



Copenhagen: Results of the Intercultural Cities Index

Date: September 2014

A comparison between 63 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 63 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 Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forli (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Izhevsk (*Udmart Republic, Russia*), Haifa (*Israel*), Hamburg (*Germany*), Jerez de la Frontera³ (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), 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*), San Sebastián (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone⁴ (*Italy*), Valletta (*Malta*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 31 have more than 200,000 inhabitants and 34 have fewer than 15% of foreign-born residents.

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.

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

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).

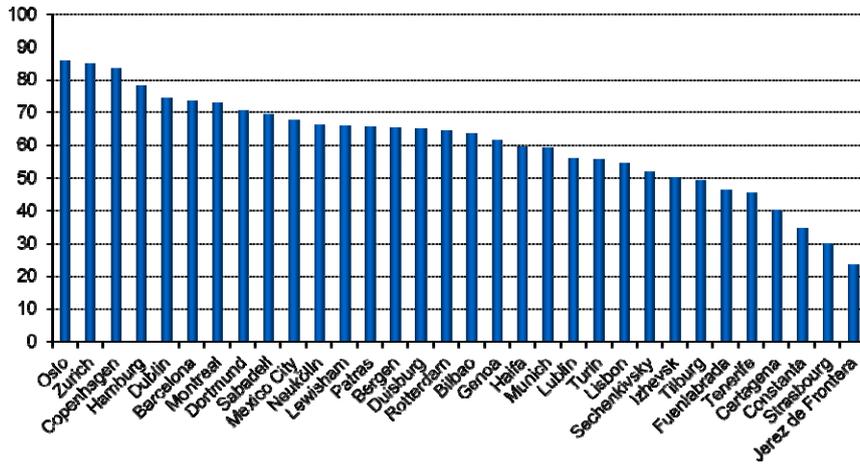
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of 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.

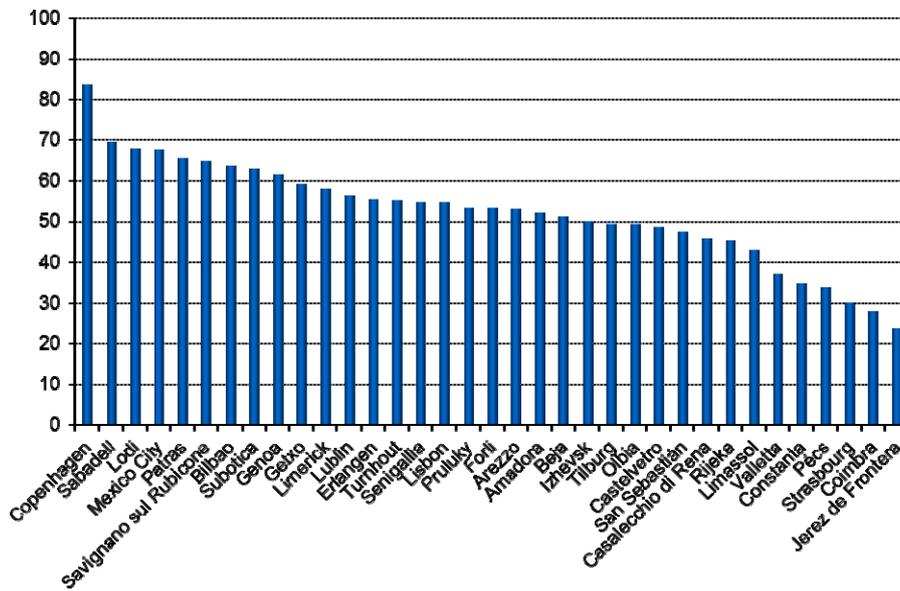
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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, Copenhagen has been positioned 4th among the 63 cities in the sample, with an aggregate intercultural city index of 84%, between the Swiss city of Zurich (85%) and the city of Stavanger in Norway (83%). Copenhagen has been ranked 3rd among cities with more than 200,000 inhabitants and 1st 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%)



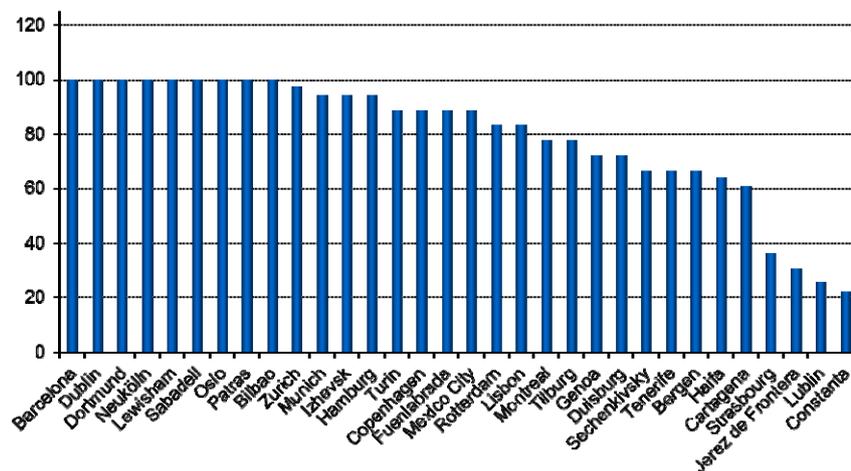
Copenhagen – An overview

Copenhagen is the capital city of Denmark with a population of 572.452 inhabitants.

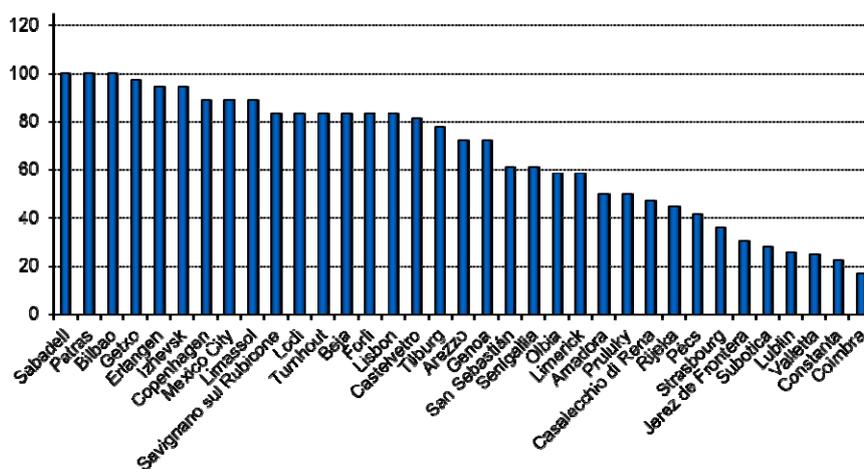
The most important ethnic group – people of Danish origin - makes up 77% of the city's inhabitants. In 2014 non-nationals accounted for 14.8% of Copenhagen's total inhabitants, which represents a rise of 0.5% compared to the data of October 2013. The largest minority groups, originated from Pakistan, Turkey and Iraq, represent respectively 1.6%, 1.3% and 1.2% of the city's population. Foreign-born nationals and second-generation migrants make up respectively 4.4 % and 5.6% of the city's population.

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 Copenhagen's commitment policy goals is 89%, which is higher than the aggregate city sample's rate⁵ of 63 cities in this policy area (75%) and the same as Copenhagen's achievement rate in 2013 and 2012.

The results of the ICC Index assessment showed that Copenhagen had adopted a number of initiatives demonstrating its commitment to the intercultural approach. Thus, the city government had designed an intercultural strategy, ***Engage in Copenhagen: citizenship + inclusion***, and developed an action plan to put it in practice. It had allocated a budget for the implementation of its intercultural strategy and action plan. The City Council has an evaluation process for its intercultural strategy: the Inclusion Barometer, a set of 16 indicators, updated every year. All the political committees make a yearly status report about the indicators they are responsible of, as well as the progress in the implementation of the action plan. These reports are then gathered into a common status report, presented at the City Council. The city has also launched an official webpage for diversity and interculturality⁶.

Following the recommendations of the first Index assessment in 2011, Copenhagen formally adopted a public statement as an intercultural city by launching its Diversity Charter in May 2011. Nowadays the city's official speeches and communications make clear reference to its intercultural commitment.

Copenhagen had also established a dedicated cross-departmental co-ordination structure responsible for its intercultural strategy and action plan at both administrative and senior management levels. The responsibility for coordinating the cross-sectoral inclusion effort and policy lie within the Employment and Integration Committee (political body) headed by the Employment and Integration Mayor and hereunder the Employment and Integration Administration (administrative body).

We further invite Copenhagen to consider building up upon the city's existing commitment policy by acknowledging local citizens who have made an exceptional contribution to encourage interculturalism in the local community. In this sense the city could extend its acknowledgement of voluntary and community work to a larger scope of intercultural activities. The city of Bern (Switzerland) provides an interesting example of this, as it launched an annual integration prize in 2003 to award the individual who achieves the most in cultural integration each year. Another similar practice has been introduced by the London borough of Lewisham (the UK). Its "Love Lewisham" Award celebrates a person who has made a

⁵ The term "city sample" refers to the weighted average of the 43 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

⁶ <http://www.blanddigibyen.dk/>

difference to improving green spaces, reducing waste and contributing to the care and upkeep of the local neighbourhood, resulting in notable environmental benefits. Finally, the city of Stavanger 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.

2. Education⁷ 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 in 2014 as in 2013, 2012 and 2011 Copenhagen's education policy achievement rate (80%) is higher than the city sample's rate (65%).

As in 2011, 2012 and 2013, in some schools almost all pupils do come from the same ethnic background. Most schools involve parents from migrant/minority backgrounds in daily school life. For example, in Nørre Fælled Skole, invites the parents for a cup of coffee and a talk with teachers and other parents, every week. Similar initiatives are organized by other schools.

Since 2007 the city has put into practice an initiative to increase ethnic/cultural mixing in the city's schools: schools with an immigrants majority are trying to reach out to ethnically Danish parents to have them enlist their child, schools with a Danish majority, on the other hand, are trying to attract immigrant parents, by for instance guaranteeing an integration worker, or a translator of an ethnicity other than Danish to be employed at the school.

Finally, schools in Copenhagen carry out intercultural projects such as theatre about cultural and religious differences, intercultural education projects or International Mother Language Day.

Yet again, Copenhagen is advised to 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. In this respect the City Council might consider adapting its policies, inspiring by the example of the Serbian city of Subotica, where the Roma Education Centre pushed for the training of Roma teachers and non-teaching assistants and their employment in local schools and kindergartens.

Another interesting example is offered by the city of Stavanger where, even if permanent teaching staff in public schools does not reflect the ethnic composition of

⁷ 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).

the population, the City has hired a broad team of mobile teachers with multilingual competence that provide mother-tongue tuition and dual-language subject training. As of 1 March 2013 there were 58 teachers providing tuition to 752 pupils in 31 languages. Furthermore, a sponsorship scheme administered by the National Centre for Intercultural Learning allows Stavanger to stimulate minority language teachers to gain further education so as to qualify for a permanent position in Norwegian schools. The goal is to employ more multilingual teachers in the regular schools and thus have a teaching community who is ethnically more in step with the pupils. Since 2010, eight teachers have been sponsored by the scheme and three are currently on a further education pathway.

3. **Neighbourhood policies through an intercultural lens**⁸

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.

Copenhagen’s neighbourhood policy indicator in 2014 attains the rate of 95%, as in 2013.

There is no neighborhood in Copenhagen where people from minority ethnic groups are in the majority. Copenhagen encourages interaction between diverse neighbourhoods and has put in place policies to ensure this (Metropolis for People, Engage in the City and Policy for Exposed Urban Areas). An agreement between the City and relevant housing organisations exists since 2007. It is evaluated and renewed regularly. The agreement is not based on ethnicity as such, but aims to prevent the concentration of large-scale social problems and residents outside the labour market, among which ethnic minorities are overrepresented. The city has put into practice a policy to prevent ethnic concentration. In 2007 the city signed an agreement with the city’s housing associations to this end.

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.

⁸ 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 average.

The analysis shows that Copenhagen's public services policy achievement rate (75%) is greatly higher than the city sample's rate (45%). Compared to 2013, the city has not increase its rate, but this result is 15% higher than in was in 2012.

As it follows from the assessment made in 2011, 2012 and 2013, the City Council put into practice several intercultural public service initiatives. Non-nationals can seek employment in the local public administration. This applies both to EU and non-EU citizens with a work permit.

Two initiatives within Copenhagen's Engage in the City Programme (Engage in the City Board and Engage in the Work Life Network) promote intercultural mixing in the private sector labour market.

Copenhagen provides all of the services listed in the ICC 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.

It is noteworthy that Copenhagen's Inclusion Policy 2011-2014 has set the target that city employees at all the levels should reflect the general population. In order to focus on how to increase especially the representation of leaders with an ethnic minority background, a pilot project was launched in autumn 2012. The aim is to encourage employees with an ethnic background to set down an action plan for their career and competency development. 28 employees participated in the pilot project. At the end of the year an evaluation will show how many of the participants have moved on or on their way to other positions (in more senior levels).

In the same spirit, Copenhagen may also wish to foster intercultural training among its public-service employees across all seniority levels. We invite the city to consider interesting practices implemented in the Dutch city of Tilburg and the German cities of Neukölln and Berlin.

In Tilburg, all civil servants who have direct contacts with their clients receive intercultural training and those who work in the city's social affairs department receive diversity training. This is also standard procedure for any new employee. Likewise, after a public campaign promoting culturally sensitive care in Neukölln, the City Council for Social Affairs and Housing launched cooperation with the migration service of Caritas (a social welfare institution of the Catholic Church in Germany). Within this framework the Caritas staff working with senior citizens from different cultural backgrounds was familiarised with culture-sensitive services through workshops and information sessions. In Berlin, the Intercultural Opening Strategy⁹ was designed to adapt the administration to work with a diverse customer's base. Workshops are organized for all employees, with a particular focus on service managers. The process started at the Senate's Foreign office in 2004 and

⁹ Example from the Integrating cities DIVE: "Cities accommodating Diversity: Find Recommendations from the peer review project "Diversity and Equality in European Cities".

has been extended to other parts of the administration, such as job centres in areas with a high proportion of residents from migrant backgrounds.

5. Business and labour market policies through an intercultural lens

Copenhagen's business and labour market policy indicators in 2014 reached 100%, increasing from the 80% scored in 2011, 2012 and in 2013 while the city sample's rate for business and labour market policy is 42%.

Already in 2011 Copenhagen reported that there was a business umbrella organisation, the Foreningen Nydansker, promoting diversity and non discrimination in the workplace. The city had also signed a charter to outlaw discrimination in employment: The City Ombudsmand has a mandate for what is called "discrimination supervision". This means that the City Council has asked the Ombudsmand to guarantee that the City does not discriminate citizens or employees.

The city encouraged ethnic/cultural minorities businesses to move beyond localised economies and enter the mainstream and higher value-added sectors. On this latter point, an interesting practice was implemented in Copenhagen after the first assessment. The city's Business Center now offers courses on entrepreneurship and business development to people from non-Danish background. These courses mainly focus on starting up a business in Denmark and using cultural/international competencies to launch a business with a global mindset, such as exports, services for Danish and transnational companies, etc.

Beyond that, since 2006 Copenhagen has prioritised companies implementing a diversity strategy in their procurement of goods and services, namely by including hard or soft clauses in the procurement contracts. Hard clauses require that the supplier recruit a certain number of unemployed, trainees or people in "supported employment". Soft clauses require that the supplier weave diversity management practices into his/her human resources. By the end of 2009, 420 contracts with social, majorly soft clauses were signed. In September 2010 it was decided to use hard social clauses, in particular, with regard to trainee employment. By December 2011, 15 contracts with hard social clauses were signed with 55 full-time trainee positions. By May 2013, 63 contracts with hard social clauses had been signed with 183 full time trainee positions. This is a remarkable increase.

Moreover, Copenhagen has developed an incubator project for young entrepreneurs in vulnerable neighbours, courses and counselling for entrepreneurs, as well as start-up camps. The city has also an agreement with Beijing, as well as two Memorandum of Understanding on Urban Planning and Tourism. Finally a cooperation with the Kopenhagen Fur, a leading international fur trade firm based in the city, is implemented, aiming to create an incubator environment for fashion designers with a view to attracting Chinese fashion makers and helping them into the Danish labour market.

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.

The rate of achievement of Copenhagen's cultural and civil life policy in 2014 as in 2013 (100%) clearly overweighs the city sample's rate (79%) and is the best possible result. The current city's achievement rate is 15 per cent higher than in 2012 and 25% higher than in 2011. This is a highly desirable development.

Already in 2011 Copenhagen reported that it had implemented a number of policies in cultural and civil life, such as using interculturalism as a criterion when allocating grants to associations or regularly organising public debates in libraries, museums, playgrounds and squares as well as campaigns around the topics of diversity and living together.

In 2012 and 2013, in line with our recommendations, Copenhagen enhanced its cultural and civil life policy by regularly organising events that contribute to intercultural exchange in the fields of arts, culture and sports, and encouraging cultural organisations to deal with diversity and intercultural relations in their productions. The city organizes, for example, the diversity festival Taste the World with food and culture from around the world and participation from a large number of minority organizations. Moreover, there is a Street Football Competition with teams representing different countries in the world. Another example is the Integrated Urban Regeneration Projects ("områdefornyelser") that organizes local activities in the neighbourhoods aimed at creating relations across ethnic, cultural and social differences.

Local initiatives, especially in the social housing areas, are organized for debating and campaign on the subject of cultural diversity. Furthermore inter-faith campaigns, promotion of the Diversity Charter, campaigns against hate crimes and discrimination, are organized in the framework of Engage In Copenhagen.

The number of grants allocated on the criterion of interculturalism is 5%¹⁰. We invite Copenhagen to continue to build upon the city's existing cultural and civil life policies, namely, by further increasing the ratio of interculturalism-based grants. The city may wish to consider the following examples. In Rubicone (Italy) and Barcelona (Spain), 15% of yearly allocated grants are interculturalism-based, where as in Geneva (Switzerland) such grants amount to 60%. In 2008 the municipality of Lublin (Poland) funded 20 out of 150 projects run by minority associations. Many other projects financed by the municipality reflect

¹⁰ The rate is very difficult to estimate – both to separate grants based on the intercultural criterion and to find the total budget for grants for the city. Our best bid is therefore 5-10 %. We have only included projects where interculturalism is a decisive criterion. If we should include all grants given to minority organisations or grants given to projects that reflect interculturalism the rate would be higher.

interculturalism. What is more, in 2011 alone the Office for New Citizenship in Sabadell (Spain) allocated all available funds, i.e. € 272,500, basing on the criterion of interculturalism. In the same spirit, the London borough of Lewisham supports exclusively intercultural projects.

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 Copenhagen's public space policy goals has reached 100% in 2014, considerably higher than the sample city's (63%). For the previous here the result has been 90%.

According to the answer given in the survey, there are no areas in the city which have a reputation of being "dangerous". However, there are areas in the city which are more in need of efforts aimed at increasing safety than others, as measured in The Copenhagen Safety Index. It is noteworthy that the yearly survey has shown a marked improvement from 2009 to 2013, reducing the number of districts in need of a strong or increased crime preventive effort from 14 to 5.

Moreover, despite negative press coverage of such areas as Tingbjerg and Nørrebro, none of the city areas is dominated by one ethnic group and makes other inhabitants feel unwelcome.

The results of the Index assessment show that Copenhagen has implemented several public spaces policy instruments. For instance, when reconstructing an area, Copenhagen's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants, for example through Områdefornyelsesprojekter (the Integrated Urban Recognition Project). In addition, in the design and management of some new public buildings and spaces, the City Council takes into account ethnic and cultural backgrounds of citizens. Thus, as part of city renewal projects great care is taken to involve the local population in all its composition. For example, the Superkilen Square in Nørrebro amassed inventory from all over the world and the Valby Park brought together a set of thematic gardens, one of which dedicated to the Middle East.

Moreover, Copenhagen'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.

Yet, the city authorities may further explore possible public space policies by taking into account ethnic/cultural backgrounds of citizens more frequently when designing and managing new buildings and spaces.

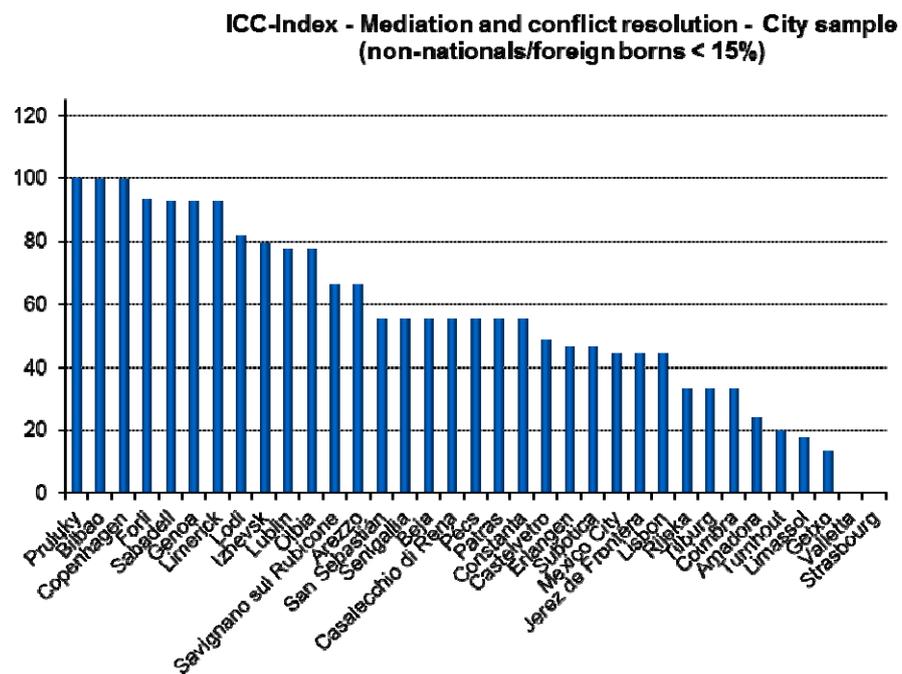
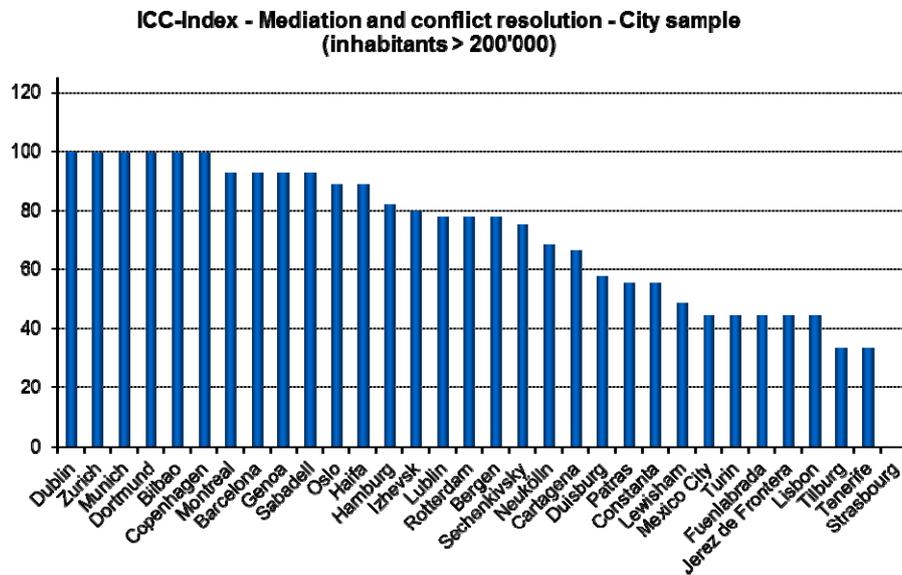
On this account, the Dutch city of Tilburg conducted a number of interesting initiatives, including the provision of premises to encourage intercultural encounters. Thus, Tilburg's House of the World is a unique experimental platform for people from diverse backgrounds willing to do their best for a tolerant world. It hosts debates, educational activities, exhibitions, movies, etc. Refugees service its restaurant. Another example is Tilburg's Round Table House, an interreligious centre in Tilburg-North where people from different religions can organise meetings. In addition, following the advice of artist Karin Bruers, 1,000 'art' benches, also known as 'social sofas' were placed in Tilburg. These benches encourage residents to sit down and talk to each other. People in a neighbourhood can apply for a social sofa.

Beyond that, the Italian city of Campi Bisenzio tries to support different religious communities, both by providing local public spaces and contributing to managerial expenses. For example, the city is helping the Islamic Cultural Centre to construct a new building where its activities would take place.

Another useful example comes from the Portuguese city of Amadora. After 284 fires broke out in the Casal do Silvia neighbourhood, Amadora designed new playgrounds, recreational, educational and socio-cultural facilities, whilst taking into consideration the ethnic/cultural backgrounds of its inhabitants.

Lastly, Copenhagen's attention is drawn to an interesting initiative undertaken by the Austrian city of Vienna. Its Ottakring neighbourhood groups together over 50 nationalities, including Pakistanis, Turks, Maghrebians and Egyptians, who make up 36% of the total neighbourhood population of 8,000. During the late 1990's the once popular historic market of Brunnengasse faced a chronic decrease in visitors. Most of the bordering ground floor premises also became vacant and were used for storage or occupied by industries with no relation to the market, such as betting shops. In response, the Vienna Chamber of Commerce and City Council decided to allocate all empty shops to artists rent free. Dozens of artists blended into the life of the neighbourhood and ran numerous projects in association with local shopkeepers and residents, ranging from providing services (sign painting, etc.) to innovative and unusual projects.

8. Mediation and conflict resolution policies



The analysis shows that Copenhagen's mediation and conflict resolution policy achievement rate has reached 100% in 2014, being already significantly higher than the city sample's rate (65%) in the previous years (89%).

As in 2012, the city pursues its mediation services in places such as hospitals, neighbourhoods and in the streets, as well as in the city administration for general purposes.

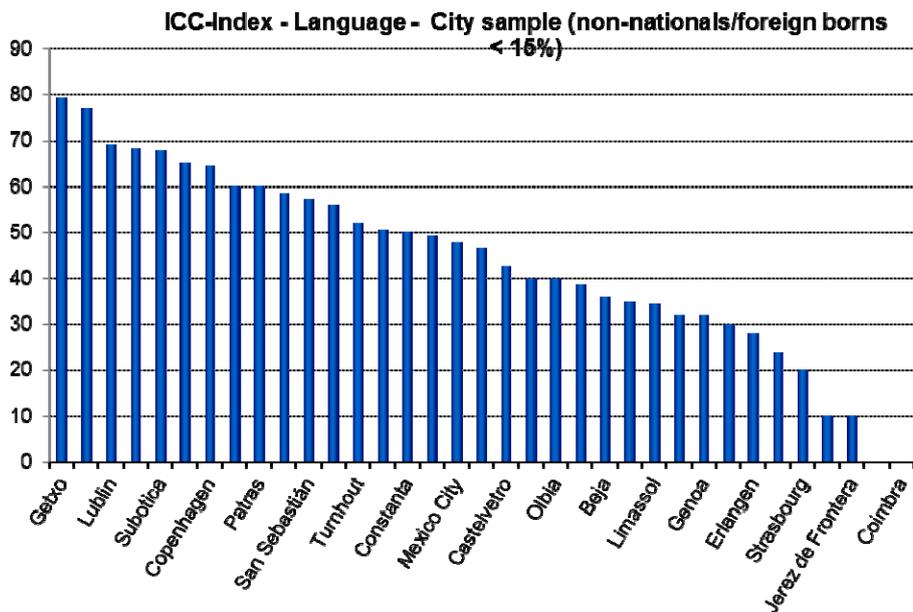
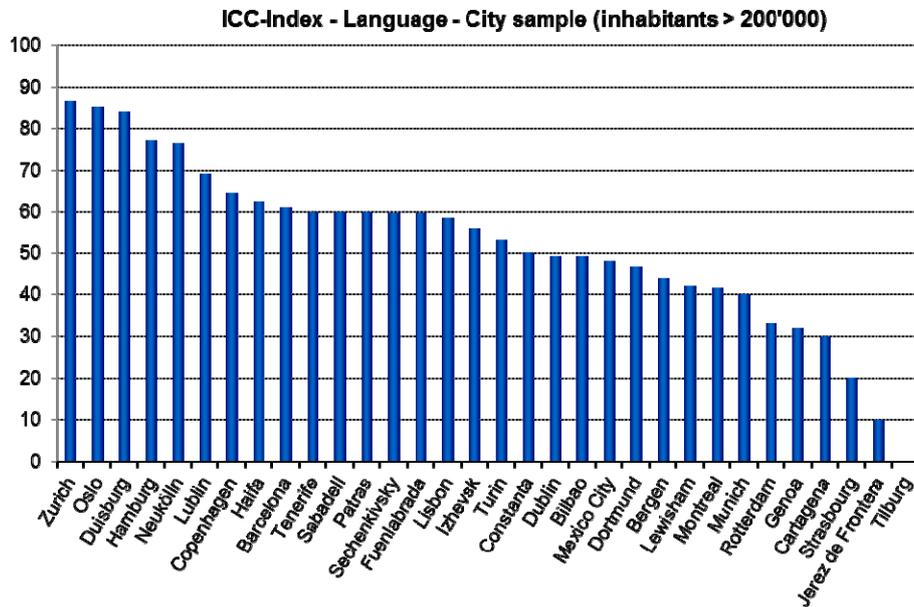
It is highly commendable that a board of religious actors who advise the city on inter-religious issues and can partner with the city in initiatives and campaigns on inter-religious topics has been established. Besides, the Commission for Children and Youth supports the civil society institution, Din Tro Min Tro, dealing specifically with inter-religious relations. This organisation offers panels in schools, which are composed of a Jew, a Christian and a Muslim, talking about interreligious tolerance.

Moreover, the municipality has for the last couple of years had a specialist municipal mediation service for intercultural issues (the Ethnic Consultancy Team within the Social Commission, majoring in mediation related to ethnic conflicts), a generalist municipal mediation service including intercultural staff (the Dialogkonsulenter) and a so-called VINK service (Knowledge Inclusion Copenhagen) aiming to facilitate dialogue and knowledge building counseling and group or individual encounters with staff on issues such as resistance identities, conflict resolution, prevention of extremism, etc.

The Din Betjent (Your Police Officer) is also a service provided to the citizens: local police officers engaged in dialogue in order to bridge understanding between police and citizens.

Finally the city is supporting the Danish Refugee Council and the Center for Conflict Mediation, that provide a wide range of mediation services aimed at intercultural communication and conflict.

9. Language¹¹



Copenhagen's language policy achievement rate in 2014(65%) is higher both of the previous score (53%) and the city sample's rate of 49%.

As in 2012 and 2013, the city provides specific language training in Danish for hard-to-reach groups¹² and learning migrant/minority languages as a mother

¹¹ 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)

¹² The term makes specific reference to non-working mothers, the unemployed, as well as retired people

tongue course for migrant/minority kids only. The municipality also offers Danish as a second language as part of the regular curriculum at local schools. Night schools are supported and in turn they provide access to minority language classes as an option open to everyone at a reasonable price.

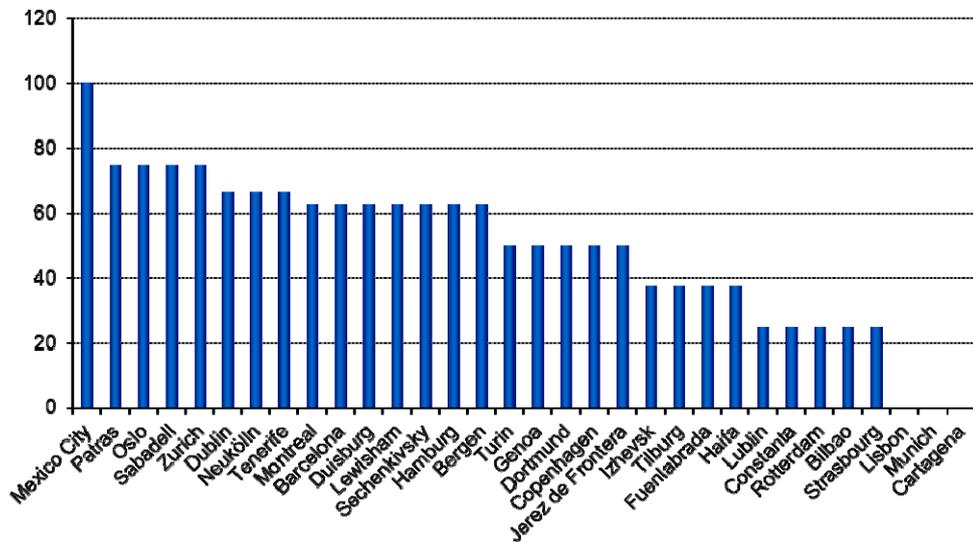
Beyond this, the city occasionally supports projects promoting positive image of migrant/minority languages. An example of such an initiative is the Turkish Film Festival featuring a number of Turkish films over several days. It is believed that the festival contributes to create better understanding of and insight in the Turkish culture.

It is also positive that the city supports a Multi Media Workshop in Livsbanen where ethnic minority youth can for example work on movies, web-tv, web-news, or mix music. The city might wish to deepen its engagement in the media sector by supporting financially minority newspapers and journals as well as minority radio programmes as, for example, the intercultural city Getxo in Spain does.

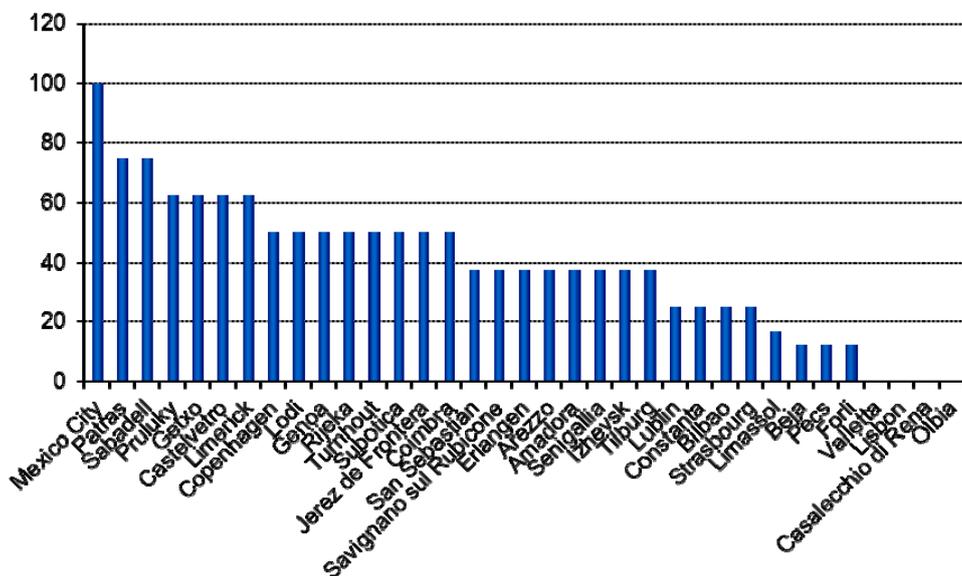
Copenhagen may wish to support private/civil sector institutions which provide language training in migrant/minority languages. On this point, the city's attention is drawn to Campi Bisenzio (Italy), which encourages private and civil sector institutions offering a broad range of language training for diverse target groups, including the hard-to-reach population. These institutions also provide language programs (Chinese or Arabic) for migrants, helping them learn and improve their mother tongue. Similarly, Neuchâtel (Switzerland) supports an intercultural library run by volunteers. The idea is that the provision of books in a range of languages – both to individual users and through schools – helps migrant children learn French. At the same time, reading books in their native language reinforces children's interest in reading and learning altogether and encourages the acquisition of the native language. Furthermore, the Ukrainian city of Melitopol supports cultural associations of ethnic communities which provide, inter alia, language courses open to everyone – including people from other ethnic and linguistic backgrounds – and many such people attend the courses.

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 cooperate with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

In 2014, as well as in 2013 and 2012, 50% of Copenhagen's media policy goals were achieved while the city sample's attainment rate for these goals is 45%.

First and foremost, Copenhagen pursues the promotion of positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns. A specific media strategy is created for each specific event celebrating diversity (e.g. International Day, Blender and Eis).

Already in the 2012 Index report, the city stated that it had started a three year campaign, *We Copenhagener*, among others, with the aim of acknowledging and celebrating diversity. A part of this campaign has been directed towards the media and there has been substantial press coverage. In addition, prominent spokespersons from Jewish and Muslim communities as well as the city's mayor speak out against hate crimes and promote peaceful inter-religious relations. These events are well covered in the national and local press.

Moreover, in 2011 the city of Copenhagen launched a three-year inclusion programme, *Engage in CPH13*, designed to render Copenhagen an open and welcoming city through a set of initiatives involving citizens in the city's life. The goal of the programme is to be the spear head in the effort to make Copenhagen the most inclusive major city in Europe in 2015. The programme aims to involve all relevant stakeholders in the city (including civil society, the private sector, media etc.) to spread a positive perspective on diversity and difference. This is done through press briefings with the mayor and public figures, special columns in national and local newspapers, major diversity events (e.g. International Days) and cross-media campaigns, involving television, social and print media. Also, there has recently been adopted a new media strategy for communicating the *Engage in Copenhagen Program*.

Furthermore, the city cooperates with the *At Home in Europe*¹⁴ project of the Open Society Foundation, which helps deliver the positive message of diversity by covering developments of the *Engage in CPH* programme.

It is commendable that the city implemented our recommendation to cooperate with minority media as for example *Etnika Magazine* and *Ansvarlig Presse*. However, we invite Copenhagen to consider further building upon its media policies, namely by providing advocacy/media training/mentorships for journalists from minority backgrounds. An interesting initiative of this kind has been implemented by the City Council of Oslo (Norway), thanks to which there is growing awareness among the city's journalists, editors, and media researchers 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 backgrounds.

¹³<http://www.coe.int/t/dg4/cultureheritage/culture/cities/newsletter/newsletter13/EngageCPH2011-2013.pdf>

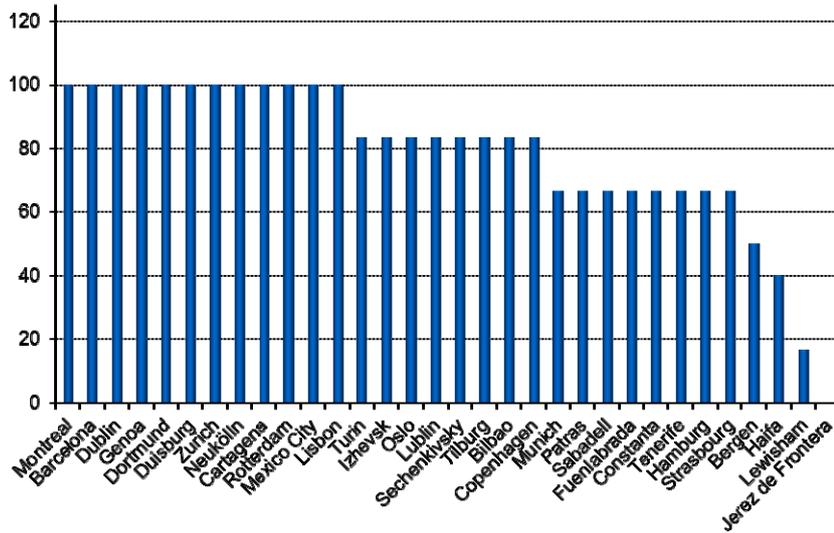
¹⁴ <http://www.soros.org/initiatives/home>

Furthermore, Copenhagen might consider monitoring the way in which the media portray minorities, moreover considering the negative press coverage that has harmed the reputation of two neighbourhoods.

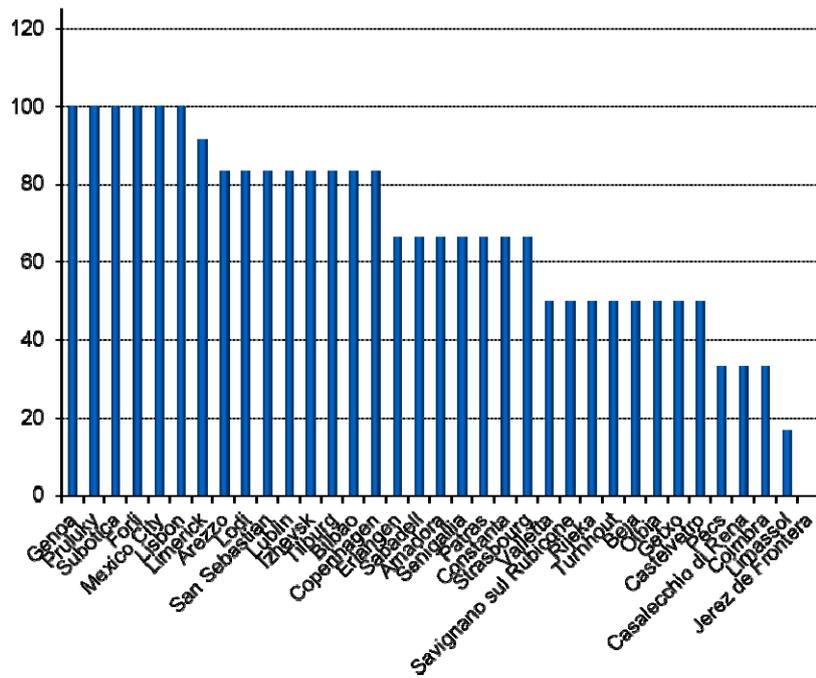
For example, the municipality of Stavanger is monitoring every incident where migrants occur in an article or otherwise.

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.

With an achievement rate of 83% in 2013, Copenhagen significantly increased its international outlook policy indicators as compared to 2012 and 2011 (both 67%). Also, Copenhagen's indicators are about 10 per cent higher the city sample's level (71%).

Already by 2012 Copenhagen has implemented several international outlook policy instruments detailed below.

First, the city's Economic Council approved a policy to encourage international cooperation. In addition, some of the other city's commissions, including the Employment and Integration Commission, enforced separate action plans to promote international cooperation. The city also welcomed international cooperation through membership of international networks and projects (e.g. Intercultural Cities, CLIP, Eurocities, and the Open Society Study on Muslims in Europe). Moreover, the city has recently established International House Copenhagen with actors from several different administrations, state level, university, organisations, private sector etc. They also have a strong international profile.

Second, a specific financial provision has been introduced to encourage international cooperation. Thus, a budget line for developing Copenhagen's international cooperation is included in budget of each and every city commission. The city also provides additional funds to support specific projects or interventions on an ad-hoc basis.

Third, the city has set up structures to monitor and develop Copenhagen's openness to international connections. For instance the city cooperates with two regional institutions, Wonderful Copenhagen and Copenhagen Capacity, in order to foster the city's international cooperation and attract foreign investments. The city administration is also a very active member of international networks in the areas of climate change and integration aiming to promote international cooperation and growth. In addition, the Copenhagen Business Centre participates in the OPENcities Network designed to measure city openness, defined as "the capacity of a city to attract international populations and to enable them to contribute to the future success of the city". The new International House Copenhagen will have a strong roll in international connections as well.

Lastly, Copenhagen also ensures that foreign student populations take an active part in the city life. To start with, foreign students are invited to participate in a welcome reception at the City Hall, together with other international residents. Here they can meet city officials, local associations and hear about cultural offers of the city. Furthermore, the city's website¹⁵ comprises practical information, including on cultural events, to encourage newcomers, including students, to participate in the city life. Copenhagen also cooperates with several expat networks, for instance

¹⁵<http://www.kk.dk/sitecore/content/Subsites/CityOfCopenhagen/SubsiteFrontpage/LivingInCopenhagen.aspx>

Work in Denmark and Expat in Denmark. Finally, the city is developing information boxes in public spaces which will include information on public transport, citizens' services, conferences, cultural and sporting events. These aim to allow newly-arrived persons, including students, to engage in and make the most of the city's offering. Finally, Copenhagen also cooperates with the world largest students-run organisation AIESEC, particularly on issues of opening of the labour market to international students and encouraging their participation in the city life.

We welcome that the city of Copenhagen followed our recommendation of the last years' report to support universities to attract foreign students. Now, Copenhagen actively seeks to promote cooperation between universities in the Copenhagen area and Sweden/Northern Germany and has signed cooperation agreements.

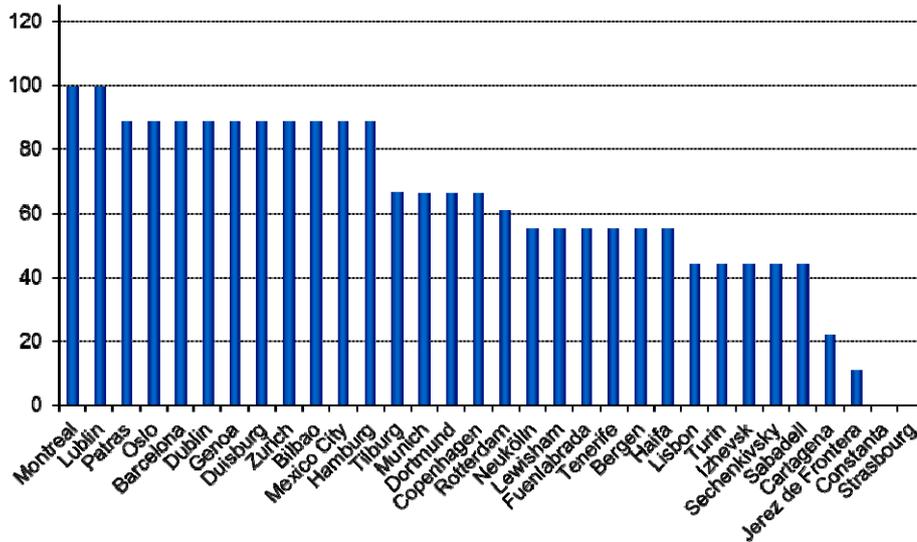
Also in the International House Copenhagen there is a strong emphasis on international students and international academic staff. The University of Copenhagen occupies a section of the house where they host activities and house visiting scholars. In the international house is the so called One Stop Shop (International Citizen Service) which aims to make administrative matters easier for students, by gathering all citizen services in one entry / office.

As in 2013 and 2012, Copenhagen is advised to develop projects and policies for economic relations with the countries of origin of its migrant population.

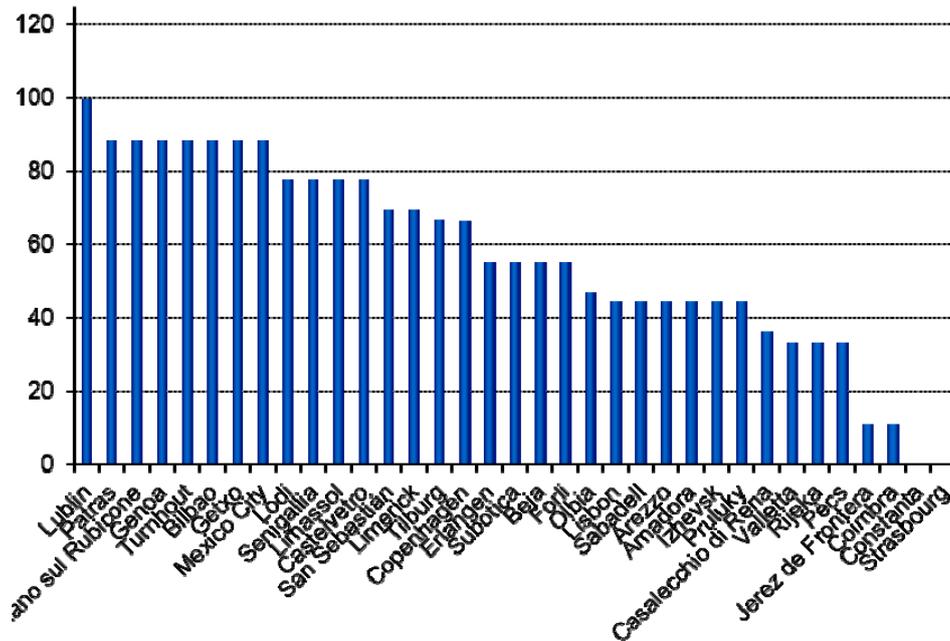
An interesting example is provided by Santa Maria de Feira. Here, the municipality is planning the launch of an online platform that will link local business owners of all backgrounds with the Portuguese diaspora and with the countries of origin of local immigrants. The launch of this platform is the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

12. Intelligence and competence policies

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



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.

Achieved Copenhagen's intelligence policy goals in 2014 are 63%, lower than the 66% scored both in 2012 and 2013, and almost the same of the city sample's attainment rate for these goals which is 62%.

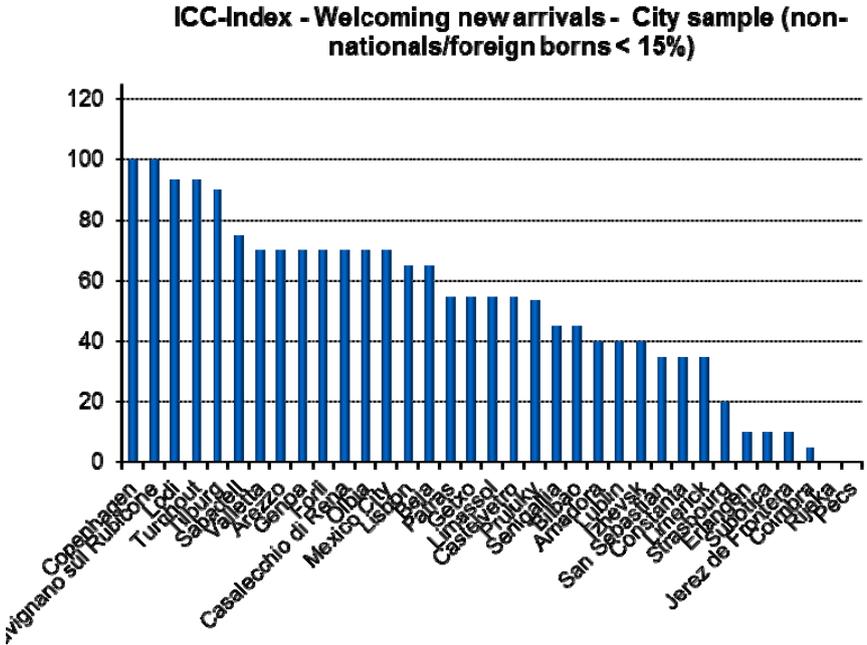
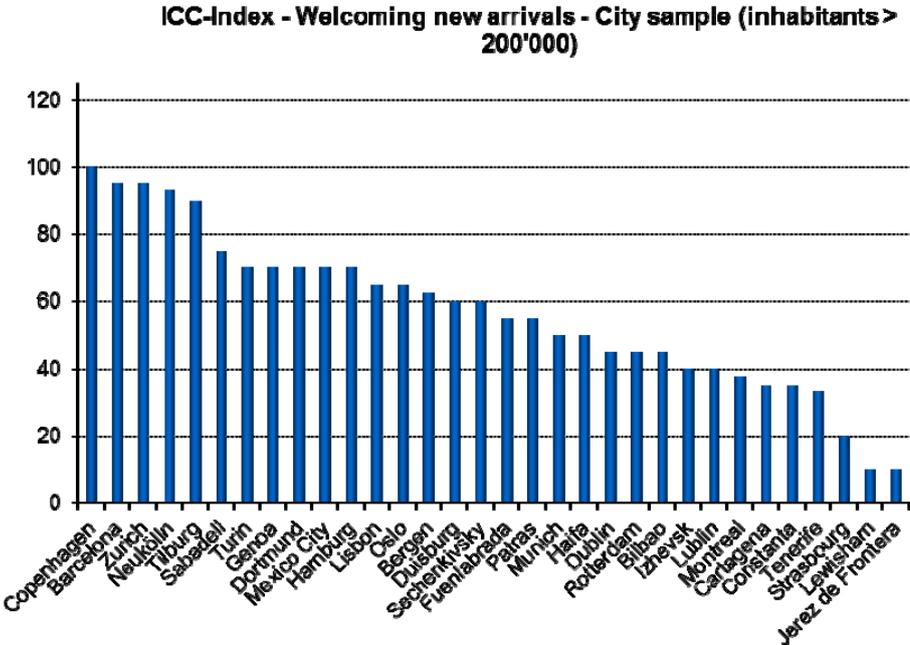
First and foremost, at the government level, information regarding diversity and intercultural relations is mainstreamed to city officials to influence policy formulation. The city's Integration and Employment Commission yearly issues a status report on the progress made towards policy targets and the challenges encountered in the field of integration. This report is then mainstreamed to feed future policies and priorities. In addition, when preparing the city's Inclusion Policy 2011-2014¹⁶, a public hearing was carried out in order to gather the citizens' perceptions and expectations.

It is noteworthy that in 2012 Copenhagen decided to extend its scope of action in promoting the intercultural competences of its officials and staff. Thus, training courses are now complemented with interdisciplinary seminars and information networks, such as training in equal opportunities and the VINK dialogue meetings that in some cases are related to intercultural issues, e.g. discrimination and social control.

As in 2013 and 2012, we invite Copenhagen to consider further building upon its existing intelligence and competence policies notably by conducting surveys more focused on the perception of migrants/minorities by the city residents. Here, the municipality could draw its attention to initiatives implemented by other European cities. For instance, in Reggio Emilia (Italy), a partnership with the local university ensures monitoring of integration and wellbeing of migrants, the public opinion and the effects of the city policies. In Tilburg (the Netherlands) every two years a survey is held among the residents concerning their attitude to the "multicultural society", as it is called. This survey includes the same ten statements each time, so it is easy to compare the results over time. Tilburg's Research and Information Department also presents monitoring studies, like the Poverty Monitor, the Integration Monitor, the Antilleans Monitor, the Moroccan Monitor, etc. What is more, Melitopol (Ukraine) was the first in the Intercultural Cities network to conduct a survey in accordance with the Analytical Grid. The survey revealed a number of interesting trends in the perception of diversity. It established, in particular, that an overwhelming majority of the surveyed believed that local ethnic differences were recognised and respected by the city's public services (67.1%); that their neighbourhood was a place where people from different backgrounds could live harmoniously (72%); and that they knew more people of different ethnicities than five years ago (60%).

¹⁶ See supra
[Public service policies through an intercultural lens](#)

13. Welcoming policies



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.

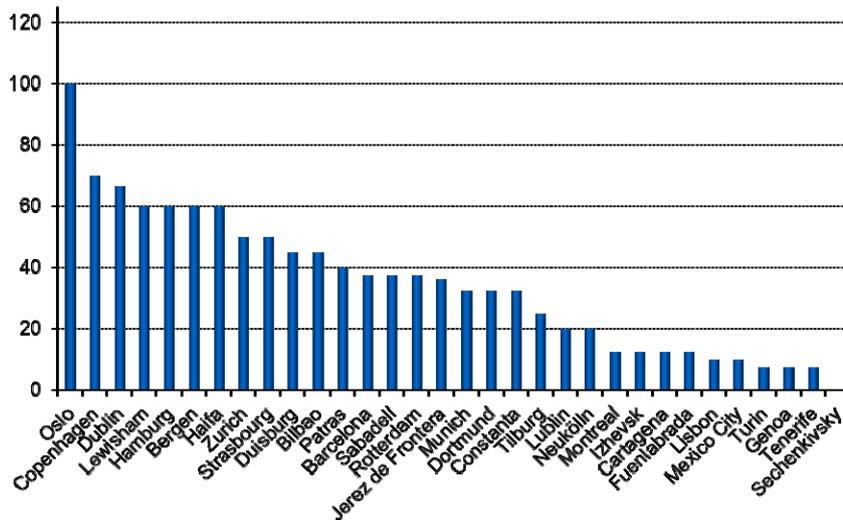
Copenhagen's welcoming policy indicator attains the maximum rate of 100% and is significantly higher than city sample's rate of 55%. It is positive that the city's high achievement rate has remained unchanged since the first assessment in 2011.

Copenhagen has implemented various welcoming policy instruments. For instance, the city set up a designated agency to welcome newcomers. On 4 June 2013, International House Copenhagen opened its doors to welcome international citizens in Greater Copenhagen. The house 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. The city's services and agencies provide support tailored specifically for students, family members, refugees and migrant workers. Furthermore, 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. Thus, in September 2011 the participants were welcomed by the Mayor and were offered an opportunity to talk to members of various city clubs and associations about the services offered and discuss joining options¹⁷.

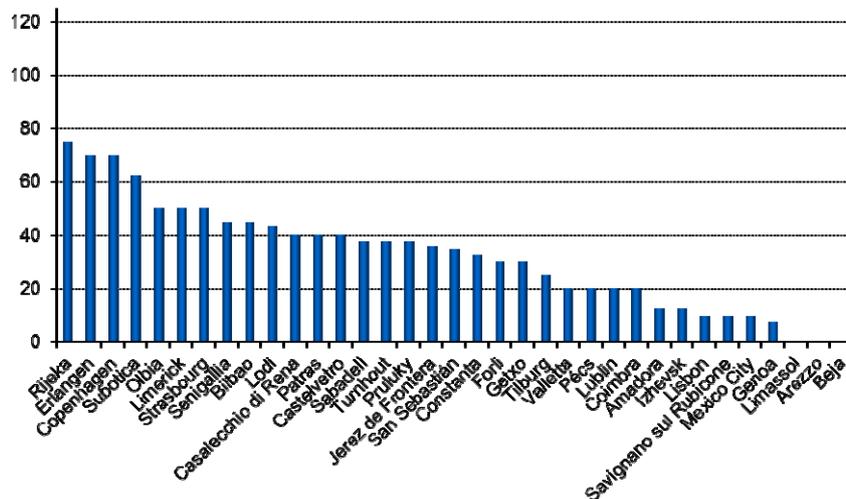
17 Invitation available at: <http://www.cphvolunteers.dk/Files/Billeder/Invitation%20Expat%20Fair%20Final.pdf>

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.

As compared to 2013, 2012 and 2011, Copenhagen greatly increased its governance policy attainment rate in 2014 (70%, 50% previously). Also, Copenhagen's achievement rate is significantly higher than the city sample (35%).

In Copenhagen, newcomers from the European Union, Iceland and Norway are eligible to vote in local elections “immediately after registering as residents”. Non-EU citizens are eligible to vote in local elections after 3 years of regular residence.

The ethnic background of elected politicians roughly reflects the composition of Copenhagen’s population: 15 % of the politicians have an ethnic background, 22 % of Copenhagen’s population are migrants or descendants.

According to the Council of Europe’s recommendation, the city set up a political body to represent ethnic minorities which is independent of the local authority Copenhagen. The Employment and Integration administration has formalized the advisory function of civil society through three advisory boards. The boards advise the city on issues concerning respectively: 1) Combatting discrimination (board made up of representatives from minority organisations), 2) furthering youth participation (board made up of representatives from youth organisations) and 3) inter-religious issues and campaigns.

It is highly commendable that the city introduced initiatives to encourage migrants in political life such as number of activities related to promoting youth participation in the local election in the fall of 2013. The CPH International Service and CPH Volunteers invited expats living in the City to an information meeting where Danish democracy and the right to vote in local elections have been discussed. Moreover, a number of initiatives have been designed to address the challenge of political participation among minority youth groups (and youth in general), through the already mentioned youth advisory board.

From 2014, the Employment and Integration Committee has allocated funds to start a youth organisation focusing on intercultural issues and active youth participation.

Copenhagen may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration. An interesting example of such an initiative has been developed by the UK-based operation Black Vote, which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians, so they better understand what the job involves, and encourages them to engage in politics.

The local government may also 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.

15. Conclusions

The results of the current ICC Index assessment show that in 2014, as well as in 2013 and 2012, Copenhagen performs much better than many other cities in the vast majority of the 14 policy areas and has even further improved in 2014 as compared to 2013. Its leading practices can provide useful insights and examples to

other cities in the fields of commitment, education, neighbourhood, public services, business and labour market, cultural and civil life, public spaces, mediation and conflict resolution, language and welcoming.

It is particularly noteworthy that in 2014, as in 2013, Copenhagen did not drop its high level of achievement in policy areas such as commitment, education, neighbourhood, business and labour markets, public spaces, mediation and conflict resolution, media, intelligence and welcoming. Thus, the city maintained its 100% achievement rate of welcoming policy goals for three years.

Furthermore, there has been a rise in business and labour market policies (80% in 2013 and 100% in 2014), public spaces policies (90% in 2013 and 100% in 2014) mediation and conflict resolution policies (from 89% in 2013 to 100% in 2014), language (53% in 2013, 65% in 2014) and Governance (from 50% in 2013 to 70% in 2014)

It is particularly encouraging that such significant improvements are made within a rather short lapse of time. Indeed, Copenhagen underwent its first ICC Index assessment in November 2011 basing on the information provided in March 2011. The second assessment was made in March 2012 basing on the information provided in February 2012. Its third assessment took place in July 2013 and a fourth in August 2014. However, an effort remains to be made in some policy areas detailed below.

16. Recommendations

When it comes to Copenhagen's intercultural efforts, with reference to the survey and the improvements made after the first ICC Index assessment, the city could enhance them in the sectors below by introducing the following initiatives:

- **Commitment:** acknowledge local citizens who have made an exceptional contribution to encourage interculturalism in the local community; make the city's official webpage for diversity and interculturality available in other languages, such as English but also Turkish;
- **Education:** adopt specific recruitment and training policies to secure a more diverse teaching staff;
- **Neighbourhood:** introduce policies to further increase diversity in neighbourhoods;
- **Public services:** ensure that the ethnic background of public employees mirrors that of the city's inhabitants at all levels;
- **Cultural and civil life:** further increase the ratio of interculturalism-based grants to associations and initiatives;
- **Language:** pursue financial assistance to local media projects in minority languages;
- **Media:** further instruct the city's information services to promote harmonious intercultural relations; provide advocacy/media

training/mentorships for journalists from minority backgrounds; introduce monitoring of the way in which media portray minorities;

- **International outlook**: develop projects and policies for economic relations with the countries of origin of the city's migrant population;
- **Intelligence and competence**: conduct surveys more focused on the perception of migrants/minorities by the city residents;
- **Governance**: establish a standard for the representation of migrant minorities in mandatory bodies supervising schools and public services.

The city 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 database¹⁸.

¹⁸ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp