



Trust for London

Tackling poverty and inequality

Citizenship & Integration Initiative Interim Report



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Sadiq Khan (Mayor of London) and Matthew Ryder QC (Deputy Mayor for Social Integration, Social Mobility and Community Engagement) with civil society secondees.



Citizenship & Integration Initiative Interim Report

About the Citizenship & Integration Initiative

London has a history of being a welcoming community for people from all over the world. At present, over a third of Londoners were born outside of the UK, and London is one of the most diverse cities in Europe.¹ However, migration is consistently an issue of high concern amongst the public, and achieving meaningful social integration in diverse communities can be challenging. Some groups face particular barriers, which makes it more difficult for them to feel a sense of belonging in London and be fully integrated as active citizens.² Others feel lonely and isolated, with few opportunities to connect with each other positively and meaningfully.³

Trust for London, in partnership with Unbound Philanthropy and the Paul Hamlyn Foundation, has established an initiative to ensure that [Londoners of all backgrounds can contribute to the life of the city as active, socially integrated citizens](#).

The [Citizenship and Integration Initiative \(CII\)](#) is a pooled fund to support work on citizenship and integration in London. A number of independent funders have and will continue to contribute to this fund which aims to raise and distribute [£1 million](#) over [four years](#) between 2017 and 2022.⁴ The Mayor of London has appointed a Deputy Mayor for Social Integration, and the Greater London Authority (GLA) have made an equivalent investment into their new Social Integration team.

The CII builds on recommendations suggested in the British Future report, [Making Citizenship Matter \(2016\)](#), and those made to Sadiq Khan by Citizens UK and Let Us Learn during the mayoral election campaign. At Citizens UK's Mayoral Assembly in the Copperbox in April 2016, Sadiq Khan heard from a member of Let Us Learn about her experience of having insecure status, and committed to supporting young Londoners in this position.

The CII is independent of the Mayor of London and the GLA but has [shared goals and objectives](#) with the Mayor and GLA's work on social integration.⁵ The independent funders and the GLA are agreed that increasing social integration has the potential to benefit Londoners from all backgrounds – creating stronger, more diverse social networks, increasing trust and belonging, and helping to reduce inequalities, isolation and loneliness.

The CII is loosely based on [similar initiatives in the United States](#) supported by funders such as the Robin Hood Foundation and JM Kaplan Fund in New York. This gave all partners some confidence that an initiative of this nature could work.

[This report describes the aims, model and achievements of the CII in its first year, and shares key areas of learning](#). We hope to inform and inspire other city administrations, philanthropic funders and civil society organisations that may be considering a similar initiative in other cities.

The report has been authored by [Renaïsi](#) who have been commissioned as a Learning Partner to the CII.

¹ British Future (2016), *Making Citizenship Matter*

² GLA (2017) All of us: *The Mayor's Strategy for Social Integration*. pp.26-28.

³ GLA (2017) All of us: *The Mayor's Strategy for Social Integration*. p.21.

⁴ Including City Bridge Trust and Pears Foundation

⁵ GLA (2017) All of us: *The Mayor's Strategy for Social Integration*

What does the Initiative aim to achieve?

The overall aim of the CII is to support [social integration](#) in London.

The objectives for the first two years are:

1. **Civic Engagement**: encouraging the take up of citizenship and voter registration.
2. **Young Londoners**: supporting young Londoners to secure their legal rights to residence.
3. **Diversity, social contact and identity**: celebrating diversity and building shared identity.

The motivation of the stakeholders involved in the CII is to:

- [Advance the policy agenda](#) of London's regional authority by informing and strengthening policy on citizenship and social integration.
- [Deliver projects that will make a tangible difference](#) to the lives of people in London, for example by increasing the number of young people who have secured their legal rights to residence.
- [Test this model of collaborative working](#) between civil society, the regional authority and philanthropic funders; more specifically, to assess whether more can be achieved together and to extract learning that could be applied elsewhere.

The expertise that the secondees bring has made (the GLA's Social Integration Team) more than it would have been otherwise. That's the key thing. It wouldn't have happened just from a resourcing perspective, it's about their knowledge and specific ideas that they wanted to do. Very few people working in this space have that level of detail. It's hard to find them, so we've been very lucky on that front.

Additional anticipated benefits of the CII include:

- The GLA [growing the capacity and capabilities of the Social Integration team](#), enabling it to achieve a more ambitious schedule of work with added resource and expertise.
- [Civil society organisations](#) and [secondees](#) benefitting from the GLA's scale, influence and networks to [deliver projects at a greater scale](#) than they could achieve otherwise.

How was the Initiative designed?

Trust for London and the GLA believe that one of the best ways to achieve meaningful change is for [civil society organisations and the public sector to collaborate](#), drawing on the strengths and resources of all.

The CII was designed to [test a partnership model](#) between civil society, the GLA and philanthropic funders. The model is based on a secondment scheme, with additional funding available for project ideas developed by the secondees but delivered outside of the GLA.

I would describe [secondees] as expert advisors, who have a range of skills and gifts and connections with civil society and key organisations in civil society.

It's a mutual offering – equal partnership. There is an agreed, shared agenda, all working towards these goals, it does feel like a genuine partnership in that way.

The [secondment scheme](#) places secondees employed in civil society organisations into the [Social Integration team](#) within the Communities and Social Policy Unit of the GLA. The [secondment model](#) was chosen to enable the GLA to [draw on the strengths of civil society](#), facilitating culture change within the regional authority and a [more informed approach](#) to citizenship and integration issues. The aspiration is for this model to have a more [lasting effect](#) than less intensive partnership approaches (such as delivering joint projects without formal secondments).

The secondments are [funded by Trust for London and Unbound Philanthropy](#) via a pooled fund administered by Trust for London. A [Coordinator](#) was recruited to manage the partnership. The Learning Partner (Renaissi) was funded by a contribution to the pooled fund by [Paul Hamlyn Foundation](#).

[Four part time secondees](#) were funded in the first year of the CII ([April 2017-April 2018](#)) and allocated to work on specific objectives linked to the overall aim.

Participating secondees were selected via a [closed call for applications](#) sent to civil society organisations known to work on issues relating to citizenship rights and integration. The window for applications opened and closed in January 2017. [Eight](#) organisations applied and the [final four secondees](#) were confirmed in March 2017.

The secondees are employed by the following organisations and were selected due to their [knowledge, expertise and networks on issues relating to citizenship and integration](#):

Coram Children's Legal Centre
Citizens UK
Just for Kids Law (Let us Learn)
Migrants Organise

For the duration of their secondment, the four secondees reported to the [Social Integration Manager](#) within the GLA, though formal line management responsibilities remained within the seconding organisations.

The CII was also designed to [leverage additional funding](#) from [other philanthropic funders](#), to pay for projects outside of the GLA (for example, with community groups). Several funders have contributed to the pooled fund, though this money has not yet been spent.⁶

The CII has been designed as a [four-year model](#) to coincide with the Mayoral term of office. A second round of four secondees are now in place from April 2018 to April 2019 following an [open call for applicants](#), who will take forward the programmes of work put in place by the first round of secondees. The second round of seconding organisations are:

Coram Children's Legal Centre

Citizens UK

Just for Kids Law (Let us Learn)

New Europeans

Many of the same organisations have provided secondees in both the first and second years of the CII, due to the strength of applications received. The CII will benefit from the continuity that this provides, but the funders are keen to involve a wider range of civil society organisations in the third and fourth years of the Initiative.

⁶ Grants to community projects were agreed in June 2018

What has been achieved so far?

During the first year of the CII the secondees have focused on the first two objectives.

Civic Engagement:

- One secondee focused on developing initiatives to support [voter registration](#). Another developed a trial of different approaches to [London borough citizenship ceremonies](#).
- Shout Out UK has been appointed to [create a set of materials on voter registration and political literacy](#) which will be used as part of the London Curriculum with 16-18 year olds in London schools.⁷
- Research has been undertaken into how voter registration work can be taken forward within the legal constraints faced by the GLA, and [senior buy-in](#) has been achieved.
- A pilot project has been commissioned in partnership with an academic researcher to run [controlled trials](#) assessing different [types of citizenship ceremonies](#) in six London boroughs. Planning is also underway for a Mayoral Citizenship event to take place in Autumn 2018.
- The Behavioural Insights Team have been commissioned to undertake an additional piece of work on developing citizenship ceremony models.

Young Londoners:

- The other two secondees have collaborated to develop [approaches to securing the legal rights of young Londoners](#) and to [raise the profile](#) of this issue within the GLA.
- A ‘[Young Londoners Forum](#)’ attended by 70 young people with insecure citizenship status was hosted at City Hall.
- [Two sets of guidance](#) for [young people](#) and [professionals](#) (such as teachers) have been developed, and a [film](#) to raise awareness of the issue has been commissioned. The guidance and film are due to be launched in July.
- A [pilot project](#) is being developed to embed legal advice and guidance on securing young people’s citizenship status in schools. A [workshop](#) to collaboratively develop the pilot scheme was held and attended by civil society organisations and some school representatives. This programme of work will be delivered outside of the GLA and funded through the CII pooled fund.
- A [workshop for GLA staff across departments](#) was held to share information about the issues faced by young people with insecure citizenship status. The secondees also organised a [roundtable with legal and community organisations](#) on the effects of Brexit on EEA nationals.
- The secondees’ work also helped to inform the [Mayor’s call to remove the profit element of children’s citizenship fees](#).⁸

⁷ <https://www.london.gov.uk/what-we-do/education-and-youth/london-curriculum>

⁸ http://www.citizensuk.org/passports_not_profits

Diversity, social contact and identity:

- A new phase of work on [welcoming new arrivals to London](#) has been approved by the GLA and will commence shortly. This will involve research into new arrivals' entry points, and supporting welcome groups across London.

Other significant achievements to date include:

- [Successful set up of the CII in a relatively short time period](#), including securing funding and senior political buy-in, and developing secondment agreements.
- [Sustained partnership working, communication and engagement](#) of the GLA, philanthropic funders and civil society organisations.
- [Greater volume and quality of work delivered with secondees](#) than could have been achieved by the GLA Social Integration team alone.
- Successfully attracting [additional grant funding](#) from other philanthropic funders to contribute towards project delivery costs.
- The contribution made by secondees to policy ideas contained in the Mayor's [Social Integration Strategy](#).
- Unbound Philanthropy funded participation by the Deputy Mayor, GLA Social Integration team, secondees and civil society organisations in [learning events](#) with Mayors from other [world cities](#) with an interest in this type of approach.

One of the highlights of the Initiative has been working with the other three secondees – it's been really useful being with them... We have all shared different perspectives and ways of doing things. Our team dynamic is amazing.

I think the support the Mayor gave on citizenship fees was an example of how things can come together when civil society takes action on an issue, and then the Mayor adds his voice.

People [in the GLA] have sought out [secondees] to get our help or advice on work they're doing or delivery – for example on focus groups or stakeholder engagement.

What have we learnt about delivering an Initiative of this nature?

1. Success factors

Factors that have contributed to areas of success include:

- Civil society campaigners secured the [Mayor of London's commitment](#) to establish a [Deputy Mayor for Social Integration, Social Mobility and Community Engagement](#). GLA officials secured the buy-in of the Deputy Mayor to the idea of the CII, which was crucial in helping it to be established.
- The funders and GLA officials involved in developing the CII had [positive existing relationships and prior experience of working together](#). This facilitated trust and a positive development and design stage. A [Memorandum of Understanding](#) between Trust for London and the GLA was developed, setting out a positive working relationship whilst preserving the independence of each partner.
- There are a number of [experienced organisations](#) working on citizenship and integration issues in London, which meant that [applications to the CII were strong](#) and applicants with suitable experience could be found.

2. Setting up successful secondments

Seniority

Secondees were placed in the GLA at the level of Policy Officer. Some secondees were in [more senior positions within their own organisation](#) than the position they were placed in at the GLA. Secondees were placed in [equivalent roles to each other](#) despite varying levels of professional experience and seniority.

This situation created some challenges. The level of their roles [initially inhibited secondees' ability to influence](#) more senior GLA colleagues and led to a feeling that their [specialist skills and expertise](#) were not fully recognised.

For those considering a similar scheme elsewhere, we recommend that, given inevitable [discrepancies between pay scales in civil society and the public sector](#), decisions on where to place secondees within a regional authority should be based on professional or lived [experience](#), [seniority](#) and [access](#) to teams and individuals in pursuit of the Initiative's aims, rather than pay.

Pay

Secondees were paid their civil society salary for the duration of the secondment, with some also receiving an additional responsibility allowance. This meant that there was a [pay differential](#) between individual secondees, reflecting variations in seconding organisations' pay scales as well as their varying levels of seniority.

The CII addressed this challenge by providing all seconding organisations with the option of enhancing secondees' pay for the duration of the secondment. For those considering a similar scheme elsewhere, we recommend [minimising any sense of unfairness by clearly communicating how pay decisions will be made](#) and by ensuring that there is [transparency about salary decisions](#). A consistent principle for decisions on secondees' pay should be agreed and communicated during the application process.

Realistic time commitments

It was initially hoped that three full time secondees would be recruited (to lead on each of the three objectives of the CII). However, [most civil society organisations were not able to commit to 'losing' valued members of staff full time](#) and for this reason part time secondments may be a more realistic option for others considering a similar scheme. Nonetheless, [splitting time between two demanding roles](#) was challenging for secondees and the GLA.

Secondees were offered the opportunity to extend their secondment for a second year to enable continuity, and one secondee chose to extend. [One-year secondments](#) are likely to be more realistic for most individuals.

Team dynamics

[Secondees worked very well together](#) as a team of four, providing peer support and collaborating on their work. There were clear [well-being and knowledge-sharing benefits](#) to placing more than one secondee within the GLA, although this did cause secondees to feel slightly separate from the rest of the Social Integration team.

The wider Social Integration team was recruited after the secondees were in place. This meant that the CII secondees [engaged at an early stage of the team's development](#) rather than 'slotting in' to an existing one, however, it was initially challenging to progress their work without the wider team in place.

Roles and responsibilities

The CII is a complex, multi-stakeholder model of collaboration. This has occasionally made it unclear where responsibilities lie, for example who has ultimate responsibility for key decisions. Similar initiatives should ensure that there [is a clear outline of partners' responsibilities in addressing different types of issues](#), particularly in relation to issues raised by secondees.

It has been challenging working two demanding jobs. Both require a lot mentally, and quick thinking – always thinking and reflecting.

Our expectation was that the secondees would be in there for 6 months and then we'd all have a good idea of what projects we were going to do, but we are genuinely trying to do something cross sector and different, this is not just about funding, so it has not been as easy as we thought.

Everyone has been frustrated by the pace given their experience of speed in civil society. But it feels like [secondees] are now more aware of some of the limitations that the public sector faces.

3. Work delivered by the secondees

Nature of work

Secondees spent the first year [developing ideas for policy and projects](#) that could be delivered from within the GLA to advance the CII's aims. They [set up a number of projects](#) that will continue to be developed by the second round of secondees in year two of the CII.

In addition to developing projects, secondees [advised](#), [informed](#) and [contributed](#) to GLA colleagues' work.

Suitable projects

Ideas developed under objective two (Young Londoners) benefitted from having a [clear focus](#), and [aligned well with civil society activities](#) happening outside the GLA. The guidance that has been developed for young people and the adults that support them is likely to [reach more people](#) than would have been the case if it had been published by civil society organisations. This type of collaborative work is likely to add more value than projects which could be delivered equally well by civil society without GLA support.

Increasing [voter registration](#) was the most challenging element of the CII's work, due to the need to ensure the GLA operated only in legitimate areas of voter registration and remained [compliant with the law](#). Nonetheless there is appetite to take this work forward and options have been identified that the GLA will be able to legally develop.

Realistic timescales

Secondees spent the majority of the first year of the CII on [idea and project development](#) rather than project delivery. The CII projects had to follow normal [GLA sign-off procedures](#) which took longer than anticipated and delayed the start of project delivery. Similar schemes that are set up in the [early stages of an administration](#) are likely to face similar issues.

Additional funding

The CII attracted considerable interest from other funders and it was not challenging to raise additional funds, however it was more challenging than anticipated to [identify and approve projects to fund that could achieve more delivered in partnership](#) between civil society and the GLA, than individually. Similar schemes may find it helpful to specify possible projects to fund in the early stages of development.

How has the Initiative been governed?

Governance and advisory structures

The CII is governed by Trust for London, and advised by an [Advisory Group](#) consisting of representatives from [funders](#) (Trust for London, Unbound Philanthropy and Paul Hamlyn Foundation); [GLA](#) (Deputy Mayor for Social Integration, Assistant Director of Communities and Social Policy and the Social Integration Manager); and [senior leaders](#) from the four seconding civil society organisations. [Secondees](#) were later invited to attend the Advisory Group to contribute ideas and provide updates on their work. The Advisory Group met bi-monthly during the first year of the CII.

The Advisory Group is [collaborative](#) rather than having a formal democratic or consensus-based structure. In addition to the Advisory Group, a smaller [Management Group](#) consisting of representatives from Trust for London and Paul Hamlyn Foundation, the GLA and the CII's Coordinator meet more regularly to discuss operational issues.

Advisory Group role

The Advisory Group has fulfilled three different types of role:

- [Governance](#): overseeing the CII and ensuring that it delivers its aims and objectives.
- [Advisory](#): providing a platform for partners to update and advise each other on the CII and wider issues relating to citizenship and integration.
- [Operational delivery](#): particularly in the early stage of the CII, the Advisory Group acted as a forum for communication about operational decisions.

Development of the Advisory Group

In year two of the CII, the structure of the Advisory Group has changed. It has been split into a smaller Advisory Board consisting of representatives from funders and the GLA, to [focus on issues of governance and funding decisions](#); and a Reference Group consisting of representatives from funders, the GLA, seconding organisations and secondees, to focus on [opportunities and challenges in the wider environment](#) for projects and policy development.

Responsibilities of Advisory Group members

The funders provide funding for the secondments, however, as in any secondment scheme, the [GLA retains discretion over secondees' workload](#) and what is delivered. Funders can advise, but not dictate, the secondee's delivery.

Some additional funders who have contributed to the pool to fund projects have specified a particular objective of the CII that their funding will support, whereas others have provided unrestricted funds. In all cases, [Trust for London](#) allocates the funding from the pool.

Civil society organisations participate in the Advisory Group to [share expertise](#), and can influence some decisions made by the GLA and funders. However, the GLA decides which projects secondees can take forward as part of the CII, aligning with their own priorities and role as a regional authority.

Conflicts of interest

Potential [conflicts of interest](#) need to be carefully managed. In particular, civil society organisations and secondees provide invaluable specialist expertise but their position as both advisory partners and beneficiaries of funding can be challenging.

Impact and aspirations

The [impact of the CII](#) in year one has been:

- Issues affecting and disadvantaging some people and communities in London (for example, young Londoners with insecure status) have gained [greater resource and focus](#) within the GLA's broader agenda, and projects have been developed that are [likely to benefit these groups](#) in year two of the CII.
- The [GLA](#) has gained capacity, benefitted from secondees' expertise and has been able to develop projects faster than would otherwise have been possible.
- [Funders](#) have tested a new approach to partnership, and have gained valuable learning on the CII model.
- [Civil society organisations](#) have gained insight into the GLA and what opportunities exist to work with the public sector towards common aims.
- [Secondees](#) have increased their knowledge of the public sector, developed professional relationships with GLA colleagues, and have had the opportunity to develop projects and policy for the GLA that will further the issues they care about. Secondees with less prior experience have also developed professionally.

The secondment model has facilitated [deeper, more sustained engagement and shared expertise](#) between the GLA and secondees than would have been possible with a less intensive model of partnership.

The CII has made progress towards its objectives in year one, but [further development](#) will be needed in year two to achieve these. Plans for year two of the CII include:

- [Delivering the projects that have been developed in year one](#) to make a tangible difference to the lives of people in London.
- [Using the GLA's reach and influence](#) to add value to these projects, for example by accessing more potential partners than would otherwise be possible.
- [Spending the additional funding](#) that has been raised, to support the delivery of these projects.
- [Using the GLA's reach and influence](#) to communicate or advocate more widely on issues of relevance to the CII, particularly citizenship rights.
- [Creating opportunities to collaborate with wider civil society](#), for example by delivering joint events, collaborating on campaigns or inviting partners to advise on CII projects.
- [Creating opportunities to draw on the expertise of seconding organisations](#) even if these are relatively specific compared to the CII's broader aims.
- [Responding to 'policy windows'](#) that arise throughout the year as well as focusing on the CII's planned activities.

I am going away with more knowledge and wisdom – personally and career wise.

The benefits [of the CII] have been as expected, and more so. There are some really tangible, meaningful projects that are off the ground now, and that is a huge benefit.

I think the initiative added value in the relationship being built between civil society and GLA – connections are now even stronger because a civil society person is in the GLA. There is a massive added value developing a bond and relationship with people – massive added value and strength.

I don't think [the GLA] would be doing this work or would be able to otherwise. We don't have the expertise so a lot just wouldn't happen. We also have a lack of relationships with the right organisations working in citizenship space. We wouldn't have the budget either.

[The GLA is] getting really specialised knowledge, expertise and networks that we didn't have before [thanks to the secondees]. That is really important and has been incredibly invaluable. At a very basic level, the work happening now on citizenship and integration wouldn't have happened otherwise. It puts resource into action, and that's really exciting and a big success for the programme as a whole.

The main thing I have gained personally is having varied professional experience and gain an insight into statutory sector which I've never worked in before.

The main thing I was hoping to get and I feel like we have got a little is the opportunity to just have more impact on an issue that we care about. That hasn't happened as much as I would have hoped this year, but there has been a bit of that.

How has the learning process contributed to change?

Renaissi's role as the Learning Partner for the CII has three main aims:

- [Understanding how the new partnership model works](#) and the activities taking place.
- [Exploring the impact](#) of the CII on policy and practice.
- Providing [ongoing feedback and development support](#) to partners.

The emphasis to date has been on articulating the model being used, the activities taking place, and the effectiveness of the set-up stage. The Learning Partner has explored the enablers and barriers to the approach being taken and regularly shared insights to inform ongoing decisions as the CII has evolved in its first year, enabling CII partners to take action to improve.

The Learning Partner has engaged with funders, the GLA, secondees and civil society organisations via two rounds of semi-structured [interviews](#); presenting and facilitating discussions at Advisory Group meetings; attending events and meetings related to secondees' [projects](#); and regular project team meetings to discuss emerging findings.

Contact has also been made with other groups and projects working on similar approaches funded by Paul Hamlyn Foundation's Shared Ground Fund.

How learning has led to changes and development to the CII

Changes informed by the learning process have included:

- [Inviting secondees to attend the Advisory Group](#) to share updates and expertise.
- A change of [secondees' job title](#), from 'Officer' to 'Advisor', to better reflect the nature of their work.
- Changes to the [recruitment process](#) for the second round of secondees, including the job description and person specification, and providing an overview of anticipated work activities.
- [Restructuring the governance](#) structures in year two to create a clearer distinction between strategic and operational decision-making.
- [Sharing clearer information](#) about roles and responsibilities, salaries and management, expectations and goals, with the year two secondees during their [induction period](#).

Discussions have also helped to facilitate a stronger shared understanding of the CII model, as well as different partners' expectations and motivations for involvement.

Contact details

For further insights and information about what we have learnt in year one of the CII, and for templates and materials to help set up similar initiatives, please contact Alice Thornton, Senior Impact and Evaluation Manager at Renaissi: a.thornton@renaisi.com



Sadiq Khan (Mayor of London) and Matthew Ryder QC (Deputy Mayor for Social Integration, Social Mobility and Community Engagement) with civil society secondees.



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