RESULTS
OF THE INTERCULTURAL CITIES
INDEX

Oeiras

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Intercultural cities
Building the future on diversity
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COUNCIL OF EUROPE
CONSEIL DE L'EUROPE

RESULTS OF THE INTERCULTURAL CITIES INDEX

A comparison between 95 cities[1]

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[2] (*Spain),* Dortmund *(Germany)*, Dublin (*Ireland*), Duisburg *(Germany)*, Erlangen *(Germany),* Forlì *(Italy)*, Fucecchio *(Italy),* Fuenlabrada *(Spain)*, Geneva (*Switzerland*), Genoa (*Italy*), 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

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

[2] The Spanish city of Donostia-San Sebastian is generally referred in the programme as San Sebastian.

(*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[3] (*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[4] (*Italy*), Valletta *(Malta)*, Västerås *(Sweden)*, Ville de Paris *(France)*, Vinnitsa *(Ukraine)*, Viseu *(Portugal)* and Zurich *(Switzerland*).

Among these cities, 51 (including Oeiras) have less than 200,000 inhabitants and 55 (including Oeiras) have less than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for **Oeiras (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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[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, Oeiras has been positioned **57th** among the 95 cities in the sample, with an aggregate intercultural city index of **54%**. The city has been ranked **25th** among cities with less than 200,000 inhabitants and **23rd** among cities with less than 15% of foreign-born residents.

Intercultural City Index (ICC) - City sample (inhabitants < 200'000)
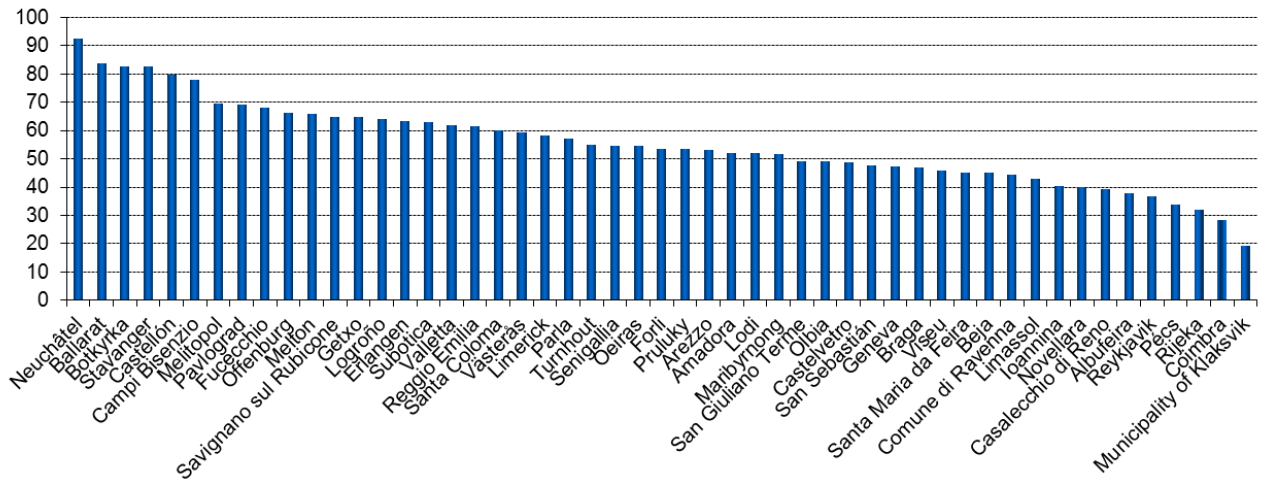
Intercultural City Index (ICC) - City sample (non-nationals/foreign borns < 15%)

Commitment

Legend: Oeiras, City sample

Legend: Oeiras, City sample
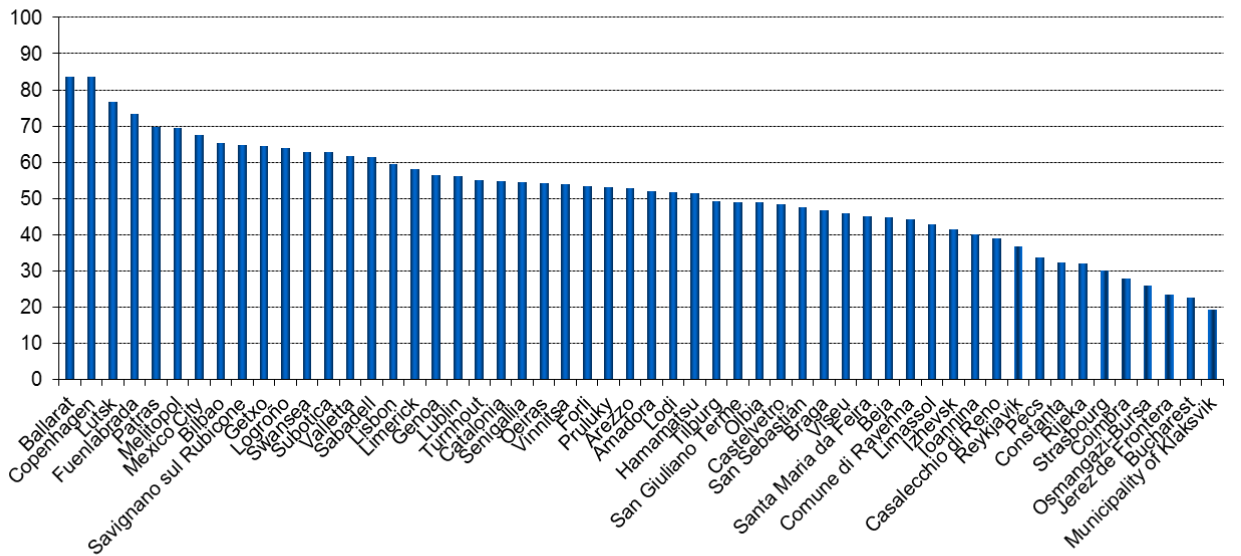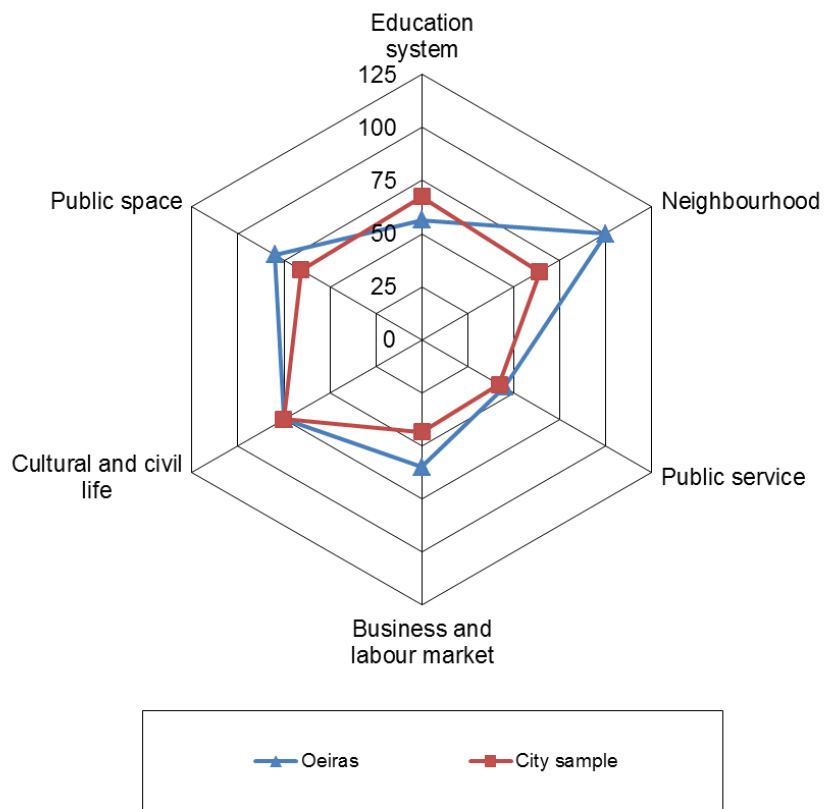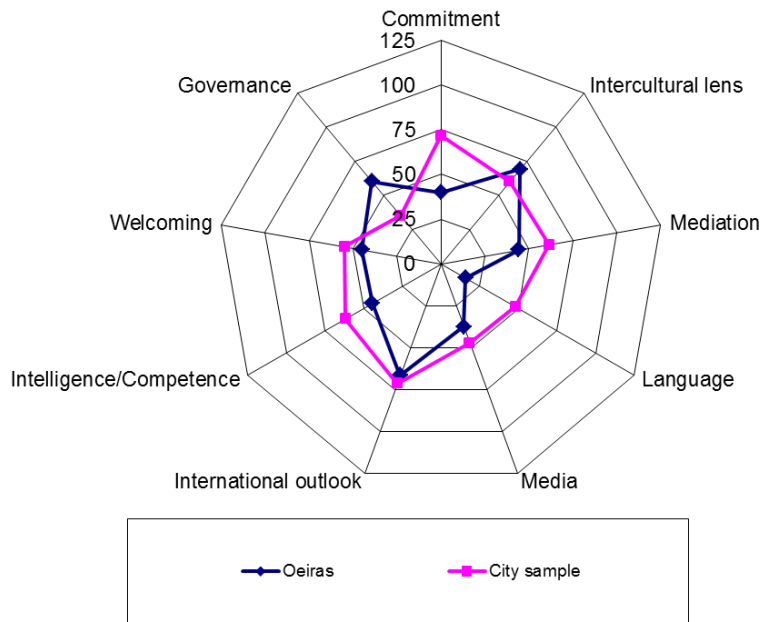
OEIRAS – An overview

The municipality of Oeiras is part of the Lisbon Metropolitan Area in Portugal, located West of Lisbon. It is one of the most highly developed municipalities in Portugal, with the second highest purchasing power (after Lisbon). Today it is known for its high standard of living and its development especially in new technologies.

Its estimated population size in 2016 was 174.249 inhabitants, of which 6,9% were non-nationals and 9,2% were foreign-born nationals. The percentage of second or third generation migrants is unknown to date, as those who gain the Portuguese citizenship are no longer considered for migration statistics and the place of birth is not used as a statistic variable by all departments/services.

Portuguese (autochthonous) people are the majority ethnic group in Oeiras, representing 93,1 % of the total population. There are no minority groups representing more than 5% of the overall population. However, of the approximately 8509 migrants with legal status living in Oeiras, the largest migrant group comes from Brazil (representing 27,68% of the total migrant population in Oeiras), after which comes Cape Verde (21,27%), following China (5,78%), Ukraine (5,27%), Romania (4,73%), Spain (4,57%), Angola (3,87%), Guinea Bissau (2,27%), Italy (2,13%), Germany (1,80%), France (1,79%) and lastly, Moldova (1,77%).

Only Portuguese nationals can be employed in public administration. Exceptions arise from international conventions or special laws, such as the European Union Treaty (according to the Court of Justice of the European Union, CJEU). In this case, citizens from the EU have the right to be employed in public administration in any member state.

The GDP at purchasing power parity per capita in Oeiras in 2015 was 157,08.

Intercultural integration is the responsibility of Oeiras' Department for Social Development.
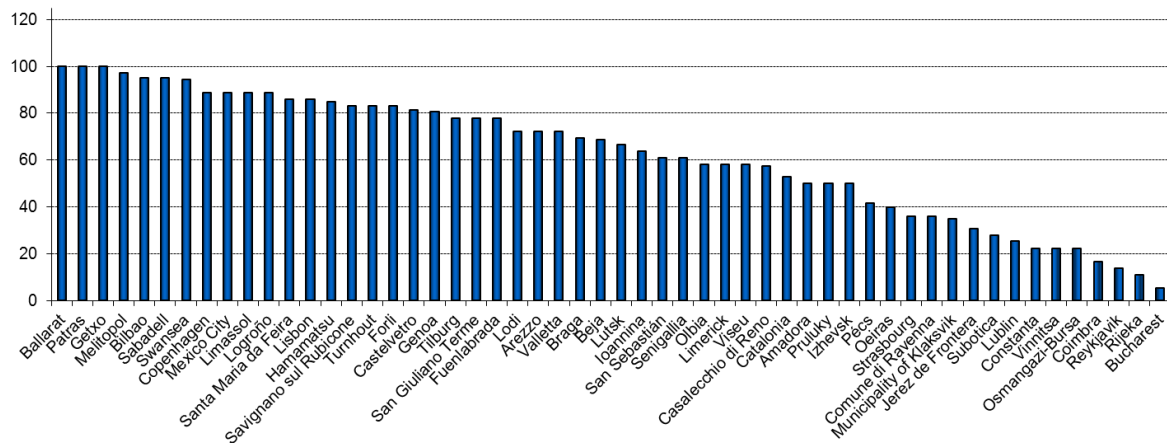
COMMITMENT

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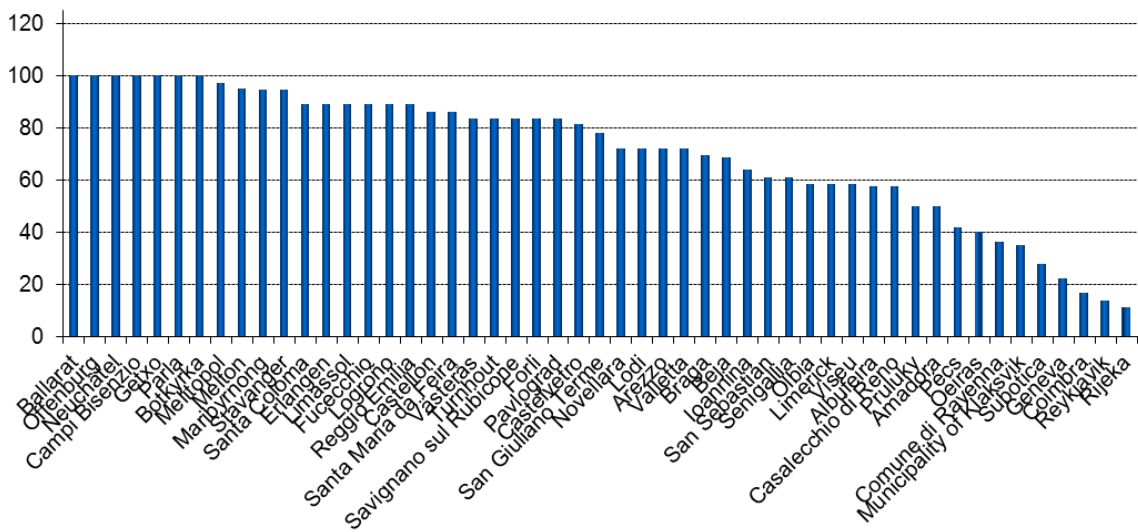
ICC-Index - Commitment - City sample (non-nationals/foreign borns < 15%)

The rate of achievement of Oeiras' commitment policy goals is lower than the city sample's: **40%** of these goals are achieved, while the city sample's rate for commitment policy is **72%**.

The city has formally stated on its **website** that it is an intercultural city and that it has joined the Programme of Intercultural Cities of the Council of Europe, describing in detail the intercultural integration approach (See: http://www.cm-oeiras.pt/pt/Paginas/Oeiras-continua-a-apostar-no-apoio-aos-imigrantes.aspx).
According to the information submitted by the city, the Oeiras **Facebook page** also states that it is an intercultural city, including a lot of content (in form of events and posts) related to interculturality (See: https://www.facebook.com/MunicipiodeOeiras). The city **often makes clear reference** to its intercultural commitment, but its official website and communication channels provide **no specific intercultural area**.

Although the city does not have a specific intercultural strategy, both the **integration strategy** and its **action plan** within the Oeiras Municipal Plan for the Integration of Immigrants (2015-2017) **include intercultural elements**, such as the tackling of racism and discrimination, the promotion of migrants' civic participation or the consideration of culture. Regarding the latter, the above documents foresee that "cultural agents" promoting integration shall be supported in the following:

- Making use of and spreading the existing cultural spaces and activities for the promotion of interculturality;
- Developing actions that promote the knowledge of different cultures, especially in the region;
- Promoting actions that reinforce the identity and origin of immigrants.

There is **no budget planned** for the implementation of this integration strategy and action plan, but non-governmental organisations promoting intercultural relations are being financed. There is also **no evaluation or updating process** for the integration strategy.

Oeiras has **no dedicated body responsible for intercultural integration**, but the city emphasises in the questionnaire that migrants' integration has always been part of its policy and – as such – it is considered a priority. It is the **Department for Social Development** that is responsible for migrants' integration, working on social development policy in the areas of health, sports, youth and social housing. As described in the questionnaire, the goal of the work of the department is to "diminish social inequalities and to improve life quality and social territorial development". Within the Department for Social Development, intercultural integration is addressed by the **Social Cohesion Division (DCS)**. This division is responsible for the proposal and implementation of public policies/interventions in the integration/intercultural area, namely through the city plan for migrants' integration, providing also financial and technical support to organizations. The DCS is also responsible for the network of Local Centres for Migrants' Integration (CLAIM), initiated in 2006, providing a space to welcome newcomers and offering support and information in regard to nationality, family reunification, housing, voluntary return, labour, health, education, among other daily life issues. The CLAIM mission intends to go beyond the simple provision of information and aims to promote the welcoming and intercultural character of integration. (See: http://www.cm-oeiras.pt/pt/viver/servicossociais/Paginas/Integra%C3%A7%C3%A3o-de-Migrantes.aspx).

Although Oeiras has **no *formal* process of policy consultation and/or co-design** involving people of all kinds of ethnic/cultural backgrounds, there have been events organised specifically for public consultation, to which all inhabitants of a neighbourhood were invited to attend. An example given in the questionnaire is the debate on "The future of Oeiras' Historic Centre – The Future, New Projects" led by the city mayor, which was open to all inhabitants of the city. The purpose was to discuss the future of the city centre, giving everyone the opportunity to participate. The event was announced through the city media channels as well as leaflets that were distributed to peoples' mailboxes.

Oeiras **sometimes provides means of acknowledging or honouring certain organisations** supporting the community, especially in areas where migrant residents are more represented, or organisations specifically addressing migrants by offering trainings and cultural activities. In the questionnaire, two examples are given:

- The Municipal Merit Medal for the Brazilian Ambassador Lauro Moreira in 2009: a poet, actor, director, documentary filmmaker and photographer, dedicated to the promotion of Brazilian culture and art;
- The planned "Award distinction prizes to prominent community personalities" (The requirements are still being identified, with the cooperation of the neighbourhood residents.)

Recommendations:

Oeiras may consider to set up a dedicated team, unit or umbrella body specifically responsible for *intercultural integration*, so to put stronger emphasis on intercultural criteria such as interaction, dialogue, cooperation and participation, going beyond the unidirectional support of migrants and rather focusing on the *mutuality* of integration, involving and supporting all members of society, newcomers as well as locals. This team could also coordinate all related actions within the municipality, facilitating cooperation among all city departments.

The Social Cohesion Division seems to address this to some extent, but the city may wish to reformulate their Plan for the Integration of Immigrants, building into it the work of its Social Cohesion Division and further intercultural elements. The focus of the integration strategy on culture, civic participation and discrimination is a very good start; at the same time, Oeiras could get even better results by reviewing these areas through an intercultural lens (where the Social Cohesion Division becomes important). Specifically in regards to culture as a thematic area of the strategy, certain plans such as "promoting actions that reinforce the identity and origin of immigrants" must be taken with caution, as such actions may strengthen *multi*culturalism instead of *inter*culturalism. The other areas (health, education, employment, etc.) must also be approached from an intercultural perspective.

An "umbrella" body covering community cohesion, migrants' integration and interculturalism, could be useful as a means to clearly communicate the city's commitment to interculturalism as well as for governmental cooperation and exchange. A planned budget and an evaluation/monitoring process for the intercultural integration strategy are also recommended.

For this purpose, the city may wish to look into the intercultural integration strategy and an action plan[5] of the city <u>Santa Coloma</u>. Both are part of the Plan of Intercultural Coexistence (2001), currently in force[6], and include a budget as well as an evaluation plan. The basic characteristics of the model of integration and coexistence envisaged in the Plan are the following:

- Respect for human rights
- Integration
- The promotion of citizenship rights as part of a democratic society
- Respect for differences and pluralism
- Defending values and democratic practices
- Promoting social cohesion in the city as the only source of quality of life
- Promoting interaction, exchange and sense of belonging to a common society
- Promoting the City Agreement for coexistence among all political and social agents

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[5]http://www.gramenet.cat/fileadmin/Files/Ajuntament/xarvavalors/Pla_de_Convivencia_2001/PlaConviv2001.pdf

[6] http://www.gramenet.cat/fileadmin/Files/Ajuntament/mediacio/documents/El_relat_de_la_convivencia.pdf

The strategic lines of the Plan are:

- Rights, Participation, Solidarity and Awareness
- Welcoming, Information and Orientation
- Education
- Urbanism and Housing
- Economy and Labour
- Social Services and Health
- Immigration and Gender

Lastly, regarding the communication of the commitment to interculturality, Oeiras might wish to add to their Facebook Page a specific area for intercultural integration or perhaps to include a statement, that it is an intercultural city, into the "About us" section.

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.[7]

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

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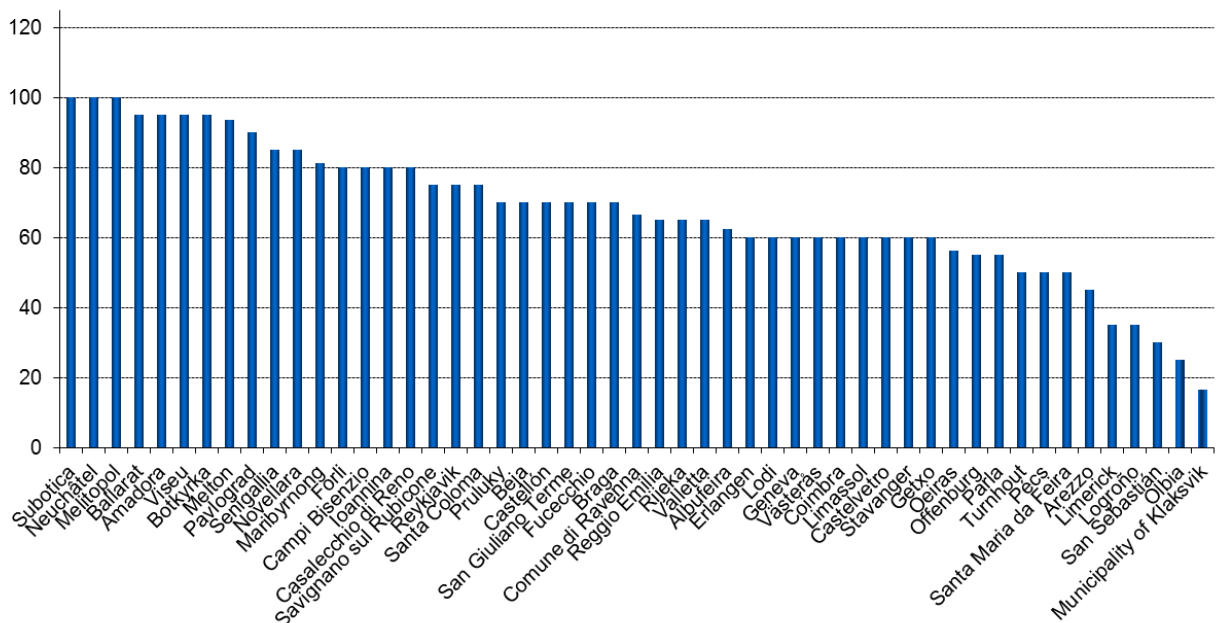
[7] The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

ICC-Index - Education system - City sample
(non-nationals/foreign borns < 15%)
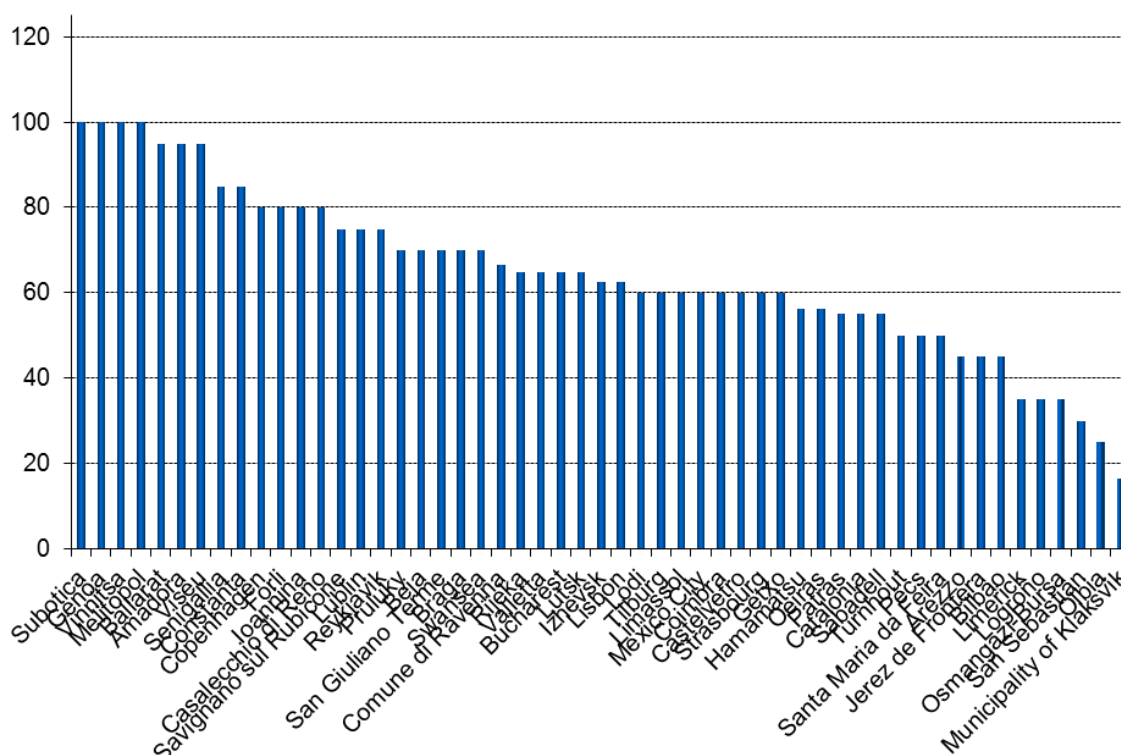
Oeiras' education policy indicator reaches **56%**, lower than the city's sample **67%.**

Most primary schools in Oeiras are of the **same ethnic background** and teachers are **mainly from the majority group**. As for many other cities, we know the local level has little or no competence for appointing teachers. However, cities may adopt creative and innovative approaches in order to positively impact that indicator.

There are only **a few primary schools involving parents from ethnic minority/migrant backgrounds** in school life. In the questionnaire, Aquilino Ribeiro – that belongs to the UNESCO Associated Schools Network - is given as an example for a group of schools making such efforts. These are located in Porto Salvo, a territory with a high percentage of migrants and migrant descendants. The School Direction has implemented questionnaires for all students, parents, teachers and non-teaching staff to assess the school quality and services (http://aearibeiro.edu.pt/questionarios/). It also has a specific support office for students and their families (GAFA – Gabinete de Acompanhamento da Família e do Aluno) that tries to involve parents from ethnic minority/migrant backgrounds in school life. The city points out, however, that the stressful lifestyle of coping 2 – 3 jobs to be able to support a family is often a barrier for parents to get involved in their children's education and school life.

Intercultural projects are only rarely included in the school curriculum. However, the Aquilino Ribeiro schools do implement since 2009 an intercultural education project named "Colourful Earth" (Projeto "Terra Colorida"). The project is described in the questionnaire as follows:

> *"Terra Colorida aims to contribute to an active citizenship, within a culture for peace, solidarity and [within an] intercultural dialogue framework. Open to the whole school community, especially teachers willing to work in favor of diversity using intercultural education principles: the respect for all communities and their cultures, valuing the individual knowledge, promoting self-esteem and the integration in the school and in the society."*

The project includes pedagogical materials, for example activities related to Human Rights, the Portuguese history and geography as well as global citizenship. These activities were developed in collaboration with arts classes and the UNESCO service in Portugal. Activities revolved around, for example, the International Day of the Girl Child (11th October), Tolerance Day (16th November) or the month for human rights subjects in November. Aquilino Ribeiro school is the first in Oeiras to won the Intercultural Stamp, an award by the High Commission for Migration and the General Education Directorate. Its excellent experience could probably inspire other schools.

Finally, Oeiras feels it doesn't need a policy to increase ethnic/cultural mixing in schools, as there is no segregation in schools. However, students are distributed in schools on the basis of their place of residence; therefore, specific attention may have to be given to avoid future segregation in neighbourhoods.

Recommendations:

Oeiras could look into the way other intercultural cities involve parents into school life. In Turin, for example, schools have installed vegetable gardens that students can cultivate with the help of their parents. These gardens serve as a meeting point for parents from different countries and cultural background, to get to know each other. Ideally, through this sense of community, parents will be encouraged to get more involved in school life.

Some schools could also explore the idea of somehow assisting those parents that are juggling several jobs. Through assistance in certain parent tasks, parents could gain more time to get involved in their children's school life. Such assisting tasks could include providing a free school bus for children, free homework assistance or breakfast/lunch preparations.

Oeiras may also want to take inspiration from school projects in other intercultural cities: In Lyon, for example, the planned 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.

In Geneva, Switzerland, the "Whole family approach" is a programme whereby teachers are required to build closer links with families to understand the external factors that might influence a child's ability to learn. For instance, children and their parents are welcome in their mother-tongue; the students can bring at school a collection of bilingual books, CDs, DVDs and other media which they share with their parents, as a way to involve the latter in their child's progress at school and improve their own language skills. After school classes are also an important aspect of education, and indeed an important space for mother tongue teaching. Some schools have further entered an experimental system of participatory budgeting to which 230,000 francs have so far been allocated. Schools are encouraged to propose new and innovative ideas and many of those so far supported have been intercultural in intent.

Lastly, Oeiras may wish to consider increasing diversity of school staff other than teachers, namely the personnel in charge of after-school activities, even if this will not exactly reflect the composition of the city's population. Moreover, it may encourage people with diverse background to run in state competitions for becoming teachers; provide training targeting diverse population; adopt a policy to attract from other territories more diverse teaching staff. A more diverse teaching staff, promoting intercultural interaction and knowledge in the classroom, could be able to better communicate the values of an intercultural city and create a "we" culture.

For instance, the city of Bergen (Norway) was concerned to learn the findings of a survey which revealed that the ethnic background of public employees only reflected the composition of the city's population at the lower echelons. In 2013, the City Council passed an action plan called "The Future Workplace" which aimed to tackle this issue, paying special attention to the role of the municipality of Bergen as employer for minorities. Non-nationals are now encouraged to seek employment in the local public administration, and the city encourages intercultural mixing and competences in private sector enterprises. Such an approach could probably be applied to aspirant teachers.

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. [8]

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

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[8] 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.

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

Oeiras' neighbourhood policy indicator reaches **100%**, considerably higher than the city sample's rate which is **64%**.

Oeiras counts with 23 neighbourhoods, in 10 of which the vast majority of residents are of the same ethnic background (majority group), representing, 43,4%. The city delivered data that show that there is **no area** where people from minority groups constitute the majority of the residents.

Oeiras seems to have **a variety of intercultural events and activities** that encourage people from different ethnic/cultural background and different areas to meet and interact. The questionnaire provides a few examples:

- The city fests held in June;
- "The Festivity of Santa Catarina" held in November: open for people from all over the city, especially from the neighbourhoods Alto dos Barronhos, Encosta da Portela, Outurela/Portela, Páteo dos Cavaleiros and S. Marçal;
- Social activities (such as dance classes) in Caxias, Outurela and Navegadores (areas where many migrants reside), as part of three Oeiras projects of the nation-wide "Choices Programme" ("Programa Escolhas"). This programme was initiated in 2001 by the High Commission for Migration and aims to promote integration and social development by supporting local projects. See: http://www.programaescolhas.pt/conteudos/noticias/ver-noticia/5acaa94909eca/tres-projetos-de-oeiras-reunidos-para-assinalar-escolhas-de-portas-abertas ;
- The school-holidays' programme "Move yourself in holiday's time" ("Mexa-tenasFérias"): brings together children (ages 8 - 16) from different areas.

See http://www.cm-oeiras.pt/pt/viver/juventude/Paginas/mexe-te-nas-f%C3%A9rias-verao-2018.aspx ;

- The project "Bairro Feliz" ("Happy Neighbourhood"): encourages young people (ages 18 – 23) to engage in the cleaning and maintenance of their own neighbourhood; active especially in neighbourhoods where many migrants live. See: http://www.cm-oeiras.pt/pt/viver/juventude/Paginas/Bairro-Feliz.aspx .

Besides, in the questionnaire Oeiras states having a **city housing policy** that includes the avoiding of (ethnic) concentration and **a policy that encourages intercultural interaction**. However, we couldn't assess those.
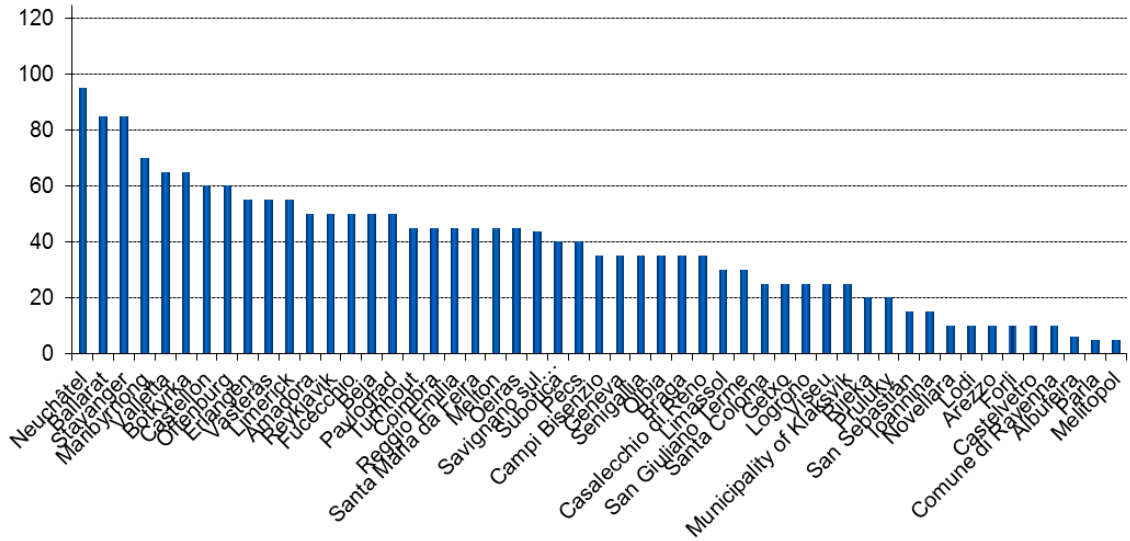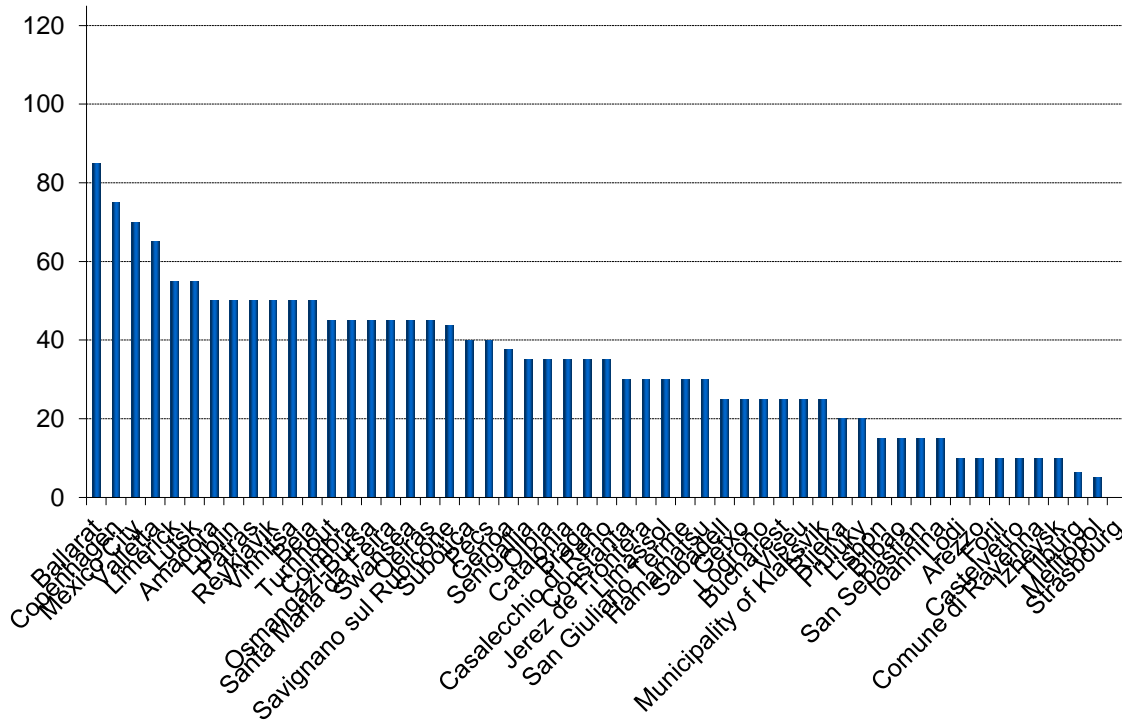
An optimal intercultural approach remains open to new ideas, dialogue and innovation brought by or required by minority groups, rather than imposing a "one size fits all" approach to public services and actions.

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

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

Oeiras' public service rate is **45%**, slightly higher than the city sample result of **42%.**

The ethnic backgrounds of the city's public employees reflect **the ethnic composition** of the population. However, Oeiras has **no recruitment plan** to ensure this, which is justified in the questionnaire through the recruitment process according to national directives, which allows applications for open vacancies from all qualified individuals.

Oeiras is one of the signatories of the **Portuguese Diversity Charter** (http://www.cartadiversidade.pt/), which was launched in 2016 under a European Commission initiative (https://ec.europa.eu/info/policies/justice-and-fundamental-rights/combatting-discrimination/tackling-discrimination_en). A diversity charter aims to encourage employers *in all sectors* to promote diversity and equal opportunities in the workplace. Next to Oeiras as a city, many individual organisations have also signed the charter (ARIA; Batoto Yetu; BIPP; Campintegra; Centro Sagrada Família; AERLIS; CerciOeiras; Delta; Ericsson; Essilor; BP; Fundação Aga Khan; GRACE; Fundação PT; HP; Instituto de Informática; LiftWorld; McDonald's; Pfizer; outCOme; Sair da Casca; Sanofi; Siemens; Stone Soup; Talenter; Universidade Atlântica; VilacomVida; Wizink).

Oeiras provides gyms and sport programmes **specifically for women** ("Viva Fit", https://www.vivafit.pt/) as well as individual swimming or gym classes for women in their pre- or post-birth period. As pointed out in the questionnaire, Oeiras' sports generally includes many women teams at all ages, especially in

athletics, swimming and gymnastics. Regarding other areas apart from sports, however, the city **does not ensure culturally sensitive services**. For example, funeral/burial services or school meals are not necessarily appropriate to the ethnic/cultural backgrounds of all citizens.

Recommendations:

We recommend that Oeiras provides more culturally sensitive services. As an example, the health sector 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. This is important in doctor-patient-interactions, in the bureaucratic processes, but also on higher governmental levels, in policy as well as research.

- An example for reducing linguistic barriers in the health sector is the project "Italy – Learn Arabic!" in Reggio Emilia, 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.
- Berlin's 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.
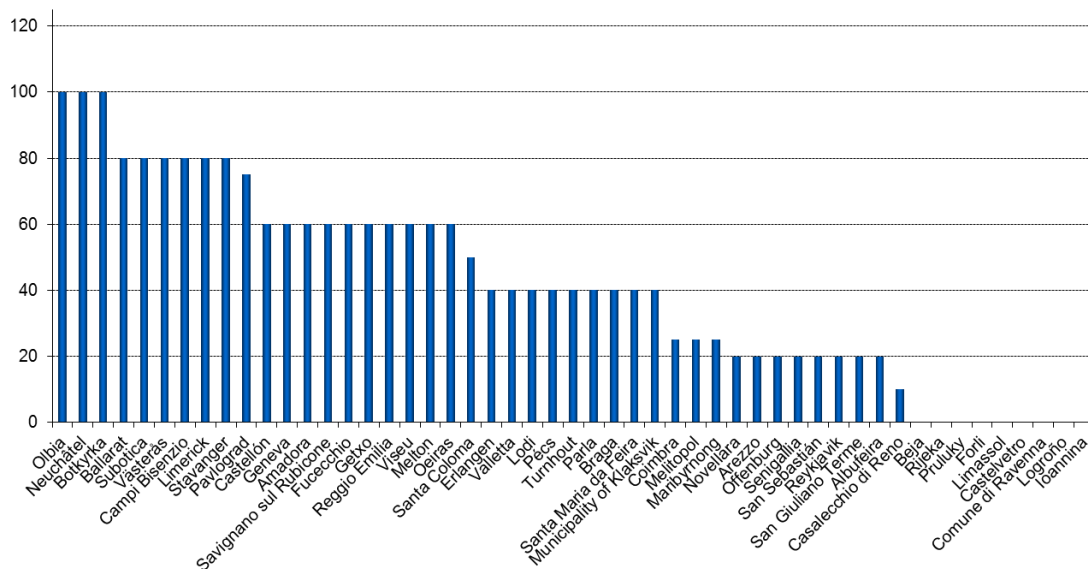
BUSINESS & LABOUR
through intercultural lens

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.

**ICC-Index - Business and labour market -
City sample (inhabitants < 200'000)**

**ICC-Index - Business and labour market - City sample
(non-nationals/foreign borns < 15%)**

Oeiras has achieved the score of **60%**, which is much higher than the city sample's result of **44%.**

The Portuguese Diversity Charter (described above in section "Public Service"), preventing ethnic discrimination in the city's own administration and services, together with the "Oeiras Solidarity Programme" ("Programa Oeiras Solidaria", http://oeirassolidaria.cm-oeiras.pt/) as well as the organisation "CISCO" in Portugal (https://www.cisco.com/) serve as **an "umbrella", promoting diversity and non-discrimination in employment**. The local "Oeiras Solidarity Programme" aims to encourage organisations to take initiatives in this and the international IT and networking organisation "CISCO", of which Portugal is a partner, supports organisations specifically in connecting, communicating and collaborating. CISCO Portugal organises an annual lunch (with traditional dishes from each country) to fundraise for a social cause, promoting diversity and intercultural interaction.

Oeiras has a partnership with the non-profit organisation "Entrepreneur Factory" ("Fábrica do Empreendedor", http://www.seagency.org/fabrica-empreendedor/), which **supports businesses** at different stages, from the development of a business idea to strengthening business skills or building a network. The main beneficiaries are immigrants or their descendants, but the services are open to all citizens. The questionnaire also states that Oeiras "provides commercial spaces with affordable rents as a way to support those who want to develop their business". Again, the main beneficiaries are immigrants and their descendants.

Although businesses from ethnic minorities do benefit from the support provided by the city, these businesses are not addressed directly to help them develop beyond the ethnic economy and enter the mainstream economy. **Business incubators are not encouraged to specifically include migrant/minority entrepreneurs** and promote interaction and co-operation with majority entrepreneurs. Lastly, regional and national regulations concerning the procurement of goods and services **do not foresee the prioritization of companies with a diversity strategy**.

Recommendations:

Oeiras may wish to extend their support services for businesses by addressing specifically migrant/minority entrepreneurs. A good example is the SINGA Business Lab in Berlin (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.

Also, Oeiras might find inspiration in the "Diversity connectors for start-ups" project carried out by the Intercultural Cities programme to reconfigure business incubators to become diversity connectors, workspaces where under-represented and mainstream start-ups share workspaces and service provision.
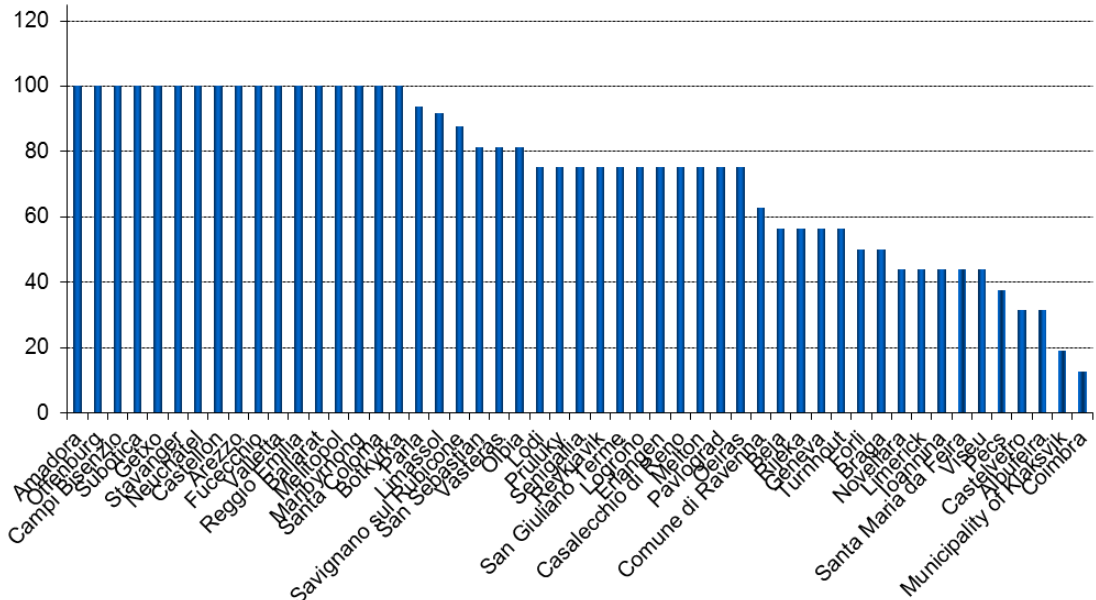
CULTURE & CIVIL LIFE
through intercultural lens

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 organizations.

ICC-Index - Cultural and civil life - City sample (inhabitants < 200'000)

**ICC-Index - Cultural and civil life - City sample
(non-nationals/foreign borns < 15%)**

Oeiras' achievement for cultural and civil life policy corresponds to **75%**, which **equals** the city sample achievement.

Oeiras **regularly organises intercultural events and activities** in the fields of arts, culture and sports. The questionnaire provides some examples:

- The City Running Trophy (See: https://trofeu.cm-oeiras.pt/);
- "Mexa-se na Marginal": for a day, a popular street in Oeiras named "Marginal" is transformed into a space for physical activity (running, walking, skating, biking, etc.), based on the concept that "being active is fun" and sponsored by Oeiras' programme "Best Exercise More Health - Move More". See: http://www.cm-oeiras.pt/pt/agenda/Paginas/mexa-se-marginal.aspx;
- "Marginal semCarros": for a day, the street "Marginal" is blocked for cars, encouraging people to use alternative forms of mobility; an initiative part of the European Mobility Week (http://www.mobilityweek.eu/) and the European Car-Free-Day. See: http://www.cm-oeiras.pt/pt/agenda/Paginas/marginal_sem_carros.aspx ;
- "Poeiras Festival" (Oeiras' poetry festival; See: http://www.cm-oeiras.pt/pt/agenda/Paginas/poeiras_2017.aspx#search=Tags%3Apoeiras);
- Festival "Sete Sóis Sete Luas", ("7 suns, 7 moons"): a music festival including culturally diverse performers and music styles, taking place once a year. See: http://www.festival7sois.eu/pt-pt/.

Oeiras **encourages cultural organisations to deal with diversity and intercultural relations** in their productions through grants and support. The questionnaire provides two examples for such organisations/productions:

- Projeto Fado Dançado ("Fado Dances"; http://batotoyetu.pt/o-que-fazemos/fado-dancado/): workshops and Fado-dance performances ("Fado": a Portuguese dance style / music genre with Afro-Brazilian influences) open to the whole society, including migrant communities, aiming to promote the understanding of the Portuguese culture and its development through diverse cultural influences.
- Intercultural Christmas, a cultural activity about which – however – we didn't find more information, nor in the questionnaire neither online.

Organisations and projects involving activities with immigrant groups and ethnic minorities, such as Roma people - be it in the fields of sports, culture or in the socio-educational area - are financially supported by the city.

Yet, there are **no public debates or campaigns** on the subject of cultural diversity and living together organised by the city.

Recommendations:

Next to the extensive offer of intercultural events and activities, Oeiras may wish to consider introducing public debates or campaigns that specifically address the diversity advantage and intercultural values. Lyon is a good example of an intercultural city implementing such debates regularly:

- La *Maison des Passages* is a historical place in Lyon known for its role in having hosted the social movement to the left of the parliamentary left. Today it holds lectures and debates about living together on the basis of symmetry between the various cultures that make up the city. It also carries out activities involving schools, reaching out to all neighbourhoods.
- *Acte Public* is a company of producers and performers in Lyon, set up over 20 years ago and specialising in audio-visual productions concerning art and culture (mainly documentaries and recording of performances and shows). Their television programme "Culture and Diversity" covers different issues around cultural diversity. The programme 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.

Oeiras could also take inspiration from the intercultural canton of Neuchâtel that has an on-going campaign and dialogue platform named "Neuchàtoi" to create an open discussion on how the city of Neuchâtel is evolving over many years of immigration, in terms of its identity and intercultural relations. In 2016 the themes were secularism and religious plurality - increasing the opportunities for citizens to get to know but also to value diversity and respect for the plurality while identifying common values and principles in the community.
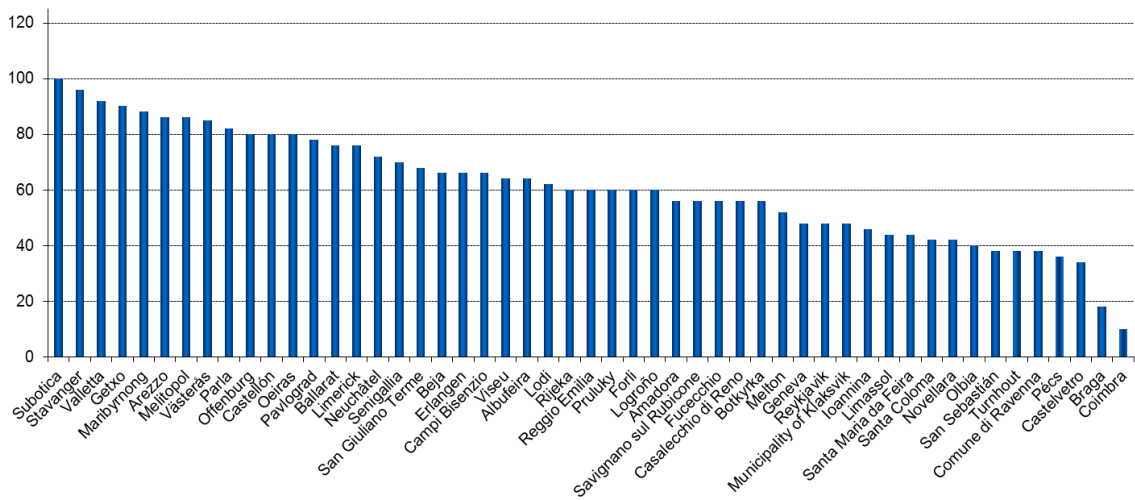
PUBLIC SPACE
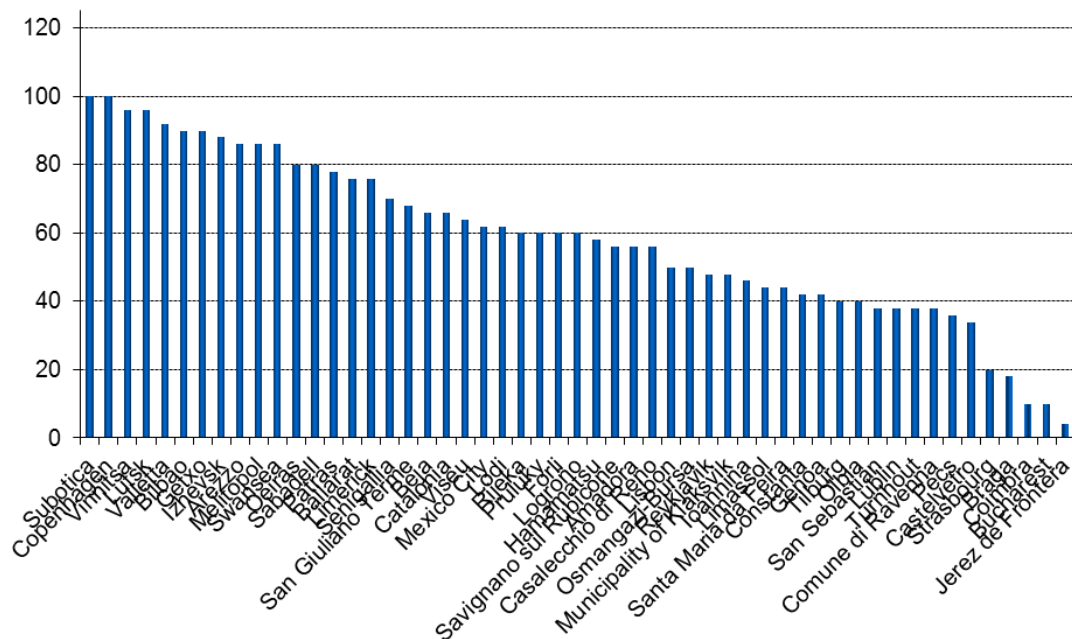## through intercultural lens

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%)

The rate of achievement of Oeiras' public space policy reaches **80%**, considerably higher than the city sample's rate of **66%**.

Oeiras **encourages meaningful intercultural mixing and integration** in all kinds of public spaces, such as in libraries, museums, playgrounds or squares. The city has a so-called "Municipal Master Plan" ("Plano Director Municipal"), which specifically includes future plans for the requalification of these public spaces "as a means of inducing transformation". Buildings will be renovated and restructured and new public spaces (gardens, urban parks and streets) will be created. The questionnaire states that this process:

> "…takes into consideration the social reality of the inhabitants, local partnerships, within the governance model, with local actors aiming to reinforce the neighbourhoods' identity and the conscious rising of the urban values in the city's regeneration. The multiplicity of purposes and creation of equipment is favoured, guaranteeing functional compatibility of its uses and the promotion of the functional and social revitalization of urban areas."

The questionnaire also brings up Oeiras' plans to create a social centre within each neighbourhood that is connected to other centres, ultimately forming a network. Each centre shall be the main point of commercial and employment activities, shall serve as a meeting point for the community and will be easily accessible.

The city **takes into account diversity in the design and management of new public buildings and spaces**. For example, barriers for people with locomotion difficulties are eliminated (e.g. replacing the pavement with a more comfortable material). The city also **includes its diverse population in the planning- and decision process** itself, through public consultation during a certain period of time, using for example city service, newspapers or communication channels, such as websites or Facebook.

Lastly, the city claims that there are **no "unwelcoming" or "dangerous" spaces/areas** in Oeiras that seem to be dominated by one ethnic group.

Recommendations:

Oeiras might wish to also address specifically *cultural* diversity in the design and management of new public buildings and spaces, for example of libraries, cinemas or sports centres. Considering differences in norms, in interests or simply linguistic differences could attract a considerably larger proportion of society. For example, in the intercultural district of 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 organisation 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 14th October.
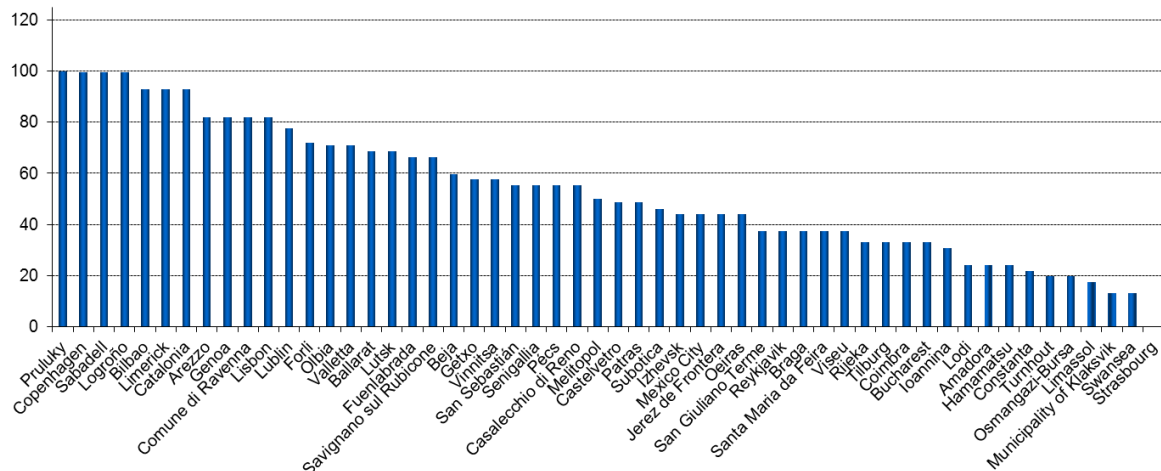
The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

ICC-Index - Mediation and conflict resolution - City sample (inhabitants < 200'000)
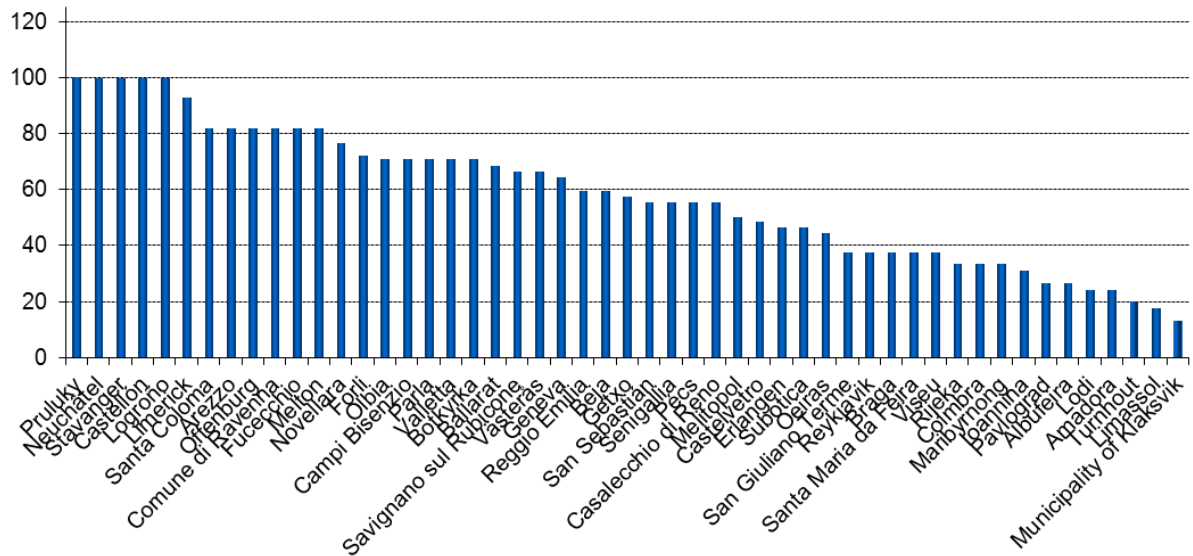
ICC-Index - Mediation and conflict resolution - City sample
(non-nationals/foreign borns < 15%)

The rate of achievement of Oeiras' mediation and conflict resolution policy is **44%**, lower than the city sample's rate of **62%**.

The reason for that is that Oeiras **does not provide any professional services** for mediation of intercultural communication and/or conflict. However, professionals from the Local Centres for Migrants' Integration (described above in section "Commitment") do provide a kind of **intercultural mediation in schools**, when migrants' integration issues come up.

Recommendations:

We recommend implementing professional mediation services in various areas of the city. Perhaps inspiration can be taken from the intercultural city of <u>Bergen (Norway)</u> that has introduced many initiatives to achieve its mediation and conflict resolution policy objectives. The city has set up a generalist municipal mediation service which also deals with cultural conflicts. Bergen also provides mediation services in places such as neighbourhoods, on streets, actively seeking to meet residents and discuss problems. This service is provided by the Community Youth Outreach Unit in Bergen (Utekontakten). Finally, Bergen has also set up a municipal mediation service committed to interreligious issues specifically. [Samarbeidsråd for tros- og livssynssamfunn](#) (Cooperation Council for Religion and Faith) is an interfaith organization in Bergen. Most faith communities in Bergen are represented in the council, which is supported by the municipality.

Another good example for addressing specifically inter-religious relations is the Abraham Group in <u>Lyon</u> (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.

Nearer Oeiras, Cascais has two very good examples of practices in the field of mediation:

1. Launched in 2011, the "Educa" project aimed to train and support a group of immigrant or immigrant descendent mediators in order to develop activities of animation and mediation in schools, in contexts signalled by the teachers, functioning as a resource for the various educational activities. These mediators are interlocutors in the pupil/school/ guardian triangle and a source for signalling specific individualised interventions.
2. In order to prevent conflicts generated by diversity, Cascais offers its citizens *Diagnóstico Social* (Social Diagnostic). This is an organisation that regularly checks residents' well-being. Its objective is to involve citizens and organisations in public discussions on living conditions in Cascais, stimulating good practices of citizenship while promoting a more participative and cohesive municipality. The Social Diagnostic has been combined with a Council of Europe methodology called Spiral (Societal Progress Indicators and Responsibilities for All) that aims to study social behaviours and citizens' well-being.

The learning of the language[9] 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.

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

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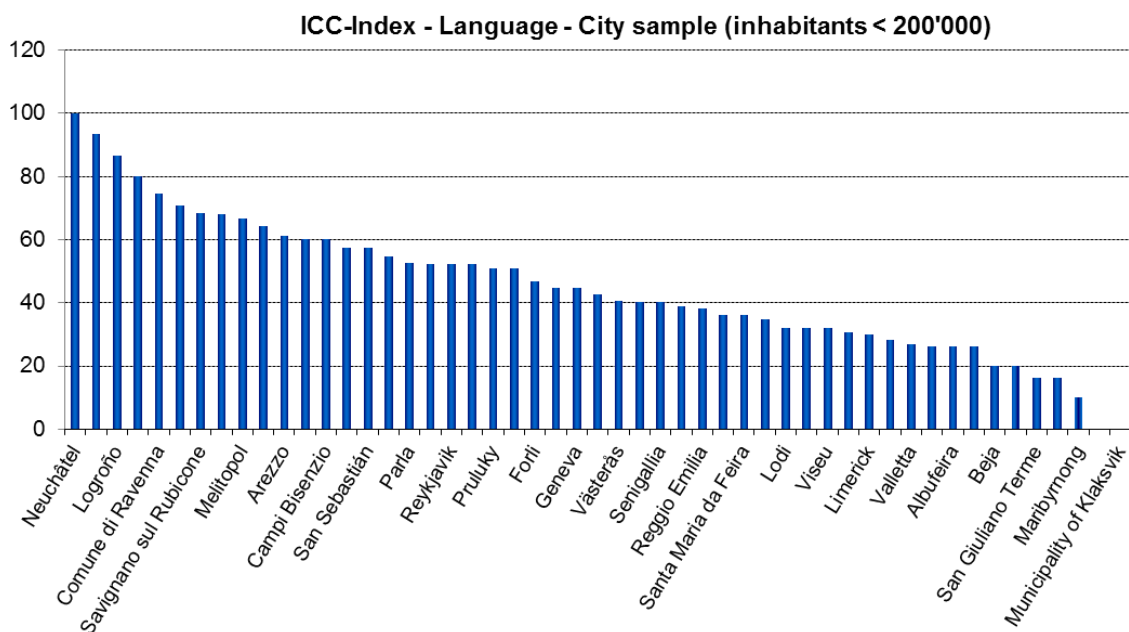
[9] By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref- http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

ICC-Index - Language - City sample (non-nationals/foreign borns < 15%)
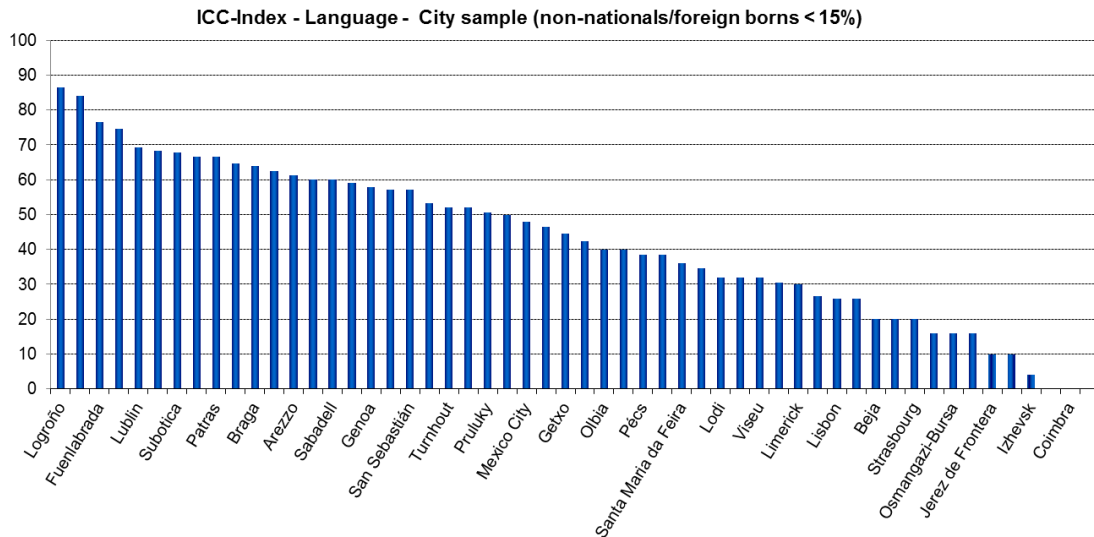
Oeiras' language policy rate is **16%,** considerably lower than the city sample's rate of **48%**.

The programme "Portuguese for Everyone" (Programa Português para Todos/PPT) provides **Portuguese language courses all over the country**, targeting foreign citizens, migrants, refugees, asylum seekers and, in some cases, Portuguese emigrant's descendants. The programme provides courses in A2 or B2 level as well as courses in "technical Portuguese", taking place in public schools or in the Employment and Training Institute (IEFP, I.P.).

Although there seems to be an extensive offer of language training in the official language, the city provides **no opportunities to learn migrant/minority languages**, for neither school children, private/civil sector institutions nor the wider public. There is also **no financial support provided for communication channels using a minority language**, such as newspapers, radio programmes or TV programmes. Lastly, there is also **no support for projects seeking to promote a positive image of migrant/minority languages**.

Recommendations:

As an intercultural city, Oeiras may wish to introduce language training in other languages apart from Portuguese, especially in those minority/migrant languages present in Oeiras.

Inspiration could be taken from the community-building NGO SINGA in Berlin 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.

Stavanger (Norway) also provides a good example for building language competence: The Johannes Learning Centre has developed from being only concerned with using and teaching Norwegian to bilingualism and multilingualism, with mixed staff. Although originally all the staff were Norwegians, 40% are now of minority background. To achieve this they introduced a policy of hiring former students and appointing people with bilingual skills, wherever there was a need. As a consequence, the school has achieved much better results.

Oeiras may also wish to introduce communication channels using minority languages or to support those that already exist. As an example, the main local newspaper in Genoa 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.

Lastly, to promote a positive image of and awareness for migrant/minority languages, Oeiras could introduce the International Mother Language Day (21st February).

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

ICC-Index - Relations with the local media - City sample
(inhabitants < 200'000)
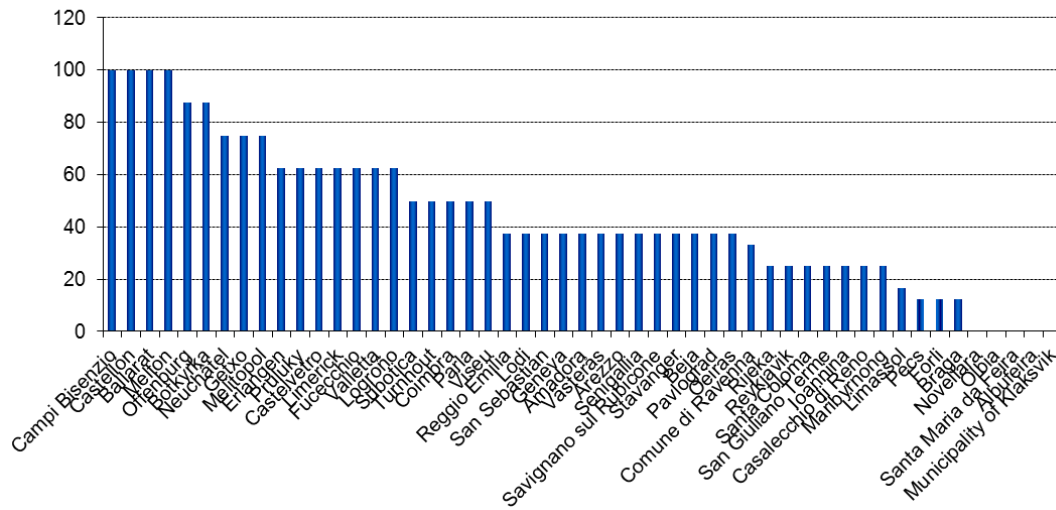
**ICC-Index - Relations with the local media -
City sample (non-nationals/foreign borns < 15%)**
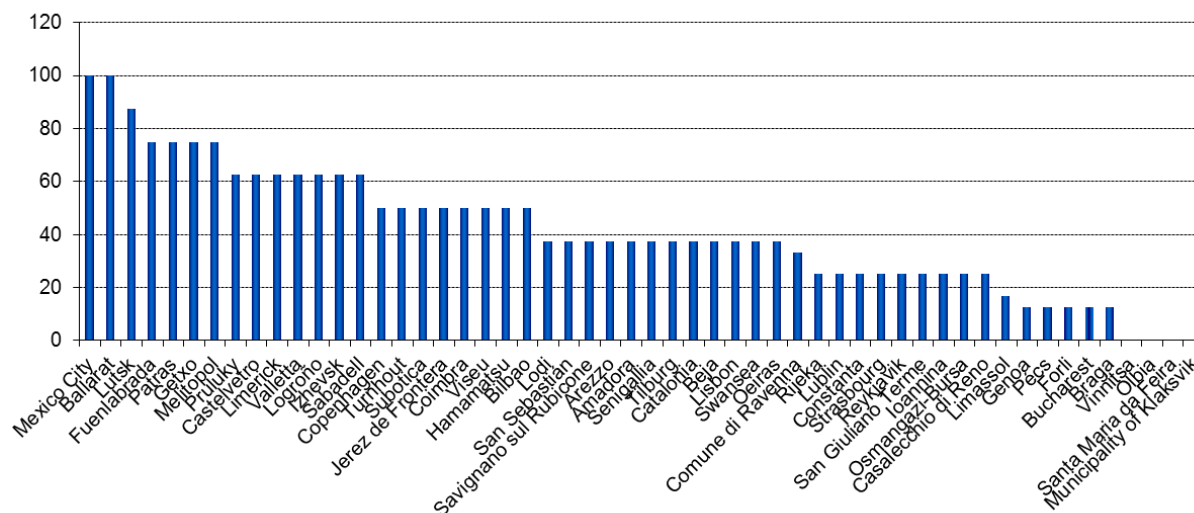
Oeiras achieved the score of **38%** in the field of media policy, achieving a slightly lower score than the city sample of **47%**.

A **media strategy to improve the visibility of migrants/minorities in the media** is now being addressed within the scope of the Local Security Contract. This contract was signed in 2016 and aims to promote co-operation between institutions to reduce social vulnerability, prevent youth crime and fight crime factors. Although Oeiras monitors the media content in regards to the city's interventions, there is **no monitoring of how minorities are portrayed in the media.**

There are **no specific instructions for the city's PR department to highlight diversity as an advantage**, which is justified in the questionnaire by the embedded respect for diversity in the PR department in any case. There is also **no support provided for journalists with minority backgrounds**, for example in advocacy, media training, mentorship or setting up online media start-ups.

Recommendations:

We advise Oeiras to provide the PR department with specific instructions to highlight the diversity advantage. There can be a difference between systematically communicating intercultural values and simply respecting diversity.

On this point, it is also recommended that Oeiras monitors specifically the portrayal of minorities in the media, to avoid misrepresentation, stigmatisation or the reinforcement of rumours. The city may look into the initiative launched by the intercultural city Stavanger, which is monitoring every incident where migrants occur in an article or otherwise.

Oeiras may also wish to specifically support journalists with minority backgrounds that could support the media in promoting cohesion, a positive image of migrants and minorities and awareness of and respect for diversity. The intercultural city Oslo, for example, has placed a strong focus on the recruitment of journalists with ethnic minority background.
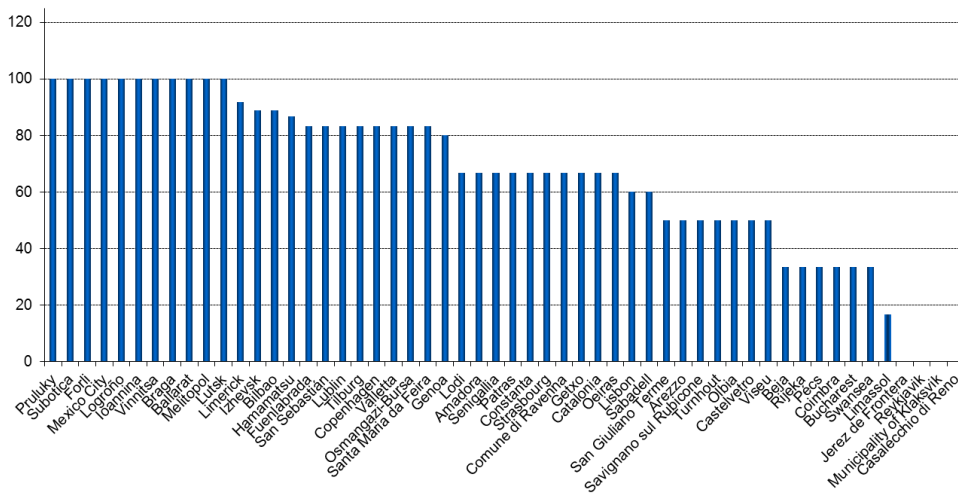
An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.

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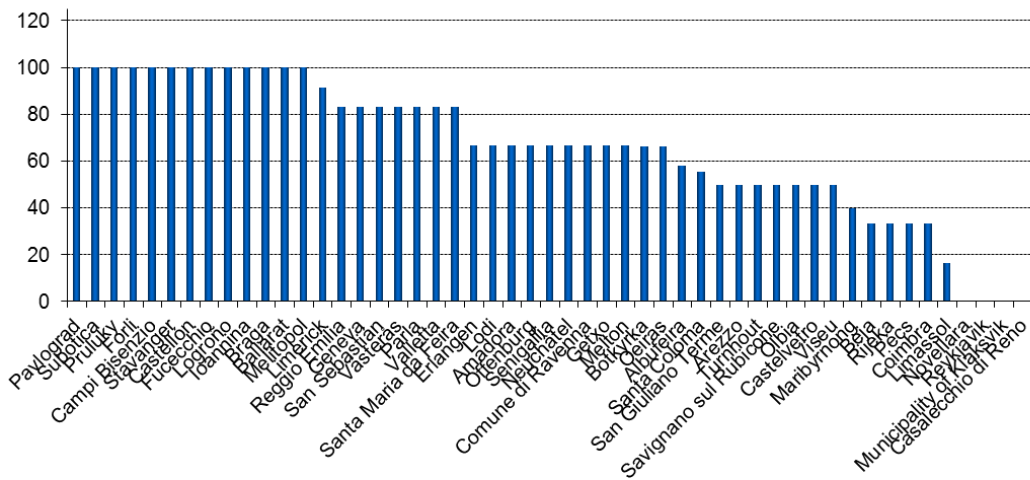
ICC-Index - An open and international outlook - City sample
(non-nationals/foreign borns < 15%)

Oeiras achieved **67%** in the field of an open and international outlook, slightly lower than the city sample's score of **71%**.

Although the city provided a positive answer to this question in the ICC index questionnaire, it seems that it has **no explicit policy to encourage international co-operation**, **nor an agency specifically for monitoring and developing** the city's openness to international connections.

However, Oeiras is the Portuguese partner in the **project MIEUX** ("Migration EU Expertise", https://www.mieux-initiative.eu/en/about/what-is-mieux), which is a joint initiative funded by the European Union and implemented by the International Centre for Migration Policy Development. By being part of this project, international co-operation is definitely encouraged, as it offers countries support in managing migration through capacity-building activities, knowledge sharing and creating partnerships. For this project, Oeiras has a specific financial provision. It is hoped that the actions initiated under the EU project are sustained after this comes to an end.

The questionnaire states that the **support of universities to attract foreign students is not applicable**. The foreign students living in Oeiras are **encouraged to take part in the life and work of local organisations/projects** through the organization "Proatlantico" (http://www.proatlantico.com/), which implements social-cultural activities and projects for the whole society. Students have been taking part in the project "Accessible Beach", for example, which gives people with locomotion difficulties or disabilities to go to the beach and into the sea using amphibious chairs. (See: http://www.cm-oeiras.pt/pt/viver/servicossociais/pessoas-com-deficiencia/Paginas/praiaacessivel.aspx).

The city has **cooperation and twinning agreements with countries from all over the world**, but mainly with Portuguese speaking African countries
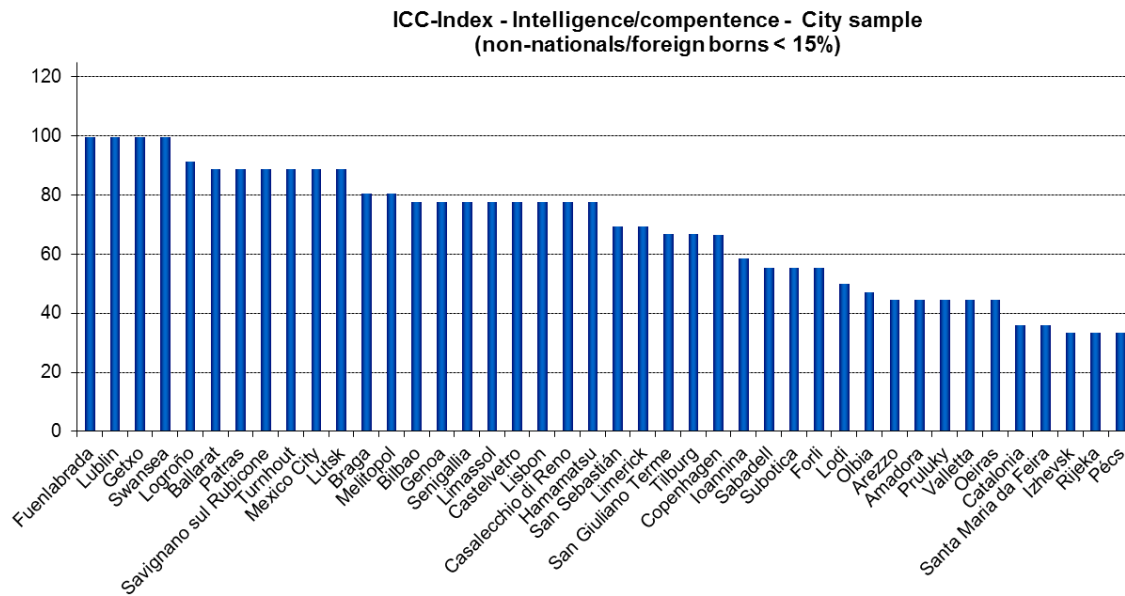
(http://www.cm-oeiras.pt/pt/municipio/relacoes-institucionais/paginas/geminacoes.aspx). Since signing the twinning agreement with Mindelo, Cape Verd in the 80's, the city increasingly invested into this cooperation area. Projects revolved around rebuilding neighbourhoods in Mindelo, building its Cultural Centre or electrifying the city and its traffic lights.

Recommendations:

Although Oeiras seems to be cooperating quite well with the international community, it could still be useful for the city to adopt a specific policy or agency responsible for international co-operation. For guidance, Oeiras could look into the policies adopted by the intercultural cities Rijeka (Croatia) or Santa Coloma (Spain), which both have adopted a policy to encourage international (economic) co-operation as well as a financial provision to achieve this.

Another good example comes from Auckland, New Zealand: Auckland Council, ATEED and Immigration New Zealand (a central government agency responsible for bringing people to New Zealand to enhance New Zealand's social and economic outcomes) have signed a partnership agreement to leverage collective skills and resources in order to maximise the contribution that migrant skills and investment make to Auckland. This agreement works across the broad spectrum of attracting and retaining migrant skills and talent in the Auckland region. It focuses on supporting industry, migrants and their families as well as addressing gaps and starting to roll out the joint central and local government Welcoming Communities Programme also in Auckland.

Oeiras may also wish to extend its support for foreign students living in the city. Inspiration could be found, for example, in Copenhagen (Denmark): The city's website comprises practical information, including information on cultural events, to encourage newcomers and foreign students to take an active part in the city life. Copenhagen also cooperates with several expat networks, for instance Work in Denmark and Expat in Denmark. Finally, the city is developing information boxes in public spaces which will include information on public transport, citizens' services, cultural and sporting events as well as conferences. These aim to allow newly arrived students, tourists etc. to engage in and make the most of the city's offering.

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.

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

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

Oeiras achieved a score of **44%** in the field of intercultural intelligence and competence policy, which is lower than the city sample's score of **62%**.

The city assures that statistical and qualitative information about diversity and intercultural relations is **mainstreamed** for policy / project formulations, such as for the Oeiras Social Development Plan (2014-2017) and the Municipal Plan for Integration of Immigrants (2015-2017) as well as for the development of the Local Centres for Migrants' Integration (described above in section "Commitment").

Regarding intercultural competence amongst officials and staff (in both administration and public services), Oeiras has implemented a **"sensitisation/training session on intercultural dialogue"** in June 2017. This session is led by the High Commission for Migration.
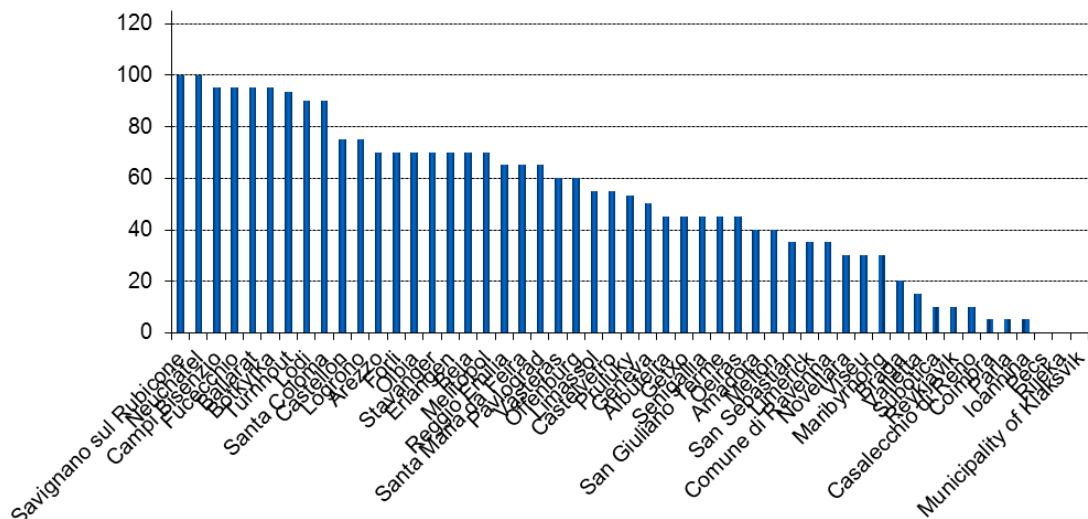
Recommendations:

It may be useful for Oeiras to carry out surveys that assess the public's perception of migrants/minorities, as in Bergen, Santa Coloma, Tilburg or Reggio Emilia, for example. The latter has a partnership with the local universities to monitor integration and well-being of migrants, the public opinion and the effects of the city policies. In Tilburg, every two years, a survey is held among the residents of Tilburg concerning people's attitudes to "the multicultural society", as it is called. This survey includes the same ten statements each time, so it is easy to compare the results.

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.

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

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

The attainment rate of Oeiras' welcoming policy is **45%**, slightly lower than the city sample with **55%**.

Oeiras has **no designated agency or office** to welcome newcomers, but the Local Centres for Migrants' Integration (described above in section "Commitment") provide the support needed. Additionally, the Social Development Department of Oeiras and its Social Cohesion Division as well as other organizations provide welcome support for newcomer family members, students, refugees, migrant workers and others. There also exists **a comprehensive city-specific package of information and support**, which is provided by the city for newly-arrived residents from abroad. However, the city **does not organise any special public ceremony** to greet newcomers in the presence of officials.

Recommendations:

Improving welcoming policies is not really a challenge. There are a lot of examples on how simple actions by municipalities contribute to make migrants feel welcome in the host community so to develop a sense of belonging.

For instance, Oeiras may wish to consider extending its welcome support through an official public ceremony welcoming newcomers, setting-up welcoming information packages, or addressing an official welcoming letter to new-comers.

Besides, Oeiras could look at the following examples:

- The city of Erlangen, in Germany, has developed an App to help refugees organising their everyday lives , overcoming the language barrier, and get easy access to all relevant information regarding asylum law;
- Tenerife, Spain, has just published a Welcome Guide for newcomers in a participatory manner, developed together with the Children's Participation Group "Amiguitos y Amiguitas" (Friends).

- The city of <u>Fermo</u> (Italy) is testing an intercultural housing project addressing migrants and refugees and the host community, with the view to move a step forward from concurrent-based integration model to a participative and inclusive process in which local population is directly involved. Households that show their willing to host migrants are provided with a training and support before and during the period of hosting. Transition to household hospitality takes place within 6-9 months, after newcomers have gone through the integration programme.
- Similarly, <u>Auckland</u> (New Zealand) has launched the "Welcoming Communities Programme" to welcome newcomers, recent migrants, former refugees and international students. The programme emphasises the importance of participation and connecting newcomers with locals.
- The cities of <u>Paris</u> (France) and <u>Reggio Emilia</u> (Italy) organise once per year a public ceremony to welcome the new citizens that acquired the local nationality. These ceremonies take place in very emblematic places, respectively the Pantheon (where the most important French citizens are buried) and the *Sala della Bandiera* (where the Italian flag was adopted), as a way to show the new citizens that they are important for the community.
- In <u>Neuchatel</u> (Switzerland), a Council meeting is held every 6 months to greet all newcomers. This is not only an occasion to welcome new residents but also to give them information about the administration, life and population of the city.
- <u>Ballarat</u> (Australia) has launched the *Migrant Morning Tea*: every day these morning teas have helped establish friendships across cultures, provided settlement information to new migrants regarding assistance that may be available.
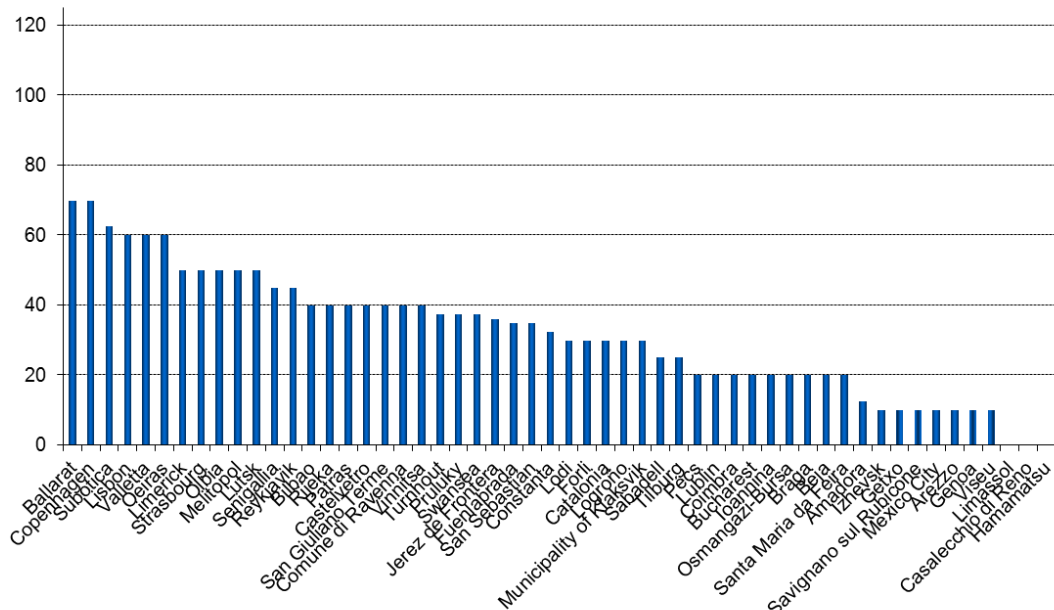
GOVERNANCE

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.

ICC-Index - Governance - City sample (inhabitants < 200'000)
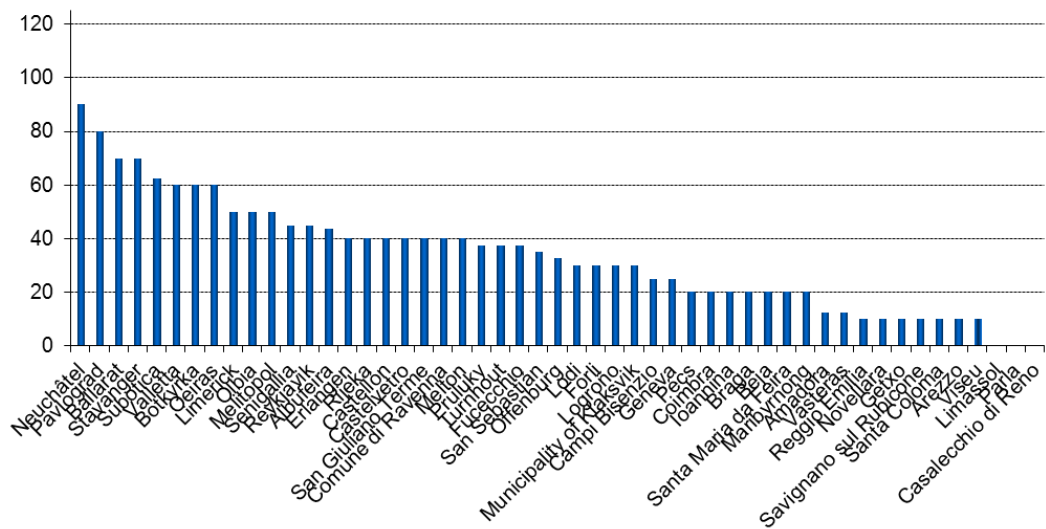
ICC-Index - Governance - City sample (non-nationals/foreign borns < 15%)

Oeiras' governance policy achievement rate is considerably higher than the city sample's score of **35%**, achieving a rate of **60%**.

The **local election laws** are based on the principles of reciprocity, as stated in the questionnaire: "citizens are given the right to vote if, in their country of origin, Portuguese citizens can do the same". Citizens from the following countries have the right to vote in local elections:

- EU Member States;
- Brazil and Cape Verde;
- Argentina, Chile, Colombia, Island, Norway, New Zealand, Peru, Uruguay and Venezuela.

Those from Portuguese speaking countries can vote after living legally in Portugal for *two* years. Those from other countries can vote only after *three* years.

The elected politicians are mainly from the majority population group.

Oeiras has an advisory body that is independent of the local authority, representing migrants and dealing with integration matters: **The "Platform to Support Migrants' Integration"** ("Plataforma de Apoio à Integração de Imigrantes"), which serves for governmental and non-governmental organizations working in areas related to migrants' integration. It was, for example, responsible for drawing, implementing and evaluating the Oeiras Municipal Plan for the Integration of Immigrants.

There **is no standard for the representation of migrants/minorities** in mandatory boards supervising schools and/or public services.

Lastly, there are **no initiatives taken to encourage migrants/minorities** to engage in political life.

Recommendations:

We recommend taking more initiative to encourage migrants/minorities to engage in political life.

- An example is the Multicultural Ambassadors' Programme (MAP) in Ballarat (Australia). This programme was developed in order to provide leadership within the migrant community, therefore encouraging minorities to participate in the political life of the City. Ever since 2009, this programme aims to enhance community awareness while fostering social cohesion and mutual acceptance.
- Another example is the implementation of the 123 "neighbourhood councils" in Paris (France), open to all residents and proposals on issues that affect their neighbourhoods, such as development projects, neighbourhood life, and all the strategies that could potentially improve the quality of life. The Councils are a bridge between the citizens, the elected officials and the Mayor.
- The Canton of Neuchâtel has implemented several good governance policies in this field. An independent political body has been created to represent all ethnic minorities living in the canton. The *FéNéCi – Fédération neuchâteloise des communautés immigrantes* (Neuchâtel Federation of Migrant communities) reunites different migrant associations and, as a public institution, works with the COSM (city council body) and has certain level of influence on the political sphere.
- Another outstanding practice is the Young Mayor Scheme of the London borough of Lewisham (United Kingdom): this is a robust attempt to put real power and responsibility in the hands of young people and treat them seriously. The Young Mayor is elected by direct ballot every year and – along with a cabinet of young advisors – is given a budget to initiate a programme of work, as well as to scrutinise the work of Lewisham Mayor and of the city Council.

Lastly, we recommend that Oeiras implements a standard for the representation of migrants/minorities in mandatory boards supervising schools and/or public services.

The Commission for Equality and Against Racial Discrimination (CICDR, https://www.cicdr.pt/) handles issues of discrimination, but there are **no specific support services** for victims of discrimination. The city promotes actions against discrimination by **giving grants to civil society organizations** that provide advice and support for victims of discrimination, but Oeiras **does not run any anti-discrimination campaigns or raise awareness** in any other ways. **Neither does it monitor or conduct research** on the extent and the character of discrimination in Oeiras.

Recommendations:

We advise Oeiras to provide specific support services for victims of discrimination, but also 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, 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.

Oeiras may also wish to start raising awareness about discrimination through campaigns and other projects.

- For this purpose, the city could use the <u>Intercultural Cities Anti-rumour methodology</u>. The strategy is understood as a public policy and involves the identification of rumours, falsifying these with data and emotional arguments, creating an anti-rumour network and raising awareness through anti-rumour campaigns. An increasing number of cities have implemented this methodology and have reported successfully fighting some of the most common misunderstanding and stereotypes. For example, in <u>Botkyrka</u>, anti-rumours cafés have been set up in libraries as a public platform to discuss and explore rumours and prejudices. An Anti-rumour manual standardizing the methodology and providing examples of good and bad practices is published on the Intercultural Cities Homepage: https://www.coe.int/en/web/interculturalcities/anti-rumours
- More inspiration for how to raise awareness about discrimination could be taken from the postcard campaign in <u>Erlangen</u> with the motto "Have you already thought in stereotypes today?". The aim of this project was to sensitise a self-aware use of language, as well as respect and appreciation of the individual and its diverse world of experiences.

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

CONCLUSIONS
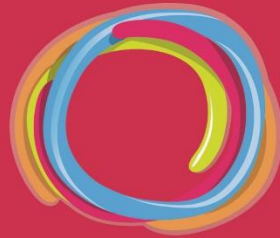
Oeiras showed an aggregate intercultural city index of **54%**.

It is commendable that the city scored a rate **higher** than the city sample in the following fields: public service, business and labour market, and especially public space and in *neighbourhood policy*, even reaching a score of 100% in the latter. Oeiras' achievement in cultural and civil life policy is as high as the city sample's at 75%. Although these are Oeiras' 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: commitment, mediation, media, international outlook, intelligence/competence, welcoming new arrivals, education, and especially *language* with a score of only 16%.

In view of the above, we wish to congratulate Oeiras 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, the city could enhance the sectors below by introducing different initiatives:

Commitment: We recommend a separate "umbrella" body specifically responsible for *intercultural integration* as well as a planned budget and an evaluation/monitoring process for the intercultural integration strategy.

Education: Oeiras may wish to promote intercultural projects in schools and take more initiatives to involve parents from migrant/minority backgrounds in their children's school life. We also recommend a more diverse teaching staff.

Public space: We recommend that Oeiras provides more culturally sensitive services, for example in the health sector. Oeiras may also wish to consider introducing a recruitment plan promoting a more diverse workforce in the public sector.

Business and labour market: Oeiras may wish to extend their support services for businesses by addressing specifically migrant/minority entrepreneurs, for example through business incubators.

Cultural and civil life: Next to the extensive offer of intercultural events and activities, Oeiras could also introduce public debates or campaigns that specifically addressing the diversity advantage and intercultural values.

Public space: We recommend that Oeiras also addresses specifically *cultural* diversity (in regard to language, interests, norms, etc.) in the design and management of new public buildings and spaces.

Mediation: Professional mediation services are recommended that go beyond the work of the Local Centres for Migrants' Integration.

Language: Oeiras may wish to introduce language training in other languages apart from Portuguese, especially in those minority/migrant languages present in Oeiras.

Media: We advise Oeiras to provide the PR department with specific instructions to highlight the diversity advantage and to monitor specifically the portrayal of minorities in the media. The city may also wish to specifically support journalists with minority backgrounds.

International outlook: We recommend a specific policy or agency responsible for international co-operation. Oeiras may also wish to extend its support for foreign students living in the city.

Intelligence/Competence: Oeiras may wish to start implementing surveys that assess the public's perception of migrants/minorities (through collaborations with universities, for example).

Welcoming new arrivals: Oeiras may wish to consider extending its welcome support through an official public ceremony welcoming newcomers.

Governance: We recommend encouraging migrants/minorities to engage in political life and to implement a standard for the representation of migrants/minorities in mandatory boards supervising schools and/or public services.

Oeiras 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[10].

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[10] http://www.coe.int/en/web/interculturalcities/