



Zurich: Results of the Intercultural Cities Index

Date: October 2013

A comparison between more than 50 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 56 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Arezzo (*Italy*), Barcelona (*Spain*), Beja (*Portugal*), Bilbao (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Rena (*Italy*), Coimbra (*Portugal*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forli (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Izhevsk (*Udmart Republic, Russia*), Hamburg (*Germany*), Jerez de la Frontera³ (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone⁴ (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 30 have more than 200,000 inhabitants and 25 have over 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Zurich (Switzerland) 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 Spanish city of Jerez de la Frontera is hereinafter referred to as Jerez de Frontera.

⁴ 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).

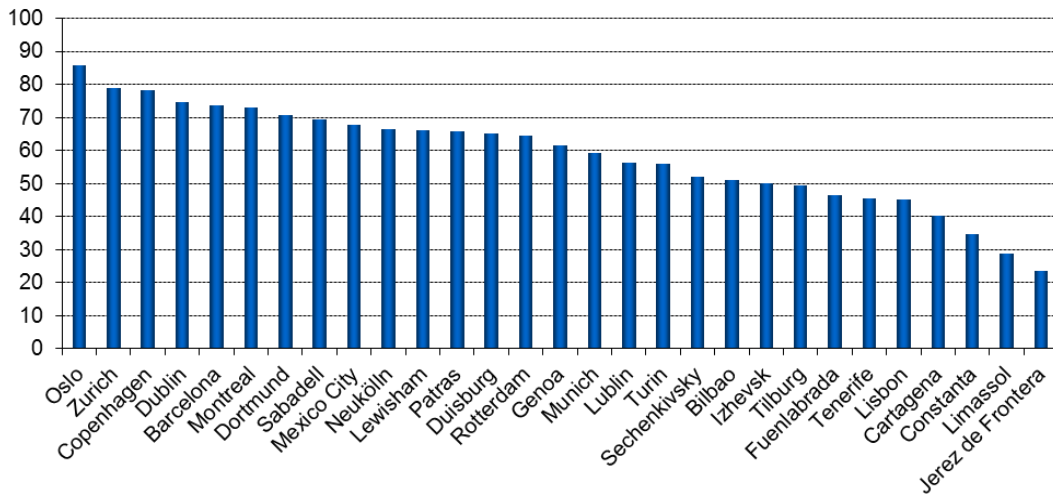
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

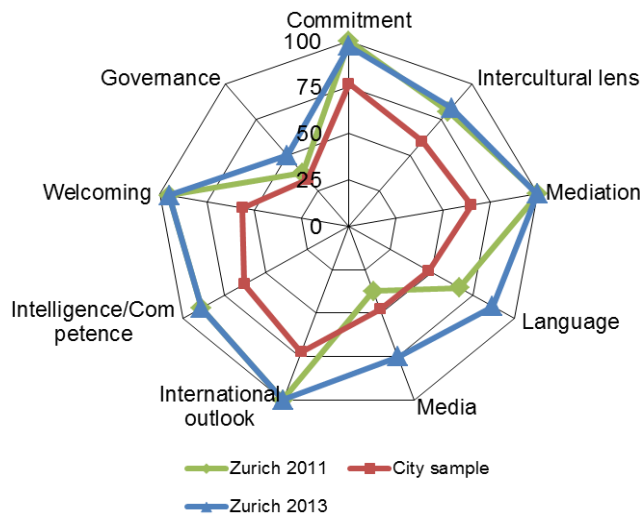
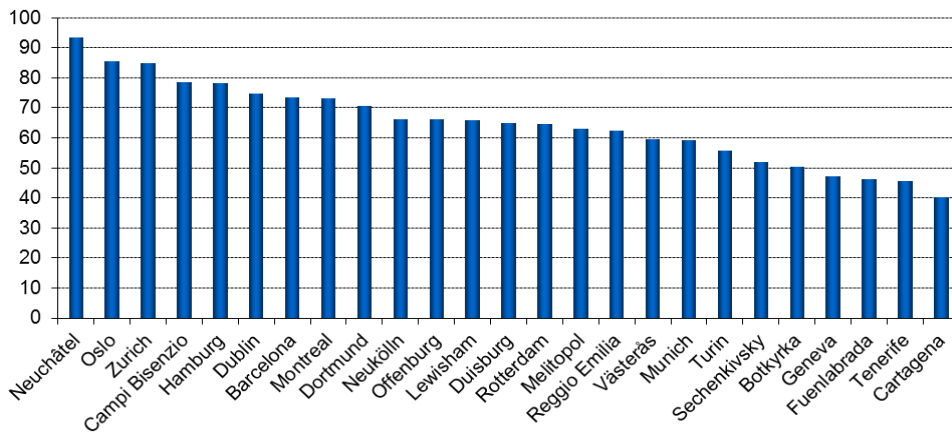
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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.

According to the overall index results collected in 2013, Zurich has been positioned 3rd among the 56 cities in the sample, with an aggregate intercultural city index of 85%, between the Norwegian capital of Oslo (86%) and the Italian city of Campi Bisenzio (78%). Zurich has been ranked 2nd among the 30 cities with more than 200,000 inhabitants and 3rd among the 25 cities with more than 15 per cent of foreign-born residents.

Intercultural City Index (ICC) - City sample (inhabitants > 200'000)



Intercultural City Index (ICC) - City sample (non-nationals/foreign borns > 15%)

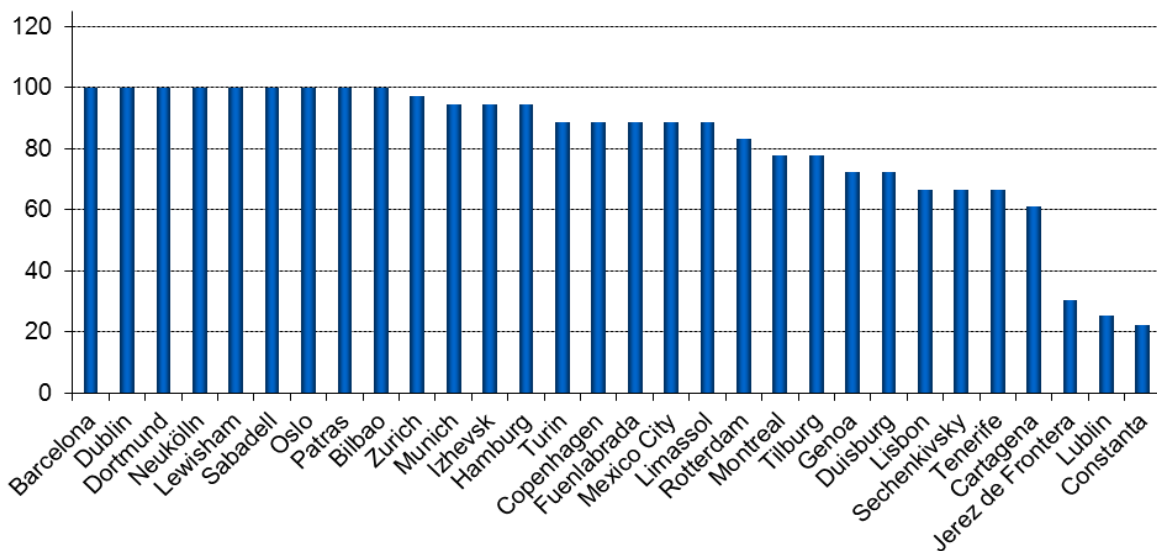


Zurich – An overview

Zurich is the largest city in Switzerland and is the capital of the canton of Zurich. At the end of 2012, the city of Zurich had a population of 394,012 inhabitants. The most important ethnic group –Swiss citizens– make up 68.7% of Zurich’s inhabitants. Non-nationals make up 31.3% of Zurich’s total inhabitants. The largest minority group –people from Germany– make up 8.0% of the city’s population and people from Italy make up 3.5% of the city’s population. The latest GDP/per capita figures are of €132,500.

1. Commitment

ICC-Index - Commitment - City sample (inhabitants > 200'000)



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 Zurich’s commitment policy goals is considerably higher than the city sample’s⁵: 97% of these goals were achieved, while the city sample’s rate for commitment policy is 77%.

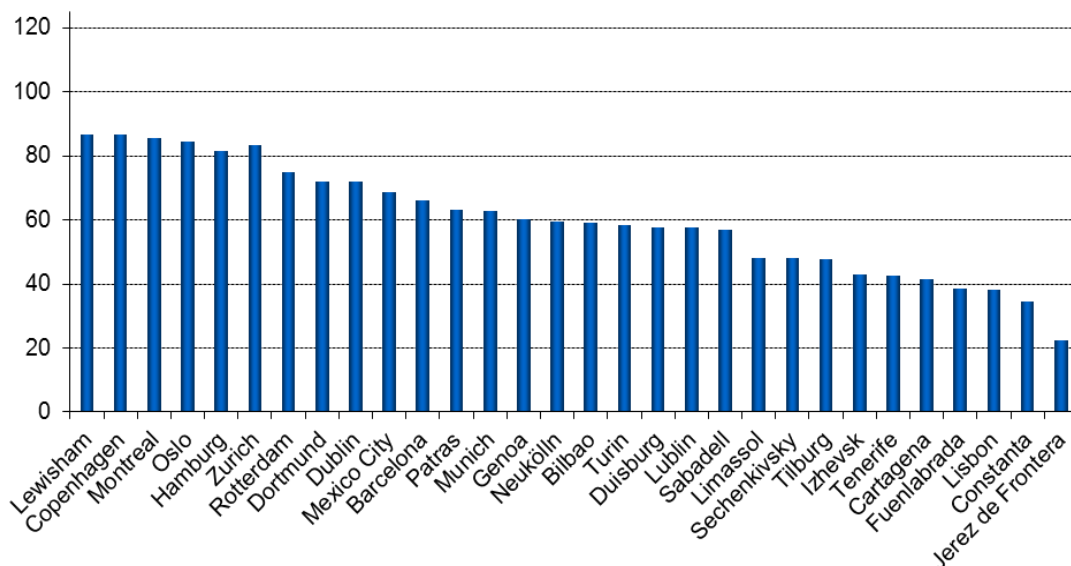
Zurich has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The city council has formally adopted a public statement in favour of diversity, peace and co-existence. The local government has designed an intercultural strategy and has developed an action plan to put it in practice. It has allocated a budget for the implementation of its intercultural strategy and action plan. The city council also has an evaluation process for its

⁵ The term “city sample” refers to the weighted average of the 56 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

intercultural strategy. The city council has launched an official webpage for diversity and interculturality. Zurich has a dedicated cross-departmental coordination structure which is responsible for its intercultural strategy and action plan. Local citizens who have done an exceptional thing to encourage interculturalism in the local community are acknowledged⁶. As local authorities affirm, Zurich's integration policy ensures a coherent, responsive and technically sophisticated respond to support coexistence between long-term residents and newcomers. For this purpose, it develops principles and concepts to support the involved actors and to implement measures.

2. Education⁷ policies through an intercultural lens

ICC-Index - Intercultural lens - City sample (inhabitants > 200'000)



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 Zurich's education policy achievement rate is much higher (95%) than the city sample's rate (66%).

In none of the local primary schools do almost all pupils come from the same ethnic background. The city also promotes local schools which carry out intercultural projects. Zurich's schools involve parents from migrant/minority backgrounds in daily school life. Here, schools with a percentage higher than 40% of pupils with a mother tongue other than German are part of the QUIMS

⁶ Further information about Zurich's intercultural strategy could be found at <http://www.stadt-zuerich.ch/prd/de/index/stadtentwicklung/integrationsfoerderung/grundlagen.html> (in German).

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

programme-Quality in Multicultural Schools, which also has as a priority parents' participation. About half of the schools in the city of Zurich are part of the QUIMS programme. Furthermore, a new compulsory school subject "Religion and Culture" is focused on social diversity and intercultural issues.

In the 2013 Zurich's Report on Racism, exclusion in school life was treated as a focus topic. In the report is showed that schools measure parental involvement as a crucial part to fight against exclusion and racist attitudes.

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

3. Neighbourhood policies through an intercultural lens⁸

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.

Zurich's neighbourhood policy indicators are one of the highest (and indeed at the maximum rate, 100%) than the city sample's rate (60%).

In none of Zurich's neighbourhoods a vast majority⁹ of residents comes from the same ethnic background. Here, non-nationals make up between 20.6% and 42.6% of the city's total population in the city's 34 neighbourhoods. In none of the city's neighbourhoods a vast majority of inhabitants comes from minority ethnic groups¹⁰.

Zurich encourages residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. The city has put into practice a policy which avoids ethnic concentration. A large proportion of the city's inhabitants live in rented accommodation. 25% of the rented flats are provided by the city or through housing associations which have implemented an allocation policy. The city's allocation scheme includes achieving a "good mix" between different social groups as one of the initiatives criteria.

⁸ By "neighbourhood" we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical definition of "neighbourhood" varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on the average.

⁹ 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.

¹⁰ 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://higher.ed.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

Finally, the city also promotes interaction within neighbourhoods. For instance, "integration credits" offer financial support to neighbourhood activities. Zurich's coordination structures also provide free support to neighbourhood initiatives. Finally, several Community Centres offer a wide range of activities and possibilities to promote interaction within neighbourhoods.

4. Public service policies through an intercultural lens

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

The analysis shows that Zurich's public services policy achievement rate is higher (83%) than the city sample's rate (45%).

According to the answers provided in the survey, the ethnic background of public employees does not reflect the composition of the city's population. However, Zurich has put into practice a specific recruitment strategy to ensure that the ethnic background of public employees reflects the composition of the city's inhabitants. For instance, demonstrating language fluency in migrant/minority languages is a criteria when the city recruits employees who are in regular contact with the public. People from migrant backgrounds represent a high proportion of interns in the city's administration.

Non-nationals can seek employment in the local public administration. Zurich provides three out of the four services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens: it offers funeral/burial services, school meals as well as women only sections and times in sports facilities in response to culturally-based requests.

Some local services, such the police, are only open to nationals. However, local police aims to increase recruitment of people with a migrant background, and it has been defined as a priority in the Police Department Strategic Plan 2013-2017.

Zurich may wish to build upon its services which are tailored to the needs of the ethnic/cultural background of its citizens. We invite the city of Zurich to consider the following initiative launched by the Germany city of Berlin¹¹. Here, Berlin's Intercultural Opening Strategy is designed to adapt the administration to work with a diverse customer's base. Workshops are organized for all employees, with a particular focus on service managers. The process started at the Senate's Foreign office in 2004 and has since then been extended to other parts of the administration, such as job centres in areas with a high proportion of people with a migrant background.

Another interesting example of such a practice has been jointly introduced by Neukölln's City Council Department for Social Affairs and Housing working together with the migration service of Caritas (a social welfare institution of the

¹¹ This particular example comes from: Integrating cities DIVE: "Cities accommodating Diversity; Find Recommendations from the peer review project "Diversity and Equality in European Cities"

Catholic Church in Germany). This was introduced after a campaign for cultural-sensitive care for senior citizens. In this particular case, the staff of the service for senior citizens was familiarized with culture sensitive services for senior citizens in the framework of information and sensitisation events. An important issue was to attract migrants for voluntary participation in the social committees.

Zurich provides a range of measures to improve access to the labour market, mainly linking young people to vocational training or supporting companies that want to inform themselves on intercultural or antidiscrimination issues among others. Zurich may wish to ameliorate its diversity and equality policies in the future, for instance by encouraging intercultural mixing in the private sector labour market. The London Borough of Lewisham launches an initiative in this area: the Council's procurement policies and contracts include an Equalities statement that bidding companies need to show they meet as part of their application.

5. Business and labour market policies through an intercultural lens

Zurich's business and labour market policy indicators are a bit lower than the city sample's: 40% of these goals were achieved, while the city sample's rate for business and labour market policy is 42%.

Zurich has signed a charter which outlaws discrimination in employment. The city encourages ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors. Although there doesn't exist an institutional business umbrella organisation to promote diversity and non-discrimination in the employment, there are various initiatives such the Diversity Roundtable Switzerland. The roundtable serves as an exchange platform between companies on the topic of diversity, and it includes companies such Swisscom, AXA-Winterthur, Credit Suisse, Swiss Post, Migros, Nestlé, Novartis, Roche, SBB, SwissRe and UBS.

Most of the business incubators in the city of Zurich do not explicitly pursue intercultural strategies. However, many of them and the start-ups are based on immigrant skilled workers and have a diverse workforce, facilitating inhabitants from different cultures to mix more easily. Finally, Zurich does not prioritise companies that implement a diversity strategy when procuring their goods and services, but explicitly includes a prohibition on discrimination. The importance of these procurement guidelines are mentioned in the 2013 Zurich's Report on Racism.

The city council's business and labour market policies may benefit from encouraging the creation of a business umbrella organization which promotes diversity and non discrimination in the workplace. Zurich could learn from the Swiss canton of Neuchâtel. Since January 2005 this canton has been working in partnership with local watch-making businesses. Its objective is to integrate its diverse inhabitants into local businesses. It achieves this by educating local businesses on the realities of the canton's diverse inhabitants; publishing material on the legal aspects of discrimination at work; as well as providing factory managers with half day training on intercultural communication.

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

Zurich's cultural and civil life policy goal achievement rate is higher (94%) than the city sample's rate (80%).

Zurich has implemented the following policies in cultural and civil life. It does use interculturalism as a criterion when allocating grants to associations. According to the answers provided in the survey, as approximately half of the city's population are from a migrant background, most of the local associations are in some way intercultural. Cultural organizations which deal with diversity and intercultural relations in their productions are also promoted. Finally, Zurich organises public debates and campaigns around the topics of diversity and living together.

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

Another initiative to be noted is put into practice by the French city of Lyon. Here, the parade takes place every two years and show-cases one core discipline, dance, together with complementary disciplines of music and street arts. Over 30,000 spectators are present at this vast urban ritual staged in the city centre where the city's main authorities (political, economic, religious, and institutional) are concentrated. The cultural project is structured around the unity of time, place and subject: the event's organizers want to preserve this unifying approach to the arts, which attracts amateurs of all sexes, all ages and very different social origins onto unfamiliar territory.

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 Zurich's public space policy goals is higher than the sample city's: 96% of these goals were achieved, while the sample city rate for public space policy is 63%.

According to the answer given in the survey, there are no areas in the city which have a reputation of being "dangerous" neither areas dominated by one ethnic group that make other inhabitants feel unwelcome. Zurich biannually conducts representative surveys which also include questions on perceptions of danger in the public sphere. On the basis of the results, the city takes actions when deemed necessary. It is worth noting that in the city perception of danger varies between socio-demographic groups, for instance according to age and class bracket. Lastly, perceptions of danger in public spaces do not always reflect the reality. In the 2012 survey, security as a subjective feeling of safety in Zurich's urban areas has been rated as high.

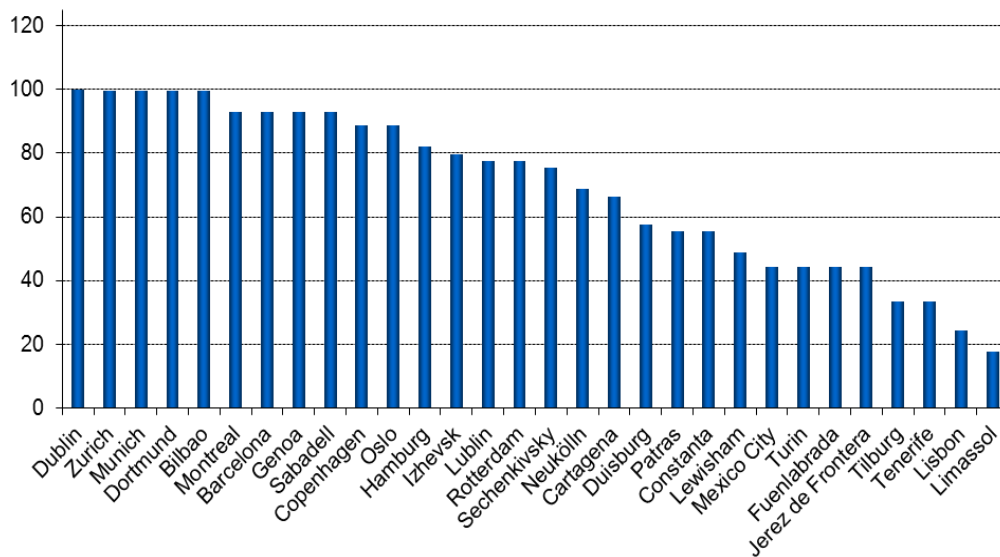
Zurich has implemented several public spaces policy instruments. The local government promotes intercultural mixing in public libraries, museums, squares and playgrounds. According to the answers provided in the survey, the Mayor's department has put into practice a four year plan to establish and enforce a "Culture of Welcome". It will consist of various measures which will be taken by the city's services, for instance the Residents and Cultural affairs office.

When reconstructing an area, Zurich's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants. Here, guidelines have been established to guide the participation process. In addition, the city's coordination offices offer support to connect multiple stakeholders. The active participation of (diverse) population in urban development is one of the objectives of the local planning.

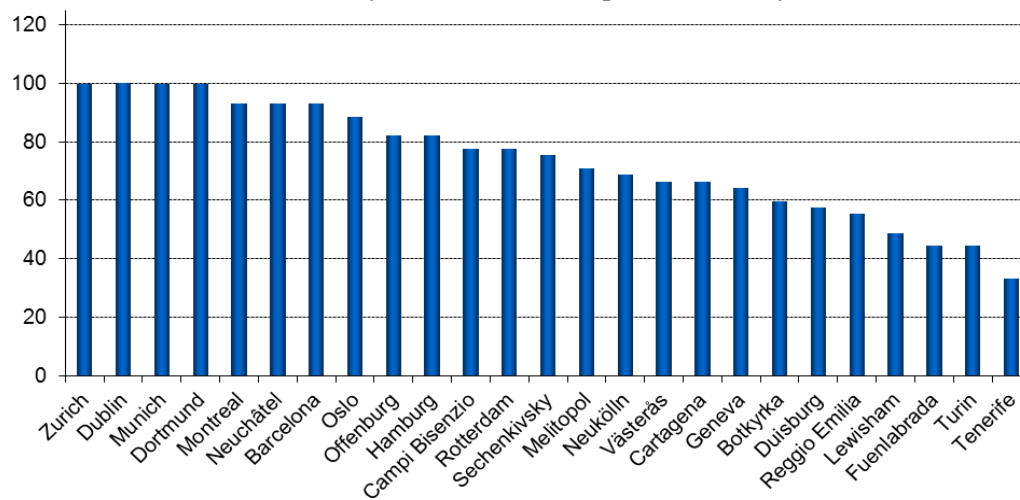
Zurich may wish to promote intercultural mixing in the city's markets. An interesting example of such an initiative has been jointly put into practice by the Vienna Chamber of Commerce and the city council. Ottakring is a neighbourhood on the outskirts of Vienna, with more than 50 nationalities including Pakistanis, Turks, Maghrebians, and Egyptians, which make up 36% of the total population of 8,000. During the late 90s 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

ICC-Index - Mediation and conflict resolution - City sample
(inhabitants > 200'000)



ICC-Index - Mediation and conflict resolution - City sample
(non-nationals/foreign borns > 15%)



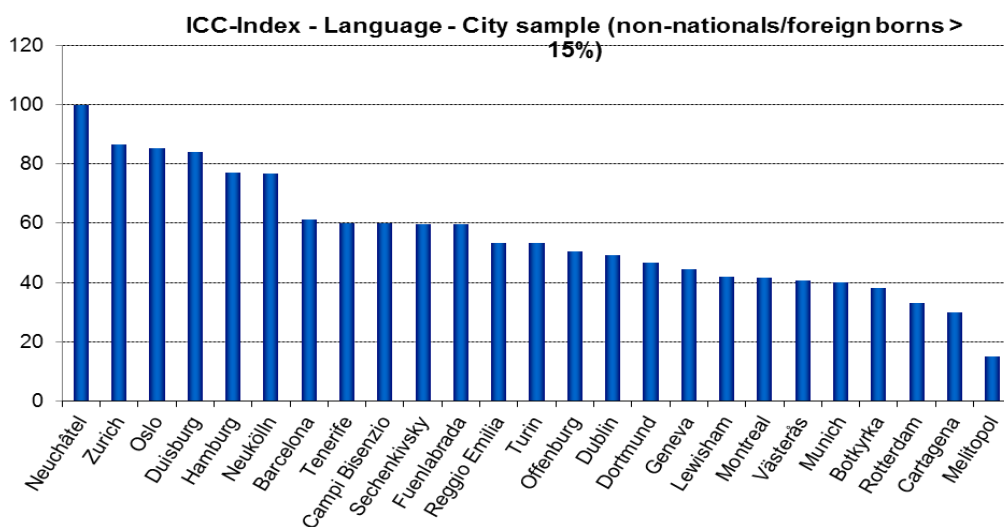
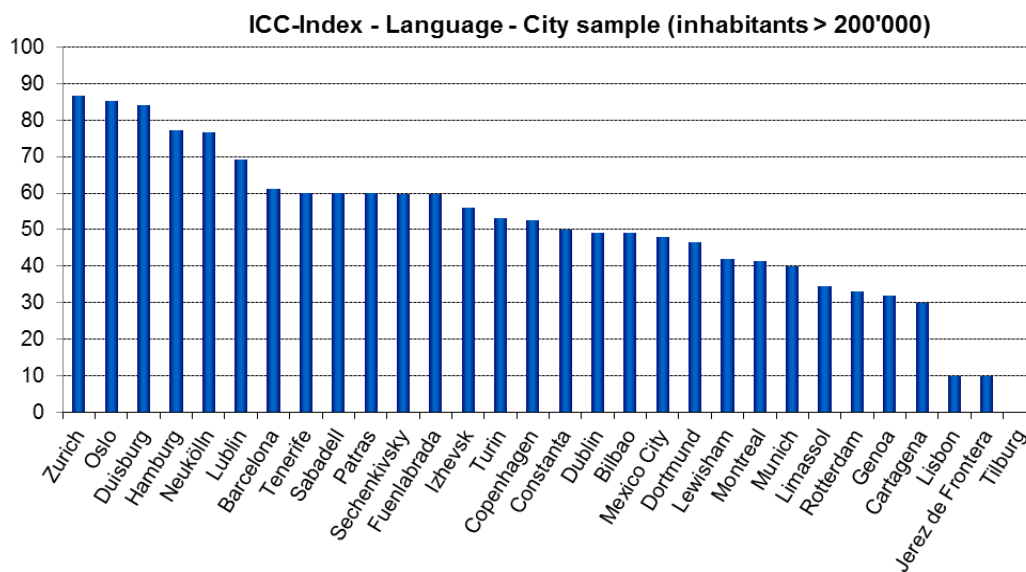
The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

The analysis shows that Zurich's mediation and conflict resolution policy achievement rate one of the highest (and indeed at the maximum rate, 100%) than the city sample's rate (65%).

Zurich has introduced many initiatives to achieve its mediation and conflict resolution policy objectives. The city has set up "Konfliktopon" which is a municipal mediation service committed to intercultural issues specifically. It also offers a generalist municipal mediation service – "Security, Intervention, Protection (SIP) – which includes interculturally competent as well as specialized staff. There are also private initiatives supported by the municipality that deal with intercultural conflicts as Tikk-a, competence centre for intercultural conflicts

that provides mediation service with intercultural competence. The city offers financial support to this service to deal specifically with discriminatory incidents. The city's ombudswoman acts as a mediator between citizens and the city's authorities. This mediation service is open to everyone including foreign nationals, non-Zurich residents, minors, as well as wards with legal guardians and legal entities. Zurich also provides mediation services in places such as hospitals, in the city's administration, as well as in neighborhoods and on the streets. Finally, Zurich has also set up a municipal mediation service committed to inter- religious issues specifically.

9. Language¹²



Zurich's language policy achievement rate is higher (87%) than the city sample's rate (48%).

¹² 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)

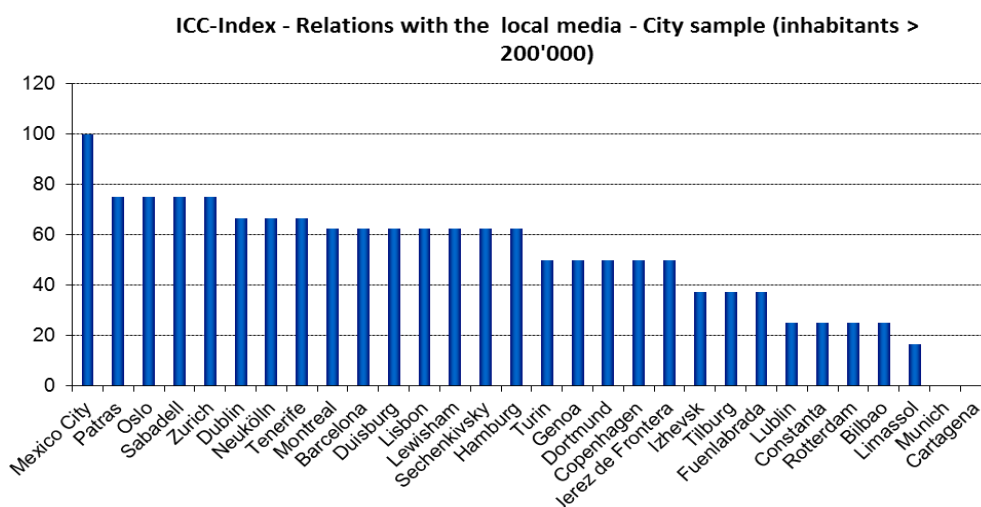
Zurich encourages projects which give a positive image to minority/migrant languages. The city provides specific language training in the official languages for hard-to-reach groups¹³. It also supports private/civil sector institutions which offer language training in migrant/minority languages. Additional curriculum courses, called HSK Courses, are offered by embassies, consulates as well as private organisations. These courses cover a range of topics including languages, history, geography, as well as minority cultures. Several of these HSK Courses are held in spare rooms in public schools, as part of the municipality support to private institutions providing language training. Municipal authorities repeatedly emphasize the importance of multilingualism for the city of Zurich. Many municipal libraries have a range of books in different languages.

National laws do not allow the city to support media structures, even though it is possible to support concrete projects. In recent years, Zurich's Local Integration Credit has supported a local non-for-profit radio station (LoRa). It broadcasts in several languages and the work is mostly done by volunteers.

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

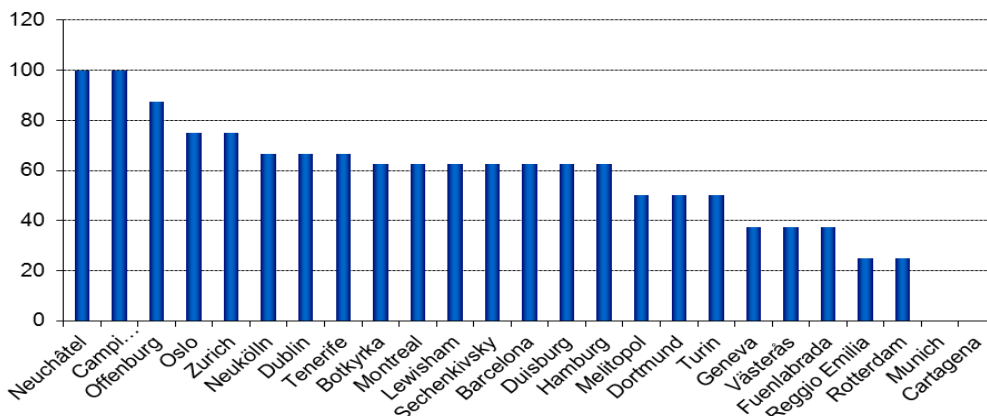
Another useful example comes from the London borough of Lewisham. Here supplementary schools supported by the borough provide mother tongue language and cultural schooling. There are also national events such as Black history month and Refugee Week that also include language promotion.

10. Media policies



¹³ The term makes specific reference to non-working mothers, the unemployed, as well as retired people

ICC-Index - Relations with the local media - City sample
(non-nationals/foreign borns > 15%)



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.

75% of Zurich's media policy goals were achieved while the city sample's attainment rate for these goals is 48%.

Zurich monitors the way in which minorities are portrayed in the local media. The municipality promotes a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns. Different recommendations on this field are provided in the 2013 Report on Racism. One of them encourages all municipal authorities to review their communications paying attention to diversity and racial discrimination. Another one encourages the municipality to fight against racist contents' posters and adverts.

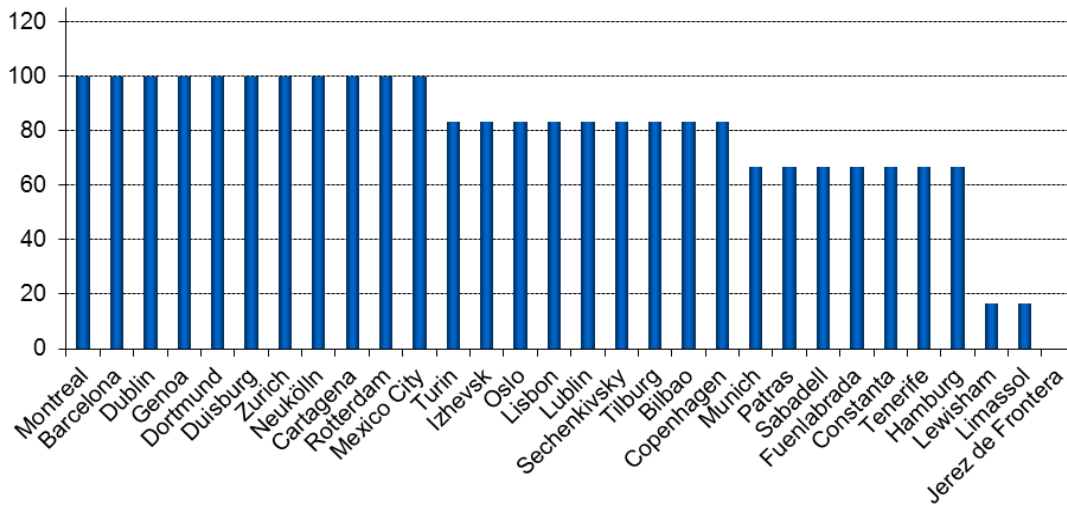
Similarly, an initiative has been launched by the Danish capital, Copenhagen. This city has carried out a 3-year campaign (We Copenhageners) among others with the aim of acknowledging and celebrating diversity. A part of this campaign has been directed towards the media and there has been substantial press coverage.

Zurich has built its media initiatives by instructing information services to promote harmonious intercultural relations.

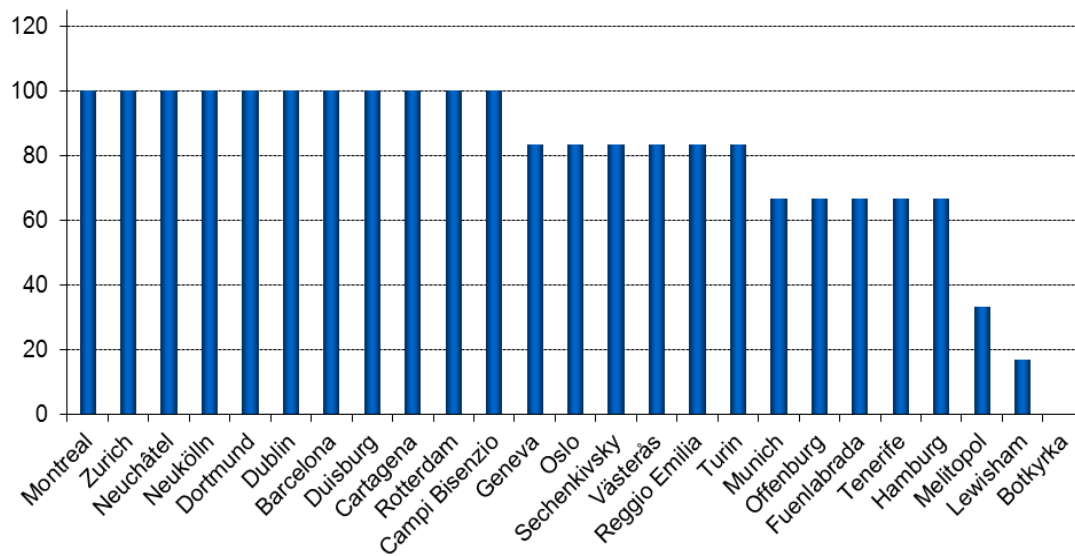
Zurich may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Oslo city council. Among journalists and editors, and media researchers operating in Oslo, there is now a growing awareness about the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. This has resulted in a stronger focus on the recruitment of journalists with ethnic minority background. Likewise, the Italian city of Reggio Emilia has created a directory of reference persons from different backgrounds to enlarge the view-points expressed in the media.

11. International outlook policies

ICC-Index - An open and international outlook - City sample
(inhabitants > 200'000)



ICC-Index - An open and international outlook - City sample
(non-nationals/foreign borns > 15%)



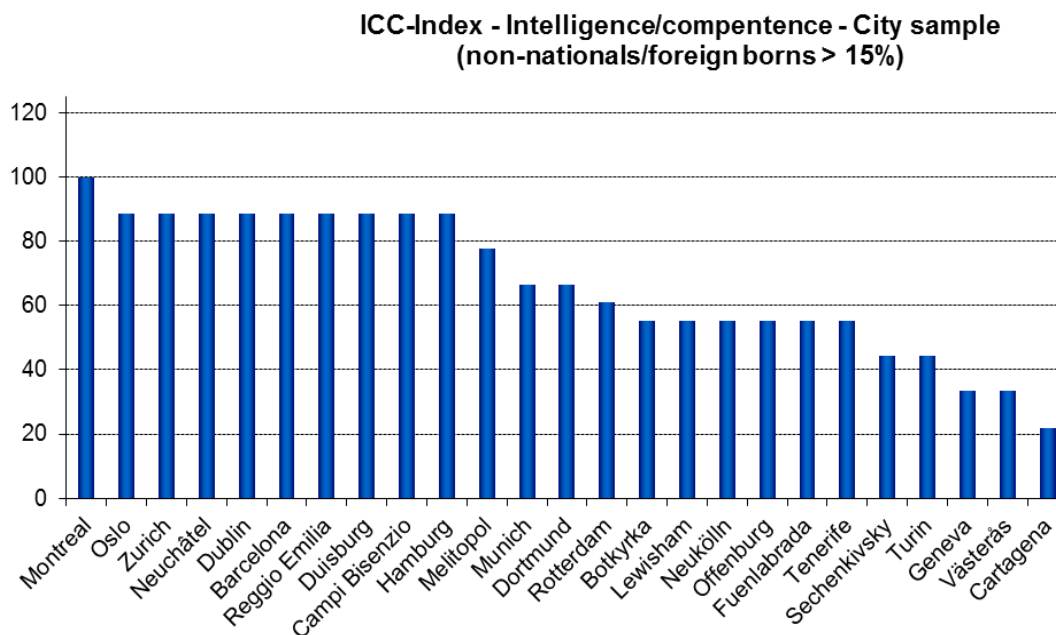
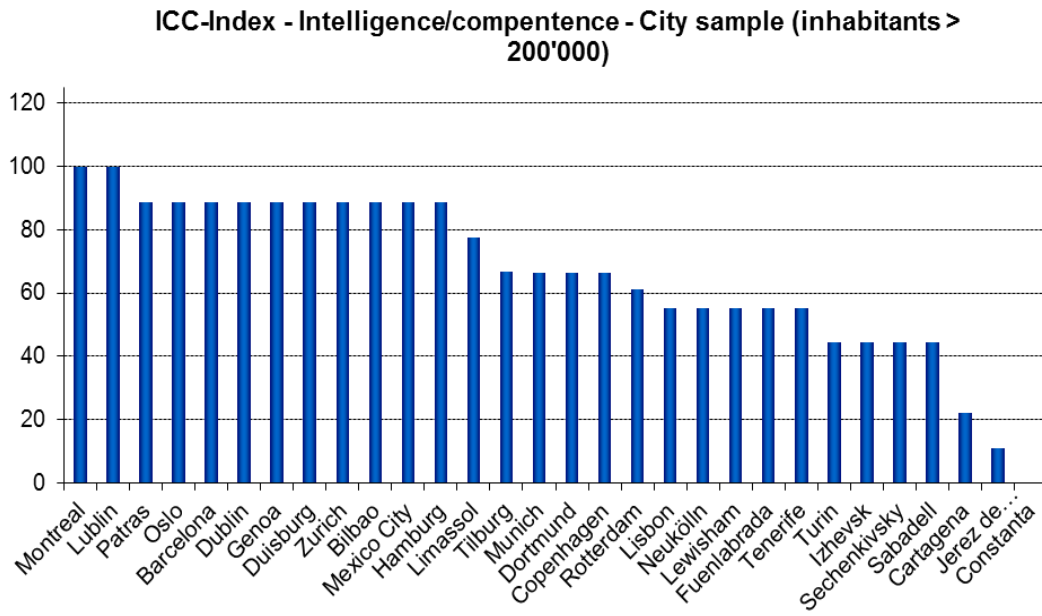
An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.

Zurich's international outlook policy indicators are higher (and indeed the maximum rate, 100%) than the city sample's (72%).

Zurich has put into practice several policies to encourage international co-operation. A specific financial provision has been introduced to achieve this. Although foreign policy and international relations are competences of the Federal Government, the municipality promotes cooperation and relations with several areas and regions. The city has also initiated projects and policies to encourage co-development with Zurich's migrant groups' countries of origin. The

city has set up an agency to monitor and develop Zurich's openness to international connections. Zurich supports local universities in order to attract foreign students, and ensures that foreign student populations take an active part in the city life.

12. Intelligence competence policies



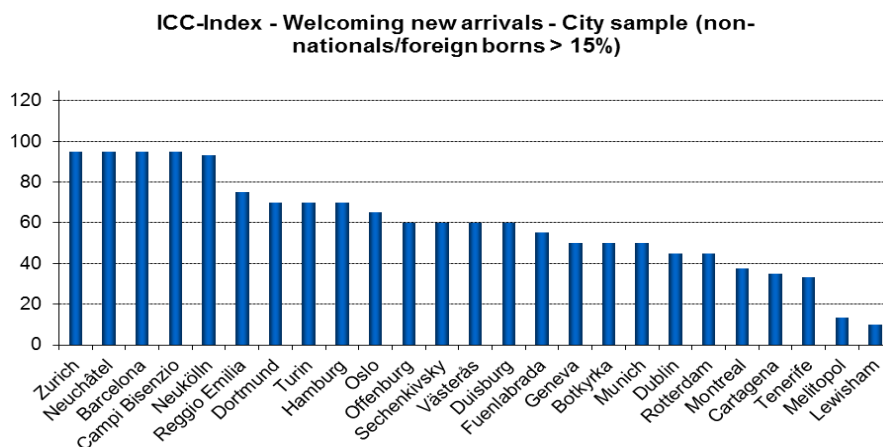
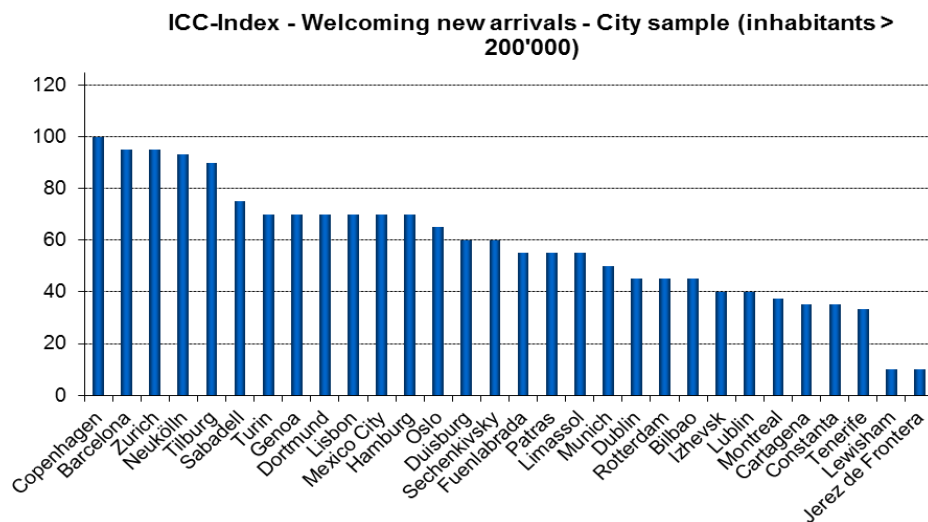
A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one mode of behaviour on all situations.

The attainment rate of Zurich's intelligence competence policy goals is higher than the city sample's: 89% of these goals were achieved, while the city sample rate for intelligence competence policy is 63%.

Information regarding diversity and intercultural relations is mainstreamed to inform the city when formulating new initiatives. According to the answers provided in the survey, the city conducts intercultural workshops and offers internal training on intercultural competences. Zurich also promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information networks and training courses. The city also conducts surveys to find out how inhabitants perceive migrants/minority groups.

Zurich may wish to further explore possible intelligence competence policies, for instance by offering internships. The city could consider following the example of the Swiss canton of Geneva. Here, the Office for the Integration of Foreign Residents runs internship programs. Its aim is to contribute to the professional development of its candidates in the field of cantonal government and integration.

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.

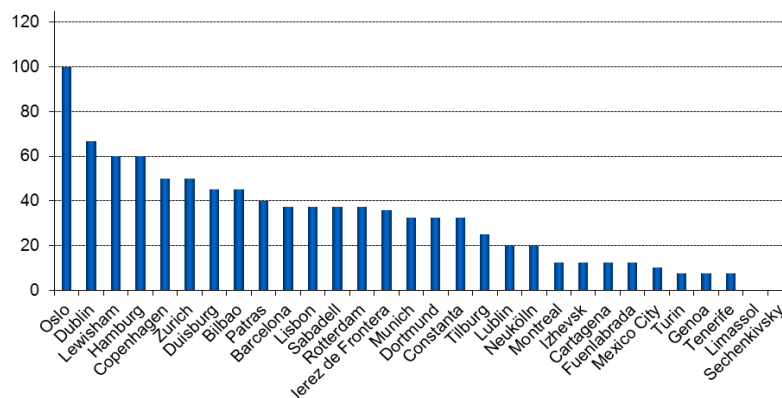
The attainment rate of Zurich’s welcoming policy goals is higher than the city sample’s: 95% of these goals were achieved, while the city sample rate is 56%.

Zurich has implemented various welcoming policy instruments. For instance, the city has set up a designated agency to welcome newcomers. Zurich has published a comprehensive package of information to aid newly arrived foreign residents. All newcomers with a foreign nationality and a permit to stay for longer than four months receive a “welcome package”. These are handed out regardless of the reason for migration (family reunion, studies etc.) The city’s services and agencies provide support tailored specifically for students, family members, refugees and migrant workers.

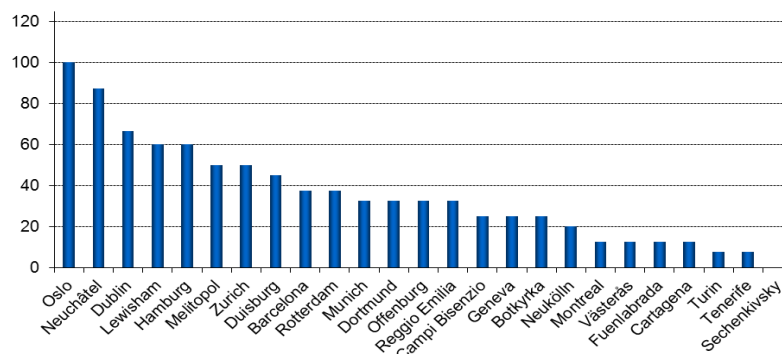
Zurich has also set up a welcome desk. This offers counselling services as well as providing German language training. Finally, the city greets newcomers in the presence of the city’s officials.

14. Governance policies

ICC-Index - Governance - City sample (inhabitants > 200'000)



ICC-Index - Governance - City sample (non-nationals/foreign borns > 15%)



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.

50% of Zurich governance policy goals were achieved while the city sample's attainment rate for these goals is 33%.

Newcomers are eligible to vote in local election "only when they obtain nationality". The city has an independent council to represent all ethnic minorities in the city.

The ethnic background of elected politicians partly reflects the composition of the city population. Zurich may wish to further explore possible governance policies in this topic. Copenhagen has taken a number of actions to improve the representation of migrants in the city administration. The local government offers paid internships specifically targeted at people with minority backgrounds, for instance by requiring they should be able to speak a certain language. It also offers training possibilities for its interns so they can acquire permanent positions. The city council advertises its vacancies through community media groups, as well as Universities with a high proportion of students from minority backgrounds.

Zurich 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.

15. Conclusions

The results of the current ICC Index assessment show that Zurich does much better than most other cities in the sample. Its leading practices can provide useful insights and examples to other cities in the field of: education, neighbourhood, public services, cultural and civil life, public spaces, mediation and conflict resolution, language, international outlook, intelligence competence and welcoming practices.

On the other hand, Zurich's achievements in the areas of governance and business and labour market are low, although its performance is better than the city sample.

In view of the above, we invite Zurich to continue strengthening in most of the policy areas and improve in the policy areas detailed below.

16. Recommendations

When it comes to Zurich's intercultural efforts, with reference to the survey, the city could enhance them in the sectors below by introducing different initiatives:

- **Commitment:** Zurich is an example of a city in which local authorities demonstrate their commitment to being an intercultural city. Nevertheless, in the 22 September 2013 Cantonal referendum on "For

More Democracy”, only 39% of Zurich-city citizens vote in favour to give foreigners the right to vote in the Canton of Zurich¹⁴. Although this positive percentage was the highest in the Zurich Canton, the municipality could find useful the experience of Swiss city of Neuchâtel. After failing a referendum on granting municipal voting rights to foreigners, the municipality started a campaign in 2006 that lasted for 9 months and involved hundreds of activities (theatre shows, educational activities in schools, film projections, gastronomy, radio and TV emissions, a book with poems and articles by journalists, thematic exhibitions, conferences and debates, poster campaigns, table mats in restaurants, press conferences, etc.) in both public and private institutions. The 2006 Neuchâtel campaign encourage people to meet each other and to regard foreigners more positively. This initiative could explain the success of the 2007 referendum on voting rights.

- **Education:** Zurich 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.
- **Public services:** Zurich may wish to ameliorate its diversity and equality policies in the future, for instance by encouraging intercultural mixing in the private sector labour market.
- **Business and labour market:** The city council’s business and labour market policies may benefit from encouraging the creation of a business umbrella organization which promotes diversity and non-discrimination in the workplace.
- **Cultural and civil life:** Zurich may wish to know about other Intercultural Cities initiatives to continue enriching its cultural and civil life activities.
- **Public space:** Zurich may wish to promote intercultural mixing in the city’s markets.
- **Language:** Zurich may wish to ameliorate its language policies in the future, for example by ensuring that all of the city’s citizens are eligible to receive training in immigrant/minority languages.
- **Media:** Zurich may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds.
- **International outlook:** Zurich might consider encouraging further co-development projects with migrants’ regions of origin.

¹⁴ Further information on the results of the 22 September 2013 referenda could be find at: http://www.statistik.zh.ch/internet/justiz_inneres/statistik/de/wahlen_abstimmungen/abstimmung_en_2013/abstimmungen_220913.html

- **Intelligence and competence:** Zurich may wish to further explore possible intelligence competence policies, for instance by offering internships.
- **Governance:** Zurich 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.

Zurich 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 database¹⁵.

¹⁵ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp