



INTERCULTURAL CITIES: GOVERNANCE AND POLICIES FOR DIVERSE COMMUNITIES

A programme of the Council of Europe

THE INTERCULTURAL CITY INDEX 2019 - A METHODOLOGICAL OVERVIEW

1. OBJECTIVES

Intercultural integration

Most cities have a diverse population including people of different nationalities, origins, languages, religions/beliefs, sexual orientations and age groups. Intercultural integration is a policy approach that encourages citizens to regard this diversity as a resource rather than a problem and accept that all cultures change as they encounter each other in the public arena. In an intercultural city officials publicly advocate respect for diversity and a pluralistic city identity. The city actively combats prejudice and discrimination and ensures equal opportunities for all by adapting its governance structures, institutions and services to the needs of a diverse population, without compromising the principles of human rights, democracy and the rule of law. In partnership with business, civil society and public service professionals, the intercultural city develops a range of policies and actions to encourage mixing and interaction across cultural, gender, age and other differences and to stimulate the participation of all residents in social life and decision that affect their everyday life. The high level of trust and social cohesion this leads to helps to prevent conflicts and violence, increases policy effectiveness and make the city attractive for people and investors alike.

Objectives

As cities embrace the intercultural approach to diversity, they need to take stock of their achievements and challenges as a point of departure for the development of their intercultural strategies. In order to sustain motivation and adjust their efforts, cities need to assess progress over time and see whether they can learn from other cities which have concrete experience in this field.

The Intercultural cities index (ICC-Index) supports all these objectives. If a city responds to the ICC-Index questionnaire consistently and repeatedly over a period of time, it will be able to discern upward or downward patterns in the key indices and, consequently, make much more informed judgements about the long-term impact of its policies and its investment.

The ICC Index questionnaire aims to find out the efforts cities make to encourage participation and interaction from an intercultural perspective (policy input). It does not seek to assess how effective these efforts are (policy impact/outcomes). This requires other ways of measurement.

The ICC-Index is therefore a bench-learning tool which enables cities to

- initiate a discussion within the local government about what intercultural integration means in practice
- raise awareness on the necessity of working horizontally between the various departments and services that contribute to fulfilling the intercultural agenda
- carry out a thorough review of the various governance/policy areas that contribute to intercultural integration
- assess where the city stands in the different governance/policy areas that foster intercultural integration

- identify strengths and weaknesses and determine in which governance/policy areas efforts should be concentrated in the future
- compare the city's achievements with those of other cities, with cities sharing similar characteristics, or with the average score achieved by participating cities
- identify and learn from "good practices" on how intercultural integration is implemented by other cities
- cooperate in national intercultural city networks or in international city learning clusters that focus on specific issues or concerns interests or concerns
- assess progress over time and communicate about achievements and difficulties encountered
- test different hypotheses about the relationship between intercultural policy and specific policy outcomes such as economic performance, trust in public institutions, quality of life and feelings of safety

Scope

Intercultural integration is not a science but a policy approach involving a general set of principles and a specific way of thinking. Likewise, the ICC-Index is not intended to be a scientific tool. It does however strive to be as methodologically robust as possible. The quantitative data and comparative results it generates have only an indicative value. Indeed it impossible to reduce the essence of interculturality to a few measurements, or to establish clear-cut causal relationships between policies and outcomes in such a complex matter. It would also be unrealistic to consider the comparative results at face-value given the large differences between cities in terms of historical development, type and scale of diversity, governance model, degree of local autonomy and level of economic development. Whilst the challenge of capturing the essence of interculturality of every city is evident, the ICC Index has been developed with a maximum effort to reflect the uniqueness of the cultural environment of every participating city in order to better understand their advantages and needs, and to assess as accurately as possible their achievements on a regular basis. Thus, the ICC-Index aims to highlight a few common facts and phenomena which suggest the level of interculturality of a city, and make it possible to compare one city with another, either in general terms or in specific policy areas. The ICC Index should therefore be used essentially to foster greater self-reflection, stimulate mutual learning and suggest ways of future improvement.

2. DESIGN

Questions

Data is collected through a questionnaire consisting of 90 questions on:

- the local setting and demographic context (questions 1-2)
- intercultural policies, structures and actions (questions 3-12)
- governance/policy areas which contribute to intercultural integration (questions 13-86)
- additional information the responding city may like to provide (questions 87-90)

Each policy area is briefly explained from an intercultural perspective. To help respondents identify policies or actions in their city, some questions are illustrated by examples drawn mainly from the experience of cities participating in the Intercultural Cities programme.

Questions and indices

The ICC Index analysis is based on the answers to 73 questions (questions 3-86) grouped in 12 indices. The choice of questions and indices represents a compromise between the need to limit the scope of the questionnaire, and the need to reflect adequately the complexity of the matter. They have been selected according to the centrality of the issue at stake, the accessibility of relevant data, and the clarity of the message the results may convey. Six sub-indices are grouped in a composite indice called “urban policies through the intercultural lens” or simply “intercultural lens”.

1. Commitment	
2. Intercultural lens	<i>Education</i>
3. Mediation and conflict resolution	<i>Neighbourhoods</i>
4. Language	<i>Public services</i>
5. Media and communication	<i>Business and the labour market</i>
6. International outlook	<i>Cultural and social life</i>
7. Intercultural intelligence and competence	<i>Public space</i>
8. Welcoming newcomer	
9. Leadership and citizenship	
10. Anti-discrimination	
11. Participation	
12. Interaction	

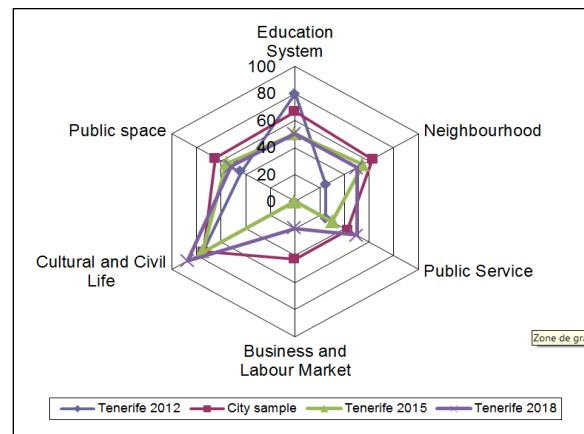
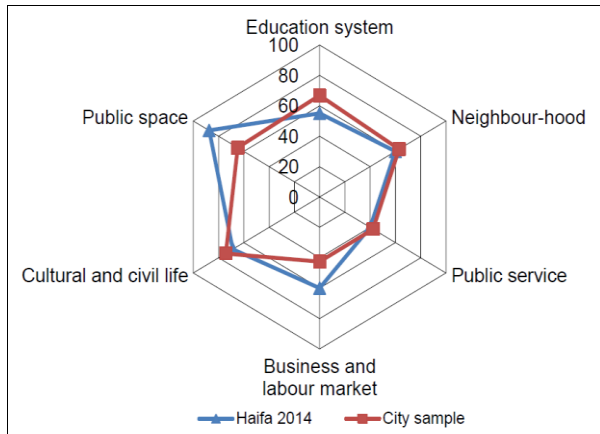
3. ANALYSIS

Once the questionnaire is filled in satisfactorily, the data are verified and processed by BAK Economics, a Swiss research institute specialised measuring the effectiveness of regional and local policies. Questions are weighed according to their relative importance. For each indice or sub-indice, participating cities can attain a maximum of 100 points.

The data is also analysed from a policy perspective and compiled into a report by experts from the Council of Europe. The report includes:

- the results of the city in the different governance/policy areas
- charts that illustrate visually the scores attained by the city for each indice and how they compare to the city average or to a cluster of cities sharing similar characteristics
- information on the city’s good practices that could inspire other cities
- recommendations based on examples of good practice from other cities that the responding city may consider to increase its score in one or several governance/policy areas.

The quantified data is also included into interactive Intercultural Cities Index charts which are accessible on <https://www.coe.int/en/web/interculturalcities/interactive-charts>. This tool enables web-users to compare the results of the over 80 cities that have responded to the questionnaire. Different filters are available, for examples, to compare from two cities, cities from the same country, cities that submitted the questionnaire the same year, cities with the same population size or composition, etc. The interactive charts also offer the possibility identify other cities with higher scores for a specific indice or sub-indice, and learn thereby from their experience.



The data-processing procedure takes 2-3 months.

4. TECHNICAL REQUIREMENTS

Language

The questionnaire should be submitted in one of the official languages of the Council of Europe (English or French). It can also be submitted in other languages if this is agreed beforehand.

Precision

To generate meaningful data for comparisons between cities, it is essential that respondents

- answer all questions
- answers questions as precisely as possible
- use extrapolations or estimates from external sources (academia, others tiers of governments, NGOs, etc.) if no official data is available

Multiple choice questions

Questions 3 to 86 are multiple choice questions.

Answers should be marked by inserting an "X" in the empty column on the right.

Unless specified otherwise, respondents can select only one answer.

Evidence

Most answers must be evidence-based and can only be validated if confirmed by examples, details, explanations, relevant documents or references.

Additional information

When examples, details, or explanations are required, please provide in all cases a summary that respects the limit number of characters specified for each question.

If respondents simply attach a document or provide a link (URL) without providing any explanation of how the document relates to the question, the answer will not be validated.

Periodical review

To monitor progress, cities are advised to go through the Index assessment process every 2-3 years.

5. HOW TO FILL IN THE QUESTIONNAIRE

Prior research

Completing in the questionnaire requires input from various municipal departments/services and external sources. This may necessitate some time, especially if the relevant information has not been systematically collected beforehand. Before submitting the questionnaire, respondents should therefore make sure that they have accessed all internal and external sources needed to answer questions 3 to 86.

Process

To fill in the questionnaire, it is recommended to go through the following steps:

- A workgroup is set up, chaired by the Mayor, a Deputy Mayor, or another official, of high-level officers from various municipal departments to supervise the data-collection process
- A person (programme manager) is designated as responsible for coordinating data-collection and liaising with the Mayor/Deputy Mayor, the Council of Europe and, if applicable, the coordinator of the national Intercultural Cities network
- the programme manager draws up a list of municipal departments/services and external organisations likely to have information on the various policy fields
- the Mayor or a delegated official instructs the municipal departments/services to provide or, if required, generate the information needed to fill in the questionnaire
- the programme manager completes the questionnaire according to the information received from the municipal departments/services and external organisations and makes sure that the questionnaire meets the technical requirements explained in section 4 of this document
- the programme manager submits the completed questionnaire for approval to the workgroup and/or Mayor/Deputy Mayor
- the programme manager sends the questionnaire and attached documents in electronic form to the Council or Europe
- the workgroup to discuss the ICC-Index report prepared by the Council of Europe and suggest ways of improving the city's score

6. CHANGES TO THE FORMER VERSION OF THE QUESTIONNAIRE

The ten indices in the former version of the questionnaire have been preserved so that cities can compare their achievements with past results.

In November 2017, cities participating in the Intercultural Cities Programme adopted a [new paradigm of intercultural integration](#). The new paradigm sets equality, diversity and interaction as the three guiding principles in intercultural integration and emphasises the necessity to consider intercultural policy-making not only in terms of nationality or national/ethnic origin but also from the perspective of language, religion and sexual orientation. Two new indices have been added (*participation* and *interaction*) and some questions reformulated to reflect the new emphasis on intersectionality.

This revised questionnaire also takes into consideration the recommendation in the [2018 study of the Migration Policy Group](#) regarding the 14 “core questions” of the ICC Index that can be used most effectively to assess and improve already existing intercultural policies (questions 4, 6, 8, 9, 11, 30, 31, 33, 34, 40, 42, 59, 67, 72).

7. ADDITIONAL INFORMATION

<https://www.coe.int/en/web/interculturalcities/about-the-index>

If you have any questions on how to complete the questionnaire, please contact the coordinator of the national Intercultural Cities network in your country or the Council of Europe.