



## Bergen: Results of the Intercultural Cities Index

Date: January 2014

A comparison between more than 50 cities<sup>1</sup>

### Introduction

The Intercultural Cities programme is a Council of Europe initiative. 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 57 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*), Coimbra (*Portugal*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian<sup>2</sup> (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forli (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Izhevsk (*Udmart Republic, Russia*), Hamburg (*Germany*), Jerez de la Frontera<sup>3</sup> (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone<sup>4</sup> (*Italy*), Västerås (*Sweden*) and Bergen (*Switzerland*).

Among these cities, 30 have more than 200,000 inhabitants and 26 have over 15% of foreign-born residents.

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

<sup>1</sup> 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.

<sup>2</sup> The Spanish city of Donostia-San Sebastian is hereinafter referred to as San Sebastian.

<sup>3</sup> The Spanish city of Jerez de la Frontera is hereinafter referred to as Jerez de Frontera.

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

## **Intercultural city definition**

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

## **Methodology**

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

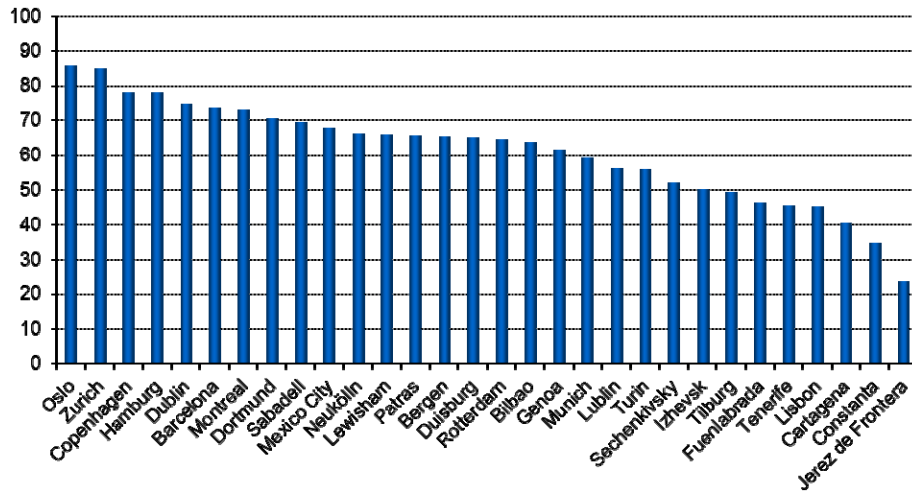
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

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

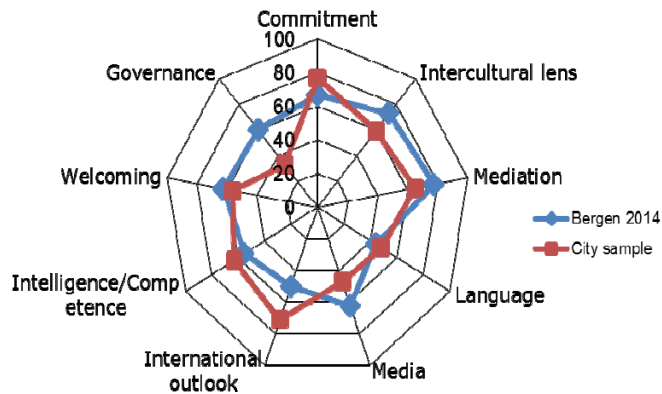
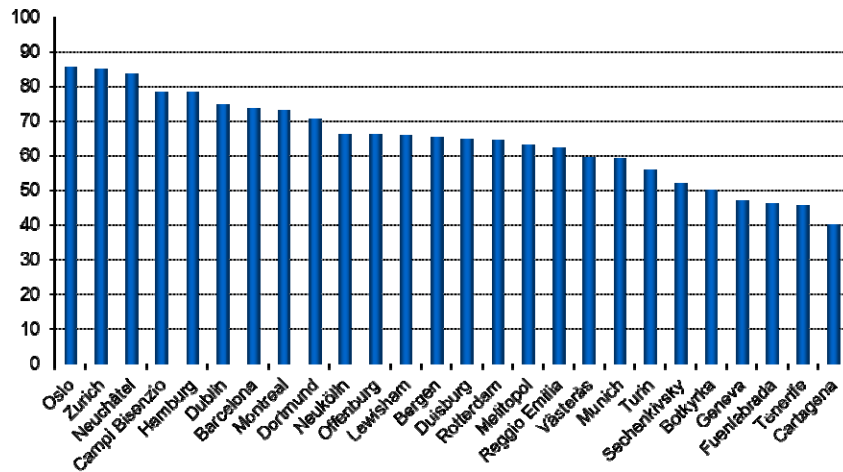
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled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

According to the overall index results collected in 2014, Bergen has been positioned 18<sup>th</sup> among the 57 cities in the sample, with an aggregate intercultural city index of 65%, similar to the Italian city of Rubicone, the Dutch city of Rotterdam and the German city of Duisburg. Bergen has been ranked 14<sup>th</sup> among the 30 cities with more than 200,000 inhabitants and 13<sup>th</sup> among the 26 cities with more than 15 per cent of foreign-born residents.

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



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

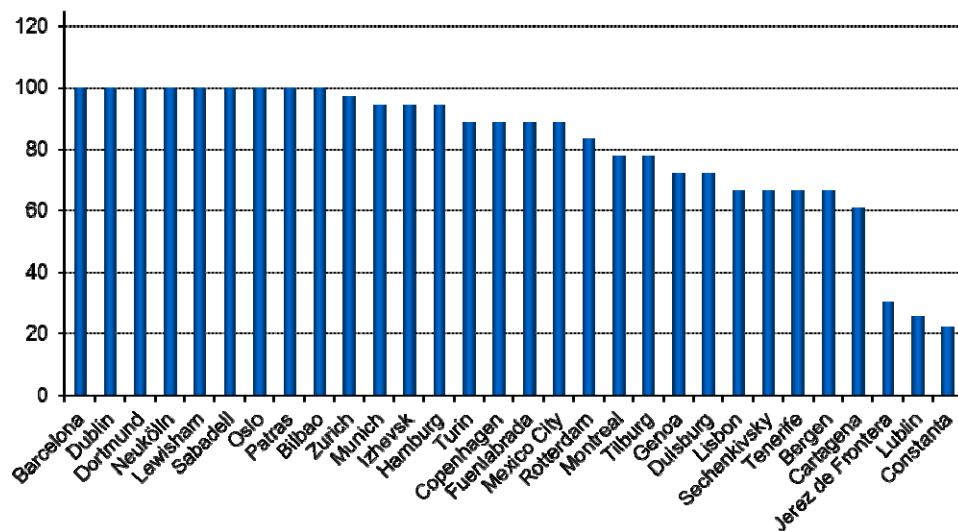


## Bergen – An overview

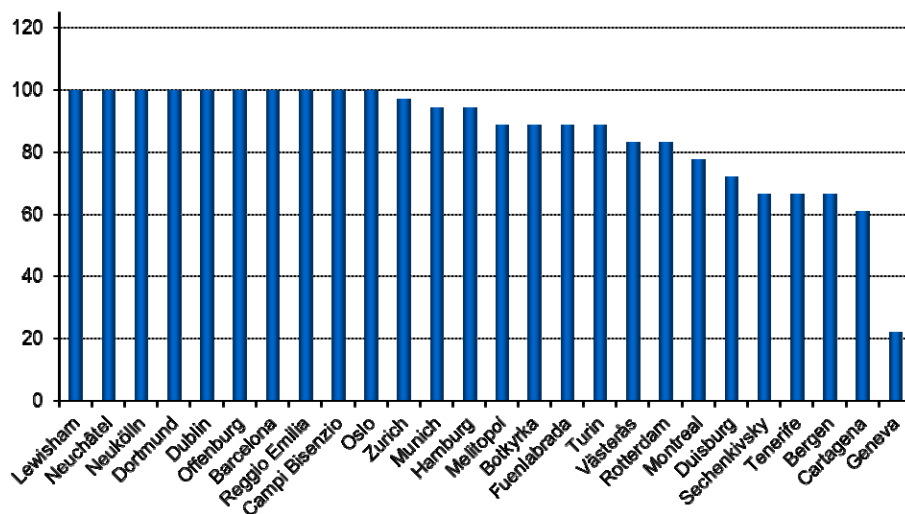
Bergen is the second largest city in Norway. In the 3<sup>rd</sup> quarter of 2013, the city of Bergen had a population of 271,000 inhabitants. The most important ethnic group –Norwegian citizens– make up 86% of Bergen’s inhabitants. Foreign-born make up 13% of Bergen’s total population, and there are 1.5% inhabitants with migrant background. The largest minority group –people from Poland– make up 1.8% of the city’s population, but none of the other minorities represents more than one per cent of the Bergen’s populations. The latest GDP/per capita figures are of €77,500 (2012), similar to the Norwegian GDP per capita.

### 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 Bergen's commitment policy goals is lower than the city sample's<sup>5</sup>: 67% of these goals were achieved, while the city sample's rate for commitment policy is 77%.

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

Bergen is seriously thinking about a dedicated cross-departmental co-ordination structure for its integration strategy. Bergen has not allocated a budget for integration, as it has been considered as a cross-cutting field. The different fields which are affected by the topic amend their budget to achieve the goals in the course of integration. Furthermore, some services related to migrant integration as the Introduction Centre for Refugees and the Centre for Learning Norwegian are funded by State grants.

Bergen's official webpage includes the Action Plan for Inclusion and Diversity. The city also provides a diversity award as a mean of acknowledging local services that have succeeded in this field.

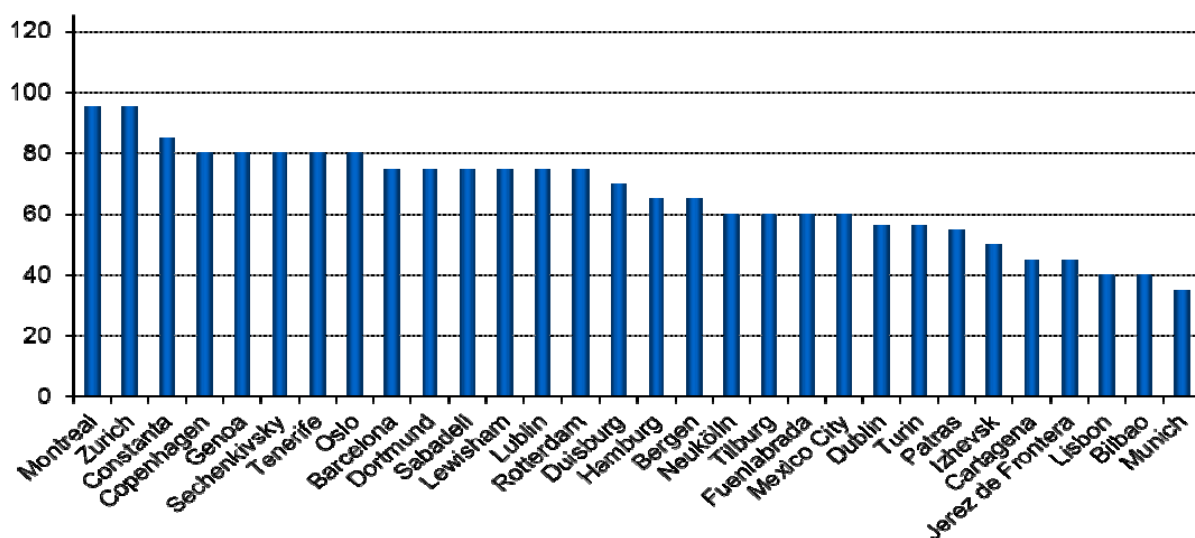
Bergen may wish to ameliorate its intercultural commitment by increasing the references to the city's intercultural commitment in official speeches and communications, and also by establishing a dedicated body to coordinate the integration strategy. The German city of Hamburg could be a useful example: Hamburg has created a body which is responsible for its intercultural strategy and action plan named "Amt für Arbeit und Integration" (Office of Labour and Integration), part of the city's Ministry of Labour, Social and Family Affairs and Integration. Two desk officers in the Ministry are coordinating the intercultural plan and the progress concerning its implementation. All Hamburg's State Secretaries are coordinated in a high-profile management board to establish a common conceptual framework and its development.

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<sup>5</sup> The term "city sample" refers to the weighted average of the 57 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

## 2. Education<sup>6</sup> policies through an intercultural lens

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



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 Bergen's education policy achievement rate (65%) is almost equivalent to the city sample's rate (66%).

In most of the local primary schools do almost all pupils come from the same ethnic background: only some schools have pupils from a migrant background and it is noteworthy that there is no phenomenon of ethnic segregation or white flight, probably due to the fact that the school catchment area is related to neighbourhoods which are ethnically mixed. The ethnic background of teachers in schools partially reflects the composition of the city's population, and only few schools are making strong efforts to involve parents from ethnic minority/migrant background in school life. The Bergen municipality has announced funds to stimulate the collaboration between schools and parents from minority background.

The city also promotes local schools which carry out intercultural projects. Many schools apply for funding for different intercultural projects where the parents are actively involved. Most of the schools engage in mutual collaboration, evaluating and sharing their experiences and projects.

<sup>6</sup> 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](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)).

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

### **3. Neighbourhood policies through an intercultural lens<sup>7</sup>**

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.

Bergen's neighbourhood policy indicators are higher (85%) than the city sample's rate (60%).

In most of Bergen's neighbourhoods a vast majority<sup>8</sup> of residents comes from the majority background: there is no district with a vast majority of minority ethnic groups<sup>9</sup>. Bergen doesn't encourage residents from one neighbourhood to meet and interact with residents from another because there are no ethnically segregated neighbourhoods in the city.

Furthermore, the city has a policy to increase the diversity of residents in the neighbourhoods. 50% of the residents at Council Housing (around 3,000 flats) are from a migrant background: the municipality does not buy or build new housing in areas where there are previous council houses. This city's commitment in housing is stated in the Action Plan for Inclusion and Diversity.

The city of Bergen has a policy to encourage people from different ethnic backgrounds to meet and interact in their neighbourhood. The City has a special focus on areas of the city where the highest percentage of residents have a migrant background. The city has several small community centres in these neighbourhoods with activities aimed at increasing the interaction between the residents in the neighbourhoods. In two of these neighbourhoods, the City has employed coordinators to improve the dialogue between the municipality and the residents. The city also supports *Open kindergartens* in all areas of the city.

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<sup>7</sup> By "neighbourhood" we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical definition of "neighbourhood" varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on the average.

<sup>8</sup> 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.

<sup>9</sup> By "minority group" we understand a subordinate group whose members have significantly less control or power over their own lives than the members of a dominant or majority group have over theirs. (ref. [http://higher.ed.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://higher.ed.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

Parents with infants or small children who are on maternal/paternal leave or are at home with their children can come to these centres during the daytime. This offer is popular among the migrant population and a good place to practice Norwegian and make friends. In areas with diverse population, the city encourages the residents to participate in the European Neighbours' Day. This day has been celebrated in Bergen since 2006. Finally, the city encourages people from migrant backgrounds to play football and participate in activities in their local areas with their neighbours and classmates regardless of ethnic background. This strategy is working well and is possibly the context the majority and minority population interact most in the neighbourhoods. The city does not encourage ethnically defined football teams or sports clubs.

#### **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 Bergen's public services policy achievement rate is considerably higher (95%) than the city sample's rate (45%).

According to the answers provided in the survey, the ethnic background of public employees reflects the composition of the city's population only at the lower levels. However, Bergen has put into practice a specific recruitment strategy to ensure that the ethnic background of public employees mirrors the composition of the city's inhabitants. In 2013, the City Council passed an action plan called **The Future Workplace** which deals with this issue among others, paying special attention to the role of the municipality of Bergen as employer for minorities.

Non-nationals can seek employment in the local public administration. The city encourages intercultural mixing and competences in private sector enterprises. Different initiatives are promoted in this field, such the economic support to the project **Global Future** leads by the Confederation of Norwegian Enterprise<sup>10</sup> and the economic support an co-partnership in the annual **International Career Fair**<sup>11</sup> with the Bergen Chamber of Commerce and Industry. The website emphasises the importance of intercultural and multilingual employees for Bergen's business to stay competitive in today's international business culture.

Bergen provides three out of the four services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens: it offers funeral/burial services, women only sections and times in sports facilities in response to culturally-based requests and other services such as the municipal translation agency, which provides translators in more than 60 languages and special services to residents in care-homes.

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<sup>10</sup> See <https://www.nho.no/Om-NHO/Regionforeninger/NHO-Hordaland/Global-Future/>

<sup>11</sup> Further information at [http://www.bergen-chamber.no/article.php?group\\_id=623](http://www.bergen-chamber.no/article.php?group_id=623)



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

Bergen's business and labour market policy indicators are similar (40%) than the city sample's rate for business and labour market policy which is 41%.

In Bergen, the Chamber of Commerce and Industry<sup>12</sup> is the institutional business umbrella organisation to promote diversity and non-discrimination in the employment.

Bergen might wish to ameliorate the intercultural dimension of its business and labour market by encouraging ethnic/cultural minorities businesses to move beyond "ethnic niches" into the main stream and higher value added sectors, and by giving priority to companies with a diversity strategy in the municipality's procurement of goods and services.

In Oslo (Norway), the City Council's Office for Business Development has taken an active stance on integrating minority businesses. To help small business to deal with the complexity of Norwegian rules and regulations regarding taxation and business practice, the Norwegian Centre for Multicultural Value Creation is helping the so-called "non-western", first and second-generation immigrants to start their businesses by providing advisory services, coaching and training in business establishment. The centre is unique in its approach in assisting the professional immigrants, and has received extensive and positive attention and support nationwide among the immigrant organizations, government institutions, private organizations and the media. The result of such attention has been that a large number of immigrants have contacted the centre and are frequent users of the services provided.

Similarly, in Amadora (Portugal), the municipality offers the "Amadora Empreende" program, which seeks to identify individual entrepreneurial initiatives by providing the necessary conditions for developing a business idea. Two initiatives, "A Incubadora 11 Quick" (directed at young people aged 18 to 30 years) and "Quem não Arrisca não Petisca" (directed to people in socially vulnerable - women, disabled, immigrants, etc.), are intended as a program of selective support to strengthen projects or to seek for financial support.

## **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

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

Bergen uses interculturalism as a criterion when allocating grants administered by the City. Bergen's cultural and civil life policies are full of events and activities in the fields of arts, culture and sport to encourage inhabitants from different

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<sup>12</sup> See [www.bergen-chamber.no](http://www.bergen-chamber.no)

ethnic groups to mix. **Kaleidoscope (Fargespill)** is an art project where young Norwegians and newly arrived migrants meet and create music together. Similarly, the **FIKS Bergen** initiative promotes cooperation between different sports clubs to include people from migrant background in their activities, and they organise an intercultural day to introduce people to their activities.

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

## **7. Public space policies through an intercultural lens**

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

The rate of achievement of Bergen's public space policy goals is higher than the sample city's: 72% of these goals were achieved, while the sample city rate for public space policy is 63%.

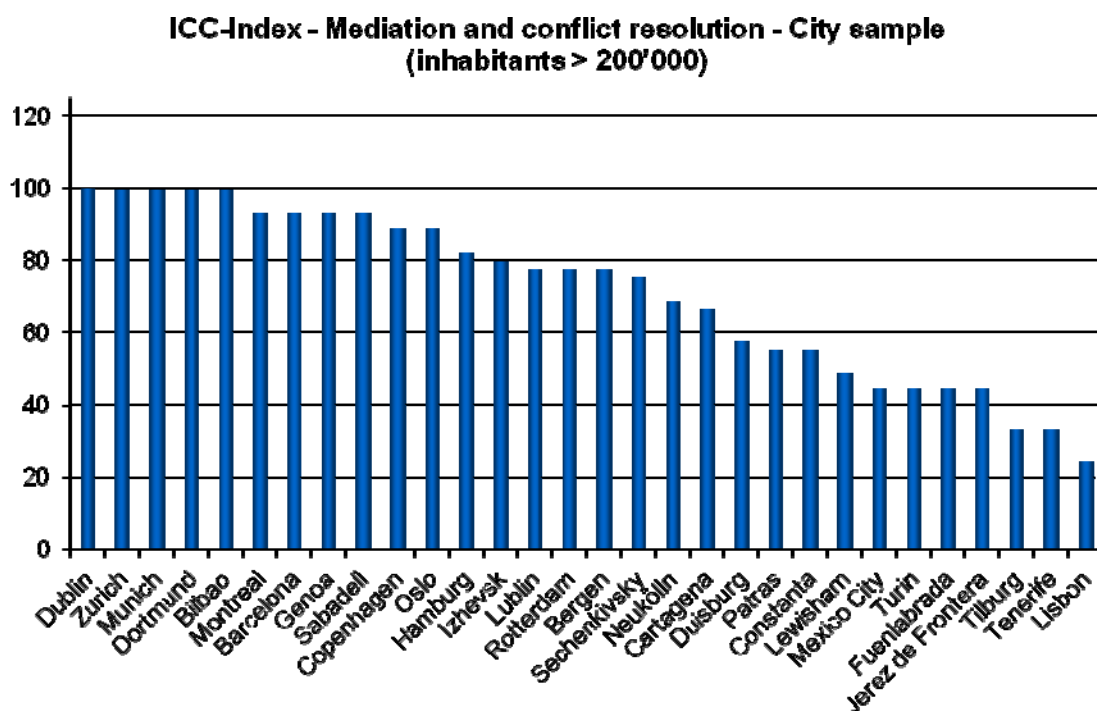
Bergen has implemented several public spaces policy instruments. The local government promotes intercultural mixing in public libraries, museums and art initiatives.

Bergen stimulates the engagement of local communities in planning processes for the development of their neighbourhoods, irrespective of the ethnic origin. Bergen could open further its public space to diversity by taking into account the population diversity in the design and management of new buildings or spaces. The city of Bilbao (Spain), for instance, proposes different forms and places of consultation to reach out to the city's ethnically and culturally diverse inhabitants when reconstructing an area. In that sense, the local Council of Immigration, a participatory body composed of immigrant associations and coordinators, is involved in the revision of Bilbao's general urban plan. Furthermore, inhabitants and different entities of the most diverse neighbourhood of San Francisco actively participated in the design of the place of Sagrado Corazón de María, and also in the new design of the Alhóndiga intercultural centre.

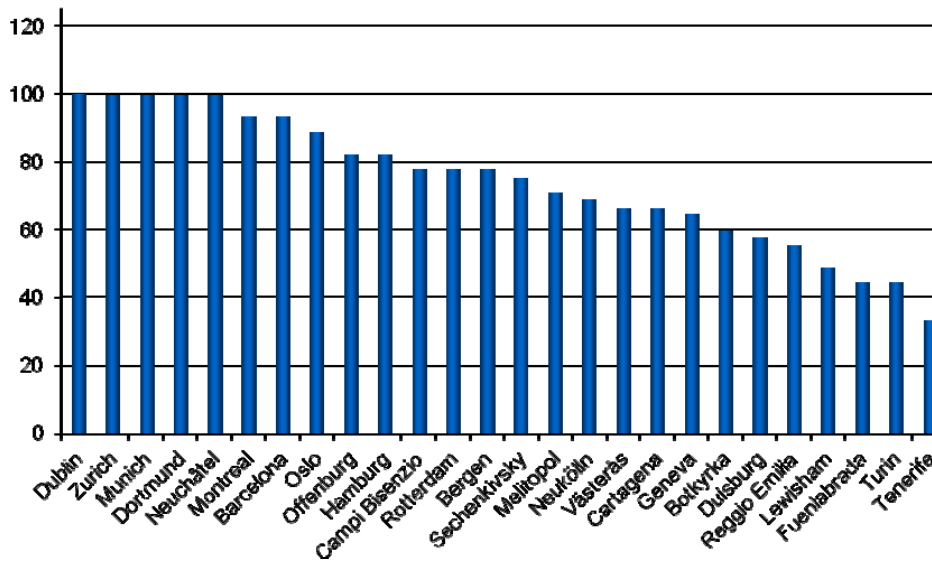
Lastly, it is positive that there are neither areas in Bergen reputed as "dangerous", nor spaces or areas dominated by one ethnic group where other people may feel unwelcome. In fact, according to a 'mapping' project elaborated in 2012, there are no 'gangs' or groups that intimidate other residents in the vast majority areas of Bergen.

There are no areas in the city which are reputed as 'dangerous', and only few spaces or areas in Bergen seem to be dominated by one ethnic group. Bergen may wish to encourage residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. In the case of Zurich (Switzerland), for example, the city has put into practice a policy which avoids ethnic concentration. A large proportion of the city's inhabitants live in rented accommodation. 25% of the rented flats are provided by the city or through housing associations which have implemented an allocation policy. The city's allocation scheme includes achieving a "good mix" between different social groups as one of the initiatives criteria.

## **8. Mediation and conflict resolution policies**



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



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

The analysis shows that Bergen’s mediation and conflict resolution policy achievement rate is higher (78%) than the city sample’s rate (65%).

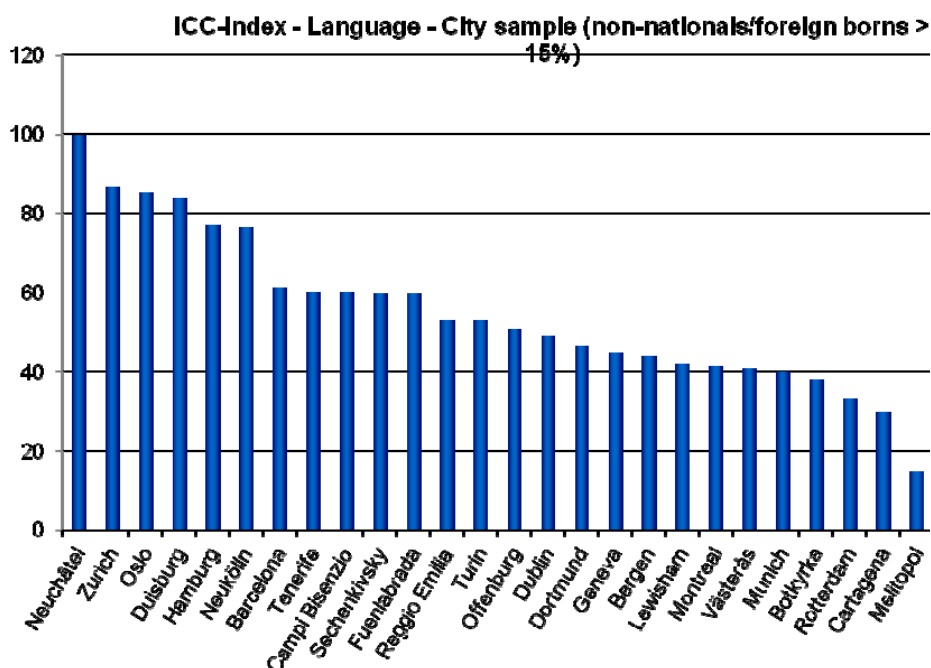
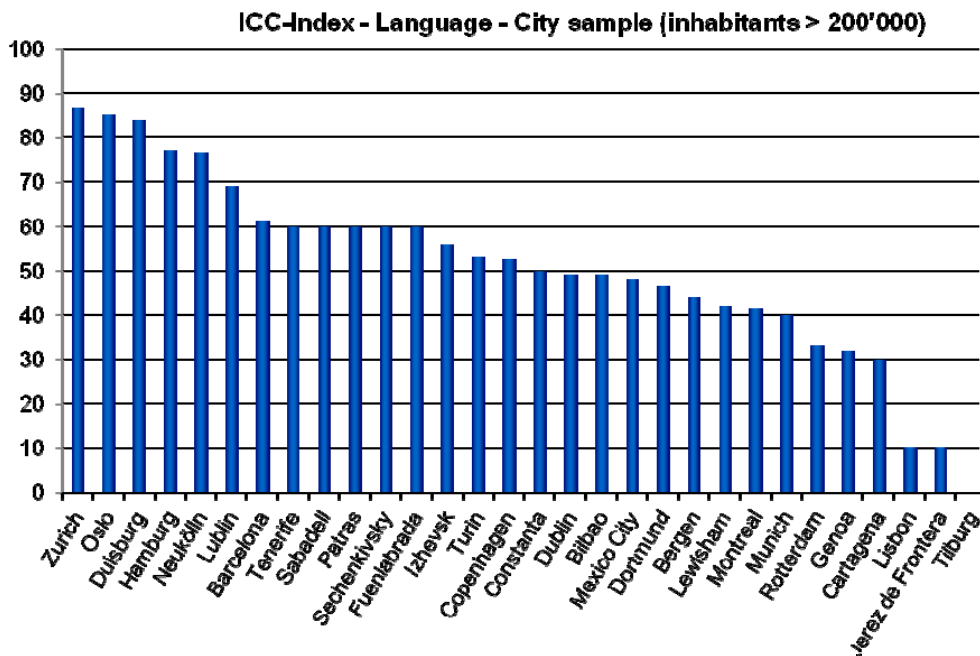
Bergen has introduced many initiatives to achieve its mediation and conflict resolution policy objectives. The city has set up an generalist municipal mediation service which also deals with cultural conflicts. Bergen also provides mediation services in places such as neighbourhoods, on streets, actively seeking to meet residents and discuss problems. This service is provided by the Community Youth Outreach Unit in Bergen (**Utekontakten**).

Finally, Bergen has also set up a municipal mediation service committed to inter-religious issues specifically. **Samarbeidsråd for tros- og livssynssamfunn** is an interfaith organisation in Bergen. Most faith communities in Bergen are represented in the council, which is supported by the municipality.

Bergen may wish to further explore possible mediation and conflict resolution ideas. Thus, in Dublin (Ireland), there is a mediation service with intercultural competence which is run by autonomous organizations. The Immigration Council of Ireland (ICI) is an independent national non-governmental organization that promotes the rights of migrants through information, legal advice, advocacy, lobbying, research and training work. Furthermore the Migrants' Rights Centre Ireland is a national organization concerned with the rights of migrant workers and their families which aims to bridge a gap in support structures and information provisions for this group. Finally, the Jesuit Refugee Service (JRS) is an international Catholic non-governmental organisation. It focuses mainly on supporting people seeking asylum in state provided accommodation, assisting immigration related detainees as well as promoting integration of migrant

communities. All three of these autonomous organizations provide mediation services and have intercultural competences. The city also provides mediation services in places such as hospitals.

## 9. Language<sup>13</sup>



Bergen's language policy achievement rate is slightly lower (44%) than the city sample's rate (48%).

<sup>13</sup> 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](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

The city provides specific language training in the official languages for hard-to-reach groups<sup>14</sup>. It also provides learning migrant/minority languages as part of the regular curriculum at schools and as mother tongue course for migrant/minority kids only.

Bergen encourages projects which give a positive image to minority/migrant languages. The public library in Bergen is host to events promoting literature and art from the migrant home countries<sup>15</sup>.

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

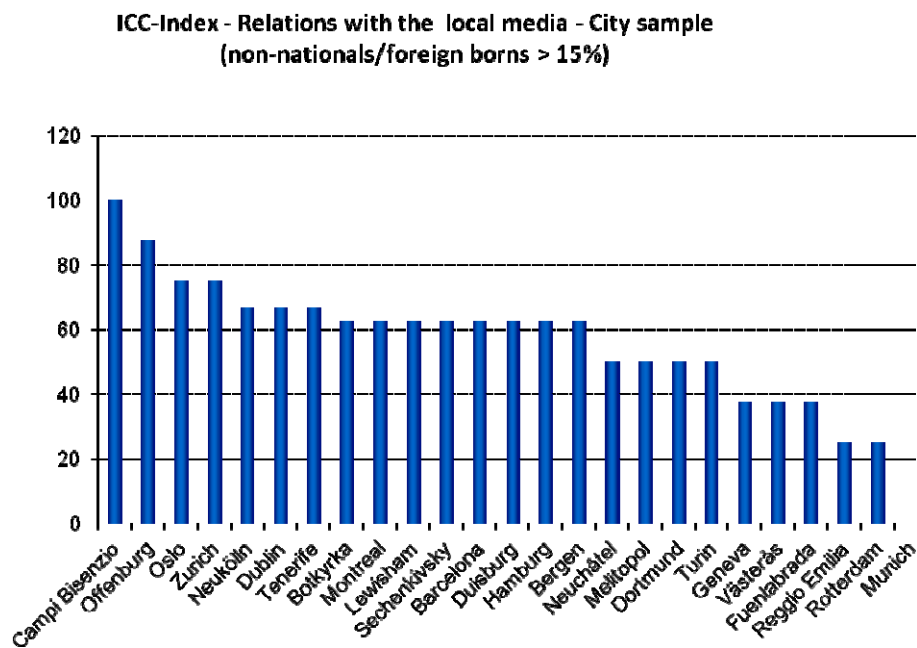
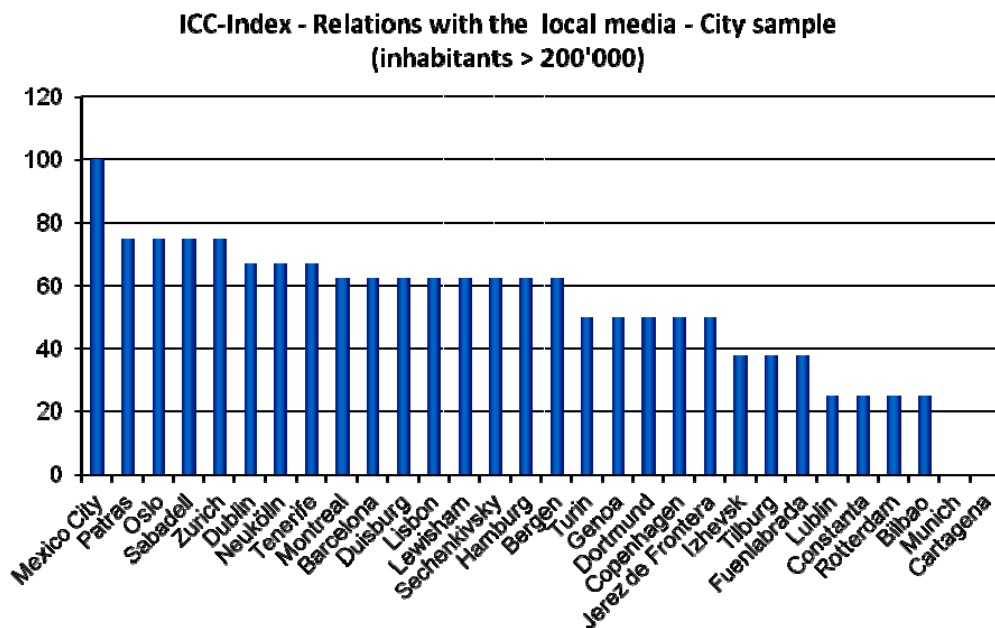
Bergen may also wish to take note of an initiative put into practice in Reggio Emilia (Italy) by ensuring that all of the city's citizens are eligible to receive training in immigrant/minority languages. In order to help families preserve the competence of migrant children in their mother tongue language, in two schools in Reggio Emilia there are classes in the native languages of children and in parallel their parents learn Italian.

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<sup>14</sup> The term makes specific reference to non-working mothers, the unemployed, as well as retired people

<sup>15</sup> A recent example could be see at: <http://bergenbibliotek.no/kalender/2013/duVerden>

## 10. Media policies



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

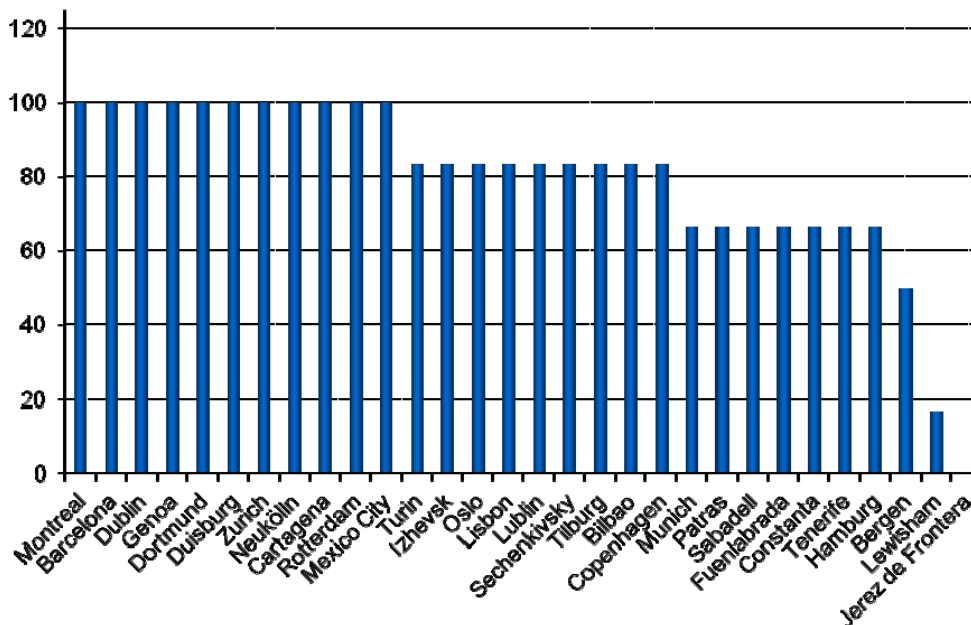
63% of Bergen's media policy goals were achieved while the city sample's attainment rate for these goals is 47%.

Bergen monitors the way in which minorities are portrayed in the local media. Occasionally, the municipality promotes a positive image of migrants and minorities in the media. Four or five times a year, the city publishes a newspaper with information about activities in the city that is distributed to all households in the city. The November 2013 edition was dedicated to integration<sup>16</sup>. The city's communication department is instructed to regularly highlight diversity as an advantage in different types of communications. Bergen may wish notice an initiative launched by the city of Barcelona (Spain). Since 2010, the city is carrying out the BCN Anti-Rumor campaign to combat negative and unfounded rumors that have an adverse effect on living in diversity, based on working in conjunction with different social actors and organizations. A part of this campaign has been substantial press coverage.

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

## 11. International outlook policies

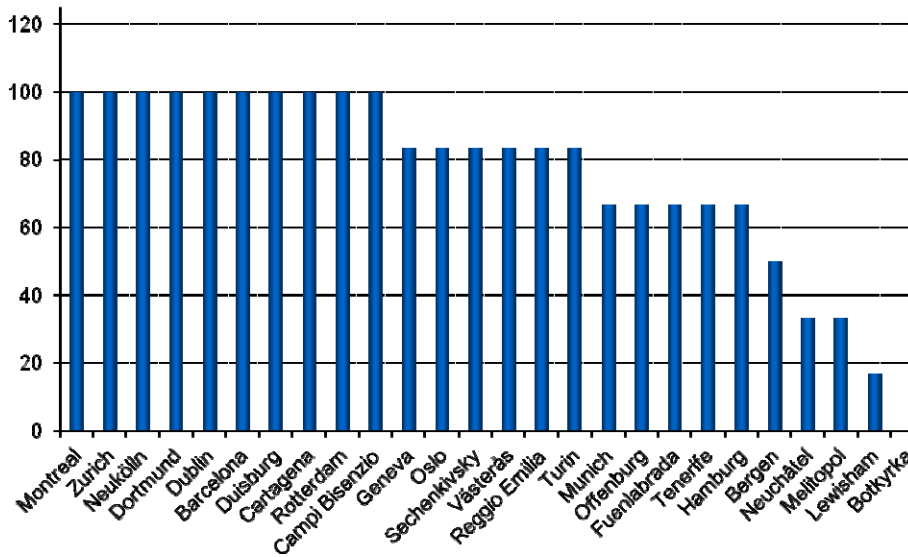
ICC-Index - An open and international outlook - City sample  
(inhabitants > 200'000)



<sup>16</sup> Further information at: <https://www.bergen.kommune.no/aktuelt/publikasjoner/301/article-111191>



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



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

Bergen’s international outlook policy indicators are lower (50%) than the city sample’s (71%).

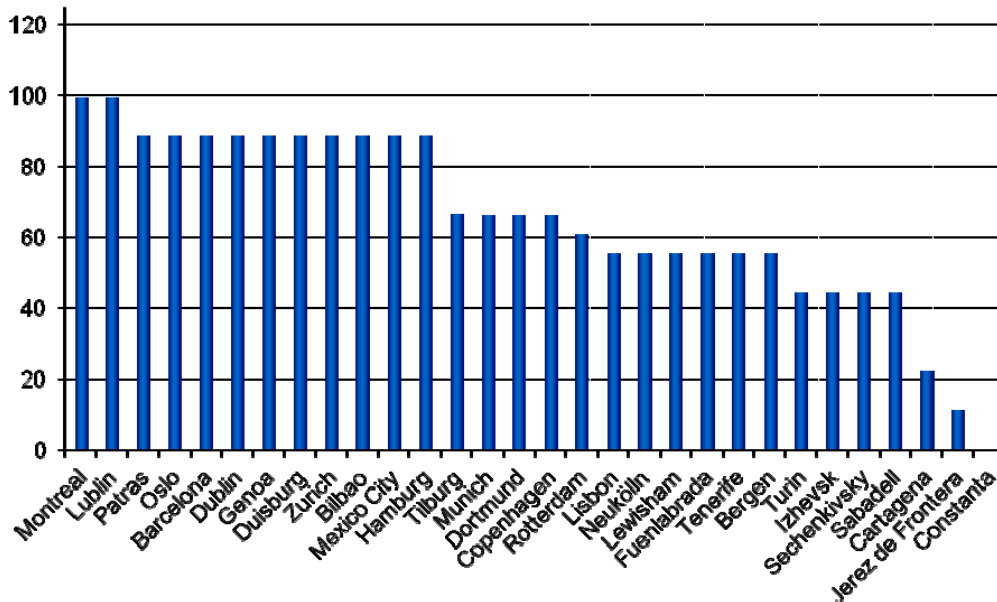
Bergen has put into practice several policies to encourage international co-operation. A new International Plan for the city is been prepared by the municipality. Funding for international cooperation is integrated in the budgets of different departments, such as the cultural affairs department or in supra-municipal administrations such the Hordaland fylkeskommune (Hordaland County Council) which has an international agency for internationalization.

Bergen supports local universities in order to attract foreign students, and ensures that foreign student populations take an active part in the city life.

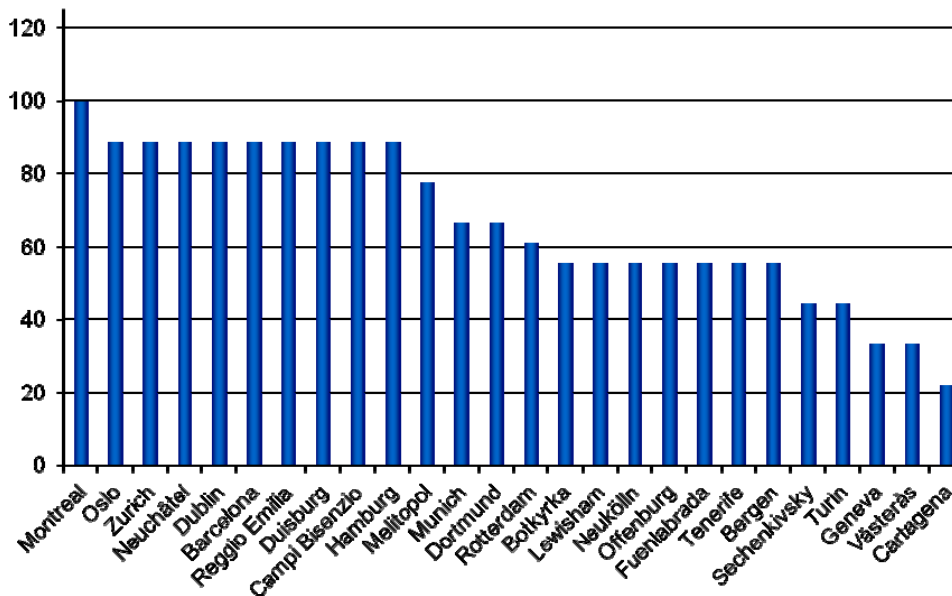
Bergen may wish to further explore possible international outlook policies by encouraging co-development projects with Bergen’s migrant groups’ countries of origin and by setting up an agency to monitor and develop Bergen’s openness to international connections. In Copenhagen (Denmark), the city has set up structures to monitor and develop its 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”.

## 12. Intelligence 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.

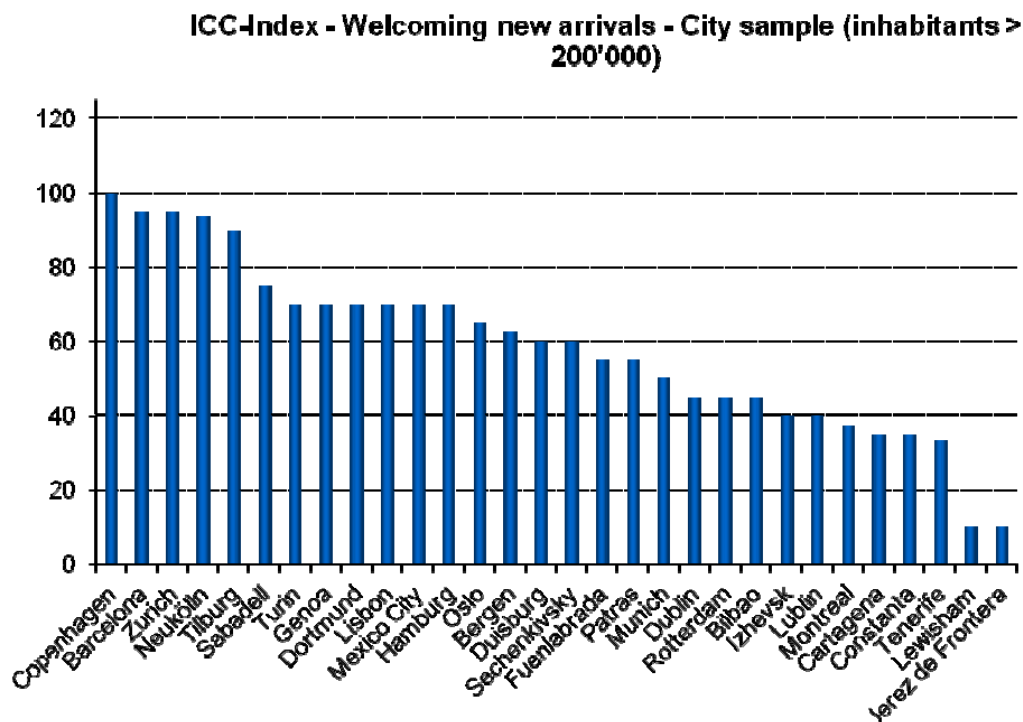
The attainment rate of Bergen’s intelligence competence policy goals is lower than the city sample’s: 55% of these goals were achieved, while the city sample rate for intelligence competence policy is 63%.

According to the answers provided in the survey, the city promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information networks and training courses. Since 2001 the City of Bergen has offered courses in intercultural communication to its staff. The County council has also offered this course to its staff and other public and private sector workplaces.

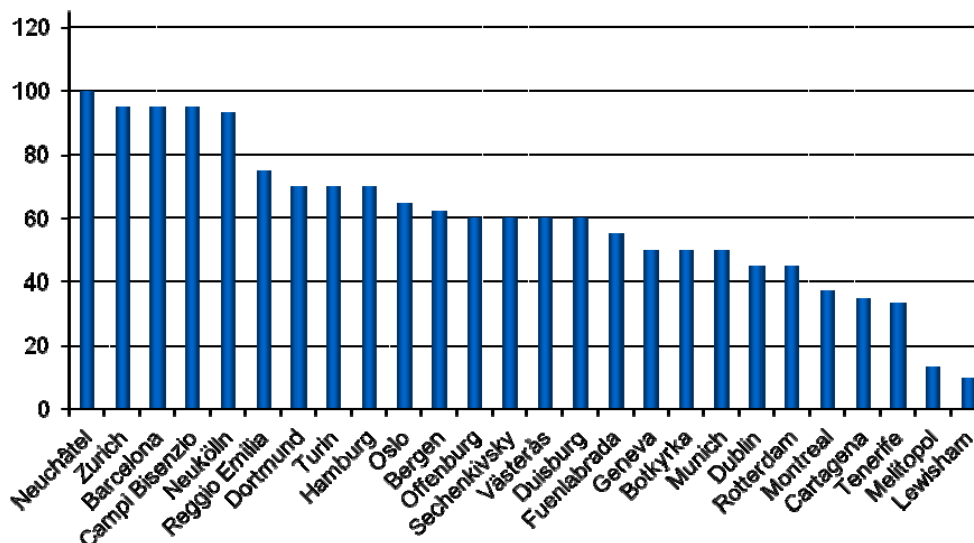
The city also conducts surveys to find out how inhabitants perceive migrants/minority groups.

Bergen may wish to ameliorate its intelligence and competence policies by mainstreaming information about diversity and intercultural relations to inform the city when formulating new initiatives and by offering internships. The city could consider following the example of the Swiss canton of Geneva. Here, the Office for the Integration of Foreign Residents runs internship programs. Its aim is to contribute to the professional development of its candidates in the field of cantonal government and integration.

### 13. Welcoming policies



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



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

The attainment rate of Bergen’s welcoming policy goals is higher than the city sample’s: 63% of these goals were achieved, while the city sample rate is 56%.

Bergen has implemented various welcoming policy instruments. For instance, the city has set up a designated agency to welcome newcomers. The **Introduction Centre for Refugees** welcomes around 400 new refugees a year. The city council has passed a decision that Bergen will receive 450 new refugees (including family reunification) every year in the period 2014-2016. They will go through a 2 year introduction program aimed at qualifying them for a job or participation in the ordinary education system. The program had around 510 participants in December 2013. The participants are paid around 14 200 NOK a month to participate in this course.

The municipal Norwegian language school for newly arrived immigrants<sup>17</sup> had around 3700 adult students in 2012. The city of Bergen owns the organisation **Business Region Bergen** together with 22 other municipalities in the region and the county council. This organisation works to strengthen and develop trade and industry in the Bergen region, especially within the region's most important

<sup>17</sup> Further information at:  
<https://www.bergen.kommune.no/omkommunen/avdelinger/skoler/nygard-skole>

industries: Oil, gas, marine activities, maritime industry and tourism. Their goal is to contribute to sustainable and knowledge based growth, diversity and high level of employment in the region. They offer assistance to people who want to establish business in Bergen.

The City Council is working for the establishment of a service centre for work migrants in cooperation with regional state agencies (SUA). Regional politicians, trade unions, business organisations and the relevant regional state agencies are all united in the demand that a centre should be opened in Bergen. The city has promised funding towards such a centre in Bergen. There is also an appropriate office space available for the office in the regional tax office. The City hopes the new national government in Norway will open a centre in Bergen as soon as possible.

Bergen has published a comprehensive package of information to aid newly arrived foreign residents. The city's services and agencies provide support tailored specifically for students, family members, refugees and migrant workers. For instance, the **INN Bergenis a service centre** for the Bergen region run by Bergen Chamber of Commerce and Industry<sup>18</sup> provides various services to the businesses in the region that are recruiting foreign employees. The goal is to ease the companies' efforts at recruiting foreign employees, and getting foreign residents to feel at home in Bergen. There is a great need to recruit qualified employees to the region, according to a survey done by Bergen Chamber of Commerce and Industry with financial support from the Municipality of Bergen. Regarding international students, the University of Bergen, the Bergen University College and other higher education institutions in the city have their own programs welcoming foreign students. The city cooperates with these institutions.

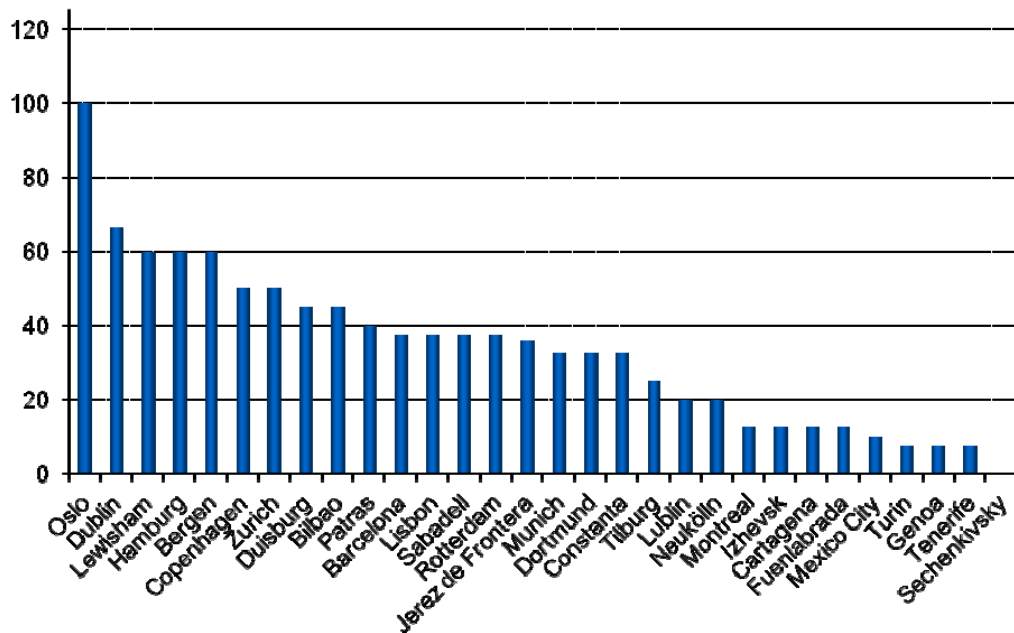
Bergen may wish ameliorate its welcoming policies by having a special public ceremony to greet newcomers in the presence of city's officials. We invite Bergen to consider the following welcoming initiative as implemented by Tilburg city council (the Netherlands). Here, each new migrant resident has to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

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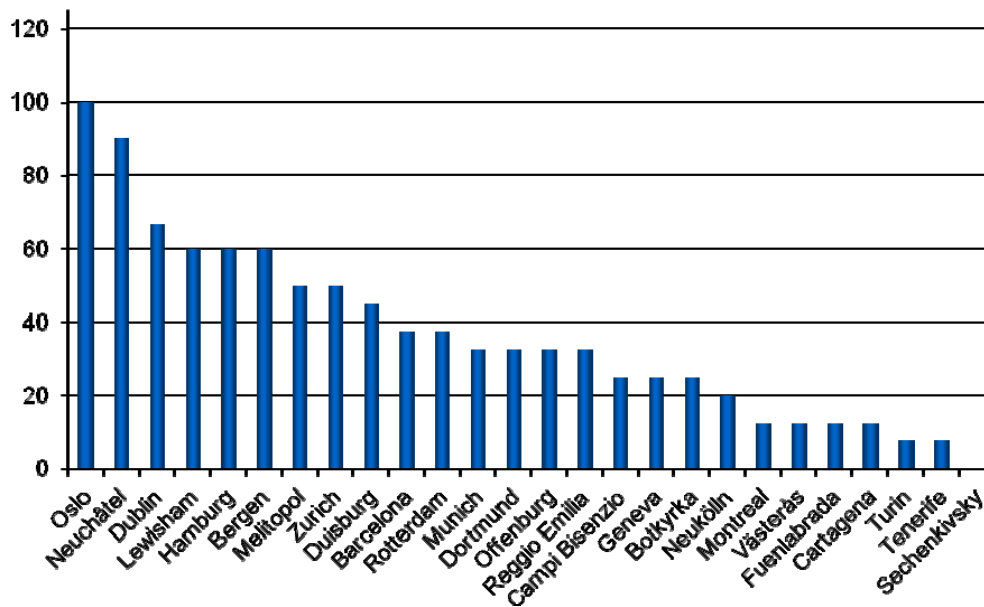
<sup>18</sup> See: <http://eng.bergen-chamber.no/page/189/inn-international-network-norway>

## 14. Governance policies

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



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



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

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

Bergen's local authority has implemented several good governance policies. The city has an independent council to represent all ethnic minorities at regional level (the city of Bergen means the 60% of the Hordaland county population), the **Kontaktutvalget mellom innvandrere og styresmakter i Hordaland** (Contact committee between immigrants and authorities in the Hordaland County).

Regularly, Bergen city council promotes initiatives to encourage migrants/minorities to engage in political life. Before every election there is a campaign to encourage people from migrant background to participate. The city works with migrant communities to inform them about their rights and the election. There are also debates with leading politicians on topics chosen by migrant organisations.

The ethnic background of elected politicians does not yet reflect the composition of the city population. Newcomers are eligible to vote in local election after three years of residence or less. The challenge is to encourage recent migrants to engage in political life, parties and institutions.

Bergen may wish ameliorate its intercultural governance policies by establishing a standard for the representation of migrants/minorities in mandatory bodies which supervise schools and public bodies. 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 Bergen does better than most other cities in the sample. Its leading practices can provide useful insights and examples to other cities in the field of mediation, neighbourhood, public service and cultural and civil life.

On the other hand, Bergen's achievements in the areas of business and labour market, language and international outlook are lower than the city sample.

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

## 16. Recommendations

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

- **Commitment:** Bergen may wish to ameliorate its intercultural commitment by increasing the references to the city's intercultural commitment in official speeches and communications, and also by establishing a dedicated body to coordinate the integration strategy
- **Education:** Bergen might consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools and by considering a public policy to increase ethnic/cultural mixing in schools.
- **Neighbourhood:** Bergen may wish to know about other Intercultural Cities initiatives to continue enriching its neighbourhood activities.
- **Public services:** Bergen may wish to know about other Intercultural Cities initiatives to continue enriching the intercultural dimension of its public services.
- **Business and labour market:** Bergen should wish to ameliorate the intercultural dimension of its business and labour market by encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors, and by giving priority to companies with a diversity strategy in the municipality's procurement of goods and services.
- **Cultural and civil life:** Bergen may wish to ameliorate its cultural and civil life policies, for example, by organising public debates and campaigns in a regular basis.
- **Public space:** Bergen should wish ameliorate its intercultural public space by taking into account the population diversity in the design and management of new buildings or spaces.
- **Mediation and conflict resolution:** Bergen may wish to ameliorate its intercultural mediation policies by providing intercultural mediation specialised institutions such as hospitals, police, mediation centres and retirement homes, and also in the city administration for general purposes.
- **Language:** Bergen may wish to ameliorate its language policies in the future, for example by ensuring that all of the city's citizens are eligible to receive training in immigrant/minority languages and by supporting private/civil sector institutions on providing language training in migrant/minority languages. Furthermore, Bergen may wish to further explore supporting financially local minority newspapers/journals or radio/TV programmes in minorities languages.



- **Media:** Bergen may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds.
- **International outlook:** Bergen may wish to further explore possible international outlook policies by encouraging co-development projects with Bergen's migrant groups' countries of origin and by setting up an agency to monitor and develop Bergen's openness to international connections.
- **Intelligence and competence:** Bergen may wish to ameliorate its intelligence and competence policies by mainstreaming information about diversity and intercultural relations to inform the city when formulating new initiatives.
- **Welcoming:** Bergen may wish ameliorate its welcoming policies by having a special public ceremony to greet newcomers in the presence of city's officials
- **Governance:** Bergen may wish ameliorate its intercultural governance policies by establishing a standard for the representation of migrants/minorities in mandatory bodies which supervise schools and public bodies.

Bergen may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural cities database<sup>19</sup>.

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<sup>19</sup> [http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance\\_en.asp](http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp)