



## Intercultural cities

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



### London Lewisham: Results of the Intercultural Cities Index analysis

Date: 10 January 2011

A comparison between 17 cities

#### Introduction

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

As of today 17 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*), Sechenkivsky (*Discrit of Kyiv, Ukraine*), Duisburg (*Germany*), Mexico City (*Mexico*), Lublin (*Poland*), Barcelona (*Spain*), Tilburg (*The Netherlands*), Turnhout (*Belgium*), Geneva (*Switzerland*), Amadora (*Portugal*) and the London borough of Lewisham (*United Kingdom*).

This document presents the results of the Intercultural City Index analysis for the city of London borough of Lewisham and provides related intercultural policy conclusions and recommendations.

#### Intercultural city definition

The intercultural city has people with different nationality, origin, language or religion/ belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. The city has a strategy and tools to deal with diversity and cultural conflict. It encourages greater mixing and interaction between diverse groups in the public spaces.

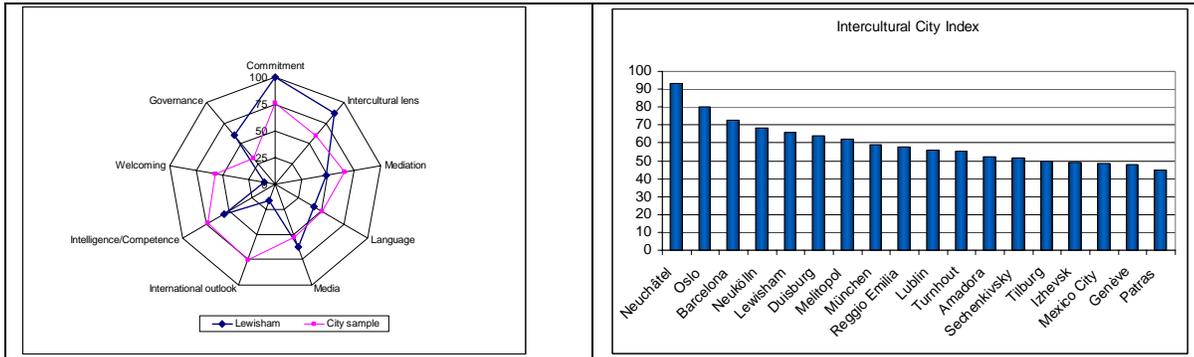
#### Methodology

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

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

composite indicator called “urban policies through the intercultural lens” or simply “intercultural lens”.

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

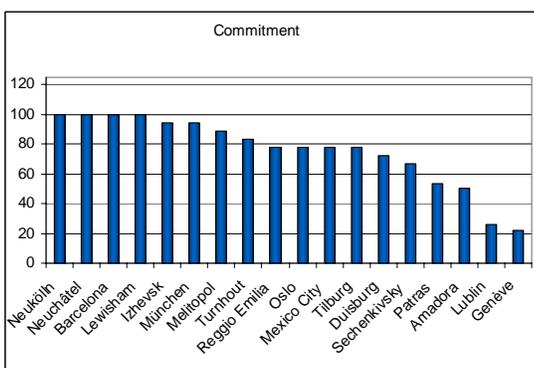


According to the overall Index results, Lewisham is positioned fifth among the 17 cities in the sample in relation to the index as it stands at present.

### Lewisham-An overview

Lewisham is a London borough. It has a population of 264,500. The majority group –(whites) make up 57 % of the total population. Foreign-born resident make up 27% of the borough’s population. First and second generation migrants make up an estimated 32 % of the borough’s population. The ethnic groups includes: Black Caribbean - 13.40%; 11.40%-Black Africans; Black Other-5.7% and Indians-2.1%.

### 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 Lewisham's commitment policy goals is considerably higher than the city sample's<sup>1</sup>: 100% of these goals were achieved, while the city sample's rate for commitment policy is 76%.

The London borough of Lewisham has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The Borough has formally adopted a public statement to manifest its intercultural commitment. The Borough Council have implemented an intercultural strategy and action plan and have allocated a budget for their implementation. Lewisham also has an evaluation process for its intercultural strategy. For instance, the Comprehensive Equalities Scheme (CES) was first published in 2006 and has been revised to incorporate, for the first time, information, issues and potential areas for action in relation to sexual orientation, age and religion/belief<sup>2</sup>. The Lewisham borough has a dedicated cross-departmental co-ordination structure which is responsible for its intercultural strategy and action plan. The borough has launched an official webpage dedicated to intercultural development. Lewisham makes clear reference to its commitment in public speeches as well as in communications. The Council publishes a magazine *Lewisham Life*<sup>3</sup> where the official pictures are selected to ensure they represent the diversity of the population. Local citizens who have done an exceptional action to encourage intercultural in the local community are acknowledged. For instance, the Love Lewisham award celebrates a person who has made a difference to improving green spaces, reducing waste and contributing to the care and upkeep of the local neighbourhood, resulting in notable environmental benefits.

## **2. Education<sup>4</sup> policies through the 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 Lewisham's education policy achievement rate is considerably higher (75%) than the city sample's rate (62%).

In none of the local primary schools do almost all pupils come from the same ethnic background. According to the answers provided in the index, local faithbased schools also have a multi ethnic student population.

Lewisham has put into practice several intercultural education initiatives. Local schools make considerable efforts to involve parents from migrant/minority backgrounds in daily school life. For instance, the Childeric School works specifically with Somali Parents. The borough promotes local schools which carry out intercultural projects. For instance, St John the Baptist school has formed a friendship link with a local mosque school.

Lewisham might consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools.

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<sup>1</sup> The term " city sample " refers to the weighted average of the 17 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

<sup>2</sup> The Comprehensive Equalities Scheme (CES) is Lewisham Council's equality policy and serves essentially two purposes: to set out the borough's overall commitment to equality and diversity in one central document as well as act as the 'umbrella' document for both statutory and non-statutory equality schemes. For more information please visit: <http://www.lewisham.gov.uk/CouncilAndDemocracy/StrategiesPlans/EqualityAndDiversity/ComprehensiveEqualityScheme/>

<sup>3</sup> *Lewisham Life* is the magazine for local residents and businesses. The magazine includes community and business news, covers local activities and provides information about accessing local advice and support. It is delivered to over 100,000 households and businesses across the borough

<sup>4</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://higherred.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html) )

### **3. Neighbourhood policies through an intercultural lens**<sup>5</sup>

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.

Lewisham's neighbourhood policy indicators are considerably higher (75%) than the city sample's rate (62%).

In none of Lewisham's neighbourhoods a vast majority<sup>6</sup> of residents come from the same ethnic background. There are two main areas of Lewisham where the Black and Minority Ethnic Group population exceeds 50% and these are around the north of the borough (New Cross, Evelyn and parts of Telegraph Hill) and in the centre (Rushey Green, Lewisham Central).

The borough has put into practice various neighbourhood interaction initiatives. Lewisham does encourage residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. Lewisham also promotes interaction within neighbourhoods. However, this issue is addressed through practice rather than policy. Local Area Assemblies take specific actions made to under-represented communities who can participate if required. One of the outcomes of these assemblies is that residents understand each other better and social cohesion is promoted in the local community.

The borough may wish to further explore possible neighbourhood policy initiatives by implementing a policy which avoids ethnic concentration and isolation.

### **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 Lewisham's public services policy achievement rate is considerably higher (90%) than the city sample's rate (67%).

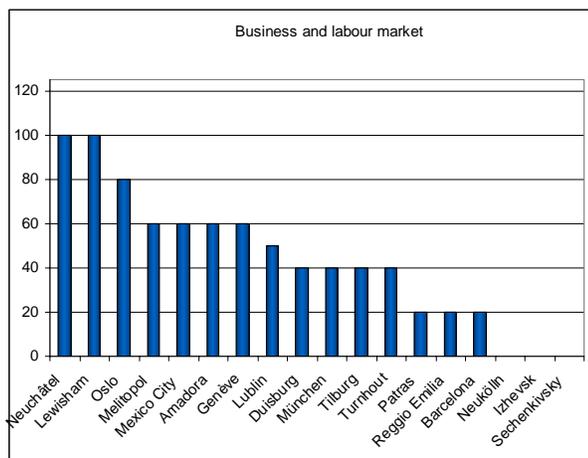
The borough council have put into practice several intercultural public service initiatives. The ethnic background of Lewisham's public employees mirrors that of the city's inhabitants. According to the 2008-2009 Lewisham Employment Profile Report provided the following ethnic break down of its employees: 62 % white; 36 % of Black and minority ethnic communities and 2 % are classified as other. This is achieved through a specific recruitment strategy. Non-UK citizens can seek employment in the local public administration. Lewisham also encourages intercultural mixing in the private labour market. For instance, the Council's procurement policies and contracts include an Equalities statement that bidding companies need to show they meet as part of their application. Lewisham provides four out of the five services in the index which are tailored to the needs of the ethnic/cultural background of its citizens. It offers funeral/burial services, school meals and specific sections and times for women in sports facilities.

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<sup>5</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 on the average.

<sup>6</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.

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



Lewisham's business and labour market policy indicators are considerably higher than the city sample's: 100% of these goals were achieved, while the city sample's rate for business and labour market policy is 44%.

The borough has adopted the following best practice recommendations in its business and labour market initiatives. An umbrella organisation has been set up to promote diversity and non-discrimination in the workplace. The Chamber of Commerce has recently agreed with Lewisham to work on increasing their membership and particularly BME representation. Lewisham covers relationships through the Regeneration and Community Strategies which promote cohesion through the benefits of a diverse and representative SME base. Current figures show that 70% of people attending pre-start business training are from BME communities. The local Council has signed a charter which outlaws discrimination in employment. Lewisham encourages ethnic/cultural minorities businesses to move beyond localised economies to enter into the main stream and higher value added sectors. More specifically, Lewisham's BME focussed business support deals with the import/export market on a case by case basis. The Borough Council does encourage "business districts/incubators" to facilitate inhabitants from different cultures to mix more easily. Lewisham prioritises companies which implement a diversity strategy when procuring its goods and services. If a company does not implement a diversity strategy Lewisham supports them through the Business Advisory Service to implement one.

## **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.

Lewisham's cultural and civil life policy goal achievement rate is considerably higher (100%) than the city sample's rate (78%).

Lewisham has implemented the following policies in cultural and civil life. It does use interculturalism as a criterion when allocating grants to associations. Services provided by associations must be accessible to the whole community. The management committee, staff and users must reflect the interculturality of the borough (unless targeted at a very specific group). Organisations are provided with capacity building support to help them achieve this baseline to bid for funding. New funding is aimed at building social capital and promoting the 'cohesive' society. Localities Fund are administered by Councillors in line with the wishes of the Local Area Assemblies. Mayors Fund are localised small scale funding. 100% of all grants go to associations and initiatives based on the

interculturalism criterion. The Borough Council does organise events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix. For instance Annual Lewisham People day is where Local Field Assemblies run events with a social feel in order to attract attendance ( Brockely Assembly, World Food Day). Cultural organizations which deal with diversity and intercultural relations in their productions are also promoted. For instance, Lewisham Black History Month brings together a series of events that celebrate the culture, history and achievements of black and ethnic minority communities<sup>7</sup>.

## **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 Lewisham's public space policy goals is considerably higher than the sample city's: 90% of these goals were achieved, while the sample city rate for public space policy is 67%..

Lewisham's high benchmarking scores can be attributed to the many initiatives it has implemented in public spaces. The borough promotes intercultural mixing in public libraries, museums squares and playgrounds. When reconstructing an area, Lewisham proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants. When designing and managing new public spaces and libraries, the Borough Council takes into consideration the ethnic/cultural backgrounds. of the city's citizens. None of the areas in the Borough are dominated by one ethnic group and make other inhabitants feel unwelcome. According to the answer given in the survey, there are one or two areas in the city which have a reputation of being "dangerous". However, this is not necessarily due to ethnicity. Generational and age differences contribute to these areas reputation for being dangerous.

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

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

The analysis shows that Lewisham's mediation and conflict resolution policy achievement rate is lower than (49%) the city sample's rate (66%).

The council has introduced some initiatives to achieve its mediation and conflict resolution policy objectives. The Borough has funded in the past a mediation service with intercultural competences which is run by an autonomous humanitarian organisation Race Equality Action Lewisham There are currently plans to re-constitute this service. Lewisham also provides mediation services in places such as hospitals, in the city's administration, as well as in neighbourhoods and on the streets.

## **9. Language<sup>8</sup>**

Lewisham 's language policy achievement rate is somewhat lower (42%) than the city sample's rate (51%).

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<sup>7</sup> For more information on Lewisham's Black History Month please visit:

[http://www.lewisham.gov.uk/NR/rdonlyres/9D659B73-0015-4EC3-AC89-00F2B981FA0B/0/BHM2010\\_brochure.pdf](http://www.lewisham.gov.uk/NR/rdonlyres/9D659B73-0015-4EC3-AC89-00F2B981FA0B/0/BHM2010_brochure.pdf)

<sup>8</sup> 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](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

Lewisham has introduced several initiatives to obtain its language policy objectives. According to the questionnaire, the Borough does provide specific language training in the official languages for hard-to-reach groups<sup>9</sup>. Migrant/minority languages are taught as a mother tongue for foreign children only. All of the Borough's citizens are eligible to receive training in immigrant/minority languages<sup>10</sup>. Lewisham does support private/civil sector institutions that offer training in migrant/minority languages. In addition, Community Education Lewisham provides English for speakers of other languages. The Borough also encourages projects which give a positive image to minority/migrant languages. These initiatives may comprise a day devoted to migrant languages, readings, poetry evening as well multi-lingual cultural events. For instance, Lewisham supports supplementary schools which provide training in mother tongue languages as well as cultural sensitivity.

The Borough might consider ameliorating its language initiatives for instance by offering financial support to minority newspapers/journals and minority radio programmes; as well as supporting TV programmes that are broadcasted in other languages than the majority ethnic language.

## **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.

63% of Lewisham's media policy goals were goals were achieved while the city sample's attainment rate for these goals is 53%.

Lewisham has implemented various media policy instruments. For instance, the Borough's information services are instructed to promote harmonious intercultural relations. The Borough also monitors the way in which minorities are portrayed in the local media.

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. The City Council's media strategy and diversity approach would benefit from ensuring this policy adhered to more often in the future. It is worth noting that the communications team carries out an Equalities Impact Assessment of its Communications Strategy. There is a commitment to providing 'positive images' representing the whole borough when requests are made for information and images.

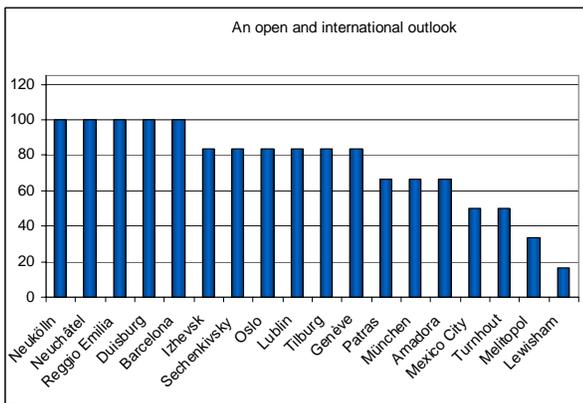
According to the answers provided in the survey, the UK press is independent from the Council and therefore the Council is unable to supports advocacy/media training and mentorships for journalists from minority backgrounds.

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<sup>9</sup> The term makes specific reference to non-working mothers, the unemployed, as well as retired people

<sup>10</sup> This initiative depends upon demand

## **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.

Lewisham's international outlook policy indicators are considerably lower (17%) than the city sample's (75%).

The Borough has not put into practice a policy to encourage international co-operation. However Lewisham has a Twinning, International officer and European Project Manger to supervise the existing twinning with France, Germany, Nicaragua, South Africa and the European parliament. While there is no policy to finance, the above tasks are delivered through dedicated officers. According to the answers provided in the survey, it is up to individual universities to attract foreign students. Specific projects and policies to encourage co-development with Lewisham's migrant groups countries of origin do not exist. However, specific business advice and links to the UK Chamber of Commerce are given to encourage co-development with Lewisham's migrant groups countries of origin.

## **12. Intelligence competence policies**

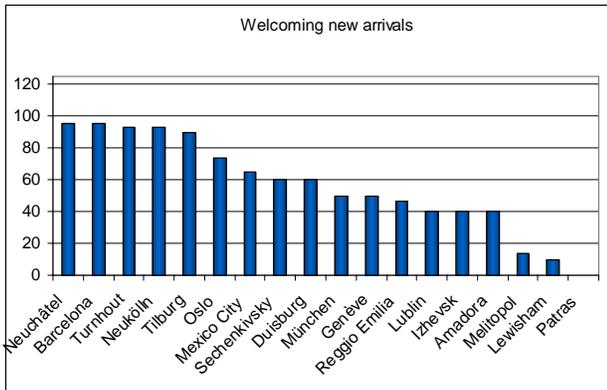
A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one mode of behaviour on all situations.

The attainment rate of Lewisham's intelligence competence policy goals is lower than the city sample's: only 55% of these goals were achieved, while the city sample rate for intelligence competence policy is 73%.

The Borough has adopted the following best practice recommendations in Lewisham's intelligence competence initiatives. Information regarding diversity and intercultural relations is mainstreamed to inform the canton when formulating new initiatives. Lewisham also promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information networks and training courses.

Lewisham may wish to consider building upon the city's existing intelligence competence policies by conducting surveys concerning local inhabitants' perceptions of migrant.

### **13. Welcoming policies for new migrants**



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.

The attainment rate of Lewisham's welcoming policy goals is considerably lower than the city sample's: only 10% of these goals were achieved, while the city sample rate is 56%.

Lewisham has implemented various welcoming policy instruments. The Borough has launched services and agencies which provide support tailored specifically for students, family members and refugees.

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

### **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.

60% of Lewisham's governance policy goals were achieved while the city sample's attainment rate for these goals is 32%.

Newcomer can vote in local elections if they are registered and a British Commonwealth Citizen living in the UK. An independent political body has been created to represent all ethnic minorities living in Lewisham.

### **15 Conclusions**

In the majority of intercultural strategy areas Lewisham does better than most other cities in the sample. Its leading practice can provide useful insights and examples to other cities in the field of intercultural commitment and leadership, education, neighbourhood, public services and business. Lewisham needs to make progress in relation to its policy towards countries of origin of its migrant groups, by working in a more structured and systematic manner on intercultural mediation and in developing initiatives to welcoming new arrivals. Neuchâtel, Reggio Emilia and Barcelona can be a source of learning and ideas for Lewisham in this respect.

Lewisham might consider ameliorating its **education** system by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools.

The Borough may wish to further explore possible **neighbourhood** policy initiatives by implementing a policy which avoids ethnic concentration.

The Borough might consider ameliorating its **language** initiatives for instance by offering financial support to minority newspapers/journals and minority radio programmes; as well as supporting TV programmes that are broadcasted in other languages than the majority ethnic language.

We invite Lewisham to consider building upon the city's existing **intelligence competence** policies by conducting surveys concerning local inhabitants' perceptions of migrants.