

# RESULTS OF THE INTERCULTURAL CITIES INDEX



## Lisbon

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**Intercultural cities**  
Building the future on diversity

[www.coe.int/interculturalcities](http://www.coe.int/interculturalcities)



# RESULTS OF THE INTERCULTURAL CITIES INDEX



A comparison between 95 cities<sup>1</sup>

## **Introduction**

The Intercultural Cities is a Council of Europe flagship programme. 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 was rich in content and detail. However, narrative reports alone were relatively weak as tools to monitor and communicate progress. Thus, an “Intercultural City Index” has been designed as a benchmarking tool for the cities taking part in the programme as well as for future participants.

As of today 95 cities have undergone their intercultural policies analysis using the Intercultural City Index: Albufeira (*Portugal*), Amadora (*Portugal*), Arezzo (*Italy*), Auckland (*New Zealand*), Ballarat (*Australia*), Barcelona (*Spain*), Beja (*Portugal*), Bergen (*Norway*), Bilbao (*Spain*), Botkyrka (*Sweden*), Braga (*Portugal*), Bucharest (*Romania*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Reno (*Italy*), Cascais (*Portugal*), Castellón (*Spain*), Castelvetro (*Italy*), Catalonia (*Spain*), Coimbra (*Portugal*), Comune di Ravenna (*Italy*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian<sup>2</sup> (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forlì (*Italy*), Fucecchio (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*),

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<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 generally referred in the programme as San Sebastian.

Getxo (*Spain*), Haifa (*Israel*), Hamamatsu (*Japan*), Hamburg (*Germany*), Ioannina (*Greece*), Izhevsk (*Russian Federation*), Klaksvík (*Faroe Islands*), Jerez de la Frontera (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), Lisbon (*Portugal*), Lodi (*Italy*), Logroño (*Spain*), Lublin (*Poland*), Lutsk (*Ukraine*), Maribyrnong (*Australia*), Melitopol (*Ukraine*), Melton (*Australia*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), the canton of Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Novellara (*Italy*), Odessa (*Ukraine*), Oeiras (*Portugal*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), the district of Osmangazi in the province of Bursa (*Turkey*), Parla (*Spain*), Patras (*Greece*), Pavlograd (*Ukraine*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Reykjavik (*Iceland*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), San Giuliano Terme (*Italy*), Santa Coloma (*Spain*), Santa Maria da Feira (*Portugal*), Unione dei Comuni-Savignano sul Rubicone<sup>3</sup> (*Italy*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Sumy (*Ukraine*), Swansea (*United Kingdom*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione Terre dei Castelli<sup>4</sup> (*Italy*), Valletta (*Malta*), Västerås (*Sweden*), Ville de Paris (*France*), Vinnitsa (*Ukraine*), Viseu (*Portugal*) and Zurich (*Switzerland*).

Among these cities, 44 (including Lisbon) have **more** than 200,000 inhabitants and 55 (including Lisbon) have **less** than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for **Lisbon (Portugal)** in 2018 and provides related intercultural policy conclusions and recommendations.

### **Intercultural city definition**

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

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<sup>3</sup> The Italian city of Unione dei Comuni-Savignano sul Rubicone is generally referred in the programme as Rubicone.

<sup>4</sup> Former Castelvetro di Modena.

# METHODOLOGY



The Intercultural City Index analysis is based on a questionnaire involving 73 questions grouped in 11 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).

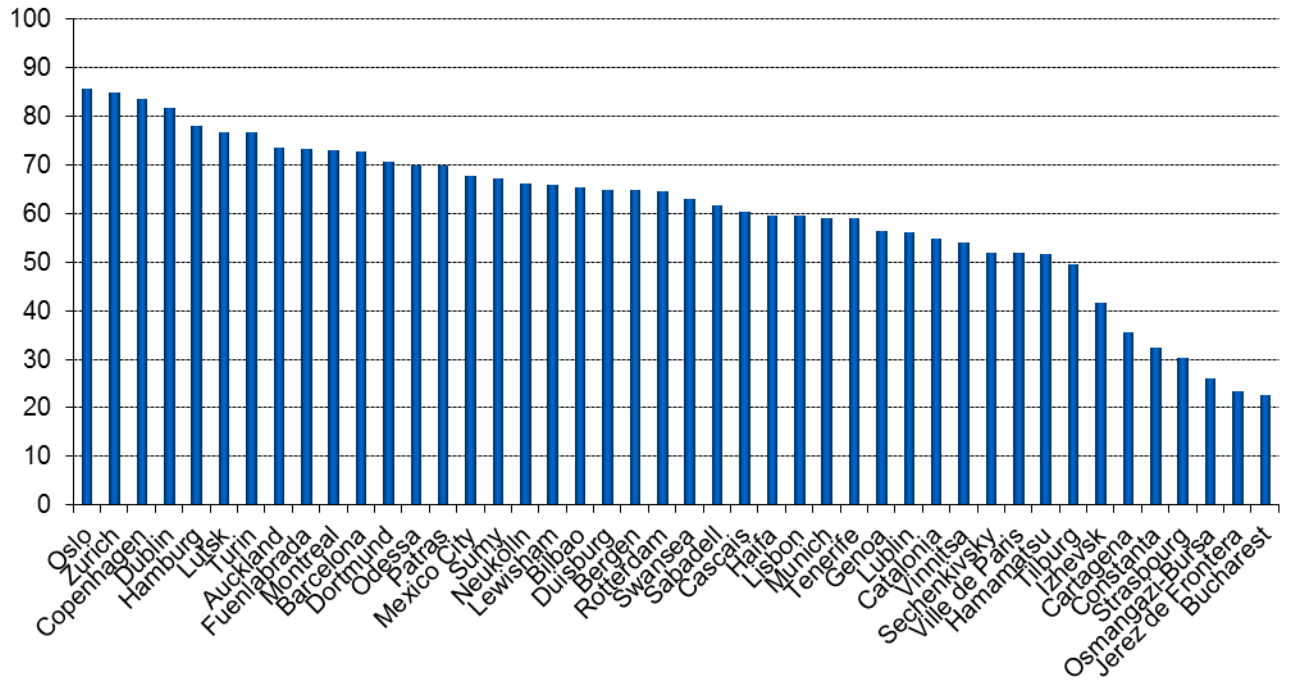
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

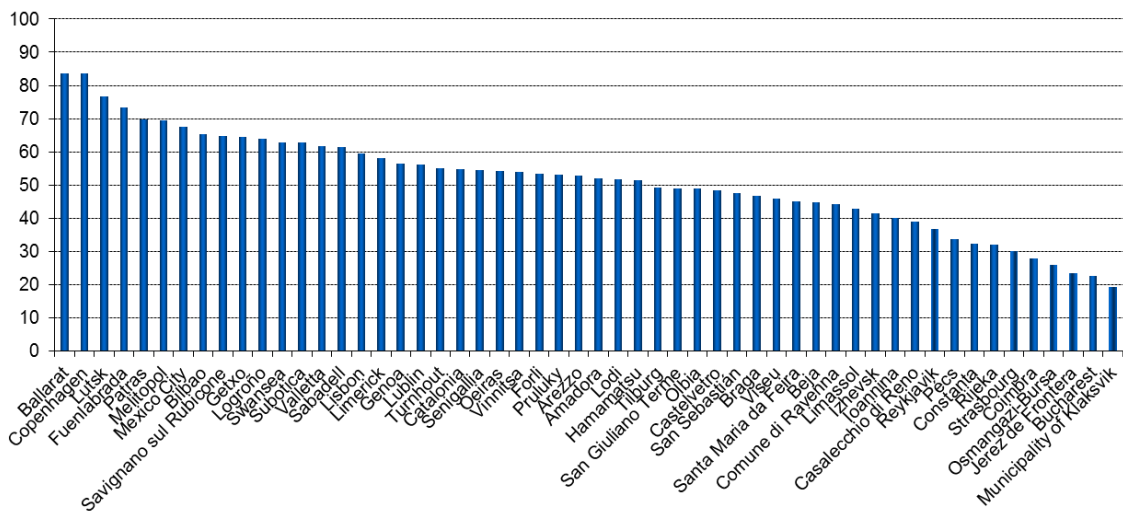
Taking into account the above-mentioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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.

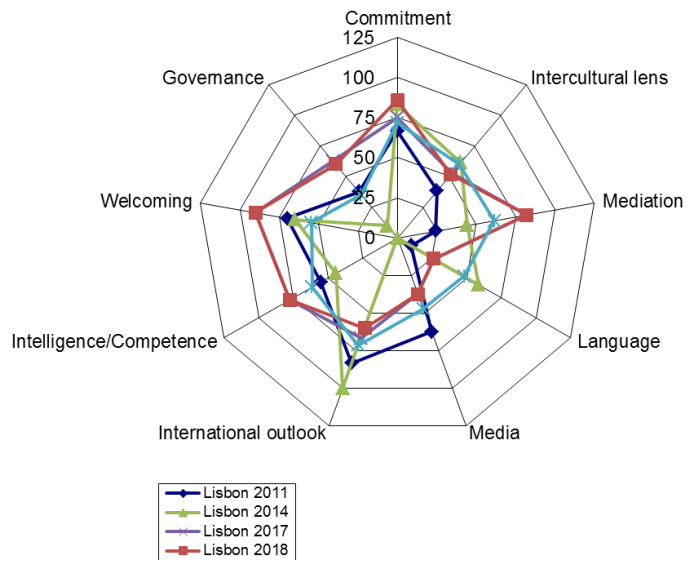
According to the overall index results, Lisbon has been positioned **46th** among the 95 cities in the sample, with an aggregate intercultural city index of **60%**. The city has been ranked **27th** among cities with more than 200,000 inhabitants and **16th** among cities with less than 15% of foreign-born residents.

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



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





## **Lisbon – An overview**

Lisbon is the capital and the political centre of Portugal, located on the Atlantic coast. It is the largest city in Portugal and recognised as a “world city” for its importance in finance, commerce, media, entertainment, arts, international trade, education and tourism.

Its estimated population size is 547.733 inhabitants. The city was able to provide immigration data only from past years: In 2016, 10,08% were foreigners and in 2011, 12% were foreigners.

There are no minority groups representing more than 5% of the overall population in Lisbon, but the largest migrant group comes from Brazil, representing 1,63% of the total population.

Lisbon’s GDP per capita is 22.700€, which makes 37% of the national GDP of Portugal, accounting for 29% of the country’s workforce. Regarding employment in Lisbon’s public administration, all applications for positions are treated equally. Yet, the city does not state whether applicants have to be nationals, or EU citizens. Lastly, intercultural integration is the responsibility of Lisbon’s Department of Social rights – Youth and Cohesion Division.

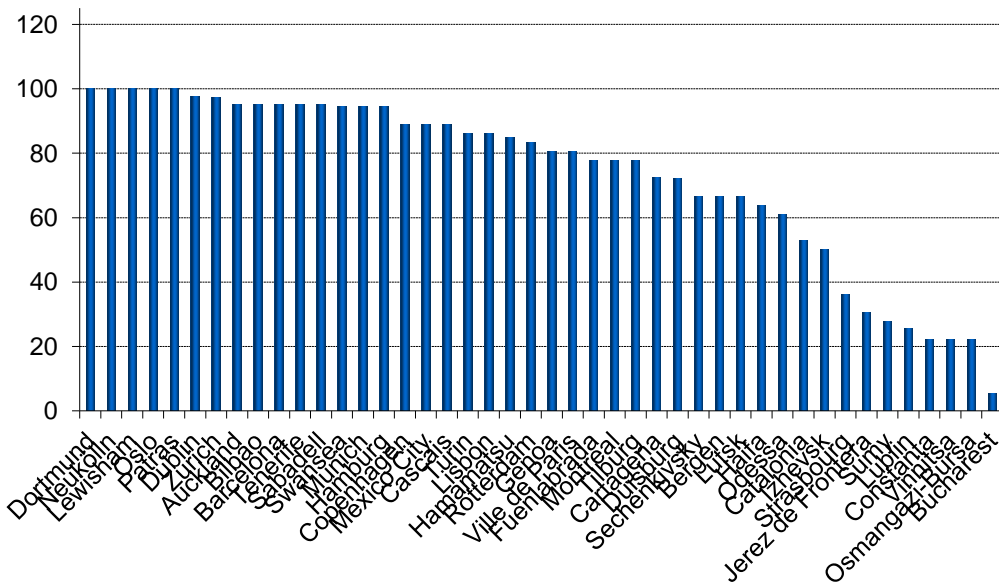


# COMMITMENT



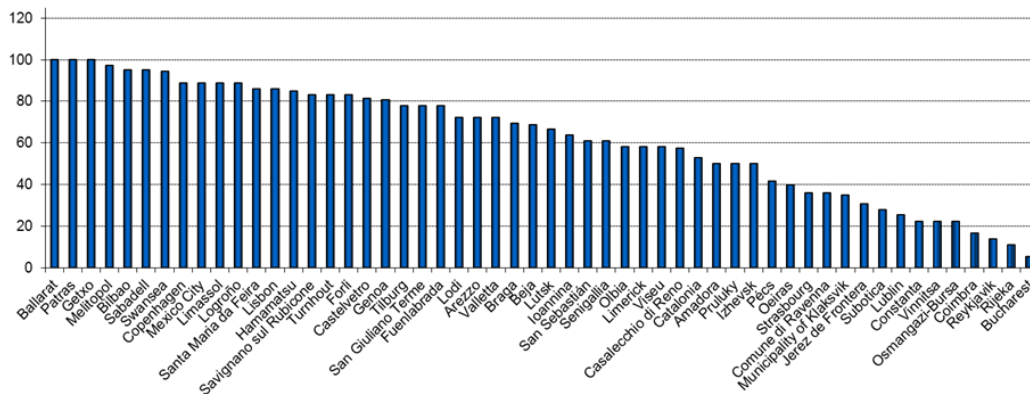
*The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.*

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





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



Lisbon’s achievement rate of its commitment policy is **86%**, having increased by **9%** since last year and being higher than the city sample’s rate of **72%**.

Lisbon’s **integration strategy** within the Lisbon City Government Programme 2017/2021, specifically in its Action Plan for Social Rights, **has some intercultural elements**.

More importantly though, Lisbon specifically has an **intercultural action plan**, the Municipal Plan for the Integration of Migrants in Lisbon 2015-2017 (PMIIL), which “[recognises] the potentialities that cultural diversity attributes to one’s own city”. The action plan has three axes:

- 1) Citizenship and participation
- 2) Employment, entrepreneurship, values and capacity
- 3) Diversity, covering the following:
  - Relations with countries of origin;
  - Interfaith dialogue;
  - Urban cultural dynamics;
  - Racism and discrimination;
  - Social exclusion.

A Municipal Plan for the Integration of Migrants in Lisbon 2018-2020 is currently waiting for approval from the High Commissioner for Migrations.

There is **no evaluation or updating process** for these plans, but there does exist a **budget plan**: Grandes opções do Plano 2018-2021. In this plan, Lisbon foresees a budget for the following five areas:

- Improvement of quality of life and environment;
- Combatting exclusion and defending rights;
- Strengthening the economy;
- Affirming Lisbon as a global city;

- Open, participatory and decentralized governance.

According to this budget plan, the highest investment will be put into the quality of life and environment (investing 75,8% of the total budget for the next four years). Exclusion is the second largest investment area, receiving 11,3% of the total budget in this time frame. Governance will receive 7,7% of the total budget, the economy receives 1,8% and the actions to affirm Lisbon as a global city 3,4%.

Lisbon left the question, whether it has a process of policy consultation and/or co-design involving people of different ethnic/cultural backgrounds, **unanswered**.

**A public statement that it is an intercultural city** has been adopted and the city often **makes clear reference** to its commitment through official speeches and communications. The intercultural integration approach and the city's intercultural action plan are explained in detail on their official webpage. See: <http://lisboasolidaria.cm-lisboa.pt/651000/1/001476,000029/index.htm>

The City Council has **a dedicated structure responsible for promoting interculturality**. This "Centre of Interculturality" ("Núcleo da Interculturalidade") sits in the Department for Social Rights, specifically its Division for Cohesion and Youth.

See: <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade>

It includes the following bodies:

- The Municipal Council for Interculturality and Citizenship (CMIC) is an advisory or consultative structure, bringing together various associations with the goal of strengthening immigrants' integration policies based on intercultural values and principles. It was created in 1993 as the first body dedicated to immigrant communities and ethnic minorities, from which the many initiatives, projects and plans for intercultural integration have followed.

For more information on the CMIC: <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade/conselho-municipal-para-a-interculturalidade-e-a-cidadania-cmic>

- The Municipal Forum of Interculturality (FMINT) is a forum offering a space for debate, reflection and study of issues around diversity and interculturality. In May or June, it organises the "Festival of Diversity" ("Festival da Diversidade"), raising awareness and promoting respect for diversity. The festival includes various cultural performances and activities, such as music concerts, yoga classes or cinema, as well as speeches and debates fostering intercultural dialogue and reflection.

The festival programme of 2016 can be found here: [http://www.cm-lisboa.pt/fileadmin/Noticias/0384\\_diverCIDADE\\_2016\\_programa.pdf](http://www.cm-lisboa.pt/fileadmin/Noticias/0384_diverCIDADE_2016_programa.pdf)

For more information on the FMINT: <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade/forum-municipal-da-interculturalidade-fmint>

- The Local Centres of Immigrants' Integration Support (CLAII) is a space to welcome newcomers, offering support and information in regard to nationality, family reunification, housing, voluntary return, labour, health,

education and other daily life issues. The CLAI mission intends to go beyond the simple provision of information and aims to promote the welcoming and intercultural character of integration.

For more information on the CLAI: <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade/centro-local-de-apoio-a-integracao-de-imigrantes-clai>

Lastly, Lisbon provides **no means of acknowledging or honouring** local residents or organisations that have encouraged interculturalism.

### ***Recommendations:***

Lisbon may wish to introduce a process of policy consultation that involves people of different ethnic/cultural backgrounds. A good example of such a process can be found in Botkyrka (Sweden): The "[Council for civil society development](#)" is a joint council established in June 2018 by civil society organisations and politicians, aiming to promote intercultural dialogue and give civil society the opportunity to influence policies. It is based on "The local agreement on cooperation between civil society and the municipality of Botkyrka".

We also recommend honouring and acknowledging local residents or organisations that have encouraged interculturalism. The city of Bern (Switzerland), for example, launched an annual integration prize in 2003 to award the individual who achieves the most in cultural integration each year.

Lastly, we recommend adopting an evaluation and updating process for the intercultural action plan.

# EDUCATION

through intercultural lens

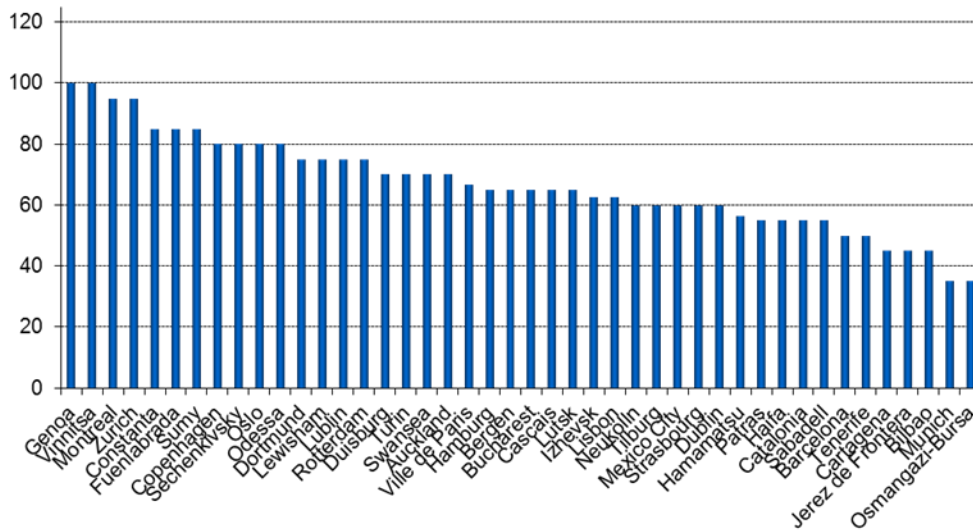


*School has a powerful influence in society and has the potential to either reinforce or challenge prejudices in a number of ways through the social environment it creates, the guidance it provides and the values it nurtures.<sup>5</sup>*

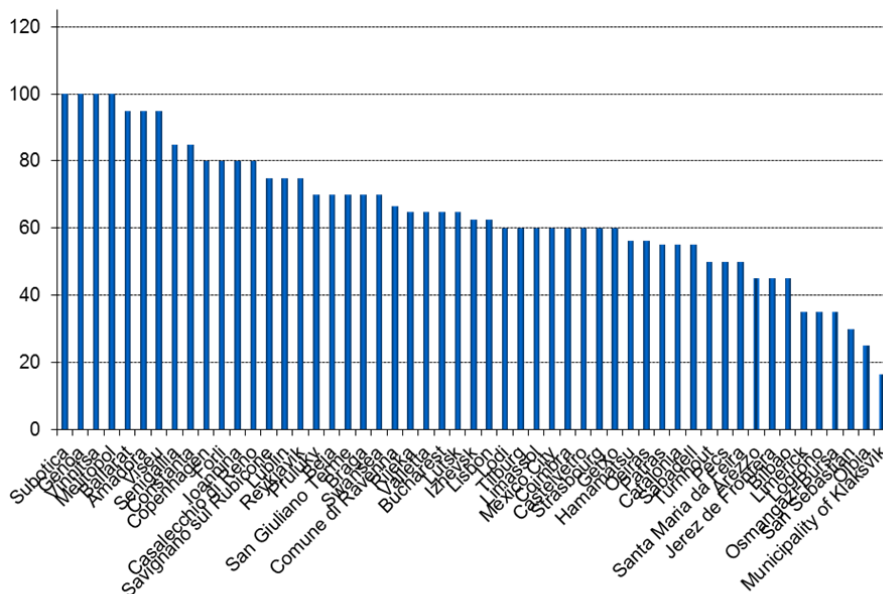
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<sup>5</sup> The term “Education” refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)).

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



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



Lisbon achieved **63%** in its education policy, increasing by **13%** since last year, but still slightly lower than the city sample's achievement rate of **67%**.

Some schools still **lack of ethnic diversity amongst its pupils** and only **rarely does the teaching staff reflect the composition of the city's population**. According to the questionnaire, however, there is no ethnic/cultural segregation

in Lisbon schools. Therefore, the city has **no policy to increase ethnic/cultural mixing** in schools.

Only **very few schools involve parents with ethnic minority / migrant background in school life**, amongst them being the Escola Básica (EB) Mestre Querubim Lapa, the EB Maria da Luz de Deus Ramos, the EB Architect Gonçalo Ribeiro Telles and the EB Lisboa No. 1. The questionnaire provides some examples of such initiatives to involve parents with a minority/migrant background:

- Representation of parents of ethnic minorities in the Social Organs of the Parents Association of the Basic School, including in the Direction;
- Student and Family Support Office (GAAF), which includes, among other technicians, a cultural mediator who bridges the gap between school and family;
- Organization of various festivals open to the community, including active participation of the students' parents, promoting the dissemination of their mother tongue, different cuisines, cultures, the religion of a country and generally knowledge about cultural diversity;
- Organization of diverse thematic panels, to which parents are invited to share their thoughts, ideas and experiences, taking into account their culture and country of origin;
- Participation of parents in the Ubuntu Leadership Academy. This is a non-formal education programme aiming to empower young people (aged 18 – 35) from minority/migrant communities to become leaders in promoting human dignity, justice and well-being (so called “servant leaders”, serving others and the community). Next to strengthening self-confidence, resilience and empathy, participants are trained in certain skills, such as communication or project management. The goal is to encourage political participation and to mobilise participants against (experienced) injustice. For more information on the Leadership Academy and other Ubuntu initiatives, see: <http://www.pontesubuntu.org/index.php/en/>.

Lisbon’s schools **often carry out intercultural projects** to draw attention to cultural diversity and promote cultural interaction and integration. The questionnaire provides the following examples:

- Classes taught in Portuguese and English to facilitate understanding amongst children who do not yet master the Portuguese language;
- Support for new students from minority/migrant backgrounds by the oldest pupils of the school;
- Specialized technical support from speech therapists for students with difficulties in learning the Portuguese language;
- Support (including psychological support) for students from minority/migrant backgrounds to facilitate their integration and adaptation to a new cultural and school context (e.g. children from different social environments, traumatized children or refugee children);
- Various artistic expression activities, including dance, music or art from different countries.

### **Recommendations:**

Lisbon may wish to focus specifically on its artistic expression activities that are being implemented in schools. Although the other projects/activities listed above are also important, these are rather promoting *unidirectional* support of migrants/minorities instead of intercultural interaction on eye-level. Lisbon may wish to introduce projects specifically addressing diversity and intercultural values. On this point, the city could look into projects implemented by other intercultural cities:

- Lyon's (France) planned school project "City Class" will work with school children on the subject of living together in harmony. The project will use the theme of travel and the children will be asked to produce a travelogue describing their experience of getting to know other's diverse backgrounds.
- Some schools in Lyon also take part in the television programme "Culture and Diversity", which includes a background documentary on a specific issue, a debate and exchange of views and opinions and, lastly, a performance that presents a given performer's view on the issue discussed. To prepare students for the programme's debate, teachers cover topics and issues around interculturalism and diversity throughout the year. Pupils are also encouraged to actively participate in the television programme by making short films about these topics.
- Inspiration could also be taken from Parla (Spain) that runs an education project for intercultural coexistence/integration in 10 secondary schools. It includes three educational sessions using participatory methodology:
  - 1) Mutual knowledge
  - 2) Emotional work, empathy, prejudices
  - 3) Rap against racism, to encourage self-esteem and prevent discrimination

Upon completion of these sessions, volunteers are asked to join a Network of Volunteers for Intercultural coexistence. The objectives of this project are:

- Promotion of intercultural relations in the educational space;
- Education in attitudes and values of equality, solidarity and inclusion;
- Prevention attitudes of discrimination, racism and xenophobia.

A more diverse teaching staff could also contribute to the awareness of and education on diversity and intercultural coexistence. Lisbon may therefore wish to consider assuring more diversity amongst its teaching staff.

The methods used by those few schools to involve parents into their children's school life sound promising and we recommend Lisbon to encourage more schools to do the same.



# NEIGHBOURHOOD

through intercultural lens



*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.* <sup>6</sup>

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<sup>6</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.



with one another. Occasionally **intercultural interaction is also encouraged within neighbourhoods** – the measures are not specified in the questionnaire – but there is **no specific policy** for this.

***Recommendations:***

Lisbon may wish to encourage more intercultural interaction within neighbourhoods. In 2014, Lisbon stated in the ICC index questionnaire that it has a policy to encourage interaction within neighbourhoods, specifically implemented by the “Grupo Comunitário da Alta de Lisboa” (“Community Group of the Alta of Lisbon”) and the “Grupo Comunitário das Galinheiras e Ameixoeira” (“the Community Group of Galinheiras and Ameixoeira”). Both groups comprise various organizations and institutions, aiming to improve the quality of life in Lisbon and to find solutions to local problems. The latter specifically aims to involve the community itself and encourage people to participate in finding solutions and to take collective action. The former specifically works along the “three axes of integration”:

- 1) Increase of schooling;
- 2) Development of the sense of belonging to the community and to the society in general;
- 3) Promotion of employability.

See:

<http://lisboasolidaria.cm-lisboa.pt/454000/1/001110,000177/index.htm>

<http://lisboasolidaria.cm-lisboa.pt/454000/1/000657,000177/index.htm>

Both groups seem to still be active today, so the city may wish to focus more on their work again.

To avoid existing or future ethnic concentration, Lisbon could take inspiration from Lyon (France) and its La Duchere Major Urban Project (2002-2018), which aims to transform a poor and relatively homogenous neighbourhood into an open, socially mixed area. While housing units were being rebuilt, the residents were rehoused and then given the option to return or not. At the same time, social housing units were rebuilt into non-social housing, which attracted middle-class residents. The new neighbourhood now encourages more interaction (through gymnasiums, schools, libraries), allows for better mobility (through better connection to the public transport system and cycle tracks leading to the city centre) and provides new premises for businesses.

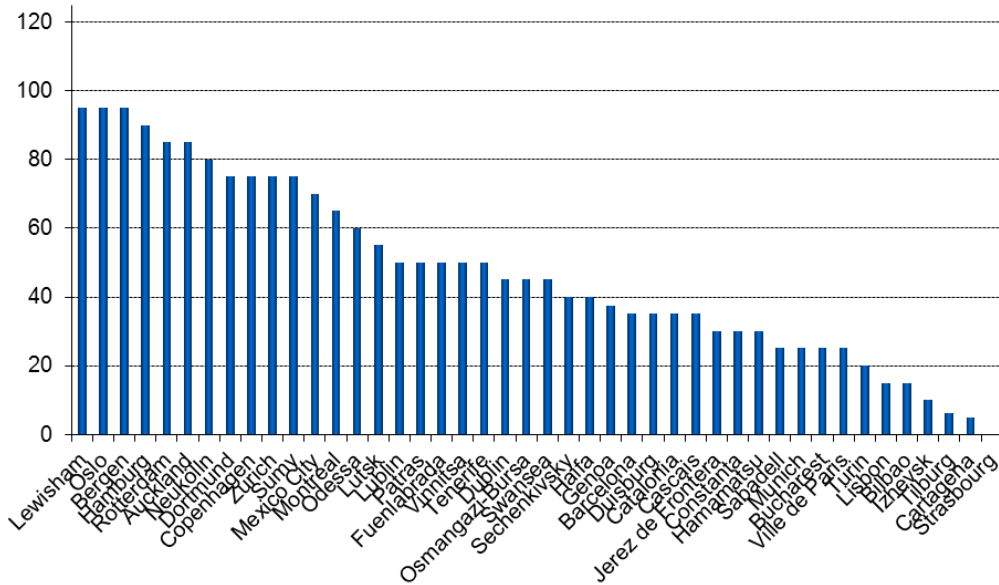
# PUBLIC SERVICE

through intercultural lens

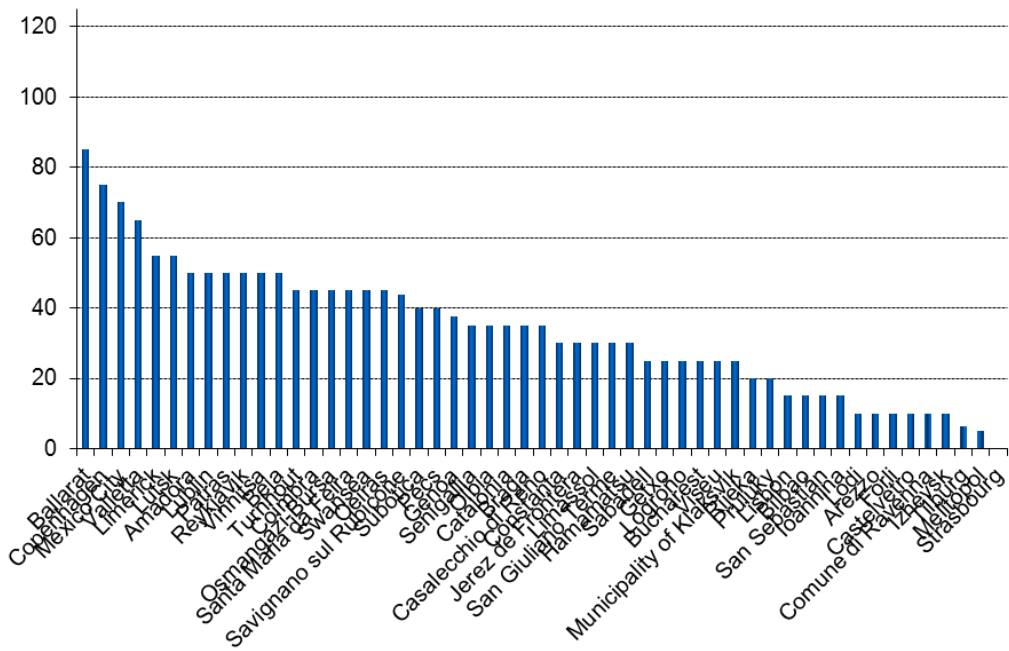


*An optimal intercultural approach remains open to new ideas, dialogue and innovation brought by or required by minority groups, rather than imposing a "one size fits all" approach to public services and actions.*

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



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



Lisbon’s public service rate is relatively low at **15%**, having in fact decreased since last year from **25%** and being considerably lower than the city sample’s achievement rate of **42%**.

Regarding Lisbon's public sector, employees **reflect the ethnic composition of the city's population only at the lower levels**, but not at all hierarchical levels. There is in fact **no recruitment plan** to ensure adequate diversity within the workforce, which is justified in the questionnaire by the principles of equality and publicity, which allows applications for open vacancies from all qualified individuals.

Regarding the **private sector**, the questionnaire states that Lisbon **does not take any action** to encourage diverse workforce, intercultural mixing or competence. However, Lisbon is involved in the **Portuguese Diversity Charter** (<http://www.cartadiversidade.pt/>), which *is* in fact an instrument used to encourage diversity in any sector. The Portuguese Diversity Charter was launched in 2016 and is one of the EU diversity charters following a European Commission initiative ([https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/tackling-discrimination\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combating-discrimination/tackling-discrimination_en)). As a signatory of the Portuguese Diversity Charter, an organisation commits to promoting diversity and equal opportunities in their workplace.

Lisbon provides **no answer** to the question, whether it has **culturally sensitive services** that take into account the different ethnic/cultural backgrounds of service users.

### **Recommendations:**

For one, we recommend promoting more diversity amongst public and private employees, also on the higher levels and perhaps even through an explicit recruitment plan. The city could definitely encourage more organisations to sign the Portuguese Diversity Charter, but it could also for example look into Bergen's (Norway) action plan "The Future Workplace" (passed in 2013), which aims to tackle the lack of diversity on higher levels in the public sector. A more diverse public sector will not only ensure better service for culturally/ethnic diverse citizens, but could also play a symbolic role and foster the awareness of cultural diversity and its advantage for Lisbon.

Although diversity amongst public employees already contributes to the cultural sensitivity of public services, we also highly recommend directly reviewing specific services through a cultural lens, considering whether these are appropriate for *all*. The health sector, for example, is especially dependent on cultural competence and cultural sensitivity when wanting to assure health and well-being amongst all members of a society. Cultural differences, such as health related norms and beliefs, the extent of interdependence/independence or simply linguistic differences can cause miscommunication and inappropriate treatment if the patient is not approached with a certain level of cultural competence and sensitivity.

- An example for reducing linguistic barriers in the health sector is the project "Italy – Learn Arabic!" in Reggio Emilia (Italy), initiated by the Local Health Authorities in collaboration with the Intercultural Centre Mondinsieme, aiming to improve linguistic cultural relations between foreign citizens and health services.
- Another good example can be found in Tilburg (The Netherlands), where housing corporations build houses for the elderly from specific cultural groups to assure that migrants are able to get care adapted to their culture.

- Berlin's (Germany) Peer-to-Peer Project Addiction Aid for Refugees is another example for an aid service that takes into account the possible differences in culture and experience. The trained peer helpers inform on-site about the risks of drug consumption and accompany, if necessary, the person concerned to the local Drug Advisory Services. Individual advice and informative events are organised in refugee accommodation. The peer helpers themselves are empowered and further qualified concerning their communication skills.

## BUSINESS & LABOUR

through intercultural lens



*Large parts of the economy and the labour market may be beyond the remit and control of the city authority, but they may still fall within its sphere of influence. Because of nationally-imposed restrictions on access to the public-sector labour market, the private sector may provide an easier route for minorities to engage in economic activity. In turn, such activity (e. g. shops, clubs, restaurants but also high-skill industry and research) may provide a valuable interface between different cultures of the city. While barriers for entry usually concern migrant/minority groups, in some cases it could be the other way around. Research has proved, however, that it is the cultural mix that fosters creativity and innovation, not homogeneity.*





Lisbon takes **no action to specifically encourage businesses from ethnic minorities** to move beyond the ethnic economy. The city does, however, have **two business incubators** which support entrepreneurs, including those with a migrant/minority background:

- Start-up Lisbon (See: <https://www.startuplisboa.com/>)
- The Ubuntu Social Incubator: supporting the young leaders participating in the Ubuntu Leadership Academy (described above in section "Education") in fulfilling their potential and actually turning their ideas generated at the Academy into action. Participants are supported in their entrepreneurial process especially through sharing, collaboration and mutual help – based on the Ubuntu concept.  
For more information on the Ubuntu initiatives, see: <http://www.pontesubuntu.org/index.php/en/>.

### **Recommendations:**

Lisbon may wish to extend their support services addressing migrant/minority entrepreneurs. A good example is the SINGA Business Lab in Berlin (Germany) (<http://singabusinesslab.de/>): A business incubator that supports newcomer entrepreneurs through a number of workshops, through knowledge-exchange and by providing a network. Newcomer entrepreneurs are partnered with a "mentor" (in most cases a local expert), not only to provide expert guidance, but also to promote *mutual* knowledge-exchange and collaboration. The core idea of SINGA and specifically its Business Lab is to unlock the potential that newcomers bring to a country, to encourage them to take action and contribute, to get involved in local life – to prove the diversity advantage.

Lisbon may also want to consider adopting a binding document against ethnic discrimination in employment or at least to encourage more organisations to sign the Portuguese Diversity Charter.

# CULTURE & CIVIL LIFE

through intercultural lens



*The time that 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.*



See this link for the Regulation on the Assignment of Support document:  
[http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&ved=2ahUKEwi4n\\_7Mg6TeAhWJjqQKHd-qCDUQFjABegQICBAC&url=http%3A%2F%2Fwww.cm-lisboa.pt%2Fen%2Fregulamentos%3FeID%3Ddam\\_frontend\\_push%26docID%3D13441&usq=AOvVaw0Pq6\\_LSemBLpXNrcozUa-f](http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=2&ved=2ahUKEwi4n_7Mg6TeAhWJjqQKHd-qCDUQFjABegQICBAC&url=http%3A%2F%2Fwww.cm-lisboa.pt%2Fen%2Fregulamentos%3FeID%3Ddam_frontend_push%26docID%3D13441&usq=AOvVaw0Pq6_LSemBLpXNrcozUa-f)

Lisbon **regularly organises events and activities** in the fields of arts, culture and sport aimed at encouraging people from different ethnic groups to mix. The questionnaire provides some examples:

- The TODOS Festival is a four-day festival including theatre, dance, music, circus acts and food, created in 2009 and taking place yearly in September. It aims specifically to build community and promote intercultural interaction, clearly stating on its webpage that it has:

*"affirmed Lisbon as a city steeped in dialogue between cultures, between religions and between people of diverse origins and generations. EVERYONE has contributed to the destruction of territorial ghettos associated with immigration, opening up the whole city to all people interested in living and working."*

(translated from Portuguese to English by DeepL)

See: <http://festivaltodos.com/intro/home>

- The "Festival da Diversidade" ("Festival of Diversity"), organised by the Municipal Forum for Interculturality (described above in section "Commitment"): a weekend-festival held in May or June, raising awareness and promoting respect for diversity. The festival includes various cultural performances and activities, such as music concerts, yoga classes or cinema, as well as speeches and debates fostering intercultural dialogue and reflection.

The festival programme of 2016 can be found here: [http://www.cm-lisboa.pt/fileadmin/Noticias/0384\\_diverCIDADE\\_2016\\_programa.pdf](http://www.cm-lisboa.pt/fileadmin/Noticias/0384_diverCIDADE_2016_programa.pdf)

For more information on the FMINT: <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade/forum-municipal-da-interculturalidade-fmint>

- The Ratha Yatra: a chariot festival that has its roots in India and the Hindu religion, based on the Hindu values of peace, love and harmony, thereby bringing people together and building community. The parade departs from the square Largo do Intendente and ends at the beach Ribeira das Naus, where a fest of dance, music and vegetarian food awaits.

For more information: <http://rathayatralisboa.pt/>

- Lisbon also takes part in The World Interfaith Harmony Week, which was launched by the United Nations in 2011 as a decentralised initiative, taking place all over the world every year in the first week of February. It is a week of interfaith dialogue and interaction, including events such as "harmony breakfasts", movie screenings followed by discussions or joint community work/projects that aim to tackle a common issue co-operatively (e.g. environmental issues, homelessness, illness). The week especially provides a platform for interfaith groups and other groups of goodwill to demonstrate and share their work. Based on The Common Word initiative

(<https://www.acommonword.com/>) that aimed to foster dialogue between specifically the Muslim and the Christian faith, The World Interfaith Harmony Week similarly aims to foster dialogue, but between all kinds of faith groups, including those groups with no faith. Whereas The Common Word initiative is based on "Love of God, and Love of the Neighbour", The World Interfaith Harmony Week is based on "Love of the *Good*, and Love of the Neighbour".

This year, Lisbon organised an Interfaith Harmony Day, taking place at a garden in the Palace of Ajuda. Titled "Ajuda in Dialogue", the day included lectures and debates as well as cultural/artistic activities.

See: <https://worldinterfaithharmonyweek.com/event/ajuda-em-dialogo-ajuda-in-dialogue-9941/>

For more information on the World Interfaith Harmony Week, see: <http://worldinterfaithharmonyweek.com/>.

Lisbon encourages such intercultural activities and events through **grants and other support**. For example, it provides grants for the organisation of the TODOS Festival since 2009 and supports the various religious associations in their preparation of the World Interfaith Harmony Week.

Next to the above illustrated intercultural/interfaith events, Lisbon also regularly organises various public debates and campaigns on the subject of cultural diversity and living together, for example "The Human Rights as a Milestone for Citizenship" on 9<sup>th</sup> December 2016.

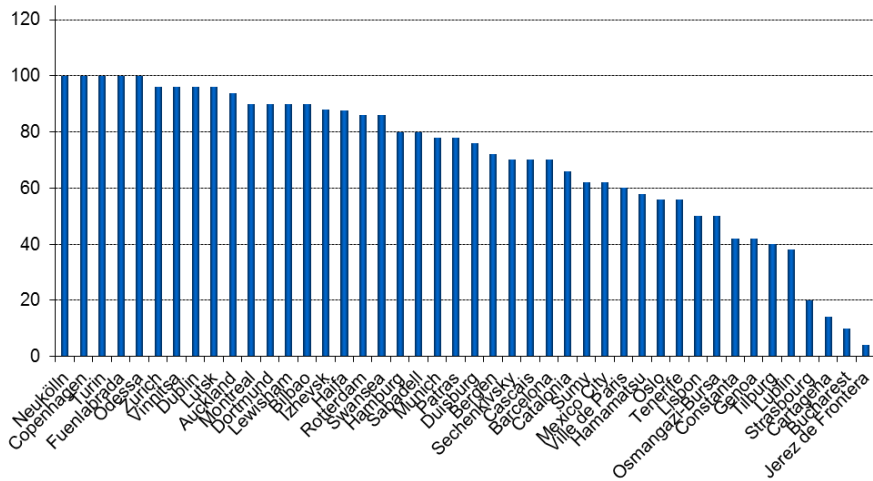
# PUBLIC SPACE

through intercultural lens



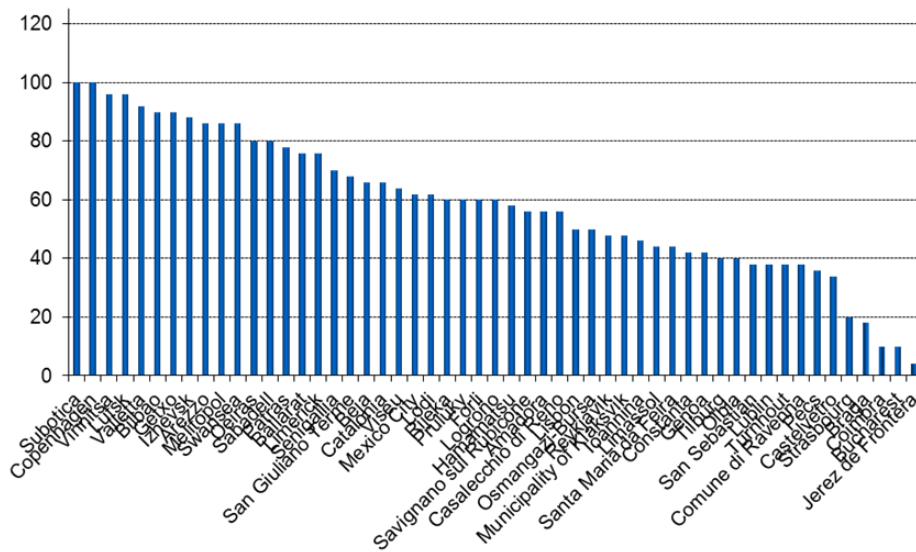
*Well managed and animated public spaces can become beacons of the city's intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.*

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





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



Lisbon’s achievement rate in its public space policy reaches **50%**, which is lower than the city sample’s score of **66%**. Unfortunately, Lisbon’s score has decreased since 2014, where the city was doing quite well with **82%**, mainly due to the fact that it had no “dangerous” or “unwelcoming” areas at that time. Interestingly, this decrease correlates with the decrease in its achievement rate in neighbourhood policy.

Lisbon does **encourage a lot of meaningful intercultural mixing and integration** in the public space, such as in public libraries, museums, playgrounds, squares or other public spaces.

The Martim Moniz square - an example given in the questionnaire – has become a well-known space for intercultural mixing and experience due to its “Fusion Market”. The market was set up as an initiative to counter the negative reputation of the square, located in a segregated and deprived area of Lisbon where many migrants reside. It brings together various tastes and sounds from around the world, with food stalls serving freshly prepared street food from all continents and the square offering a space for music and cinema. The market is open every day of the week and is a popular leisure space for both locals and tourists. Next to music and food, it also hosts cultural/educational events, such as workshops and exhibitions.

For more information on the Fusion Market, see:  
<https://www.facebook.com/MercadoFusao/>  
<https://www.lisboa.es/que-ver/plaza-de-martim-moniz/>

Furthermore, the events and activities described in the above section “Cultural and civil life” are organised in various public spaces, open to the entire city.

Lisbon **sometimes takes into account the diversity of its population** when designing its public buildings and spaces. The questionnaire gives the example of

the Mouraria's Square located in a neighbourhood with a high percentage of Muslims. Its design is in fact "dedicated to a religious community", as stated in the project description, and plans to include the building of a new mosque.

For the project description, please see: [http://www.ilobo.pt/ines\\_lobo\\_arquitectos\\_lda/01092\\_Mosque\\_in\\_Mouraria.html](http://www.ilobo.pt/ines_lobo_arquitectos_lda/01092_Mosque_in_Mouraria.html)

Lisbon's public consultation law includes the obligation to **involve people with different ethnic/cultural backgrounds in the decision making process regarding reconstruction of areas.**

However, **several areas in Lisbon have become dominated by one ethnic group** and have **developed into "feared" and "unwelcoming" areas**, which seems to be the reason for the decrease in the city's achievement rate.

### ***Recommendations:***

Lisbon may wish to look into ways of reducing unwelcomeness and danger in the relevant areas, by taking the Borough of Lewisham (London) as an example: While confronted with relatively high levels of crime in certain public spaces that were feared and avoided by local residents, the borough conducted research and discussions with citizens regarding this issue and ultimately produced a toolkit for inter-cultural place-making. Four of the Borough's public spaces have in fact received prizes in the London Planning Awards in the last years: Ladywell Fields, Deptford Lounge, Cornmill Gardens and Margaret McMillan Park.

London's Borough of Tower Hamlets also provides a good example for transforming unattractive and feared areas: Arnold Circus is a housing estate that was perceived as a dark, hostile place, inhabited by gangs. In 2006 a local community-generated charity took initiative and funded commission artists to work with local children on reforming Arnold Circus. Several projects were implemented over a course of four years. As a result, the local population's perception has changed dramatically. Comparative attitude surveys carried out before and after, show that the initiative had a dramatic impact on the local population's perception. Residents now use this area for social activities and celebrations. The children feel emotionally attached and continue to plant flower seeds twice a year. The project especially shows that active involvement and participation is key to building community cohesion.

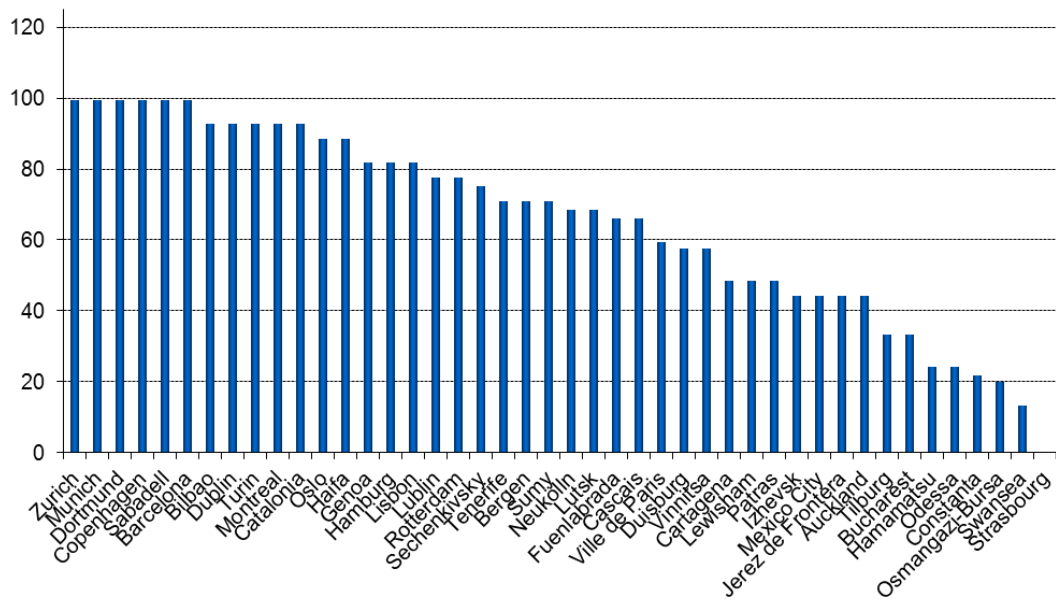
Regarding the design and management of public spaces and buildings, we recommend focusing also on opportunities for *intercultural interaction*. Although it is important to provide certain spaces, such as mosques, for specific religious or cultural groups, there should also be spaces for bringing various cultural groups together, encouraging them to interact and communicate, fostering closeness and intersection. Therefore, we recommend Lisbon to provide such opportunities when designing, for example, libraries, cinemas, sports centres, etc. Considering differences in norms, in interests or simply linguistic differences could attract a considerably larger proportion of society. For example, in the intercultural district Neukölln (Berlin, Germany) the cinema "Neues off" is dedicated to interculturalism and multilingualism, showing only independent, international movies in their original language with subtitles. This cinema is part of larger organization of cinemas, named the "York Cinema Group" (<https://www.yorck.de/%C3%BCber-uns>) that also hosts events, such as the European Cinema Day on the 14<sup>th</sup> October.

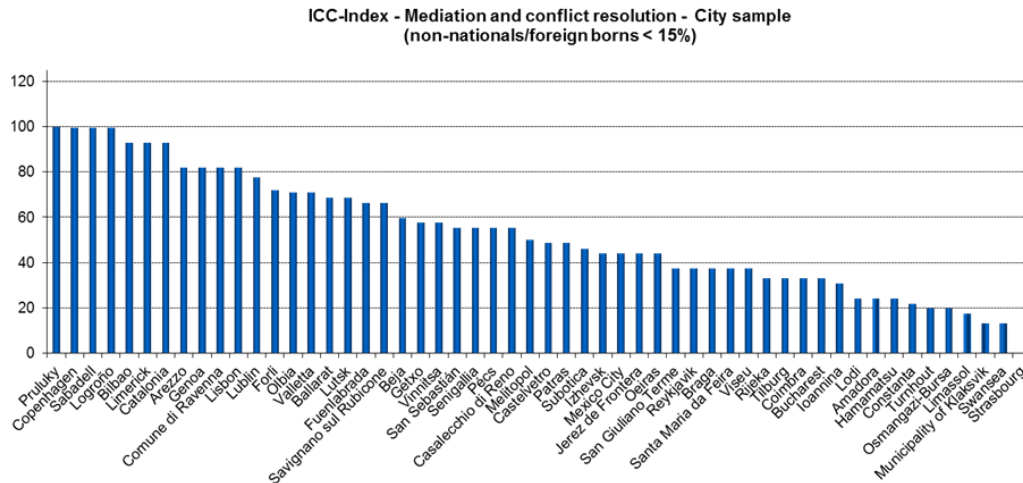
# MEDIATION and conflict resolution



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

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





Lisbon’s achievement rate in mediation and conflict resolution policy is at **82%**, equal to last year’s rate and having increased considerably since 2011 from **24%**.

Lisbon has **a generalist municipal mediation service which also deals with cultural conflicts**. The Local Centres of Immigrants’ Integration Support (described above in section “Commitment”) includes work regarding **specifically inter-religious relations**. Lisbon provides **specifically intercultural mediation** in specialised institutions as well as in neighbourhoods and on the streets. The latter is provided by social mediators from the public enterprise “GEBALIS” that manages council housing.

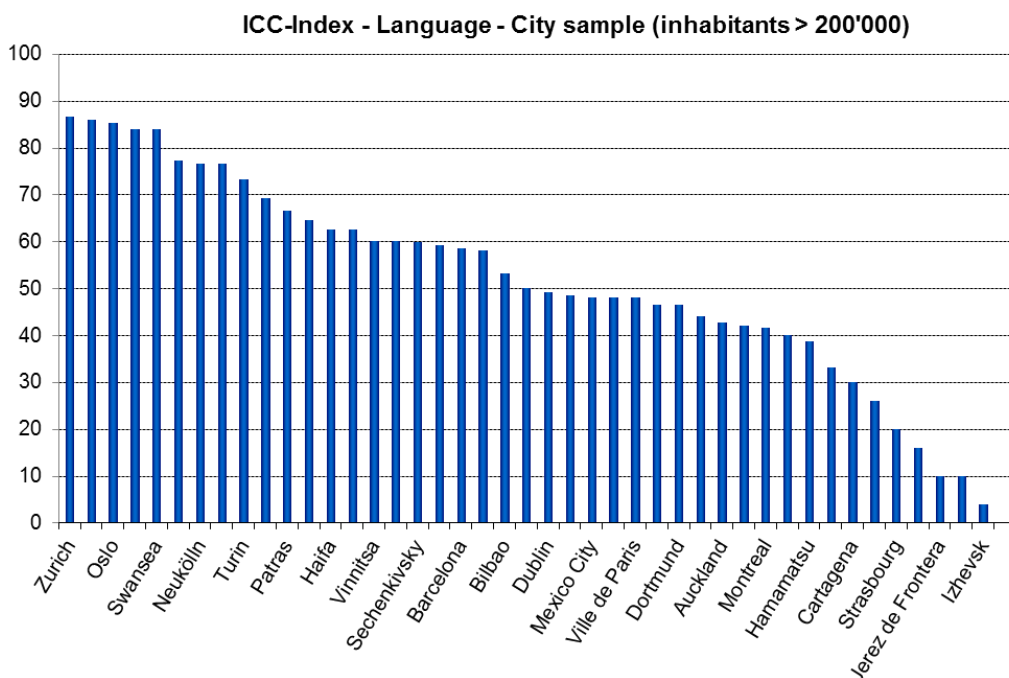
**Recommendations:**

Lisbon might wish to extend its mediation service regarding specifically inter-religious relations. A good example is the Abraham Group in Lyon (France): This interfaith group encourages dialogue between people of different faiths and promotes knowledge and understanding about one another’s faiths. The group, for example, hosts a radio broadcast, where young peoples’ views of their own faith and the faiths of others are openly discussed.

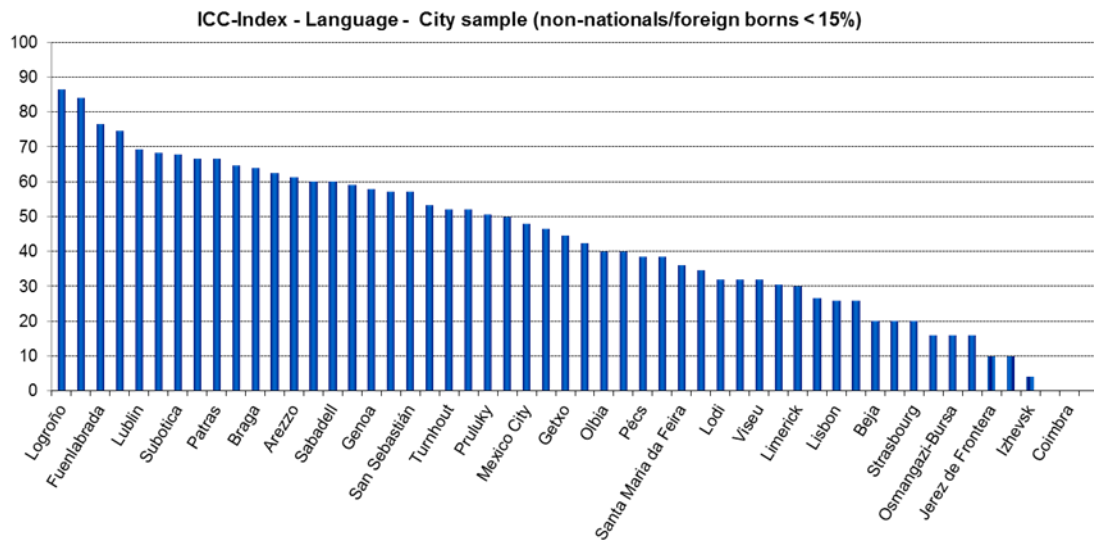
# LANGUAGE



The learning of the language<sup>7</sup> of the host country by migrants is key issue for integration. However, there are other considerations in an intercultural approach to language. For example, in cities where there are one or more national minorities (or indeed where there is indeed no clear majority group) there is significance in the extent to which there is mutual learning across language divides. Even in cities where recent migrations or trade connections have brought entirely new languages into the city, there is significance in the extent to which the majority are prepared to adopt these languages.



<sup>7</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://higherred.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))



Lisbon’s language policy achievement is relatively low at **26%**, equal to last year’s score and lower than the city sample’s at **48%**. Interestingly, Lisbon was doing considerably better in this field in 2014, achieving a score of **59%**.

Lisbon states in the questionnaire that it provides **language training in Portuguese for hard-to-reach groups**, but unfortunately does not provide any examples to validate this. There exists **no training in or support of minority/migrant languages**, although **a positive image of these languages is trying to be promoted** through occasional media campaigns. Lisbon also takes part in the celebration of Mother Language Day on the 21<sup>st</sup> February.

The question, whether minority communication channels are supported financially, was left **unanswered** by the city.

**Recommendations:**

As an intercultural city, Lisbon may wish to introduce language training in other languages apart from Portuguese, especially in those minority/migrant languages present in Lisbon. In 2014, when Lisbon scored 33% higher than this year, learning migrant/minority languages was in fact part of the regular school curriculum and was an option available to everyone. At this time, Lisbon was also providing spaces or other forms of support to minority groups wishing to organize language courses. The city may therefore wish to take up on this again.

Inspiration could also be taken from the community-building NGO SINGA in Berlin (Germany) that organises “language cafes” for newcomers and locals, promoting mutual language learning. Additionally - since one of their objectives is to assist newcomers in developing their own projects - SINGA specifically assisted a Syrian teacher that had recently arrived in Germany to set up his own Arabic course. This project not only allowed non-Arabic speaking locals to learn the language of the many people joining their society, but also allowed a newcomer to contribute to his new community with his own profession and skills.

Lastly, we recommend supporting communication channels using minority languages, such as newspapers, radio programmes or TV programmes, and to strengthen their presence in society. As an example, the main local newspaper in Genoa (Italy) publishes a page in Spanish every week dedicated to the South American community (Il Secolo XIX). Their radio channel Radio 19 also has a specific daily programme in Spanish for the Latino community.

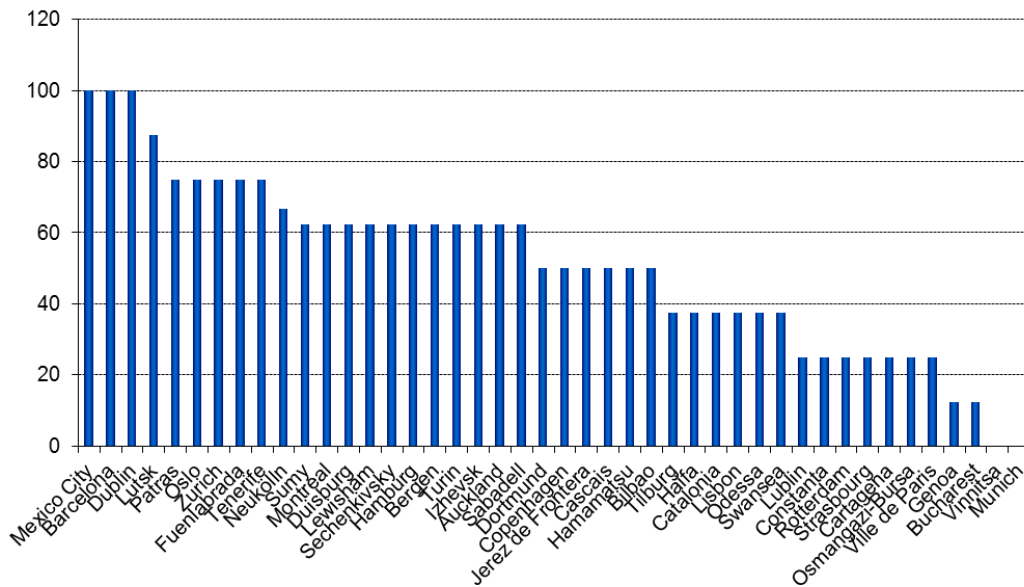


# MEDIA policies



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

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

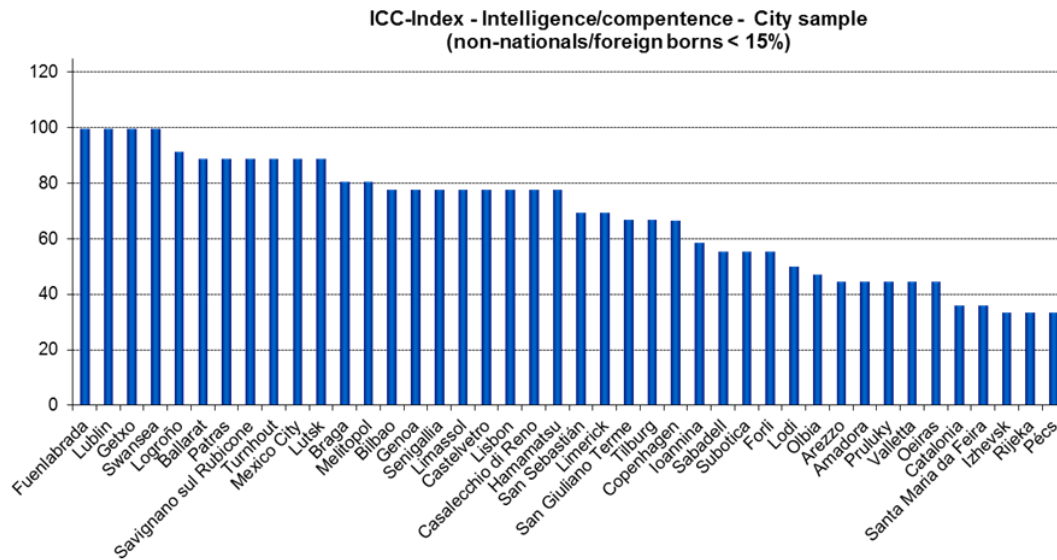












Lisbon achieved a score of **78%** - as last year - in its intelligence and competence policy. This is higher than the city sample's score of **62%**.

Statistical and qualitative information about diversity and intercultural relations **is mainstreamed** when providing information for policy formulation. The city also **carries out surveys** including questions about the public perception of migrants/minorities. Lastly, Lisbon **promotes intercultural competence** amongst its officials and staff through interdisciplinary seminars and networks, but the city unfortunately provides no examples for this.

### **Recommendations:**

Lisbon may wish to look into Oeiras' "sensitization/training session on intercultural dialogue" (2017) for officials and staff (in both administration and public services). The session is led by the High Commission for Migration.







- Refugees Welcome (<https://www.fluechtlinge-willkommen.de/>): a platform specifically for refugees to find a flat-share with locals;
- The Welcome App (See: <https://welcome-app-concept.de/en/>): an app for refugees to help them organise their everyday lives in Germany, overcoming the language barrier as well as providing information regarding asylum law.

# GOVERNANCE



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



The ethnic background of **elected politicians reflect only partly the composition of the city's population**, but unfortunately the city does not elaborate on this. There is also **no standard for the representation of migrants/minorities in mandatory boards** supervising schools and/or public services. The government does however **have an advisory body representing migrants/minorities** and their organisations to deal with diversity and integration matters.

The Municipal Council for Interculturality and Citizenship (described above in section "Commitment") includes amongst its objectives the **promotion of political participation amongst migrants/minorities**.

### ***Recommendations:***

We recommend that Lisbon implements a standard for the representation of migrants/minorities in mandatory boards supervising schools and/or public services. The city may also wish to increase the diversity amongst elected politicians.

The city could also introduce further methods of encouraging political participation amongst migrants/minorities. For example, the Schilleria Girl's Café is an NGO in Berlin (Germany) working with girls and young women, most of whom have a migrant background and are socially and educationally disadvantaged. It offers a range of projects and activities, aimed at supporting these girls in their development. The project "PolitTalk" specifically encouraged them to participate in political discussion, empowering them with knowledge and skills to do so. Participants received training in communication and networking skills. Talks on political parties and the voting system were followed by creative workshops and the election event itself. Local schools and youth clubs were invited.

# ANTI DISCRIMINATION



Lisbon **regularly runs anti-discrimination campaigns and raises awareness**, providing two examples in the questionnaire:

- A “welcoming refugees” campaign, including posters distributed throughout the city with the words “Lisbon – A host city” and phrases such as “not pleasure, not glory, not power: freedom, only freedom”. Unfortunately, the city does not elaborate any further on this campaign.
- The SOMOS Program: a local education program for democratic citizenship and human rights, active in Lisbon since 2015. It includes various projects, such as trainings and campaigns. For example, the campaign “Somos os direitos que temos” (“We are the rights we have”) raises awareness about discrimination, involving people from different backgrounds sharing their experience with being discriminated, for example for being born in a social housing neighbourhood, for their color of their skin, for their ethnic/cultural background, sexual orientation or gender identity.

Lisbon replied “yes” to the question whether it has a specific service that advises and supports victims of discrimination *or* grants for civil society organisations that

play this role, **but does not specify**. The city **does not monitor or conduct research** on the extent and the character of discrimination in the city.

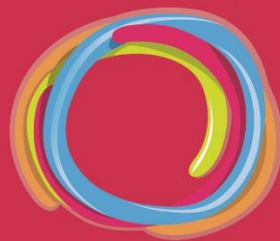
***Recommendations:***

We recommend Lisbon to provide support services for victims of discrimination, if not doing so already. A good example is the support programme for migrant women in Bilbao (Spain), which empowers women through promoting their health and by educating them about gender-based violence.

Next to specific support services for *victims* of discrimination, we advise to also provide support for those discriminating and holding racist and radical attitudes. Instead of punishing and labelling these individuals, it is important to *engage* with them, to try to understand their views and concerns, encouraging them to reflect on these. A good example is the Think Project in Swansea (UK), an educational programme aimed at individuals with a higher risk of far-right extremism. In a 3 day course, participants discuss and reflect on diversity issues and their own attitudes and views, engaging in open dialogue as well as experiential learning. The Think Project employs a non-criminalising approach, listening to their concerns and exploring the experience and information underlying their negative attitudes. After the course, participants are encouraged to engage in intercultural interaction. The project has proven to be able to transform young peoples' worldviews and thinking about diversity and societal change.

Lastly, it is advised to conduct research regularly, through partnerships with universities for instance, to understand the sources of discrimination and how to tackle them.

# CONCLUSIONS



Lisbon showed an aggregate intercultural city index of **60%**.

It is commendable that the city scored a rate **higher** than the city sample in the following fields: commitment, mediation, intelligence/competence, welcoming new arrivals, governance and especially cultural and civil life, achieving a score of 100%. Although these are Lisbon's strengths in comparison to the rest of the intercultural cities, these fields could nevertheless benefit from further intercultural elements. More importantly, though, is the strengthening of its policies in the fields that scored **lower** than the city sample: media, international outlook, education, neighbourhood, business and labour market, public space, language and especially public service, achieving only 15%. Lisbon in fact decreased in certain areas, where it had been doing quite well: neighbourhood, public service, public space, language and international outlook. The city may therefore want to look into their policies from 2014.

In view of the above, we wish to congratulate Lisbon for the efforts taken and we are confident that if the city follows our guidelines and other Intercultural Cities' practices, the results will rapidly be visible and tangible.

## RECOMMENDATIONS



When it comes to the intercultural efforts, with reference to the survey, Lisbon could enhance the sectors below by introducing different initiatives:

**Commitment:** We recommend adopting a process of policy consultation that involves people of different ethnic/cultural backgrounds. Lisbon may also wish to consider honouring and acknowledging local residents or organisations that have encouraged interculturalism. Lastly, we recommend adopting an evaluation and updating process for the intercultural action plan.

**Education:** Lisbon may wish to focus specifically on its artistic expression activities that are being implemented in schools, to promote more diversity amongst its teachers and to encourage more schools to involve parents into school life.

**Neighbourhood:** We recommend that Lisbon encourages more intercultural interaction within neighbourhoods and to look into its policies from 2014 for guidance. It may also want to take action to avoid existing or future ethnic concentration.

**Public Service:** For one, we recommend promoting more diversity amongst public and private employees, also on the higher levels and perhaps even through an explicit recruitment plan. We also highly recommend directly reviewing specific services through a cultural lens, considering whether these are appropriate for *all*.

**Business and labour market:** Lisbon may wish to extend their support services for migrant/minority entrepreneurs. It may also want to consider adopting a

binding document against ethnic discrimination in employment or at least to encourage more organisations to sign the Portuguese Diversity Charter.

**Public space:** We recommend that Lisbon looks into ways of reducing unwelcomeness and danger in certain areas. Moreover, we recommend focusing on the opportunity for intercultural interaction when designing and managing public spaces and buildings.

**Mediation:** We recommend extending the mediation service regarding specifically inter-religious relations.

**Language:** As an intercultural city, we highly recommend Lisbon to provide language training in other languages apart from Portuguese, especially in those minority/migrant languages present in Lisbon. We also recommend supporting communication channels that use minority languages, such as newspapers, radio programmes or TV programmes, and to strengthen their presence in society

**Media:** We advise Lisbon to provide the PR department with specific instructions to highlight the diversity advantage and to monitor specifically the portrayal of minorities in the media, to avoid misrepresentation, stigmatisation or the reinforcement of rumours. Lisbon may also wish to specifically support journalists with minority backgrounds, for example in advocacy, media training, mentorship or setting up their online media start-ups.

**International outlook:** In this area, Lisbon is highly advised to look into its policies and activities in 2014 and perhaps take up on things that have been neglected (e.g. certain policies encouraging international cooperation or an agency specifically responsible for monitoring and developing the city's openness to international connections).

**Intelligence/Competence:** Lisbon could perhaps expand its programmes and trainings on intercultural competence.

**Welcoming new arrivals:** The city could perhaps regularise its official reception for newcomers and migrants that was once organised in 2016 on International Migrants Day. Moreover, it may wish to expand its welcome support by encouraging also smaller initiatives.

**Governance:** We recommend that Lisbon implements a standard for the representation of migrants/minorities in mandatory boards supervising schools and/or public services. The city may also wish to increase the diversity amongst elected politicians. Lastly, it could also introduce further methods of encouraging political participation amongst migrants/minorities.

**Anti-discrimination:** We recommend Lisbon to provide support services for victims of discrimination, if not doing so already, and to also provide support for those discriminating and holding racist and radical attitudes. Lastly, it is advised to conduct research regularly, through partnerships with universities for instance, to understand the sources of discrimination and how to tackle them.

Lisbon may wish to consider further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such



examples are provided above for each sector as well as in the Intercultural cities database<sup>8</sup>.

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<sup>8</sup> <http://www.coe.int/en/web/interculturalcities/>