



## **Botkyrka: Results of the Intercultural Cities Index**

Date: 25 November 2011

A comparison between 40 cities<sup>1</sup>

### **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 40 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Barcelona (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Copenhagen (*Denmark*), Donostia-San Sebastian<sup>2</sup> (*Spain*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Fuenlabrada (Madrid region, *Spain*), Geneva (*Switzerland*), Izhevsk (*Udmart Republic, Russia*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*) the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neuköln (*Berlin, Germany*), Oslo (*Norway*), Patras (*Greece*), Pryluky (*Ukraine*), Reggio Emilia I & II (*Italy*), Rijeka (*Croatia*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone<sup>3</sup> (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

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

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<sup>1</sup> 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.

<sup>2</sup> The Spanish city of Donostia-San Sebastian hereinafter referred to as San Sebastian.

<sup>3</sup> The Italian city of Unione dei Comuni-Savignano sul Rubicone hereinafter referred to as Savignano sul Rubicone.

### **Intercultural city definition**

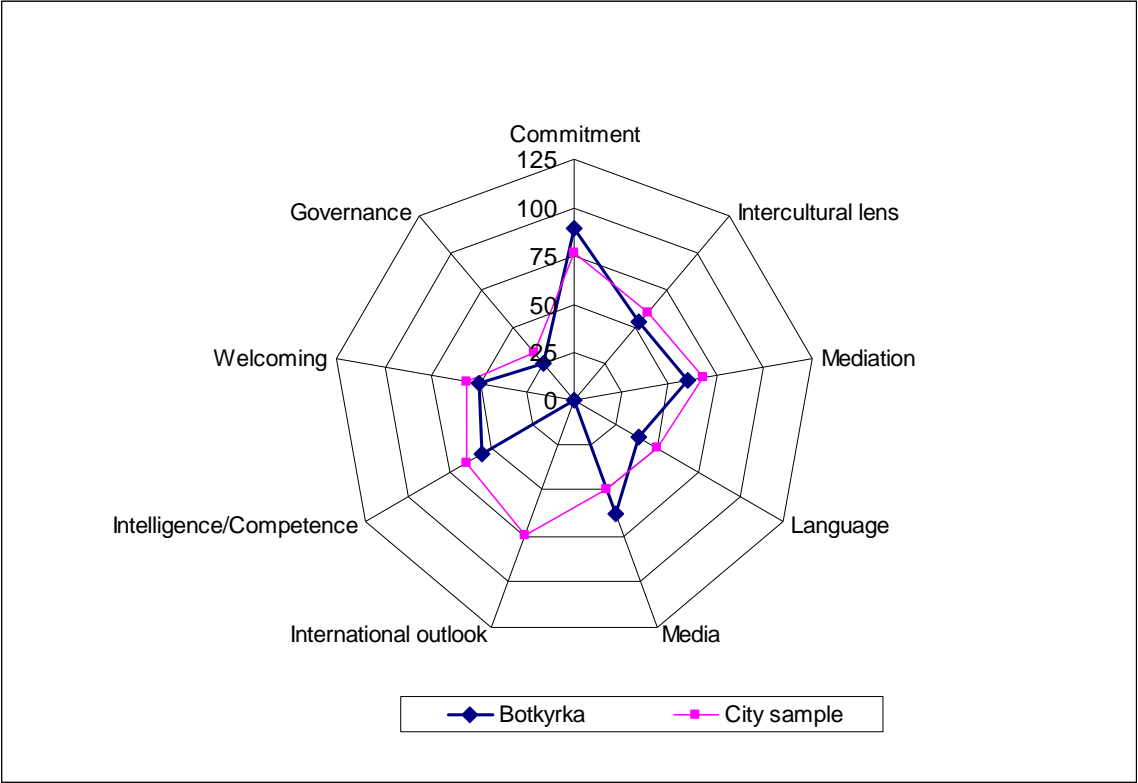
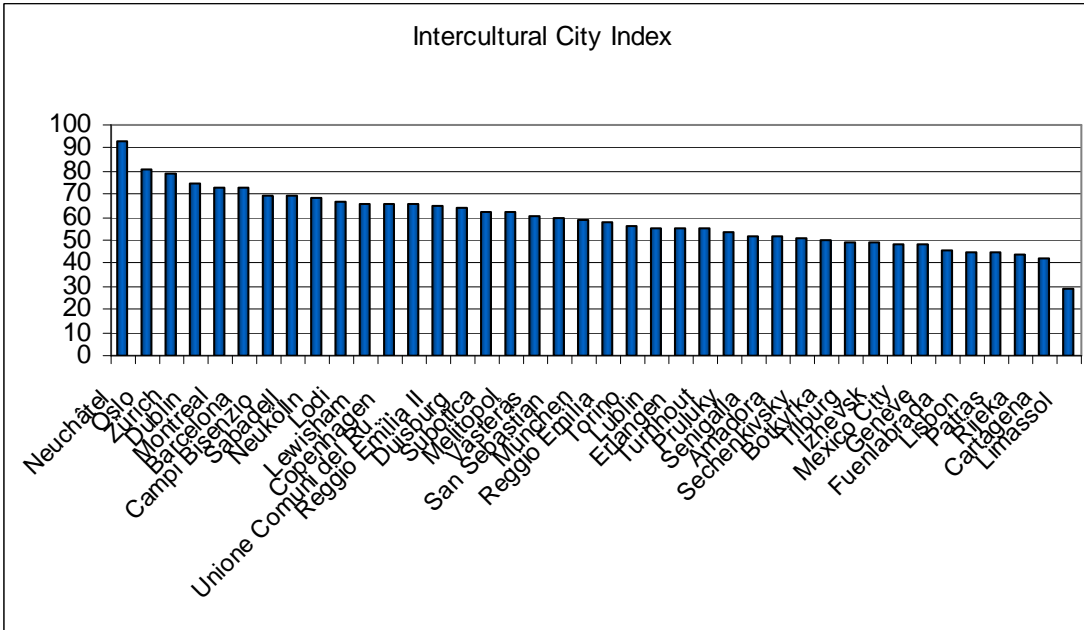
The intercultural city has people with different nationality, origin, language or religion/belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. 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 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, Botkyrka is positioned 30th among the 40 cities in the sample in relation to the index as it stands at present.

### Botkyrka-An overview

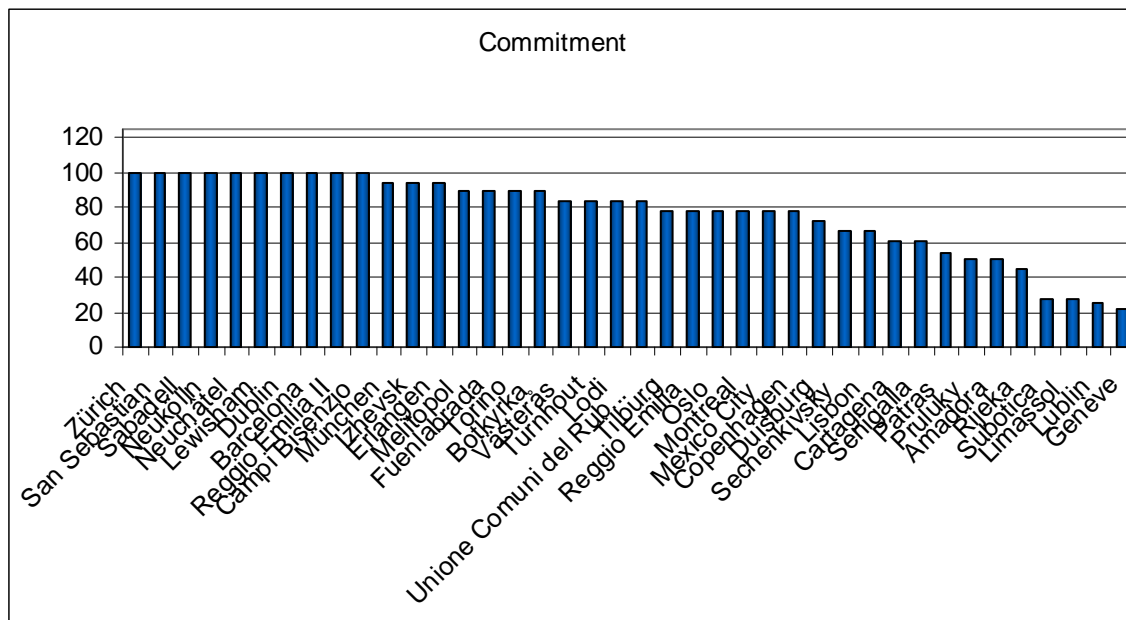
The population of Botkyrka, is 82.000, of which almost 29 625 (36,5%) were born abroad and almost 12 802 (15,8%) has at least one parent born abroad (2009 data). The largest minority groups have a background in Turkey (9,5%), Iraq (4,4%), Middle East (19,8%), Finland (5,8%), Africa (5,5%). The city has over 40 years of migration history and migrant population is composed of both well settled people, as well as newcomers.

Average income from employment for the population 20 – 64 years: 229 500 SEK (before tax 30%)

Average income per capita: 164 624 SEK (before tax)

Average income per job: 174 000 SEK (employment in Botkyrka)

## 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 Botkyrka in terms of commitment to intercultural integration is rather high: 89% while the city sample's rate<sup>4</sup> for commitment is 77%.

Botkyrka has launched a number of initiatives which demonstrate its commitment to the intercultural approach. It is in a process of adopting a public statement that it is an Intercultural City. Botkyrka adopted an intercultural strategy and an intercultural action plan which is a part of the overall Municipal Annual Plan. Each one of the 8 municipal departments has indicated specific goals which are monitored in a yearly basis.

There is a small budget for specific overall intercultural activities in the municipality. Most of the activities within the intercultural strategy must be implemented with ordinary budget at each department.

Frequent references to the diversity advantage and the intercultural aspirations of the city in speeches by elected representatives is a sign of political commitment. It is necessary to extend this to members of all policy departments.

The website

<http://www.botkyrka.se/kommunochpolitik/hallbarutvecklingochmanskligarattigheter/ettinterkulturelltbotkyrka>

provides information regarding diversity and integration policies of the city. A Multicultural centre is funded by the city and carries out research, artistic activities and debates to support the intercultural agenda of Botkyrka.

The city does not have a policy of acknowledging or honouring local citizens who have done exceptional things to encourage interculturalism in the local community. The Multicultural Centre has the KP Arnoldsonprice to honour work against xenophobia and racism. The price is awarded by Botkyrka City Council.

Botkyrka may wish to consider an example of Bern. The Swiss city launched an annual integration prize in 2003 to honour the individual who achieves the most in cultural integration each year.

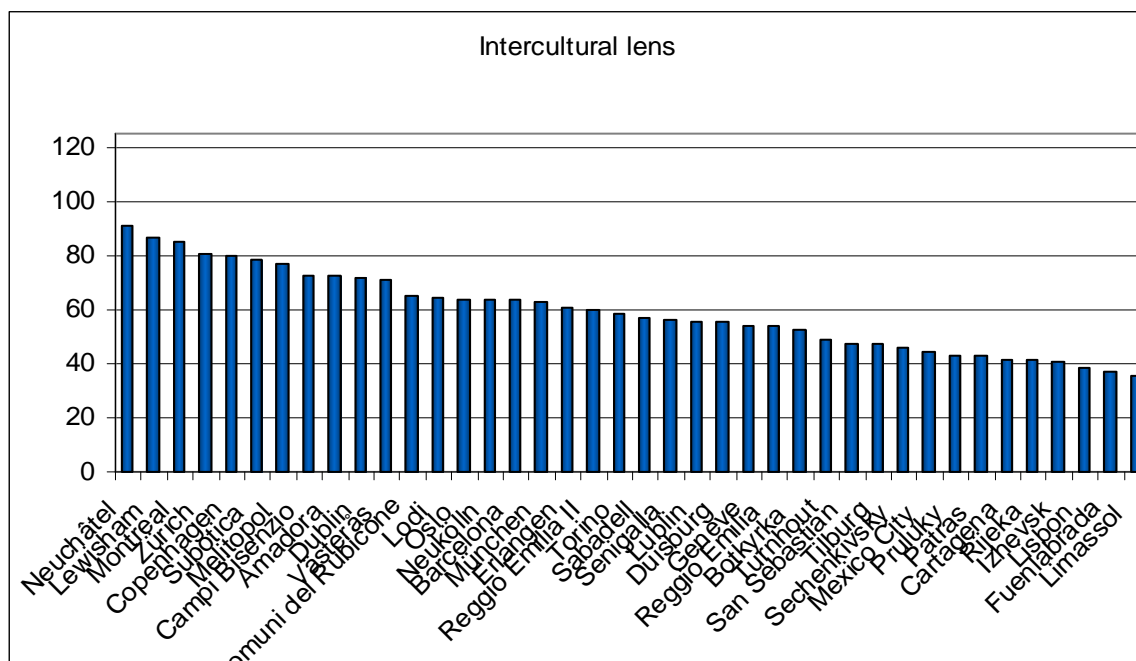
Another similar practice has been introduced by the Diversity club, set up by professionals of migrant background, in the French city of Lyon. In 2009 the club, in cooperation with the largest regional newspaper "Le Progres", for the first time organised the Diversity Award event in order to highlight pro-diversity initiatives and actions. This has now become an annual award.

## **2. Education<sup>5</sup> policies through an intercultural lens**

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<sup>4</sup> The term "city sample" refers to the weighted average of the 40 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

<sup>5</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)).



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 Botkyrka’s education policy achievement rate is lower (55%) than the city sample’s rate (66%). In the overall intercultural lens index (including the policy areas of education, neighbourhood development, public services, business and labour market, cultural and civil life, and public space) Botkyrka’s position is almost equal to the city sample.

In Botkyrka almost no school children in primary schools have the same ethnic background, which means that the excessive ethnic segregation and concentration is avoided. As the ethnic background of teachers does rarely mirror the city’s diverse population the city council might consider adopting its policies. 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.

Schools often carry out intercultural projects and but rarely involve parents from ethnic minority/migrant backgrounds in school life.

Tilburg might be an example to consider: schools there consider parents as partners. For instance, the Rainbow school dispels the stereotype that multi-cultural schools are of low quality. It is of the best performing schools in the south of the Netherlands. Amongst the school’s principles are: the parent as partner; learning to learn together; it puts the student at the centre of a process which also includes the family and the wider community, and

accepts that the child's education cannot be understood without reference to the wider influences upon it. Minority parents receive annual visits by teachers.

Botkyrka does not have policies to increase the cultural mixing in schools. In this regard the British city of Bradford could be an example for inspiration. In Bradford, the education authority found that in some neighbourhoods schools were increasingly polarised into becoming all white or all non-white. This was allowing little opportunity for children to learn more about each other. A process of linking between over 70 local schools has now lead to much closer cooperation and joint working between staff and pupils. Pupils have on average made 2.6 new cross cultural friendships since the project began.

### **3. Neighbourhood policies through an intercultural lens<sup>6</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.

Botkyrka's neighbourhood policy indicator is 30%, lower than the city sample's rate (62%).

There are very few ethnically homogenous neighborhoods other than in Tullinge and Grödinge where 80% have a Swedish background. Fittja has over 80% citizens with other background than swedish and Alby nearly 80%, but there is no place with only one ethnicity that has 80% alone.

Botkyrka does not have a specific policy to increase diversity of residents in the neighbourhoods in order to avoid ethnic concentration. Yet, the city has a number of initiatives for urban development and to encourage actions where residents of one neighbourhood are able to meet and interact with those of another ethnic/cultural background. There are only occasional initiatives, however, for intra-neighbourhood mixing and interaction.

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<sup>6</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 average.

An interesting example in this respect is to be found in Lisbon. In the Bairro Alto district where graffiti was a problem the municipality decided to clean the walls and at the same time make a programme to approach the graffiti artists to co-operate in making an urban art gallery. Then the programme was enlarged so that the whole city will become an urban art gallery and now they are looking for partners to ensure its long term continuation. They invite graffiti artists from the neighbourhoods to make use of designated walls – thereby giving them visibility, recognition, and ownership of the area. Consequently they feel more inclined to protect it in the future. Now they are planning to encourage graffiti on the garbage containers and garbage collection vans, ensuring it is always by artists from the local neighbourhood. The municipality hopes that once it has been able to build a relationship with young people on this issue, it will be easier to maintain the dialogue around other issues too.

#### **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 Botkyrka’s public services policy achievement rate is higher (55%) than the city sample’s rate (43%).

While the ethnic background of public service employees does not match the diversity of service users, the city has established a policy to address this. One difficulty in this respect comes from official regulations which require Swedish citizenship for certain positions. The city encourages inter-ethnic mixing in the private sector enterprises.

Botkyrka provides one out of the five “accommodations” listed in the Intercultural Cities index which are tailored to the needs of the ethnic/cultural background of its citizens: it adapts school meals in response to culturally-based requirements.

But we invite the city of Botkyrka to consider further initiatives such as launched by Tilburg (The Netherlands) in this area. This practice was introduced due to the city’s growing concern that migrants were unable to receive care adapted to their culture when they became elderly. Now the housing corporations in Tilburg build old people’s homes for specific groups, like elderly from Suriname and from Turkey.

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



citizens. In this particular case, the staff of the service for senior citizens 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.

In developing a recruitment strategy for persons with different ethnic backgrounds, Botkyrka may find useful the experience of Copenhagen. The local government offers paid internships specifically targeted at people with minority backgrounds, for instance by requiring that they should be able to speak a certain language. It also offers training possibilities for its interns so they can acquire permanent positions. The city council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds.

Also Berlin's<sup>7</sup> 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.

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

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

Botkyrka's business and labour market policy indicators are higher than the city sample's: 60% of these goals were achieved, while the city sample's rate is 44%.

The city has a charter against discrimination in the workplace. It has a business umbrella organisation which has among its objectives to promote diversity and non-discrimination in employment and takes action to encourage businesses from ethnic/cultural minorities to move beyond localised/ethnic economies and enter the mainstream economy and higher value-added sectors.

Botkyrka has created business incubators to support citizen entrepreneurship but these do not have a specific focus on enabling co-operation and joint ventures by entrepreneurs of different cultural backgrounds. Beyond that, in its procurement of goods and services the city council does not give priority to companies with a diversity strategy.

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<sup>7</sup>This particular example comes from: Integrating cities DIVE: "Cities accommodating Diversity; Find Recommendations from the peer review project "Diversity and Equality in European Cities".

## **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.

Botkyrka's cultural and civil life policy goal achievement rate is a bit lower (75%) than the city sample's rate (79%).

Intercultural outreach is not a criterion when allocating grants to associations and initiatives. However, the city regularly organises events and activities in the fields of arts, culture and sport aimed at encouraging people from different ethnic groups to mix. It also encourages cultural organisations to deal with diversity and intercultural relations in their productions. The city organises public debates and campaigns on the subject of diversity and living together.

## **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 Botkyrka's public space policy is lower (38%) than the city sample's (65%).

It does take action to encourage intercultural mixing in libraries and museums but not so much in open spaces such as playgrounds and public squares by reviewing the facilities, accessibility and cultural offers. At all times, when the city is designing and managing new public buildings or spaces Botkyrka sometimes takes into account the backgrounds of citizens in its environment and the city proposes different forms and places of consultation to reach out to people with different ethnic/cultural backgrounds. For instance, they involve citizens with origin in other cultures in workshops focusing on architecture of new buildings and urban areas.

An interesting example of "deep" involvement of a diverse population in urban planning is in Turin, during the revitalization of the Porta Palazzo neighbourhood. This involved broad participation by both public institutions and private companies as well as local partners and citizens. In particular, through the "Balloon in the middle," project, sought to cope with conflicts between regular and irregular salesmen and to give an answer to the citizens' complaints in an urban area characterized by lack of security. The project, with the creation of the **Vivibalon Association**, succeeded in creating new participatory processes by involving informal leaders selected among salesmen, residents and representatives of the Urban Regeneration.

There are areas in Botkyrka which seem to be dominated by one ethnic group (majority or minority) and where other people feel unwelcome, and which are reputed dangerous. To address this, Botkyrka might take inspiration from the city of Reggio Emilia which encountered similar problems around the station area.

The city has formed a Local Framework Pact with the residents in the neighbourhood. A pact was signed between the residents of the station area and the Mayor of Reggio Emilia. Through this action, the Municipality declared its trust and promised to invest in the neighbourhood while citizens engaged to managing the Centre, looking after the public spaces and exercise community control to help respect the public order. The notions of cohesion, coexistence are commonly used and the citizens show a strong commitment to them.

Within the framework of the Community Pact, inhabitants have developed projects against alcohol and drug abuse, citizen mediation of neighbourhood conflicts, and youth and family education, dances of the world project. The city has rehabilitated a park in the neighbourhood, improved street lighting and reinforced police presence. Within only a year, the neighbourhood, which previously had the reputation of a dangerous and unpleasant place, has become a reference for citizen commitment and positive development.

The project has been based on the key principles of interculturality:

- citizen participation in defining the objectives, dialogue with the city and mobilisation of city services to work, together with volunteers, towards these objectives
- empowerment of citizens and cross-cultural communication
- development of a positive discourse and action around diversity (videos, a weekly neighbourhood journal, participation of artists...)
- proximity action: reducing the psychological distance with "the other" through actions which involve people with different backgrounds.

Continuous feedback and monitoring by citizens is a part of the scheme. Quantitative and qualitative tools have been put in place to carry out a solid assessment of the initiative, which has been planned to last for three years.

Motivating residents to take part has not been easy - the first citizen group was constituted following door-to-door contacts with people asking them to take part in the first consultation meeting. Still, the rate of participation and impact of residents of non-Italian origin so alternative methods for consultation and facilitation, including non-verbal techniques are considered to give a better chance to these residents to take part. A theatre project has been initiated as a means to help migrants express their concerns to the community.

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



Botkyrka's language policy achievement rate is lower (38%) than the city sample's rate (49%).

The city supports learning of the minority languages is not part of the regular curriculum at schools and out-of school for minority kids It only occasionally carried out projects seeking to give positive image of migrant/minority languages.

An interesting example may be Reggio Emilia where an Arabic course is provided for non-Arabic speakers by the Intercultural centre Mondinsieme.

## **10. Media policies**

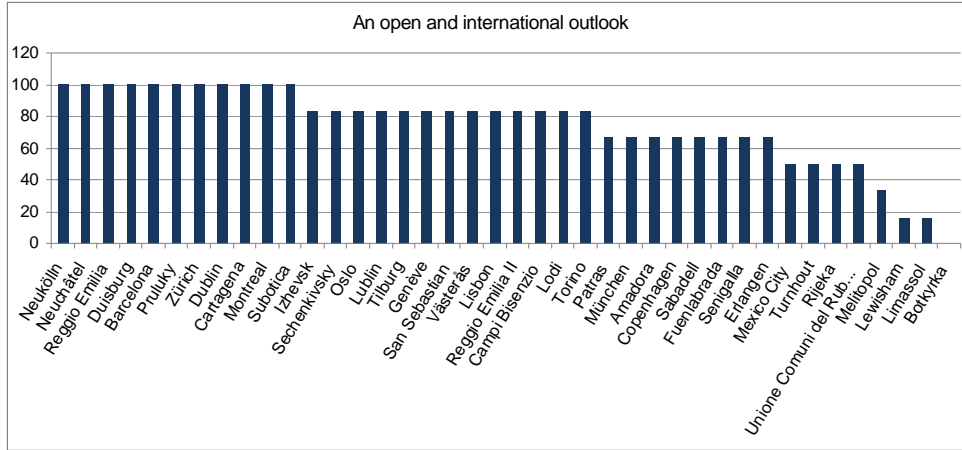
The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local municipalities can influence and cooperate with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

63% of Botkyrka's media policy goals were achieved while the city sample's attainment rate for these goals is 49%.

The city does not have a media strategy to promote a positive image of migrants/minorities in the media but occasionally takes action in this respect. The city information service is instructed to promote harmonious intercultural relations. It does not provide support for advocacy / media training / mentorship for journalists with minority background but monitors the way in which media portray minorities.

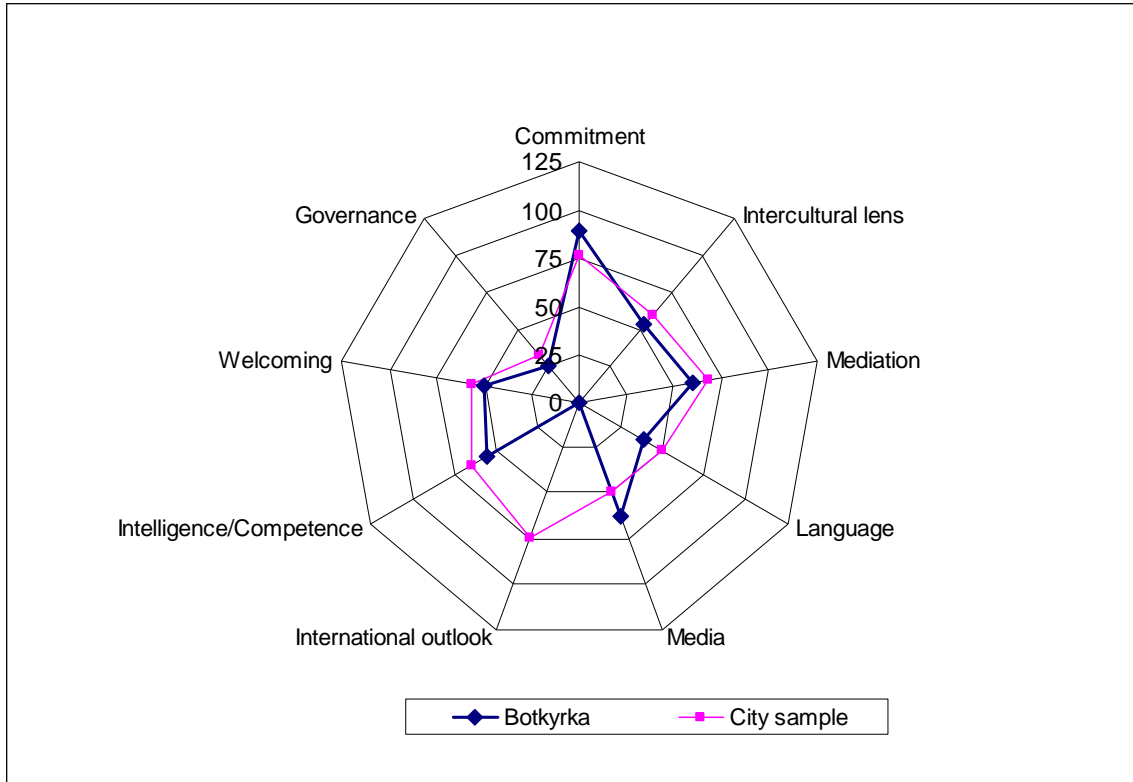
To enhance this effort, it could consider an initiative implemented in this area by the Oslo city council. Here, among journalists, editors, and media researches, there is a growing awareness of the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. This has resulted in a stronger focus on the recruitment of journalists with ethnic minority background.

## **11. International outlook policies**



Botkyrka’s international outlook policy indicators are problematic. It lacks policies to encourage international co-operation or projects to encourage economic co-development with its migrant groups’ countries of origin. It does not have an office with a specific responsibility for monitoring and developing the city’s openness to international connections. As for the support for foreign students, this is clearly inapplicable to the city.

## **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.

Botkyrka's intelligence competence policy goals are lower than the city sample's: 55% of these goals were achieved, while the city sample rate in the field is 65%.

Information about diversity and intercultural relations is mainstreamed to inform all city councillors and public servants on new developments in this field. The Multicultural centre carries out various studies to enable evidence-based policies. However, the city does not carry out surveys on public perceptions of diversity which could help monitor the impact of its diversity policies.

Botkyrka promotes the intercultural competence of its officials and staff through specialised seminars 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-coordinated and delivered effectively will have a significant impact on how the person settles and integrates.

The attainment rate of Botkyrka's welcoming policy goals is a little lower than the city sample's: 50% of these goals were achieved, while the city sample rate is 57%.

Botkyrka does an agency that helps newly arrived persons to find their way in the new surroundings. However, it does not provide a comprehensive city-specific package of information and support to newly-arrived residents from abroad.

In addition, Botkyrka has a special public ceremony to celebrate people who have acquired citizenship during the year but does not greet newcomers who are not nationals. It could refer to Barcelona, here it is the city's mayor who personally greets family members and youths at an annual reception ceremony. In Neuchâtel the entire executive takes part in this ceremony, which is solemn and multi-lingual, and includes artistic performances, a reception and a meeting with local associations.

#### **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.

Only 25% of Botkyrka's governance policy goals were achieved, while the city sample's attainment rate for these goals is 32%.

Non-citizens can vote in local elections after a certain period of residence. The ethnic background of elected politicians only partly reflects the composition of the city's population.<sup>9</sup> In this regard, Botkyrka may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration. An interesting example of such an initiative has been developed by the UK-based operation Black Vote which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians so they better understand what the job involves and it encourages them to engage in politics.

Also, the city of Botkyrka does not have a political body such as an independent council or a committee that represents all ethnic minorities. Here it can draw its attention to the German city of Erlangen, the Committee of Foreigners and Integration ("Ausländer- und Integrationsbeirat") is an independent committee that advises the municipal authorities. Also it could introduce a standard for the representation of migrants/minorities in mandatory boards supervising schools and public services.

#### **15. Conclusions**

In some of the intercultural strategy areas Botkyrka does better than many other cities for example when it comes to its commitment on interculturalism, media, business and labour market. In these fields the city provides a diversity of interesting and activities and best practices.

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<sup>9</sup> In the last local elections, held in May 2011, all of the elected representatives were of Italian nationality.



## 16. Recommendations

When it comes to intercultural efforts, according to the Intercultural cities INDEX, Botkyrka it needs to make progress in the following sectors: mediation and conflict resolution, public services, and governance policies. It might wish to introduce more specific mediation and conflict facilities in public spaces and make more effort to welcome new arrivals. In this regard, the city may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural Cities database.<sup>10</sup>

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<sup>10</sup> [http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance\\_en.asp](http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp).