

RESULTS OF THE INTERCULTURAL CITIES INDEX



ZURICH

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Intercultural cities
Building the future on diversity

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RESULTS OF THE INTERCULTURAL CITIES INDEX



A comparison between 100 cities¹

Introduction

The Intercultural Cities is a Council of Europe flagship programme. 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 was rich in content and detail. However, narrative reports alone were relatively weak as tools to monitor and communicate progress. Thus, an “Intercultural City Index” has been designed as a benchmarking tool for the cities taking part in the programme as well as for future participants.

As of today 100 cities have undergone their intercultural policies analysis using the Intercultural City Index: Albufeira (*Portugal*), Amadora (*Portugal*), Arezzo (*Italy*), Auckland (*New Zealand*), Ballarat (*Australia*), Barcelona (*Spain*), Beja (*Portugal*), Bergen (*Norway*), Bilbao (*Spain*), Botkyrka (*Sweden*), Braga (*Portugal*), Bucharest (*Romania*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Reno (*Italy*), Cascais (*Portugal*), Castellón (*Spain*), Castelvetro (*Italy*), Catalonia (*Spain*), Coimbra (*Portugal*), Comune di Ravenna (*Italy*),

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.

Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Dudelange (*Luxembourg*), Duisburg (*Germany*), Erlangen (*Germany*), Forlì(*Italy*), Fucecchio (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Haifa (*Israel*), Hamamatsu (*Japan*), Hamburg (*Germany*), Ioannina (*Greece*), Izhevsk (*Russian Federation*), Jerez de la Frontera (*Spain*), Kepez (*Turkey*), Kirklees (*United Kingdom*), Klaksvík (Faroe Islands), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), Lisbon (*Portugal*), Lodi (*Italy*), Logan City (*Australia*), Logroño (*Spain*), Loures (*Portugal*), Lublin (*Poland*), Lutsk (*Ukraine*), Maribyrnong (*Australia*), Melitopol (*Ukraine*), Melton (*Australia*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), the canton of Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Novellara (*Italy*), Odessa (*Ukraine*), Oeiras (*Portugal*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), the district of Osmangazi in the province of Bursa (*Turkey*), Paris (*France*), Parla (*Spain*), Patras (*Greece*), Pavlograd (*Ukraine*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Reykjavik (*Iceland*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), San Giuliano Terme (*Italy*), Santa Coloma (*Spain*), Santa Maria da Feira (*Portugal*), Unione dei Comuni-Savignano sul Rubicone³ (*Italy*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Sumy (*Ukraine*), Swansea (*United Kingdom*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione Terre dei Castelli⁴ (*Italy*), Valletta (*Malta*), Västerås (*Sweden*), Vinnitsa (*Ukraine*), Viseu (*Portugal*) and Zurich (*Switzerland*).

Among these cities, 47 (including Zurich) have more than 200,000 inhabitants and 38 (including Zurich) have more than 20% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for **Zurich (Switzerland)** in 2019 and provides related intercultural policy conclusions and recommendations.

Intercultural city definition

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

² The Spanish city of Donostia-San Sebastian is generally referred in the programme as San Sebastian.

³ The Italian city of Unione dei Comuni-Savignano sul Rubicone is generally referred in the programme as Rubicone.

⁴ Former Castelvetro di Modena.

METHODOLOGY



The Intercultural City Index analysis is based on a questionnaire involving 73 questions grouped in 11 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".

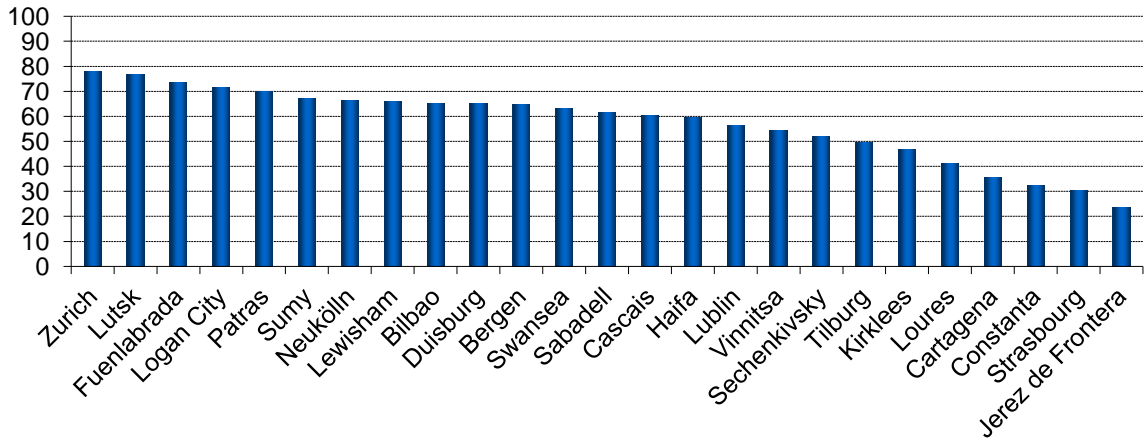
The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach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

Taking into account the above-mentioned 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.

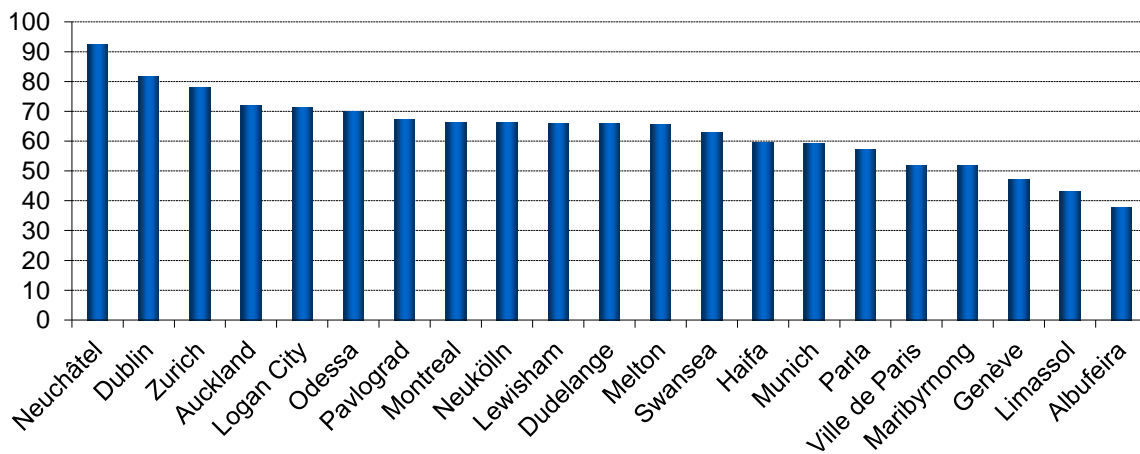
According to the overall index results, **ZURICH** has been positioned **11th** among the 100 cities in the sample, with an aggregate intercultural city index of **78%**.

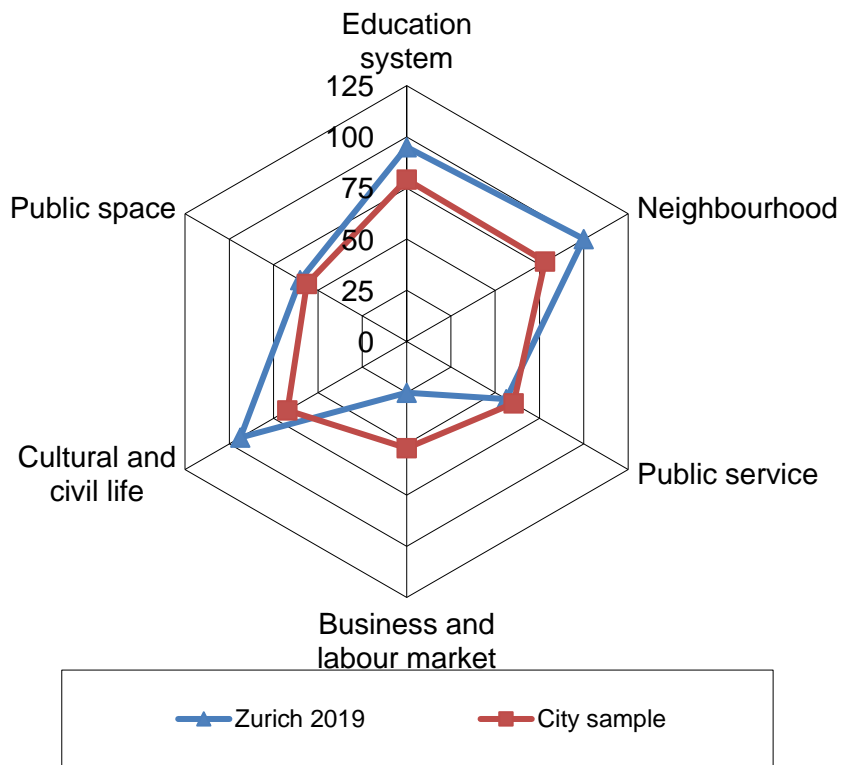
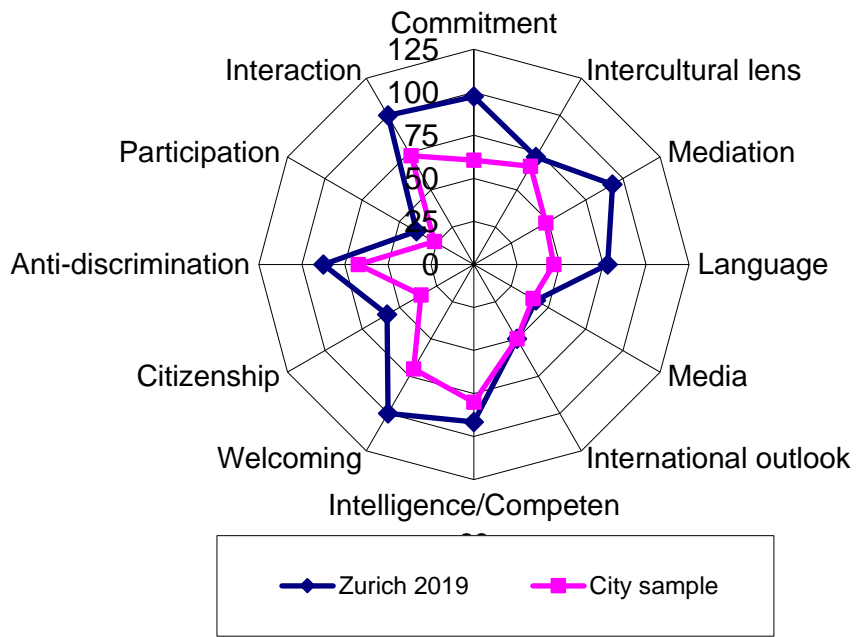
The city has been ranked **1st** among cities with between 200,000 and 500,000 inhabitants and **3rd** among cities with more than 20% of foreign-born residents.

Intercultural City Index (ICC)
City sample (inhabitants 200'000 - 500'000)



Intercultural City Index (ICC)
City sample (non-nationals/foreign borns > 20%)





ZURICH – An overview

The City of Zurich is the largest city in Switzerland and the capital of the canton of Zürich. The city is divided into 12 districts (Kreise) and 22 quarters (Quartiere). It is located in north Switzerland and is a transport hub with Zurich Airport and railway station the busiest in the country.

Demography

As of the end of 2018 the population of the City of Zurich was 428,737 people. Swiss citizens represent the majority of the population with 41 % of the population 'foreign-born', and around 53 % of over 15-years old with a migration background. In 2018 around 170 different nationalities were living in the City of Zurich. The percentage of non-national residents was 32.3 %. The majority were nationals from EU-EFTA countries. The percentage of refugees/asylum-seekers in the city is of 0.5 % (2016). The Swiss Confederation estimates that over 10,000 undocumented migrants are living in the City of Zurich. The City Council considers people without a regulated residence status as part of the population and recognises them as part of our society with corresponding rights and obligations. The largest migrant group in the City of Zurich are German nationals followed by Italian nationals. In the City of Zurich, over 100 languages are spoken and a significant part of the population speaks more than one language at home. Among those residents of the City of Zurich who are over 15 years old (2017), 36.4 % are non-demonominational, 26.7 % are Roman Catholics, 21.1 % are Protestants, 5.8 % are Muslims, 1.1 % are Jewish, and 0.2 % are Christian-Catholics. The population of the City of Zurich is getting younger and more international. The average age of all residents is of 37.6 years (2018) and has been decreasing steadily since 1993. This 30-39 age group represents the largest age group in the City of Zurich (over 90,000 people and 21.5 % of the total population in 2018). Over 55 % of this age group are foreign-born and near 50 % don't have voting rights due to their foreign status. The Office for City Development published a special report on this age group and identified courses of action for more participation, room for diversity, etc⁵. The final report makes recommendations which are in line with many of the ICC goals.

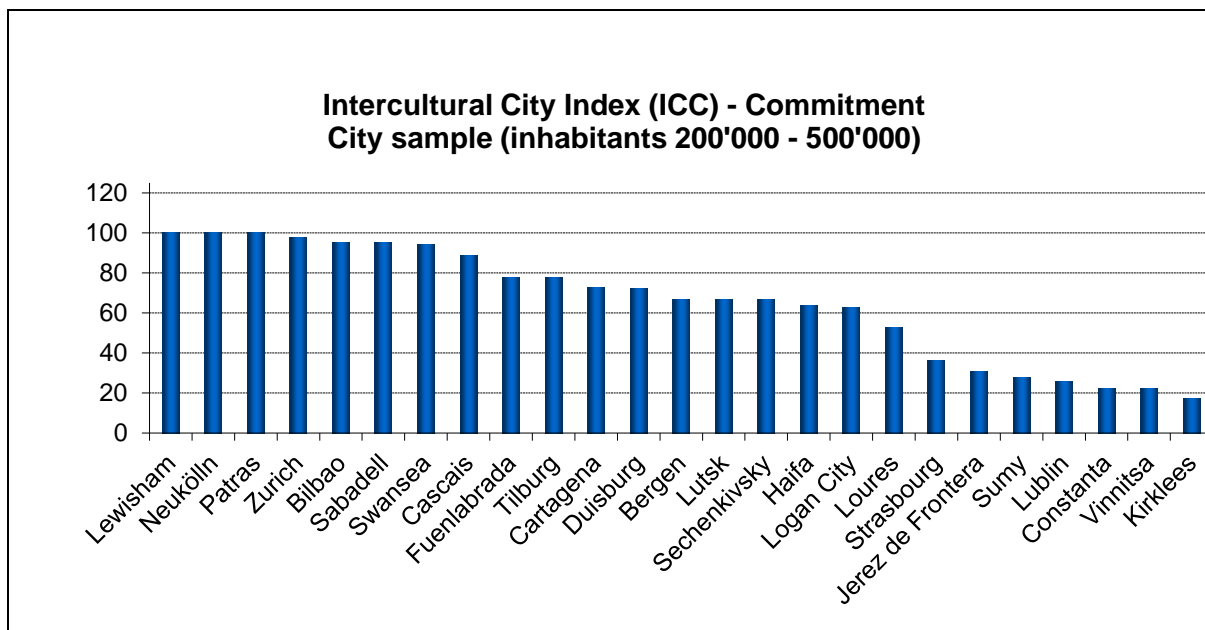
As of 2018 GDP was 166'528 CHF per capita.

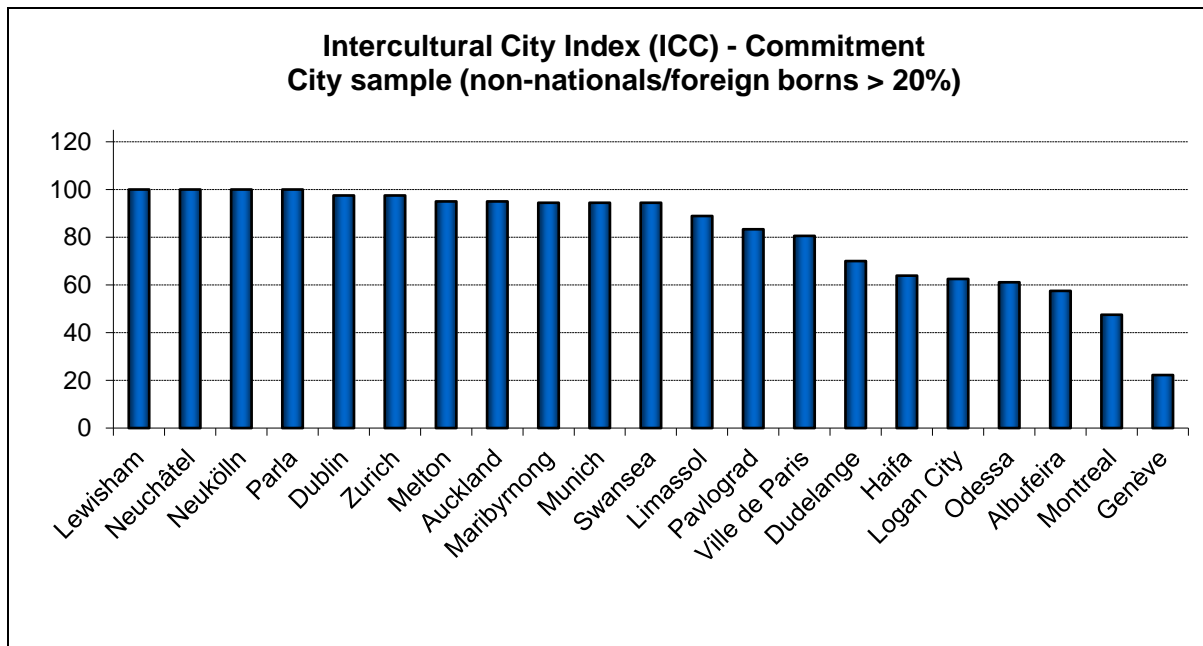
⁵ See [ZRH3039-Website](#) and [Video on ZRH3039](#).

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 City of Zurich's index results for **commitment were 98% in 2019**. This is an exceptional result – up slightly on their 2013 result of 97% although down a little on their first index score of 100% in 2011. This is well above the city sample of 70%.

To gain this result, the city **has formally adopted a public statement that it is an Intercultural City**. There is a **comprehensive intercultural strategy** '[Strategies Zurich 2035](#)' as well as an integration policy 'City of Zurich Integration Policy 2019 - 2022'. The city has an **intercultural action plan**. The **Integration Office is the competence centre of the City of Zurich for migration and integration**. It has strategic as well as coordinating functions and is responsible for the implementation of several operative activities. The city administration has established an Integration Delegation, which mainly works on a strategic level. The Mayor of Zurich, the City Council (executive), the official writer (principal of the chancellery), head of the Asylum Organisation Zurich (AOZ) and representatives of various departments constitute the members of the Integration Delegation. The Integration Office is the branch office of the Integration Delegation.

Different departments and divisions of the City of Zurich are responsible for the implementation of the Integration Policy although when necessary, the Integration Office provides support and advice. The Integration Delegation of the City Council is responsible for the coordination of the various activities. The annual reports of the Integration Office are available in German on its [website](#). Since different departments and divisions of the City of Zurich are responsible for the implementation of the Integration Policy, budgets for their integration activities are incorporated in their budgets. The Integration Office of the City of Zurich also provides human and financial resources for the implementation of integration projects and activities. In addition, there are specific funds, such as the credit for

language support '[Sprachförderkredit](#)' and credit for integration projects '[Integrationskredite](#)'.

The city has adopted **a process of policy consultation and/or co-design including people of different ethnic or cultural backgrounds**. An [Advisory Council Of Foreigners](#) has been established as to explicitly voice the concerns of the foreign population vis-à-vis the executive. The Advisory Council of Foreigners (Ausländerinnen- und Ausländerbeirat), Roundtable of the City Police against racism (Runder Tisch Rassismus der Stadtpolizei), Zurich Forum of Religions (Zürcher Forum der Religionen (ZFR)) are all regularly included in the processes of policy consultation and/or co-design. There is an annual official reception of Imams by the City Government along with various informal encounters. In addition, the Integration Office organises a yearly information and networking meeting with the migrant organisations that are active in the City of Zurich.

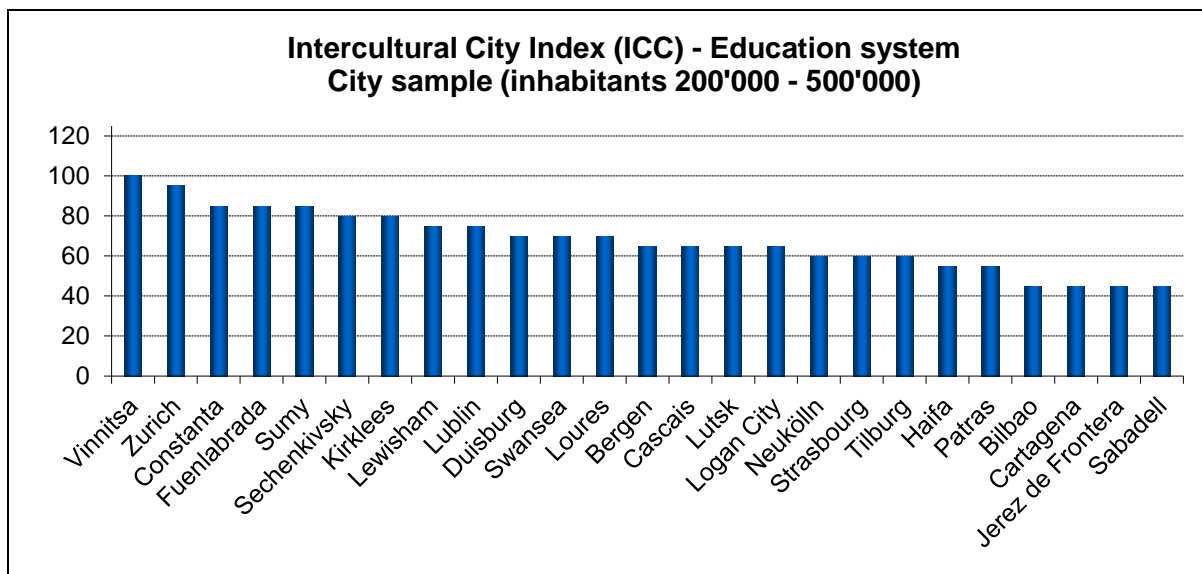
The intercultural strategy is evaluated and updated.

EDUCATION

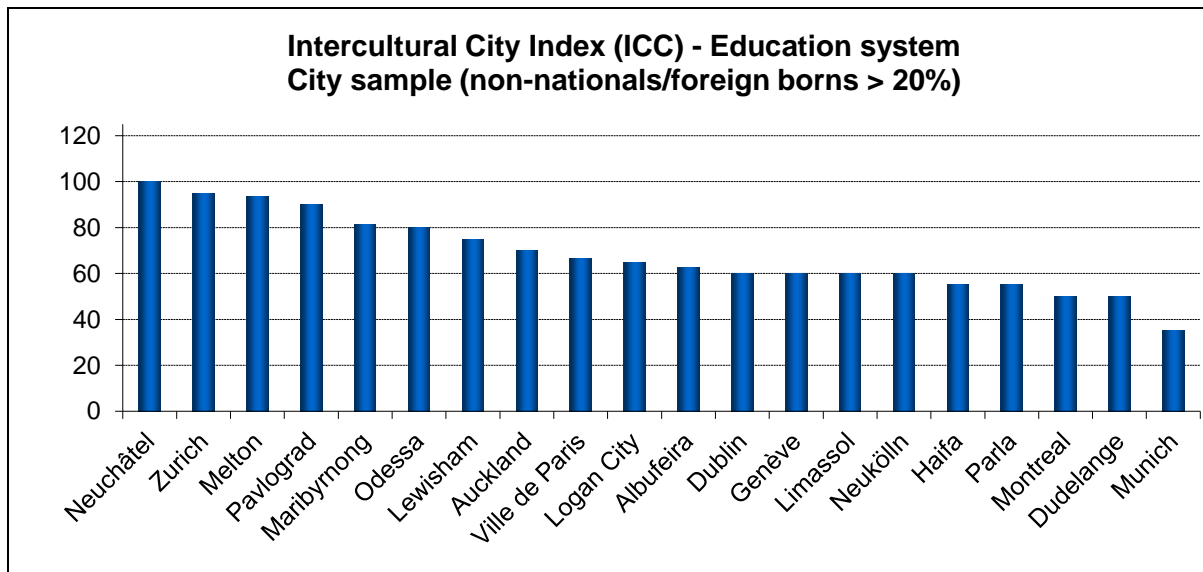
through intercultural lens



School has a powerful influence in society and has the potential to either reinforce or challenge prejudices in a number of ways through the social environment it creates, the guidance it provides and the values it nurtures.⁶



⁶ 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).



The City of Zurich's results for **education policies** in **2019** were **95%**. This is equal to its 2013 score of 95% and above its original rating of 75% back in 2011, showing that the city continues to undertake excellent work in this domain.

In the City of Zurich **children in primary schools are of mixed ethnic and cultural backgrounds** and **teachers often reflect the ethnic composition of the local population, although not always. Schools make strong efforts to involve parents of children with a migrant or minority background.** Schools where more than 40 % of the students do not have German (the official school language) as their mother tongue can participate in the [QUIMS](#) programme – Quality in multicultural schools. Within the QUIMS programme, the participation of parents has a high priority. In the City of Zurich, around half of all schools participate in the QUIMS programme.

According to the Guiding principles on education and integration (canton of Zurich) the teachers' mandate is to assist all the children according to their requirements and possibilities. This requires individualised learning. As far as children with a migration background are concerned, German language stimulation is of prime importance as are regular, intensive contact and discussions between parents and teachers. If necessary, teachers or parents will arrange interpretation.

Schools often carry out intercultural projects. By joining the European Coalition of Cities against Racism (ECCAR), the City of Zurich has committed to regularly present a report on racism. The 2013 [report](#) specifically makes recommendations for schools and school authorities.

The mandatory school subject 'religion and culture' (Religion und Kultur) plays a central role regarding intercultural questions and societal diversity.

Zurich has a policy to increase ethnic/cultural mixing in schools. The schools in the City of Zurich are divided into 7 school districts. The allocation of pupils within those school districts takes place by the district school commissions. In the City of Zurich, this allocation happens according to the place of residence

of the pupil. Within the school districts, aspects of cultural mixing and reasonableness are taken into account when allocating pupils to school buildings and school classes. Schools also give great importance to the social integration of pupils in their neighbourhood trying to avoid an interchange of pupils between school districts (so-called «busing»).

Nevertheless, **the ethnic/cultural as well as the socio-economic composition of the respective school districts may vary. This differentiation is, however, far from ghettoisation or a systematic segregation.** The city and quarters' development policies as well as the housing policy aim at a good social mixing of the population to counteract any potential ghettoisation. Accessibility of all city quarters by public transport also counteracts any potential disconnection of some quarters from the city.

Suggestions:

Zurich could be interested in introducing more intercultural elements into its curriculum. Through the project *Convivència i Mediació* (Co-existence and Mediation) the *City of Barcelona* has reorganised its school teaching service to strengthen the values that ensure coexistence in a context of cultural diversity. The new reality makes schools work to promote the values of respect for diversity through knowledge and dialogue, emphasising common and shared attributes.

It has constituted a working committee with leading figures and experts from the educational sector in order to introduce interculturality as a mainstream element of the curriculum, working from a diagnosis of that which is already being done. For example: Drawing up a map of educational resources for Interculturality, systemising all those that already exist in Barcelona promoted by administrations, entities, immigrant associations, NGOs, etc.

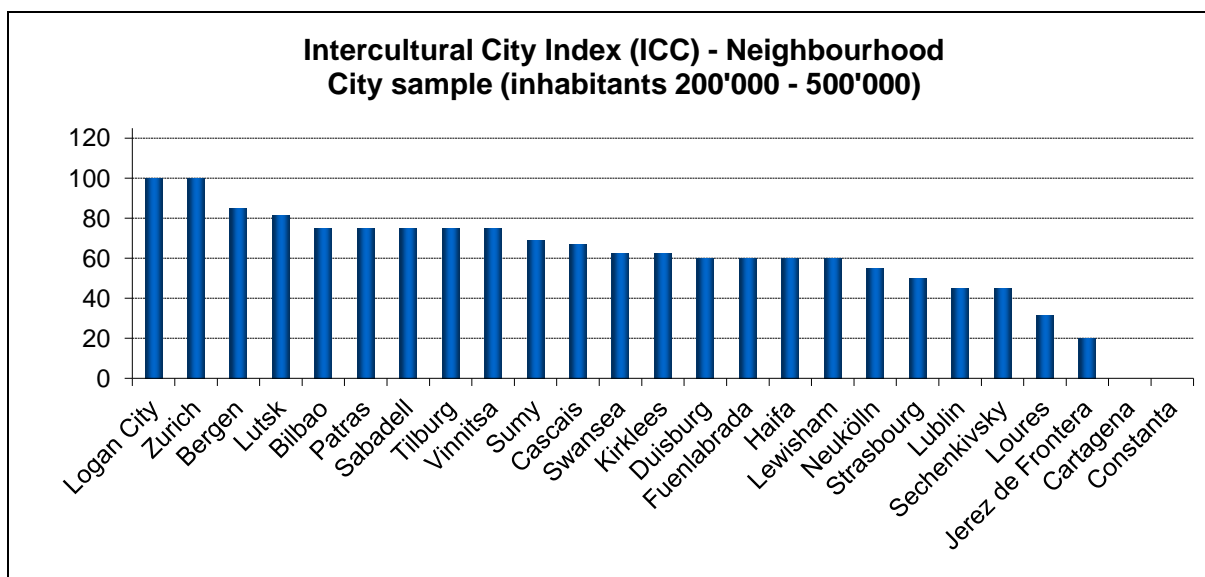
Teachers are also being trained in intercultural education and knowledge of the socialising processes that minority children experienced in their countries of origin.

NEIGHBOURHOOD

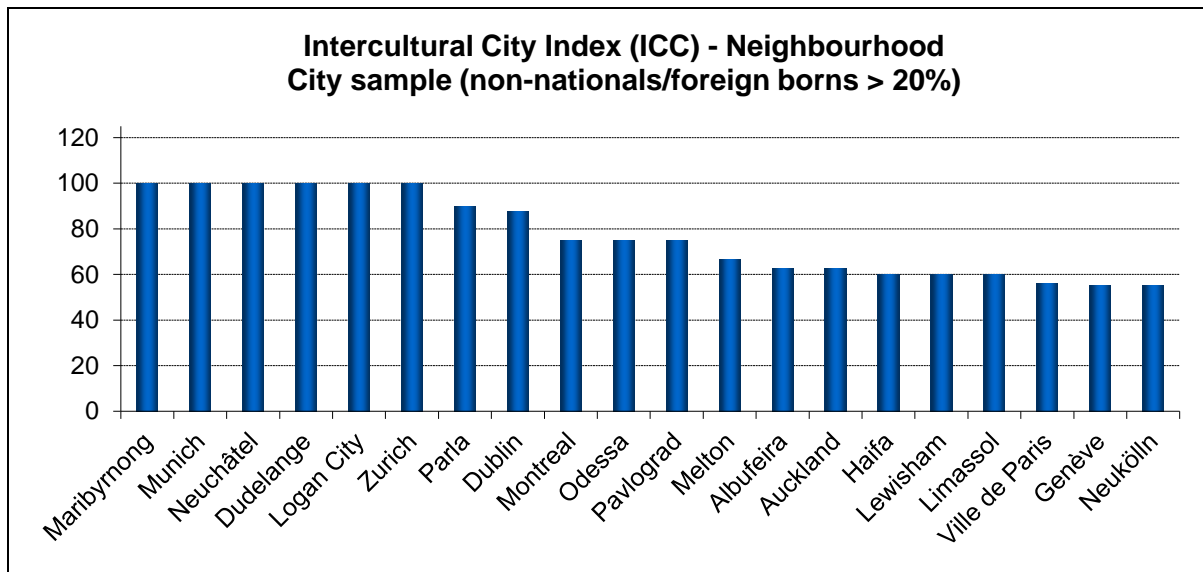
through intercultural lens



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.⁷



⁷ 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.



The City of Zurich has scored a full **100%** rating for index indicators on its **neighbourhood policies** in all the years that it has completed the index (2011, 2013 and 2019). This is well above the city sample of 64%.

Most districts in Zurich are ethnically and culturally diverse. The city has a policy to increase the diversity of residents in the neighbourhoods and avoid ethnic concentration. The City Council housing programme aims, among other things, at a good social mixing within the City of Zurich.

The majority of the city population lives in rented apartments. 25 % of these apartments are owned by the City of Zurich or by non-commercial housing associations. The city as well as the housing associations have adopted a rent policy, which takes into account the cultural mixing within the neighbourhood. Moreover, the City of Zurich's policy on socially acceptable inner development looks at future building sites and seeks to create societal cohesion and cultural mixing.

The city encourages actions where residents of one neighbourhood meet and interact with residents with different migrant/minority backgrounds from other neighbourhoods. Generally, the Integration Policy, the housing programme housing, and the social culture strategy ([Soziokultur](#)) include useful guidelines. More specifically, projects that promote an improved cohabitation of 'locals' and 'foreigners', can sometimes be financed by the City of Zurich. Three different funds are available:

- **Credit for integration projects** (Integrationskredit): 200,000 CHF available per year. Yearly, around 30-40 projects that are implemented mainly on a voluntary basis are financially supported.
- **Credit for exchange and cohabitation** (Kredit Austausch und Zusammenleben): 250,000 CHF available per year. Yearly, around 3-6 projects are financially supported.

- From 2019 onwards, the City of Zurich is financing **intercultural programme weeks** ([Interkulturelle Programmwochen](#)), which will take place every two years and seek to make lived diversity in the city visible.

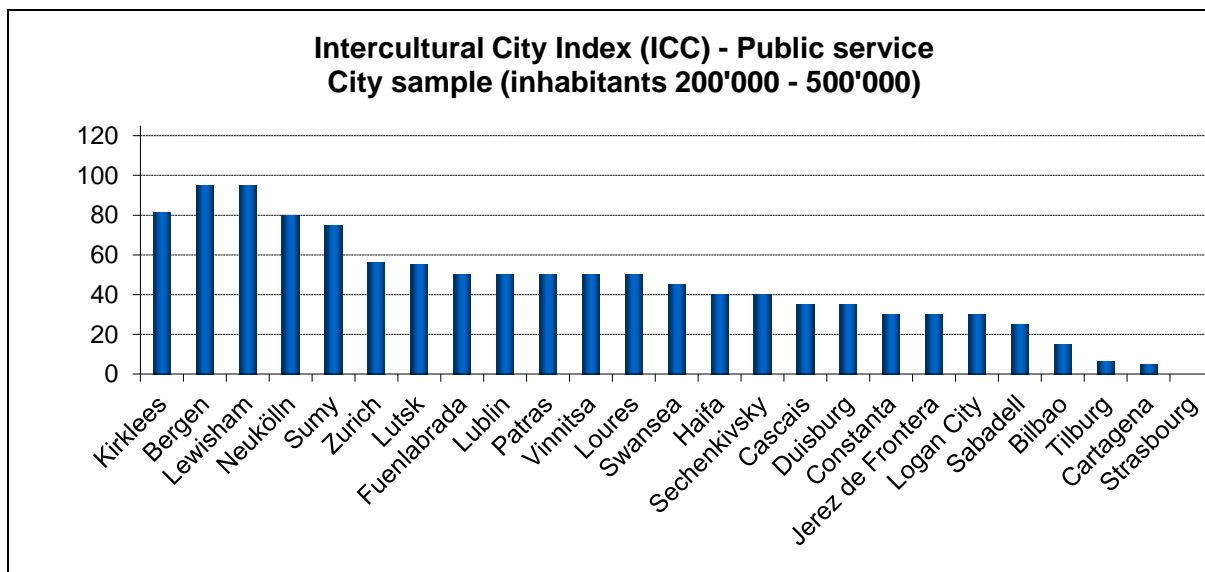
The Zurich community centres ([Gemeinschaftszentren](#)) were founded in 2010 and aim to promote community development as well as the implementation of equal opportunities and participation of all resident groups. Among other things, community centres are implementing own programmes on education, integration, and cultural mediation.

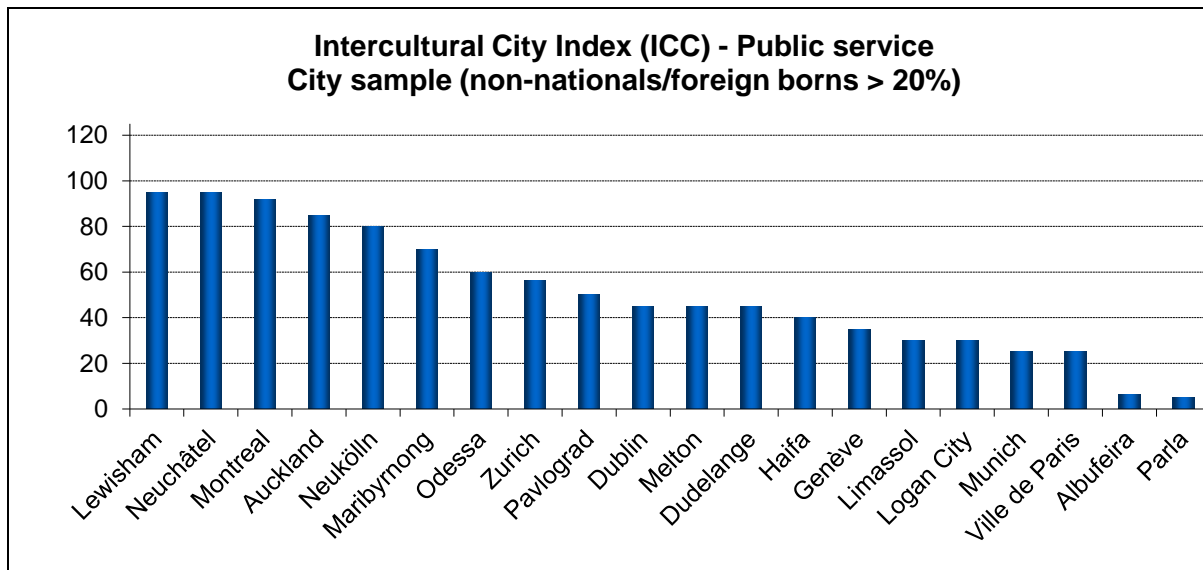
PUBLIC SERVICE

through 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 City of Zurich's rating in the field of **public service** was **56%** in 2019 down from 75% in 2013 but slightly up on the 2011 rating of 2011. This is still above the city average of 43%.

The City of Zurich has statistics on the ethnicity of its employees. **From the roughly 29,600 employees, almost every fifth employee has foreign citizenship. This is reflective of the city's population but only at the lower levels of staff. The city has a recruitment plan to ensure an adequate rate of diversity within its workforce.** The personnel law of the City of Zurich promotes the tolerance and acceptance of employees, who may be disadvantaged due to their gender, age, sexual orientation, gender identity, origin, citizenship, language, religion, or disability.

A large number of the companies in Zurich are internationally oriented and have employees with very diverse language skills and backgrounds. This is demonstrated, for instance, by the fact that every third person uses English as their work language. The foreign population in Switzerland, and especially in the City of Zurich, is **characterised by a high level of labour market integration.** The City of Zurich has so far not implemented any direct measures to promote the intercultural mixing in private sector enterprises but there are several measures that seek to facilitate access to the labour market for the foreign population (e.g. access to vocational training for young people). For companies that have questions regarding intercultural conflicts and discrimination or for victims of discrimination in the labour market, there is an advisory service free of cost.

The City of Zurich regularly makes public statements about the sometimes-insufficient protection against discrimination (e.g. report on racism, statements on law revisions, etc.).

The city takes into consideration the migrant/minority backgrounds of all residents when providing services. For example, the City of Zurich provides burial ground

for Muslims, special swimming hours in indoor swimming pools, Moreover, there is a swimming area for women only in the centre of Zurich.

Suggestions:

As with the city of Zurich, the city of *Bergen* had identified that the ethnic background of public employees only reflected the composition of the city's population at the lower echelons. In 2013, the City Council passed an action plan called The Future Workplace which aimed to tackle this issue, paying special attention to the role of the municipality of Bergen as employer for minorities.

Non-nationals are now encouraged to seek employment in the local public administration, and the city encourages intercultural mixing and competences in private sector enterprises. Different initiatives are promoted in this field, such economic support to the project 'Global Future', led by the Confederation of Norwegian Enterprises, and co-partnership in the annual International Career Fair with the Bergen Chamber of Commerce and Industry.

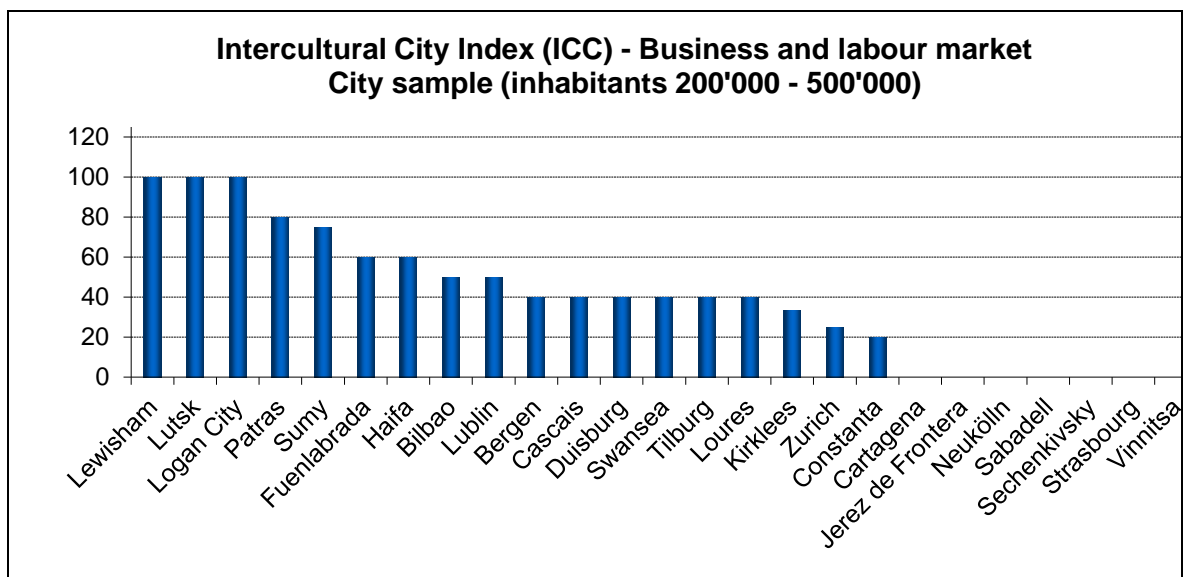
Another interesting example was developed by the city of *Bradford*, where, as a way to specifically address the challenge of representation at the higher level, the initiative Council's Future Leaders Experience was developed. This is a yearlong programme of learning, development, skills, shadowing, mentoring and networking for 20-40 employees at all levels within the organisation and beyond. A significant proportion of the Future Leaders participants have been from a minority background.

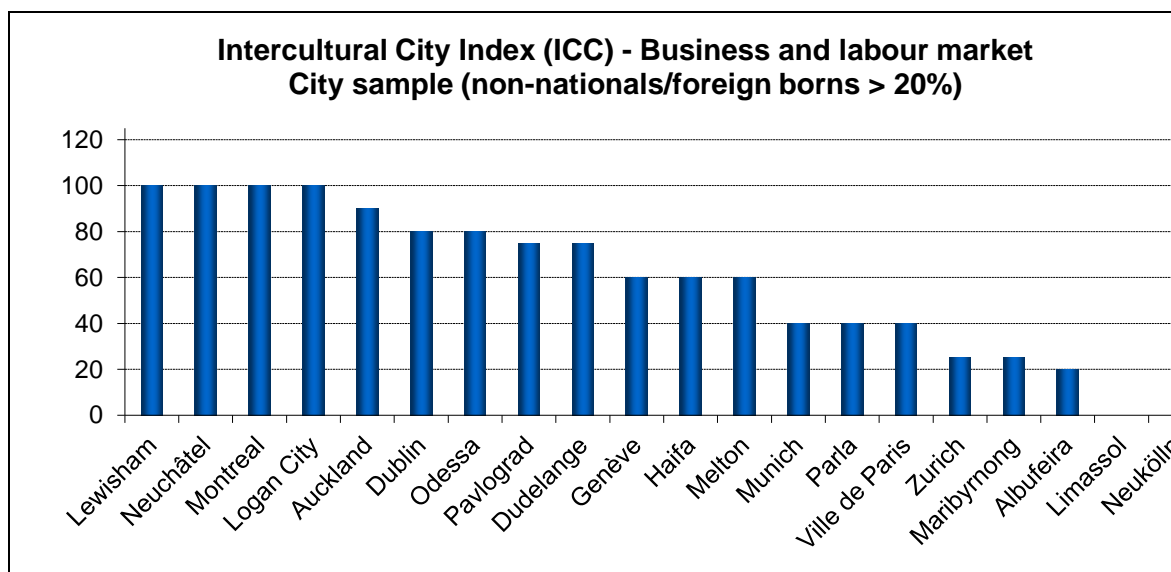
BUSINESS & LABOUR

through intercultural lens



Large parts of the economy and the labour market may be beyond the remit and control of the city authority, but they may still fall within its sphere of influence. Because of nationally-imposed restrictions on access to the public-sector labour market, the private sector may provide an easier route for minorities to engage in economic activity. In turn, such activity (e. g. shops, clubs, restaurants but also high-skill industry and research) may provide a valuable interface between different cultures of the city. While barriers for entry usually concern migrant/minority groups, in some cases it could be the other way around. Research has proved, however, that it is the cultural mix that fosters creativity and innovation, not homogeneity.





On **business and the labour market**, the City of Zurich received an intercultural index rating of **25%** in 2019, down from 40% in 2013 and 80% in 2011. This is below the city sample of 44%.

In the city there is **no umbrella organisation** to promote diversity and non-discrimination in the labour market. However, there exist **several initiatives at the local and national levels**. At the local level, the career centre of Zurich ([Laufbahzentrum](#)) offers free counselling for migrants. The City also offers integration courses and vocational preparation classes as well for teenage newcomers. On the national level, there is a 'specialists initiative' ([Fachkräfteinitiative](#)), which supports the labour market integration of refugees through seeking to better use the potential of recognised refugees and temporarily admitted persons and reduce their dependency on social assistance.

The city works in partnership with others to encourage businesses from ethnic minorities to move beyond the ethnic economy and enter the mainstream economy and higher value-added sectors. The Office for Economic Development of the City of Zurich has no budget to support business creation. However, the '[Go!](#)' association was launched in cooperation with the City of Zurich in 2019 and provides microcredits for business creation and advice in the process of business development. Among borrowers, 45% have a migrant background.

The City of Zurich seeks to procure goods and services in a sustainable way and collaborates with contracting parties that guarantee social, economic and ecologic sustainability. **As a condition for collaboration, contracting parties need to sign a code of conduct. The inclusion of interculturality and diversity in the companies is not explicitly mentioned in the code of conduct.**

Suggestions:

Given the previously strong rating in this area it could be useful for the city to assess any differences in its approach today to that of 2011 as well as looking at good practices from other cities.

As a first step the inclusion of interculturality and diversity could be explicitly mentioned in the code of conduct for the companies seeking partnership with the city as the city itself identified this as a gap.

For experience from other cities, as there is no overall umbrella dealing with anti-discrimination and equality, Zurich could consider the experience of Oslo. The [OXLO Business Charter](#) is a forum and a network for collaboration between the city and the business community, making migrants visible as a resource for business and economic growth. It serves as a frame for a wide range of activities such as:

- Breakfast seminars on diversity in City Hall (5 each year)
- [Rating Diversity – measuring diversity in business leadership](#)
- Allocating grants to projects promoting diversity and inclusion in business
- Allocating grants to promote diverse recruitment to business incubators (IT entrepreneurs, social entrepreneurs)
- Running “Torchlight (Fakkeltog)” – a network for business dedicated to diversity, showcasing best practice
- Organising the OXLO Mentorship scheme for master students with diverse backgrounds, matched with mentors in municipal services, based on their master thesis.

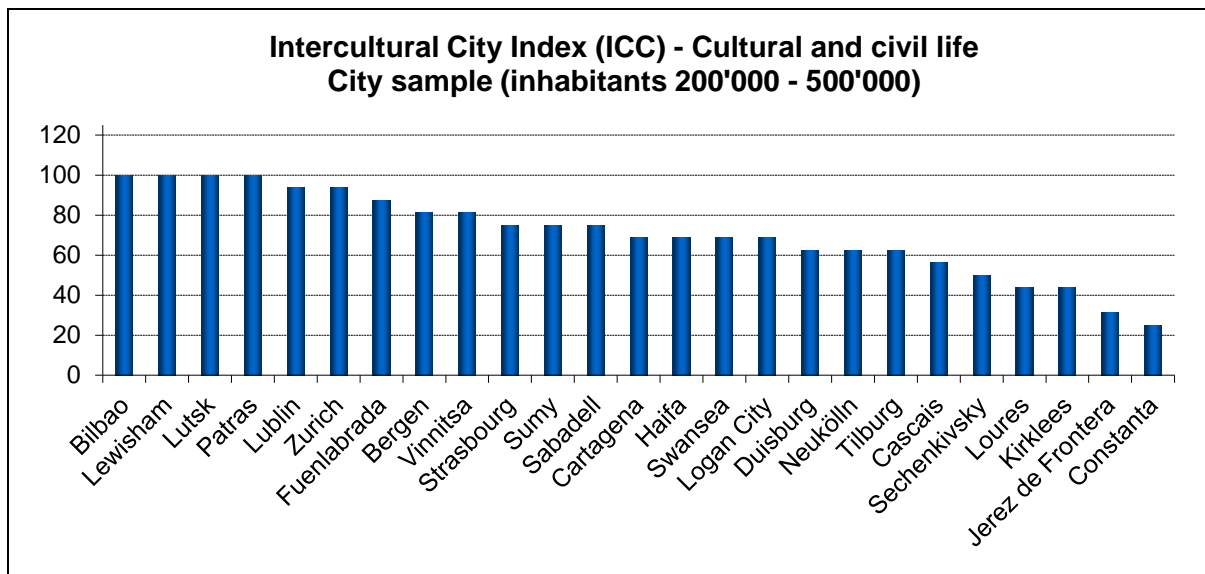
Companies and others that join the charter get access to knowledge about intercultural recruitment, diversity management, welcome services and inclusive work environment. Some 400 businesses and other organizations have joined the network.

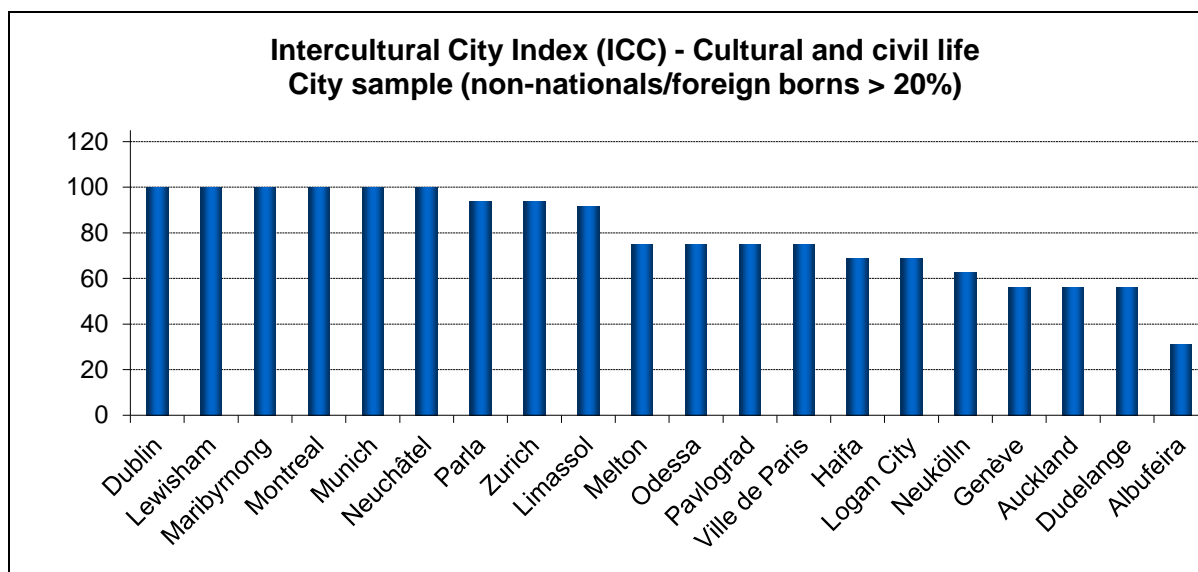
CULTURE & CIVIL LIFE

through intercultural lens



The time that 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.





The city of Zurich's index rating for **cultural and civil Life** was **94%** in 2019. This is equal to its rating of 2013 and up on its original rating of 88%. All years are above the city sample of 73%.

Projects that promote an improved cohabitation of 'locals' and 'foreigners', can sometimes be financed by the city of Zurich. As mentioned previously, three different funds are available: credit for integration projects; 'exchange and cohabitation' credit; and from 2019 on, the City of Zurich is financing intercultural programme weeks (Interkulturelle Programmwochen), which will take place every two years and seek to make lived diversity in the city visible.

The city regularly organises events and activities in the fields of arts, culture and sport that aim to encourage people from different ethnic/cultural backgrounds to interact. The city of Zurich actively promotes good framework conditions in the context of sports. The goal is that children, young adults and adults can play sports economically and according to their wishes so that as many people as possible can benefit from the sports programmes. The city of Zurich puts a special focus on the promotion of sports for children and young adults. **The urban culture model ([Kulturleitbild](#)) of the City of Zurich 2016-2019 names diversity explicitly as one of the societal challenges.** This means that, in a modern society, diversity should be accounted for. The City of Zurich **holds occasional debates and discussions on interculturalism and living together.** Yearly information and networking event for migrant organisations and representatives of religious communities are held as well as sporadic events on topics, such as integration, migration, flight, volunteering, anti-discrimination, etc.

Suggestions:

Setúbal has set up an intercultural programme for the whole community, which is an interesting way of increasing dialogue on intercultural issues in the community.

This initiative's objective is promoting intercultural dialogue and living, through the promotion of initiatives that call for the celebration of cultural diversity and citizenship. It aims to bring this theme out into the public space, recognising and valuing the diversity of Setúbal's community and deepening cooperation with the immigrant associations, promoting collaboration amongst themselves as well as with other institutions.

It achieves this by:

- Promoting dialogue between the various cultural communities that live in the municipality of Setúbal;
- Valuing cultural diversity as a potential for human and social development;
- Emphasizing the work done by immigrant associations and informal groups representing specific communities

This initiative is not done for immigrants, but with the whole community in all its diversity. It aims to be more than just a program of different initiatives, so the organisers promote a participatory process, in which immigrant associations, citizens and entities from different areas of work and interest are invited to participate together.

Another good example in which Zurich could be interested comes from *Manchester*. The city has, as a **political priority, to widen the access and participation in culture, libraries and leisure so that a more diverse and larger group of residents** can benefit from the city's investments in culture. To this end the need to work with a larger diversity of artists, material and audiences to achieve a richer intercultural dialogue has been highlighted.

A part of this process, the **Cultural Leaders Group** is committed to delivering **Manchester's Cultural Ambition** - a document the sector has produced in response to the city's Our Manchester Strategy. The objective of the Ambition is that Manchester will be the UK's most culturally democratic city, not only in terms of audience but also production. The aim is for people to produce distinctive work that could only have been made in Manchester.

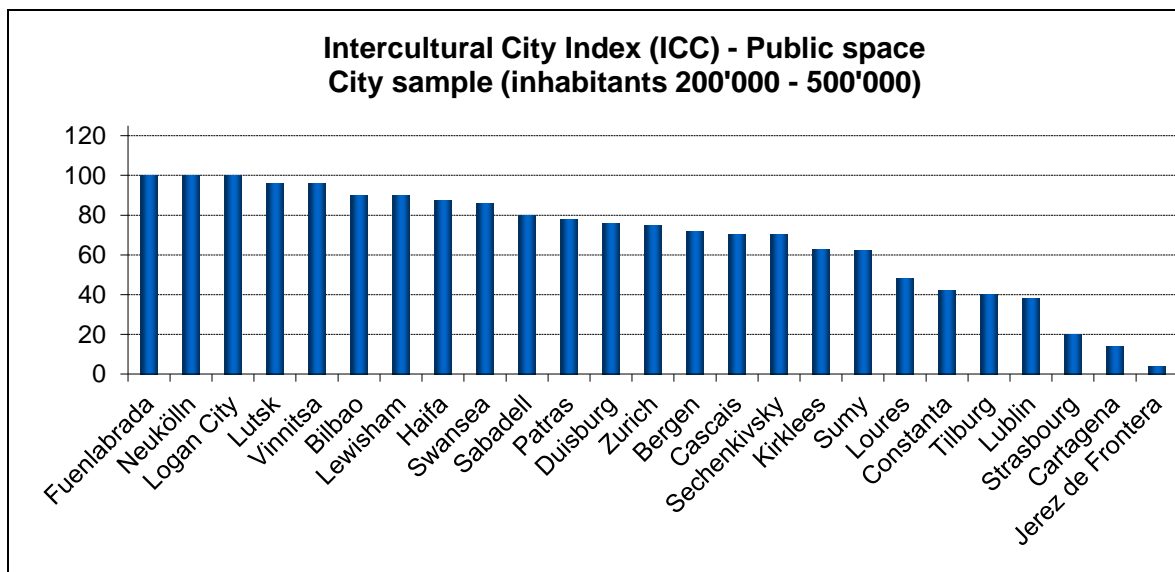
One the **sub groups for the Ambition is pro-actively engaging with a wider diversity of cultural and community leaders from the city to have a conversation about how we change the 'make up' of the leadership and production of culture in the city.**

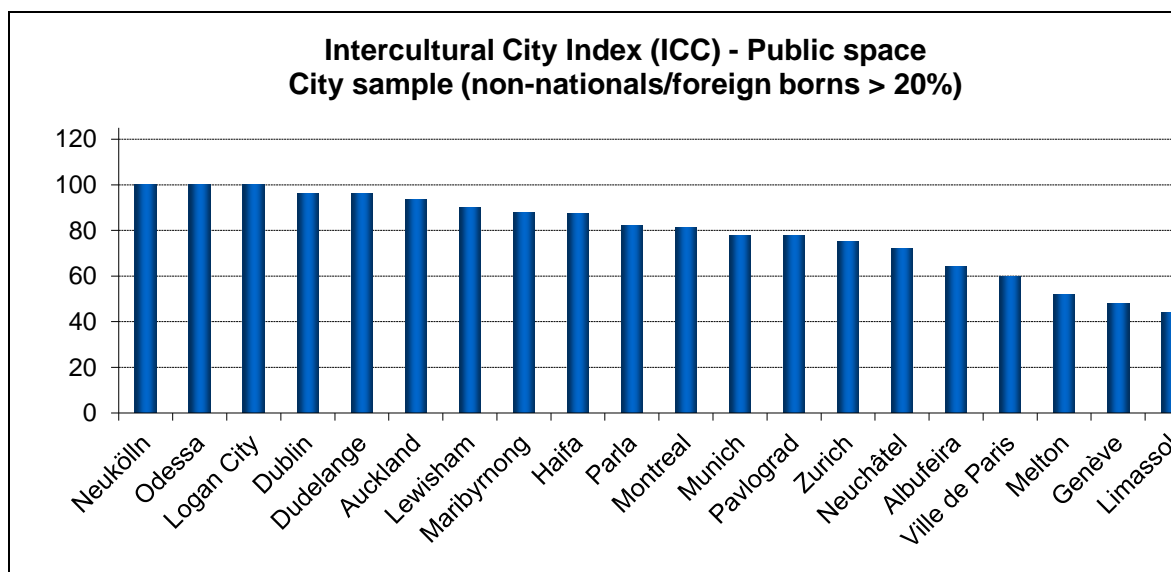
PUBLIC SPACE

through 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.





In 2019 the City of Zurich's index result for **public space** was **75%**. This is below its previous results of 96% (2013) and 86% (2011) but still above the city sample of 65%.

Zurich takes action to encourage meaningful intercultural mixing and interaction in public space including in public libraries, museums, playgrounds, parks, and in squares. For example, the public library service in Zurich ([interkulturelle Bibliothek Hardau](#)) has a collection spanning over half a million items in 14 different places around Zurich. In addition to their German collection, they also have items in eleven other languages. Over 300 events take place every year at the libraries. As well as selected events for adults, the library also offers numerous events for children as part of its KinderTREFF series and the projects Family Literacy and Buchstart.

The [Rietberg Museum](#), one of the largest art museums in Switzerland, is administered by the City of Zurich. With a focus on the traditional and contemporary arts and cultures of Asia, Africa, the Americas, and Oceania, it has some 23,000 objects and 37,000 ethnographic photographs in its collection. The work of the Museum Rietberg is characterized by a high degree of social inclusion, and diversity, and seeks to engage both a domestic and an international audience.

The "[Soziokultur](#)" (social culture) brings people together, promotes their life together and ways of participating in society, and strengthens people's identification with their own quarter in the city. Several community centres offer playgrounds for the local population. The yearly [run against racism](#) supports organisations that provide legal advice as well as support in the process of social and cultural integration to migrants, independently of their resident status.

There are frequent activities in public squares. An example is the sub-project 'together for the future of Schwamendingen' (one of the 12 districts of Zurich, which is characterised by a comparatively high level of cultural diversity). The project seeks to improve the quality of housing and living in the quarter, together

with the local population in a participative process. One of the outcomes of this community project is the multicultural spring festival [MOSAİK](#) which, since 2001, has taken place once a year.

For over 60 years, the Zurich community centres ([Gemeinschaftszentren](#) (GZ)) have shaped the life in the city. They offer room for almost everything, such as space for community events, language cafés, yoga classes, indoor playgrounds, etc.

In 2019 Zurich started the "[Zurich intercultural](#)" week. Over a period of two weeks the diversity of the city of Zurich is made tangible and celebrated with artistic projects and activities supported by the city's residents. A diverse programme invites all citizens from all over Zurich to join in. The heart of these intercultural weeks are the community arts projects, which are chosen through a public call.

The diversity of the population is taken into account in the context of the office for social space and city life (Büro für Sozialraum und Stadtleben) and the delegate for issues concerning the various quarters of the Social Department of the City of Zurich (Beauftragte für Quartieranliegen im Sozialdepartement), the former '[Quartierkoordination](#)'.

In addition, the diversity is taken into account in the context of the participation procedure concerning the interface between the City of Zurich and its quarters ([Mitwirkungsverfahren](#)). This procedure counts on the voluntary engagement and initiative of the local population in the quarters and neighbourhoods in order to steadily improve the living together. In 2019, an [e-participation project](#) was launched in German and English, where the local population could voice their concerns and opinions through an online tool.

The City of Zurich has also included the diversity in the population as one of its main targets in the [Zurich Strategies 2035](#), the long-term direction and orientation for the City Council's activities. The document states: "The City of Zurich is presented with a huge opportunity to draw on the diverse skills and experience of the population to benefit business, culture in the city and social stability." The City of Zurich explicitly acknowledges the significance of economic, cultural and social integration, not only with respect to minorities with a migration background, but also when it comes to potential social tensions within the population as a whole. It further acknowledges that the high percentage of the population with no voting rights leads to an increasing deficit of democracy.

When the city decides to reconstruct an area it uses different methods and places for consultation to ensure the meaningful involvement of people with different migrant/minority backgrounds. However, the City of Zurich does not have a specific method to consult the minorities and people with a migration background on a regular basis. **Depending on the project, people with a migrant background can be explicitly involved.** It is important to recognise that many people with low socio-economic resources, a low level of education and a low degree of networking often do not or cannot take part in these

participation procedures. The concerns of this population group can usually only be taken into account indirectly via NGOs or studies (e.g. population survey).

There are few if any spaces or areas of the city that are dominated by one (majority or minority) ethnic group and are considered unwelcoming or unsafe. Every four years, the City of Zurich conducts a [population survey](#). Among other things, this survey includes questions about the sense of security in certain areas of the city. Based on this survey, special measures are taken, if required. The 2015 survey finds that the subjective security feeling is at its highest level since the first launch of the population survey in 1999. In the city as a whole, 85% of the interviewees state that they feel very safe or rather safe, when they are on their way by foot in their quarter at night. Subjective feelings of security in different quarters of the city range from 74 % in Seebach to 92 % in Witikon.

Suggestions:

The city of *Barcelona* places enormous importance upon public space as the place where a diverse but harmonious community can be built. This means that place-making professionals (such as architects, planners, transport managers, constructors etc) within the city council must develop their competence in diversity management. One clause of the city's Intercultural Plan states the need to incorporate those responsible for urban development in the city into each of the interdepartmental committees at the Council to strengthen the mainstream application of all urban and social policies.

Examples of how this translates into action on the ground include inter-group roundtables that could involve representatives from urban planning and, for example the Committee for public spaces, Committees for coexistence, Inter-group committee for immigration, the promotion of bilateral relations through bridges for dialogue, between the area for urban development and other areas at the Council.

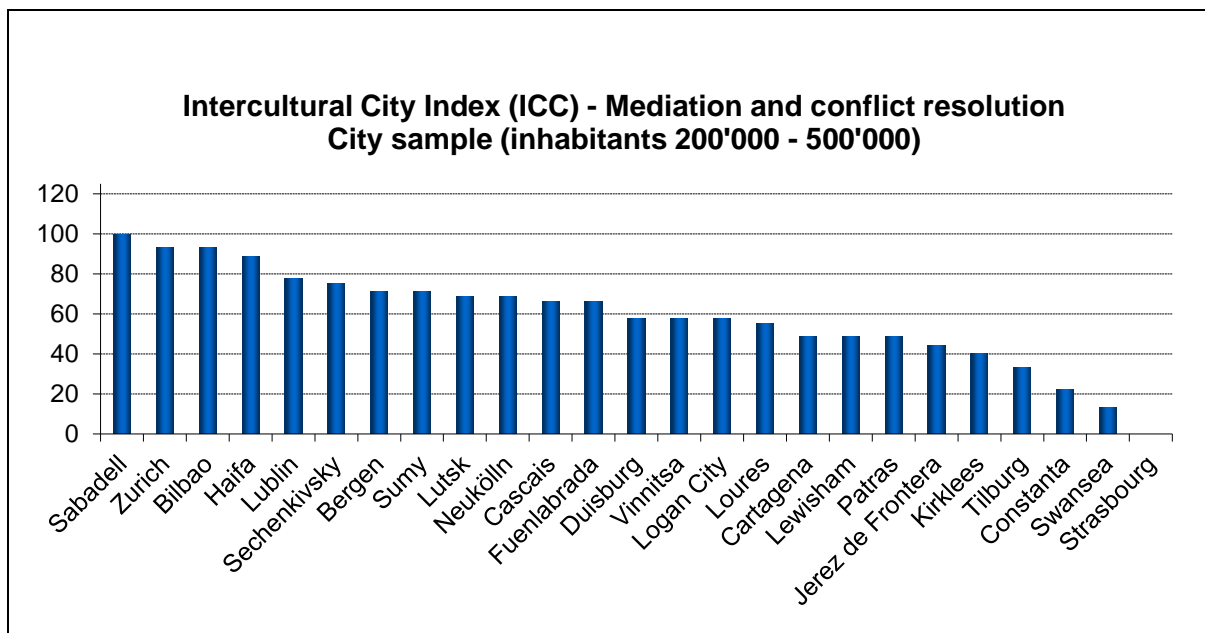
A further clause of the Plan calls for integration of the neighbourhood scale into the practice of urban development to reconstruct dialogue, consensus and the involvement of citizens.

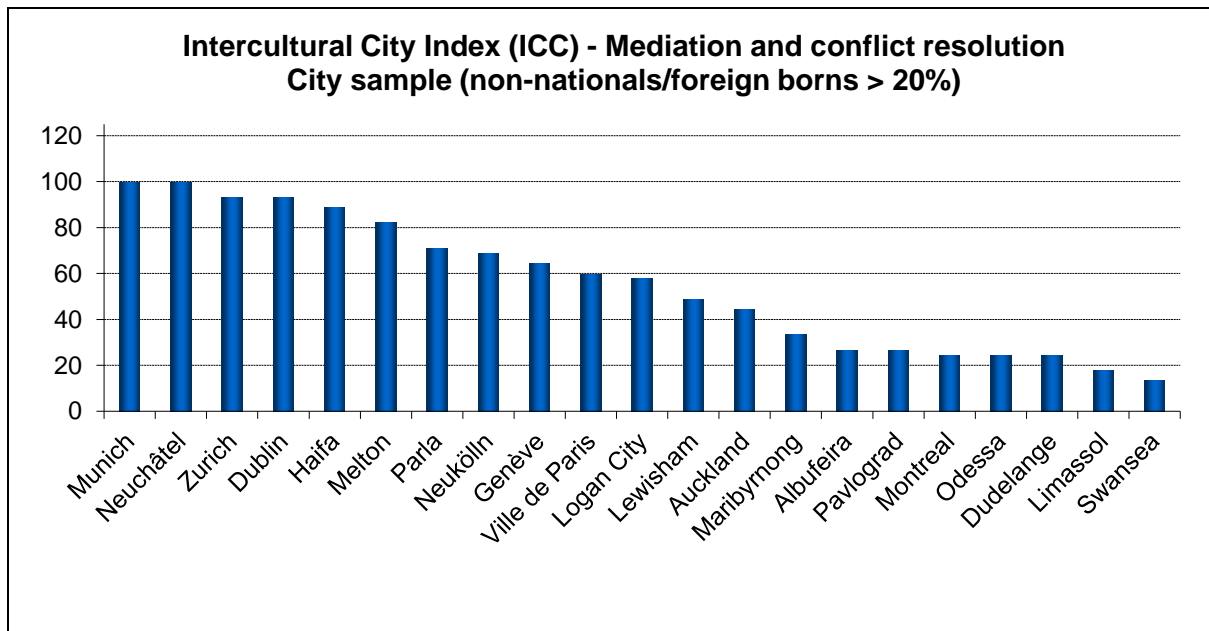
The street floor concept has been adopted into the management tools for public spaces (dimension, design, urban furniture, maintenance, layout of parking spaces) and into the management tools for the ground floor (façades, uses), taking into account the relation between these two spaces, the public and the private, on the ground floor, incorporating criteria of flexibility and adaptability to various situations (to neighbourhoods or even to streets).

MEDIATION and conflict resolution



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





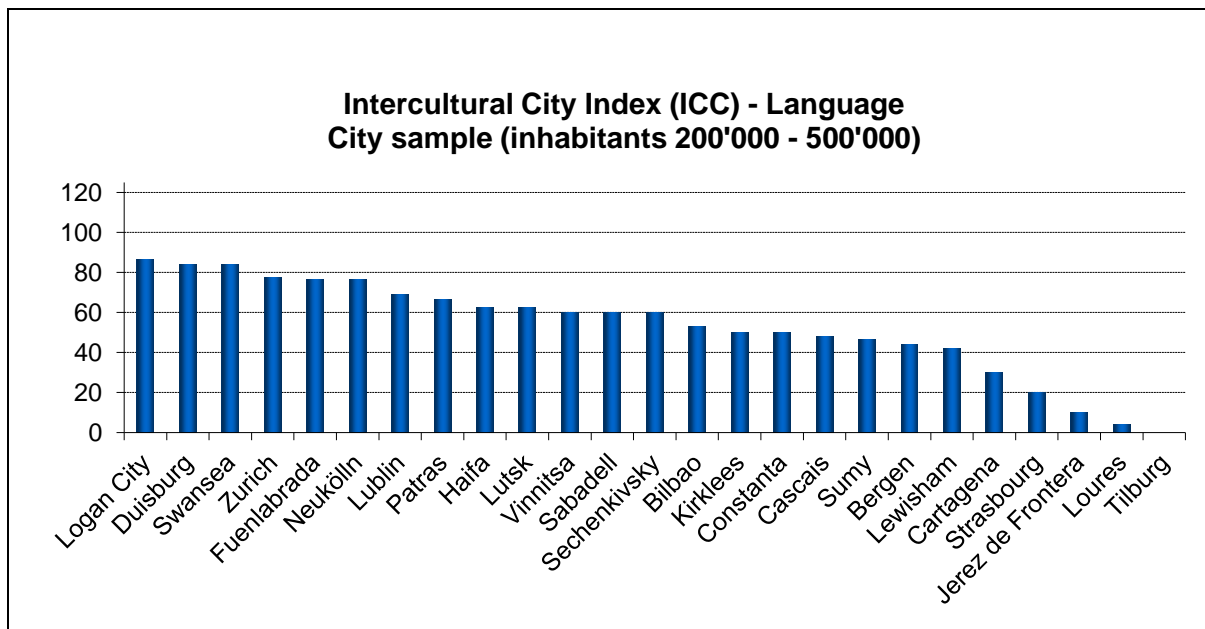
The City of Zurich’s index results for **mediation** in 2019 were **93%**, slightly down from 100% in 2013 and 2011, but still well above the city sample of 59%, showing this is something the city does very well.

Both the City of Zurich and NGOs provide mediation services. The city’s services include: [Konfliktophon](#) – a hotline for intercultural conflicts; [SIP Zürich](#): employees of SIP Zurich (Security Intervention Prevention) mediate conflicts in public spaces and make interventions in parks and squares in case of disturbances or harassment; [Ombudswomen](#) of the City of Zurich; [Medios](#): intercultural interpreters. Private organisations or services that are sponsored by the City of Zurich information and counselling for victims of racism, discrimination, intolerance, or structural violence. Two organisations in Zurich work on inter-religious relations. Zurich Institute for Interreligious Dialogue (ZIID) sponsored partially by the City of Zurich and the Zurich Forum of Religions (ZFR) - an inter-religious service that merges representatives of religious communities and state agencies of the canton of Zurich.

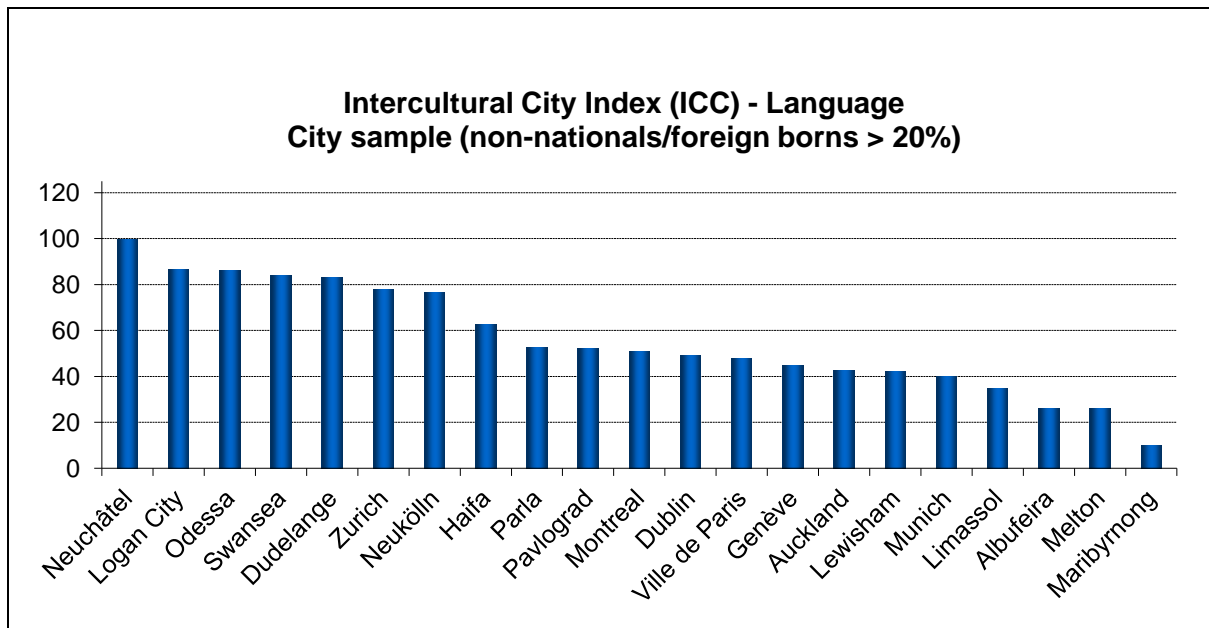
LANGUAGE



The learning of the language⁸ of the host country by migrants is key issue for integration. However, there are other considerations in an intercultural approach to language. For example, in cities where there are one or more national minorities (or indeed where there is indeed no clear majority group) there is significance in the extent to which there is mutual learning across language divides. Even in cities where recent migrations or trade connections have brought entirely new languages into the city, there is significance in the extent to which the majority are prepared to adopt these languages.



⁸ 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://highereducation.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)



In 2019 the City of Zurich's index result for **language** was **78%**, down on its index result of 87% but up on its original result of 67% and the city sample result of 47%.

In the city of Zurich, over 100 languages are spoken, and a significant part of the population speaks more than one language at home. 64% of the population of the City of Zurich speak Swiss German (the local dialect) at home, more than 25% of speak high German at home and more than 10% speak English at home. The city has published a concept for language support for the City of Zurich ([Sprachförderkonzept](#)) and funds language courses (Sprachförderkredit). Switzerland has four official languages. In public schools, the teaching of one additional official language as well as English is mandatory for all schools. In Zurich the standard language is German. In addition, French and English are taught as mandatory subjects.

The City of Zurich itself, does not offer mother-tongue language courses. However, **it provides class-rooms to organisers of courses in native language and culture (Kurse in heimatlicher Sprache und Kultur) free of charge. The grades obtained by the pupils participating in these courses are an integral part of the orderly school reports.** The courses are regulated at canton level.

The city raises awareness on migrant/minority languages by providing logistical or financial support. Intercultural media projects can be financed via credit for integration projects. An example is [Radio LoRa](#), a non-commercial intercultural radio that broadcasts in 20 different languages. **The city authorities regularly point out the significance of multilingualism for the City of Zurich.** Several city authorities dispose of a supply of books in multiple languages.

The Integration Office has created guidelines for reaching foreign-language target groups (Leitfaden zur Erreichung fremdsprachiger Zielgruppen) on behalf of the

City's Integration Delegation. These guidelines show the importance of easily understandable German, provide advice with regard to translation, practical orientation, and discusses further aspects of diversity-sensitive public relations.

Suggestions:

Rotterdam has some interesting ways of helping newcomers learn Dutch. The municipality of Rotterdam has approximately 97,000 inhabitants with an insufficient command of the Dutch language and this prevents them from fully participating in Dutch society. In practice, the standard language programmes fail to reach these Rotterdam inhabitants. After completing a language course, part of them moreover need a further course focusing on the day-to-day usage of the Dutch language. Taal Dichtbij! is a low-threshold, community-based, language programme and the main factor of success is that the courses take situations from the participants' daily lives. Voluntary organisations, general and sports clubs as well as self-help organisations form an important pivot within this project because they are low-threshold and far-reaching. These organisations bring in the participants and facilitate the courses.

The lessons are given by professional teachers in Dutch as a foreign language. They are supported by volunteers with a sufficient proficiency of Dutch reading and writing, have experience with the target group, and have an affinity with teaching. The lessons are low-threshold because they are given in the local community. Besides learning the Dutch language, participating in society is also central to the course. This can be achieved by a more active involvement in the school of the children or by contributing more actively in the neighbourhood, etc.

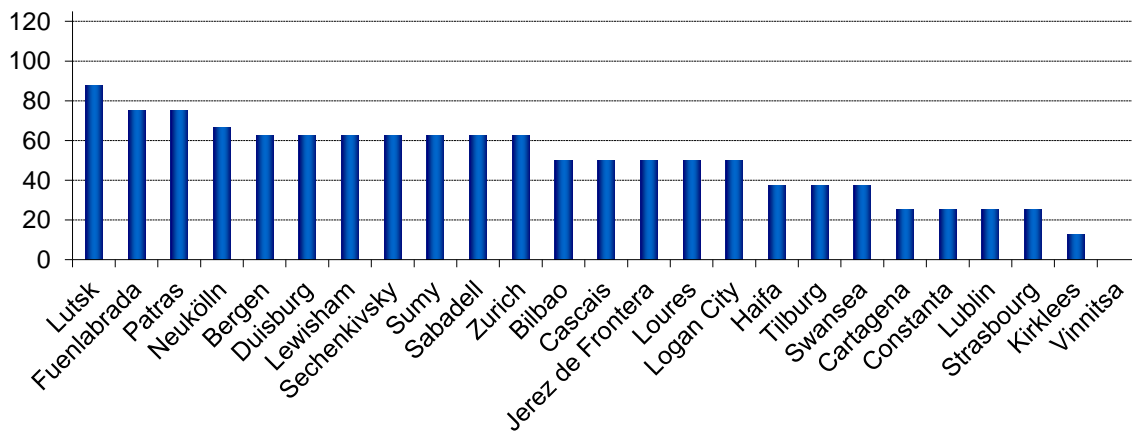
During the courses, parents are made aware of the importance of parental involvement in the school and the impact of their own "language behaviour" on that of their children. For instance, parents are encouraged to read to their children at home. They can do this in Dutch, but certainly also in their own language. The basic principle is that the children grow up in a language-rich environment. This has a positive influence on the Dutch language acquisition of the children.

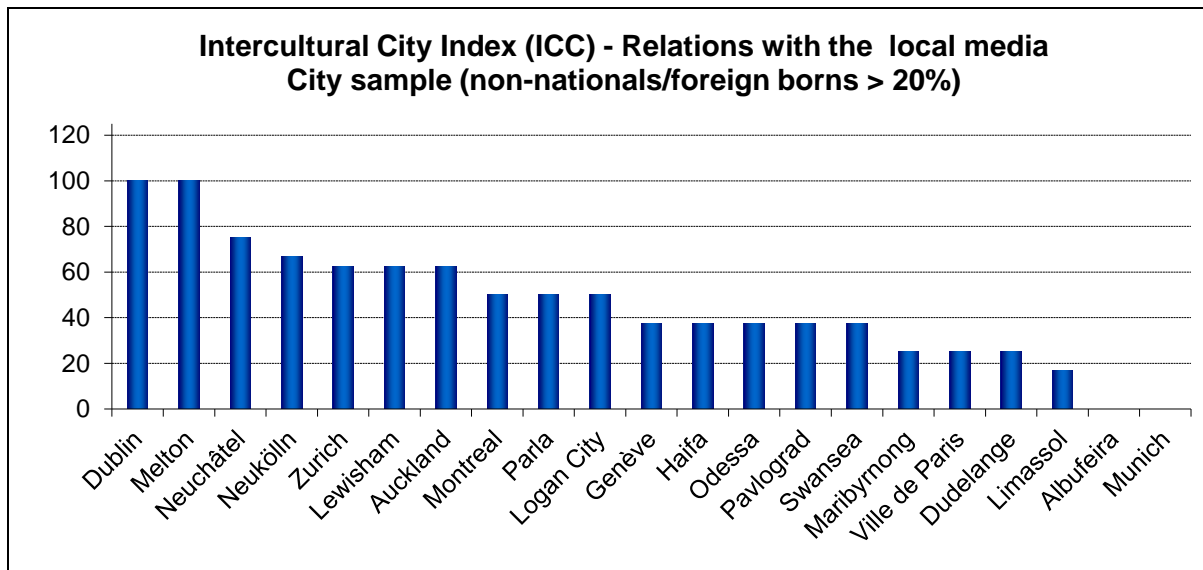
MEDIA policies



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

**Intercultural City Index (ICC) - Relations with the local media
City sample (inhabitants 200'000 - 500'000)**





The City of Zurich's index results for **media** were **63%** in 2019. This was up on its result in 2011 of 38% but slightly down on its index result in 2013 of 75%. The result is well above the city sample result of 46%.

Although the city's [communication guidelines](#) do not explicitly mention the visibility of people with a migration background and their image in the media they do demand an **active and open communication, so that the target groups can build their own opinions, exercise their democratic rights, and understand state actions. The information is understandable and as comprehensively as necessary.** The communication channels and languages are chosen on the basis of the needs of the respective target groups.

Media releases from the city of Zurich regularly cover topics such as integration, flight, migration, asylum, integration policy. **The city's communication (PR) department is instructed to highlight diversity as an advantage regularly and in various types of communication. The city monitors the way in which traditional local and/or national media portray people with migrant/minority backgrounds.** In 2017 the city organized an event about the topic of Racism in the Media.

Suggestions:

The City of Paris has always supported the "Maison des Journalists" (Foreign Journalists' House), an association that welcomes foreign journalists who are persecuted in their country of origin. The MDJ offers a temporary place of residents and it is a landmark of defence and promotion of fundamental freedoms, such as freedom of speech, or of the press. In addition to legal and administrative support, French language courses are organized to enable refugee journalists to adapt their skills and achieve a French diploma.

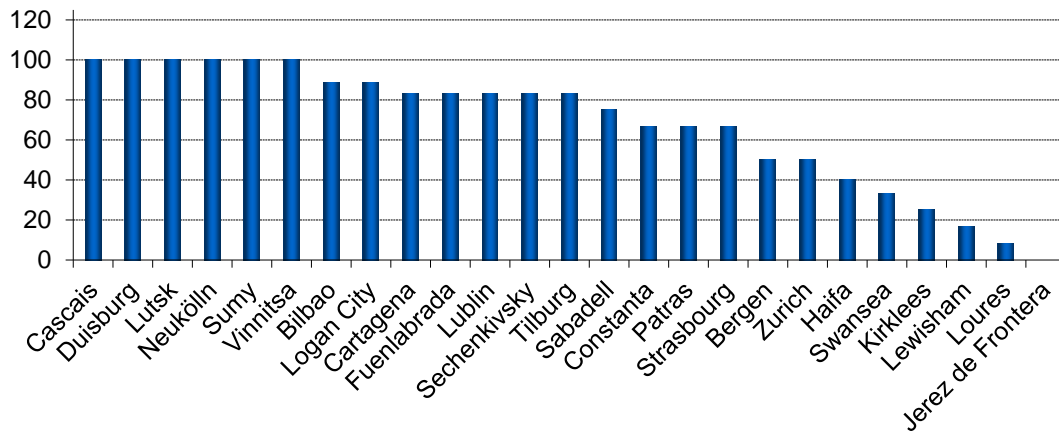
INTERNATIONAL

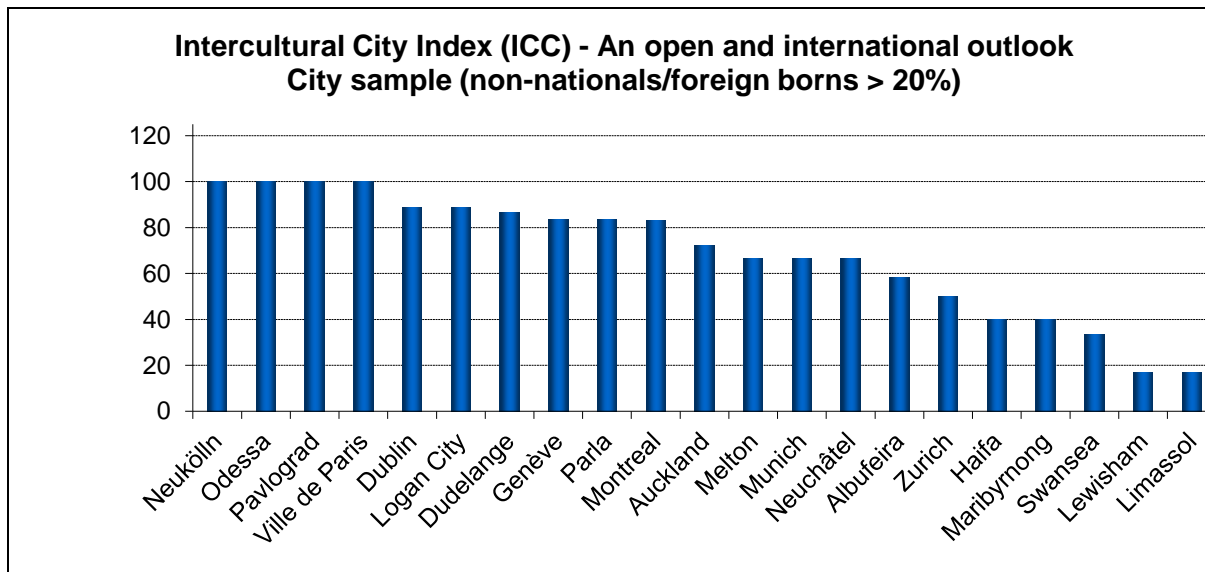
outlook policies



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

**Intercultural City Index (ICC) - An open and international outlook
City sample (inhabitants 200'000 - 500'000)**





The City of Zurich's index result for 2019 for **international outlook** was **50%**, which is quite a drop from its 2013 and 2011 results of 100% and below the city sample of 69%.

Zurich has an **explicit policy to encourage international cooperation**. On 27 August 2014, Zurich City Council adopted the [Foreign Affairs Strategy](#) of the City of Zurich, in which it outlined its principles and objectives regarding the external affairs of the City of Zurich. Under this strategy, temporary cooperation with different countries can be supported by the city. There is a **specific financial provision** for the policy and the city takes actions to develop international connections. The Integration Office is a member of the EURO CITIES project '[Values](#)' on migrant integration, the Intercultural Cities Programme, the European Solidarity Cities Programme, as well as the '[A City for All](#)' project. There is also a solidarity programme with a "[city of first refuge](#)" in Lebanon.

Suggestions:

An aspiring intercultural city should have an international policy that seeks, at least in part, to promote a dynamic relationship with places of origin of major Diaspora groups. *Reggio Emilia* has made a major step in this respect. It has signed, through the Intercultural Centre Mondinsieme, an agreement with the Moroccan Ministry in charge of relations with the diaspora. The agreement underpins Reggio's holistic intercultural policy and seeks to "promote socio-cultural mixing and openness towards the other".

Both sides are providing significant financial contributions to the activities included in the agreement, which include:

- An open space mini-theatre in the Pauline Park – an innovative park area designed to encourage intercultural contacts through educational trails and games for adults and children and intercultural encounters.
- Annual cultural visits to Morocco for young Italians of different origins

- Participation of students from Reggio Emilia in the Summer university of the young people of the world organised annually in Morocco
- The promotion of Moroccan culture and the teaching of Arabic to young people in Reggio of different origins
- Enabling the participation of young people of Moroccan origin living in Reggio Emilia in cultural and sports activities of the city.
- Mondinsieme has already opened an Arabic class for non-Arabic speakers – the demand for which exceeded by far the expectations.

The Municipality of Reggio Emilia has a wide network of international contacts and projects aiming to share the city's best practices and opinions world-wide. The city has established through the years a set of twinning and friendship agreements reaching to 15 official international institutional relations which are to be implemented through continuous exchanges of delegations' study visits, conferences on topics of common interests, international joint project (such as EU projects or development cooperation projects). It includes cities in: Spain, France, Poland, Germany, Croatia, USA, Rep of Moldova, Serbia, South Africa, Mozambique, Brazil, China, Palestinian Territories, Saharawi Republic, Morocco. Besides these official relations the city participates to various different European Projects (within INTERREG, URBACT , LIFE programmes...) and International Networks (SERN, ALDA, EUROTOWNS). In 2008 RE was awarded the title of Italy's most intercultural city, it has a platform to lead a movement to counter the prevailing isolationist rhetoric.

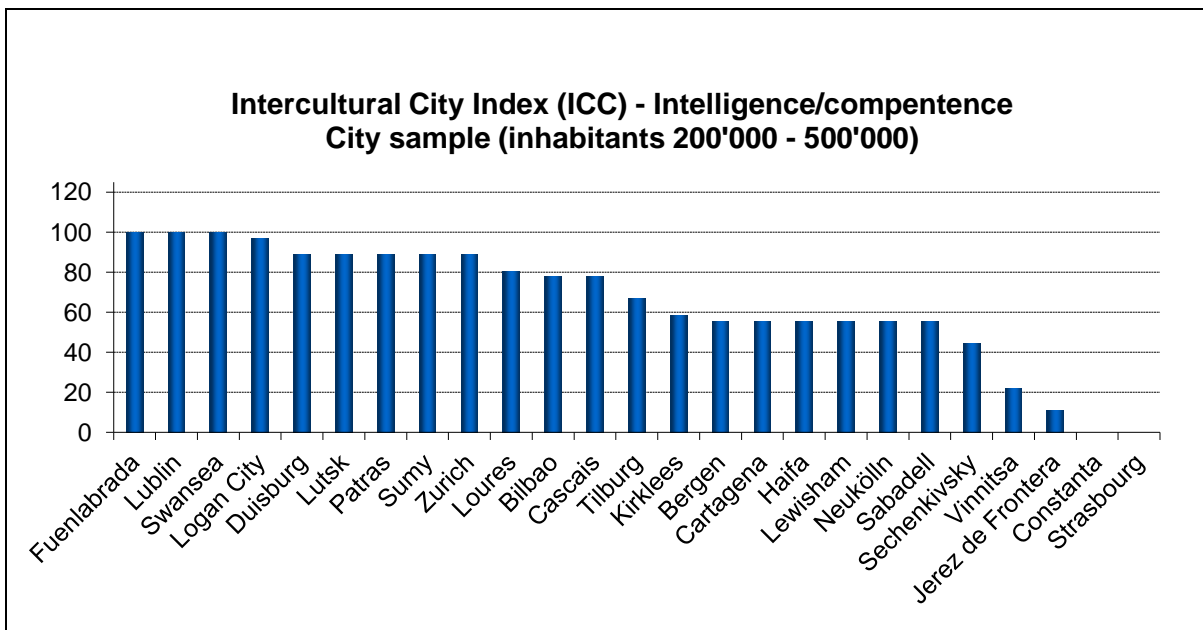
In 2000 it set up an Agency to sustain the management & improvement of all the city's international contacts and projects: Reggio Nel Mondo. It acts as a crosscutting tool supporting all municipal departments in developing a continuous international exchange and dialogue.

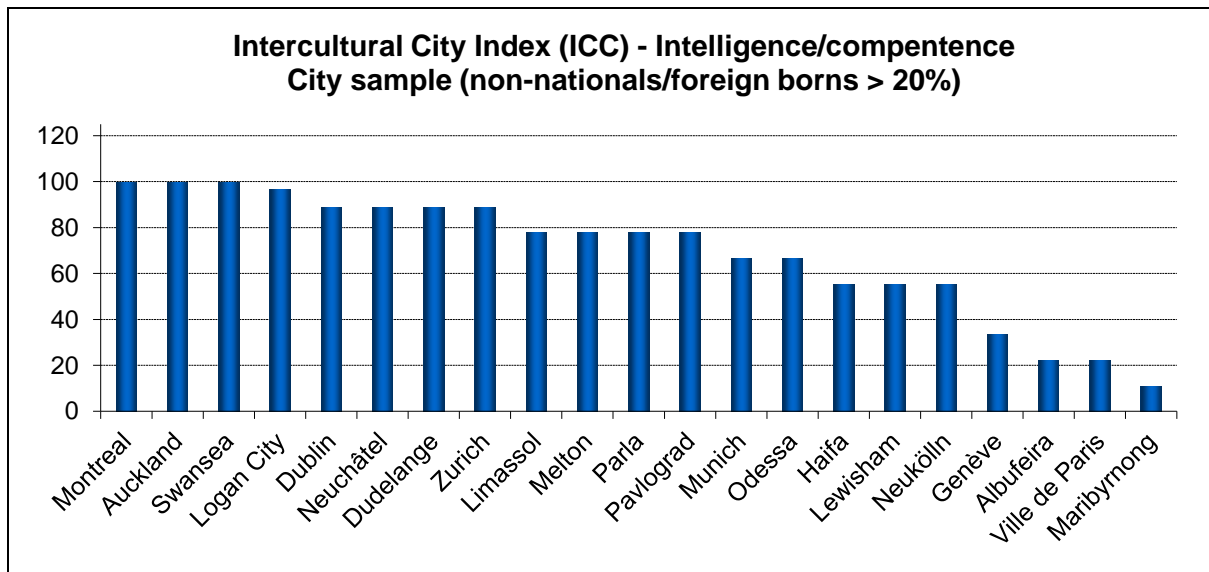
INTELLIGENCE

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 model of behaviour on all situations.



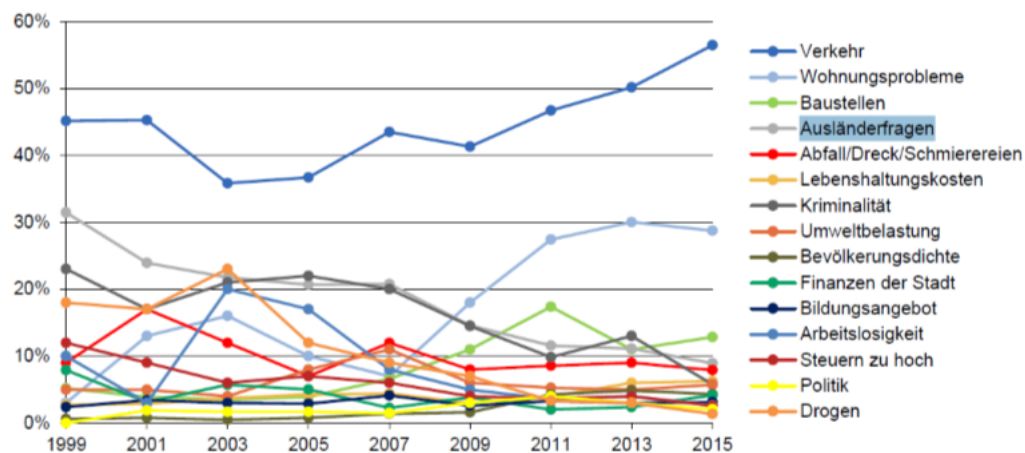


For **intelligence and competence** the City of Zurich had index results of **89%** in 2019, 2013 and 2011 showing sustained achievement in this area. This is above the city sample of 62%.

Statistical and qualitative information about diversity and intercultural relations is mainstreamed in Zurich to inform the local/municipal council's process of policy formulation. For example, the report on racism of the City of Zurich 2017 (Rassismusbericht) and the report on integration of the City of Zurich 2009 (Integrationsbericht).

Every four years, the City of Zurich conducts a [population survey](#). For years, the proportion of people who regard foreigner issues (Ausländerfragen) as a problem is falling and is currently at the lowest level ever recorded. This can be seen in the graph below where they are registered in grey.

Grafik 15: Allgemeine Probleme in der Stadt Zürich, 1999 bis 2015
Nennungen in Prozent der Befragten; Mehrfachnennungen möglich (N=2501/4946)³



The city promotes the intercultural competence of its officials and staff, in administration and public services, e.g. through interdisciplinary seminars and networks and training courses. So, the internal training programme of Human Resources Zurich (HRZ) offers courses on intercultural competence, among other things. Sometimes, city authorities and organisations offer specific courses or training events on intercultural competence on their own. However, there is no compulsory programme, with comprehensive compulsory courses.

Suggestions:

To build upon the good initiatives already in place, Bradford might be interested in exploring the **“Intercultural Dilemma” methodology** which was developed in *Botkyrka (Sweden)*.

The methodology is firstly designed to identify individual and structural practices among the employees that prevent and enable an intercultural attitude. It then proposes participants to describe real situations when they have been challenged in their intercultural approach. Half the audience describes a situation at the individual level and the other half a situation when structural conditions that enable an intercultural attitude were missing. Proposals on how to solve the challenges are then given by different groups and a final analysis and discussion is used to draw conclusions.

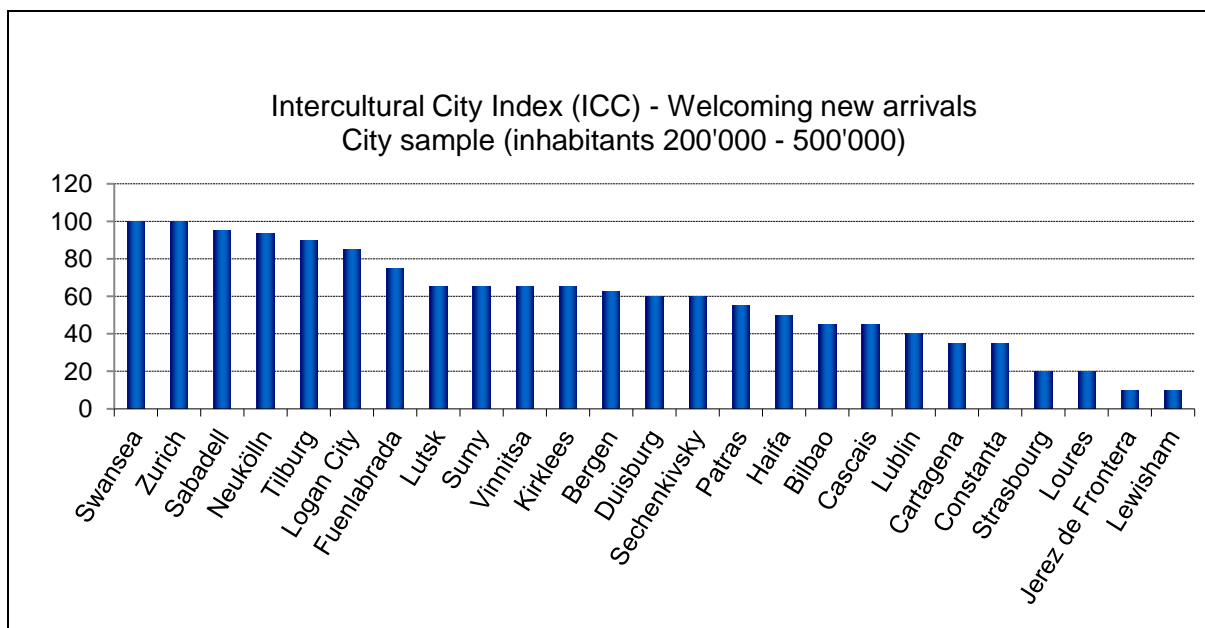
The concept of dilemma workshops is based on the fact that employees in a safe context can bring up situations they encountered or fear they might have, and jointly discuss solutions.

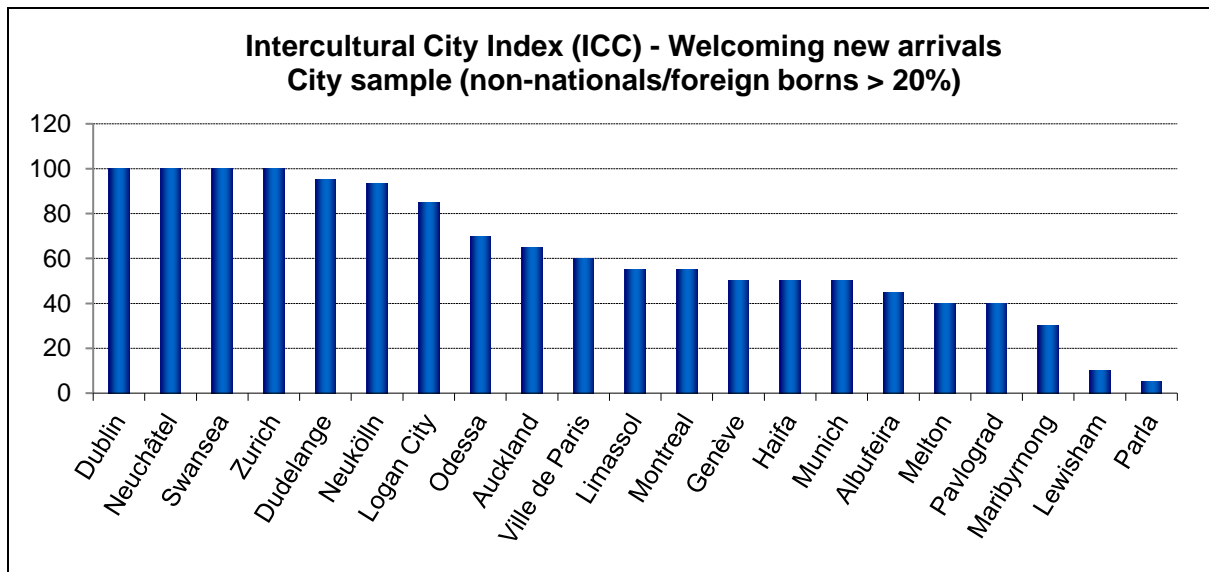
The dilemma approach is used to visualize gaps in the implementation of a human rights based approach using the implementation principles and the concept of dignity in the national, corporate, managerial, and community-based chain of responsibility. In many cases, the dilemma has been able to highlight responsibilities that have fallen between gaps, for example between different administrations, such as social administration and education administration.

WELCOMING



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 City of Zurich received an index result of **100%** in **welcoming** in 2019, an outstanding result which is an improvement on its previous high result of 95% in 2013 and 2011. This is much higher than the city sample of 55% showing the breadth of good practice in the city.

Zurich has a designated agency, unit, person, or procedure to welcome newcomers and there is a comprehensive city-specific package of information and support for newcomers in around 14 languages. The City of Zurich has adopted a **first-information concept** with the strategy and respective activities and measures ([Erstinformationskonzept](#)). The City of Zurich organises **six welcome events for newcomers per year. They take place in the Town Hall and include short information in various languages about life in Zurich, a multilingual city tour, and an aperitive.**

The city of Zurich has pioneered initial information for newcomers. It differentiates between basic information for the newly arrived foreign population on the one hand and supplementary information products on the other, which are designed specifically for individual language groups. Basic programmes such as a welcome desk, welcome events, a German course database and online language windows have been offered for many years. The existing language group-specific offer (integration courses, short courses, series of events and individual events) was expanded in the years 2012–2015.

Suggestions:

Zurich is a source of expertise itself in this area. It may however, consider interesting the practice set up by the city of *Ballarat* – the Intercultural Ambassadors’ Program, which was set up in November 2009.

This program was developed in order to provide leadership within the migrant community, therefore encouraging minorities to participate in the political life of the City.

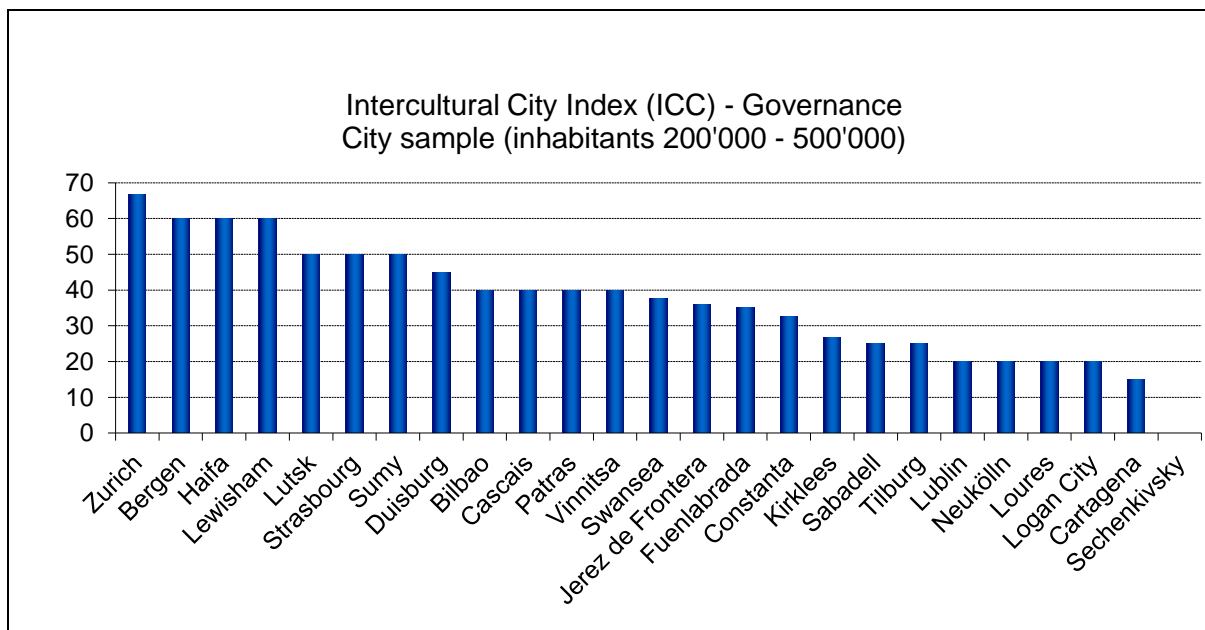
Intercultural Ambassadors come from a diverse, Aboriginal or Torres Strait Island background although they must have lived in Ballarat for at least six months and be Australian citizens. When Ambassadors are elected, they are appointed for a two-year term and will undertake civic engagement and political participation activities. As part of their duties, Ambassadors will represent the multicultural community to schools, community groups, service clubs, industry groups and employers.

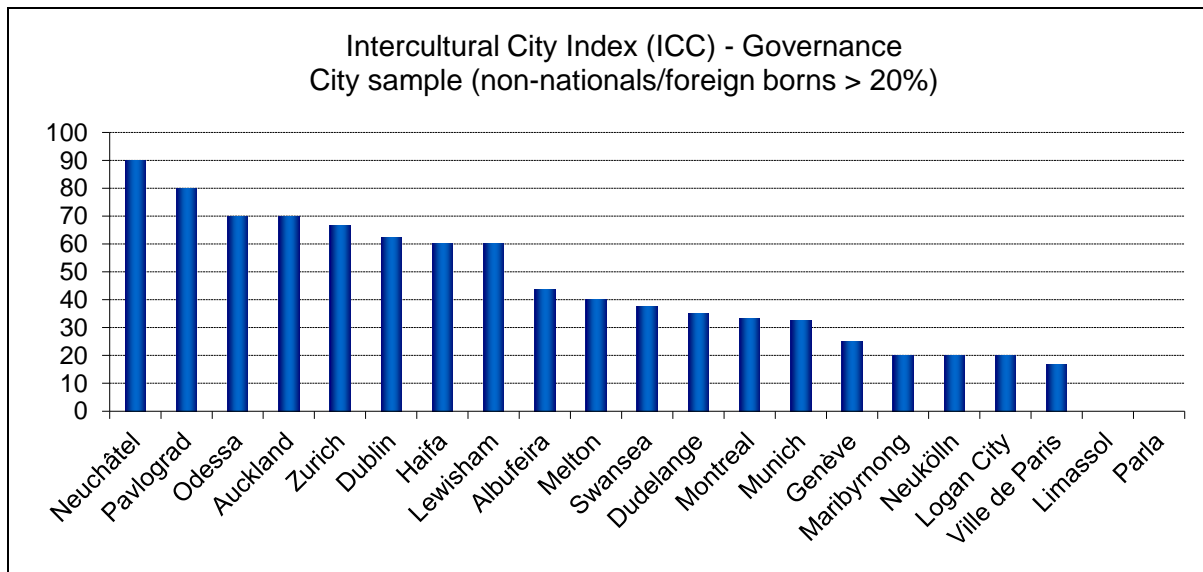
Ambassadors share the same values and principles and they are all willing to make a positive contribution to their local community; hence discouraging discrimination while highlighting the positive contributions migrants and Indigenous Australians make to Ballarat.

GOVERNANCE



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 citizen participation in decision-making.





The City of Zurich's index results for **governance** were **67%** in 2019, a considerable increase on its previous results of 50% in 2013 and 38% in 2011, and above the city sample of 34%. As such the city has several examples of good practice for other cities.

Although foreign nationals can only stand as candidates in local elections after obtaining Swiss nationality, there are elected members of the city's municipal council who are foreign-born or dual nationals.

The **Advisory Council of Foreigners** (Ausländerinnen- und Ausländerbeirat) has existed since 2005 and advises the City Council, conveying the concerns and needs of the foreign population living in Zurich to the City Council. The City Council appoints the members of the Advisory Council of Foreigners on the basis of suggestions by the Mayor. Potential members need to live in the City of Zurich and must not hold Swiss nationality. With the "**Die Kommission zur Integration fremdsprachiger Kinder (IfK)**" [**Commission for the Integration of foreign-language children**] there is a representative body for language groups in the field of public schools.

The city **regularly takes initiatives to encourage people with migrant/minority backgrounds to engage in political life.** There are several ways how the foreign population can participate in political processes.

- **Making a suggestion to improve life in the community.** Various municipal departments, such as Neighbourhood Co-ordination and the Integration Office of the City of Zurich, are able to offer advice on implementing suggestions. Projects and commitments for the improvement of neighbourhood life made by private individuals and associations are welcome.
- **Having a say on the development of your local area.** When the City of Zurich carries out work, it takes an active interest in the wishes of the local population. To this end, the City will often implement what are known as

participation procedures, where affected communities are invited to have their say.

- **Getting involved at children's school.** Schools in the City of Zurich collaborate with the pupils' parents. If you are the mother or father of a child at school, you can get involved through a parents' council or parents' forum. Schools will keep parents informed of the possibilities for involvement.
- There are **25 neighbourhood associations** in the City of Zurich, responsible for maintaining and improving the quality of neighbourhood life. Joining a neighbourhood association provides a good opportunity to have a say on important issues in the neighbourhood. Neighbourhood associations are open to all interested parties.
- **Everyone has the right to present a request, a query, a suggestion or a complaint to the authorities.** One way of doing this is to submit a petition in written form and collecting signatures from other individuals who support the appeal. You can then hand the petition in to the authorities responsible.
- **Raising an integration issue.** Generally speaking, people have the option to ask a question or raise an issue directly with the authorities responsible. On matters relating to integration policy, people can contact the City of Zurich's Integration Office. Together with the Foreigners' Advisory Council, the Integration Office organises a yearly meeting to exchange ideas with representatives of migrant organisations and religious communities. The meetings provide a chance to raise specific issues related to integration directly with representatives of the City of Zurich.
- **Getting involved with the Foreigners' Advisory Council** which conveys the foreign residential population's concerns and needs to the City Council. Council members are appointed by the City Council for a period of four years. Councillors must be residents of the City of Zurich and must not have Swiss citizenship.
- In order to take part in votes and referendums on a federal, cantonal and communal level in the City of Zurich, you must have Swiss citizenship, and be of full legal age and sound judgement. The Naturalisation Department of the Zurich City Chancellery can provide information on the conditions to become a naturalised citizen.

The city acknowledges that participation can always be improved particularly in the terms of the long-term political integration of the foreign population. Recent reports have also advised the testing and establishment of new participation instrument, such as the participatory budget.

Suggestions:

As a large city aiming to improve participation including amongst those members of the population who cannot vote or who do not have papers, Zurich could be interested in *Montreal's* recent experience. After a conference to look further into participation without discrimination, the city is working towards an urban

citizenship fostering participation for everyone. The Intercultural Council of Montréal (CIM) has issued a statement complemented by nine concrete recommendations to reinforce an inclusive and diverse urban citizenship within the metropolis. The recommendations include introducing participatory budgets, citizenship training, mentoring and a public consultation on voting rights amongst other things.

The recommendations take into account the systemic barriers Montréal's diversity faces with regards to citizen participation. They give elected officials concrete means to connect collective modalities of participation to more individual ones, which are better aligned with the formal functioning of Montréal public institutions. The latter also convey the prospect of individual empowerment and active citizenship within Montréal's diversity.

Another interesting experience to be considered comes from the *Canton of Neuchatel (Switzerland)*, which has recently undergone a substantial reform of the composition, procedure and tasks of its intercultural council. These Councils, differently from Migrant Councils, have members appointed not on the basis of ethnic criteria, but according to their expertise, network and willingness to engage in intercultural interactions. Therefore, they involve not only members of the immigrant communities, but also representatives of businesses world, trade unions and other associations that are active in the city.

ANTI DISCRIMINATION



An intercultural city assures every effort is made to ensure non-discrimination in all of its policies, programmes and activities. Zurich has made great efforts in this regard. The Integration Delegation as well as the inter-departmental working group 'Racism' regularly review and check discrimination-free access to public services. The outcomes of these reviews are in the reports on racism (see report on racism of the City of Zurich 2017).

The [personnel law](#) of the City of Zurich promotes the tolerance and acceptance of employees, who may be disadvantaged due to their gender, age, sexual orientation, gender identity, origin, citizenship, language, religion, or disability. The equality strategy (Gleichstellungsplan 2014-2018) of the City of Zurich's Office for Equality defines 6 focus areas to improve gender equality. The Integration Office's Integration Policy promotes equality of persons on grounds of race, colour, language, religion, nationality, or national/ethnic orientation. However, the personnel law of the City of Zurich is the only binding document.

The city has dedicated services that and advise and support victims of discrimination including the Konfliktophon hotline for intercultural conflicts and the Ombudswomen of the City of Zurich. Information and counselling for victims of racism, discrimination and intolerance is financially and logistically supported by the city.

Zurich regularly monitors the extent and the character of discrimination in the city and runs anti-discrimination campaigns or raise awareness on discrimination in other ways. The Integration Office has an anti-discrimination section on its website. The city participates in regional or national organisations that address the issue of discrimination. For example, the city run "Konfliktophon" is part of "network racism".

CONCLUSIONS



The City of Zurich is a committed intercultural city that has a wealth of experience to share with others. The city has had high index results consistently since 2011 and is particularly proud of its pioneering welcoming activities as well as its work to include the participation of members of the resident population who may be irregular or without documentation. Areas that the city excels in are Commitment, Mediation, Welcoming, Education, Neighbourhood and Cultural and Civil Life.

The city could look again at previous and current index results in the areas of Public Service, Business and the Labour Market and International Outlook and consider the experience of cities in these fields, as these are areas where Zurich previously had high index results that have fallen this time. Saying that, the city has also made improvements particularly in the areas of Welcoming and Governance and it has sustained its excellent index results in Education and Neighbourhood. Overall this index report highlights the high level of commitment and achievement of Zurich as an intercultural city and we congratulate the City of Zurich on its excellent report.

RECOMMENDATIONS



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

- **Public Service:** As the City of Zurich has identified that the ethnic background of public employees is only reflected the composition of the city's population at the lower echelons it could consider the experience of Bergen. In 2013, the City Council passed an action plan called The Future Workplace which aimed to tackle this issue, paying special attention to the role of the municipality of Bergen as employer for minorities.
- **Business and Labour Market:** Given the city's previously strong rating in this area it could be useful for the city to assess the differences in its approach today to that of 2011 as well as looking at good practices from other cities. The inclusion of interculturality and diversity could be explicitly mentioned in the code of conduct for the companies seeking partnership with the city. For experience from other cities, as there is no overall umbrella dealing with this issue at the city level, Zurich could consider the experience of Oslo. The OXLO Business Charter is a forum and a network for collaboration between the city and the business community, making migrants visible as a resource for business and economic growth.
- **International Outlook:** An aspiring intercultural city should have an international policy that seeks, at least in part, to promote a dynamic relationship with places of origin of major Diaspora groups, a wide network of international contacts and projects aiming to share the city's best practices and opinions world-wide. Zurich could consider the work of Reggio Emilia who works closely with its diaspora community. In 2000 it set up an Agency to sustain the management & improvement of all the city's international contacts and projects: Reggio Nel Mondo. It acts as a crosscutting tool supporting all municipal departments in developing a continuous international exchange and dialogue.

Zurich may wish to consider 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 database⁹.

⁹ <http://www.coe.int/en/web/interculturalcities/>