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Building an Inclusive Green Recovery

Inclusive Cities Covid-19 Research and Policy Briefing

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Introduction

Inclusive Cities is a knowledge exchange programme working with 12 UK cities on their approach to integration and inclusion at the local level, led by the Global Exchange on Migration and Diversity at the University of Oxford.

As part of its response to Covid-19, and following consultation with the participating cities, the Inclusive Cities programme has developed a series of research and policy briefings illuminating some of the main challenges for local areas as part of their response to the Covid-19 epidemic and the link to inclusion and integration.

This builds on the Inclusive Cities Framework, which sets out five core areas of action, identified from research and the lessons learnt in partnership with the Inclusive Cities, and which underpin good practice in the inclusion of newcomers and building inclusion throughout the city. These are:

1. Leading in the Development of a Shared Local Story of Inclusion
2. Supporting and Driving Inclusive Economic Growth
3. Connecting Communities
4. Mainstreaming and Building Inclusive Public Services
5. Encouraging Civic Participation and Representation

This briefing is the 4th in the series.[1] It focuses on common themes within integration policy and climate action at the city level, and where these might be usefully brought together. In doing so, it explores examples of what cities – including Inclusive Cities members – are already doing and what more can be done to ensure an inclusive green recovery for everyone.

As the effects of spiralling climate breakdown become more widespread and more severe, there is a broad and growing political consensus for urgent action to reduce carbon emissions and build climate resilience. This has now been made even more urgent by the current cost of living crisis. Efforts to decarbonise our energy supply, reduce car use, and increase the efficiency of our homes and appliances will not only help with efforts to tackle climate change, but also reduce household expenditure and make our cities more resilient to the impact of future energy shocks. Glasgow City Council, for example, has developed plans for a large-scale Housing Energy Retrofit programme, which is hoped will form an important element of the long-term route out of the cost-of-living crisis, by improving housing quality, reducing fuel poverty and creating thousands of new local jobs (Glasgow City Region 2021).

Taking the necessary steps towards a low-carbon, climate-resilient future will require profound changes, all the way down to neighbourhood level. The scale of the challenges involved, to decarbonise our transport and industries, to retrofit ageing housing stock, and to shift livelihoods and everyday behaviours, will necessitate deep community engagement. It will need to draw on and maximise every available asset. In doing so, there are opportunities to address existing inequalities, to foster greater community connections and to create healthier, happier, more desirable places to live and work.

Simply focusing on reducing carbon emissions as quickly as possible is neither sufficient nor sustainable. Many acknowledge the need to ensure a just transition, within which decent work, social inclusion and poverty eradication (OECD 2017) are central aims of climate action. A just transition requires managing a complex network of interests and needs to align policy across a wide range of areas and build coalitions with unions, businesses and communities. Much of this work happens at the local level, meaning that cities have a vital role to play.

In recognition of this, participating members of the Inclusive Cities programme have identified climate and inclusion as a growing area of interest for them. Participants at a May 2022 Inclusive Cities panel discussed ways in which climate action overlaps with, and has implications for, the integration of communities at a local level, including newcomers and longer-standing residents. Many members were interested in how to develop the local agenda on climate and inclusion in their cities, and this paper is intended to help this process.

1 https://www.compas.ox.ac.uk/project/inclusive-cities-covid-19-research-and-policy-briefings/

Climate change will impact on every aspect of our lives and, as such, has relevance across many, often disparate, policy areas. This paper is not intended to provide an exhaustive overview of each of these areas. Instead, it will explore some of those areas which are most relevant to the integration agenda. For example, both the climate agenda and integration agenda require a cross-departmental and long-term perspective, mainstreaming alternative approaches to the ways that policy is planned and developed; both necessitate a holistic focus on places and communities that cuts across and brings together different groups of residents from across the city; and both foreground social and economic justice and tackling inequality.

Considering these commonalities, it is worth exploring the extent to which a focus on integration can complement and develop cities' climate work and, on the other hand, how a climate lens can help to mainstream and build support for integration within local policymaking.

The rest of this paper explores these questions in greater depth. It is structured in three parts:

1. Overlaps between integration policy and inclusive climate policy
2. Examples of good practice from UK cities and overseas
3. The policy implications of these shifts

Section 1: integration policy and inclusive climate policy

The Covid-19 pandemic has lifted the lid on some of the profound vulnerabilities at the heart of our economic, political and social systems. At the same time, the past few years have demonstrated the capability of cities to act swiftly and decisively to protect their residents, especially those most vulnerable. Now, as cities worldwide build an inclusive recovery from Covid-19, many are looking to integrate lessons learned to prepare for one of the next global crises – accelerating climate breakdown.

Cities are already rapidly increasing their efforts to decarbonise their economies and adapt to climate change's projected impacts. For example, UK cities have made progress on housing and transport (UK100 and Quantum 2021). But much more must be done, and more quickly, while ensuring that the transition is fair and just for every citizen.

As the primary destination for both internal and international migrants, cities are at the forefront of the "climate-migration nexus" (MMC 2021). Consequently, they are uniquely positioned to address the opportunities and challenges migrant populations can bring to effective and equitable climate policy. However, while much of the policy focus concerning migration and climate centres on changes to migration flows due to climate displacement and how cities, as the primary destination for internal and international migration, might be affected by them, there is another side to the story.

Many migrants already have the skills, knowledge and networks needed in a green and resilient economy – and as such, are well-positioned to help cities adapt quickly to the low-carbon transition (Mason et al. 2022). This means that cities would do well to explore how to make the best use of the assets brought by migrants and the potential contribution these communities can make.

This is a contribution that cannot be taken for granted. Both newcomers and well-established communities face significant and often complex barriers which can prevent them from participating fully in the labour market and in wider society. Removing these barriers is no easy task and must consider the context-specific and multi-dimensional nature of exclusion – this is at the heart of effective integration policy.

Examples of how integration policy is vital to effective and equitable climate action include:

1. Labour market changes

The climate crisis demands deep structural changes to the economy to radically reduce carbon emissions and build resilience to the effects of climate breakdown. There are huge opportunities associated with such a rapid shift to developing high-quality, well-paid jobs and considerable risks that some parts of society, most likely those already marginalised, will be further excluded from the workforce.

This is already acknowledged in high-level policy agreements. For example, the 2021 United Nations Climate Change Conference (COP26) declaration, which was hosted in Glasgow (a member of the Inclusive Cities network), included a commitment to local, inclusive, and decent work:

> *We will aim that new jobs, and transitioning jobs, support the creation of decent, formalised, and sustainable work for people in their local areas, which is coupled with effective support for reskilling and training, as well as adequate, inclusive, and sustainable social protection for those in need. This includes the targeting of disadvantaged groups in the local labour market and community, such as those living in poverty, marginalised groups, women, and workers in the informal economy to achieve a transition to formality* (United Nations 2021).

The European Commission (EC 2022) has specifically recognised the role that labour mobility can play in the EU's green transition.

It recommended that member states adopt a "forward-looking" approach to migration as part of the transition to a carbon-neutral economy to help meet member states' labour market and skills needs.

Foreign-born workers (including newcomers and longer-standing residents) already account for a significant proportion of UK cities' labour markets, including both skilled and unskilled work.[2] For example:

- Foreign-born workers made up an estimated 18% of the employed population (5.9 million) in the UK in 2019 (Kierans 2021).
- Cities have a much higher proportion of migrants in the workforce. For example, 44% of workers in London were foreign-born in 2019.
- In the UK, workers born in India and EU-14 countries are more likely to be in highly skilled occupations than the UK born, while those born in new EU member states (EU-8 and EU-2) are more likely to be in low-skilled occupations.

Migrants are essential to meeting demand within many sectors crucial to a green recovery, such as construction (Watkins and Hochlaf 2021). In addition, some sectors that have been identified as particularly vulnerable to climate change, such as agriculture (CCC 2021a) and health and care (CCC 2021b), also have a disproportionately high share of migrants in the workforce.

In many cases, the shift to a green economy will require training and reskilling large parts of the workforce. However, some have suggested that many migrants, both newcomers and longer-standing residents, may already have some of the green skills and expertise needed in the new economy (Mason et al. 2022). For example, the Government of Canada's #ImmigrationMatters campaign draws attention to Jianyi Dong, who brought passive solar greenhouse technology from Northern China to his new home in the Canadian province of Alberta, extending the growing season without the use of fossil fuels (IRCC 2022).

Many migrants in the UK, particularly those from new EU member states, are already over-qualified for their job. Around half of highly educated workers born in EU-8 countries, for example, were in low and medium-low-skill jobs in 2020 (Fernández-Reino and Rienzo 2022). Many of them, especially new migrants, face additional barriers to high-quality employment, including unfamiliarity with the English language, the local labour market and professional networks (Morris and Hochlaf 2019). Therefore, targeted support enabling migrants to play a more effective and fulfilling role in their local economy is needed.

Improving employment prospects for migrant workers can support multiple aims. By ensuring that everyone has equal access to the new employment opportunities offered by the transition to a low-carbon economy, cities can help to both fill new and existing skills gaps and address the material deprivation experienced by many vulnerable populations, including newcomers and longstanding residents. Not only that, but supporting people into better-paid work can have wider benefits for the local economy through productivity gains and increased local spend (Hunter 2021), as well as reduced expenditure on public services because of improved public health (Marmot 2010; Pfeffer 2018).

Although many powers and responsibilities related to economic integration lie with central government, there are a range of levers available to local authorities, and in some cases metro mayors, which allow them to develop a more inclusive economy. Devolution of the Adult Education Budget, for example, gives mayors control over funding for English for Speakers of Other Languages (ESOL) provision, which has allowed some authorities to experiment with widening access, or to tailor ESOL courses to the needs of the local labour market (Morris 2021). It offers further opportunities to encourage innovation within ESOL funding and to develop ways to seek co-funding for ESOL provision from local employers and central government (see Morris 2021 for more details).

In addition, cities have considerable soft power as convenors and leaders. Amid a growing acknowledgement of the importance of city-level action to drive progressive change, local politicians (in particular, metro mayors in those areas that have a devolution deal) can play a crucial role in brokering relationships between different departments, teams and local partner organisations across the public, private and voluntary sectors. What is more, in the absence of a comprehensive UK policy framework for integration and inclusion, cities can also take the lead and develop their own strategies and approaches, with a view to shaping the future of national policy, as well as driving change on the ground locally (Broadhead 2017).

2. Quality of life and tackling inequalities

The climate crisis will have profound impacts on all parts of society, including the public health impacts of extreme weather and slower onset events, and the economic consequences of shocks to global supply chains.

However, these impacts will not be equally felt. The Covid-19 pandemic has had a disproportionately large impact on marginalised communities, including migrant communities, and in particular those with precarious, insecure and irregular immigration statuses (JCWI 2022). Likewise, the current cost-of-living crisis will impact most heavily upon those who are already struggling (JRF 2022).

2 In this context, 'skilled'/'unskilled' work refers only to the level of substantial formal training and/or formal qualifications that is required (Fernández-Reino and Rienzo, 2022)

Urban migrant residents from lower-income groups will continue to bear some of the greatest risks from the impacts of climate change (Gemenne et al. 2020). As the Global Mayors Task Force on Climate and Migration argues, local action to mitigate or adapt to the climate crisis has the potential both to "advance the inclusion of migrants and displaced people or further entrench their marginalisation and exposure to inequality and risk" (C40 Cities and the Mayors Migration Council 2021)

For example, migrant groups, especially newcomers, are more likely to be living in crowded and poor-quality housing, including Houses of Multiple Occupancy (HMOs), which makes them less able to prepare for, respond to and recover from extreme weather events (Fernández-Reino and Vargas-Silva 2022). Poor and under-insulated housing is a major source of carbon emissions, therefore housing adaptation and retrofit is a key policy lever for local authorities.

The same energy efficiency measures can also improve people's quality of life, for example by reducing energy poverty and improving public health. Improving housing has also been linked to improved integration (Brown et al. 2022).

By putting the needs of marginalised and excluded sections of the population at the heart of their climate plans, cities can play their part in developing ways to mitigate and adapt to climate change that are "fully inclusive and benefit... the most vulnerable through the more equitable distribution of resources, enhanced economic and political empowerment, improved health and wellbeing, resilience to shocks and disasters and access to skills development and employment opportunities" (United Nations 2021).

3. Community action

There is growing acknowledgement of the role of local and hyperlocal action to tackle the climate crisis, not least in the COP26 agreement, which included recognition of the "important role" of local communities and civil society in addressing and responding to the climate crisis (United Nations 2021). Local organising, which is led by communities themselves rather than national or local government, is not simply about giving people a 'voice' in existing processes, but rather about giving "greater ownership and agency not just over the process of the transition but of the assets and benefits that arise from it" (Webb et al. 2021).

Local and community-led action can be more responsive, and more joined-up, and can build legitimacy among people who are directly affected by climate change mitigation and adaptation work taking place in their area (Morgan et al. 2021). In addition, it can help build a broad coalition for action, based around a positive vision for people's local area, which emphasises common ground and community connection, and can help to "localise the narrative of climate change, ensuring language inclusivity that addresses intersectional aspects, and raising awareness" (Youth4Climate 2021). Not only that, but local climate action is often synonymous with broader community action. As a participant in the aforementioned Inclusive Cities panel on climate and inclusion pointed out, the creation and promotion of inclusive, healthy, green spaces within cities can be framed in terms of mutual responsibility for the environment. It should be noted that climate change and climate action mean different things to the public, depending on the framing and context. In the US, for example, climate change is a politically divisive issue, whereas in the UK there is more broad-based concern (PEW 2021, ONS 2021a and Bolsen and Shapiro 2017).

No community is homogeneous. Support and resource may therefore be needed to identify and involve different individuals and groups in local action, in order to leverage all the assets available within their neighbourhoods and the city more broadly. While there are many excellent examples of climate action groups that are inclusive of, and led by, migrant/diaspora communities, such as Freedom50,[3] migrant communities often find themselves excluded from mainstream climate movements, which are often characterised by "tone-deaf platitudes and exclusion" (Bristolgreencapital 2021).

When integration work is done right, it helps to foster community contact and interaction within neighbourhoods that include both newcomers and longer-standing residents. One way it does this is by ensuring that communities have access to resources and physical spaces that allow people to connect regularly and in a meaningful way (Broadhead et al. 2021). Still, this is not always what happens on the ground, as was evidenced by the unequal distribution of access to such spaces, in particular green spaces, highlighted by the Covid-19 pandemic (e.g. Ibid., ONS 2021b and BMJ 2020).

Participants at the May 2020 Inclusive Cities panel thought that inclusive climate action across the city can and should allow for different types of approaches and leadership structures, including both targeted and broad-based, as well as those led by migrants, non-migrants, city councils, CSOs or combinations thereof. A diversity of viewpoints and ways of working on climate action across the city is most likely to contribute to a sense of community, purpose and direction that accurately reflects the diversity of communities in the city itself.

3 See 'Good practice examples', below for more information.

Section 2: good practice

This briefing sets out the importance of mainstreaming integration within cities' strategic discussions about an inclusive green recovery. This should include a shift towards a 'community power' (Pollard et al. 2021) approach, which recognises the assets, knowledge and capabilities already present in neighbourhoods, and which uses public resources (and those of private and voluntary sector partners) to nurture and support them.

At the moment, however, integration often remains an afterthought in national and local policymaking (Broadhead 2020). Too often integration work is relegated to specific, time-limited projects, and is not embedded within the work of larger departments such as housing, social care and functions such as procurement and commissioning.

There are three reasons why this might be:

- **Lack of strategy** – There is no national UK-wide policy framework on integration (Broadhead and Spencer 2020), and as such the UK, like many other countries, displays a lack of coordination among integration policies across different sectors (such as labour, health, housing and education), as well as across levels of government (OECD 2018).

  At the local level, and despite a recent trend towards placed-based work such as local industrial strategies, the UK's uniquely centralised political system heavily disincentivises strategic planning across departments (Centre for Cities 2022).

  This is partly because of the constricted structures of local government finance. Council tax and business rates, which constitute the sole sources of local tax income for most councils, are based solely on population numbers and business floor space, respectively. As such, any local authority that invests in upskilling the local workforce, for example, sees no direct financial return. Instead, the fiscal benefits accrue solely to the Treasury.

  In addition, local authorities are increasingly reliant upon competitive funding pots from central government, which often come with prescriptive conditions and time frames. This, coupled with a lack of clarity from central government regarding the overall role for local authorities, hampers councils' ability to develop and implement long-term plans for their area (NAO 2021).

  In the absence of action to remedy this situation from central government, devolution offers opportunities for local authorities to develop more holistic and long-term plans for their area, even if the actual suite of available powers remains limited.

  For example, control over the adult education budget offers only limited flexibily because of the need to meet statutory requirements, but nonetheless can be used to build collaboration and a shared purpose between local stakeholders, and to align these efforts with ongoing economic development (Round 2018).

- **Lack of resource** – A decade of austerity has led to severe reductions in services and spaces that enable people to mix and interact, as local authorities are forced to prioritise spending to a narrow set of statutory services. Budget cuts have also meant that, in many areas, integration efforts have been deprioritised within local government (Mort and Morris 2020).

  Mainstream commissioning processes also discourage the joined-up and strategic use of public money. Most commissioning models are still characterised by a 'transactional' approach (Ball and Gibson 2022), typified by siloed, outcomes-based and at-scale processes, which favours large contractors that can provide pre-prescribed interventions and deliver on a narrow set of metrics (Locality 2020).

  Alternative commissioning processes are typically built around trusting relationships (Ball and Gibson 2022) and a recognition of the inherent complexity of social problems, though these are not commonly deployed within the integration policy space at present (Blundell et al 2019).

  Integrated Care Systems are a good example of this strategy in action. They are intended to encourage more long-term and joined-up partnership working, with a more 'place-based' focus on the underlying determinants of health. However, they are at an early stage, and need more time and resource to develop new relationships and new ways of working across departments. So far, progress has been uneven, with much more success within health systems and much less on wider social and economic development (NHS Confederation 2022).

  Easily accessible and reliable information on integration processes and outcomes is another key resource that is lacking in the UK. Despite recent efforts (e.g., Ndofor-Tah et al. 2019), integration data remain notoriously scant, scattered and difficult to work with (Kierans 2021). Although all members of society and its institutions are involved in and affected by integration, the available information mostly reflects how these processes affect migrants. The poor state and accessibility of the evidence base limits stakeholders from making the most of their policies and programmes, particularly at the local level where statistical capacities are often quite limited.

- **Lack of trusting culture** – Organisational culture within the public sector is a significant impediment to more community-led approaches (New Local 2022). Although there are many examples of good practice, they remain on the periphery, with the mainstream dominated by a more technocratic, market-driven and centralising culture ("New Public Management" (Collaborate CIC)). This tends to encourage approaches that can "demonstrate short-term impact in a specific service area and are shown to be uniform and in turn scalable" (New Local 2021).

The UK-based social enterprise, Collaborate, and the Margins to Mainstream workgroup, propose a new way of working, which aims to improve the broader system of public service provision by changing the conditions under which is it typically carried out (Care et al. 2020). This practice differs from business-as-usual in that it explicitly acknowledges the complexity of social action and takes steps over the long-term to engage meaningfully in the myriad networks within and between organisations and communities. It involves seeking out and supporting pockets of good practice, developing power-sharing arrangements, and working with partners to diagnose the shortcomings of existing working-models, whilst still making space for and providing effective leadership from local policy-makers.

This model has implications for commissioning, which are broadly in line with the research findings cited above, such as:

- Nurturing human, relational approaches to commissioning;
- Funding and commissioning for learning;
- Funding and commissioning to enable collaborative, systemic approaches.

(Collaborate CIC).

Many UK cities have already begun work to deliver an inclusive green recovery, working cooperatively with departments across council, local community groups and NGOs to build inclusive urban communities. Good Practice examples are explored below.

International Migrants Needs Assessment (Brighton and Hove)

In 2018, Brighton and Hove Council carried out an International Migrants Needs Assessment, as part of its wider Joint Strategic Needs Assessment programme, to collect evidence on how to improve the lives of different communities who live in the city. The data collected included evidence collected by twenty community researchers recruited from migrants living locally.

The aims of the Needs Assessment were to provide:

- An overview of the needs of international migrants in the city and the assets they bring;
- Information and recommendations for commissioners, service providers and decision makers to use to improve the lives and outcomes of international migrants in the city.

A report from the Needs Assessment exercise identified 42 recommendations for action, across a range of council areas including children and young people, health, employment and skills, access to services and housing. Implementation of these recommendations are ongoing, with a progress report published annually.

Black and Green Ambassadors (Bristol)

The Black and Green Ambassadors programme is a citywide programme intended to "connect, empower and celebrate diverse leadership and community action on environmental issues in Bristol and beyond". It has been running since in 2016, following Bristol's year as European Green Capital and is jointly run by Ujima Radio and Bristol Green Capital Partnership. Following a pilot project, the latest iteration of the programme was granted funding from the National Lottery Community Fund to expand.

The programme invests in leadership development training, mentorship and funding for a cohort of 'Ambassadors', who are supported to connect diverse communities, businesses, other organisations and individuals and to explore, amplify and enable solutions leading to an environmentally and socially just future for all. This includes the Ambassadors' own radio show.

Research undertaken by the programme has highlighted ways in which non-white and marginalised communities are already taking local climate action, but also how they might not align themselves to mainstream climate narratives. It has also explored ways to make the climate movement, and the city's leadership, more inclusive and representative of all communities.

Glasgow is a member of the URBACT Global Goals for Cities Network. This network, led by the City of Tallinn, is aimed at localising the UN's Sustainable Development Goals in 19 cities in Europe.

For Glasgow, the focus is on inclusivity, community empowerment, a just transition, health and wellbeing, amongst others. As part of the network, Glasgow, in partnership with the Glasgow Science Centre, has undertaken several climate cafés to discuss what the UN's SDGs mean to tresidents, as well as to raise awareness and build trust. The cafés were held with a diverse range of organisations and citizens, including AMINA Women's Muslim Resource Centre, African Challenge Scotland, the Glasgow Disability Alliance and female-led social enterprises.

Some of the discussions highlighted the need to have information on the SDG's in different languages, in particular Arabic, Urdu and Spanish. There was lots of discussion around climate and poverty and how, as we move forward with our climate ambitions, the current cost of living crisis needs to be addressed. As a result of the cafés, one participant was supported and successful in accessing funding for an African Food Growing project.

The final output of the project was to create an action plan on how Glasgow intends to move forward in localising the SDGs. The proposed plan includes actions to ensure a diverse and participatory way forward in finding local solutions to tackle the climate crisis. One of the key missions of the proposed plan is that by 2030, Glasgow is a green, inclusive and caring city, with a thriving circular economy where everyone feels empowered to participate and take action.

MyCoventry (Coventry)

MyCoventry is a specialist three-year partnership, part-funded by the Asylum, Migration and Integration Fund (AMIF) and focused on the needs of non-EU and EEA nationals living in Coventry. Building on years of partnership working, the project is a collaboration between the City Council, the Job Shop (a local employment partnership), Coventry University and Voluntary, Community and Social Enterprise (VCSE) partners. It is intended to address "local, social and economic inequalities that hinder the way young people and adults from migrant communities interact and become an integral part of Coventry" (MyCoventry 2022). The programme aims to improve language skills, enable new communities to learn and feel part of the life of the city, and enhance employment opportunities.

Each individual is offered an 'Integrass' Assessment, which produces a Personalised Integration Plan based on individual-specific needs and barriers. Individuals are assigned a mentor and a personalised pathway to enable them to integrate and access community services. Support provided varies but can include employment support, civic orientation and language training.

Green Jobs and Just Transition Project (Milan)

During the pandemic, Milan developed response and recovery plans that were inclusive of all residents regardless of immigration status, informed by the Mayor's stated vision for the future of his city — "growth and solidarity" — even in times of crisis (C40 Cities 2021).

Now, the city is using EU Covid-19 recovery funding to invest in a large-scale programme to create equitably distributed local green jobs, to upskill workers in marginalised communities, and to demonstrate that addressing equity doesn't mean delaying climate action.

This includes plans to create an estimated 50,000 jobs in public housing retrofit and construction, which will help to reduce emissions and tackle energy poverty, with disproportionately high impacts on migrant communities, who are more likely to be housed in public buildings with poor energy efficiency ratings.

The programme will provide training and upskilling to workers in the construction and manufacturing sectors, with a particular focus on workers with a migrant background, who are highly represented in those industries. As such, one of the ways success will be evaluated is through the number of green jobs created for residents with a migrant background.

The programme is also intended to leverage further funding for future climate projects, and to build public and political support for a green and just transition both locally in other cities in Italy and Europe.

The **London Recovery Board**, established by **the Greater London Authority (GLA)**, brings together London's leaders from City Hall, Local Authorities, business, the community, education sectors and essential services to help shape the future of the capital. It has adopted a missions-based approach to recovery from Covid-19, and to meet its wider aims, which are:

- Reverse the pattern of rising unemployment and lost economic growth caused by the economic scarring of Covid-19;
- Support our communities, including those most impacted by the virus;
- Help young people to flourish with access to support and opportunities;
- Narrow social, economic and health inequalities;
- Accelerate delivery of a cleaner, greener London (Mayor of London n.d.).

As part of this work, a sub-group of the London Recovery Board carried out research with existing community organisations to understand the structural inequalities that led to disproportionate impacts of the Covid-19 pandemic and vulnerability to future shocks among certain communities, including migrants (actual as perceived as). The sub-group produced a series of 'vision statements', informed by different communities' view of what changes should be made locally to lessen the inequalities they face daily. These vision statements fed into the development of an action plan, which was adopted by the London Recovery Board, with 14 actions that fall across 4 priority areas (labour market inequality, financial hardship and living standards, equity in public services and civil society strength).

Anchorage Climate Action Plan

The Anchorage Climate Action Plan, published in 2019, takes into account community-wide greenhouse gas emissions, projected climate impacts, and the priorities and concerns of Anchorage residents (Anchorage Assembly 2019). The plan prioritizes actions that result in substantial economic, environmental, and community benefits. It is also designed to promote inclusivity, equity and justice, and to increase the city's overall resilience.

The Climate Action Plan follows on previous work to build resilience across all segments of the population, such as the City's Resilience Strategy, which is the product of a long and in-depth consultation with local residents, including a community vote to agree on the final plan. The plan's priority actions range from infrastructure improvements, such as enhanced public transit and information awareness initiatives, to direct employment interventions, such as encouraging local hiring and commitments to businesses owned by women and people from minority and other disadvantaged backgrounds.

The Climate Action Plan focuses on mitigation, adaptation, climate equity and co-benefits, and aims to be inclusive of all residents by evaluating both the alignment with and the potential for unintended impacts of these efforts on racial and ethnic communities and individuals with limited English proficiency. The Resilience Sub-Cabinet of department heads meets regularly to coordinate inclusion, resilience and climate action efforts.

Freedom50 (various locations, UK)

Freedom50 was set up during the Covid-19 pandemic. It brings together members of the British Bangladeshi community for whom the lockdown demonstrated the extent to which they are excluded from many mainstream cultural and sporting activities. Intended to celebrate 50 years of Bangladesh's independence, it comprises an ongoing programme of wellbeing, education, sports, arts and heritage projects, to provide a platform for excluded and under-represented communities.

Events organised include a community organised national bike ride, a photo exhibition and a collection of 50 stories of those connected to the British-Bangladeshi community. As well as celebrating the 50th anniversary of Bangladeshi independence, and Bengali heritage in the UK, the programme aims to raise awareness about the climate challenges countries like Bangladesh face, and to fund overseas projects that help climate-displaced populations.

Section 3: Policy implications

This section collates policy implications arising from the research and cases studies outlined above. These are not recommendations of the Inclusive Cities programme, but instead a collection of policy themes for local authorities and partners to consider.

Even where local authorities are constrained by the challenges of reduced budgets and lack of devolved powers, they can still play a vital role in bringing together the integration agenda within ongoing efforts to build an inclusive, green recovery by:

Championing integration within green recovery plans

Most UK local authorities have developed a climate action plan, setting out how they will reduce carbon emissions and mitigate the impact of climate change, although there is considerable variation in their scope and ambition (e.g., Climate Emergency UK n.d.). As places where large migrant communities choose to live and work, cities must take care that their climate planning reflects the interests and voices of migrant communities. Doing so will ensure that they can draw on the strengths and expertise of the entire workforce and the wider population. Such an approach can help to protect vulnerable groups from the effects of a changing climate, which in turn can boost the resilience of the city as a whole.

A key principle of the Inclusive Cities framework is to act locally, advocate nationally and share and learn internationally. In the context of this report, this could include:

- Developing a **shared climate strategy** at the local level, which foregrounds inclusion and justice, and which recognises the talents and skills of migrants in local green recovery plans.
- Running an **asset-mapping exercise**, as well as needs analysis, which encompasses local data collection on migrant populations, their skills and knowledge and barriers they face.
- Working with local partners to develop **pathways for migrants** to build and use relevant skillsets to fill labour gaps, including through ESOL provision.
- Utilising **convening power to champion inclusion and integration locally**, and to align the work of partners, including different public departments and agencies, as well as trade unions, employers, universities and civil society.
- Developing **relationships with other cities nationally and overseas** to share knowledge and expertise. This could be through existing climate and/or migration networks (which share many commonalities), such as the C40 Cities Climate Leadership Group, the Mayors Migration Council, or Welcoming international, or by leveraging links to the countries of origin/ancestry of migrant populations.

Development of holistic, placed-based approaches to commissioning

Tackling the climate crisis in a fair and socially just way requires looking beyond traditional boundaries between departments and services, as well as taking a long-term and holistic approach to value-for-money. While this has at times been perceived to be at odds with mainstream commissioning and, in particular, procurement processes, many local authorities, NHS trusts and other public bodies are increasingly shifting towards more holistic approaches to commissioning, focused on achieving positive outcomes for citizens, communities and society as a whole. There are numerous frameworks and reports setting out ways to develop this type of approach, including:

- Government Outcomes Lab – Partnerships with principles: putting relationships at the heart of public contracts for better social outcomes (Bell and Gibson, 2022);
- The Human Learning Systems Collective;
- Local Government Association – Integrated Commissioning for Better Outcomes: a Commissioning Framework (LGA and NHS Clinical Commissioners 2018).

Cities can help to make clearer the focus on wider social value as part of value-for-money considerations through high-level frameworks. For example, the Liverpool City Region Combined Authority has developed a social value framework, through which benefits to the local community will become a much bigger part of awarding combined authority contracts, with particular focus on jobs growth, tackling inequality and combatting the climate crisis (LCR Combined Authority 2022).

Finding funding to pilot new kinds of cross-departmental work can be difficult, especially given the significant and increasing resource constraints on local government. However, framing inclusion work through a climate change lens is not only useful conceptually but also opens up potential new pots of funding, such as the National Lottery Fund's Climate Action Fund and the Climate Justice Fund in Scotland. Likewise, with the first tranche of funding from the Shared Prosperity Fund expected in October 2022, city region mayors could encourage local delivery partners to come forward with projects supporting integration. In particular, they could seek to encourage projects promoting green economic opportunities for migrant communities through the fund's investment priorities on skills and employment support (Morris 2021). This could include boosting funding for ESOL provision locally (Ibid).

Democratic engagement and community development

Community action is critical to local climate plans, not only to achieve the necessary rapid reductions in carbon emissions, but also to build legitimacy and longevity for wide-ranging change. As such, local authorities should look to equip people with the resources they need to participate in decisions that affect them. This might include methods such as:

- **Citizens assemblies**, such as Camden's Citizens Assembly on Climate Change;
- **Participatory budgeting**, such as the Dundee climate fund;
- **Digital democracy methods**, such as the Welsh Government's use of Loomio to create collaborative decision-making processes;
- **Community organising**, such as Cornwall Council's work enabling parish councils and community groups to play an active role in local decision making;
- **Co-production of services**, such as Lambeth's Living Well network.

Although participatory and deliberative methods can unlock significant levels of capacity and expertise, on their own they are no panacea. Such methods only give rise to transformative change to the extent that the convening organisations are open and willing to both change their own culture, commit resource and share power with different groups of citizens.

The challenges of and opportunities to engage with communities on the subject of an inclusive green recovery are shaped by local, regional and national contexts. Groups and individuals face varying barriers to democratic engagement. Climate change, climate action and weather events are perceived and experienced differently depending on the area. Policy and governance structures, let alone capacity, are far from uniform, even when only looking to the UK. Where resource is available, local authorities should identify ways to invest in the social and civic infrastructure that provides spaces and resources for people to join up and work together in meaningful ways (Morris 2021), such as London's Citizenship and Integration Initiative.

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INCLUSIVE CITIES

Inclusive Cities is a knowledge exchange initiative supporting UK cities and their local partners to achieve a step-change in their approach towards the inclusion of newcomers.

Drawing on innovative ideas and practices from Europe and the United States, Inclusive Cities aims to support the development of an approach to inclusion which is strategic across the city administration. This approach consistently uses positive messaging to develop an inclusive narrative for the city which informs and drives practice and is local authority led, working in close partnership with business, public and voluntary sector organisations to achieve shared goals.

Inclusive Cities is supported by the Paul Hamlyn Foundation.

www.compas.ox.ac.uk/project/inclusive-cities

THE GLOBAL EXCHANGE ON MIGRATION AND DIVERSITY

The Global Exchange on Migration and Diversity is an ambitious initiative at the Centre on Migration, Policy and Society (COMPAS) opening up opportunities for knowledge exchange and longer-term collaboration between those working in the migration field.

www.compas.ox.ac.uk/global-exchange

ABOUT

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