



**Global  
Exchange**  
on Migration & Diversity

# Inclusive Cities

## Second Convening

Liverpool Meeting  
10 - 12 October 2018

Jacqui Broadhead  
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COMPAS



UNIVERSITY OF  
**OXFORD**

# Inclusive Cities: Second Convening

Liverpool Meeting: 10<sup>th</sup> – 12<sup>th</sup> October 2018

## Briefing note

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### Introduction

Inclusive Cities is a knowledge exchange initiative supporting six UK cities and their local partners to achieve a step-change in their approach towards the inclusion of newcomers in the city. Drawing on ideas and experience from within Europe and innovative approaches from cities in the United States, it aims to support the development of an approach which is strategic across the city administration, 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.

Each of the cities (Bristol, Cardiff, Glasgow, Liverpool and Peterborough, with London joining some aspects of the project as an associate member) has identified a number of priority areas which form an action plan made up of practical initiatives which broaden opportunities for inclusion of all residents across the economic, social and civic life of the city. They have also appointed a Taskforce of stakeholders from the private, public and voluntary sectors who will both advise on the project and take forward the actions in their respective sectors.

The project is a knowledge exchange initiative which allows the cities to reflect upon and develop their thinking in a number of ways:

- Peer learning and support between the participating cities
- Dedicated support from a project manager at the Global Exchange on Migration and Diversity who will inform the projects with specialist input – data, evidence, and examples of worldwide good practice and provide ongoing support to each of the cities. A background paper to the project is available [here](#).

- Learning exchange to Pittsburgh, Pennsylvania and Montgomery County, Maryland, hosted by Welcoming America, a highly acclaimed initiative which supports the development of a shared narrative and inclusive practices among city administrations and their partners. A full write up of the learning exchange is available [here](#).

This note provides an overview of second convening of the Inclusive Cities programme, kindly hosted by Liverpool City Council from 10<sup>th</sup>-12<sup>th</sup> October 2018. The meeting marked the midway point of the first phase of the programme. Each of the five cities presented on their draft action plan, developed in conjunction with a Taskforce of stakeholders.

This note provides an overview of the action plans alongside the emerging learning, key themes and areas for development identified at the meeting.

## Inclusive Cities Action Plans

Each city presented on its action plan (with the exception of London who, as an associate member, presented an update of the Social Inclusion Strategy.) This note provides an overview of the key themes and priorities from each action plan. Please note that these are draft action plans which have not necessarily been fully signed off at the time of publication. They also provide only an overview of the full activity of the project. The full action plans will be available from early 2019 and will be published in full on the Global Exchange website (as well as launched by each city and their respective taskforces.)

## Bristol

Bristol's taskforce includes representatives from Bristol University / University of the West of England, Refugee Forum, City of Sanctuary, City of Bristol College, ESOL Network, Bristol Multi Faith Forum, Clarke Wilmott, Refugee Women of Bristol, Social Enterprise Works, Hargreaves Lansdown, VOSCUR, Stand Against Racism and Inequality (SARI), Bristol Old Vic, Ashley Community Housing, Mayors City Office, Locality, Up our Street, 1625ip and First Bus.



Bristol has identified four priority areas for its inclusive action plan:

1. *Developing a consistent narrative of inclusion* to improve cross cultural understanding and reduce community tensions, achieved through developing a shared understanding of the inclusion of migrants which inspires confidence for the majority of local people
2. *Improving the support for refugee, asylum seeking and migrant children and young people*
3. *Improving pathways for newcomers into employment* in order to achieve a step change in the number of refugees and migrants entering the labour market, whilst supporting those already in work to progress
4. *Promoting inclusion through city planning* to identify opportunities within key planning and infrastructure processes for the contributions and needs of newcomers to be better represented

### **Spotlight on young people**

Bristol's priority on young people aims to establish an English as a Second Language (ESOL) induction for the young people over 16 who arrive in the City during the school year and are unable to access full time ESOL until following September. As part of Inclusive Cities, they are working with City of Bristol college to develop this provision with the aim to have it in place by 2019 to ensure that all sanctuary seeking young people are in full time education or training with English Language support. Bristol is also working to increase the number of its schools designated as schools of sanctuary – with ten already participating and an aim to recruit a further ten.

Bristol has identified mental health as a key priority and has undertaken work to map provision in order to develop therapeutic support for young asylum seekers and refugees dealing with trauma, as well as to develop a training course for foster carers to help them to understand both the asylum process and develop cultural awareness alongside an on-going support group.

Bristol Refugee Rights has received funding from Paul Hamlyn Foundation to develop a project supporting young people with a migration background in care, to ensure that they get the support that they need – building on successful work in New York (the Action NYC programme) and London (the Citizenship and Integration Initiative's work with Let Us Learn.)

Finally, Bristol's work on narrative is emphasising the importance of working to ensure that its targeted work with newcomers is complemented with work that emphasises benefits to the entire community. Building on learning from the US exchange to Pittsburgh, Bristol is working to bring the Global Minds Initiative – a schools-based pupil-to-pupil befriending scheme to schools in the city.

## Cardiff

Cardiff's Taskforce is made up of representatives from Cardiff Council, Cardiff University, FOR Cardiff, Tramshed Tech Hub, Wales Home Office, Wales Strategic Migration Partnership, University of West of England, Welsh Government, Deloitte, Welsh Refugee Council, Volunteering Portal, Bevan Foundation, Oasis Centre, Cardiff Youth Council, Cardiff City Foundation and Cardiff and Vale College.

We are Cardiff, Cardiff's Inclusive Cities action plan has 4 priority areas:

1. *Social Value and Inclusive Growth* – ensuring that new arrivals are included in measures to prepare residents for a changing labour market so that our Capital Ambition and Inclusive Growth vision encompasses all residents and delivers meaningful action to reduce inequality in Cardiff
2. *Communications and engagement* – developing a distinct and compelling narrative of belonging which emphasises the shared history and future of those who live and work in the City, with a theme emphasising the longstanding global and cutting-edge nature of the city. The city has received funding through URBACT III Rumourless Cities to develop this priority, building on methodologies and practice developed by Barcelona
3. *Participation and social integration* – supporting all aspects of strategic priorities, helping new arrivals to make connections with other residents, practice conversation in English and Welsh, develop skills and tackle isolation
4. *A multilingual smart city* - ensuring new arrivals are equipped with the language skills necessary to thrive in their day to day lives through a coordinated gateway approach to the provision of ESOL that ensures an effective assessment of need and allocation of appropriate and timely provision of services

### ***Spotlight on a multilingual smart city***

Cardiff's aim to be a city of both opportunity and community, one which offers the best of both worlds, close knit, yet cosmopolitan is at the heart of its aim to be a multilingual smart city.

Cardiff's Regional ESOL Assessment Central Hub (REACH) is a Creative Solutions Pilot Project which provides a central hub, located in the College's City Centre campus which acts as a referral point for all organisations across Cardiff and a link between all of the ESOL delivery partners. The hub is designed to provide a consistent and efficient approach to ESOL referrals across Cardiff and the Vale by assessing people who want to be on a course and assigning them to the right level of provision. By acting as a central point of contact, it aims to reduce ESOL waiting lists and improve progression pathways and outcomes.

Cardiff hopes to develop this model through Restart Cardiff, which will provide a single portal for registration and coordination of ESOL services. The project will also aim to overcome barriers to accessing language learning, such as for those with childcare responsibilities and pre-entry learners.

The city is also aiming to trial intensive language provision to support rapid requalification and entry into the labour market, with a particular focus on high skilled migrants and employer engagement.

## Glasgow

Glasgow's Taskforce is chaired by the Leader of Glasgow City Council and is made up of representatives from Glasgow Chamber of Commerce, DWP, Bridges Programme for Refugees, Scottish Refugee Council, Glasgow Caledonian University, Glasgow Colleges Board, Representatives from the Glasgow Integration Network, Shawland's Academy, local artists and Scottish Government.

Glasgow's priority areas are:

1. *Inclusive Growth* – recognising the contribution of inward migration to Glasgow as critical to achieving inclusive future growth. Glasgow requires higher population growth and needs to work within the confines of existing migration policy and the context of Brexit to achieve this in

order to ensure that Glasgow is an attractive place to live and work

2. *Positive messaging and culture change* – creating a strategy to build positive frames on migration including developing an Inclusive Glasgow web resource as a ‘one-stop shop’ for newcomers and increasing the city’s marketing presence, using migration and diversity as a selling point.
3. *Skills, employability and skills shortages* – mobilising the migrant workforce (alongside internal migration) in order to address skills shortages identified in social care, digital, finance and construction.

### **Spotlight on Inclusive Growth**

Glasgow’s focus on inclusive growth centres on the need to sustain and increase its population levels. It aims to do this by supporting newcomers to the city and ensuring that Glasgow is an attractive place to live, work and play.

Glasgow intends to revisit its economic strategy to ensure that population growth and migration are embedded into its future plans and to work with Glasgow Chamber of Commerce to develop an attraction strategy for the city to drive future investment, using migration and diversity as a positive asset.

In order to attract and support newcomers, Glasgow intends to develop an online ‘one stop shop’ for newcomers in order that they can better receive information and signposting, alongside the creation of Welcoming Centres in public spaces, such as libraries (based on the model of Welcoming Centres in Carnegie Libraries in Pittsburgh) developed in partnership with Glasgow Life. These Centres will build on the City’s successful ‘People Make Glasgow’ ethos.

The City Council is also planning to invest in its own workforce by piloting a programme which builds on the language assets of its bi-lingual or multilingual staff in order to improve access to council and other services for newcomers.

## Liverpool

Liverpool's taskforce is chaired by Liverpool City Council and is made up of representatives from the Anthony Walker Foundation, National Museums Liverpool, Dallas Legal, Steve Biko Housing, Liverpool Council for Voluntary Services, Unison, Asylum Link Merseyside and School Improvement Liverpool.



Liverpool's Our Liverpool programme has identified the following priorities in its actions plan:

1. Developing a welcoming narrative of inclusion around the 'Our Liverpool' concept
2. Improving English as an Additional Language support in schools through targeted support and training
3. Developing community outreach with the aim of different communities getting on together
4. Working with the business community to develop and promote the benefits of inclusion

### ***Spotlight on Our Liverpool***

Liverpool's inclusive growth plan highlights the need for 'a welcome programme for all newcomers to Liverpool including asylum seekers, refugees and economic migrants' and that 'the integration of newcomers into the city and to broaden the opportunities for all residents to be included in the economic, social and civic life of the city.

Liverpool has developed its priorities based on these principles and has chosen to frame the programme as 'Our Liverpool,' providing a golden thread from Liverpool's migration history and its core shared values as a city of social justice and fairness through to its actions today.

'Our Liverpool,' which uses the traditional Liver Bird as its symbol merges a common local term of endearment, with a statement of shared values which will resonate with the cities' shifting demographics.

The programme will be supplemented by close partnership with local artists to develop stories of



inclusion, alongside partnership with National Museums Liverpool to progress the understanding of Liverpool's migrant history, present and future.

Liverpool will embed its new strategy within a programme of community outreach and city-wide conversations as well as a programme of briefing sessions for local community groups and workshops in schools alongside the development of welcome centres for newcomers in local libraries.

## Peterborough

Peterborough's Inclusive Cities Plan sits alongside its participation as a Local Integration Area as part of the Ministry of Housing, Community and Local Government's Integrated Communities Green Paper. Athena, a local business, chairs the Peterborough Together Partnership which is made up of representatives from Peterborough City Council. Youth MP, Citizens Advice Peterborough, Peterborough Council for Voluntary Services, Peterborough Community Groups Forum, Soroptimists International, primary and Secondary Heads Forum, Peterborough City College, Peterborough Interfaith Council, Parish Council Liaison Forum, Peterborough Disability Forum, University Centre Peterborough, Clinical Commissioning Group, Cambridgeshire Constabulary, JobCentre Plus, Cross Keys Homes, Opportunity Peterborough, MHCLG and Nene Park Trust.

Peterborough's action plan focussed on the following themes:

1. *Increasing economic opportunity* to ensure that residents from all backgrounds have the best opportunities possible to fulfil their potential, improve their quality of life and contribute to the economic vibrancy of the city
2. *Bringing communities together* to improve integration within and between neighbourhoods and communities by developing community leadership, protecting the most vulnerable and repositioning communities at the heart of decision making.
3. Understanding the challenges *young people* face in relation to integration and strengthening the voice of young people in decision making.
4. *Developing English Language opportunities* in order to tackle the mismatch between demand and supply and to use language learning as a way of supporting people to develop their employment opportunities and to support the inclusion of school age children

### ***Spotlight on bringing communities together***

Peterborough's plan to improve integration within and between communities has a number of initiatives which will allow it to mainstream change throughout the local authority and the wider city.

Firstly, it wishes to develop its civic infrastructure, in order to allow organisations in civil society, the public sector and others to work in closer partnership around shared values and to promote active citizenship.

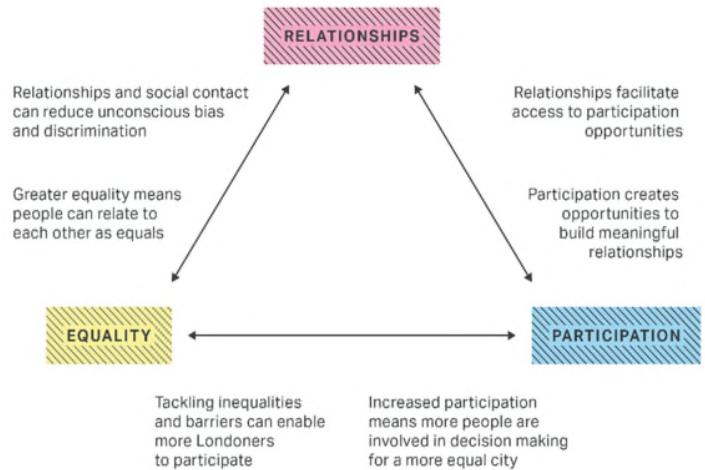
In order to achieve this, it is planning to launch an Integrated Communities fund in early 2019, administered by the local authority, which will support local initiatives to promote integration, for example those which promote and build a sense of civic pride, celebrate local events or those that bring people together around a common cause or issue. The fund also aims to encourage local community groups who don't work necessarily with newcomers to focus on activities which bring different groups, including newcomers, together. Peterborough also plans to pilot a Time Credits scheme to encourage greater volunteering opportunities in the city in order to promote and develop community contact.

In addition, Peterborough will work with its Public Health department on a new programme of asset-based community development through identifying and training community leaders to act as 'connectors' to build on the strengths and assets within their communities.

Finally, Peterborough is looking internally at planning and growth strategies in order to ensure that the city has the right infrastructure to promote and facilitate the development of integrated communities. As early focus of this work will be to manage and control the numbers of Houses of Multiple Occupation (HMOs) due to the effect this has had on community trust, but also to use Section 106 and Community Infrastructure Levy powers to ensure that planning mechanisms support mixed and sustainable communities.

## London (associate member)

As an associate member of the project, London has not participated in the same action planning process as the other 5 Inclusive Cities. Instead, representatives from London presented on the implementation of the Social Integration Strategy 'All of Us' which was launched in March 2018. The strategy focusses on 3 areas: equality, relationships and participation and has developed programmes to meet these interlinked priorities, including:



### - Relationships

- o Launched the London Family Fund, a £600,000 fund which will work over 3 years to improve social networks, reduce isolation and bring children and families together
- o Co-designed a Social Integration Design Lab with local authorities
- o Supported 200 Team London volunteers to provide support to refugees

### - Participation

- o Supported six citizenship ceremony pilots in five boroughs
- o Developed a political literacy tool and developing work on voter registration activities

### - Equality

- o Worked with Just for Kids Law through the Citizenship and Integration Initiative to support young people with insecure status
- o Developed a micro grant scheme launched for outreach to European Londoners
- o Started a number of ESOL Plus pilots
- o Developed a coordinated, user-centred approach through a Workforce Integration Network and a pilot with construction employers.

The strategy also includes work to develop the measurement of social integration and the development of a London identity in tandem with the London is Open Campaign.

The project works in tandem with the London Strategic Migration Partnership which is developing a Community Sponsorship programme for refugees and a number of policy asks to central government on how migration policy can better support integration priorities.

### ***Spotlight on the Citizenship and Integration Initiative (CII)***

The Citizenship and Integration Initiative is an innovative partnership with civil society, co-funded by independent trusts, and based on secondments from civil society into City Hall. The project aims to raise and distribute £1 million over four years between 2017 and 2021 and to develop work based on the following shared goals:

- promoting civic engagement
- supporting young Londoners with insecure immigration status
- increasing welcome, belonging and sense of shared identity

In the first two cohorts, secondments into City Hall have taken place from Migrants Organise, CORAM Children's Legal Centre, Just for Kids Law, Citizens UK, New Europeans, who have worked to develop integration projects based on the goals identified above.

These include testing new approaches to citizenship ceremonies that increase civic engagement; commissioning new resources for political literacy for young people, establishing a Young Londoners steering group and producing new guidance for teachers on supporting children with insecure status.

In addition to the projects delivered directly by the GLA, the CII supports community-based projects which build on GLA activities, aiming to provide capacity in the community and in grassroots organisations to engage with local government.

An interim report with emerging learning from the project can be found [here](#).

## Emerging learning from the Inclusive Cities project

It remains early days for the Inclusive Cities project. However, there are a number of pieces of emerging learning from the project. These will be developed as the project progresses and are necessarily a work in progress at this stage but demonstrate some of the insights from the programme of knowledge exchange which the cities and researchers have undertaken.

<p><b>The development of local leadership on inclusion</b></p>	<ul style="list-style-type: none"> <li>• As demonstrated in research literature, most of integration takes place at the local level. The development of local leadership, and generating high level buy-in for the project within local authorities is crucial.</li> <li>• There is anecdotal evidence from the project that integration has risen in policy salience within the cities, however, capacity remains severely limited, in particular within the context of local government austerity.</li> <li>• There is no natural ‘home’ for integration within local authorities and the project has been placed in different departments in each city and a mixture of politicians, advisors and officers support the project. This is in some ways a strength as it means that the work is tailored to the priorities of each city, but also points to the difficulty in leveraging resources and traction for the project.</li> <li>• There are a number of cross cutting city priorities which the project fits into: inclusive growth, tackling poverty and inequality and managing demographic change. Cities are starting to build integration considerations into these strategic priorities, but there are sometimes challenges in leveraging these more widely.</li> </ul>
<p><b>The importance of place shaping and developing a city-wide narrative of inclusion</b></p>	<ul style="list-style-type: none"> <li>• Narrative change has emerged as a key priority for all cities. Anecdotally, there is a sense that this is a timely discussion and has resonance within the cities.</li> <li>• As part of the project, a workshop was held examining the research on understanding public opinion on migration, understanding narrative frames and has developed some draft principles for developing a city wide narrative which can be found <a href="#">here</a>.</li> <li>• Inclusive Cities focuses on newcomers and host or receiving communities as part of its model and it appears that this is leading to a broader focus within (and beyond the local authority) – aiming to move beyond traditional community cohesion activity into wider areas of city life.</li> </ul>

<p><b>The potential galvanizing role of local authorities as convenor</b></p>	<ul style="list-style-type: none"> <li>• The taskforce model is bringing together partners and allowing local authorities to use their convening powers to affect change.</li> <li>• However, this has proved easier in some sectors than in others and there is still work to do to build broader partnerships, in particular to ensure representation from both new communities and longer standing residents and from other partners – in particular business and employers.</li> <li>• There is a strong desire to mainstream inclusion as ‘everybody’s business’ and ensure that it is a shared responsibility, however the role of the local authority remains vital as a driver in this and there is a great deal to do in order to achieve this, both within services in the local authority and beyond. Systematised action planning is being used as a tool to facilitate this within the project.</li> <li>• The shared community experience of the Syrian Vulnerable Persons Resettlement Scheme has emerged as a case study in which the local authority and partners have been galvanised in all of the participating cities and it appears the scheme has had an impact above and beyond the direct numbers supported. There may be wider applications for this model of working and local investment.</li> </ul>
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## Key Themes

Whilst each of the cities has developed their own priorities tailored to their particular circumstances and opportunities, there are a number of themes which resonate throughout the 6 cities and echo wider policy and research discussions and findings.

These are draft themes and will be further developed and refined with the Inclusive Cities over the course of the project:

- **Providing local leadership and developing a narrative of inclusion**
- **Supporting inclusive economic growth and skills development (including language provision)**
- **Connecting Communities**

- **Mainstreaming inclusion throughout the city**
- **Encouraging civic participation and representation**

Alongside these themes a number of challenges and areas for development have also emerged:

<b>Challenge/ area for development</b>	<b>Proposed next steps to address</b>
There are significant data gaps on inclusion at the local level and challenges in measuring inclusion as a result of this	The Migration Observatory is currently developing a data guide for local authorities and we will work with the cities
Developing a common framework	The six Inclusive Cities will work with Welcoming International (who have developed a standard in the US) in order to outline a draft framework
Mainstreaming inclusion within the local authority and bringing in new partners (in particular employers)	Continued work with the six inclusive cities beyond the original end date of the project will focus on mainstreaming and embedding inclusion widely throughout the city, including building and developing new partnerships.
Building the city voice on inclusion and integration focussed migration policy	There remains a policy gap at the national level in discussions on inclusion/integration and in understanding how migration policy can better support inclusion. The project will work with a number of partners including the Local Government Association, relevant Strategic Migration Partnerships and Core Cities to support cities to meet their aims.



# Global Exchange

on Migration & 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.