Intercultural cities
Building the future on diversity
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Coimbra: Results of the Intercultural Cities Index
Date: December 2013
A comparison between more than 50 cities[1]

Introduction

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

As of today 56 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora *(Portugal)*, Arezzo *(Italy)*, Barcelona (*Spain)*, Beja *(Portugal)*, Bilbao *(Spain)*, Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Rena *(Italy)*, Coimbra *(Portugal)*, Constanta *(Romania)*, Copenhagen (*Denmark*), Donostia-San Sebastian[2] (*Spain)*, Dortmund *(Germany)*, Dublin (*Ireland*), Duisburg *(Germany)*, Erlangen *(Germany)*, Forli *(Italy)*, Fuenlabrada *(Spain)*, Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain)*, Izhevsk *(Udmart Republic, Russia)*, Hamburg *(Germany)*, Jerez de la Frontera[3] *(Spain)*, the London borough of Lewisham (*United Kingdom*), Limassol *(Cyprus)*, 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[4] (*Italy*), Västerås *(Sweden)* and Hamburg (*Switzerland*).

Among these cities, 26 have less than 200,000 inhabitants and 31 have fewer than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Coimbra (Portugal) and provides related intercultural policy conclusions and recommendations.
Intercultural city definition

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[1] This report is based on data contained at the Intercultural Cities INDEX database at the time of writing. The INDEX graphs may include a greater number of cities, reflecting the growing interest in this instrument.
[2] The Spanish city of Donostia-San Sebastian is hereinafter referred to as San Sebastian.
[3] The Spanish city of Jerez de la Frontera is hereinafter referred to as Jerez de Frontera.
[4] The Italian city of Unione dei Comuni-Savignano sul Rubicone is hereinafter referred to as Rubicone.

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

Methodology

The Intercultural City Index analysis is based on a questionnaire involving 69 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).
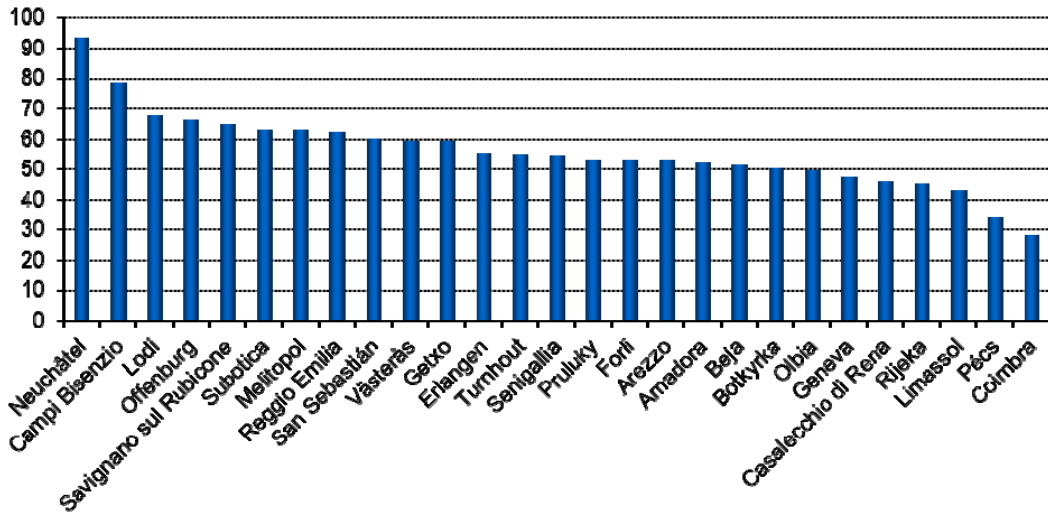
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces are grouped in a composite indicator called "urban policies through the intercultural lens" or simply "intercultural lens".

The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach in urban policies and intended only as a tool for benchmarking, to motivate cities to learn from good practice.
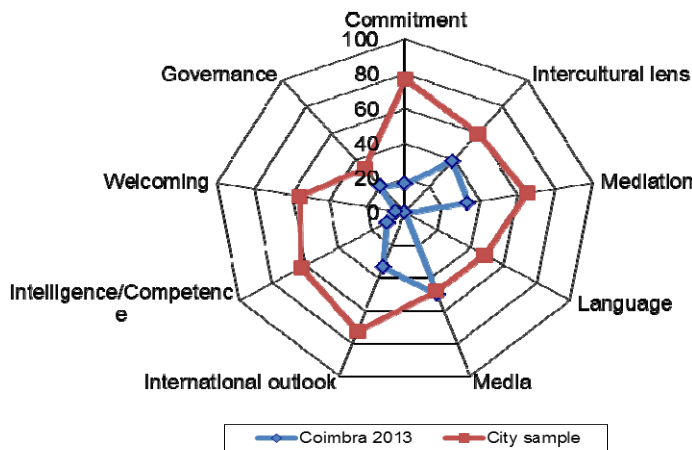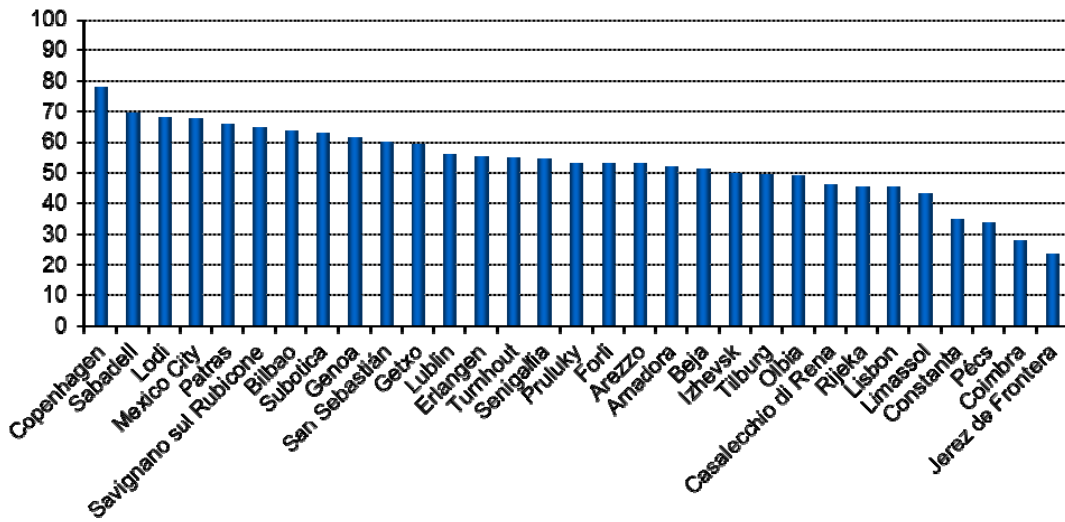
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (above or below 200,000 inhabitants) and the percentage of foreign-born residents (higher or lower than 15 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation and filtering of the results.

According to the overall index results collected in 2013, Coimbra has been positioned 55th among the 56 cities in the sample, with an aggregate intercultural city index of 28%, between the Spanish city of Jerez de Frontera (24%) and the Hungarian city of Pécs (34%). Coimbra has been ranked 26th among cities with less than 200,000 inhabitants and 30th among cities with less than 15 per cent of foreign-born residents.

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

Bar chart with cities along the x-axis: Neuchâtel, Campi Bisenzio, Lodi, Offenburg, Savignano sul Rubicone, Subotica, Melitopol, Reggio Emilia, San Sebastián, Västeras, Getxo, Erlangen, Turnhout, Senigallia, Pruluky, Forli, Arezzo, Amadora, Beja, Botkyrka, Olbia, Geneva, Casalecchio di Rena, Rijeka, Limassol, Pécs, Coimbra

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

Bar chart with cities along the x-axis: Copenhagen, Sabadell, Lodi, Mexico City, Patras, Savignano sul Rubicone, Bilbao, Subotica, Genoa, San Sebastián, Getxo, Lublin, Erlangen, Turnhout, Senigallia, Pruluky, Forli, Arezzo, Amadora, Beja, Izhevsk, Tilburg, Olbia, Casalecchio di Rena, Rijeka, Lisbon, Limassol, Constanta, Pécs, Coimbra, Jerez de Frontera

Radar chart with axes: Commitment, Intercultural lens, Mediation, Language, Media, International outlook, Intelligence/Competence, Welcoming, Governance. Legend: Coimbra 2013, City sample

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Coimbra – An overview

Coimbra is one of the most important urban centres in Portugal after the much larger cities of Lisbon and Porto. The city is better known for its university, the University of Coimbra, which is one of the oldest in Europe and the oldest academic institution in the Portuguese-speaking world. According to the 2011 Census, the city of Coimbra had a population of 143,396 inhabitants. Non-nationals make up 4.6% of Coimbra's total population, and the largest minority group – people from Brazil– represents 33% over foreign population. Other important nationalities in the city are people from Ukraine and Romania.

1. Commitment

ICC-Index - Commitment - City sample (inhabitants < 200'000)
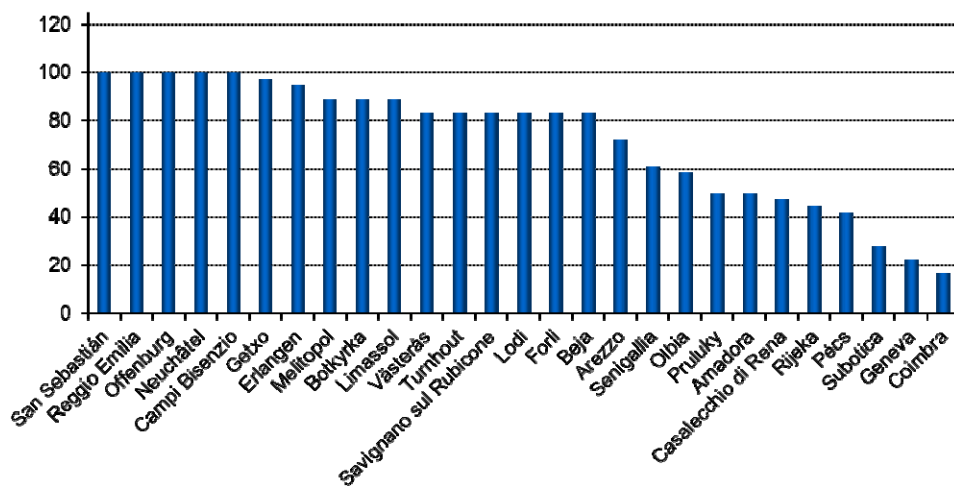
ICC-Index - Commitment - City sample (non-nationals/foreign borns < 15%)
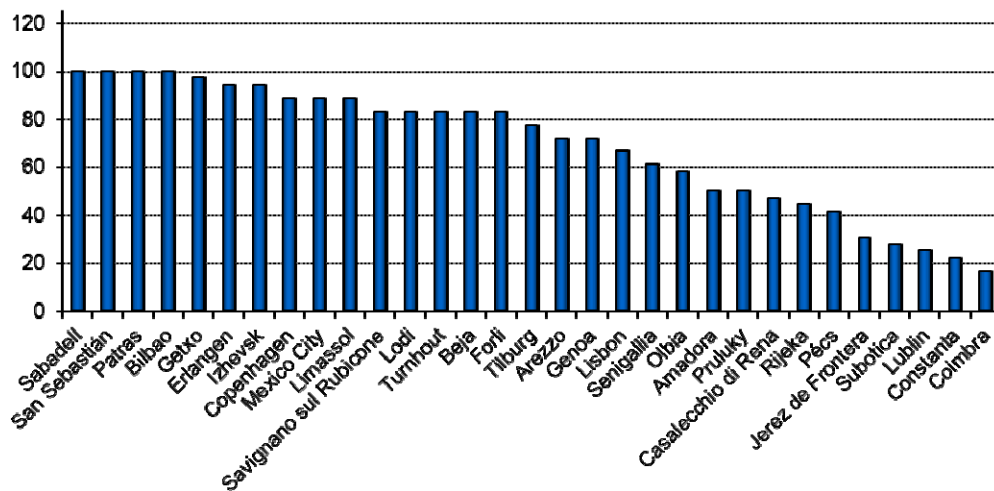
The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to

intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Coimbra's commitment policy goals is considerably lower than the city sample's[5]: 17% of these goals were achieved, while the city sample's rate for commitment policy is 77%.

Coimbra has adopted a public statement as an intercultural city. Nevertheless, the city has not adopted an intercultural integration strategy neither an intercultural action plan. The Coimbra's Action Plan of Social Network includes the guidelines on municipal action regarding migrants[6]. Coimbra has not allocated a budget for the implementation of an intercultural strategy neither has a cross-departmental co-ordination structure for the intercultural strategy.

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

Coimbra might consider ameliorating its intercultural commitment by defining a intercultural strategy, including concepts, tools and initiatives. In 2013, for example, authorities from the German city of Hamburg set new standards in integration policy. The "**Hamburger Integrationskonzept**"[7] (Hamburg Integration Concept) means "participation, intercultural opening and cohesion" and it is addressed to all parts of society and emphasizes three aspects: welcoming culture, diversity and cohesion"[8]. For this purpose, it develops principles and concepts to support the involved actors and to implement measures.

Similarly, the Italian city of Campi Bisenzio has implemented a grand number of commitment policy initiatives. The city formally adopted a public statement as an intercultural city and its official speeches and communications often make clear reference to Campi Bisenzio's intercultural commitment. Furthermore, the city communicates its intercultural statements, strategy and action plan via its official website **La Città Visibile** (The Visible City)[9] which provides information and consultation regarding diversity and the integration policies of the city. At the same time it serves as a platform informing about the Italian Network of Intercultural Cities[10].

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

[6] The Action Plan is available (in Portuguese) at: http://www.cm-coimbra.pt/index.php?option=com_content&task=view&id=1846&Itemid=364

[7] Information on the Hamburger Integrationskonzept could be find at: http://www.hamburg.de/contentblob/128792/data/konzept.pdf

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

[9] http://www.comune.campi-bisenzio.fi.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/5425

[10] http://www.municipio.re.it/retecivica/urp/pes.nsf/web/Ntwrklcttdldlgngls?opendocument

ICC-Index - Intercultural lens - City sample (inhabitants < 200'000)
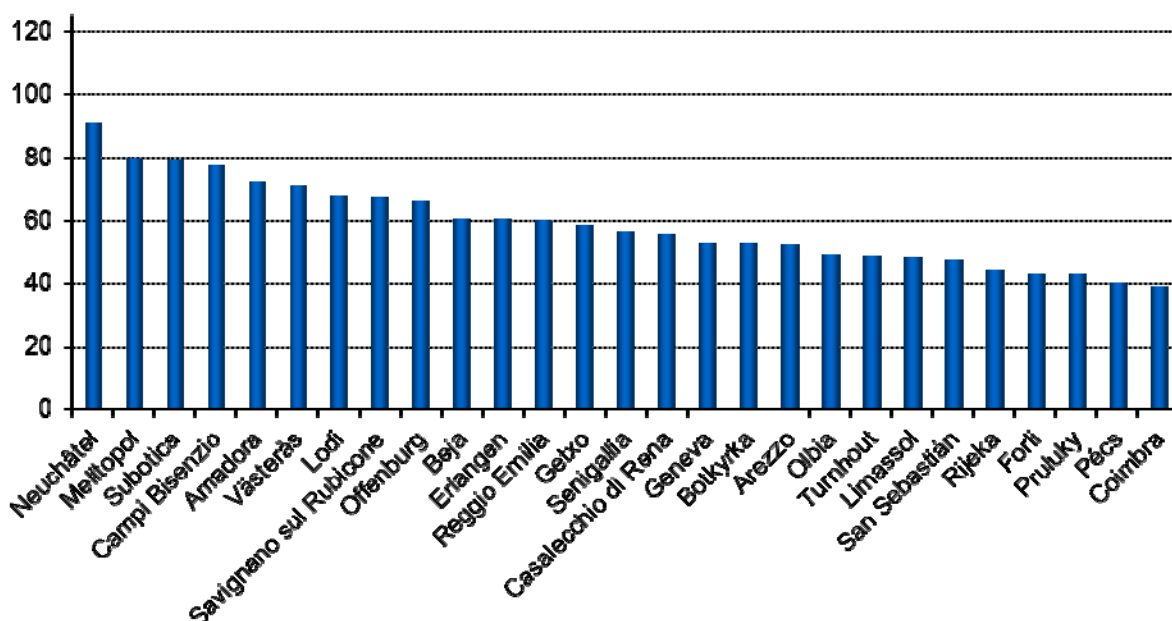
2. Education[11] policies through an intercultural lens

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

The analysis shows that Coimbra's education policy achievement rate (60%) is slightly lower than the city sample's rate (66%).

In all of the local primary schools do almost all pupils come from the same ethnic background. The ethnic background of teachers in schools partially reflects the composition of the city's population, and most of schools are making strong efforts to involve parents from ethnic minority/migrant background in school life. In different schools of the city, like Escola de S. Bartolomeu and Escola d'Almedina, parents with ethnic background are really involved in parents' associations.

The city also promotes local schools which carry out intercultural projects. In that sense, schools of the city have been involved in the Comenius Programme, a EU initiative focuses on all levels of school education, from pre-school and primary to secondary schools. TheComenius actions aim to help young people and educational staff better understand the range of European cultures, languages and values. They also help young people acquire the basic life skills and competences necessary for personal development, future employment and active citizenship. The Comenius programme aims to involve everyone in school education: mainly pupils and teachers but also local authorities, representatives

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[11] 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).

of parents' associations, non-government organizations, teacher training institutes and universities.

Coimbra might consider ameliorating its intercultural education approach by implementing a policy to increase ethnic/cultural mixing in schools. Furthermore, Coimbra might improve 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.

Other cities, such Hamburg, also could be an inspiration for intercultural education. In the German city, fifteen schools belong to the "Schools without Racism" network, and other 5 schools are part of the UNESCO Associated Schools Project Network, all of them carrying out intercultural projects annually. Furthermore, more than 20 teachers of different schools are participating in the pilot-project "qualification for intercultural coordinators" in order to become intercultural change managers in their schools. They all work on intercultural school projects. Finally, about 200 teachers of different schools participate regularly in the "intercultural fair" of the department of intercultural education and are part of the intercultural "exchange forum" at the teacher training institute in order to get new ideas for intercultural projects in their schools.

3. Neighbourhood policies through an intercultural lens[12]

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.

Coimbra's neighbourhood policy indicators are higher (80%) than the city sample's rate (60%).

In most of Coimbra's neighbourhoods –nearly 80%- a vast majority[13] of residents comes from the same ethnic background[14]. Only two neighbourhoods –Bairro da Rosa and Bairro do Ingote- are ethnically diverse, although the vast majority of residents are not from minority ethnic groups. Coimbra has a policy to increase the diversity of residents in the neighbourhoods to avoid ethnic

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[12] 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.

[13] 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.

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

concentration, and it also encourages residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. Since 2005, the city organises the **Festa dos Vizinhos** (Neighbours' Day), with different events taking place in different areas of the city. The aim of this day is to connect people, strengthening ties of knowledge, support and solidarity.

Coimbra may wish to further explore other initiatives, such the Dutch city of Tilburg, which does not have any area in which only one ethnic group is concentrated. Thus, the Tilburg city initiatives helped break up the concentration of Antillean residents in one area, so as to avoid ghettoization. In view of this, some areas, designated as 'impulse neighbourhoods', received large injections of investment to upgrade the quality of housing and infrastructure. Furthermore, the Tilburg public authorities took measures to involve residents in local decision-making. Thus, the project 'Behind the Front Door' seeks the views of residents, who might otherwise be invisible, on their needs and perceptions of life in the neighbourhood.

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

4. Public service policies through an intercultural lens

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

The analysis shows that Hamburg's public services policy achievement rate is identical (45%) to the city sample rate (45%).

According to the answers provided in the survey, the ethnic background of public employees does not reflect the composition of the city's population. Furthermore, the city has not a recruitment strategy to ensure that the ethnic background of public employees mirrors the composition of the city's inhabitants. Non-nationals can seek employment in the local public administration. The city does not taking any action to encourage intercultural mixing and competences in private sector enterprises.

Coimbra provides two 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 school meals as well as health services.

Coimbra may wish to ameliorate by developing a recruitment plan to ensure public employees reflect the ethnic background of the city's population. More, Coimbra could developed other services tailored to the needs of the ethnic/cultural background of its citizens, such as women only sections and

times in sports facilities in response to culturally-based requests and burial services.

We invite the city of Coimbra to consider the following initiatives launched by Copenhagen (Denmark) and Berlin (Germany). Thus, the Copenhagen administration offers paid internships to people with minority backgrounds, for instance, on condition that they master a certain language. Such internships may lead to permanent employment. 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. As a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

5. Business and labour market policies through an intercultural lens

Coimbra's business and labour market policy indicator is lower (25%) than the city sample's rate for business and labour market policy (42%).

Coimbra fulfils the Portuguese Constitution to outlaw discrimination in its own administration and services.

The city of Coimbra might consider ameliorate by encouraging 'business districts/incubators' in which different cultures could more easily mix. In the German city of Hamburg, for example, most of the business incubators explicitly pursue intercultural strategies. One project in this field, supported by the European Social Fund, is the IFW-Interkulturelles Frauenwirtschaftszentrum Hamburg. Hamburg prioritises companies that implement a diversity strategy when procuring their goods and services. Providers are asked for proof of equality of opportunities, gender equality and non-discrimination within their project applications.

Similarly, since 2005, the Swiss canton of Neuchâtel has been working in partnership with local watch-making businesses. Its objective is to integrate its diverse inhabitants into local businesses. It achieves this by educating local businesses on the realities of the canton's diverse inhabitants; publishing material on the legal aspects of discrimination at work; as well as providing factory managers with half day training on intercultural communication.

Other cities also have promoted a local charter against ethnic discrimination in their own administration and services. In the Italian city of Lodi, the Chamber of Commerce embraces the role of an umbrella organisation promoting diversity and non-discrimination in employment. In the Spanish city of Barcelona legislation authorises local businesses and institutions to sign a charter to acknowledge their commitment to the fundamental principles of equality, respect and inclusion for all people in the workplace and in society, regardless of their background. The charter also stipulates that a workforce from a diverse cultural, demographic and social background will bring benefits to the organisation.

6. Cultural and civil life policies through an intercultural lens

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

Coimbra's cultural and civil life policy goal achievement rate is highly lower (13%) than the city sample's rate (80%).

Interculturalism is not used as a criterion when allocating grants to associations and initiatives in Coimbra. In some occasions, the city encourages cultural initiatives to deal with diversity and intercultural relations. In 2012, Coimbra held Eurogym[15], the European youth gym-festival of the European Union of Gymnastics, where groups from clubs from all over Europe come together to do gymnastics, learn and party together. Nearly 4.000 young gymnasts travelled to Coimbra to share a week full of activities, mainly from EU countries, but there were also two guest groups from Portuguese-speaking countries – Brazil and Cape Verde.

Finally, Coimbra occasionally organises public debates and campaigns around the topics of diversity and living together. For example, in 2012, the city of Coimbra organised a training action on migrants' labour rights, conducted by the Center for Support of Local Immigrant Integration Coimbra (CLAII).

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

7. Public space policies through an intercultural lens

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

The rate of achievement of Coimbra's public space policy goals is lower than the sample city's: 10% of these goals were achieved, while the sample city rate for public space policy is 63%.

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[15] Further information could be find at:
http://www.ueg.org/files/event/editor/files/bericht%20homepage_eurogym2012_e.pdf

Only one or two areas in the city seem to be dominated by one ethnic group, but there are no areas which are reputed as 'dangerous'.

We invite Coimbra to build upon its existing public space initiatives, for instance by taking into consideration the ethnic/cultural backgrounds of its citizens more frequently when designing and managing new public buildings or spaces. An interesting initiative has been implemented by the London borough of Lewisham. In Pepys Park young people were invited into the process of designing and making a new playground area. At Ladywell Fields, an area of abandoned meadowland was restored to public use with the involvement of a park user group and the reinstatement of a park warden and a 'Rivers and People Officer'.

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

8. Mediation and conflict resolution policies

ICC-Index - Mediation and conflict resolution - City sample (inhabitants < 200'000)
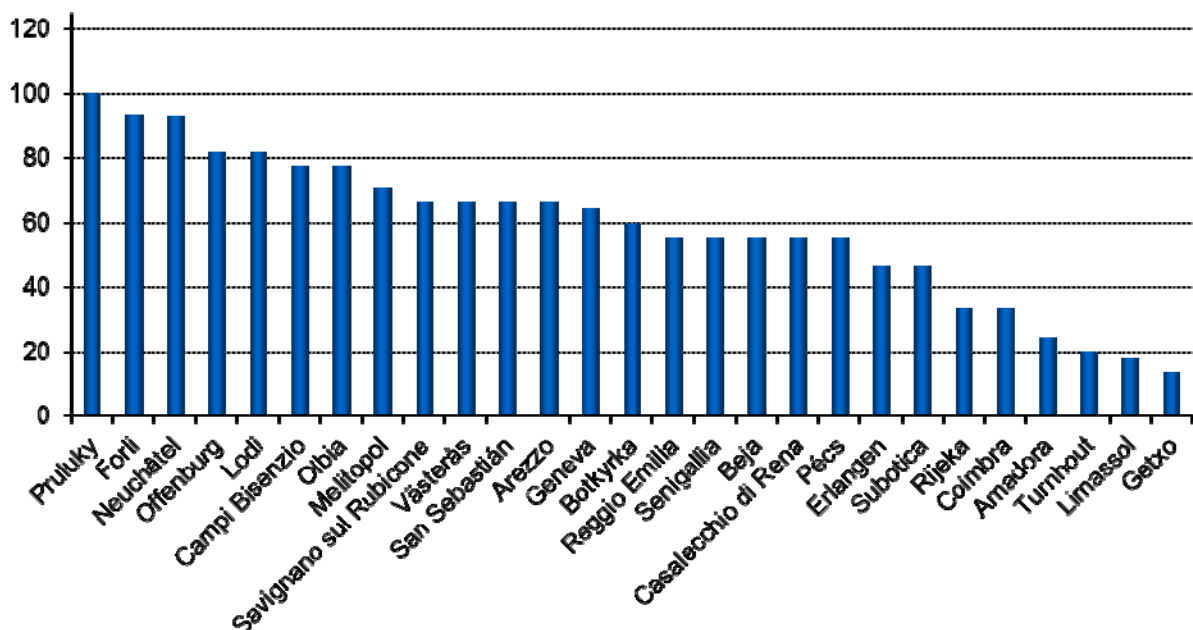
ICC-Index - Mediation and conflict resolution - City sample (non-nationals/foreign borns > 15%)
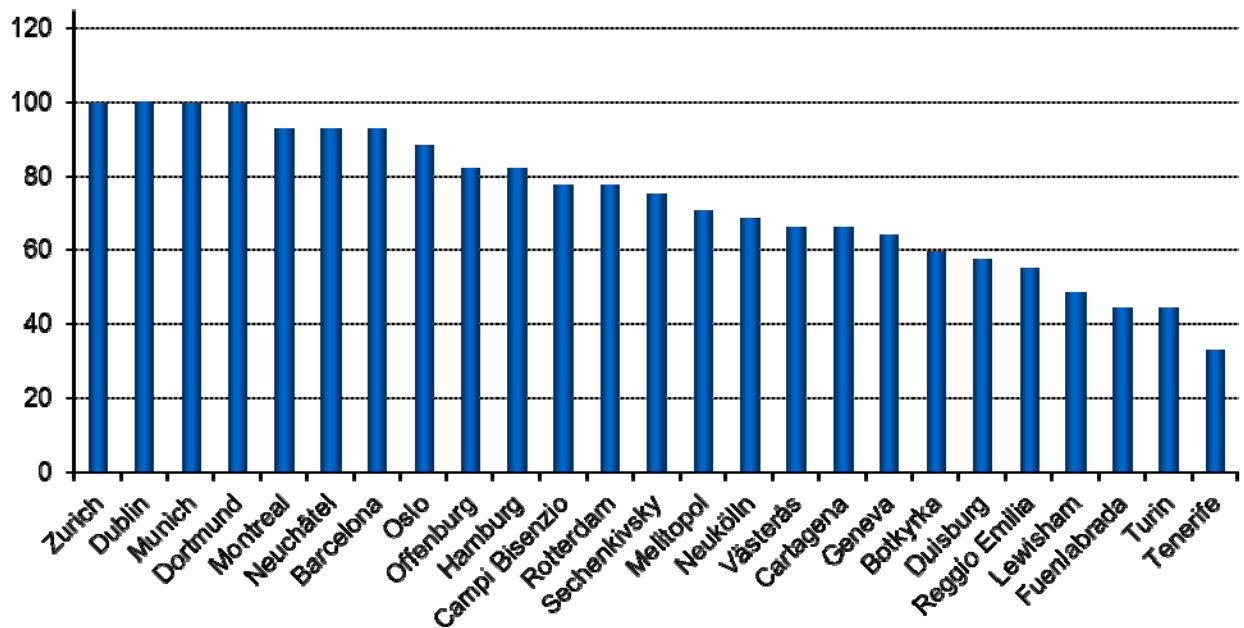
The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

The analysis shows that Coimbra's mediation and conflict resolution policy achievement rate is lower (33%) than the city sample's rate (65%).

Coimbra has set a mediation service devoted to intercultural issues only. The municipality also provides mediation services in the neighbourhoods and on the streets, seeking to meet residents and discuss problems.

Coimbra may wish to further explore possible mediation and conflict resolution policies. Thus, in Oslo (Norway) an emergency taskforce was established in 2005, with representatives from the municipality, NGOs, scholars and the police. The purpose is to respond quickly to crisis where youth and violence are involved, and to problems of racism and neo-nazism. The capacity to deal with minor episodes, however, is widely spread on the level of schools and youth services. In the city districts, this work is coordinated through the SaLTo networks, where municipal youth workers, schools and the local police participate. In dealing with localised conflicts, community leaders from NGOs, churches and mosques are regularly consulted and engaged, as well as the local staff of the state-run Mediation and Reconciliation Service.
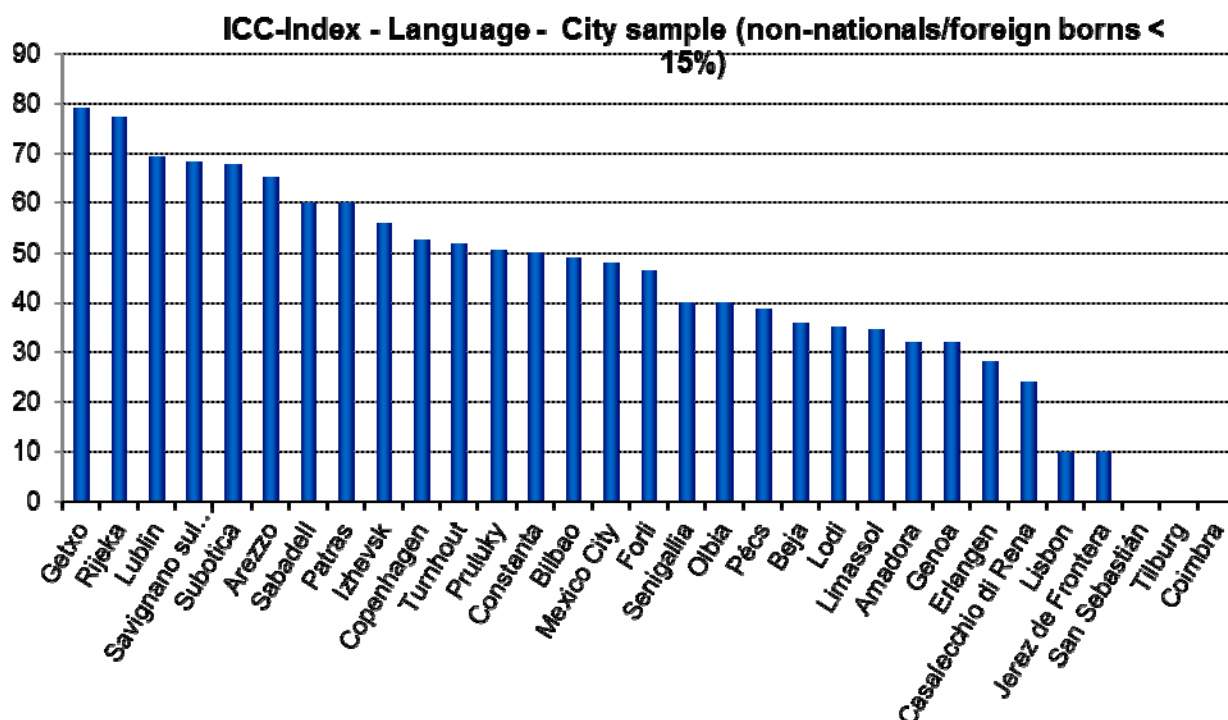
In Dublin (Ireland), there is a mediation service with intercultural competence which is run by autonomous organizations. The Immigration Council of Ireland (ICI) is an independent national non-governmental organization that promotes the rights of migrants through information, legal advice, advocacy, 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

provision for this group. Finally, the Jesuit Refugee Service (JRS) is an international Catholic non-governmental organization. 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, as well as in neighborhoods and on the streets. For example, within the police service Ethnic Liaison Officers have been trained to deal with migrant issues specifically. Finally, Dublin has also set up an organization which deals specifically with inter-religious relations: the Intercultural Lantern Centre helps accommodating various faith groups to work and engage to promote harmonious interreligious relations.

9. Language[16]

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

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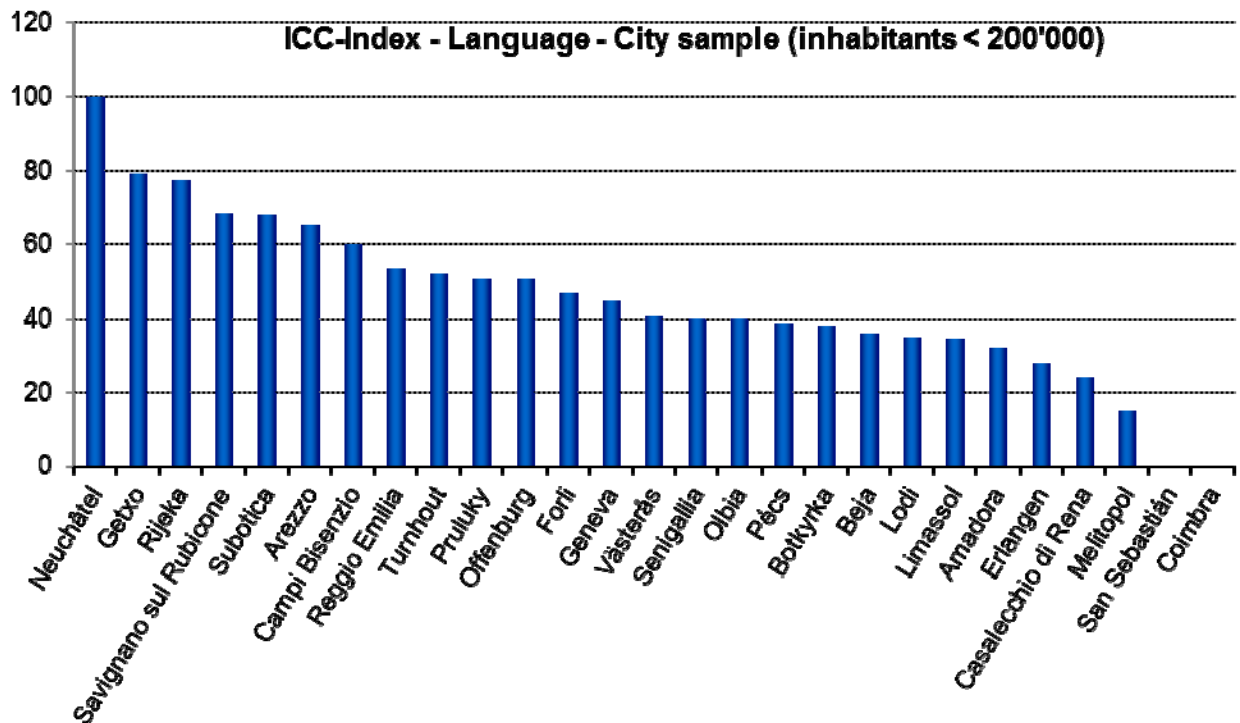
[16] By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref- http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

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

Getxo, Rijeka, Lublin, Savignano sul..., Subotica, Arezzo, Sabadell, Patras, Izhevsk, Copenhagen, Turnhout, Pruluky, Constanta, Bilbao, Mexico City, Forli, Senigallia, Olbia, Pécs, Beja, Lodi, Limassol, Amadora, Genoa, Erlangen, Casalecchio di Rena, Lisbon, Jerez de Frontera, San Sebastián, Tilburg, Coimbra

Coimbra's language policy achievement rate is lower (and indeed at the bottom rate of 0%) than the city sample's rate (48%).

The city supports projects seeking to give positive image of migrant/minority languages. Coimbra participated in the SPARDA project (Shaping perceptions and attitudes to realise the diversity advantage), lead by the Council of Europe and financially supported by the European Commission[17].

Coimbra might consider to ameliorate its language policies in the future by providing specific language training in the official languages for specific groups[18] and supporting private/civil sector institutions on providing language training in migrant/minority languages. The municipality also may wish to support financially local minority newspaper/journals or TV/radio programmes in minority languages.

Coimbra may also wish to take note of an initiative put into practice in Hamburg (Germany) by encouraging projects which give a positive image to minority/migrant languages. The Integration Advisory Council emphasizes the role of local media in the **Hamburger Integrationskonzept** and different future discussions will debate on the migrants' image in the media.

In Zurich (Switzerland), the municipality supports additional curriculum courses, called HSK Courses. These courses are offered by embassies, consulates as well as private organisations and they cover a range of topics including languages, history, geography, as well as minority cultures. Several of these HSK Courses are held in spare rooms in public schools, as part of the municipality support to

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[17] Furter information could be find at: http://www.coe.int/t/dg4/cultureheritage/culture/SPARDA/Default_en.asp
[18] The term makes specific reference to women with care obligations, unemployed people, people with lower educational background, etc.

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

10. Media policies

ICC-Index - Relations with the local media - City sample (inhabitants < 200'000)
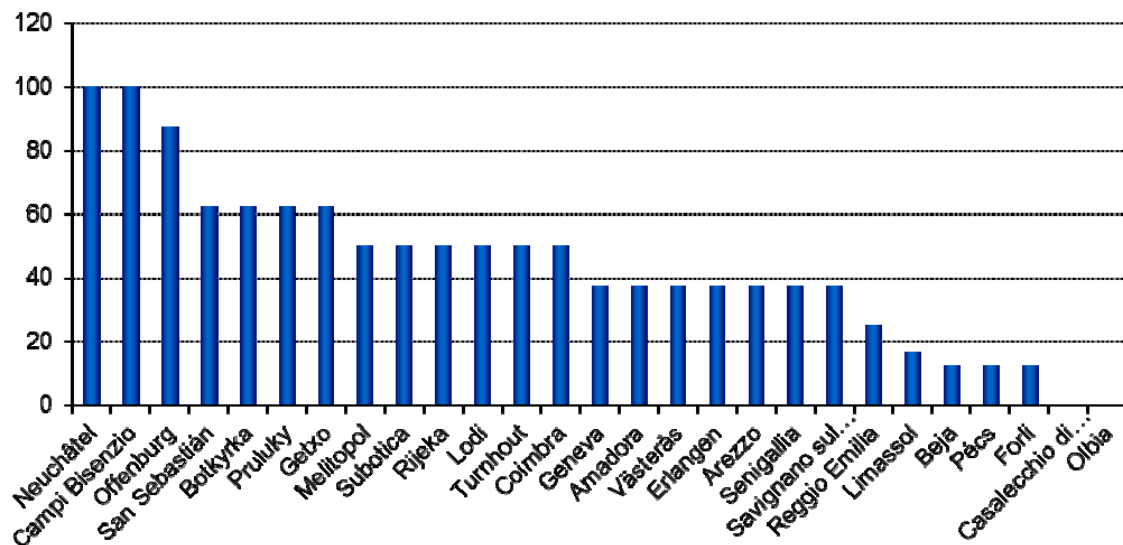
ICC-Index - Relations with the local media - City sample (non-nationals/foreign borns < 15%)
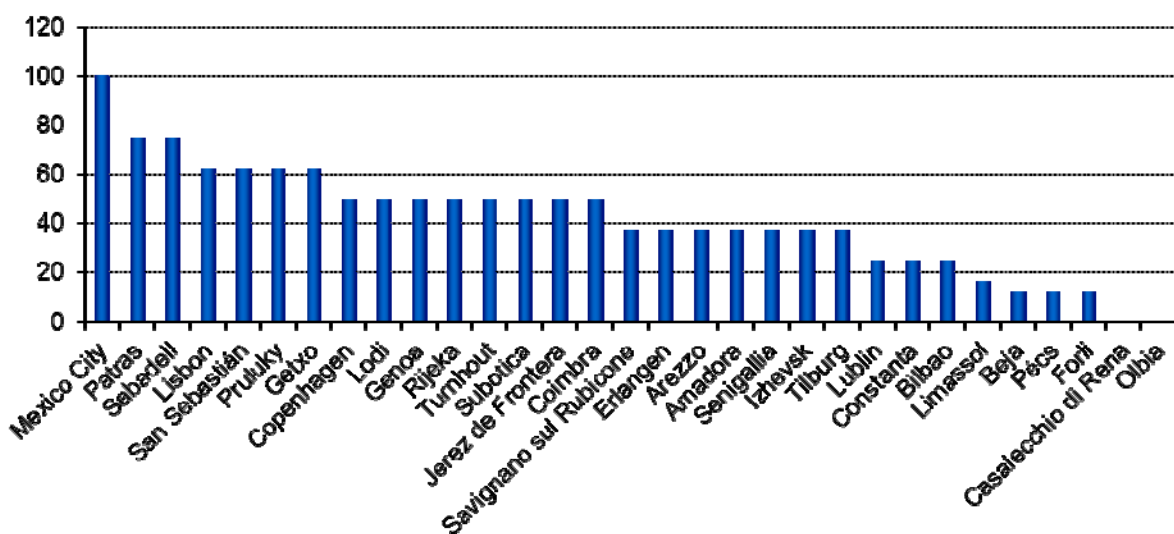
The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local

municipalities can influence and partner with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

50% of Coimbra's media policy goals were achieved while the city sample's attainment rate for these goals is 48%.

Coimbra may wish to further explore possible media policies, for instance, by monitoring the way in which minorities are portrayed in the local media, and promoting a positive image of migrants and minorities in the media. The city of Coimbra 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.

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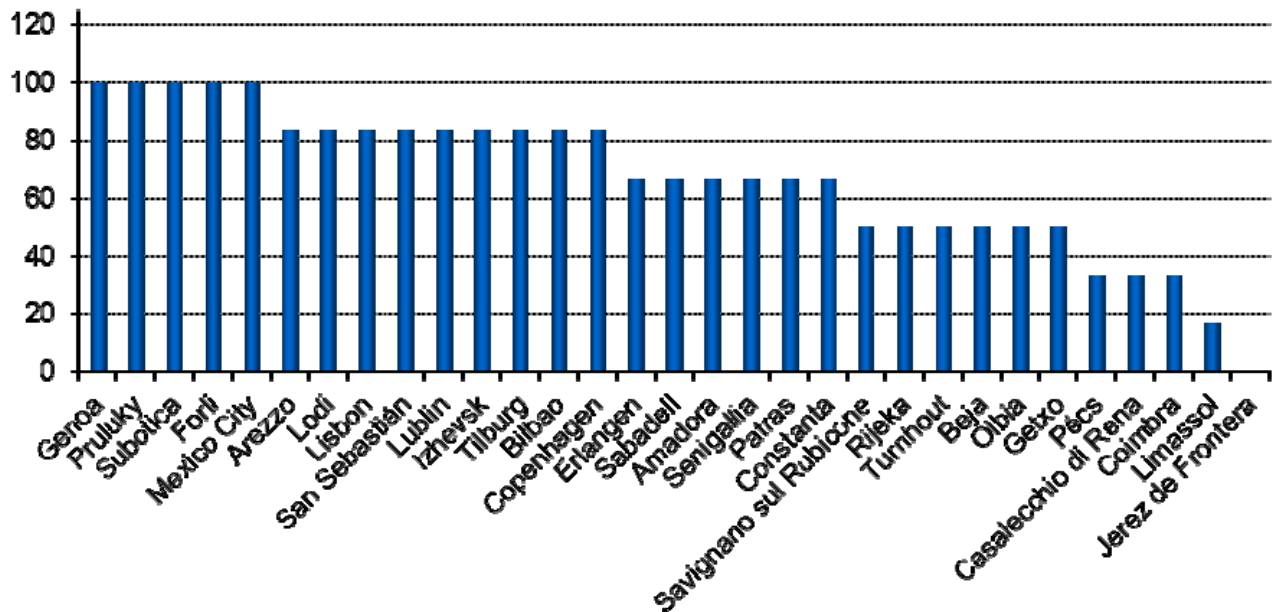
11. International outlook policies

ICC-Index - An open and international outlook - City sample (inhabitants < 200'000)
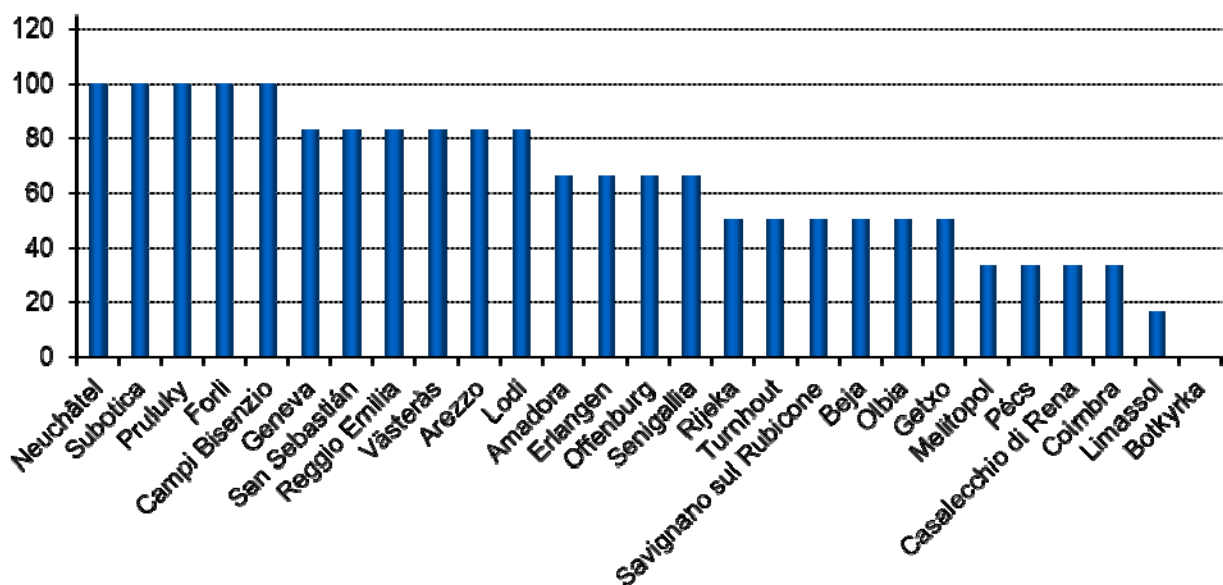
ICC-Index - An open and international outlook - City sample (non-nationals/foreign borns < 15%)

An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.
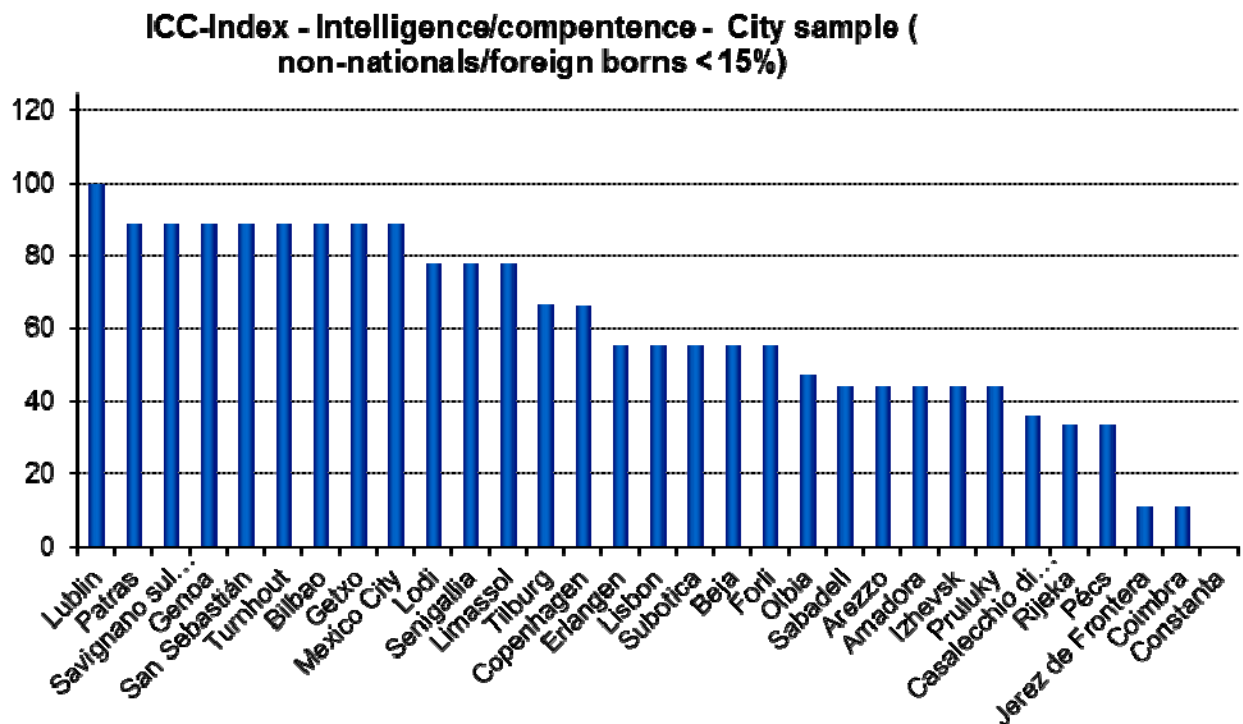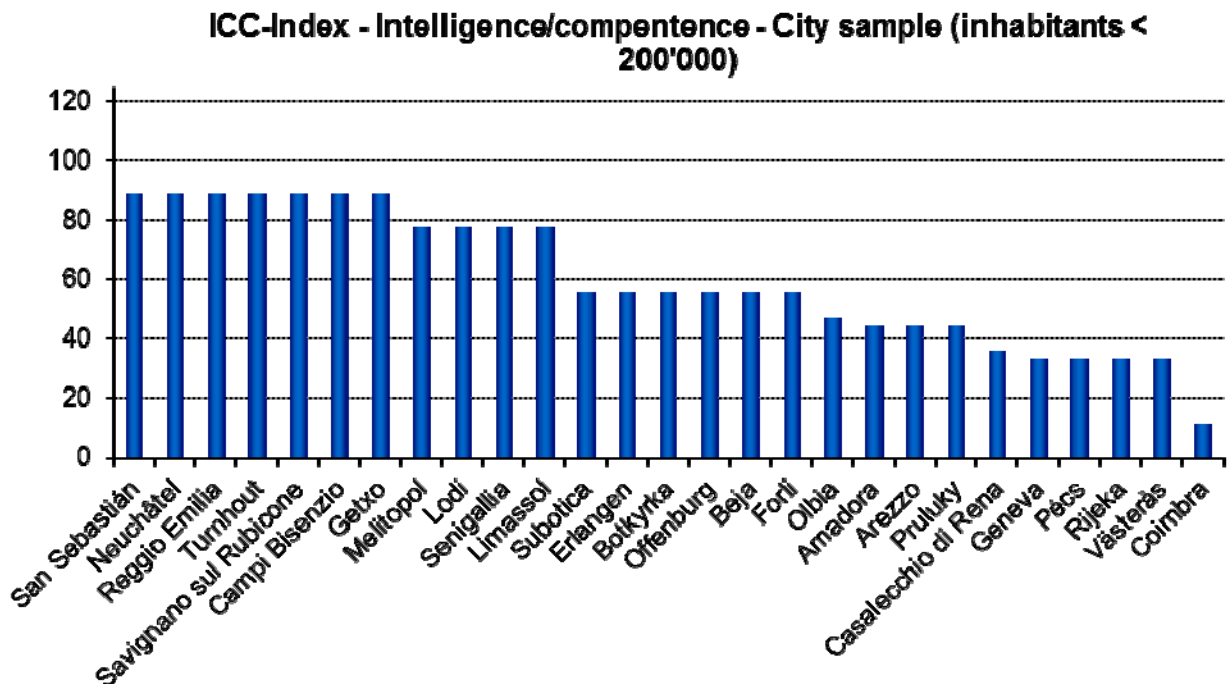
Coimbra's international outlook policy indicators are lower (33%) than the city sample's (72%).

Coimbra has put into practice several policies to encourage international co-operation. The municipality supports local universities in order to attract foreign students, and ensures that foreign student populations take an active part in the city life.

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

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

12. Intelligence competence policies

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

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

A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one mode of behaviour on all situations.
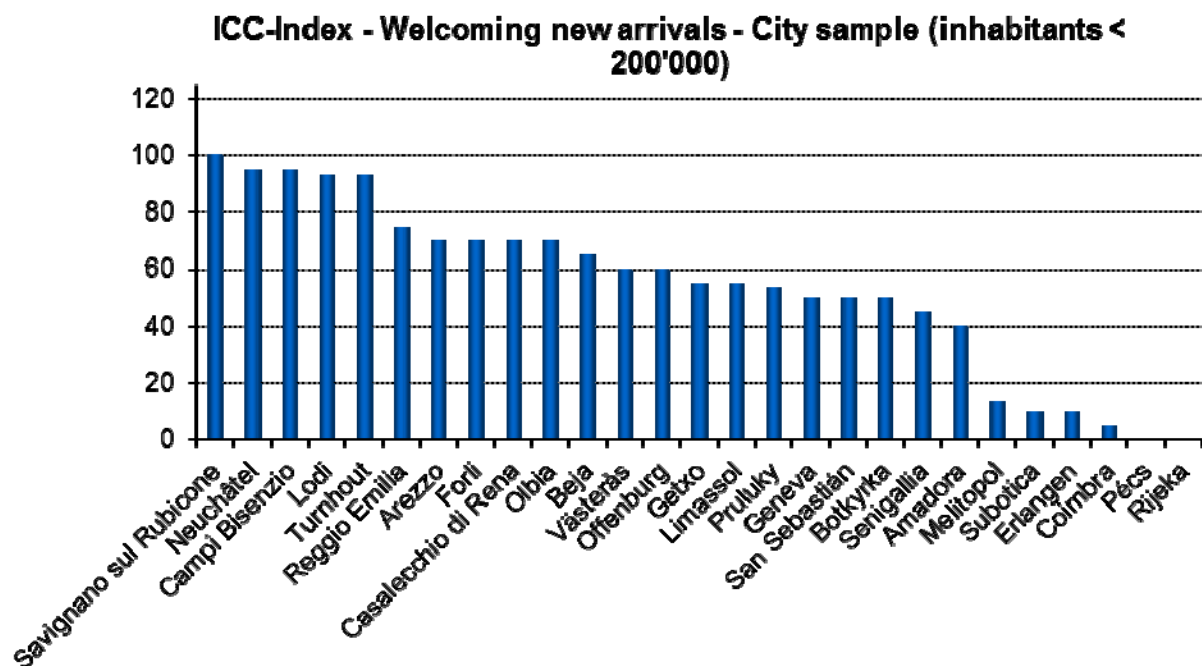
The attainment rate of Coimbra's intelligence competence policy goals is lower than the city sample's: 11% of these goals were achieved, while the city sample rate for intelligence competence policy is 63%.

According to the answers provided in the survey, the city promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information and networks.

Coimbra may wish to further explore possible intelligence/competence policies by conducting surveys concerning local inhabitants' perceptions of migrants; as well as promoting intercultural competence amongst staff and officials through interdisciplinary seminars, information networks and training courses. For instance, the city of Lublin (Poland) provides intercultural training for teachers, police officers and non-governmental organisations being in regular contact with refugees, migrants and minority communities.

Similarly, Coimbra might wish to draw its attention to the city of Subotica (Serbia) for further inspiration. Here, the Local Development Agency set up training courses for local elected representatives and staff and developed a best practice toolkit "Local Partnerships for Tolerance - Handbook for local elected and appointed councilors". Five districts have been selected for case studies for different forms of participation and conflict resolution. The most impressive example involves the Roma Educational Centre in the Peščara district which created multi-ethnic teams of residents to tackle the bad state of local roads, which broke down separation and built trust.

13. Welcoming policies

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

ICC-Index - Welcoming new arrivals - City sample (non-nationals/foreign borns < 15%)
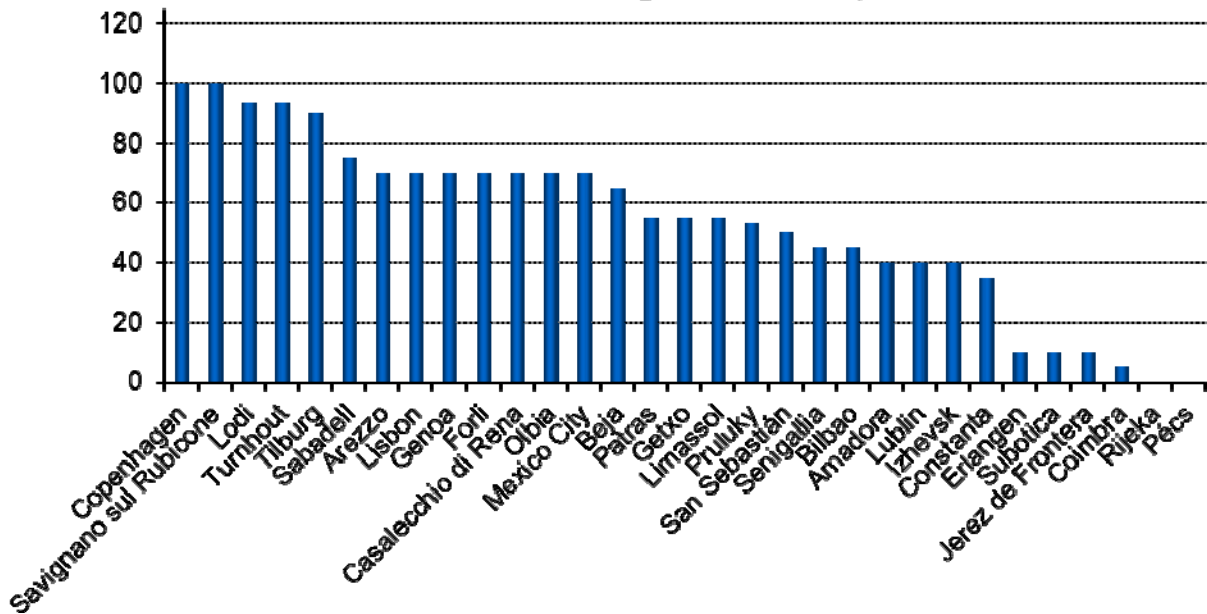
People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-coordinated and delivered effectively will have a significant impact on how the person settles and integrates.

The attainment rate of Coimbra's welcoming policy goals is clearly lower than the city sample's: 5% of these goals were achieved, while the city sample rate is 56%.

Although Coimbra hasn't implemented a comprehensive city-specific package of information to newly-arrived residents from abroad, several actions have been developed. The Centro Local de Apoio à Integração do Imigrante (CLAII – Centre for Support of Local Immigrant Integration) provides help for newly-arrived residents, and the Deparment of Tourism also offers practical information on the city used by tourists and new-arrived residents.

Thru the University of Coimbra, the city also provides welcome support for students.

Coimbra may wish ameliorate its welcoming policies by implementing a set of welcoming policy instruments and by setting up a designated agency to welcome newcomers. The municipality may also ameliorate by providing a comprehensive package of information to aid newly arrived foreign residents, tailored specifically for students, family members, refugees and migrant workers.

In that sense, Coimbra might wish to draw its attention to the city of Hamburg (Germany). The city has set up the Hamburg Welcome Center, which provides a service whereby foreign executives, experts, scientists, self-employed individuals and their families can directly manage the legal aspects of immigration.

Coimbra may wish to further explore possible welcoming policies by organising a special public ceremony to greet newcomers in the city. In that sense, it could be interesting to draw attention to the city of Tilburg (the Netherlands). Annually, this municipality throws an annual greet party for all the new residents. In some neighbourhoods and blocks of flats special guides welcome the newcomers and inform them of everyday issues (medical assistance, police, town hall, public transport, etc.), customs and traditions of the Tilburg residents. Similarly, in Copenhagen (Denmark) twice a year a Welcome Reception and Copenhagen Expat Fair is held at the City Hall by city officials. All international residents, including students and newcomers, can participate in the reception.

14. Governance policies

ICC-Index - Governance - City sample (inhabitants < 200'000)
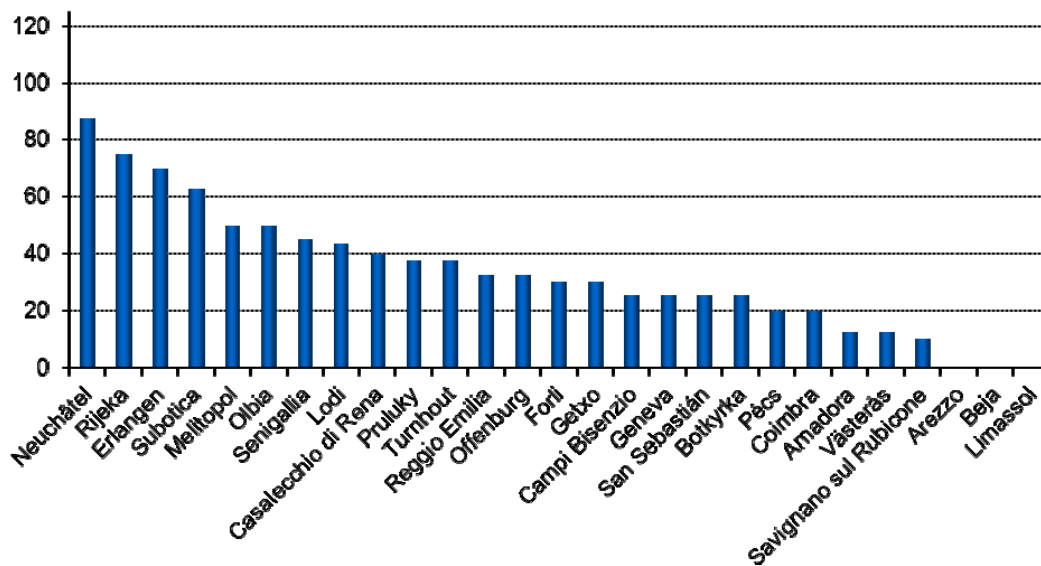
ICC-Index - Governance - City sample (non-nationals/foreign borns < 15%)
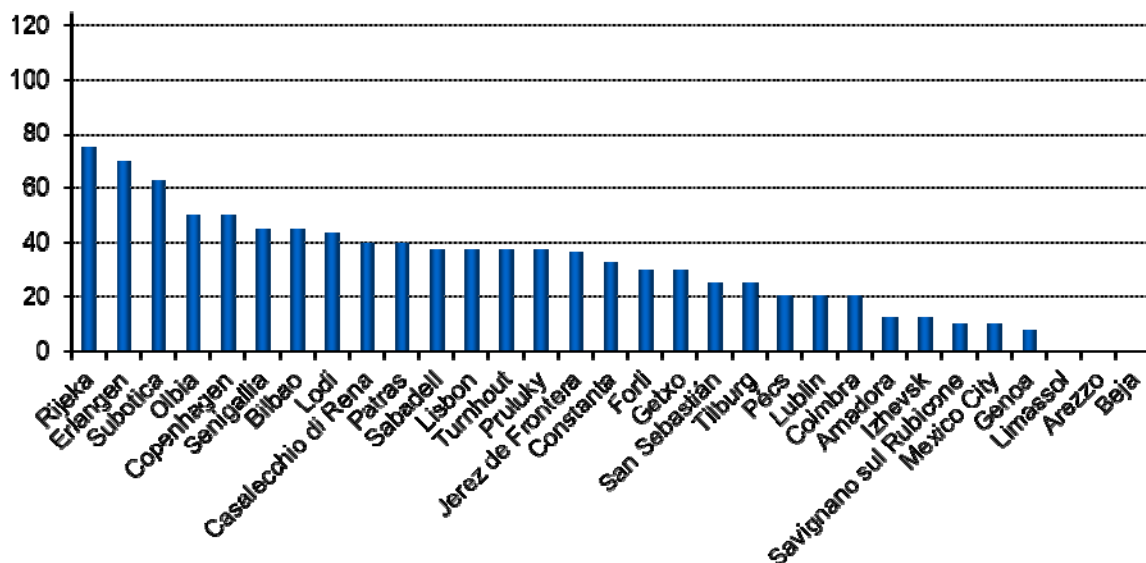
Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and decision making.

20% of Coimbra governance policy goals were achieved while the city sample's attainment rate for these goals is 33%.

The ethnic background of elected politicians does not reflect the composition of the city population. Newcomers are eligible to vote in local election "after three years of residence or less". In the case of Brazilian and Cape Verdean citizens, they could participate in local elections after two years of legal residence.

To overcome this trend, Coimbra may wish to introduce activities to increase the representation of migrants in the city administration. An interesting practice has been developed by the UK-based operation Black Vote, which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians, so they better understand what the job involves, and encourages them to engage in politics.

The local government may wish to further explore possible governance policies by creating a political body to represent all ethnic minorities living in the city, as well as establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies and by ensuring ethnic background of elected politicians mirrors the city's diverse population.

15. Conclusions

The results of the current ICC Index suggest in Coimbra there still remains an ample room for improvement in the intercultural policies. The municipality could identify useful insights and examples from other cities in the field of commitment, mediation, international outlook, governance and intelligence/competence practices. Especial attention should be paid to language, public space and welcoming policies.

On the other hand, Coimbra's achievements in the areas of media and neighbourhood are higher than the city sample.

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

16. Recommendations

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

> ➢ **Commitment**: Coimbra might consider ameliorating its intercultural commitment by adopting an intercultural integration strategy, adopting an intercultural action plan, as well as allocating a budget for its implementation and assess the possibility of having a dedicated body/croos-deparmental coordination structure to lead the

implementation of the intercultural strategy. The city may also provide an official webpage that communicates its intercultural commitment, and include clear references to the city's intercultural commitment in official speeches and communications.

➤ **Education**: Coimbra 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**: Coimbra may wish to encourage interaction between the city's neighbourhoods and to enforce the city's policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration.

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

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

➤ **Cultural and civil life**: Coimbra may wish to ameliorate its cultural and civil life policies, for example, by encouraging cultural organizations to deal with diversity and intercultural relations in their productions; by organizing public debates and campaigns around the topics of diversity and living together and by using interculturalism as a criterion when allocating grants to associations and initiatives.

➤ **Public space**: Coimbra may wish to take into account the population diversity and involve citizens from different ethnic/cultural background in the design and management of new public buildings or spaces. The city might also encourage intercultural mixing in public libraries, museums, playgrounds, etc. and to motivate residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds.

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

➢ **Language**: Coimbra 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. Coimbra may also find interesting to provide specific language training in Hungarian for specific groups; to introduce the learning of minority languages to the regular school curriculum; to introduce awareness measures aiming to give a positive image of migrant/minority languages and to provide financial assistance to minority press, radio and TV programmes, including in languages other than Portuguese.

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

➢ **International outlook**: Coimbra may wish to ameliorate its international outlook policies by encouraging co-development projects with Coimbra's migrant groups' countries of origin and by setting up an agency to monitor and develop city's openness to international connections. The municipality may also wish to adopt an explicit policy for the encouragement of international cooperation and introduce a specific financial provision for this policy.

➢ **Intelligence and competence**: Coimbra may wish to further explore promoting the intercultural competences of the city's officials and staff through training courses; and carrying out surveys including questions about the perception of migrants and minorities.

➢ **Welcoming**: Coimbra may wish ameliorate its welcoming policies by creating a comprehensive package of information to aid newly-arrived foreign residents; by setting up a designated agency to welcome newcomers and by instructing different city services and agencies to provide welcome support to newly-arrived family members, students, refugees and migrant workers. The municipality may also wish to have a special public ceremony to greet newly arrived persons in the presence of the local government's officials.

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

Coimbra 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[19].

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