



Jerez de la Frontera: Results of the Intercultural Cities Index

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A comparison between 50 cities¹

Introduction

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

As of today 50 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Arezzo (*Italy*), Barcelona (*Spain*), Bilbao (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Fuenlabrada (*Madrid region, Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Izhevsk (*Udmart Republic, Russia*), Jerez de la Frontera³ (*Spain*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia I & II (*Italy*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone⁴ (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 29 have over 200,000 inhabitants, 26 have less than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for the Spanish city of Jerez de la Frontera and provides related intercultural policy conclusions and recommendations.

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

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

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

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

Intercultural city definition

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

Methodology

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

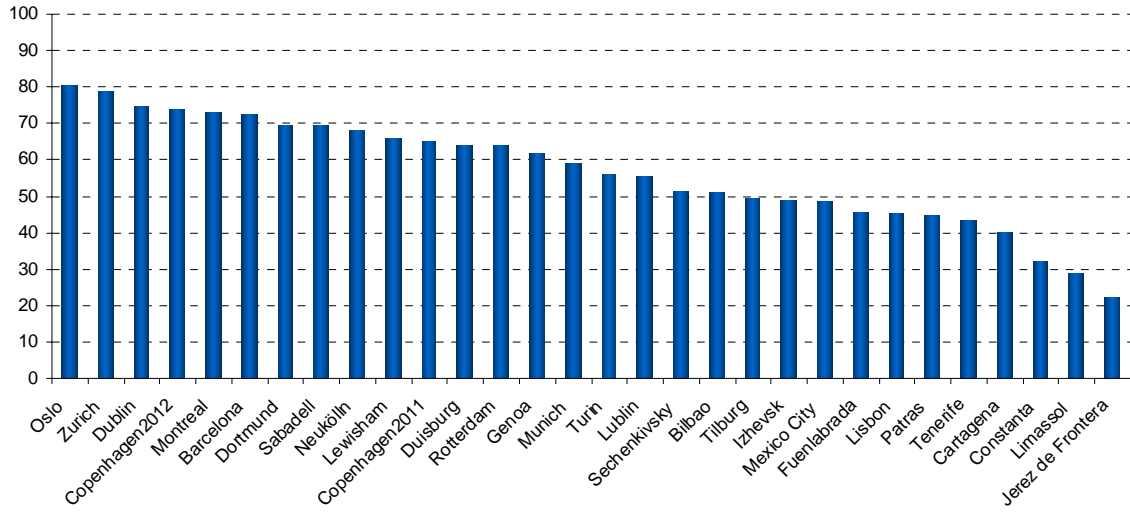
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

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

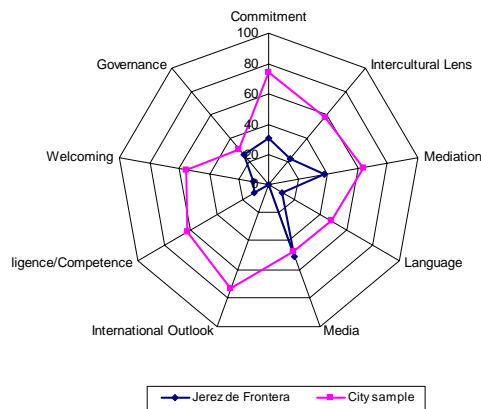
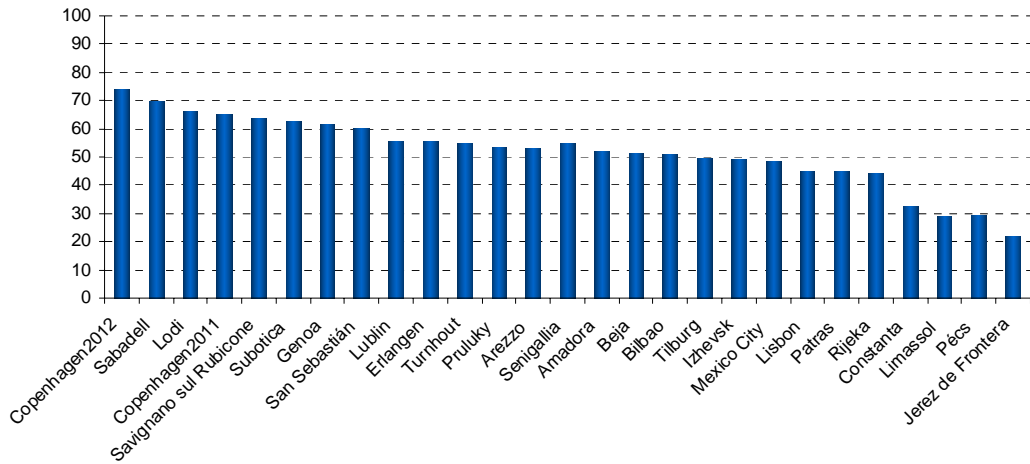
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled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

According to the overall index results collected in October 2012, Jerez de la Frontera has been positioned at the very bottom of the list of the 50 cities in the sample, with an aggregate intercultural city index of 22%. Jerez de la Frontera has thus been ranked 29th among the 29 cities with over 200,000 inhabitants and 26th among the 26 cities with less than 15 % of foreign-born residents.

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



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



Jerez de la Frontera: An overview

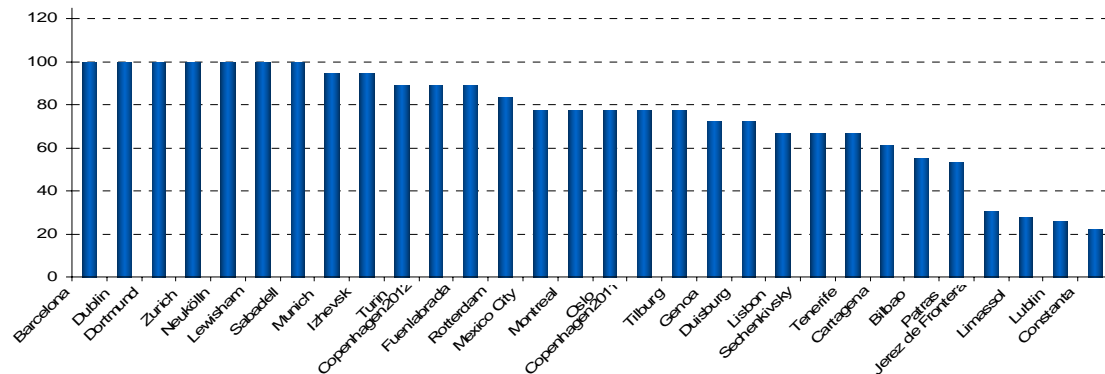
Jerez de la Frontera is a Spanish city with a population of approximately 215,000 inhabitants⁵. It is the fifth largest city in the Spanish autonomous region of Andalusia. The city has a fertile zone for agriculture and is mainly known for its wine and brandy.

The percentage of non-nationals is 3.2%. The largest group of foreign-born people originates from Bolivia (0.5%). The most important minority group (over 5%) is the Roma population with Spanish nationality⁶.

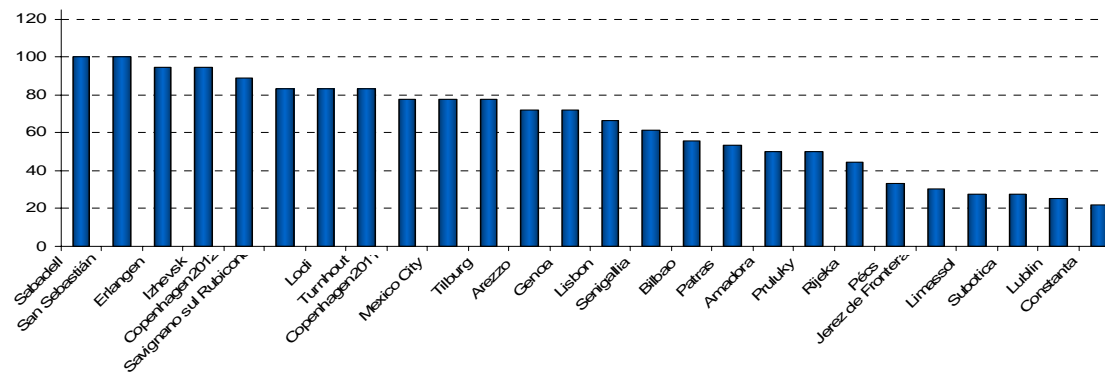
There is no information available concerning the GDP per capita in Jerez de la Frontera. The GDP per capita of the region of Andalusia (€17,401; 2006) remains the second lowest in Spain⁷.

1. Commitment

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



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



⁵ Data provided by Instituto Andaluz de Estadística

⁶ Ibidem

⁷ Ibidem

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 Jerez de la Frontera's commitment policy goals is 31%, which is less than half of the aggregate city sample's rate⁸ of the 50 cities (74%) and the Spanish average (75%) in this policy area.

It is positive that the city has adopted an intercultural city strategy, more precisely an integration strategy with intercultural elements, and allocated a budget for its implementation.

Beyond that, it is encouraging that the City Council is considering the establishment of a dedicated body responsible for this integration strategy.

Otherwise, it is regrettable that Jerez de la Frontera has neither made a public statement as an intercultural city nor developed an intercultural city action plan including an evaluation process.

We advise Jerez de la Frontera to build upon its commitment policies, for instance by adopting an intercultural city action plan; introducing an evaluation process for its assessment; and setting up a dedicated cross-departmental coordination structure responsible for the intercultural strategy.

Here, we draw the authorities' attention to a model of communicating commitment policies developed by the Norwegian city of Oslo. In 2001 this city adopted the declaration '*Oslo – a city for all*', declaring itself an open and inclusive city, and put in place commitment policy named '*OXLO – Oslo Xtra Large*'. The declaration states: "*Oslo is a city where all citizens are of equal value. The citizens of Oslo are its future and its most cherished resource. We are citizens with different ethnic, cultural and religious backgrounds, and have all the same fundamental rights, duties and responsibilities. (...) The municipality of Oslo aims to mirror the diversity of its population, among its public servants and leaders, and in the services it provides.*" In 2005 the city of Oslo set up its **Office for Diversity and Integration (EMI)**, which aims to facilitate dialogue with minority groups, carry out the OXLO-campaign and service the NGOs representing minority groups and interests. In partnership with other organisations, such as the **Council of Immigrant Organisations**, the EMI promotes positive role-models and makes visible the success stories of the modern cosmopolites of Oslo. It also runs an online newsletter, the *OXLO Bulletin*, and a monthly seminar, the *Contact Forum*, for exhibiting best practices.

We further invite the city to make clear reference to the city's intercultural commitment by official speeches or communications more often.

Moreover, the municipality would also benefit from creating an official webpage to communicate its intercultural statement, strategy and the action plan.

⁸ The term "city sample" refers to the weighted average of the 50 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

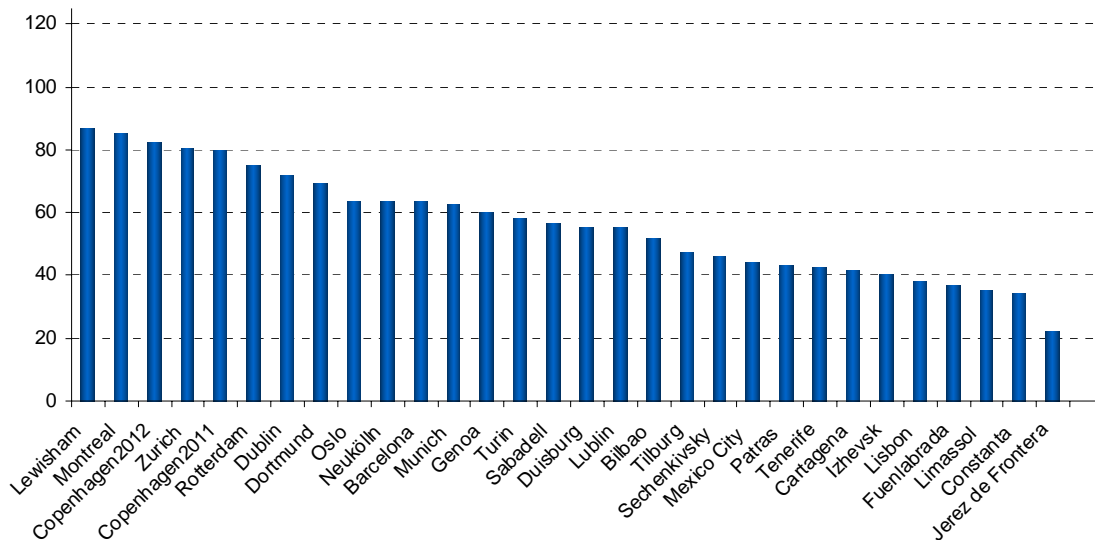
On this account, Jerez de la Frontera might consider the example of the Italian city of Campi Bisenzio. The city website [La Città Visibile](http://www.comune.campi-bisenzio.fi.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/5425) (the Visible City)⁹ provides information and advice regarding diversity and the integration policies of the city. At the same time, it serves as a platform describing the Italian Network of Intercultural Cities¹⁰. On the other hand, the city of Barcelona hosts its [New Citizens Information Portal](http://www.bcn.cat/novaciudadania/index_en.html)¹¹ with useful data for migrant communities and immigration professionals.

Lastly, it would be of interest for the city to acknowledge and honour local citizens who have done exceptional things to encourage interculturalism in the local community.

For example, the city of Bern (Switzerland) launched an annual integration prize in 2003 to award the individual who achieves the most in cultural integration each year. In Lewisham (London, the UK), the **"Love Lewisham Award"** celebrates a person who has made a difference to improving green spaces, reducing waste and contributing to the care and upkeep of the local neighbourhood, resulting in notable environmental benefits.

2. Education¹² policies through an intercultural lens

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



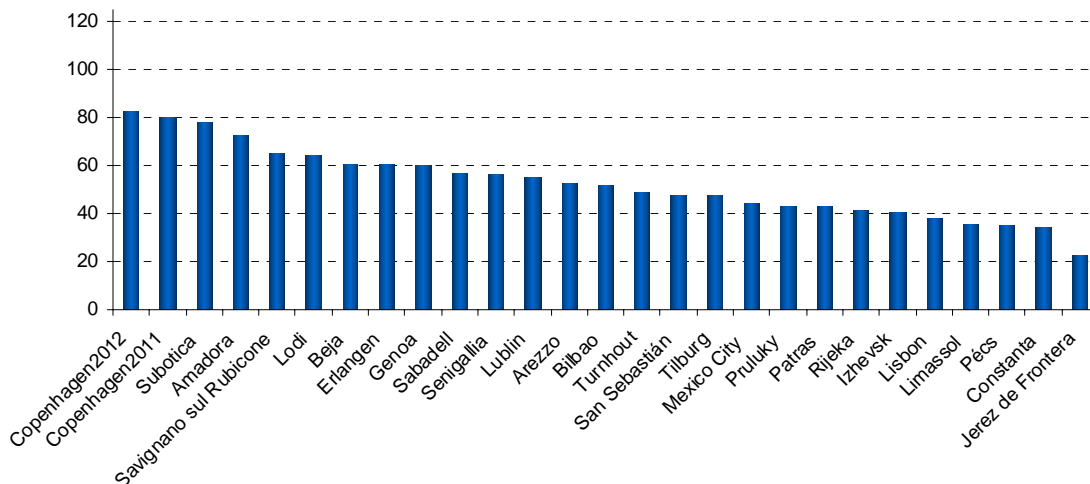
⁹ <http://www.comune.campi-bisenzio.fi.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/5425> (available in Italian)

¹⁰ <http://www.municipio.re.it/retecivica/urp/pes.nsf/web/NtwrkIcttdIdIqngls?opendocument> (available in Italian and in English)

¹¹ http://www.bcn.cat/novaciudadania/index_en.html

¹² 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).

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



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 Jerez de la Frontera’s education achievement rate (45%) is much lower than the city sample’s rate (65%) and a little lower than the Spanish average (51%). Jerez de la Frontera has thus been positioned in the last tertile among the 29 cities with a population of over 200,000 inhabitants and among the 26 cities with a foreign-born population of less than 15%.

In the overall Intercultural Lens Index, Jerez de la Frontera assumes a position at bottom of the list with the attainment rate of 22%, which is considerably lower than the city average of 58% and the Spanish average of 45%.

According to the answers provided by the authorities, the ethnic background of teachers often reflects the composition of the city’s population. However, most pupils in Jerez de la Frontera’s primary schools come from the same ethnic background.

To overcome this trend, we would recommend the City Council to introduce a policy to increase ethnic/cultural mixing in schools.

Only very few schools make strong effort to involve parents from migrant/minority backgrounds in daily school life. Schools do conduct intercultural projects but only rarely. We invite the City Council to support the establishment and implementation of such initiatives and projects.

3. Neighbourhood policies through an intercultural lens¹³

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.

Jerez de la Frontera’s neighbourhood policy indicator of 20% is drastically lower compared with the city sample’s rate of 59% and the Spanish average of 54%. Jerez de la Frontera has thus been positioned in the last tertile among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a migrant population of less than 15%. Only the Romanian city of Constanta has a lower score in this policy area (0%).

It is positive that, according to the answers provided, there are no neighbourhoods in Jerez de la Frontera in which people from minority ethnic groups constitute majority of the residents. At the same time, in all of the city’s neighbourhoods a vast majority¹⁴ of residents comes from the same ethnic background. There is currently no policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration.

In view of the above, we invite Jerez de la Frontera to adopt such a policy, to encourage interaction between and within neighbourhoods and to promote meetings and interaction within neighbourhoods by means of a specific policy.

For instance, the municipality in Tilburg (the Netherlands) supports ideas creating more meeting places and therefore lets neighbourhoods apply for benches, or “social sofas”, stating where they want them placed and how they should be designed. Through the project “Enrich your neighbourhood”, residents can ask the neighbourhood committee for some money for special activities in their own neighbourhood. This could be related to a barbecue in the street, a multicultural cooking evening, flower-boxes in the street, an extra swing in the playground, a neighbourhood party, etc.

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 Jerez de la Frontera’s public service policy achievement rate (30%) is lower than the city sample’s rate (42%) and slightly lower than the Spanish average (33%). Jerez de la Frontera has thus been positioned 18th among the 29

¹³ 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.

¹⁴ 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.

cities with a population of over 200,000 inhabitants and 14th among the 26 cities with a foreign-born population of less than 15%.

It is to be highlighted that non-Spanish nationals can be employed in public administration in Jerez de la Frontera. However, the ethnic background of the city's public employees does not reflect that of its inhabitants.

Therefore we recommend the city's authorities to lay down a targeted recruitment strategy, which would also aim to enlarge the public recruitment pool for citizens of non-Spanish origin.

Concerning these issues, the city's authorities may be inspired by interesting practices put in place in Copenhagen (Denmark), Berlin (Germany) and Amsterdam (the Netherlands).

Thus, the Copenhagen administration offers paid internships to people with a minority background, for instance, on condition that they master a certain language. Such internships may lead to permanent employment.

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. Here, the City Council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds. Furthermore, the city's **Diversity programme** (2007-2010) with targets across salary scales enabled the city administration to hire 21,5% staff members 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, the city of Jerez de la Frontera provides special services appropriate to the ethnic/cultural background of its citizens such as funeral/burial services and school meals. The city may also consider complementing these services, e.g. by offering special women-times in sport facilities.

Lastly, we encourage Jerez de la Frontera to further support intercultural mixing in the private sector labour market.

On this account 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.

5. Business and labour market policies through an intercultural lens

Jerez de la Frontera's rate of achievement in this policy area currently is at 0%. Thus, together with the Cypriote city of Limassol, Jerez de la Frontera has been positioned at bottom of the list of the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a migrant population of less than 15%. The city sample's rate in this policy area amounts to 45%. The Spanish average is 15%.

According to the answers given in the survey, in Jerez de la Frontera there exists neither a business umbrella organisation which has among its objectives to promote diversity and non-discrimination in employment, nor a charter or another binding document against discrimination in the workplace.

Moreover, Jerez de la Frontera does not give priority to companies with a diversity strategy.

We encourage the Jerez de la Frontera City Council to improve its business and labour market policies by introducing the following initiatives: setting up an umbrella organisation to promote diversity and non-discrimination in the workplace; signing a binding document, such as a charter, to outlaw discrimination in employment; incite businesses from ethnic/cultural minorities to move beyond localised/ethnic economies and enter the mainstream economy and higher value-added sectors; encouraging 'business districts/incubators' to facilitate the mixing of inhabitants from different cultures; and, lastly, prioritising local companies with a diversity strategy in their procurement of goods and services.

On the above points, we draw Jerez de la Frontera's attention to a number of valuable practices developed by other Intercultural Cities.

As regards the institutional framework, the Chamber of Commerce of Lodi (Italy) embraces the role of an umbrella organisation promoting diversity and non-discrimination in employment. In Barcelona (Spain) 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. As a first step, the statutory documents of Cartagena's businesses may be adapted accordingly.

In terms of fostering minority-owned businesses, the experience of London (the UK) is particularly illustrative since this city was a pioneer in establishing a comprehensive 'business case for diversity'. The London Development Agency argues that companies which embrace the city's diversity will see economic advantage, i.e. through expanding the skill base of their workforce, extending their markets both at home and (through diasporic links) internationally, and expanding their product lines through supplier diversity initiatives.

More specifically, in terms of 'business districts/incubators', Campi Bisenzio (Italy) created shopping centres and industrial zones as part of its urban development policy. These commerce and business-oriented incubators provide a number of activities and services that promote the fusion of different cultures. The city of Lodi installed incubators around the **Parco Tecnologico Padano** (Technology Park), relevant for the city's biotechnology and the food industry. Likewise, Melitopol (Ukraine) foresees to build an **Intercultural business centre** in the former Palace of Culture, and there is a high demand from its prospect tenants.

Moreover, in order to prioritise companies with a diversity-based procurement strategy, the City Council of Zurich (Switzerland) adopted guidelines for procurement of goods which include the core ILO labour standards (e.g. non-discrimination). In this spirit, in Copenhagen (Denmark) "hard" and "soft" clauses have been included in the procurement contracts since 2006. "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. An increased use of hard social clauses is hoped to be achieved in the coming years.

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 Jerez de la Frontera's cultural and civil life policy (31%) is much lower than the city sample's rate (78%) and the Spanish average (73%). Thus, Jerez de la Frontera has the penultimate result in this policy area, both among the 29 cities of more than 200,000 inhabitants and the 26 cities with a migrant population of less than 15%.

It is encouraging that Jerez de la Frontera occasionally organises events in the field of culture and sport to encourage cultural mixing between inhabitants and stages debates and campaigns around the topics of diversity and living together. We invite the City Council to pursue such activities and to conduct them more frequently.

Moreover, in order to further improve its position in the intercultural cities index, Jerez de la Frontera may wish to consider encouraging cultural organisations to deal with diversity and intercultural relations in their productions and using interculturalism as a criterion when allocating grants to associations and initiatives.

For example, 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 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 Jerez de la Frontera's space policy goals (4%) is very low compared with the city sample's rate (64%) and the Spanish average (49%). In this policy area Jerez de la Frontera has been ranked at bottom of the list of the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

The city promotes intercultural mixing by organising workshops on world cuisine and information technologies open to every nationality. It would be advisable that intercultural mixing be also encouraged in public spaces, such as libraries, museums, playgrounds or squares.

In addition, we invite Jerez de la Frontera to take into account ethnic/cultural backgrounds of citizens when designing and managing new buildings and spaces. Likewise, when deciding to reconstruct an area, the city authorities are invited to propose different forms and places of consultation to reach out to people with different ethnic/cultural backgrounds.

The following initiatives may seem worth considering.

For instance, Tilburg (Holland) provides premises to encourage intercultural encounters. The city'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 so-called '**art benches**' or '**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.

The city of Campi Bisenzio (Italy) 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.

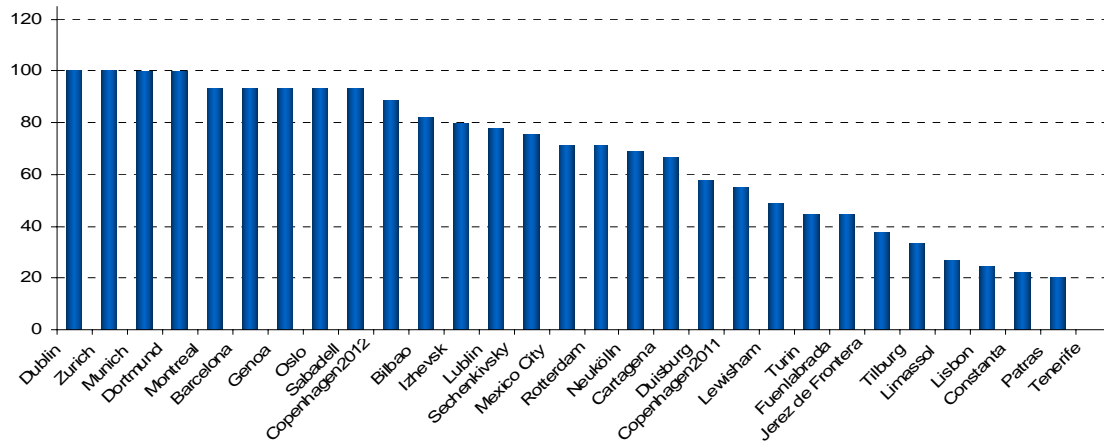
Another useful example comes from Amadora (Portugal). After 284 fires broke out in the **Casal do Silvia** neighbourhood, Amadora designed new playgrounds, recreational, educational and socio-cultural facilities, whilst taking into consideration the ethnic/cultural backgrounds of its inhabitants.

Lastly, considering that there are some areas in Jerez de la Frontera which are reputed as "dangerous" and areas dominated by one ethnic group where other inhabitants feel unwelcome, we draw the city's attention to an interesting practice implemented in Reggio Emilia (Italy).

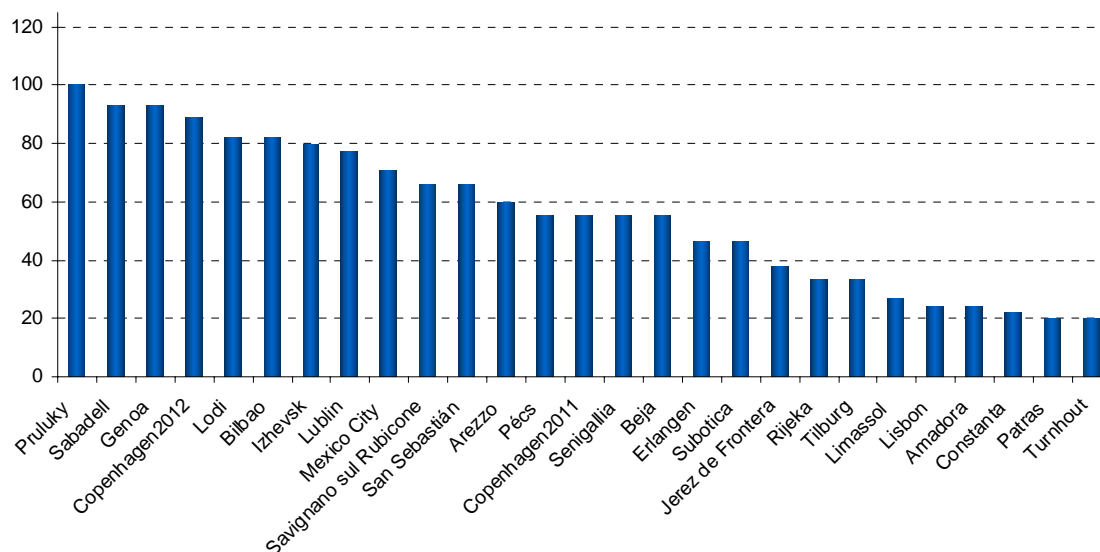
There, the City Mayor and residents of the highly-diverse and badly reputed **Railway Station** area concluded a **Local Framework Pact**, which was further expanded to other neighbourhoods. Through this action, the municipality declared its trust to and promised to invest in the neighbourhood while citizens engaged to manage a public centre on a voluntary basis, looking after the public spaces and exercising community control to help respect the public order. Under the Pact, inhabitants developed projects around alcohol and drug abuse, citizen mediation of neighbourhood conflicts, youth and family education, as well as the **Dances of the World** project. In exchange, the city rehabilitated a park in the neighbourhood, improved street lighting and reinforced police presence. Within only a year, the neighbourhood became a reference for citizen commitment and positive development. Furthermore, citizens provided regular feedback on the implementation of the Pact.

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 analysis shows that Jerez de la Frontera’s mediation and conflict resolution policy achievement rate currently amounts to 38%. The Spanish average in this policy area attains 60% and the city sample’s rate is at 64%. Jerez de la Frontera has thus been positioned 23rd among the 29 cities with a population of more than 200,000 and 18th among the 26 cities with a foreign-born population of less than 15%.

To start with, Jerez de la Frontera provides a generalist municipal mediation service including intercultural competence as well as a mediation service with intercultural competence run by a civil society organisation. The municipality offers mediation services in the city administration. It is advisable that mediation services be also offered in public services (e.g. in hospitals, police, youth clubs) and in the streets and neighbourhoods, proactively meeting residents.

On this point, the city may be inspired by the examples of the Serbian city of Subotica and the Spanish city of Vic. Thus, Subotica, with support from the **GIZ (former GTZ) Centre** in Belgrade, has been running training for 27 young people of mixed backgrounds involving 40 hours tuition in mediation. In Vic, a team of 10 ‘street mediators’ not only deals with minor neighbourhood conflicts but also seeks to meet and talk to people in the streets and in public places about their concerns related to the arrival of foreigners, the changes in the host community and the role of the host population in the integration process.

It is worth noting that a combination of state-run, municipal and civil society bodies and actors proves to be an effective way of addressing intercultural conflicts.

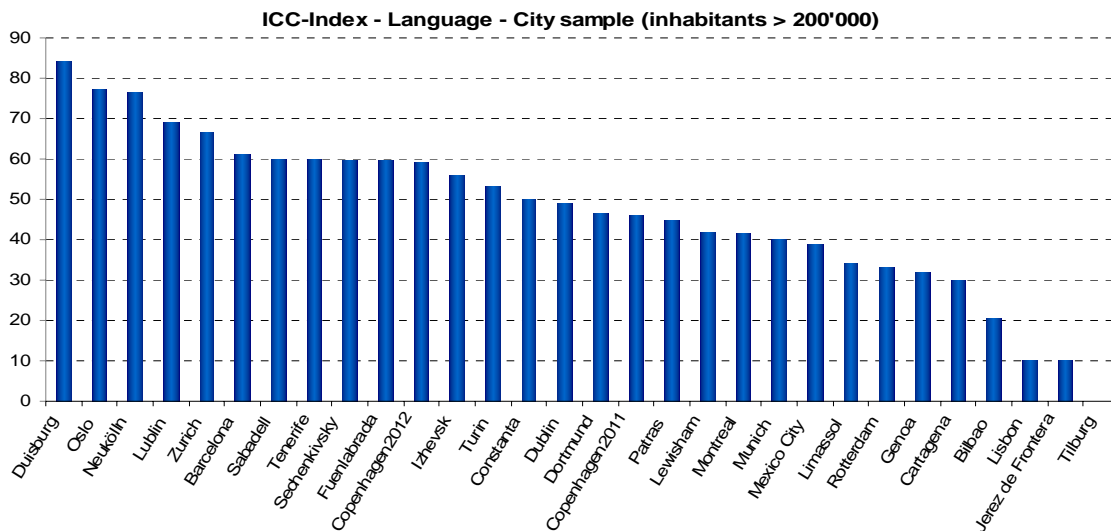
Thus, in Oslo (Norway) an emergency taskforce was established in 2005, with representatives from the municipality, NGOs, scholars and the police. The purpose is to respond quickly to crisis where youth and violence are involved, and to problems of racism and neo-nazism. The capacity to deal with minor episodes, however, is widely spread on the level of schools and youth services. In the city districts, this

work is coordinated through the **SalTO** networks, where municipal youth workers, schools and the local police participate. In dealing with localised conflicts, community leaders from NGOs, churches and mosques are regularly consulted and engaged, as well as the local staff of the state-run **Mediation and Reconciliation Service**.

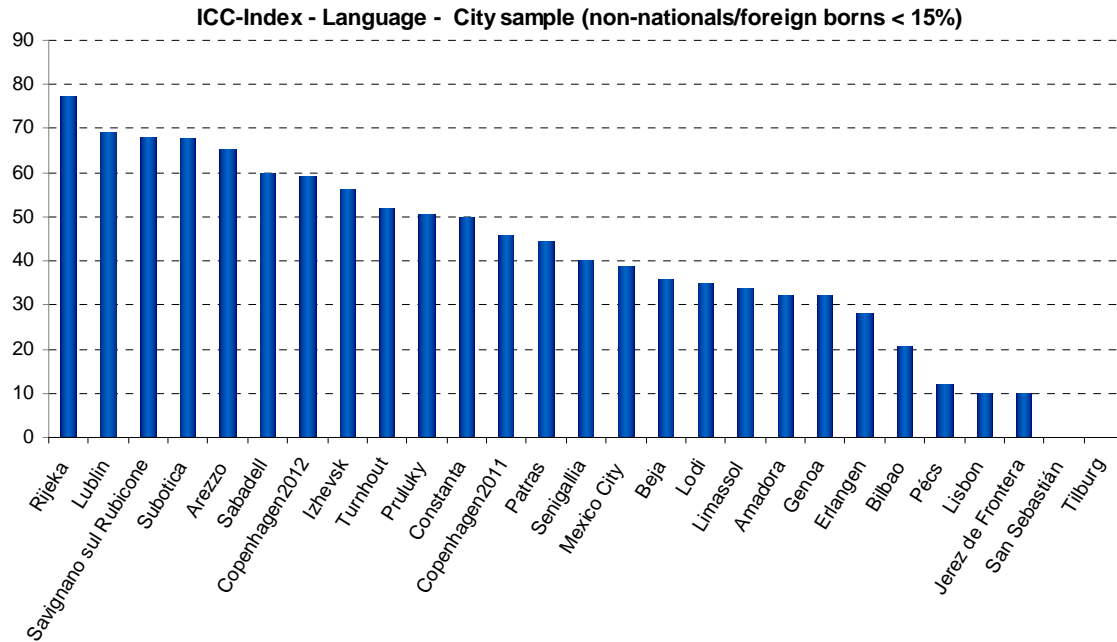
Similarly, in Copenhagen a mediation service run by an autonomous humanitarian organisation has recently been complemented with a specialist municipal mediation service for intercultural issues (the **Ethnic Consultancy Team** within the Social Commission, majoring in mediation among youth), a generalist municipal mediation service including intercultural staff (the **Dialogkonsulenter**) and a so-called **VINK** service (Knowledge Inclusion Copenhagen) aiming to facilitate dialogue through counseling and group or individual encounters with staff on issues such as social control, resistance identities, conflict resolution, prevention of extremism, etc.

We further encourage Jerez de la Frontera to set up an organisation dealing specifically with interreligious relations. For example in Rotterdam (the Netherlands) a platform of all religious institutions, including migrant churches and non-monotheist religious institutions, was established to this end.

9. Language¹⁵



¹⁵ 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)



Jerez de la Frontera’s language policy achievement rate (10%) is much lower than the city sample’s rate of 47% and the Spanish average (43%). Jerez de la Frontera has thus been positioned in the last tertile among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%. The Portuguese city of Lisbon has the same score in this policy area.

Jerez de la Frontera provides mother tongue courses for migrant/minority kids. We strongly encourage the city to also provide specific language training in the official language for hard-to-reach groups¹⁶.

It is also advisable to consider learning migrant/minority languages as part of the regular curriculum in schools, as well as the opportunity of offering learning migrant/minority languages as a regular language option available to everyone. Furthermore, it is recommended that support be given to private/civil sector institutions providing language training in migrant/minority languages.

In this area, Jerez de la Frontera may be inspired by the example of Melitopol (Ukraine). 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.

Jerez de la Frontera may also wish to further explore its language policies by offering financial support to local minority initiatives, such as written press, minority radio and TV programmes, including in languages other than Spanish.

¹⁶ The term makes specific reference to non-working mothers, the unemployed, as well as retired people

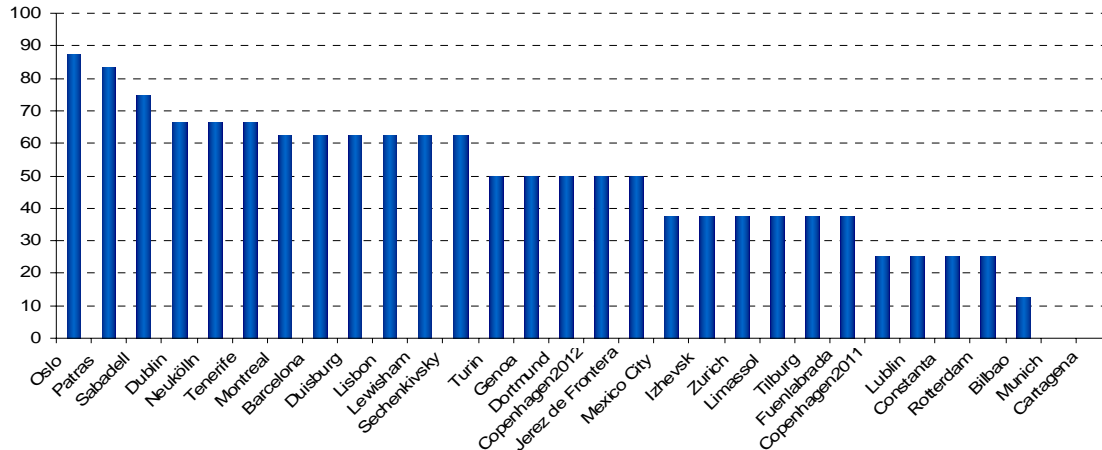
Here, the authorities' attention is driven to the experience of Copenhagen (Denmark), which, back in 2007, financially assisted the **Quaran Media**, a local organisation producing documentaries, although the city was not used to financing local media in foreign languages. In 2012 Copenhagen declared occasionally subsidising minority newspapers and journals (e.g. **Gadepressen.dk**) and TV programmes in languages other than Danish. Thus, in the **Haraldsgade** area **Haralds TV**¹⁷ in Arabic is partly funded by **Områdeløft** (Area Lift), an affirmative action programme for neighbourhoods in Copenhagen¹⁸.

Lastly, we highly recommend Jerez de la Frontera to encourage projects seeking to give positive image of migrant/minority languages.

For instance, Erlangen (Germany) celebrates **UNESCO's Day of Mother Tongues** with a number of different projects that valorise one's own native language every year on the 21st of February. The City Council of Copenhagen (Denmark) supports the **Turkish Film Festival** featuring a number of Turkish films over several days. It is believed that the festival contributes to creating better understanding of and insight in the Turkish culture. Similarly, the London borough of Lewisham (the UK) supports national events such as **Black History Month** and **Refugee Week** that also include language promotion.

10. Media policies

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

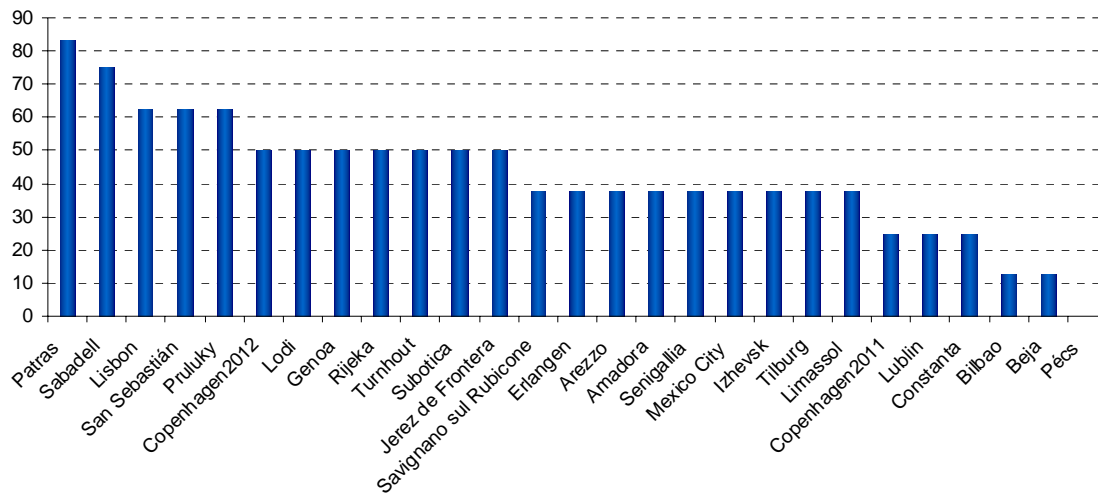


¹⁷ <http://www.haralds.tv/?poditemid=6846>

¹⁸ See Områdeløft's website available in Danish:

<http://www.kk.dk/Borger/BoligOgByggeri/ByfornyelseVedligeholdelse/Omraadefornyelse/Haraldsgade/OmOmradeloeft.aspx>

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.

Unfortunately Jerez de la Frontera’s authorities did not specify whether the city’s information service is instructed to promote harmonious intercultural relations, whether the city provides support for advocacy / media training / mentorship for journalists with minority background or whether it monitors the way in which media portray minorities. As a consequence, these aspects of Jerez de la Frontera’s media policies were not subject to evaluation.

Considering the answers provided, it was established that 50% of Jerez de la Frontera’s goals have been achieved, while the city sample’s attainment rate for these goals is 47% and the Spanish average for these goals is 46%. With this result, Jerez de la Frontera has been placed in the middle among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

It is positive that the city occasionally supports activities to promote a positive image of migrants/minorities in the media. For instance, the municipality makes available lists of experts with an immigrant or minority background to emphasise the diversity advantage.

Jerez de la Frontera may further wish to build upon its media policy initiatives by adopting a media strategy to promote a positive image of migrants and minorities in the media more regularly, e.g., through dedicated newspaper columns, TV and radio campaigns, targeted media briefings and joint public-media events.

The city may be inspired by the example of Neuchâtel (Switzerland). Here the journalists of the newspapers *L’Express* and *L’Impartial* are often of immigrant origin or foreign residents and are very sensitive to the diversity and integration issues. The newspapers often report on the celebrations of different ethnic

communities. Thus, every day during the training camp of the Portuguese team for Euro2008, they published a page in Portuguese to present Portuguese culture. Furthermore, one of the Neuchâtel media's flagship initiatives has been the **Week of Integration in Public Service Media**, on the occasion of which a number of reports about foreigners and their lives were published. The city authorities also finance a freelance journalist to interview foreign residents and transmit their stories to local media.

We further recommend instructing the city's information service to promote harmonious intercultural relations.

On this point, the experience of Copenhagen (Denmark) is noteworthy. In 2011 this city launched a three-year inclusion programme, **Engage in CPH**¹⁹, 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 make Copenhagen the most inclusive major city in Europe in 2015. The programme works closely with the media 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.

It is also advisable that the municipality provide advocacy/media training and mentorships for journalists with a minority background.

An interesting initiative involving training and advocacy elements has been implemented by the City Council of Oslo (Norway). As a result, growing awareness has been recorded 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. Consequently, a stronger focus has been put on the recruitment of journalists with an ethnic minority background. Similarly, Reggio Emilia (Italy) has run several pro-diversity workshops for journalists, which were coupled with special editions of local newspapers and TV Spots.

Lastly, we invite Jerez de la Frontera to monitor the way in which the media portrays minorities.

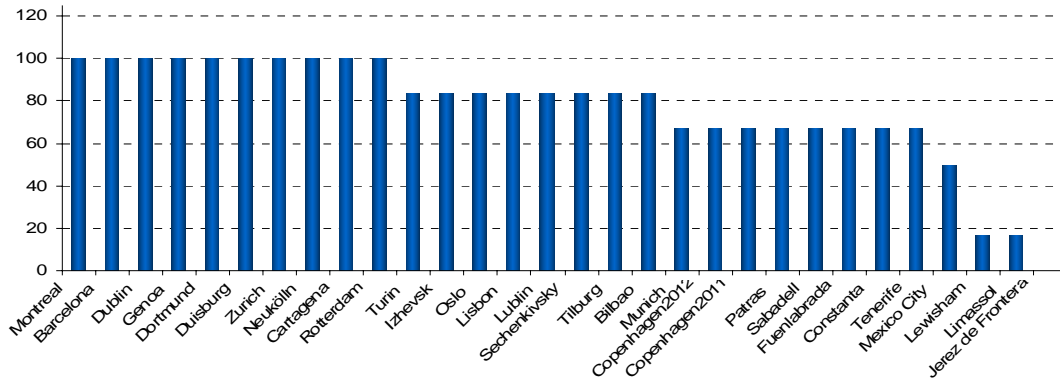
In this regard, interesting initiatives have been implemented in the Spanish cities of San Sebastian and Barcelona. In San Sebastian the City Council in association with the **SOS Racism organisation** is undertaking research into the role of the media in influencing public attitudes to diversity. Barcelona, in cooperation with 60 city organisations, launched a [website](#)²⁰ aiming to combat clichés and stereotypes about cultural diversity, such as immigrants abusing public spaces or not paying taxes. This initiative is part of the **Barcelona Intercultural Plan** and also envisages creating a first-of-its-kind **Anti-Rumour Manual** featuring useful data and information to debunk these ideas. The website will publicise awareness-raising activities, organise participatory activities for people to reflect on the concepts of rumours and stereotypes and analyse how the media treat cultural diversity.

¹⁹<http://www.coe.int/t/dg4/cultureheritage/culture/cities/newsletter/newsletter13/EngageCPH2011-2013.pdf>

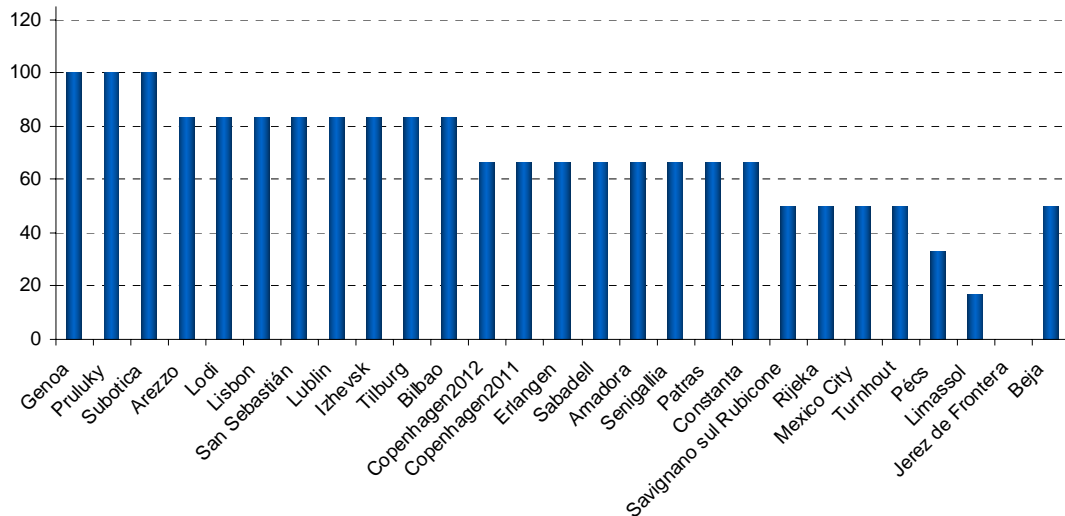
²⁰ <http://bcnantirumors.cat/?q=category/rumors/s%C3%B3n-inc%C3%ADvics>

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.

Jerez de la Frontera's international outlook policy rate actually is at 0%. This score is drastically lower compared to the city sample's rate (73%) and the Spanish average (71%). Thus, Jerez de la Frontera has been positioned at bottom of the list, both among the 29 cities with a population of over 200,000 inhabitants and among the 26 cities with a foreign-born population of less than 15%.

We encourage Jerez de la Frontera to improve its international outlook by introducing an explicit policy for the encouragement of international cooperation with a specific financial provision; considering setting up an agency with a specific responsibility for monitoring and developing the city's openness to international connections; supporting universities to attract foreign students; encouraging foreign students to

participate in the life of the city; and introducing projects or policies for economic relations with countries of origin of its migrant groups.

Jerez de la Frontera may be inspired by the following examples of other Intercultural Cities.

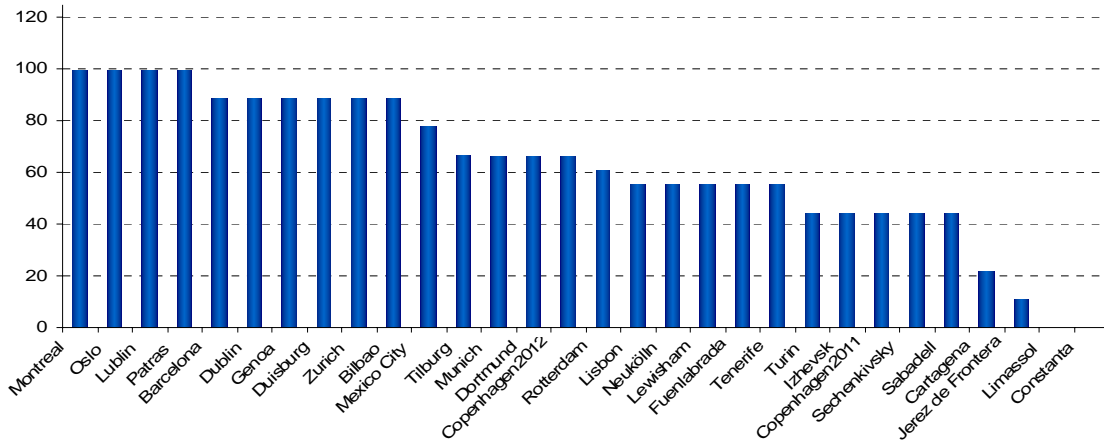
For instance, the Municipality of Reggio Emilia (Italy) has a wide network of international contacts and projects aiming to share the city's best practices and opinions world wide. The city has established through the years a set of twinning and friendship agreements reaching to 15 official international institutional relations which are to be implemented through continuous exchanges of delegations study visits, conferences on topics of common interests, international joint project (such as EU projects or development cooperation projects). It includes cities in Spain, France, Poland, Germany, Croatia, USA, Rep of Moldova, Serbia, South Africa, Mozambique, Brazil, Cina, Palestinian Territories , Saharawi Republic and Morocco. Besides these official relations the city participates in various different European Projects and International Networks (SERN, ALDA, EUROTOWNS). In 2008 Reggio Emilia was awarded the title of Italy's most intercultural city, it has a platform to lead a movement to counter the prevailing isolationist rhetoric. In 2000 it set up an agency to sustain the management and improvement of all the city's international contacts and projects: **Reggio Nel Mondo**. It acts as a crosscutting tool supporting all municipal departments in developing a continuous international exchange and dialogue.

In Oslo (Norway), the city's international policy is described in the 2002 city council white paper "Strategy for the international cooperation of City of Oslo". International impulses and benchmarking – especially within Europe and the Nordic region – contributes to development of the city as a provider of services, as a living and vibrant city and as an attractive place for business investments. In the government parliamentary whitepaper on the role and function of the capital – The Open and Creative Capital (2007) – the city's function as the gateway for immigration of skilled workers is stressed (in accordance with the writings of Richard Florida on the role of the creative class). The international strategy is pursued through agreements of cooperation, through international organizations, through networks and projects and through visits and international profiling. The themes of integration, diversity and tolerance are important to organizations and networks such as Eurocities, Metropolis, ECCAR and the Baltic Sea States Sub-regional Cooperation, as well as to agreements with cities as Gothenburg and St. Petersburg. There is an International Office in City Hall, and the city administration is represented within EU by its European Office in Brussels. In recent years, the city of Oslo has been profiled as a city of peace and tolerance, through the Nobel Peace Center and the new Wergeland Center – COE's European Center for intercultural dialogue.

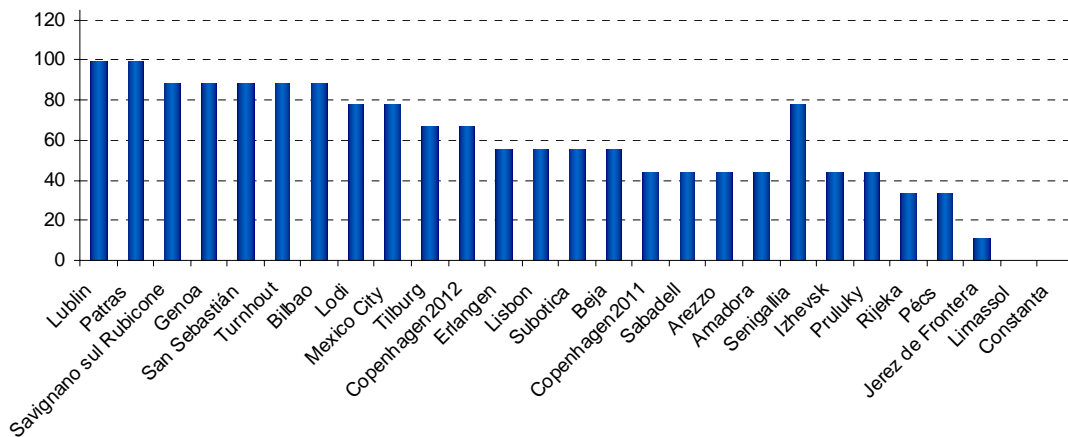
The Island Council of Tenerife (the Canary Islands, Spain) conducts projects of co-developpement and cooperation, especially with territories on the west coast of Africa, such as Morocco, Cape Verde and Senegal. Thus, the project "***En la misma dirección***" (in the same direction) involves a working group, composed of representatives of different immigrant associations (African as well as Latin-American), whose main task is to ensure co-development.

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.

The attainment rate of Jerez de la Frontera's intelligence competence policy goals (11%) is much lower than the city sample's rate (62%) and the Spanish average (57%). Among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%, Jerez de la Frontera assumes a position at the bottom.

It is positive that the city provides training courses to promote intercultural competence of its officials and staff members. We recommend considering the introduction of further interdisciplinary seminars and information networks for the staff.

Above all, it would be advisable that information regarding diversity and intercultural relations be mainstreamed to city officials to influence policy formulation. For example, the Spanish city of Sabadell has established a **Special Commission for New Citizenship** to serve this purpose. This body comprises representatives of all political groups, who get together monthly to elaborate policies related to welcoming, accommodation, intercultural awareness and advocacy.

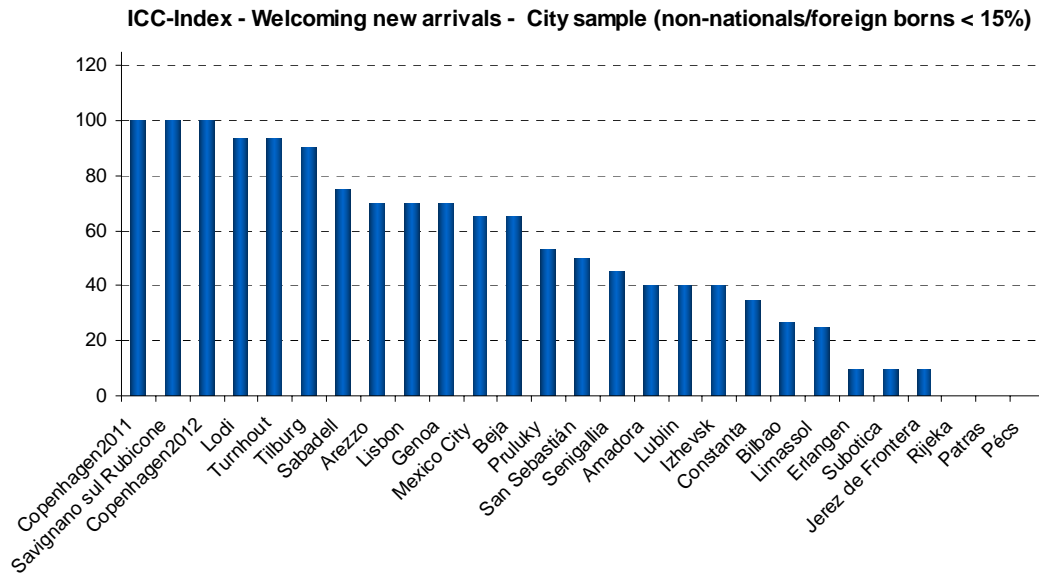
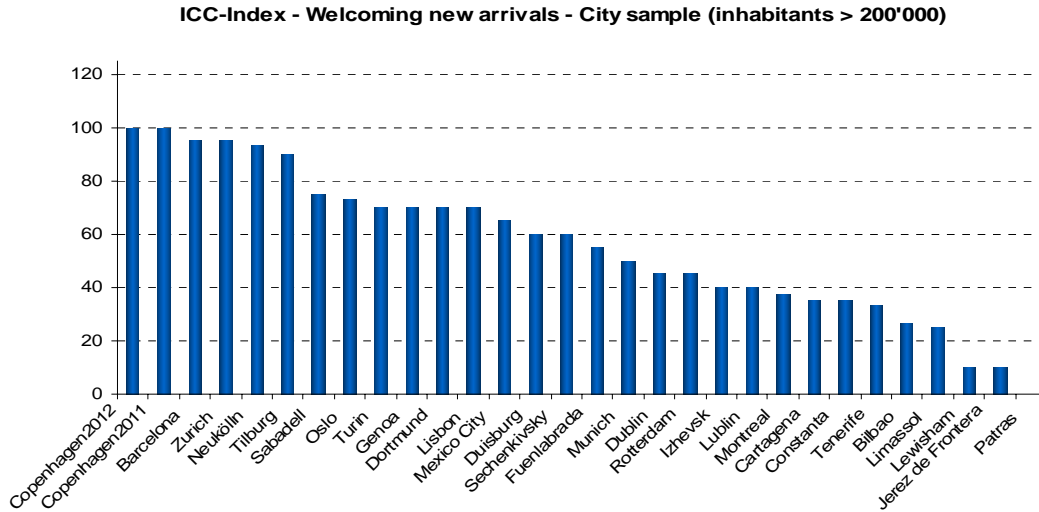
Moreover, it would also be advisable that surveys including questions about the perception of migrants and minorities be carried out at the city level. Other Intercultural Cities can provide valuable insights under this head, too.

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%).

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-ordinated and delivered effectively will have a significant impact on how the person settles and integrates.

The attainment rate of Jerez de la Frontera’s welcoming policy goals (10%) is significantly lower than the city sample (55%) and the Spanish average (48%). It is the second lowest score among the 29 cities with a population of over 200,000 inhabitants and among the 26 cities with a foreign-born population of less than 15%.

First of all, it is positive that in Jerez de la Frontera different city services provide welcome support to family members and migrant workers. It would be advisable that the city's welcome support be extended to students and refugees.

In order to further improve its welcome policy ranking, Jerez de la Frontera may wish to consider preparing a comprehensive package of information for newly-arrived foreign residents. For example in the district of Neukölln in Berlin (Germany), the **Berlin Senate** has produced a multilingual folder entitled "*Welcome to Berlin*" which is distributed via Neukölln's officials to all new arrivals. It provides comprehensive information to the newcomer on how to negotiate one's way through German official systems.

It is also highly recommended that a special agency or office to welcome newcomers be established.

A good example of this is **Taalplein** (language square), a welcoming service in Rotterdam (Holland), where newly-arrived persons get enrolled in mandatory language training.

In Patras (Greece) an **Intercultural Office** has recently been established under the guidance of the European Commission. It now runs, among others, a one-stop-shop for new arrivals.

Likewise, in Lisbon (Portugal) a specialist office in charge of migration issues, **[Centros Nacionais de Apoio ao Imigrante](#)**²¹ (National Centre for Immigrant Support, CNAI) has been set up. It pulls together six Government agencies from five Ministries (Foreigners and Borders Service, Working Conditions Authority, Social Security, Regional Health Administration, Regional Directorate of Education and the Central Registry Office) and other innovative support services to meet the practical needs of immigrants, e.g., support offices for family reunification, legal advice and employment. 86 socio-cultural mediators working at the CNAI are employed by NGOs.

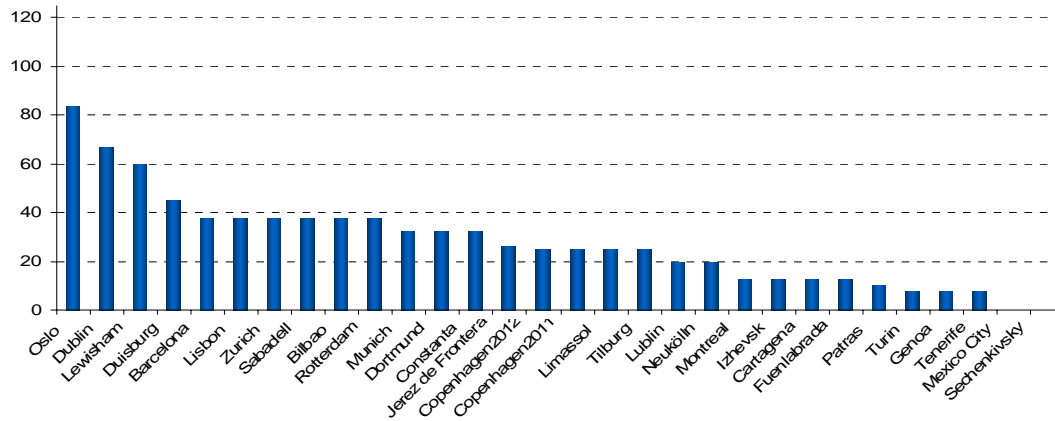
Lastly, Jerez de la Frontera may consider introducing a special public ceremony to greet newcomers in the presence of officials. This has become a regular practice in Tilburg (the Netherlands), Copenhagen (Denmark) and Neuchatel (Switzerland).

21 Available in Portuguese:

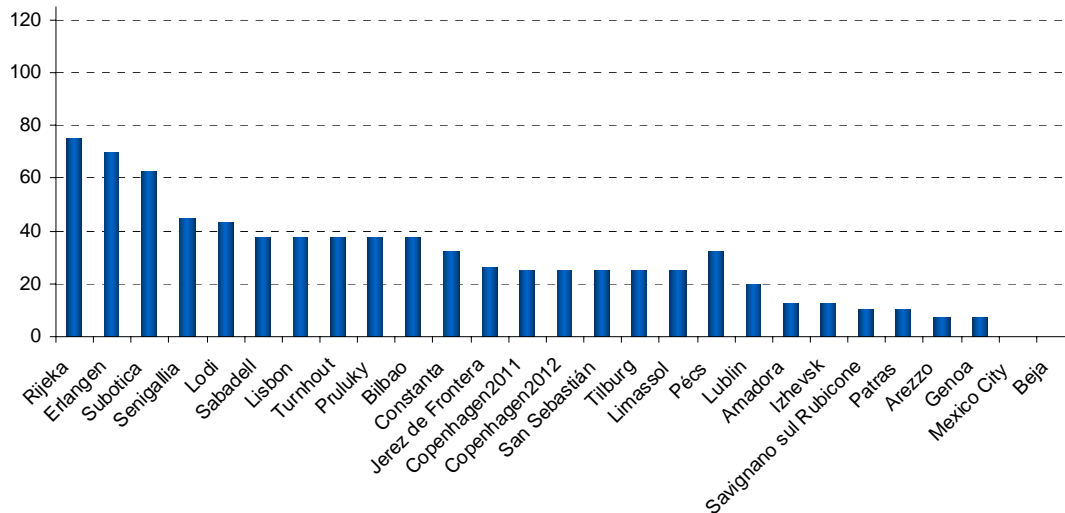
http://www.portaldocidadao.pt/PORTAL/entidades/PCM/ACIDI/pt/SER_centros+nacionais+de+apoio+ao+imigrante++cnai.htm

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.

Jerez de la Frontera's governance policy attainment rate (26%) is slightly lower than the city sample's rate (31%) and a bit higher than the Spanish average (25%). Thus, the city has been positioned in the middle both among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

It is highly encouraging that the ethnic background of elected politicians does reflect the composition of the city's population. It is furthermore positive that foreign residents are entitled to vote in local elections after five years of residence in the city.

Moreover, it is noteworthy that occasionally there are some initiatives to encourage migrants to participate in political life, such as the voting-support campaign for foreigners conducted by NGOs working with immigrants.

In addition, the city would benefit from establishing an independent political body to represent its ethnic minorities. Thus, in Leicester (the United Kingdom), the **Multicultural Advisory Group** is a forum that coordinates community relations with members representing the City Council, police, schools, community, faith groups and the media.

Similarly, we invite Jerez de la Frontera to put forth standards for the representation of migrant minorities in mandatory bodies supervising schools and public services. An interesting step in this direction was made by the Serbian city of Subotica. The **Municipal Council for Interethnic Relations** established a **Board of Parents** in one of the neighbourhoods, **Peščara**, where 500 Kosovo Roma had settled. This board allows parents, including these of Roma origin, to have representatives at school.

15. Conclusions

The results of the current ICC Index assessment show that the city of Jerez de la Frontera's rate of achievement for example in the media policy area is similar to the city sample's rate.

On the other hand, the remaining 13 policy areas (commitment, education, neighbourhood, public service, business/labour market, cultural/civil life, public space, mediation, language, international outlook, intelligence/competence, welcoming and governance) have been marked by the city's underperformance.

In particular, Jerez de la Frontera's level of achievement is very low compared to the city sample's achievement rate in the areas of public space, language, intelligence/competence and welcoming. In the areas of business/labour market and international outlook none of the policy goals have been attained in so far.

In view to the above, we invite Jerez de la Frontera to make greater effort in the policy areas detailed below.

16. Recommendations

When it comes to Jerez de la Frontera's intercultural efforts, with reference to the survey, the city could enhance them in the sectors below by introducing the following initiatives:

- **Commitment:** adopt a public statement as an intercultural city; consolidate the existing diversity policy and programme experience by establishing a comprehensive intercultural city action plan; introduce an evaluation process for its assessment; set up a dedicated cross-departmental coordination structure responsible for the city's integration strategy with intercultural elements; acknowledge and honour local citizens who have done exceptional things to encourage interculturalism in the local community; make clear reference to the city's intercultural commitment in official speeches or

- communications on a more regular basis; create an official webpage to communicate the city's intercultural statement, strategy and the action plan;
- **Education:** introduce a policy to increase ethnic/cultural mixing in schools; conduct more intercultural projects in schools; incite all schools to involve parents from migrant/minority backgrounds in daily school life;
 - **Neighbourhoods:** adopt a policy to increase the diversity of residents in the neighbourhoods and to avoid ethnic concentration; encourage interaction between and within neighbourhoods and adopt a specific policy to this end;
 - **Public services:** lay down a specific recruitment strategy to ensure that the ethnic background of public employees mirrors that of the city's inhabitants; encourage intercultural mixing in the private sector labour market; offer special women-times in sport facilities;
 - **Business and labour market:** sign a binding document against discrimination in the workplace; prioritise companies with a diversity strategy in procurement of goods and services; incite businesses from ethnic/cultural minorities to move beyond localised/ethnic economies and enter the mainstream economy and higher value-added sectors; encourage 'business districts/incubators';
 - **Cultural and civil life:** use interculturalism as a criterion when allocating grants to associations and initiatives; encourage cultural organisations to deal with diversity and intercultural relations in their productions; organise events in the field of culture and sport to encourage cultural mixing between inhabitants and stage debates and campaigns around the topics of diversity and living together more regularly;
 - **Public space:** promote intercultural mixing in public spaces, such as museums, libraries, playgrounds and squares; take into account ethnic/cultural backgrounds of citizens when designing and managing new buildings and spaces; propose different forms and places of consultation to reach out to people with different ethnic/cultural backgrounds, when deciding to reconstruct an area; take measures to break up ethnic concentration and improve the reputation of certain areas;
 - **Mediation and conflict resolution:** set up an organisation dealing specifically with inter-religious relations; extend mediation provision to other services, such as hospitals, police, youth clubs, mediation centres, and also offer mediation in the streets and neighbourhoods; consider the possibility of cooperation between the municipal and civil society mediation bodies;
 - **Language:** encourage projects seeking to give positive image of migrant/minority languages; offer specific language training in Spanish for hard-to-reach groups; introduce the learning of minority languages in the regular school curriculum or, at least, as a regular language option available to everyone; support private and civil sector institutions providing training in migrant/minority languages; provide financial assistance to minority press, radio and TV programmes including in languages other than Spanish;
 - **Media:** adopt a media strategy to regularly support activities to promote a positive image of migrants/minorities in the media; provide advocacy/media training/mentorships for journalists from minority backgrounds; instruct the city's information service to promote harmonious intercultural relations; monitor the way in which media portrays minorities;

- **International outlook policies:** introduce an explicit policy for the encouragement of international cooperation with a specific financial provision; consider setting up an agency with a specific responsibility for monitoring and developing the city's openness to international connections; support universities to attract foreign students and take measures to encourage foreign students to participate in the life of the city; introduce projects or policies for economic relations with countries of origin of migrant groups;
- **Intelligence and competence:** further promote the intercultural competences of the city's officials and staff through interdisciplinary seminars and information networks; mainstream information regarding diversity and intercultural relations to city officials to influence policy formulation; carry out surveys including questions about the perception of migrants and minorities at the city level;
- **Welcoming:** set up a designated agency to welcome newcomers; extend the city's welcome support to students and refugees; prepare and provide a comprehensive package of information for newly-arrived foreign residents; consider introducing a special public ceremony to greet newcomers in the presence of officials;
- **Governance:** set up an independent political body to represent the city's ethnic minorities; 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 database²².

²² http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp