

C4i

Communication for Integration



C4I THEORY OF CHANGE ARTICULATION

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Doc 7 C4I THEORY OF CHANGE ARTICULATION

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PREFACE

This document offers an outline of how the Theory of Change (ToC) of the *Communication for Integration: social networking for diversity (C4i)* project has been articulated along its implementation. It summarizes various components and principles of the theory and is considered as an intermediary draft paper that would feed into the Final C4i Impact Study.

Overall, the C4i aims to contribute to the integration of non-EU migrants into European societies by pursuing two primary objectives:

- to test the applicability of social communication and networking approach (*anti-rumor campaign*) experimented successfully in Barcelona, Spain in 10 EU cities
- to assess the impact of this approach in project locations in order to devise replicable methodology and tools that can be used across Europe and beyond.

By the time of this report, the project has succeeded to effectively involve municipal public authorities, migrants and NGOs in mobilizing social networks in 11 cities across Europe and launch communication activities and interventions focused on dispelling unfounded but widespread rumors about immigrants.

CONTEXT

Development and articulation of the C4i Theory of Change is a part of the second project priority, i.e. impact assessment of the project produced results. The C4i Theory of Change relies on C4D methodology developed by the UN agencies¹, the milestones of which include: participatory processes that actively engage the target groups and accelerate effective responses to development challenges, partnerships that promote change and solidarity, equity, tolerance and diversity.

Within the UN framework, theory of change is regarded as a tool for developing solutions to complex social issues. It is the product of a series of critical-thinking exercises that provides a comprehensive picture of the early- and intermediate-term changes in a given community that are needed to reach a long-term goals articulated by the community. It provides an opportunity for stakeholders to assess what they can and cannot influence, what impact they/their initiatives or interventions can have, and whether it is realistic to expect to reach their goals with the time and resources they have at their disposal².

¹The main C4D Principles include: participatory processes that actively engage the target groups and accelerate effective responses to development challenges; partnerships that promote change and solidarity; equity; diversity; and tolerance (See C4D: Strengthening the Effectiveness of the UN, 2011)

² Anderson, A. 2005. *The community builder's approach to theory of change: A practical guide to theory and development*. New York: The Aspen Institute Roundtable on Community Change.

THE C4I THEORY OF CHANGE ARTICULATION

Generally defined, theory of change is a road map. It provides with an understanding of the landscape, the routes and the distances to be traveled to get to the final destination. The road map helps to plan the journey and to develop strategies from the very beginning to the end of the trip. In the UN-developed C4D (*Communication for Development*) context,³ theory of change explains behavior change at the individual and broader social level, i.e. change in communities, institutions, policies, and the overall environment. Essentially, for C4D as well as for C4I, the theory means making explicit the underlying assumptions about how particular communication actions, interventions or processes create desired outcomes.

In order to develop and articulate the C4i Theory of Change – or a road map, – six major steps were proposed (*Box 1*) and followed by the C4i Impact & Change Consultant (see her initial C4i project proposal and the C4i Methodology Working Paper Module 2) building on the UN agencies’ best practices. Given the specifics of the C4i project – i.e. a pilot project

Box 1. Steps to Articulate the C4i Theory of Change

1. Identify long-term goals
2. Conduct “mapping” to identify the preconditions necessary to achieve these goals
3. Identify basic assumptions about the context
4. Identify the interventions the project will perform to create necessary preconditions
5. Develop indicators to assess performance (accounting for preconditions)
6. Prepare a document summarizing various components, principles and “moving parts” of the theory

within the duration of which the cities-participants are undergoing the processes of learning and new tools, approaches and models testing, – all major C4i Theory of Change steps were closely interlinked and often performed concurrently. A more detailed description of how these steps are being implemented is provided below.

Step 1. Identify long-term goals

The overall long-term goals of the C4i project were identified by the Concept Paper of the project (see also Preface to this document) and accepted by the project participating cities. At the same time, given the diversity of legal, structural, political, demographic, social, and economic environments of the participating cities, the accomplishment of these goals

³ C4D: Strengthening the Effectiveness of the UN, 2011

necessitated a variety of specific strategic approaches to be individually designed by each city. This means that while the overall C4i project goals remained the same, the ways and means of achieving them were uniquely developed by each municipality in close consultation with the C4i Managers and Consultants. Concrete examples of such tailored approaches to C4i goals implementation will be presented in the C4i cities' case studies at the end of the project.

Step 2. Conduct “mapping” to identify the preconditions

Mapping was conducted with active involvement of the C4i participating cities and stakeholders during the first stage of the project, particularly during the first wave of the I&C Consultant visits to the project cities in May-June 2014. This step followed the logic of the UN proposed Communication Mantra⁴ which regards local community environments and culture as an ally, builds on the existing local advantages and knowledge, exploits culturally relevant local language, identifies the most efficient local approaches and appeals in order to finally elaborate on what works locally.

Hence, mapping stage was focused primarily on the study of the cities' integration needs, their social, economic, and political environments, demographic and contextual characteristics, intercultural atmosphere, and relevant community features. A series of working meetings – in the form of interviews for the most part – were conducted in every project participating city with:

- the C4i teams/representatives to deliberately explore the uniqueness of cities' environments, to identify basic assumptions about the context and preconditions of C4i project implementation (Step 3 of the “Theory of Change of the C4i Project Articulation” (see Box 1), to understand what works locally and what will contribute extensively to the next phases of the project - *communication strategy definition*, and *implementation*, and to brainstorm on the indicators for each precondition in order to later assess the performance of the interventions and the general impact of the C4i;
- municipal staff dealing with the issues of immigration on every-day basis and the representatives of the relevant municipal units (social services, health care, education, local police, local development, etc.) to make direct inquiries and “map” relevant data;
- the representatives of an organization (or department, or university) who deals with city statistics on regular basis to review/consult local statistics, identify recent trends, focal points, and preferences;

⁴ Strategic Communication for Behavior and Social Change. Working Paper. UNISEF, 2005

- with local authority, political, civil society and media representatives to discuss/review the challenges and advantages of immigration in the city, its recent trends, their causes and consequences with concrete examples; enquiries about the anticipated benefits and challenges for the C4i project implementation; and
- the C4i project target community (or district, center, school, public space, etc.) to directly observe/interact with the community representatives enquiring about the existing challenges and advantages of the community integration initiatives.

In this way, mapping has not only enhanced our understanding about the cities' local contexts and conditions through learning about local community environments, but also helped to identify the most efficient local preconditions necessary to achieve the C4i project goals in every municipality.

It was observed, that – particularly due to the C4i focus on anti-rumor approach – local preconditions were largely determined by the locally 'spotted' myths or rumors about immigrants. This is due to the fact that social actors in the communities where the rumors were the most spread were entering the 'precondition scene' inevitably, as the key players with necessary knowledge and networks, whose involvement was crucial for the C4i goals implementation.

The rumors were analyzed concurrently with the mapping phase of the project by every project participating city. Interestingly enough, three rumors were found to be common (or existing with slight difference in interpretation) for all project participating cities (see Box 2). This offered a certain degree of 'comparability' of the C4i cities profiles and, consequently, a more plentiful ground for the analysis of the overall impact and changes produced by the C4i project implementation. People's attitudes toward these rumors will be examined before and after the C4i communication strategy implementation in every project participating city in order to track possible attitudes shift or behavioral change.

Box 2. Rumors in Common

"The crime level increases as the number of immigrants grows..."

"The immigrants take our jobs..."

"The immigrants benefit from the social care system more than natives do..."

In summary, mapping was an extremely important, rich and comprehensive phase of the project which encompassed and contributed jointly to at least three different steps of the “Theory of Change of the C4i Project Articulation” (see Box 1) in the below described ways.

Step 3. Identify Basic Assumptions about the Context

Step 3 of the “C4i Theory of Change Articulation” – dedicated to the identification of cities’ basic assumptions (or statements) about how and why they expect to bring about a set of expected outcomes (or change) – has similarly accounted for locally identified rumors.

Depending on the type of the prevailing rumors in a given city, assumptions were made about the local context (i.e. about the best ways to dispel concrete rumors given a certain set of local conditions), about the preconditions to be created (i.e. which actors, interventions, resources are to be involved and how), and the interventions to be made (i.e. what concrete activities are to be undertaken and for which audience) in order to achieve the overall C4i project goals, while accounting for the unique environments of every participating city.

Essentially, basic assumptions reflect cities’ understandings of the context in which the C4i project operates locally and their visions of the change process (in their communities) taking into consideration their practical experience and knowledge of the communities. It must be noted, that in the course of the C4i project implementation, cities’ assumptions are being often alternated due to the ongoing contextual changes in their environments (e.g. change in political leadership, rotation of key actors, economic and social conditions, etc.)

As stated previously, theory of change is a road map that provides with an understanding of the landscape, the routes and distance to be traveled to get to the final destination. Understandably, the best map is drawn through an open dialogue with the ‘travelers’, i.e. project partners – cities in our case – who may hold contrasting views and perspectives, populate different environments and have varied preconditions for the project implementation, but share a broad commitment to change.

Every road map design begins from a vision of success achieved at the end of journey. It starts with a short but very specific to each ‘traveler’ – city – picture (a set of assumptions) of the future that they would like to bring about by means of the project implementation. The road map portrays real people, real relationships, environments, institutions and cultures. It is following this logic, that the basic assumptions about the context of the C4i project implementation in every participating city have been articulated in an open dialogue with 11 C4i city teams taking into account their local features (including the types of existing rumors and myths about immigrants), experiences, building on the existing local knowledge and

advantages, exploiting culturally relevant local language, and identifying the most efficient local approaches.

Initial statements about the context and outcomes of the C4i project implementation were collected from C4i cities in the form of individual ‘vision of success’ inputs during a relevant workshop in Brussels (June 2014). To assist the cities with this task, a set of guiding questions were proposed to the city teams by the I&C Consultant. Examples of five C4i cities ‘visions’ are available in the Appendix 1 to this document.

In order to make these ‘visions’ a reality, the cities’ basic assumptions are being currently collected from and verified with the C4i cities – as a part of the I&C Consultant 2nd city visit agenda – in order to account for their communication strategy design, ultimate target audiences, key actors, tools, and intervention types. Once collected, these individual cities’ assumptions will be presented as a part of the complex C4i theory of change process in a common C4i Theory of Change Assumption Matrix. Two separate surveys – ex-ante and post C4i communication strategy implementation – will be conducted in every city during the project in order to quantitatively support and verify these assumptions. By the time of this report, the first wave of the C4i cities survey has been completed. The outline of the survey results is presented in Appendix 2 to this document.

It should be additionally noted that Step 3 of the theory articulation benefited particularly from the productive collaboration of C4i city teams, C4i Project Managers and Consultants as:

- 1) they were working jointly and inter-connectedly to encourage cities’ political commitment, to foster identification of the local actors to be involved in local networks and to participate in the C4i campaign and activities, which contributed greatly to basic assumptions formation about the context of the C4i implementation;
- 2) the analysis of the unique characteristics of the C4i participating cities as well as necessary preconditions and basic assumptions definition helped with the identification of the C4i specific case studies to be conducted by the Evaluation Consultant.

Step 4. Identify the Interventions of the Project

While offering an improved understanding of the cities’ local environments – through learning about their local features – and helping to identify basic contextual assumptions and preconditions, ‘mapping’ (Step 2) has also offered an opportunity for the city teams to brainstorm and/or creatively reflect on the interventions the project would perform in order to implement their communication strategies in their target communities.

Similarly to the preconditions and basic assumptions, the interventions understandably reflected the character of the rumors prevailing in the city (community). Yet, in addition to this, the interventions were largely defined by the type of audience the project aimed to address in a

given city, by the size and nature of the existing social networks, by the category of actors to be involved in the project work, and by the means and knowledge available in the city for the project implementation.

As a result, some of the cities have focused on involving young people and introducing the anti-rumor approach into the students' course work (Limerick (IE), Patras (GR), organizing relevant sports or cultural activities, including theater play and drawing lessons (Amadora, Loures (PT), Botkyrka (SE)); others engaged local authorities and/or local media into their communication campaign (Limerick (IE), Loures (PT) or decided to work with a business community to build the anti-rumor approach into corporate culture (Erlangen(DE).

At the time of this report, the interventions are being actively tested and experiences exchanged between the C4i cities (under the guidance of the Evaluation Consultant) in order to estimate their applicability and efficiency in the local context.

Step 5. Develop Indicators to Assess Performance

Understandably, mapping (Step 2) has contributed in a most comprehensive way to Step 5 of the "Theory of Change of the C4i Project Articulation," i.e. development of indicators to assess the preconditions and the overall impact of the C4i project. A set of core indicators was designed and presented to the C4i cities in a separate document "Core Indicators: C4i Impact and Change Evaluation" in June 2014.

This document contains a selection of indicators – together with accompanying them survey questions – developed by the Impact & Change Consultant in close collaboration with the C4i city teams. The indicators were designed to track the effects of the C4i strategic communication, behavioral change in the communities, populations, or groups, and overall short- and long-term impacts of the C4i project implementation in the participating cities. The questions and indicators were proposed for inclusion in the 1st and 2nd waves of the C4i city surveys aimed to assess (quantitatively and qualitatively) the existing in the C4i cities preconditions and verify their assumptions before and after their communication strategy implementation. The data and information from the 1st and 2nd C4i city surveys will also allow for a comparative analysis and quality evaluation of the impact and change produced by individual (or groups of) communication interventions implemented in the project cities. The 1st survey data in particular will serve as a fundamental 'starting point' for change analysis and the C4i theory of change assumptions verification at the final phase of the project.

The outline of the 1st C4i cities' survey results are presented in visual form in Appendix 2 to this document (see additionally the I&C Consultant presentation at the 3rd C4i Coordination Meeting).

Step 6. Summarize “moving parts” of the theory and its underlying principles

In order to accomplish Step 6 of “The C4i Theory of Change Articulation,” this document offered a detailed description of its components (6 Steps) and completed as of today processes, deliberately explained their origins and guiding principles.

To summarize, the overall long-term goals of the C4i project were identified by the Concept Paper of the project and accepted by the project participating cities. Yet, given the diversity of legal, structural, political, demographic, social, and economic environments of the participating cities, the accomplishment of these goals necessitated a variety of specific strategic approaches to be individually tailored for the participating cities.

Step 2 – mapping – has not only enhanced our understanding about the cities’ local contexts and conditions through learning about local community environments, but also helped to identify the most efficient local preconditions necessary to achieve the C4i project goals in every municipality. Mapping was an extremely important, rich and comprehensive phase of the project which encompassed and contributed jointly to at least three different steps of the “Theory of Change of the C4i Project Articulation” (Step 3, 4 and 5, see Box 1).

Cities’ basic assumptions (or statements) about how and why they expect to bring about a set of expected outcomes (or change) were identified within Step 3. Depending on the type of the prevailing rumors in a given city, assumptions were made about the local context (i.e. about the best ways to dispel concrete rumors given a certain set of local conditions), about the preconditions to be created (i.e. which actors, interventions, resources are to be involved and how), and the interventions to be made (i.e. what concrete activities are to be undertaken and for which audience) in order to achieve the overall C4i project goals, while accounting for the unique environments of every participating city.

Initial statements about the context of the C4i project implementation were collected from C4i cities in the form of individual ‘vision of success’ inputs during a relevant workshop. In order to make these ‘visions’ a reality, the cities’ basic assumptions are being currently collected from and verified with the C4i cities in order to account for their communication strategy design, ultimate target audiences, key actors, tools, and intervention types. Once collected, these individual cities’ assumptions will be presented as a part of the complex C4i theory of change process in a common C4i Theory of Change Assumption Matrix.

Similarly to the preconditions and basic assumptions, the interventions identified within Step 4 of the “C4i Theory of Change Articulation” understandably reflected the character of the rumors prevailing in the city (community). Yet, in addition to this, the interventions were largely defined by the type of audience the project aimed to address in a given city, by the size and

nature of the existing social networks, by the category of actors to be involved in the project work, and by the means and knowledge available in the city for the project implementation.

A set of Core Indicators – together with accompanying them survey questions – were designed by the I&C Consultant as Step 5 of the Theory to track the effects of the C4i strategic communication, behavioral change in the communities, populations, or groups, and overall short- and long-term impacts of the C4i project implementation in the participating cities. The questions and indicators were proposed for inclusion in the 1st and 2nd waves of the C4i city surveys aimed to assess (quantitatively and qualitatively) the existing in the C4i cities preconditions and verify their assumptions before and after their communication strategy implementation.

A complete narrative of the C4i Theory of Change will be presented in the Final Impact Study of the C4i Project, following all necessary strategies, communication activities, interventions and surveys implementation by the participating cities.

APPENDICES

Appendix 1: Visions of Success and Change Assumptions of the C4i Cities

Initial statements about the context and outcomes of the C4i project implementation were collected from C4i cities in the form of individual ‘vision of success’ inputs during a relevant workshop in Brussels (June 2014). To assist the cities with this task, a set of guiding questions were proposed to the city teams (see below).

The cities’ basic assumptions about change – i.e. their ideas about how to make these ‘visions of success’ a reality – are being currently collected and verified with the cities’ teams – in order to account for their final communication strategy design, ultimate target audiences, key actors, tools, intervention types, etc.

Examples of a few C4i cities reconfirmed ‘visions’ are presented below.

VISION OF SUCCESS

The city of Amadora

A short but very specific to each participating city picture in words of the future that they wish to bring about by means of the C4i project.

What is your vision of success of the C4i in your city?
What needs to happen to make this vision a reality?
What changes are necessary for this vision to be realized?

THINK IN TERMS OF OUTCOMES

- Which individuals, groups, institutions are essential parts of your future success?
- How might the physical or social conditions be different?
- How would each of the groups/institutions be thinking, acting or relating to each other?
- What attitudes, values would people have?
- What might the public policies that affect them look like?
- What new capabilities would the groups have?
- What new opportunities exist and for whom?
- To what extent have the vulnerable become active participants in their own development rather than just ‘beneficiaries’?

PLEASE PROVIDE YOUR VISION HERE

- An established network of organizations in the city that works on the issue
- Public politics more favorable toward diversity issues.
- People from different nationalities share not only the work place, but come closer to each other in the street: change of attitude at the personal level
- Groups/ institutions have a better knowledge about each other and collaborate on intercultural activities
- The members of the existing – and very strong – social network in the city work together
- Values such as respect, solidarity, understanding, tolerance, and proximity to the other become a norm
- A capability to critically reflect about the information that is transmitted daily by the media is developed in people
- Public policies that guarantee the intercultural dialogue and the proximity between different cultural groups are in place
- The opportunities to receive correct information about immigrants and to transmit this information to others are created
- Citizens become active agents in their own development process which happens by the moment they begin to be better informed, and acquire the correct tools to use the information to dispel rumors, stereotypes and beliefs about their own situation or about different reality

“I have a dream to spread the work of this project to all the city and have an exhibition of the ‘parrots’ in the city, for all population, not only schools. I have a dream to have our parrots in every garden (meaning that everyone has thought about the subject of the project, spoke about it to colleagues, family, and friends and understood why they are doing the parrots... Then the results will come out. This project can change the image of Amadora as not simple a ‘working’ city. This is a kind of ‘physical’ indicator.” (Dep. Mayor)

VISION OF SUCCESS

The city of Bilbao

A short but very specific to each participating city picture in words of the future that they wish to bring about by means of the C4i project.

What is your vision of success of the C4i in your city?
 What needs to happen to make this vision a reality?
 What changes are necessary for this vision to be realized?

THINK IN TERMS OF OUTCOMES

- Which individuals, groups, institutions are essential parts of your future success?
- How might the physical or social conditions be different?
- How would each of the groups/institutions be thinking, acting or relating to each other?
- What attitudes, values would people have?
- What might the public policies that affect them look like?
- What new capabilities would the groups have?
- What new opportunities exist and for whom?
- To what extent have the vulnerable become active participants in their own development rather than just 'beneficiaries'?

PLEASE PROVIDE YOUR VISION HERE

Positive attitudes toward diversity in general: sensitized, better integrated and informed population of the city, racist comments of everyday life disappear. The vision of 'us' and 'them' – i.e. natives and immigrants – changed to "us altogether"

What would be already a success is to make people just stop and think differently, to provoke this thinking...
 Spreading rumors should be seen as a bad manner in the city

Social participation, creation, community networks mobilized, associations of the city council of Bilbao form collaborative groups and grow, move a step further...

Construction of an interculturally conscious society from the grassroots

Media becomes an ally, comes closer with different stands and views

Closer collaboration between the city departments
 Amplified intercultural 'consciousness' of public officials

People are not that strict and punishing about the immigrants

Public communication - municipal discourse doesn't contain negative messages about immigration



VISION OF SUCCESS

The city of Limerick

A short but very specific to each participating city picture in words of the future that they wish to bring about by means of the C4i project.

What is your vision of success of the C4i in your city?
 What needs to happen to make this vision a reality?
 What changes are necessary for this vision to be realized?

THINK IN TERMS OF OUTCOMES

- Which individuals, groups, institutions are essential parts of your future success?
- How might the physical or social conditions be different?
- How would each of the groups/institutions be thinking, acting or relating to each other?
- What attitudes, values would people have?
- What might the public policies that affect them look like?
- What new capabilities would the groups have?
- What new opportunities exist and for whom?
- To what extent have the vulnerable become active participants in their own development rather than just 'beneficiaries'?

PLEASE PROVIDE YOUR VISION HERE

Change in understanding and awareness of the migrant experience in general public in Limerick

More participation in the intercultural life of the city, more frequent experiences

Link the diversity advantage to improved image of Limerick (to demonstrate cases where people can easily make connections and understand positive contribution of migrants)

Improved leadership capacity on migrant issues in city and county governance structures (i.e. the key people in the local government structure are ready to act and take responsibility, as they see the value in the integrated society)

Broader coverage and acceptance of intercultural values among youth (the youth leaders and people employed in the youth service 'integrate the anti-rumor message and tools in their work)

More conscious and sensitive media involvement



VISION OF SUCCESS

The city of __ Patras __

A short but very specific to each participating city picture in words of the future that they wish to bring about by means of the C4i project.

What is your vision of success of the C4i in your city?
 What needs to happen to make this vision a reality?
 What changes are necessary for this vision to be realized?

THINK IN TERMS OF OUTCOMES

- Which individuals, groups, institutions are essential parts of your future success?
- How might the physical or social conditions be different?
- How would each of the groups/institutions be thinking, acting or relating to each other?
- What attitudes, values would people have?
- What might the public policies that affect them look like?
- What new capabilities would the groups have?
- What new opportunities exist and for whom?
- To what extent have the vulnerable become active participants in their own development rather than just 'beneficiaries'?

PLEASE PROVIDE YOUR VISION HERE

Social networks on diversity and integration become as a vehicle for focused actions benefiting the management of integration of migrants

Advance use of evidence of local integration and diversity management policy making

Patras as an intercultural meeting point embedded in the spirit of openness, participation, collaboration and co-creation

The political debate at the municipal level is enriched with the topics relevant to intercultural integration

The network of the organizations involved is established to continue working together afterwards; more dynamic links and more active collaboration between the organizations and institutions, and not individuals

An activity on diversity is built in annual carnival

The work on integration is done in a different way: enriched with open dialogue and trustful information about immigrants

Better informed society, established positive social opinion



VISION OF SUCCESS

The city of __ Loures __

A short but very specific to each participating city picture in words of the future that they wish to bring about by means of the C4i project.

What is your vision of success of the C4i in your city?
 What needs to happen to make this vision a reality?
 What changes are necessary for this vision to be realized?

THINK IN TERMS OF OUTCOMES

- Which individuals, groups, institutions are essential parts of your future success?
- How might the physical or social conditions be different?
- How would each of the groups/institutions be thinking, acting or relating to each other?
- What attitudes, values would people have?
- What might the public policies that affect them look like?
- What new capabilities would the groups have?
- What new opportunities exist and for whom?
- To what extent have the vulnerable become active participants in their own development rather than just 'beneficiaries'?

PLEASE PROVIDE YOUR VISION HERE

Perception change about immigrants:

- at the individual level - via participation in C4i and intercultural events
- in media - positive media coverage
- in community - community events

Active political involvement on the issue of integration

- in policy implementation (e.g. municipal plan for integration, relevant declaration signing with private corporation)
 - in public appearances (positive public discourse on the issue of integration by political leaders, the city council, the president of the parish)
- Public leaders are coherent and speak 'in one voice', show personal example of positive attitude towards multicultural society

Institutional engagement

- enterprises/ institutions committed to antirumor training
- institutional declaration signing (free of rumors/racism working place)

More of positive information about immigrants is available to people
 Advanced integration of the municipality as a community
 Demystification of immigrants image (especially negative one)
 More municipal workers from different departments collaborate on the issue, and negative perceptions about immigrants change in municipal workers, community, media coverage





C4i - COMMUNICATION FOR INTEGRATION

15

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