

Copenhagen: Results of the Intercultural Cities Index

Date: November 2011
A comparison between 34 cities

Introduction

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

As of today 35 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Barcelona (*Spain*), Botkyrka (*Sweden*), Campi Bizencio (*Italy*), Copenhagen (*Denmark*), Donostia-San Sebastian¹ (*Spain*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Izhevsk (*Udmart Republic, Russia*), Limassol (*Cyprus*), Lisbon (*Portugal*), the London borough of Lewisham (*United Kingdom*), Lodi (*Italy*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Oslo (*Norway*), Patras (*Greece*), Pruluky (*Ukraine*), Reggio Emilia (*Italy*), Rijeka (*Croatia*), Rubicone (*Italy*), Sechenkivsky (*District of Kyiv, Ukraine*), Senegalia (*Italy*), Subotica (*Serbia*), Tilburg (*The Netherlands*), Torino (*Italy*), Turnhout (*Belgium*), Västerås (*Sweden*) and Zurich (*Switzerland*).

This document presents the results of the Intercultural City Index analysis for the city of Copenhagen 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. It encourages greater mixing and interaction between diverse groups in the public spaces.

Methodology

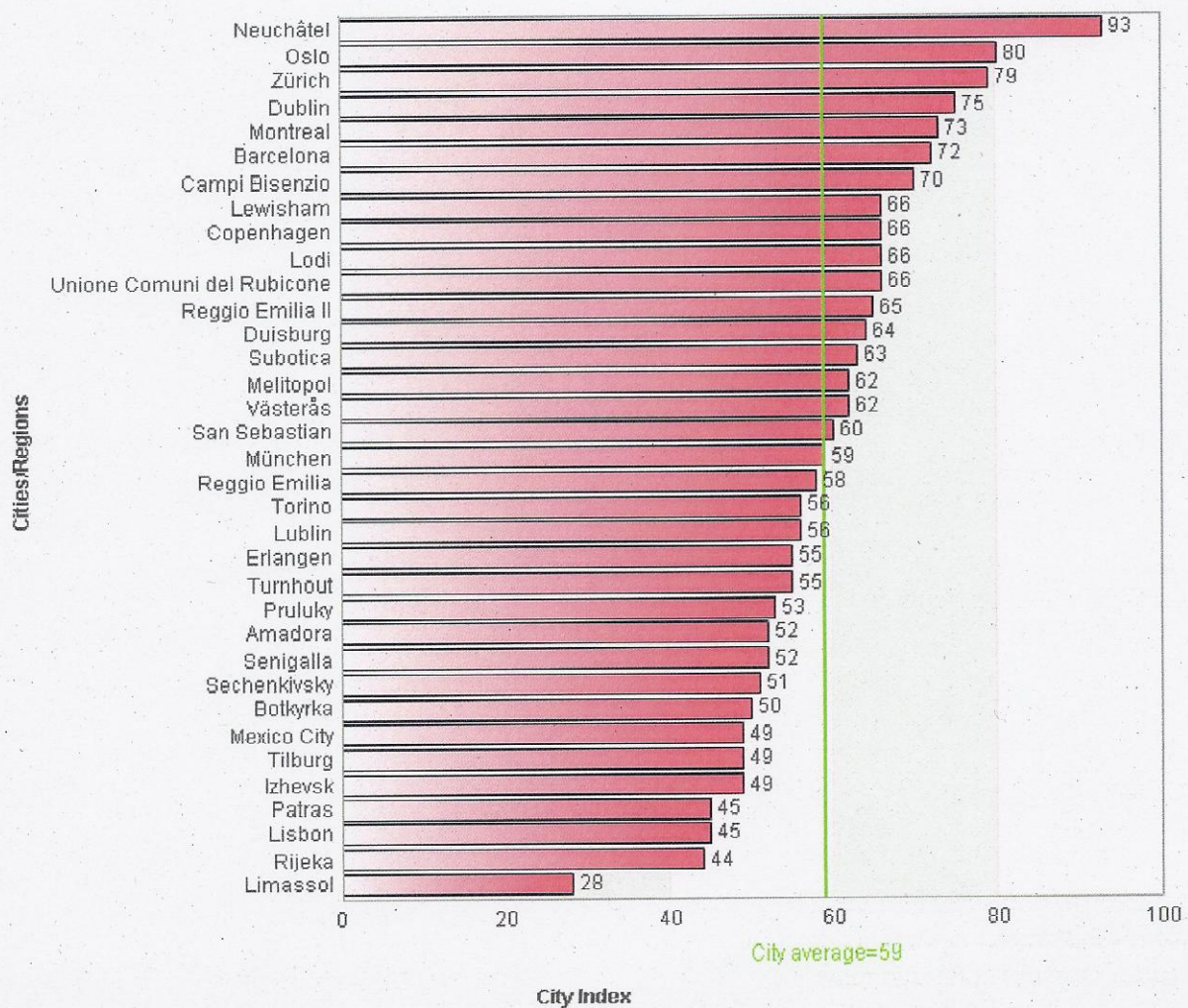
The Intercultural City Index analysis is based on a questionnaire involving 66 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

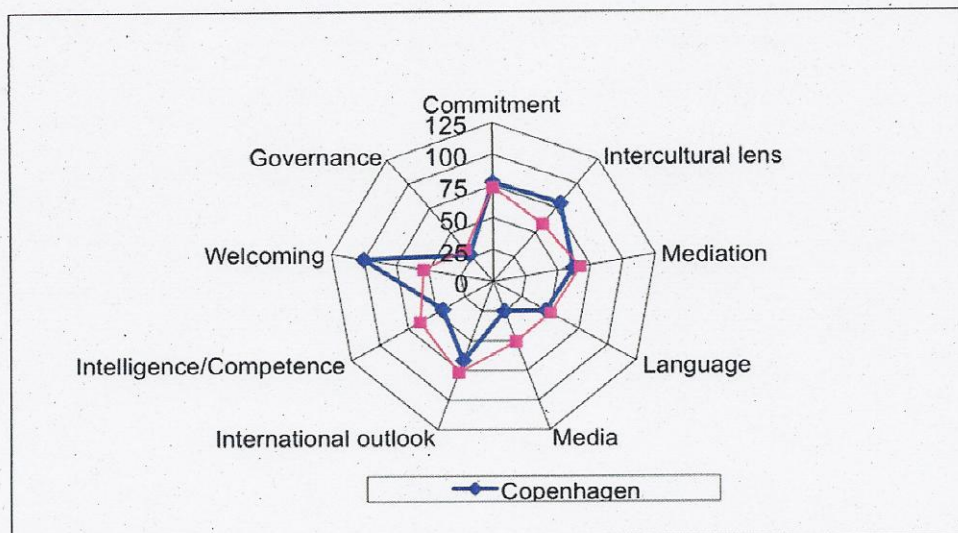
¹ The Spanish city of Donostia-San Sebastian hereinafter referred to as San Sebastian

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.

According to the overall Index results, Copenhagen is positioned 8th among the 34 cities in the sample in relation to the index as it stands at present.





Copenhagen-n overview

Copenhagen is the capital city of Denmark. The most important ethnic group-people of Danish origin-makes up 77.85% of the city's inhabitants. Non-nationals make up 13.97% of Copenhagen's total inhabitants. The largest minority group-people from Pakistan-represents 1.63% of the city's population and people from Turkey make up 1.48% of the city's population. Second generation migrants make up 5.41% of the city's population. The latest GDP/per capita figures are of €50,019.

1. 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 rate of achievement of Copenhagen's commitment policy goals is higher than the city sample's²: 78% of these goals were achieved, while the city sample's rate for commitment policy is 74%.

Copenhagen has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The local government has designed an intercultural strategy and has developed an action plan to put it in practice. It has allocated a budget for the implementation of its intercultural strategy and action plan. The city council also has an evaluation process for its intercultural strategy. The city council has launched an official webpage for diversity and interculturality. Copenhagen has a dedicated cross-departmental co-ordination structure which is responsible for its intercultural strategy and action plan. The city's Commission for Integration and Employment and its Economic Commission are responsible for its intercultural strategy and action plan.

² The term "city sample" refers to the weighted average of the 29 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

According to the answers provided in the survey, Copenhagen has scheduled to adopt a public statement in favour of diversity, peace and co-existence. The city could consider the following commitment initiatives of other cities. The city of Oslo (Norway) declared itself an open and inclusive city in 2001. The policy name is OXLO-Oslo Xtra Large. The declaration "Oslo-a city for all" passed by a unanimous city council states: "Oslo is a city where all citizens are of equal value. The city's citizens are its most cherished resources. We are all citizens with different ethnic, cultural and religious backgrounds, and have the same fundamental values, duties and responsibilities. (...). The municipality aims to mirror the diversity of its population, among its public servants and leaders, and in the services it provides". In the Dutch city of Tilburg the official statement of the goal of the city's intercultural policy reads as follows: "Each resident of Tilburg, regardless of his or her background, forms part of the community of the city of Tilburg, shoulders the responsibility to keep the quality of life of this city, and acts upon it. At the same time we admit and appreciate the diversity of the people of people and groups in the city, because we are all residents of Tilburg". Finally, the city council of Neukölln (Germany) was awarded by the German Federal Government the title "Place of Diversity" and with this it sends a message against right-wing extremism and for diversity and tolerance. The place name sign "Neukölln-Place of Diversity" is set up visibly on the square in front of the underground station "Britz-Sud".

Copenhagen may wish to consider acknowledging local citizens who have done an exceptional thing to encourage interculturalism in the local community. The city of Bern provides an interesting example of this, as it launched an annual integration prize in 2003 to award the individual who achieves the most in cultural integration each year.

Another similar practice has been introduced by the London borough of Lewisham. Its "Love Lewisham" award celebrates a person who has made a difference to improving green spaces, reducing waste and contributing to the care and upkeep of the local neighbourhood, resulting in notable environmental benefits.

2. Education³ policies through an intercultural lens

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

The analysis shows that Copenhagen's education policy achievement rate is higher (80%) than the city sample's rate (61%).

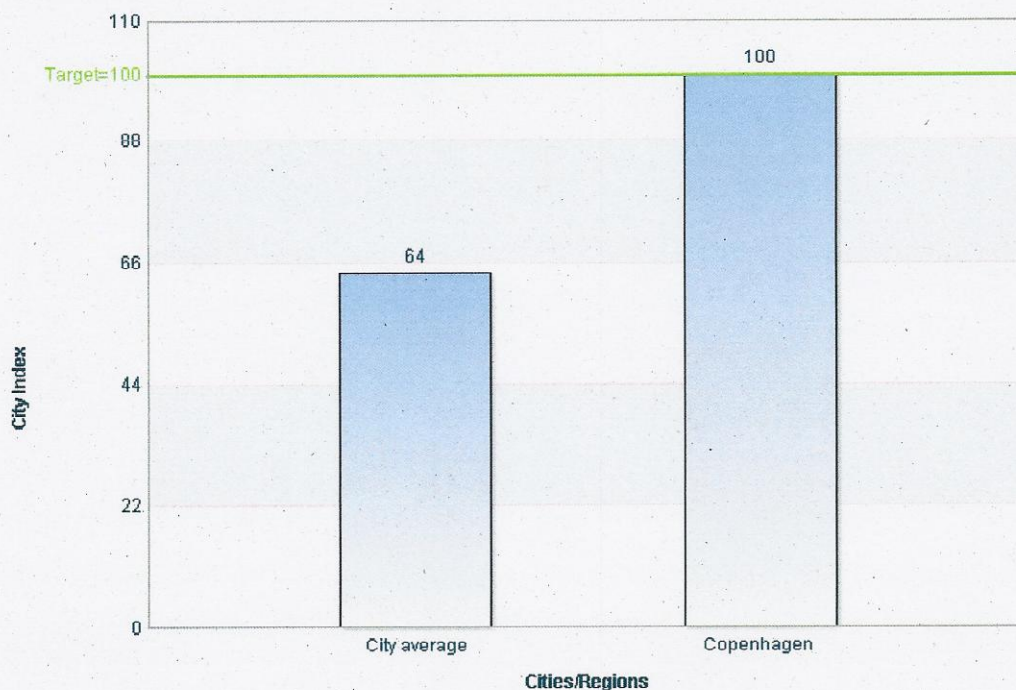
In some of the local primary schools almost all pupils do come from the same ethnic background. Copenhagen's schools involve parents from migrant/minority backgrounds in daily school life. Here, the Rådmandsgade School invites parents to an open school day twice a month. They are given a free dinner and have the

³ 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)

opportunity to talk to psychologists, nurses, teachers, as well as local associations. Since 2007, the city has put into practice an initiative to increase ethnic/cultural mixing in the city's schools. Finally, Copenhagen also promotes local schools which carry out intercultural projects.

Copenhagen might consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools. The Roma Education Centre in the city of Subotica (Serbia) may provide a source of learning and inspiration in this area. In Subotica this Centre has pressed for the training of Roma teachers and non-teaching assistants and for their employment in local schools and kindergartens.

3. Neighbourhood policies through an intercultural lens⁴



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.

Copenhagen's neighbourhood policy indicators are one of the highest (and indeed at the maximum rate, 100%) compared to the city sample's rate (64%).

⁴ 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.

In none of Copenhagen's neighbourhoods a vast majority⁵ of residents comes from the same ethnic background. Copenhagen encourages residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. The city has put into practice a policy which avoids ethnic concentration. In 2007 the city signed an agreement with the city's housing association to avoid ethnic concentrations. Finally, the city also promotes interaction within neighbourhoods.

4. Public service policies through an intercultural lens

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

The analysis shows that Copenhagen's public services policy achievement rate is higher (60%) than the city sample's rate (43%).

The city council has put into practice several intercultural public service initiatives. Non-nationals can seek employment in the local public administration. This applies to EU citizens as well as non EU citizens who have obtained a work permit. Within the framework of Copenhagen's Engage in the City Programme, Engage in the City Board as well as Engage in the Work Life Network are two practices which promote intercultural mixing in the private sector labour market. Copenhagen provides all of the services listed in the Intercultural Cities index which are tailored to the needs of the ethnic/cultural background of its citizens: it offers funeral/burial services, school meals as well as women only sections and times in sports facilities in response to culturally-based requests. The city offers special sections for Muslims in Vester Kirkegaard cemetery and a specific cemetery for the Jewish community. In addition, the Children's Commission has since 2006 put into practice the EAT initiative. It aims to promote healthy meals in the city's schools, respond to culturally based requests (when pork is served there is an alternative) as well as promoting dialogue and integrations amongst the city's pupils. Copenhagen also has allocated specific days for women to use the city's swimming pools.

Copenhagen may wish to build upon its services which are tailored to the needs of the ethnic/cultural background of its citizens. We invite the city of Copenhagen to consider an initiative launched by Tilburg (The Netherlands) in this area. All civil servants in Tilburg who have contacts with their clients in their work receive intercultural training. All of the civil servants which work in the city's social affairs department receive diversity training. This is also standard procedure for any new employee.

Another interesting example of such a practice has been jointly introduced by Neukölln's City Council Department for Social Affairs and Housing working together with the migration service of Caritas (a social welfare institution of the Catholic Church in Germany). This was introduced after a campaign for cultural-sensitive care for senior citizens. In this particular case, the staff of the service for senior citizens

⁵ For the purpose of this report, a "vast majority" refers to a situation where more than 80% of residents come from the same ethnic background.

was familiarized with culture sensitive services for senior citizens in the framework of information and sensitisation events. An important issue was to attract migrants for voluntary participation in the social committees.

The Germany city of Berlin⁶ has put into practice a similar initiative. Here, Berlin's Intercultural Opening Strategy is designed to adapt the administration to work with a diverse customer's base. Workshops are organized for all employees, with a particular focus on service managers. The process started at the Senate's Foreign office in 2004 and has since then been extended to other parts of the administration, such as job centres in areas with a high proportion of people with a migrant background.

Copenhagen has taken a number of actions to improve the representation of migrants in the city administration. However, this has not yet been applied to all levels of seniority. Improving the representation of migrants at all level of seniority is one of the objectives of Copenhagen's Inclusion policy 2011-2014. Copenhagen offers paid internships specifically targeted at people with minority backgrounds, for instance by requiring they should be able to speak a certain language. It also offers training possibilities for its interns so they can acquire permanent positions. The city council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds.

The city could consider an initiative which the Dutch city of Amsterdam. Here, a municipal workforce that reflects the composition of the city's population is a clearly formulated objective of Amsterdam's administration, both at political and senior management level. A new Diversity Programme was established for the period 2007-2010 with targets across salary scales. The Diversity Programme has enabled the administration to already make progress from 14% of staff with a migrant background in 2006 to 21.5% in 2008.

5. Business and labour market policies through an intercultural lens

Copenhagen's business and labour market policy indicators are much higher than the city sample's: 80% of these goals were achieved, while the city sample's rate for business and labour market policy is 41%.

Copenhagen has set up a business umbrella organization which promotes diversity and non discrimination in the workplace. The city has signed a charter which outlaws discrimination in employment. The city's ombudswoman ensures that none of its inhabitants or employees is discriminated against. The city encourages ethnic/cultural minorities businesses to move beyond localized economies to enter into the mainstream and higher value added sectors. Finally, Copenhagen prioritises companies which implement a diversity strategy when procuring their goods and services. This initiative was first put into practice in 2006 in order to integrate the unemployed into the city's labour market. Hard clauses in the procurement contract require the supplier to recruit a certain number of unemployed, trainees or people in "supported employment". In addition, soft clauses in the procurement contract require the supplier to weave diversity management practices into his/her human resource

⁶ This particular example comes from: Integrating cities DIVE: "Cities accommodating Diversity; Find Recommendations from the peer review project "Diversity and Equality in European Cities"

strategy. National legislation restricts Copenhagen's use of social clauses in its procurement policies. However, the city has agreed upon an action plan to increase the number of hard clauses when procuring goods and services.

We invite Copenhagen to consider encouraging "business districts/incubators" to facilitate inhabitants from different cultures to mix more easily. An interesting example of such an initiative has been put into practice by the Ukrainian city of Melitopol. Here an "Intercultural business centre" has been selected as one of the city's three flagship projects. It will be located in the former Palace of Culture and there is already high demand from its prospective tenants.

6. Cultural and civil life policies through an intercultural lens

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

Copenhagen's cultural and civil life policy goal achievement rate almost equivalent (75%) to the city sample's rate (77%).

Copenhagen has implemented the following policies in cultural and civil life. It does use interculturalism as a criterion when allocating grants to associations. 5% of all its grants go to associations and initiatives based on the interculturalism criterion. Finally, Copenhagen organises public debates and campaigns around the topics of diversity and living together.

Copenhagen's cultural and civil life policies may also benefit from organising more frequently events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix. The Italian city of Reggio Emilia may be a source of inspiration in this area. Here, the Mondinpiazza festival is an intercultural weekend that unfolds in the city streets. It is organized in collaboration with associations of foreigners, municipal services and foreign and local artists. Theatre, cinema, performances, music tales, folkdances, foreign craftwork, booths for foreign communities and ethnic food are all part of the activities during the weekend. These are preceded by several public debates and conventions held the days prior to the weekend. Reggio Emilia also organizes an annual five-a-side football tournament called "Due Calci al razzismo"- two kicks against racism. It was first launched in 2006 in collaboration with sports associations. Participants include representatives from the various minority communities, the police force, Italian and or foreign women, disabled individuals, local administrators as well as youth from secondary schools.

Copenhagen could also consider a similar initiative put into practice by the French city of Lyon. Here, a parade takes place every two years and show-cases one core discipline, dance, together with complementary disciplines of music and street arts. Over 30,000 spectators are present at this vast urban ritual staged in the city centre where the city's main authorities (political, economic, religious, and institutional) are concentrated. The cultural project is structured around the unity of time, place and subject: the event's organizers want to preserve this unifying approach to the arts,

which attracts amateurs of all sexes, all ages and very different social origins onto unfamiliar territory.

We invite Copenhagen to consider building upon its cultural and civil life practices, for example by further promoting cultural organizations which deal with diversity and intercultural relations in their productions. In this area it could consider an initiative put into practice by the Portuguese city of Amadora. Here, a production called "A Porta Cigana" is jointly promoted by the Municipality of Amadora and the association Acidi 13. It aims at educating citizens about the city's various minority groups cultures, as well as promoting a more positive image of Roma communities.

7. Public space policies through an intercultural lens

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

The rate of achievement of Copenhagen's public space policy goals is considerably higher than the sample city's: 86% of these goals were achieved, while the sample city rate for public space policy is 65%.

According to the answer given in the survey, there are no areas in the city which have a reputation of being "dangerous". According to the results of the city's safety index - an annual survey which the city conducts amongst its inhabitants - some areas in the city are perceived as being "unsafe". None of the areas in the city are dominated by one ethnic group and make other inhabitants feel unwelcome.

Copenhagen has implemented several public spaces policy instruments. The local government promotes intercultural mixing in public libraries, museums, squares and playgrounds. For instance, the city's libraries host various events for minority groups including reading, discussions on foreign literature, poetry competitions and movie screenings. These events take place in various minority languages including Turkish, Persian and Urdu.

Furthermore, when reconstructing an area, Copenhagen's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants.

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

Copenhagen may wish to promote intercultural mixing in the city's markets. An interesting example of such an initiative has been jointly put into practice by the Vienna Chamber of Commerce and the city council. Ottakring is a neighbourhood on

the outskirts of Vienna, with more than 50 nationalities including Pakistanis, Turks, Maghrebians, and Egyptians, who make up 36% of the total population of 8,000. During the late 90's the once popular historic market of Brunnengasse faced a chronic decrease in visitors. Most of the bordering ground floor premises also became vacant and were used for storage or occupied by industries with no relation to the market, such as betting shops. In response, the Vienna Chamber of Commerce and city council decided to allocate all empty shops to artists rent free. Dozens of artists blended into the life of the neighbourhood and ran numerous projects in association with local shopkeepers and residents, ranging from providing services (sign painting etc) to innovative and unusual projects.

8. Mediation and conflict resolution policies

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

The analysis shows that Copenhagen's mediation and conflict resolution policy achievement rate is lower (62%) than the city sample's rate (67%).

Copenhagen has set up a mediation service with intercultural competence which is run by an autonomous organization. It is the city's Ethnic Consultancy Team which provides mediation services for minority youths specifically. The issues this service deal with relate to conflicts between generation, threats of forced marriages, crime related to honour issues, social and restriction of freedom. The city provides mediation services in places such as hospitals, as well as in neighbourhoods and on the streets.

We invite Copenhagen to build upon its existing mediation and conflict resolution initiatives for instance by setting up an organization which deals specifically with inter-religious relations.

9. Language⁷

Copenhagen's language policy achievement rate is lower (46%) than the city sample's rate (52%).

Copenhagen encourages projects which give a positive image to minority/migrant languages. The city's libraries host various events for minority groups including reading, discussions on foreign literature, poetry competitions and movie screenings. These events take place in various minority languages and aim at promoting harmonious intercultural relations. The city provides specific language training in the official languages for hard-to-reach groups⁸. The city also offers Danish as a second language as part of the regular curriculum at local schools. According to the answers provided in the survey, the city does not usually provide financial support to local

⁷ 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)

⁸ The term makes specific reference to non-working mothers, the unemployed, as well as retired people

media structures. However, in 2007, Copenhagen supported Qauran Media, a local organization which produces documentaries in minority languages.

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

The Swiss canton of Neuchâtel has put into practice a similar initiative. Here, volunteers in the Neuchâtel intercultural library are convinced that the provision of books in a range of languages-both to individual users and through schools-helps migrant children learn French. Parents read to their children in their native language and this affirms their role and authority as educators (which is threatened by an insufficient command of the host language). This in turn reinforces the children's interest in reading and learning altogether and encourages the acquisition of the native language.

Another useful example comes from the London borough of Lewisham. Here supplementary schools supported by the borough provide mother tongue language and cultural schooling. There are also national events such as Black History month and Refugee Week that also include language promotion.

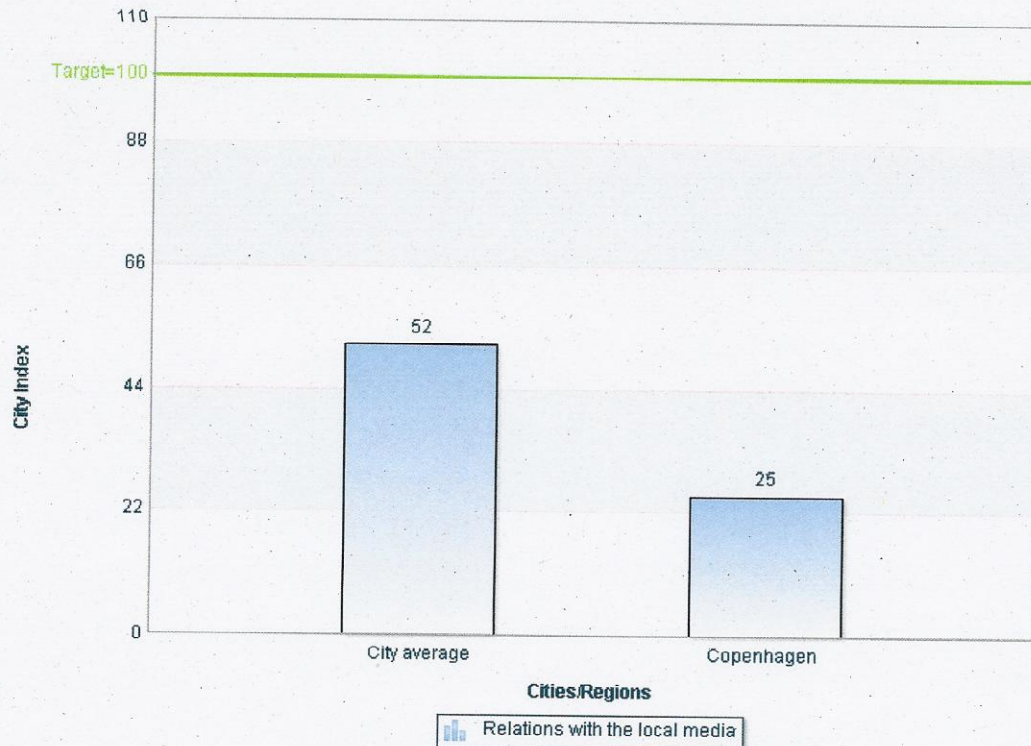
Copenhagen may wish to support private/civil sector institutions which offer language training in migrant/minority languages. Zurich may provide a source of learning and inspiration in this respect. In Zurich additional curriculum courses, called HSK Courses, are offered by embassies, consulates as well as private organisations. These courses cover a range of topics including languages, history, geography, as well as minority cultures.

A similar initiative has been launched by the Ukrainian city of Melitopol. Here, the city supports cultural associations of ethnic communities which provide, inter alia, language courses open to everyone- including people of other ethnic and linguistic backgrounds- and many such people attend the courses.

10. Media policies

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

25% of Copenhagen's media policy goals were achieved while the city sample's attainment rate for these goals is 52%.



Copenhagen promotes a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns. In this area, the city has carried out a three year campaign (We Copenhagensers) among others with the aim of acknowledging and celebrating diversity. A part of this campaign has been directed towards the media and there has been substantial press coverage. In addition, a specific media strategy is created for each specific event celebrating diversity (e.g. International Day, Blender and Eis). Finally, prominent spokespersons from Jewish and Muslim communities as well as the city's mayor speak out against hate crimes and promoted peaceful inter religious relations. These events are well covered in the national and local press.

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

The city may wish to further explore possible media policies, for instance by monitoring the way in which minorities are portrayed in the local media. The Spanish city of Barcelona may provide a useful example in this respect. Barcelona has launched a website, in collaboration with 60 city organizations, to combat clichés and stereotypes about cultural diversity. False stereotypes and rumours-such as immigrants abusing public spaces or not paying taxes-are just some of the perceptions the city council wishes to eliminate through its programme to fight cultural diversity stereotypes. The programme, which comes under the Barcelona Intercultural Plan, envisages creating an antirumours website along with a first of its kind Anti-Rumors Manual featuring useful data and information to debunk these ideas. The website will

publicize awareness-raising material, organize participatory activities for people to reflect on the concepts of rumours and stereotypes and analyse how the media treat cultural diversity.

Copenhagen may wish to build upon its media initiatives, for instance by instructing its information services to promote harmonious intercultural relations. This is not standard practice in Copenhagen. However, Copenhagen has put into practice a pilot project "Equality in Communication". Its aims are to ensure that the city's communications reach all of its inhabitants on an equal footing. The best practices from this pilot programme will be rolled out in the city's communication policies.

11. 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.

Copenhagen's international outlook policy indicators are lower (67%) than the city sample's (78%).

Copenhagen has put into practice several policies to encourage international cooperation. The city's Economic Council has approved a policy to encourage international cooperation. In addition, some of the other city's commissions, including the Employment and Integration commission, have put into practice separate action plans to promote international cooperation. The city also welcomes international cooperation through membership of international networks and projects (e.g. Intercultural Cities, CLIP, Eurocities, and the Open Society Study on Muslims in Europe). A specific financial provision has been introduced to achieve this. The budget for developing Copenhagen's international cooperation is included in the resources of the city's commissions. The city also provides additional funds to support specific projects or interventions on an ad-hoc basis. The city has set up an agency to monitor and develop Copenhagen's openness to international connections. For instance the city cooperates with two regional institutions, Wonderful Copenhagen and Copenhagen Capacity, in order to develop the city's international cooperation and attract foreign investments. It is also a very active member of international networks in the areas of climate change and integration in order to promote international cooperation and growth. Copenhagen also ensures that foreign student populations take an active part in the city life. For instance, the city's website comprises practical information, including on cultural events, to encourage newcomers including 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.

According to the answers provided in the survey, Copenhagen does not help local universities to attract foreign students. However, the city has supported a study to determine which conditions need to be met in order to build a campus for international students. Copenhagen has not come to a final decision on building the campus.

Copenhagen may wish to further explore possible international outlook policies, for instance by ensuring that the city develops projects and policies for economic relations with its migrant population's countries of origin. An initiative in this area is to be found in the London borough of Lewisham. Even though Lewisham has not introduced policies or projects as such, it does provide specific business advice and links to the UK Chamber of Commerce are established to encourage co-development with Lewisham's migrant groups' countries of origin. Copenhagen may like to use this as an interesting example of good practice.

12. Intelligence competence policies

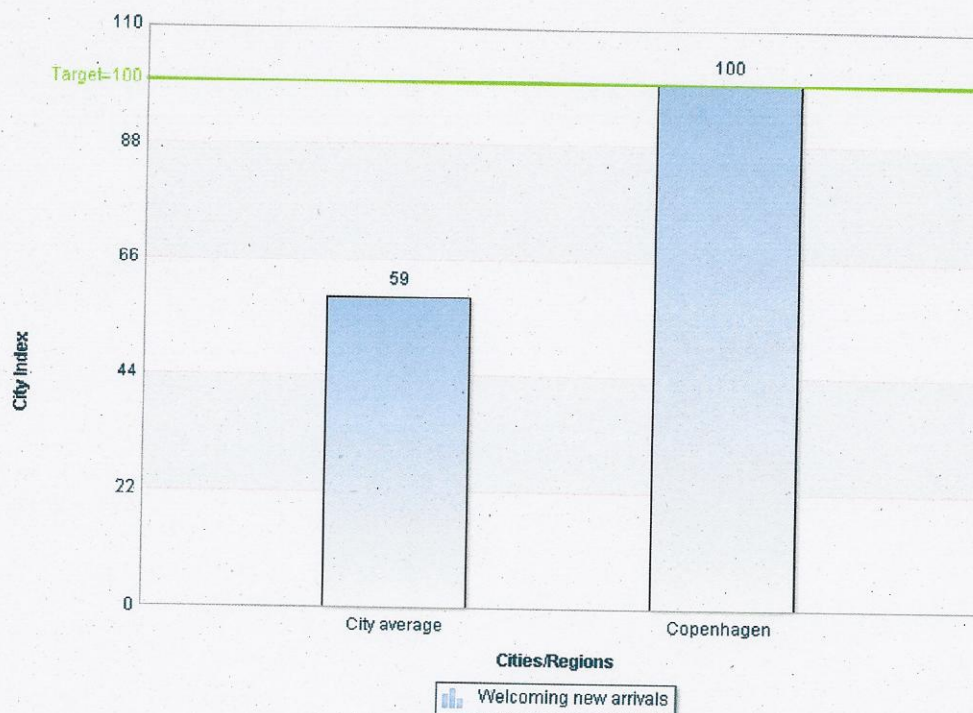
A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one mode of behaviour on all situations.

The attainment rate of Copenhagen's intelligence competence policy goals is much lower than the city sample's: 44% of these goals were achieved, while the city sample rate for intelligence competence policy is 74%.

Copenhagen conducts surveys to find out how inhabitants perceive inclusion and discrimination. However it is beyond the remit of the survey to find out how inhabitants perceive migrant/minority groups. The University of Copenhagen has conducted similar surveys but the results are not made available to the city council. The city also promotes the intercultural competences of its officials and staff through training courses. In 2009, the city offered a two day training course on equal opportunities and cultural diversity for a select number of its staff. The city will build upon this practice by offering a general training course to all its employees as part an orientation course for new employees. Finally, Copenhagen regularly seeks and mainstreams information available from other sources regarding diversity and intercultural relations to inform the city when formulating new initiatives. The city's Commission produces on an annual basis a status report which includes information on the progress made towards policy targets and the challenges encountered. This report is then mainstreamed to inform future policies and priorities.

The following examples put into practice by other cities may be useful. In Reggio Emilia (Italy), a partnership with the local university ensures monitoring of integration and well being of migrants, the public opinion and the effects of the city policies. Tilburg (the Netherlands) has put into practice a similar institutive. Here, 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 over time. The city's Research and Information Department also presents monitor studies, like the poverty monitor, the integration monitor etc. On the basis of this, the policy of Tilburg can be maintained, adapted or completely changed. Melitopol (Ukraine) also conducts perceptions surveys. An annual international and scientific conference "Political culture, dialogue and cohesion" is held by the Melitopol pedagogic university.

13. Welcoming policies



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

The attainment rate of Copenhagen's welcoming policy goals is considerably higher than the city sample's: 100% of these goals were achieved, while the city sample rate is 59%.

Copenhagen has implemented various welcoming policy instruments. For instance, the city has set up a designated agency to welcome newcomers. Copenhagen has published a comprehensive package of information to aid newly arrived foreign residents. The city's services and agencies provide support tailored specifically for students, family members, refugees and migrant workers. Foreign students are invited to participate in a welcome reception at the City Hall with other expats. Here they can meet city officials, local associations and hear about cultural offers of the city. The Lord Mayor of Culture and Leisure officially welcomes participants to Copenhagen at the reception.

14. Governance policies

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

28% of Copenhagen's governance policy goals were achieved, while the city sample's attainment rate for these goals is 30%.

In Copenhagen, newcomers from the European Union are eligible to vote in local election “immediately after registering as residents”. Non-EU citizens are eligible to vote in local elections after three years of regular residence.

Copenhagen may wish to further explore possible governance policies by developing actions to improve the representation of migrants in the city administration. An interesting example of such an initiative has been introduced by the UK-based operation Black Vote which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians, so they better understand what the job involves and it encourages them to engage in politics.

Copenhagen may also wish to further explore possible governance policies by setting up an independent political body to represent all its ethnic minorities. An interesting example in this area has been put into practice by Leicester (United Kingdom). Here, the Multicultural Advisory Group is a forum that coordinates community relations, with members representing the council, police, schools, community and faith groups and the media.

Finally, the city could consider establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

15. Conclusions

In the majority of intercultural strategy areas, Copenhagen does much better than most other cities in the sample. Its leading practices can provide useful insights and examples to other cities in the field of: commitment, education, neighbourhood, public services, business and labour market, cultural and civil life, public spaces, mediation and conflict resolution, international outlook, welcoming, and governance practices.

16. Recommendations

Copenhagen needs to make progress in relation to its intelligence competence, governance, language and media practices. The city may wish to look into some of the 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 database⁹.

⁹ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp