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EVALUATION

Evaluation of the Intercultural Cities programme's services and tools

Evaluation Report

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Mandated by:

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Acronyms and Abbreviations

ADI-INT	Committee of Experts on Intercultural Integration of Migrants
CDADI	Steering Committee on Anti-Discrimination, Diversity and Inclusion
CoE	Council of Europe
COVID-19	Coronavirus disease 2019
CSO	Civil Society Organisation
ECRI	European Commission against Racism and Intolerance
EPI	European Pact for Integration
EU	European Union
EUR	EURO
GT-ADI-INT	Intergovernmental Working Group on Intercultural Integration
ICC	Intercultural Cities
ICEI	Istituto Cooperazione Economica Internazionale
IRN	Intercultural Regions Network
MCA	Mayoral Combined Authority
MIPEX	Migration Integration Policy Index
MIPEX-R	Migration Integration Policy Index For Regions
NGO	Non-Governmental Organisation
RCD	Rete Città del Dialogo (Network of Intercultural Cities [Italy])
RECI	Red de Ciudades Interculturales (Network of Intercultural Cities [Spain])
RPCI	Rede Portuguesa das Cidades Interculturais (Portuguese Network of Intercultural Cities)
UK	United Kingdom
UN	United Nations
UNHCR	Office of the United Nations High Commissioner for Refugees

Executive summary

Introduction

This evaluation report covers the Council of Europe's (CoE) Intercultural Cities (ICC) programme. The evaluation was commissioned by the CoE's ICC Unit and was conducted from April to September 2022. It covers the period from 2016 to 2022.

This is primarily a formative evaluation. It was launched by the ICC Unit with an emphasis on identifying areas for enhancement and fine-tuning of the programme, rather than the assessment of achievements and successes, which the ICC Unit notes is already covered by several evaluation reports. The evaluation results are intended to be used by the ICC Unit in improving the programme.

This evaluation report assesses the added value of the ICC programme and its influence on city policies and practices, and its impact at community level. It reviews: the support provided by the programme to ICC cities; the engagement of ICC cities in programme and network activities; the institutionalisation of ICC principles and practices by ICC cities; and the functioning of national ICC networks. An important question for the evaluation is how the programme can be leveraged to promote a multilevel governance approach, so that ICC principles and approaches are incorporated into national frameworks and guidelines. It also aims to support the ICC Unit with better alignment of the ICC programme with the work of the new intergovernmental Committee of Experts on Intercultural Integration of Migrants (ADI-INT), and the possible reprioritisation of the ICC Unit's work in view of the continuing increase in the number of ICC cities, the evolving integration challenges they face, and limitations on the resources available to the Unit.

The evaluation is based on extensive desk research, quantitative analysis of programme data, stakeholder interviews, and a survey of ICC member cities.

Key conclusions

Relevance: The programme offers a wide range of services and tools from which most ICC cities can select options that address some of their needs. In particular, the programme helps cities to improve intercultural integration in a systemic way by addressing structural barriers to intercultural integration, rather than by simply addressing symptoms. The programme also helps cities to address specific crises or risks with thematically targeted services and tools. However, the growth of the ICC international network has not been accompanied by an increase in the ICC Unit's resources, and this has made it harder for it to develop services and tools to meet diverse needs, and the many services and tools on offer are not optimally packaged or presented, which makes it hard for members to prioritise them. Clearer objectives and enhanced communication would make it easier for cities to understand how engagement with the programme can help them.

The international and national ICC networks address an important need for experience sharing, mutual learning, and cooperation between cities. However, in some countries, these networks may overlap with formal and informal city networks working on similar issues.

A change in strategy, rather than specific services or tools, is needed to promote multilevel governance.

Effectiveness: The programme has been instrumental in developing a more strategic, systemic approach to intercultural management by cities, and this in turn has led to developments such as increased multi-sectoral working, mainstreaming of intercultural integration concepts and approaches throughout the organisation, greater engagement

of different community groups in implementing intercultural strategies, and greater emphasis on activities that bring different groups in the community together. Some cities have a long track record of work on intercultural integration before joining the ICC programme, and for these cities the programme has not necessarily led to specific changes, but it provides validation, inspiration, ideas, and motivation to continue development and adaptation of their intercultural work.

The overall effectiveness of the programme depends heavily on the continuing engagement of member cities. However, many of the cities listed on the ICC website are not so actively engaged in the ICC networks, many have not repeated the index in a number of years, and some have never done it, although a few have done it up to four times. Lack of engagement in the programme may be attributable to changing political priorities, interest in the ICC image rather than its substance, and multiple crises in recent years that compete for diminishing local government resources. Lack of clarity about what the programme offers and how it can help cities also constrains their engagement.

The ICC index is the programme's main tool and should continue to be prioritised, as it helps cities to develop a more strategic, systemic approach to existing and emerging challenges. The index is most effective when all relevant city departments are actively engaged in the process, and it is linked to intercultural strategy development or renewal. The effectiveness of other services and tools is greater when they are linked to the recommendations and strategies emerging from the indexing process.

Impact: Examples were provided of how the programme has enhanced perceptions and relations amongst different groups in the community, and some interviewees consider that the programme has helped to mitigate or avert potential crises. However, there is a need to focus more on how cities assess the outcomes of strategies and specific initiatives, as there appears to be very limited systematic evidence about this.

Sustainability: Many cities are implementing strategies that incorporate ICC principles and may include new policies and approaches, new or changed structures, and new functions. The cities most likely to institutionalise ICC principles and approaches are already highly committed to intercultural objectives. These cities tend not to rely on a single ICC coordinator, but responsibility is shared by a group. Institutionalisation is limited where the ICC programme is seen as an add-on to address specific problems from time to time, rather than as something to be mainstreamed throughout the organisation. It is doubtful that the programme can directly influence the role and profile of ICC coordinators within many cities. The programme could indirectly influence this by making the objectives and benefits of the programme clearer and more concrete.

Main strategic recommendations

- The ICC Unit in close consultation with the ICC member cities should establish an ICC steering group to provide strategic guidance to the programme. See Rec. 1

- The CoE should promote and mainstream the programme within the organisation to ensure that the programme works more through CoE structures in its advocacy, guiding, and influencing work at national level. See Rec. 2

- The ICC Unit should work more through existing city networks and clusters within countries at national and sub-national levels. See Rec. 3

- The ICC Unit should prioritise services and tools that directly support implementation of strategies and recommendations emerging from the indexing process. See Rec. 4

- The ICC Unit should periodically review the viability of existing, and potential new, national networks according to established criteria. Based on this review, the ICC Unit should allocate resources to viable networks reflecting the work performed and the work to continue to be performed. See Rec. 6

Main operational recommendations

- The ICC Unit should communicate the objectives of the programme and how it is governed and managed more clearly. See Rec. 9

- The ICC Unit should clearly and transparently reflect on its website the level of engagement of cities and national networks in the programme. See Rec. 10 (v)

- The ICC Unit should better organise and package its services and tools. See Rec. 14

- The ICC Unit should ensure clarity and transparency around membership fees. See Rec. 15

- The ICC Unit should put in place a systematic approach to following up with international cities periodically to discuss progress in implementation of strategies. See Rec. 18

1   Introduction

1.1   Background

This evaluation report covers the Council of Europe's (CoE) Intercultural Cities (ICC) programme. The ICC programme was launched in 2008 as a pilot project targeting 11 cities and is managed by the ICC Unit in the CoE's Anti-Discrimination Department. The programme has grown significantly since it was launched, and as of mid-2022, the programme website listed 156 member cities in 35 countries, primarily in Europe, but also in North and Central America, North Africa, and Asia Pacific. In order to meet the diverse needs of the expanding membership, the range of services and tools offered by the programme has also increased. The evaluation was commissioned by the CoE's ICC Unit and was conducted from April to September 2022.

1.2   Scope and purpose of the evaluation

The evaluation covers the period from 2016 to 2022. It covers the programme globally, although the main focus is on European cities.

In view of the continued growth of the ICC programme, the evolution of the intercultural integration concept, and the need to incorporate a multilevel governance dimension, the ICC Unit is seeking to better align its work with the new intergovernmental Committee of Experts on Intercultural Integration of Migrants (ADI-INT) and to identify possible adjustments to its work so that it continues to manage the programme efficiently and effectively. Furthermore, the ICC Unit wishes to explore how it can promote and leverage national networks to increase the reach of the programme, promote network effectiveness and sustainability, and develop 'smart' ways of engaging with the growing number of cities in the International ICC network, which engage directly with the unit.[1] It is also interested in understanding which tools and services are most useful to cities in general, and if it should narrow the focus of its work to specific issues, because while all tools are used and the feedback is very positive, some tools are not used as much as expected. The ICC Unit also wishes to assess the added value of the programme and its influence on city policies and practices as well as developments at community level.

The evaluation also considers the extent to which the ICC philosophy and values have been institutionalised and mainstreamed in member cities. A particularly important question for the evaluation is how the programme can promote a multilevel governance approach, so that ICC principles and approaches are better incorporated into national frameworks and guidelines.

More specifically, the evaluation addresses the following questions grouped under four OECD/DAC criteria, namely the relevance, effectiveness, impact and sustainability of the ICC programme's services and tools:

Relevance
- To what extent do the ICC programme's services and tools respond to the intercultural integration challenges experienced by different cities?

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[1] Members of the international ICC network engage in the ICC programme directly with the ICC Unit. In ICC terminology, members of the International ICC network are referred to as 'international cities'. Members of national ICC networks engage with the ICC programme through a national ICC network coordinator. In ICC terminology, these are referred to in this report as 'national cities'.

- Which services and tools do, or would, best respond to needs in terms of multilevel governance and cooperation for intercultural integration?

Effectiveness

- To what extent have the ICC programme and its services and tools led to improved intercultural knowledge, understanding, approaches and overall performance amongst local authorities? Which factors have facilitated or constrained the effectiveness of ICC tools and services?

- Which ICC tools and services are achieving the best results and should be prioritised in the future? What additional/new services and tools, if any, should be prioritised in future?

Impact

- To what extent are the ICC programme's services and tools contributing to positive changes in attitudes, perceptions and interactions within and between different groups in cities?

Sustainability

- To what extent have key ICC roles, principles, and processes been institutionalised, mainstreamed, and further developed by local authorities? What are the main constraints to institutionalising and mainstreaming key ICC elements?

- How could the ICC programme contribute to increasing the autonomy and legitimacy of ICC coordinators' work in their cities?

The evaluation questions were slightly refined, reformulated and regrouped during the evaluation. The terms of reference, with the original set of evaluation questions, are provided in Annex 1. The evaluation matrix is provided in Annex 2.

1.3   Evaluation methodology

The evaluation is based on extensive desk research, secondary data quantitative analysis, interviews with ICC stakeholders, and a survey of ICC member cities. One of the evaluators also attended a public ICC launch event in a city that recently completed the ICC index.

The **desk research and secondary data analysis** were comprised of the following:

- Review of approximately 80 CoE and external documents and webpages (see Annex 3);

- Analysis of ICC index results;

- Analysis of ICC membership data from the ICC programme website;

- Analysis of data on approximately 600 best practices from the ICC website.

Interviews: In addition to multiple discussions with the ICC Unit, 40 interviews were held involving 45 stakeholders (29 female and 16 male). These are summarised in Table 1 below and the full list of interviewees is provided in Annex 4.

Table 1: Stakeholder interviews

	Number of interviewees		
Stakeholder group	Female	Male	Total
Council of Europe	3	2	5
ICC city coordinators and other representatives of member cities	16	11	27
ICC experts and national network coordinators	6	1	7
Civil society organisations	3	0	3
Partner organisations	1	1	2
Representatives of national or regional authorities	0	1	1
Total	29	16	45

The sampling methodology aimed to ensure that cities with different characteristics were engaged in the evaluation (location, size of city, level of engagement in the programme, non-member cities). The methodology also defined the types of stakeholders to be interviewed in each city.

Interview feedback was parsed and input into a spreadsheet, where it was categorised, analysed and grouped. This enabled the systematic identification of key themes and issues, which are reflected in the findings, summarised in the conclusions, and are addressed by the recommendations.

Survey: A link to an online survey in English and French (with translation in Italian, Portuguese, and Spanish in separate documents) was sent directly to coordinators of cities that are members of the international ICC network. The link was also sent via national ICC network coordinators to cities that are members of national ICC networks in Australia, Canada, Italy, Morocco, Portugal, Spain and Ukraine[2]. The survey link was sent to ICC coordinators in 60 international cities. 41 member cities completed the survey: 18 international cities and 23 national cities. The survey questions are provided in Annex 6.

1.4 Difficulties encountered during the evaluation

Difficulty in reaching stakeholders made it challenging to apply the interview sampling methodology. In total, the evaluators approached, in many cases multiple times, approximately 70 stakeholders for interviews. Many did not respond at all. There was no interest from the non-member cities approached to engage with the evaluation. The rate of response to the survey of member ICC cities remained low, despite several reminders. Nevertheless, the number of responses is sufficient to provide useful insights.

1.5 Limitations of the evaluation

With the exception of the ICC index, it has not been possible to analyse services and tools in any depth. There are many services, tools and resources and they are not

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[2] Presented in alphabetical order.

clearly defined or packaged, and interviewees are unclear about what constitutes a service or tool. Different documents, and the ICC website, present services and tools differently.

It has not been possible to assess the extent to which ICC services and tools address gender and human rights. This would have required a detailed analysis of the services and tools, of which there are many, and how they are contextualised and applied by member cities. This on its own would have consumed much of the evaluation resources and could justify a study in its own right. However, it is important to note that the entire programme addresses human rights as it aims to promote intercultural integration and thus improve the situation of vulnerable and marginalised groups. In the same way it is understood that the programme addresses gender and there are examples of tools that can be contextualised specifically to address gender concerns (e.g. anti-rumours and anti-hate speech tools and guidelines).

Impact (changes at community level) is assessed only to a very limited extent. There appears to be little, if any, systematic monitoring of ICC strategy implementation, engagement in ICC programme activities, or deployment of ICC tools and resources. In a small number of cases, interviewees referred to public perception surveys but were unable to attribute developments to the ICC programme, in part because these cities also participate actively in other city networks working on closely related issues. Community surveys and community engagement were beyond the scope of the evaluation, which focused on ICC member cities and their engagement in the programme and use of ICC services and tools.

2 Overview of the ICC programme

2.1 Background

The ICC programme was launched by the CoE in 2008 as a pilot project. *'It is a capacity-building programme that aims at supporting public authorities (mainly cities, but also regional and/or state authorities) across Europe and beyond to devise integration and diversity management strategies cutting across institutional silos and mobilising leaders, policy officers, professionals, businesses and civil society behind a new model of integration – intercultural integration – which is based on the mixing and interaction between people from different ethnic, religious and linguistic backgrounds and on turning diversity from a stumbling block into a steppingstone.'[3]*

The ICC programme is funded from the CoE's ordinary budget and fees paid by ICC network member cities. From 2016 to 2021, the ICC programme had an average annual budget of EUR 396,500. Over the next four years, the programme's annual budget is estimated at EUR 410,000.[4]

2.2 Programme logic

Figure 2 below (page 9) presents a reconstructed theory of change for the ICC programme, based primarily on normative and strategic CoE documents and feedback

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[3] Council of Europe (01/2022), *'Mid-term evaluation and re-prioritisation of the Intercultural Cities programme's services and tools – Terms of reference'*, p. 1.

[4] Council of Europe (01/2022), *'Mid-term evaluation and re-prioritisation of the Intercultural Cities programme's services and tools – Terms of reference'*, p. 2.

from interviewees during this evaluation. The theory of change was constructed to present the subject of the evaluation in more detail but was not tested during the evaluation. The theory of change is based exclusively on the research done during the course of the evaluation, as the evaluators were not provided with an existing logical framework or theory of change.

The figure should be read from left to right. CoE legal instruments and Committee of Ministers' recommendations provide the normative basis for the programme and CoE member states. The ICC Unit and ICC experts provide support and resources to help cities assess and develop their intercultural integration policies, strategies, and practices. Through the international and national ICC networks that are integral to the programme, ICC member cities are expected to share experiences, learn from each other, and cooperate on joint initiatives. These activities lead to new/improved policies, legislation, and practices that promote respect for diversity and inclusion, and the combating of discrimination is enhanced. This leads to inclusive societies where everyone enjoys their rights without any discrimination.

2.3   Normative basis of the ICC programme

A 2008 CoE White Paper on Intercultural Dialogue provided the original basis for the work of the ICC programme. It defined the concept of intercultural dialogue, set out the conditions for intercultural dialogue and made recommendations about how to achieve this. It also explained the CoE's central role in the process, and presented ongoing and planned CoE initiatives and tools that supported the process. In particular, *'The Council of Europe is committed to strengthening democratic citizenship and participation through many of its programmes, among them "Intercultural Cities", a capacity-building and policy development field programme. Participating cities will work towards intercultural strategies for the management of diversity as a resource. The programme will be developed in co-operation with a range of intergovernmental and non-governmental partners.*[5] The ICC unit notes that, while the White Paper remains relevant, it does not reflect the current state of development. The ICC programme has evolved significantly in the 14 years since the White Paper was published, and goes well beyond what was originally envisaged in the White Paper.

The programme was envisaged *'to assist cities to excel as spaces of intercultural dialogue, through peer review and the exchange of good practice on governance, media, mediation and cultural policy'*.

In 2015, the CoE's Committee of Ministers recommended to member states that they should promote intercultural integration at city level and the use of tools and approaches developed by the ICC programme (although the programme was not explicitly identified), and to take the overall intercultural dialogue model into account in the development of national migration policy.[6]

The ICC programme is referred to under Pillar 3[7] of the Council of Europe Action Plan on Protecting Vulnerable Persons in the Context of Migration and Asylum in Europe (2021-2025): Member States are encouraged to *'Develop a multilevel policy framework for intercultural integration taking as a starting point CM/Rec(2015)1 on intercultural*

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[5] Council of Europe (02/05/2008), *'White Paper on Intercultural Dialogue – "Living Together As Equals in Dignity"'*, p. 24
https://wcd.coe.int/ViewDoc.jsp?id=1284673&Site=COE&BackColorInternet=C3C3C3&BackColorIntranet=EDB021&BackColorLogged=F5D383

[6] Council of Europe (21/01/2015), *'Recommendation CM/Rec(2015)1 of the Committee of Ministers to member States on intercultural integration'*
https://wcd.coe.int/ViewDoc.jsp?id=2282331&Site=COE&BackColorInternet=C3C3C3&BackColorIntranet=EDB021&BackColorLogged=F5D383

[7] Pillar 3 Fostering democratic participation and enhancing inclusion (human rights and democracy).

integration and the results of the Intercultural Cities programme and its Inclusive Integration Policy Lab'.

The Steering Committee on Anti-Discrimination, Diversity and Inclusion (CDADI) makes several references to the ICC programme in its Model Framework for an Intercultural Integration Strategy at The National Level.[8]

In April 2022, a recommendation adopted by the Committee of Ministers of the Council of Europe encouraged member states to adopt a multilevel governance approach to promoting intercultural dialogue. The ICC programme is not mentioned in this recommendation, but the programme clearly has a vital role to play in this.[9]

2.4 Location of the ICC programme in the Council of Europe

The ICC programme is a standalone programme of the CoE Secretariat's Directorate of Anti-Discrimination located within the Directorate General of Democracy and Human Dignity (see Figure 1 below).[10] There are currently six team members working on the programme, including one staff member working part time (80%). Two members of the team also work on EU/ CoE Joint Projects, and two others also work intensively with the Committee of Experts on Intercultural Integration of Migrants (ADI-INT).

Figure 1: Location of the ICC programme

Source: based on the Council of Europe organisational chart.

The programme contributes to the work of ADI-INT, which was established in January 2022, and the Head of the ICC Unit and Programme Manager also acts as the Secretary of the Committee. The ICC Unit had already supported the work of the former Intergovernmental Working Group on Intercultural Integration (GT-ADI-INT) during the pilot phase of ADI-INT in 2020 and 2021. Three major documents were produced, two of which were adopted by the relevant steering committee during that time, with the third adopted by the Committee of Ministers in April 2022. The ICC Unit supported this work intensively. ADI-INT is itself subordinated to CDADI and has been mandated to deliver, by the end of 2025:[11]

• A capacity-building programme and tools for migrant integration to support implementation of a recommendation on multilevel policies and governance for intercultural integration;

• A feasibility study and possible new legal and/or benchmarking instrument on comprehensive strategies for inclusion.

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[8] Council of Europe Steering Committee On Anti-Discrimination, Diversity And Inclusion (CDADI) (10/2021), '*Model Framework for an Intercultural Integration Strategy at the National Level – Intercultural Integration Strategies: Managing diversity as an opportunity*'
https://rm.coe.int/prems-093421-gbr-2555-intercultural-integration-strategies-cdadi-web-a/1680a476bd

[9] Council of Europe (06/04/2022), '*Recommendation CM/Rec(2022)10 of the Committee of Ministers to member States on multilevel policies and governance for intercultural integration*'
https://search.coe.int/cm/pages/result_details.aspx?objectid=0900001680a6170e

[10] Council of Europe (undated), '*eDirectory - OrgChart*' [organisational chart of DGII: Directorate General of Democracy]
https://cs.coe.int/_layouts/15/orgchart/OrgChartCust_A.aspx?key=176&lcid=1033%20https://cs.coe.int/_layouts/15/orgchart/Image.aspx?pdf=52916a5a-4d76-4b3d-955c-d327183bc640

[11] Council of Europe (2021), '*Extract from CM(2021)131-addfinal – Committee Of Experts On Intercultural Integration Of Migrants (ADI-INT)*' [mandate of the committee].

2.5   Structure of ICC membership

Cities can join the programme/network as members of the international ICC network ('international cities' in ICC terminology) or via membership of national networks ('national' cities in ICC terminology). Members of the international ICC network engage directly with the CoE's ICC Unit, while members of national networks engage with the programme through their networks. The latter are free to engage in activities organised by the ICC programme together with members of the international network, when there are seats left and there is no additional interest from members of the international network. Many national network members also directly contact the ICC Secretariat in Strasbourg with requests for assistance. The ICC Unit notes that membership of the international ICC Network is more suitable for cities with a strong international outlook, that are able to work and cooperate in English or French, and willing to influence in an international context. Membership of national ICC networks is suitable for cities that prefer to work in a local or national context. As of mid-2022 there are eight national ICC networks,[12] one sub-national network (Quebec), two regional networks (Asia-Pacific Network of Intercultural Cities, Intercultural Regions[13]), and five district networks in Cyprus.[14]

The ICC programme membership pages include a further category of cities: 'index-only'. These are cities that have gone through the indexing process but do not participate in other network/programme activities and are not members of the ICC programme/network. Further information about this ICC Index is presented in section 3.4.2 and Annex 13.

ICC international cities and national networks have coordinators that liaise with the ICC programme, act as focal points and coordinate intercultural activities within their cities and networks respectively.

National cities also have ICC coordinators and the ICC programme communicates with these through the national network coordinators. The roles of the three types of ICC coordinator are outlined in 'Mission Description for ICC Coordinators'.[15]

The ICC programme/network has grown steadily over the years and as of May 2022, the ICC website listed 156 members (including 14 index-only) in 35 countries in Europe, North and Central America, North Africa, and Asia Pacific. Other cities and regions are associated with the programme through other networks and, indirectly, projects (e.g. the European Pact for Integration (EPI) project). All 168 cities (including non-members e.g. the region of Catalonia and EPI project cities) in 38 countries have been engaged in ICC programme activities as members and/or have completed the index process. Further analysis of ICC membership is provided below (3.5.1).

Specifically, since 2016, the index process has been completed 79 times by a total of 70 cities, accounting for 43% of all times the process has been completed since 2009. Nine cities completed the index twice during this period.[16] Membership has increased by 65, an increase of approximately 71%.

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[12] Council of Europe (2022), *'Intercultural Cities Networks'*
https://www.coe.int/en/web/interculturalcities/networks

[13] Assembly of European Regions (2022), *'Intercultural Regions Network'*
https://aer.eu/interculturalregions/

[14] A national network of Australian cities has also recently been established.

[15] Council of Europe (06/2020), *'Mission Description for ICC Coordinators'* [date extracted from document metadata]
https://rm.coe.int/mission-description-for-icc-coordinators/16809ebba0

[16] 49 cities have not repeated the index since 2015 or earlier, and 51 cities have never done the index.

2.6   Looking ahead

Political developments in recent years, in the context of significant migration and refugee flows into Europe (and elsewhere), may have undermined commitment to the programme, or may have made it difficult for committed cities to continue engagement in the programme due to political pressure.

The resources of the ICC Unit, which manages the programme, are constrained and it is increasingly challenging to meet the needs of the growing membership. Thus, the goal of the ICC Unit is not to promote continuous growth of the network for its own sake, but to link local and national integration policies so that intercultural principles and approaches are promoted and facilitated through synergies and cooperation between all concerned public authorities, at all levels of governance. This is important as the ICC Unit is reaching the limit of what is possible for it by working directly with cities.

In view of the recent Committee of Ministers' recommendation,[17] there is a need to promote a multilevel governance approach to intercultural integration. This is considered a more strategic and sustainable way of promoting the application of the values, principles, tools, and approaches of intercultural integration, as national authorities would be the main interlocutors with regions and cities in each country and the principles would be enshrined in national policy, guidance, and funding.

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[17] Council of Europe (06/04/2022), *'Recommendation CM/Rec(2022)10 of the Committee of Ministers to member States on multilevel policies and governance for intercultural integration'* https://search.coe.int/cm/pages/result_details.aspx?objectid=0900001680a6170e.

Figure 2: Reconstructed theory of change

inputs to the ICC Programme	outputs of the ICC Programme	outcomes	impact

Committee of Ministers

CDADI (committee on anti-discrimination, diversity and inclusion)

ADI-INT (committee of experts on intercultural integration of migrants)

Council of Europe ordinary budget

ICC Member Cities Fees

normative instruments (CM/Rec(2015),CM/Rec(2022)10, Action Plan 21-25, Model Framework)

Strategic guidance

Finance

ICC Team, incl ICC experts, provides following services and tools:

- **Policy development**
- policy briefs
- **Capacity building**
- methodological guides, manuals
- online training
- thematic documentation
- **Good practices**
- **ICC Network**
- ICC network coordination
- ICC coordinator annual meeting
- Advice to member cities
- **ICC Index**
- Index visits
- Cities index report

CoE member states (central, regional, local levels)

countries, regions, cities develop, adopt and implement intercultural integration policies policies

countries, regions, cities have capacities to support institutions and CSO in implementing the intercultural approach

ICC member cities

ICC Member cities have increased knowledge and capacities

ICC Member cities compare themselves with other cities

ICC Member cities learn from each other

ICC Member cities implement (join) projects

Society

society benefits from the potential of diversity (valuing diversity)

Migrants population

migrants adapt to the legal, social, economic and cultural contexts

intercultural integration

Equality for all members of society

Common pluralistic sense of belonging (community cohesion)

Meaningful interaction between people, participation in and contribution to society

Active citizenship and participation

Source: author, based on stakeholders' feedback and analysis of ICC programme documentation

3 Findings

The findings are based on the review of documents, the interviews and the survey conducted during this evaluation. The use of several methods and sources of data (triangulation) provides a solid basis to the findings. Individual views and feedback are also presented in order to provide a range of relevant ideas and information to support learning and the improvement of the ICC programme. This chapter groups the findings by topic and is structured as follows:

- ICC programme concept and strategy (3.1)
- Added value of the programme (3.2)
- Institutionalisation of ICC principles and approaches (3.3)
- ICC programme services and tools (3.4)
- Engagement of cities in the ICC programme (3.5)
- Multilevel governance (3.6)

3.1 ICC programme concept and strategy

3.1.1 ICC programme governance and objectives

The ICC programme was launched in 2008 as a pilot project to support cities in devising their integration and intercultural management strategies. As presented in the overview of the ICC programme, it has evolved over the years, expanded its services, and the number of member cities has increased. At the time of this evaluation, some ICC coordinators and other interviewed stakeholders consider that ICC programme governance and objectives lack clarity. This makes it harder to plan engagement in the programme – clear objectives for the next 12-24 months would facilitate planning, including early involvement of all relevant city departments. Some feedback from city representatives also suggests that more advance notice of calls for projects (information and deadlines) would make it easier for cities to submit quality proposals.

One national stakeholder finds it hard to understand the purpose and functioning of the ICC programme and network, and how cities are organised within the network. This is also the initial experience of the evaluators.

It was also mentioned that the distinction between the CoE and the European Union (EU) remains unclear for some stakeholders.

One member suggests that the programme should focus more on supporting cities to access EU funding available for activities linked to intercultural integration, as this would help to extend the depth and reach of ICC principles and practices.

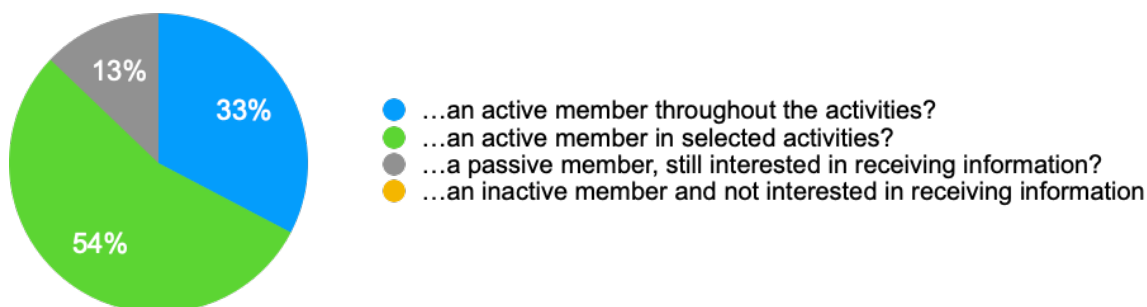### 3.1.2 ICC programme international and national networks

Networking is an essential part the ICC programme. It enables cities to share intercultural integration experiences with other cities working to address similar challenges and risks.

The international network started with a few cities, which greatly facilitated experience sharing between members. This has become harder as the network has grown, and is

reflected in the feedback from interviews, which stress the need for more networking and peer review. One interviewee characterises member cities as belonging to one of two categories: (1) cities that are administratively engaged (part of the network, with access to resources), or (2) cities actively engaged in network activities. Over time, cities may move between the two groups, depending on the persons in charge and the political agenda.

Just over half of the cities that responded to the survey consider themselves to be active in selected activities, and therefore cannot be simply categorised as either active or inactive.

Figure 3: Do you consider your city to be… (N=40)

- …an active member throughout the activities?
- …an active member in selected activities?
- …a passive member, still interested in receiving information?
- …an inactive member and not interested in receiving information

Source: author, based on evaluation survey responses

Over the years, the membership of the international and national networks has diversified. This brings different experiences and practices. However, it is also a challenge to meet the needs of such a diverse range of cities. The ICC Unit has tried to facilitate networking within sub-groups of members to enable them to cooperate on specific common interests. However, it has found that relevant cities do not have time to contribute.

3.1.3 ICC programme engagement with cities

The ICC Unit encourages cities to appoint teams to coordinate with the ICC programme. In practice, cities tend to rely on one person, the nominated ICC coordinator, and there is limited involvement of elected representatives. This works well in some cases but not in others because the ICC coordinator lacks agency or may be overwhelmed with other responsibilities. In some cities, staff from different units are involved, reflecting a multi-sectoral approach, and one of these is nominated as the coordinator. This arrangement supports institutional memory and promotes long-term application of ICC principles and practices. There appears to be limited direct involvement of elected decision-makers in programme activities, and some feedback suggests limited knowledge about the programme amongst this group. Indeed, some stakeholders consider that focusing more on this group would not be an effective use of resources as they change frequently. However, this argument is undermined by the fact that there is also significant movement of operational staff that can disrupt or end engagement with the programme.

Continuity of engagement in the programme, and impact, could be enhanced by systematically focusing on small groups from each city (rather than just the coordinator), comprised of elected decision-makers and operational staff. Engaging directly with elected representatives could also support the work of ICC coordinators where there is scepticism or a lack of support or interest from elected representatives. This could be particularly useful when there are changes in city leadership.

3.1.4 Other networks and partners

In addition to the seven national networks, the ICC website lists the Quebec Network of Municipalities on Immigration and Intercultural Relations as a partner network, and the Asia-Pacific network is also listed here. These are partly comprised of ICC international cities. Feedback from one member of the Asia-Pacific network suggests that it is not so active, although the ICC Unit notes that members in another country consider the network to be active. The Intercultural Regions Network (IRN) is also listed here, although it is not a member of the ICC network, which does not include any regional members. The IRN is comprised of 11 regions from six European countries, plus the CoE.[18] The IRN is inspired by the ICC programme's approach to sharing experience and tools on intercultural integration and the ICC Unit provides technical expertise upon request. While one European region, Catalonia, has completed the ICC Index process once, regions are now expected to use MIPEX-R (MIPEX for regions) to monitor their progress.[19]

Since 2017, the programme has also been working informally with the Office of the United Nations High Commissioner for Refugees (UNHCR) in the Nordic and Baltic regions. UNHCR is working through partners such as the ICC programme to operationalise its strategic objectives. UNHCR and the ICC programme implement joint training activities. In 2018, they jointly ran an 'intercultural integration academy' for municipalities in Iceland and UNHCR is facilitating the development of a national ICC network in Iceland. UNHCR helps to initiate debate about integration of refugees and other groups in specific cities.

The ICC index methodology is also used in EU projects.

3.1.5 Geographic scope

While Europe is the primary focus of the ICC programme, the ICC network includes cities in North America, Asia, and Australasia. Feedback from one of these regions points out that time differences make it difficult to participate in ICC activities, and additional work is required to adapt services and tools to the regional context. Nevertheless, participation in the ICC programme is considered worthwhile. For the CoE, the involvement of cities from other parts of the world is important, as it provides a window on developments in other parts of the world, and much has been learned from South Korea, Japan, and other countries.

3.2 Added value of the programme

3.2.1 Overview of ICC programme benefits

As shown in Figure 4 below, cities perceive many benefits from engaging in the ICC programme. Survey feedback indicates that the top benefits are being part of a network, learning from peers, and showcasing best practices. Completing the ICC index is an important benefit but is ranked a bit lower, particularly by national cities. Political support, and opportunities for piloting new methodologies through small grants are also important benefits.

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[18] Assembly of European Regions (2022), *'Intercultural Regions Network'*
https://aer.eu/interculturalregions/
There are five members from Spain, three from Sweden, and one each from Italy, Norway, and Romania.

[19] The REGIN Project (undated), *'Measuring and evaluating migrant integration governance at the regional level'*
https://r.mipex.eu

Figure 4: How does ICC programme membership benefit your city? (N=40, national and international cities)

Category	No	Rather no	Rather yes	Yes
Being part of a network of cities/networking		5%	23%	72%
Peer to peer learning (best practice sharing, study...	3%	6%	26%	67%
Showcasing the city's best practices	8%	5%	24%	63%
Completing regularly the ICC Index	22%	22%	31%	25%
Political support	3%	33%	27%	36%
Opportunities for piloting new methodologies through...	24%	14%	24%	38%
Assistance with intercultural strategy development	5%	16%	35%	43%
Strategic development and multilevel cooperation	9%	14%	26%	51%
Other				100%

Source: author, based on evaluation survey responses

3.2.2 Validation, motivation and confidence building

The programme provides high profile international validation of members' intercultural policies and actions. It brings a coherent framework to what is already being done and supports the development of legal, normative and policy frameworks for intercultural management. Several interviewees pointed out that, while the programme had not necessarily led to significant changes (because their cities in any case are already actively working on intercultural integration), the validation of their work is a very important aspect of the programme. This has had important motivational and confidence building outcomes. The ICC programme has provided inspiration to continue work on promoting the diversity advantage, and in addressing specific challenges. Feedback from one city that has completed the index in recent years indicated that the indexing process radically improved the city's self-perception, enabling it to raise its profile at national and international levels.

Validation applies both to members' strategic approach and to more operational matters, such as whether COVID-19[20] pandemic strategies incorporate best practices. Validation of intercultural approaches is also important for cities where there is tension with central authorities.

For some cities, the programme provides ideas, rather than responses to specific needs.

3.2.3 Strategic planning

The programme is helping to address challenges associated with long-term demographic changes in cities with diverse populations. The index helps members to reflect on their progress and plans, and linking the index with other services and tools helps with the development and implementation of local integration plans. Several interviewees highlight the benefits of approaching diversity as an advantage rather than a problem, and how to leverage this.

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[20] Coronavirus Disease 2019.

3.2.4 Problem solving

Some interviewees note that the programme provides practical answers to specific challenges. It has helped members to manage rapid increases in migrants, asylum seekers, and refugees. It provides useful guidance, new methodologies, and opportunities for knowledge and good practice exchanges. One member city considers that its engagement with the programme helped to avert the risk of a potential surge in racism. Another member approached the ICC for support to help it manage a rapid increase in migrants and asylum seekers arriving in the city – ICC experts evaluated the situation and made practical recommendations, for example, on how to organise and work with non-governmental organisations (NGO).

Nevertheless, feedback from some ICC coordinators suggests that the programme supports theoretical thinking but lacks practical support for implementing plans.

3.2.5 Image

Participation in the programme is important for the image of member cities, as it shows they are working in progressive ways. Some ICC coordinators and city representatives indicate that the ICC programme has become an important element of their branding. International networking with peers supports the international outlook of members. The validation of members' strategies and approaches increases their reputation. The fact that member cities have completed the index at least once is important as it demonstrates cities' commitment to intercultural integration, and this is reinforced if the index score is high. However, this simple metric can give a misleading impression of cities' ongoing commitment, as many cities have not repeated the index since 2015 or earlier, and analysis suggests that a high first-time score may disincentivise some cities from repeating the index process (see Figure 13 in Annex 13).

Some interviewees report that city public communication and messaging have improved and this too enhances members' reputations. One interviewee indicates that this may be helping to address the negative demographic trend of an ageing population.

Some interviewees note that membership of the network supports the agenda of key actors at city level and complements city integration programmes.

One city reports that the ICC statement supporting Ukrainian refugees helped to ensure the support of the city's political leadership to the city's efforts to support refugees.

3.2.6 Access to additional funding

Several cities note that participation in the ICC programme helps with the development of projects and programmes, supports participation in EU projects and programmes, and it helps to attract national and EU funding. The ICC Unit helps members to find partners within the ICC network for such projects.

The ICC programme itself offers grants for small-scale projects within and between members. However, responding to ICC calls for projects can be challenging due to the limited time available to engage the relevant city departments. Survey responses indicate that this funding is not ranked so highly amongst ICC programme benefits.

3.2.7 Influence of the ICC programme on city policies and developments in the community

Influence on city policies

Most cities that responded to the survey report some improvements in intercultural knowledge, attitudes, perceptions and interactions between groups, and engagement of vulnerable and marginalised groups. Some report significant improvements in these

areas. Most respondents consider that there is less 'thinking in silos' within the administration, although 19% of respondents consider that there has been no change in this regard and thinking in silos remains a problem.

Figure 5: How do you assess the changes in your city as a result of engagement with the ICC programme? (N=35, international and national cities)
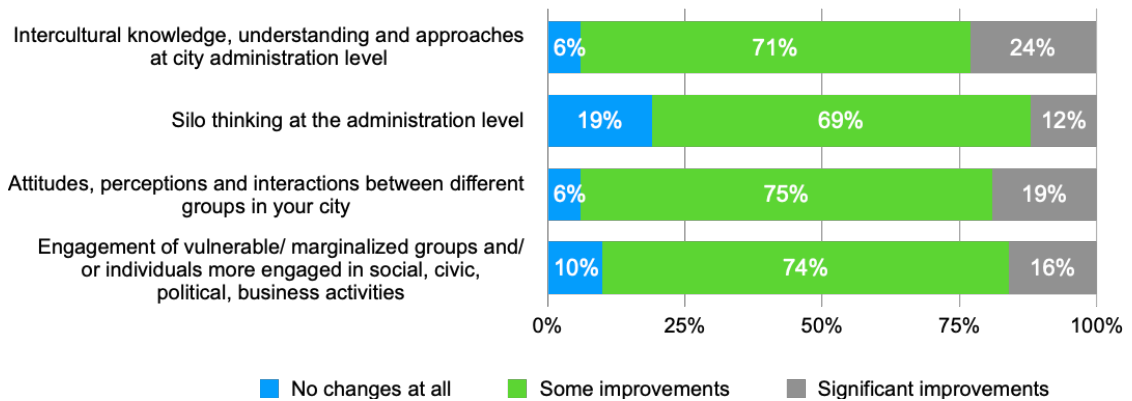
Source: author, based on evaluation survey responses

Survey respondents (N=26) consider that the main success factors for diversity management are political commitment, persistence in implementing defined strategies and working modalities, and communication with various stakeholders. The main obstacles to improving diversity management (survey, N=26) are misinformation, rumours and prejudices within the local population; lack of understanding about interculturalism within the local population and amongst leaders and decision makers; lack of awareness and lack of competences within city administrations; and lack of political will.

Interviewees from two cities note that theoretical aspects are understood but changing mindsets is challenging and this limits practical application of new approaches and practices. Some interviewees point out that national laws and regulations constrain changes at local level.

Many interviewees find it difficult to attribute change to the ICC programme, although implementation of index recommendations may have contributed to some changes. Few were able to point to changes at community level, although some consider that the programme helped to mitigate risks (e.g. potential increase in racism and xenophobia).

Changes in the political discourse was mentioned by some cities, including adaptation of terminology used.

The following bullet points provide examples of some of the changes taking place within local government that can be partly or wholly attributed to engagement with the ICC programme. Each bullet point summarises feedback from different cities.

• Intercultural issues have been moved to city policy level. There is greater consciousness of the city's integration work amongst municipal staff. Work around the index influences city cohesion strategies and work on equality, diversity and inclusion, and it helps to identify the need for new structures and roles.

• The work of a local business network coordinated by a member city has coalesced around diversity advantage. It has drawn up a charter that members sign up to, there are webinars on good practices, the network has instituted a conference and awards.

- Increased emphasis on intercultural practice, mixing of different cultures and diversity advantage. Working with intercultural ambassadors to promote mixing of different groups. Development of cultural awareness training for staff to reflect on their own attitudes and behaviour.

- Education of colleagues in related agencies about interculturalism e.g. local colleges, policies, local equalities board. Use of appropriate language to improve communication about the city's work on equality, diversity, and inclusion. Activities involve more interaction between groups and there is increased emphasis on diversity advantage. Working with diverse intercultural ambassadors to promote mixing of different groups. Work on equality, diversity, and inclusion has been mainstreamed throughout the city administration. Relevant human resources have been increased and key stakeholders have been convinced of the need to strengthen work in this area. There is an emphasis on systemic change throughout the organisation, rather than simply addressing symptoms.

- Overall capacity to work with refugees has improved. Measures to work with refugees have been included in the city's strategic plan. A one-stop shop has been established where refugees can find all relevant information in multiple languages. This facility also provides information for employers. The quality and speed of decision-making have improved.

- Cooperation has been developed with an NGO that was established to work with refugees.

- Within a national network, there is more understanding about interculturalism and dialogue. Some cities are emphasising intercultural respect in the context of hosting internally displaced persons. All members of the network have adopted ICC strategies and some of these have now been incorporated into development plans. There is improved dialogue between cities and a strengthened sense of solidarity.

Developments at community level

Stakeholders generally struggled to identify changes at community level that could be attributed to some extent to engagement with the ICC programme. This appears to be due to a lack of monitoring of relevant indicators within cities. Nevertheless, some examples have been provided:

- Regional law enforcement statistics and qualitative feedback point to improved relations between different groups and enhanced mutual perception. Strengthened sense of agency and recognition amongst a minority that was invited to co-create a strategy and action plan with the council. Strengthened sense of recognition and appreciation amongst another minority whose stories are being told in a 'people's library'.

- Perceptions about refugees amongst the local population have improved.

- Increased appreciation and understanding of diversity within the community. Improved relations between different groups.

3.2.8 Lack of clear benefits

While most interviewees were able to point to specific benefits of engagement in the programme, some consider that the benefits of the programme are not sufficiently clear to them. This makes it hard to convince decision makers to commit to joining the programme. It is not clear to them exactly what the annual membership fee covers – the programme provides a lot of information but limited practical follow-up support to implement strategies and recommendations emerging from the indexing process.

3.3 Institutionalisation of ICC principles and approaches

3.3.1 Institutionalisation at city level

Interviewees generally point out that ICC principles and practices are being incorporated into city policies, strategies, and practices. In several cases, interviewees report that cities were already working on equality, diversity, and inclusion issues for many years before joining the ICC programme.

Consistent and continuing application of ICC principles and approaches is most likely amongst cities that are already active in this area and have established structures involving multiple stakeholders (internal and external) to develop, implement, and monitor strategies. Where engagement relies on one or two key people (e.g. the ICC coordinator) engagement in the programme is more likely to be affected by political and personnel changes.

For example, one city that is actively engaged in intercultural work inside and outside the ICC programme has an ICC Steering Group and a Working Group. The Chair of the Steering Group is an elected member of the council. Other members are from various sectors in the city. The Steering Group thus provides direct external accountability. The working group is comprised of council staff.

In another city, momentum is maintained by a few people in the administration cooperating more informally. This works because there is already a history of working on equality, diversity, and inclusion, and continuity is maintained by educating and influencing decision-makers when they change.

In several of the cities approached for interviews during the course of this evaluation there have been recent changes in ICC coordinators and it was not possible to engage them in the evaluation, or the feedback was limited due to a lack of systematic handover of ICC coordination responsibilities within city administrations. In several cases, there was simply no response.

The ICC Unit considers that one city's withdrawal from the programme, after the departure of the city's ICC coordinator, can be attributed to the fact that too few people in the city were engaged in the programme or were aware of programme activities.

In one city that recently joined the network to better work with large numbers of refugees, the ICC coordinator's role has not been formalised. The coordinator has to undertake ICC work in addition to other existing responsibilities, although no additional time or salary have been allocated. Elected representatives were initially somewhat sceptical about the benefits of joining the programme and it is recognised that ICC work needs to be more systematised to reduce the risk of disruption when political leadership changes. This is important, as it is expected that the city will continue to host refugees in future years.

In one country that has a national network, municipal departments responsible for intercultural integration have difficulty in engaging other departments in the process, which limits the possibility to address issues in a systemic way. Recruiting additional local government staff in this country is very complicated and existing municipal staff have to accomplish intercultural work in addition to other work and are overloaded. They do not receive extra pay for this and it is therefore effectively a voluntary contribution of municipal staff to cities' intercultural work.

3.3.2 Institutionalisation with the Council of Europe

As noted above (see 2.3) there is a clear normative basis for the ICC programme within the CoE, including a recommendation adopted by the Committee of Ministers of the Council of Europe adopted in April 2022.

In its fifth and sixth monitoring cycles, the European Commission against Racism and Intolerance (ECRI) has focused on the integration and inclusion of the most vulnerable groups. All monitoring reports from these two cycles included recommendations on this point. In its reports, the ECRI shared recommendations from the Handbook on Multilevel Governance with central and local authorities. In its sixth monitoring cycle, the ECRI emphasised the concept of 'inclusion', not only 'integration', and this has been incorporated into ICC principles and approaches.

Nevertheless, interview feedback also indicates that the ICC programme needs to be mainstreamed more within the CoE. This could be promoted by, for example, including relevant questions relating to ICC principles and practices in the monitoring work of other CoE monitoring structures. It is also suggested that the profile and status of the ICC programme within the CoE needs to be raised to promote multilevel governance, for example by attaching the programme to a higher level committee, such as the European Committee on Democracy and Governance or directly to CDADI – currently the programme is attached to ADI-INT which is subordinated to CDADI.

3.4 ICC programme services and tools

3.4.1 Overview of services and tools

Further information on services and tools is provided in Annex 7. Some of the main services and tools (e.g. the ICC index) are discussed in more detail below.

The services and tools provided by the ICC programme are presented differently in various documents and on the programme website. For example, the document *'Membership criteria and procedures for accession'*[21] includes an overview of specific activities and resources for participating cities. The website offers many freely available resources but it is hard to identify the same services and tools, or which are available only for members of the ICC networks. Indeed, the difference between 'services', 'tools', and 'resources' is not clear.

Stakeholder feedback suggests that the programme's services, tools and thematic areas have expanded to meet the needs and expectations of an expanding and increasingly diverse network. ICC coordinators report that they have found relevant and useful resources on the programme website. The diversity of topics covered offers many options for cities to choose from.

However, some feedback suggests that there are too many options, and ICC coordinators interviewed generally find it difficult to prioritise services and tools because there is such a large range, and they are not optimally defined and grouped. As a result, they may not be clear about which ones their cities have utilised. Interview feedback indicates that cities have used only a limited number of the available resources. Indeed, there are far more services and resources than many cities can absorb. By design, the programme provides tools that can be adapted by members to their different contexts, but with so much on offer, this may constrain their utilisation. One ICC city coordinator considers that too many services and tools, including many online meetings, were offered too soon after joining the programme – activities seemed to focus on issues

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[21] Council of Europe (2020), *'Intercultural Cities – Membership criteria and procedures for accession'*
https://rm.coe.int/090000168058c0ed

that were not so relevant at the time. It would have been preferable if the services and tools had been limited to those that were most relevant to the coordinator in the early stages of the city's engagement with the programme. Working in a smaller group of cities with common needs and facing common challenges might also have been more effective.

Stakeholder concerns about the wide range of services and tools is reflected in concerns of the ICC Unit that it may be investing too much time and resources in services and tools that are of interest to only a limited number of members, and perhaps not focusing enough on a narrower portfolio of tools and services that would benefit more members.

Stakeholder feedback suggests that services and tools should revolve around the needs emerging from the indexing process – in other words, services and tools should primarily address the needs of member cities implementing strategies that are the result of a recently completed indexing process (e.g. within the last four years).

Survey responses suggest that international and national cities prioritise services and tools differently (see Figure 6 below). International cities prioritise strategy development, annual coordinator meetings, and management of public perceptions, while national cities prioritise study visits, strategy development, and initial analysis. These responses are not fully aligned with interview feedback from international cities, which emphasise the importance of the indexing process and related strategy development, and a need for increased, and more systematic, peer to peer exchange of experience (including study visits).

Figure 6: If you had to choose 3 existing ICC programme services and tools to be retained and further developed, which 3 would you choose? (N=18 international cities, N=20 national cities)
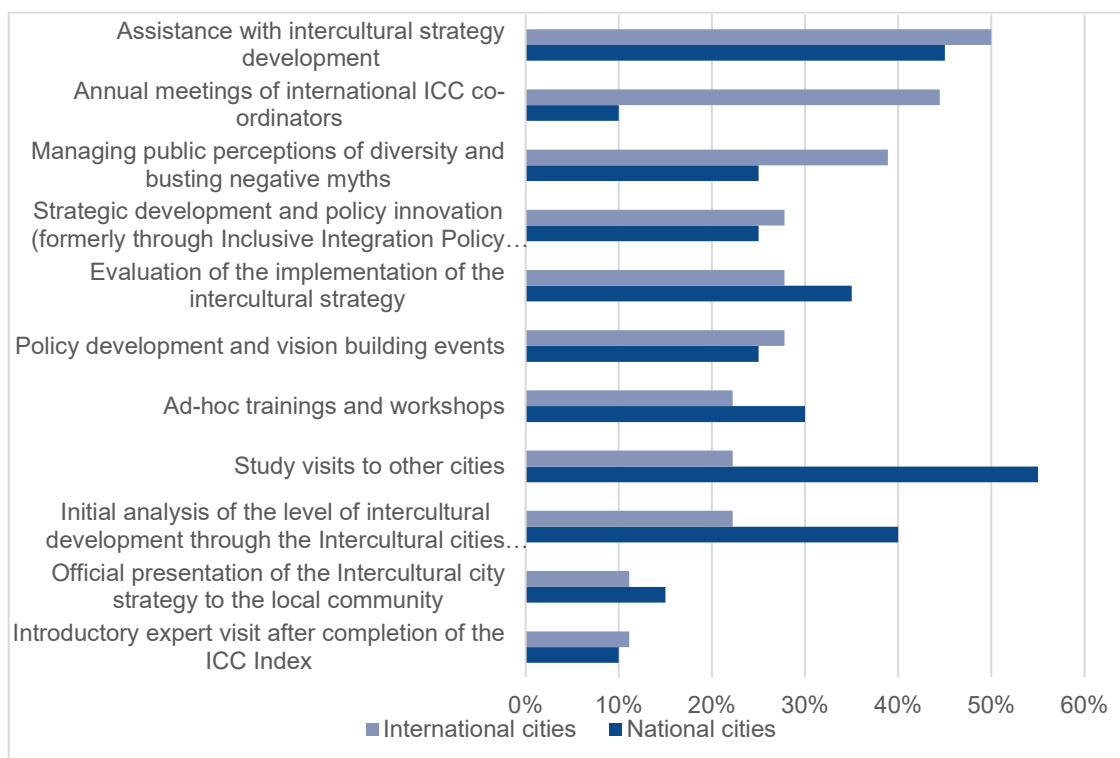
Source: author, based on evaluation survey responses

The services and tools most highlighted by interviewees include:

• Indexing and associated expert visits

- Strategy development, including multi-sectoral approach

- Policy briefs and thematic papers

- Peer to peer networking and exchange of experience

- Anti-rumours, myth-busting, and anti-hate speech training, strategy development and tools

- Step by Step Guide

- Good practice examples

- Training and expertise on crisis management

- Inclusive communication

Feedback from two cities that joined the programme in recent years suggests that high expectations generated by the support provided around the intensive indexing process have not been fully met. They expected continuing expert support, for example in defining priorities and implementing recommendations. While the ICC Unit is highly responsive to specific questions, this does not fully address members' needs or expectations. The ICC Unit notes that it organises this type of support when requested. It is possible that the COVID-19 pandemic made this type of support harder to deliver. At the time, city administrations were struggling to manage the pandemic and continuing to deliver public services, often with reduced staff, and many potentially working from home. In these circumstances, a more proactive approach might have been helpful.

Between 30% and 50% of cities that responded to the survey question about accessing and using services and tools report that there are no challenges in this regard, although this depends to a certain extent on the service or tool. Completion of the ICC questionnaire takes time, as it intended to initiate continuing dialogue across departments, but the resource requirements are nevertheless considered problematic, as is the language of the questionnaire. Language is the primary barrier to the use of online training and other resources.

14 cities that responded to the survey provided very different suggestions about new or adapted services, tools or areas of work for the programme. The responses are difficult to generalise. Some consider that more cooperation either within the national network or in smaller working groups (e.g. for grant applications) would be useful. Others consider that more methodological support for developing intercultural strategies is needed.

Some interview feedback suggests that the programme should be more agile in updating key services and tools in crisis situations and should incorporate and build on the work of member cities. For example, one interviewee notes that the programme's work on hate speech was very useful, but this should have been further developed in the context of the Ukrainian refugee crisis by building on the work done in Lublin and Wroclaw.

3.4.2 ICC indexing process

The indexing process is the flagship service/tool of the ICC programme and is generally considered by interviewees (CoE and cities) to be the most important and helpful aspect of the programme. It is a benchmarking tool that enables cities to take stock of their achievements and challenges, initiate discussion within local government about intercultural integration, promote a systemic (cross-department) approach to

addressing challenges, identify good practices adopted by other cities, and assess progress over time.[22]

The index questionnaire has been completed 187 times by approximately 120 cities since 2009. The index questionnaire was originally introduced in 2008 and was updated in 2019[23] with three new sections. It consists of 90 questions in 12 sections,[24] in addition to 14 introductory questions primarily about the demography of the city. There is a methodological guide and video tutorial to support completion of the questionnaire. All of these are available in English and in French, while some are also available in Italian, Spanish and Ukrainian.

31 cities completed the indexing process in 2019 and 2020 alone. These 31 cities account for 22% of all cities that have completed the index process over the 14 years since its introduction in 2009. Only three cities completed the index process in 2021, but this can presumably be attributed to the disruption caused by the COVID-19 pandemic. Some have undertaken the indexing exercise three or four times over a number of years, although in some of these cases they have not repeated it in recent years.

The indexing process is a challenging and intensive exercise that engages numerous stakeholders in dialogue and reflection about city policies, structures, and services. It validates cities' existing intercultural work and approaches, and it identifies potential gaps and areas for development. Representatives of several cities also note that indexing provides a basis for helpful comparison with the work of other cities in specific areas. Interviewees note that the internal multi-stakeholder dialogue around the indexing exercise, leading to the development of city intercultural strategies, is highly productive. It emphasises the need for systemic cross-sectoral working on intercultural integration and inclusion.

The expert visits carried out in the context of the indexing exercise are considered to be particularly useful, as they provide an external view on city approaches and practices. However, while some cities found the index reports and recommendations useful, other cities suggest that the reports are useful for external audiences to get a picture of a city's intercultural and diversity management, but less so for internal use as most of what is written in the report is already known by the city.

Some interviewees suggest that the indexing process is too heavy and should be simplified. Feedback from one city with a long history of engagement in the programme suggests that there is some duplication in the process. The complexity of the process and the time and resources required to undertake or repeat the process is likely to be a barrier for many cities in some countries, especially national cities with more limited resources. Fragmentation within some city administrations is a major obstacle to the completion and accuracy of the index. Where there are gaps of many years between the indexing processes, there is a loss of institutional memory and there is a steep learning curve each time. Undertaking the indexing exercise is closely linked to political will and how the results are intended to be used.

Interview feedback indicates that there is limited linkage between index scores and the use of services and tools, which may be perceived as 'add-ons', rather than as integral to the implementation of strategies and recommendations emerging from the indexing

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[22] Council of Europe (2022), *'About the Intercultural Cities Index'* https://www.coe.int/en/web/interculturalcities/about-the-index

[23] Council of Europe (2019), *'Intercultural Cities – Index Questionnaire – Updated In 2019'* https://www.coe.int/en/web/interculturalcities/about-the-index

[24] I Commitment; II The City through an intercultural lens; III Mediation and conflict resolution; IV Language; V Media & communication; VI International outlook; VII Intercultural intelligence and competence; VIII Welcoming newcomers; IX Leadership and citizenship; X Anti-discrimination; XI Participation; XII Interaction.

process. This may be due to lack of systematic follow-up support when cities have completed the indexing process, although this is provided when requested. The use of services and tools depends on the personal preferences and capacities of coordinators and cities' political agendas. The large range of available services and tools, the increasingly broad spectrum of thematic areas covered, and the lack of a clear overview or 'packaging' make it difficult to find the right resources.

3.4.3 Networking and peer to peer exchange of experience

Peer review and exchange of good practices were central to the original vision of the programme. Networking in the ICC programme is very important. Many European cities have similar challenges and address them in different ways. The ICC programme facilitates knowledge and experience exchanges in innovative ways (e.g. in urban planning) that help build capacity. However, international peer to peer networking has become increasingly difficult as the network has grown. The annual meeting of ICC coordinators is mentioned as an important place to meet and exchange experiences and ideas, although a stronger thematic focus may be useful.

Study visits were also much demanded until the COVID-19 pandemic – they were very useful, as they enabled key actors to get away from the office to focus on the programme and connect with peers.

Interviewees emphasise the need for more systematic peer to peer networking and study visits for experience sharing, joint learning, and comparison with similar cities. Many consider that this is the most effective way of learning at operational and political levels.

3.5 Engagement of cities in the ICC programme

3.5.1 Evolution of membership of the ICC network

Further analysis of ICC membership is provided in Annex 8.

Cities engage in the ICC programme as international cities, national cities, or index-only cities. International cities engage directly with the ICC Unit. National cities are members of national ICC networks and engage with the ICC Unit through their national ICC network coordinators. Index-only cities have completed the index process but do not otherwise engage with the ICC programme.

As of 24 May 2022, the ICC programme website listed 156 members (including 14 index-only members – see Annex 9)[25] in 35 countries (see Annex 10).[26] The ICC Unit notes that, as of mid-May 2022, the membership of the programme had reached 157 members and three more applications to join the network have been officially submitted, although this was not reflected on the website at the time.

Table 2 below summarises the membership of the programme by category of member, as shown on the ICC website on 24 May 2022.

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[25] As of 25 September 2022, the number of index-only cities has increased to 19.

[26] As of 25 September, this number has increased to 19.

Table 2: Categories of ICC member cities

Type of member	Count
Members of the international ICC network	59
Members of national ICC networks	83
Cities that participate only in the ICC index ('Index-only' cities)	14
Total	156

Source: author based on Council of Europe[27]

Four countries have more than 10 members each and these are all countries with national networks. Italy has 29 members, followed by Spain (21), Portugal (15), and Morocco (11). These four countries between them account for 49% of all ICC members listed on the website. Seven cities in the United Kingdom are members of the international ICC network, which is the highest number for any country.

In total, the ICC network grew by 65 members during the period 2016 to 2021. The countries with the largest number of new members during this period are Morocco (10), Spain (8), and the United Kingdom (7). The largest increases in membership were in 2016 (16), 2017 (16), and 2018 (14). There were just two new members in 2019, but membership accelerated again in 2020 (6) and 2021 (11), despite the COVID-19 pandemic.

12 cities that completed the index questionnaire between 2009 and 2020 are not included in the list of 'index-only'[28] cities on the ICC website (see Annex 11),[29] for example, Auckland (an associate member of the Asia Pacific network), which completed the questionnaire in 2018, or Cluj and Dietzenbach, which completed the questionnaire in 2020 in the context of the EU-funded EPI project.[30] Auckland has also shared numerous good practices on the ICC website covering the years 2016 to 2019.[31] It is unclear why these cities are not listed on the ICC website, while the list of index-only cities includes several that have not completed the index in 10 or more years.

3.5.2 Joining process and obligations of membership

There is a formal joining process for international cities. A similar process applies to members of national networks, and this is done in consultation with national network coordinators who make a recommendation to approve, delay, or decline[32] each application.

The formal joining process for international cities involves:[33]

- *Candidate cities first express official interest in joining the Intercultural cities programme (a letter or email by the Mayor or another high-level representative);*

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[27] Council of Europe (2022), *'Intercultural Cities: alphabetical list of cities'*
https://www.coe.int/en/web/interculturalcities/list-of-participating-cities

[28] Index-only refers to cities that participate only in the ICC index but not other programme activities.

[29] Council of Europe (2022), *'Intercultural Cities: list of cities per country'*
https://www.coe.int/en/web/interculturalcities/list-of-cities-by-country

[30] A city in Russia that completed the questionnaire in 2009 has been removed from the list of members in view of the Russian attack on Ukraine in 2022. However, it is still included in the interactive index.

[31] Council of Europe (2022), *'Intercultural cities: good practice examples'*
https://www.coe.int/en/web/interculturalcities/good-practice

[32] Occasionally, an application may be declined if the city is not a good fit, for example if it is considered to be too small.

[33] Council of Europe (2020), *'Intercultural Cities – Membership criteria and procedures for accession'*, p1
https://rm.coe.int/090000168058c0ed

- *The city and the Council of Europe sign a statement of intent which makes membership official.[34]*

- *This is followed by the completion of the Intercultural Cities Index questionnaire to get the assessment of their policies through an analytical report on the results with examples of good practice from other cities.*

- *Following this, an expert visit takes place (at least 1 expert and a Council of Europe representative) to meet city officials and a wide range of local stakeholders in order to confirm Index results and make an in-depth "diagnosis" of the city's achievements and needs in relation to intercultural policies and governance.*

The membership process usually takes approximately two years from the first contact to the city council decision. This procedure was established in 2016 to better monitor membership and to secure commitment, in particular the payment of the membership fee for new members from 2017 onwards. The procedure became fully operational in 2019.

Members are expected to appoint an ICC coordinator and to *set up an intercultural support group and start the process of reviewing different urban policies from an intercultural perspective, re-shaping them and integrating them into a comprehensive policy strategy*. 31 of the 37 cities that responded to the 2022 annual survey have *adopted either an intercultural strategy, an integration strategy with intercultural elements, or an action plan*[35] and six of these cities have intercultural strategies that will enter into force in 2022. The programme has developed a standard job description for coordinators but this is provided for guidance purposes only and it is unclear to what extent it is used in practice.

While the document *'Membership criteria and procedures for accession'*[36] lists the types of activities, services, and tools that members can engage with, there are no specific requirements for continuing membership (other than the annual membership fee). At present, the only basis for removal from the ICC network is a written notification from the city that it is withdrawing, or the agreement by the city to a request from the ICC Unit that it withdraws. A few cities have stopped engaging with the programme, but have not formally withdrawn their membership. Some doubt has been expressed about the commitment of members in one country to the ICC programme – these all joined in the same year via a national network.

The evidence of this evaluation suggests that cities that are most actively engaged in the ICC programme, and get the most out of it, often have a long history of working on equality, diversity and inclusion. Joining the programme is part of their strategy of continuous incremental improvement. Nevertheless, some cities with limited previous exposure to intercultural work have joined the programme to seek help in addressing specific risks or crises.

3.5.3 ICC national networks

Many cities engage with the ICC programme exclusively or primarily via national networks. As of mid-2022 the ICC website lists seven European national ICC networks (see Table 3 below):[37]

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[34] This is preceded by a preliminary assessment of the level of official interest, and of the demography of the city.

[35] Council of Europe (2022), 'Intercultural Cities – Building Bridges, Breaking Walls – 2022 Annual Survey Intercultural Cities', p. 3.

[36] Council of Europe (2020), *'Intercultural Cities – Membership criteria and procedures for accession'*
https://rm.coe.int/090000168058c0ed

[37] Council of Europe (2022), *'Intercultural Cities Networks'*
https://www.coe.int/web/interculturalcities/networks

Table 3: ICC national networks

Country	Name of national network
Italy	Rete Città del Dialogo (RCD) (Italian Network of Intercultural Cities)
Morocco	Moroccan Network of Intercultural Cities
Norway	City Network on Diversity and Ethnic Equality
Portugal	Rede Portuguesa das Cidades Interculturais (RPCI) (Portuguese Network of Intercultural Cities)
Spain	Red de Ciudades Interculturales (RECI) (Spanish Network of Intercultural Cities)
Ukraine	ICC-Ukraine
United Kingdom	Intercultural Cities UK

National ICC networks are intended to enable engagement with the ICC programme of cities which might not otherwise do so due to language barriers. Grouping cities in national networks enables cities to cooperate on common challenges and projects within countries or within sub-national regions. National networks provide a channel through which national cities can influence the services and tools offered by the ICC programme, and the programme itself makes use of tools developed by national networks. For example, the national network in Portugal offers a limited range of resources, compared with the ICC programme website, and this makes it easier for members to find the right resources. Here the coordinator also adapts international ICC activities to the Portuguese context.

The United Kingdom (UK) ICC network illustrates the complexity of the ICC set-up with its unusual membership composition of seven cities that are all members of the ICC international network. In other countries, national networks are comprised almost exclusively of cities that are **not** members of the international network.[38] This suggests that the purpose of the UK ICC network is different from the purpose of other national networks. Swansea was a member of this network, but it withdrew from the network after a membership fee was introduced and it is now listed on the ICC website as an index-only city. Thus, the United Kingdom network is currently comprised exclusively of English cities and boroughs.

There are effectively now two tiers of membership of national ICC networks following a 2017 'reform' process, although there are so far no members of the new tier that emerged following that 'reform'. For national networks established after the 2017 'reform', certain ICC programme services are not available to member cities (unless they are also international members). The service restrictions *do not* apply to members of the four national networks established prior to the 2017 'reform'. Thus, at present, all services are freely available to all members of the international and national networks. However, cities that join the programme as members of new national networks will not have access to all services as part of their membership package – they will have to pay for them if they want them. Further details are provided in Annex 12.

As of 24 May 2022, 83 national cities participate in the ICC programme through national networks (see Figure 7 below).

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[38] In other countries, national ICC networks may include one or two members of the international ICC network, with the intention that these disseminate knowledge and experience they gain from direct engagement with the ICC Unit to other cities in their country. This happens in some countries but not in others.

Figure 7: National cities by country
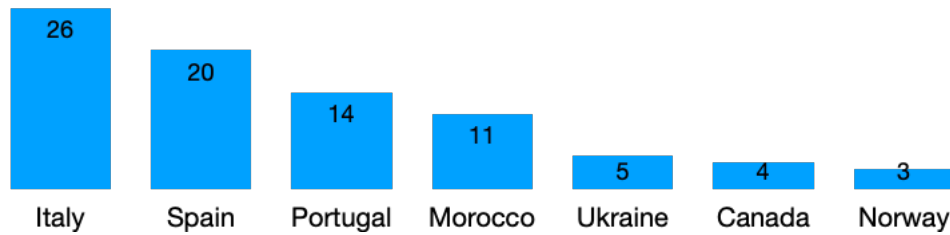
Source: author, based on Council of Europe website

National networks are coordinated by ICC national network coordinators. In Spain, for example, the national network is coordinated by a nominated member of staff of the Association of Intercultural Cities (who is also a CoE ICC Expert). The Association was established in 2011 with the support of the CoE explicitly to promote the application of the values and principles of intercultural dialogue.[39] In Italy, the national network[40] is coordinated by Istituto Cooperazione Economica Internazionale (ICEI), which is also an association, but coordination of the national network appears to form a limited part of ICEI's work.[41] ICEI is an ICC Expert.

ICEI receives a small financial contribution from the ICC programme each year to support network coordination, basic administrative tasks, basic knowledge support, and communication between members. ICC experts (including coordinators) are covered by five-year framework contracts, which will run from March 2022 to March 2027. This does not mean that they are automatically contracted for five years, rather it means that they are eligible to provide services during this period if requested. The coordinator of the network in Portugal, which receives the same coordination fee, indicates that this covers approximately one day per week.

In contrast, RECI network's costs, including the cost of the coordinator, are covered by financial contributions from members, and the network does not receive funding for this from the ICC programme.

In addition to the annual remuneration that network coordinators receive to cover administration and communication, networks can apply for one or more grants amounting to up to EUR 15,000 per year in total to cover costs relating to activities implemented in the framework of the network. The programme also supports national networks with training, study visits, and webinars. The ICC Unit assesses the needs of national networks each year and organises activities accordingly. National network members can also participate in the activities organised by the ICC programme, together with international cities.

The ICC Unit indicates that the primary reason for covering the cost of network coordinators is to overcome language barriers, which is why it currently does not fund a UK network coordinator.[42] However, in practice, the work of national network coordinators entails significantly more than simply transmitting information to network members. Interview feedback suggests that network coordination is complex and demanding – one coordinator noted that they are responsible for the strategic

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[39] RECI Ciudades Interculturales (undated), *'RECI Spanish Network of Intercultural Cities'*
https://www.ciudadesinterculturales.com/en/the-reci/

[40] ICEI (2020), *'Rete delle Città del Dialogo'* [City of Dialogue' Network]
https://www.retecittadeldialogo.it/#gli-obiettivi

[41] ICEI (2022), *'Home'*
https://icei.it/?lang=en

[42] Without a network coordinator, the UK network has been inactive.

development of the network, as well as providing members with intensive support. It appears that there is a significant gap between the funding provided and the work involved, and this may partly explain why the ICC Unit is experiencing a lack of responsiveness from network coordinators. Interview feedback indicates that more support for coordinators (training, networking, financial support, and mobilisation of additional funding) would help to optimise network engagement. The ICC Unit notes that the level of funding available (which has increased) and the tasks to be fulfilled were clearly indicated in the international call for the recruitment of coordinators, and the coordinators were generally already involved in ICC activities and aware of what network coordination involves.

As with membership of the international ICC network, the obligations of membership in national networks are somewhat flexibly applied, which means that the concept of national networks is not so clear in practice. There are significant differences in the level of engagement of different national networks, and the engagement of cities within those networks. Feedback from the coordinators of two national networks with a combined total of 40 members indicates that the engagement of member cities is highly variable, and in one case, only approximately 50% of members are actively engaged in ICC network activities. ICC coordination capacities within member cities are often limited, which adds to the workload of network coordinators. The transfer of ICC coordination responsibilities within member cities can be problematic, and one network coordinator notes that every time this happens there is no transfer of knowledge from the outgoing ICC coordinator to the new coordinator.

Feedback from these two network coordinators suggests that supporting member cities with the indexing process is not a high priority due to a lack of resources. Nevertheless, several cities in one of these networks have completed the index since 2016, but fewer in the other, larger, national network. In another national network, none of the member cities have undertaken the indexing process.

The resources available for network coordination, the legal structure of the network, the type of coordinator (and the individual assigned to coordination), and the purpose of the network as perceived by members are important factors in the effective functioning of national ICC networks. One national ICC coordinator suggests that it would be helpful if the programme were to develop clear criteria for membership of national networks, and when to establish national networks. However, the ICC Unit notes that this has been discussed with national coordinators several times in dedicated meetings, and the coordinators are not in favour of standardising the model as this gives networks more flexibility about which cities to admit as members. Differences between countries in legal and administrative frameworks also potentially present challenges for standardising the setup of national networks. Nevertheless, it may be desirable to review existing and potential new national networks according to some general criteria, to help allocate limited ICC resources to where they can be most effectively deployed.[43] Networks are dynamic and members' commitment to specific goals, and to the network, are likely to change over time. Thus, the ICC Unit should periodically review its engagement with national networks. Networks should not be perceived as instruments of the programme, but as partners with responsibility for their own organisation and operation.

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[43] For example: Ilona Haslewood (2021), *'A review of the evidence on developing and supporting policy and practice networks'* https://www.carnegieuktrust.org.uk/publications/a-review-of-the-evidence-on-developing-and-supporting-policy-and-practice-networks/

3.5.4 ICC membership fees

For interviewees at the CoE, paying a membership fee is not simply a financial contribution, but demonstrates the commitment of cities to participate.

Membership fees are somewhat complicated and not entirely clear.

International cities that joined the programme in recent years pay a membership fee of EUR 5,000 per year towards the administrative costs of the programme, with the CoE meeting all other costs (e.g. index analysis, expertise, international meetings and visits) for cities from CoE member states (within the limits of its available resources for European cities).[44] Cities in other parts of the world have to cover the cost of services not covered by membership fees themselves (e.g. expert visits, and international travel for network events above a reimbursement threshold). However, members that joined before 2017 are not obliged to pay a membership fee, although some have volunteered to pay the fee. ICC city coordinators interviewed appear to be unaware of this. Thus, cities that joined before 2017 can still gain from the reputational benefits associated with the ICC 'brand' without paying membership fees or engaging in any ICC activities – this in itself risks undermining the image of the ICC programme. Some feedback suggests that, in practice, there are different levels of membership.

National networks do not pay membership fees. National cities pay a partial fee or no fee at all – this is decided by the ICC Unit together with the relevant national network.

Stakeholder feedback on membership fees is mixed. Interviewees generally consider it to be good value and one points out that the ICC programme is an important European tool to combat populism and hate. Some consider that at EUR 5,000, membership fees are too low, especially for larger cities, while others point out that they have difficulty in justifying the fee because the programme's benefits are not sufficiently clear, or membership of the programme is not meeting expectations. With increasingly constrained budgets, cities are constantly looking for savings, and representatives of two active member cities note that continuing membership of the programme should not be assumed.

Interviewees generally agree that all international cities should pay an annual membership fee and membership benefits should be withdrawn if they do not. Some suggest that membership fees should be graduated based on either population or annual budget, or both.

Desk research and interviews carried out for this evaluation suggest that there is a need for a more systematic, clear, and transparent approach to the setting and collection of membership fees.

3.5.5 Indicators of engagement in the ICC programme

Detailed analysis of ICC indexing data, the list of good practices (see Figure 8 below), and the annual ICC survey responses suggests that many of the cities listed on the ICC website may not have been so active in the programme for some time, in some case for 10 years or more (the COVID-19 pandemic may be a contributory factor). Not all cities pay membership fees, and not all cities that pay membership fees are actively engaged. Thus the concept of membership is unclear.

There are significant differences in the levels of engagement of different national networks, and the engagement of cities within those networks.

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[44] Council of Europe (2020), *'Intercultural Cities – Membership criteria and procedures for accession'*, p. 2-3
https://rm.coe.int/090000168058c0ed

There is a general consensus amongst interviewees that the level of cities' engagement in the programme should be reflected on the programme website (e.g. through the use of multiple indicators), because cities benefit from association with the programme. This would provide a more transparent picture of how the programme is functioning in practice, and cities that engage more actively in the programme would have more visibility, reflecting their efforts to promote intercultural integration. This in itself would help to further promote ICC principles and practices. Cities that do not engage actively in the programme should be made less visible on the ICC website and the benefits of membership should be withdrawn from cities that do not pay membership fees – they can still access many resources that are freely available on the ICC website.

ICC index

Interviewees consider that the indexing process should be repeated at intervals of between three and five years. This is reflected in survey responses, with most respondents indicating that it should be done every three to four years.

Analysis of the ICC index data (see Annex 13) shows that, as of mid-2022, the index has been completed 185 times by 119 members and non-members of the ICC networks since 2009.[45]

70 cities (members and non-members of the ICC networks) have undertaken the index process from 2016 onwards and nine completed it twice during this period. This includes 62 (40%) of the 156 cities listed on the ICC website (thus 60% of the cities listed on the website have not done it during this period). 51 cities listed on the ICC programme website (33%) have not undertaken the index process at any time. Thus, almost 60% of the cities listed on the ICC website have not repeated the indexing process since 2016, or have never done it. Analysis of index data also shows that cities that achieve lower or higher first-time scores are less likely to repeat the questionnaire. Cities that score low at the first attempt may be discouraged from repeating the exercise, while some cities that score high at the first attempt may consider there is no need to repeat the exercise, or are reluctant to do so in case subsequent scores are lower. Of course, the frequency with which cities repeat the index should not be viewed on its own as an indication of their commitment to improving intercultural integration.

Approximately half of the index-only cities listed on the ICC website as of 25 September 2022 have not repeated the index in 10 or more years, and it is debatable if they should be characterised as currently 'participating in' the ICC index.

Annual ICC surveys

The ICC Unit undertakes an annual survey of ICC member cities. 60 cities responded to one or more of the surveys launched in 2020, 2021, and 2022 (see Annex 14). However, the maximum number of responses received in any of these years was 37. Only 27% of the 60 cities responded to all three surveys, 25% responded to two of the three surveys, and 48% responded to just one of the three surveys. This last group includes cities that only recently joined the network, but it also includes cities that responded in 2019 or 2020.

Good practices

89 cities submitted good practice examples to the ICC Unit from 2016 to mid-2022 (see Figure 8 below).[46] 32% of this group submitted only one example during this period**.**

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[45] Note that 12 cities that have done the index are not listed on the ICC website. These are listed in Annex 11.

[46] The analysis uses the start date indicated on the ICC website, where this is provided. In some cases missing start dates can be inferred from the description of the best practice. The analysis excludes best practices for which no start date is provided and which cannot easily be inferred from the description.

Figure 8: Number of good practice examples submitted 2016 – mid-2022
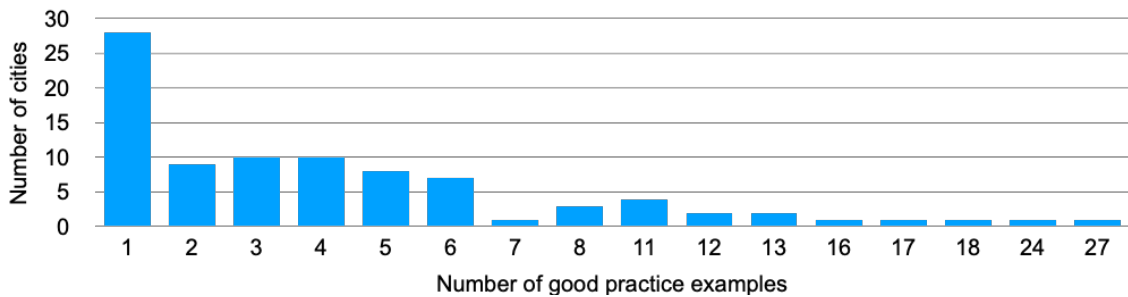
Source: author based on Council of Europe[47]

Published national network documentation

A useful indicator of national network activity is the documentation published on the relevant network page of the ICC website. For example, the Portuguese, Spanish, and Ukrainian network pages provide links to numerous activity reports and other documents. The UK network page lists only two documents and two meetings from 2018 and 2019 – it is important to note that this relates to the functioning of the network, not to the engagement of the cities themselves, which are actively engaged in ICC activities as international cities. Just three documents are listed on the page for the Moroccan national network, and only two of these, which appear to date from early 2020, provide (very limited) information about network activities.

Membership fees

Cities that joined the ICC network prior to 2017 are not currently required to pay annual membership fees, although some do so on a voluntary basis. Membership fee data have not been analysed by the evaluators, but this could also be a useful indicator of engagement.

Use of online resources

It would be useful to know to what extent ICC members are using specific online resources, but there is currently no way to analyse this. It is likely that other cities that are not listed as ICC members are actively engaging with freely accessible online resources, but currently there is no way to analyse the geographical extent or intensity of this type of engagement. Analysis of the use of online resources by cities in CoE member states could provide some insight into the extent to which cities are working to implement the CoE's normative intercultural integration framework.

3.5.6 Constraints to effective engagement in the programme

Local governments in different countries have been dealing with multiple crises in recent years. In particular, the COVID-19 pandemic significantly slowed work on ICC-related matters, and since February 2022 members in Europe have been addressing the urgent needs of Ukrainian refugees, following the Russian Federation's military aggression against Ukraine. These crises limit the time that administration staff have been able to devote to ICC-related activities. At the same time, local government resources are shrinking, which constrains staffing levels and may lead to frequent internal reorganisation, which disrupts institutional memory and engagement in the programme. Changes in key city structures and/or personnel break the link with the ICC programme because ICC principles and approaches have not been sufficiently institutionalised.

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[47] Council of Europe (2022), *'Intercultural cities: good practice examples'*
https://www.coe.int/en/web/interculturalcities/good-pratice

City administration staff working on ICC activities are often overloaded, as they have to fulfil ICC responsibilities in addition to their 'regular' work and they are not allocated additional time for the extra work.

Cities participate in multiple other networks. The ICC network may be a lower priority or perceived as duplicating the activities of other networks.

3.5.7 Accountability

There appears to be limited accountability with regard to commitments that members make upon joining the programme. For example, the programme does not include mechanisms for systematic follow-up of strategies and recommendations emerging from the indexing exercise. This is particularly important when there are changes in city leadership. The ICC Unit notes that it does not have a mandate to do this. Nevertheless, this could be done systematically on an informal basis.

It is unclear how systematically or substantively local civil society organisations are engaged in setting and monitoring priorities in the context of members' ICC work, and it is unclear to what extent commitments and objectives are known in the community.

It difficult to understand how the programme functions and what members are expected to do. There is a lack of clarity around membership fees, the different categories of cities listed on the website, and the relationships and interactions between the ICC programme and other networks identified on the website. There is a lack of clarity in the difference between the ICC programme and the ICC networks. There is no distinction on the website between cities that are actively engaged in programme activities and those that have not engaged in the programme for many years. Retaining inactive and non-paying members in the list of members on the ICC website undermines the credibility of the programme.

3.5.8 Interaction with the ICC Unit

Interviewees report excellent and regular interaction with the ICC Unit. More than 90% of cities that responded to the survey (N=36) confirmed that they have interacted with the ICC Unit at least once in the last year. Interviewees report satisfaction with the leadership of the unit and they note that it does a lot of work with limited resources. The unit is approachable and highly supportive in addressing requests and challenges that members bring to it. Some interviewees note that they have helpful intensive dialogue with the unit on specific topics. The unit proactively communicates with members on a regular basis, and this includes information about planned activities. The support provided by the ICC Unit during COVID-19 lockdowns is especially appreciated.

More than 80% of the cities that responded to the survey (N=32) consider that the ICC programme has an excellent or good lessons-learnt culture.

Some interviewees note that regular e-mails sent by the unit are not sufficiently targeted. For example, in one case, membership fee reminders were sent to the mayor, rather than to the ICC coordinator. In another case, the city ICC coordinator notes that the unit sends out long emails that take time to read through but may contain nothing of relevance to the city.

3.6 Multilevel governance

Most interviewees agree that increased emphasis on multilevel governance is desirable to promote incorporation of ICC principles and approaches into national and sub-national frameworks and polices. Thus, the role of guiding and supporting the intercultural integration work of individual cities would be increasingly taken up by

national and sub-national authorities, allowing the ICC Unit to concentrate more on strategic issues.

However, moving to multilevel governance is likely to be challenging. Incorporation of ICC principles and approaches into national frameworks may not be a high priority for national and sub-national authorities in the context of multiple unfolding international crises. Moreover, central authorities are somewhat removed from the issues addressed by the ICC programme. Some stakeholder feedback suggests that, in some cases, attempting to promote ICC principles at central level could be counterproductive.

3.6.1 National level

Feedback from within the CoE suggests that the programme has drifted somewhat from the CoE traditional approach of working primarily with national authorities. The involvement of national authorities is essential, even if there is sometimes tension, as the state is accountable for ensuring human rights. Moreover, national authorities benefit from association with cities implementing best practices. Stakeholders inside and outside the CoE consider that the ICC programme should be advocating more directly with national authorities to scale up and apply best practices nationally. The ICC Unit notes that this will now be done by the Steering Committee on Anti-Discrimination, Diversity and Inclusion (CDADI) and the Committee of Experts on Intercultural Integration of Migrants (ADI-INT) which is subordinated to CDADI. This requires raising the profile of the programme and mainstreaming its principles and practices within the CoE. For example, one or two questions on intercultural integration could be included in the regular monitoring work of relevant CoE monitoring bodies, as the ECRI already does.

The ICC programme can also advocate directly with representatives of national authorities who participate in ICC-related activities, such as the ADI-INT. One such representative interviewed for this evaluation had limited knowledge about the ICC programme, and this was derived from interaction with an ICC member city, rather than the ICC Unit. There have been recent centrally led initiatives in this country, and research and study visits involving other European countries. This stakeholder would welcome the opportunity to share these experiences more widely through the ICC programme, and to learn about centrally led initiatives in other countries. The ICC programme could also support national authorities at European level with research, conferences, and study visits addressing clearly defined common policy challenges, such as the welcoming of people fleeing Ukraine. It is important to see how common challenges are addressed in different contexts, including for example LGBTI issues,[48] female genital mutilation, and hate crime. National authorities have limited time and resources to focus on intercultural integration issues and it is suggested that they would welcome this type of leadership from the ICC programme. The organisation and presentation of resources on the ICC website are not optimised to address specific national challenges.

Feedback from within the CoE suggests that the programme could be learning more from successful and unsuccessful examples of multilevel governance in different countries.

A representative of an active ICC member city in another country considers that few national actors there know anything about the ICC programme.

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[48] Lesbian, gay, bisexual, transgender and intersex.

3.6.2 Sub-national level

Stakeholder feedback suggests that the ICC programme could work more through other formal and informal city networks and associations in different countries. ICC member cities could provide a point of entry for the ICC programme – one city has offered to do this.

There is also scope to work with sub-national authorities. For example, in England, mayoral combined authorities (MCA) are comprised of leaders of all councils in their respective regions led by a directly elected combined authority mayor. While their responsibilities relate to spatial planning, business, employment, and infrastructure, stakeholder feedback indicates that one MCA is actively working on equality, diversity, and inclusion. Such city clusters have considerable leverage at regional and national levels and could help to promote incorporation of ICC principles and practices into national frameworks.

Not all ICC national networks function effectively. In some cases, increasing the resources allocated to such networks could make them more effective in mainstreaming ICC principles and practices nationally, including by advocating with national authorities.

3.6.3 European Union

It has been suggested that xenophobia has to be addressed much more systematically at EU level. The European Council and the European Commission have many other urgent issues to work on but interculturalism is very important for the long-term survival of the EU. Closer cooperation with EU institutions and agencies would support multilevel governance. This could also help ICC cities to access EU funding.

4 Conclusions

The conclusions presented here answer the evaluation questions. The conclusions were formulated by the evaluation team based on the findings presented above. Each answer takes into consideration several aspects of the findings.

4.1 Relevance

To what extent do the ICC programme's services and tools respond to the intercultural integration challenges experienced by different cities?

The programme offers a wide and evolving range of services and tools. This enables most cities to find options that address at least some of their needs.

The programme addresses two groups of needs. Firstly, it helps cities to improve intercultural integration in a systemic way by promoting reflection and internal dialogue that leads to the development of medium-term strategies. Rather than simply addressing symptoms, these strategies address structural barriers to intercultural integration and emphasise a multi-sectoral approach to mainstream core intercultural principles and approaches across local government departments. Secondly, the programme helps cities to address specific crises or risks with thematically targeted services and tools.

However, the growth and diversification of the ICC international network have made it harder for the ICC Unit to develop services and tools to meet diverse needs and expectations.

Services and tools are not optimally packaged and this makes it hard for members to identify and prioritise them. This consumes a significant amount of time. This also makes it difficult for ICC coordinators to promote specific services and tools within the city administration. Interviewees often struggle to identify what services and tools their cities have used, and this can be partly attributed to the lack of clarity in how they are presented to members.

Not all resources are 'ready to use'. Many have to be adapted to different contexts, and this includes translation into different languages.

The international and national ICC networks address an important need for experience sharing, mutual learning, and cooperation between cities. However, in some countries, these networks may overlap with formal and informal city networks and groupings working on the same issues.

While many benefits of the ICC programme and network membership were highlighted during the evaluation, clearer objectives and governance, and enhanced communication would make it easier for cities to understand the relevance of the programme to their needs and contexts.

Which services and tools do, or would, best respond to needs in terms of multilevel governance and cooperation for intercultural integration?

Stakeholder feedback suggests that a change in strategy, rather than specific services or tools, is needed to promote multilevel governance. This includes mainstreaming ICC principles and approaches at national level through the CoE's structures, and working more with existing national and sub-national city networks, which are well positioned to promote ICC principles and approaches at national and local levels.

The interest of national stakeholders could also potentially be raised by focusing more on common national policy challenges and facilitating cooperation between countries at this level. Currently there appears to be limited direct interaction between the programme and national stakeholders, and knowledge amongst national stakeholders appears to be very limited.

4.2   Effectiveness

To what extent have the ICC programme and its services and tools led to improved intercultural knowledge, understandings, approaches and overall performance amongst local authorities? Which factors have facilitated or constrained the effectiveness of ICC tools and services?

The programme has been instrumental in developing a more strategic, systemic approach to intercultural management, and this in turn has led to other important developments in cities' approaches. Changes include increased multi-sectoral working, mainstreaming of intercultural integration concepts and approaches throughout the organisation, greater engagement of different community groups in implementing intercultural strategies, and greater emphasis on activities that bring different groups in the community together.

For several cities that have a long track record of work on equality, diversity, and inclusion, the programme has not necessarily led to specific changes, but it provides validation, inspiration, ideas, and motivation to continue development and adaptation of their intercultural work. In one city, there was a significant improvement in the city's

self-perception and confidence after its work in this area was validated by its ICC index results.

The high quality of ICC experts and resources, and the approachability and responsiveness of the ICC Unit, all help to ensure the effectiveness of ICC services and tools.

The overall effectiveness of the programme also depends heavily on the continuing engagement of member cities. However, many of the cities listed on the ICC website are not so actively engaged in the ICC networks, and many have not repeated the index in a number of years, and some never. Some that were active in the early years of the programme have not engaged with the programme since 2016 or earlier.

Several factors explain why cities are not so engaged, or have disengaged completely. Migration into Europe in recent years has led to political changes, and changed city priorities. Stakeholder feedback suggests that some cities may have joined the programme to benefit from its image, without necessarily being fully committed to its principles and practices. Multiple crises in recent years (the 2008 financial crisis, large scale migration, the COVID-19 pandemic, and now the invasion of Ukraine and the associated energy crisis) have incrementally reduced local government financial resources, while increasing the workload of local government staff – thus while cities may recognise intercultural integration as an important matter, they do not have sufficient resources to engage effectively with the programme. ICC coordination is often an additional responsibility for staff, who must continue to fulfil their 'regular' responsibilities, but are not allocated additional time or remuneration.

As noted above, members often do not have a good understanding of available ICC services, tools, and resources because there are so many options and they are not clearly organised and presented. This makes it hard for cities to prioritise them and it limits their utilisation.

In some cases, the potential effectiveness of the indexing process has not been achieved due to lack of follow-up support to help with development and launching of strategies.

Which ICC tools and services are achieving the best results and should be prioritised in the future? What additional/ new services and tools should be prioritised in future?

The ICC indexing process should continue to be prioritised, as this helps cities to develop a more strategic, systemic approach to existing challenges, and it equips them with analytical and decision-making capacities to identify and address new and emerging challenges. The index also enables cities to compare themselves with other cities in similar contexts. The indexing process is most effective when all relevant city departments are actively engaged in the process, and it is linked to the development or renewal of city integration strategies.

The effectiveness of other services and tools is greater when they are linked to the recommendations and strategies emerging from the indexing process. Specific services and tools will depend on the needs that emerge from each indexing process. However, feedback suggests that more expert support following the indexing process is important to help develop and launch the resulting intercultural strategies. At this stage, ICC experts can also help by pointing cities to relevant ICC (and other) resources. Improved packaging and presentation of ICC resources would also support this.

In the context of the Ukraine refugee crisis, it has been suggested that the programme could have helped by building on the experience of cities in Poland early in the crisis and sharing lessons learned and ideas through the ICC networks. Thus, in future, the

programme could focus more on quickly learning from, and disseminating early experience from, unfolding crises.

Interviewees also stress the need for increased and more systematic in-person peer to peer networking between similar cities experiencing common challenges. This would enable regular exchange of experience and comparison of approaches and progress in paired cities.

4.3   Impact

To what extent are the ICC programme's services and tools contributing to positive changes in attitudes, perceptions and interactions within and between different groups in cities?

It appears that few cities systematically assess the outcomes of intercultural integration strategies or initiatives. There is thus very little evidence about the impact of the programme. The lack of evidence regarding the impact of intercultural strategies suggests that the ICC programme could focus more on how cities assess the outcomes of strategies and specific initiatives. Development of indicators and monitoring systems and tools should be an integral part of the strategy development process. The information that this generates will help cities to adapt strategies over time and will be helpful when they repeat the indexing process. It will also support learning at overall ICC programme level. Systematic information about impact will also help to justify engagement in the ICC programme at a time when local government financial resources are increasingly constrained.

A small number of interviewees refer to local public perception surveys but it was not possible to attribute developments to the ICC programme.

However, some interviewees consider that the programme has helped to mitigate or avert unfolding crises, for example an increase in xenophobia towards asylum seekers and migrants.

4.4   Sustainability

To what extent have key ICC roles, principles, and processes been institutionalised, mainstreamed, and further developed by local authorities? What are the main constraints to institutionalising and mainstreaming key ICC elements?

Interviewees report that cities have adopted, and are now implementing, ICC strategies. These incorporate various ICC principles and approaches and often involve new policies and approaches, departmental restructuring, new interdepartmental groups or task forces, and new functions. However, the cities most likely to institutionalise ICC principles and approaches in this way are in any case already highly committed to intercultural objectives. These cities tend not to rely on a single ICC coordinator, but responsibility is shared by a group, possibly comprised of staff from different departments, which is guided by a steering group, ideally involving elected representatives and external stakeholders from different sectors. Intercultural integration is embedded in the work of these cities.

Conversely, institutionalisation is likely to be most limited where ICC coordination responsibilities are allocated to a single person whose role may be perceived primarily as a conduit for information between the ICC programme (or the national network coordinator) and the city. For these coordinators, ICC coordination work may be in addition to other 'regular' responsibilities, which limits the time that can be devoted to

ICC work. In these circumstances, there is a high risk of interruptions and loss of institutional memory when ICC coordination responsibilities are reassigned. In these cities the ICC programme may be seen more as an add-on to address specific problems from time to time, rather than as something to be fully incorporated into their work. In some cases, this may be due to limited resources and competing priorities. In other cases, it may be due to lack of awareness or understanding.

How could the ICC programme contribute to increasing the autonomy and legitimacy of ICC coordinators' work in their cities?

In view of the constraints discussed above, it is doubtful to what extent the programme can directly influence the role and profile of ICC coordinators within many cities.

The programme could, however, indirectly influence this by making the objectives and benefits of the programme clearer and more concrete, and communicating these more clearly on its website, through CoE structures, through other formal and informal city networks in different countries, and directly with city leadership (operational and elected). The benefits and results of the programme should be regularly updated to reflect recent and ongoing developments. There could be more emphasis on case studies to showcase how 'more active' cities work systemically on these issues with the involvement of multiple internal and external actors.

At present, the ICC website, for example, focuses primarily on what the programme offers, rather than what difference it makes. There is an assumption that visitors to the website already understand what difference ICC services and resources can make in practice. This indicates that the programme is focusing on inputs and outputs, rather than outcomes.

5 Recommendations

The recommendations were developed by the evaluation team based on the findings and conclusions of this evaluation and refined on the basis of feedback from the ICC Unit. Selected recommendations were discussed with the participants of the ICC coordinators 2022 annual meeting[49] in order to support the CoE and the ICC Unit in responding to the recommendations.

5.1 Strategic recommendations

5.1.1 ICC programme steering

1. The ICC Unit in close consultation with the ICC member cities should establish an ICC steering group with clearly defined terms of reference to provide strategic guidance for the programme. This could be composed of CoE staff (ICC Unit and representatives of other CoE entities), ICC experts (in an advisory capacity), and a limited number of international and national ICC member cities. Consideration could also be given to including representatives of one or two other international actors. Member cities could serve on the working group on a rotating basis.

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[49] Held in Reggio-Emilia, Italy, from 16 to 17 November 2022.

5.1.2 Multilevel governance

2. The CoE should promote and mainstream the programme within the organisation to ensure the programme works through CoE structures in its advocacy, guiding, and influencing work at national level. To this end, one or two questions on ICC principles and practices could be incorporated into the regular monitoring work of relevant CoE monitoring bodies, as is currently done by the ECRI.

3. The ICC Unit should expand its work with (i) existing formal and informal city networks and clusters within countries at national and sub-national levels, where these exist (active ICC members can provide a point of entry to these networks), (ii) organisations that engage regularly with relevant national authorities (these could be, for example, relevant UN agencies or national NGOs), (iii) strategic partners to strengthen its presence in several CoE member states, (iv) EU institutions and agencies to promote application of ICC principles and practices, which are important for ensuring continuing solidarity within the EU in view of large-scale arrivals of migrants and refugees into the EU in recent years.

5.1.3 Tools and services

4. The ICC Unit should prioritise services and tools that directly support implementation of strategies and recommendations emerging from the indexing process. There should be more expert support for cities after the indexing process to help them set priorities, implement their strategies and contextualize the services and tools in their city.

5. The ICC Unit could introduce an alternative simplified assessment mechanism to enable cities to gain experience before working with the full index. This could also be used for interim self-assessments between full indexing processes.

5.1.4 National networks

6. The ICC Unit should periodically review the viability of existing and new potential networks according to established criteria. Based on this review, the ICC Unit should allocate resources (i.e. financial resources, capacity building, institutional support) to viable networks reflecting the work performed and the work to continue to be performed.[50]

5.2 Operational recommendations

5.2.1 Engagement with cities

7. Rather than focusing on a single person within member cities, the ICC Unit should systematically engage with small groups comprised of key operational staff and elected decision-makers. This would support commitment and continuity.

8. The ICC Unit should ensure that capacity building for ICC city coordinators goes beyond understanding ICC procedures, and includes, for example, how to engage key actors in the city to institutionalise ICC concepts.

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[50] For example: Ilona Haslewood (2021), *'A review of the evidence on developing and supporting policy and practice networks'* https://www.carnegieuktrust.org.uk/publications/a-review-of-the-evidence-on-developing-and-supporting-policy-and-practice-networks/

5.2.2 Communication

9. The ICC Unit should communicate the objectives of the programme and how it is governed and managed more clearly.

10. The ICC unit should clearly and transparently communicate on its website (i) the benefits and obligations of membership of the international and national networks, including what level of support members can expect, and the expectation that members should repeat the indexing process at regular intervals (e.g. between three and five years), (ii) the objectives and functioning of the international and national networks, (iii) which national networks the programme is supporting financially, (iv) the objectives and substance of cooperation with other networks and institutions, and (v) the level of engagement of cities and national networks. This last point is important to avoid giving a misleading impression about the engagement of less active cities and networks. A range of indicators could be used for this. All cities that have completed the index within the last five years should be listed on the ICC website, including cities that have completed the index in the context of other projects (e.g. EU-funded projects).[51]

11. The ICC Unit should target email communication with members based on the content. It may be more efficient to develop a closed web portal for communicating with members and other actors (e.g. national-level representatives), or to use a readily available third party communication/collaboration tool.

5.2.3 Services and tools

12. The ICC Unit should give member cities a more active role (e.g. via the proposed ICC steering group – see recommendation No.1) in decisions on thematic focus and specific projects, and in developing tools to ensure their relevance and applicability in practice. Regarding services linked to specific events and activities, the ICC Unit should communicate key dates in advance on an annual basis to facilitate cities' planning and engagement in ICC activities.

13. The ICC Unit should place more emphasis on facilitating regular, systematic in-person networking and exchange of experience between pairs of cities with similar challenges and experiences, where this is requested. This could be extended to include peer review.

5.2.4 Online resources

14. The ICC Unit in consultation with member cities should better group online resources on the website to address specific policy challenges and to make it easier to find relevant information. Older content on the website should be regularly archived to facilitate identification of relevant, up to date information. The long list of good practice examples on the website could be made more useful by improving search and filtering capability, and by analysing the content to extract useful insights. This website should be reorganised so that it loads faster.

5.2.5 Membership fees

15. The ICC Unit should ensure clarity and transparency around membership fees. All members of the ICC international network should be required to pay a membership fee. Services and participation in network activities should be withdrawn from international cities that do not pay a membership fee. They will still be able to access

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[51] These appear to be missing from the list, which does include cities that last completed the index 10 or more years ago and have ceased engagement with the programme.

the many tools that are freely available on the ICC website. Membership fees could be graduated transparently and objectively according to population and/or annual budget.

5.2.6 Assessment of change

16. The ICC Unit should ensure that measurement, by cities, of change is addressed by the indexing and strategy development process. There should be guidelines on involving civil society organisations in the assessment of strategy implementation – their role should be made more explicit. The programme could provide monitoring and evaluation tools and resources to support systematic assessment of intercultural initiatives by cities including ICC activities.

17. The ICC Unit should work with interested member cities on indicators to measure progress in diversity management and interculturalism, to be used between the indexing processes.

18. The ICC Unit should put in place a systematic approach to following up with international cities periodically to discuss progress in the implementation of strategies and to identify specific needs and how they can be addressed.

19. The ICC Unit should allocate resources specifically to regular, systematic collection, analysis, and dissemination of information from cities about changes happening in member cities that are influenced by the programme.

Annexes

Annex 1   Evaluation terms of reference

Mid-term evaluation and re-prioritisation of the Intercultural Cities programme's services and tools

Terms of reference

Introduction

This document provides the terms of reference (ToR) for an evaluation of the **Intercultural Cities (ICC) programme's services and tools**. The ICC programme aims at supporting local authorities in reviewing their policies through an intercultural lens and in developing comprehensive intercultural strategies to help them manage diversity positively and realise the diversity advantage. This evaluation is a **mid-term evaluation.** The main purpose is to assess the areas in which the programme's added value is best/most benefiting for its members and which of its services are the most impactful, with a view to helping the ICC Unit to reprioritise its actions (taking into account human and financial resources available). The evaluation should also serve to identify areas and tools that are more suitable for multilevel governance and cooperation.

The ToR provide background information about the programme before describing the evaluation purpose, objectives and scope, evaluation criteria and questions, evaluation methodology as well as the qualifications of the evaluator. Lastly, the evaluation workplan, deliverables and indicative schedule, as well as the management and budget modalities, are described.

1. The Intercultural Cities programme

The ICC programme (relevant PMM IDs 263/1853/3037) is implemented by the Council of Europe since 2008. It is a capacity-building programme that aims at supporting public authorities (mainly cities, but also regional and/or state authorities) across Europe and beyond to devise integration and diversity management strategies cutting across institutional silos and mobilising leaders, policy officers, professionals, businesses and civil society behind a new model of integration – intercultural integration[1] – which is based on the mixing and interaction between people from different ethnic, religious and linguistic backgrounds and on turning diversity from a stumbling block into a steppingstone.

In particular, the ICC programme helps public authorities to:
- Create a sense of pluralistic identity based on the pride and appreciation of its diverse population, minimising cultural tensions and conflicts;
- Set up a multilevel governance model enabling the participation of all members of the community, regardless of their origin or status;
- Create spaces and opportunities for deep interaction and co-creation between people of different origins and backgrounds, to build trust within the community and thus ensure cohesion, solidarity, and realise the potential of diversity;

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[1] "Intercultural integration" is a policy framework for achieving real equality, societal cohesion, and prosperous development in culturally diverse societies. It is defined as the result of a two-way process consisting in the effective, positive and sustainable management of diversity, on the basis of reciprocal and symmetrical recognition, under an overarching human rights framework. Its underlying principles are equality of rights and opportunities, diversity advantage, meaningful intercultural interaction, and active citizenship and participation, framed by respect and dignity for all as individuals entitled to rights, freedom and responsibilities, and the understanding that building inclusive societies requires openness to change. Intercultural integration policies seek to reinforce intercultural interaction as a means of building trust and strengthening the fabric of the community.

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- Make the public space and services accessible to all residents and end the vicious circle of exclusion which goes hand in hand with ethnic and social segregation;
- Share power, involving people of diverse origins in decision-making in urban institutions, be they political, educational, social, economic or cultural;
- Foster intercultural competence in public, private and civil-society organisations;
- Build social trust and sense of belonging;
- Embrace cultural pluralism and the complexity of identities through leadership discourse and symbolic actions; and
- Manage conflict positively, busting stereotypes and engaging in a debate about the impact and potential of diversity for local development.

To reach its objectives, the ICC programme provides the following outputs/services/tools:

1. **Expert reviews and assessment/analytical/educational tools**: for example, the Intercultural Cities Index and relevant evaluation reports, which aims to assess intercultural policies and provide recommendations, the Intercultural Citizenship Test to increase knowledge and awareness on intercultural competence and perceptions of diversity as an advantage, as well as the intercultural checklists to assess if projects, policies or actions are intercultural.
   The ICC team does also provide **tailor made assistance and advice** to individual cities, including by reviewing internally their draft intercultural strategies, and help cities connecting to each other; they further promote a regular exchange of information within the international network, as well as across national networks, and help coordinators of national networks devise their workplan and deliver.
2. **Policy Guidance**: Policy briefs, Manuals and thematic papers, video tutorials, support for strategy design and methodologies, including related to anti-rumours.
3. **(Peer) Learning and Mentoring**: Good practice database, Study visits, thematic initiatives and webinars, training (including online), and joint campaigns.
4. **Innovation**: Piloting for and with cities, for example through grants to support inter-city work.
5. **Strategic development**: reaching out to the national level and promoting the development of multi-level governance of diversity and inclusion. This work is carried out in cooperation with the intergovernmental Working Group in Intercultural Integration (GT-ADI-INT), now called Committee of Experts on Intercultural Integration of Migrants (ADI-INT), a body subordinated to the Steering Committee on Anti-discrimination, Diversity and Inclusion (CDADI).

Over the past six years (2016-2021), the ICC programme had an average yearly budget of 396 500 euros.[2] Over the next four years, the ICC programme will have a budget of around 1 640 000 euros (based on the estimation of 410 000 euros per year). The budget numbers indicated here correspond to funding stemming from the Council of Europe's ordinary budget.

The ICC programme has grown significantly since 2008 and now runs on a global scale, demonstrating the programme's relevance and a global need to respond to the challenges related to the growing diversity of today's societies. Its geographical scope includes not only Council of Europe member States, but also participating cities in Canada, Australia, Japan, South Korea, United States, Mexico, Morocco and Israel. At the time of writing (January 2022), 154 cities participate in the ICC programme and there are nine national networks (South-Pacific, Italy, Morocco, Spain, Norway, Portugal, Quebec, Ukraine and United Kingdom) in addition to the international network of cities.

The ICC programme is managed by the Council of Europe's ICC Unit. In addition, the ICC Unit draws upon a small network of consultants with knowledge of international standards and different European systems, and consultants with knowledge of the domestic system in which the activities are

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[2] The yearly budgets were as follows: 273 800 euros for 2016, 273 800 euros for 2017, 484 000 euros for 2018, 485 100 euros for 2019, 431 400 euros for 2020 and 430 700 euros for 2021.

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implemented to carry out its work. This combination ensures that Council of Europe standards are understood and applied, bearing in mind the national context, including the legislative framework.

At the same time and since 2020, the ICC Unit was also tasked with running the GT-ADI-INT, the first multilevel subordinate body comprising representatives of national and local authorities (selected ICC member cities). During its first mandate covering 2020-2021, the working group successfully drafted a Model Framework for an Intercultural Integration Strategy for the National Level, as well as a Recommendation on Multilevel policies and governance for intercultural integration, which both were adopted by the CDADI, respectively in June and in December 2021. For its next mandate (2022-2025), the ADI-INT is tasked to develop the following deliverables : a capacity-building programme and tools for migrant integration supporting its implementation at national level (subject to the adoption of the Recommendation on multilevel policies and governance for intercultural integration by the Council of Europe Committee of Ministers) and a feasibility study and possible new legal and/or benchmarking instrument on comprehensive strategies for inclusion.

2. Evaluation purpose and context

The evaluation is a **mid-term evaluation of the services and tools provided under the ICC programme**. It is commissioned by the Council of Europe (the ICC Unit) in line with the Organisation's latest Evaluation Policy, approved by the Committee of Ministers on 13 November 2019, which highlights among others the relevance of evaluations when it comes to assessing impact and setting priorities.

This evaluation serves the main purpose of identifying the impact of the services and tools provided by the ICC programme and of assessing the areas in which the programme's added value is best/most benefiting for its members. The evaluation should also serve to identify areas and tools that are more suitable for multilevel governance and cooperation.

Such an evaluation is deemed necessary at this stage. Since its beginnings in 2008, the ICC programme has seen exponential growth in membership, which now includes 154 cities from all over the world. For instance, 11 new members joined the programme in 2021, six in 2020, two in 2019 and 14 in 2018. This has resulted in increased diversity in member cities' needs and expectations from the programme, as well as in return a more diverse offer of the programme in terms of services and tools. In this context, the ICC Unit plans on using the outcomes and recommendations of this evaluation for the purpose of re-prioritising the services offered by the ICC programme without losing its impact.

In addition, the (probable) adoption of the new above-mentioned CM Recommendation on Multilevel policies and governance for intercultural integration, as well as work carried out in the past years through the ICC Policy Labs, the GT-ADI-INT, and from now on the ADI-INT, would suggest to ensure that the work done until now to support cities in terms of capacity building programmes is also designed to be used for the state and regional levels. The evaluation should also serve to identify areas and tools that are more suitable for multilevel governance and cooperation.

Therefore, the primary stakeholder and user of the evaluation is the Council of Europe's ICC Unit as it is responsible for the implementation of the ICC programme, but ultimately, this evaluation will also benefit members of the ICC programme who contribute financially each year towards the administrative costs of the programme.

The evaluation process will be guided by the Evaluation policy and the Evaluation guidelines of the Council of Europe and other relevant instruments such as the Recommendation CM/Rec(2015)1 of the Committee of Ministers to member States on intercultural integration and the draft

Recommendation on Multilevel governance and policies for intercultural integration[3], as well as the Council of Europe Gender Equality Strategy 2018-2023.

3. Evaluation objectives

The objectives of the evaluation include the following:
1. To assess the impact of ICC tools and services and to identify to what extent they have benefitted its members.
2. To identify which of these services and tools could also benefit multilevel governance and cooperation and to highlight if any other tools should be developed in light of members' needs in that regard.
3. To assess the implementation of the ICC programme (in terms of working/implementation methods) and the obstacles that might have been faced (incl. the Covid-19 pandemic).
4. To identify barriers that prevent ICC coordinators from working more autonomously or from connecting to peers without the assistance of the ICC Unit. To provide recommendations on ways to improve the sustainability and legitimacy (in the eyes of other city departments/officials) of their work.
5. To provide recommendations on the way forward in terms of prioritisation of areas of work, services and tools according to added value and impact.
6. To assess how and to what extent cross-cutting and inclusion issues (gender, SOGI rights, migrant rights, sustainability, etc.) are mainstreamed in ICC tools and services.

4. Evaluation scope

As mentioned above, the ICC programme's geographical scope includes not only Council of Europe member States, but also participating cities in Canada, Australia, Japan, South Korea, United States, Mexico, Morocco and Israel. The evaluation will aim at covering ICC programme members as a whole. The modalities for reaching out to members are outlined in the chapter below on methodology and will be further defined during the inception phase of the evaluation.

The ICC programme was launched in 2008 and since then its results and impact were assessed several times[4]. In particular, the Directorate of Internal Oversight of the Council of Europe carried out an internal evaluation of the programme in 2015. An evaluation of the effectiveness of the Intercultural Cities Index was also carried out in 2017.

In light of the above, this evaluation will focus on the impact of the ICC programme's tools and services **since 2016**.

5. Evaluation criteria and questions

As per the Council of Europe evaluation guidelines, the evaluation questions will be based on the following criteria endorsed by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC): relevance, effectiveness, impact and sustainability.

Indicative evaluation questions are provided below and will be further refined by the Provider during the inception phase of the evaluation:

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[3] This document is confidential until adoption by the CM. It will be shared with the selected evaluator(s) in the evaluation dossier.
[4] Relevant documents on evaluations and surveys of the impact of the ICC programme are available here: https://www.coe.int/en/web/interculturalcities/thematic-papers#{%2297133329%22:[16]}

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Relevance: To what extent do the ICC programme's services and tools respond to global and beneficiary needs and priorities? Which services and tools do or would best respond to needs in terms of multilevel governance and cooperation for intercultural integration?

Effectiveness: To what extent are the ICC programme's services and tools contributing to structural changes in member cities? Which factors have supported and hindered their effectiveness? Which of these services and tools are achieving the best results and should be prioritised in the future? Which of these services and tools would also be suitable for promoting multilevel governance and cooperation for intercultural integration? Considering the ICC programme's human and financial resources, which services should be maintained and which ones should be left out, in order for the programme to remain impactful and continue to respond to its members' needs?

Impact: To what extent have the ICC programme's services and tools contributed to an inclusive and positive management of diversity by local authorities and to increase public officials' intercultural competence? Which types of services and tools would ensure the greatest impact when it comes to promoting multilevel governance and cooperation for intercultural integration?

Sustainability: To what extent are the ICC programme's net benefits (in terms of local authorities' management of diversity and public officials' intercultural competence) financially, economically, socially and environmentally sustainable? According to ICC members, what are the limitations faced when it comes to materialising their commitment towards interculturalism in a more autonomous and sustainable manner? How could the ICC programme contribute to increasing the autonomy and legitimacy of ICC coordinators' work in their cities?

6. Methodology

The evaluation will be based on a clearly defined evaluation matrix[5]. This matrix will be prepared by the Provider during the inception phase and will contain among other evaluation questions and data gathering means and sources.

The evaluation will use a mixed-methods approach. Indeed, in order to collect the data necessary to achieve the evaluation objectives, several data collection methods will be needed. Concrete methods will include:
- **Document review and secondary data analysis**: ICC programme documents, reports, resources and previous surveys carried out by the team, Council of Europe standards and resources, etc.
- **Semi-structured interviews**: with Council of Europe staff, ICC experts and a representative sample of ICC programme members to be defined during the inception period. The sample shall however include coordinators of national networks, very active members, inactive members, new members, members scoring high and members scoring low in the Intercultural Cities Index – while also trying to ensure geographical and demographical (in terms of population and diversity) representation.
- **Case Studies (6 or 7):** to collect evidence for changes, determine the effects of the programme and reasons for success/failure. Some of the above-mentioned semi-structured interviews can be carried in the framework of the case studies.
- **Online questionnaires/surveys:** to broaden the sample and increase the outreach of the evaluation to the largest possible number of ICC programme members (at the time of writing, the ICC programme has 154 member cities).

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[5] For more information see Council of Europe Evaluation Guidelines and Evaluation Matrix template in Appendix I.

7. Qualifications of the consultant

7.1 Profile and expertise required

The consultant(s) should have the following qualifications and competencies:
- university degree in social sciences, project management or a related field;
- at least 10 years of experience in designing, managing and leading evaluations and/or setting up monitoring and evaluation systems in the context of international cooperation;
- extensive knowledge of, and experience in, applying internationally-recognised evaluation standards (UNEG, OECD-DAC), qualitative and quantitative evaluation methods; competencies related to inclusiveness and mainstreaming (of gender, SOGI rights, etc.) would be considered an asset;
- knowledge of the Council of Europe standards and other relevant international standards in the field of inclusive integration, equality and human rights;
- Excellent oral and writing skills in English; good knowledge of other languages of particular relevance for the ICC programme (for example Spanish, Italian, Portuguese, French or Ukrainian) would be considered an asset.

Consultant(s) are required to submit two or three examples of evaluation reports recently completed when submitting their proposal. If possible, one or more of the reports should be relevant, or similar, to the subject of the present evaluation.

If applicable, the evaluation team shall be gender balanced and culturally diverse, making use of national/regional evaluation expertise and diverse language skills.

7.2 Conflict of interest

The Provider must be strictly neutral. Conflicts of interest must be avoided. The expert(s) carrying out the evaluation shall have no involvement with the project subject of this exercise. More specifically, the expert(s) must fulfil the following criterion:
- No previous involvement in programming and/or implementation of Council of Europe assistance which will be evaluated as part of this evaluation.
- No previous or current involvement with project stakeholders.

During all contacts with stakeholders, the Provider will clearly identify themselves as independent consultants and not as an official representative of the Council of Europe.

8. Evaluation workplan and indicative schedule

8.1 Workplan and expected deliverables

The evaluation will feature an **inception phase** during which the evaluator(s) will collect and analyse initial data (documentation provided by the management team and further research). A start-up meeting with the ICC Unit will be organised and first interviews will be carried out with Council of Europe staff. During this phase, the evaluator(s) will draft the inception report (**Deliverable 1**). This report will among other include the evaluation methodology, proposed evaluation questions and a

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proposed calendar.[6] The management team will provide feedback and comments on the report within 10 working days.

During the **data collection and analysis phase**, the evaluator(s) will carry out data collection mostly remotely through phone/videoconference interviews, online surveys and questionnaires, etc., and if deemed relevant and possible in light of the health situation, site visits for the purpose of case studies are envisaged. The data collection is followed by an in-depth analysis.

During the **drafting phase**, the evaluator(s) will produce a draft evaluation report (**Deliverable 2**) not longer than 30 pages (excluding annexes) and including among other findings, conclusions and recommendations (structure of the report to be fine-tuned during the inception phase).[7] When submitting the draft final report, a meeting to present the report to the management team will be organised. The management team will then have 10 working days to comment on the factual accuracy, the relationship between findings, conclusions and recommendations, as well as the relevance, usefulness and implementability of recommendations. The evaluator(s) will then have 10 working days to submit the final evaluation report (**Deliverable 3**). The comments of the management team may be integrated into the final evaluation report or presented in the report as differing views. The Council of Europe's Directorate of Internal Oversight (DIO) will also quality check the draft final report within 10 working days.

All the reports and expected outputs shall be produced in **English**, using the appropriate style and structuring the text in a clear and concise way. All draft reports will be submitted to the project management in electronic form by e-mail and in a format compatible with MS Office software.

The Council of Europe reserves the right to request the necessary additional revisions of the reports in order to reach an appropriate outcome and quality control requirements. The final report should be usable for publication.

8.2 Indicative schedule

The estimated duration of the contract is from 1 March 2022 to 30 September 2022. The proposed breakdown of the evaluation phases is as follows:
- **March-April 2022:** inception phase. The beginning of the phase includes desk research/reviews and the start of the evaluation with a start-up meeting with the ICC Unit and the first interviews. In this phase, evaluator(s) also draft and submit the inception report for Council of Europe comments.
- **May-July 2022**: data collection and analysis phase based on the methodology and calendar as described in the inception report.
- **July-August 2022**: reporting phase: preparation of the draft final report.
- **September 2022**: Submission of the draft final report and organisation of the presentation meeting. The management team and the DIO then provide comments within 10 working days and the provider finalises the report within 10 working days.

After the final evaluation report is transmitted, it will be disseminated among relevant Council of Europe entities and the management team will prepare a management response and action plan. As per the Council of Europe's new evaluation policy, both documents will be published online within two months of the receipt of the final report.

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[6] For more detailed information refer to the Council of Europe Evaluation Guidelines and to the Quality Assurance Checklist for the Inception Report in Appendix III.
[7] For more detailed information refer to the Council of Europe Evaluation Guidelines and to the Quality Assurance Checklist for Final Evaluation Report in Appendix IV.

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The above schedule is indicative. The timeframe for the deliverables will be confirmed during the first meeting between the selected evaluator(s) and the management team.

9. Evaluation management and budget

This evaluation will be managed and facilitated by the **Council of Europe's ICC Unit**. The ICC Unit will provide the consultant(s) with all necessary documentation and contact details. Overall, it will be responsible for supporting and monitoring the work of the consultant(s).

The **consultant(s)** will be responsible for the following: interpretation and translation, administrative and secretarial support, telecommunications, etc. and for the dissemination of all methodological tools (questionnaires and surveys, etc.).

The budget of the evaluation is **25 000 euros**. The allocated budget includes consultancy fees, and interpretation and translation costs, if any.

The organisation of site visits will be discussed during the inception phase of the evaluation. If travels are deemed feasible and necessary, the travel and subsistence fees required for the planned site visits will be reimbursed by the Council of Europe separately.

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10. Appendices

Appendix I. Evaluation matrix template

Evaluation Criteria	Evaluation Question	Sub-Question	Measure(s) / Indicator(s)	Data Collection Instrument(s)	Data Source(s)	Data Analysis	Evaluator(s) Responsible

Appendix II. Council of Europe Code of Conduct for Evaluation

AdobeAcrobat Document

Appendix III. Quality Assurance Checklist for Inception Report

AdobeAcrobat Document

Appendix IV. Quality Assurance Checklist for Final Report

AdobeAcrobat Document

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Annex 2 Evaluaton matrix

Evaluation question	Approach / indicator / judgement criteria	Method					
		Desk research	Survey	Interviews			
				CoE staff	ICC Experts, network coordinators	City actors[52]	National/ regional actors[53]
Relevance							
To what extent do the ICC programme's services and tools respond to the intercultural integration challenges experienced by different cities?	Stakeholders confirm that the ICC programme's services and tools are the most suitable and effective for solving concrete intercultural challenges in their cities.		x		x	x	x
Which services and tools do, or would, best respond to needs in terms of multilevel governance and cooperation for intercultural integration?	Stakeholders identify existing and additional services and tools that are most useful for facilitating cooperation between local, regional, and national authorities and other actors in promoting and	x		x	x	x	x

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[52] City ICC coordinators, decision makers, community representatives, local NGOs
[53] Representatives of relevant government departments, national specialised NGOs

Evaluation question	Approach / indicator / judgement criteria	Method					
		Desk research	Survey	Interviews			
				CoE staff	ICC Experts, network coordinators	City actors[52]	National/ regional actors[53]
Effectiveness							
To what extent have the ICC programme and its services and tools led to improved intercultural knowledge, understandings, approaches and overall performance amongst local authorities? Which factors have facilitated or constrained the effectiveness of ICC tools and services?	Stakeholders confirm positive changes in knowledge, understandings, approaches, and performance amongst elected and executive decision makers, and relevant city experts. Stakeholders confirm positive developments in city laws, regulations, structures, systems, processes, and institutional performance relevant to improved management of diversity. Stakeholders identify key factors that that have promoted or constrained the contribution of ICC tools and services to change in management of diversity e.g. political and management leadership, financial resources, institutional (in)stability, political and/ or security context, individual commitment, status of ICC coordinators, etc.	x	x	x	x	x	
Which ICC tools and services are achieving the best results and should be prioritised in the future? What additional/ new services and tools should be prioritised in future?	Stakeholders identify existing and new tools and services that should be prioritised in future. Stakeholders identify core tools and services that must be retained and developed to ensure the continuing		x		x	x	

Evaluation question	Approach / indicator / judgement criteria	Method					
		Desk research	Survey	Interviews			
				CoE staff	ICC Experts, network coordinators	City actors[52]	National/ regional actors[53]
	effectiveness of the programme for a growing network of members. Stakeholders identify tools and services that can or should be discontinued e.g. tools and services that are of limited interest, and/ or have limited reach or effect, or have become less relevant in view of the changing context. Stakeholders indicate to what extent cities might be willing to contribute more financially to general and targeted ICC tools and services.						
Impact							
To what extent are the ICC programme's services and tools contributing to positive changes in attitudes, perceptions and interactions within and between different groups in cities?	Stakeholders confirm positive developments in attitudes, perceptions and interactions within and between different groups e.g. city decision makers, city administration, different groups in the community, and business and NGO sectors etc.		x		x	x	

Evaluation question	Approach / indicator / judgement criteria	Method					
		Desk research	Survey	Interviews			
				CoE staff	ICC Experts, network coordinators	City actors[52]	National/ regional actors[53]
Sustainability							
To what extent have key ICC roles, principles, and processes been institutionalised, mainstreamed, and further developed by local authorities? What are the main constraints to institutionalising and mainstreaming key ICC elements?	Stakeholders confirm institutionalisation of key ICC roles, principles, and processes e.g.: formal recognition of role of dedicated ICC coordinator in city administration; ICC principles and approaches incorporated into city policies, laws, regulations; average annual budget for management of diversity; internal systems to maintain, develop, and disseminate intercultural competences. Stakeholders confirm that benefits of intercultural approaches and processes are understood and acknowledged by key actors including political actors, city administration departments, business, NGOs, and community groups.		x		x	x	
How could the ICC programme contribute to increasing the autonomy and legitimacy of ICC coordinators' work in their cities?	Stakeholders identify factors that currently promote or constrain the status of the role of ICC coordinators. Stakeholders identify strategies and actions that the programme can take to enhance the status of the role of ICC coordinators.		x		x	x	

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Annex 4   Stakeholders consulted

Stakeholders are listed alphabetically based on the name of the institution.

Name		Institution
Gisela	Guari Cañada	Assembly of European Regions
Lilya	Hamadi	Association Casa delle Culture (Modena)
Milagros	Acea	Association Sierra Maestra – Comunidad Cubana Residente en Euskadi (Bilbao)
Andrea	Wagner	BAK Economics AG
Stephen David Caroline David	Bonnell Bundy Henderson Hyatt	Borough of Kirklees
Philip	Baker	Borough of Lewisham
Paula	Cunha	City of Albufeira
Frances	Salenga	City of Ballarat
Solve	Saetre	City of Bergen
Claudia Itziar Miren	Emmanuel Urtasun Jimeno	City of Bilbao
Dennis	Latifi	City of Botkyrka
Barry	Cusack	City of Bradford
Dionisya	Ampatzidi	City of Ioannina
Valentina	Demidenko	City of Jonava
Pria Hariett John Maneerat Geoff	Bhabra Childs Donegan Ellis Turnbull	City of Leeds
Nenad	Bogdanovic	City of Limassol
Luis Joao	Gaspar Paiva	City of Lisbon
Eleonora Roberta	Costantini Pinelli	City of Modena
Jessica	Lagace Banville	City of Montreal
Zahra Meryl	Banisadr Rodriguez Espinosa	City of Neuchâtel
Nathalie Ines	Mondet Amrani	City of Paris
Chrissa	Geraga	City of Patras
Daniela	Gatta	City of Ravenna
Hallvard	Gorseth	Council of Europe
Michael	Guet	Council of Europe

Irena	Guidikova	Council of Europe
Claudia	Luciani	Council of Europe
Maria Daniella	Marouda	European Commission against Racism and Intolerance, Council of Europe
Carla	Calado	ICC National Network Portugal
Ksenyia	Rubicondo	ICC national network Ukraine
Daniel	de Torres	ICC expert
Claire	Rimmer	ICC expert
Despoina	Syrri	ICC expert, School of political studies in Greece
Cecilia	Mendes	High Commission for Migration of Portugal
Rosaria	De Paoli	ICEI
Ilona	Haslewood	Leeds Community Foundation
Ben	Greener	UK Department for Levelling Up, Housing and Communities
Karolis	Žibas	UNHCR

Annex 5 Interview guides

The four interview guides presented below served in the planning and during the interviews. The evaluators selected the relevant set of questions to the person being interviewed in order to ensure maximization of feedback received and leaving sufficient room and flexibility for the interviewees to express their ideas.

Guide for interviews with ICC city coordinators and network coordinators

Background info on engagement with ICC programme (including if the city pays a membership fee or not, trends in engagement with the programme, etc):

Relevance / response to needs

1. Do the ICC programme's services and tools **respond to the intercultural integration challenges** of your city / cities in your network? If yes, please explain. If no, why? What is lacking? What could be dropped?
2. Do you think that the services and tools provided **support addressing the needs in terms of multilevel governance** for intercultural integration? If yes, explain. If no, why?

Effectiveness / changes at city administration level, in reaching objective of inclusive and positive management of diversity + increase public officials' intercultural competence

3. What are your **experiences (positive and negative)** as an ICC member city / ICC national network in engaging with the ICC programme ?
4. Which **existing ICC tools and services** do your city / network find most useful ? should be prioritized?
5. What has **changed in intercultural knowledge, understandings and approaches at your city (cities in your netowkr) administration** as a result of engagement with the ICC programme and use of services and tools since 2016 (e.g. in the way cities do things)?
   o Are there any conducive or hindering factors to change?
6. How do you / your city understand the concept of '**membership'**? What are the benefits and obligations of membership in your view? Consider here both membership of the ICC programme generally, and membership via national networks
   o To what extent does your city receive the expected benefits of membership?
   o To what extent is your city able to fulfil its commitments as a member of the ICC programme?
7. How would you describe your **working relation** with the ICC Programme team?
   o Frequency of contact?
   o Who initiate (the team, or cities, or both)?
   o Last contact?
   o Last participation in ICC Programme activity?

Sustainability of diversity management and public official's intercultural competences

8. Are new practices (based on services and tools) and ICC coordinator's role **institutionalized in your city / cities in your network**? If yes, explain. If no, why? Consider here, among other things, policies, practices, structures, roles and responsibilities, budgets, etc.

Impact / changes in attitudes in cities

9. Are there any **positive changes in attitudes, perceptions and interactions** between different groups in your city / cities in your network?
   o Have specific vulnerable/ marginalized groups more engaged in social, civic, political, business activities?

Future :

10. Looking ahead what are your thoughts and ideas as a member city / national network on the **programme's future strategy** for engaging with members?
    - How best can the ICC programme promote dissemination and application of ICC philosophy, principles and practices considering available ICC resources and the growing number of cities engaged in the programme? Consider here, among other things the pros and cons of:
        - Engagement via national networks
        - Direct engagement with international cities
        - Multilevel governance approaches
    - What are your thoughts on the cost structure of ICC services? e.g. do you think the programme should offer fewer core services with membership, with other 'custom' services provided on 'pay per use' basis – if so, which services do you consider to be essential 'core' services? Are there specific services that your city needs and would be willing to pay for?

Guide for interview with CoE staff

Background info on engagement with ICC programme:

ICC Programme :
1. What is your understanding of the role and **objectives** of the ICC Programme?
2. From your perspective, what are the **key outcomes** of the programme in the last 5 years?
3. How has the programme **influenced decisions, perceptions, systems, processes, etc**. at city, national, and international levels?
4. How do you understand the concept of '**membership'** in the network/ programme?

ICC Services and tools :
5. What are the most important tools and services provided by the programme?
6. What tools and services should the programme be prioritising that it does not currently prioritise enough?
7. What current tools and services of the programme could be dropped?

Synergies with other CoE departments / Programme:
8. What actual and potential synergies exist between the ICC programme and the work of the anti-discrimination department? How could synergies be strengthened?

Future:
9. Looking ahead, how (if at all) should programme strategy be developed/ adjusted?

Guide for interviews with ICC experts

Background info on engagement with ICC programme (including if the city pays a membership fee or not, trends in engagement with the programme, etc):
Relevance / response to needs
1. Do the ICC programme's services and tools **respond to the intercultural integration challenges** of cities? If yes, please explain. If no, why? What is lacking? What could be dropped?
2. Do you think that the services and tools provided **support addressing the needs in terms of multilevel governance** for intercultural integration? If yes, explain. If no, why?

Effectiveness / changes at city administration level, in reaching objective of inclusive and positive management of diversity + increase public officials' intercultural competence

3. What are your **experiences (positive and negative)** ICC expert in engaging with the ICC programme ?
4. Which **existing ICC tools and services** do you find most useful ? should be prioritized?
5. What has **changed in intercultural knowledge, understandings and approaches in member cities adminsitration** as a result of engagement with the ICC programme and use of services and tools since 2016 (e.g. in the way cities do things)?
    - Are there any conducive or hindering factors to change?
6. How do you / your city understand the concept of '**membership'**? What are the benefits and obligations of membership in your view? Consider here both membership of the ICC programme generally, and membership via national networks
    - To what extent do cities receive the expected benefits of membership?
    - To what extent are cities able to fulfil its commitments as a member of the ICC programme?
7. How would you describe your **working relation** with the ICC Programme team?

Sustainability of diversity management and public official's intercultural competences
8. Are new practices (based on services and tools) and ICC coordinator's role **institutionalized in member cities**? If yes, explain. If no, why? Consider here, among other things, policies, practices, structures, roles and responsibilities, budgets, etc.

Future :
9. Looking ahead what are your thoughts and ideas as ICC expert on the **programme's future strategy** for engaging with members?
    - How best can the ICC programme promote dissemination and application of ICC philosophy, principles and practices considering available ICC resources and the growing number of cities engaged in the programme? Consider here, among other things the pros and cons of:
        - Engagement via national networks
        - Direct engagement with international cities
        - Multilevel governance approaches
    - What are your thoughts on the cost structure of ICC services? e.g. do you think the programme should offer fewer core services with membership, with other 'custom' services provided on 'pay per use' basis – if so, which services do you consider to be essential 'core' services? Are there specific services that your city needs and would be willing to pay for?

Guide for interviews with other stakeholders (e.g. representative of national authorities, representative of city decision-making body, NGO)
Background info on linkages with ICC programme:
1. What do you know about the programme?
2. How/ when has your institution/ organization been involved in the programme?
Relevance / response to needs
3. Can you tell me more about your **understanding and perception** of the ICC Programme?
4. In your views, to what extent do the ICC programme's services and tools **respond to the intercultural integration challenges at local level?**
    - Which ICC services and tools are most helpful?
    - What services and tools should be prioritized, added?
5. To what extent and how does the programme support a **multilevel governance** approach to addressing intercultural challenges?
6. What **synergies** do you see between your activities and the ICC programme**?**
Effectiveness / changes at city administration level, in reaching objective of inclusive and positive management of diversity + increase public officials' intercultural competence

7. What has **changed** in intercultural knowledge, understandings and approaches as a result of the ICC programme and its services and tools since 2016 (e.g. in the way cities do things)?
    o Are there any conducive or hindering factors to change?

Sustainability of diversity management and public official's intercultural competences

8. Do you see new practices to manage diversity **institutionalized in your city / cities**? If yes, explain. If no, why?

Impact / changes in attitudes in cities

9. Are there any **positive changes in attitudes, perceptions and interactions** between different groups in your city / cities? Or increased participation of different groups e.g. in social activities, business, etc.?

Future :

10. Looking ahead what are your thoughts and ideas on the **programme's future strategy** for engaging with members ?
    o How can the programme be enhanced and scaled up, taking into account finite programme resources?
    o What new and emerging intercultural risks and challenges should the programme consider in future?
    o How can the philosophy and approaches of the programme be promoted by supporting multi-level governance (i.e. supporting the development of appropriate national/ subnational policy frameworks)?

Annex 6   Evaluation survey questions

Introductory text:

Welcome and thank you very much for participating in this survey.
The survey is addressed to coordinators of ICC member cities, both of the international intercultural cities network and of national intercultural cities networks.
We are interested in your assessment of the ICC Programme and of the potential for optimization and innovation. Your answers will help to shape the future of the ICC Programme and to improve it.
Please note that there should only be 1 response per city. If several persons within your administration received the invitation, please fill in the survey jointly.
Your information will be treated confidentially. Reporting on the survey will not allow any conclusions to be drawn about individual organizations or persons.
Please click on the button in the upper left corner to change the language if necessary.

Survey questions:

Are you a coordinator at...
- An international city of the ICC programme?
- A national city (via a network) of the ICC programme?

Is your role as coordinator…

	No	Rather no	Rather yes	Yes	I'm not sure
… clearly defined?					
… integrated in your daily job?					
… acknowledged/legitimated by the political level (mayor, city councillors, etc..)?					

When did your city join the ICC programme as a member?
- In the year ...:
- I'm not sure

Do you consider your city as being ...
- An active member throughout the activities?
- An active member in selected activities?
- A passive member, still interested in receiving information?
- An inactive member and not interested in the information received?
- I'm not sure

How frequently do you interact with the ICC Unit?
- Once a week
- Once a month
- Every 3-6 months
- Twice a year
- Once a year
- I'm not sure

When was the last time you interacted with the ICC Unit at the CoE (excluding regular emails from the team)?
- This week
- Last week
- Last month
- About 3-6 months ago
- More than 6 months ago
- More than 12 months ago
- I'm not sure

What are the main reasons you do no longer engage with the programme? (Open question; question only shown, if previous question was answered with the option more than 6/12 months ago)

Do you envisage re-engaging with the programme in the future?
- No
- Rather no
- Rather yes
- Yes

How does the ICC programme membership benefit your city?

	No	Rather no	Rather yes	Yes	I'm not sure
Being part of a network of cities/networking					
Peer to peer learning (best practice sharing, study visits, etc.)					
Showcasing the city's best practices					
Completing regularly the ICC Index					
Political support					
Opportunities for piloting new methodologies through small grants					
Assistance with intercultural strategy development					
Strategic development and multilevel cooperation					
Other, namely:					

If you would have to choose to retain 3 existing services and tools the CoE ICC programme continue providing and further developing, which ones would you choose?
Please choose 3 services and tools from the list.
- Initial analysis of the level of intercultural development through the Intercultural cities index
- Introductory expert visit after completion of the ICC Index
- Annual meetings of international ICC co-ordinators
- Policy development and vision building events
- Study visits to other cities
- Assistance with intercultural strategy development
- Official presentation of the Intercultural city strategy to the local community
- Evaluation of the implementation of the intercultural strategy
- Managing public perceptions of diversity and busting negative myths
- Strategic development and policy innovation (formerly through Inclusive Integration Policy Lab and GT-ADI-INT, and now through ADI-INT)
- Ad-hoc trainings and workshops
- Other, namely:

If the CoE ICC programme would develop a new or adapted service, tool or area of work, what should this be? (open question)

How many times has your city completed the ICC index?
- Never
- Once
- More than once

- I'm not sure

What are the reasons for not completing the ICC index more often? (question only shown if previous question was answered with 'once')
- Lack of time
- ICC index has too many questions / layers
- Don't see the need to do it regularly
- Joined recently (2019 or later)
- Other, namely:

What are the reasons for completing the ICC index regularly? (question only shown if previous question was answered with 'more than once')
- Important tool for city inter comparison
- Monitoring impact of action plan/intercultural strategy
- Getting tailor made recommendations
- Using the report to raise political support from the leadership
- Other, namely

In your view, what should be the recommended frequency for completing to the ICC index?
- Bi-annually
- Every 3-4 years
- Only once when joining

Are the linkages between the ICC index and other services and tools well communicated to the members?
- No
- Rather no
- Rather yes
- Yes
- I'm not sure

What are the challenges you have encountered in using the following services?

	No challenges encountered	Language issues as services are only available in certain languages	Does not meet our needs	Lack of user friendliness	It takes a lot of time to use / complete	I'm not sure
ICC Index						
ICC test						
Online courses						
Thematic videos and tutorials						
Good practices database						
Thematic papers						
Policy briefs						
Events						
Other, namely:						

How do you perceive the lessons learnt culture of the ICC programme / how does the ICC programme engage with its members to assess the relevance and usefulness of services and tools?
- Insufficient
- Rather insufficient
- Rather good
- Excellent
- I'm not sure

How do you assess the changes in your city as a result of the engagement with the ICC programme and use of services and tools?

	No changes at all	Some improvements	Significant amount of improvements	I'm not sure
Intercultural knowledge, understanding and approaches at city administration level				
Silo thinking at the administration level				
Attitudes, perceptions and interactions between different groups in your city				
Engagement of vulnerable/ marginalized groups and / or individuals more engaged in social, civic, political, business activities				

Based on your experiences, what are the main success factors to changes on diversity management? (open question)

Based on your experiences, what are the main obstacles to changes on diversity management? (open question)

In view of its limited resources, how should the ICC programme adjust its strategy and its programme to support the effective application of ICC principles amongst a growing network? (open question)

You have reached the end of this survey. Do you have additional feedback and comments on the work of the ICC programme? (open question)

Annex 7   Overview of services and tools

The document **'Membership criteria and procedures for accession'** includes an overview of activities and resources for participating cities. These include:[54]

- Initial analysis of the level of intercultural development through the Intercultural cities index;

- Introductory expert visit;

- Annual meetings of international ICC co-ordinators;

- Policy development and vision building events;

- Study visits to other cities;

- Assistance with intercultural strategy development;

- Official presentation of the Intercultural city strategy to the local community;

- Evaluation of the implementation of the intercultural strategy;

- Managing public perceptions of diversity and busting negative myths;

- Strategic development and policy innovation (formerly through Inclusive Integration Policy Lab and GT-ADI-INT, and now through ADI-INT);

- On-demand activities and support:

  - Intercultural Competence (training);

  - Alternative narratives and inclusive (training);

  - Diversity in Business (tools);

  - Community Development (workshops and training);

  - Systemic discrimination (guidance and training).

The **2021 annual report** groups ICC areas of work and services under four headings, which incorporate the activities and resources listed above: diagnostic and profiling, policy advice and capacity building, peer learning, and strategic development.[55] The content of each group is presented below:

- Diagnostic and profiling

  - The ICC Index

  - The ICC Charts and the 'Facts and Figures'

  - The 'European Pact for Integration' project

- Policy advice and capacity building

  - Sustainable cities: How to make them more inclusive?

  - Alternative Narratives and Intercultural Communication

  - Intercultural Competence

  - Anti-rumours

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[54] Council of Europe (2022), *'Intercultural Cities – Membership criteria and procedures for accession'*

[55] Council of Europe (undated), *'Intercultural Cities – Building Bridges, Breaking Walls – 2021 Annual Report'*
https://rm.coe.int/icc-annual-report-2021/1680a55b42

- Peer learning
  - Thematic webinars
  - Intercity grants
  - Social trust barometer
- Strategic development
  - The ICC National/ Regional networks
  - CoE-European Union joint programmes
  - Transposing the intercultural approach to the national level

ICC experts

33 ICC experts are listed on the ICC website. These are mainly individuals, but some organisations are also listed here, including ICEI among others. Among other things, they: [56]

- Draft city ICC index reports;*
- Support monitoring;
- Advise cities regarding preparation of intercultural strategies;*
- Prepare and report on thematic events;*
- Provide advice and training in specific areas;
- Provide policy advice in specific areas;*
- Manage national intercultural cities networks;
- Design and manage specific projects.

Where items in the above list are marked with an asterisk, this indicates that these are tasks normally undertaken by the ICC Unit, but outsourced to ICC experts when additional resources are needed (i.e. when the workload is too high for the ICC Unit to manager itself).

The December 2021 call for tenders for consultancy services divides the expert services into 7 lots.[57]

ICC index

The ICC index is the flagship tool/ service of the ICC programme. It is a benchmarking tool that enables cities to take stock of their achievements and challenges, initiate discussion within local government about intercultural integration, promote a systemic (cross-department) approach to addressing challenges, identify good practices adopted by other cities, and assess progress over time.[58]

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[56] Council of Europe (2022), *'Intercultural cities experts'*
https://www.coe.int/en/web/interculturalcities/icc-experts

[57] Council of Europe (01/12/2021), *'Call For Tenders for The Provision Of Consultancy Services (including Technical Expertise) In The Area Of Intercultural Cities And Inclusive Integration (policy And Strategy Advice, Capacity Building And Network Co-ordination) At Local, Regional And National Levels'*
The Council of Europe's website does not appear to provide information about this call, although it still has an announcement for a previous, 2018, call. Details of the 2021 call are, however, available on an external website.

[58] Council of Europe (2022), *'About the Intercultural Cities Index'*
https://www.coe.int/en/web/interculturalcities/about-the-index

The index questionnaire was originally introduced in 2008 and was updated in 2019.[59] with three new sections. It consists of 90 questions in 12 sections,[60] in addition to 14 introductory questions primarily about the demography of the city. There is a methodological guide and video tutorial to support completion of the questionnaire.

The CoE provides a written response to each index questionnaire which includes recommendations and pointers to examples of good practice.[61] In 2021 it produced nine such index reports.[62] City profiles are published on the ICC website and these are based on the visit of a CoE expert team, comprising at least one member of the Secretariat and one expert.[63] 59 profiles are published on the website, compared with approximately 120 cities that have completed the questionnaire one or more times since 2009. The profiles are prepared only once for each city, after they first complete the index questionnaire and many are now likely to be out of date in view of developments in recent years. For example, the profile for Neuchâtel is dated October 2011,[64] It also includes the profile of at least one city that formally withdrew from the programme several years ago and last completed the questionnaire in 2014 (Copenhagen). Only two profiles have so far been published[65] from the 20 cities that completed the questionnaire in 2020, and this is presumably because the COVID-19 pandemic delayed the expert visits. Indeed, the 2021 annual report confirms that there were just two ICC expert visits.

Resources available on the programme website

In addition to the ICC index, the programme website presents tools and resources under the following headings, which are discussed further below:

• Intercultural citizenship test;

• Online training;

• Projects;

• Good practice;

• Resources.

The **Intercultural Citizenship Test** is an online questionnaire for anyone to take and is designed to promote critical thinking amongst users about their understandings and perceptions.[66] The test is available on- and off-line and is available in nine languages. The relevant web page also provides links to many additional curated resources.

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[59] Council of Europe (2019), *'Intercultural Cities – Index Questionnaire – Updated In 2019'*
https://www.coe.int/en/web/interculturalcities/about-the-index

[60] I Commitment; II The City through an intercultural lens; III Mediation and conflict resolution; IV Language; V Media & communication; VI International outlook; VII Intercultural intelligence and competence; VIII Welcoming newcomers; IX Leadership and citizenship; X Anti-discrimination; XI Participation; XII Interaction

[61] This is noted, for example, in Council of Europe (11/2021), *'Neumarkt Intercultural Profile'*, p1
https://rm.coe.int/intercultural-profile-of-neumarkt-november-2021-/1680a595d2

[62] Council of Europe (undated), *'Intercultural Cities – Building Bridges, Breaking Walls'*, p4
https://rm.coe.int/icc-annual-report-2021/1680a55b42 The index reports covered Camden (UK), Cartagena (Spain), Kobe (Japan), Jonava (Lithuania), Limassol (Cyprus), Reykjavik (Iceland), Sherbrooke (Canada), Tenerife (Spain) and Trollhättan (Finland).

[63] Council of Europe (2022), *'Intercultural profiles'*
https://www.coe.int/en/web/interculturalcities/intercultural-profiles

[64] This based on the document creation date in the file metadata, as there is no indication in the text of the of the document when the document was prepared.

[65] Council of Europe (11/2021), *'Neumarkt Intercultural Profile'*
https://rm.coe.int/intercultural-profile-of-neumarkt-november-2021-/1680a595d2

[66] Council of Europe (2022), *'Intercultural Citizenship Test'*
https://www.coe.int/en/web/interculturalcities/icc-test#{%2274621939%22:[1]}

Online training is available for four subjects:[67]

- Antirumours (based on the Antirumours Handbook[68]);

- Alternative narratives and inclusive communication;

- Preventing the potential discriminatory effects of the use of artificial intelligence in local services;

- The intercultural city step-by-step.

The first and last of these are open to the public while the second and third are available only to members of the network upon request. The ICC Unit notes that in future all of these will be freely available, as the Unit is in the process of integrating training courses into the structure of its website.

The **projects** web page[69] consists of 14 themes.[70] Each theme offers a range of curated resources, including, for example, training and policy briefs;[71] tools;[72] information about relevant projects and programmes,[73] studies;[74] campaigns and good practices.[75] The projects web page offers a convenient way of quickly identifying relevant tools and resources within the programme's huge repository.

The **good practice** web page lists 543 good practices from 29 countries.[76] These can be filtered by country, topic (20 topics) and year. Figure 9 below shows the count of good practices on this page from 2016 to 2022 inclusive. Feedback from one stakeholder suggests that the number of good practices listed here is overwhelming and counterproductive. It is also worth noting that this is a very slow loading web page. It may be worth considering if value can be added to this huge resource by analysing the content and following up with a sample of cities to learn about the evolution and durability of certain types of good practice in the context of constantly evolving challenges.

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[67] Council of Europe (2022), *'Online trainings for the intercultural city'*
https://www.coe.int/en/web/interculturalcities/online-trainings#{%22109004389%22:[3]}

[68] Daniel de Torres Barderi (2018), *'Antirumours Handbook'* *https://rm.coe.int/anti-rumours-handbook-a-standardised-methodology-for-cities-2018-/168077351c*

[69] Council of Europe (2022), *'Intercultural cities : Projects'*
https://www.coe.int/en/web/interculturalcities/thematic-initiatives

[70] Alternative narratives and inclusive communication; Anti-rumours; Business and diversity; Cultural heritage and diversity; Gentrification; Intercultural Competence; Intercultural Integration Academy; Intercultural integration in Cyprus; Joint campaigns; Migrants and risk management; Multi-level governance; Refugees; Sustainable cities; Systemic discrimination

[71] Council of Europe (2022), *'Alternative narratives and inclusive communication'*
https://www.coe.int/en/web/interculturalcities/alternative-narratives-and-inclusive-communication

[72] Council of Europe (2022), *'Anti-rumours'*
https://www.coe.int/en/web/interculturalcities/anti-rumours#{%22113187852%22:[8]}

[73] Council of Europe (2022), *'Business and diversity'*
https://www.coe.int/en/web/interculturalcities/business-and-diversity

[74] Council of Europe (2022), *'Gentrification'*
https://www.coe.int/en/web/interculturalcities/gentrification

[75] Council of Europe (2022), *'Intercultural Cities and Refugees'*
https://www.coe.int/en/web/interculturalcities/intercultural-cities-and-refugees

[76] Council of Europe (2022), *'Intercultural cities: good practice examples'*
https://www.coe.int/en/web/interculturalcities/good-pratice

Figure 9: Count of good practices by year
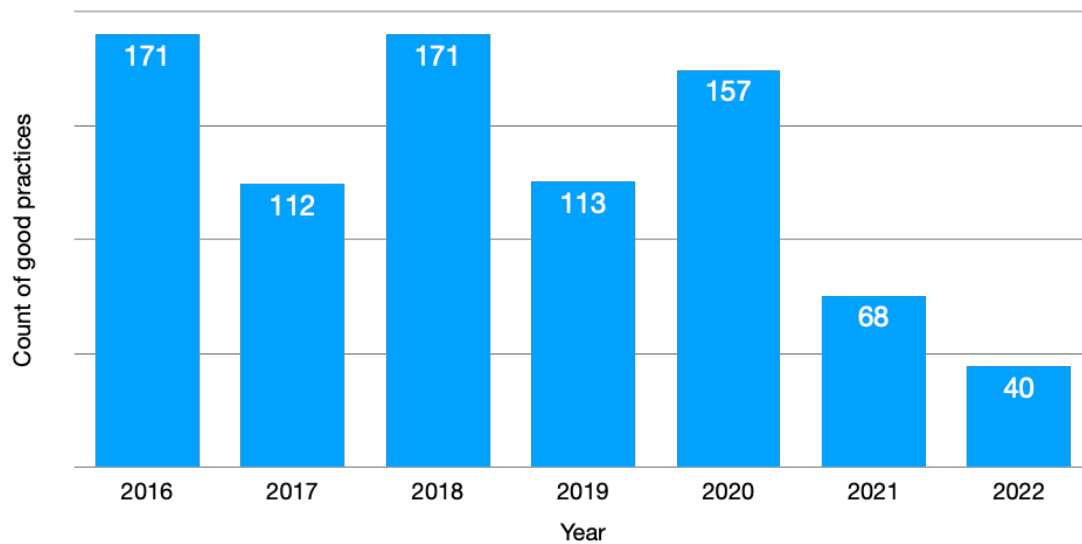
There is also a page dedicated to good and promising practices in the context of the COVID-19 pandemic.[77]

The **resources** web page[78] provides links to many documents and other types of resource.[79] The ICC experts page[80] here summarises the types of services available to cities.[81]

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[77] Council of Europe (2022), *'Intercultural Cities: COVID-19 Special page'*
https://www.coe.int/en/web/interculturalcities/covid-19-special-page#{%2262433518%22:[0]}
The good and promising practices listed here are grouped under the following headings: Community Engagement and positive interaction; (Non)-discrimination, fight against racism, and no hate speech; Health care; Housing; Human Rights; Local businesses and entrepreneurship; Migrants, Refugees and Asylum seekers; Multilingualism and information sharing; Public services; Quality of life.

[78] Council of Europe (2022), *'Intercultural cities: resources'*
https://www.coe.int/en/web/interculturalcities/resources

[79] Background documents; ICC welcome pack; Thematic papers; Policy Briefs; Normative texts; Covid-19 response; ICC newsletter; Multimedia; In the press; ICC experts; Voice Over Magazine

[80] Council of Europe (2022), *'Intercultural cities experts'*
https://www.coe.int/en/web/interculturalcities/icc-experts

[81] Drafting analytical reports on cities' results on the Intercultural cities' index; Participating in monitoring visits and preparing reports such as the Intercultural profiles of member cities; Providing advice to cities in the context of the preparation of their intercultural strategies; Preparing thematic events and drafting reports and policy briefs based on the results; Providing advice and training in specific areas (eg myth-busting, intercultural competence, political communication); Providing policy advice in specific areas (education, culture, housing, economic development, social services, urban planning, impact evaluation etc.); Managing national intercultural cities networks; Designing and managing specific projects (eg. awareness campaigns)

Annex 8 ICC membership analysis

The ICC Unit notes that the membership of the programme had reached 157 members, as of mid-May 2022 and three more applications to join the network have been officially submitted. As of 24 May 2022, the ICC programme website listed 156 members (including 14 index-only members – see Annex 9) in 35 countries (see Annex 10). These are categorised as members of the international ICC network ('international cities'), members of national ICC networks ('national cities'), or Cities that participate only in the ICC index ('index-only') members (see Table 4 below). The 2021 Annual Report notes that membership in the programme reached 153 in 2021.[82]

Table 4: Categories of ICC member

| Type of member	Count
Members of the international ICC network ('international cities')	59
Members of national ICC networks ('national cities')	83
Cities that participate only in the ICC index ('Index-only' cities)	14
Total	156

Source: based on Council of Europe[83]

Figure 10 below shows the distribution of members by country and category of member. This is based on analysis of the alphabetical list of members on the ICC programme website as of 24 May 2022. The data was scraped and analysed with Python. Four countries have more than 10 members each and these are all countries with national networks. Italy has 29 members, followed by Spain (21), Portugal (15), and Morocco (11). These 4 countries between them account for 49% of all ICC members listed on the website. Initial feedback from the ICC Unit and interviewed stakeholders suggests that, with the possible exception of Portugal, the national networks in these countries do not function as envisaged, for example, many members are inactive, or the setup of the network is not what the ICC Unit envisaged, or the national network does not engage with the ICC programme.

The UK is unusual in that it has the highest number of international cities of any country (7) and these are also make up the entire membership of the UK national network. In other countries, national networks are comprised overwhelmingly of national cities. Thus it seems there are 2 models of national networks: one where most members are national cities and communication with the ICC Unit is through the ICC network coordinator; the other where most members are international cities, each communicating directly with the ICC Unit. This indicates that the network in the UK is serving a different purpose from national networks in other countries. It is possible that other national networks also serve different purposes.

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[82] Council of Europe (undated), *'Intercultural Cities – Building Bridges, Breaking Walls'*, p3
https://rm.coe.int/icc-annual-report-2021/1680a55b42

[83] Council of Europe (2022), *'Intercultural Cities: alphabetical list of cities'*
https://www.coe.int/en/web/interculturalcities/list-of-participating-cities

Figure 10: Distribution of ICC members by country and category
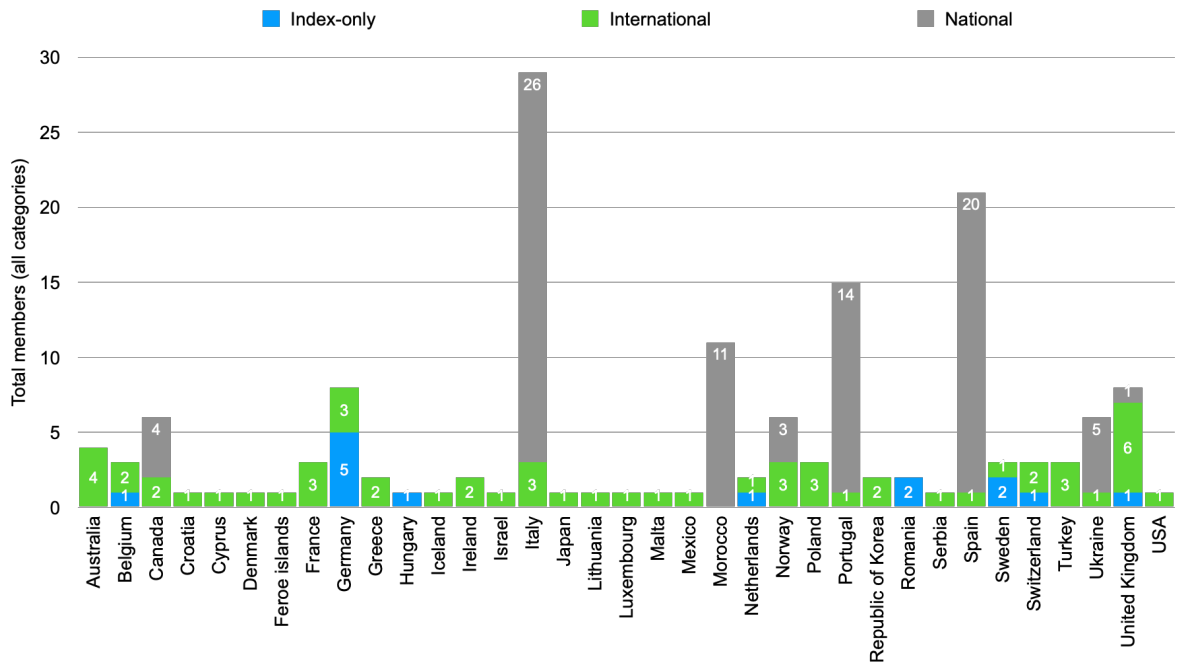
Source: author based on Council of Europe[84]

In total, the network has grown by 65 members during the period 2016 to 2021. Figure 11 below shows that the countries with the largest number of new members during this period are Morocco (10), Spain (8), and the United Kingdom (7). The largest increases in membership were in 2016 (16), 2017 (16), and 2018 (14). There were just two new members in 2019, but membership accelerated again in 2020 (6) and 2021 (11), despite the COVID-19 pandemic.

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[84] Council of Europe (2022), *'Intercultural Cities: alphabetical list of cities'*
https://www.coe.int/en/web/interculturalcities/list-of-participating-cities

Figure 11: Increase in membership 2016-2021
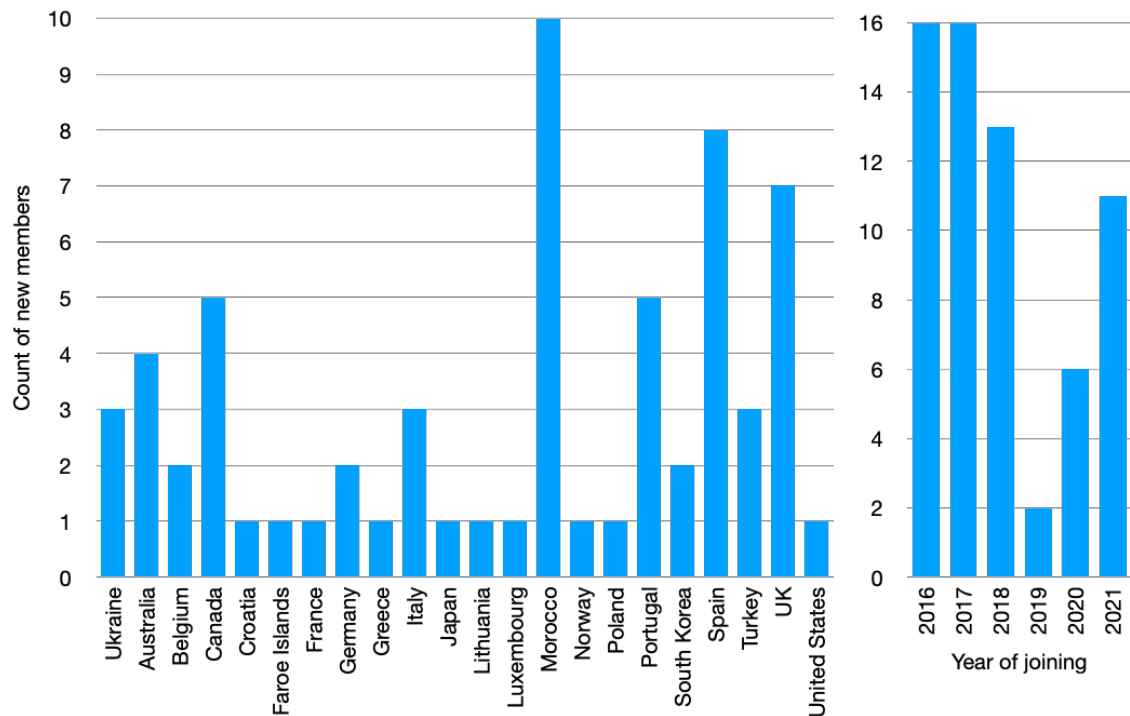
Source: author, based on ICC annual programme annual reports for the years 2016 to 2021.

Cities that joined the programme in recent years pay a membership fee of EUR 5,000 per year towards the administrative costs of the programme, with the CoE meeting all other costs (e.g. index analysis, expertise, international meetings and visits) for cities from CoE member states (within the limits of its available resources for European cities).[85] Cities in other parts of the world have to cover the cost of services not covered by membership fees themselves (e.g. expert visits, and international travel for network events above a reimbursement threshold). However, feedback from the ICC Unit indicates members that joined before 2017 are not obliged to pay a membership fee, although some have agreed to pay the fee. National members pay a partial fee or no fee at all – this is decided by the ICC Unit together with the relevant national network.

Some doubt was also expressed about the commitment of new members in one country that joined in 2017 to the ICC principles and practices.

There is a formal joining process.[86] This involves:

• *Candidate cities first express official interest in joining the Intercultural cities programme (a letter or email by the Mayor or another high-level representative);*

• *The city and the Council of Europe sign a statement of intent which makes membership official.* [This is preceded by a preliminary assessment of the level of official interest, and of the demography of the city].

• *This is followed by the completion of the Intercultural Cities Index questionnaire to get the assessment of their policies through an analytical report on the results with examples of good practice from other cities.*

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[85] Council of Europe (2020), *'Intercultural Cities – Membership criteria and procedures for accession'*, p2-3
https://rm.coe.int/090000168058c0ed

[86] Council of Europe (2020), *'Intercultural Cities – Membership criteria and procedures for accession'*, p1
https://rm.coe.int/090000168058c0ed

- *Following this, an expert visit takes place (at least 1 expert and a Council of Europe representative) to meet city officials and a wide range of local stakeholders in order to confirm INDEX results and make an in-depth "diagnosis" of the city's achievements and needs in relation to intercultural policies and governance.*

The membership process usually takes approximately two years from the very first contact to the city council decision. This procedure was not in place before 2016, and was established to better monitor membership and to secure commitment, in particular the payment of the membership fee for new members from 2017 onwards.

Members are expected to appoint an ICC coordinator and to *set up an intercultural support group and start the process of reviewing different urban policies from an intercultural perspective, re-shaping them and integrating them into a comprehensive policy strategy.* 31 of the 37 cities that responded to the 2022 annual survey have *adopted either an intercultural strategy, an integration strategy with intercultural elements, or an action plan*[87] and six of these cities have intercultural strategies that will enter into force in 2022. The programme has developed a standard job description for coordinators but this is provided for guidance purposes only and it is unclear to what extent this is used in practice.

While the document 'Membership criteria and procedures for accession' lists the types of activities, services, and tools that members can engage with, there are no specified requirements for continuing membership (other than the annual membership fee). Just one city (Swansea) has formally withdrawn from the ICC network (which was reportedly due to the introduction of fees). Some cities have stopped engaging with the programme and were asked to formally withdraw from the network, but have not done so (e.g. Copenhagen and Mechelen). At this stage, it is unclear how many of the latter (if any) are included in the current list of members, or if there are concrete criteria for removing cities from the list of members.

12 cities that completed the index questionnaire between 2009 and 2020 are not included in the list of members (see Annex 11),[88] for example, Auckland (an associate member of the Asia Pacific network), which completed the questionnaire in 2018, or Cluj and Dietzenbach, which completed the questionnaire in 2020 in the context of the EU-funded EPI project.[89] Auckland has also shared numerous good practices on the ICC website covering the years 2016 to 2019.[90] It is unclear why these cities are not listed on the ICC website, while the list of index-only cities includes several that have not completed in the index in 10 or more years.

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[87] Council of Europe (2022), 'Intercultural Cities – Building Bridges, Breaking Walls – 2022 Annual Survey Intercultural Cities', p3

[88] Council of Europe (2022), *'Intercultural Cities: list of cities per country'* https://www.coe.int/en/web/interculturalcities/list-of-cities-by-country

[89] A city in Russia that completed the questionnaire in 2009 has been removed from the list of members in view of the Russian attack on Ukraine in 2022. However, it is still included in the interactive index.

[90] Council of Europe (2022), *'Intercultural cities: good practice examples'* https://www.coe.int/en/web/interculturalcities/good-pratice

Annex 9   Cities participating in the ICC index only as of 25 September 2022

Year of most recent index	City	Listed on the ICC website on 24 May 2022
2015	Bucharest	X
2012	Constanta	X
2012	Dortmund	X
2010	Duisburg	X
2022	Famagusta District	
2013	Hamburg	X
2022	Larnaca District	
2022	Limassol District	
2010	Munich	X
2011	Offenburg	X
2022	Nicosia District	
2022	Paphos District	
2012	Pécs	X
2018	Swansea	X
2010	Tilburg	X
2020	Trolhättan	X
2010	Turnhout	X
2011	Västerås	X
2019	Zurich	X

Annex 10 Summary of ICC members by country and category

Country	International ICC network	National ICC networks	Index-only	Total
Australia	4			4
Belgium	2		1	3
Canada	2	4		6
Croatia	1			1
Cyprus	1			1
Denmark	1			1
Faroe Islands	1			1
France	3			3
Germany	3		5	8
Greece	2			2
Hungary			2	2
Iceland	1			1
Ireland	2			2
Israel	1			1
Italy	3	28		31
Japan	1			1
Lithuania	1			1
Luxembourg	1			1
Malta	1			1
Mexico	1			1
Morocco		9		9
Netherlands	1		1	2
Norway	3	3		6
Poland	3			3
Portugal	1	16		17
Romania			2	2
Serbia	1			1
South Korea	2			2
Spain	1	17		18
Sweden	1		2	3
Switzerland	2		1	3
Turkey	3			3
Ukraine	1	5		6
United Kingdom	7	1		8
United States	1			1
Total	58	83	15	156

Annex 11 Cities that have completed the ICC index but are not mentioned on the ICC website

Year indexed	City	Reason for non-inclusion in the list of members
2018	Auckland	Non-member city but associate member of the Asia-Pacific Network of Intercultural Cities who wished to fill in the questionnaire
2014	Castelvetro	Non-member but has been assessed with original Index
2015	Catalonia	Non-member but has been assessed with original Index
2020	Cluj	Non-member city assessed as part of the European Pact for Integration (EPI) project
2020	Dietzenbach	Non-member city assessed as part of the European Pact for Integration (EPI) project
2017	Izhevsk	Member city suspended after Russian Federation's expulsion from CoE following war in Ukraine
2020	Kobe	Non-member city who wished to fill in the Index questionnaire
2020	Linköping	Non-member city assessed as part of the European Pact for Integration (EPI) project
2018	Logan City	Non-member city but associate member of the Asia-Pacific Network of Intercultural Cities who wished to fill in the questionnaire
2011	Pruluky	Non-member but has been assessed with original Index
2020	Riga	Non-member city assessed as part of the European Pact for Integration (EPI) project
2009	Sechenkivsky	Non-member but has been assessed with original Index

Annex 12 Services not included for members of national networks established after the 2017 'reform'

The following text has been provided by the ICC Unit and is extracted from template for new national networks.

The following services can be provided in addition to those listed in the agreement – upon request and at the costs of the city administration:

- *INDEX review based on the city's replies to the INDEX questionnaire: the Council of Europe will provide the raw data related to the city intercultural performance for free (statistical graphs). However, the full Index analysis (narrative report with explanation of the results and recommendation for future work) will have a cost of 1.000 euros.*

- *ICC Experts' visit and Intercultural profile report: Following the initial diagnostic through the ICC Index, an ICC staff member – together with an independent expert - visit new member cities to meet a wide range of stakeholders (politicians, key officials, civil society & trade union leaders, business & media professionals, faith leaders etc.) to assess their understanding of the intercultural approach and readiness to engage in the development of a local intercultural strategy. The visits results in a first review of city governance and policies from an intercultural perspective and a set of recommendations. The Council of Europe will bear the costs of the travel and subsistence expenses of its staff member. The fees and travel and subsistence expenses of the independent expert have a fixed cost of 3.000 euros.*

- *Advise on the review of the city policies from an intercultural perspective and the support in the development of the city's intercultural strategy: lumpsum: 4.200 euros.*

- *Invitation to all ICC events is granted without participation fees. However the city will have to cover the travel and subsistence expenses of its delegation, unless free places left from ICC international network members are left.*

- *The city can apply to any call for grants/project opened by the ICC programme. However, priority will be given to the cities that are also member of the ICC International network.*

Annex 13 Additional information about the ICC index

Cities are expected to complete the ICC index questionnaire upon joining the ICC network[91] and it is understood that members are expected to repeat the questionnaire periodically[92] and stakeholder feedback indicates that the index is the 'flagship' tool/ service of the programme. This is also suggested by the prominence given to the index on the programme's website. Responses to the 2022 annual survey of members indicates that Intercultural Cities Index reports are considered the second most useful resource out of a list of 21.[93]

The index questionnaire was originally introduced in 2008 and was updated in 2019.[94] with three new sections. It consists of 90 questions in 12 sections,[95] in addition to 14 introductory questions primarily about the demography of the city. There is a methodological guide and video tutorial to support completion of the questionnaire.

The CoE provides a written response to each index questionnaire which includes recommendations and pointers to examples of good practice.[96] In 2021 it produced nine such index reports.[97] City profiles are published on the ICC website and these are based on the visit of a CoE expert team, comprising at least one member of the Secretariat and one expert.[98] As of mid-2022, 59 profiles were published on the website, compared with approximately 120 cities that had completed the questionnaire one or more times since 2009. The profiles are prepared only once for each city, after they first complete the index questionnaire and many are now likely to be out of date in view of developments in recent years. For example, the profile for Neuchâtel is dated October 2011,[99] It also includes the profile of at least one city that that has not actively engaged in the programme since it last completed the questionnaire in 2014 (Copenhagen). As of mid-2022, only two profiles had been published[100] from the 20 cities that completed the questionnaire in 2020, and this is understood to be because the COVID-19 pandemic delayed the expert visits. Indeed, the 2021 annual report confirms that there were just two ICC expert visits.

The index questionnaire has been completed 187 times by approximately 120 cities since 2009.[101] The results of every questionnaire are recorded in an Excel file

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[91] Council of Europe (2020), *'Intercultural Cities – Membership criteria and procedures for accession'* https://rm.coe.int/090000168058c0ed

[92] This expectation is implied on the ICC index webpage, which states that *'Cities that carry out the ICC-Index questionnaire consistently and repeatedly over a period of time will be able to discern upward or downward patterns in the key indices and, consequently, make much more informed judgements about the long-term impact of its policies and its investment.'* See Council of Europe (2022), *'About the Intercultural Cities Index'* https://www.coe.int/en/web/interculturalcities/about-the-index

[93] Council of Europe (2022), *'Intercultural Cities – Building Bridges, Breaking Walls – 2022 Annual Survey Intercultural Cities'*, p7

[94] Council of Europe (2019), *'Intercultural Cities – Index Questionnaire – Updated In 2019'* https://www.coe.int/en/web/interculturalcities/about-the-index

[95] I Commitment; II The City through an intercultural lens; III Mediation and conflict resolution; IV Language; V Media & communication; VI International outlook; VII Intercultural intelligence and competence; VIII Welcoming newcomers; IX Leadership and citizenship; X Anti-discrimination; XI Participation; XII Interaction

[96] This is noted, for example, in Council of Europe (11/2021), *'Neumarkt Intercultural Profile'*, p1 https://rm.coe.int/intercultural-profile-of-neumarkt-november-2021-/1680a595d2

[97] Council of Europe (undated), *'Intercultural Cities – Building Bridges, Breaking Walls'*, p4 https://rm.coe.int/icc-annual-report-2021/1680a55b42 The index reports covered Camden (UK), Cartagena (Spain), Kobe (Japan), Jonava (Lithuania), Limassol (Cyprus), Reykjavik (Iceland), Sherbrooke (Canada), Tenerife (Spain) and Trollhättan (Finland).

[98] Council of Europe (2022), *'Intercultural profiles'* https://www.coe.int/en/web/interculturalcities/intercultural-profiles

[99] This based on the document creation date in the file metadata, as there is no indication in the text of the of the document when the document was prepared.

[100] Council of Europe (11/2021), *'Neumarkt Intercultural Profile'* https://rm.coe.int/intercultural-profile-of-neumarkt-november-2021-/1680a595d2

[101] Based on analysis of the ICC index Excel file.

consisting of some 350 separate sheets. The approach is detailed and highly systematic and has generated a large, high quality dataset that is in itself a valuable analytical resource.

Figure 12 below presents a summary of the ICC index 2009-2022. The upper sub-chart shows the number of cities completing the ICC index questionnaire in each year, while the lower sub-chart shows the spread of index summary 'scores' achieved in each year. The grey vertical line separates the years covered by this evaluation from previous years, which are included here to provide context and add to the picture. The original index is used for this analysis as it includes all cities that have completed the index questionnaire since 2009, whereas the extended index includes only 34 cities that have so far completed the extended questionnaire since its introduction in 2019.[102] The years (which apply to both sub-charts) are shown beneath the lower sub-chart.

Figure 12: Summary of Intercultural Cities Index 2009-2022
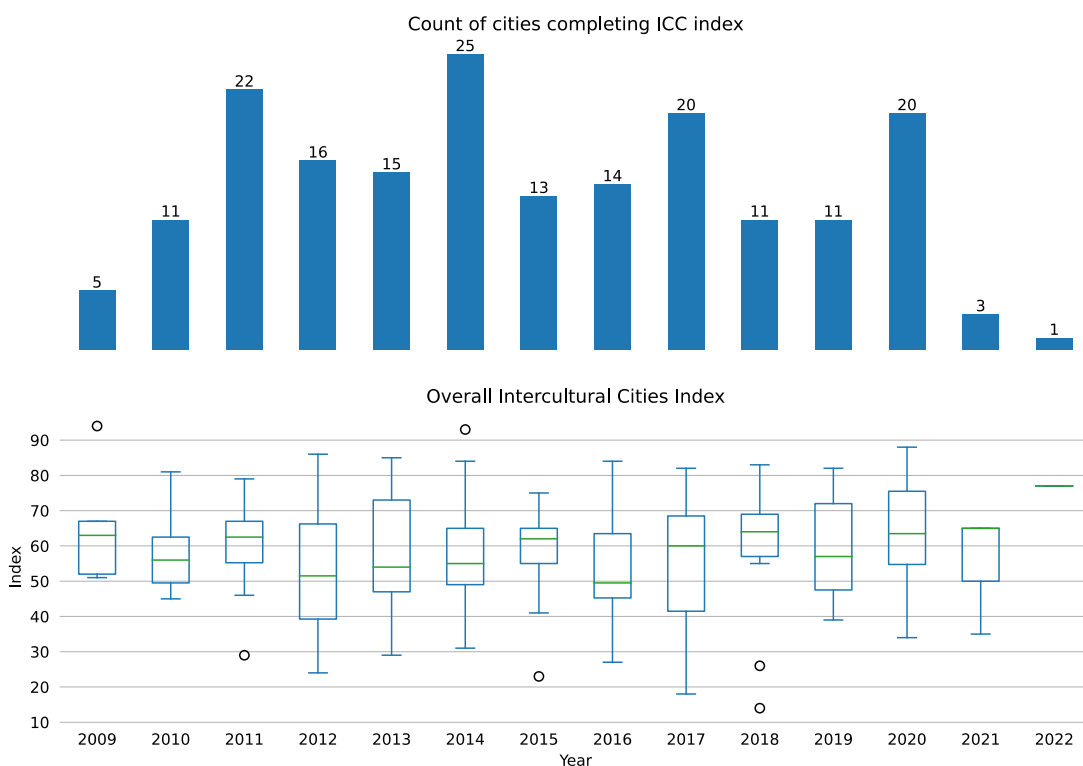
From Figure 12, it can be seen that a relatively large number of cities completed the questionnaire in 2017 and 2020 (20 cities in each year). It is noteworthy that such a large number completed the questionnaire (extended) in 2020, the year in which the COVID-19 pandemic emerged, creating significant disruption in all spheres, including local government, which had to manage the crisis, while itself being affected by home working and COVID-19-related staff shortages. The lower sub-chart shows that average scores have ranged between approximately 50 and 65 both before and since 2016. The 'spread' of scores has varied somewhat both before and since 2016. 2018 is noteworthy in that scores were concentrated at relatively high levels (approximately 55 to 85), with the exception of two outliers.

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[102] Ansan City, Barcelona, Bilbao, Bradford, Camden, Cartagena, Cluj, Comune di Ravenna, Dietzenbach, Guro-gu, Ioannina, Jonava, Kirklees, Kobe, Leeds, Limassol, Linköping, Lublin, Manchester, Melitopol, Modena, Montreal, Neumarkt, Reykjavik, Riga, Rochester, Sabadell, Salisbury, Salt, San Sebastián, Tenerife, Trollhättan, Ville de Sherbrooke, Zurich.

Table 5 below shows the number of cities that have completed the index questionnaire 1, 2, 3, and 4 times respectively (indicated in the columns), and the most recent year in which they completed the questionnaire (indicated in the rows). For example, 77 cities have completed the questionnaire once. Three of these completed the questionnaire most recently in 2021, 12 in 2020, etc., while one city completed the questionnaire most recently in 2009 and six in 2010. Similarly, 28 cities have completed the questionnaire twice, 10 three times, and six four times.

Table 5 also shows that 28 cities have repeated the questionnaire one or more times from 2016 onwards (columns 2, 3, and 4).[103] Further analysis of the underlying data shows that of these 28 cities, six have completed the questionnaire twice during this period while the remaining 22 have completed it once since 2016. Of the 168 cities and regions listed in the original index and/ or the list of members, 42% have completed the questionnaire at least once from 2016 onwards (just five have completed it twice during this period). 50 cities have not repeated the index questionnaire since 2015 or earlier. 47 cities listed on the ICC programme website have not completed the index questionnaire. These are not included in Table 5.

Table 5: Number of cities that have completed the index 1, 2, 3 and 4 times and most recent year in which they completed the index

Most recent year in which the index questionnaire was completed	Number of times the index questionnaire has been completed				
	1	2	3	4	Total
2009	1				1
2010	6				6
2011	7				7
2012	6	2			8
2013	2	2			4
2014	8	7	1	1	17
2015	4	3			7
2016	7	4	1		12
2017	10	2	3		15
2018	5	3		1	9
2019	6	2	2	1	11
2020	12	3	2	3	20
2021	3				3
2022			1		1
Total	**77**	**28**	**10**	**6**	**121**

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[103] i.e. they completed the questionnaire for a second, third, of fourth time from 2016 onwards.

Figure 13 below shows the relationship between 'score' achieved the first time the index questionnaire is completed, and the number of times the questionnaire is repeated by individual cities. This is limited to questionnaires completed between 2016 and 2022 and excludes cities that completed the questionnaire for the first and only time so far from 2018 onwards.[104] This shows that cities that achieve lower or higher first-time scores are less likely to repeat the questionnaire. This *might* be explained by the following (among other possible explanations):

- Cities that score low at the first attempt may be discouraged from repeating the exercise;

- Cities that score high at the first attempt may consider there is no need to repeat the exercise or are reluctant to do so in case subsequent scores are lower.

Figure 13: Relationship between first time index achievement and number of times index questionnaire is completed
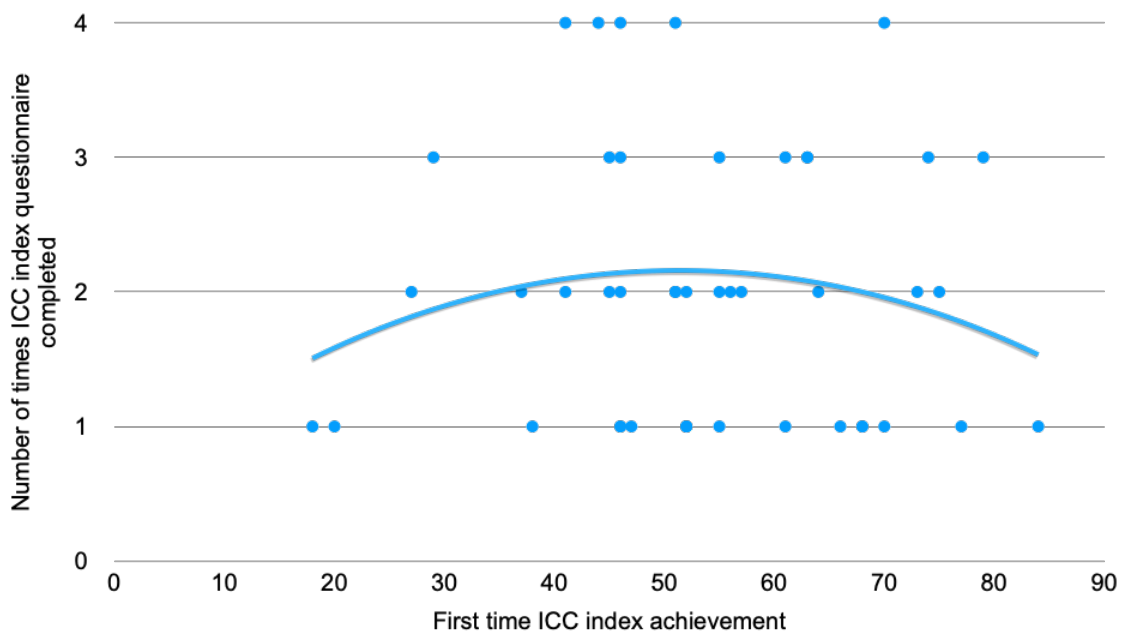
Source: author based on ICC programme[105]

The ICC programme website has two pages with interactive charts – one shows the original index,[106] and the other shows the extended index.[107] By default, links elsewhere on the website to the interactive charts point to the original index.[108] The original index page lists 127 cities and districts that have completed the index questionnaire at any time since 2009, including some that have formally withdrawn from the programme, which may create the impression that the website is not up to date.[109] There is no

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[104] Cities that completed the questionnaire for the first and only time so far from 2018 onwards are excluded because the more recently a city completed the questionnaire, the less likely it will have repeated the questionnaire, regardless of first time 'score'.

[105] BAK Economics AG (10/02/2022), *'ICC-Database_extended_BAK_10_02_2022.xlsx'* [spreadsheet]

[106] Council of Europe (undated), *'Intercultural Cities Index Charts'* [original index] https://icc.bak-economics.com

[107] Council of Europe (undated), *'Intercultural Cities Index Charts'* [extended index] https://icc.bak-economics.com/Extended/

[108] See for example Council of Europe (2022), *'About the Intercultural Cities Index'* https://www.coe.int/en/web/interculturalcities/about-the-index

[109] Analysis of the ICC index Excel file indicates that approximately 120 cities have completed the questionnaire from 2009 onwards.

indication on the website how current the index for each city is or if it is still a member of the network. Thus, Copenhagen appears near the top of the list, although it last completed the questionnaire in 2014 and subsequently formally withdrew from the network.

Nevertheless, the 2022 ICC annual survey of members shows that cities do use the ICC index to monitor their progress, including both the questionnaire and analysis.

Annex 14 Summary of members responding to ICC annual surveys

Year of Survey	2020	2021	2022	Total
Ballarat	1	1	1	3
Bradford	1	1	1	3
Casalecchio di Reno	1	1	1	3
Donostia/San Sebastian	1	1	1	3
Geneva	1	1	1	3
Ioannina	1	1	1	3
Limassol	1	1	1	3
Lutsk	1	1	1	3
Melitopol	1	1	1	3
Melton	1	1	1	3
Modena	1	1	1	3
Montreal	1	1	1	3
Odessa	1	1	1	3
Patras	1	1	1	3
Pavlograd	1	1	1	3
Vinnytsia	1	1	1	3
Albufeira		1	1	2
Barcelona	1		1	2
Botkyrka	1		1	2
Bursa-Osmangazi		1	1	2
Dudelange	1		1	2
Erlangen	1	1		2
Forlì	1	1		2
Jonava		1	1	2
Neumarkt		1	1	2
Novellara		1	1	2
Oslo		1	1	2
Reggio Emilia		1	1	2
Rochester	1	1		2
Stavanger	1	1		2
Sumy		1	1	2
Amadora		1		1
Ansan City			1	1
Bari	1			1

Year of Survey	2020	2021	2022	Total
Bergen	1			1
Bilbao			1	1
Bucharest			1	1
Camden		1		1
Canton of Neuchâtel	1			1
Cascais		1		1
Castelló de la Plana			1	1
Fucecchio	1			1
Guro		1		1
Hamamatsu	1			1
Kirklees			1	1
Klaksvík	1			1
Kristiansand	1			1
Limerick	1			1
Logroño	1			1
London Borough of Lewisham	1			1
Loures		1		1
Lublin			1	1
Lyon		1		1
Maribyrnong	1			1
Mexico City	1			1
Oeiras			1	1
Osmangazi	1			1
Sabadell	1			1
Sherbrooke			1	1
Strasbourg			1	1
Torino			1	1
Total	**37**	**34**	**37**	**108**