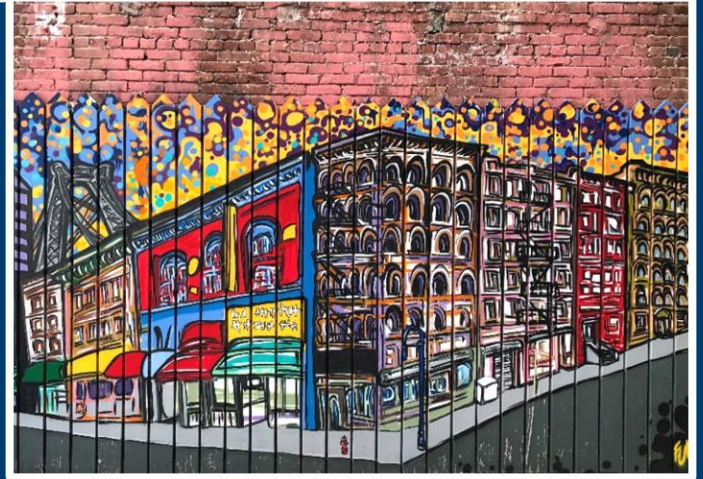




ROCHESTER (MN) USA

ICC INDEX ANALYSIS 2020



Diversity, Equality, Interaction

**BUILDING BRIDGES,
BREAKING WALLS**



www.coe.int/interculturalcities



ROCHESTER (MN), USA
INDEX ANALYSIS

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Introduction

Intercultural Cities is a Council of Europe flagship program. It seeks to explore the potential of an intercultural approach to integration in communities with culturally diverse populations. The cities participating in the program 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 program as well as for future participants.

While this report is being written (May 2020) 140 cities embraced the ICC program and approach, and 110 have analyzed their intercultural policies using the Intercultural City Index. The respective reports can be found here: <https://www.coe.int/en/web/interculturalcities/index-results-per-city>.

Among the 140 cities, 33 cities (including Rochester, MN) have 100,000 to 200,000 inhabitants and 33 (including Rochester, MN) have less than 10% of non-national/foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Rochester, MN, USA, conducted at the end of 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 strategies and tools to promote diversity, enhance participation and mediate cultural conflict. It encourages greater mixing and interaction between diverse groups in the public spaces.

Methodology

The Intercultural City Index analysis is based on a questionnaire involving 86 questions (73 of which are mandatory) grouped in 12 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 the following:

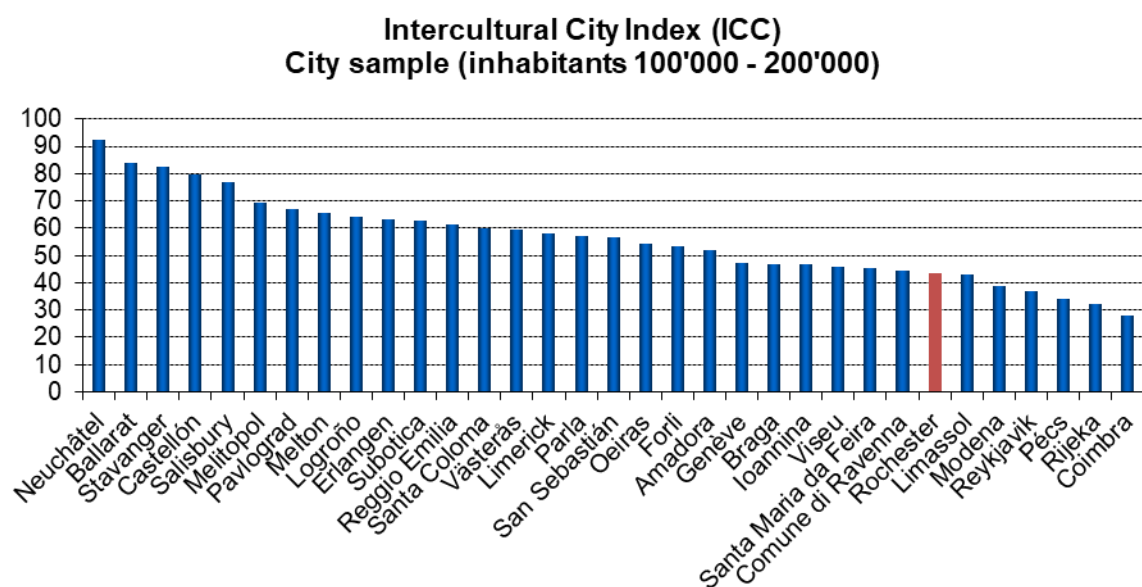
1. Commitment	
2. Intercultural lens	Education
3. Mediation and conflict resolution	Neighborhoods
4. Language	Public services
5. Media and communication	Business and the labour market
6. International outlook	Cultural and social life
7. Intercultural intelligence and competence	Public space
8. Welcoming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

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/benchlearning**, to motivate cities to learn from good practice.

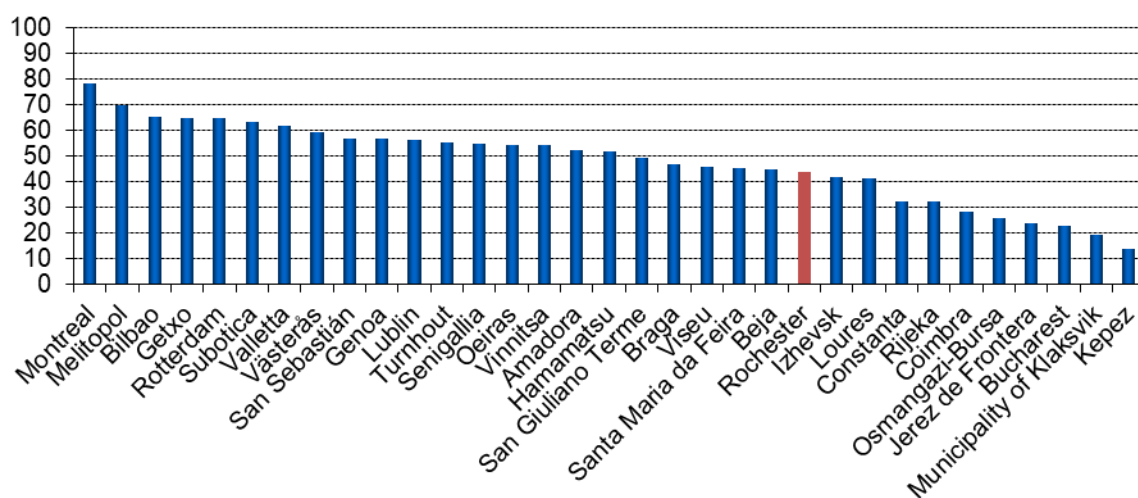
Taking into account the above-mentioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (below 100,000 inhabitants, between 100,000 and 200,000, between 200,000 and 500,000 and above 500,000 inhabitants) and the percentage of foreign-born residents (lower than 10 per cent, between 10 and 15 per cent, between 15 and 20 per cent and higher than 20 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation, and filtering of the results.

So far, 16 cities have used the index containing the new indicators in their evaluations, including Rochester, MN. Thus, the city will be compared to the entire sample for all the indicators, and to the new sample for the new indicators relating to participation and interaction.

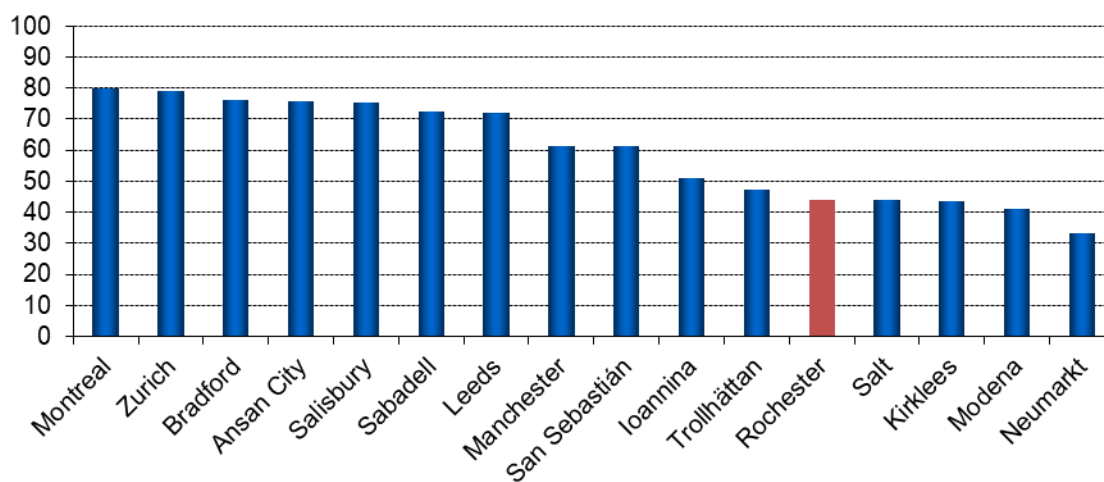
According to the overall index results, Rochester, MN has an aggregate Intercultural City Index of 44 (out of 100 possible points). The details of this result will be explained bellow.

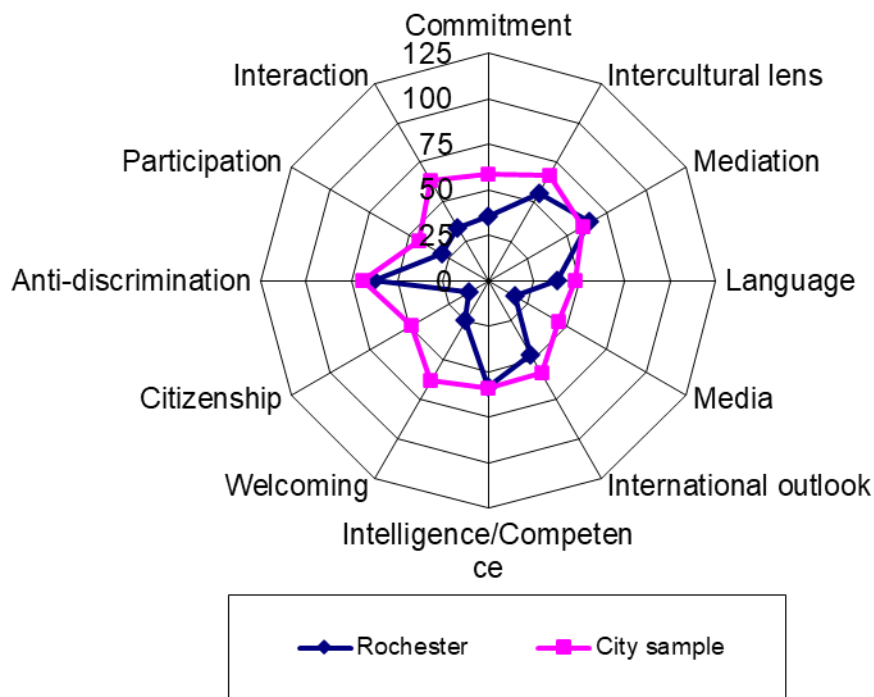


Intercultural City Index (ICC)
City sample (non-nationals/foreign borns < 10%)



Intercultural City Index (ICC)
City sample (2019 Index Extension)





ROCHESTER, MN: AN OVERVIEW

The City of Rochester is the 3rd largest in Minnesota, located 85 miles southeast of Minneapolis-St. Paul. It sits alongside the south fork of the Zumbro River and encompasses approximately 54 square miles. Nestled in a valley, the Rochester skyline has tall buildings at the city's center with farm fields in the foreground. It has more than 3500 acres of park land and more than 85 miles of paved trails to explore. The city has been frequently recognized by Money magazine since the 1980's as one of the best places to live in the United State, ranging from the « Best Overall » to « Best in the Midwest ».

For thousands of years, native peoples traversed and settled in the area that would become Minnesota. Native peoples came from Upper Mississippi cultures, from the Northern Woodlands and Western Prairies. In the last few hundred years, those most frequently inhabiting this area were the Dakota/Sioux, Ojibway, and Winnebago. The earliest European explorers came to this area seeking a Northwest Passage to the Pacific Ocean. First to arrive were the French in 1660. For the next two centuries, few non-natives viewed the rolling plains and deep valleys of what is now southeastern Minnesota. Under a treaty with the U.S. government, the Dakota/Sioux Indians relinquished the area, that would include Rochester, to the Territory of Minnesota.

Rochester developed as a stop along the Dubuque trail, a stagecoach line between St. Paul and Dubuque, Iowa. In 1854, George Head and his family laid claim to land that now forms part of Rochester's central business district and named it after his hometown of Rochester, NY. In 1855, the territorial legislature created Olmsted County, declaring Rochester its county seat. The land was incorporated as a city on August 5, 1858.

The city is governed by a mayor and a seven-member city council. It is divided into six (6) wards for legislative purposes, called the First, Second, Third, Fourth, Fifth and Sixth Wards. Each Ward is composed of compact, contiguous territory and contains as nearly as practicable an equal population based on the decennial census tract populations. There are forty-three neighborhood associations, a large concentration of which surround the downtown area.

It is important to note that in the United States, city governments are rarely if ever responsible for delivering many of the key functions and services explored within this Index. Rather, many of these services are provided by other

government agencies (such as Olmsted County or Minnesota State), other governmental agencies (such as the Rochester Public School District), and private sector organizations (for-profit and not-for-profit enterprises). That said, the city government can build policy and practice within its own authorities. It can also create an environment that influences others to take intercultural approaches.

Between 2000 and 2010, the city's population grew by 20,963 people, with the "minority" (non-White) population making up 20.8% of residents. Rochester's estimated population in 2017 was 112,683 people. In 2017, the main racial and ethnic groups (native and foreign-born) were White (80.7%); Asian (7.5%); Black or African American (7.4%); American Indian and Alaska Native (0.4%); and Hispanic/Latino of any race (5.8%). Since 2010, population make up has changed as follows: White percentage down 1.3%; Black or African American percentage up 1.1%; American Indian and Alaska Native up 0.1%; Asian up 0.5%; and Hispanic/Latino of any race up 0.6%¹.

In 2017, 13.63% of city residents were documented foreign-born. The racial/ethnic makeup of this group was White (29.4%), Black or African American (23.6%); American Indian and Alaska Native (1%); Asian (36.6%); and Hispanic/Latino of any race (17%). In 2017, 6.38% were foreign-born nationals; non-nationals made up 7.24% of the population (8.4% of whom were from Europe). The United Way of Olmsted County reports 166 refugees arrived in Olmsted County in 2016 directly from overseas, the majority from Ethiopia, Iraq, and Somalia. (The Southeastern Minnesota Interfaith Immigrant Legal Defense organization recently estimated 2,800 people residing in the Olmsted County may be undocumented.)

The U.S. Bureau of Economic Analysis tracks the GDP for the Rochester Metropolitan Statistical Area (MSA). In 2017, the Rochester MSA per capita GPD was \$51,309 (an increase of \$4,042 since 2013). The median household income was \$70,749, on par with the state rate. Mayo Clinic forms the core of Rochester's economy. As of 2016, it employs 34,180 people and draws more than 2 million visitors annually. Excluding the state government, Mayo Clinic is the largest employer in Minnesota. IBM's Rochester campus is one of the company's most important R&D and manufacturing centers. The economy of Rochester is also influenced by agriculture, including Kerry Flavours and Ingredients, a subsidiary of the global Irish company called Kerry Group.

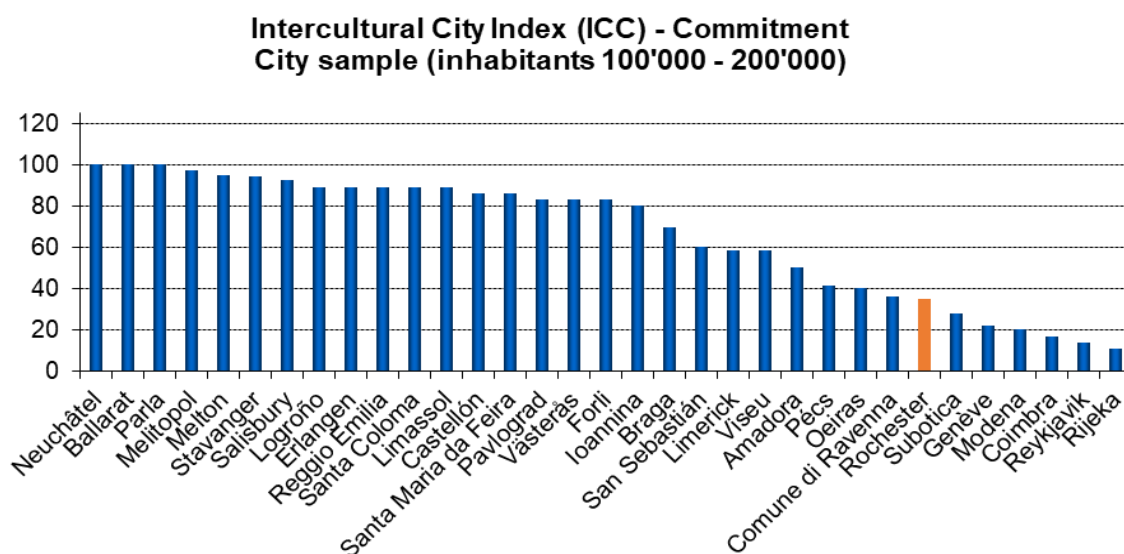
¹ The U.S. Census reports population by "race", "ethnicity", "foreign-born" and "naturalized citizen". All residents (regardless of origin or citizenship) are categorized by race as White, Black or African American, Asian, American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander, and some other race. People can report multiple races. People also report ethnicity as of Hispanic origin or not. People of Hispanic origin may report as any race. Citizenship categories are Native, Foreign Born, Foreign Born; Naturalized Citizen and Foreign Born; Not a U.S. Citizen. Native-born minority groups are recognized as the non-White races (Black or African American, Asian, American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander, and some other race, and multiple races) and people of Hispanic origin, regardless of race.

COMMITMENT

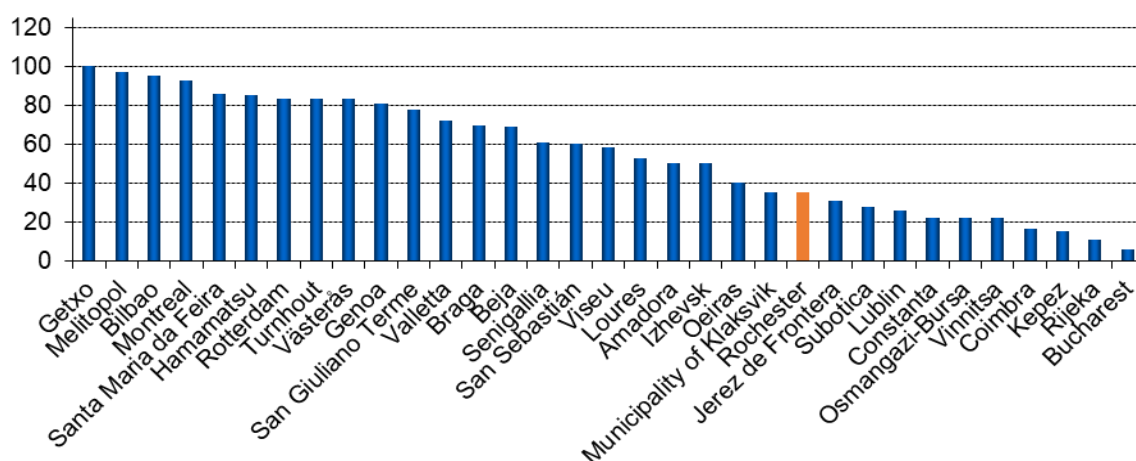
For intercultural inclusion to occur, city authorities need to send out a clear and well-publicized message emphasizing their commitment to intercultural principles, i.e. diversity, equality, and interaction. Ideally, most elected officials and senior policy officers will have a clear understanding of these core principles and their implications for policymaking. City government authorities also need to initiate an institutional process to translate the principles of interculturality into concrete policies and actions. Most importantly, an intercultural city actively seeks to include residents of all nationalities, origins, languages, religions/beliefs, sexual orientations, and age groups in the policy-making process. The authorities also highlight and nurture any intercultural practices that may already exist in the city.

The Rochester, MN score in the field of Commitment is 35, considerably lower than the model cities in the three samples, and lower than the city sample average of 69.

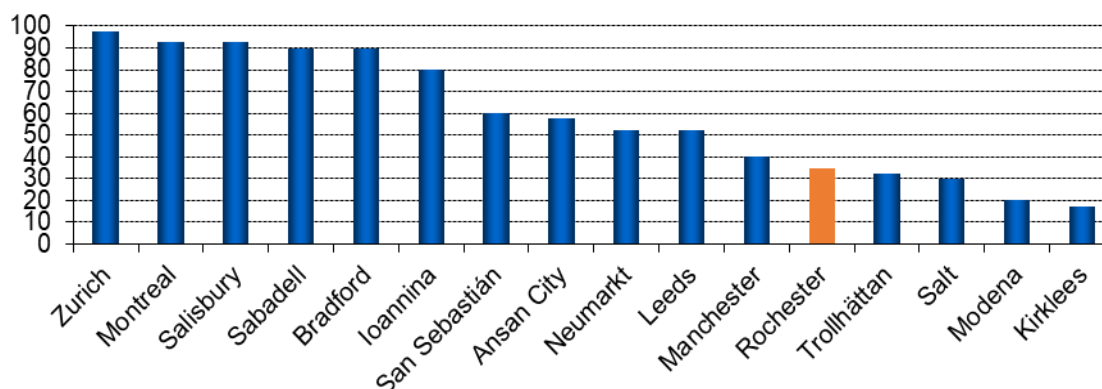
The city does have several resolutions expressing its desire to be “a community that welcomes diversity, and that provides a safe, non-discriminating environment with respect and opportunity for all.” In the last few years, the city has also amended its Comprehensive Plan, completed this INDEX, and joined the Government Alliance on Race and Equity (GARE), and other formal associations. Furthermore, through the 21st Century Partnership, Rochester has made a commitment to creating “a community that welcomes diversity, and that provides a safe, non-discriminating environment with respect and opportunity for all.” Within this Resolution, the city government committed to “infuse and reflect compassion within its policies, procedures and programming including the ‘Planning 2 Succeed: Rochester Comprehensive Plan 2040’.” The Mayor and City Council publicly stated that it would join ICC and complete the Index, and specifically committed to using “the information to determine where we should focus our efforts to improve and how we compare to other cities.” Based on Index results, the city government is planning to create an intercultural action plan and budget. The city government is following through on these commitments.



Intercultural City Index (ICC) - Commitment
City sample (non-nationals/foreign borns < 10%)



Intercultural City Index (ICC) - Commitment
City sample (2019 Index Extension)



Recommendations

A commitment to interculturalism could certainly be inferred from all the other resolutions. However, unlike peer cities in the sample, the Mayor and City Council have made no explicit public statement to engage in *intercultural* approaches as described by the Intercultural City Programme. The Mayor and the City Council could deliver a Resolution expressing their joint understanding of and intent to be an intercultural city. Such a statement might include what that means for residents, staff and other stakeholders. This would clarify the city government's official stance and provide a solid foundation for further inclusive policy and government practices. Examples from other cities include:

- Adopting declarations for cultural diversity; against racial discrimination; and for intercultural interaction (Montreal); and
- Normalizing integration: living together in an intercultural metropolis (Berlin Neukölln).

There does not seem to be any cross-cutting policies or budget that currently support its commitment to cultural inclusion. City government could invest in interculturalism throughout the city budget to better reflect this as a priority and value. Examples include:

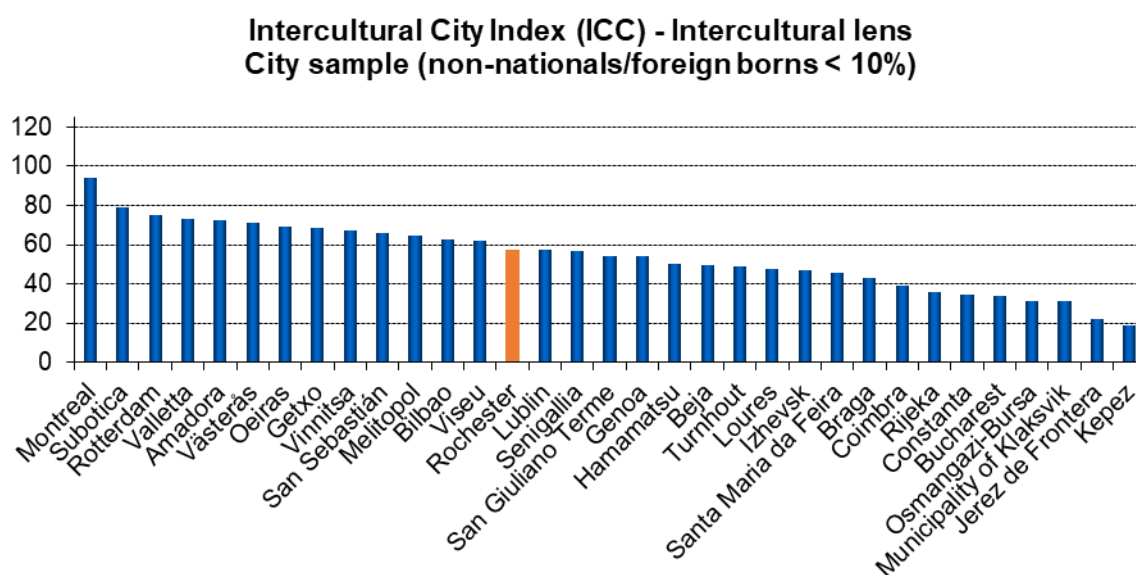
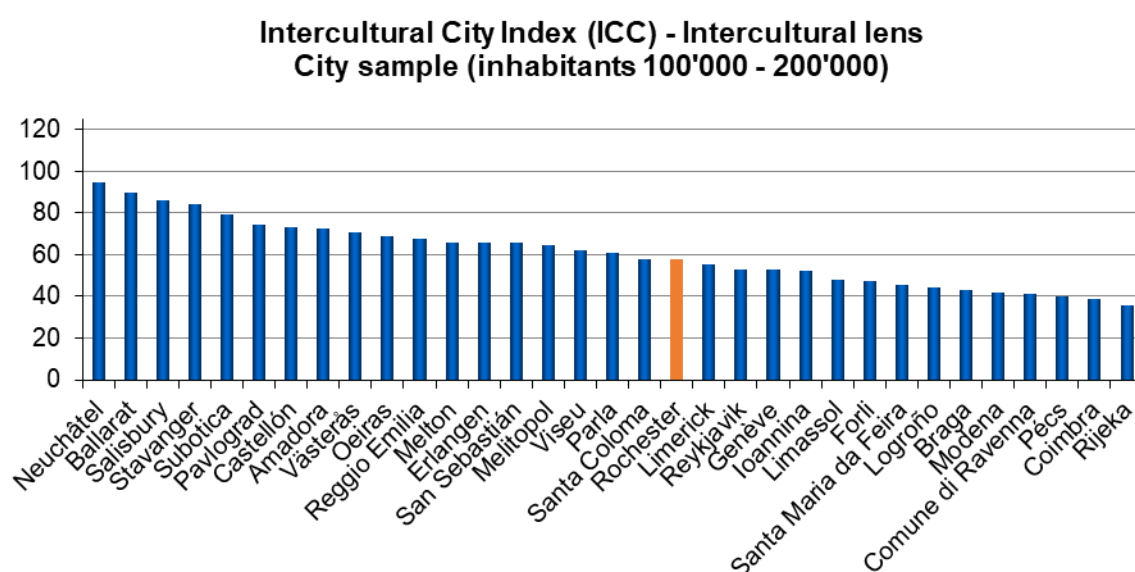
- Ballarat's Intercultural City strategic plan 2018-2021 and Geneva's Intercultural City strategy and action plan are only two examples among dozens of strategic documents which operationalise the intercultural goals for a certain period into specific goals, departments/organizations in charge, and in some cases budget packages (in other cases funding is mainstreamed through existing budgets).

The City Through an Intercultural Lens

Although the formal functions cities and other local authorities assume vary considerably from one country to another, all cities have the primary responsibility for maintaining social cohesion and preserving the quality of life in the city. The policies designed to achieve these goals will therefore be re-conceived and re-configured to assure they provide adequate service to all residents regardless of their nationalities, origins, languages, religions/beliefs, sexual orientation, and age group. This is most notably the case for policies concerning education, neighborhoods, public services, business and the labor market, cultural and social life, and public space.

The overall rate of achievement of the policies of Rochester, assessed through an "intercultural lens", is 58 – a little more than half that of the model city. While this was near the median of 62, the rate of achievement of model city engagement policy reaches 95.

Rochester's strong achievements within the areas of Education System and Business & Labor Markets lift the overall Intercultural Lens score.



EDUCATION

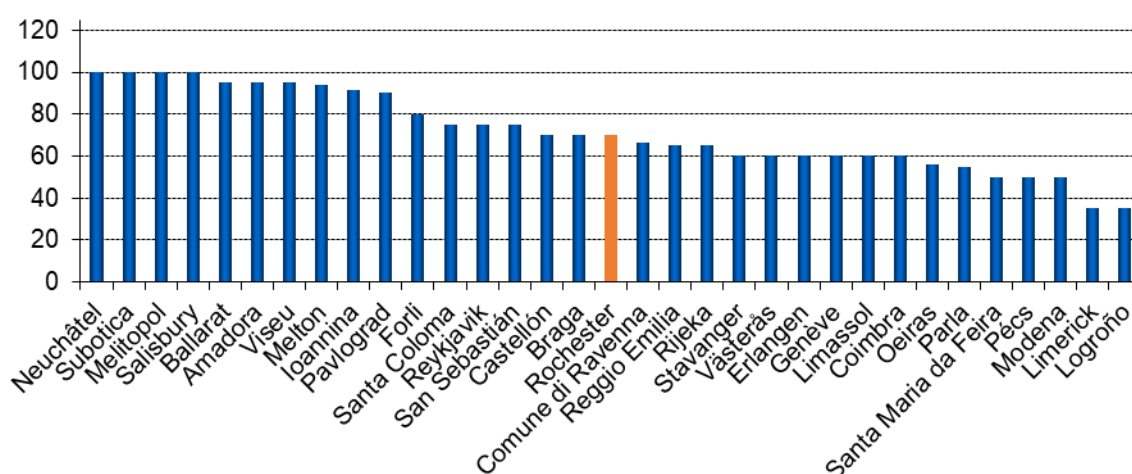
Formal education and extracurricular activities have a powerful influence on how children will perceive diversity as they grow up. Schools therefore have a strong potential to reinforce or, on the contrary, challenge prejudices and negative stereotyping. Although school programs are defined primarily at the national or regional level, local schools can look at alternative and innovative ways of providing opportunities for children of different cultures to build trust and mutual respect, and create thereby favorable learning conditions for all pupils, irrespective of their nationalities, origins, languages, sexual orientation or gender identity, religions/beliefs. From the intercultural perspective, cultural and other diversities, including multilingualism are treated as positive opportunities and are nurtured accordingly. Intercultural schools also consider parents of pupils with migrant/minority backgrounds on an equal basis as other parents. They take steps to ensure that all parents overcome any reluctance they may have in engaging with the school and give them in this way the possibility of playing the educational role usually expected from parents.

Rochester's score of 70 in the field of education is within the median of the samples. This score is higher than Rochester's overall Intercultural Lens score of 67.

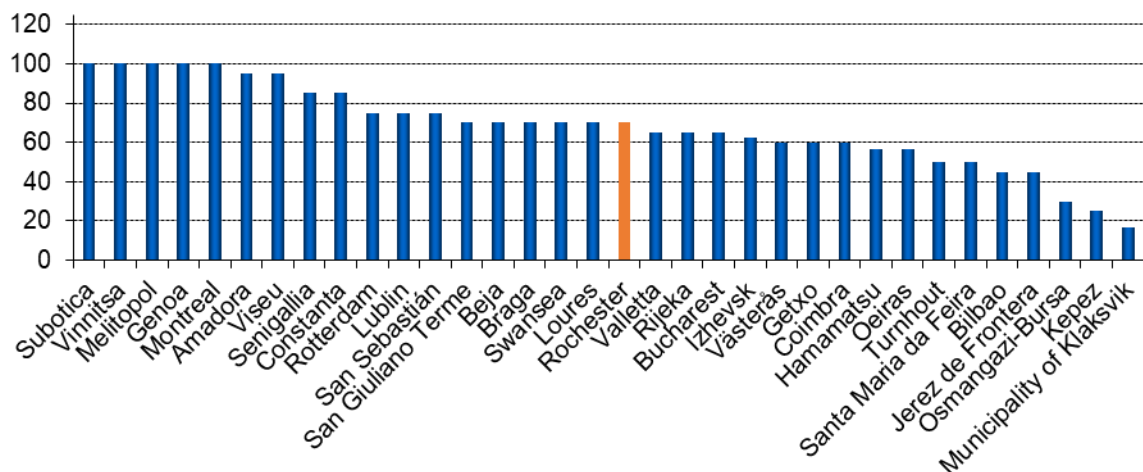
Rochester's Education score is due to many strengths, including:

- Education is authorized by an independent governmental agency: Rochester Public School board and administration, subject to federal and state policies that guarantee integration and quality educational opportunities to children of migrant/minority backgrounds.
- There is a much higher rate of cultural diversity in the school-aged population as compared to the overall population. In the Rochester public schools, 43% of students are non-White (15% are Black or African American, 9% are Asian, 8% are Two or more races, 3% are American Indian or Alaska Native and 11% identified as Hispanic/Latino of any race). In the entire population, only 19.3% are non-White.
- The schools provide a multicultural and intercultural curriculum. The public-school curriculum is focused on traditional cultural exploration and celebration. Middle and high school curriculum introduces multiculturalism and interculturalism in historical and current context with numerous opportunities for examination, expression, and student-led design of activities and projects.
- Three primary and two secondary schools operate under a "Community School" model which partners schools and other community resources. These schools are focused on parent and whole family engagement. District-wide, engagement with parents is an ongoing strategic focus. Several charter schools in the city explicitly attract and teach to minority population groups, creating broader and richer involvement for parents. (While Charter Schools are still public schools, they operate under different administrative charters.)

Intercultural City Index (ICC) - Education system
City sample (inhabitants 100'000 - 200'000)



Intercultural City Index (ICC) - Education system City sample (non-nationals/foreign borns < 10%)



Recommendations

Several factors could be improved on to increase Rochester's score. For one, although the federal government mandates compliance with racial desegregation orders, diversity in the system does not reflect the demographic makeup of students within its 25 individual schools. In fact, attendance areas are neighbourhood/geographically focused, mirroring socioeconomic housing segregation and perpetuating racial segregation. Rochester Public School's "Option" schools offer a lottery-like system for enrolling in choice schools. This methodology has historically resulted in white flight or economic segregation.

Although Rochester Public Schools has the authority in this area, can the city find ways to work with them to mitigate de facto segregation created by both systemic and social influences? One approach which has proven its worth is to invest in segregated schools to make them attractive to middle class and aspirational families. This approach has been successfully applied in Norway. [Campus Rütli](#) in Berlin Neukölln has also been transformed from a "failed school" to a school which delivers great results for pupils of all backgrounds.

While the schools carry out cultural exploration projects, it is not clear to what extent those projects encourage meaningful and regular interaction among peers of different cultural groups. An example is Förskolan Örn (Eagle Primary School), in Alby on the fringes of Stockholm, Sweden. It has 130 pupils, 99% of whom have Swedish as a second language. It has a very deliberate philosophy rooted in respect for human rights and democracy and principles of trans-culturalism inspired by the work of the Malaguzzi Centre in Reggio Emilia. It aims to encourage in children values of openness and curiosity and an aversion to nationalism and other absolutes. Sense of place is seen as especially important to a child's identity, but usually this is defined by others. So, to counter this, pupils are given cameras and invited to explore their neighbourhood and identify places that have meaning to them. They are asked to discuss what makes a place attractive or unattractive, who makes these judgements and why – all at the age of 5 years! Taking this a step further, staff organized a twinning exercise with an all-white school in prosperous inner-city Södermalm. They collaborated on exploring each other's local environment and describing their impressions to each other. Very quickly the children found that language was not a straightforward mode of communication because many of the Örn pupils had limited Swedish – whilst they were amazed to discover that most of the Södermalm children had nothing but Swedish. So, they had to evolve many non-verbal means of communication which, will be essential skills for the rest of their lives in a multi-ethnic world.

Another opportunity for improvement is that public school teachers do not reflect the cultural diversity of the student body; teachers with migrant/minority backgrounds make up only 6% of the staff. Again, it is worth thinking about the systems within the city's control that influence whether and how current and potential teachers from migrant/minority backgrounds could be recruited and supported in Rochester.

Another issue is that private school data was not available, but they are generally considered to have a less diverse student body. There are more than 20 private schools located in the city, constituting an important population and system to better understand. The city could work with private schools to collect data and support them in joining the rest of the city in its intercultural efforts.

Lastly, it is not clear to what extent education system efforts toward interculturalism are delivering desirable results. It would be helpful to have this data so that effective programs receive the resources they deserve, that less effective programs are improved, and that any program gaps can be addressed. For instance, the Toronto District School Board (TDSB) governs over 550 schools. In some of these schools, the proportion of "new Canadians" is as high as 80 to 95 per cent. For half of them neither English nor French is their native language. TDSB aims to ensure that all students reflecting that diversity, have equitable opportunities to be successful in school and that systematic barriers to their achievements are identified and removed. Therefore, TDSB provides for low-achieving students individual support in the classroom. They also provide access to language learning in the students' native language. TDSB supports efforts to involve parents and ethnic communities. According to the data from the Programme for international Student Assessment (PISA) the TDSB has successfully closed the average achievement gap between second generation students of migrant origin and their Canadian peers.

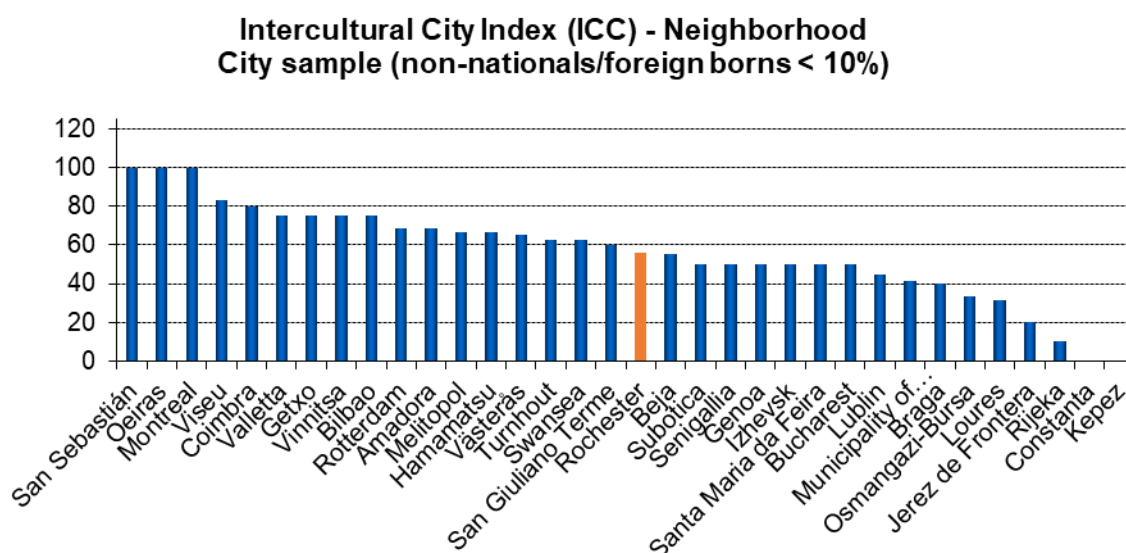
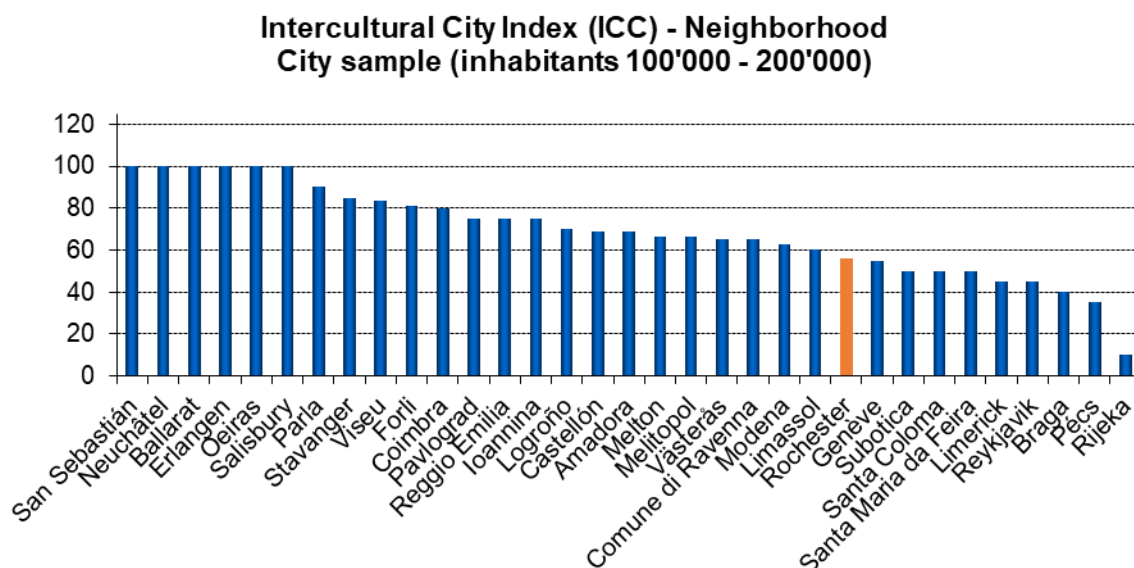
NEIGHBORHOODS

Within a city, districts, neighborhoods, or other territorial sub-units, can be culturally/ethnically diverse. People are indeed free to move and settle in the neighborhood of their choice. To be intercultural, a city does not require a 'perfect' statistical mix of people in all neighborhoods. It will however make sure that ethnic concentration in a neighborhood does not convert into socio-cultural segregation. And that there is no barrier to the inward and outward flow of people, ideas, and opportunities. In particular, the intercultural city ensures the same quality of public service delivery in all the neighborhoods and plans public space, infrastructures, social, cultural and sport activities to encourage intercultural and socio-economic mixing and interaction.

Rochester's score of 56 in the field of neighborhoods is below the median of the sample (67), and considerably lower than the model city's score of 100. Clearly, the city has many strengths, including:

- The existence of some multicultural neighborhoods.
- The city government's current land use plan reflects an understanding of how city policy affects neighborhood composition. It identifies the critical shortage of affordable housing units in the city as a key issue, and underlines a commitment to building an inclusive community that supports economic, racial, and cultural diversity by (among other things) supporting the Olmsted County Human Rights Ordinance and the work of the Olmsted County Human Rights Commission in implementing the ordinance. The city government clearly recognizes that changes in its demographic makeup (household composition, age, and race) as well as changing lifestyle choices (increased mobility, preference for renting vs. ownership, higher interest in urban living) will shape the housing market in future years. It acknowledges that creating alternative housing options to the city's predominantly single-family housing stock will be critical to meeting future housing demand. Additionally, Rochester knows it will need to increase its supply of affordable and subsidized units through new development as well as providing new market rate move-up units that will open affordable units.
- The city's Police Department launched a Safe City Nights initiative. There are six gatherings, one in each ward of the city government, during the summer months. Each event includes free food and activities. They also encourage intercultural interaction and understanding of the public safety system through supporting National Night Out and delivering the New Americans Academy. National Night Out is an annual community-building campaign that promotes police-community partnerships and neighborhood camaraderie. Again, events occur in neighborhoods across the city. The New Americans Academy consists of four workshops designed to give residents not born in the United States of America an opportunity to learn about local law enforcement and the criminal justice system. The purpose is to enhance communication, understanding, and trust between law enforcement officers and Rochester's immigrant community.
- Other government agencies and private sector organizations deliver programs and events throughout the

year that encourage cross-cultural interaction. The city government is often a participant or partner in these events.



Recommendations

The city government does not have policies to increase the diversity of its residents. Such policies can ensure the city has the human capital it needs to grow and thrive.

The city of Bergen offers an excellent example of such policies – in the case of housing specifically targeting refugees and newcomers. The city owns around 3,400 dwellings for social renting to particularly vulnerable people with low incomes. Within these, families are given priority. Moreover, the city demands the private rental market to provide around 260 dwellings per year. The municipality works to ensure that the private sector is open to rent accommodation to refugees and newcomers and controls each rental offer to ensure that housing for refugees does not convert into urban segregation. The municipality further checks that the offers for accommodation reply to a series of minimum standards, including the connection with the public transport, and ensures that prices fit within the average in the market. According to the most recent data, 70% of the people granted a residence permit find their housing without the assistance of the municipality. However, even in these cases, the contracts are framed by a rental agreement intervening between the landlord and the applicant. The agreement is previously checked by the municipality to ensure the conformity of the rental. Regarding social housing provided by the private market, the municipality pays the guarantee deposit while the refugee signs an agreement with the community and

commit to pay the rent.

There is no analysis of ethnic concentration in neighborhoods. Nor is there a policy to ensure all neighborhoods are integrated by income class, race, ethnicity, age, and ability, and that are accessible to all modes of travel by all age and ability levels. The [ICC study on gentrification](#) offers a range of strategies and examples of how to create inclusive public space, manage positively socio-cultural mixing, nurture sense of belonging and encourage diverse businesses to thrive.

While the city has a policy statement in the comprehensive plan to encourage neighborhood organizations to create a welcoming environment in all neighborhoods for persons of diverse age, ability, race, ethnic, and economic backgrounds, it is not clear if there are specific strategies and actions to support it, including an appropriate budget.

One example of such strategies is Botkyrka. From 2019 until 2022 the city has been implementing the Creative city of Fittaj” programs. It aims to improve security and safety in vulnerable areas of the city by opening public spaces and making them more attractive using their vivid culture and intercultural interaction to improve the image of those areas. The program has just started to be implemented in an area prioritized by police. This area has a low socioeconomic status, a rather high criminal impact on the local community (including public acts of violence and open drug markets), low collective social control, lack of trust in systems, low crime reporting rates, and low willingness to contribute to legality. Nevertheless, this area is deemed full of potential. City government policies are focusing on those residents who want to contribute to giving the area a new and better image and encouraging them to act in this sense. Based on that, Botkyrka has started working on placemaking to push out criminality by making public places more attractive to a diverse public. The city has been working with the civil society, private and public housing companies, small and large traders of the area. The action is based on tested methodologies related to violence prevention in school that have a whole-community-approach. A fundamental step is the identification of the areas of intervention and partnership opportunities so to involve all relevant actors within the targeted areas. Having a particularly good aggregated knowledge of the problems specific to each area is part of the solution and helps mapping the strengths of the area to create a safer environment.

While there are programs that encourage neighbors to interact with each other, it is not clear whether most of them are strategically inclusive of people with migrant/minority backgrounds.

Today, just over one in four Montrealers is a first-generation immigrant. Montreal has become unquestionably a multi-ethnic city. The City Council openly acknowledges that all newcomers contribute to confirm the cosmopolitan character of the city, and that their contribution will enrich the cultural and economic life. But in order to realize this diversity advantage, it is important that people can live in adequate multi-ethnic housing and neighborhoods. To ensure the city maintains a special focus on this, it set up “Habiter la mixité” in 1999, the result of collaboration with the city government of Montreal and the Department of Immigration and cultural Communities (MICC). Its main objectives are:

- Welcoming newcomers,
- Promoting exchanges between different cultures, allowing them to connect with their environment and encourage them to participate in community life.

The project is implemented in five districts and takes the form of activities designed to:

- Break the isolation of people;
- Promote intercultural relations;
- Encourage immigrants to become familiar with their surroundings and their environment.
- Generate commitment of local organizations.

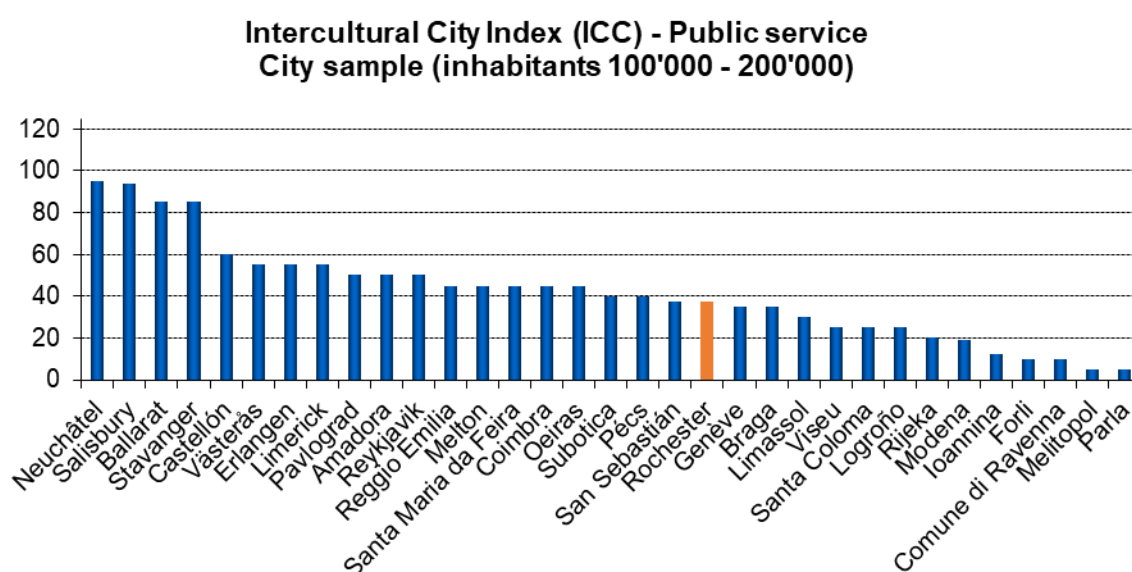
Many of the activities are set up with community organizations at the centre. This provides the advantage of allowing newcomers to discover the resources and community services available in their neighbourhood. Activities can take various forms, such as individual meetings with families, outings in the city or outside, community meals, workshops and parties, to name a few.

PUBLIC SERVICES

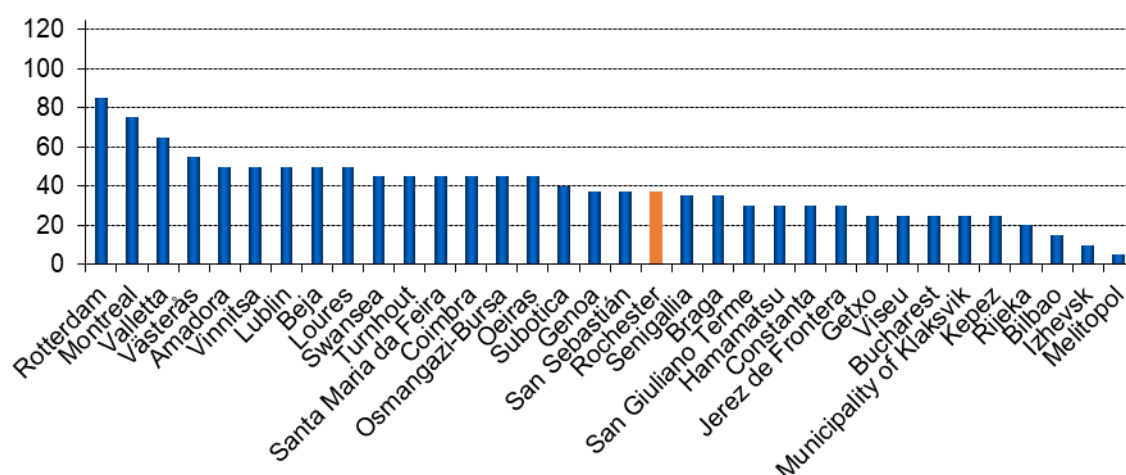
As their very name implies, public services work for the benefit of the entire public. If the population is diverse, public services will be more efficient in delivering adequate benefits and information if city officers, at all levels of seniority, are as diverse as the population in general. This requires much more than simply ensuring equal opportunities to access public service employment. When taking action to encourage a diverse municipal workforce, an intercultural city acknowledges that a 'one size fits all' approach to public services and actions does not guarantee equal access to public benefits. The city also recognizes that residents with migrant/minority backgrounds should never be treated as passive consumers of public benefits but can contribute actively by suggesting new ideas and innovative solutions to public problems.

Rochester's score in the field of public services is 38, below the samples' median of 45. Model cities in the samples achieve more than 80% of the assessed actions. Rochester's strengths in this area include a private sector that encourages diverse workforce, intercultural mixing, and competence in its enterprises. In addition, the private sector takes into consideration the migrant/minority and cultural backgrounds of all residents in providing funeral/burial services. The government provides parks and recreational facilities with women-only sections and times. In addition, the public-school system takes cultural needs into account in providing meals and gender-specific sports.

Policy-wise, the city government (as well as all employers in the U.S. with 15 or more employees) is an "Equal Opportunity Employer". This is a federal requirement meaning all job applicants must be considered without regard to age, race, color, creed, religion, national origin, sex, disability, marital status, sexual orientation, status with regard to public assistance, membership or activity in a local commission. In addition, the city has a military veteran's preference in hiring, awarding extra points to veteran job applicants during hiring consideration.



Intercultural City Index (ICC) - Public service
City sample (non-nationals/foreign borns < 10%)



Recommendations

City government public employees do not reflect the composition of its population and there is no plan to ensure it will. Because the U.S. has many legal requirements regarding hiring of minorities, Rochester must look to other American cities for improvement models. In Minnesota, both Minneapolis and Saint Paul city governments have been able to establish legal recruitment and hiring processes that have significantly increased staff with migrant/minority backgrounds. This has helped the cities to improve service quality and delivery to minority communities, while ensuring those communities also get some of the economic benefit that comes from government employment.

While the private sector manages its own actions in diversity, inclusion and cultural competence, their efforts could be magnified through explicit encouragement and direct support from city government. For instance, Bradford City Council's Housing Team includes a Housing Access Officer whose role is to assist newcomers (including asylum seekers and refugees). The Council also has an Immigration and Asylum Unit, which provides support to people "without recourse to public funds". Bradford also cooperates with the private sector and the civil society. Bevan Healthcare, for example, is a social enterprise that provides a range of health services to refugees and asylum seekers. Bradford City Council has also developed a welcome information package for newcomers, which is currently being updated. The University of Bradford and Bradford College both support newly arrived international students and Bradford College also provides specialist and quality support for unaccompanied minor students. Unaccompanied children under guardianship or in foster care can also rely on a 'virtual school' to provide them with individualised support. More information can be found in Bradford's intercultural profile.

BUSINESS AND THE LABOR MARKET

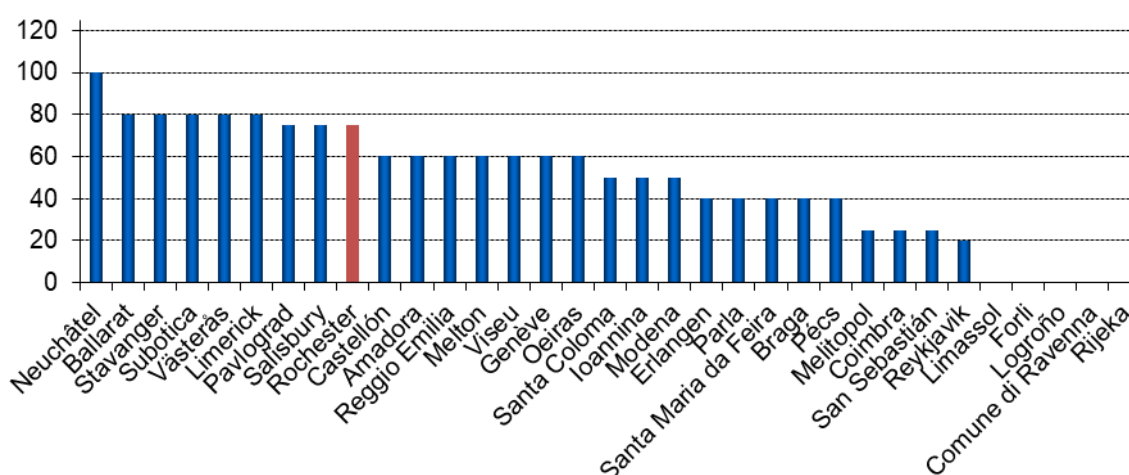
Access to the public sector labor markets is often restricted by national or regional legislation. When this is the case, the private sector may provide an easier route for people with migrant or diverse backgrounds to engage in economic activity. As a result, private companies and activities tend to offer much more diverse working environments than the public sector. Research has also proved that it is cultural diversity in private companies, and not homogeneity, which fosters creativity and innovation. By constantly highlighting the diversity advantage in business, and partnering with their chambers of commerce and entrepreneurs, cities can influence how diversity is perceived in the private sector in such diverse sectors as shops, clubs, restaurants, industry, technical services and science.

Rochester's score in the field of business and the labor market is **75**, considerably higher than the median result of 40 and within the sample groups' top ten cities. Rochester's strengths in this area are predominately due to private sector-led initiatives led by local and regional organizations, including Diversity Council, Intercultural Mutual Assistance Association, Chamber of Commerce, Destination Medical Center Corporation (DMC), NAACP, Journey 2 Growth; Southern Minnesota Initiative Foundation, and the Southeastern Minnesota Workforce Development Board.

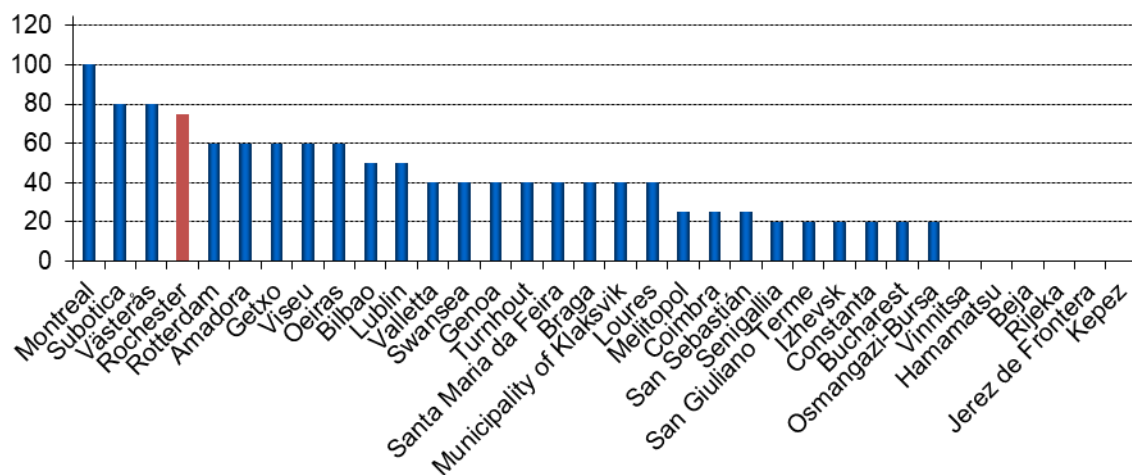
In addition, the private sector and city work together on actions that encourage businesses from ethnic minorities to move beyond the ethnic economy and enter the mainstream economy and higher value-added sectors. For instance, the city government has a policy influenced by the state legislation that authorizes the DMC and its economic development efforts. The policy includes provisions that public infrastructure projects (construction projects) completed using DMC funding are to provide opportunities for women and minority owned business and women and minority employees.

The city government also adopted a Targeted Business Enterprise Utilization Plan in 2015 to meet the statutory requirements of the DMC legislation. The plan has workforce employment goals for 4% minority and 6% women and a Targeted Business Participation goal of 4% of the value of each construction project. Bidders must submit evidence demonstrating compliance with and commitment to the minority and women workforce and subcontractor outreach goal or, alternatively, good faith efforts towards compliance.

Intercultural City Index (ICC) - Business and labour market
City sample (inhabitants 100'000 - 200'000)



Intercultural City Index (ICC) - Business and labour market
City sample (non-nationals/foreign borns < 10%)



Recommendations

Besides goals related to DMC legislation, there are no diversity policies or goals for other kinds of city purchasing or vendor workforce hiring. The city government spends money and has a responsibility to do so equitably across all community groups. It could look to the policies and practices of the Twin Cities metro area jurisdictions as examples of effective procurement that includes minority communities while achieving competitive rates and quality products and services.

While some private sector organizations provide encouragement and support to migrant/minority-owned businesses (University of Minnesota Rochester, Southeastern MN Workforce Development Board, Rochester Area Chamber of Commerce, Southern MN Initiative Foundation, and Diversity Council), could the city government magnify their efforts?

The private sector (Bio Business Center; Mayo Clinic Business Accelerator, Collider Coworking; Discovery Square; Rochester Public Schools' IncubatorEDU and C-TECH) has developed incubators and activities. However, they do not expressly target migrant/minority entrepreneurs and mainstream businesses to engage and develop new products/services together.

The city government might take notes of an example from the Auckland (NZ) council-controlled organization "Auckland Tourism, Events and Economic Development" (ATEED). ATEED has created a range of programmes and facilities that support entrepreneurs from all cultural backgrounds, including GridAK, AR/VR and YES. GridAKL is part of Auckland city's Wynyard Quarter Innovation Precinct. The GridAKL ethos is one of inclusivity and prosperity for all of Auckland. GridAKL looks to bring together Place, Community and Services with a mission of growing innovative businesses, creating jobs and entrepreneurial talent to enrich the wider innovation community for Auckland's economic future. GridAKL also has a memorandum with Fukuoka (Japan) to encourage cooperation in the start-ups. AR/VR Garage is a Research and Development space for companies looking to create, develop and prototype augmented reality and virtual reality applications, technologies, and services, connecting their talent internationally. The Young Enterprise Scheme (YES) is an experiential program where students set up and run a real business. Each YES company creates its own product or service and brings this to market. This program is characterised by high ethnic diversity reflecting the secondary school population.

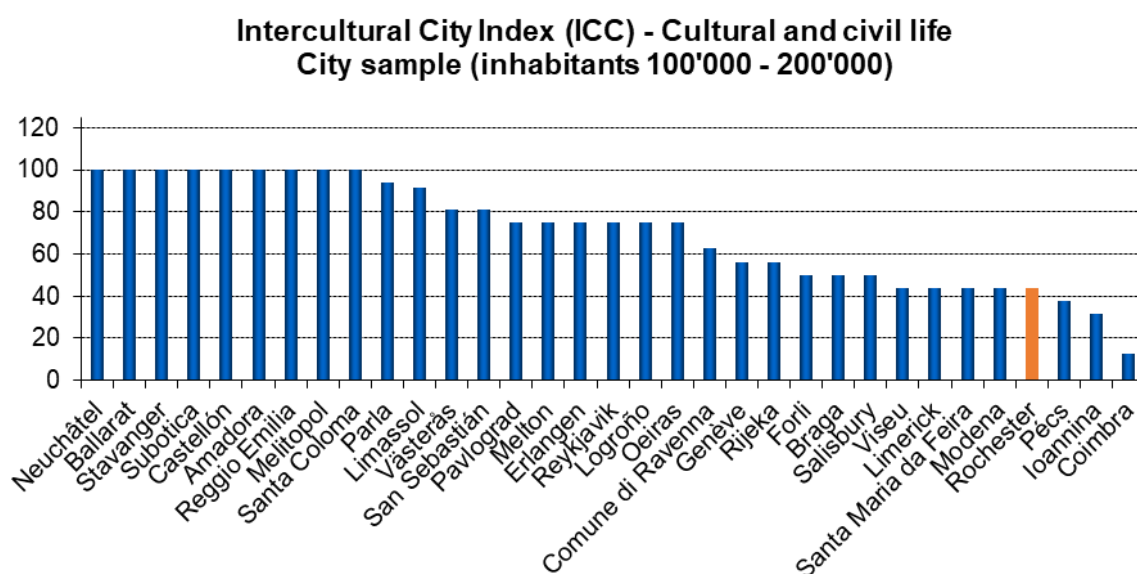
CULTURAL AND CIVIL LIFE

Whereas people living in a city may have different migrant/minority or other backgrounds, they very often share the same interests and satisfaction when engaging in leisure activities, especially in the fields of arts, culture, and sports. Such activities are sometimes structured along ethnic lines. That is quite understandable when they aim to preserve folklore traditions or the language and history of countries of origin. What is problematic is when cross-cultural leisure activities are organized along ethnic lines, for example when a football team only accepts players from one ethnic group. The intercultural city can encourage cultural openness through its own activities and by introducing intercultural criteria when allocating resources to artistic, cultural and sports organizations.

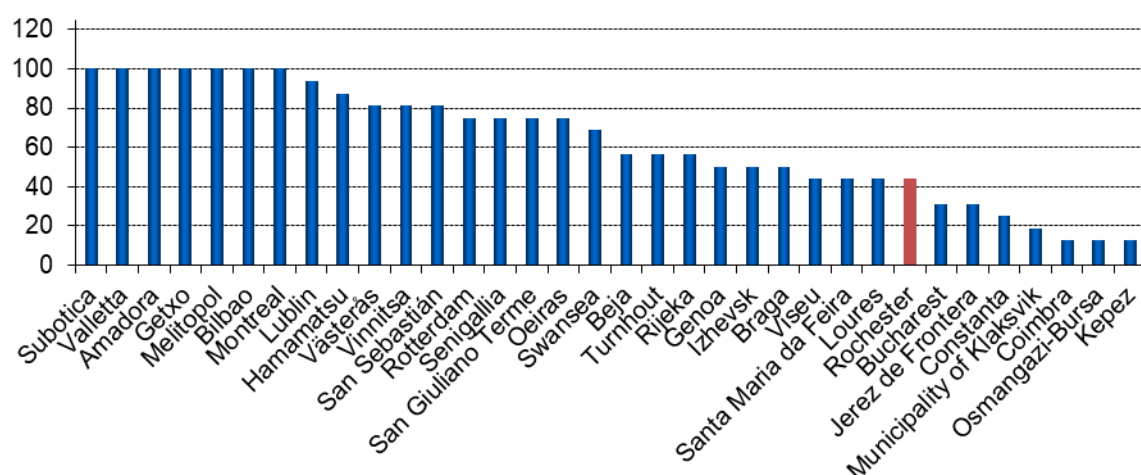
Rochester's score in the field of cultural and civil life is 44, appreciably lower than the median city sample result of 73. Nearly one-third of cities within the sample have achieved 100.

Rochester's city departments organize events with a desire to attract and include all residents and visitors, but with no written policy or formal actions around diversity. Other initiatives are conducted by the private sector. Some examples of these include Rochester Farmers Market Market for All, Riverside Concert Series, Thursdays Downtown, and Martin Luther King Jr. (MLK) Day Events. The city government may support these events financially, with in-kind resources and/or with presence of officials. It encourages cultural organizations to deal with diversity and intercultural relations via Discovery Walk, the Meadow Park initiative and funding Diversity Council programs and activities.

Private sector organizations convene on intercultural issues including Community Interfaith Dialogue on Islam, Diversity Council, Regional Social Justice Coalition, and Community United for Rochester Empowerment.



Intercultural City Index (ICC) - Cultural and civil life
City sample (non-nationals/foreign borns < 10%)



Recommendations

The city could benefit from a formal and written policy and actions encouraging diversity and inclusion in cultural and civil life. This would not only ensure inclusion across cultural and leisure activities, but would potentially provide a level of quality and consistency residents could depend on. Cities in Spain and Norway have some good examples.

In Spain, San Sebastian city constructed a new building which could be used by different faith groups separately or together, located in the university grounds, to provide a symbolic representation of interfaith principles. This had been created as part of the European Capital of Culture celebrations by students from a Higher Technical School of Architecture with support from San Sebastian Council and a local university. The students engaged with local religious groups to understand their requirements, and then built an open structure which could be used by a range of different local religious groups separately or together. This structure is called ‘Möbius’. It can be seen as a visual demonstration of how religions can use public spaces, having no more or less rights than any other group, and how professions and public institutions can engage with them in dialogue to understand their needs and respond accordingly. Within the city itself, Möbius has been balanced alongside other spaces such as the creation of a local mosque building which had brought together Muslims of different cultural backgrounds across the city, which saw its role as being both providing space for Muslims and improving opportunities for those from the wider communities to understand what went on in that place of worship.

In Norway, Bergen city’s public library plays a key role in the inclusion of refugees and has a strong cooperation with the Introduction centre. It is a hub for cultural activities, provides books translated in several languages, as well as bilingual versions of famous Norwegian publications. Everyone can access and use the library without the need for papers or identity documents. The library has a learning centre and some learning activities including a reading group, an IT club for immigrants - run by a Somali refugee - and a “Norwegian language café” , in cooperation with the Joint Immigrant Council in Hordaland. Particularly in the past five years, the library has become a meeting place for dialogue and has increased the number of activities aimed at multiplying the meeting opportunities between Norwegian residents and the newcomers. For instance, the library organises events during which the refugees can present their countries through an historical and socio-cultural lens, and explain the reasons that made them feeling unsafe in their homeland. The last event of this kind was on Eritrea and the attendance of Eritreans and Norwegian was equal in proportions.

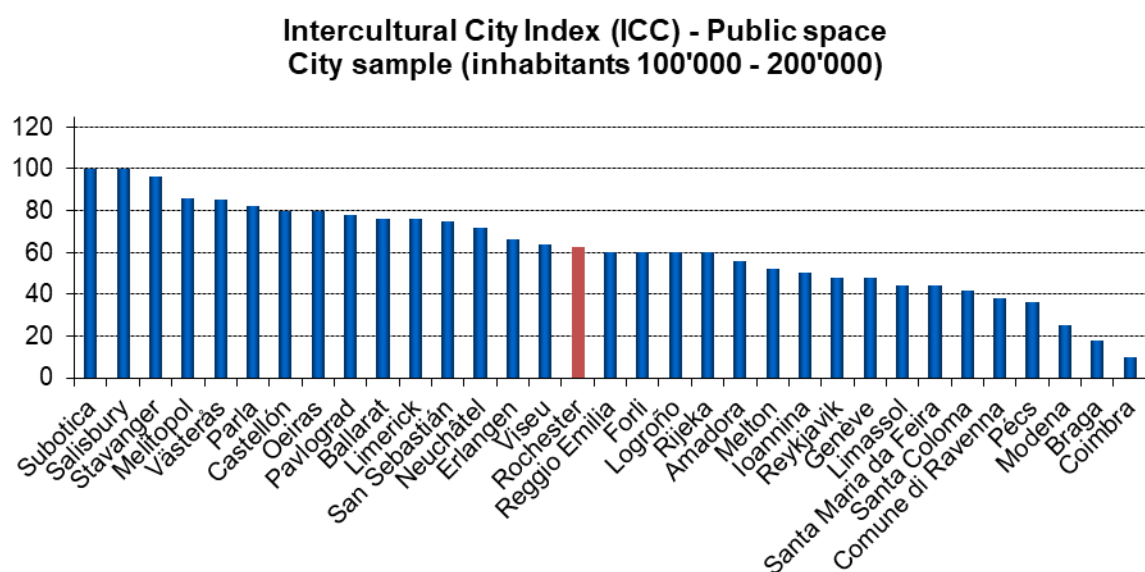
PUBLIC SPACE

Public spaces (streets, squares, parks, etc.) and facilities (public buildings, day centers, schools, health centers, etc.) are places which most citizens are obliged to use. They offer the possibility of meeting people of different nationalities, origins, languages, religions/beliefs, sexual orientations, and age groups. For encounters between diverse people to occur, such spaces and facilities should be designed and animated in a way that all residents feel comfortable when using them. Conversely poorly managed spaces can become places of suspicion and fear of the “other”. When this is the case, the intercultural city actively engages with all the people concerned, firstly to understand the local context from their perspective, and secondly to identify solutions largely support by them.

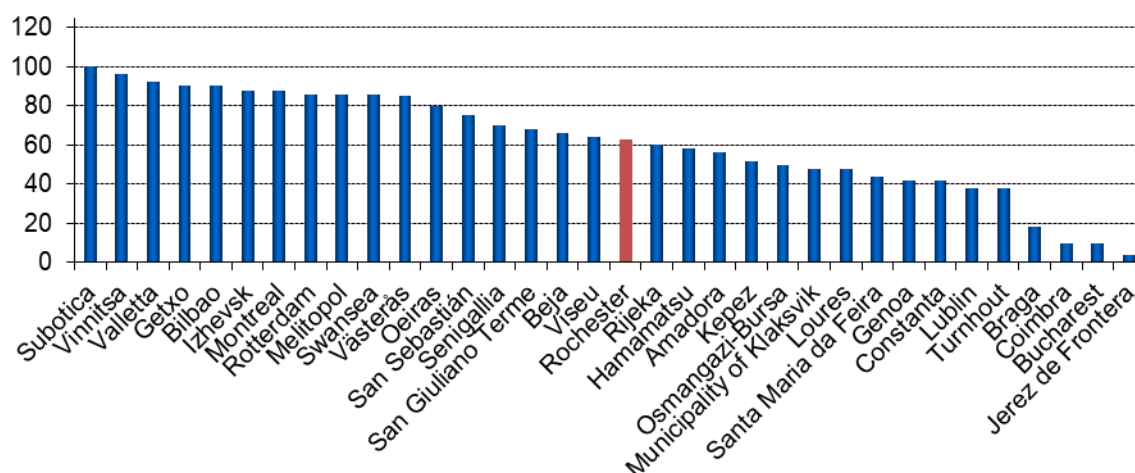
Rochester's score in the field of public space is 63, within the median of cities in the samples. Model cities have achieved 100. Rochester strengths include actions taken by its government related to encouraging meaningful intercultural mixing and interaction in public libraries, parks, and public squares for which it is responsible. The private sector tends to take the lead, even on development such as Heart of the City, which extends and enhances public spaces to create active and engaging experiences for residents and visitors throughout downtown Rochester. RNeighbors Walk provides maps of walking routes to encourage city exploration by foot. Rochester Children's Museum has a new “My World” permanent interactive exhibit coming online. Rochester Art Center provides numerous intercultural and cross-cultural exhibitions.

As part of the planning and implementation of the Rochester Parks and Recreation Department's Master Plan 2015/2016, the city government has been in a year-long process to involve communities and partners with park location, development, and programming. A major vision is to strengthen the links to programs and highlight the arts and culture of diverse communities. Also, for public space downtown the city government partners on the Heart of the City project. East Park was renamed to Martin Luther King Jr. Park. Cascade Park evolved over years of engagement. Work is underway to formalize a community-based naming and renaming policy with a focus on interculturalism. Discovery Square Walk was built with community input. There is intentional outreach to different cultural groups, but those results might not be as good as we would hope.

The city government offers some information in different languages. For larger projects, the it relies on consultants/vendors to engage communities. There is intentional outreach to different groups, but those results might not be as good as we would hope. There are efforts underway to formalize these activities for consistency.



Intercultural City Index (ICC) - Public space City sample (non-nationals/foreign borns < 10%)



Recommendations

This is a complex issue for Rochester as different population groups may feel unwelcome or unsafe in parts of the community based on their race or ethnicity and perceptions of the dominant groups residing there or using that space. Some areas of the city may seem unwelcoming and therefore unsafe to minority groups and others to white residents for similar and dissimilar reasons. The city government has no policy to deal with this. It might look to other cities for inspiration.

In 2006-7 the Borough of Lewisham (UK) conducted research into public attitudes. Residents complained of loneliness and alienation, intergenerational suspicion, and fear of using certain public spaces. Public discussion forums were set up which elicited a great deal of deep knowledge about local life-ways which had previously been unknown to officials. It also raised issues which might appear obvious, but were nevertheless overlooked, such as the complete lack of seating in public space. This situation had emerged because planners had become excessively pre-occupied with a need to discourage problem drinkers or loitering teenagers, rather than with providing spaces in which a wide diversity of people might interact. A toolkit for intercultural place-making was produced and this informed a new approach to public space in Lewisham and eventually led to the borough joining the network of Intercultural Cities. One iconic intercultural regeneration example is a public park which was described as offering little to encourage visitors to slow down and use the space for enjoyment, and was rarely used by local residents, visitors or workers as a space to dwell and interact. There were relatively high levels of crime but even higher perceptions of fear about the place. Extensive consultation and imaginative participatory techniques led to a scheme which met with widespread approval. The Metropolitan Police crime statistics for Lewisham suggest that the borough's approach may be having results. Total recorded crimes in Lewisham fell by 2.2% in the year 2011/12 and by 5.9% in 2012/13.

Quinta do Mocho was for many years the most stigmatized neighborhoods in Loures, Portugal, associated with poverty, crime, and ethnic exclusion. Loures made a determined effort to change the district's image among the citizens of the wider region. During October 2014, a set of breath-taking frescos were painted on 33 buildings in the neighbourhood, with the help of 2000 artists and residents, 25 NGOs and 43 private companies. The area was transformed into a Public Art Gallery, "O Bairro e o Mundo" (the neighborhood and the world). The project helped dismantle old prejudices against residents from diverse backgrounds and increase their self-esteem, interaction, and the sense of belonging to the neighbourhood. Since October 2014, Loures hosted 46 visits from enterprises and artists, including 28 guided tours and 18 media tours and including interviews for newspapers, television, radio, and internet. In addition, at least 80 news items from around the world covered the neighbourhood regeneration process. The evaluation of the initiative, made through empirical observation and an extensive survey,

demonstrated that it has contributed to fostering social cohesion and local development through cultural expression. Furthermore, it contributed to changing the image of the neighbourhood and increased perception of safety. As a resident of a nearby wealthier area posted on the “O Bairro e o Mundo” Facebook page that, thanks to the event, she had overcome her fear of visiting Quinta do Mocho, after 10 years of living “on the other side of the avenue.” So, with her family, she just crossed the street to see the frescos.

The “Dialogue creates Neighborhood” action in Berlin Neukölln’s neighborhood is conducted in partnership with the Berlin Center for Integrative Mediation (CSSP). The project is aimed at preventing conflicts between inhabitants of refugee accommodation and residents. Qualified trainers for conflict mediation firstly address the inhabitants of the accommodation to find out about their concerns, interests, and requests for information. NGOs and the local neighborhood management team are involved. Afterwards, roundtable discussions are organized between refugees and residents. As a result, at least five participants are chosen to receive training as conflict mediators. This training is provided by CSSP who has international experience in conflict mediation. The action helps to identify possible conflicts, reduce prejudices, prevent escalation, and establish sustainable communication structures. Furthermore, it provides refugees and residents with qualifications, thereby opening up new professional perspectives.

For many other examples, see the ICC Policy brief on Managing Gentrification.

In Zurich, Switzerland, most districts are ethnically and culturally diverse. The city has a policy to increase the diversity of residents in the neighborhoods and avoid ethnic concentration. The City Council housing program aims, among other things, at a good social mixing within the city. Most of the city population lives in rented apartments. Twenty-five percent of these apartments are owned by the city government of Zurich or by non-commercial housing associations. The city as well as the housing associations have adopted a rent policy, which considers the cultural mixing within the neighborhood. Moreover, 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 neighborhood meet and interact with residents with different migrant/minority backgrounds from other neighborhoods. Generally, the Integration Policy, the housing program, 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 government 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 government of Zurich is financing intercultural neighborhoods weeks (Interkulturelle Neighborhoodsmwochen), which will take place every two years and seek to make lived diversity in the city visible.

The Zurich community centers (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 centers are implementing own programs on education, integration, and cultural mediation.

Mediation and Conflict Resolution

In diverse societies there is always the potential for misunderstanding and conflict over values, behavior or resources. In cities, where people with different cultural backgrounds and socio-economic statuses live together in proximity, such tensions are natural and indeed part of everyday life. Instead of denying, ignoring, or repressing conflict, the intercultural city seeks to anticipate, identify, address and resolve issues to the satisfaction of all protagonists without compromising the principles of human rights, democracy and the rule of law. The intercultural city views conflict as a normal feature of free, dynamic, and communicative communities and sees the very process of conflict mediation and resolution as an opportunity for innovation and sustainable social cohesion.

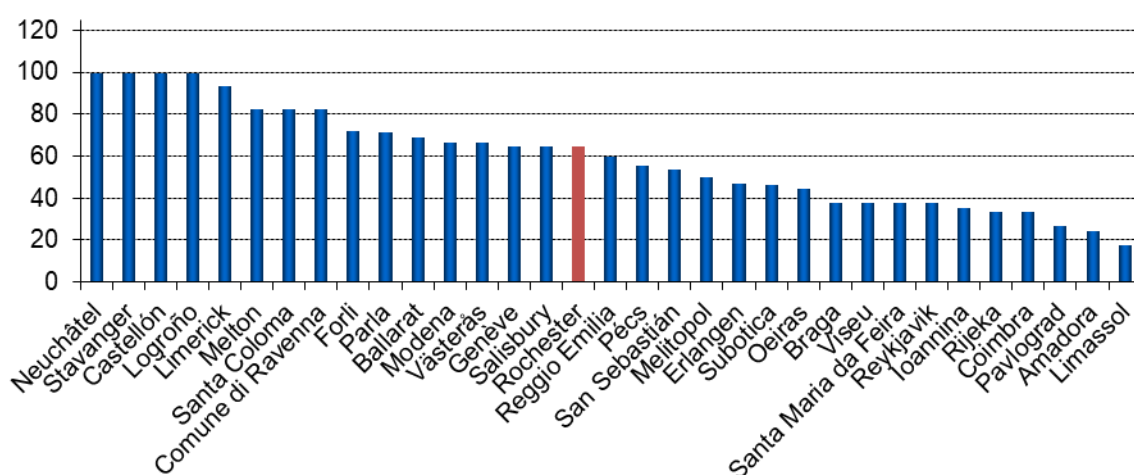
Rochester's score in the field of mediation and conflict resolution is 64, a little higher than the median of 59. Model cities in this sample have scored 100.

Resources in Rochester include private organizations and regional government services. The private company, Mediation and Conflict Solutions, responds to calls for service for the (regional) Olmsted County Human Rights Commission. These services include, but are not limited to, the collection of data on calls for service; reporting and providing written reports of human rights activity; providing referral services to callers; and setting up and conducting mediations with trained mediators. Legal Assistance of Olmsted County provides free civil legal services to low income persons. Mayo High School – Peer Mediators; Southern Minnesota Regional Legal Services offers free legal help to low-income and senior citizen (60+) clients in a full range of civil matters. The Diversity Council offers services to the public.

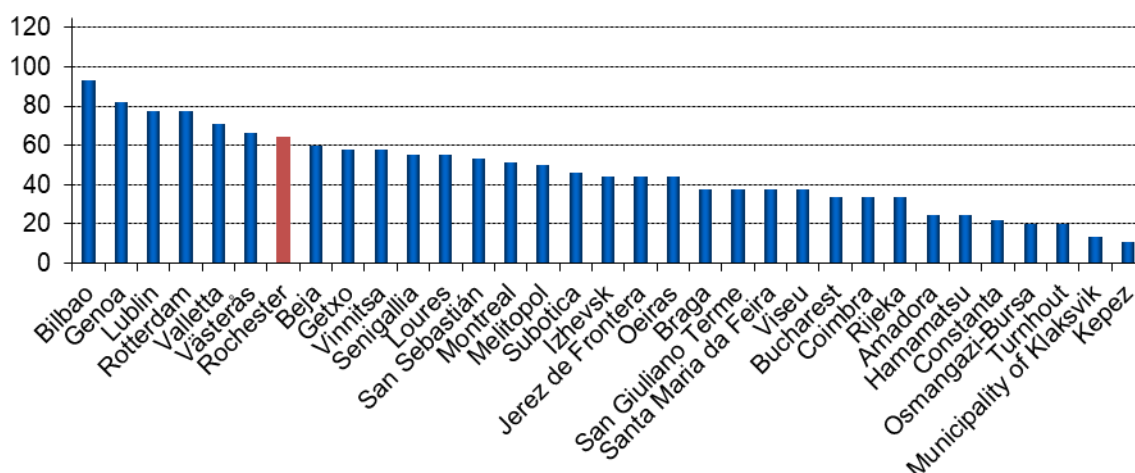
Mediation and Conflict Solutions and Bickford mediation services provides specialized intercultural mediation in institutions like hospitals, police, and Rochester Public Schools. The city government of Rochester Human Resources offers service to its employees. There are other general mediation services and resources that are available within organizations, though not specific to or necessarily prepared for intercultural conflict.

Community Interfaith Dialogue on Islam builds interfaith understanding through dialogue, advocacy, and community engagement. Compassionate Rochester encourages the city and individuals within it to address those issues that cause pain and suffering to members of the community.

Intercultural City Index (ICC) - Mediation and conflict resolution
City sample (inhabitants 100'000 - 200'000)



Intercultural City Index (ICC) - Mediation and conflict resolution City sample (non-nationals/foreign borns < 10%)



Recommendations

Berlin-Neukölln supports the organisation “LebensWelt” (“Living Environment”) in its intercultural mediation project at the Rixdorfer Primary School in Neukölln, which is visited by 19 different nationalities and by many children with families that do not speak German or English. There, the intercultural mediators work with parents and teachers to solve specific conflicts or problems, such as learning difficulties or other problems that teachers and pupils have with one another. Moreover, the mediators familiarize parents and children from minority/migrant background with the German school system and offer advice on upbringing and how to support their children’s education. Parents are thereby encouraged to take part in their children’s school life and to see that their children’s education is the task of both school and parent.

Bergen has introduced many initiatives to achieve its mediation and conflict resolution policy objectives. The city has set up a generalist municipal mediation service which also deals with cultural conflicts. Bergen also provides mediation services in places such as neighborhoods, on streets, actively seeking to meet residents and discuss problems. This service is provided by the Community Youth Outreach Unit in Bergen (Utekontakten). Finally, Bergen has also set up a municipal mediation service committed to interreligious issues specifically. Samarbeidsråd for tros- og livssynssamfunn (Cooperation Council for Religion and Faith) is an interfaith organisation in Bergen. Most faith communities in Bergen are represented in the council, which is supported by the municipality.

Language

The provision of courses and other facilities for people with migrant backgrounds to learn the receiving country's language(s) is important to ensure social and economic integration. It does however need to be supplemented with activities which highlight the value of other languages, and enable people with migrant origins not only to preserve and transmit their languages to their children and other members of the community, but also to take pride in them as a heritage enriching the local community. An intercultural city promotes multilingualism as a resource for education, business, tourism, cultural life, etc. It underlines the value of all languages present in the city, for instance by giving opportunities to diverse language speakers to express themselves in their mother tongue in public and at cultural events and by promoting all events that offer opportunities for linguistic exchanges and mixing.

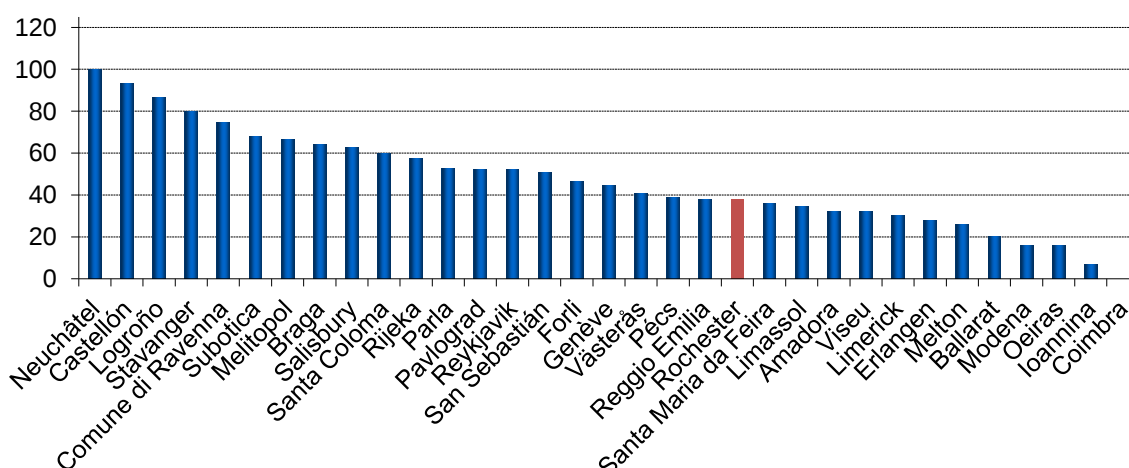
Rochester's score in the field of language is 38, lower than the median of 47 and considerably lower than the model city's score of 100.

Language services examined include:

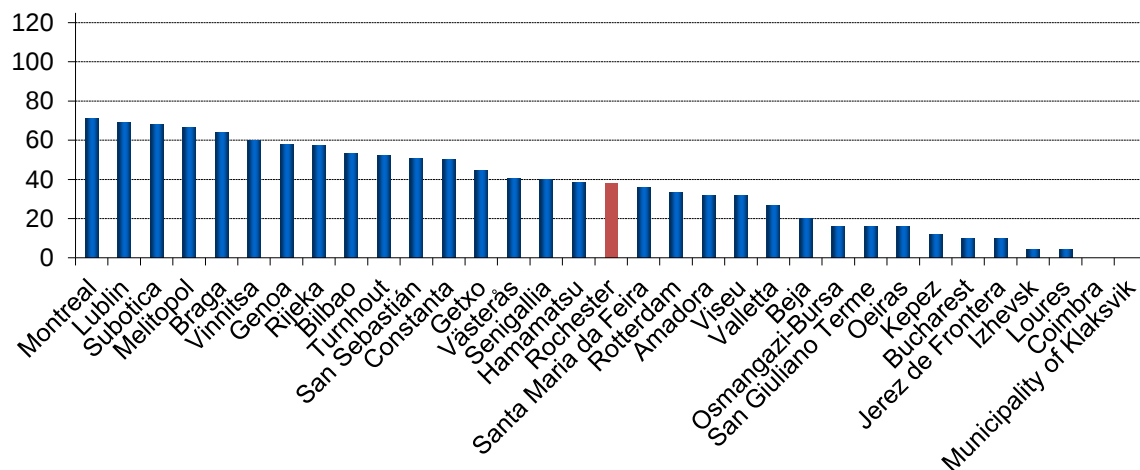
- specific language training in the official language(s) for hard-to-reach groups (e.g. nonworking mothers, unemployed, retired people, etc.);
- teaching migrant/minority languages as part of the regular curriculum at schools;
- teaching migrant/minority languages as a mother tongue course for migrant/minority children only;
- teaching migrant/minority languages as a regular language option available to everyone;
- supporting for private/civil sector organisations providing language training in migrant/minority languages.

Rochester's city government does not provide any services, except via the Rochester Public Library, which has publications and collections in 60 different languages. However, other government agencies, such as the public-school system, and by the private sector do provide some of these services to Rochester residents. Rochester Public Schools has the English Learner Programs for about 2,090 "English Learner" K-12 students, which is about 11% of the total student population. Hawthorne Education Center offers English as Second Language. Gage Elementary School and Listos Preschool offer a Spanish immersion programs. At Rochester Central Lutheran School (private), Spanish is a required course grades K-5, and elective thereafter. Rochester Community Education offers Spanish and Japanese enrichment courses.

Intercultural city government Index (ICC) - Language
city government sample (inhabitants 100'000 - 200'000)



Intercultural city government Index (ICC) - Language city government sample (non-nationals/foreign borns < 10%)



Recommendations

The city does not raise awareness on migrant/minority languages by providing logistical or financial support.

The Barcelona Centre for Linguistic Normalization (CLN) welcomes over 17,000 students from 127 different countries. The classes are an active example of diversity and the respect of difference. It is for this reason that the CNL has adopted intercultural dialogue as one of the strategic values of its educational project, in which new arrivals are acquainted with the characteristic traits of Catalan culture, not in terms of a single, homogeneous model but rather from the position of exchange, plurality, interaction and the miscegenation and hybridisation of culture.

Its aims are to:

- Provide courses and materials associated with the field of assistance to the elderly, to certain services and commercial sectors, etc.
- Carry out specific policies offering Catalan courses for groups in which a scant knowledge of Catalan is detected, to avoid anyone in Barcelona, for whatever the reason, being excluded from knowing the language.
- Provide materials and courses at a basic level for the Chinese and Pakistani communities.
- Facilitate the teaching of the languages of origin in schools - out of school hours – providing this is in response to a request by the parents.

Other activities include:

- Furnishing skills to people from immigrant groups to be “qualified disseminators” of their languages of origin and provide them the tools to promote the teaching of the languages of origin amongst immigrant groups.
- Drawing up a protocol for the translation of foreign languages at Barcelona City Council.
- Promoting and providing support to the different programs of language pairs that exist in the city, both in the exchange of Catalan as well as in the languages of origin of immigrants.
- Giving support to programs of language exchange in groups.

- Promoting the Espai Llengua i Cultura (Space for Language and Culture) as a reference for the dissemination of cultural activities in Catalan amongst students who are learning it and as a space for intercultural stimulation.

The Spanish city of Sabadell provides a variety of services in the field of language competences. First, specific language trainings are offered to the migrant community in the host languages: training for women with little knowledge of the official languages (Women's Space) and language support for regrouped youngsters (as part of the 'Ey Youth, Sabadell welcomes you' program). **"Hey youngster, Sabadell welcomes you"** was born in 2017 with the aim of offering a specialized welcome to young people who come to the city through family reunification. This group responds in different ways to the separation and reunion of their families. Likewise, the time of separation between fathers and mothers and between these and the children is also a factor that intervenes in the experience of family reunification. Transition can generate diverse reactions, such as excitement, anticipation, and hope, as well as anxiety, anger or depression. In its second edition, 20 boys and girls aged between 12 and 19 participated in the program, which is divided into two phases: in the first phase, they receive Catalan classes and, in the second phase, outings were organized to reinforce group cohesion through leisure. > [More information](#)

Also, the city support projects that seek to give a positive image of migrant/minority languages with the focus on bringing together the different languages present in the city as a common element of cultural expression. For instance, through tales and songs as in the 'Afrocatalan' blog and the project 'Canem Àfrica' (Singing Africa).

Finally, the city provides language training in migrant or minority languages to minors in coordination with associations as it is the case of Arabic and Amazigh with the organization "Anaruz N Àfrica – Associació catalano-Amaziga".

The European primary school in Vienna has pioneered an intercultural pedagogy based on multilingualism. Eight years ago, the school realized that they had pupils with 28 different mother tongues and decided to explore the possibilities this language diversity give. They came up with the idea of language ateliers where children could learn to appreciate their own language as well as the others and understand that there are no superior and inferior languages. The school was fortunate to have teachers with different mother tongues who also spoke additional languages and used this talent pool.

The school established language ateliers in Arabic, Turkish, Bosnian/Serb/Croatian, Kurdish, Polish, Albanian, Slovak and Hungarian and many other languages. The ateliers run in the second, third and fourth grade of the primary cycle. The children chose the languages and their preferences decide the final language offer. Each child had six weeks induction each in five different languages per year. Over three years they experience 18 languages and cultures. The learning methods are quite different from one atelier to another as teachers draw on their own experience and cultural sensitivity. Learning content draws upon suggestions by pupils – e.g.: a winter atelier about Christmas time in different countries, meet and greet, counting, food etc.

In the intermediate courses there is no fixed theme, teachers decide - dancing, theatre, arts and craft, music, children are active and move around and express themselves.

In three years, the children develop their own language portfolio and a strong awareness of the value of diversity and the equal importance of languages. The decoration of the school is also multilingual and pluricultural, the school cultivates diversity as the norm.

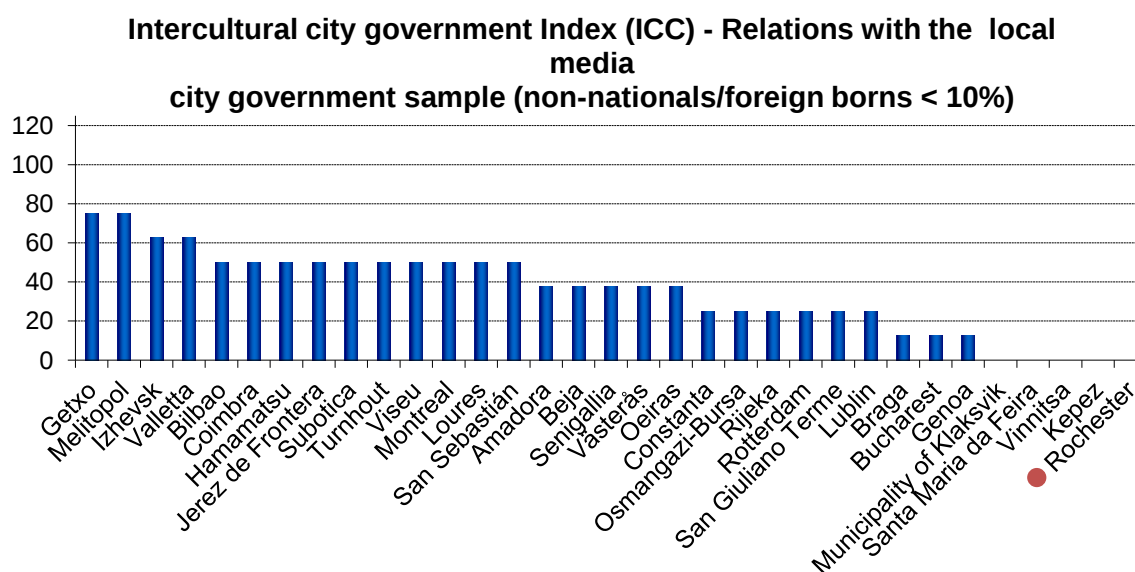
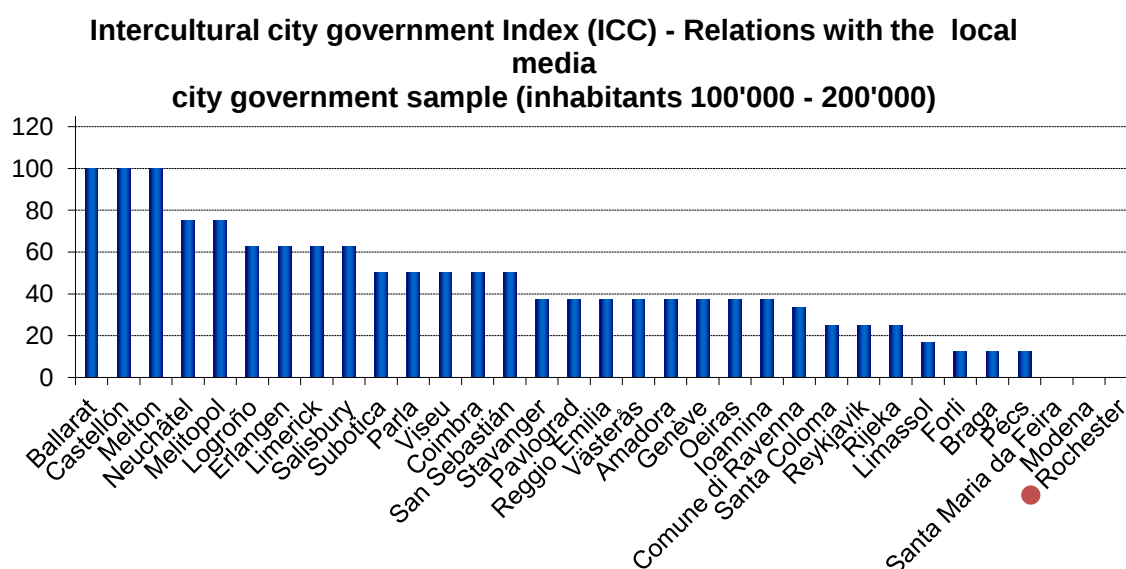
The school is situated in a disadvantaged neighborhood and achieves good results in tests – demonstrating that the multilingual approach and cultural empowerment compensates for learning difficulties which may be present.

Media and Communication

Traditional and social media have a very powerful influence on attitudes towards cultural diversity and other diversities. Much of the information people access is generated by international newsgroups, national media, or by private persons in the case of social media. Nevertheless, there is still much the city authorities can do to achieve a climate of public opinion more conducive to positive intercultural relations. In its communication, an intercultural city constantly highlights the positive contribution of people with migrant/minority backgrounds to the social, cultural and economic development of the city. More importantly, the city partners with local media agencies so that they purvey a similar message and cover events occurring in the city in an objective and unbiased way.

Rochester's score in the field of media and communication is 0. The median score in the sample is 47. Model cities have achieved 100.

The city is working on a strategy and process for improving the visibility and image of people with migrant/minority backgrounds in the local media. The city government of Rochester supports the Diversity Council, acting as a media contributor and oversight agency.



Recommendations

The city lacks a specific and cohesive policy and actions to highlight diversity; to improve the visibility and image of people with migrant/minority backgrounds; to support diverse journalists; to monitor media portrayal (including social media); and to dispel rumors.

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.

Rochester might consider the interesting practice set up by Tenerife (Spain), where a communication working group has been set up. The group carries out specific communication and awareness activities including on social media. Once per week the press office of the Cabildo de Tenerife in cooperation with the University of La Laguna issues a press release about the actions taken that week to promote interculturality, coexistence and a positive approach to diversity management. The island makes wide use of social networks such as Facebook, as they play an important role in shaping perceptions. Tenerife works closely with the national radio station Cadena Ser, which airs the ‘*Diversando*’ program once a month, covering a wide-range of diversity-related topics. The radio program is coordinated by ‘*Jóvenes por la Diversando*’ which carries out other visibility actions on diversity. Tenerife also monitors how the media portrays minorities and migration in the news, whilst the Department of Employment, Trade, Industry and Socioeconomic Development of the Cabildo de Tenerife has developed a web portal that allows readers to upload materials and news.

To convey a sense of togetherness, the Bradford may wish to look into Auckland’s (New Zealand) communications guide ‘*Together We’re Auckland*’. With the support of this guide, the Council aims to ensure that every Aucklanders feels included in what is happening at Auckland Council and that they feel represented and part of the city they live in. It also includes guidelines to ensure true representation of the city’s diverse communities through photography. The Council’s ‘Our Auckland’ online channel also actively highlights diversity in its stories.

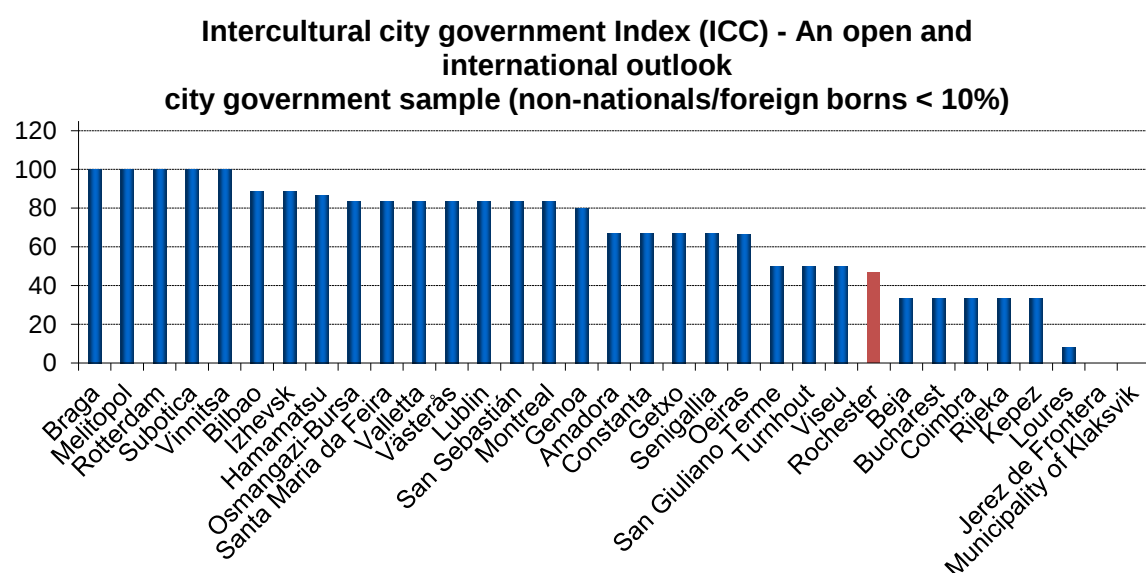
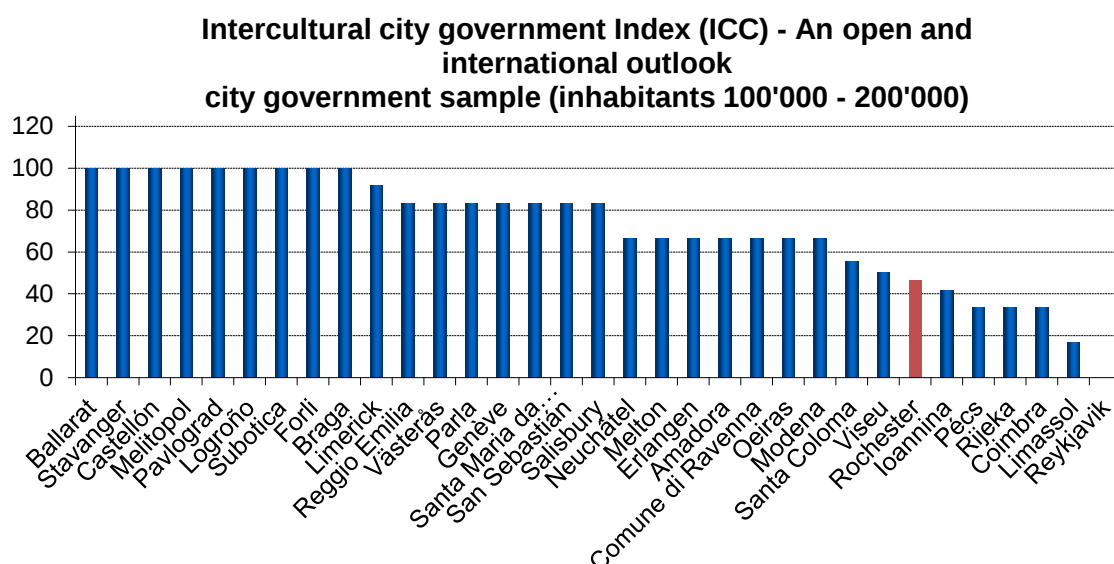
International Outlook

Although cities have little or no competence in foreign policy, they can actively seek to make connections in other countries to develop business relations, exchange knowledge and know-how, encourage tourism, or simply acknowledge the ties the city may have elsewhere. An intercultural city actively encourages interactions with the outside world and with the cities, regions or countries of origin of its inhabitants.

Rochester’s score in the field of international outlook is 47, considerably lower/higher than the median of 69. Ten model cities in the sample have a score of 100.

The city government has an explicit and sustainable policy to encourage cooperation in economic, scientific, cultural, and other areas agreement with Münster, Germany. The private sector has such policies because they do global business (i.e., Mayo Clinic, IBM, and RST International Airport). The city of Rochester does not have a formal policy. However, it does work in partnership with other organizations and does have a Sister City Relationship with cities in Japan, Germany, China, Nepal, and South Korea. The Mayor of Rochester routinely engages delegations from around the world.

In the private sector, there are exchange programs through Rotary and Mayo Clinic. Sisters of St. Francis has a mission in Bogotá. Rochester Art Center, supported by the city government of Rochester, routinely hosts artists from around the world. Private and other governmental organizations have outreach programs connecting students to community for instance, college hockey soccer players. Rotary exchange students are hosted by families. There are interns through IBM and Mayo Clinic, choral and symphony musicians from around the world are hosted by volunteers. These are private sector activities that seek mayoral participation in events or similar non-monetary supports.



Recommendations

Rochester could consider adopting a formal international relations strategy focusing on co-development initiatives with cities of origin of some migrant groups, on exploring the potential of cultural and professional exchanges in order to foster a more sophisticated understanding of diversity as a factor of prosperity and enrichment, as well as to advocate interculturalism as a principle of urban policies within international city networks and in the context of bilateral exchanges.

Santa Maria da Feira (Portugal) efforts may be of interest. Diversity and migration are perceived as a window to explore new opportunities and new markets. The municipality is planning the launch of an online platform that will link local business owners of all backgrounds with the Portuguese diaspora and with the countries of origin of local immigrants. The launch of this platform is the culmination of many initiatives that reach out through business partnerships. The municipality has regular business exchanges with Kenitra, in Morocco.

Another interesting example is the Tripartite Economic Alliance, an alliance agreed between Auckland (New Zealand), Guangzhou (China) and Los Angeles (USA) for meaningful and substantive trade and investment, while fostering intercultural relations. The Alliance increases meaningful and substantive trade and investment opportunities for Auckland-based businesses, entrepreneurs, and investors with two of its key international partner cities (Guangzhou and Los Angeles). At the same time, it allows the city to foster its intercultural relations. A Tripartite Summit is organised every year. Māori participation and outcomes are integral to Auckland's economic development and key to the success of the Tripartite, relating to brand, visibility, skills, investment and business. The Māori business 'Whānau Tahī', for example, attended the 2015 Tripartite Summit, increasing its global outreach and business development, for instance through formal agreements with first nations/indigenous peoples' agencies in the North America health sector. The Tripartite was also the first international agreement Auckland signed in the Māori language.

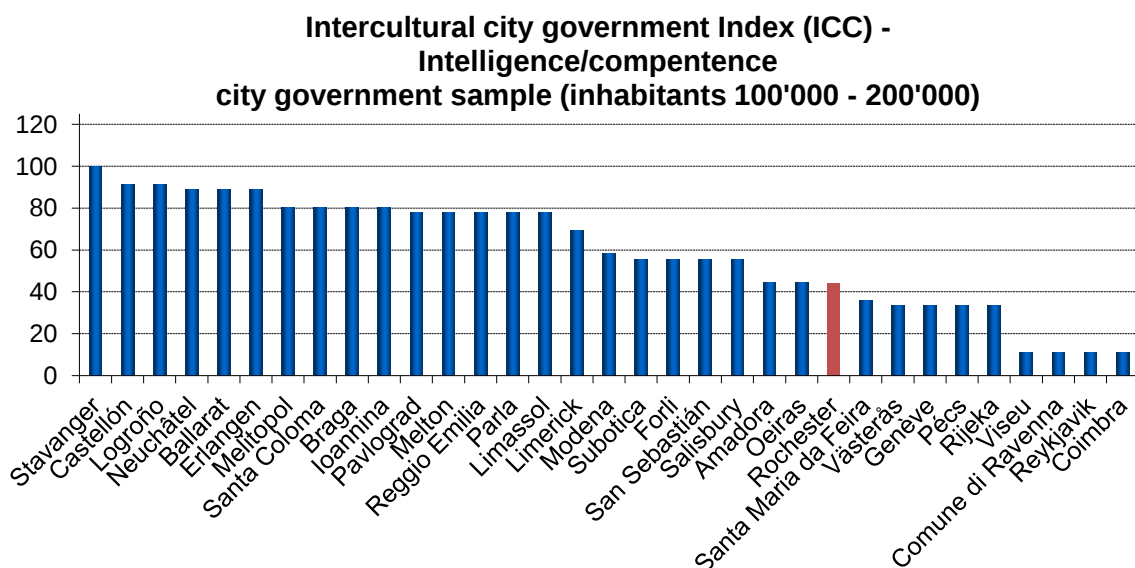
Intercultural Intelligence and Competence

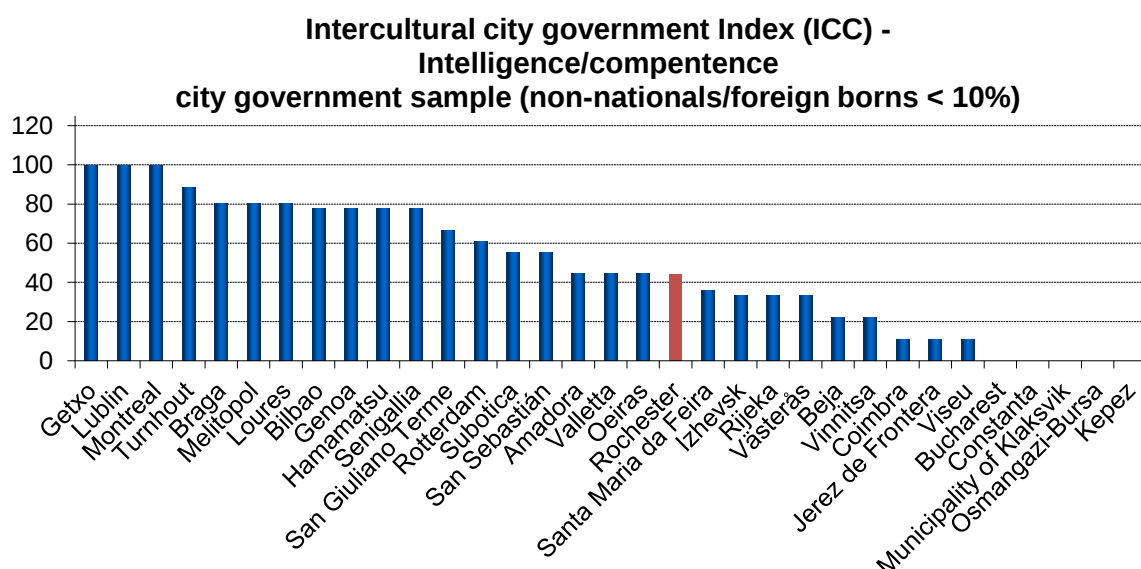
Nobody can be an expert in all the languages and cultures that coexist in contemporary cities. Yet, in an intercultural city, officials have an intercultural “mind-set” which enables them to detect cultural differences and modulate their responses accordingly. Intercultural intelligence and competence require a specific know-how when dealing with unfamiliar situations and not an in-depth and often elusive knowledge of all cultures. Such sensitivity and self-confidence are not commonly seen. It is a technical skill which can be acquired through training and practice. In an intercultural city, the authorities view such skills as equally important and essential to the good functioning of the city as the other professional and technical skills usually expected from public employees.

Rochester's score in the field of intercultural intelligence and competence is 44, considerably less than the highest score of 100, but still within the median of its peers.

The 2018 City of Rochester Residential Survey helps the city understand the security/safety with respect to people with migrant/minority backgrounds. The Diversity Council conducts a longitudinal Racial Attitudes Survey for Olmsted County and other entities, such as the Community Health Assessment and Planning Process, include such questions as well. This informs policy makers of the public perception of migrants/minorities.

The city government is conducting the Intercultural Development Inventory (IDI) and diversity, equity, and inclusion training for all employees to promote intercultural competence of its officials and staff, in administration and public services. The IDI measures individual cultural competence and provides Individual Development Plans for improvement. Additionally, the city government is a member of the Government Alliance on Race and Equity (GARE) through which team members develop competencies.





Recommendations

While the city collects data and information on its diversity and intercultural relations, it is not clear that the information is mainstreamed and that it deeply informs their local council process of policy formulation.

The [Basque Immigration Observatory](#) is a regional body which produces statistics on immigration and integration, including the Integration Barometer which tracks annually the attitudes and perceptions of the local community towards migrants. They also play a key role in busting some of the unfounded stereotypes about the impact of migrants on the economy, services and culture. The [Basque Talent Observatory](#) monitors the arrival and economic impact of migrant workers and provides evidence for the diversity advantage in the economy.

The [City of Vienna's integration and diversity monitoring](#) produces two separate Monitors: The Integration Monitor looks into the labour market situation of migrants in Vienna and their own and their children's choices in education and training. It also deals with legal equality issues and the political participation of migrants. The Diversity Monitor shows how the Vienna City Administration deals with the increasing diversity of the population. Has the city government adapted its services to the diverse needs of residents? Has diversity management been implemented in all departments? How diverse is the staff of the city Administration?

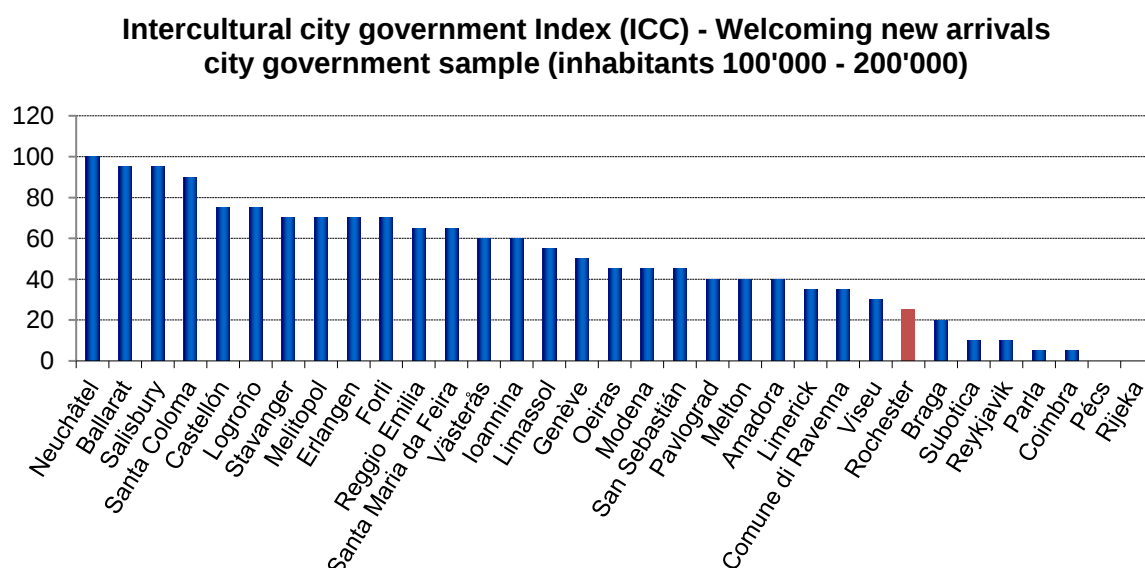
Welcoming Newcomers

People arriving in a city for an extended stay, whatever their circumstances (expats, migrant workers, spouses, refugees, unaccompanied minors, retired persons, etc.), are likely find themselves disorientated. The less familiar they are with the new environment, the more support they will need to feel comfortable and confident enough to start building a new social and professional network. The way in which the city coordinates and effectively delivers various support measures strongly conditions their capacity to integrate or, conversely, their tendency to remain confined to a cultural “ghetto”. This also depends to a great degree on whether the rest of the city’s population is open to the idea of welcoming newcomers in their capacity as residents and citizens or, on the contrary, is accustomed to viewing newcomers as outsiders who pose a potential threat. Again, it is the message the authorities convey on diversity, in communication or through concrete actions, that determines to a certain degree attitudes towards newcomers.

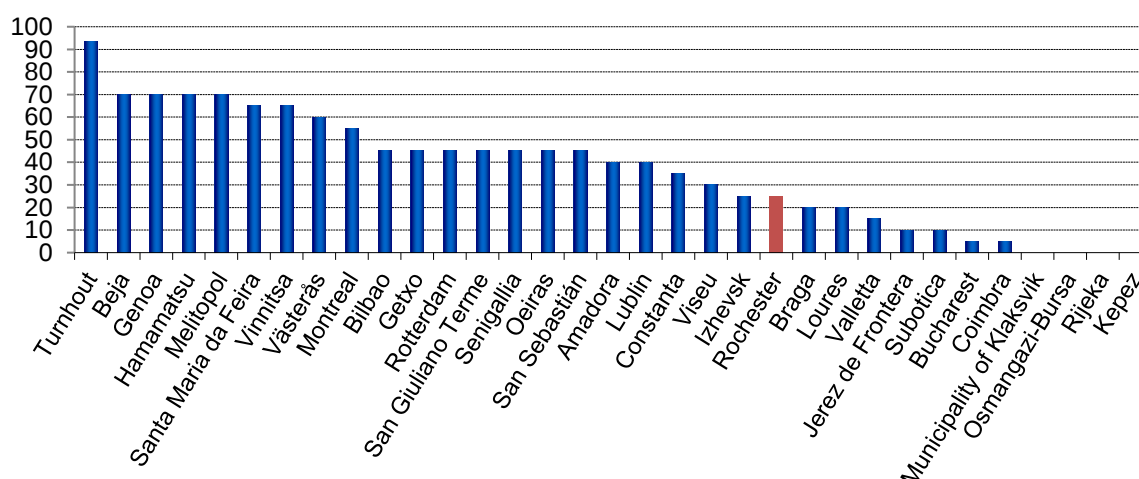
Rochester’s score in the field of welcoming newcomers is 25, considerably lower than the median of 57. The model cities in the sample have achieved 100%.

Rochester Public Library is the main source of city-specific package of information and support for newcomers. They offer MN Driver’s Manuals in Spanish, Somali, and Vietnamese. resources for Citizenship and Naturalization, Employment and English Language learning. They also host workshops and provide linkage to community services.

The Rochester Police Department offers a New American Academy designed to give residents not born in the U.S. an opportunity to learn about local law enforcement and the criminal justice system. Many civil society groups offer additional resources and welcome supports (IMAA, Diversity Council, Catholic Charities, faith groups).



Intercultural city government Index (ICC) - Welcoming new arrivals city government sample (non-nationals/foreign borns < 10%)



Recommendations

While the Library and Police Departments provide resources and programs, the city has not specially designated an agency, unit, person, or procedure to welcome newcomers. It does not have a comprehensive city specific package of information and support for newcomers. The city does not have a public ceremony that greets people arriving to live here.

Formally welcoming newcomers to the community is a means to ensure knowledge of, and access to all services and opportunities, but also to foster sense of belonging. From formal welcoming ceremonies (Neuchâtel, Switzerland) to local charters for rights and duties (Geneva, Switzerland) or one-stop shops for newly arrived residents (Lisbon, Portugal), intercultural cities are putting in place comprehensive approaches to ensure a smooth and positive way into the city and its life in all areas for newcomers.

In 2018 the city of Braga launched the “BragalIncoming Programme”, a digital tool that aims to help newcomers with much-needed information for their adaptation in the host society. This program was developed as part of a welcoming and social integration policy.

BragalIncoming provides all new Braga residents and visitors with a digital tool that will help them adapt to their new host city. Besides, the application is also a means of contact between the municipal entities and the communities already settled in the city.

The app contains all kinds of useful information (about schools, parishes, health centers, consulates) which is regularly updated and easy to get. In order to offer a full portrait of the city and promote interaction, the application has a strong focus on cultural aspects, ranging from information on the show spaces to the available local media. The mobile application is free and available on Apple Store and Play Store.

The app was developed thanks to a partnership with the political parties represented in the city Council and the associations of women and migrant women. So far it has been very well received by the users but it will however undergo an evaluation process by the city’s audit so to assess its actual impact.

Lisbon’s (Portugal) City Hall, for example, hosts a reception on International Migrants Day for all newcomers and migrants living in the city. The event is organised by the Municipal Council for Interculturality and Citizenship (CMIC), a consultative structure that brings together various associations with the goal of strengthening immigrants’ integration policies based on intercultural values and principles. Next to a guided tour through the City Hall building, various associations supporting immigrants and refugees present their work. Participants are also handed out an information guide (“Lisbon’s Immigrant Roadmap”) aiming to facilitate their integration. Sabadell (Spain), has a very interesting welcoming program for youth.

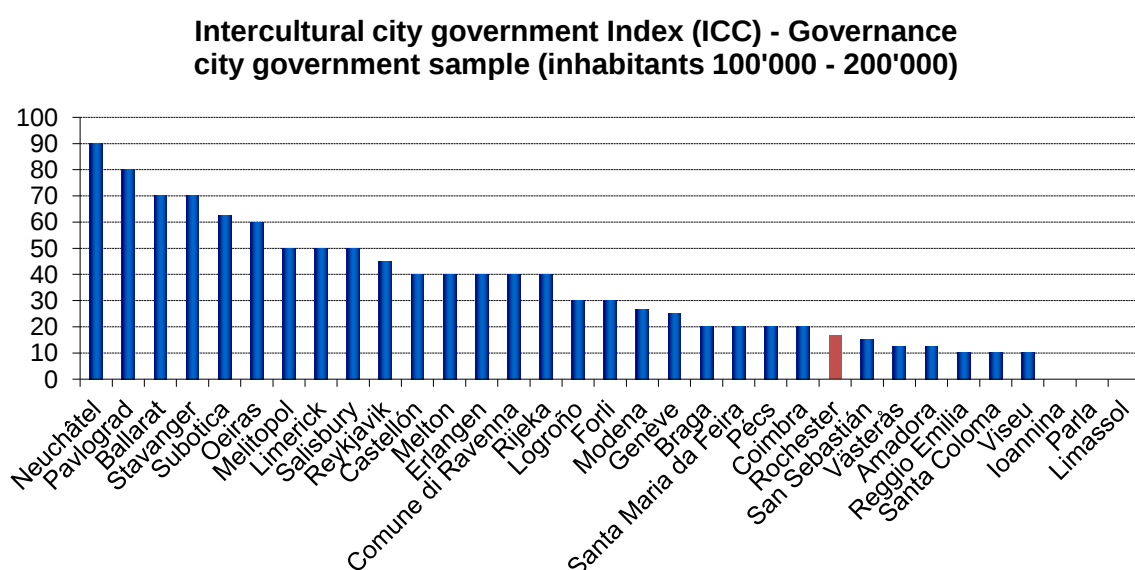
Leadership and Citizenship

The most powerful and far-reaching action a city can take to be more intercultural is to open democratic representation and decision-making to all residents of the city irrespective of their origin, nationality or residence status. Formal political rights at the local level are determined nationally or at the regional level in some federal states. Nonetheless, there is much that a city council can do to influence the way in which diverse groups interact and co-operate around the allocation of power and resources. An intercultural city strives to include all residents in the policy-making process and ensures thereby that public services are provided according to their diverse needs and not according to their cultural or political proximity to public decision-makers.

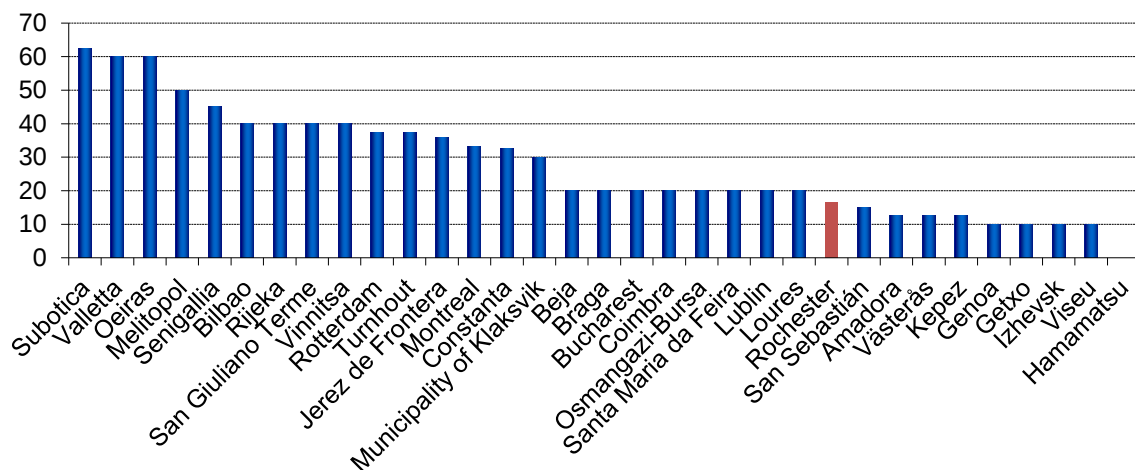
Rochester's score in the field of leadership and citizenship (or "Governance" under the previous version of the Index) is 17 among all cities completing the 2019 version, considerably lower than the median of 35.

The city government relies on civil society and regional government agencies to voice concerns and advise. These include Olmsted County Human Rights Commission, Diversity Council, and Intercultural Mutual Assistance Association (IMAA).

There is no city government policy or initiative to encourage people with migrant/minority backgrounds to engage in political life. A private sector program called Ready to Lead, which is supported by Rochester Public Library, recruits, encourages and educates people to serve on civil society and government boards and committees. Other programs include Community Interfaith Dialogue on Islam; and Alliance of Chicanos, Hispano, Latino Americans (ACHLA). More Women On The Move encourages women to run for public office.



Intercultural city government Index (ICC) - Governance city government sample (non-nationals/foreign borns < 10%)



Recommendations

The State of Minnesota bars foreign nationals from running as candidates in local elections. They are also not able to vote in local elections. Because of this there are no elected members of the city's municipal council who are foreign-born.

The city does not have its own independent advisory body but relies on others to voice concerns and advise them on issues. In addition, there is no standard for representation with people with migrant/minority backgrounds in mandatory boards supervising schools and/or public services there is no city government policy to encourage people with migrant/minority backgrounds to engage in city in political life.

In the field of Leadership and Citizenship, much depends of Federal or State legislation, in particular in relation to voting rights or rights to take up specific public offices. However, at the local level, efforts can be done to advocate a more open and inclusive approach to citizenship and access to civil rights, in partnership with civil society groups. For instance, the Conseil Interculturel de Montréal (CIM) is a consultation and exchange organization in the field of intercultural relations. It is made up of fifteen volunteer members, including a president and two vice-presidents representing Montreal's cultural diversity and coming from different professional backgrounds. The CIM advises and gives its opinion to the City Council and the Executive Committee on any matter of interest to the cultural communities or on any other matter relating to intercultural relations. It solicits opinions, receives and hears requests and suggestions from any person or group on matters relating to intercultural relations. It shall carry out or cause to be carried out such studies and research as it deems useful or necessary for the performance of its duties. A recommendation by the CIM supports a revision of the law on the right to vote of persons of immigrant origin who are not Canadian citizens.

In relation to the rights of undocumented residents, a range of strategies and good practice examples are listed in the relevant ICC Policy Brief.

Anti-Discrimination

Racism, xenophobia, homophobia, intolerance against certain religious groups, gender discrimination, prejudice, and ethnocentrism, are all conducive to discriminatory attitudes and practices. They often subsist in people's minds despite laws proscribing discrimination against persons or groups of persons on grounds of race, color, language, religion, nationality, national/ethnic origin, or sexual orientation. An intercultural city assures every effort is made to ensure non-discrimination in all its policies, programs, and activities. The city works in partnership with civil society organizations and other institutions that combat discrimination and offer support and reparation to victims. It also communicates widely on the risk discrimination presents for social cohesion, quality of life and the local economy.

Rochester's score in the field of anti-discrimination is 63 among all cities completing the 2019 version, lower than the median of 68. The model city in this group scores 100.

The city government is beginning to carry out systematic reviews of its rules and regulations to root out potential discrimination as a function of its Government Alliance on Race and Equity (GARE) membership, started in 2018. As a participant with GARE, city government commits to examine existing policies, ordinances and all activities performed both publicly and internally. This allows the city to participate in regional and national organizations that address the issue of discrimination.

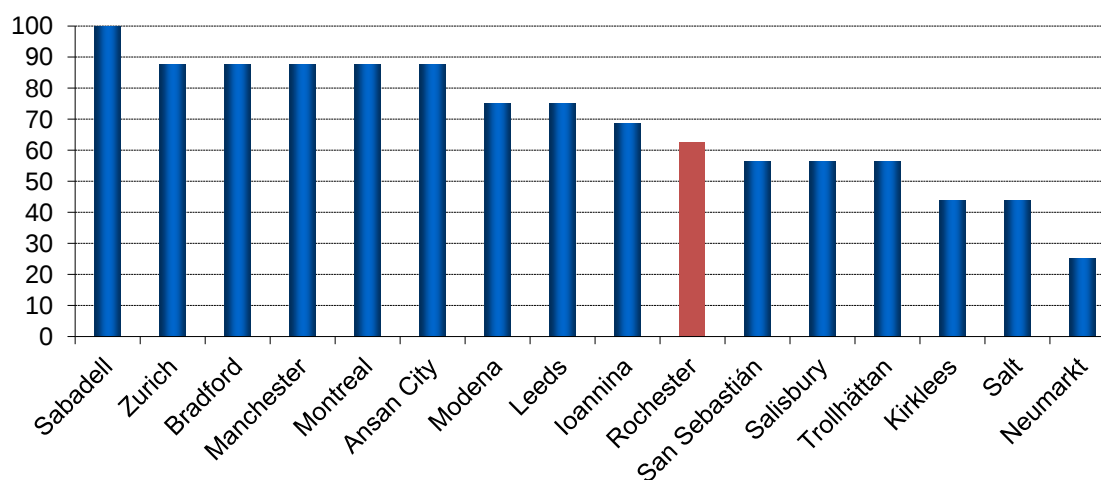
The city government of Rochester is an equal opportunity employer. Consistent with federal law, Equal Employment Opportunity (EEO) laws prohibit specific types of job discrimination in certain workplaces.

In the city, when a person wishes to file an official complaint about discrimination, they may go to the Police Department (who could issue a citation); to Olmsted County Human Rights Commission; and/or to the State of Minnesota Human Rights Department. Victim Services provides education, prevention, and empowerment of individuals, families, and communities impacted by crime for people in Olmsted County.

The city government of Rochester provides monetary funding to the Human Rights Commission, Victims Services (Rochester Police Department), and Diversity Council.

The city government participates in the Government Alliance on Race and Equity, a national network of government working to achieve racial equity and advance opportunities for all. The city government also signed the Charter for Compassion, joining an international, proactive movement. Signatories start by identifying the issues that are troubling the community and need to be addressed through compassionate action. For example, a community may discover a significant issue related to social justice-- for women, for immigrants, or for some other marginalized group.

**Intercultural city government Index (ICC) - Anti-discrimination
city government sample (2019 Index Extension)**



Recommendations

While the city provides the opportunity to file a discrimination complaint with the Police Department, there is no dedicated service that advises and supports victims of discrimination.

The city does not have an anti-rumors strategy or implement anti-rumors activities following the official Council of Europe methodology.

In relation to anti-discrimination on grounds of sexual orientation or gender identity, the relevant ICC Policy brief contains action proposals and good practice. For instance, Bradford (UK) is required by the Equality Act 2010 to assess the compliance of every commissioned contract. This partly ensures that the Council reviews all municipal rules and regulations to identify mechanism that may discriminate residents with migrants or minority background. The Equality and Community Relations Group also investigates the equality of opportunity and access in relations to public services for all citizens. A group is also set up within the Council to address equality and diversity issues within the organization.

Bradford Council has a 'Hate Crime Strategy 2017-2020', an Equality & Diversity statement, and Equality Objectives all of which proscribe discrimination on the grounds of protected characteristics under the Equality Act 2010. Support and advice to victims of discrimination is done by civil society organizations. The Council also funds and facilitate the work of these organizations (for example providing spaces). The Council regularly monitors the extent and character of discrimination. For example, both the police and the Bradford Hate Crime Alliance regularly monitor incidents of hate crime and their trends. Regular campaigns are organized to raise awareness of discrimination and the Council is committed to create an Anti-rumor strategy which will focus on perception of refugees and asylum seekers, as well as on LGBT issues.

Next to specific support services for victims of discrimination, we advise to also engage with those discriminating and holding racist and radical attitudes as it is important to speak with them, to try to understand their views and concerns, encouraging them to reflect on these. A good example is the Think Project in Swansea (UK), an educational program aimed at individuals with a higher risk of far-right extremism. In a three-day course, participants discuss and reflect on diversity issues and their own attitudes and views, engaging in open dialogue as well as experiential learning. The Think Project employs a non-criminalizing approach, listening to their concerns and exploring the experience and information underlying their negative attitudes. After the course, participants are encouraged to engage in intercultural interaction. The project has proven to be able to transform young peoples' worldviews and thinking about diversity and societal change.

Participation

Inclusion, power-sharing and participation are the golden keys of intercultural policymaking. A range of studies have demonstrated that inclusive integration policies produce better outcomes in terms of social cohesion, trust in the administration, safety, quality of services, welfare, good governance, and economic growth. People with different backgrounds and experiences can bring innovative solutions to common challenges, as well as anticipate problems that might arise. Conversely, when people encounter barriers to participation, or otherwise choose intentionally not to participate, they may, passively, withdraw from social and public life or choose, actively, to live outside prevailing social customs and law. An intercultural city actively seeks the participation of all residents in the various decision-making processes that affect life in the city. By doing so, it increases support, and thereby the sustainability of local policies, while at the same significantly reducing the economic costs of social exclusion and instability.

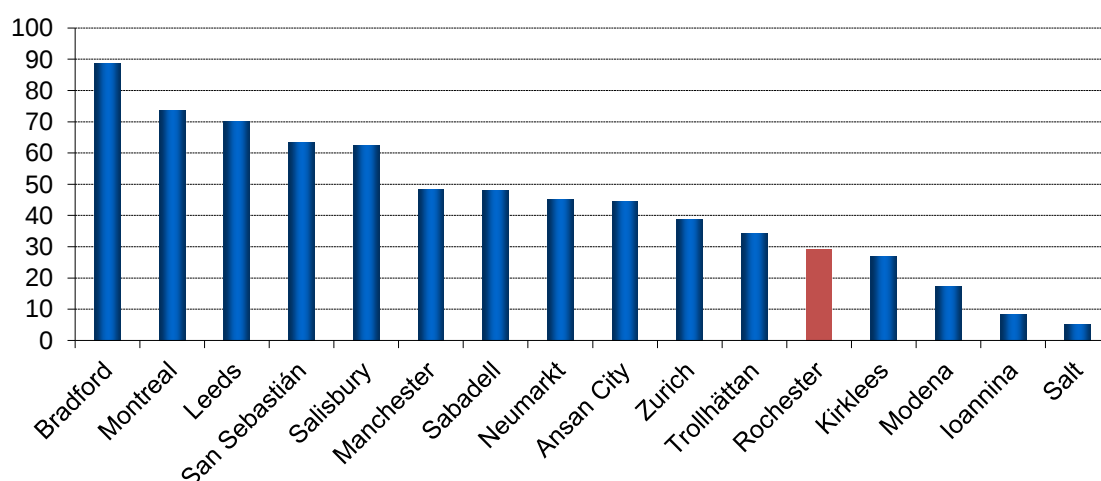
Rochester's score in the field of participation is 29 among all cities completing the 2019 version, significantly lower than the median of 43. The model city scores 89.

As a result of the work with the intercultural city program the city will adopt an intercultural integration strategy, with the intention of having that be the result of a consultation process that includes people with migrant/minority backgrounds.

The city government has several boards and commissions open to public participation, both for the public to join as members and make decisions as well as attendees to influence those decisions. Meeting information, agendas and minutes are posted to the city government's website, however these are available only in English.

The City Council and Mayor hold issue- and legislation-specific community-based listening sessions, study sessions and hearings. The city government relies on civil sector organizations to help engage migrant/minority backgrounds in decision-making processes. As a function of its GARE participation, the city government will enact an Equity Lens/Toolkit, which typically includes measuring such participation. It will share these resources with other entities, both public and NGOs.

**Intercultural city government Index (ICC) - Participation
city government sample (2019 Index Extension)**



Recommendations

The city has not taken action to ensure that residents with migrant/minority backgrounds are fairly represented in key institutions and organizations, on boards or ruling bodies of trade unions, public schools, work councils etc.

The city has not introduced mechanisms to make sure that gender equality is respected in organizations that participate in the decision-making process on matters related to the inclusion of city residents with migrant/minority backgrounds.

For many inspiring examples, in particular in relation to participatory decision-making, see the ICC Policy brief on Participatory and Deliberative Democracy Strategies for the Intercultural City.

Interaction

Interaction between people of all kinds is what gives the intercultural city its distinctive value. Identity is not ‘given’ in a passive sense, but something which is ‘enacted’ and defined through interaction. Despite protective laws, prejudice and discrimination can thrive where there is segregation or a lack of contact and dialogue between people. There is ample evidence to prove that, under certain conditions, the more contact people with different backgrounds and lifestyles have with each other, the less likely they are to think and behave in prejudicial ways. Therefore, an intercultural city develops, in partnership with other organizations, a range of policies and actions to encourage more mixing and interaction between diverse groups.

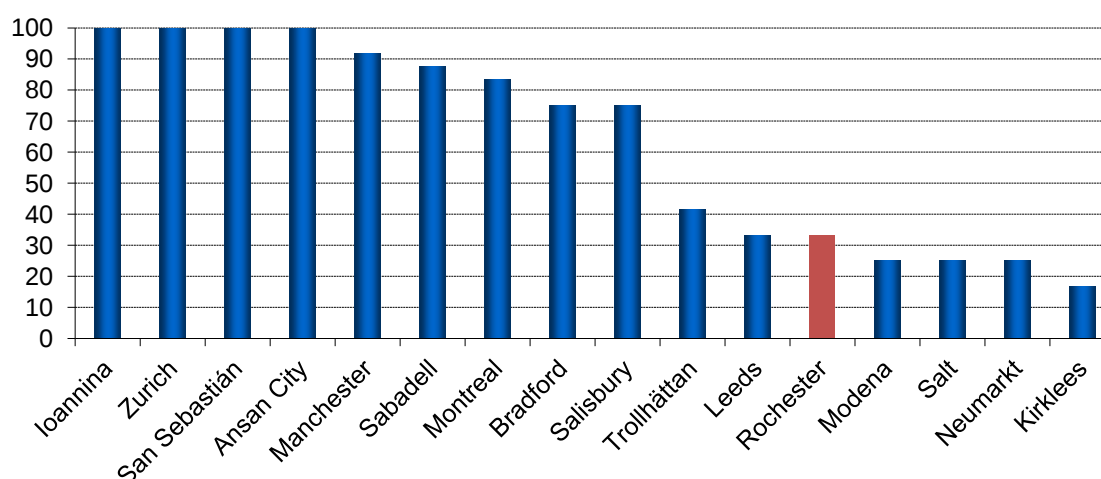
Rochester’s score in the field of interaction is 33 among all cities completing the 2019 version, considerably lower than the median of 75. Four cities in the sample scored 100.

Some city government departments have independent lists for carrying out civic engagement or other activities. There is no policy governing consistency or centralized use. Civic organizations provide access to lists that align with their own activities.

The city government collaborates on an ad hoc basis according to the needs or desires of departments or elected office. There is no policy to do so and no consistent or systematic process to do so. Collaborating agencies include Somalia Rebuild Organization and others.

Rochester Public Schools pledged to integrate Culturally and Linguistically Responsive Teaching (CLRT) strategies and conduct training for all certified staff as part of their Collaboration Agreement with Minnesota Department of Human Rights for the purpose of addressing disparities in student discipline rates. The system’s Race Equity Advisory Team provides staff support about racism and its negative effects on learning. The Education Minnesota educators union offers training and events on racial justice, including sessions at the Minnesota Educator Academy.

**Intercultural city government Index (ICC) - Interaction
city government sample (2019 Index Extension)**



Recommendations

The city can benefit from a formal documented policy and plan to have a common list/database of all civil society and grassroots organizations that are active in the fields concerned by intercultural inclusion. The city could benefit

from an organized and regular way that it collaborates with civil society and grassroots organizations that are active in the various fields concerned by intercultural inclusion

All local policies should seek to foster meaningful interaction across cultural difference. This can be done at cultural events, public debates, in enterprises, in schools, in neighborhoods. Interaction should be a dimension and a goal present in all policy areas.

One interesting initiative of San Sebastian (Spain) is “Sukaldanitzak – Diverse gastronomies” which promotes cultural exchange and interaction via food. “Sukaldanitzak” (a pun between diversity and gastronomies in Basque) consists of culinary workshops given in normally private gastronomic societies by representatives from various cultures or countries. During Sukaldanitzak, the gastronomic societies open their doors to migrants and the ethnically diverse community to share their space and get to know their gastronomy and culinary traditions. Not only is there a cultural and gastronomic exchange, but the societies also become a space of mutual knowledge and interaction.

Every year around nine meals are prepared in nine different gastronomic societies on a Saturday in May. Around 270 people take part in this activity with 30 persons gathered in each society. Out of the participants, one third are of foreign or ethnic background. The morning starts with a workshop for the citizens and members of the gastronomic societies. While the food is being prepared there is an exchange about each country’s meals and customs. During this time, representatives of the community preparing the dish open up the main ingredients and ways of cooking. Once done, all participants enjoy the food. The event is a way to meet people, to get to know people from other cultures living in the city, to ask about their customs, and break down stereotypes. It results in a mixture of people and cultures, a place to live together. At the end of the afternoon, there is always time to sing and dance the songs of each country, both local and the guest culture.

Gastronomic societies were up to some years ago places where only men could gather and membership was needed to enter. Nowadays, most of the gastronomic societies are open to women, but foreigners very rarely have the chance to visit. The event offers opportunity for newcomers to get to know a gastronomic society, to share their culture and to learn more about Basque culture. For natives, it is a way of getting in touch with newcomers. Every year different cuisines are prepared with new things to learn every year.

Overall Conclusions

Rochester’s overall Index score is 44 out of a possible 100 points. Overall, it is clear that the city government takes many actions to promote intercultural interaction, creation and decision-making. These are typically ad-hoc and not yet in a manner that is coordinated, systematic, consistent, measurably effective, and from which the entire government organization can learn.

So much of what happens in the city is handled by the private sector or other government agencies. The city, however, can play a much stronger role in supporting the success of people from migrant/minority communities, which will lead to the overall success of the city.

A list of strengths and opportunities for improvement, as well as recommendations, are summarized below.

Table of Strengths and Opportunities for Improvement

COMMITMENT Score: 35/100 Median: 69		• City government has several resolutions expressing its desire to welcome diversity and provide a non-discriminating environment. • City government has formally stated its participation in the Intercultural Cities network and has expressed its intention to follow through on network member commitments, which include making improvements based on Index results. • The city government has a webpage dedicated to its Intercultural City Initiative. • Some public communications by elected officials and administrative staff make clear reference to the city government's intercultural commitment.
		• City government has no explicit public statement to engage in intercultural approaches as they are described by the Intercultural City Programme. • City government has no cross-cutting policies or budget that support its commitment to intercultural inclusion. • City government does not have an official webpage to communicate all its intercultural news and initiatives, including highlighting intercultural practices that already exist throughout the city. • City government has not adopted an intercultural integration strategy or a diversity/inclusion strategy.
EDUCATION Score: 70/100 Median: 70		• The education system is subject to federal and state policies that require integration and quality educational opportunities to children of migrant/minority backgrounds. • There is a high rate of cultural diversity in the school-aged population. • Some schools provide a multicultural and intercultural curriculum. • Some schools formally partner with other schools and other community resources to encourage parent engagement. • Several charter schools explicitly attract and teach to minority population groups.
		• School diversity seems to mirror neighborhood housing and racial segregation; Not all schools are as diverse as the city's overall population. • Not all schools provide multicultural and intercultural curricula. • It is not clear to what extent school's intercultural activities encourage meaningful and regular interaction among peers of different cultural groups and ensure students are building cultural competence. • Public school teachers do not reflect the cultural diversity of students. • Private school data and information is not available (or at least not easily accessible to the city). • While the city government is not authorized to deliver education services, it has not taken any active role in how children will perceive diversity, inclusion, and equity as they grow up within its jurisdiction. Neither has it taken steps to ensure migrant/minority parents play an active role in their children's education.

NEIGHBORHOOD Score: 56/100 Median: 67	✓	• There are some multicultural neighborhoods. • City government recognizes that its own land use policies influence neighborhood demographics. It has a land use plan that publicly expresses its desire to use these policies to drive diversity. • City government has a policy encouraging neighborhood organizations to create a welcoming environment to people of all types and backgrounds. • Some city government departments deliver events that encourage interaction of culturally diverse residents within their own neighborhoods. • City government participates in private sector events that encourage cross-cultural interaction.
	✗	• City government does not have a policy to increase the diversity of residents. • City government does not have a policy to ensure all neighborhoods are integrated by income class, race, ethnicity, age, and ability. • City government does not have a policy to ensure all neighborhoods are accessible to all modes of travel to suit various incomes, ages and ability levels. • City government does not have specific strategies, actions, or budget supporting neighborhood organizations in creating welcoming environments to people of all types and backgrounds. • It is not clear to what extent events that encourage neighborhood mixing are strategically inclusive, nor to what extent they have or achieve these goals.
PUBLIC SERVICES Score: 38/100 Median: 45	✓	• The city has a private sector that encourages a diverse workforce, intercultural mixing, and competence in its own enterprises. • There are private enterprises that provide funeral/burial services that respond to the needs of migrant/minority residents. • The city's parks and recreational facilities offer women-only sections and times. • The public-school system provides gender-specific sports and meals that consider cultural needs. • City government is an Equal Opportunity Employer.
	✗	• City government employees do not not reflect the composition of its population and there is no plan to ensure it will. • City government has no policy, practice or budget that explicitly works alongside the private sector to encourage it has a diverse workforce, engages in intercultural mixing, and develops cultural competencies. • It is not standard practice for city government to take into consideration the migrant/minority and gender backgrounds of all residents when providing its services; many services do not.

BUSINESS AND LABOUR Score: 75/100 Median: 40	✓	• The city's private sector leads local and regional initiatives that promote diversity, inclusion and non-discrimination in the labor market. • The city's private sector leads initiatives that encourage businesses by ethnic minorities to move beyond the ethnic economy and enter the mainstream economy and higher value-added sectors • City government participates in some activities led by the private sector. • City government has a program that encourages construction project-specific minority hiring
	✗	• City government has no policy or strategy to promote and ensure fully inclusive procurement and workforce hiring for all its purchasing. • The city does not expressly offer services for migrant/minority entrepreneurs and mainstream businesses to engage and develop new products/services together.
CULTURE AND SOCIAL LIFE Score: 44/100 Median: 73	✓	• The city organizes many events and activities to attract and retain residents and visitors. • Private sector organizations convene on intercultural issues.
	✗	• City government has no policy, actions, or budget to consistently ensure events and activities attract residents and visitors of minority/migrant backgrounds, and to ensure they interact. • City government does not convene its residents and other stakeholders around intercultural issues, including public debates or campaigns on the subject of living together. • City government does not consistently use interculturalism as a criterion when allocating funds to associations and initiatives.
PUBLIC SPACE Score: 63/100 Median: 63	✓	• The private sector leads work that extends and enhances public spaces to create active and engaging experiences for residents and visitors throughout downtown. • Some city government departments encourage meaningful intercultural mixing and interaction in public spaces they oversee. • City government occasionally considers the diversity of the population in the design, renovation and management of new public buildings or spaces. • City government uses different methods and places for consultation to encourage and support the meaningful involvement of people with different migrant/minority backgrounds, including offering some information in different languages.
	✗	• City government does not have a policy or budget to ensure the consistent, meaningful involvement of culturally diverse people in all its decisions about the public realm. It does not have a method for measuring, tracking, reporting, and learning about those efforts so it can continuously improve. • There seem to be perceptions that there are spaces/areas dominated by one ethnic group and where other groups feel unwelcome or unsafe. City government does not have a policy or method to deal with this.

MEDIATION Score: 64/100 Median: 59	✓	• The city's private sector provides several mediation resources and services for the public and within their own organizations and enterprises. • City government offers mediation resources and services to its employees.
	✗	• It is not clear to what extent all the private sector mediation and conflict resolution services are culturally competent, nor to what extent they address and resolve cultural conflicts. • It is not clear to what extent the city government's mediation and conflict resolution services are culturally competent, nor to what extent they address and resolve cultural conflicts.
LANGUAGE Score: 38/100 Median: 47	✓	• The Public Library offers publications and collections in 60 different languages. • The public-school system offers English language training for hard-to-reach groups (e.g. nonworking mothers, unemployed, retired people, etc.) • Some schools teach migrant/minority languages as a regular language option available to everyone.
	✗	• It is not clear to what extent there are private sector organizations that provide language training in migrant/minority languages. • Not every school teaches migrant/minority languages as part of the regular curriculum. • It is not clear if there are schools that teach migrant/minority languages as a mother tongue course for migrant/minority children only. • City government does not raise awareness on migrant/minority languages by providing logistical or financial support to local media (newspapers, radio, or TV). • City government does not support projects that seek to give a positive image of migrant/minority languages.
MEDIA AND COMMUNICATION Score: 0/100 Median: 47	✓	• City government is thinking about strategy to improve the visibility and image of people with migrant/minority backgrounds in its communications.
	✗	• City government has no communication strategy to improve the visibility and image of people with migrant/minority backgrounds in the local media. • The city government's communication (PR) department is not instructed to highlight diversity as an advantage regularly and in various types of communication. • City government does not provide support for advocacy/media training/mentorship/setting up of online media start-ups for journalists with migrant/minority backgrounds. • City government does not monitor the way in which traditional local and/or national media portray people with migrant/minority backgrounds. • City government does not monitor the way in which social media portray people with migrant/minority backgrounds. • City government does not engage with the local media when they portray people with migrant/minority backgrounds through negative stereotypes.

INTERNATIONAL OUTLOOK Score: 47/100 Median: 69	✓	• The city has some Sister Cities through which it engages in international connections in economic, scientific, cultural, and other areas. • The private sector has international student, business, and cultural exchange programs. • Some religious institutions develop international connections through missionary programs. • City government has occasionally engaged in business relations with countries/cities of origin of its diaspora groups by involving those groups alongside mainstream entrepreneurs in international visits and meetings.
	✗	• City government does not have an explicit and sustainable policy to encourage international cooperation in economic, scientific, cultural, or other areas. • City government does not reach out to foreign students or other youth groups arriving through exchange programs. • City government does not explicitly seek to develop business relations with countries/cities of origin of its diaspora groups. • It is not clear to what extent the private sector explicitly seeks to develop business relations with countries/cities of origin of Rochester's diaspora groups.
INTELLIGENCE AND COMPETENCE Score: 44/100 Median: 44	✓	• A few private sector organizations have led surveys on the perceptions of residents on their attitudes toward people with migrant/minority backgrounds, as well as the perceptions of welcome and inclusion held by people with migrant/minority backgrounds. • City government has supported some cultural competence development training and activities for its staff. Some staff get more training and development.
	✗	• City government does not use statistical and qualitative information about diversity and intercultural relations to inform policy. • City government does not directly carry out surveys including questions about the public perception of migrants/minorities. • City government does not equilaterally promote and support the intercultural competence of its officials and staff. • City government does not have a sustained cultural competence development plan for its officials and staff.
WELCOMING Score: 25/100 Median: 57	✓	• The Public Library provides access to national and state level information in several languages, as well as linkage to community services. • The Police Department provides programming for newcomers to learn about local law enforcement and justice system. • There are private sector organizations that provide welcome support for groups of newcomers.
	✗	• City government does not have a designated agency, unit, person, or procedure to welcome newcomers. • City government does not have a comprehensive city-specific package of information and support for newcomers. • Not all city government services and agencies provide welcome support for groups of newcomers. • City government does not organize a public ceremony to greet all people arriving to live in the city regardless of origin or nationality.

LEADERSHIP AND CITIZENSHIP Score: 17/100 Median: 35	✓	• City government welcomes civil society organizations to voice migrant/minority concerns and advise the City Council on diversity and integration matters. • There are private sector organizations that encourage and develop people with migrant/minority backgrounds to engage in political life.
	✗	• Foreign nationals are not eligible to vote. • Foreign nationals are not eligible to run for election. • No city elected officials are foreign-born or dual nationals. None are of migrant/minority background. • The city does not have a standard for the representation with people with migrant/minority backgrounds on its boards and commissions, including supervising schools and/or public services. • City government does not ensure migrant/minority concerns advise the City Council and Mayor on diversity and integration matters. • City government does not have initiatives to encourage people with migrant/minority backgrounds to engage in political life.
ANTI-DISCRIMINATION Score: 63/100 Median: 68	✓	• City government is carrying out a review of municipal rules and regulations to identify mechanisms that may discriminate residents with migrant/minority backgrounds. • City government has a binding document forbidding discrimination against persons or groups of persons on grounds of race, color, language, religion, nationality, national/ethnic origin, or sexual orientation in city employment. • City government offers victims of discrimination the opportunity to file a police complaint. • City government provides financial and/or logistical support to several government and private sector organizations that advise and support victims of discrimination. • Some private sector organizations run anti-discrimination campaigns or raise awareness on discrimination in other ways. • City government participates in regional or national organizations that address the issue of discrimination.
	✗	• It is not clear what is the city government's progress (and results) in reviewing all municipal rules and regulations to identify mechanisms that may discriminate residents with migrant/minority backgrounds. It is not clear to what extent this procedure is systematic. • City government does not have a binding document prohibiting discrimination in city services. • City government does not have a dedicated service that advises and supports residents who are victims of discrimination. • City government does not regularly monitor/research the extent and the character of discrimination in the city. • City government does not run anti-discrimination campaigns or raise awareness on discrimination in other ways. • City government does not have an anti-rumors strategy, nor does it implement anti-rumors activities following the official Council of Europe methodology.

PARTICIPATION Score: 29/100 Median: 43	✓	• City government plans to involve people with migrant/minority backgrounds in developing its intercultural strategy. • City government has some participatory mechanisms (other than voting rights or a consultative body) to enable all city residents, irrespective of their migrant/minority backgrounds, to participate equally in the decision-making process. • City government is working on how to monitor the participation of city residents with migrant/minority backgrounds in the decision-making process.
	✗	• City government has no intercultural or diversity/inclusion strategy of its own. It relies on private sector groups to engage residents with migrant/minority backgrounds. • City government does not provide City Council-related information to residents in languages other than English. • City government does not know to what extent their participatory mechanisms are effective for residents with migrant/minority backgrounds to participate equally in the decision-making process. • City government does not currently monitor the participation of city residents with migrant/minority backgrounds in the decision-making process. • City government does not take action to ensure that residents with migrant/minority backgrounds are fairly represented in key institutions and organizations, on boards or ruling bodies of trade unions, public schools, work councils, etc. • City government does not have mechanisms to make sure that gender equality is respected in organizations that participate in the decision-making process on matters related to the inclusion of city residents with migrant/minority backgrounds.
INTERACTION Score: 33/100 Median: 75	✓	• Some city government departments have a list/database of organizations that are active in the various fields concerned by intercultural inclusion. • City government collaborates on an ad hoc basis with civil society and grassroots organizations that are active in the various fields concerned by intercultural inclusion. • Teachers in elementary/primary schools receive training in Culturally and Linguistically Responsive Teaching (CLRT).
	✗	• City government has no policy to have and use a list/database of all civil society and grassroots organizations that are active in the various fields concerned by intercultural inclusion. It is not clear to what extent the lists are complete. • City government does not collaborate with these organizations in an organized and regular way.

In view of the above, we wish to congratulate Rochester, MN for the efforts taken and we are confident that if the city follows our guidelines and other Intercultural Cities' practices the results will rapidly be visible and tangible.

Recommendations

When it comes to the intercultural efforts, with reference to the survey, Rochester's local government could enhance the sectors below by introducing different initiatives as follows:

Commitment: We recommend the Mayor and the City Council deliver a Resolution expressing their joint understanding of and intent to be an intercultural city and clarifying their official stance. We also recommend the city government align its policies and budget with this commitment, to cut across all departments and functions. The city government might also enhance its dedicated web page to communicate about all its intercultural efforts. Finally, we look forward to seeing the city government's intercultural strategy which will be informed by this analysis.

Education: The city government may wish to consider ways it can support its schools and parents in ensuring all students have equal access to excellent educational opportunities, including cultural exploration and interaction. We recommend the city government examine ways it can support teacher diversity. The city government might also consider ways to collect and report on the intercultural characteristics and results of private and residential schools as well as its post-secondary educational institutions.

Neighborhoods: We recommend the city government develop policies to increase diversity of residents. We also recommend the city government analyze ethnic concentration in neighborhoods and explore ways to adapt or install policies that affirm integration across the city. We suggest the city government support, through policy, practice and budget, actions that strategically and measurably increase intercultural interaction within and across neighborhoods.

Public Services: We recommend the city government develop a hiring, recruitment, and retention program to ensure its workforce reflects the composition of its population. We encourage the city government to consider how it can support the private sector in its efforts to diversify its workforce. Finally, we strongly encourage the city government to systematically analyze its services to residents and take steps to ensure access, quality and outcomes do not differ by race, ethnicity, culture, gender, etc.

Business and Labor: We suggest the city government expand its vendor procurement and workforce diversity efforts beyond DMC-related construction to the entire purchasing function. In doing so, the city government might consider supporting its own success by provide services to migrant/minority entrepreneurs.

Culture and Social Life: The city government might install policy, actions, and budget to consistently ensure events and activities attract residents and visitors of minority/migrant backgrounds, and to encourage their interaction. We recommend it convenes residents and other stakeholders around intercultural issues and conduct campaigns about living together in an intercultural city. Finally, we encourage the city to establish a criterion of interculturalism as it allocates funds to associations and initiatives.

Public Space: We recommend the city government install policy, practices and a budget that supports the engagement of people with migrant/minority backgrounds in making decisions about all aspects of the public realm. We also suggest the city government consider ways to deal with perception of certain neighborhoods and spaces as unwelcoming or unsafe.

Mediation: We suggest the city government install mechanisms for residents to anticipate, identify, address, and resolve cross-cultural issues while upholding principles of human rights, democracy, and rule of law.

Language: We recommend the city government support awareness of, and express value for, the different languages of its residents. The city government might promote multilingualism, including through direct support of media and projects that seek to give a positive image of migrant/minority languages.

Media and Communication: We suggest the city government take every opportunity to highlight diversity as an advantage. The city government might also conduct a communication strategy that improves the visibility of people with migrant/minority backgrounds in the local media. Finally, the city government could install a mechanism for monitoring how various forms of media portray people with migrant/minority backgrounds and ensure there is an approach to counter negative stereotypes and rumors.

International Outlook: The city government could consider working more proactively with the private sector to encourage and support international cooperation among multiple fronts. This might start by addressing some of the Index-revealed opportunities for improvement such as establishing a program that formally welcomes newcomers arriving via private sector organizations (such as schools, universities, businesses or churches), or that supports Rochester's diaspora to arrange international economic connections, or that fully leverages its membership in the Intercultural City Programme.

Intelligence and Competence: We recommend the city government begin to regularly collect, report, and use quantitative and qualitative information about diversity and intercultural relations to inform its policy. Also, we suggest the city government install a systematic, comprehensive, and sustained cultural competence development program for all its workforce and officials.

Welcoming: We recommend the city government take the lead on welcoming newcomers via a designated city government resource which would include a comprehensive package of city-specific information in the languages of newcomers. The city government might also organize a public ceremony welcoming all newcomers, regardless of race, ethnicity, cultural group, nationality, or origin, to the city.

Leadership and Citizenship: We recommend the city government install a standard of representation with people with migrant/minority backgrounds on its own boards, commissions, councils, advisory and working groups. It might also consider requiring these mechanisms for input, influence and decision-making have processes that ensure the work and recommendations reflect the concerns of people with migrant/minority backgrounds. The city government could also encourage people with migrant/minority backgrounds to engage in political life.

Anti-Discrimination: We suggest the city government make public and easily accessible its progress toward analyzing its rules and regulations for possible discrimination, as well as posting those results. We recommend the city government systematically and regularly monitor for discrimination throughout the city government, across all sectors, with a centralized mechanism for its residents and visitors to report incidents without necessarily having to file a police complaint. The city government might also use these concerns to inform a program of anti-discrimination and anti-rumors.

Participation: We recommend the city government establish its own results-based intercultural strategy as soon as possible, concentrated around the other recommendations listed here, and partnering with the private and civil sectors. The city government should be able to measure current results and track/report future results. The city government might also influence other boards or ruling bodies of trade unions, public schools, work councils, etc. to ensure residents with migrant/minority backgrounds are fairly represented. Finally, we recommend the city government install a gender diversity, inclusion and equity representation policy related to its decision-making.

Interaction: We recommend the city government support the development and updating of a complete list/database of all civil society and grassroots organizations that are active in the various fields concerned by intercultural inclusion, and that it ensure the list is utilized by its workforce as they make decisions and deliver services. The city government might further establish a process to consistently collaborate with these organizations.

Rochester 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 this report, for each sector, as well as in the Intercultural cities [database](#).

Diversity has become a key feature of societies today and is particularly tangible in urban centres. While people of diverse national, ethnic, linguistic and faith backgrounds have immensely

contributed to post-war prosperity, inequalities related to origin, culture and skin colour persist, and anxiety about pluralism, identity and shared values is often politically instrumentalised. The challenge of fostering equity and cohesion in culturally diverse societies has become more acute. Cities are uniquely placed to imagine and test responses to this challenge.

The Council of Europe and its partner cities have developed and validated an intercultural approach to integration and inclusion which enables cities to reap the benefits and minimise the risks related to human mobility and cultural diversity. A decade after the start of this work, there is growing evidence that diversity, when recognised and managed as a resource, produces positive outcomes in terms of creativity, wellbeing and economic development.

The Intercultural Cities Programme (ICC) invites cities in Europe and beyond to explore and apply policies that harness diversity for personal and societal development.

The Council of Europe is the continent's leading human rights organisation.

It comprises 47 member states, 28 of which are members of the European Union.

All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law.

The European Court of Human Rights oversees the implementation of the Convention in the member states.

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE