



## Intercultural cities

Joint action of the Council of Europe and of the European Commission



## Patras: Results of the Intercultural Cities Index

### 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 12 cities have undergone their intercultural policies analysis using the Intercultural City Index: Oslo (*Norway*), Neukölln (*Berlin, Germany*), Izhevsk (*Udmurt Republic, Russia*), Melitopol (*Ukraine*), Neuchâtel (*Switzerland*), Patras (*Greece*), Reggio Emilia (*Italy*), Sechenivsky (*Discrit of Kyiv, Ukraine*), Duisburg (*Germany*), Mexico City (*Mexico*), and Lublin (*Poland*).

This document presents the results of the International City Index analysis for the city of Patras and provides related intercultural policy conclusions and recommendations.

### Intercultural city definition

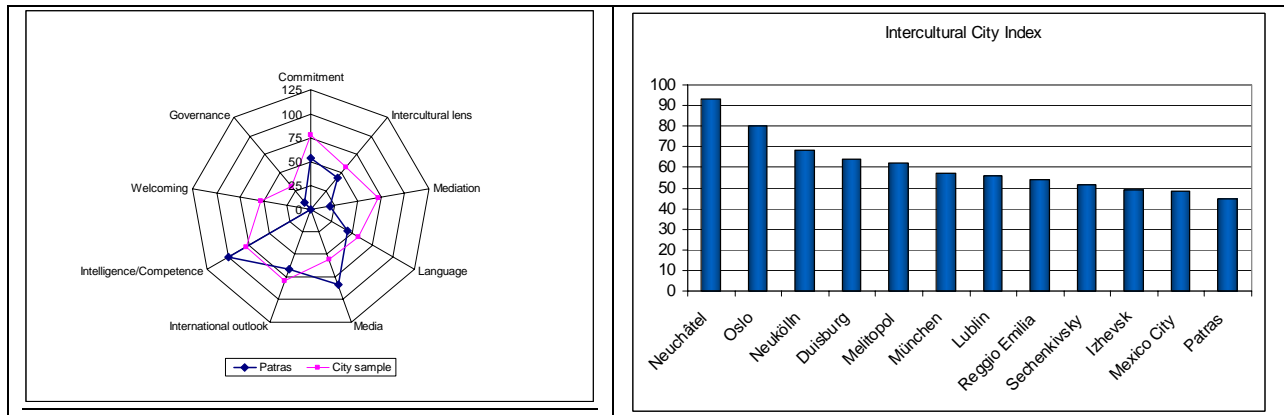
The intercultural city has people with different nationality, origin, language or religion/belief. Political leaders and most citizens. According to the results, Patras is positioned 12 among the 12 cities in the sample in relation to the index as it stands at present.. regard diversity positively, as 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

A questionnaire was prepared and sent to the 12 cities. It provided 14 points for evaluating their intercultural strategy. These 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.

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 results, Patras is positioned 12<sup>th</sup> of 12 cities in the sample in relation to the overall index as it stands at present.

## Patras-Background information

Patras is a city in Greece. It has a population of 222,460. The majority group makes up 90% of the city's inhabitants. The ethnic composition of Greece foreign population in descending order comprises: 64.91% Albanians; 6.53% Bulgarians; 4.52% Romanian; and 3.17% Pakistani. 65% of the city's total population are foreign-born. The most up-to-date GPD/capita figures for Patras are of less than €18,000.

### 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 Patras's commitment policy goals is considerably lower than the city sample's: only 53% of these goals were achieved, while the city sample's<sup>1</sup> rate for commitment policy is 77%.

Patras City Council has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The city has formally adopted a public statement. The local government has allocated a budget for the implementation of its intercultural strategy and action plan. Patras has launched an official webpage. Local citizens who have done an exceptional thing to encourage intercultural in the local community are acknowledged.

The local authorities may wish to further explore possible commitment policies by: adopting an intercultural strategy and action plan; making clear reference to Patras's commitment in the city's speeches and communication more frequently; setting up an evaluation process

<sup>1</sup> The term "city sample " refers to the weighted average of the twelve intercultural cities in each of the fourteen areas of intercultural governance.

for its intercultural strategy; as well as setting up a dedicated body responsible for its intercultural strategy and integration.

## **2. Education<sup>2</sup> 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 Patras's education policy achievement rate is considerably lower (44%) than the city sample's rate (59%).

We are unsure whether the local authorities have implemented initiatives to increase the level of ethnic cultural mixing in schools, as this question remained unanswered. Patras's education policy achievement rate may be skewed a result.

The local government has implemented one educational initiative. This consists of the city promoting local schools which carry out intercultural projects.

Patras City Council might consider ameliorating its education system by: ensuring more local schools make considerable efforts to involve parents from migrant/minority backgrounds in daily school life; ensuring that the ethnic background of teachers mirrors the diverse population in local schools; as well as promoting intercultural mixing in local primary schools.

## **3. Neighbourhood policies through an intercultural lens<sup>3</sup>**

An optimal intercultural city does not require a "perfect statistical mix" of people and recognizes the value of ethnic enclaves. It is important that residential areas do not act as barriers to an inward and outward free flow of people, ideas and opportunities.

Patras's neighbourhood policy indicators are considerably lower (45%) than the city sample's rate (58%).

In 100% of Patras's neighbourhoods a vast majority<sup>4</sup> of residents come from the same ethnic background. In a couple of the city's neighbourhoods a vast majority of inhabitants come from minority ethnic groups<sup>5</sup>.

The local City Council have put into practice one neighbourhood initiative. Patras does encourage residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. Put simply, the local government does promote interaction between neighbourhoods.

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<sup>2</sup> The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner - (ref. [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

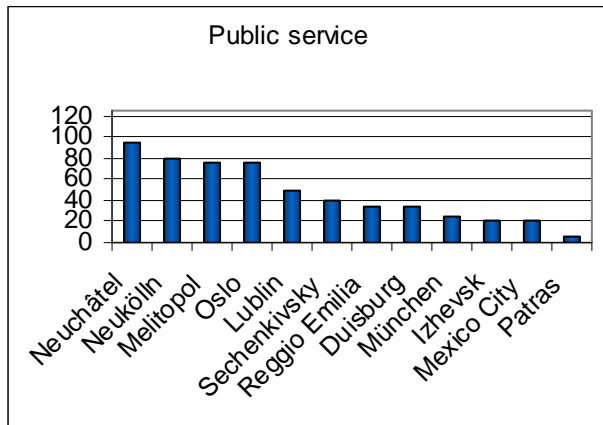
<sup>3</sup> By "neighbourhood" we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical definition of "neighbourhood" varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people.

<sup>4</sup> 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.

<sup>5</sup> By "minority group" we understand a subordinate group whose members have significantly less control or power over their own lives than the members of a dominant or majority group have over theirs. (ref. [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

The city may wish to further explore possible neighbourhood initiatives by: implementing a policy which avoids ethnic concentration; as well as encouraging interaction within neighbourhoods.

#### **4. Public service policies through an intercultural lens**



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

The analysis shows that Patras’s public services policy achievement rate is considerably lower (5%) than the city sample’s rate (46%).

The city provides one out of the five services in the index which are tailored to the needs of the ethnic/cultural background of its citizens. The municipality offers specific sections and times for women in sports facilities.

The local government may wish to ameliorate its public service initiatives in the future, for instance by: ensuring the ethnic background of Patras 's public employees mirrors that of the city's inhabitants; considering a specific recruitment strategy to achieve the above policy; enlarging the public sector recruitment pool to include non-Greek citizens; encouraging intercultural mixing in the private labour market; as well as expanding Patras’s services which are tailored to the needs of the ethnic/ cultural backgrounds of its citizens to include funeral/burial and school meals.

#### **5. Business and labour market policies through an intercultural lens**

Patras’s business and labour market policy indicators are considerably lower than the city sample’s: only 20% of these goals were achieved, while the city sample’s rate for business and labour market policy is 39%.

The city has introduced one initiative in the business and labour market, namely signing a charter which outlaws discrimination in employment.

The City Council’s business and labour market policies may benefit from: setting up an umbrella organization to promote diversity and non-discrimination in the workplace; encouraging “business districts/incubators to facilitate inhabitants from different cultures to mix more easily; giving priority to local companies which implement a diversity strategy

when procuring its goods and services; as well as encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors.

## **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 organizations.

Patras's cultural and civil life policy goal achievement rate is slightly lower (75%) than the city sample's rate (78%).

Patras City Council has implemented the following policies in cultural and civil life. The local government does use interculturalism as a criterion when allocating grants to associations. 25% of all grants go to associations and initiatives based on the interculturalism criterion. The local city municipality does organize events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix.

Making reference to the answers provided, one specific policy is adhered to only 'occasionally'. Cultural organizations which deal with diversity and intercultural relations in their productions are promoted infrequently. Finally, Patras's local government organizes few public debates and campaigns around the topics of diversity and living together. We invite Patras to considering building upon these cultural and civil life policy initiatives in the future.

## **7. Public space policies through an intercultural lens**

The rate of achievement of Patras's public space policy goals is slightly lower than the city sample's. Only 68% of these goals were achieved, while the city sample rate for public space policy is 72%.

The city has implemented various public spaces policy instruments. The local government promotes intercultural mixing in public libraries and museums. When reconstructing an area, Patras's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants. According to the answer given in the survey, there are no areas in the city which have a reputation of being "dangerous". None of the areas in the city are dominated by one ethnic group and make other inhabitants feel unwelcome.

The municipality may wish to ameliorate its public spaces initiatives for instance by: encouraging intercultural mixing in public playgrounds and squares; as well as taking into consideration the ethnic/cultural backgrounds of its citizens when designing and managing new public buildings or spaces.

## **8. Mediation and conflict resolution policies**

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 analysis shows that Patras's mediation and conflict resolution policy achievement rate is considerably lower (20%) than the city sample's (71%).

However, ambiguity lays over Patras's exact governance initiatives. It is not clear whether the government provides mediation services in places such as hospitals, in the city's administration, as well as in neighbourhoods, on the streets, as this question was not answered. Patras's mediation and conflict resolution policy achievement rate may be skewed as a result.

One must note that many European projects provide the city with specialized mediation support when this service is needed.

The local City Council may wish to explore various mediation and conflict resolution initiatives for instance by: offering a dedicated service which deals exclusively with intercultural issues; initiating a mediation service with intercultural competences which is run by an autonomous humanitarian organization; setting up a generalist mediation service with intercultural competences and specialized staff; initiating a state run mediation service; as well as by setting up an organizations that deal exclusively with inter-religious relations.

## **9. Language<sup>6</sup>**

Patras's language policy achievement rate is considerably lower (45%) than the city sample's rate (57%).

The municipality has adopted the following best practice recommendations in Patras's language initiatives. According to the questionnaire, the municipality does provide specific language training in the official languages for hard-to-reach groups<sup>7</sup>. The local authorities provides financial support to minority newspapers/journals<sup>8</sup>. All of the city's citizens are eligible to receive training in immigrant/minority languages.

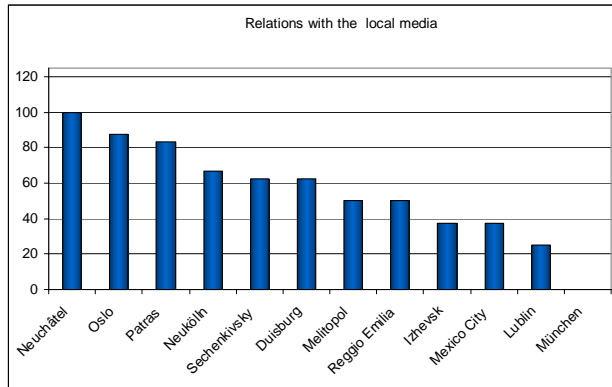
The local City Council might consider ameliorating its language initiatives for instance by: supporting private/civil sector institutions that offer training in migrant/minority languages; incorporating migrant/minority languages as part of the regular curriculum at schools; providing migrant minority language courses as a mother tongue for migrant children; offering financial support to minority radio programmes; broadcasting TV programmes in both majority and minority languages; as well as continuing to support projects that give a positive image to migrant/minority languages.

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<sup>6</sup> By language we understand an abstract system of word meanings and symbols for all aspects of culture. It also includes gestures and other nonverbal communication. (ref- [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

<sup>7</sup> The term makes specific reference to non-working mothers, the unemployed, as well as retired people

## **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.

83% of Patras's media policy goals were achieved while the city sample's attainment rate for these goals is 55%.

The municipality has implemented various media policy instruments. For instance, the city's information services are instructed to promote harmonious intercultural relations. The local government also supports advocacy/media training and mentorships for journalists from minority backgrounds.

Making reference to the answers provided, one specific policy is adhered to only 'occasionally'. This initiative seeks to promote a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns. We invite Patras to build upon this media initiative in the future, as well as monitor the way in which local media portrays minority groups.

## **11. International outlook policies**

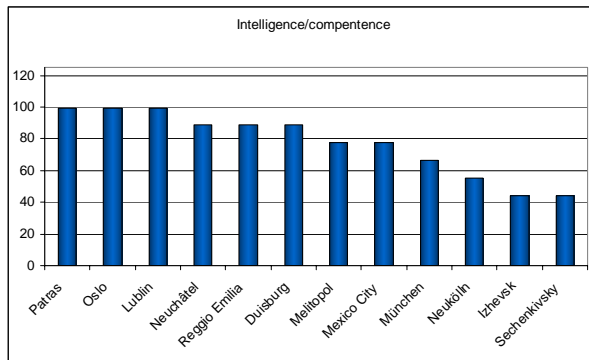
An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.

Patras's international outlook policy indicators are much lower (67%) the city sample's (79%).

Patras City Council has implemented the following policies in international outlook. The city has put into practice a policy to encourage international co-operation. A specific financial provision has been introduced to achieve this. The city ensures that foreign student populations take an active part in the city life. The local government has initiated projects and policies to encourage co-development with Patras's migrant groups countries of origin.

The city may wish to further explore possible international outlook policies, for instance by: setting up an agency to monitor and develop the city's openness to international connections; as well as promoting universities that attract foreign students.

## 12. Intelligence competence policies

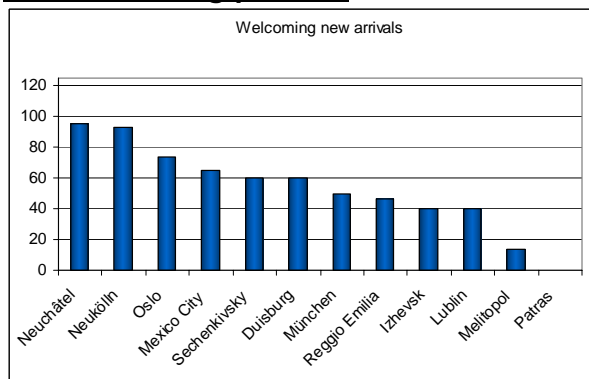


A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly rather than seeking to impose one mode of behaviour on all situations.

The attainment rate of Patras's intelligence competence policy goals is considerably higher than the city sample's: 100% of these goals were achieved, while the city sample rate for intelligence competence policy is 78%.

Patras City Council was able to respond positively to all the questions regarding intelligence competence. Information regarding diversity and intercultural relations is mainstreamed to inform the local government when formulating new initiatives. The municipality also conducts surveys to find out how inhabitants perceive migrants/ minority groups. The city also promotes the intelligence competences of its officials and staff through interdisciplinary seminars, information networks and training courses.

## 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.

Patras's welcoming policy goal achievement rate is considerably lower (0%) than the city sample's rate for these goals is (53%).

We are still unsure whether newcomers are greeted in the presence of the local governments officials, as no answer was given to this question. Patras's welcoming policy achievement rate may be slightly skewed as a result.

The city may wish to further explore possible welcoming policies for instance by: setting up city services and agencies which also provide support for family members, students, refugees, migrants workers, as well as other citizens which may benefit from them; publishing a comprehensive package of information and support for newly arrived residents; as well as creating a designated agency to welcome newcomers.

#### **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.

In the governance domain Patras's benchmarking results are considerably lower than the city sample's. 10% of Patras's governance policy were achieved while the city sample's rate for these goals is 31%.

It is unclear whether the ethnic background of elected politicians mirrors the city's diverse population, as this question was not answered. Patras's governance policy achievement rate may be distorted as a result.

The local government may wish to further explore possible governance policies by: establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies; as well as setting up an independent political body to represent all ethnic minorities living in the city.

#### **15. Conclusions**

The local administration has initiated various **commitment** initiatives including: adopting a public statement; allocating a budget for the implementation of its intercultural strategy and action plan; launching an official webpage; as well as promoting the intercultural approach in the community by honouring and recognizing individual acts that encourage interculturalism.

Patras City Council has introduced some best practice recommendation in its **education** system, for example by: promoting local schools which carry out intercultural projects; and increasing the level of ethnic/cultural mixing in local schools.

The city has introduced one **neighbourhoods** initiative, namely promoting interaction between neighbourhoods.

The local administration has initiated **public service** initiatives comprising providing services appropriate for all citizens from different ethnic cultural backgrounds including women-only sections or times in sport facilities.

The city has introduced an initiative in the **business and labour market** consisting of adopting a charter which outlaws discrimination in local businesses/other organizations.

The municipality has implemented various policies in **cultural and civic life** comprising: using interculturalism as a criterion when allocating grants to associations and initiatives; as

well as organizing events and activities in the field of arts, culture and sport to encourage cultural mixing between inhabitants.

Patras's **public spaces** policy includes: encouraging intercultural mixing in public libraries, and museums; when reconstructing an area proposing different forms and places of consultation to reach out to its diverse inhabitants; and having no areas in the city which are reputed as "dangerous".

Patras City Council has also adopted several best practice recommendation in **languages**, including: offering financial support to minority newspapers/journals; providing specific language training in the official languages tailored for hard- to-reach groups; as well as ensuring all of the city's citizens are eligible to receive training in migrant/minority languages.

The local government has introduced **media** polices including: providing advocacy/media training/mentorships for journalists from minority backgrounds; as well as instructing the city's information services to promote harmonious intercultural relations.

Patras has initiated several **international outlook** initiatives including: adopting a specific policy that encourages international co-operation; allocating a specific financial provision for this policy; ensuring that foreign student populations participate in the city's daily life; as well as initiating projects and policies to encourage co-development with Patras's migrant groups countries of origin.

Patras City Council has adopted several initiatives which promote **intelligence competence**. They comprise: mainstreaming information about diversity and intercultural relations to feed back into the city government's policy formulation; conducting surveys concerning local inhabitants' perceptions of migrants; as well as promoting intercultural competence amongst staff and officials through interdisciplinary seminars, information networks and training courses.

## **Recommendations**

The Intercultural City Index analysis also indicates that there is some room for improvement in Patras's approach to intercultural governance.

The local authorities may wish to further explore possible **commitment** policies by: adopting an intercultural strategy and action plan; making clear reference to Patras 's commitment in the city's speeches and communication more frequently; setting up an evaluation process for its intercultural strategy; as well as setting up a dedicated body responsible for its intercultural strategy and integration.

Patras City Council might consider ameliorating its **education** system by: ensuring more local schools make considerable efforts to involve parents from migrant/minority backgrounds in daily school life; ensuring that the ethnic background of teachers mirrors the diverse population in local schools; as well as promoting intercultural mixing in local primary schools.

The city may wish to further explore possible **neighbourhood** policy objectives by: implementing a policy which avoids ethnic concentration; as well as encouraging interaction within neighbourhoods.

The local government may wish to ameliorate its **public service** initiatives in the future, for instance by: ensuring the ethnic background of Patras 's public employees mirrors that of the city's inhabitants; considering a specific recruitment strategy to achieve the above policy; enlarging the public sector recruitment pool to include non-Greek citizens; encouraging intercultural mixing in the private labour market; as well as expanding Patras's services which are tailored to the needs of the ethnic/ cultural backgrounds of its citizens to include funeral/burial and school meals.

The City Council's **business and labour market** policies may benefit from: setting up an umbrella organization to promote diversity and non-discrimination in the workplace; encouraging "business districts/incubators" to facilitate inhabitants from different cultures to mix more easily; giving priority to local companies which implement a diversity strategy when procuring its goods and services; as well as encouraging ethnic/ cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors.

Making reference to the answers provided, one specific **cultural and civil life** policy is adhered to only 'occasionally'. Cultural organizations which deal with diversity and intercultural relations in their productions may be promoted more frequently. Finally, Patras's local government organizes few public debates and campaigns around the topics of diversity and living together. We invite Patras to considering building upon these cultural and civil life policy initiatives in the future.

The municipality may wish to ameliorate its **public spaces** initiatives for instance by: encouraging intercultural mixing in public playgrounds and squares; as well as taking into consideration the ethnic/cultural backgrounds of its citizens when designing and managing new public buildings or spaces.

The local City Council may wish to explore various **mediation and conflict resolution** initiatives for instance by: offering a dedicated service which deals exclusively with intercultural issues; initiating a mediation service with intercultural competences which is run by an autonomous humanitarian organization; setting up a generalist mediation service with intercultural competences and specialized staff; initiating a state run mediation service; as well as by setting up an organizations that deal exclusively with inter-religious relations.

The local City Council might consider ameliorating its **language** initiatives for instance by: supporting private/civil sector institutions that offer training in migrant/minority languages; incorporating migrant/minority languages as part of the regular curriculum at schools; providing migrant minority language courses as a mother tongue for migrant children; offering financial support to minority radio programmes; broadcasting TV programmes in both majority and minority languages; as well as continuing to support projects that give a positive image to migrant/minority languages.

Making reference to the answers provided, one specific **media** policy is adhered to only 'occasionally'. This initiative seeks to promote a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns. We invite Patras to build upon this media initiative in the future, as well as monitoring the way in which local media portrays minority groups.

The city may wish to further explore possible **international outlook** policies for instance by: setting up an agency to monitor and develop the city's openness to international connections; as well as promoting universities that attract foreign students.

The city may wish to further explore possible **welcoming** policies for instance by: setting up city services and agencies which also provide support for family members, students, refugees, migrants workers, as well as other citizens which may benefit from them; publishing a comprehensive package of information and support for newly arrived residents; as well as creating a designated agency to welcome newcomers.

The local government may wish to further explore possible **governance** policies by: establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies; as well as by setting up an independent political body to represent all ethnic minorities living in the city.