

RESULTS OF THE INTERCULTURAL CITIES INDEX



LOURES

August 2019



Intercultural cities
Building the future on diversity

www.coe.int/interculturalcities



RESULTS OF THE INTERCULTURAL CITIES INDEX



A comparison between 100 cities¹

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 100 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 Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Dudelange (*Luxembourg*), Duisburg (*Germany*), Erlangen (*Germany*), Forlì (*Italy*), Fucecchio (*Italy*), Fuenlabrada

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 generally referred in the programme as San Sebastian.

(Spain), Geneva (Switzerland), Genoa (Italy), Getxo (Spain), Haifa (Israel), Hamamatsu (Japan), Hamburg (Germany), Ioannina (Greece), Izhevsk (Russian Federation), Jerez de la Frontera (Spain), Kepez (Turkey), Kirklees (United Kingdom), Klaksvík (Faroe Islands), the London borough of Lewisham (United Kingdom), Limassol (Cyprus), Limerick (Ireland), Lisbon (Portugal), Lodi (Italy), Logan City (Australia), Logroño (Spain), Loures (Portugal), 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), Paris (France), 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 Rubicone³ (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 Castelli⁴ (Italy), Valletta (Malta), Västerås (Sweden), , Vinnitsa (Ukraine), Viseu (Portugal) and Zurich (Switzerland).

Among these cities, 47 (including Loures) have more than 200,000 inhabitants and 30 (including Loures) have less than 10% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for **Loures (Portugal)** in 2019 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.

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

⁴ 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).

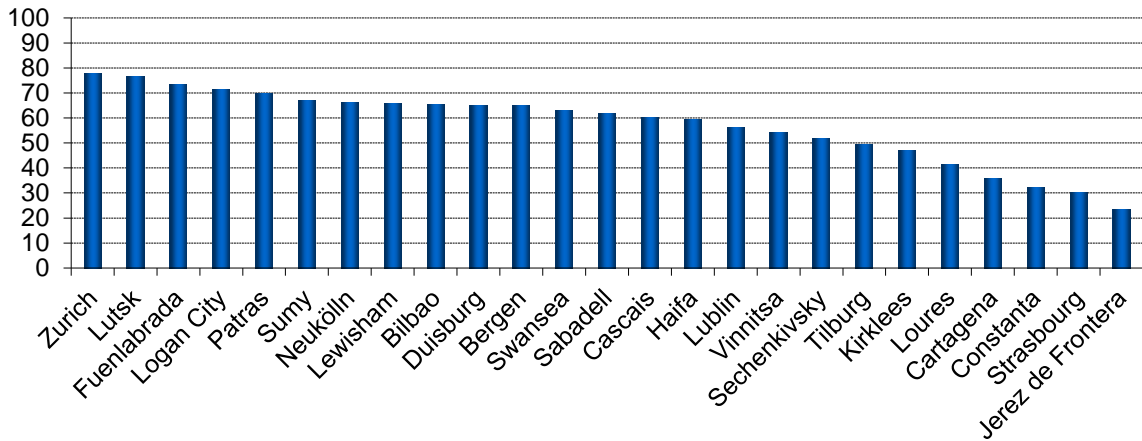
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

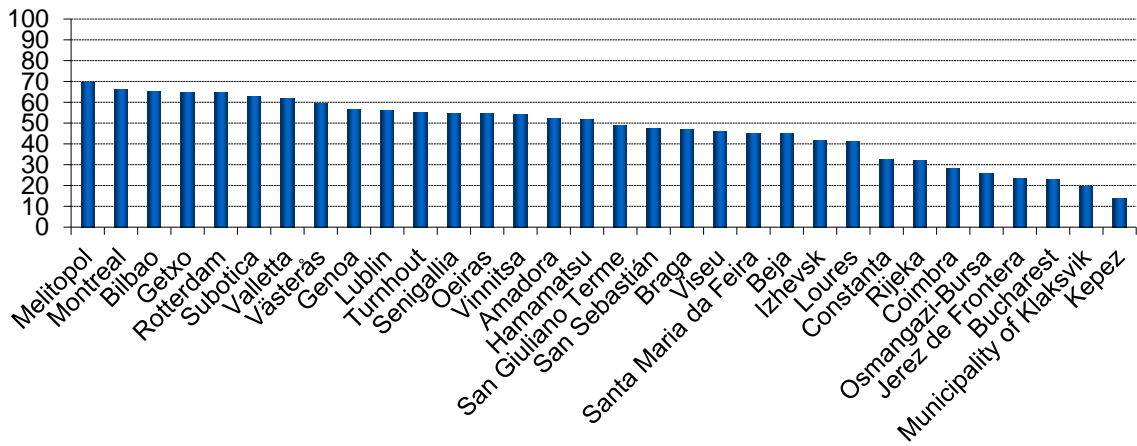
Taking into account the above-mentioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled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

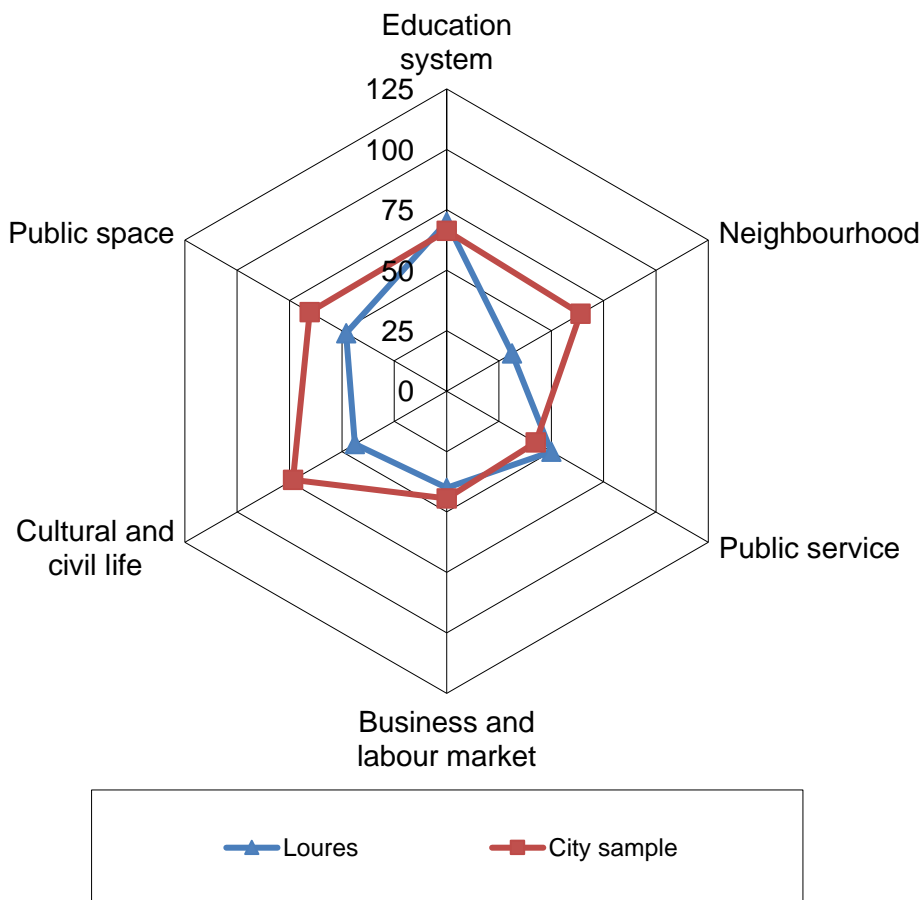
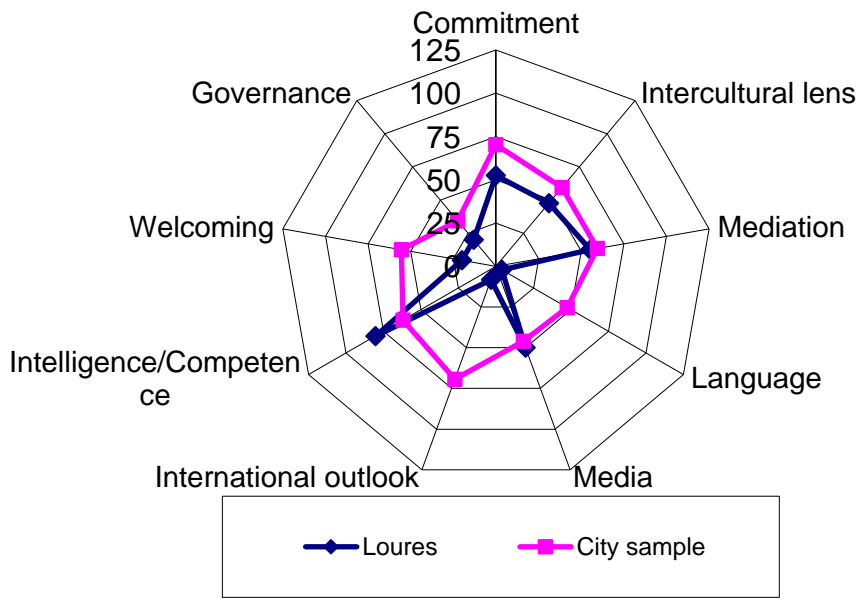
According to the overall index results, LOURES has been positioned **85th** among the 100 cities in the sample, with an aggregate intercultural city index of **41%**. The city has been ranked **21st** among cities with between 200,000 and 500,000 inhabitants and **24th** among cities with less than 10% of foreign-born residents.

Intercultural City Index (ICC)
City sample (inhabitants 200'000 - 500'000)



Intercultural City Index (ICC)
City sample (non-nationals/foreign borns < 10%)





LOURES – An overview

Loures is a city and a municipality in the central Portuguese Grande Lisboa Subregion. It is 13 km north of Lisbon. It was created on 26 July 1886 by a royal decree. The municipality is divided into three areas: one to the north is mainly rustic, to the south the area is predominately urban and to the east it is urban-industrial. Portela de Sacavém is the site of Portugal's largest airport.

History in a nutshell

There was early human settlement in the Loures area dating back to the Upper Paleolithic period. Loures was a Roman settlement during the first millennium, based in a cemetery that eventually became the site of the first church. After the Romans, the Visigoths occupied the territory, followed by the Moors. The parish of Loures was first mentioned in 1118. At the time the region was mainly agricultural. In 1178, the King transferred the region to the Knights Templar. In addition to the main settlement, the village of Montemor, situated at a height of 350 metres, was sought out by residents from Lisbon during the Plague. Loures was elevated to the status of "town" on 26 October 1926 and to a city on 9 August 1990.

Demography

The population of Loures in 2011 was 199,494. The majority of foreigners and immigrants in the city are from the PALOPs group of countries (African countries of Portuguese official language – Angola, Mozambique, Cape Verde, Guinea-Bissau, São Tomé and Príncipe) and represent 43,7% of non-nationals. Brazilians are the most represented nationality of immigrants, at 16% percent⁵. According to the last official statistics (2017), the number of regular/legal non-nationals residents in Loures was 14 837, representing around 7% of the total population⁶ and the last census of 2011 put the percentage of foreign-born nationals resident in the city at 15.3%⁷. Although more than 100 nationalities are identified in the municipality of Loures, none of them represent more than 5% of the overall population of the municipality

According to the 2016 Statistical Yearbook of Lisbon Region, the GDP per capita (PIB in Portuguese) in the Lisbon region, which includes Loures, was 35.9% of the total national, or 23 768€. In comparison with the rest of the country in the disparity index (Portugal=100%), the GDP per capita of this region is 131.6%⁸.

⁵ <https://sefstat.sef.pt/forms/Lisboa.aspx>

⁶ <https://www.pordata.pt/Municipios/Popula%C3%A7%C3%A3o+estrangeira+com+estatuto+legal+de+residente+em+percentagem+da+popula%C3%A7%C3%A3o+residente+total+e+por+sexo-363>

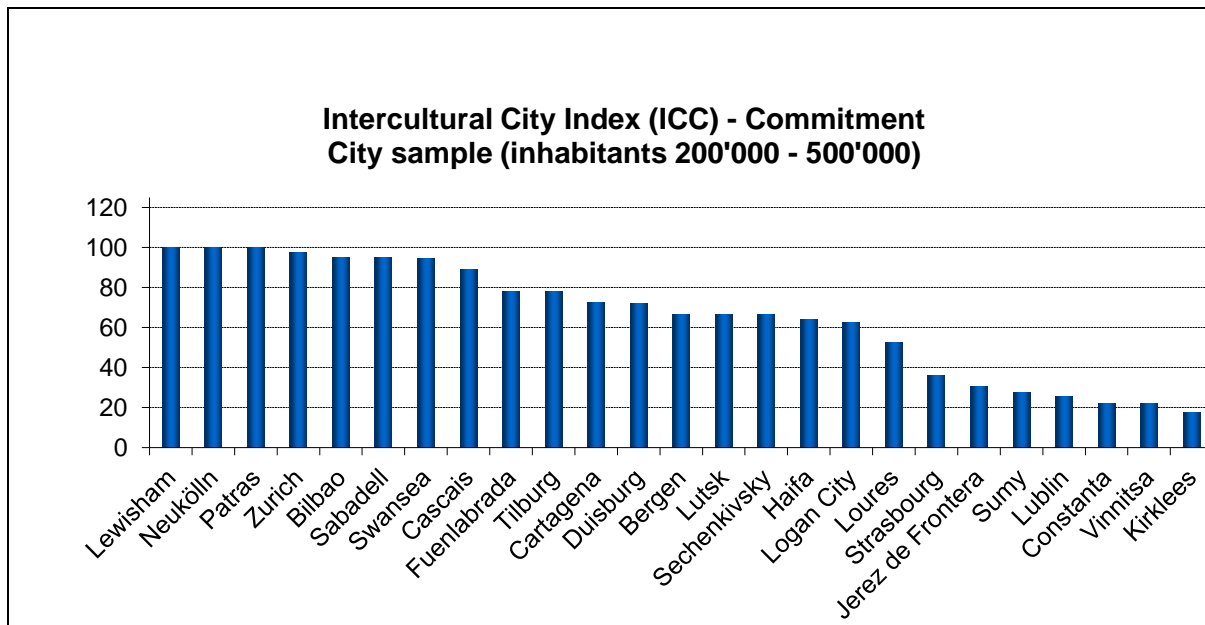
⁷ https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_indicadores&indOcorrCod=0006352&contexto=bd&selTab=tab2

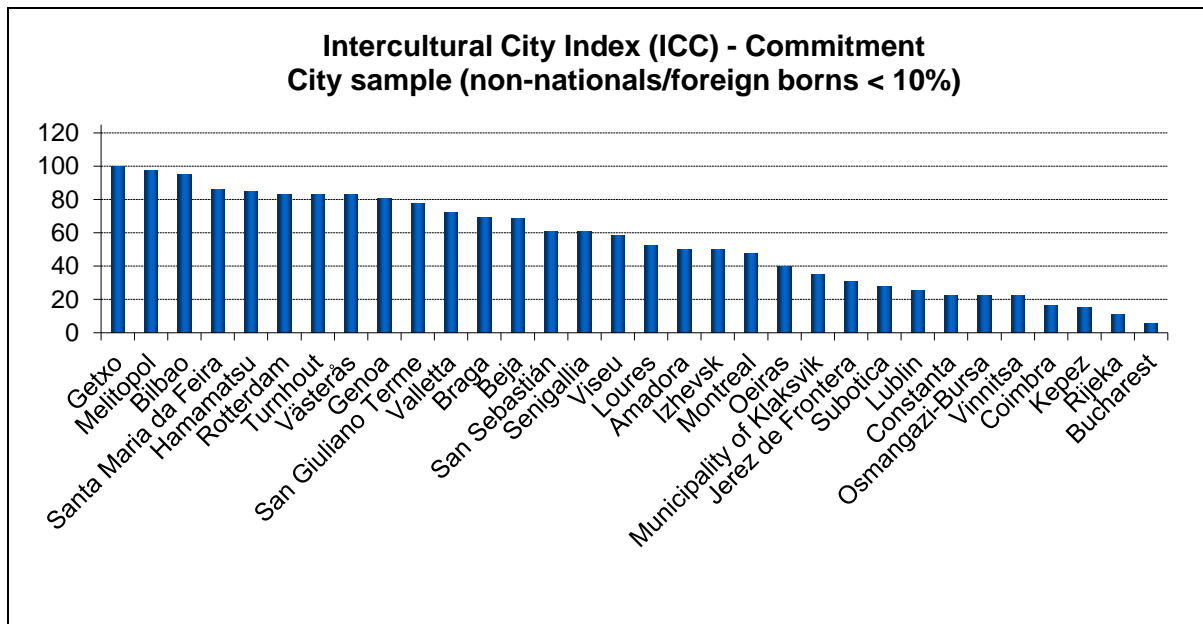
⁸ https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_publicacoes&PUBLICACOESpub

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.





The 2019 index result for Loures for **commitment** was **53%**, this is lower than the city sample of 70% but Loures still has plenty of good practices to share.

Loures has **formally adopted a public statement** that it is an Intercultural City. It has an **integration strategy with intercultural elements**. The Social Cohesion and Housing Department of Loures City Council has the responsibility to promote intercultural integration. The strategy and annual planning of the Social Cohesion and Housing Department must include activities or projects that promote social and cultural integration. For instance, in 2011 Loures City Council signed the European Charter for the Safeguarding of Human Rights in the City, in 2012 the city joined the Portuguese Network of Intercultural Cities, and between 2015 and 2017 a Municipality Plan for Immigrants Integration was developed. The [Municipal Plan for Immigrants Integration](#) is currently being reformulated with the creation of the Social Development Plan of Loures. The city also runs a [Municipal Day for Intercultural Dialogue](#).

The city has adopted a **budget** for the implementation of the strategy and systematically carries out public policy consultations which involve all kinds of diverse groups. **All people from Loures, regardless of nationality, ethnic or cultural background, are [invited to present proposals and suggestions for the annual Municipal Budget and activity/projects](#)**. The city often makes clear reference to the city's intercultural commitment. There is [a municipal award](#) (medal of merit) for citizens who have stood out in their life or intervention in Loures Society/Community in different areas, although it is not specifically aimed at those in the intercultural field.

Loures is a member of the [Portuguese Network of Intercultural Cities](#).

Suggestions

As a member of the Portuguese Network of Intercultural Cities and having completed the index report, Loures has shown it is committed to being an intercultural city. The city could ensure that the new Social Development Plan

contains as many intercultural elements as possible and that there is a clear procedure for monitoring and evaluating the plan to maximise its use for the city to focus its intercultural lens.

From other cities, Loures could be interested in the experience of Vinnitsya. Following an ICC Strategy Development training in May 2017, the decision was made by the city of Vinnytsia to make the ICC Strategy an integral part of its City Urban Development Strategy 2030, aiming to make Vinnytsia a 'European city'.

Ten main policy areas have been identified so far in the course of the Development Strategy 2030 – e.g. economy, business and employment, social services, urban space, education, health, sports and youth – which go hand in hand with 14 policy dimensions of the Intercultural Cities Programme. The goal now is to analyze these areas one-by-one in order to see how the intercultural aspect could be built in to enrich each of them.

The work on the design of the ICC strategy Vinnytsia is currently ongoing. The impact of ICC Strategy of Vinnytsia will be assessed by the city (on the annual basis) and by the ICC Index analysis in 2019. The action is being implemented by the City Hall and the Institute for Urban Development of Vinnytsia in collaboration with local civil society organizations, and educators.

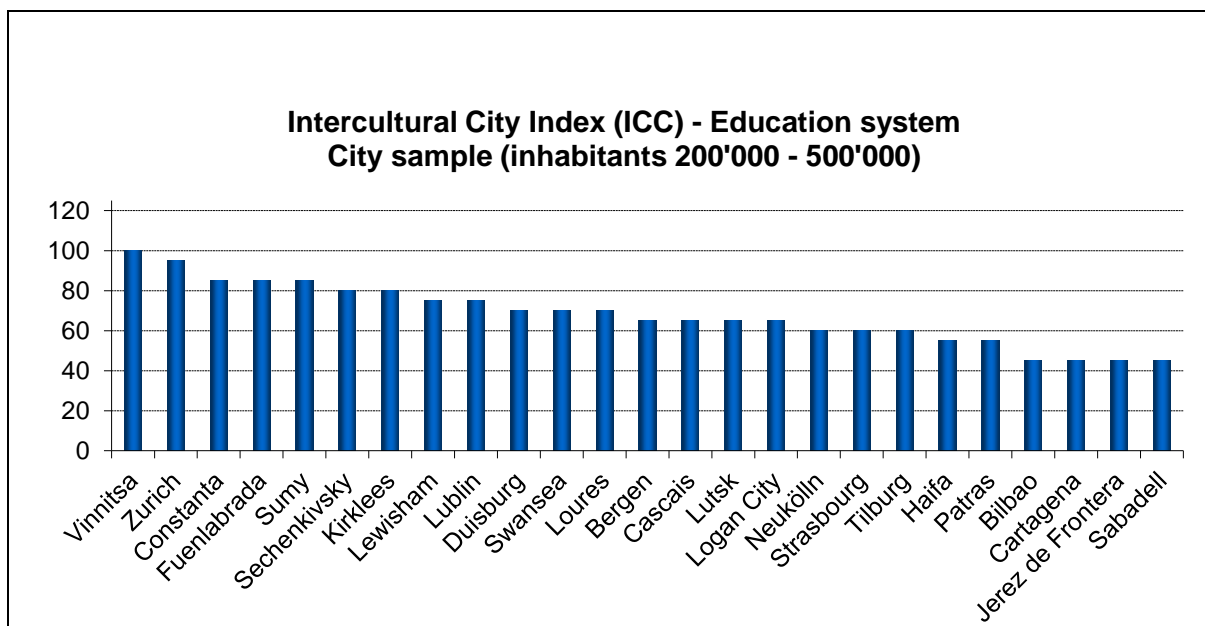
The city could also ensure that the annual municipal award or medal of merit, includes an award for intercultural input into the city every year.

EDUCATION

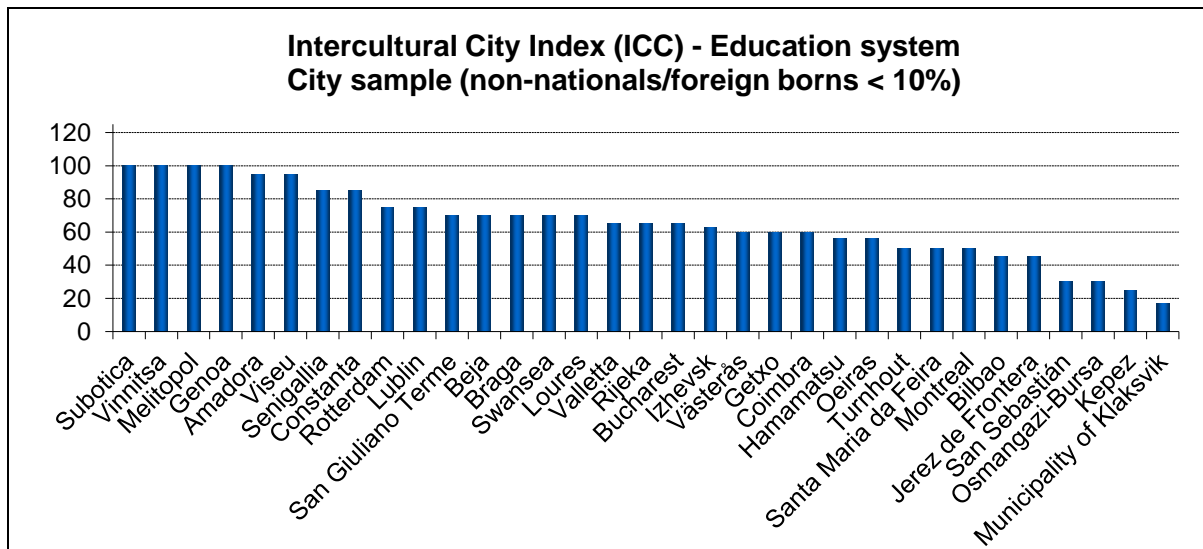
through intercultural lens



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.⁹



⁹ 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://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).



The index result for **education** for Loures in 2019 was **70%**, an excellent result that is above the city sample of 66%.

There are **few schools in Loures where children are mostly of the same ethnic background**. However, the **ethnic background of teachers often does not reflect the composition of the local population**. Schools make **strong efforts to involve the parents** of children from migrant and minority backgrounds, including through the “Parents Inform” project. Schools **often carry out intercultural projects** including the Interculturalities and Itinerancy Project. **A policy is currently being prepared to increase ethnic/cultural mixing in schools**.

Suggestions

To increase even more intercultural competency in schools, Loures could be interested in initiatives by San Sebastian and Bergen.

During the 2017-2018 school year, around 15,000 students from 28 schools in San Sebastian participated in the Agenda 21 School programme, which was dedicated to the study of Cultural Diversity. Through different activities, students were able to discover what cultural diversity is, get to know the different cultures present in the municipality, and analyse the situation in their schools; they reflected on the stereotypes and prejudices existing in society, and how to deal with them. As a result, they have become aware of the intercultural reality of the municipality.

In order to deepen the meaning of their work, the children approached the City Council with recommendations to improve the lives of the people who come to live in the city. A ceremony was held in the Plenary Hall of the Town Hall which welcomed around 100 young people between 10 and 14 years old to have an exchange of views with local decision makers.

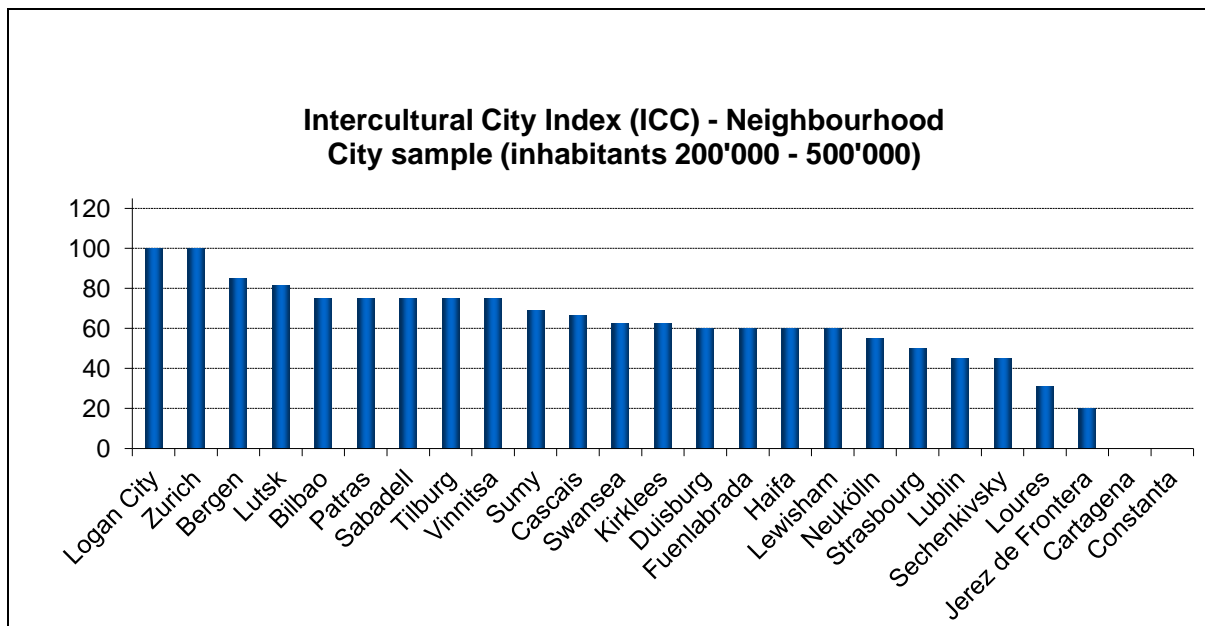
The FIKS Bergen initiative promotes cooperation between different sports clubs to ensure inclusion of people from migrant background in their activities. This happens through school projects, swimming lessons, regular leisure and events around the neighbourhoods.

NEIGHBOURHOOD

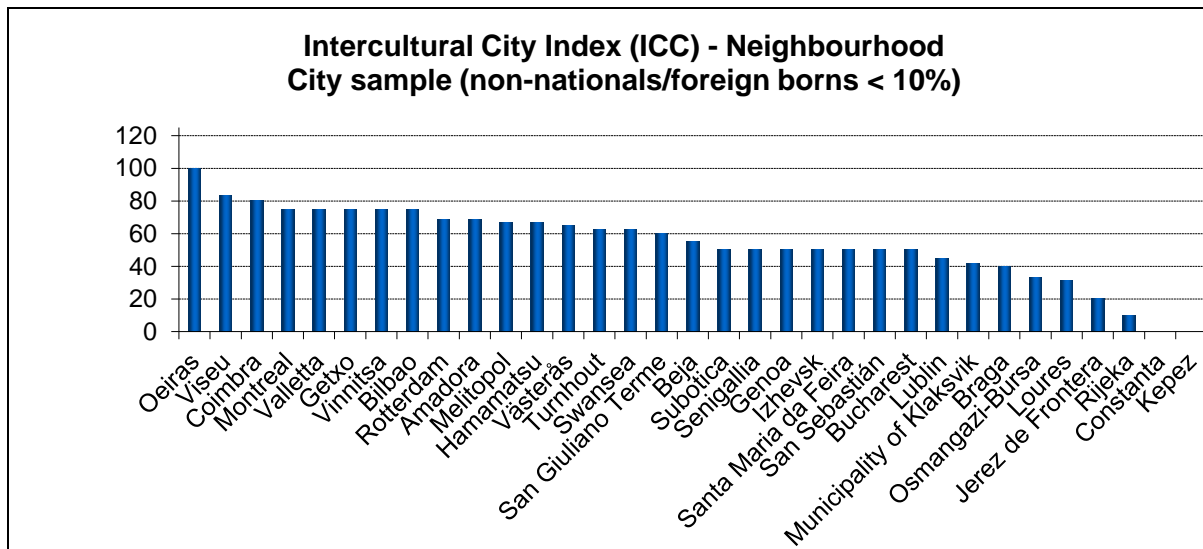
through intercultural lens



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.¹⁰



¹⁰ 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.



Loures' index results for 2019 for **neighbourhood** were **31%**, which is below the city sample of 64%.

There is still good work being done in the city. There are **no neighbourhoods in Loures where people from minority groups constitute the vast majority of residents**. The city **encourages actions where residents of one neighbourhood meet and interact with people with a different ethnic or cultural background from other neighbourhoods**. Loures organises events in the most "sensitive" neighbourhoods in order to demystify some preconceived and prejudicial ideas that exists in relation to the neighbourhood itself and the people who live in there, and invites those who do not live there to visit. Good examples of this are the Festival "O Bairro I o Mundo" or "Loures Public Art"¹¹.

The **"O Bairro i o Mundo" project** has been recognized as good practice by the Council of Europe. Quinta do Mocho was for many years the most stigmatized of neighbourhoods in Loures, associated with poverty, crime and ethnic exclusion. Through Loures' membership of the C4i project, a determined effort was made to change the district's image amongst the citizens of the wider region. In 2014, a set of breath-taking frescos were painted on 33 buildings in the neighbourhood, with the help of 2000 artists and local residents, 25 NGOs and 43 private companies. The area was transformed into a Public Art Gallery. The aim of this 3 days' intervention, known as "O Bairro i o Mundo" (the neighborhood and the world), was to change the image of the neighbourhood, which used to be considered as a dangerous no-go-area. It helped dismantle old prejudices against residents from diverse backgrounds and increase their self-esteem, interaction and the sense of belonging to the neighbourhood.

The evaluation of the initiative, made through empirical observation and an extensive survey, demonstrated that it has contributed to fostering social cohesion and local development through cultural expression. Furthermore, it contributed to changing the image of the neighbourhood and increased perception of safety. As

¹¹ <https://pt-pt.facebook.com/O-Bairro-i-o-Mundo-370204329765600/> <http://www.cm-loures.pt/media/pdf/PDF20160603111721347.pdf> <http://www.cm-loures.pt/Media/Microsite/Artepublicaloures/index.html> <https://pt-pt.facebook.com/Louresartepublica/>

a resident of a nearby wealthier area posted on the "O Bairro e o Mundo" facebook page that, thanks to the event, she had overcome her fear of visiting Quinta do Mocho, after 10 years'of living "on the other side of the avenue." So, with her family, she crossed the street to see the frescos.

Suggestions

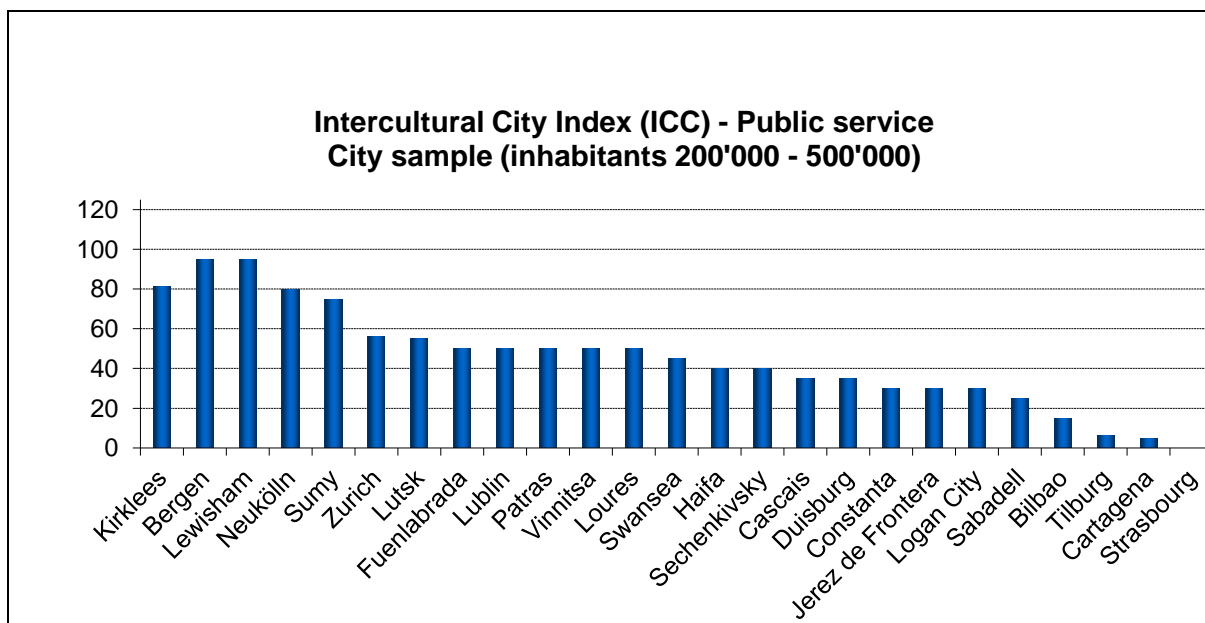
Given the success of the "O Bairro e o Mundo" project the city could consider looking at other aspects of neighbourhood and public space and perhaps celebrating some of the city's diversity including the influence of the PALOP countries and cultures. A good example of this is a joint establishment of two city parks – Greek and Turkish – in downtown Odessa which is a result of a close cooperation between the representatives of two countries. The City Mayor has strengthened relations with Turkish and Greek governments, giving each of them the opportunity to build a national theme park, and uniting them symbolically around the Potemkin Stairs – a historic monument of the city. Bringing together in a harmonious public setting two different cultures regardless incongruities in their histories is an example of how Odessa sees the world and its role in it as an intercultural city.

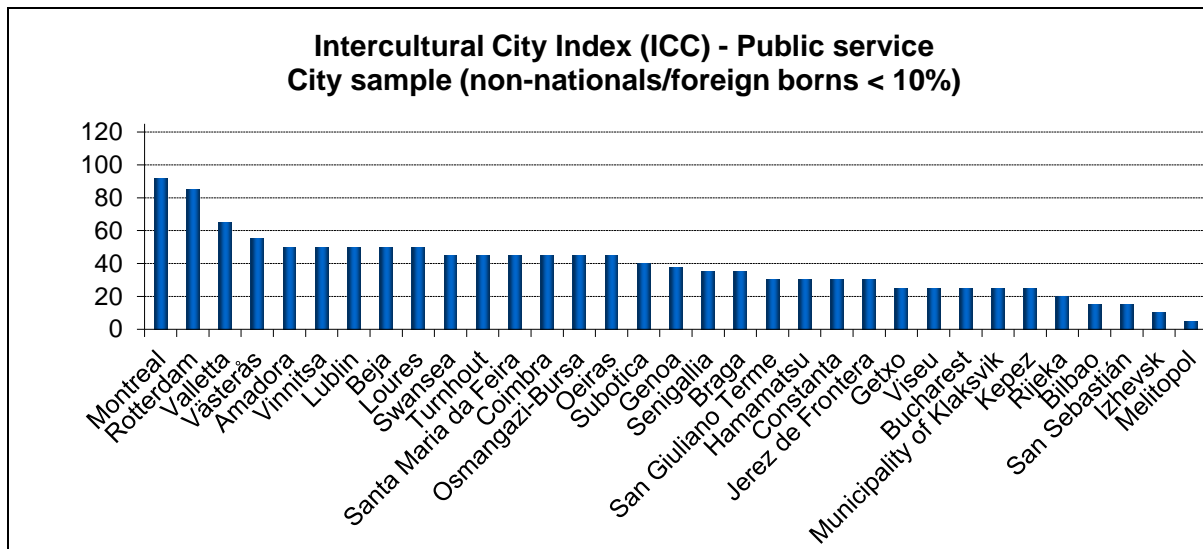
PUBLIC SERVICE

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.





In **public service** Loures' 2019 index results were **50%**, which is above the city sample of 43%.

The **ethnic background of public employees reflects the composition of the city's population**. Portuguese legislation guarantees equal treatment and opportunities to all citizens and the city aims to provide services appropriate to the ethnic/cultural backgrounds of all citizens. For example, there are sport activities for women only, such as all-women sports teams. Loures City Council also has a specialised service to inform and support immigrants on issues related with their legal residence in Portugal for instance residence cards, obtaining Portuguese citizenship, employment, education or health issues.

Another example is that some schools in Loures Municipality include intercultural activities in their annual planning, like the intercultural week in their meals, with menus from different ethnic groups that live or are present in the school.

Suggestions

We recommend **continuing promoting more diversity amongst public and private employees**, especially at the higher levels. Loures could, for example, look into Stavanger (Norway)'s practice of having mandatory external publishing on the platform Inkludi.no (a Norwegian recruitment services with main focus on jobseekers from minorities) in the case of consultant and managerial positions. Furthermore, if there are qualified applicants with a minority background, minimum one must be summoned to interview.

Another good example on how to make sure that the city public services are appropriate for *all* regardless of their ethnic/cultural background, comes from the London borough of Lewisham which has set up a network of community forums that input into decision making at the local level. During forums the Council talks to the residents, community organisations, police and businesses in order to create a sense of ownership and improve areas and neighborhoods. The local planning groups organise the meetings, deciding time and venue. Meetings are usually held in community centres, for example in sports grounds. This service has given great results and the community is much more active in the integration process and in offering assistance to newcomers. Furthermore, community leaders

and activists aim to engage people of underrepresented backgrounds in the social life and in the decision-making process.

Each assembly has a budget of 15000£ to spend on projects which benefit the area. The assemblies are chaired by a councillor and they come up with a set of issues such as facilities for older people, programmes for younger people etc. and anyone can apply for the money as long as their initiative meets objectives and priorities.

There are different approaches to the budget: from small initiatives to strategic commissioning. It is the Community's job to include events in the area with biggest spending. It has been observed that this is the best way of bringing the community together and celebrating diversity and shared values.

A few examples of successful actions include:

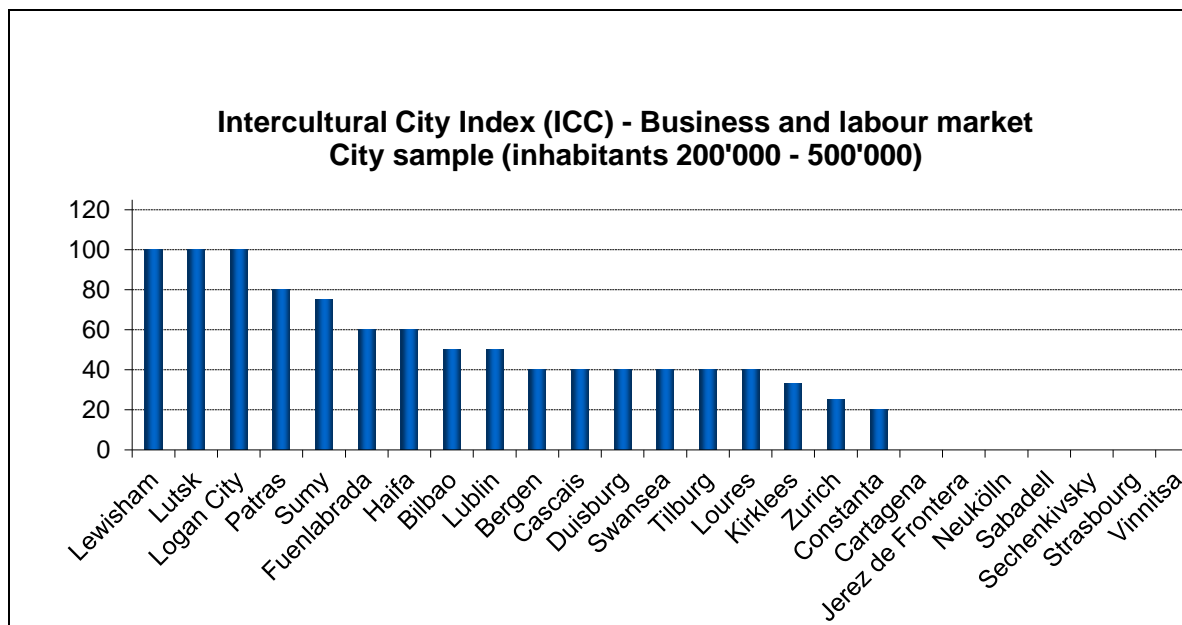
- Evening parents' forum is linked to the assembly and it reaches out disadvantaged and isolated parents. In the forum, people meet and talk about their concerns which are then brought to the local assembly.
- Online engagement – an online platform, similar to an online forum, has been established. People log-in with their post code and talk to their neighbors, people living in the same street or area, and local area managers and councilors respond.
- Festivals are used to reach out minorities and those communities that are usually the hardest to reach. Organisers have tents to host people and they often use the word of mouth to spread the initiative, going around polling people.
- Community consultations are meetings where organisers talk about waste, recycling, or about which services should be cut.
- Local assemblies and other tools are a fabulous way of creating supportive communities for people who would have been on their own in the past, struggling with issues such as urban planning or services.

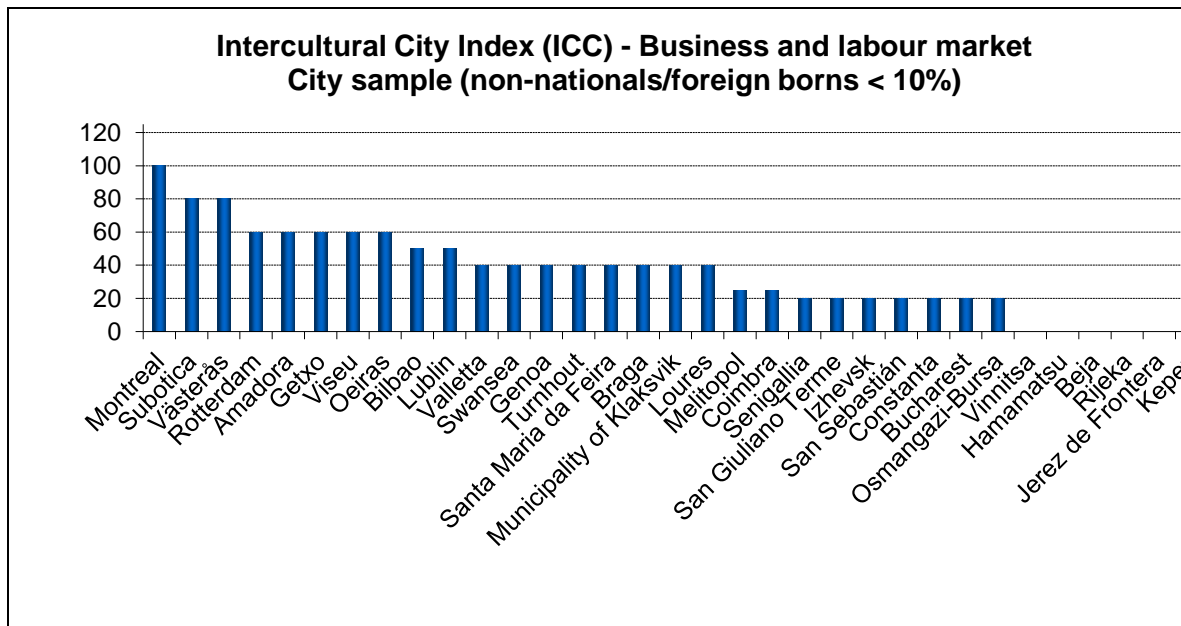
BUSINESS & LABOUR

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.





The Loures intercultural city index result for 2019 in **business and the labour market** was **40%** just below the 44% city sample.

The city has **a charter/ binding document against ethnic discrimination in its own administration and services**. The National Portuguese Constitution includes a non-discrimination article and by law there should be a Complaints Book in all private or state services. In 2012 Loures City Council also signed the [European Charter for the Safeguarding of Human Rights in the City](#). Loures City Council works in partnership with the High Commissioner for Migration and promotes a service called "[Local Centers to Support Migrants Integration](#)", as part of a national network of information and support services for immigrants. This service provides support at different levels, such as education, health, labour issues, legal residence and family reunification, among others.

Suggestions

Bergen has an interesting example of a network to meet the practical, social and emotional needs of foreign workers and their accompanying family. They assessed that newcomers relocating to Norway often leave behind a familiar and trusted network. The project's aim is to help them recreate a new network in Norway. A good job is often not enough. To help the assignees build this network, INN (International Network of Norway) in association with the Bergen Chamber of Commerce, organizes a variety of social and professional events.

The goal is to ease local employers' efforts at recruiting foreign employees, and getting foreign residents to feel at home in Bergen. There is a great need to recruit qualified employees to the region, according to a survey done by Bergen Chamber of Commerce and Industry. Some of what INN Club membership offers: A meeting place for socialization and networking; Consultation for individual concerns and on-going support for the duration of the assignment; Information sessions and excursions; Career Support for the accompanying spouse or partner; Spouse Club – a social network for accompanying spouse or partner; Courses in Norwegian

culture and customs and the Bergen region; Activities - leisure and adventure;
Monthly newsletter for all members.

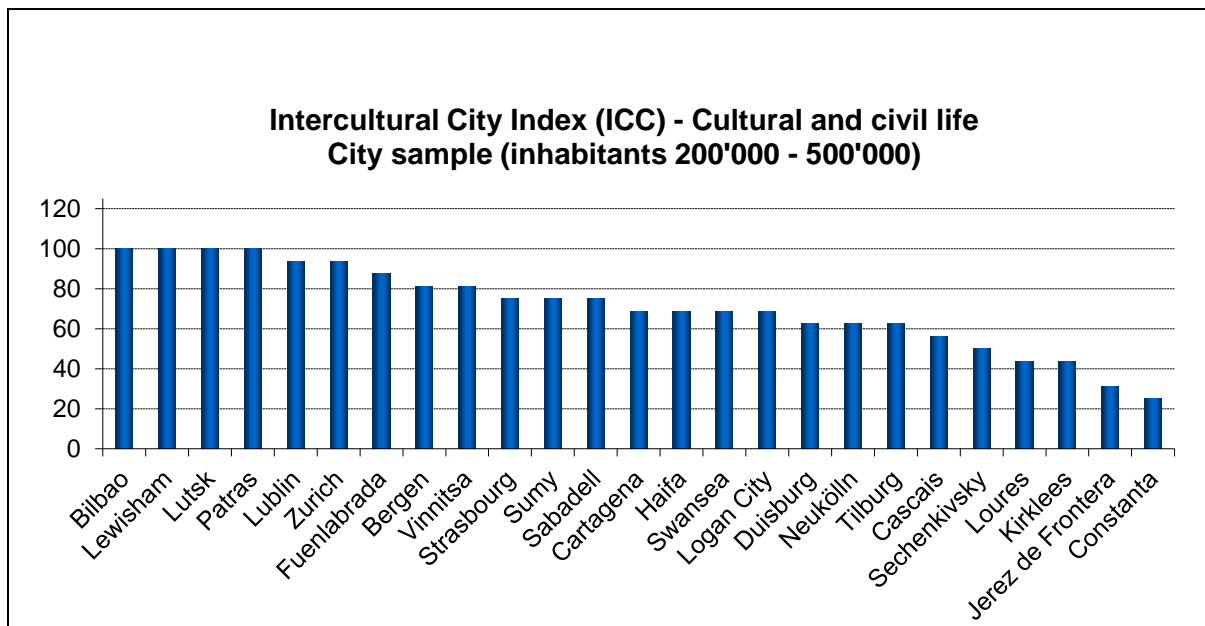
The city also cooperates with others such as universities who welcome students.
This type of initiative could also assist Loures in increasing its work on business
development through an intercultural lens.

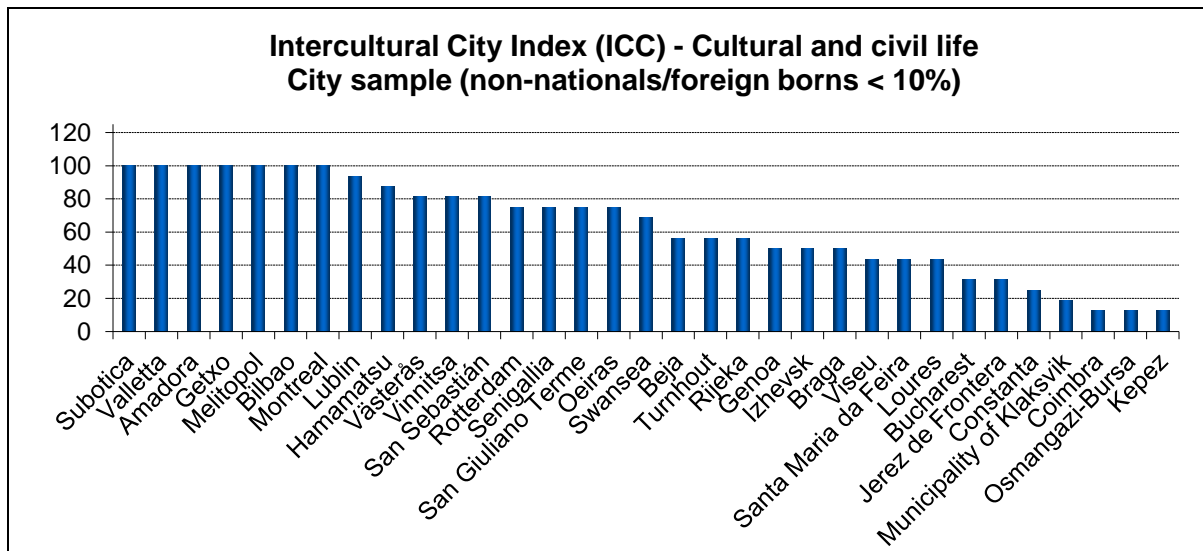
CULTURE & CIVIL LIFE

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.





The 2019 index results for Loures in the field of **Cultural and Civil Life** were **44%** below the city sample of 73%.

The city organises events and **activities in the fields of arts, culture and sport aimed at encouraging people from different ethnic groups to mix.**

Examples include:

1. The December 2018 exhibition "**When we are the others. Loures on the way to interculturality**". This exhibition aimed to showcase diversity and contribute to interculturality on the territory of Loures. The work was done directly with representatives of the diverse communities and cultures in the municipality.
2. Project "**Biblioteca no Bairro**" (Library goes to the neighbourhood). The library goes to a nearby neighbourhood, where different ethnic groups live and tries to engage them in initiatives concerning books and reading, which elevate literacy levels.
3. In November 2019 in Castelo de Pirescouxe Municipal Gallery there was an exhibition presenting **artwork by African visual artists from Portuguese-speaking countries (PALOP) to promote artwork created by artists from different countries and cultures.**

In the municipality there is a **specific unit to promote and encourage cultural dialogue at City Council level.** The Loures municipality also **supports other cultural organisations** as per the Municipal Regulation for Support to Associativism including in the field of culture, sport, recruitment and youth. The granting of support is based on several criteria, two of which are: "the attitude of cooperation and towards other people, local agents and (...)" and "actions that contribute to the appreciation of the cultural heritage of the Municipality". Loures is composed of people of about 120 nationalities, which is understood as a fundamental human and cultural heritage and in line with the signature of the city, which is "People are our brand".

Loures sometimes organises public debates and discussions on interculturalism and living together. Since 2013 Loures has celebrated the "**Municipal Day of**

Intercultural Dialogue" in December. There have been several ways to mark this day over the years, including holding [debates](#) on this subject. Loures has participated in international projects financed by European funds and also linked to a certain extent, with the issue of cultural diversity, multiculturalism and interculturality. Projects such as the "C4I - Communication for integration" or the "Amitié Code" included public communication campaigns, debates and workshops related to issues of interculturalism.

Suggestions

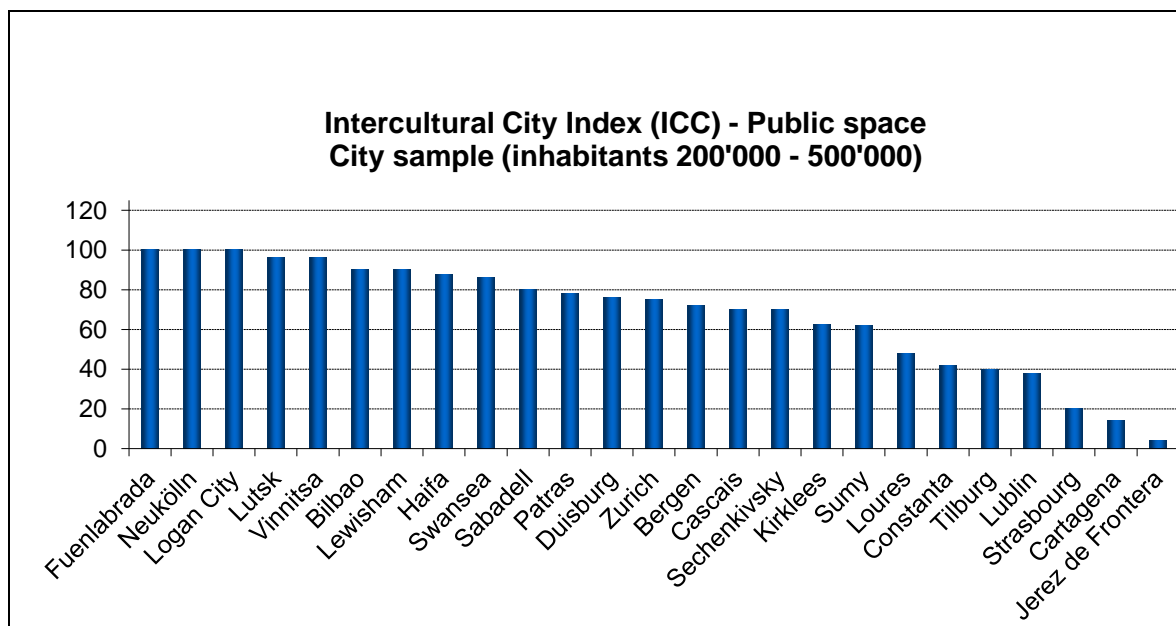
Given the success of the "O Bairro e o Mundo" project and the Municipal Day of Intercultural Dialogue, Loures could consider holding more regular cultural events or festivals. The Intercultural Week of Portimão that takes place in May/June has a highly diversified programme of activities – music, dance, fashion, gastronomy, storytelling, among others – involving the active participation of different audiences, from the school community to diverse migrant local associations and others.

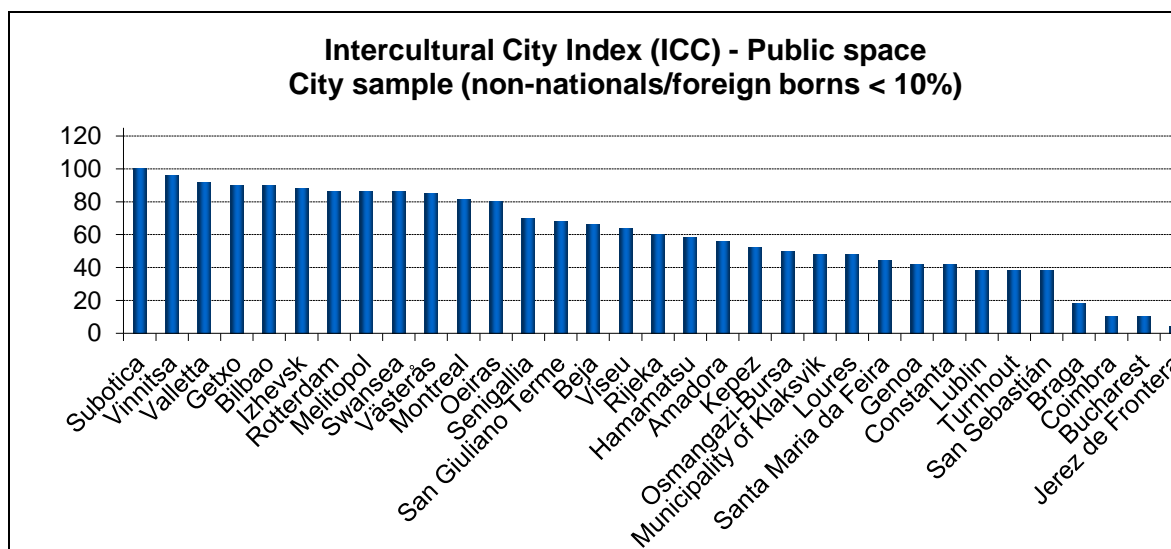
PUBLIC SPACE

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.





The Loures' index result for **Public Space** in 2019 was **48%** below the city sample of 65%.

The city **takes action to encourage meaningful intercultural mixing and integration in the public space including in museums, libraries and art galleries.**

In the Municipal Museum of Loures, the approach to cultural diversity dates back to the 1990s, and to date there have been two major exhibitions on this theme as well as other different actions developed. The most recent was the exhibition "Loures. Narratives of a Territory", which involved Portuguese (Alentejo and Beira) and foreign (Hindu, Guinean and Cape Verdean) communities and cultures.

The Education Service of the Municipal Galleries of Loures started at the end of 2018 to promote several actions that were open to everyone regardless their origin, and that took place in decentralized locations such as the Public Gardens – Loures and Apelação and in Municipal Libraries – Sacavém and Loures.

Activities developed by the public libraries are meant for all the public and promote learning about diversity. One example is library activities during school holidays, including the "Entrelinhas" project, where different people are not only encouraged to get out of the house but also to mingle and to learn about each other.

In Loures there is an Art Gallery named "Quinta do Mocho Public Art Gallery", which is located in a social rehousing neighbourhood. There are several murals painted by different street artist of all world, and one of the main goals of this project is to promote social inclusion and integration and intercultural mixing.

The city **takes into account the diversity of the population in the design and management of some public buildings or spaces.** The Quinta do Mocho municipal rehousing neighbourhood is a municipal rehousing neighbourhood that included those criteria in its design and current management. **This development also used different methods and places for consultation to ensure meaningful involvement of people with different ethnic/cultural backgrounds when it was proposed.**

There are **no public spaces that are dominated by one ethnic group** (majority or minority) according to research by the municipality **but there is a perception that one or two are or feel unwelcoming**. This idea is based on testimony or perceptions or even the news/media.

Suggestions

It could be useful for the city to explore more of the perceptions of public space as it has already identified some concerns for residents or in the press. In 2006-7 the Borough of Lewisham conducted research into public attitudes and residents complained of loneliness and alienation, intergenerational suspicion and fear of using certain public spaces. Public discussion forums were set up which elicited a great deal of deep knowledge about local life-ways which had previously been unknown to officials. It also threw up issues which might appear obvious, but were nevertheless overlooked, such as the complete lack of seating in public space. This situation had emerged deliberately because planners had become excessively pre-occupied with a need to discourage problem drinkers or loitering teenagers, rather than with providing spaces in which a wide diversity of people might interact. A toolkit for intercultural place-making was produced and this informed a new approach to public space in Lewisham and eventually led to the borough joining the network of Intercultural Cities

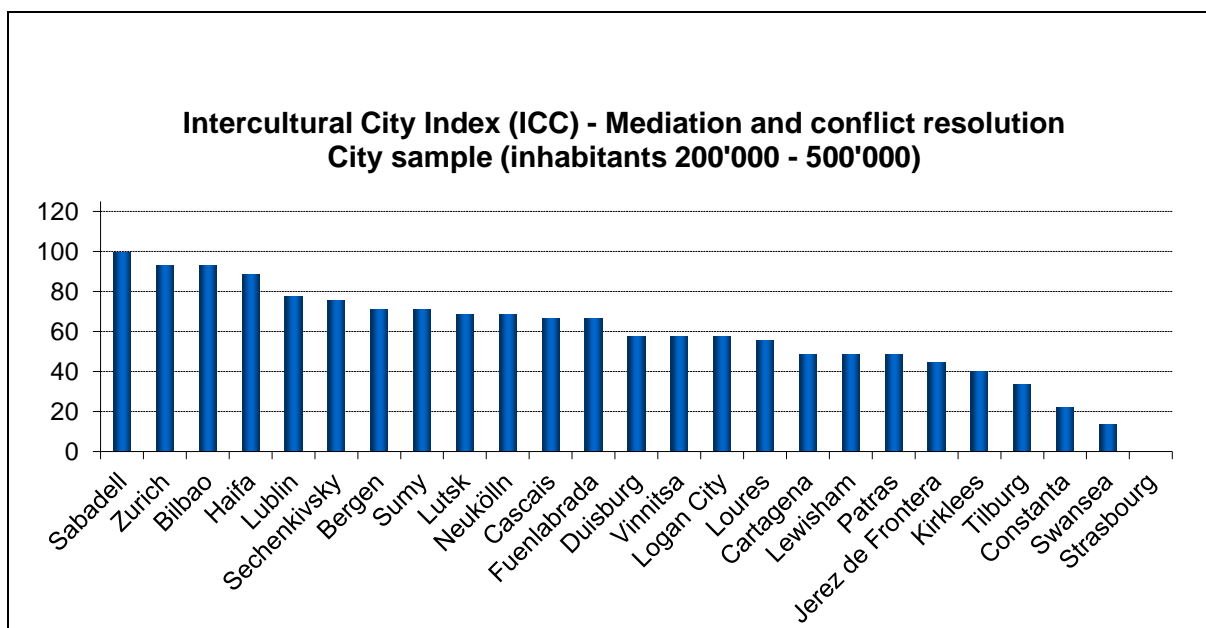
Since then a programme of targeted improvement has transformed numerous locations within the district – and Lewisham’s commitment has aroused widespread recognition. Several of the Borough’s public spaces have received prizes in the London Planning Awards including: Ladywell Fields, Deptford Lounge, Cornmill Gardens and Margaret McMillan Park.

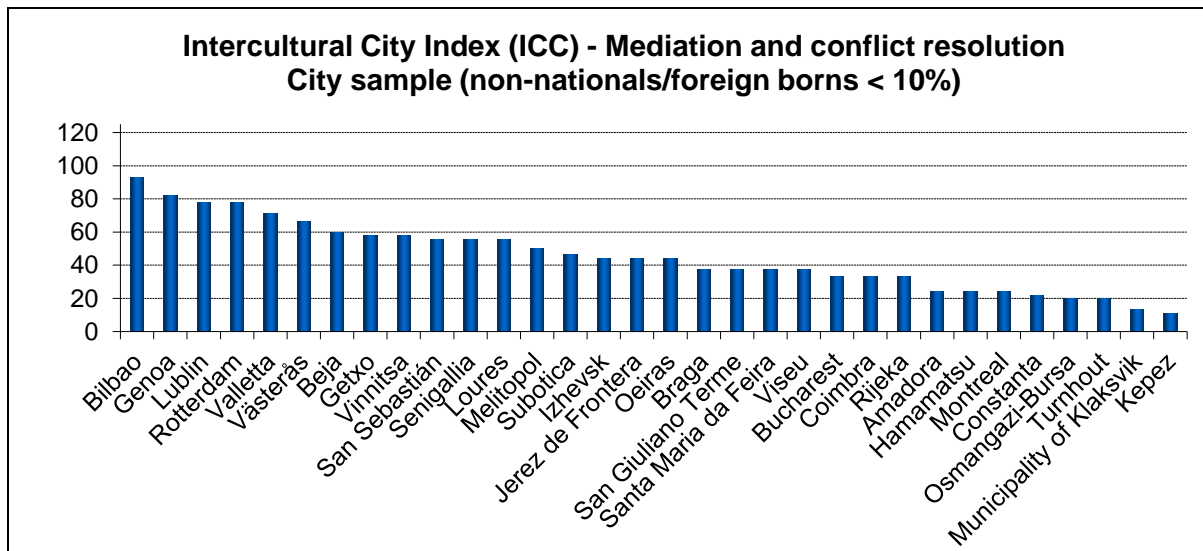
MEDIATION

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.





In **Mediation and Conflict Resolution** Loures' index result was **55%** just below the city sample of 59%.

In Loures there is **both a municipal mediation service devoted to intercultural issues as well as a generalist municipal mediation service which also deals with cultural conflicts**. The City Council also has a service that deals with inter-religious relations – the Equality and Citizenship Unit.

Intercultural mediation is provided in specialised institutions as well as in the city administration. For example, Loures City Council have a specific service that deals with migrants issues, including intercultural mediation. This service is called "Migrants Support Office" and, for example, is responsible for the "Local Support Center for Migrants integration" a service specifically aimed for migrants and all the issues that they face every day.

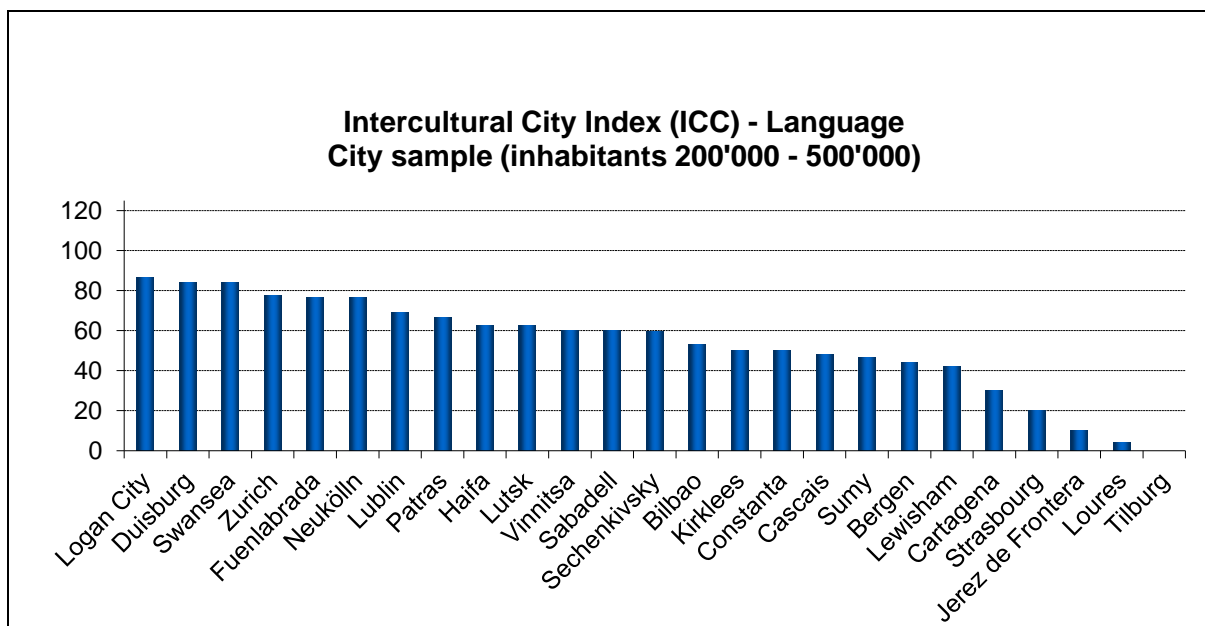
Suggestion

Loures may be interested in investigating initiatives that help different residents to interact or work together. Berlin-Neukölln supports the organisation "LebensWelt" ("Living Environment") in its project "Frauen im interkulturellen Dialog" ("Women in intercultural dialogue"), offering a space for mothers from different backgrounds (including refugees and asylum-seekers) to come together and share their experiences, worries and questions. The aim is to build a network between mothers, whatever their background and to promote knowledge about democratic values, women's rights and options to participate in political and civil life. Ideally, these mothers will pass these values on to their children. Next to discussion and conversation, the women learn and connect through various activities, such as role-plays, "healthy cooking" classes or by exploring their area together. LebensWelt organises a session every two weeks for three hours.

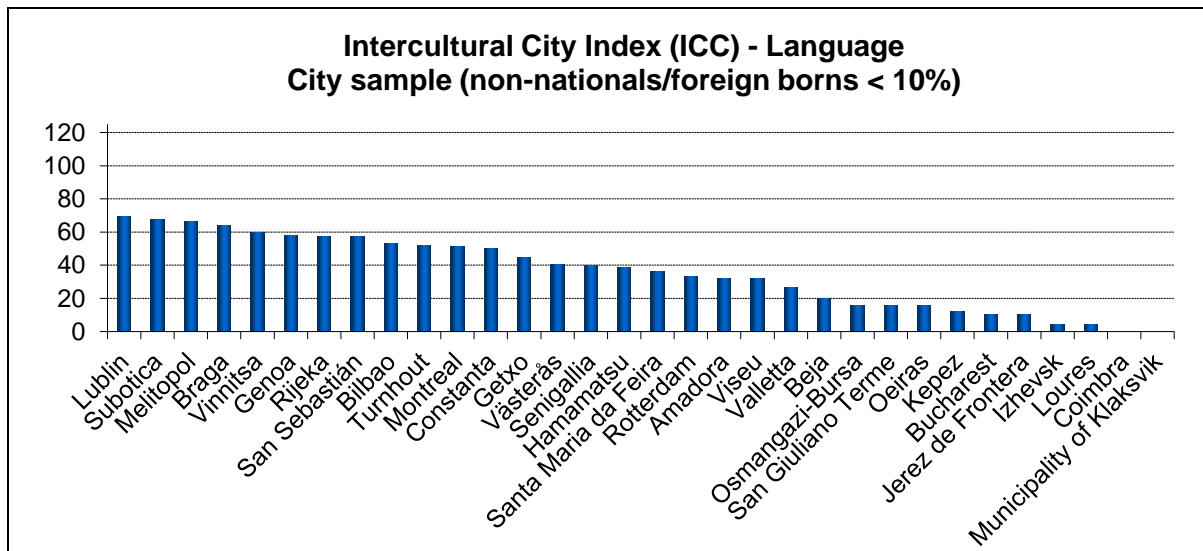
LANGUAGE



The learning of the language¹² 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.



¹² 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://higher.ed.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)



The index result for Loures for **Language** in 2019 was **4%** quite far below the city sample average of 47%. This may be because the city has a majority of immigrants from countries where Portuguese is spoken so it is a relatively new phenomenon.

In Loures Municipality there are [certificate training courses](#) in **basic Portuguese for foreigner citizens in public schools**. Some **local associations also have training courses in migrant and minority languages** but they exist in a non-official way. Loures City Council provides **logistical and financial support to these local associations, although not specifically for training courses but for all their activities**. Loures City Council also gives some financial grants and logistical support to local associations. Some of these associations are related to individuals who have immigrated to Portugal or are residents in neighbourhoods that are socially excluded.

Suggestions

In Reggio Emilia in Italy, there are several useful approaches to language. In 2011 the Intercultural Centre Mondinsieme opened an Arabic language course for non-Arabic speakers for the first time. This is a project in collaboration with the Local Health Authorities to improve linguistic cultural relations between foreign citizens and health services. Basic Italian language courses are provided for mothers of children attending primary schools to offer initial language support and correct communication with the school. In order to help families preserve the competence of migrant children in the mother language, in two schools in Reggio Emilia there are classes in the native languages of children and in parallel their parents learn Italian. There are Summer events to teach Italian youth who do not know Italian and who attend secondary schools at the second level. It aims to provide learners with a minimum knowledge of the language to facilitate access to school; prevent the summer "scattering" of youth and social marginality from their peers.

As a way to celebrate the linguistic diversity of the city, Loures might wish to consider the work carried out by Manchester through "[Made in Manchester](#)", a multilingual poem coordinated by Manchester Libraries and Read Manchester. The poem was presented in July 2019 and it was created with residents of the city to celebrate the language diversity of Manchester. Schools, community groups and

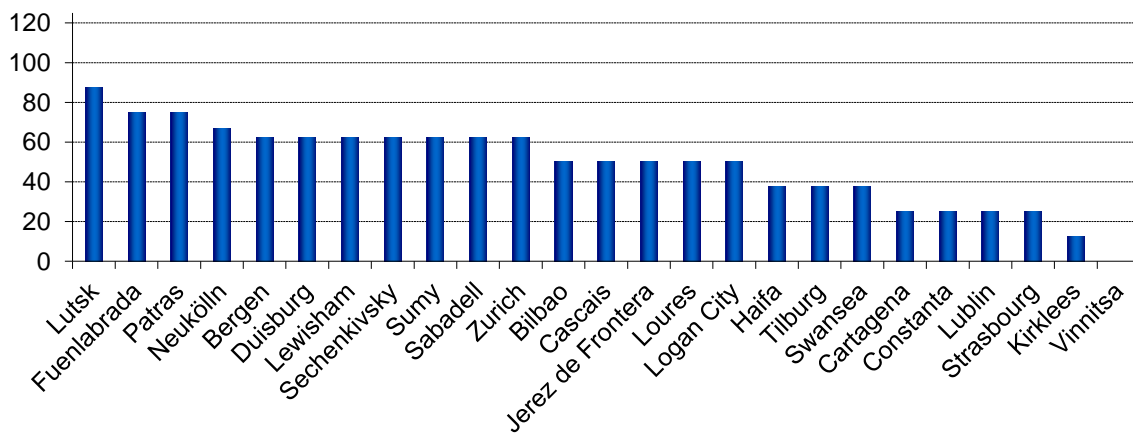
residents of the city were engaged to proposing poems about Manchester. Using local poet Zahid Hussain's original poem as inspiration, local residents and school children wrote lines in response in both English and a second/heritage language. Made in Manchester currently comprises 65 languages, including British Sign Language, and will continue to evolve to truly represent the city diversity.

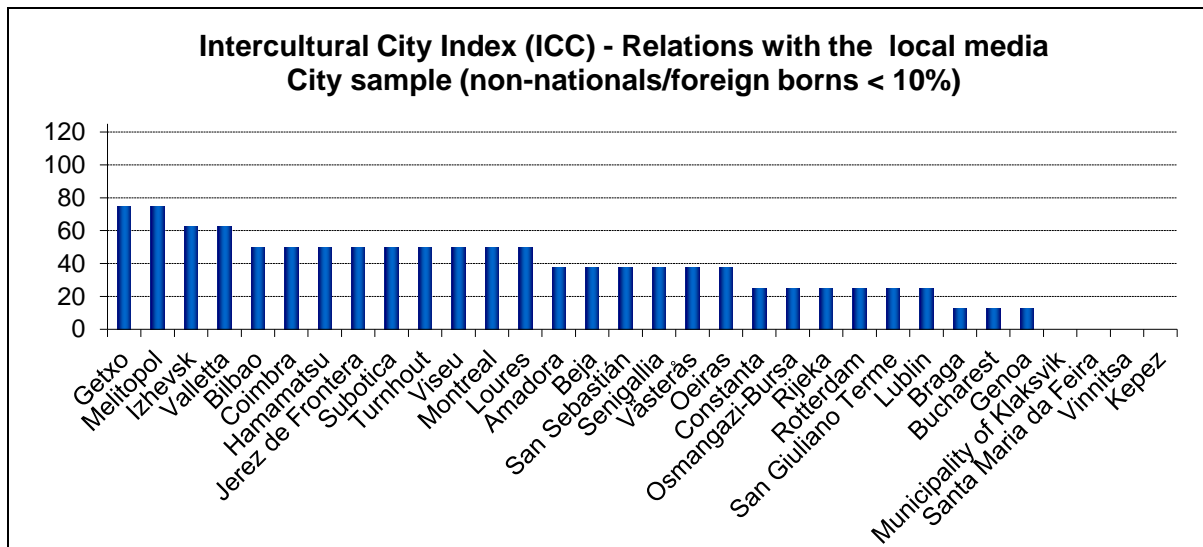
MEDIA policies



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.

Intercultural City Index (ICC) - Relations with the local media
City sample (inhabitants 200'000 - 500'000)





On **Relations with the Media** Loures had an index result of **50%** in 2019 which is above the city sample of 46%.

The city's **communication department is instructed to highlight diversity as an advantage** regularly and in various types of communications and provides support for media initiatives. However, **the city does not monitor the way in which the media portrays minorities nor does it have a media strategy to improve the visibility of migrants/minorities in the media.**

Suggestions

As the city itself has identified that it does not monitor the media or have a media strategy, it could start by setting up a simple monitoring mechanism including for its own work with the media, how often it engages on intercultural issues and what the response has been.

As a first step in establishing a communication strategy, Loures might consider the interesting practice set up by Tenerife (Spain), where a **communication working group** has been set up. The group carries out specific communication and awareness activities including on social media. Once per week the press office of the Cabildo de Tenerife in cooperation with the University of La Laguna issues a press release about the actions taken that week to promote interculturality, coexistence and a positive approach to diversity management. The island makes wide use of social networks such as Facebook, as they play an important role in shaping perceptions. Tenerife works closely with the national radio station Cadena Ser, which airs the '*Diversando*' programme once a month, covering a wide-range of diversity-related topics. The radio programme is coordinated by '*Jóvenes por la Diversando*' which carries out other visibility actions on diversity. Tenerife also monitors how the media portrays minorities and migration in the news, whilst the Department of Employment, Trade, Industry and Socioeconomic Development of the Cabildo de Tenerife has developed a web portal that allows readers to upload materials and news.

Finally, to support a positive narrative of diversity the city could consider the "*Tomar Claro*", an **Intercultural Prize for Local Journalists** organised in Cascais (Portugal) whose objective is to promote news/articles on interculturality

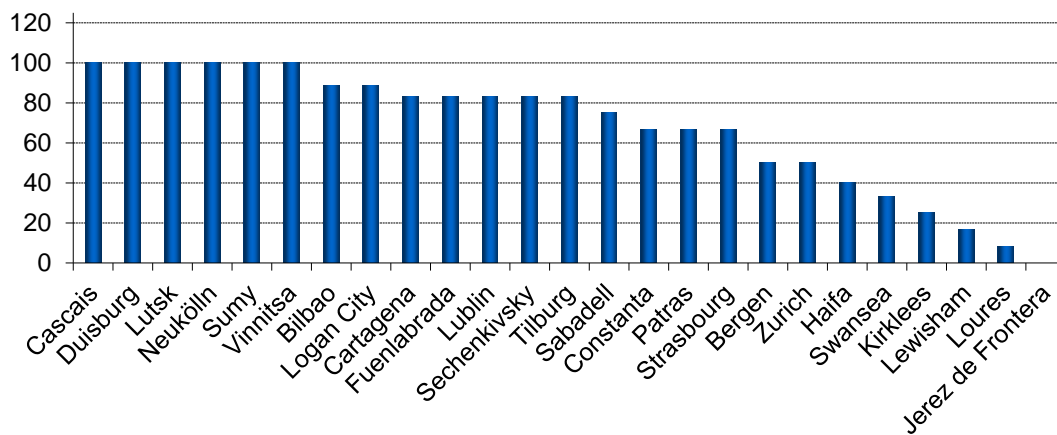
and identity, sense of belonging to the community, migratory pathways, social integration and education for intercultural citizenship.

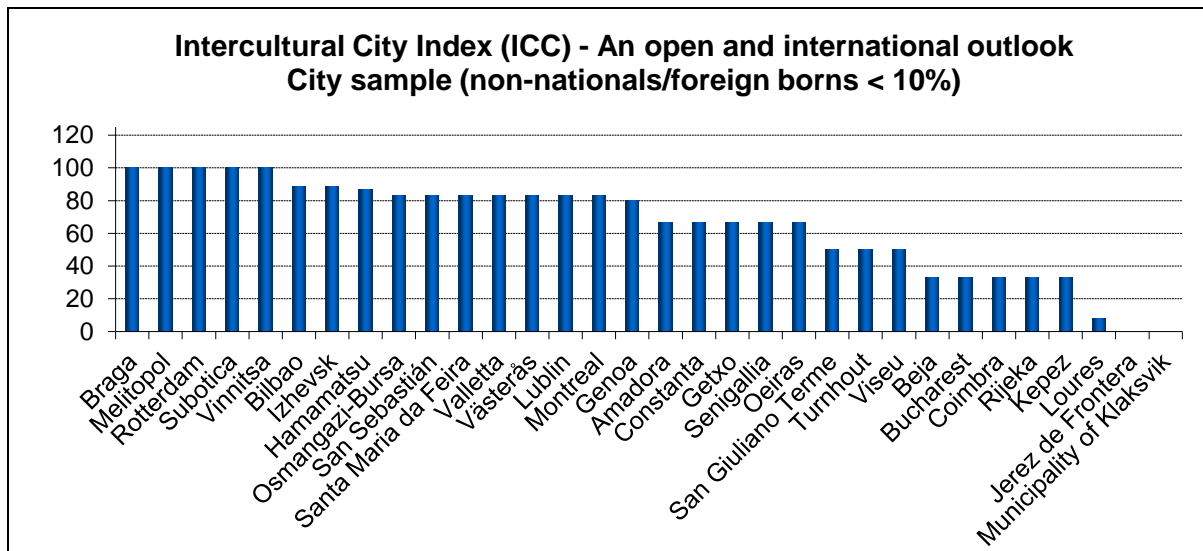
INTERNATIONAL outlook policies



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.

**Intercultural City Index (ICC) - An open and international outlook
City sample (inhabitants 200'000 - 500'000)**





For **International Outlook** Loures had an index result of **8%** compared the city sample of 69%.

Although the index result was not high the **city does encourage business relations with countries and cities of origin of its diaspora groups** in order to benefit from the growth potential of emerging economies. For example, with twinned cities such as Matola (Mozambique) and the Island of Maio (Cape Verde). The city also has great potential in terms of long-standing communities from PALOP countries.

Suggestions

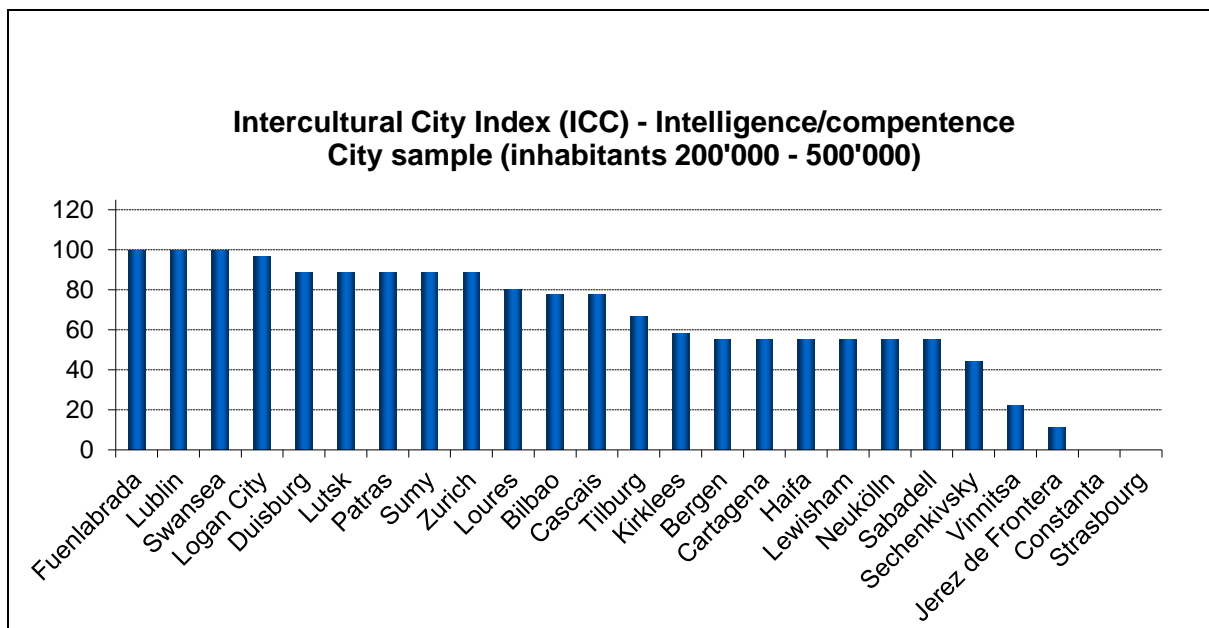
To improve this rating build on aits experience with twinned cities, Loures could consider the experience of Reggio Emilia. The Municipality of Reggio Emilia has a wide network of international contacts and projects aiming to share the city's best practices and opinions worldwide. The city has established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

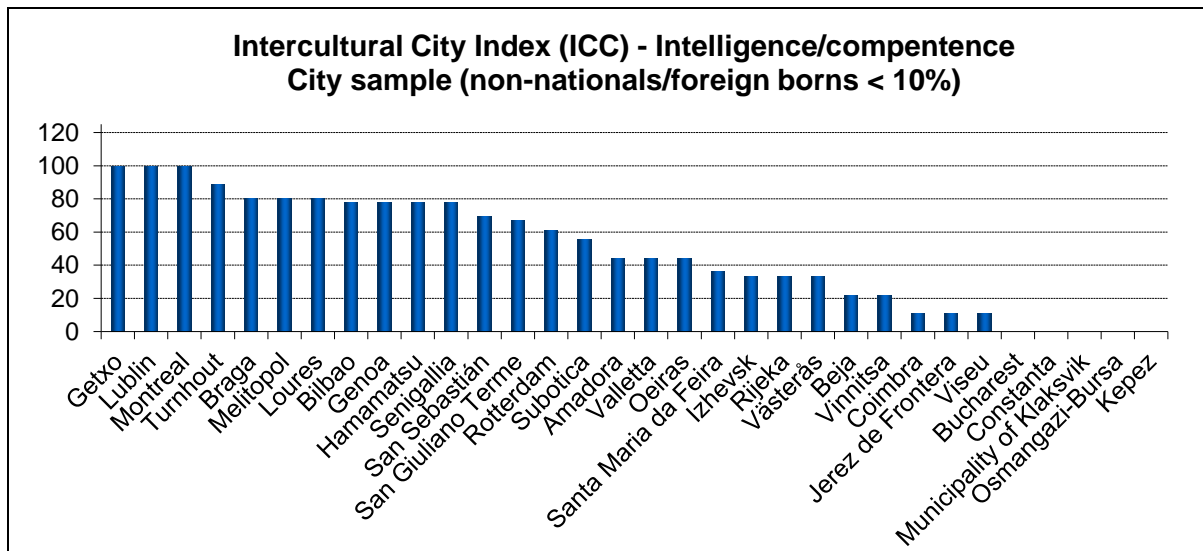
INTELLIGENCE

competence policies



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 model of behaviour on all situations.





The index result for Loures for **Intelligence and Competence** in 2019 was **80%**, an excellent result and considerably higher than the city sample of 62%.

Some statistical and qualitative information about diversity and intercultural relations is mainstreamed to inform the city council's process of policy formulation. There is some statistical and qualitative information about diversity or interculturality in the city (information coming from studies or projects in which Loures participates, or information from the national statistics). However, these **occur occasionally**, and **do not fit into any integrated work** that aims to inform the city government in the process of policy formulation.

Loures City Council **occasionally conducts surveys** on public perceptions of migrants and minorities. For instance, in the C4I project – “Communication for integration: social networking for diversity”, surveys about public perception of pre-conceived ideas of immigrants and minorities were carried out.

The city promotes the intercultural competence of its officials and staff (both in administration, and public services), for example through interdisciplinary seminars and trainings. For example, in the “C4I” project, one training was conducted to form “[anti-rumour agents](#)” (mainly by professionals from public administration). Also in the “[Amitie code](#)” project (2015-2017), seminars, trainings, international competitions aimed at schools and youth were conducted in Loures.

Suggestions

Loures already has a high rating for its work on Intelligence and Competence but can always build on this particularly trying to make its statistical and qualitative information more systematic as this seems to be a strength.

Auckland Council has done a lot of work in this field including collaborating with other New Zealand councils to manage, fund and administrate the Quality of Life Project which asks residents about perceptions of the impact of diversity on Auckland as a place to live. In the 2016 Quality of Life survey, just over half (53%) of Aucklanders stated that 'New Zealand becoming home for an increasing number

of people with different lifestyles and culture from different countries makes Auckland a better place to live.' This percentage is stable from 2014 climbing from 46% in 2012 but less than 63% in 2010.

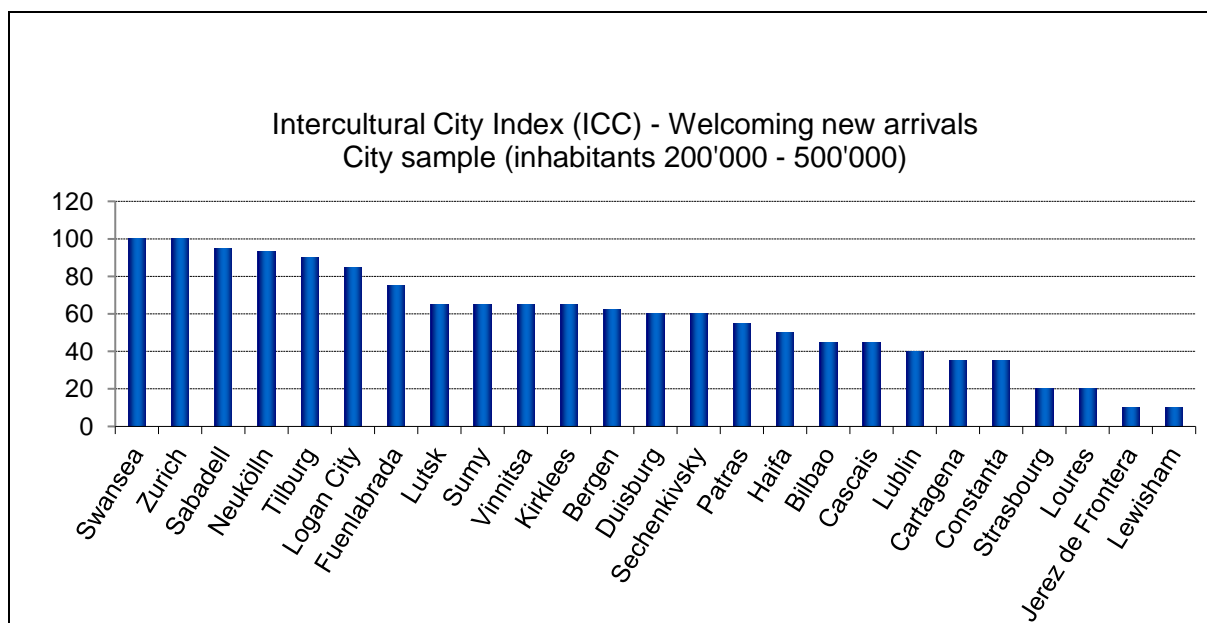
"Cultural awareness capability" is included as a requirement for the role of an elected member at the Auckland Council. It requires members to:

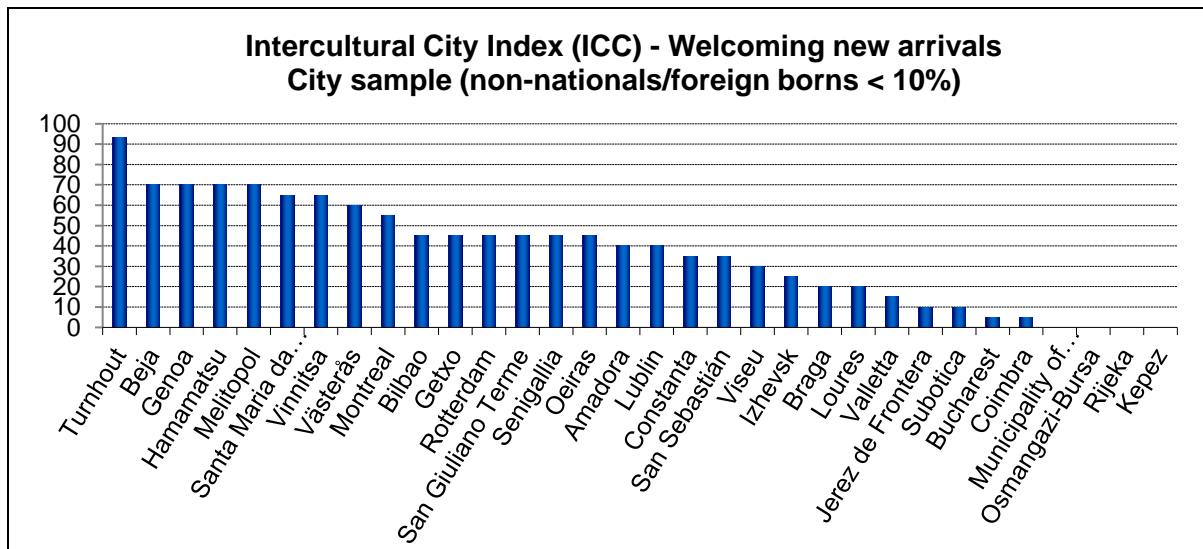
- Understand and empathise with different people and cultures within the Auckland community;
- Respect and embrace differences and diversity in a non-judgemental way;
- Support equal and fair treatment and opportunity for all;
- Understand tikanga Māori, the Māori Responsiveness Framework and the council's responsibilities under the Treaty of Waitangi;
- Make an effort to support and use Māori and other languages where possible and appropriate;
- Respectfully participate in cultural activities and ceremonies when required.

WELCOMING



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.





For **Welcoming new arrivals** Loures received an index rating of **20%** in 2019, lower than the city sample of 55%.

Different city services and agencies provide welcome support for newcomers including family members, students, refugees and migrant workers. Several services in Loures provide support to citizens who arrive from outside but they are not specific welcoming services. Some of these services are managed by state agencies and others by private organisations. For instance, Loures City Council works in partnership with the High Commissioner for Migration and promotes a service called "[Local Centers to Support Migrants Integration](#)", as part of a national network of information and support services for immigrants. This service provides support at different levels, such as education, health, labour issues, legal residence and family reunification, among others. It also provides information related to immigrants or migration to anyone interested in this subject. Loures also has two [Reception Centres](#) for Refugees (shelter) managed by a private agency (the Portuguese Refugee Council – a non-governmental organization for development) with the support of government and state agencies.

Suggestions

Several cities have set up **welcoming ceremonies or networks for newcomers** and we included the [Bergen](#) example for businesses and entrepreneurs earlier as a way of both being welcoming and supporting business development in a city. Other cities hold naturalisation or citizenship ceremonies. [Oxfordshire Registration Service](#) in the UK has been looking at ways of involving the local community in their citizenship and naturalisation ceremonies and has been working with schools to achieve this. Both secondary and primary schools have been providing choirs to sing at ceremonies which are held on a weekly basis in the Council Chamber in Oxford. Members of parliament have also attended a ceremony. The combination of schools and MPs is a successful one and brings the idea of the importance of welcoming newcomers to young people.

As there are two reception centres for refugees in Loures the city may also wish to consider the experience of [Caragena](#). In 2017, the City Council of Cartagena (Murcia - Spain) launched the Refugee Welcome and Integration Network to address the needs of refugees and asylum seekers in the municipality, in view of

achieving effective protection and enjoyment of their rights. The ultimate goal of the Network is to become a co structure

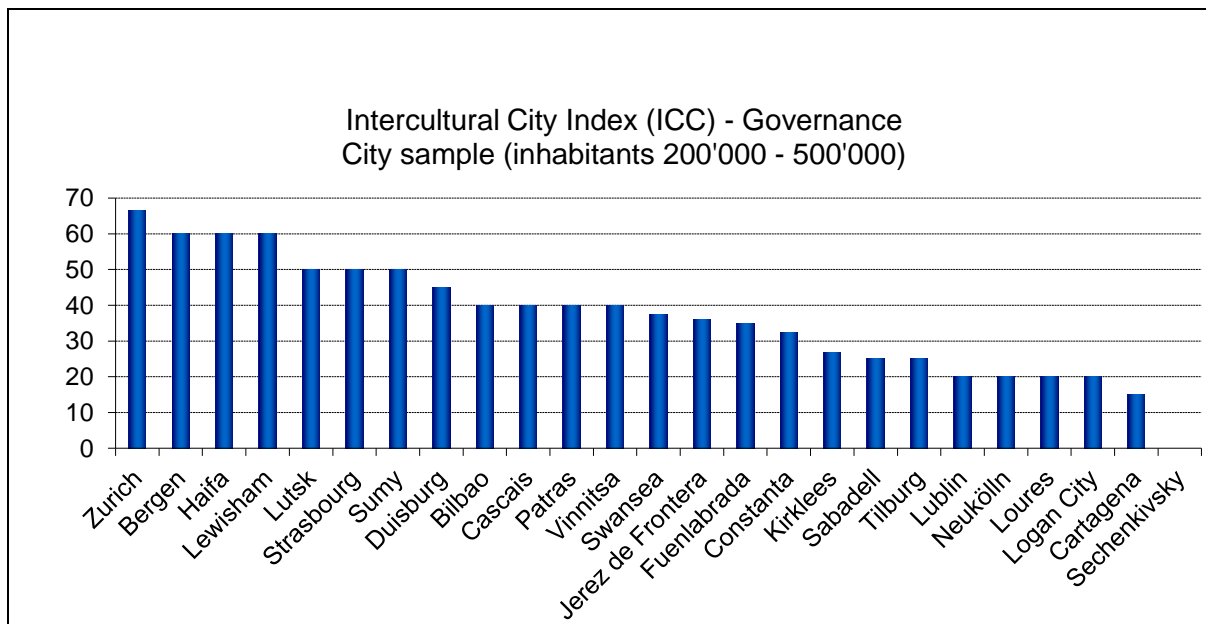
The Network was set up through a coordination board in order to provide an integrated and coordinated response to the refugees' needs, by devising and implementing new procedures to achieve better cooperation between all the actors and stakeholders involved in the reception, welcome and integration of refugees, in the political, educational, social, cultural and awareness-raising fields.

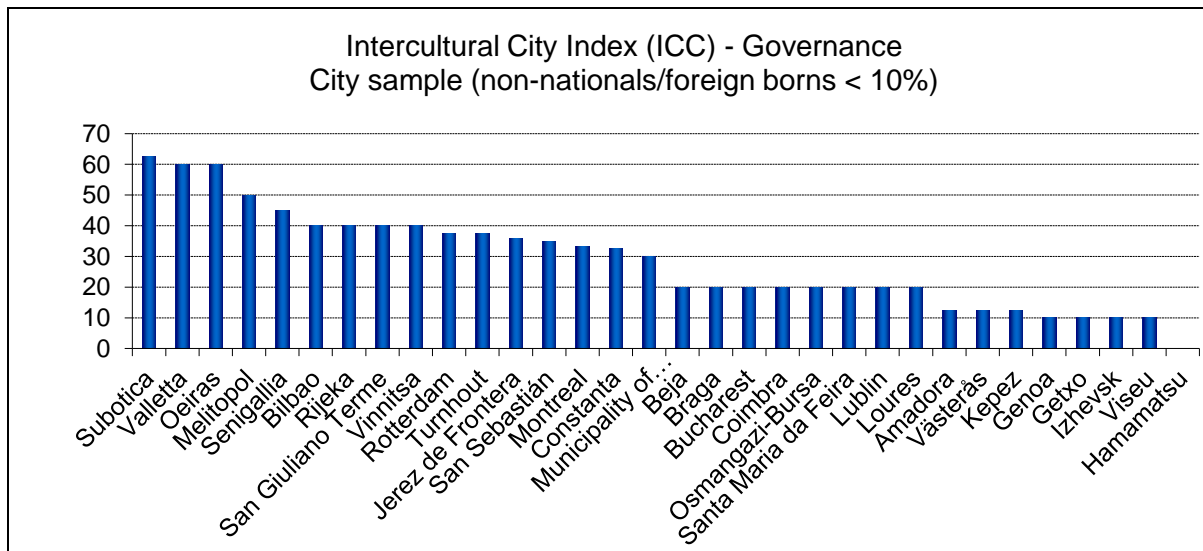
An Action Plan will guide the work of the Network around 6 major areas of work related to social services, housing, education, health, training and employment, awareness raising and information.

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 Loures 2019 index rating for **Governance** was **20%** compared to the city sample of 34%.

Portuguese law specifies that **any person can be hired for public administration if he is a Portuguese national, unless a special law or international convention provides otherwise** (as is the case with the EU Treaty conferring on **EU citizens** the right to join the public administration of any member state).

All Portuguese citizens (and Brazilian citizens with a citizen's card or identity card) and citizens of the following countries [may vote](#), as long as they are registered on the national territory: Member States of the European Union; Brazil and Cape Verde; Argentina, Chile, Colombia, Iceland, Norway, New Zealand, Peru, Uruguay and Venezuela.

The ethnic background of elected politicians does not reflect the composition of the city' population and the city does not regularly monitor the extent and the character of discrimination in the city.

Suggestions

Berlin-Neukölln has created an Immigration Council to represent the interests of migrants in all areas of life in the city and to encourage their participation in civil and political life. Members come from different associations and institutions who are in contact with migrants or work in the field of migration including the employment agency, the police, civil society organisations. There are also 12 people with an immigration background, members of specific projects and initiatives and representatives from the different districts in Neukölln. The Immigration Council runs programmes but also provides recommendations and proposals for the City Council.

Another interesting experience to be considered comes from the Canton of Neuchatel (Switzerland), which has recently undergone a substantial reform of the composition, procedure and tasks of its intercultural council. These Councils, differently from Migrant Councils, have members appointed not on the basis of ethnic criteria, but according to their expertise, network and willingness to engage

in intercultural interactions. Therefore, they involve not only members of the immigrant communities, but also representatives of businesses world, trade unions and other associations that are active in the city.

ANTI DISCRIMINATION



Although the city does not regularly monitor the extent and the character of discrimination in the city there have been several surveys about levels of discrimination or preconceived ideas that exists in Loures with regards to immigrants and minority groups. This has mainly been done during projects, so not on a regular basis. Loures City Council doesn't have a specific service for victims of discrimination (based on nationality), but there is a service with several competences including to support victims of discrimination (the Migration Support Office. A service inside the Equality and Citizenship Unit). Other services support victims of other forms of discrimination. There are some anti-discrimination campaigns including the "[Amitié Code](#)" and "[C4I](#)" projects. The "Municipal Plan for Immigrants Integration" (2015-2017) had some activities related to achieve these objectives. Loures has also done some work using the anti-rumours strategy.

CONCLUSIONS



According to the overall index results, Loures has achieved an aggregate intercultural city index of **41%**. The city has been ranked **21st** among cities with between 200,000 and 500,000 inhabitants and **24th** among cities with less than 10% of foreign-born residents.

For its first index report Loures has demonstrated some **areas of excellent intercultural work including in the fields of Education and Governance. Areas that could be improved include Neighbourhood, Language, International Outlook, Welcoming new arrivals and Governance** and suggestions have been given on examples of good practice for inspiration.

We would like to congratulate Loures on a strong first index report and wish them every success as they go forward as an intercultural city.

RECOMMENDATIONS



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

- **Neighbourhood:** Given the success of the “O Bairro e o Mundo” project the city could consider looking at other aspects of neighbourhood and public space and celebrate some of the city’s diversity including the influence of the PALOP countries and cultures.
- **Language:** There are many ways that the city could start to enhance its language provision including by providing Arabic or other language courses for non-native speakers; supporting basic Portuguese lessons for parents of children at primary schools; mother tongue classes at schools; summer events. The city should also reflect on ways to mainstream a positive narrative of linguistic diversity.
- **Welcoming new arrivals:** Several cities have set up welcoming ceremonies or networks for newcomers. Bergen has a welcoming network for businesses and entrepreneurs which is a way of both being welcoming and supporting business development in a city.
- **Governance:** An immigration council or similar body that includes representatives of migrant communities and organisations and agencies working in the field of migration could advise the Council on a broad range of issues in the city as well as providing their own proposals.
- **International Outlook:** An intercultural city should have an international policy seeking to promote a dynamic relationship with places of origin of major Diaspora groups, a wide network of international contacts and projects that share the city’s best practices world-wide. Loures could consider the work of Reggio Emilia who works closely with its diaspora community. In 2000 it set up an Agency to manage and improve all the city’s international contacts and projects: Reggio Nel Mondo. It acts as a crosscutting tool supporting all municipal departments in developing a continuous international exchange and dialogue.

Loures can also count on the experience of other members of the Portuguese National Network. The city 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 in the Intercultural cities database¹³.

¹³ <http://www.coe.int/en/web/interculturalcities/>