



Hamburg: Results of the Intercultural Cities Index

Date: October 2013

A comparison between more than 50 cities¹

Introduction

The Intercultural Cities programme is a joint initiative between the Council of Europe and the European Commission. It seeks to explore the potential of an intercultural approach to integration in communities with culturally diverse populations. The cities participating in the programme are reviewing their governance, policies, discourse and practices from an intercultural point of view. In the past, this review has taken the form of narrative reports and city profiles – a form which is rich in content and detail. However, it is relatively weak as a tool to monitor and communicate progress. The new Intercultural City Index has been designed as a new benchmarking tool for the cities taking part in the pilot phase of the programme as well as future participants.

As of today 56 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Arezzo (*Italy*), Barcelona (*Spain*), Beja (*Portugal*), Bilbao (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Rena (*Italy*), Coimbra (*Portugal*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forli (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Izhevsk (*Udmart Republic, Russia*), Hamburg (*Germany*), Jerez de la Frontera³ (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone⁴ (*Italy*), Västerås (*Sweden*) and Hamburg (*Switzerland*).

Among these cities, 29 have more than 200,000 inhabitants and 25 have over 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Hamburg (Germany) and provides related intercultural policy conclusions and recommendations.

¹ This report is based on data contained at the Intercultural Cities INDEX database at the time of writing. The INDEX graphs may include a greater number of cities, reflecting the growing interest in this instrument.

² The Spanish city of Donostia-San Sebastian is hereinafter referred to as San Sebastian.

³ The Spanish city of Jerez de la Frontera is hereinafter referred to as Jerez de Frontera.

⁴ The Italian city of Unione dei Comuni-Savignano sul Rubicone is hereinafter referred to as Rubicone.

Intercultural city definition

The intercultural city has people with different nationality, origin, language or religion/ belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. The city has a strategy and tools to deal with diversity and cultural conflict. It encourages greater mixing and interaction between diverse groups in the public spaces.

Methodology

The Intercultural City Index analysis is based on a questionnaire involving 69 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

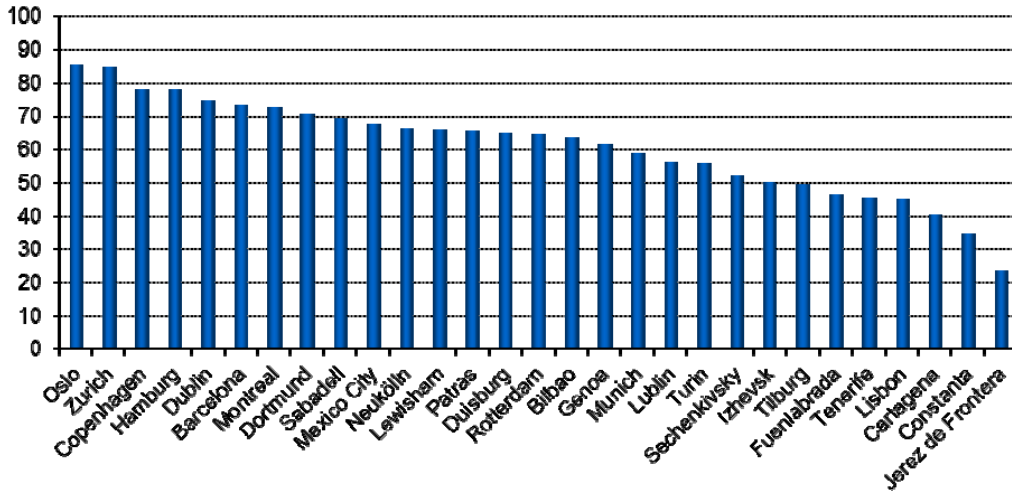
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces are grouped in a composite indicator called "urban policies through the intercultural lens" or simply "intercultural lens".

The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach in urban policies and intended only as a tool for benchmarking, to motivate cities to learn from good practice.

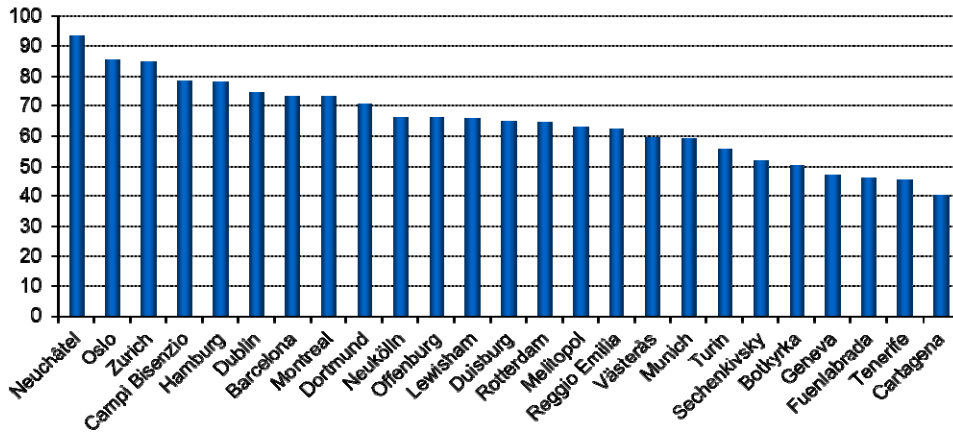
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (above or below 200,000 inhabitants) and the percentage of foreign-born residents (higher or lower than 15 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation and filtering of the results.

According to the overall index results collected in 2013, Hamburg has been positioned 6th among the 56 cities in the sample, with an aggregate intercultural city index of 78% identical with the Italian city of Campi Bisenzio and the Danish capital, Copenhagen. Hamburg has been ranked 4th among the 29 cities with more than 200,000 inhabitants and 5th among the 25 cities with more than 15 per cent of foreign-born residents.

Intercultural City Index (ICC) - City sample (inhabitants > 200'000)



Intercultural City Index (ICC) - City sample (non-nationals/foreign borns > 15%)

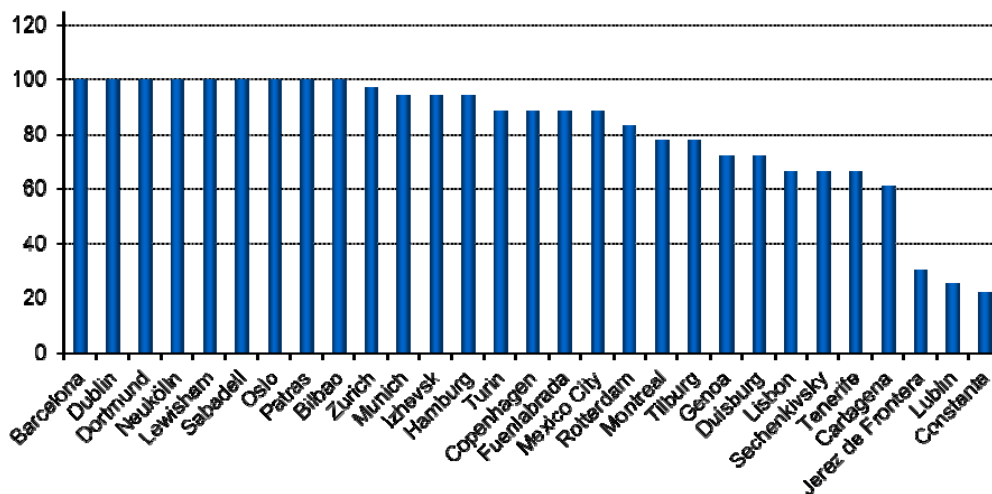


Hamburg – An overview

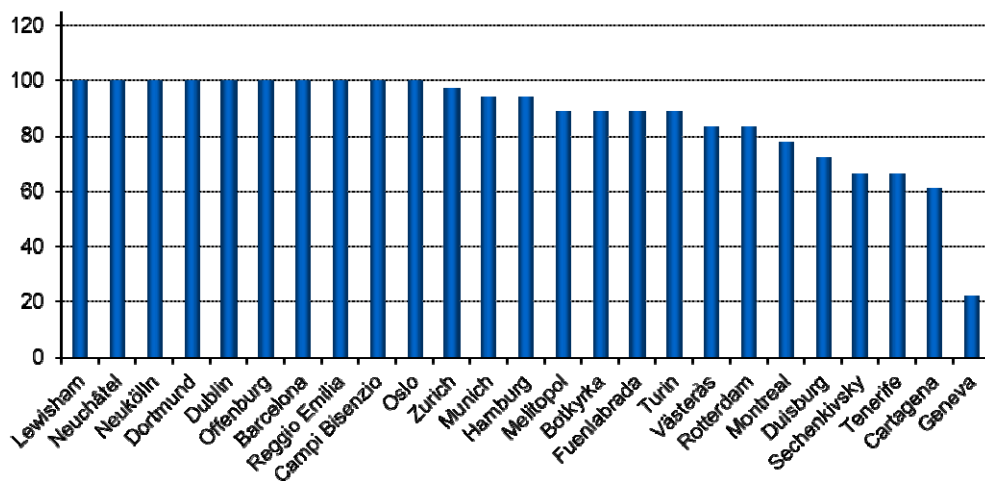
Hamburg is the second largest city in Germany. At the end of 2011, the city of Hamburg had a population of 1,760,017 inhabitants. The most important ethnic group –German citizens– make up 71% of Hamburg’s inhabitants. Non-nationals make up 14% of Hamburg’s total inhabitants, and there are 26.9% inhabitants with migrant background. The largest minority group –people from Turkey– make up 5.2% of the city’s population while people from Eastern Central Europe and people from South Eastern Europe make up 4.3% and 3.4% respectively of the city’s population. The latest GDP/per capita figures are of €53,091.

1. Commitment

ICC-Index - Commitment - City sample (inhabitants > 200'000)



ICC-Index - Commitment - City sample (non-nationals/foreign borns > 15%)



The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Hamburg's commitment policy goals is considerably higher than the city sample's⁵: 94% of these goals were achieved, while the city sample's rate for commitment policy is 77%.

Hamburg has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The city council has formally adopted a public statement in as an Intercultural city. The local government has designed an integration strategy with intercultural elements and has developed an action plan to put it in practice.

Hamburg has a dedicated cross-departmental co-ordination structure which is responsible for its intercultural strategy and action plan named "Amt für Arbeit und Integration" (Office of Labour and Integration), part of the city's Ministry of Labour, Social and Family Affairs and Integration. Two desk officers in the Ministry are coordinating the intercultural plan and the progress concerning its implementation. All Hamburg's State Secretaries are coordinated in a high-profile management board to establish a common conceptual framework and its development.

Hamburg has not allocated a budget for integration, as it has been considered as a cross-cutting field. The different fields which are affected by the topic amend their budget to achieve the goals in the course of integration. Nevertheless, Hamburg's Ministry of Labour, Social and Family Affairs and Integration is capable to provide financial assistance in order to promote intercultural openness in other ministries.

The city council also has an evaluation process for its intercultural strategy. An intranet platform was launched to offer an adequate control-instrument. Until 2009, an integration award acknowledged local citizens who had done an exceptional thing to encourage interculturalism in the local community: since then, the new local approach on integration does not consider special awards. Nevertheless, after the acquisition of German citizenship, new nationals are invited to take part of a naturalization ceremony in the Hamburg City Hall⁶.

In 2013, Hamburg's authorities set new standards in integration policy. The "**Hamburger Integrationskonzept**"⁷ (Hamburg Integration Concept) means "participation, intercultural opening and cohesion" and it is addressed to all parts of society and emphasizes three aspects: welcoming culture, diversity and cohesion"⁸. For this purpose, it develops principles and concepts to support the involved actors and to implement measures.

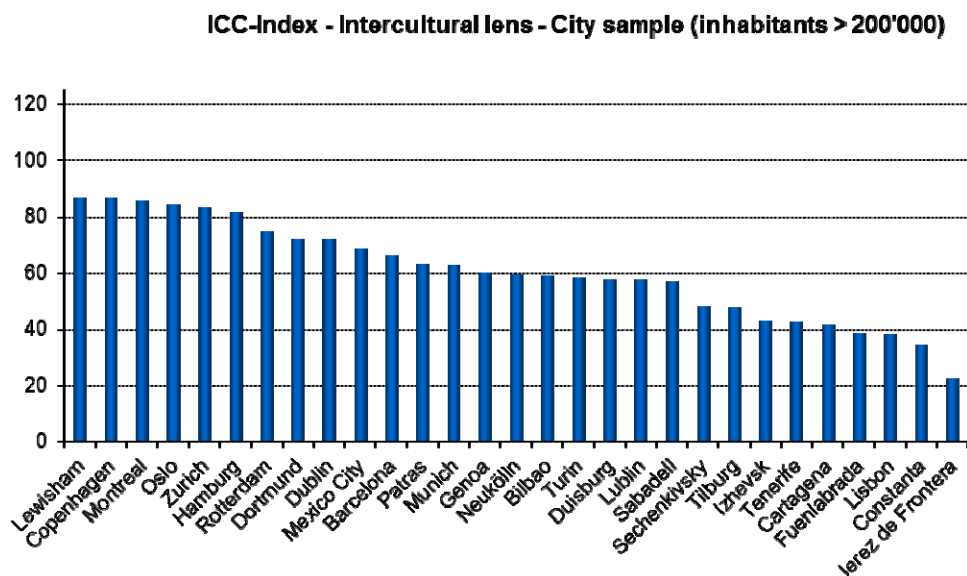
⁵ The term "city sample" refers to the weighted average of the 56 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

⁶ More information at: <http://www.hamburg.de/eza/einbuengerung>

⁷ Information on the Hamburger Integrationskonzept could be found at: <http://www.hamburg.de/contentblob/128792/data/konzept.pdf>

⁸ Further information is available at: <http://www.hamburg.de/integration/nofl/3842080/2013-02-26-basfi-integrationskonzept.html>

2. Education⁹ policies through an intercultural lens



School has a powerful influence in society and has the potential to either reinforce or challenge prejudices in a number of ways through the social environment it creates, the guidance it provides and the values it nurtures.

The analysis shows that Hamburg's education policy achievement rate (65%) is slightly lower than the city sample's rate (66%).

In none of the local primary schools do almost all pupils come from the same ethnic background. The ethnic background of teachers in schools partially reflects the composition of the city's population, and some schools are making strong efforts to involve parents from ethnic minority/migrant background in school life. Thus, Hamburg municipality has implemented the "Family Literacy" Program (FLY) in more than 60 primary schools (about 1/3 of the primary schools in Hamburg). The program aims to introduce parents of pre-schoolers and first-graders in the written culture through different actions, in order to support their children's learning at home¹⁰.

The city also promotes local schools which carry out intercultural projects. In that sense, fifteen schools belong to the "Schools without Racism" network, and other 5 schools are part of the UNESCO Associated Schools Project Network, all of them carrying out intercultural projects annually.

Furthermore, more than 20 teachers of different schools are participating in the pilot-project "qualification for intercultural coordinators" in order to become intercultural change managers in their schools. They all work on intercultural

⁹ The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. http://highereducation.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

¹⁰ Further information on this programme could be found at <http://li.hamburg.de/family-literacy/>

school projects. Finally, about 200 teachers of different schools participate regularly in the "intercultural fair" of the department of intercultural education and are part of the intercultural "exchange forum" at the teacher training institute in order to get new ideas for intercultural projects in their schools.

Hamburg might consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools and by considering a public policy to increase ethnic/cultural mixing in schools. A source of inspiration in this regard might be the Rainbow School, in Tilburg (the Netherlands), in which more than 70% of the pupils are children of a visible minority. The school was declared to be of an excellent standard and one of the best performing schools in the south of the Netherlands. This is the result of a strong school leadership and a highly motivated staff team.

3. Neighbourhood policies through an intercultural lens¹¹

An intercultural city does not require a "perfect statistical mix" of people and recognises the value of geographical proximity and bonding between people of the same ethnic background. However, it also recognises that spatial ethnic segregation creates risks of exclusion and can act as a barrier to an inward and outward free flow of people, ideas and opportunities.

Hamburg's neighbourhood policy indicators are higher (75%) than the city sample's rate (60%).

In a few of Hamburg's neighbourhoods a vast majority¹² of residents comes from the same minority ethnic groups¹³. Hamburg encourages residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. Every year, the city organises the "**Nachbarschaft verbindet**" (connecting neighbourhoods) event to foster the connection between people of the same or different neighbourhoods¹⁴.

Furthermore, the city supports certain housing associations which carry out neighbourhood-projects in burdened districts, which are also supported by urban development programmes.

The city of Hamburg will commission a survey on levels of social cohesion in the city's neighbourhoods.

¹¹ By "neighbourhood" we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical definition of "neighbourhood" varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on the average.

¹² For the purpose of this report, a "vast majority" refers to a situation where more than 80% of residents come from the same ethnic background.

¹³ By "minority group" we understand a subordinate group whose members have significantly less control or power over their own lives than the members of a dominant or majority group have over theirs. (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

¹⁴ More information could be found at: <http://www.hamburg.de/nachbarschaft-verbundet/>

4. Public service policies through an intercultural lens

An optimal intercultural approach remains open to new ideas, dialogue and innovation brought by or required by minority groups, rather than imposing a "one size fits all" approach to public services and actions.

The analysis shows that Hamburg's public services policy achievement rate is considerably higher (90%) than the city sample's rate (45%).

According to the answers provided in the survey, the ethnic background of public employees reflects the composition of the city's population only at the lower levels. However, Hamburg has put into practice a specific recruitment strategy to ensure that the ethnic background of public employees mirrors the composition of the city's inhabitants. For instance, general job position's description requires intercultural skills, and the municipality has launched a campaign, "**Wir sind Hamburg! Bist du dabe?**" (*We are in Hamburg. Are you in?*), addressed to migrant background youth to promote vocational training and higher education programmes conducted by the municipality.

Non-nationals can seek employment in the local public administration. The city encourages intercultural mixing and competences in private sector enterprises. Different initiatives are promoted in this topic, such as **BQM**¹⁵, an initiative to improve the training situation and career prospects of young people with migrant background; **ASM**¹⁶, founded in the Hamburg Chamber of Commerce to help owners and entrepreneurs with migrant background or the **Unternehmer ohne grenzen**¹⁷ (Entrepreneurs without borders) association.

Hamburg provides three out of the four services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens: it offers funeral/burial services, school meals as well as women only sections and times in sports facilities in response to culturally-based requests. Burial services are provided by intercultural associations which, in some case, receive local grants.

Hamburg may wish to build upon its services which are tailored to the needs of the ethnic/cultural background of its citizens. We invite the city of Hamburg to consider the following initiative launched by the by Neukölln's City Council (the Netherlands) working together with the migration service of Caritas (a social welfare institution of the Catholic Church in Germany). This was introduced after a campaign for cultural-sensitive care for senior citizens. In this particular case, staff of the service for senior citizens was familiarized with culture sensitive services for senior citizens in the framework of information and sensitisation events. An important issue was to attract migrants for voluntary participation in the social committees.

¹⁵ Further information on this initiative is available at: <http://www.bqm-hamburg.de/>

¹⁶ ASM website is: <http://www.asm-hh.de/>

¹⁷ This association promotes entrepreneurship projects and facilitates interchanges, training and education to entrepreneurs of different nationalities. Further information at: <http://www.unternehmer-ohne-grenzen.de/>

5. Business and labour market policies through an intercultural lens

Hamburg's business and labour market policy indicators are one of the highest (and indeed at the maximum rate): 100%, while the city sample's rate for business and labour market policy is 42%.

In Hamburg, there is an institutional business umbrella organisation to promote diversity and non-discrimination in the employment. The "Charta der Vielfalt"¹⁸ was founded to fostering diversity in companies. More than 1.500 companies, along with the City of Hamburg, have signed the Charter.

Furthermore, Hamburg has signed a charter which outlaws discrimination in its own administration and services. The city encourages ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors. The project BQM "Beratung Qualifizierung Migration", financed by the European Social Fund (see above), is an example of that.

Most of the business incubators in the city of Hamburg explicitly pursue intercultural strategies. One project in this field, supported by the European Social Fund, is the **IFW- Interkulturelles Frauenwirtschaftszentrum Hamburg**¹⁹. Finally, Hamburg prioritises companies that implement a diversity strategy when procuring their goods and services. Providers are asked for proof of equality of opportunities, gender equality and non-discrimination within their project applications.

6. Cultural and civil life policies through an intercultural lens

The time which people allocate to their leisure may often be the best opportunity for them to encounter and engage with inhabitants from a different culture. The city can influence this through its own activities and through the way it distributes resources to other organisations

Hamburg's cultural and civil life policy goal achievement rate is slightly higher (81%) than the city sample's rate (80%).

Hamburg uses interculturalism as a criterion when allocating grants to associations. The Ministry of Culture of the City of Hamburg has its own grant for intercultural projects (365,000€ per year) from all art genres (music, theatre, dance, etc.). Hamburg's cultural and civil life policies are full of events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix. The municipality encourages cultural organisations to deal with diversity and intercultural relations in their productions. Finally, Hamburg sporadically organises public debates and campaigns around the topics of diversity and living together. In 2014, the 4th meeting of the intercultural congress "**Bundesfachkongress Interkultur**" (Interkultur Federal Congress) will be held in Hamburg.

¹⁸ Information on this Charter could be find at: <http://www.charta-der-vielfalt.de>

¹⁹ Further information at: <http://www.esf-hamburg.de/kleine-und-mittlere-unternehmen-handwerksbetriebeSelbststaendige/>

Hamburg may wish to ameliorate its cultural and civil life policies, for example, by organising public debates and campaigns in a regular basis. In this sense, an initiative to be noted is put into practice by the French city of Lyon. Here, the intercultural parade takes place every two years and show-cases one core discipline, dance, together with complementary disciplines of music and street arts. Over 30,000 spectators are present at this vast urban ritual staged in the city centre where the city's main authorities (political, economic, religious, and institutional) are concentrated. The cultural project is structured around the unity of time, place and subject: the event's organizers want to preserve this unifying approach to the arts, which attracts amateurs of all sexes, all ages and very different social origins onto unfamiliar territory.

7. Public space policies through an intercultural lens

Well managed and animated public spaces can become beacons of the city's intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.

The rate of achievement of Hamburg's public space policy goals is higher than the sample city's: 80% of these goals were achieved, while the sample city rate for public space policy is 63%.

Hamburg has implemented several public spaces policy instruments. The local government promotes intercultural mixing in public libraries, museums, squares and playgrounds.

In some new buildings or places, Hamburg municipality takes into account the population diversity in the design and management of them. Furthermore, when the city decides to reconstruct an area, it proposes different methods and places for consultation to involve people with different ethnic and cultural background. This is the case of the reconstruction of a residential quarter in Hamburg (southern Reihertstieg)²⁰, a former working class neighbourhood with more than 30 nationalities living together. An extensive and innovative participation process has been part of the renovation pilot plan. The upcoming renovation has taken into account the different needs of intercultural neighbourhood, and residents have been involved from the beginning. In order to promote migrants' participation, the renovation process has looked for everyone who could bring his ideas to remodel. Multilingual and direct dialogue (door-to-door research) has been done with the collaboration of the University of Hamburg, and different meetings have been held in order to share ideas and experiences in a multilingual environment. To finalize the process, a weekend of joint planning has been organized to promote civic involvement. The results of this Intercultural planning have been a set of recommendations to be incorporated to the urban design competition for remodelling the quartier.

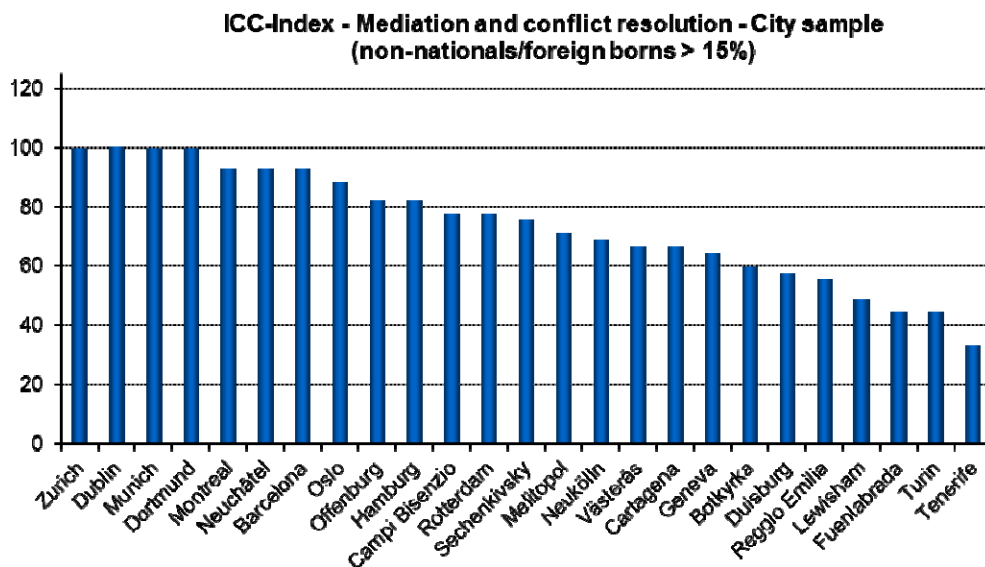
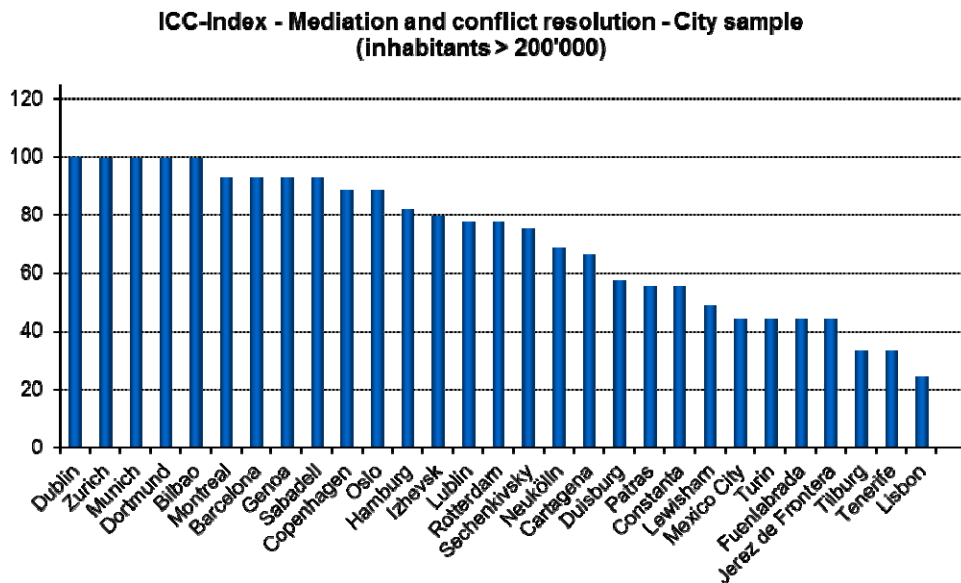
There are no areas in the city which are reputed as 'dangerous', and only few spaces or areas in Hamburg seem to be dominated by one ethnic group. Hamburg may wish to encourage residents from one neighbourhood to meet and

²⁰ More information available at:

<http://www.iba-hamburg.de/themen-projekte/weltquartier/projekt/weltquartier.html>

interact with residents from another from different ethnic/cultural backgrounds. In the case of Zurich (Switzerland), for example, the city has put into practice a policy which avoids ethnic concentration. A large proportion of the city's inhabitants live in rented accommodation. 25% of the rented flats are provided by the city or through housing associations which have implemented an allocation policy. The city's allocation scheme includes achieving a "good mix" between different social groups as one of the initiatives criteria.

8. Mediation and conflict resolution policies



The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

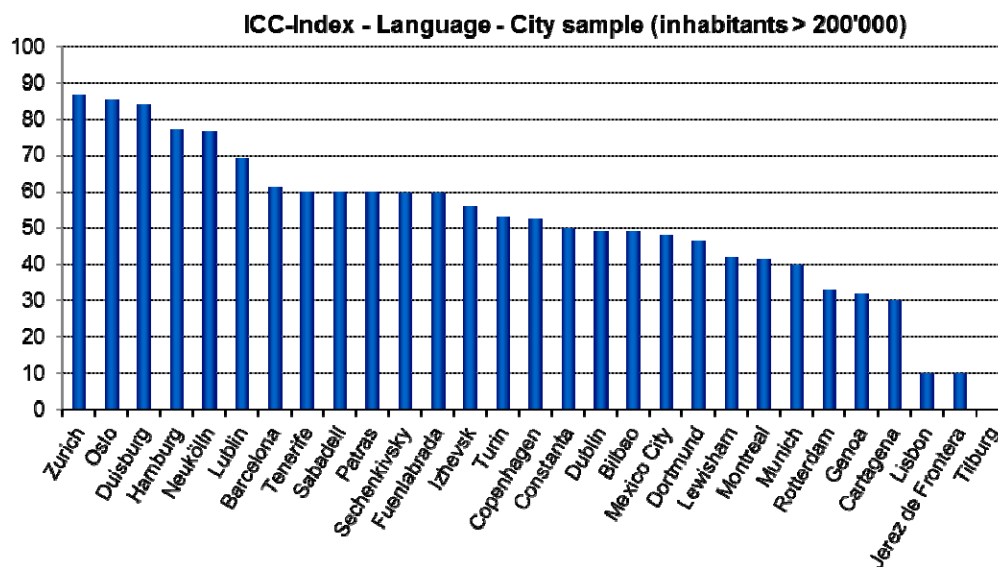
The analysis shows that Hamburg's mediation and conflict resolution policy achievement rate is higher (82%) than the city sample's rate (65%).

Hamburg has introduced many initiatives to achieve its mediation and conflict resolution policy objectives. The city has set up an intercultural anti-discrimination service run by a civil society organization. Hamburg also provides mediation services in places such as hospitals and in the city's administration.

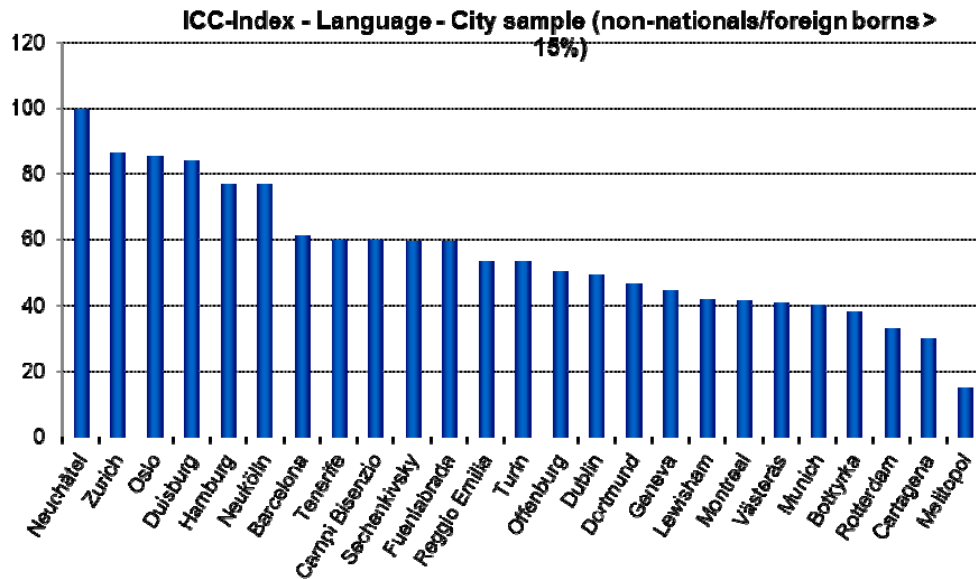
Finally, Hamburg has also set up a municipal mediation service committed to inter- religious issues specifically.

Hamburg may wish to further explore possible mediation and conflict resolution policies. Thus, in Oslo (Norway) an emergency taskforce was established in 2005, with representatives from the municipality, NGOs, scholars and the police. The purpose is to respond quickly to crisis where youth and violence are involved, and to problems of racism and neo-nazism. The capacity to deal with minor episodes, however, is widely spread on the level of schools and youth services. In the city districts, this work is coordinated through the SaLTo networks, where municipal youth workers, schools and the local police participate. In dealing with localised conflicts, community leaders from NGOs, churches and mosques are regularly consulted and engaged, as well as the local staff of the state-run Mediation and Reconciliation Service.

9. Language²¹



²¹ By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref-http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)



Hamburg's language policy achievement rate is higher (77%) than the city sample's rate (48%).

The city provides specific language training in the official languages for hard-to-reach groups²². It also provides learning migrant/minority languages as part of the regular curriculum at schools and as mother tongue course for migrant/minority kids only.

The city supports financially minority newspapers and journals and TV programmes. In 2012, the Ministry of Culture of the city of Hamburg supported a 12-month TV programme for minority groups living in Hamburg called "Zwischenräume".

Hamburg encourages projects which give a positive image to minority/migrant languages. The Integration Advisory Council emphasizes the role of local media in the **Hamburger Integrationskonzept** and different future discussions will debate on the migrants' image in the media.

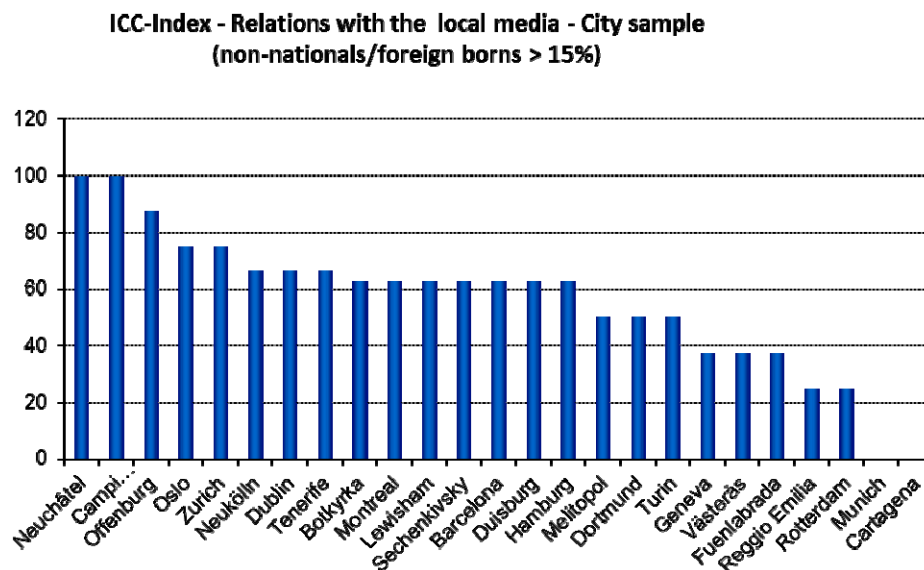
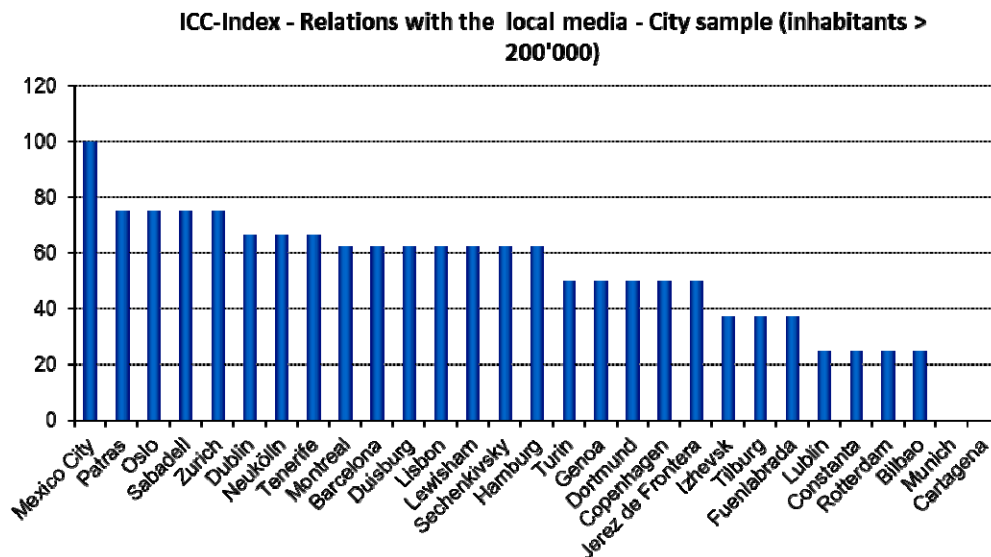
Hamburg may wish to ameliorate its language policies in the future, for example by supporting private/civil sector institutions on providing language training in migrant/minority languages. In Zurich (Switzerland), for example, the municipality supports additional curriculum courses, called HSK Courses. These courses are offered by embassies, consulates as well as private organisations and they cover a range of topics including languages, history, geography, as well as minority cultures. Several of these HSK Courses are held in spare rooms in public schools, as part of the municipality support to private institutions providing language training.

Hamburg may also wish to take note of an initiative put into practice in Reggio Emilia (Italy) by ensuring that all of the city's citizens are eligible to receive training in immigrant/minority languages. In order to help families preserve the

²² The term makes specific reference to non-working mothers, the unemployed, as well as retired people

competence of migrant children in their mother tongue language, in two schools in Reggio Emilia there are classes in the native languages of children and in parallel their parents learn Italian.

10. Media policies



The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local municipalities can influence and partner with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

63% of Hamburg's media policy goals were achieved while the city sample's attainment rate for these goals is 48%.

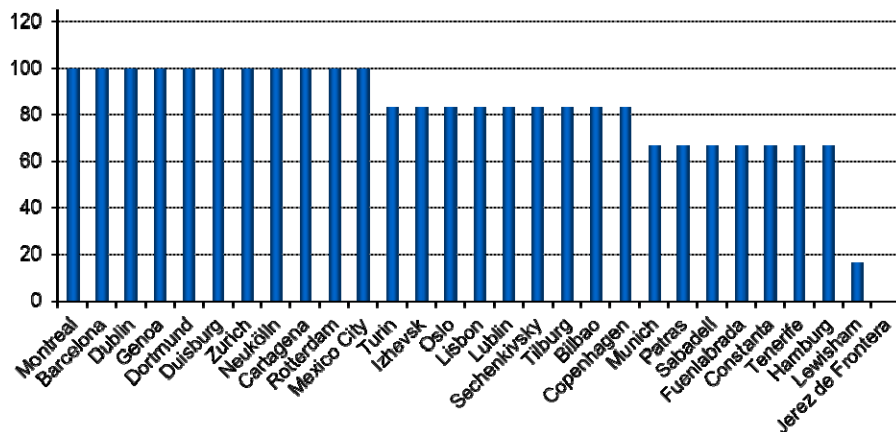
Hamburg monitors the way in which minorities are portrayed in the local media. Occasionally, the municipality promotes a positive image of migrants and

minorities in the media. The city's communication department is instructed to regularly highlight diversity as an advantage in different types of communications. Hamburg may wish notice an initiative launched by the city of Barcelona (Spain). Since 2010, the city is carrying out the BCN Anti-Rumor campaign to combat negative and unfounded rumors that have an adverse effect on living in diversity, based on working in conjunction with different social actors and organizations. A part of this campaign has been substantial press coverage.

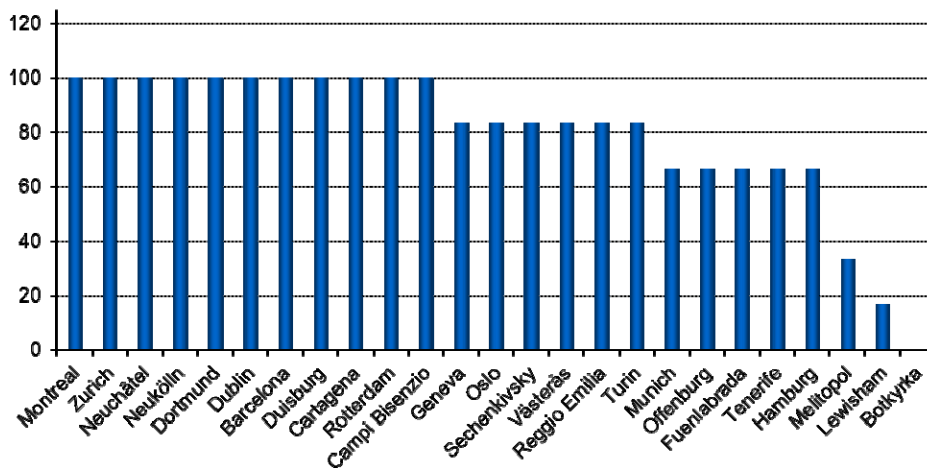
Hamburg may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Oslo City Council (Sweden). Among journalists and editors, and media researchers operating in Oslo, there is now a growing awareness about the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. This has resulted in a stronger focus on the recruitment of journalists with ethnic minority background.

11. International outlook policies

ICC-Index - An open and international outlook - City sample
(inhabitants > 200'000)



ICC-Index - An open and international outlook - City sample
(non-nationals/foreign borns > 15%)



An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.

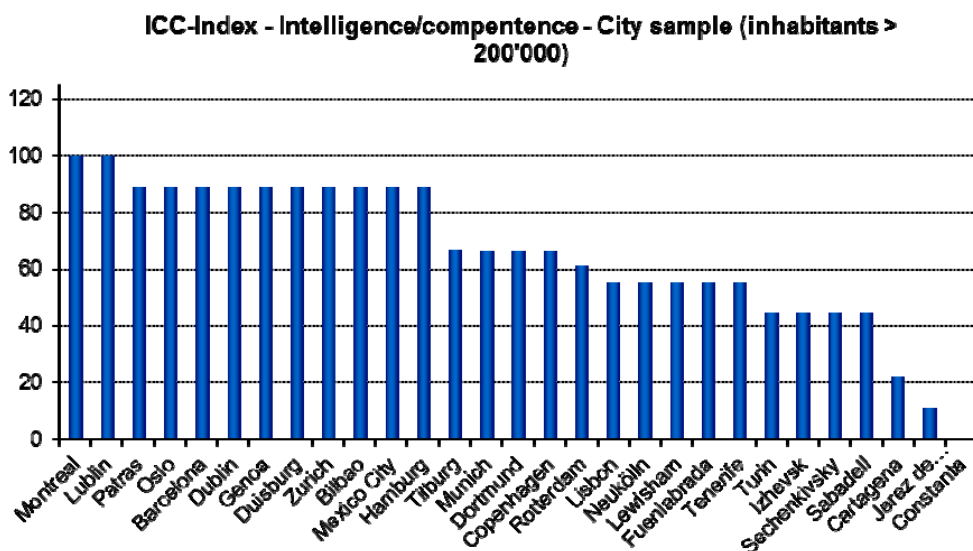
Hamburg's international outlook policy indicators are lower (67%) than the city sample's (72%).

Hamburg has put into practice several policies to encourage international co-operation. A specific financial provision has been introduced to achieve this. Hamburg supports local universities in order to attract foreign students, and ensures that foreign student populations take an active part in the city life.

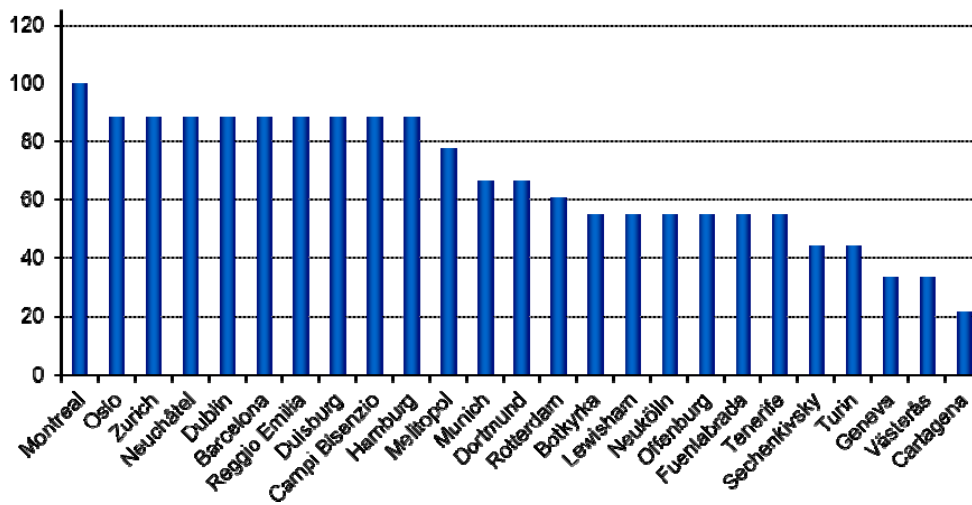
Hamburg may wish to further explore possible international outlook policies by encouraging co-development projects with Hamburg's migrant groups' countries of origin and by setting up an agency to monitor and develop Hamburg's openness to international connections.

An interesting example is provided by Bilbao (Spain). Here, the city council runs an agency with a specific responsibility for monitoring and developing the city's openness to international connections. The city has initiated projects and policies to encourage economic co-development with countries of origin of its migrant groups. Thus, Bilbao participates with Cochabamba (Bolivia) in a 'City-City' Alliance, promoted by UN-Habitat about water and sanitation.

12. Intelligence competence policies



ICC-Index - Intelligence/competence - City sample
(non-nationals/foreign borns > 15%)



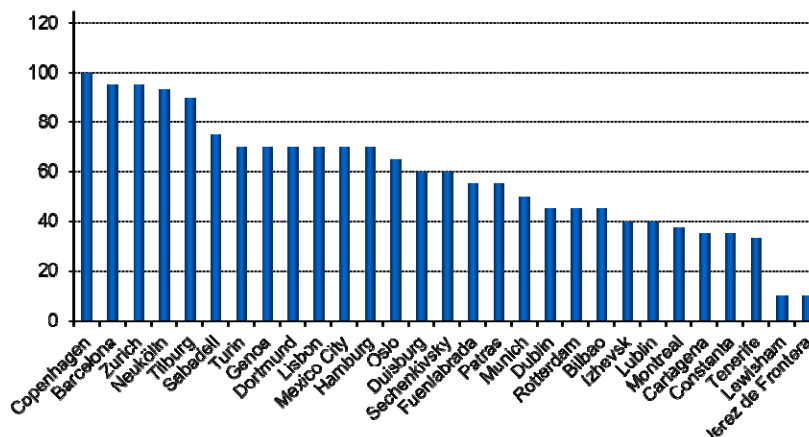
A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one mode of behaviour on all situations.

The attainment rate of Hamburg's intelligence competence policy goals is higher than the city sample's: 89% of these goals were achieved, while the city sample rate for intelligence competence policy is 63%.

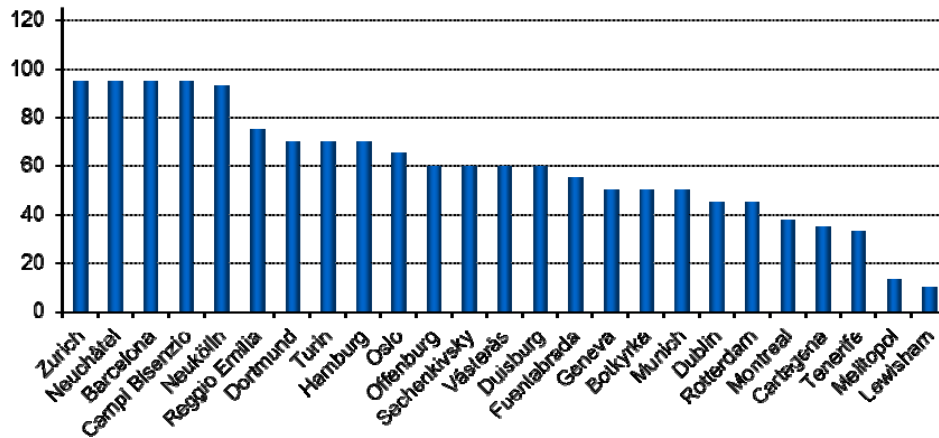
Information regarding diversity and intercultural relations is mainstreamed to inform the city when formulating new initiatives through the State Secretaries Management Board. According to the answers provided in the survey, the city promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information networks and training courses. The city also conducts surveys to find out how inhabitants perceive migrants/minority groups.

13. Welcoming policies

ICC-Index - Welcoming new arrivals - City sample (inhabitants > 200'000)



ICC-Index - Welcoming new arrivals - City sample (non-nationals/foreign borns > 15%)



People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-coordinated and delivered effectively will have a significant impact on how the person settles and integrates.

The attainment rate of Hamburg’s welcoming policy goals is higher than the city sample’s: 70% of these goals were achieved, while the city sample rate is 56%.

Hamburg has implemented various welcoming policy instruments. For instance, the city has set up a designated agency to welcome newcomers. The **Hamburg Welcome Center**²³ provides a service whereby foreign executives, experts, scientists, self-employed individuals and their families can directly manage the legal aspects of immigration.

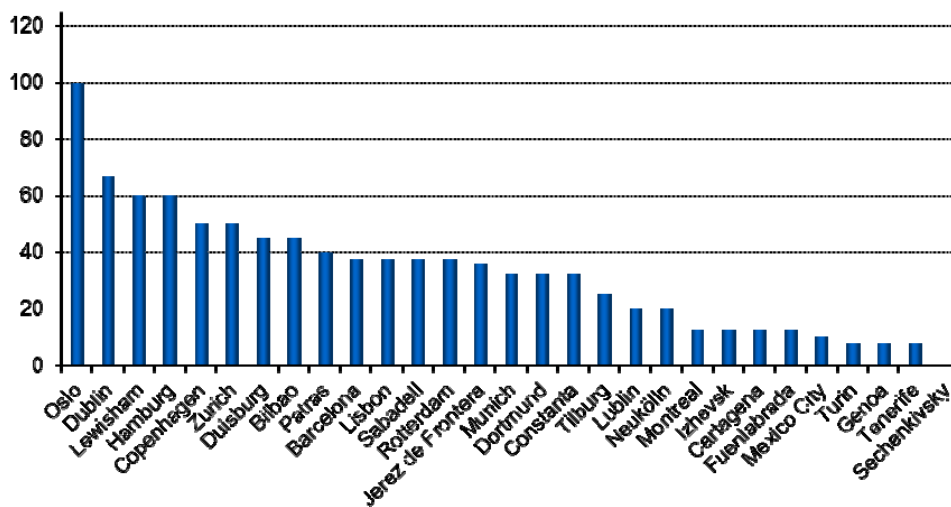
Hamburg has published a comprehensive package of information to aid newly arrived foreign residents. The city’s services and agencies provide support tailored specifically for students, family members, refugees and migrant workers.

Hamburg may wish ameliorate its welcoming policies by having a special public ceremony to greet newcomers in the presence of city’s officials. We invite Hamburg to consider the following welcoming initiative as implemented by Tilburg city council (the Netherlands). Here, each new migrant resident has to follow the integration programme, which is a combination of getting work and courses about Dutch language, history, culture etc. Each month there is a special ceremony in the town hall for the people who passed the exams of the integration programme. Each month the alderman can congratulate about 30 people. Once a year, a great party is organized by the municipality for all new residents.

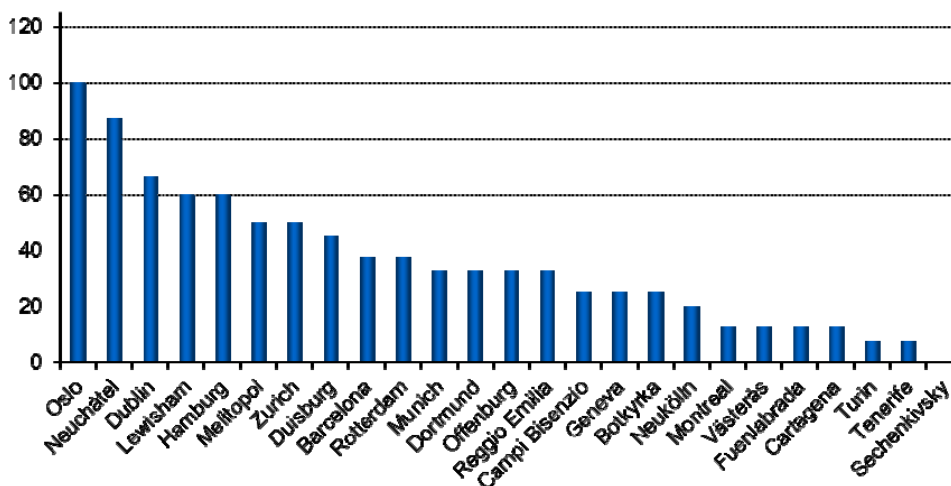
²³ Hamburg Welcome Center website is at: <http://welcome.hamburg.de/>

14. Governance policies

ICC-Index - Governance - City sample (inhabitants > 200'000)



ICC-Index - Governance - City sample (non-nationals/foreign borns > 15%)



Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and decision making.

60% of Hamburg governance policy goals were achieved while the city sample's attainment rate for these goals is 33%.

Hamburg's local authority has implemented several good governance policies. The city has an independent council to represent all ethnic minorities in the city. Hamburg has established a standard for the representation of migrants/minorities in mandatory bodies which supervise schools and public bodies. Regularly, Hamburg city council promotes initiatives to encourage migrants/minorities to engage in political life.

The ethnic background of elected politicians does not reflect the composition of the city population. Newcomers are eligible to vote in local election “only when they obtain nationality”.

15. Conclusions

The results of the current ICC Index assessment show that Hamburg does much better than most other cities in the sample. Its leading practices can provide useful insights and examples to other cities in the field of commitment, public service, business and labour market, mediation and intelligence/competence practices.

On the other hand, Hamburg’s achievements in the areas of education and international outlook are lower than the city sample.

In view of the above, we invite Hamburg to continue strengthening in most of the policy areas and improve in the policy areas detailed below.

16. Recommendations

When it comes to Hamburg’s intercultural efforts, with reference to the survey, the city could enhance them in the sectors below by introducing different initiatives:

- **Commitment:** Hamburg is an example of a city in which local authorities demonstrate their commitment to being an intercultural city.
- **Education:** Hamburg might consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools and by considering a public policy to increase ethnic/cultural mixing in schools.
- **Neighbourhood:** Hamburg may wish to know about other Intercultural Cities initiatives to continue enriching its neighbourhood activities.
- **Public services:** Hamburg may wish to build upon its services which are tailored to the needs of the ethnic/cultural background of its citizens.
- **Business and labour market:** Hamburg may wish to know about other Intercultural Cities initiatives to continue enriching its business and labour market activities.
- **Cultural and civil life:** Hamburg may wish to ameliorate its cultural and civil life policies, for example, by organising public debates and campaigns in a regular basis.
- **Public space:** Hamburg may wish to encourage residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds.

- **Mediation and conflict resolution:** Hamburg may wish to ameliorate its intercultural mediation policies by providing intercultural mediation in the neighbourhoods or on the streets, seeking to meet residents and discuss problems.
- **Language:** Hamburg may wish to ameliorate its language policies in the future, for example by ensuring that all of the city's citizens are eligible to receive training in immigrant/minority languages and by supporting private/civil sector institutions on providing language training in migrant/minority languages.
- **Media:** Hamburg may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds.
- **International outlook:** Hamburg may wish to further explore possible international outlook policies by encouraging co-development projects with Hamburg's migrant groups' countries of origin and by setting up an agency to monitor and develop Hamburg's openness to international connections.
- **Intelligence and competence:** Hamburg may wish to know about other Intercultural Cities initiatives to continue enriching its intercultural intelligence and competence approach.
- **Welcoming:** Hamburg may wish ameliorate its welcoming policies by having a special public ceremony to greet newcomers in the presence of city's officials
- **Governance:** Hamburg may wish to further explore possible governance policies by encouraging migrants/minorities to engage in political life.

Hamburg may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural cities database²⁴.

²⁴ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp