



Copenhagen: Results of the Intercultural Cities Index

Date: 1 March 2012

A comparison between 44 cities¹

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 44 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Arezzo (*Italy*), Barcelona (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*) Fuenlabrada (Madrid region, Spain), Geneva (*Switzerland*), Genoa (*Italy*), Izhevsk (*Udmart Republic, Russia*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neuköln (*Berlin, Germany*), Offenburg (*Germany*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia I & II (*Italy*), Rijeka (*Croatia*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone³ (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 24 have over 200,000 inhabitants and 22 have over 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for the Danish city of Copenhagen in 2012, as compared to 2011, and provides related intercultural policy conclusions and recommendations.

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

² The Spanish city of Donostia-San Sebastian is hereinafter referred to as San Sebastian.

³ The Italian city of Unione dei Comuni-Savignano sul Rubicone is hereinafter referred to as Rubicone.

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 69 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; and public spaces are grouped in a composite indicator called "urban policies through the intercultural lens" or simply "intercultural lens".

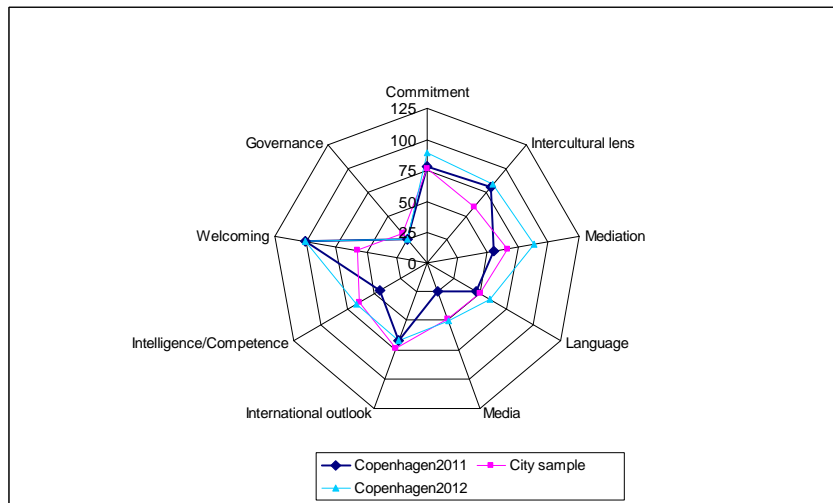
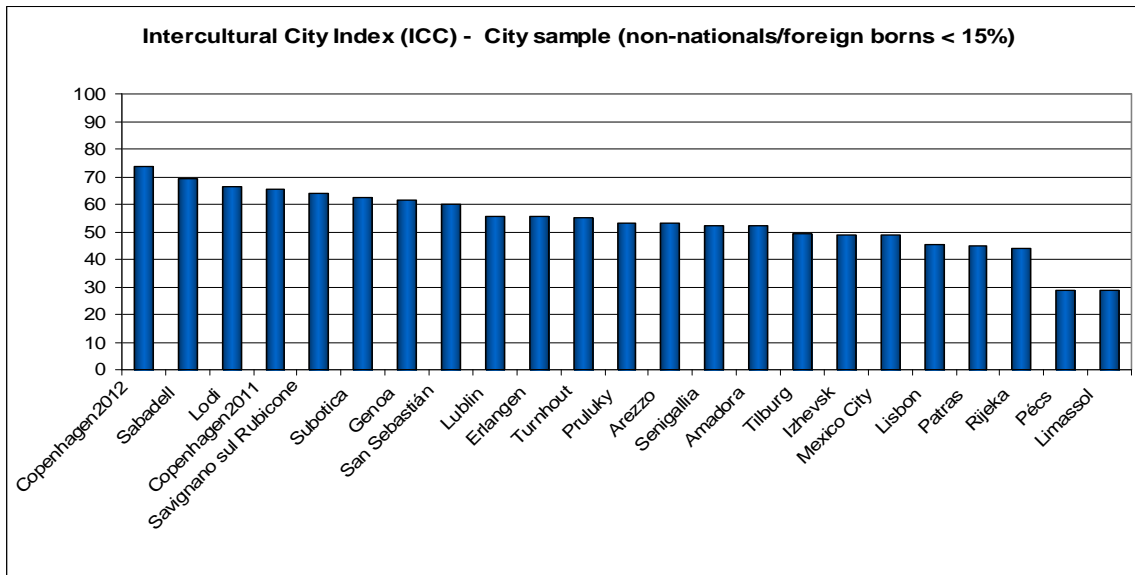
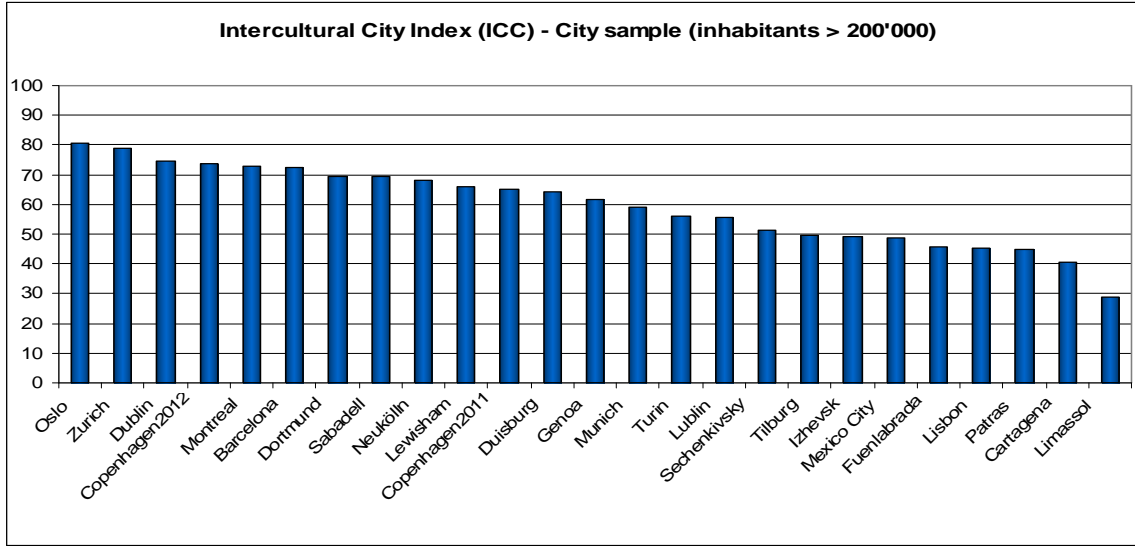
The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach in urban policies and intended only as a tool for benchmarking, to motivate cities to learn from good practice.

Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (above or below 200,000 inhabitants) and the percentage of foreign-born residents (higher or lower than 15 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation and filtering of the results..

Copenhagen first underwent the index evaluation in November 2011 when it was ranked 8th among the 34 cities in the sample, with an aggregate intercultural city index of 65 %.

According to the overall index results collected in February 2012, Copenhagen is now positioned 6th among the 44 cities in the sample, with an aggregate intercultural city index of 74 %. It was ranked 4th among the 24 cities with over 200,000 inhabitants and 1st among the 22 cities with less than 15 per cent foreign-born residents.

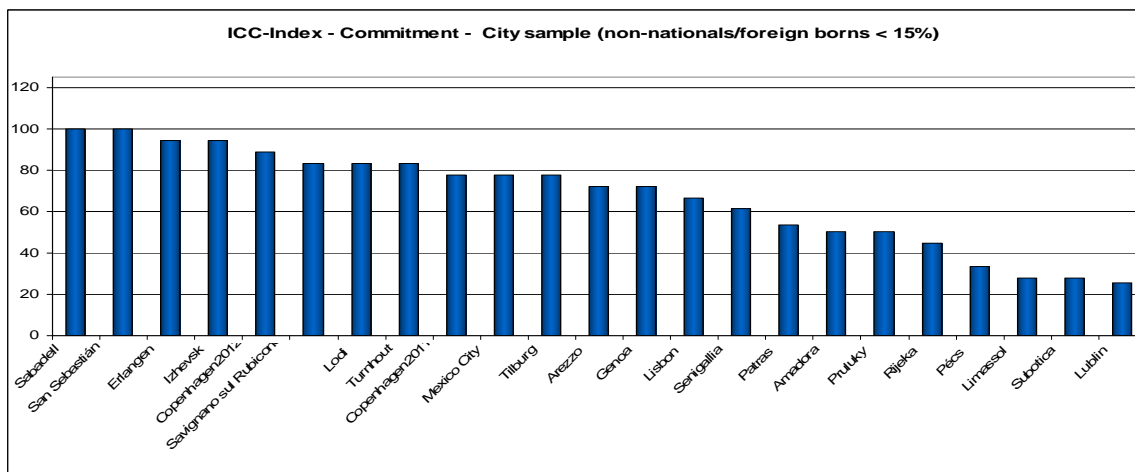
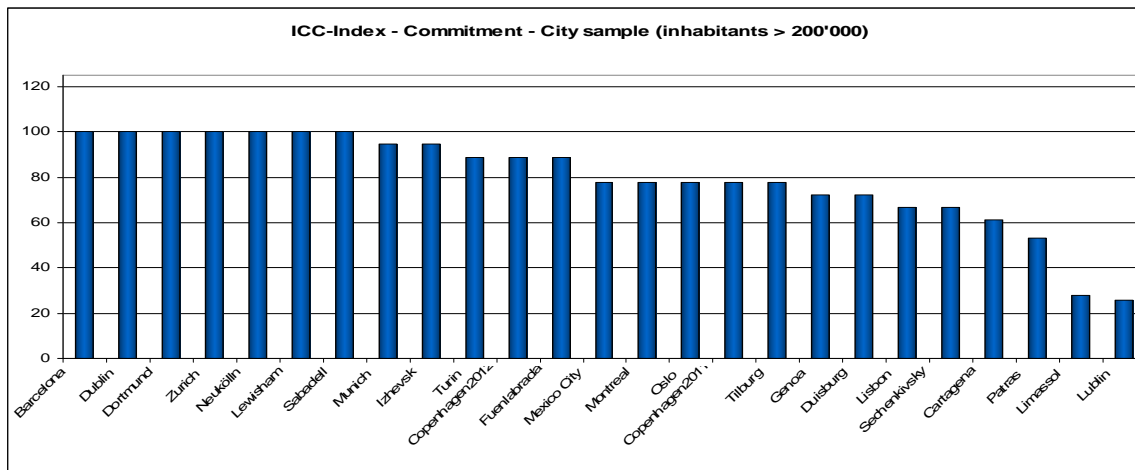
It thus appears that positive developments have been made by the city authorities in a number of policy areas detailed below.



Copenhagen: An overview

Copenhagen is the capital city of Denmark with a population of 548.443 inhabitants. The most important ethnic group – people of Danish origin - makes up 77.7% of the city’s inhabitants. In October 2011 non-nationals accounted for 14.12% of Copenhagen’s total inhabitants, which represents a rise of 1% compared to the data of January 2011. The largest minority groups originate from Pakistan and Turkey and represent respectively 1.63% and 1.45% of the city’s population. Foreign-born nationals and second-generation migrants make up respectively 4.56 % and 5.47% of the city’s population⁴. The latest GDP/per capita figures for Copenhagen are of € 62,833⁵.

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.

⁴ Data provided in October 2011 by Statistics Denmark, StatBank Denmark.

⁵ Reference year 2009, idem.

The rate of achievement of Copenhagen's commitment policy goals is 89%, which is higher than the aggregate city sample's rate⁶ of 44 cities in this policy area (77%) and Copenhagen's achievement rate in 2011 (78%). With this result, Copenhagen has been positioned 11th among the 24 cities with population of over 200,000 inhabitants and 5th among the 22 cities with foreign-born population of less than 15%.

The results of the first ICC Index assessment in 2011 showed that Copenhagen had adopted a number of initiatives demonstrating its commitment to the intercultural approach. Thus, the city government had designed an intercultural strategy and developed an action plan to put it in practice. It had allocated a budget for the implementation of its intercultural strategy and action plan. The City Council had an evaluation process for its intercultural strategy and had launched an [official webpage for diversity and interculturality](#)⁷. Copenhagen had established dedicated cross-departmental co-ordination structure responsible for its intercultural strategy and action plan at both administrative and senior management levels. At the administrative level, the city's **Commission for Integration and Employment, Economic Commission** and the **Office for Integration Services** were responsible for policy formulation and implementation. At the managerial level, the so-called **K-Forum** had been set up and included representatives of the Commissions and the Office.

Following the recommendations of the first Index assessment, Copenhagen formally adopted a public statement as an intercultural city by launching its **Diversity Charter** in May 2011. Nowadays the city's official speeches and communications make clear reference to its intercultural commitment.

We further invite Copenhagen to consider building up upon the city's existing commitment policy by acknowledging local citizens who have made an exceptional contribution to encourage interculturalism in the local community. In this sense the city could extend its acknowledgement of voluntary and community work to a larger scope of intercultural activities. The city of Bern (Switzerland) 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 (the UK). 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.

Furthermore, Copenhagen's intercultural strategy would benefit from making the city's [official webpage for diversity and interculturality](#) available in other languages, such as English but also Turkish and Urdu, so as to reach out to newly-arrived migrants and foreign citizens who do not master Danish. On this point, we draw the authorities' attention to the website of the [Geneva Cantonal Office for Integration of Foreigners](#)⁸, available in English and French, which serves as a resource centre for migrant communities. In 2008-2009 the number of those who visited the website increased by 100%. An interactive map displays 140 local addresses comprising, amongst others, local administrations, social services, associations serving migrant

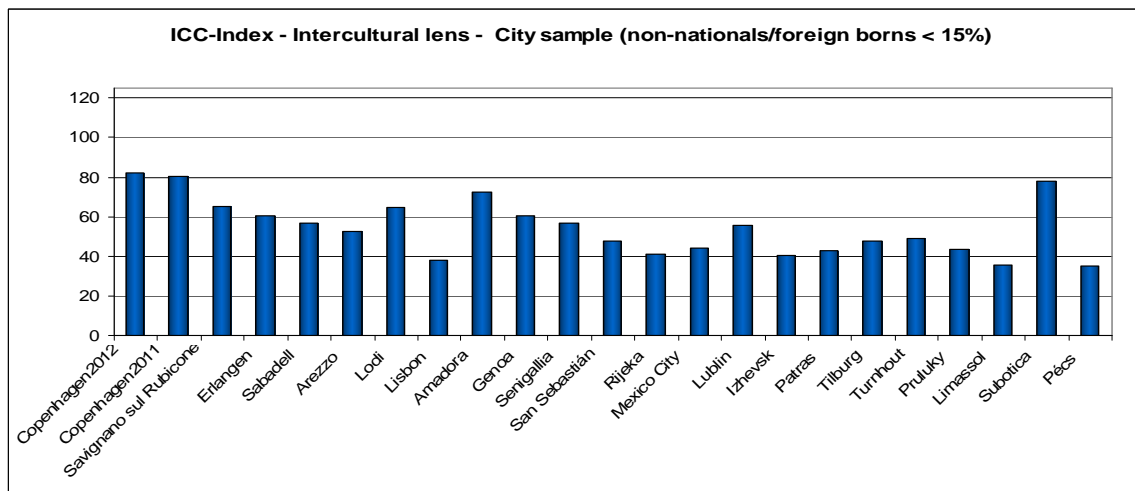
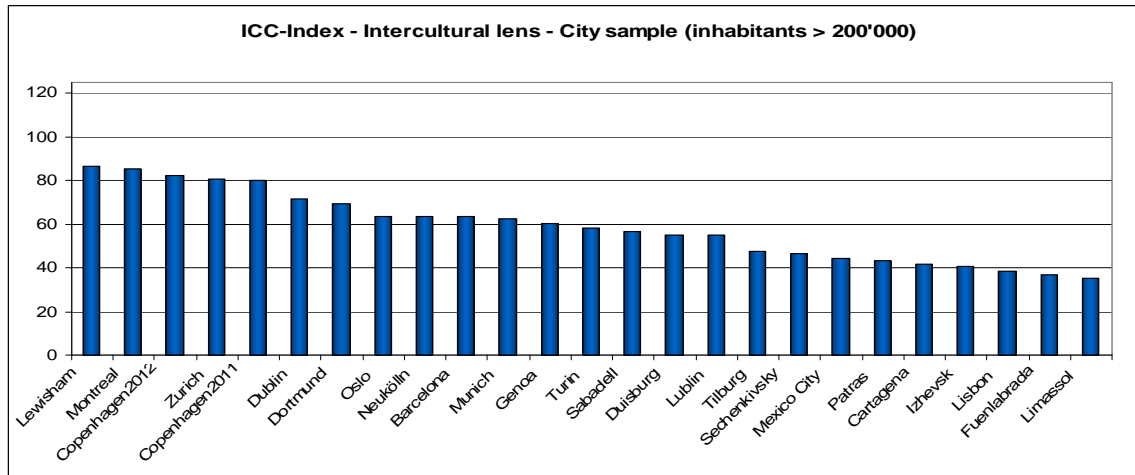
⁶ The term "city sample" refers to the weighted average of the 43 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

⁷ <http://www.blanddigibyen.dk/>

⁸ <http://www.internationalcooperationgeneva.ch/fr/node/3169>

and female inhabitants, health services and leisure providers. These addresses may be useful for newly arrived migrants, foreign citizens, as well as for people who have lived in the community for a longer period of time.

2. Education⁹ 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 in 2012 as in 2011 Copenhagen's education policy achievement rate (80%) is higher than the city sample's rate (66%). Copenhagen is thus rated 3rd among the 24 cities with population of over 200,000 inhabitants and 5th among the 22 cities with migrant population of less than 15%.

⁹ The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

In the overall Intercultural Lens Index, Copenhagen assumes a position in the first tertile: its attainment rate (82%) is the fourth highest among the 44 cities compared. Copenhagen's attainment rate in 2012 is over one fourth greater than the city sample's (60%) and two points higher than the city's rate in 2011 (80%).

As in 2011, in some of the local primary schools almost all pupils do come from the same ethnic background. Most 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 free dinner and have an 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.

Yet again, Copenhagen is advised to 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. In this respect the City Council might consider adapting its policies, inspiring by the example of the Serbian city of Subotica, where the **Roma Education Centre** pushed for the training of Roma teachers and non-teaching assistants and their employment in local schools and kindergartens.

3. Neighbourhood policies through an intercultural lens¹⁰

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 indicator attains the maximum rate of 100% and is significantly higher compared to the city sample's rate of 61%. It is positive that the city's high achievement rate has remained unchanged since the first Index assessment in 2011. Copenhagen thus assumes the lead both among the 24 cities with population of over 200,000 inhabitants and among the 22 cities with migrant population of less than 15%.

In none of Copenhagen's neighbourhoods a vast majority¹¹ of residents comes from the same ethnic background. There is no neighborhood where people from minority ethnic groups are in the majority. Copenhagen encourages interaction between diverse neighbourhoods and has put in place policies to ensure this (***Metropolis for People, Engage in the City*** and ***Policy for Exposed Urban Areas***). An agreement between the City and relevant housing organisations exists since 2007. It is evaluated and renewed regularly. The agreement is not based on ethnicity as such, but aims to prevent the concentration of large-scale social problems and residents

¹⁰ By "neighbourhood" we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities, districts (boroughs) have several neighbourhoods. The statistical definition of "neighbourhood" varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on average.

¹¹ 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.

outside the labour market, among which ethnic minorities are overrepresented. The city has put into practice a policy to prevent ethnic concentration. In 2007 the city signed an agreement with the city's housing associations to this end.

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 (60%) both in 2011 and 2012 is almost 50 per cent higher than the city sample's rate (43%). Copenhagen has been positioned 6th among the 24 cities with population of over 200,000 inhabitants and 1st among the 22 cities with foreign-born population of less than 15%.

As it follows from the assessment made in 2011, the City Council put into practice several intercultural public service initiatives. Non-nationals can seek employment in the local public administration. This applies both to EU and non-EU citizens with a work permit. Two initiatives within Copenhagen's ***Engage in the City Programme*** (***Engage in the City Board*** and ***Engage in the Work Life Network***) promote intercultural mixing in the private sector labour market. Copenhagen provides all of the services listed in the ICC 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. Furthermore, in 2006 the Children's Commission put into practice the ***EAT*** initiative. It aims to promote healthy meals in the city's schools, responding to culturally-based requests (when pork is served there is an alternative), and to contribute to dialogue and integration amongst the city's pupils. Copenhagen also has allocated specific days for women to use the city's swimming pools.

It is remarkable that since the first Index assessment, Copenhagen has enhanced its public services tailored to the ethnic/cultural background of its citizens. Some public nurseries offer special food without pork. Furthermore, the **Commission for Culture and Leisure** has been supporting organisations which, through the **Network for Girls and Women Swimming**, provide swimming facilities for women only in a number of city areas. Some 10 volunteer associations organise activities for girls/women alone, such as swimming, dance or gymnastics, on a weekly basis. The **Department for Culture and Leisure** provides free sports facilities, funding and advice for these associations.

We invite Copenhagen to further build upon the existing public service initiatives by ensuring that the ethnic background of its public employees mirrors that of the city's inhabitants and laying down a specific recruitment strategy to this end.

It is noteworthy that Copenhagen has already 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, which is one of the objectives of Copenhagen's ***Inclusion Policy 2011-2014***. Thus, the city administration offers paid internships specifically targeted at people with minority backgrounds, for instance by requiring that 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.

With respect to the above, Copenhagen's attention is drawn to the Dutch city of Amsterdam. Here, the **Diversity** programme (2007-2010) with targets across salary scales enabled the city administration to hire 21.5% staff with a migrant background in 2008 against 14% in 2006. In addition, Amsterdam's administration set out the objective to reflect the composition of the city among its employees, both at the political and the senior management level.

In the same spirit, Copenhagen may also wish to foster intercultural training among its public-service employees across all seniority levels. We invite the city to consider interesting practices implemented in the Dutch city of Tilburg and the German cities of Neukölln and Berlin.

In Tilburg, all civil servants who have direct contacts with their clients receive intercultural training and those who work in the city's social affairs department receive diversity training. This is also standard procedure for any new employee. Likewise, after a public campaign promoting culturally sensitive care in Neukölln, the **City Council for Social Affairs and Housing** launched cooperation with the migration service of **Caritas** (a social welfare institution of the Catholic Church in Germany). Within this framework the Caritas staff working with senior citizens from different cultural backgrounds was familiarised with culture-sensitive services through workshops and information sessions. In Berlin, the **Intercultural Opening Strategy**¹² was 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 been extended to other parts of the administration, such as job centres in areas with a high proportion of residents from migrant backgrounds.

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 both in 2011 and 2012, while the city sample's rate for business and labour market policy is 45%. Copenhagen is positioned 5th among the 24 cities with population of over 200,000 inhabitants and 1st among the 22 cities with foreign-born population of less than 15%.

Already in 2011 Copenhagen reported that there was a business umbrella organisation, the **Foreningen Nydansker**, promoting diversity and non discrimination in the workplace. The city had signed a charter to outlaw discrimination in employment. The city's ombudsman ensured that none of the city's inhabitants or employees was discriminated against as part of his '**discrimination supervision**' policy. The city encouraged ethnic/cultural minorities businesses to move beyond localised economies and enter the mainstream and higher value-added sectors.

12 Example from the Integrating cities DIVE: "Cities accommodating Diversity; Find Recommendations from the peer review project "Diversity and Equality in European Cities".

On this latter point, an interesting practice was implemented in Copenhagen after the first assessment. The city's **Business Center** now offers courses on entrepreneurship and business development to people from non-Danish background. These courses mainly focus on starting up a business in Denmark and using cultural/international competencies to launch a business with a global mindset, such as exports, services for Danish and transnational companies, etc.

Beyond that, since 2006 Copenhagen has prioritised companies implementing a diversity strategy in their procurement of goods and services, namely by including hard or soft clauses in the procurement contracts. Hard clauses require that the supplier recruit a certain number of unemployed, trainees or people in "supported employment". Soft clauses require that the supplier weave diversity management practices into his/her human resources. By the end of 2009, 420 contracts with social, majorly soft clauses were signed. In September 2010 it was decided to use hard social clauses, in particular, with regard to trainee employment. By December 2011, 15 contracts with hard social clauses were signed with 55 full-time trainee positions. An increased use of hard social clauses is hoped to be achieved in the coming years.

Moreover, Copenhagen has made steps towards encouraging 'business districts/incubators' by cooperating with the **Kopenhagen Fur**, a leading international fur trade firm based in the city. This cooperation aims to create an incubator environment for fashion designers with a view to attracting Chinese fashion makers and helping them into the Danish labour market.

We invite Copenhagen to consider further encouraging "business districts/incubators" to facilitate the mix of different cultures. Interesting initiatives have been put into practice in other European cities. Thus, Campi Bisenzio (Italy) created shopping centres and industrial zones providing a number of activities and services that promote the fusion of different cultures. Another Italian city, Lodi, installed incubators around the **Parco Tecnologico Padano** (Technology Park), relevant for the city's biotechnology and the food industry. Likewise, Melitopol (Ukraine) foresees to build an **Intercultural Business Centre** in the former Palace of Culture, and there is a high demand from its prospect 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.

The rate of achievement of Copenhagen's cultural and civil life policy in 2012 (85%) slightly overweighs the city sample's rate (80%). The current city's achievement rate is 10 per cent higher than in 2011. As of now, Copenhagen is positioned 13th among the 24 cities with population of over 200,000 inhabitants and 9th among the 22 cities with foreign-born population of less than 15%.

Already in 2011 Copenhagen reported that it had implemented a number of policies in cultural and civil life, such as using interculturalism as a criterion when allocating grants to associations or regularly organising public debates and campaigns around the topics of diversity and living together.

In 2012, in line with our recommendations, Copenhagen enhanced its cultural and civil life policy by regularly organising events that contribute to intercultural exchange in the fields of arts, culture and sports, and encouraging cultural organisations to deal with diversity and intercultural relations in their productions.

The number of grants allocated on the criterion of interculturalism is still 5-10 %¹³.

We invite Copenhagen to continue to build upon the city's existing cultural and civil life policies, namely, by further increasing the ratio of interculturalism-based grants. The city may wish to consider the following examples. In Rubicone (Italy) and Barcelona (Spain), 15% of yearly allocated grants are interculturalism-based, where as in Geneva (Switzerland) such grants amount to 60%. In 2008 the municipality of Lublin (Poland) funded 20 out of 150 projects run by minority associations. Many other projects financed by the municipality reflect interculturalism. What is more, in 2011 alone the Office for New Citizenship in Sabadell (Spain) allocated all available funds, i.e. € 272,500, basing on the criterion of interculturalism. In the same spirit, the London borough of Lewisham supports exclusively intercultural projects.

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: 90% of these goals were achieved (compared with 86% in 2011), while the sample city rate for public space policy is 66%. Thus, in this policy area Copenhagen has been positioned 2nd both among the 22 cities with foreign-born population of less than 15% and among the 24 cities with population of over 200,000 inhabitants, along with Montreal, Dublin, Dortmund and the London borough of Lewisham.

According to the answer given in the survey, there are no areas in the city which have a reputation of being "dangerous". However, according to the city's Safety Index, an annual survey amongst Copenhagen's residents, some city areas are perceived as being "unsafe". Yet, despite negative press coverage of such areas as Tingbjerg and Nørrebro, none of the city areas is dominated by one ethnic group and makes other inhabitants feel unwelcome.

The results of the 2011 Index assessment show that Copenhagen has implemented several public spaces policy instruments. For instance, 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, for example through **Områdefornyelsesprojekter** (the Integrated Urban Recognition Project). In addition, in the design and management of some new public buildings and spaces,

¹³ The rate is very difficult to estimate – both to separate grants based on the intercultural criterion and to find the total budget for grants for the city. Our best bid is therefore 5-10 %. We have only included projects where interculturalism is a decisive criterion. If we should include all grants given to minority organisations or grants given to projects that reflect interculturalism the rate would be higher.

the City Council takes into account ethnic and cultural backgrounds of citizens. Thus, the **Superkilen Square** in Nørrebro amassed inventory from all over the world and the **Valby Park** brought together a set of thematic gardens, one of which dedicated to the Middle East.

Moreover, Copenhagen's government promotes intercultural mixing in public libraries, museums, squares and playgrounds. For instance, some of the city's libraries host events that include reading, discussions on foreign literature, poetry competitions and movie screenings. These events may take place in various minority languages including Turkish, Persian and are in principle open to all citizens regardless of their origin and ethnicity.

On this point, some new initiatives were organised by the city in 2012, such as **Expat Dinners** at local libraries where local foreigners can meet local Danes over a meal. Likewise, the city has taken action to encourage intercultural mixing in sport clubs and vacation camps.

Yet, the city authorities may further explore possible public space policies by taking into account ethnic/cultural backgrounds of citizens more frequently when designing and managing new buildings and spaces.

On this account, the Dutch city of Tilburg conducted a number of interesting initiatives, including the provision of premises to encourage intercultural encounters. Thus, Tilburg's **House of the World** is a unique experimental platform for people from diverse backgrounds willing to do their best for a tolerant world. It hosts debates, educational activities, exhibitions, movies, etc. Refugees service its restaurant. Another example is Tilburg's **Round Table House**, an interreligious centre in Tilburg-North where people from different religions can organise meetings. In addition, following the advice of artist Karin Bruers, 1,000 'art' benches, also known as 'social sofas' were placed in Tilburg. These benches encourage residents to sit down and talk to each other. People in a neighbourhood can apply for a social sofa.

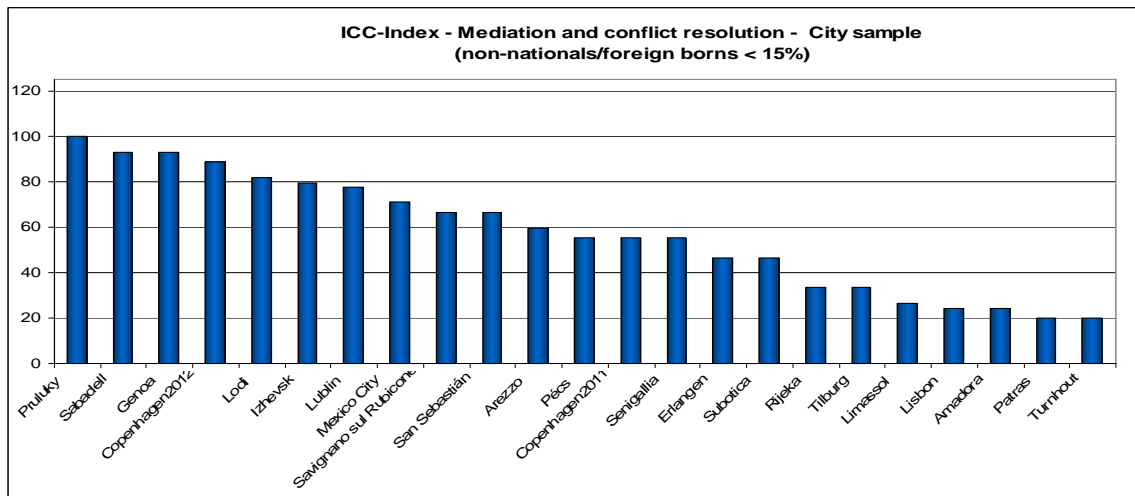
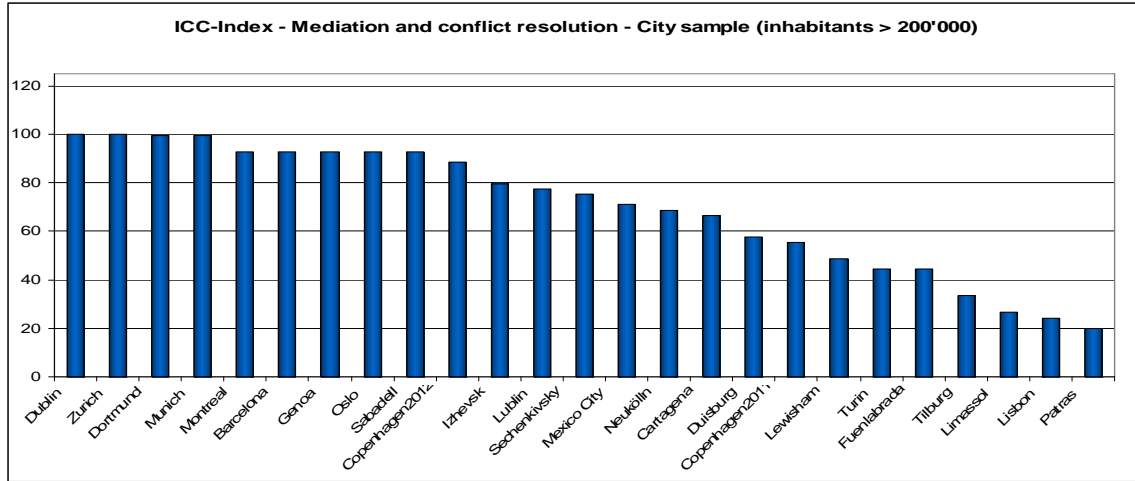
Beyond that, the Italian city of Campi Bisenzio tries to support different religious communities, both by providing local public spaces and contributing to managerial expenses. For example, the city is helping the **Islamic Cultural Centre** to construct a new building where its activities would take place.

Another useful example comes from the Portuguese city of Amadora. After 284 fires broke out in the **Casal do Silvia** neighbourhood, Amadora designed new playgrounds, recreational, educational and socio-cultural facilities, whilst taking into consideration the ethnic/cultural backgrounds of its inhabitants.

Lastly, Copenhagen's attention is drawn to an interesting initiative undertaken by the Austrian city of Vienna. Its **Ottakring** neighbourhood groups together over 50 nationalities, including Pakistanis, Turks, Maghrebians and Egyptians, who make up 36% of the total neighbourhood population of 8,000. During the late 1990'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 analysis shows that Copenhagen's mediation and conflict resolution policy achievement rate (89%) is not only significantly higher than the city sample's rate (66%), but also reflects a steep rise in comparison with the city's achievement rate in this area in 2011 (55%). Copenhagen is thus positioned 10th among the 24 cities with population of over 200,000 inhabitants and 4th among the 22 cities with foreign-born population of less than 15%.

As in 2011, the city pursues its mediation services in places such as hospitals, neighbourhoods and in the streets.

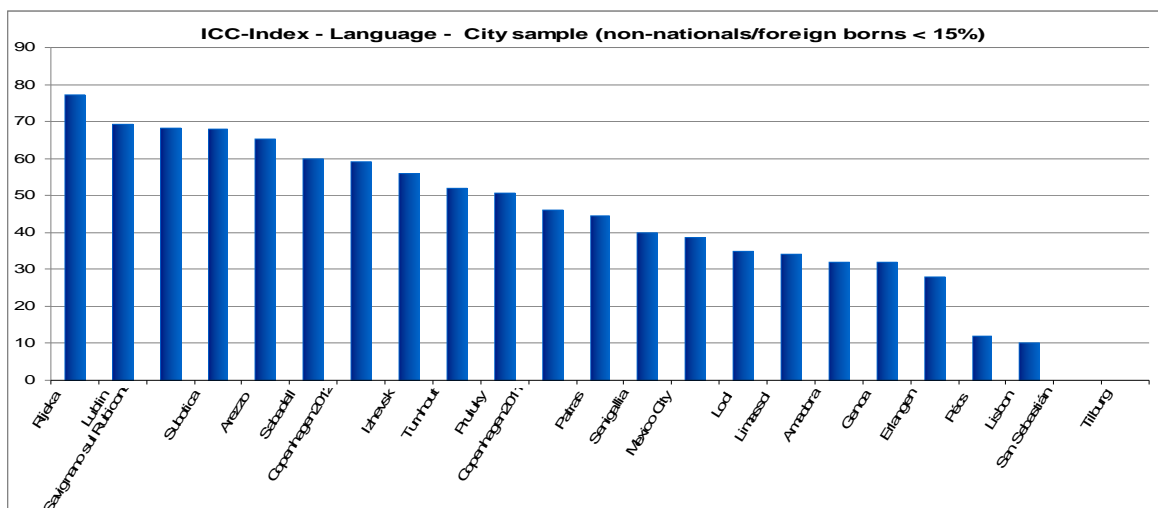
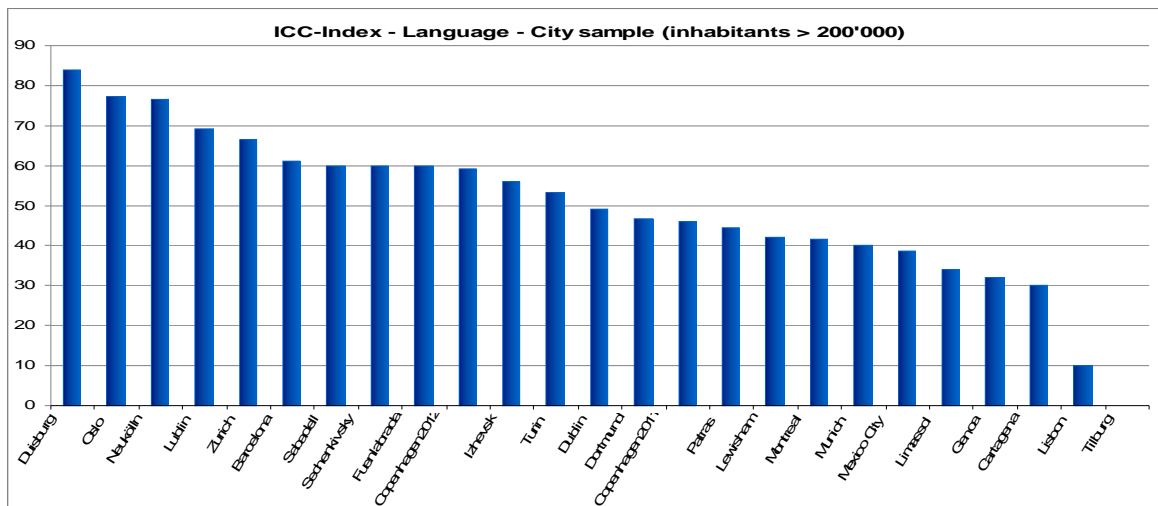
Moreover, according to the answers given in the survey, Copenhagen has recently made a number of achievements in the mediation policy area in line with the first Index assessment recommendations.

First, with the the Commission for Children and Youth i 2012 supports the civil society institution, he **Din Tro Min Tro**, dealing specifically with inter-religious relations. This organisation offers panels in schools, which are composed of a Jew, a Christian and a Muslim, talking about interreligious toleranceecond, the municipality

has for the last couple of years had a a specialist municipal mediation service for intercultural issues (the **Ethnic Consultancy Team** within the Social Commission, majoring in mediation related to ethnic conflicts), a generalist municipal mediation service including intercultural staff (the **Dialogkonsulenter**) and a so-called **VINK** service (Knowledge Inclusion Copenhagen) aiming to facilitate dialogue an knowledge building counseling and group or individual encounters with staff on issues such as resistance identities, conflict resolution, prevention of extremism, etc.

Copenhagen’s authorities may wish to further ameliorate their mediation and conflict resolution initiatives, namely by providing intercultural mediation for general purposes in the city administration.

9. Language¹⁴



Copenhagen’s language policy achievement rate in 2012 (59%) overweighs the city sample’s rate of 49%. It is noticeable that the city’s language policy has improved by

¹⁴ 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)

nearly one-third since the first Index assessment in 2011 (46%). As of now, Copenhagen is positioned 10th among the 24 cities with population of over 200,000 inhabitants and 7th among the 22 cities with foreign-born population of less than 15%.

As in 2011, the city provides specific language training in Danish for hard-to-reach groups¹⁵ and learning migrant/minority languages as a mother tongue course for migrant/minority kids only. The municipality also offers Danish as a second language as part of the regular curriculum at local schools.

Beyond this, the city occasionally supports projects promoting positive image of migrant/minority languages. An example of such an initiative is the **Turkish Film Festival** featuring a number of Turkish films over several days. It is believed that the festival contributes to create better understanding of and insight in the Turkish culture.

In 2012 Copenhagen additionally declared occasionally subsidising minority newspapers and journals (e.g. **Gadepressen.dk**) and TV programmes in languages other than Danish. Thus, in the **Haraldsgade** area **Haralds TV**¹⁶ in Arabic is partly funded by Områdeløft. The municipality is invited to pursue its initiatives in this direction.

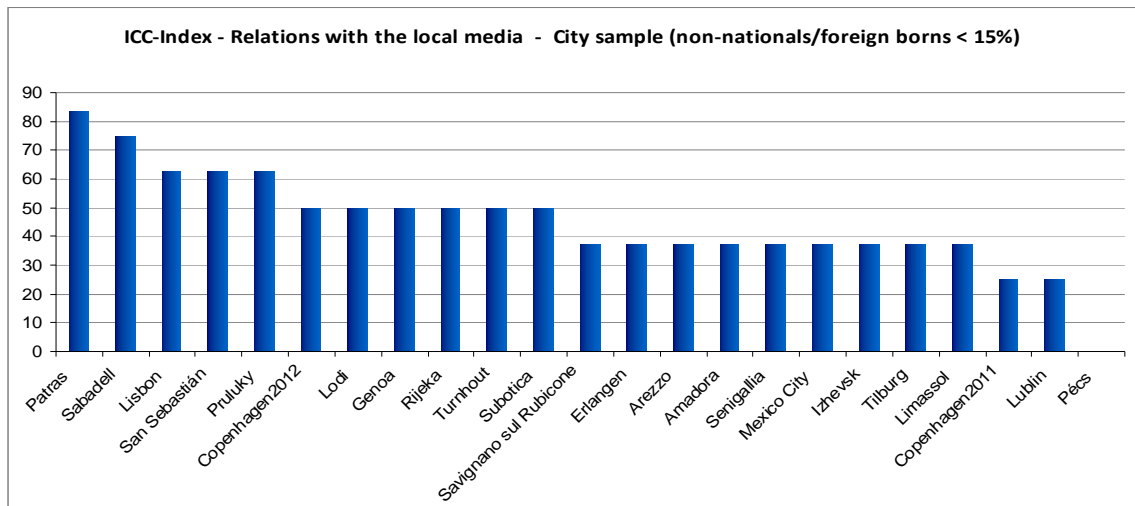
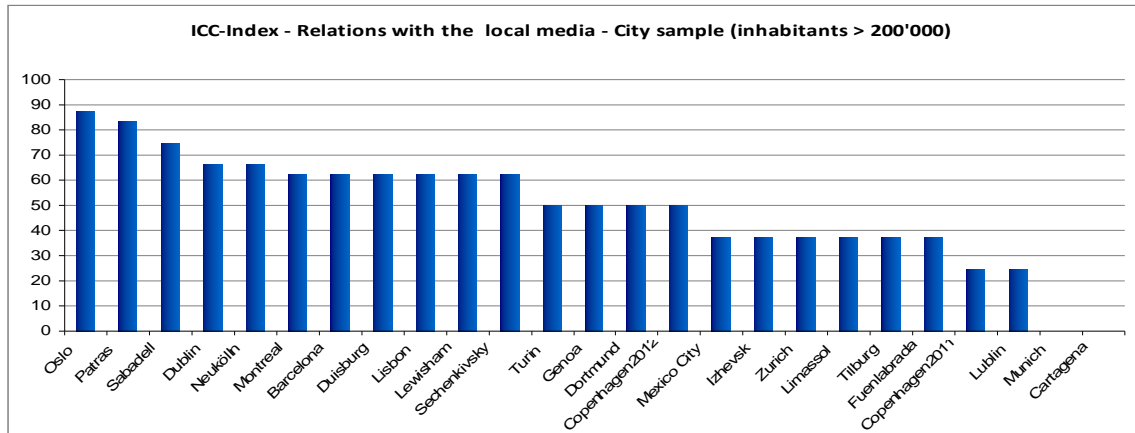
Copenhagen may also wish to further explore possible language policies by ensuring that all the city's citizens are eligible to receive training in immigrant/minority languages. In this area, Copenhagen is invited to consider an initiative put into practice by Reggio Emilia (Italy). In order to help families preserve the competence of migrant children in their mother tongue language, two schools offer classes in the native languages of children and, in parallel, their parents learn Italian. Another useful example comes from the London borough of Lewisham (the UK). 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 also wish to support private/civil sector institutions which provide language training in migrant/minority languages. On this point, the city's attention is drawn to Campi Bisenzio (Italy), which encourages private and civil sector institutions offering a broad range of language training for diverse target groups, including the hard-to-reach population. These institutions also provide language programs (Chinese or Arabic) for migrants, helping them learn and improve their mother tongue. Similarly, Neuchâtel (Switzerland) supports an intercultural library run by volunteers. The idea is that the provision of books in a range of languages – both to individual users and through schools – helps migrant children learn French. At the same time, reading books in their native language reinforces children's interest in reading and learning altogether and encourages the acquisition of the native language. Furthermore, the Ukrainian city of Melitopol supports cultural associations of ethnic communities which provide, *inter alia*, language courses open to everyone – including people from other ethnic and linguistic backgrounds – and many such people attend the courses.

¹⁵ The term makes specific reference to non-working mothers, the unemployed, as well as retired people

¹⁶ <http://www.haralds.tv/?poditemid=6846>

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 cooperate with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

In 2012 50% of Copenhagen's media policy goals were achieved while the city sample's attainment rate for these goals is 49%. Although Copenhagen's achievement rate in this policy area only slightly overweighs the city sample rate, it is twice as high compared to Copenhagen's achievement rate in 2011 (25%). In 2012 Copenhagen scored 15th among the 24 cities with population of over 200,000 inhabitants and 6th among the 22 cities with foreign-born population of less than 15%.

First and foremost, Copenhagen pursues the promotion of 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 Copenhageners**, 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**). Lastly, prominent spokespersons from Jewish and Muslim communities as well as the city's mayor speak out against hate crimes and promote peaceful inter-religious relations. These events are well covered in the national and local press.

Moreover, in 2011 the city of Copenhagen launched a three-year inclusion programme, **Engage in CPH**¹⁷, designed to render Copenhagen an open and welcoming city through a set of initiatives involving citizens in the city's life. The goal of the programme is to be the spear head in the effort to make Copenhagen the most inclusive major city in Europe in 2015. The programme aims to involve all relevant stakeholders in the city (including civil society, the private sector, media etc.) to spread a positive perspective on diversity and difference. This is done through press briefings with the mayor and public figures, special columns in national and local newspapers, major diversity events (e.g. **International Days**) and cross-media campaigns, involving television, social and print media. Furthermore, the city cooperates with the **At Home in Europe**¹⁸ project of the **Open Society Foundation**, which helps deliver the positive message of diversity by covering developments of the **Engage in CPH** programme.

Following the recommendations made in the 2011 ICC Index assessment report, Copenhagen has strengthened the diversity effort of the city information services to promote harmonious intercultural relations. Thus, as in 2011, the city's **Equality in Communication** programme pursues its pilot phase intended to ensure that the city's communications reach all of its inhabitants without discrimination. It appears that at present the best practices from this pilot programme have been, at least partly, rolled out in the city's communication policies. For example, the city's homepage and information materials are now available in eight minority languages; a communication strategy on minority issues has been developed; a set of good practices, including 8 video clips, is available online; a hotline for anti-discrimination has been operating and a webpage has been launched to enable individuals to register their experiences of discrimination anonymously.

We invite Copenhagen to consider further building upon its media policies, namely by providing advocacy/media training/mentorships for journalists from minority backgrounds. With this aim, the city may wish to explore its existing synergies with minority media, such as the **Etnika Magazine** and the **Ansvarlig Presse**. An interesting initiative of this kind has been implemented by the City Council of Oslo (Norway), thanks to which there is growing awareness among the city's journalists, editors, and media researchers 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.

Furthermore, Copenhagen might consider monitoring the way in which the media portray minorities. For example, in San Sebastian (Spain) the City Council in association with the **SOS Racism organisation** is undertaking research into the role of the media in influencing public attitudes to diversity. Another Spanish city, Barcelona, launched a **website**¹⁹, in collaboration with 60 city organisations, to combat clichés and stereotypes about cultural diversity, such as immigrants abusing

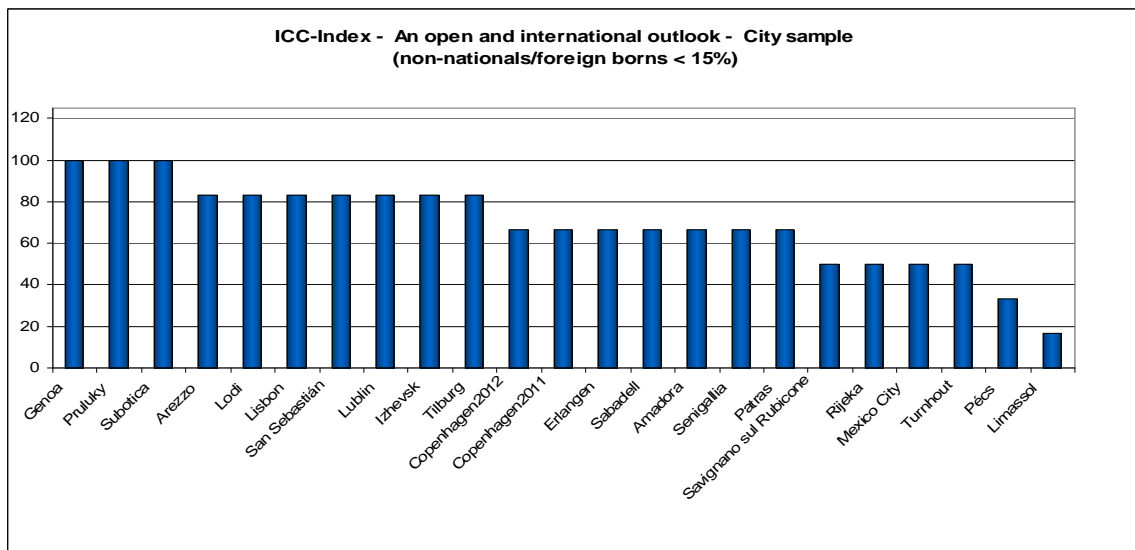
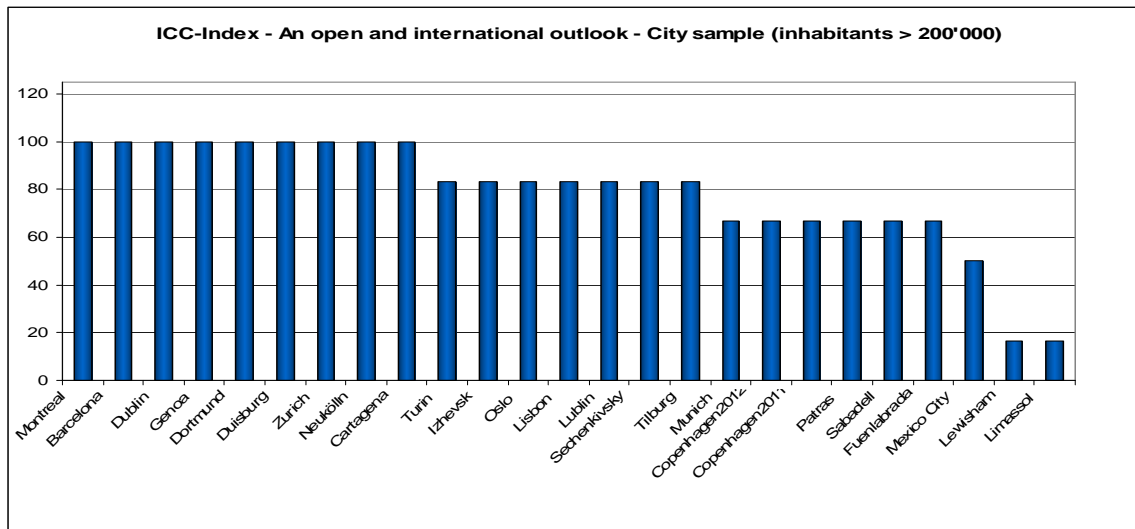
17 <http://www.coe.int/t/dg4/cultureheritage/culture/cities/newsletter/newsletter13/EngageCPH2011-2013.pdf>

18 <http://www.soros.org/initiatives/home>

19 <http://bcnantirumors.cat/?q=category/rumors/s%C3%B3n-inc%C3%ADvics>

public spaces or not paying taxes. The programme, which comes under the **Barcelona Intercultural Plan**, also envisages creating a first-of-its-kind **Anti-Rumour Manual** featuring useful data and information to debunk these ideas. The website will publicise awareness-raising activities, organise participatory activities for people to reflect on the concepts of rumours and stereotypes and analyse how the media treat cultural diversity.

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.

Both in 2011 and 2012 Copenhagen's international outlook policy indicators (67%) were some 10 per cent below the city sample's level (74%). As of now, Copenhagen is positioned 18th among the 24 cities with population of over 200,000 inhabitants and 11th among the 22 cities with foreign-born population of less than 15%.

Already by 2011 Copenhagen has implemented several international outlook policy instruments detailed below.

First, the city's **Economic Council** approved a policy to encourage international cooperation. In addition, some of the other city's commissions, including the **Employment and Integration Commission**, enforced separate action plans to promote international cooperation. The city also welcomed international cooperation through membership of international networks and projects (e.g. **Intercultural Cities**, **CLIP**, **Eurocities**, and the **Open Society Study on Muslims in Europe**).

Second, a specific financial provision has been introduced to encourage international cooperation. Thus, a budget line for developing Copenhagen's international cooperation is included in budget of each and every city commission. The city also provides additional funds to support specific projects or interventions on an ad-hoc basis.

Third, the city has set up structures 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 foster the city's international cooperation and attract foreign investments. The city administration is also a very active member of international networks in the areas of climate change and integration aiming to promote international cooperation and growth. In addition, the **Copenhagen Business Centre** participates in the **OPENCities Network** designed to measure city openness, defined as "the capacity of a city to attract international populations and to enable them to contribute to the future success of the city".

Lastly, Copenhagen also ensures that foreign student populations take an active part in the city life. To start with, foreign students are invited to participate in a welcome reception at the City Hall, together with other international residents. Here they can meet city officials, local associations and hear about cultural offers of the city. Furthermore, the [city's website](#)²⁰ comprises practical information, including on cultural events, to encourage newcomers, including students, to participate 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, conferences, cultural and sporting events. These aim to allow newly-arrived persons, including students, to engage in and make the most of the city's offering. Finally, Copenhagen also cooperates with the world largest students-run organisation **AIIESEC**, particularly on issues of opening of the labour market to international students and encouraging their participation in the city life.

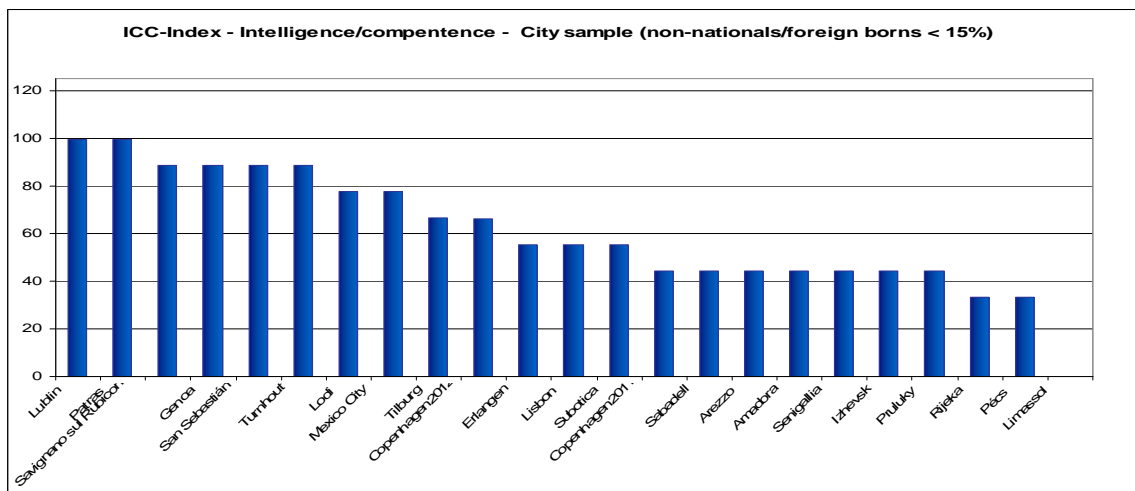
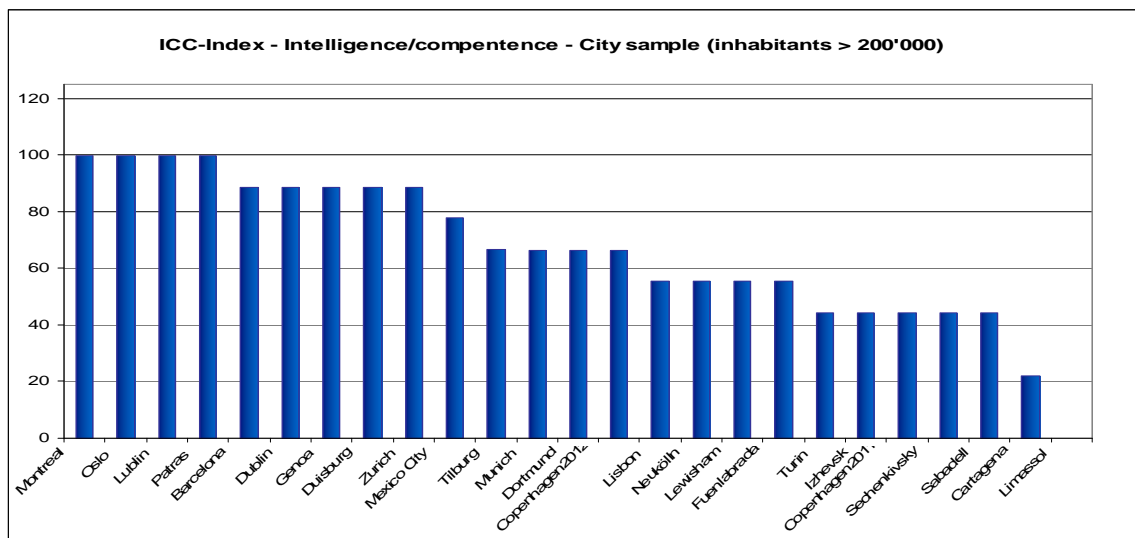
Yet, according to the answers provided in 2011 and 2012, Copenhagen does not help local universities to attract foreign students. However, the city has supported a study to determine the conditions to be met for building a campus for international students. Copenhagen has not yet come to a final decision on building the campus. Further, the city has been developing a broad agenda on securing the city's openness to and international attractiveness for international students. This is done both through strategic policy making aiming to improve overall framework conditions

²⁰<http://www.kk.dk/sitecore/content/Subsites/CityOfCopenhagen/SubsiteFrontpage/LivingInCopenhagen.aspx>

and through projects some of which aim to facilitate international students' access to employment in the city's companies.

As in 2011, Copenhagen is advised not only to foster its support to universities with a view to attracting foreign students but also to develop projects and policies for economic relations with the countries of origin of its migrant population. On the last point, the city's attention is drawn to the experience of Reggio Emilia (Italy). This city has recently signed an agreement with the **Moroccan Ministry in charge of relations with the Moroccan diaspora** intending to "promote socio-cultural mixing and openness towards the other". Both sides are providing significant financial contributions to the activities included in the agreement, such as setting up an open-space mini-theatre in the **Reggio Pauline Park** to encourage intercultural encounters between adults and children; promoting Moroccan culture and teaching Arabic to young Reggio residents; enabling young Reggio residents of Moroccan origin to participate in cultural and sports events; and organising cultural visits to Morocco for young Italians.

12. Intelligence and 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.

In 2012 66% of Copenhagen's intelligence policy goals were achieved while the city sample's attainment rate for these goals is 64%. Although Copenhagen only slightly overperformed in this policy area, the city's achievement rate is twice as high compared to 2011 (44%). In 2012 Copenhagen has been scored 14th among the 24 cities with population of over 200,000 inhabitants and 10th among the 22 cities with foreign-born population of less than 15%.

First and foremost, at the government level, information regarding diversity and intercultural relations is mainstreamed to city officials to influence policy formulation. The city's **Integration and Employment Commission** yearly issues a status report on the progress made towards policy targets and the challenges encountered in the field of integration. This report is then mainstreamed to feed future policies and priorities. In addition, when preparing the city's **Inclusion Policy 2011-2014**²¹, a public hearing was carried out in order to gather the citizens' perceptions and expectations.

Furthermore, Copenhagen conducts surveys to find out how inhabitants perceive inclusion and discrimination. However, it is beyond the remit of the survey to find out the attitude of the majority population towards migrant/minority groups. The University of Copenhagen has conducted similar surveys at the country level.

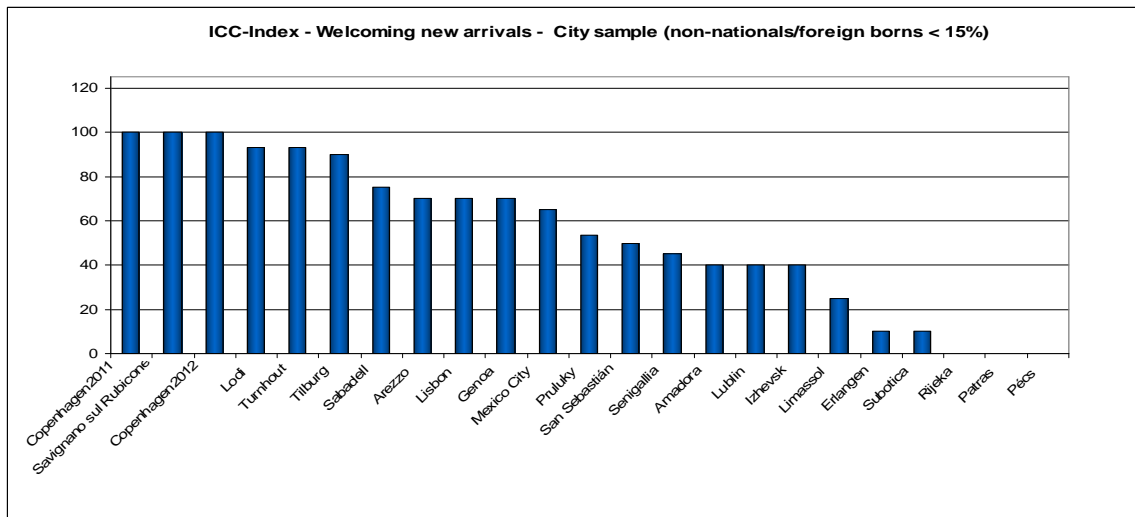
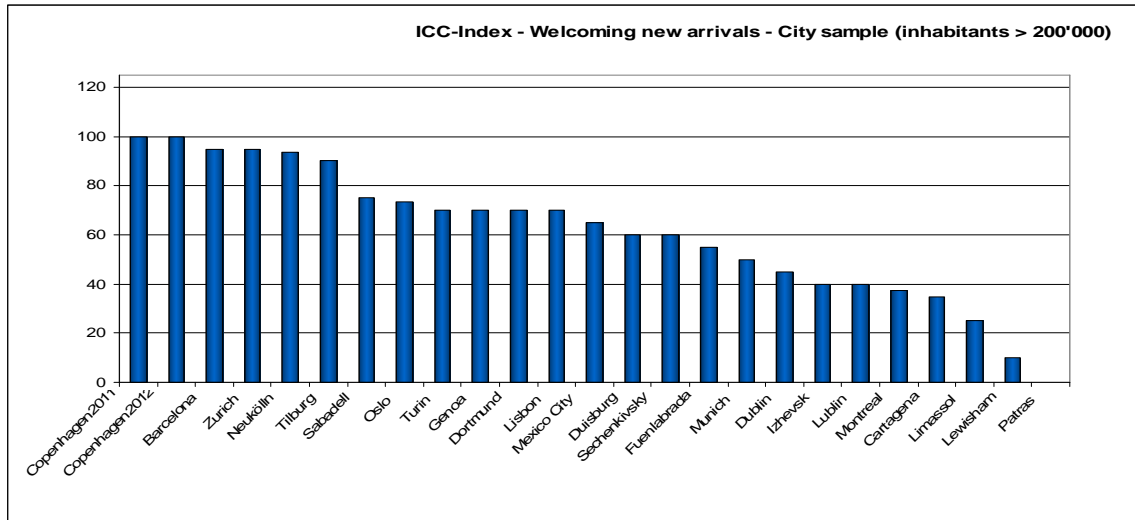
It is noteworthy that in 2012 Copenhagen decided to extend its scope of action in promoting the intercultural competences of its officials and staff. Thus, training courses are now complemented with interdisciplinary seminars and information networks, such as training in equal opportunities and the **VINK dialogue meetings that in some cases are related to intercultural issues, e.g. discrimination and social control.**

We invite Copenhagen to consider further building upon its existing intelligence and competence policies notably by conducting surveys more focused on the perception of migrants/minorities by the city residents. Here, the municipality could draw its attention to initiatives implemented by other European cities. For instance, in Reggio Emilia (Italy), a partnership with the local university ensures monitoring of integration and wellbeing of migrants, the public opinion and the effects of the city policies. In Tilburg (the Netherlands) every two years a survey is held among the residents concerning their attitude 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. Tilburg's **Research and Information Department** also presents monitoring studies, like the **Poverty Monitor**, the **Integration Monitor**, the **Antilleans Monitor**, the **Moroccan Monitor**, etc. What is more, Melitopol (Ukraine) was the first in the Intercultural Cities network to conduct a survey in accordance with the Analytical Grid. The survey revealed a number of interesting trends in the perception of diversity. It established, in particular, that an overwhelming majority of the surveyed believed that local ethnic differences were recognised and respected by the city's public services (67.1%); that their neighbourhood was a place where

21 See supra
[Public service policies through an intercultural lens](#)

people from different backgrounds could live harmoniously (72%); and that they knew more people of different ethnicities than five years ago (60%).

13. Welcoming policies



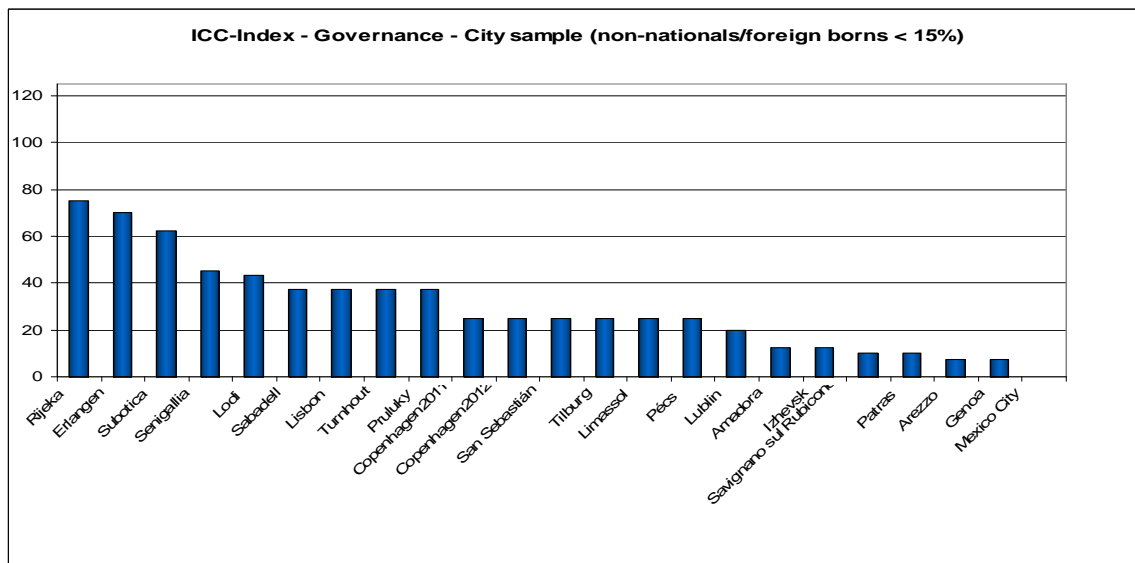
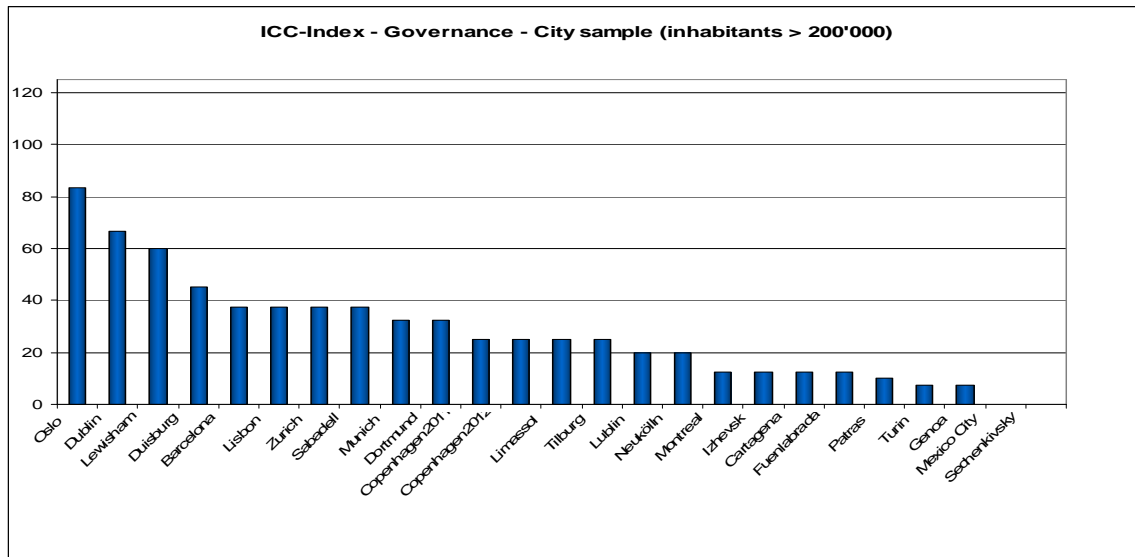
People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-ordinated and delivered effectively will have a significant impact on how the person settles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

Copenhagen’s welcoming policy indicator attains the maximum rate of 100% and is significantly higher than city sample’s rate of 58%. It is positive that the city’s high achievement rate has remained unchanged since the first assessment in 2011. Copenhagen thus assumes the lead both among the 24 cities with population of over 200,000 inhabitants and among the 22 cities with migrant population of less than 15%.

Copenhagen has implemented various welcoming policy instruments. For instance, the city set up a designated agency to welcome newcomers. Copenhagen 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. Furthermore, twice a year a **Welcome Reception and Copenhagen Expat Fair** is held at the City Hall by city officials. All international residents, including students and newcomers, can participate in the reception. Thus, in September 2011 the participants were welcomed by the Mayor and were offered an opportunity to talk to members of various city clubs and associations about the services offered and discuss joining options²².

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.

²² Invitation available at:
<http://www.cphvolunteers.dk/Files/Billeder/Invitation%20Expat%20Fair%20Final.pdf>

As in 2011, in 2012 Copenhagen's governance policy attainment rate (25%) is 20 per cent lower than the city sample (31%). In 2012 Copenhagen has been scored 11th among the 24 cities with population of over 200,000 inhabitants and 10th among the 22 cities with foreign-born population of less than 15%.

In Copenhagen, newcomers from the European Union are eligible to vote in local elections "immediately after registering as residents". Non-EU citizens are eligible to vote in local elections after 3 years of regular residence.

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

Moreover, Copenhagen might also consider setting up an independent political body to represent all its ethnic minorities. On this point, an interesting initiative has been implemented in Leicester (United Kingdom). Here, the **Multicultural Advisory Group** is a forum that coordinates community relations with members representing the City Council, police, schools, community, faith groups and the media.

Finally, the city's governance policies would benefit from establishing standards in the representation of migrant minorities in mandatory bodies supervising schools and public services. An interesting step in this direction was made by the Serbian city of Subotica. The **Municipal Council for Interethnic Relations** established a **Board of Parents** in one of the neighbourhoods, **Peščara**, where 500 Kosovo Roma had settled. This board allows parents, including these of Roma origin, to have representatives at school.

15. Conclusions

The results of the current ICC Index assessment show that, in 2012 as in 2011, Copenhagen performs much better than many other cities in the vast majority of the 14 policy areas. Its leading practices can provide useful insights and examples to other cities in the fields of commitment, education, neighbourhood, public services, business and labour market, cultural and civil life, public spaces, mediation and conflict resolution, language, media, intelligence/competence and welcoming.

It is particularly noteworthy that in 2012 Copenhagen did not drop its high level of achievement in policy areas such as commitment, education, neighbourhood, public service, business and labour markets, public spaces and welcoming. Thus, the city maintained its 100% achievement rate of the neighbourhood and welcoming policy goals. What is more, it exceeded the city sample's achievement rate in a number of these areas. For instance, the rise in the public space (90% in 2012 against 86% in 2011) and cultural and civil life policies (85% in 2012 against 75% in 2011) aggregated the increase in the city's overall intercultural lens performance (82% in 2012 against 80% in 2011).

It is remarkable that in 2012 the municipality managed not only to bring its achievements in line with the city sample's rate but also to overperform in five areas where it was positioned below the average city level in 2011 (cultural and civil life,

mediation, language, media and intelligence/competence). Furthermore, Copenhagen demonstrated a particularly steep increase in the policy areas such as mediation (89% in 2012 against 55% in 2011), media (50% in 2012 against 25% in 2011) and intelligence/competence (66% in 2012 against 44% in 2012)

The city underperformed in only two policy areas, i.e. international outlook and governance, thus reducing by half the number of underdeveloped policy areas revealed as a result of the 2011 ICC Index assessment.

Contents-wise, the following improvements have been revealed as a result of the current Index assessment. Note that not all improvements have taken place within the last year, but may not have been recorded specifically in the questionnaire index of 2011.:

- **Commitment:** Copenhagen formally adopted a public statement as an intercultural city by launching its Diversity Charter in May 2011;
- **Business and labour market:** Copenhagen's Business Centre offers residents with non-Danish background training courses aimed at starting up business in Denmark; the city cooperates with the firm Kopenhagen Fur with a view to creating an incubator environment for fashion designers and attracting Chinese fashion makers; the City Council has continued implementing procurement policies that promote "supported employment" contracts in companies and prioritise companies with a diversity strategy;
- **Culture;** the city encourages cultural organisations to deal with diversity and intercultural relations in their productions;
- **Public space:** Copenhagen launched new initiatives to encourage intercultural mixing in sport clubs and vacation camps, but also in local libraries, e.g. Expat Dinners;
- **Mediation and conflict resolution:** Copenhagen supports a civil-society organisation, the Din Tro Min Tro, dealing specifically with inter-religious relations. The city has established and trained a corps of dialogue consultants to promote conflict resolution locally.
- **Language:** Copenhagen occasionally subsidises minority newspapers and journals (e.g. Gadepressen.dk) and TV programmes in the language other than Danish;
- **Intelligence/competence:** Copenhagen extended its scope of action in promoting the intercultural competences of its officials and staff by complementing training courses with interdisciplinary seminars and information networks (e.g. VINK dialogue meetings on minority issues)

It is particularly encouraging that such significant improvements were made within a rather short lapse of time. Indeed, Copenhagen underwent its first ICC Index assessment in November 2011 basing on the information provided in March 2011. The second assessment was made in March 2012 basing on the information provided in February 2012. However, an effort remains to be made in some policy areas detailed below, particularly as to the city's governance and international outlook policies.

16. Recommendations

When it comes to Copenhagen's intercultural efforts, with reference to the survey and the improvements made after the first ICC Index assessment, the city could enhance them in the sectors below by introducing the following initiatives:

- **Commitment:** acknowledge local citizens who have made an exceptional contribution to encourage interculturalism in the local community; make the city's [official webpage for diversity and interculturality](#) available in other languages, such as English but also Turkish;
- **Education:** adopt specific recruitment and training policies to secure a more diverse teaching staff;
- **Public services:** ensure that the ethnic background of public employees mirrors that of the city's inhabitants; lay down a specific recruitment strategy to this end; foster intercultural training among the public-service employees across all seniority levels;
- **Business and labour:** further encourage intercultural 'business districts/incubators';
- **Cultural and civil life:** further increase the ratio of interculturalism-based grants to associations and initiatives;
- **Public space:** take into account ethnic/cultural backgrounds of citizens more frequently when designing and managing new buildings and spaces;
- **Mediation and conflict resolution:** provide intercultural mediation for general purposes in the city administration;
- **Language:** pursue financial assistance to local media projects in minority languages; ensure that all city's citizens are eligible to receive training in immigrant/minority languages; support private/civil sector institutions providing language training in migrant/minority languages;
- **Media:** further instruct the city's information services to promote harmonious intercultural relations; provide advocacy/media training/mentorships for journalists from minority backgrounds; introduce monitoring of the way in which media portray minorities;
- **International outlook:** foster the city's support to universities with a view to attracting foreign students; develop projects and policies for economic relations with the countries of origin of the city's migrant population;
- **Intelligence and competence:** conduct surveys more focused on the perception of migrants/minorities by the city residents;
- **Governance:** introduce activities to increase the representation of migrants in the city administration; set up an independent political body to represent the city's ethnic minorities; and establish a standard for the representation of migrant minorities in mandatory bodies supervising schools and public services.

The city may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural Cities database²³.

²³ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp