



ACCESS CITY REVIEW

City of Marseille, FRANCE



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 MARSEILLE - PEER REVIEW

The City of Marseille has 1.7 million inhabitants and is a multicultural city with predominantly a plural identity. The youth population from 15-29-years-old are estimated to be around 329 898 inhabitant, which is around 20 per cents of the total population. The largest groups of Third-Country-Nationals among 15-24-years-old are Algerians, Moroccans, Tunisians and Comorian.

The peer review focused on evaluating the City of Marseille's existing structures and practises for youth, and particularly for migrant youth participation. Currently, there is no department or service dedicated for youth in the administrative structures of the municipality. Furthermore, there is no municipal strategy targeting youth in general or migrant youth in particular.

At the regional level, the Regional Department for Youth, Sports and Social Cohesion for the region PACA including Marseille implements actions in order to increase the youth participation in political life. It provides free information through reception centres, in order to raise awareness on political rights and duties as well as encourages political actions initiated by the youth, through supporting the creation of youth councils at the municipal level and providing financial resources for voluntary actions.

Peer Review in Marseille was conducted in 15.-17.12.2014 by the following Peer Review Group:

- Ana OLIVOS, Peer Advisor, Spain
- Syed Zulfiqar ALI SHAH, Peer Advisor, Romania
- Alexandra ZHEREB, Peer Advisor, Czech Republic
- Mehdi SHAF AE, Peer Advisor, Finland
- Mervi SMAHL-LAURIKAINEN, City of Helsinki, Finland
- František BRADÁČ, Municipal District Prague 14, Czech Republic
- Ovidiu CÎMPEAN, City of Cluj-Napoca, Romania
- Juana SANCHEZ, City Council Barcelona

The Peer Review Group conducted 15 interviews with internal and external stakeholders of Marseille. This report presents comprehensive analysis of peers' observations, findings and conclusion of the review in Marseille. 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 MARSEILLE

PARTICIPATION

The Youth Regional Council (CRJ) is an authority of consultation and cooperation composed of 123 elected representatives. In the PACA region, which includes Marseille, CRJ is the main Youth Council for youth in Marseille. City of Marseille offers a system called “13 Marseilles Initiatives”, where individuals, groups and organizations can submit their initiatives or project proposals. These initiatives can be carried out with the assistance of the municipality. There are migrant associations in Marseille who implement actions and projects to foster migrants’ integration at local levels such as through neighbourhood associations. The Regional Department for Youth, Sports and Social Cohesion for the region PACA encourages youth political participation by supporting youth councils at the municipal level, by providing financial resources for to voluntary actions and by vouching for new associative migrant organizations.

IMPACT

Unregistered youth groups receive support for their projects from the department. In cases of popular decisions, Electors, who are appointed, may ask to be consulted on any municipal decision. Demand for a consultation may be initiated by the local authority or the electors themselves for any projects under the local authorities’ jurisdiction. District Consultation and Initiative Council (CICA) offers an opportunity for residents to participate in decision-making of the district. On the CICA’s demand, the district council can ask the municipal council to debate on district matters. Petition right and National Commission of Public Debate allows residents to discuss projects before they are implemented.

MOTIVATION AND INCLUSION

ADEJ is a local association supported by the municipality which provides civic education at schools. Shebba association supported by the municipality provides language, cuisine and cultural activities in order to empower women to get involved in the society. There are active NGOs and migrant communities in Marseille promoting youth participation and involvement through their activities. There are active associations working in neighbourhoods, promoting activities and projects for migrant youths. The City of Marseille provides financial support and free use of public premises for selected projects that target youth. Youth have a strong affiliation with Marseille and a willingness to get involved in decision-making processes and to contribute in the society. There is a strong sense of belongingness in Marseille, which is seen in the youth being proud of being Marseillais and French, regardless of their background. City of Marseille provides the same services and opportunities for its residence regardless of their background.

CAPABILITY AND KNOWLEDGE

In Marseille, NGOs are actively promoting civic education and volunteering among migrant youth. The municipality provides financial and material support for NGOs targeting youth between 15-25-years-old. Activities provided range from language courses to career courses organized by volunteers. Co-operation and exchange of information between the municipality and local NGO's is good and functioning. NGOs provide support for teachers in local schools to better support migrant youth in their studies. Regional Information Centre for Youth (CRIJPA) provides free information for youth on employment, education, culture and opportunities on joining international projects. There are network of associations providing information for migrants in these information points. Centre d'Information et d'Orientation (CIO) provides 4 Information Centres for youth around the city.

Mission locales de Marseille provides public services aiming to support professional and social integration of youth from 16-to-25-years-old. There are several centres in Marseille distributed according to the sectors of the city. The Shebba association, supported by the municipality, provides language, cuisine and cultural activities in order to empower women to get involved in the society. The Regional Department for Youth, Sports and Social Cohesion (DRJSCS) provides free information through information centres in order to raise awareness of youth political rights and duties. It also supports youth political initiatives, provides financial resources to voluntary actions and vouches for new associative migrant organizations. The National Institute for Youth and Popular Education (INJEP) provides researchers, professionals and political decision-makers information on youth social cohesion, assessment of youth related actions and policies, and shares good practises for formal education and youth work.

STRATEGY

The National security and social cohesion pact – aims to improve youth access for social rights, fight against discrimination, increase their independence and enhance youth participation in political decision-making. The Regional Department for Youth, Sports and Social Cohesion (DRJSCS, PACA) implements actions in order to increase youth participation in political life through the Department for the Youth. In the PACA region, which includes Marseille, the Youth Regional Council (CRJ) is the main Youth Council for youth in Marseille. Its budget depends on each project voted by the assembly of the council, and they are all financed by the region.

RECOMMENDATION FOR THE CITY OF MARSEILLE

PARTICIPATION

The Regional Youth Council has very little connection to the City of Marseille. It was also mentioned that there isn't any formal channels or spaces for youth, individuals or groups to engage with decision-makers or politicians in Marseille.

The communication used to address youth is only through the general municipal website, which is not updated frequently and represents the information in a way that does not suit youth needs or interest. Furthermore, the city does not utilize social-media channels to communicate with youth.

Reviewers recommended the municipality to invent new means and channels to participate, which suits youth needs and interest. In addition, new mechanisms should be created to consult and hear youth in political decision-making processes.

ACCESS youth teams elaborated the findings by clarifying that in fact there is a youth council in PACA, however, it should be granted more decision-making power and increase its visibility among youth in Marseille. Youth teams suggests to establish a local Youth Council in Marseille and to create social-media channels for increasing municipality's visibility among youth residents. In addition, youth teams suggests the municipality to establish new website, which includes information on upcoming events and services provided for youth in Marseille.

IMPACT

Politicians and local authority are not proactively cooperating with youth or NGO's working with youth. There is only limited and indirect communication between local authorities and residents. It was also noted that youth have little access to raise their concern for decision-makers and they do not have enough information about their opportunities to engage in political decision-makings processes besides the formal participating channels, such as voting. Youth in Marseille are more willing to participate and raise their concerns through informal ways by self-organized direct actions or through petitions. City of Marseille has no systematic mechanism to make youth voice heard, neither there is the mechanism for processing initiatives.

Reviewers recommended that the City of Marseille should allow individual youth and unregistered youth groups to get involved on the decision-making process. ACCESS youth teams suggested that the municipality should support and strengthen means for youth to engage in local political decision-making.

MOTIVATION AND INCLUSION

The municipality has not succeeded to reach-out to its youth residents and facilitate their access to services or decision-making process. It was noted that politicians assumes that youth affairs belongs to regional level and thus responsibilities and willingness to address youth issues in Marseille is low. In particular, migrant communities are getting excluded from the society, which also reflects negatively in neighbourhoods they reside.

Residents' feels that they are not encouraged to have a say in decision-making processes and the only way to participate and influence in policies is either being a member of an association or political party. For migrants without French nationality, they cannot be part of political party nor can they register an association. What comes to youth, the municipality does not provide information or support youth to access services important to them. Lack of communication has resulted to information gap between officials and migrant youth, resulting youth feeling excluded from the society. It also affects their motivation to participate in other public affairs and decreases their interest in elections.

The reviewers recommended that strong communication is the key towards addressing issues and finding solutions. There should be more meeting places and events where young people and municipality officials could exchange their ideas and opinions. Also the municipality should promote open communication for its residents. In some neighbourhoods good practices to address issues has been through discussion forums. These discussion forums should be expanded to cover other vulnerable neighbourhoods, in order to create vibrant discussions between decision-makers and residents as well as increase its visibility among migrant youth.

There should be more targeted initiatives to promote existing and future activities offered by public authorities amongst locals. Suggestion for this could be through disseminating information via channels that are easily accessible and are understandable. The municipality should organize participatory budget processes to better address youth needs and desires more directly. Furthermore, there should be more physical and virtual places for youth associations to function and promote their activities in the city.

ACCESS youth teams suggested to have formal spokespersons which could meet politicians from time-to-time and raise issues important for youth in Marseille. There is a need for more services and activities promoting youth well-being in the city. Concrete suggestion is for the municipality to re-establishing youth affairs so that it is addressed at local level. The municipality should reach-out and provide means for NGO's involved with youth work to engage in decision-making. Furthermore, there is a need to alter youth solidarity and citizenship values and create meeting points for youth to foster these themes. Access to political rights, such as voting in local elections should be extended for non-EU residents.

CAPABILITY AND KNOWLEDGE

Services and activities offered by the municipality are not well known by residents. There is not enough education for youth and particularly migrant youth about the political system and decision-making processes of the city and the country. Lack of civic education among youth increases obstacles and barriers for youth to engage and contribute in the society. It also reflects to the existing mistrust between decision-makers and youth. Especially migrant youth do not feel that decision-makers are interested to hear their opinions, especially those individuals who may not have right to vote in elections. It was also noted that there is no tailored training organized for municipal officers and politicians in how to involve and inspire young people in the planning processes.

Reviewers weighted the importance of enabling youth to have an opportunity to engage in political and civic participation from early age in order for them to be empowered later on. It is important to have accessible channels for civic education, encourage and motivate for active citizenship for youth in Marseille. It was also suggested that the municipality could widen the current age limit (16-25-years-old), for youth trainings offered through municipality programmes. There is a need for more educational courses to increase understanding in decision-making processes and to promote the importance of political participation amongst youngsters. The municipality is encouraged to re-open and provide specific services, activities and spaces for youth. Through these channels, information can be sourced to better address youth issues and gain meaningful insight for formulating evidence-based youth policy.

It was noted that there is a need for organising trainings for municipal officers and politicians in how to include and inspire young people to join and advocate their concerns. Furthermore, it is important to explore possibilities for municipal officers to exchange experiences gain new knowledge through study visits to other municipalities and countries.

ACCESS youth teams commented that there is a need for recreational spaces for youth. Although, there is ten information points for youth, due to reduced resources, it does not provide comprehensive support for youth initiatives. The information points only provides support in the final stages of youth initiatives. In terms of migrant youth barriers, there is a need for administration to use adapted policy when addressing minority groups. Furthermore, youth are not aware of the proper channels and means to approach municipal officers, who are in charge of youth related issues. Suggestion to tackle this issue is to commit an official to interact and give information on services and channels for youth in Marseille, through events, internet, newsletters and social-media.

STRATEGY

There is youth strategy in the regional level, however, it has no connection to the City of Marseille. There is no strategy for including young residents in decision-making processes. Local authorities at district level, have very low power in the decision-making processes in municipalities.

The strategy does not include enough measures to involve and engage youth in activities offered by the municipality. Furthermore, there is a lack of systematic structures for formulating policies, aligning responsibilities and resources for youth policies. There is very limited cooperation between the municipality, department and region level administration. The process of residents acquiring information and addressing their concerns for decision-makers is slow and complicated.

Recommendations from reviewers include the need for visible and concrete youth policy and means for youth participate in the policy formulation and implementation. Furthermore, the municipality should develop structured system to identify the responsibilities regarding youth policy.

In addition, there should be better allocation of resources for youth associations to exchange knowledge with other associations. Furthermore, politicians and municipal officers should have good understanding of regional youth strategy, Youth Council and find ways to promote it across Marseille. There is a need for initiating regular and systematic cooperation with all responsible levels of administration and stakeholders when formulating new policies.

ACCESS youth teams agrees that there is a need for more binding mechanism for youth strategy and channels for youth to engage in local decision-making. It was noted that, in underprivileged city districts, populated minority groups, there are active organisations working with migrant youth, however, they lack resources to develop their activities.

Programme

Annex A

	Day 1	Day 2	Day 3						
08:00 – 09:00	Travel to Marseille 15 Dec 2014 from various cities Barcelona / 11:25 Cluj Napoca / 12:35 Helsinki / 11:30 Prague / 11:35								
09:00 – 10:00		5 Interview Betty Meyssonnier OFC	6 Interview Florent d'Isep YGN	7 Interview Jonathan Moretti CAS/YGN	8 Interview Jessica Lannier NGO	17 Interview	18 Interview	19 Interview Jean-Michel Vialatte CAS	20 Interview Ibrahim Tehami YNG
10:00 – 11:00		Writing notes and analysis				Writing notes and analysis			
11:00 – 12:00		9 Interview Georges SYLVESTRE OFC	10 Interview	11 Interview	12 Interview Sunay Cagabey YGN	Working on comparative analysis (pairs)			
12:00 – 13:00		Writing notes and analysis				Lunch			
13:00 – 14:00	Meet the city coordinator Lunch	Lunch				Team working on conclusions Feedback			
14:30 – 15:00	Host municipality introduction	13 Interview Théophile Arnaud YNG	14 Interview Marie Wittamer NGO	15 Interview Natasha Bordier NGO	16 Interview Natalia Kupczynska OFC	Return Travel 17 Dec 2014 (departure at earliest 17:00)			
15:00 – 16:00	Recap of the methodology How to use recorders	Writing notes and analysis				Mr František Bradáč (FB) and Ms Alexandra Zhreb (AZ) Ms Mervi Smahl-Laurikainen (MSL) and Mr Mehdi Shafae (MS) Mr Cîmpean Ovidiu Vasile (CV) and Mr Ali Shah(SA) Ms Joana Luna (JL) and Ms Ana Lucia Olivos (AO)			
16:00 – 17:00	1 Interview Sephora Marzials YGN	2 Interview Maliza Said-Soilhi POL	3 Interview M. Roman Phillinger YGN	4 Interview Christohe Amalric OFC	Group discussion and joint reflection time				
17:00 – 18:00	Writing notes and analysis								
18:00 – 19:00	Group discussion and joint reflection time				Excursion with the host peer advisors following with working dinner 18:00 – 22:00.				

❖ Czech

❖ Finland

❖ Spain

❖ Romania

- A. Young persons (YNG) active / passive
- B. Persons involved with Youth Council (YCL)
- C. Persons involved with case (CAS)
- D. Youth Organisations (NGO)

- E. Migrant NGOs / communities (MCO)
- F. Politicians (POL)
- G. Municipal officers (OFC)