclusive debate, review policy reformulation and encourage comprehensive intercultural strategies and share best practices across and between European cities. Eleven pilot cities were selected to participate in the program based upon

demonstrated leadership, a commitment to addressing diversity, and the presence of a strong network of civic organization. Those cities included: Izhevsk (Russia), Lublin (Poland), Lyon (France), Melitopol (Ukraine), Neuchatel (Switzerland), Neukolln (Germany), Oslo (Norway), Patras (Greece), Reggio Emilia (Italy) Subotica (Serbia), Tilburg (Netherlands). As of 2013, over 60 cities in Europe and beyond have joined the Intercultural cities program to apply the diversity advantage concept as a key component of the city operations and policies.

Each participating city was asked to implement the following 10 elements of an Intercultural City:

1. Encourage the development of positive public attitudes to diversity and a pluralist by using public discourse and symbolic actions such as making a public statement that the city explicitly understands and is adopting an intercultural approach.
2. Review the main functions of the city through an intercultural lens.
3. Acknowledge the inevitability of conflict in mixed communities and develop city skills in mediation and resolution.
4. Invest in language training to ensure that all migrants are able to converse in the majority language.
5. Establish joint strategies with local media agencies.
6. Establish international policies that encourage openness to new ideas, establishes trade and policy links with migrant countries of origin and develop new models of global citizenship.
7. Establish an intercultural intelligence function to monitor good local practice gathers and processes local information and data, monitors intercultural indicators, and facilitates local learning networks.
8. Promote intercultural awareness training for politicians and key policy staff.
9. Initiate welcoming initiatives for newcomers; and
10. Establish processes for encouraging cross-cultural decision making.

The municipal leaders of each Intercultural City assigns an individual who is responsible for developing a city plan and an approach to implementing each of the 10 elements. The Council of Europe's Intercultural Cities office offers technical support and expertise to cities; providing support with reviewing and adapting their policies and engaging citizens in developing an intercultural vision and strategy for the city. Additional support is offered through peer exchanges with other cities; step by step guides for reviewing methodology from an intercultural perspective and an ICC INDEX helps cities to measure progress.[iii]

The Center for the Study of Social Policy – Community Change Framework and A Focus on Results

For more than a decade, CSSP has worked with communities to make the informed, deliberate, research-based decisions and investments needed to improve the lives and opportunities of children and families living in some of the USA's toughest neighborhoods. These neighborhoods face significant challenges, such as high poverty rates, unemployment, housing instability and low-performing schools. Residents of these neighborhoods are disproportionately families of color, many with immigrant and

newcomer status who experience outcomes far worse than the norm for most Americans. The inequitable outcomes that families who live in tough neighborhoods experience are influenced by two important factors. First, access to opportunity is not equally distributed and public systems and the private markets don't function well for residents in these communities. Second, decades of disinvestment in neighborhoods of concentrated poverty has undermined the infrastructure and capacity that these neighborhoods need to address the lack of opportunity and structural inequities they face.

Where people live matters. Neighborhood factors—from local economic opportunities, to social interactions with neighbors, to the integration of strengths and assets of newcomers, to the physical environment, to the quality of public services and availability of affordable goods and services—all affect child and family well being and the kinds of results families ultimately achieve. A broadly supported focus on improving results and attendant efforts to build the infrastructure and capacity needed to support and sustain this focus at the neighborhood level is necessary to help communities assure the well-being of families living in places with structural inequities. This is particularly the case for residents who live in communities with diverse immigrant and new comer populations and these isolating conditions often lead to poor results for the families that live in these diverse communities.

CSSP's work is guided by a long-standing commitment to combining the authentic involvement of constituents - residents, families, community leaders, parents and youth - as expert advisors of the changes needed in their communities with a focus on results. This approach aligns civic, service, system, policy and community change with input from constituents whose lives will be most affected as engaged partners and leaders in the process.

To support this work, CSSP developed an approach; ***Community Based Results Accountability (CBRA)*** which builds upon a body of work that was developed at CSSP by Mark Friedman called Results Based Accountability (RBA). While the RBA[iv] frame can be used to improve the quality of services, systems, government agencies, corporate entities, private sector industries, cities, counties, states and nations, CBRA expressly uses a community-led process to map out desired results they want for their community. It asks a diverse group of partners from authorizing organizations to work with community members from targeted neighborhoods and communities to work together to make change happen. CBRA helps to guide partners through a step by step process for changing conditions overtime.

Bringing Community Based Results Accountability Together with InterCultural Cities

A relationship between CSSP and Council of Europe's ICC program was brokered by principal partners of the Netherland based organization, Ordina in 2009. CSSP has worked with Ordina in many international venues that were aimed at adapting the concepts of resident engagement, community decision making, results accountability and community based results accountability developed by CSSP to support child and family focused initiatives in European communities for over a decade.

In 2009, CSSP introduced the concept of ***CBRA*** to the Council's panel of experts. The exchange highlighted the synergy between the ICC framework and an opportunity to build into the frame a ***focus on results*** and ***resident and community engagement*** through the application of ***community based***

results accountability. The integration of CBRA with ICC aimed to augment the already strong ICC framework with citizen involvement and a focus on results.

Initially, the Council invited 3 cities to pilot the CBRA approach by integrating it into their on-going work. CSSP and Ordina agreed to develop technical assistance and training modalities separately with each city and to bring all the cities together into a community of learning to adapt the CBRA approach to the unique and different work each were engaged in. The primary objectives of this work was to implement the CBRA process to develop local neighborhood and community participation; especially from the immigrant and newcomer groups living in the community and to implement a disciplined approach for the ICC initiative cities to track their progress towards achieving results—both concepts are key elements of the CBRA approach. Specifically, the overarching benefits and aims of CBRA are to:

- Engage the actual immigrant and newcomer communities that are the focus of each cities' ICC initiative in discussions with the municipal and community organizational associates to establish a responsible collective of partners who agree upon and define the results they desire to achieve;
- Use community level data regarding assets, strengths, limitations and needs to establish baselines about current conditions and to the starting points for change;
- Utilize the diverse community partners group to establish indicators of progress with the community that each initiative can use to monitor whether progress is being achieved using data tracking tools such as report cards and dashboards;
- Outline strategies with the community partners group that are unique to the specific needs of the community initiative and based upon formal and informal ideas of the divers community group;
- Establish transparency and accountability between members of the community and municipal leaders and community partners about the work, progress or setbacks and helps to hold are partners accountable for the work that's been promised;
- Help to engage community members; especially from immigrant and newcomer communities, in an endeavor that will help them to become leaders and advocates for their community and overtime, will help to build their on-going capacities to make meaningful contributions to their communities and cities at-large.

Data is at the heart of community-based results accountability. It is an approach that creates a culture of accountability in communities by ensuring that everyone takes responsibility for achieving results. Using data to understand the needs and assets of your community will help you better identify what resources, supports and services are needed to improve results and well-being. Focusing on data will also ensure accountability by putting responsible partners on the hook for demonstrating the progress and measurable evidence that conditions are improving in the community. By tracking the progress of your strategies, partners can make real-time decisions about how to best achieve results and , by so doing, increase their credibility in the community by showing a commitment to doing what works.

II.   CBRA APPROACH

The Community Based Results Accountability (CBRA) approach is carried out by a community collaborative, coalition or community partnership with diverse representation that (1) mirrors the population of the community and (2) includes municipal leadership, elected official and interested community partners with a commitment to a particular project or initiative. The objective is that this group agrees to work together for a defined purpose. The credibility of the partnership and the process hinges on a new way of operating- with residents and community members as advisors with local leaders and policymakers. Together they set their sights on the same goals and all have the same objective, to realize new and better conditions for children, families and their communities.

CBRA has been used successfully in communities to develop a results agenda for everything from improving health indicators, school readiness, high school graduation rates, reducing teen pregnancy, reducing unemployment to improving local commerce. In the case of ICC, CBRA is being implemented to help local communities develop a concrete and structured results plan to improve the integration of diverse populations into the fabric of the larger society in measured and healthy ways.

For InterCultural Cities, the CBRA approach is lead by the municipality. Members of the targeted community and interested partners work together to implement the step by step process which begins with agreement on an identified set of circumstances (results) they would like to change. Together they strategically craft a plan for action and define a set of measurable markers that will be used by them to track progress. The CBRA process guides community partners through a process of reviewing current conditions and data; to thinking and planning how to co-create strategies; to devising a finance plan to ensure what's been planned can be implemented. Finally the process requires that routine assessments are conducted to determine if the plan, strategies and indicators show that progress is being made; or at a minimum is moving in a positive direction. If progress is being made, partners know that they can stay on course. If not, they ask themselves, why not? They then use indicator data to determine what changes, if any, may be necessary. This last step in the process establishes a cycle of accountability that community partners will use over and over again.

Each step in the CBRA process builds on the next. Experience has shown that all six steps are needed to have an effective CBRA process. It is not unusual for community groups to work tactically to address several steps concurrently. The pace and assertiveness of the CBRA process will vary depending on the circumstances, resources, and infrastructures of supports. The most important element of this process is the notable presence of broad and diverse community support and ownership of the CBRA agenda. The
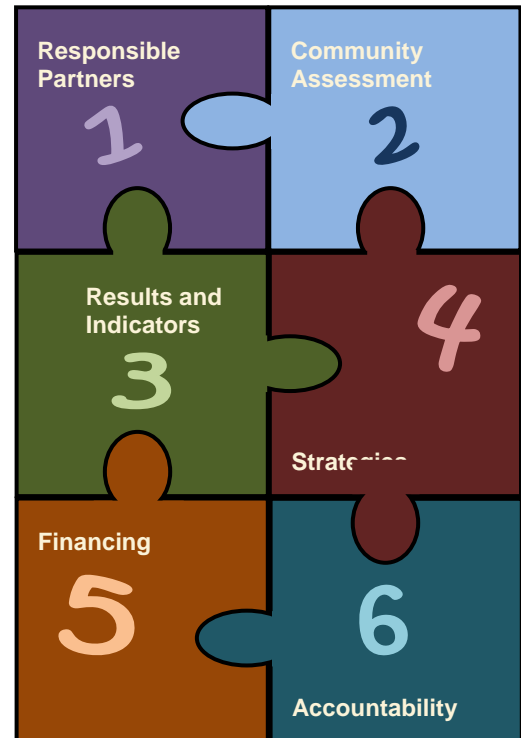
community's endorsement and involvement is a first step towards sustainable, on-going community involvement and ultimately in establishing a culture wherein community members learn that they have a stake in changing and improving the conditions of well being for themselves and their families. When fully implemented, CBRA can provide ICC municipal leaders with a transparent tool to track and measure progress towards achieving ICC stated goals.

III. KEY CBRA TERMS

Community – is a unified body of individuals; a people with common interest; an interacting population of various kinds of individuals in a common location. Community can be a group of people with common characteristics or interest living together within a larger society; a body of persons having a common history or common social, economic and political interests. [v] For the purposes of CBRA, the committed and responsible partners define the community that is the target of the effort. In some cases, the community is an entire city and in others it may represent a set of neighborhoods within a city.

Community Assessment – is an information gathering and collection process conducted by committed partners, community residents and initiative planners that is will help provide a community-wide perspective on community conditions. Community assessments are used to define the community's strengths and needs.

Community Based Results Accountability – is a *process* and a *tool* that allows a diverse group of community partners to align their interest and efforts to improve results. As a process, it can be used over and over again for a committed group of community, agency, and institutional partners to track progress and accountability for their shared vision and desired results.

Community Partnership – is an organized structure, operation and management entity, formed by and includes the committed group of local partners, to formalize the CBRA agenda of work and establish itself as the local responsibility entity to engage residents' voices, study, plan and implement strategies they believe will make a measurable difference in the defined results agenda.

Community Plan or Community Agenda – is a comprehensive and integrated plan developed by the responsible partners charting the course for the CBRA work in their community. The plan outlines the results, indicators, and strategies that the responsible partners believe will lead them to better results. It includes the collective and concrete contributions that are agreed to by residents, businesses, local government officials, agencies and non-governmental entities with an interest in the effort. Each agreed upon contribution is documented in a comprehensive overarching plan for the desired results.

Financing Plan and Financing Strategies – outline how the work will be funded in the short and long term. A financing plan ensures that there are resources to carry-out the comprehensive community plan for improving results or it outlines a specific set of strategies that are aimed at acquiring the resources needed.

Focus on Results – is an essential premise of CBRA is that the targeted work will start and end with a focus on results. That is, the committed community partners or a formalized partnership will define the results they want to impact at the beginning of their work as an organizing principle. A focus on results includes:

- **Results** (or outcomes or goals) are conditions of well-being for children, adults, families or communities.

    - Results are an aspiration for the entire population -not about programs or agencies or services.

    - *Example:* Children are healthy; Neighborhoods are safe; Immigrant youth are employed.

- **Indicators** (or benchmarks) are measures which help quantify the achievement of a result.

    - They answer the question "How would we recognize these results in measurable terms if we see them?

    - *Example:* % of children who are obese; # of violent crimes in a neighborhood; % of unemployment for immigrant youth.

Monitoring Accountability – tracking and reviewing progress and process is central to CBRA. It requires a continuous review of the agreed upon strategies and agreements made by responsible partners or a regular basis ensuring that all parties stay on track with the plan; or upon review, determine together to make course corrections if deemed necessary.

Resident and Community Engagement – is the act of reaching out to include the perspectives of the residents who live in the community to weigh-in on the targeted results, help define solutions and help achieve broad community support. Resident engagement creates opportunities for committed partners to seek out and value resident voices and to tap into the authentic energy, hope, self-help and resilience that exist in every community.

Responsible Partners – is the group of municipal representatives, community residents, agency and non-governmental parties who have agreed to take responsibility for designing and implementing the CBRA approach in the ICC city. The group may organize opportunities for other members of the community to participate in the planning process and routine progress reviews.

Strategies – Strategies are coherent collections of actions which have a reasoned chance of improving results. Strategies are made up of our best thinking about what works. CBRA strategies are encouraged to include common sense approaches devised by the diverse group of committed partners who consider low cost, no cost and non-traditional and often integrated perspectives based upon the lived experience of the families, groups and communities involved.   Strategies are the means to the end.

IV. CBRA STEP-BY-STEP PROCESS

STEP BY STEP CBRA PROCESS

Step 1 – Assemble A Group of Committed Responsible Partners
Be sure that you've got the right people at the table. A diverse array of citizens and community members should be involved and engaged.

Step 2 - Conduct Community Assessments
Gather and analyze the data related to the results the community wants to address. Make sure the partners understand the data and fully understand the background on contributing factors.

Step 3 - Select Results and Indicators
Define the results – the end condition of well-being the community wants to achieve in the future for our children, adults, families or community. Select the indicators, which are measurable data points that show the community the current situation (the baseline) and the incremental measures that will allow communities to determine what they are achieving.

Step 4 - Select Strategies
Create a comprehensive plan with current programs, informal strategies and new programs. Together these partners formulate a plan by asking themselves 'what will work?' to achieve these results and select the strategies that they believe will contribute realizing them.

Step 5 - Design Financing Strategies
Create a plan about how the strategies will be funded. A combined community plan may include contributions for several partners to ensure all the desired strategies are funded. In addition, financing strategies include short-term and long-term financing plans and an outline of potential future financing opportunities.

Step 6 - Establish an Accountability Process
Monitor the specific agreements and elements of the community's plan, engage, educate, and regularly inform the community about progress being made to improve results.

Responsible Partners

1

RESPONSIBLE PARTNERS

The first step in the CBRA process in Intercultural Cities (ICC) initiatives is the formation of a group of *Responsible Partners* from various backgrounds and perspectives who have an interest in advancing the objectives of ICC in the targeted city and the specific communities of newcomers and immigrants that reside within that city or jurisdiction. *Responsible Partners* for CBRA includes the principal leaders of the ICC work in that city; members of the newcomer communities; representatives from local immigrant and refugee advocate groups; civic groups; institutions of higher learning; local businesses within the community; and any organization or institution with a vested interest in achieving improved markers for the full integration of newcomers into ICC cities.

Participation in the Intercultural Cities network requires a commitment of the municipality's leadership as a start. As the lead organizer for the CBRA approach, the leaders of the effort ask themselves a series of questions that are aimed at ensuring that the right people and organizational structure is put in place to support the CBRA process and our objective to achieve an intercultural community.

A Check List for Responsible Partners – Do We Have the Right People At the Table?

☐ What local leaders, institutional representatives, and immigrant and newcomer advocacy groups should we ask to participate?

☐ Are citizens from the immigrant and newcomer community involved to help us develop the vision for our intercultural city and the results we want to achieve?"

☐ Does our group fully understand the objectives of the Intercultural Cities model?

☐ Do we have an inclusive group of partners with clearly defined roles and a vested interest in making change happen?

☐ Is there a shared vision among the coalition of partners and a commitment to embracing the 'diversity advantage' approach in our community?

☐ Does our group reflect the diversity of the community?

☐ Who else should we ask to work with us to design our intercultural approach?

Engaging Residents – A Crucial Component of CBRA

Residents are often the most untapped resource in an agenda to improve community-wide results. They are the best experts about their lives and understand best what it will take to make a difference in their lives and that of their neighbors. Engaging residents can help 'responsible partners' to further their understanding of the resources, services and supports that are available (or lacking) in the community. Engaging residents helps community partners to understand how families are experiencing existing systems and what solutions might best address community needs. Reaching out to residents is also a first step in building trust amongst community members and helps to bring a level of legitimacy and credibility to your efforts.

Make sure that residents know what's going on and how they can be involved. This requires reaching out to people in many different ways such as sharing information through local media, putting up notices in places where neighbors regularly gather and getting the word out at community meetings (including school board, parent-teacher or neighborhood association meetings) and through community organizations and leaders. Block parties, movie nights, local events, retreats, field trips and book clubs are also opportunities to interact with residents. In addition, social media tools can be used to keep community members both informed and connected to each other.

For occasions where a formal meeting may be needed to draw people together, it is critical that meetings are planned in advance to ensure a well-run meeting. Start meetings and end meetings on time so that residents can plan accordingly and will be more apt to participate in future meetings. Done well, meetings can accomplish goals, encourage people to share responsibilities and foster mutual respect.

Bringing everyone together can be challenging; however, building relationships in the community is critical. Whoever takes the lead in initiating this process should ensure that all community members really understand what the goals are, how everyone can be a contributing partner and how the community will ultimately benefit. Community members will want to feel that their input is not superficial.

As partners come together, issues of trust may arise. These are sometimes a result of past experiences with community change efforts or partners not feeling like they are on equal footing. It will be important to know and understand this history. Being able to communicate and work together as a team to resolve conflicts will be hugely important to addressing these conflicts and ensure that authentic resident engagement is nurtured.

WAYS TO ENGAGE RESIDENTS

Story Circles

Some communities use storytelling to bring people together to talk about their concerns and hopes for their children, family and community. Getting people together in a living room, church basement or public housing meeting space has become a way to improve communication among neighbors and build a sense of community. In small groups of about eight to ten people, a facilitator guides each story circle, giving every participant an opportunity to contribute and to be heard with respect. Participants can focus story circles on any issue that interests them.

One-on-One Discussions

Some people are more comfortable talking privately rather than in a group. You may find it helpful to speak with some community members individually to get more detailed information on specific needs and problems.

Community Ambassadors

Developing an ambassadors program can be an effective tool to help residents reach out to each other and bridge the various divisions that sometimes exist in a community such as those based on race, class or geographic location. As an ambassador, a resident would be responsible for reaching out to other residents in different parts of the community or from different backgrounds to share information with each other, learn about each other's experiences and forge new relationships.

Neighborhood Surveys

Surveys are a good way to reach a large number of people. Options include door-to-door discussions, telephone surveys or distributing written questionnaires at places where people often gather, such as libraries, stores, transit stops, laundromats or community festivals. It's important to keep surveys short, to offer translations in residents' languages and to clearly explain why you're collecting the information.

Neighborhood Summits

You can also organize neighborhood meetings or summits for the entire community to discuss and build consensus around a results agenda. You'll need a comfortable meeting space, a thoughtfully constructed agenda and a facilitator who can manage questions and answers, discussion and disagreements.
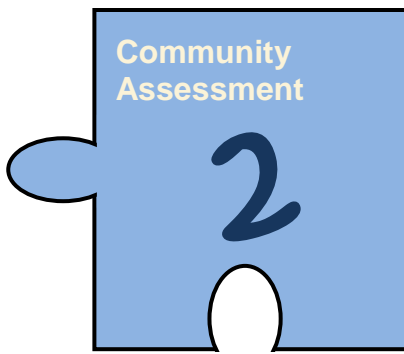
2 COMMUNITY ASSESSMENT

CBRA asked ICC cities' to gather, analyze and report data points that are pertinent to devising a credible plan for their work. Before creating their plan, the Responsible Partners will want to understand the current conditions for the entire community and how the immigrant and newcomer communities stack up aside these conditions. They will want to evaluate the current system of supports and the capacity, assets and strengths that they have to work with given the conditions. Ultimately, partners will want to use the data analysis to build broad community support and communicate the need for collective action for the work that will be embarked upon.

The Community Assessment allows you to:

- Define the community boundaries –is it an entire city or a few neighborhoods?
- Describe current conditions of families and communities
- Think about conditions historically in multiple year terms and not just one year or point-to-point comparisons.
- Forecast potential future directions such as (1) best case scenario (2) a steady course scenario and (3) a worst case scenario.
- Communicate an expectation about what could happen in the future with or without the concerted effort of the partners in the community.

As a first step, the partners group will want to establish a baseline and project trends for the conditions they are seeking to improve. A baseline is like a picture of where your community is now. Projecting trends gives you a sense of where it is headed if you did nothing more than what's already being done.

ICC community partners will want to take a coordinated and thorough approach to collecting and analyzing data. Overall, information is characterized in two ways: (1) numbers and facts, which are referred to as quantitative data and answers questions like how much or how many; and (2) Individual testimony, opinions, and beliefs which are referred to as qualitative data. Partners will want to gather and analyze both types of data.

| Tips for gathering and analyzing data |
| --- |
| ☐ Ask community partners for data they may have access to that may be helpful. |
| ☐ Tap national sources of data. |
| ☐ Create a source list and review existing reports. |
| ☐ Identify gaps in information and develop a data agenda. What data to we have? What more do we need? |
| ☐ Conduct focus groups with residents and local community groups for qualitative data. |
| ☐ Be creative. Learn how to extrapolate useful information from larger data sources. |

RESULTS AND INDICATORS

Results and Indicators

3

There are two essential elements that closely align the Intercultural Cities and CBRA approaches and that is the fact that all families want the best for their families regardless of the path that brought them into the boundaries of the municipality. Embracing the Intercultural Cities *Diversity Advantage* approach will overtime help the inhabitants of each city to respect t the diversity that dwells within its boundaries. Combining these approaches with a sharp focus on concretely improving the measures in the quality of life for immigrants will solidify newcomers' integration as valued members of the community and worthy of assistance to help them become meaningful contributors to the success of each city. Establishing the Intercultural Cities approaches will begin to weave these fabrics together, measurably improving the conditions in the everyday lives of families makes this real.

As a tool, CBRA specifically tracks progress towards population level results across a defined community for all the inhabitants of that community. Therefore the committed group of partners tracks results and indicators for the entire community as a determinant factor in addressing the needs of a more challenged segment of the community.

Results define the future and establish an affirmative end condition for communities to work towards. By starting with the end in mind, a results focus forces us to ask how is what we want different from we have now? The next question that follows is, how will we know we are getting closer to achieving this goal? The first question helps to define the result and second question helps to define indicators.

Understanding Results and Indicators	
Results (or outcomes or goals) are conditions of well-being for children, adults, families or communities.	**Indicators** (or benchmarks) are measures which help quantify the achievement of a result.
Results are an aspiration for the entire population -not about programs or agencies or services	They answer the question "How would we recognize these results in measurable terms if we see them? "
Example: Children are healthy; Neighborhoods are safe; Immigrant youth are employed.	*Example:* % of children who are obese; # of violent crimes in a neighborhood; % of unemployment for immigrant youth.
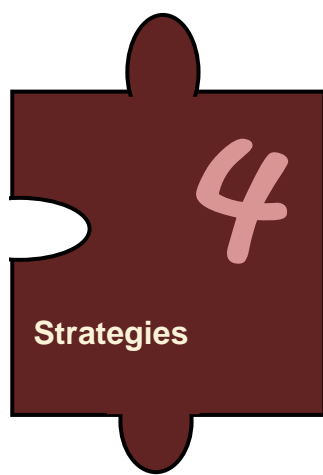
Strategies 4

STRATEGIES

The next step in the CBRA approach is the development of an *Action Plan* which consist of interventions or strategies that can improve results in the ICC community. A multifaceted group of 'responsible partners' working together to think creatively and strategically, armed with research, data and a shared vision can come up with a plan for addressing any issue. Combining these strategies into a comprehensive plan helps to define everyone's contributions and the methodology and process that will be used to monitor progress.

Strategies should be weighed for their impact power. Each program or activity should be examined for its potential contribution to improving overall results with consideration about how long it will take to realize a measurable change. When considering the collection of strategies, ask these questions:

- What's your collective hunch or belief about what it will take to achieve the desired results?
- What do we think will work?
- What does the research say?
- What would it take in our community?
- What has worked other places?
- What's your personal and collective experience about what will work?

In *Trying Hard is Not Good Enough*[vi], Mark Friedman suggests that the best strategies have four main criteria:

How to Choose the Best Strategies?
Specificity – Is the strategy about a specific action? For example, "everyone should have housing" is vague and not specific. Instead, "build 10 new units of low income housing" is a specific action.
Leverage – Will it make a big or little difference? All strategies are not created equal. Some strategies will have a higher yield or a greater impact on your result.
Values – Is the strategy consistent with your community's values? Make sure your strategies align with your desired results and the way you want to conduct your work for getting there.
Reach – Is it feasible to implement this strategy this year, next year or in 10 years. Determining the reach of a strategy lets you know whether it can be done and by when. Your community team should figure out a timeline by when a strategy can and should be successfully implemented.

Financing

5

FINANCING THE CBRA PLAN

The finance strategy outlines the methods that will be used to provide fiscal support and resources to implement the comprehensive strategic plan. Financing should consider current and future financing opportunities.   The key here is to make sure the action agenda drives the financing and not the other way around. Align resources to results and invest in strategies that the data supports.

Partners need to look first at what already exists so that decisions about financing are based upon facts, not simply on perceptions or opinions. Then, based upon these facts, build a core funding base that can sustain the plan over time, while always exploring additional funding and resources to fill in the gaps. Community members are encouraged to consider what can be done without new funding. One advantage of having many partners coming together to support the CBRA plan is the opportunity it brings for packaging together many different resources to cover parts of the comprehensive plan.

Realize that no single source of financing will never be enough to support a comprehensive financing plan but rather attempt to stretch the resources available to leverage other resources or encourage match funding schemes.

Financing Strategies
Closely examine existing funding sources. Understand the full range of current resources and how they are used. Evaluate their usefulness.
Integrate all funding sources. Coordinate and combine public and private resources to implement the strategies.
Create new efficiencies. Cut programs that are not working well and use these resources to fund services needed to improve results.
Reinvest savings. Identify funds that can be saved through redeployment or reductions in spending to fund new or alternative supports and services.
Redirect Resources. Restructure or repackage the use of funds or resources from one purpose to another. Encourage partners to look at resources in a new, more collaborative way. Look at resources as more than money. This is especially works well for in-kind contributions.
Coordinate resources. Realign current resource allocations (human, material, and financial) to implement the CBRA strategies.
Examine all potential funders. Understand what they fund, the funding cycle, any restrictions and matching requirements.

6

Accountability

MONITORING ACCOUNTABILITY

The final step in the CBRA process is the periodic and continuous review of the comprehensive plan for effectiveness, efficacy and progress. It asks community partners to ask themselves direct and sometimes tough questions about whether the plan includes the best set of strategies and actions to achieve the intended impact.

CBRA offers all community partners transparency and an inside view across all elements of the plan. In this regard, transparency helps to ensure that all partners are being held accountable for the commitments they have made towards contributing to the agreed upon approach. Regular monitoring provides an opportunity and an occasion to keep the community engaged, educated and informed about the status of the work and the extent of progress that may be occurring.

Self Evaluation is another method for monitoring accountability. Self evaluation uses qualitative and quantitative methods to determine change. The primary difference rest in the use of more practical and participatory ways in which the evaluation is conducted, such as engaging residents to provide feedback about what's working for them. It is an internal review process wherein community partners test and measure how effective they have been with implementing the plan they all agreed to. It encourages 'responsible partners' to judge themselves, without blame, for the full execution of the CBRA plan. What's most important is the establishment of a culture that reviews what's underway and determines if a mid-course correction is necessary, rather than continuing to support or fund activities or strategies that are not working.

Monitoring Accountability
Involves 'responsible partners' and members of the larger community and is a methodology for providing regular and frequents sources information

Partners ask themselves:
    • What is our current status?
    • What are the challenges?
    • What are the possibilities?
    • What are our next steps?

Provides an open process for managing agreements and commitments such as MOU's, contracts, and official agreements and tracks these items against the defined results and indicators.
Utilizes dash boards, report cards, score cards and periodic publications to keep all partners and the community at-large about the progress of the work.

DASHBOARDS FOR MONITORING ACCOUNTABILITY

Dashboards are tools that community partners using CBRA can use to monitor results and the progress of the CBRA plan developed for the community. Dashboards are powerful communication tools that are able to convey concisely how well a community is faring with improving results.

V. APPLYING CBRA IN 3 INTERCULTURAL CITIES: Lisbon, Melitopol, and Tilburg

Three Intercultural Cities participated in the piloting of CBRA approach as a component of their intercultural cities initiatives: Lisbon, Portugal; Melitopol, Ukraine and Tilburg, Netherlands. The Council of Europe sponsored a team of experts to make individual visits to each city to meet municipal leaders and discuss the application of CBRA within the city's ICC plan for action. At the conclusion of these introductory visits, these 3 cities emerged with sincere interest in the CBRA approach.

A follow up convening was planned that would include teams from all 3 cities to meet in one location to develop the beginning elements of their CBRA plans. Prior to the convening each city was asked to prepare the following preliminary information for their individual and group working sessions.

Preparation for CBRA Working Session
• <u>Apply the CBRA approach to a specific set of results</u> – Each city is asked to define a result or set of results they would like to apply to the CBRA process. This result will be used to organize the learning session. The result should line up with their work to implement elements of the ICC model.   • <u>Form a local partnership or CBRA leadership group to obtain the training</u> – Begin to build local capacity within these cities by identifying a group of individuals who can champion the work site between visits. This will allow the visiting team to provide training and technical assistance to this defined group and leave them with a set of next steps and strategies to implement.   • <u>Ask the local CBRA leadership team to organize (prior to the visit) data that is pertinent to the defined results</u> – this data can be used during the training to illustrate the process and help the local team to develop a command of the concept using real data and information that is familiar to them.   • <u>Work with the local team to develop city specific materials to describe the process</u> – Develop during the visit materials in their own language that can be used to engage others in the process after the visiting team has left.   • <u>Conduct sessions on the need and ways to engage residents in this work</u> – help the local group to develop a plan to invite others into the work, particularly immigrant new comers and provide them with tips, tools and strategies to make this happen.   • <u>Leave each community with an individualized plan of action and next steps</u> to build their capacity to implement CBRA and provide opportunities for them to check in (via telephone and email) with experts during planned conference calls or webinars.   • <u>Convene an intensive follow up session for the 3 cities to come together and explore their challenges and successes</u> – create a peer learning network to share ideas and strategies and develop tools and materials together. These sessions might also include participants from new cities that may be interested in learning from their experiences.

Teams from each city met in a peer-to-peer learning community convening to learn together how they might adapt CBRA to the work underway in their ICC cities. Each city brought a diverse group of partners to participate in the learning session. At the conclusion of the learning session, each city had identified their desired results and indicators; and began outlining strategies they believed would help them to achieve their goals.

These representatives worked with local partners when they returned home. Over a period of 18 months, each team reviewed local data, develops a set of results and indicators and devised and implemented strategies to carry their plans forward.

➢ Lisbon, Portugal

Mouraria – is an ancient 900 year old neighborhood in the heart of Lisbon with a long and storied history of being home to Chinese, Indian, Turkish, Pakistani, Bengali and African immigrants who settled in the neighborhood because of its dual reputation of having inexpensive real estate and immigrants from every continent. It was in Mouraria that the uniquely Portuguese music Fado was born. After years of neglect, and a lack social, economic and infrastructural support that brought Mouraria close to ruins, today this historic neighborhood is the target of a major renewal with support from many government partners.

The ICC partners in Lisbon chose the historic neighborhood of Mouraria and a plan to consolidate multiple levels of support for neighborhood revitalization to apply the CBRA approach.

CBRA applied in Lisbon, Portugal	
Area/Community	Mouraria Neighborhood
Desired Results	▪ A Stable Neighborhood ▪ Equal Access to Opportunities
Indicators	▪ Number of buildings recovered ▪ Number of buildings occupied ▪ Percentage of renovated public spaces ▪ Increase the use of public spaces for cultural events and activities ▪ Decrease the number of businesses that fail after one year ▪ Increase the number of new businesses started by immigrants and newcomers ▪ Increase the number of people seeking assistance from the business support agency
Strategies	▪ **Activate entrepreneurship** • Create a new commission that are the partner group - engage a diverse group of local people who live, work and worship in the

	neighbourhood and engage local organizations, businesses and administration groups to form a commission
	• Training and support develop new business
	• Provide training about how to operate successful businesses and support to develop it
	• Create incentives to promote the development of new businesses
	• Research what it would take to have successful businesses in neighbourhoods
	o "How could we help you to make a new business? What would it take for you to get started?"
	o Engage and directly address the community needs and strengths
	▪ **Regenerate the area** - develop a plan for urban regeneration and seek public funding to support interventions of public space to promote mobility, urban features - developing new housing:
	• Low-cost rent for young people (public and private) - student dorms to also foster activities, cultural life etc.
	• Create social and cultural interventions - promote cultural events that encourage cultural mixing together with TODOS
	• Opportunities for cultural bonding in the schools (religious, business, social activities that bring families together in the school
	• Propose after school activities for youngsters to bring different cultures together after school
	• Establish local employment agencies specifically in the neighbourhood to help the local residents to seek and obtain jobs

➢ Melitopol, Ukraine

Melitopol was developed as a trade town because of its location in the center of the Northern Tauria on the main roads to Crimea. As such, it has a history as a melting pot of different peoples and cultures' settling in what has become Melitopol. Municipal leaders joined the Council of Europe's Intercultural Cities to herald its existence as an organically integrated city with over 100 nationalities living within the city's boundaries. [vii] The interest was to positively contribute to supporting the concept of interculturalism and in learning how to better capitalize on this unique characteristic. Known as a place that was travel through on the way to somewhere else, the "responsible partners" sought to make Melitopol a place that people would stop in, stay and spend some time appreciating.

CBRA applied in Melitopol, Ukraine	
Area/Community	City of Melitopol
Desired Results	Melitopol Thrives
Indicators	▪ Increase the number of the new business starts from 4 to 24 by the end of

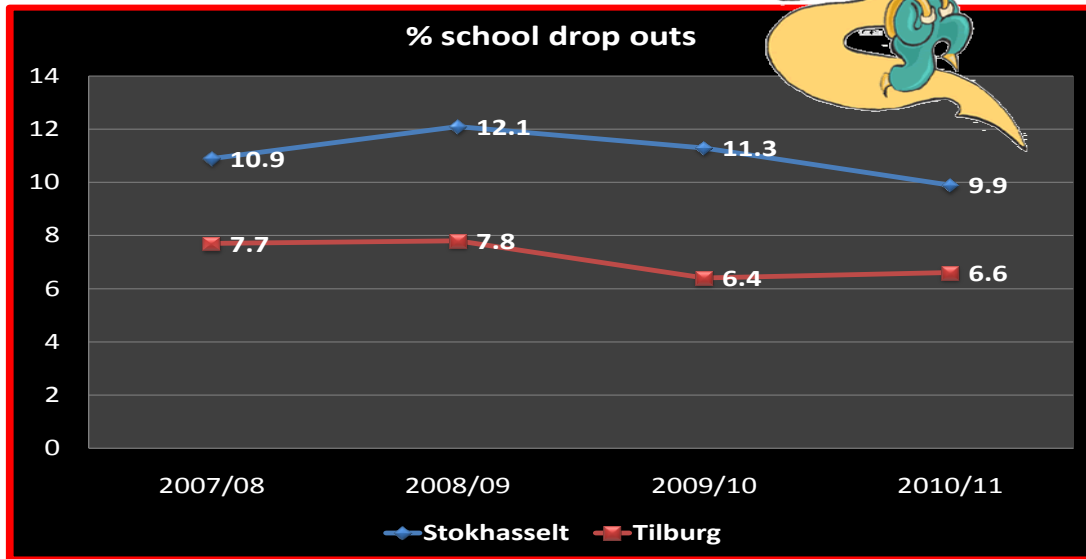|	
	2012 • Increase the number of selling points for local goods and services from 0 to 20 by the end of 2012 • Add 360 new working places • Foster the economy of the city • Increase the number of tourists visiting local attractions and restaurants in the city • Increase the number of overnight stays in hotels • Increase the tax revenue

Strategies	• **Creation of new business incentive programs**
	  • Attract local business to discuss their experiences with starting business (what helped you? Learning exchange)
	  • Discuss chamber of commerce ways that they might invest in new businesses to help create new business opportunities
	  • Train new business owners how to run a successful business- reach out to universities; attract experts (unit teachers) but also immigrants who have had experiences with starting new businesses
	  • Reach out to other ICC cities to engage immigrant business owners about successful experiences with starting new business
	
	• **Promote local attractions**
	  • Develop tourist maps
	  • Better signage for tourists
	  • Create billboards at the entrance to the city
	  • Research and design ways of effective use media (Internet)
	  • Engage national tourism resources (web portal)
	
	• **Increase the production and trade in local products**

➢ Tilburg, Netherlands

Tilburg is a city of 200,000 inhabitants in the southern Dutch province of Brabant that is over 200 years old. As has been the case in most Dutch cities, it is a city that has experienced many upheavals with regard to immigration policies and its positions with granting citizenship to the influx of migrants that have entered the city in the last several decades.[viii]   In 2010, Tilburg joined the Intercultural Cities network with an expressed focus on the Stokhasselt neighborhood; a large residential area within the city with less than 10,000 dwellings and approximately 24,000 residents. Stokhasselt is a mixed community of native Dutch and migrants who make up 58% of the local population.

The 'responsible partners' of Tilburg agreed to apply the CBRA approach to the desire to improve the well-being of young adults who live in Stokhasselt. Information shared at the ICC peer learning

exchange on CBRA illustrated a stark contrast between the young adults of Stokhasselt and the city of Tilburg overall.

FACTS & FIGURES

Drop outs in Tilburg and Stokhasselt

% school drop outs

	2007/08	2008/09	2009/10	2010/11
Stokhasselt	10.9	12.1	11.3	9.9
Tilburg	7.7	7.8	6.4	6.6

Stokhasselt — **Tilburg**

Unemployed young adults in Tilburg and Stokhasselt (15 − 26 year)

% registered as unemployed

	2007	2008	2009	2010	2011
Stokhasselt	6.7	7	12	9.3	7.9
Tilburg	2	2.5	3.8	3	2.6

Stokhasselt — **Tilburg**
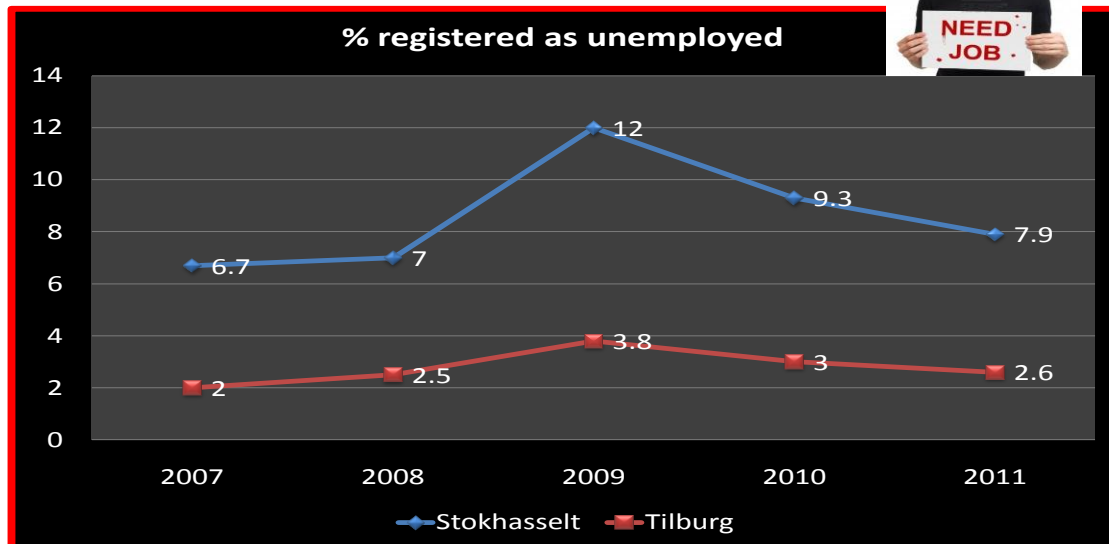
After a collective review and discussion of this information, the Tilburg team decided to focus its efforts on improving the opportunities for the young Dutch adults of Stokhasselt by affirming a focus on the result of *Young People Working*.

CBRA applied in Tilburg, Netherlands	
Area/Community	Stokhasselt Neighborhood
Desired Results	Young adults working
Indicators	▪ Increase the number of young people who complete high school ▪ Increase the number of young people who have a starting qualification for jobs ▪ Increase the number of young people who are at school or at work ▪ Increase the number of young people who participate in higher education
Strategies	▪ All the organizations involved supporting a plan for all youth: 1 youngster, 1 plan ▪ Engaging professional organizations who are being paid to work with youth in neighborhood and assess the effectiveness of their programs ▪ Engage the youngsters and ask them what they think they need to achieve start certificate or a job all the organizations involved supporting a plan for all youth: 1 youngster, 1 plan ▪ Engaging professional organizations who are being paid to work with youth in neighborhood and assess the effectiveness of their programs ▪ Engage the youngsters and ask them what they think they need to achieve start certificate or a job

VI. EXPANDING CBRA: Izhevsk, Russia

Several months after the 3 initial CBRA pilots were launched in Lisbon, Melitopol, and Tilburg, another ICC city, Izhevsk, Russia indicated their interest in applying CBRA to their local intercultural city strategies. With support from the consulting companies, Malmberg Consult and UitKoers, the city launched its own adaptation of CBRA.

Izhevsk is a city of about 700,000 inhabitants in the eastern part of Russia. Izhevsk is the capital city of the Udmurt Republic. Izhevsk has the titles of the Armory Capital of Russia and the City of Labor Glory.

Izhevsk is made up of 132 ethnicities of which 30% are Udmurts. The Russians make up more than half of the city's residents at 58.9%, followed by a significant number of Tatars (9.6%). There are also sizable groups of Ukrainians, Byelorussians, Maris, Jews, Azerbaijanis, Uzbeks, Georgians, Germans, Armenians, Moldavians, Kazakhs, Kirgizs, Turkmen, Tajiks, Komis, Poles and others in the city. In the post-Soviet period, the number of immigrants from the former Soviet Republics has increased dramatically. For example, the number of Armenians increased by 2.5 times (2 174 people), the number of Azerbaijanis has doubled (1 117 people); followed by modest but historically high growth in both the Georgians (326) and the Uzbek (323) populations.

In the intercultural profile of the city is stated:

"Throughout the visit we were told on many occasions that Izhevsk and Udmurtia have a long tradition of both tolerance and interaction between ethnic groups. So, whilst the anecdotal picture across the Russian Federation is of increasing cases of intolerance and racially motivated crime and whilst there are very occasional references to racist incidents in Izhevsk itself, it would appear that this area is something of a beacon of cultural understanding in the Russian context. One documentary confirmation of this is a report by the Russian Center for Interethnic Co-operation about a program of training to encourage interaction between the police and ethnic minorities and a survey of Izhevsk people on attitudes to new migrants. On the other hand, because the Russian Federation does not collect demographic and social statistics on the basis of ethnicity, it is very difficult to gauge whether true equality exists. It might be necessary, as part of its participation in the project, for Izhevsk to begin gathering data on issues such as labor market, education, crime, etc., on an ethnic basis, in order to measure and evaluate its progress"[ix]
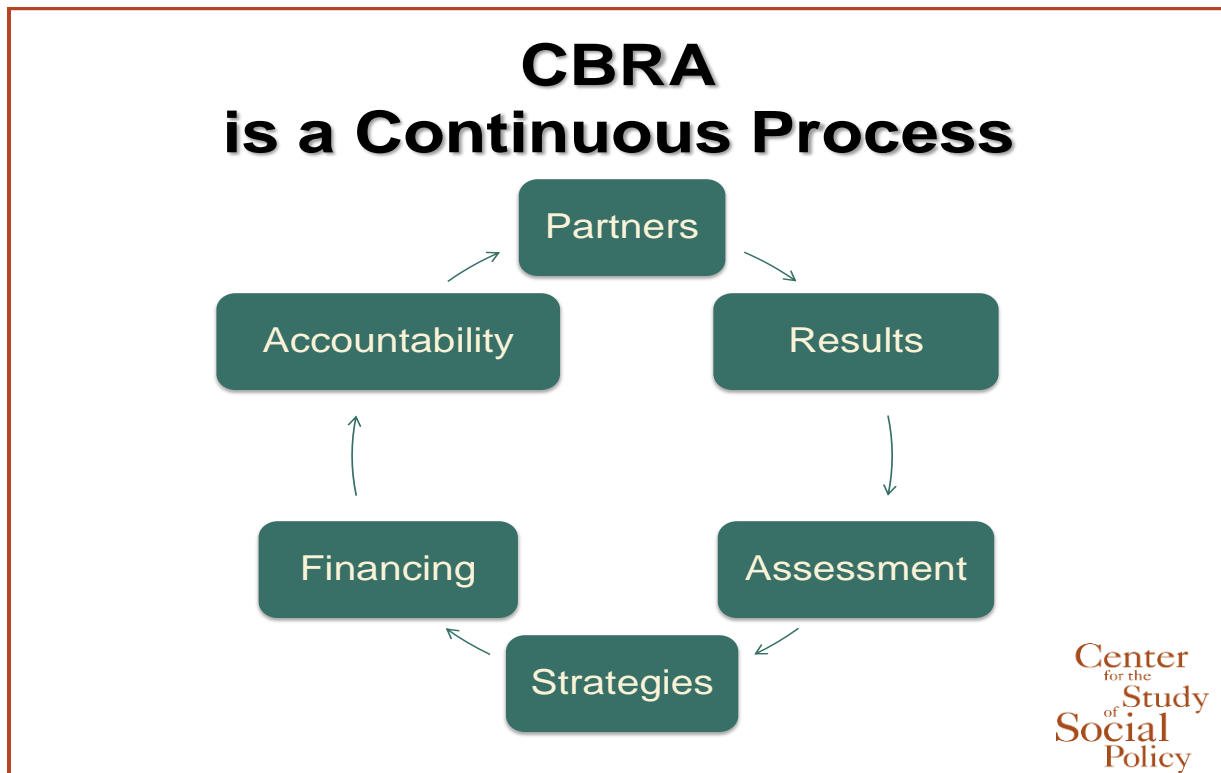
Although, Izhevsk 's 'responsible partners' have not been working as long at the CBRA process as the 3 pilot cities, inspired progress has been shown and partners acknowledge the advantages of the CBRA approach. Preliminary focus group discussions were organized with young citizens of the city to obtain their views about what an ideal city would offer. Following the CBRA process, they were then engaged to define what results they would want to achieve for their own futures and the future of the children of the city? Finally, they were asked their opinions about what it would take to achieve those results in city programs, citizen attitudes, in the city's administration and with the different cultural groups, businesses, and volunteer organizations.

The results of the meeting with the young adults and students are remarkable. Not surprising, these young citizens want what most people want. The work in Izhevsk will begin with a focus on the following results in their aim to frame a *Happy Izhevsk*:

Beginning CBRA in Izhevsk	
Area Community	City of Izhevsk
Desired Results	▪ Izhevsk is a Clean and Green City; ▪ Young people in Izhevsk are well educated; ▪ Young people in Izhevsk have great Possibilities to spend their Leisure Time; ▪ Youngsters in Izhevsk are Healthy; ▪ Izhevsk is Economically Successful.
Next Steps:	Members of the city administration are reviewing the input obtained from the focus groups with younger citizens and are making plans to proceed with the CBRA approach on several different levels. Next steps include defining the indicators and measurements, strategies and designing an implementation plan for the city and its partners.
Promising Start	It will be interesting to learn how the CBRA approach progresses in Izhevsk with the early engagement of young citizens in the work. The engagement of young adults—as a subset of citizens engaged in the CBRA process—has often lead to an enriched and promising start. Young adults tend to respond well to tracking data and results and find the logical and continuous approach to CBRA to be fair and equitable. It will be interesting to watch how Izhevsk emerges with the early involvement of young adults and youth.

VII.   CONCLUSION

CBRA can provide an organizing structure for the aspirations of ICC. By focusing on the conditions of well-being or results the community wants to achieve, the community can create a constructive course of action that many can participate in for the purpose of realizing measurable progress. Opportunities can and will emerge if the right combination of support, follow-up and action are provided to these cities that are aligned with marked intent and expectations.

CBRA
is a Continuous Process

Partners → Results → Assessment → Strategies → Financing → Accountability → Partners

Center for the Study of Social Policy

Each city entered the CBRA process in different places and with different strengths.   The continuous action of the process allowed each to develop the components they needed to begin to learn, plan and track the process.

The *Tilburg* team started with well organized data which illustrated the contrast between the quality of life and well-being indicators of the majority immigrant community of Stokhasselt and the other citizens of Tilburg. This helped them to focus on a result and set of indicators that, if achieved overtime, would help the city to better integrate all the citizens of the neighborhood as able body working adults and promote the values of interculturalism.

Summary and Lessons Learned with Tilburg:

- Challenges:

    As in all the cities of the Netherlands, Tilburg has a many organizations involved in the lives of citizens in neighborhood.   All are very professional, well meaning organizations with sincere

interest in the families in Stokhasselt. Each organization operates independently with its own point of view and mission.   Most do not know each other and efforts to bring these groups together were always promising but not sustainable. During consultation with the CBRA team, it was determined that there was enough organizational support to target every young adult in the neighborhood with an individualized plan to improve the number of young adults from Stokhasselt who are working.

- ▪ Lesson Learned:

    The CBRA approach helped the team to focus on a result and a set of indicators that, if achieved, would help to improve the pathway to opportunities for the young migrant adults of Stokhasselt.

The **Melitopol** team arrived with a value of and experience in interculturalism and a commitment to build upon this strength to promote the city as a place of interest. The team launched and impressive resident engagement campaign to accompany the CBRA results and learned by doing how tapping into the voice and perspective of citizens can help to improve already well thought out plans.

Summary and Lessons Learned in Melitopol:

- ▪ Challenges:

    The notion of citizen and resident engagement were new concepts to the city officials of Melitopol. Although they were advised not to, initially they developed the CBRA indicators and strategies without citizen input. After the fact, and several weeks later, resources became available which allowed the team to launch a citizen survey and gathered information from residents about life in Melitopol and their desires for the future.

- ▪ Lessons Learned:

    CBRA helped the Melitopol team to reconsider, and then experience, the benefits of citizen input. Upon reflect, the information obtained from the city-wide survey inspired the Melitopol team to revise their indicators and strategies to reflect citizen input.

The **Lisbon** team was masterful in integrating many efforts, sponsored at multiple levels of government into a concentrated focus in one neighborhood. Progress shown by this local team with engaging many governmental partners, non-governmental entities, local institutions of higher learning and residents from the Mouraria neighborhood was extraordinary.

Summary and Lessons Learned in Lisbon:

Challenges:

Because of the magnitude of the revitalization and the number of partners involve, initially it took some time for the group to define a concise set of indicators and strategies.

Lessons Learned:

Lisbon was able to bring together a dynamic group of partners to share the leadership of the reconstruction of Mouraria from multiple sectors of the government and community. It took them a few months, but eventually they were able to agree upon a common set of indicators that responded to the work objectives of all.

ENDNOTES

[i] *The Intercultural City – Planning for Diversity Advantage*, Phil Wood and Charles Landry, Earthscan, 2008.

[ii] Intercultural Cities – Towards a Model for Intercultural Integrations, Publishing Edition, The Council of Europe, Edited by Phil Wood, 2010.

[iii] Intercultural Cities, Governance and Policies for Diverse Communities. 2012

[iv] *Trying Hard Is Not Good Enough* – How to Produce Measureable Improvements for Customers and Communities, Mark Friedman, FPSI Publishing 2005.

[v] Merriam-Webster's Collegiate Dictionary, Tenth Edition, Springfield, Massachusetts, USA

[vi] *Trying Hard Is Not Good Enough* –How to Produce Measurable Improvements for Customers and Communities, Mark Friedman, FPSI Publishing 2005

[vii] Melitopol, Honey City – Executive Committee of the Melitopol City Council, 2012

[viii] Intercultural Cities – City of Tilburg Intercultural Profile, October 2011

[ix] Intercultural Cities – Izhevsk, Russia Profile, March 2008

REFERENCES

*Building Capacity for Local Decision Making – A Series of Six Learning Guide*s, Center for the Study of Social Policy, Washington, D.C., June 2001:
- Theory and Purpose of Local Decision Making
- Working with Members
- Setting a Community Agenda
- Strategies to Achieve Results
- Financing and Budgeting Strategies
- Using Data to Ensure Accountability

Making a Difference in Your Neighborhood – A Handbook for Using Community Decision Making to Improve the Lives of Children, Youth and Families, Center for the Study of Social Policy, Washington, D.C., 2011.

Customer Satisfaction – Improving Quality and Access to Services and Supports in Vulnerable Neighborhoods, Center for the Study of Social Policy, Washington, D.C., 2008.

Intercultural Cities – Lisbon, Portugal Profile, March 2011

Intercultural Cities – Melitopol, Ukraine Profile, March 2008