**Intercultural cities**
Building the future on diversity
www.coe.int/interculturalcities

**Strasbourg: Results of the Intercultural Cities Index**
Date: June 2014
A comparison between 61 cities[1]


### 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 61 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora *(Portugal*), Arezzo *(Italy)*, Barcelona (*Spain)*, Beja *(Portugal)*, Bergen *(Norway)*, Bilbao *(Spain)*, Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Rena *(Italy)*, Castelvetro *(Italy)*, Coimbra *(Portugal)*, Constanta *(Romania)*, Copenhagen (*Denmark*), Donostia-San Sebastian[2] (*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 Frontera[3] *(Spain)*, the London borough of Lewisham (*United Kingdom*), Limassol *(Cyprus)*, Limerick *(Irland)*, 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*), Stavanger *(Norwey)*, Subotica (*Serbia*), Tenerife *(Spain)*, Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone[4] (*Italy*), Västerås *(Sweden)* and Zurich (*Switzerland*).

Among these cities, 31 have more than 200,000 inhabitants and 30 have fewer than 15% of foreign-born residents.

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

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[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, Strasbourg has been positioned 59th among the 61 cities in the sample, with an aggregate intercultural city index of 30%, between the Portuguese city of Coimbra (28%) and the Hungarian city of Pécs (34%). Strasbourg has been ranked 27th among cities with more than 200,000 inhabitants and 29th among cities with less than 15 per cent of foreign-born residents.

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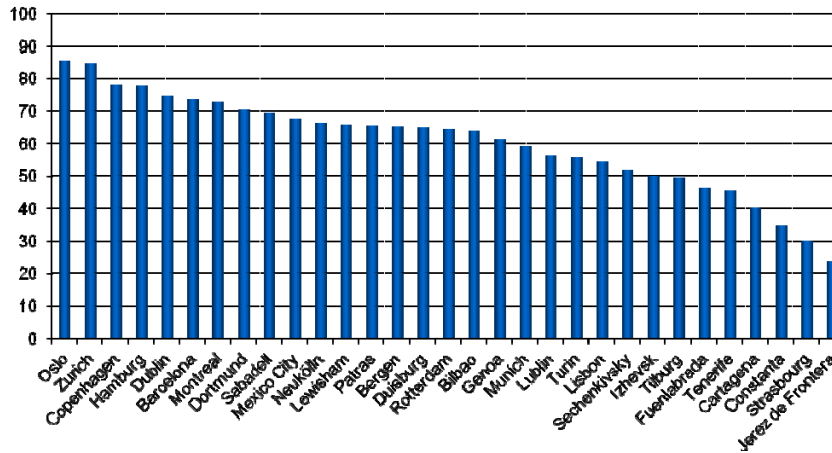


## Intercultural City Index (ICC) - City sample (non-nationals/foreign borns < 15%)
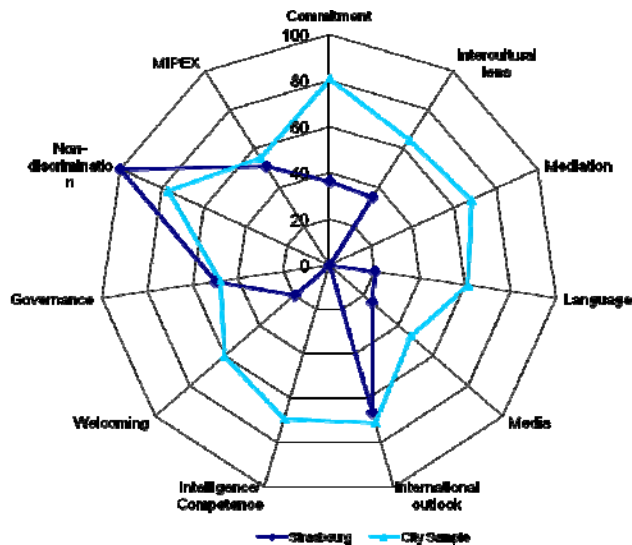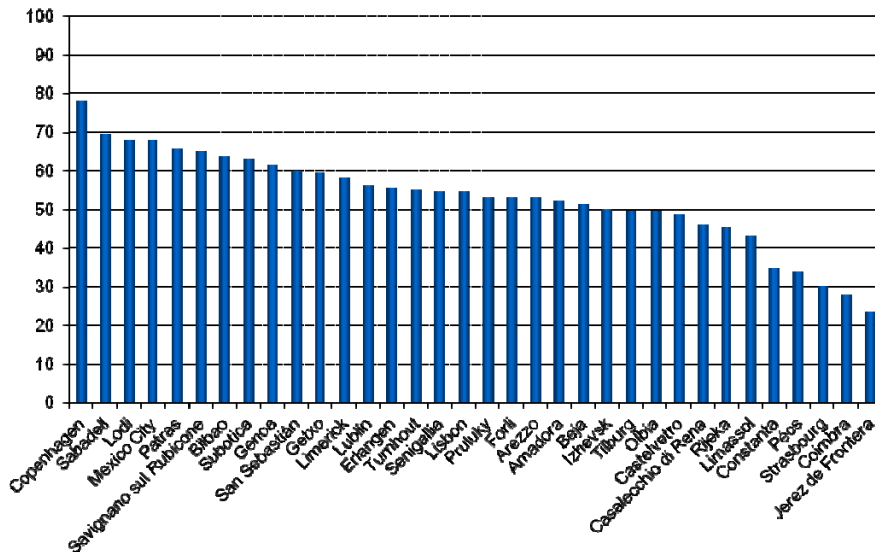
**Strasbourg – An overview**

Strasbourg is the capital of the Alsace region, located in eastern France at the border with Germany. The city is well known for being the official seat of the European Parliament, as well as of several other European Institutions such as the Council of Europe, Eurocorps, the Europan Ombudesman. Strasbourg, with its 276.401 inhabitants, is the ninth larger metropolitan area of France. Non-nationals make up 13,66% of the total population, and the largest minority group – people from Maghreb (Algeria, Tunisia and Morocco)– represents 3,2% over the total population. Other important nationalities in the city are people from the EU (2,5%), Turkey (2,1%) and Africa (1,56%).

## 1. Commitment



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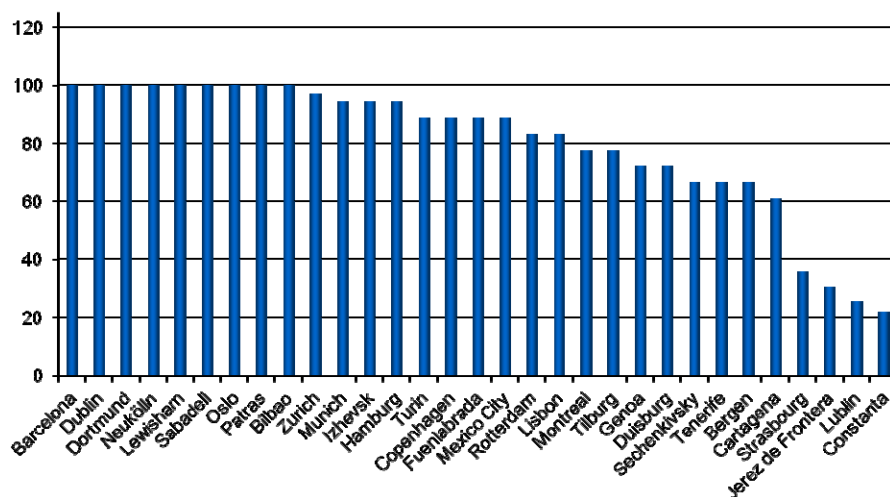


ICC-Index - Commitment - City sample (non-nationals/foreign borns < 15%)
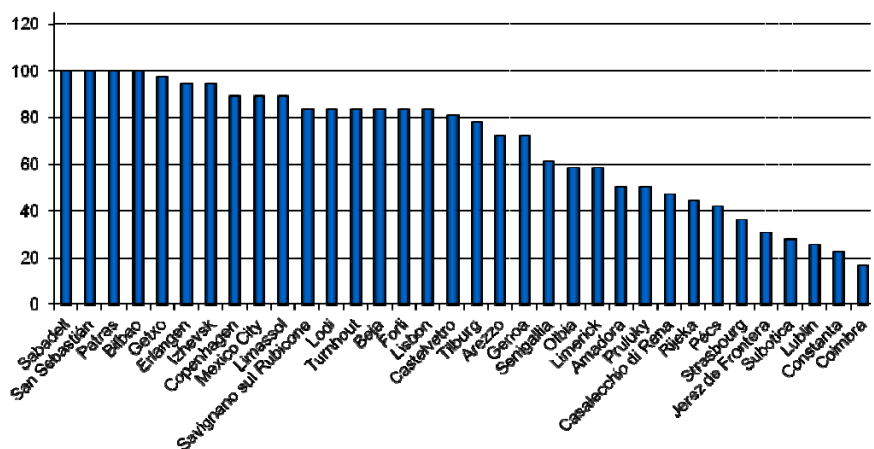
The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Strasbourg's commitment policy goals is considerably lower than the city sample's[5]: 36% of these goals were achieved, while the city sample's rate for commitment policy is 76%.

Strasbourg has not adopted a public statement as an intercultural city. Nevertheless, the city has adopted an integration strategy with intercultural elements even if not an intercultural action plan. Strasbourg has allocated a budget for the implementation of strategy as, since 2011, €20.000 has been deployed for the mission "culture régionale et interculturalité" (regional culture and interculturalism). A dedicated body or a cross-departmental co-ordination structure for the intercultural strategy has not been set up and an evaluation process has not been foreseen.

Official speeches and communications by the city rarely make reference to the intercultural commitment and Strasbourg does not provide any means of acknowledging local citizens who have done exceptional things to encourage interculturalism in the city.

Strasbourg might consider ameliorating its intercultural commitment by formally adopting a public statement as an intercultural city, for example considering the experience of Copenhagen that in May 2011 has launched its Diversity Charter. Copenhagen had also introduced the inclusion barometer for evaluating its intercultural strategy. The barometer is based on 16 indicators set out in the inclusion policy and updated every year. All political committees make a yearly status report about the indicators they are responsible for as well as the progress of their action plan and the general inclusion efforts of the administration. These reports are gathered into a common document, which is presented to the City Council.

Furthermore, Strasbourg's intercultural strategy would benefit from acknowledging local citizens or organizations that have made an exceptional contribution to encourage interculturalism in the local community. The city of Stavanger, for example, has instituted the Diversity Award, recognizing the organization that has done the extra mile to promote ethnic diversity in the workplace. The money of the award should be used for further development of the diversity work at workplace.

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[5] The term "city sample "refers to the weighted average of the 61 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

ICC-Index - Intercultural lens - City sample (inhabitants > 200'000)
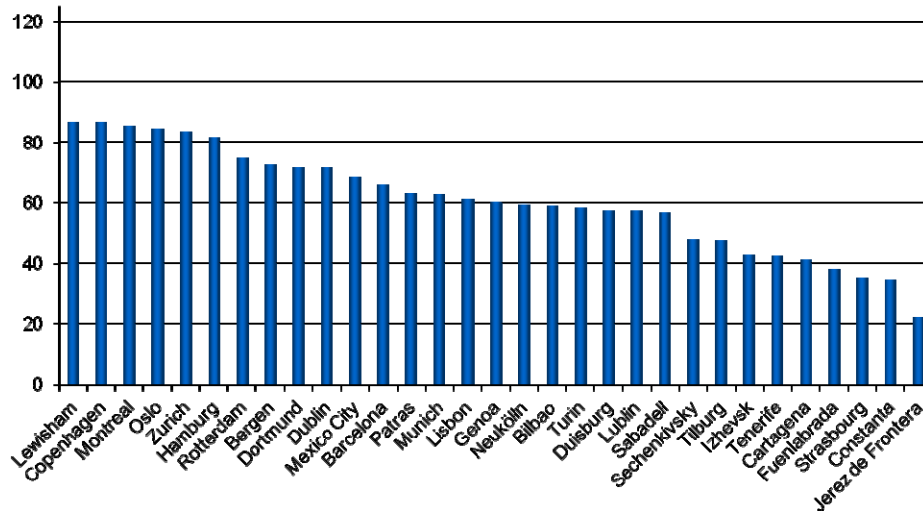
## 2. Education[6] policies through an intercultural lens

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 Strasbourg's education policy achievement rate (60%) is slightly lower than the city sample's rate (66%).

In all of the local primary schools almost all pupils are not coming from the same ethnic background and the ethnic background of teachers in schools often reflects the composition of the city's population. Nevertheless, no schools are making strong efforts to involve parents from ethnic minority/migrant background in school life.

Local schools often carry out intercultural projects, mainly through the bilingual class French/German that are offered in college, high schools but also day care centres.

Strasbourg might consider ameliorating its intercultural education approach by strengthening the involvement of parents from ethnic minority/migrant background in school life, for example due to mandatory parent-teacher reviews, adaptation of information, use of interpreters, etc.

Other cities, such as Hamburg, could also be an inspiration in relation to intercultural education. In the German city, 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

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[6] 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://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

participating in the pilot-project "qualification for intercultural coordinators" in order to become intercultural change managers in their schools. They all work on intercultural 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.


## 3. Neighbourhood policies through an intercultural lens[7]

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.

Strasbourg's neighbourhood policy indicators are slightly lower (50%) than the city sample's rate (62%).

In few of Strasbourg's neighbourhoods people from minority background constitute the majority[8] of residents. The city has not implemented a policy to increase the diversity of residents in the neighbourhoods to avoid ethnic concentration but it is active in encouraging residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds, organizing, for example, numerous initiatives like Festival Strasbourg Mediterranée, the Fête des peoples a la Meinau, Fête du Parc Schlumeister.

Furthermore, the city has developed policies and projects to encourage people to meet and interact within the neighbourhoods, thanks to the institutions of local democracy such as the Conseil de quartier (Neighbourhood Council), the Conseil des residents etrangeres (Council of Foreign Residents) and the Ateliers Territoriaux de Partenaires (Territorial Partnership Workshops).

Strasbourg may wish to further explore other initiatives, such the Dutch city of Tilburg, whose initiatives helped break up the concentration of Antillean residents in one area, so as to avoid ghettoisation. In view of this, some areas, designated as 'impulse neighbourhoods', received large injections of investment to upgrade the quality of housing and infrastructure. Furthermore, the Tilburg public authorities took measures to involve residents in local decision-making. Thus, the project 'Behind the Front Door' seeks the views of residents, who might otherwise be invisible, on their needs and perceptions of life in the neighbourhood.

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[7] 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.

[8] 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.

Furthermore, Strasbourg may wish to consider the housing policies of Erlangen (Germany) and Zurich (Switzerland). It is common for the Erlangen municipal housing agencies and house building companies to pay attention to a heterogeneous mixture among communities and buildings. In Zurich, where a large proportion of inhabitants live in rented accommodation, 25% of the rented flats are provided by the city or through housing associations, which target their allocation policy to achieve a "good mix" between different social groups.


## 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 Strasbourg public services policy achievement rate is much lower (0%) than the city sample rate (45%).

According to the answers provided in the survey, the ethnic background of public employees does not reflect the composition of the city's population and there is no recruitment strategy to ensure this. Furthermore, non-nationals cannot seek employment in the local public administration. The city does not take any action to encourage intercultural mixing and competences in private sector enterprises.

Strasbourg provides none of the services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens.

Strasbourg may wish to ameliorate by opening the local public bodies to non-national and by developing a recruitment plan to ensure public employees reflect the ethnic background of the city's population exploring initiatives of Copenhagen (Denmark), Amsterdam (the Netherlands) and Berlin (Germany). Thus, the Copenhagen administration offers paid internships to people with minority backgrounds, for instance, on condition that they master a certain language. Such internships may lead to permanent employment. The Amsterdam City Council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds. In Berlin, the recruitment campaign 'Berlin braucht dich' (Berlin needs you) programmed for 2006-2012 aims at diversifying the Senate's workforce by promoting traineeship opportunities and raising awareness of migrant associations and parents. Stakeholders are also involved in making sure the progress is closely monitored. Thus, as a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

Similar achievements have been made in Amsterdam, where the Diversity programme (2007-2010) with targets across salary scales enabled the city administration to hire 21.5% staff with a migrant background in 2008 against 14% in 2006. In addition, Amsterdam's administration set out the objective to reflect the composition of the city among its employees, both at the political and the senior management level.

Moreover, Strasbourg may also wish to ameliorate its public service policies by encouraging intercultural mixing in the private sector labour market. We draw the city's attention to an interesting practice implemented by the London borough of Lewisham (the UK). Indeed, the Borough Council's procurement policies and contracts include an equalities statement that bidding companies need to show they meet as part of their application for funds.

Finally, the city could develop services tailored to the needs of the ethnic/cultural background of its citizens, such as funeral/burial areas, different meals in the schools' canteens or women only sections or times in sports facilities.

Interesting example, in this sense, is Copenhagen, where the Commission for Culture and Leisure has been supporting organisations which, through the Network for Girls and Women Swimming, provide swimming facilities for women only, in a number of city areas. Some 10 volunteer associations organise activities for girls/women alone, such as swimming, dance or gymnastics, on a weekly basis. The Department for Culture and Leisure provides free sports facilities, funding and advice for these associations.

## 5. Business and labour market policies through an intercultural lens

Strasbourg's business and labour market policy indicator is lower (0%) than the city sample's rate for business and labour market policy (42%).

Strasbourg does not have an umbrella organisation having among its objectives the promotion of diversity and anti-discrimination, nor a charter or any other biding document against ethnic discrimination within its own administration and services.

The city city might consider ameliorating its policy by considering the example of Stavanger, where the INN Expats, a branch of the Stavanger Chamber of Commerce, acts as an umbrella organization, offering 80 events a year to expatriates and their families focusing in particular on the support of the spouses, through, for example, CV registration courses, job training programs, driving instructor seminars.

Strasbourg might also wish to encourage 'business districts/incubators' in which different cultures could more easily mix. In the German city of Hamburg, for example, most of the business incubators explicitly pursue intercultural strategies. One project in this field, supported by the European Social Fund, is the IFW-Interkulturelles Frauenwirtschaftszentrum Hamburg. 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.

Other cities also have promoted a local charter against ethnic discrimination in their own administration and services. In the Italian city of Lodi, the Chamber of Commerce embraces the role of an umbrella organisation promoting diversity and non-discrimination in employment.

In the Spanish city of Barcelona legislation authorises local businesses and institutions to sign a charter to acknowledge their commitment to the fundamental principles of equality, respect and inclusion for all people in the workplace and in society, regardless of their background. The charter also stipulates that a workforce from a diverse cultural, demographic and social background will bring benefits to the organisation.

## 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

Strasbourg's cultural and civil life policy goal achievement rate is almost equal (75%) to the city sample's rate (80%).

Interculturalism is used as a criterion when allocating grants to associations and initiatives and the city encourages cultural organisations to deal with diversity and intercultural relations, trough specific grants, cells for projects regarding interculturalism, information notes on diversity provided by the Council of Foreign Residents. Nevertheless, the city does not organise specific events and activities in the fields of arts, culture and sports for encouraging people from different ethnic groups to mix.

Finally, Strasbourg regularly organises public debates and campaigns around the topics of diversity and living together, through the Council of Foreign Residents. For example, in 2013, the city organised the public debate «Construire la cité de la relation: l'enjeu interculturel dans les villes d'aujourd'hui?» (Building the city of relation: the intercultural challenge in today's cities?)

## 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 Strasbourg's public space policy goals is lower than the sample city's: 20% of these goals were achieved, while the sample city rate for public space policy is 64%.

No area in the city seems to be dominated by one ethnic group, but there are areas which are reputed as 'dangerous'.
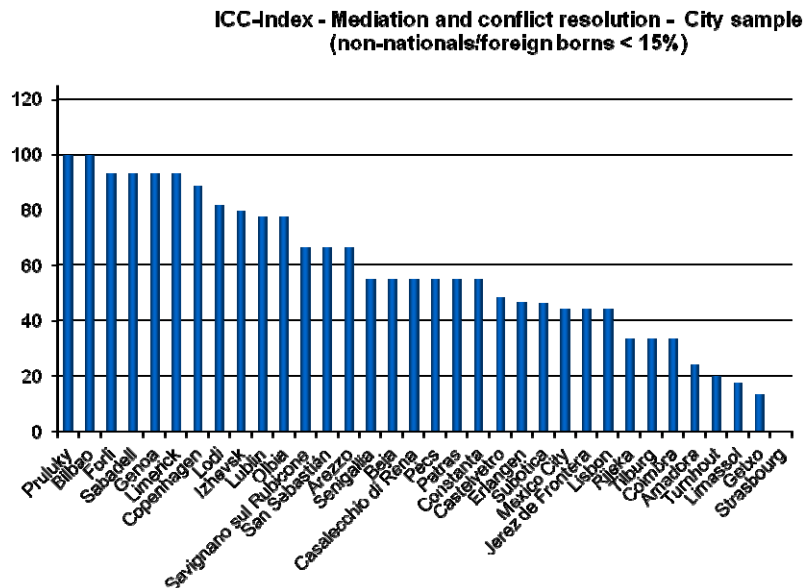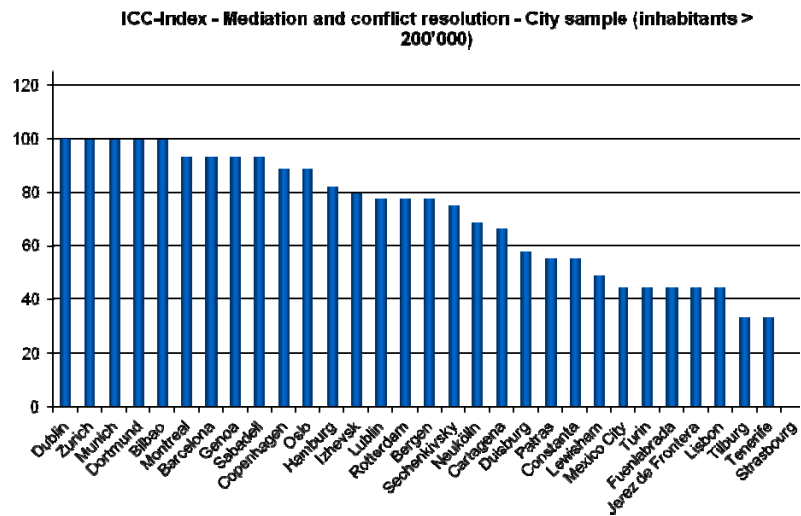
We invite Strasbourg to build upon its existing public space initiatives, for instance by taking into consideration the ethnic/cultural backgrounds of its citizens when designing and managing new public buildings or spaces, as well as providing consultative arenas when reconstructing an area.

An interesting initiative has been implemented by the city of Reggio Emilia, where, in the framework of the pact for the requalification of the railway station's zone, an outreaching action for interviewing and talking with people living and working in the zone has allowed the consultation of more than 180 people.

An other example is provided by the London borough of Lewisham. In Pepys Park young people were invited into the process of designing and making a new playground area. At Ladywell Fields, an area of abandoned meadowland was restored to public use with the involvement of a park user group and the reinstatement of a park warden and a 'Rivers and People Officer'.

Other interesting initiatives could be found in Copenhagen. The Danish capital's government promotes intercultural mixing in public libraries, museums, squares and playgrounds. For instance, some of the city's libraries host events that include reading, discussions on foreign literature, poetry competitions and movie screenings. These events may take place in various minority languages including Turkish, Persian and are in principle open to all citizens regardless of their origin and ethnicity. On this point, some new initiatives were organised by the city in 2012, such as Expat Dinners at local libraries where local foreigners can meet local Danes over a meal. Likewise, the city has taken action to encourage intercultural mixing in sport clubs and vacation camps.

## 8. Mediation and conflict resolution policies

**ICC-Index - Mediation and conflict resolution - City sample (inhabitants > 200'000)**

**ICC-Index - Mediation and conflict resolution - City sample (non-nationals/foreign borns < 15%)**

The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.
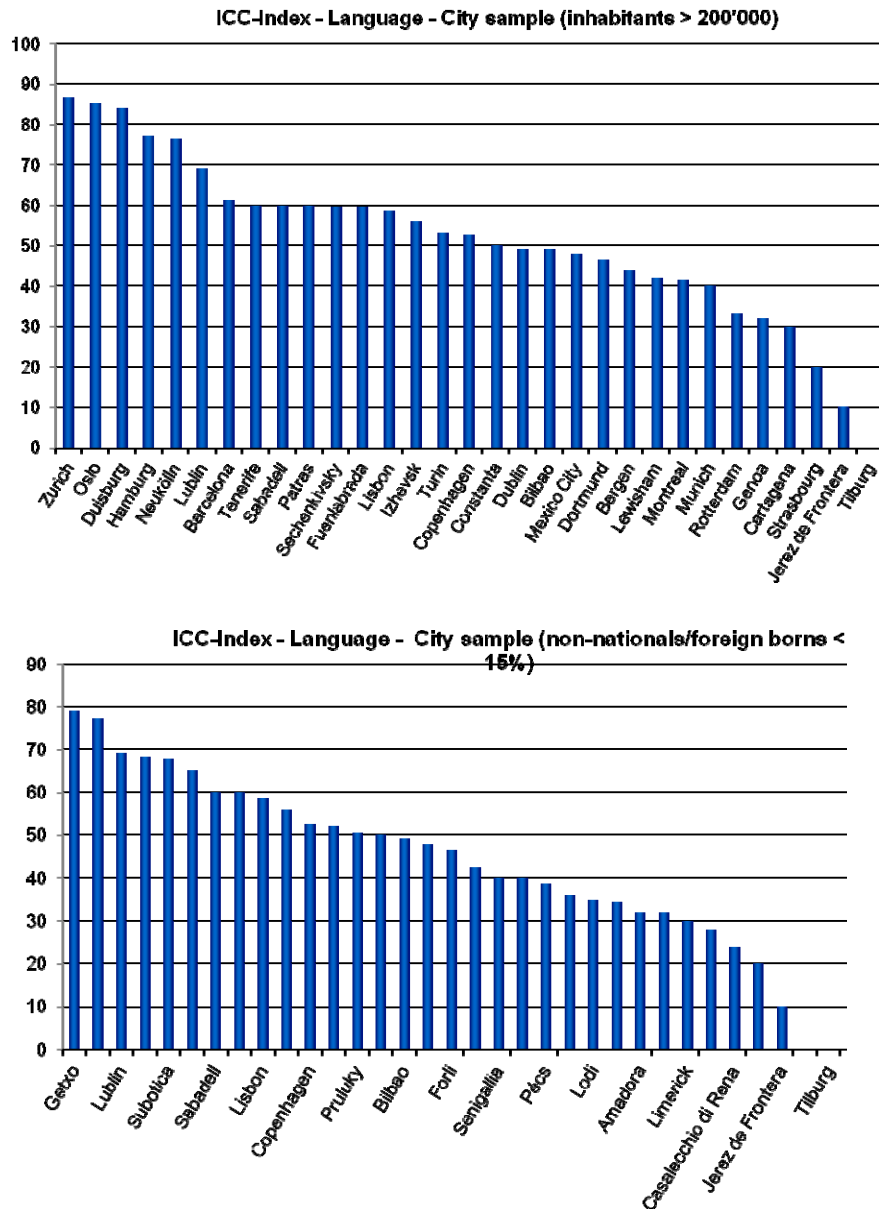
The analysis shows that Strasbourg's mediation and conflict resolution policy achievement rate is 0%, while the city sample's rate is 65%.

The city doesn't provide any mediation services within its public services.

Strasbourg may wish to further explore possible mediation and conflict resolution policies. In Stavanger, for example, intercultural mediators and mentors dedicated to the city services, as well as teaching supervisors dedicated to kindergartens and schools, are deployed.

Also, Dublin has set up an organisation which deals specifically with inter-religious relations: the Intercultural Lantern Centre helps accommodating various faith groups to work and engage to promote harmonious interreligious relations.


## 9. Language[9]



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



ICC-Index - Language - City sample (non-nationals/foreign borns < 15%)

Strasbourg's language policy achievement rate is lower (20%) than the city sample's rate (49%).

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[9] 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)

The city supports projects seeking to give positive image of migrant/minority languages, such as the Iranian Cultural Week and the Festival Strasbourg Méditerranée, the Association Culture et Biliguisme.

Strasbourg might consider strengthening its pluri-lingualism policies by providing specific language training in the official language for specific groups[10] and supporting private/civil sector institutions on providing language training in migrant/minority languages. The municipality also may wish to support financially local minority newspaper/journals or TV/radio programmes in minority languages.
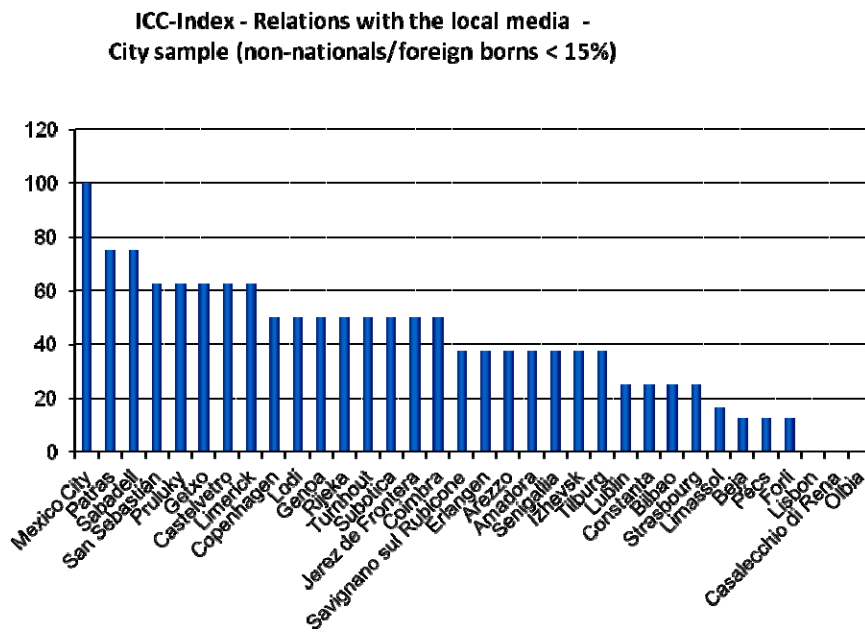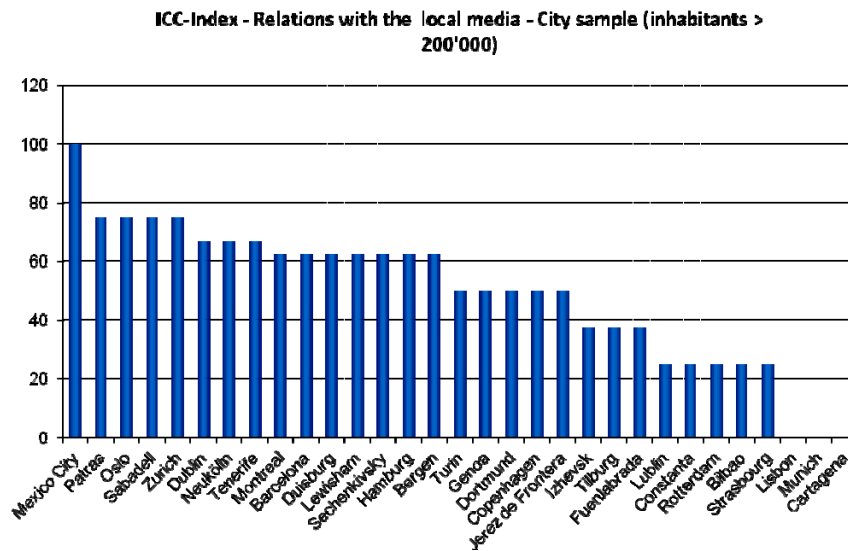
In this field, Strasbourg may wish to consider the example of the city of Hamburg, supporting financially minority journals, newspapers and TV programmes. In 2012, the Ministry of Culture of the city of Hamburg supported a 12-month TV programme for minority groups living in Hamburg called "Zwischenräume".

In Zurich (Switzerland), 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.

In Reggio Emilia (Italy), an initiative is put into practice 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 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.

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[10] The term makes specific reference to women with care obligations, unemployed people, people with lower educational background, etc.

## 10. Media policies

ICC-Index - Relations with the local media - City sample (inhabitants > 200'000)



ICC-Index - Relations with the local media - City sample (non-nationals/foreign borns < 15%)



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 organisations to achieve a climate of public opinion more conducive to intercultural relations.

25% of Strasbourg's media policy goals were achieved while the city sample's attainment rate for these goals is 48%.

Strasbourg may wish to further explore possible media policies, for instance, by monitoring the way in which minorities are portrayed in the local media. The city may notice an initiative launched by the city of Stavanger. This municipality is monitoring every incident where migrants occur in an article or otherwise.

The municipality may also wish to provide advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Oslo City Council (Norway). 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)
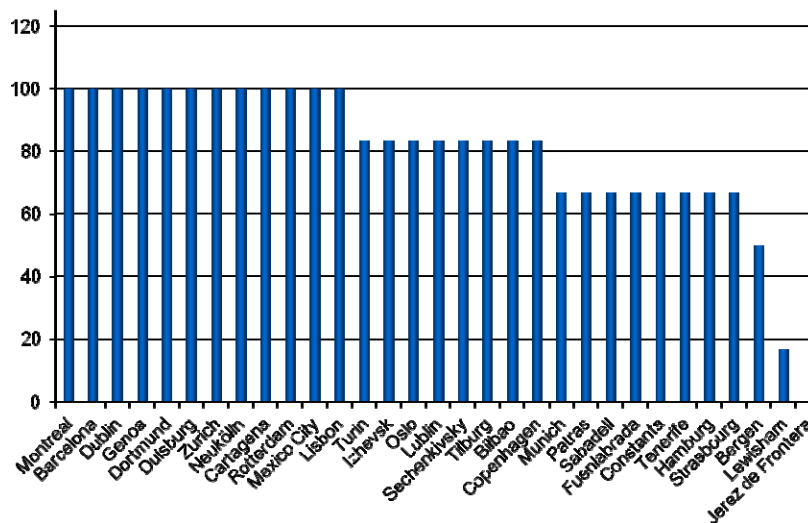


ICC-Index - An open and international outlook - City sample
(non-nationals/foreign borns < 15%)
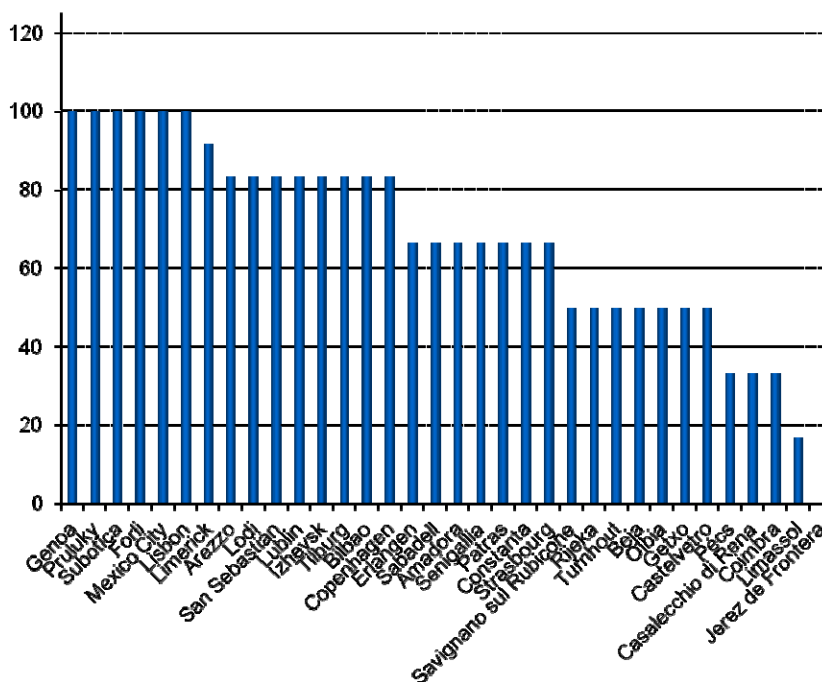
An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.
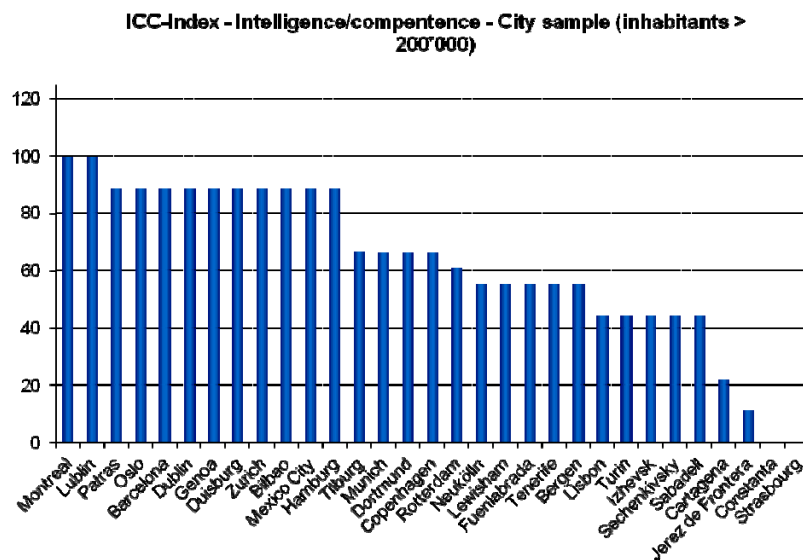
Strasbourg's international outlook policy indicators are slightly lower (67%) than the city sample's (72%).
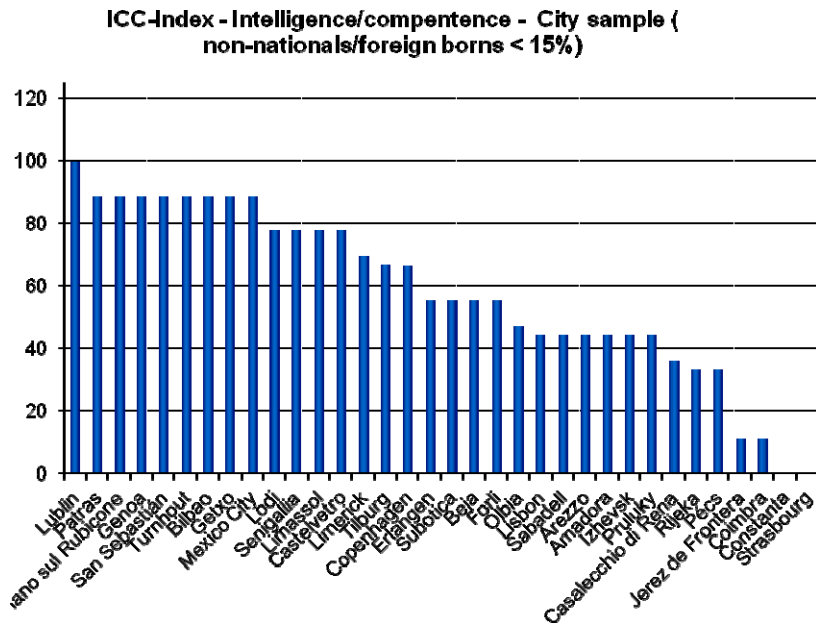
Strasbourg has put into practice an explicit policy to encourage international co-operation, associated with a specific financial provision and an agency specifically responsible for monitoring the development of the international relations of the city. The municipality supports local universities in order to attract foreign students, but is not ensuring that foreign student populations take an active part in the city life.

Strasbourg may wish to further explore possible international outlook policies by encouraging co-development projects with migrant groups' countries of origin.

An interesting example is provided by Santa Maria de Feira. Here, the municipality is planning the launch of an online platform that will link local business owners of all backgrounds with the Portuguese diaspora and with the countries of origin of local immigrants. The launch of this platform is the culmination of a number of initiatives that reach out through business partnerships.


## 12. Intelligence competence policies



ICC-Index - Intelligence/compentence - City sample (inhabitants > 200'000)

ICC-Index - Intelligence/compentence - 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 model of behaviour on all situations.

The attainment rate of Strasbourg's intelligence competence policy goals is lower than the city sample's: 0% of these goals were achieved, while the city sample rate for intelligence competence policy is 63%.

According to the answers provided in the survey, the city does not promote the intercultural competences of its officials and staff through interdisciplinary seminars, information and networks.
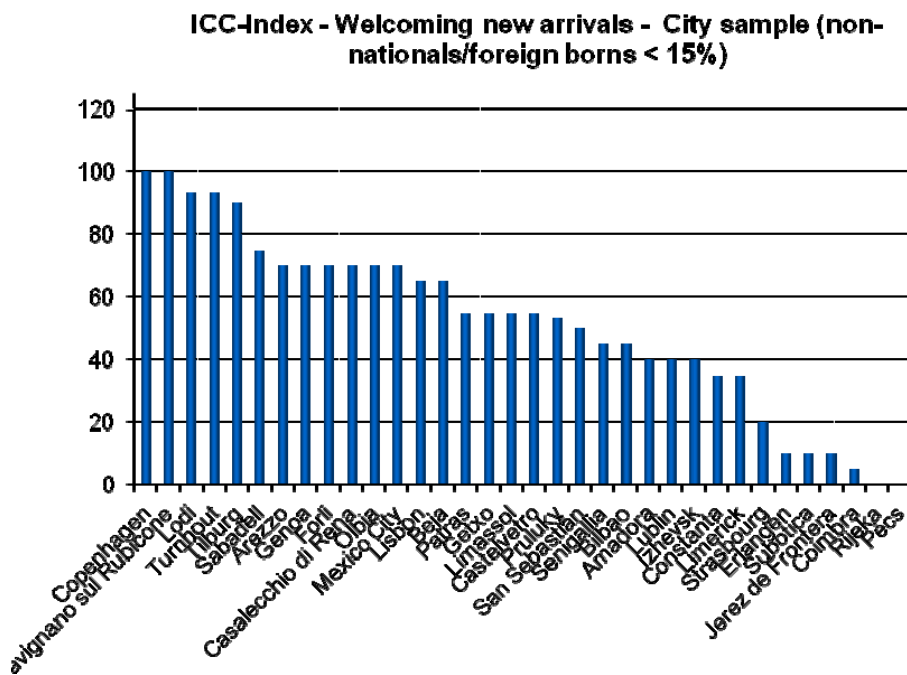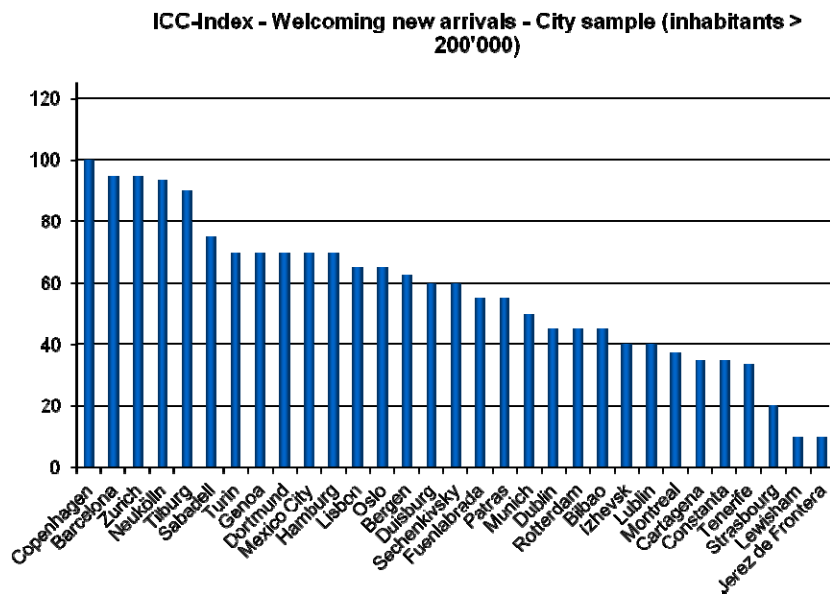
Strasbourg may wish to further explore possible intelligence/competence policies by conducting surveys concerning local inhabitants' perceptions of migrants; as well as promoting intercultural competence amongst staff and officials through interdisciplinary seminars, information networks and training courses. For instance, the city of Lublin (Poland) provides intercultural training for teachers, police officers and non-governmental organisations being in regular contact with refugees, migrants and minority communities.

An other interesting example is provided by the Swedish city of Botkyrka, where the Multicultural Centre has been commissioned by the Municipality and the Council of Europe to make a study of common rumours which are circulating in the municipality and which impede the development towards an intercultural Botkyrka. This study is a step in the anti-rumour work which Botkyrka wishes to develop, following the work against rumours carried out in recent years in Barcelona, Spain.

Similarly, Strasbourg might wish to draw its attention to the city of Subotica for further inspiration. Here, the Local Development Agency set up training courses

for local elected representatives and staff and developed a best practice toolkit called "Local Partnerships for Tolerance - Handbook for local elected and appointed councilors". Five districts have been selected for case studies for different forms of participation and conflict resolution. The most impressive example involves the Roma Educational Centre in the Peščara district which created multi-ethnic teams of residents to tackle the bad state of local roads, which broke down separation and built trust.

## 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 Strasbourg's welcoming policy goals is lower than the city sample's: 20% of these goals were achieved, while the city sample rate is 55%.

Although Strasbourg hasn't implemented a comprehensive city-specific package of information for newly-arrived residents, nor has created a designated agency or office to welcome them, the city provides tailored support for different groups such as family, students, refugees and migrant workers.

Strasbourg might wish to draw its attention to the city of Hamburg. The city has set up the Hamburg Welcome Centre, which provides a service whereby foreign executives, experts, scientists, self-employed individuals and their families can directly manage the legal aspects of immigration.

Similarly, in Copenhagen, the International House Copenhagen provides citizen services in English, a one point entry for all paperwork, networking activities, help with job seeking and much more in order to help newcomers settle in the best possible way into Danish society and labour market. Copenhagen published a comprehensive package of information to aid newly-arrived foreign residents. At CPH International Service (part of International House Copenhagen), newly arrived citizens will find all the authorities that they typically need to contact, as well as private actors ready to help them settle in the best possible way.

Strasbourg may wish to further explore possible welcoming policies by organising a special public ceremony to greet newcomers in the city. In that sense, it could be interesting to draw attention to the city of Neuchatel: here, a meeting of the Council is held every 6 months to greet all the new arrivals. This is not only an occasion to be welcome but also to obtain information about the administration, life and population of the city.

Similarly, the municipality of Tilburg, throws an annual greeting party for all new residents. In some neighbourhoods and blocks of flats special guides welcome the newcomers and inform them of everyday issues (medical assistance, police, town hall, public transport, etc.), customs and traditions of the Tilburg residents.

Finally, in Copenhagen twice a year a Welcome Reception and Copenhagen Expat Fair is held at the City Hall by city officials. All international residents, including students and newcomers, can participate in the reception.

## 14. Governance of diversity

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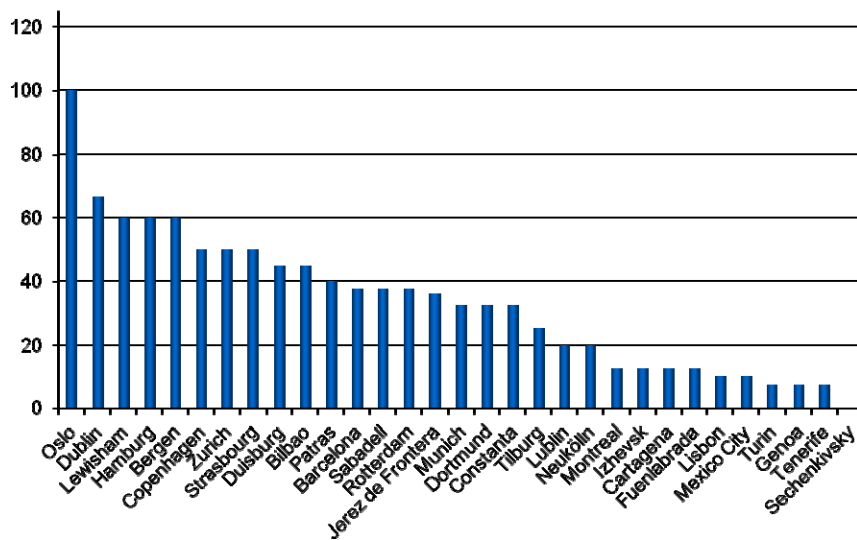


ICC-Index - Governance - City sample (non-nationals/foreign borns < 15%)
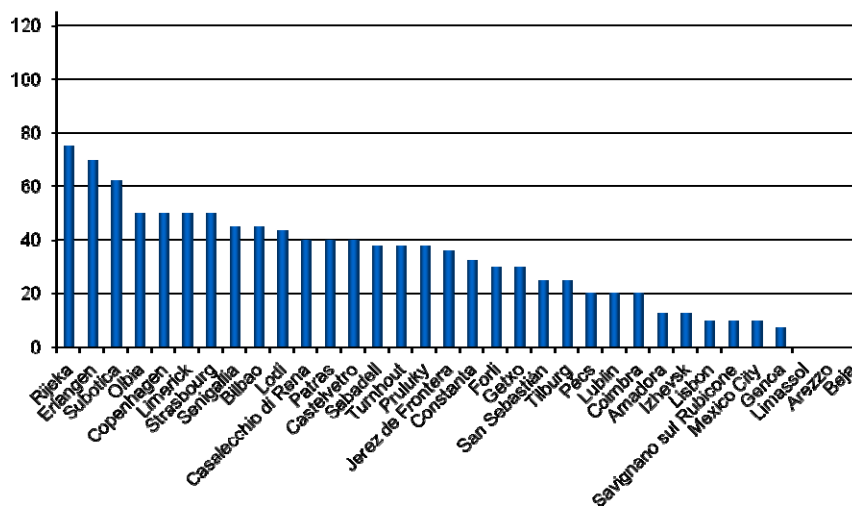


Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and citizen participation in decision-making.

The attainment rate of Strasbourg in this field is higher than the city sample's: 50% of Strasbourg governance policy goals were achieved while the city sample's attainment rate for these goals is 34%.

The ethnic background of elected politicians partially reflects the composition of the city population. Newcomers are eligible to vote in local election only after having obtained the citizenship.

Furthermore the city has created a political body to represent all ethnic minorities living in the city and initiatives for encouraging migrants to engage in political life are regularly deployed.

The local government may wish to further explore possible governance policies by establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

One interesting way of bringing the views of people of diverse social and cultural backgrounds is found in Botkyrka, Sweden, where short interviews of random citizens are recorded prior to, and in direct relation to certain  points to be discussed by the city council, and shown to the councillors before their discussion.

## 15. Non-discrimination

The analysis shows that Strasbourg's non-discrimination policy achievement rate is 100%, the highest possible, while the city sample's rate is 77%.

The city regularly monitors the extent and the character of discrimination, has implemented a service for advising and supporting the victims of ethnic discrimination and regularly organizes campaign such as the annual "week for fighting discrimination".

## 16. Conclusions

The results of the current ICC Index suggest that in Strasbourg there is still ample room for improvement in the intercultural policies. The municipality could identify useful insights and examples from other cities in the field of commitment, public spaces, language, media and welcoming. Special attention should be paid to public services, business life, mediation policies and intelligence/competence practices.

On the other hand, Strasbourg's achievements in the area of governance and non-discrimination are higher than the city sample.

In view of the above, we invite Strasbourg to strengthen in most of the policy areas and improve in the policy areas detailed below.

## 17. Recommendations

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

➢ **Commitment**: Strasbourg might consider ameliorating its intercultural commitment by adopting a public statement about being an intercultural city, by implementing an intercultural action plan, as well as by assessing the possibility of having a dedicated body/cross-deparmental coordination structure to lead the implementation of the intercultural strategy. The city may also implement an evaluation process.

- ➢ **Education**: Strasbourg 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 actions to involve parents from minority backgrounds in the school life of children.

- ➢ **Neighbourhood**: Strasbourg may wish to enforce a city's policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration.

- ➢ **Public services**: Strasbourg may wish to lay down a specific recruitment strategy to ensure that the ethnic background of public employees mirrors that of the city's inhabitants, and to encourage intercultural mixing in the private sector labour market. The municipality may also wish to deploy services which are tailored to the needs of the ethnic/cultural background of its citizens.

- ➢ **Business and labour market**: Strasbourg may wish to ameliorate its policies in this field by creating an organisation to promote diversity and non-discrimination in employment and to encourage 'business districts/incubators'. It may be also interesting to establish a local charter against ethnic discrimination in its own administration and services, as well as taking action to incite minority-owned businesses to enter the mainstream economy and higher value-added sectors.

- ➢ **Cultural and civil life**: Strasbourg may wish to ameliorate its cultural and civil life policies, for example, by organizing events and activities in the fields of arts, culture and sports for encouraging people from different ethnic groups to mix.

- ➢ **Public space**: Strasbourg may wish to take into account the population diversity and involve citizens from different ethnic/cultural background in the design and management of new public buildings or spaces, as well as when dealing with the reconstruction of areas. The city might also encourage intercultural mixing in public libraries, museums, playgrounds, etc.

- ➢ **Mediation and conflict resolution**: Strasbourg may wish to ameliorate its intercultural mediation policies by establishing a dedicated municipal service dealing exclusively with intercultural issues and providing intercultural mediation in specialized institutions such as hospitals, police, youth clubs, mediation centres and retirement homes. It may also wish to initiate an organisation dealing specifically with inter-religious relations.

- ➢ **Language**: Strasbourg 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 in providing language training in migrant/minority languages. Strasbourg may also find it interesting to provide specific language training in French for specific groups; to introduce the learning of minority languages to the regular school

curriculum; to introduce awareness measures aiming to give a positive image of migrant/minority languages and to provide financial assistance to minority press, radio and TV programmes, including in languages other than French.

➢ **Media**: Strasbourg may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds and by instructing the city's information service to promote harmonious intercultural relations. Strasbourg may also wish to introduce monitoring mechanisms to examine how media portray minorities.

➢ **International outlook**: Strasbourg may wish to ameliorate its international outlook policies by encouraging co-development projects with migrant groups' countries of origin and by involving the foreign students in the life of the city.

➢ **Intelligence and competence**: Strasbourg may wish to further explore promoting the intercultural competences of the city's officials and staff through training courses; and carrying out surveys including questions about the perception of migrants and minorities, as well as mainstreaming the findings and information about interculturalism and diversity to inform the process of policy formulation.

➢ **Welcoming**: Strasbourg may wish ameliorate its welcoming policies by creating a comprehensive package of information to aid newly-arrived foreign residents; and by designating an agency to act as a first contact and welcoming point with the new-comers. The municipality may also wish to have a special public ceremony to greet newly arrived persons in the presence of the local government's officials.

➢ **Governance**: Strasbourg may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration and by establishing a standard for the representation of migrant minorities in mandatory bodies supervising schools and public services.

Strasbourg 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 database[11].

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[11] http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp