

GT-ADI-INT(2020)4

Strasbourg, 19 October 2020

WORKING GROUP ON INTERCULTURAL INTEGRATION (GT-ADI-INT)

Meeting report and List of Decisions

1. Opening of the Meeting

Jeroen Schokkenbroek, Director of Anti-Discrimination, Director General of Democracy, opened the meeting and welcomed the members and other participants. He reminded and contextualised the GT-ADI-INT overall goals and noted that the setting-up of this Working Group is a big opportunity for promoting the intercultural integration policy approach and values within the 47 Council of Europe member states. He wished to the Working Group a successful meeting.

After the unanimous agreement of the Members, the Secretary of the GT-ADI-INT, assumed the role of Chair pending the election of the GT-ADI-INT Chair at the 2nd meeting.

The GT-ADI-INT members adopted the agenda as it appears in Appendix I.

The list of participants appears in Appendix II.

2. Information by the Secretariat

The GT-ADI-INT Secretary introduced the working methods and procedures of the Working Group, the first ever body of a multi-level nature set up within the Council of Europe's intergovernmental structure. She reminded that the Working Group is subordinated and answerable to the CDADI, the Steering Committee of Anti-Discrimination, Diversity and Inclusion, of which she presented the goals and composition. She further recalled that the GT-ADI-INT mandate is embedded into CDADI broader terms of reference, and that the Working Group shall not take decisions by voting – except on procedural matters – but agree on conclusions in form of unanimous recommendations to be sent to CDADI for decision. She further detailed the main and specific tasks of the GT-ADI-INT as per the explanatory note distributed for the meeting (Document CDADI(2020)4). Finally, she described the role of Gender Equality Rapporteur and invited interested members to present their application by noon.

3. GT-ADI-INT Tour de Table

The members presented their trajectory and work in the context of GT-ADI-INT's goals, and outlined their respective accomplishments as explained in the [information on GT-ADI-INT members document](#). They unanimously welcomed the goals of the WG, expressed their gratitude for being part of it and their hopes of making a meaningful and concrete contribution to more successful migrant integration.

Other participants were also given the floor for a short introduction.

Besides, the members declared looking forward to GT-ADI-INT work being relevant in future also for:

- a) Improving peaceful coexistence and social cohesion in culturally diverse societies (Azerbaijan, Bergen, North Macedonia, Spain, the United Kingdom), and the rights and living conditions of minority groups, especially in light of the lessons learned from the Covid-19 pandemic (Bradford, Lublin, the London Borough of Lewisham, Norway, Reykjavik, Spain).
- b) Promoting good practices – especially on multi-level coordination - across the Council of Europe area (Bursa-Osmangazi, Bilbao, Italy, Limassol, the London Borough of Lewisham, Malta, Portugal, Reykjavik).
- c) Combating segregation, marginalisation, and hate speech (Lublin, the London Borough of Lewisham, Spain).
- d) Improving integration policy-making and harmonise policies and practices among all levels of governments (Bilbao, Bergen, Finland, Italy, Limassol, Lublin, Malta).
- e) Creating intercultural competence among public authorities (Reggio Emilia).

Many of the members informed that their countries are in the process of preparing or reviewing their own integration strategies and they particularly welcomed the focus of GT-ADI-INT on providing a model strategy for the national level.

4. The Intercultural Integration Policy Model: an overview of the ICC policy paradigm as endorsed by [CM/Rec\(2015\)1](#).

The co-Secretary, Head of the Inclusion and Anti-discrimination Division presented the Intercultural Integration Policy Model. She emphasised the links between the intercultural integration core values and the human rights and democracy framework promoted by the Council of Europe. She further highlighted the strong normative, research and practice base that supports the policy model, and exhorted the Working Group to consider how national policies can benefit from the knowledge of local initiatives and countries that have already implemented it.

The members highlighted the need to advance on the issue of multi-level governance, focussing on the “how-to”, including the framework for a shared governance, promoting sense of ownership, codesign from all partners, and co-implementation.

5. Presentation and discussion of the preliminary draft multi-level policy framework for intercultural integration

The Secretary presented previous Council of Europe work leading to the setting-up of the GT-ADI-INT. She focussed on the Intercultural Cities' Policy Lab for inclusive integration as the cornerstone for the development of a preliminary draft multi-level policy framework for intercultural integration at the

national level. She highlighted the results of a thorough research analysis that brings evidence of the benefits of multi-level governance in the field of migrant integration, and pointed out to the main challenges for the GT-ADI-INT to address. Finally, she gave an overall presentation of the draft document, recalling that the complexity of the intercultural integration model requires a multidisciplinary approach at all levels, and to find balance between legal frameworks, levels of competence and the practice.

Participants expressed overall strong support to the draft document. The main points of members' consensus as regarding improvements were the following:

- a) The paper should start with a bold statement about intercultural integration as a **modern policy model** that moves on from people's status and aims at empowering the citizens by developing their potential. Integration policies should be considered an investment for future, avoid targeting a particular group but rather the whole society; they should be cross-cutting policies that enable all beneficiaries to access good quality public services in equality and without discrimination; they should build on diversity advantage for both the "hosts" and the newcomers, and enable migration to deliver benefits and become a resource. Emphasis should be given to the idea of togetherness.
- b) **Equality** is definitely a core principle on which common understanding across the levels of governments can be more easily built. It is also a distinctive element of integration policies compared to immigration ones. The state level has legal and other frameworks in place for it to become real. Equality could be the entry point for a widest involvement of the National level into the implementation of the intercultural integration model.
- c) **Intersectionality** is another important element of modern integration policies and local implementation of the intercultural policy model has reinforced this. It is an element that should be better emphasised in the paper.
- d) The need of "**pilot thinking**" could be stressed more, so as the need of **breaking silos** and make policies converge across different departments. Both issues are related also to the framework for multi-level governance and could be the object of a specific discussion at next meeting.
- e) More emphasis should be put on the **economic benefits of intercultural integration**, as an investment that pays off in the medium and long-term compared to welfarism and policies creating dependence.

6. Discussion on "Principles" and "Matrix"

While introducing this agenda item, the co-Secretary highlighted the relative completeness of the draft document in relation to the Principles, and the need to develop more the Matrix, i.e. the mapping of operational actions that would become source of inspiration for the policy makers at national levels.

Participants shared thoughts and a few policy examples (a list of useful links appears in Appendix IV). The representative of Canada provided a detailed description of Community sponsorship, one of the examples already included in the Matrix.

The members also emphasised that the Covid-19 sanitary crisis has exacerbated inequalities and brought forward important gaps in terms of disaggregated data collection, anti-discrimination policies,

and social services. The crisis has shown the importance of an agile and creative bureaucracy which can bring benefits to the implementation of future action plans for migrant integration. The lessons learned in the past months can be beneficial to current work and planning.

The Members expressed unanimous agreement towards the following improvements:

- a) Amending the structure of the matrix to promote more collaborative approaches around processes and services. For instance, breaking it into four sections, respectively addressing Equality, Valuing Diversity, Positive Interaction, and Participation in the following fields: 1) legislation and policy; 2) institutional practice and systems; 3) culture, communication and public discourse; 4) involvement of civil society. This would avoid a fragmented approach and facilitate further contributions from the GT-ADI-INT members.
- b) Need to collect more policy examples in the field of participation and empowerment of migrant communities. Examples should not only refer to mere participation but focus on engaging with the citizenry – including migrants, and how to secure civil society influence in the process (eg. support platforms that bring together different individuals' concerns. increasing diversity of staff, boards, etc.; shared accountability; community-driven approaches; etc.).

Moreover, more examples have to be collected in particular on:

- The economic benefits of migrant integration for the whole society;
- Gender analysis and gender perspective of integration policies;
- Horizontal evaluation or review of public policies;
- Interreligious/inter-convictions dialogue as a contribution to successful integration.

7. Discussion on Multi-level governance

The co-Secretary delivered a presentation on Multi-level governance, pointing at existing examples and current challenges. She explained that work on this part of the draft document is still in progress and that a more thorough discussion will need to be held at the second meeting. In the meantime, she exhorted the Members of the Group to discuss the paper and the matter with colleagues from different Departments, so to collect their views and experiences but also to start building support for the future strategy framework.

After the general introduction, the GT-ADI-INT members benefitted from the presentation by two guest speakers: Jorge Jiménez – representing Mexico, and Daria Terradez Salom – representing the Regional Government of Valencia.

Jorge Jiménez outlined the legal steps and process to achieve the recognition of Mexico as a pluricultural country, including through the inclusion of interculturalism and human mobility as fundamental values within Mexico's constitution. Today interculturalism is embedded as a principle in the main legal texts that frame the action of the different Ministries, thus demanding the adoption of specific action plans for their implementation

Daria Terradez Salom welcomed that her country recently shifted from assimilation policies to inclusive integration policies. Concerning the Regional government of Valencia, one of its current priorities is to break the vicious circle of marginalisation. This is pursued through a collaboration with

local authorities that will ultimately enable developing comprehensive policies, measures and actions for effective access to services and inclusion. Similarly, a participatory approach has been chosen for the development of the future Valencian integration strategy, with a process that involves the migrants, the citizens and relevant stakeholders. Future challenges that the GT-ADI-INT draft multi-level policy framework for intercultural integration could address include: the absence of a specific citizenship education in schools, the need for migrant's active participation in the regional and national levels' decision-making process, and the effective communication to migrants of their rights, duties, and available resources.

Following the statements of several GT-ADI-INT members, the Working Group agreed that working methods and structures of countries such as Norway, Portugal, Spain and Mexico offer interesting sources of inspiration. The Working Group should now take stock of all other available examples and discuss – at the next meeting – how to build on these ideas for shaping a model framework for effective multi-level governance. The Regional level could also contribute to this discussion as in many Council of Europe's member States it shares both competences and responsibilities.

8. Discussion on a model structure for an intercultural strategy

The Secretary presented the ten suggested steps for the preparation of a model intercultural strategy, highlighting their importance for successful planning and participatory implementation, monitoring and review of the future strategy. She further noted that the impact of the expected outcomes will depend very much on the extent to which each country will consider integration as a priority. She also emphasised the importance of an evidence-based approach for effective anti-discrimination policies, and to prevent the polarisation of debate and hate speech.

Participants noted that – as throughout the draft multi-level policy framework – engaging with all stakeholders, including all levels of governments and the private sector, is a key factor for success. They also discussed the need for proper and targeted intercultural communication opposite to an organic one, to build support for the strategy and for its goals.

The Intercultural Cities programme and its Spanish Network informed they are carrying out extensive work on the matter and resources can be made available to all Members.

Malta informed they will be using the proposed structure to build their national action plan against racism and xenophobia.

In conclusion, the GT-ADI-INT members unanimously agreed that the proposed structure is overall a good planning tool. Improvements could focus on:

- a) Expanding the notion of evidence-base to analysis of practice.
- b) Add one example of best practice to illustrate each of the ten points.
- c) Clarify that responsibility should be attributed in a clear way, and shared across diverse actors/sectors, although the ultimate responsibility for the delivery of the results of the strategy should still lay within the highest state authority.
- d) Improve language by focussing on opportunities rather than on challenges (throughout the draft document).

The Working Group also stressed that there is a need for providing support to member states on intercultural communication strategies, and suggested the future creation of a database of good intercultural practices for the state level, on the example of the Intercultural Cities one.

9. GT-ADI-INT Roadmap 2020-2021 and next steps

The Secretary introduced this item with a preliminary consideration on Council of Europe working methods and procedures. She recalled that documents which have vocation to be endorsed by the Committee of Ministers are usually (not compulsory) accompanied by (draft) Recommendations, that is non-binding legal standards that allowing for subsequent monitoring of implementation. She then explained the difference between an Appendix to the draft recommendation and an Explanatory Memorandum, and asked the GT-ADI-INT Members to decide under which of these two forms they would like to submit, to CDADI attention, the draft multi-level policy framework for intercultural integration.

The Working Group agreed to go for the Explanatory Memorandum.

Secondly, the Secretary presented CDADI own calendar on the basis of which a suggested Roadmap has been prepared.

The GT-ADI-INT members agreed to add to the work programme specific discussions on intersectionality, gender equality, good practice sharing and peer learning (including the national level). They further agreed to assess the need to create a forum for collecting good practices from member states. Finally, the Working Group agreed on their Roadmap for the next period, as it appears in Appendix III.

10. List of decisions

The GT-ADI-INT:

1. Took note and endorsed the draft “Discussion Paper on Intercultural Integration strategies: managing diversity as an opportunity”, subject to introducing the improvements agreed above; instructed the Secretariat to prepare – for its second meeting - a second draft under the form of a draft Explanatory memorandum on a Multi-level policy framework for intercultural integration, based on the electronic contributions of GT-ADI-INT Members.
2. Discussed, agreed and approved a work programme for the GT-ADI-INT (Roadmap 2020-2021).
3. Appointed Solve Saetre as Gender Equality Rapporteur.
4. Decided to hold elections for Chair and Vice Chair at its next meeting.
5. Decided to hold its second meeting on 1-3 December 2020, as an in-person meeting to be hosted by the Regional Government of Valencia. Should the sanitary situation not allow for in-person meeting, a virtual meeting will be held on the same dates and the Regional Government of Valencia would host the 3rd meeting instead.

11. Any other business

None were raised.

Appendix I

AGENDA

29 September 2020

9.00 – 9.30

1. Opening of the meeting
Jeroen Schokkenbroek, Director, Directorate of Anti-discrimination, Directorate General of Democracy
2. Adoption of the agenda
3. Information by the Secretariat
Introduction to the working methods and procedures of intergovernmental committees and subordinate bodies (Resolution [CM/Res\(2011\)24](#)) and on GT-ADI-INT mission and goals

9.30 – 10.45

4. Tour de table
GT-ADI-INT members are invited to introduce themselves and indicate their expectations for the work of the committee – interventions limited to 1 minute per person
5. The Intercultural Integration Policy Model: an overview of the ICC policy paradigm as endorsed by [CM/Rec\(2015\)1](#).
The Secretariat will present the basic principles of the ICC integration model (15 min).

10.45 – 11.15 *Coffee break*

11.15 – 12.30

6. Presentation and discussion of the preliminary draft multi-level policy framework for intercultural integration

The Secretariat will present the preliminary draft framework prepared by the Policy Lab (max 15 min).

GT-ADI-INT members will discuss the rationale of the draft framework in view of preparing a final draft for discussion and endorsement at the 2nd GT-ADI-INT meeting (1 hour).

12.30 – 2.30 *Lunch*

2.30 – 4.00 Item 6 (cont.) – Discussion on principles and matrix

4.00 *End of 1st Day*

30 September 2020

9.00 – 9.30 Item 6 (cont.) – Discussion on principles and matrix

9.30 – 10.45 Item 6 (cont.) – Discussion multilevel governance

10.45 – 11.15 *Coffee break*

11.15 – 12.30 Item 6 (cont.) – Discussion on the structure

12.30 – 2.30 *Lunch*

2.30 – 3.30

7. GT-ADI-INT Road map 2020-2021 and next steps

GT-ADI-INT members will be invited to discuss the next steps, including how to plan the work around a revised or new CM recommendation (replies to questionnaire and draft recommendation), additional inputs to the draft framework's logframe, the implementation of multilevel actions to promote the implementation of the current standards, and the ways and means to support CDADI work including via regular consultations and communications.

8. Any other business

Appendix II
LIST OF PARTICIPANTS

MEMBERS

AZERBAIJAN

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Confirmed

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Ian DAY

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Confirmed

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Confirmed

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Apologised

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Confirmed

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Confirmed

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Confirmed

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Apologised

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COUNCIL OF EUROPE

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Appendix III
GT-ADI-INT ROADMAP 2020-2021

TASK	2 nd Meeting 1-3 December 2020 (CDADI Feb/2021)	3 rd Meeting April 2021 (CDADI June/2021)	4 th Meeting September 2021 (CDADI Dec/2021)
Develop a multi-level policy framework for intercultural integration (specific task iv) and promote awareness raising of CoE standards in relation to intercultural integration	<ul style="list-style-type: none"> - Multilevel governance: hold a thorough discussion on the “how to?” - Finalise the draft policy framework and forward it to CDADI 2nd meeting. 	<ul style="list-style-type: none"> - Address gender equality and intersectionality. - Finalise and endorse the draft Recommendation on intercultural integration for the national level, and send it to CDADI for adoption at its third meeting. - (Finalise work on the model strategy in case CDADI comes back with additional comments) 	
Promote and review the implementation of Recommendation CM/Rec(2015)1 on intercultural integration	<ul style="list-style-type: none"> - Assess the preliminary draft Recommendation on intercultural integration for the national level and send it to CDADI for comments. - Discuss, amend, and take note of the report on the implementation by member states of CM/Rec(2015)1 and send it to CDADI with recommendations 	<ul style="list-style-type: none"> - Hold a general discussion on a follow-up/pilot proposal for facilitating multilevel cooperation 	
Facilitate multi-level cooperation, notably as regards migrants (main task vii)			<ul style="list-style-type: none"> - Discuss: sharing practices and peer learning (including the national level) - Assess need to create a forum for collecting good practices from member states - Discuss follow up to 1st GT-ADI-INT ToRs if any - Address any point raised by CDADI

Appendix IV

USEFUL LINKS AND RESOURCES

1. Canada

- [Community Sponsorship](#)
- [Local Immigration Partnerships](#)
- [Future Skills Centre](#)
- Immigration Matters [toolkit](#) and [website](#)
- [Resources produced by the Canadian Federation of Municipalities on welcoming communities](#)
- [Initiative to empower visible minority newcomer women](#)

2. Norway

- [Norwegian Integration Strategy](#)

3. Portugal

- [Portugal's Strategic Plan for Migration](#)
- [Learning Portuguese](#)

4. United Kingdom

- <https://www.gov.uk/guidance/integration-area-programme>
- <https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper>
- <https://www.gov.uk/government/publications/integrated-communities-innovation-fund>
- <https://www.gov.uk/government/publications/esol-english-for-speakers-of-other-languages-for-integration-fund-prospectus>
- <https://www.gov.uk/government/publications/integrated-communities-action-plan>

5. Regional Government of Valencia (Spain)

- [Strategy on migration of the Region of Valencia](#)

6. Intercultural Cities Programme

- [The Intercultural Cities Step-by-step: a practical guide for applying the urban model of intercultural inclusion](#)
- Anti-rumour Guide in the educational field: available in [English](#) and [Spanish](#). A similar guide has been produced in [Italian](#) by the Italian network of Intercultural Cities.
- [Intercultural Cities Manual on Community Policing](#). Available also in [French](#), [Italian](#), [Spanish](#), [Ukrainian](#).
- [Policy brief: 10 criteria for the creation of effective alternative narratives on diversity \(RECI\)](#)