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Directorate of Anti-Discrimination Intercultural Cities Unit

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Capacity building programme and tools for migrant integration (supporting the implementation of CM/Rec(2022)10)

# Capacity building programme and tools for migrant integration (supporting the implementation of CM/Rec(2022)10)

## Background

The capacity building programme and the tools for migrant integration described in this document build on the work of the "Working Group on Intercultural Integration" (GT-ADI-INT) and focuses on the recommendations contained in the Appendix of <u>CM/Rec(2022)10 on multilevel policies and governance for intercultural integration</u> (adopted by the Council of Europe Committee of Ministers on 6 April 2022) and on the multilevel implementation of the "<u>Model Framework for an intercultural integration strategy for the national level</u>" (adopted by the CDADI in December 2021, hereinafter "the Model Framework"). It further takes into consideration the tools, practices and achievements of the Intercultural Cities (ICC) Programme, as well as a number of pilot and promising initiatives and projects carried out at national and regional levels.

Both the CM/Rec(2022)10 and the Model Framework are meant to enable member states to achieve the successful and effective inclusion of migrants and to realise the potential of diversity and human mobility for societies' development and prosperity.

The Model Framework is a very practical tool for practitioners and an inspirational guide for policy makers on how to successfully design and implement intercultural integration policies within the existing legal frameworks. Recommendation CM/Rec(2022)10 provides the normative basis to orient member states towards the main principles and goals that should be kept in mind when devising those policies.

Yet, the ability to design and implement successful integration strategies through an intercultural and intersectional lens, and through multilevel governance mechanisms may require specific competences and tools. The capacity building programme responds to that need and helps to increase the operational capacity of member states to implement the Council of Europe standards and recommendations made in the field of intercultural integration, with the view to enabling them benefit from the advantages brought by societal diversity, and at the same time promote more inclusive societies and territories, free from all forms of discrimination.

## I. CONCEPT NOTE

## Aim and scope of the capacity building programme

The capacity building programme aims to build member states' capacity to design, implement and monitor intercultural integration strategies that are in line with the concepts and principles contained in CM/Rec(2022)10 on multilevel governance and policies for intercultural integration, as well as with the process, methodological approach, and template structure described in the Model Framework. The scope of the model of intervention is therefore defined by the CM/Rec(2022)10 and the Model Framework, and entails the setting-up of a multilevel governance mechanism to enable the participation of relevant governments at all levels and of stakeholders in the intercultural strategy design and implementation. It therefore contains essential elements and processes that should help any member state to build capacity of policy makers, public officials, and the society at large to work towards reducing inequalities, creating an understanding of diversity as a collective advantage, enhancing and fostering active citizen participation, and improving the well-being, trust, sense of belonging and inclusion of migrants in society. It also builds on the assumption that integration is a two-way street and that the needs and circumstances of both integrating immigrants and the whole society must be taken into account through an

intercultural and intersectional lens and addressed for the benefits of all. The gender equality perspective should also be integrated.

The intervention has been designed to be led in each member state (target area of the proposal) by the relevant authority(ies), but it can be adapted to a multi-stakeholder intervention if needed (for example a consortium). It is also conceived as a customisable model of intervention that is likely to produce similar effects when introduced in other operating environments, and that member states can tailor taking into account specific challenging conditions and strengths.

A non-exhaustive list of activities is also included which can be modified by member states depending on the composition of the leading implementer and on further analysis that should be carried out during the elaboration of the full proposal by the concerned authorities.

## **General Objective**

The General Objective of this capacity building programme is to build member states' capacity to implement CM/Rec(2022)10 on multilevel policies and governance for intercultural integration, and thus contribute to the effective integration and socio-economic inclusion of migrants in European societies, with the view to building more inclusive and prosperous environments.

The long-term impact of this programme also supports the UN Agenda 2030 and its Goal 10 "Reduce inequality within and between countries", with a focus on two specific objectives:

- 10.2: By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.
- 10.3: Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices.

# Specific Objective

The specific objective of this capacity building programme is to foster the design and adoption of a national intercultural integration strategy by promoting ownership and active engagement of state institutions, regional and local authorities, and civil society through multilevel and participatory approaches.

It supports the planning and implementation of comprehensive national capacity-building programmes to design, implement and monitor national intercultural integration policies and actions.

## Methodology of the capacity building programme

The programme builds on a process which requires the involvement of local, regional and national governments and public authorities, as well as coordination among all relevant stakeholders. It is based on the intercultural integration model targeting society as a whole and recognising everyone's equal dignity, identities, contribution and access to resources and opportunities.

The methodology of the capacity building programme is based on the following four pillars:

a) The **intercultural approach** and its four principles as key elements of the integration policies that will be developed at national level:

- i. Ensuring equality
- ii. Valuing diversity
- iii. Fostering meaningful interaction
- iv. Promoting active citizenship and participation

The intercultural model will be applied to promote the potential of diversity and the management of its complexities with a holistic approach in all fields and levels of governance.

The model goes beyond labelling and categorising migrants and focuses on individual assets and empowerment which can contribute to the well-being of the whole society. It further recognises that each individual has a complex identity which makes them unique, avoiding homogenising minority communities or ignoring their internal diversity. The model also considers the multiple and intersectional discrimination suffered by women and integrates a gender equality perspective.

b) A **multilevel governance framework**, involving administrative public institutions working at local, regional and national levels

As recognised by the Model Framework and CM/Rec(2022)10, intercultural integration is, by its nature, a responsibility of all governmental levels – national, regional, and local. It also requires interdepartmental coordination at each level of government, and effective partnerships with non-governmental organisations. The Council of Europe intercultural integration approach encourages institutions at all levels of governance to work together and coordinate visions and actions to promote the potential of diversity, real equality, citizens' participation and meaningful interaction between people and groups with diverse backgrounds. Yet, it also acknowledges that there is no "one-size-fits-all" answer to the question of how the actions within a national intercultural strategy should be distributed between the tiers of governments, or of how to coordinate the work of the national, regional and local administrations, or of how to organise collaboration and consultation with nongovernmental partners. Therefore, this capacity building programme suggests a few elements of multilevel governance framework that could work in the context of as many Council of Europe member states as possible, and provides a matrix with inspirational multilevel governance models (see WP2).

c) A **multi-stakeholder approach**, promoting co-operation among public and private stakeholders

Partnerships among public authorities and other public and private bodies, including civil society organisations, migrants' organisations and the private sector are a key element of the project strategy.

d) A **participatory and systemic co-design** methodology for the development and implementation of national integration strategies

The above-mentioned pillars are integrated by a bottom-up approach, including participatory processes for policy co-creation and co-ordination among relevant public authorities and private organisations. This methodological element will support the ownership and active engagement of institutions and civil society into the proposed process.

# **Expected Outcomes**

The following 4 outcomes are expected to be achieved by the capacity building programme:

1) Public and private stakeholders at local, regional and national level increase their knowledge and competences to effectively contribute to the design and implementation of a national intercultural integration strategy;

- 2) an efficient and effective multilevel governance mechanism of the policy-making process is established;
- national authorities adopt, coordinate and monitor an integration strategy based on the intercultural approach and co-designed taking into account needs, experiences, practices and action plans/strategies existing at the local and regional levels;
- 4) knowledge sharing in and among member states on multilevel governance and intercultural integration at national level is strengthened.

#### II. OUTLINE FOR A CAPACITY BUILDING PROGRAMME

Logical Framework for the capacity building programme (designed using the backward planning methodology)



strengthened

Organisation of thematic events and seminars



Directorate of Anti-Discrimination Intercultural Cities Unit

### Model of work packages and activities

### Work package (WP) 0 – Project management and monitoring and evaluation

Coordination, monitoring and evaluation activities for the management of the project should be defined according to the requirement of the framework chosen for the implementation of the capacity building programme (eg. National Action Plan or Strategy, , multilateral project, etc.).

The following potential activities are recommended:

## 0.1 Elaboration and sharing of programme procedures

## 0.2 Organisation of a Kick-off meeting and Coordination meetings

## 0.3 Monitoring and evaluation of programme results

### Work package (WP) 1 – Capacity building of public and private stakeholders

WP1 should contribute to increasing knowledge and competences of public and private stakeholders that will be involved in the participatory design of multilevel governance mechanisms and intercultural integration strategies.

The following potential activities are recommended:

## 1.1 Design and delivery of a training programme for public and private stakeholders

The training programme will provide competences to public and private stakeholders about multilevel governance mechanisms and good practices, inclusive intercultural integration, and effective policy approaches to support the design of policies and implement them in a multi-stakeholder participatory manner.

The training will support the systematic application of the "intercultural lens", taking into account the intersectional perspective, in the design and implementation of policies and programmes focusing on maximising the value of diversity for society while preventing discrimination and minimising the risk of conflicts.

The training programme may include activities such as:

• Online training sessions, focusing on theoretical elements, examples and good practices, exercises, etc. to facilitate the appropriation of the fundamental principles and methodologies of intercultural integration and multilevel governance:

- Input on the principles of the intercultural approach, considered as a set of elements necessary to design and implement intercultural policies.
- Theoretical and practical contents on integration challenges addressed from a gender equality and intersectional perspectives, and focusing on thematic areas including the specific situation of groups that may be more at risk of discrimination, such as migrant women, children and young people, LGBTI persons.
- Goals, methodologies and good practices to design and coordinate multilevel governance mechanisms.
- In-presence workshops to present and discuss specific topics related to national challenges and priorities.
- A national intercultural integration academy (2-3 days), involving key-actors in an in-presence event to encourage learning and networking between stakeholders (public/private and from different levels of government).

The training activities should ensure the participation of relevant staff and experts that will be involved in the multilevel and multi-stakeholder policy development foreseen for work packages 2 and 3. For this reason, the training will target all relevant stakeholders, such as local, regional and national authorities, economic and social partners, employers, social economy actors and civil society organisations.

A manual for guiding states authorities in the design of their own intercultural competence course has been developed by the ADI-INT to complement the intervention's package (*tool 1*). Similarly, the ADI-INT is preparing a training manual on Equality Data Collection & Analysis to Prevent and Address Systemic Discrimination, to help public authorities identify and prevent those procedures, routines and organizational culture that contribute to less favourable outcomes for minority groups than for the majority of population, from policies, programmes, employment and services (*tool 2*).

# 1.2 Peer review of good practices and organisation of study visits

The knowledge sharing with successful experiences would provide a better understanding of European standards on intercultural integration and on multilevel governance.

For this, a preliminary peer review of replicable good practices should be carried out and one (or more) study visit(s) to other member states could be planned to support the capacity-building process and promote innovative thinking.

A compilation of good and promising practices on projects and programmes implemented in member states, as well as on existing or inspiring multilevel mechanisms is being prepared by the ADI-INT to complement the intervention's package (*tool 3*).

Output WP1:	KPI – Key Performance Indicators (examples)			

An intercultural competence training is	<ul> <li>number of staff from public authorities and</li> </ul>
(designed/customised and) delivered to	private stakeholders trained
relevant public and private organisations	• number of organisations reached (disaggregated
operating at local, regional and national level.	by typology and sector of intervention)
Ideally, the Manual for designing an intercultural	• % of trainees indicating a "good" or "very good"
competence course, developed by the ADI-INT	improvement of competencies
should be translated in national language and	• number of relevant experiences from other
used as a basis for developing a tailor-made	countries shared
course to be recommended or made	
compulsory for the relevant public officials.	

### Work package (WP) 2 – Multilevel governance

WP2 should aim at developing coordination and consultation tools to facilitate coherence, collaboration and communication at the different levels and in the different areas of intercultural integration, considering that a successful integration of third country nationals necessarily involves a range of policy areas (and related stakeholders) and the coordination of competences amongst different administrative levels.

These mechanisms will also guarantee that the intercultural integration approach is embedded into public integration policies, as a key-methodological element for the whole initiative.

Some key elements of multilevel governance should be kept in mind:

Element 1 - Political leadership: it is important to ensure that the principle of multilevel governance – including inter-departmental co-operation at all levels of governments - is actively supported at the highest possible level;

Element 2 – Expertise and research: the action of the bodies politically responsible for multilevel governance of intercultural integration could be complemented and enhanced by the setting-up of a dedicated agency or research observatory in charge of favouring evidence-based policymaking and – if appropriate – broker connections between the different levels of government, vertically and horizontally, as well as with civil society and non-governmental organisations;

Element 3 – A coordinated vision: National integration strategies should embed a multilevel, shared vision of intercultural integration, so to be able to act as shared framework for the regional and local strategies. The latter would therefore be more fine-grained action plans, focusing on the measures and actions to implement that shared vision.

Element 4 – Consultation and cooperation: there should be formal, regular meetings between the key representatives of the different levels of governments and – to some extent – of the civil society and NGOs, to address issues arising from the implementation of the national integration strategies. A certain degree of horizontal co-production should be also secured, across and within all levels of governments, give the complex and cross-departmental nature of intercultural integration. Mechanisms to ensure the participation of representatives from migrant, refugee and intercultural organisations should be put in place (eg. Integration councils or similar).

The following potential activities are recommended:

# **2.1** Creation of a "Multilevel Hub" to facilitate dialogue and cooperation among different levels of the public administration

The Multilevel Hub would coordinate the contributions of different public bodies (ministries, regional and local authorities) to ensure effectiveness and efficiency of the multilevel governance process and its sustainability over time. The Hub would also guarantee that the intercultural approach and its principles are a cross-cutting element in integration policies.

The Hub could be coordinated by a public actor or by an independent body with research capacities, under the authority of a Ministry or national agency, and supported by a range of experts, to implement a set of tasks<sup>1</sup>:

- Help identify and align the strategic needs and goals of all levels of governance in relation to intercultural integration.
- Ensure coherence between national, regional and local plans on intercultural integration.
- Assure the complementarity of actions and the pooling of resources, skills and expertise.
- Stimulate the sharing of expertise, skills, knowledge and know-how to better achieve common goals.
- Ensure coherent communication of objectives with the general public.
- Facilitate consistent monitoring and reporting systems, thus ensuring that plans are monitored coherently at different levels.
- Foster the consistent participation of social actors and civil society in all stages of the strategy development and implementation.

According to these tasks, the Multilevel Hub would play a key-role in the process of elaboration of the national integration strategy and in the following proposed activities. Tool 3 will include case studies and a matrix with inspirational models of multilevel governance.

# 2.2 Multilevel analysis of existing integration policies and gaps

An **assessment of integration policies** (at national, regional and local levels), related institutional frameworks, and existing needs, gaps and weaknesses will be carried out under the coordination of the Multilevel Hub and recommendations will be presented.

The evidence-based analysis will focus on the situation to be addressed, through the prism of equality, diversity, interaction and active citizenship and participation. The methodology for developing the analysis could include – as an example - the submission of an exploratory questionnaire, a desk analysis and in depth-interviews with relevant officials, policy makers, experts and technicians.

The final output will provide an overview of the state of integration policies at different administrative levels and the review of existing frameworks.

# 2.3 Establishment of Consultative Platforms with private stakeholders

<sup>1</sup> From the "Model framework for an intercultural integration strategy at the national level", p. 37

A **preliminary mapping and involvement of stakeholders** should be carried out to ensure that their challenges and contributions are integrated into the multilevel strategy of the action. For this, a stakeholders' mapping matrix will be elaborated to record relevant information for all relevant stakeholders. In addition, stakeholders and civil society should be encouraged to ensure a gender balance in their composition.

Furthermore, where they don't already exist, one or more Consultative Platforms (at national or regional level) will be created with the participation of relevant stakeholders from key sectors which have their focus on Third Countries Nationals' (TCNs) integration:

- a) Civil society organisations working on integration of migrants
- b) Migrants' organisations and communities
- c) Academia and research centers
- d) Private sector organisations, including employers and employers' organisations
- e) Media

The Consultative Platforms, under the coordination of the Multilevel Hub, would support the design, implementation, monitoring and evaluation of the national integration strategies, promoting an environment in which stakeholders can generate new ideas for tackling common challenges and interact with national, regional and local authorities.

Moreover, the Platforms promoted by the Multilevel Hub are an important player in **strengthening the accountability system, increasing the possibility to succeed and ensure a broad ownership of the results**.

Output WP2:	KPI – Key Performance Indicators (examples)
<ul> <li>A framework for the multilevel governance of the policy design is established (Multilevel Hub), or existing structures are adapted to function as such a framework</li> <li>A multilevel analysis of the existing integration policies at local, regional and national levels is elaborated</li> <li>Consultative Platforms are established with the participation of relevant stakeholders</li> </ul>	<ul> <li>Number of public actors involved in the multilevel Hub (disaggregated by level of intervention)</li> <li>Number of organisations participating in the Consultative Platform (disaggregated by typology and sector of intervention)</li> <li>Number and quality of interactions among different levels of administration</li> <li>Number and quality of interactions among different stakeholders (public/private)</li> </ul>

# Work package (WP) 3 – Elaboration, testing and monitoring of a national intercultural integration strategy based on multilevel cooperation

Following the work packages 1 and 2, the capacity building programme should promote the elaboration of an intercultural integration strategy, based on the multilevel governance and multi-stakeholder mechanisms (the Multilevel Hub and the Consultative Platforms).

The following potential activities are recommended:

# **3.1** Co-design and consultation activities for the elaboration of a national strategy to implement the Model Framework

The Multilevel Hub will elaborate a workplan for the elaboration process providing information regarding the objectives of the process, the main activities to be carried out and the timeline.

Consultation activities (meetings, focus groups, interviews, etc.) with public and private actors will be carried out at local, regional and national levels to ensure the incorporation of all relevant views into the policy-making process, including the collection of inputs on priorities to be addressed, potential actions, risks to be taken into account, etc.

The consultation phase will develop a wide process in which public authorities will work together with private stakeholders (with the support of co-design specialists and experts) and, based on the workplan, it will provide inputs and contents for the elaboration of the integration strategy.

<u>As final output, a national multilevel intercultural integration strategy will be elaborated</u> based on the results of the above participatory process and the work carried out by the multilevel governance mechanisms (Multilevel Hub and Consultative Platforms), with the technical assistance of external experts.

The strategy will not only include commitments by the national authority but also involve the stakeholders (local and regional authorities, civil society organisations, employers, etc.) to undertake specific actions to foster the intercultural approach into their integration actions.

According to the "Model framework for an intercultural integration strategy for the national level", the national strategy should integrate the following elements<sup>2</sup>:

- An evidence-based analysis of the situation that is to be addressed, through the prism of equality and non-discrimination, diversity, interaction and participation;
- > an overarching aim to identify the expected outcome and its advantage for the whole society;
- > a set of specific objectives which would realise that aim if achieved;
- legislation, policies, programmes, projects and initiatives, already existing or developed with users to implement them;
- the structures/mechanisms needed to provide a coherent framework and to drive a full and effective implementation of the strategy;
- designated actors to take responsibility, including co-production by users;
- > the scale and source of resources required for implementation;
- the vehicles and plan for communication of the policy and to whom;
- > arrangements for monitoring and evaluation of its effectiveness; and
- > the means for review and revision of the policy in that light.

# 3.2 Implementation of pilot actions of the multilevel integration strategy

The capacity building programme should support the member states in putting the multilevel integration strategy into practice, by providing technical assistance for the implementation of pilot actions at local, regional or national level.

<sup>2</sup> Model framework for an intercultural integration strategy at the national level, page 37

According to the expected results of the strategy, one or more actions should be funded aiming at testing measures such as services, tools, trainings, multilevel governance mechanisms, that will contribute to achieving the goals of the national strategy.

The funded actions should be managed by public or private actors and supported and monitored by the Multilevel Hub. The support should also foresee technical assistance to scale up pilot actions, to reach a wider impact and disseminate results.

A technical and/or impact evaluation of the pilot actions could be foreseen to provide evidence of their results and lessons learnt.

# 3.3 Development of a policy monitoring tool

A monitoring tool could be created to monitor the progress of the multilevel governance mechanisms in the implementation of the intercultural integration strategy.

The tool could be based on existing instruments that could be adapted to the scope of the present proposal and its level of intervention (national), such as:

- The Intercultural Cities Index, developed by the Council of Europe Intercultural Cities (ICC) Programme targeting the local level (cities);
- the Migrant Integration Policy Index (MIPEX) and its "regional" version (MIPEX-R, developed by the REGIN Project) providing indicators for key-areas of migrant integration at national and regional level;
- the Social Trust Barometer, measuring the impact of integration actions and cohesion/social integration in regional and national communities (currently under development).

The monitoring tool could assess the proposed multilevel integration model providing an evidence-based analysis with a set of indicators that will show strengths and weaknesses and suggest possible improvements. A first version (prototype) of the tool could be elaborated and tested in the framework of the present capacity building programme in order to collect feedbacks and produce the final version.

A basic set of indicators to monitor progress in multilevel governance will be prepared by the ADI-INT to complement the intervention's package (*tool 4*).

Output WP3:	KPI – Key Performance Indicators (examples)
<ul> <li>An intercultural integration strategy is elaborated and validated</li> <li>A methodological tool for monitoring national integration activities is developed and tested</li> <li>Pilot integration actions are implemented</li> </ul>	<ul> <li>Final positive evaluation of the intercultural integration strategy from the key-stakeholders (including migrants' organisations)</li> <li>Final positive evaluation of the testing phase of the monitoring tool</li> <li>number of pilot actions implemented</li> </ul>

•	number	of	stakeholders	and/or	final	
	beneficia	ries i	reached by the	pilot actic	ons	

## Work package (WP) 4 - Dissemination and knowledge sharing

WP4 should ensure the dissemination of project results and the exchange of experiences on intercultural integration strategies design and implementation, both within the implementer state and among member states.

The following potential activities are pre-identified:

## 4.1 Communication and awareness raising

The capacity building programme could design a communication plan for the strategy aimed at communicating consistently to citizens about its goals, actions and concrete impacts of intercultural integration policies. Proper communication strategies should be developed to underline the advantages of diversity for society and they should also rely on multipliers and citizens' networks to promote this message. Specific communication actions or campaigns can be developed, including for instance PR campaigns with images, slogans, social media presence.

Other potential actions are: use ambassadors (online and offline) to promote the strategy; engage journalists and build media partnerships, organise local and/or national awareness raising events.

## 4.2 Transfer Clusters for online networking

Transfer Clusters could be set up to present the results of capacity building programmes and tools developed within such programmes to other member states and to provide a structured platform for the transnational exchange. The goal of the clusters would be to facilitate the adoption of methodologies and best practices developed by the capacity building programme, ensuring a coherent exchange among stakeholders with similar contexts and priorities.

# 4.3 Organisation of thematic events and seminars (at national and/or European level)

National events could be organised to foster the sharing of experiences and successful integration practices and promote the exchange and dissemination of good practices at local, regional and national level. These meetings will provide an important moment to disseminate lessons learnt and concrete tools tested by the capacity building programme, where public authorities and private stakeholders acquire information and grasps ideas on successful integration strategies.

Furthermore, one or more European events could be carried out to share project experience with other member states and facilitate the transnational dissemination of its outputs.

Output WP4:	KPI – Key Performance Indicators (examples)

٠	A communication plan is implemented	•	number of stakeholders and citizens
•	Results and knowledge sharing is promoted		reached by communication activities
	at national and European level	•	number of member states sharing project
			experience
		•	number of stakeholders reached by
			dissemination activities
		•	where appropriate, number of surveys and
			opinion polls aimed at measuring behaviour
			change (among stakeholders and citizens)

### Funding and resources for the implementation of the capacity building programme

Adequacy of funding and staffing is a key factor for the effectiveness and impact of the capacity building programme. Funds should be structural and secured on a mid/long-term. The costs to be estimated are subject to many variables that should be identified by each member state during the elaboration of the full project proposal. Member states may wish to raise additional funds from external funding sources to complement the initial intervention, increase the scope of the implementation of the pilot phase, or test additional actions that would potentially raise the ambitions of the programme.