



ACCESS CITY REVIEW

City of Barcelona, SPAIN



This project is carried out with funding from the European Union



International Organization for Migration (IOM)
Organisation Internationale pour les Migrations (OIM)
Organización Internacional para las Migraciones (OIM)



INTRODUCTION TO ACCESS

Active Citizenship: Enhancing Political Participation of Migrant Youth' (ACCESS) project aimed to empower migrant youth to become politically active citizens on a local, national and EU-level. In the context of this project, political participation of youth does not only imply to formal participation, which is traditionally associated to the narrow form of participating, but consists of a more comprehensive approach engaging youth in the development, implementation and evaluation of policies which concern them.

Active participation entails taking part in youth parliaments, initiating events, actively advocating issues to decision-makers, and civic involvement which develops the youth's sense of belongingness and sets the foundation for further involvement in the society. Throughout the project, migrant youth are encouraged to go for more non-institutionalized ways of expressing opinions and initiating activities which are not examined enough in the current institutionalized structures of youth participation.

Through the Peer Review process, the project evaluates current policies and practices in the municipality and provides concrete advice and tools for authorities in involving youth in the planning, implementing and monitoring of questions concerning them. In the context of this study, the project will develop an online self-assessment tool to serve the purpose of knowledge-sharing of innovative ways for migrant youth to engage in local policy-making. The Online Self-Assessment Tool allows the user to evaluate their own practises and gain valuable feedback on good practises identified in the peer review findings.

This multi-stakeholder project was co-funded by the European Commission and implemented 2013-2015 in close cooperation with organizations and institutional partners in the Czech Republic, Finland, France, Romania, and Spain.

PEER REVIEW

The Peer Review is a methodology which gives an opportunity for shared learning and multi-methodological assessment on practices and evaluates policies based on a set of objectives. This multi-methodological approach allows peers to distinguish individual qualities and shortcomings, and provide comprehensive recommendations for improvement.

The Peer Review allows for a deepening of the learning experience and enhanced knowledge-sharing, and an opportunity for self-improvement and self-evaluation. It also offers a platform for discussions between practitioners and other relevant stakeholders who partake in the reviews. The review process opens up new perspectives and ways of working, and creates discussion. Furthermore, involved peers will reflect the practises to those in their own working environment, thus increasing knowledge across countries. The reviewing peers evaluate practises and policies as an external authority, which enables a critical and valid evaluation for the host organisation.

The reviewed organization gets comprehensive feedback on practises and policies. It will provide them with realistic and practical measures that can serve as foundation for future improvement on areas which need to be developed.

ACCESS PEER REVIEW METHODOLOGY

The Peer Review was developed and tailored for ACCESS project objectives and partner countries need. The aim of the peer review was to increase partnering municipalities' awareness of the benefits and limitations of their practices, programmes and policies of involving migrant youth in decision-making processes, and as a result, enable municipalities to work towards more profound ways of engaging migrant youth.

The peer review methodology covers five key factors, complying broad set of ideals concerning active participation of migrant youth.

The five key factors are:

- 1) Participation
- 2) Impact
- 3) Motivation, trust and belonging
- 4) Capability and knowledge
- 5) Strategy

Ideals in this instant reflect to the objectives of the project and serve as indicators in the analysis. The peer review teams consist of municipal partners and migrant youth involved in each project countries. The combination of peers was selected based on their familiarity

on youth participation and thus brought their own perspective and expertise into the discussion.

The methodology included a large variety of interviews with 20 internal and external stakeholders from the partner country. The teams of 8 peers in the three day review visit conducted the interviews, produced analyses based of each interview, and analysed and discussed their findings to draw a joint conclusion about the reviewed municipality. In addition, the project thematic youth groups analyzed and commented on the findings, and provided further suggestions on how take actions on the suggested recommendation in their cities.

In the initial phase, reviewed municipalities carried out an extensive desk review and compiled factual materials on young residents and migrants in the municipality as well as on the existing participation structures. This information, together with the list of interviewees, was presented in the Municipal Background Material circulated among the evaluators prior to the review.

As part of the Peer Review, in each city peer advisors organized an “excursion” for the visitors, showing them various parts of the city and places central for young people living in that area. The planning and implementing of these tours was organized by peer advisors and thematic youth teams in that particular city.

ACCESS – Peer Review Schedule:

- 1) 20.-22.10.2014 in the City of Helsinki, Finland.
- 2) 26.-28.11.2014 in the City of Barcelona, Spain.
- 3) 15.-17.12.2014 in the City of Marseille, France.
- 4) 14.-17.01.2015 in the City Cluj Napoca, Romania.
- 5) 09.-11.02.2015 in the Municipality District 14, Prague, Czech Republic.

In the context of this review, a case study was analysed. Here, a case study means a process, which had actually taken place, had a beginning and an end, a process in which some young persons with migrant backgrounds were actively involved and in which could be seen as an example of political participation, keeping in mind all forms of political participation.

Cross-nationality of the study throughout the process created new networks for exchanging ideas and offered the participants immense potential to uncover new and innovative approaches. This Peer Review Report is intended for project municipalities to improve and further develop their practices based on the recommendations given.

Building upon the peer review findings, an Online Self-Assessment Tool will provide a concrete working tool for municipalities, and it incorporates best practices that may be replicated in different municipalities across Europe.

CITY OF BARCELONA - PEER REVIEW

Barcelona is one of the densest cities in Europe with over 1.6 million inhabitants, from which 17.4 per cent are migrant. The biggest group of Third-Country-Nationals are from Latin America and Asia.

The peer review focused on evaluating the Barcelona City Council, and more specifically their existing structures and practises for migrant youth participation. The City Council asked the peers to focus on teenagers' aged between 12-16-years-olds and young adults' 17-30-years-old.

The Adolescence and Youth Plan sets the guideline that defines youth policies in Barcelona City Council until 2016. The overall objective of the City Council is to empower young people to become independent citizens, by building and developing their life to the fullest and satisfactory way. They offer teenagers and young adults the opportunity to contribute in making the city and more generally the world a better place to live. The current youth plan has seven priority areas; 1) Social and territorial cohesion; 2) Education and training; 3) Jobs; 4) Housing; 5) Associations and participation; 6) Health; and 7) Culture, leisure and consumption, which all includes 20 specific objectives and 90 measures to achieve the above targets. The City Council also incorporates Youth Council, which is intended for enhancing the democratic participation of youth and serves as platform that coordinates and represents the main youth organisations in Barcelona. The Youth Council is made up of more than 73 youth associations and federations, including more than 450 entities which manage services and facilities for youth.

Peer Review in Barcelona was conducted in 26.-28.11.2014 by the following Peer Review Group:

- Hunderra ASSEFA, Peer Advisor, Finland
- František BRADÁČ, Municipal District Prague 14, Czech Republic
- Betty MEYSSONNIER, City of Marseille, France
- Alexander JACHO, Peer Advisor, Romania
- Lenka KABANCOVÁ, Peer Advisor, Czech Republic
- Adrian RAULEA, City of Cluj-Napoca, Romania
- Mervi SMAHL-LAURIKAINEN, City of Helsinki, Finland
- Ibrahim TEHAMI, Peer Advisor, France

The Peer Review Group conducted 20 interviews with internal and external stakeholders of City of Barcelona. This report presents comprehensive analysis of peers' observations, findings and conclusion of the review in Barcelona. In addition, local ACCESS youth teams elaborated the findings and gave concrete suggestion for future improvement. The Peer Review Programme is attached in Annex A.

STRENGTHS AND GOOD PRACTICES OF CITY OF BARCELONA

PARTICIPATION

Barcelona Youth Council (CJB) is an independent umbrella organization, and its primary function is to take youth initiatives forward. The Youth Council includes ca. 73 member associations and federations with more than 450 entities.

The Municipal administration and city districts provide web-based participation channels such as the Go Barcelona!-website for youth to participate and initiate issues.

Barcelona Youth Council (CJB) includes member association and federations who have migrants in their activities. Furthermore, foreign citizens can join councils, committees, hearings, participatory processes and consultations provided by the municipality. Foreign citizens can also assist and participate in public discussions and make specific enquiries to the Councillor through the Citizen Service office (OAC). The City of Barcelona has, both online and offline, a low threshold for participation for all residents, despite their nationality. Strategy for open and inclusive participation is ensured through “Open Government” – strategy which aims to promote transparency and good practices at all levels and between city officers and residents.

Barcelona has strong networks of associations, federations and participation channels. Youth prefer to use web-based tools for communication such as Twitter and the Go Barcelona! – website. There are multiple channels in use such as online citizen initiative programme for individual initiatives, public audience hearings for the youth, secondary school-surveys, participation processes for municipal action plan and consultations with youth facilities. Neighbourhood Councils have a strong role in facilitating dialogue between city officers and residents. In addition, City Council plenaries are always open for the public to express their opinions. Youth are actively using public spaces such as information points and squares for organizing public events and meeting both individually, in co-ordination with association or assisted by municipal city officers.

IMPACT

There are Youth Information Points which are used as platforms for the youth to raise their initiatives, discuss their proposals, and meet decision-makers.

Youth in Barcelona use different participation methods to express their concerns through neighbourhood associations and non-institutional methods such as demonstrations and strikes.

The City of Barcelona organizes also community work in local neighbourhood to discuss and help residents to plan local initiatives, events, concerts, meetings, and provides assistance and cooperates with local social workers.

The City of Barcelona organizes consultative meeting at all level, municipality, district, and in neighbourhoods. Youth can express their views in each of these consultative meeting and through youth organizations. The Barcelona Youth Council (CJB), organizes consultation for youth and children on issues interesting them, such as school yard design. The Barcelona Youth Council (CJB) registers all youth initiatives and processes them to City Council.

MOTIVATION AND INCLUSION

Barcelona Youth Council (CJB) includes member association and federations who have migrants in their activities. Furthermore, foreign citizens can join councils, committees, hearings, participatory processes and consultations provided by the municipality. Foreign citizens can also assist and participate in public discussions and make specific enquiries to the Councillor through the Citizen service office (OAC).

Barcelona Municipal Council for Migration (CMIB) is a consultative and participatory body, which incorporates over 80 representatives from the municipality, NGOs, asylum entities, political parties and experts. They organize debates, activities, conduct studies and formulate non-binding recommendations to the City Council. The municipality has bilateral agreements in place between local NGOs and districts for implementing local and individual youth work in those areas. Punt de Referencia, an NGO, offers mentoring programmes for migrant youth who have recently arrived in Spain.

The Barcelona City Council and its councillors have a designated district under their supervision. Councillors meet youth and visits schools once a year to discuss issues important to local youth. Furthermore, councillors together with opposition groups have regular public discussions with youth in schools, where the youth present their concerns and/or questions on issues important for them. The dialogue is intended to encourage and further involve youth into politics. Youth Information Points are also used as meeting points for decision-makers and youth to discuss the youth's own initiatives and proposals.

The Barcelona City Council and its politicians are willing and interested in hearing the concerns of migrant youth. Therefore, politicians and municipal officers have multiple channels for the youth to express and communicate with decision-makers both online and offline. There are various NGOs, including youth and migrant associations, who have multiple activities for migrant youth, and the municipality supports them.

Barcelona City Council and migrant communities, including the migrant council have close cooperation with each other. Umbrella organizations are active members and they participate in various decision-making platforms and working groups of the municipality.

The City of Barcelona has a low threshold, both online and offline, for participation and youth are equally encouraged to get involved in the civic and political life despite their nationality. In Barcelona, all youth including migrant youth have access to equal education and obtain similar rights to participate in the society.

CAPABILITY AND KNOWLEDGE

The Department of Youth and Adolescence organizes "Young, Learn and Participate"- JIP Points in secondary education centres in Barcelona. The objective is to bring boys and girls aged 12-16-years-olds information on education, mobility, leisure-time activities, health, and to encourage youth participation. In addition, youth are encouraged in schools to actively participate in the society.

Fedelatina Federation, a local NGO, offers "Youth for the future" – programme which aims to provide web-based learning and civic education for school drop-outs who have not finished their compulsory education. There is attention given to the initial phases of the integration through many co-operating organisations in the field of youth participation and integration at districts and municipal level. Programmes offered by these organizations aim to support migrants through language and cultural courses. In addition, special measures for vulnerable groups range from youth involvement activities to educating gang members on ICT-skills and how to use public services.

The municipality offers youth facilities and information through Youth Information Points, Youth Centres and Youth Spaces and Youth Information Center (CIAJ), which provide information on labour, health, housing, entrepreneurship and international mobility. The information points are used as platforms for the youth to raise their initiatives, discuss their proposals, and meet decision-makers. Barcelona has two districts using "Intercultural Mediators" to reach out to migrant communities and building and sustaining connections between migrants and local residents and authorities. The municipality offers, in selected districts, foreign language courses in schools for Spanish residents in order to open doors for better communication between minority groups within society.

The City of Barcelona organizes consultative meeting at all levels, municipality, district, and in neighbourhoods. Youth can express their views in each of these consultative meeting and through youth organizations. The Barcelona City Council and its councillors have a designated district under their supervision. These councillors meet youth and visit schools once a year to discuss issues important to local youth. The City of Barcelona also organizes community work in local neighbourhood to discuss and help residents to plan local initiatives, events, concerts, meetings and provides assistance and cooperate with local social workers.

STRATEGY

The Adolescence and Youth Plan is the roadmap that sets the guidelines that define youth policy of the City Council. The plan itself was created through online participatory process, and included all the political parties and the Barcelona Youth Council as well as residents and youth. It allowed all interested parties to propose, vote and comment the plan.

The City Council of Barcelona has an “Immigration Plan”, which notes that the policy is to provide public services to all residents despite their nationality. The Adolescence and Youth Plan’s priority area, particularly in the social and territorial cohesion is to promote gender equality at all level. Barcelona City Council offers financial resources, support and facilities youth. There are adequate resources for the youth department to implement its functions. The Barcelona Youth Council is funded by the municipality and has an adequate budget to implement its functions. Barcelona City Council offers financial support for local NGOs and there is also financial support given at regional and national level.

Spain has initiated the “Plan for Adolescent and Youth”, which gained a maximum consensus among political groups, associations and youth to set priorities for youth policy.

The youth strategy and implementation are evaluated together with residents, opposition parties and neighbourhood councils, in participatory manner in public assemblies.

Barcelona Youth Council and associations together developed the youth strategy in participatory manner. The Working Committees allow full political representation and dialogue between youth and decision-makers. It also allows youth to get involved and to contribute, both collectively and individually in the development of the strategy.

Barcelona Youth Council contributes to the policy making processes regarding youth and has decisive power in youth affairs, and provides support for youth associations and youngsters. Barcelona City Council gives responsibilities and financial support to the Youth Council. The Youth Council is a consultative body, which also has political decision-making power in youth policy, and supervises on the City Councils implementation of youth strategy.

RECOMMENDATION FOR CITY OF BARCELONA

PARTICIPATION

Majority of youth in Barcelona do not know about the existence and function of Barcelona Youth Council. It was evident, especially for those youth not involved in associations or in lower levels of associations. Reviewers pointed out that there is not enough opportunities for youth to participate as individuals or through non-organized groups.

The institutionalized channels for participation are not regarded as attractive by youth. They prefer engaging to non-formal participation channels, which are not often recognized by local decision-makers. There are not enough channels for non-formal participation that could be used by non-organised youth.

The Reviewers recommended that there should be more targeted actions in spreading information on participatory channels, such as Barcelona Youth Council, for youth who are not involved with associations. The Barcelona City Council should conduct a research regarding the reasons for lower participation of minority groups. It was also pointed out that more information should be disseminated on youth opportunities to get involved and participate through the existing associations.

ACCESS youth teams commented and elaborated the results by suggesting that the Barcelona Youth Council needs a Youth Assembly or other model in order to have direct relationship with wider communities of young people in the municipality. In addition, there is a need for better evaluation and follow-up in projects funded or supported by the Barcelona City Council.

IMPACT

Based on the interviews, youth are seemingly listened by decision-makers, but their views are not taken seriously. There were variety of opinions among the reviews on whether youth' ideas and initiatives are really being taken into consideration. It was also noted that follow-up of consultations between youth and decision-makers are not clear and are not binding. In addition, there is not enough information on non-active youth, unclear information about initiatives coming from individuals, and almost no information about migrants' initiatives.

It was evident that youth have to influence through associations to be heard, therefore, their own ways of expressing demands are not understood. Youth cannot get involved individually. It was realized that Barcelona City Council and decision-makers source a lot of information and consult youth through several channels, however, they do not process information.

Reviewers recommended that consultation processes should be compulsory and binding, in order for youth to have any real impact in decision-making. Barcelona City Council should take advantage of the existing information and process it further and thus improve their quality of services when drafting future strategies.

MOTIVATION AND INCLUSION

The reviewers noted that migrants are not equally represented in Barcelona Youth Council and therefore, their concerns are not equally heard. It was also evident that, when meeting with authorities, youth are not always represented individually, but through representatives of associations. This results to youth having little direct connection with decision-makers. It was also noted that migrant communities are underrepresented, especially in the political sphere. Furthermore, available channels for communicating between general society and migrant communities are noted to be insufficient.

Reviewers recommended that there should be more consultation between youth and municipal decision-makers. Youth should be included and involved in the preparation phase of decisions, plans and formulating policies affecting them. In addition, the municipality should grant subsidies based on NGO's capability and experience in integrating migrants in their activities. Furthermore, the municipality should explore new channels to connect with the general society and especially migrant communities though special measures, such as community events, joined activities or intercultural mediators.

CAPABILITY AND KNOWLEDGE

The reviewers noted that youth centres, facilities and activities promoted by the Barcelona Youth Council are mainly implemented in areas where there is less migrants. The reason for having less migrant participating in activities, is not only because they are not in their neighbourhoods, but also because these activities are costly. The municipality does not have an active policy and programmes to promote migrant participation in existing centres. Furthermore, migrant communities do not have enough knowledge about political system and existing participatory channels, and there is lack of resources to address this issue, resulting to lower motivation to participate. It was noted that there isn't enough information points for youth in schools and public spaces that can be used by youth or associations. It was also noted that information points are not equally accessible for all youth in Barcelona, especially vulnerable groups and those who are not active in associations. Furthermore, other departments in the municipality were lacking information about the youth plan and youth participation channels of the municipality. Courses available for officers on how to promote youth participation are not continuous, systematic, and officials are not informed about them.

The reviewers recommended that participation should be promoted from a very early age (from childhood), in order to enhance migrant youth political and civic engagement in the future. The network of the youth information points should be expanded to reach more youth around Barcelona. In addition, the municipality should consider giving more translated information on possibilities and channels to migrants in their native language.

It was also recommended that municipality should reinforce the capacity of existing services tackling language and integration issues, such as supporting the work of mediators and interpreters for migrant communities. Officials and decision-makers should receive more systematic and continuous training on interacting with migrant youth. The municipality should consider supporting activities which raise awareness about refugees and migration related issues for general public and more importantly for officers working with migrants, such as targeted courses for officers.

ACCESS youth team commented that migrants in the reception process need information in different languages or through other means (not all are able to read). There should be comprehensive analysis on migrant youth participation and why particular migrant community participate less, such as Chinese and Moroccan community. It was noted that especially, there is a need to support Moroccan girls in education and increase their participation by involving their families. Furthermore, youth team recommended to have more trainings in personal and organizational leadership for youth to increase their capability of influencing matters important for them. In addition, there is a need for more training in inter-culturalism to eliminate prejudices for decision-makers.

STRATEGY

The reviewers identified that youth strategy is not high priority in the strategy. As the law affects the strategy continuously, follow-through of certain objectives is challenging. Youth strategy and particularly the implementation phase, incorporates bureaucratic processes which by itself, distances youth even further. The strategy and projects developed are hardly focused on migrant youth and thus creates barriers for migrant youth to integrate into the society. Policies are not differentiated to address socially excluded groups or more specifically migrant youth. It was also noted that the “Equality Strategy”, concerns only the processes and does not emphasise results. Therefore, equality in the level of strategy ends up excluding migrants and other vulnerable people in practice. There is no special approach to reach youth that are not involved in associations and information is not easily accessible.

Reviewers recommended that the municipality should support activities to raise awareness of political systems, participatory channels and motivate migrant youth for active involvement in the society and reinforcing existing tools more widely. In order to achieve strategic goals, there is a need to identify migrant youth concerns and differentiate the approaches used to address them. Barcelona City Council should eliminate existing barriers for vulnerable migrant youth to participate in local activities, such as covering transportation costs of participants attending its events. Reviewers also recommended to explore new projects, to support migrant youth to complete their compulsory education together with NGO’s.

Furthermore, the information about the Youth Plan should be communicated with all departments across the municipality. Particularly, the “Youth Strategy” should be disseminated amongst all the municipality directors and within the youth department.

ACCESS youth teams suggested for the municipality to explore and enhance possibilities for private sector cooperation for issues concerning migration.

Programme

Annex A

Day 1		Day 2				Day 3				
08:00 – 09:00			Breakfast				Breakfast			
09:00 – 10:00	Travel to host city from various locations. Arrival times to Barcelona: <ul style="list-style-type: none"> • Cluj Napoca 11:00 • Marseille 11:50 • Prague 11:50 • Helsinki 12:20 		Interview 5 <i>Ineca Found. – Iván González (NGO)</i>	Interview 6 <i>Minyons Escolta-Marc Caballero (NGO + YCL)</i>	Interview 7 <i>Bruna Santos (YNG)</i>	Interview 8 <i>Joan Rodriguez (POL)</i>	Interview 17 <i>Fedelatina-Javier Bonomi (MCO)</i>	Interview 18 <i>El Casal Dels Infants- Lluís Mas (NGO)</i>	Interview 19 <i>Raimond Blassi (POL) (at the City Council)</i>	Interview 20 <i>CCAR–Miguel Pajares (MCO)</i>
10:00 – 11:30			Writing notes and analysis				Writing notes and analysis			
11:30 – 12:30			Interview 9 <i>Marta Bárbara – Asoc. Punt de Referencia (NGO)</i>	Interview 10 <i>Martí Codolar-Raül Lerón (NGO)</i>	Interview 11 <i>Terral Association – Nuria Mussons (NGO)</i>	Interview 12 <i>Yolanda Burgueño – Trini Jove (NGO)</i>	Working on comparative analysis (pairs)			
12:30 – 13:30			Writing notes and analysis				Team working on conclusions Feedback & Lunch provided			
13:30 – 15:00			Lunch (Self-pay)							
15:00 – 16:00	Meet the city coordinator Confirm the programme Host municipality introduction		Interview 13 <i>Maika Farriols – CLAJ (OFC)</i>	Interview 14 <i>Nadia Koleva (YNG + CAS)</i>	Interview 15 <i>Lina Ruiz (YNG)</i>	Interview 16 <i>Eduard Fernando- CJB (YCL)</i>	A. Young persons (YNG) B. Persons involved with Youth Council (YCL) C. Persons involved with case (CAS) D. Youth Organisations (NGO) E. Migrant NGOs/Communities (MCO) F. Polititians (POL) G. Municipal Officers (OFC)			
16:00 – 17:00	Recap of the methodology		Writing notes and analysis				Interviews:			
17:00 – 18:00	Interview 1 <i>Ramón Sanahuja (POL-OFC)</i>	Interview 2 <i>Ramón Lamiel (OFC)</i>	Interview 3 <i>David Godor (OFC)</i>	Interview 4 <i>Ramón Morell (POL-OFC)</i>	Group discussion and joint reflection time				❖ Czech: <i>Youth Programme</i> Mr František Bradáč and Ms Lenka Kabancová (English)	
18:00 – 19:00	Writing notes and analysis						❖ Finland: <i>Time and Quality of Life Programme</i> Ms Mervi Smahl-Laurikainen and Mr Hunderra Assefa (English)			
19:00 – 20:00	Group discussion and joint reflection time		Excursion to a youth centre with the host peer advisors Joint dinner				❖ Romania-France: <i>Immigration Programme</i> Mr Adrian Răulea and Mr Ibrahim Tehami (English)			
							❖ France-Romania: <i>Resources and General Services</i> Mrs Betty Meyssonnier and Mr Alexander Jacho (Spanish)			