



## Genoa: Results of the Intercultural Cities Index

Date: 12 November 2012  
A comparison between 50 cities<sup>1</sup>

### Introduction

The Intercultural Cities programme is a joint initiative between the Council of Europe and the European Commission. It seeks to explore the potential of an intercultural approach to integration in communities with culturally diverse populations. The cities participating in the programme are reviewing their governance, policies, discourse and practices from an intercultural point of view. In the past, this review has taken the form of narrative reports and city profiles – a form which is rich in content and detail. However, it is relatively weak as a tool to monitor and communicate progress. The new Intercultural City Index has been designed as a new benchmarking tool for the cities taking part in the pilot phase of the programme as well as future participants.

As of today 50 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Arezzo (*Italy*), Barcelona (*Spain*), Beja (*Portugal*), Bilbao (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian<sup>2</sup> (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Fuenlabrada (*Madrid region, Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Izhevsk (*Udmart Republic, Russia*), Jerez de la Frontera<sup>3</sup> (*Spain*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia I & II (*Italy*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone<sup>4</sup> (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 29 have over 200,000 inhabitants and 26 have less than 15% of foreign-born residents.

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

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<sup>1</sup> This report is based on data contained at the Intercultural cities INDEX database at the time of writing. The INDEX graphs may include a greater number of cities, reflecting the growing interest in this instrument.

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

<sup>3</sup> The Spanish city of Jerez de la Frontera is hereinafter referred to as Jerez de Frontera

<sup>4</sup> The Italian city of Unione dei Comuni-Savignano sul Rubicone is hereinafter referred to as Rubicone.

## **Intercultural city definition**

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

## **Methodology**

The Intercultural City Index analysis is based on a questionnaire involving 69 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

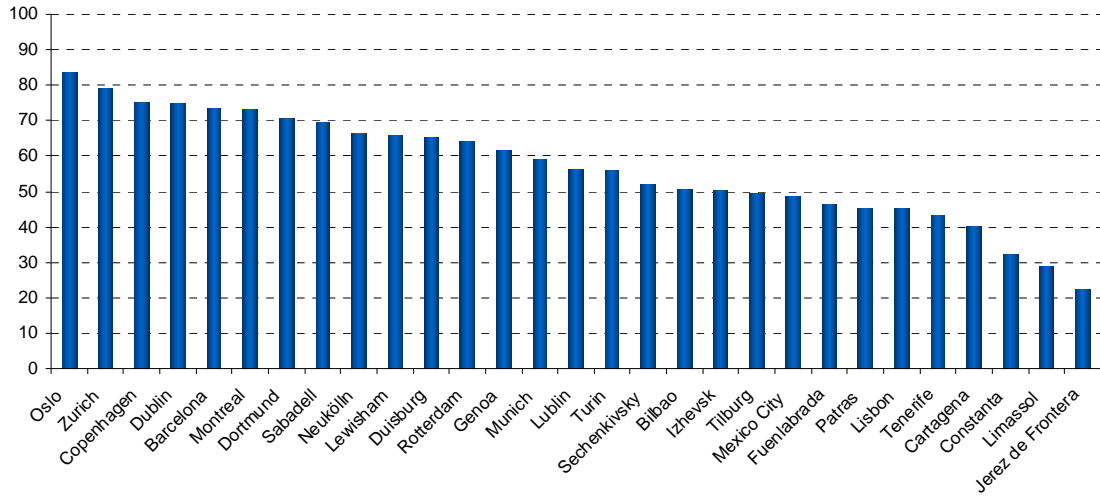
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; and public spaces are grouped in a composite indicator called "urban policies through the intercultural lens" or simply "intercultural lens".

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

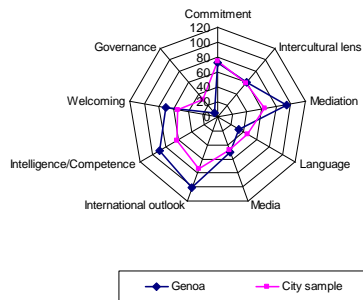
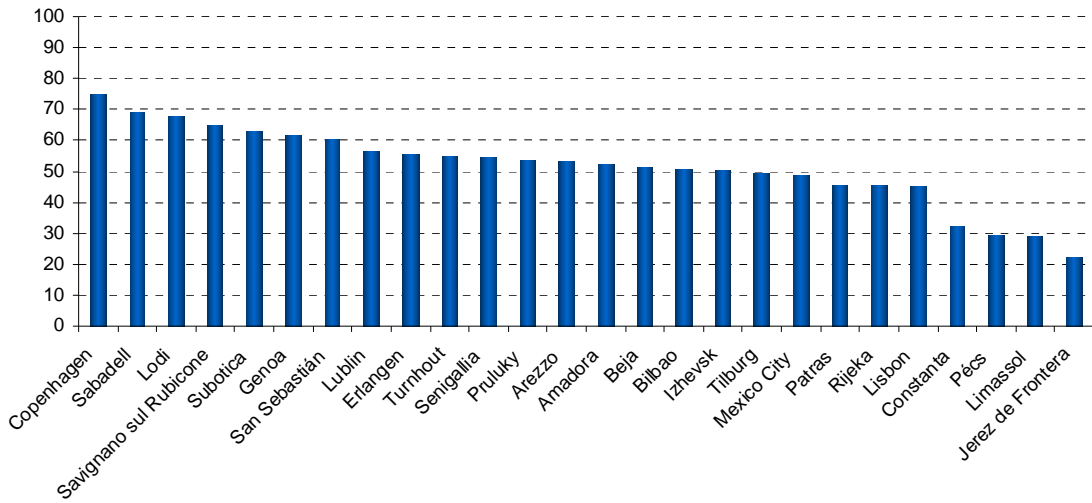
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled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

According to the overall index results collected in November 2012, Genoa has been positioned 21st among the 50 cities in the sample, with an aggregate intercultural city index of 62%, similar to this of Reggio Emilia (Italy). Genoa has been ranked 13th among the 29 cities with over 200,000 inhabitants and 6th among the 26 cities with less than 15 per cent of foreign-born residents.

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



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



## Genoa: An overview

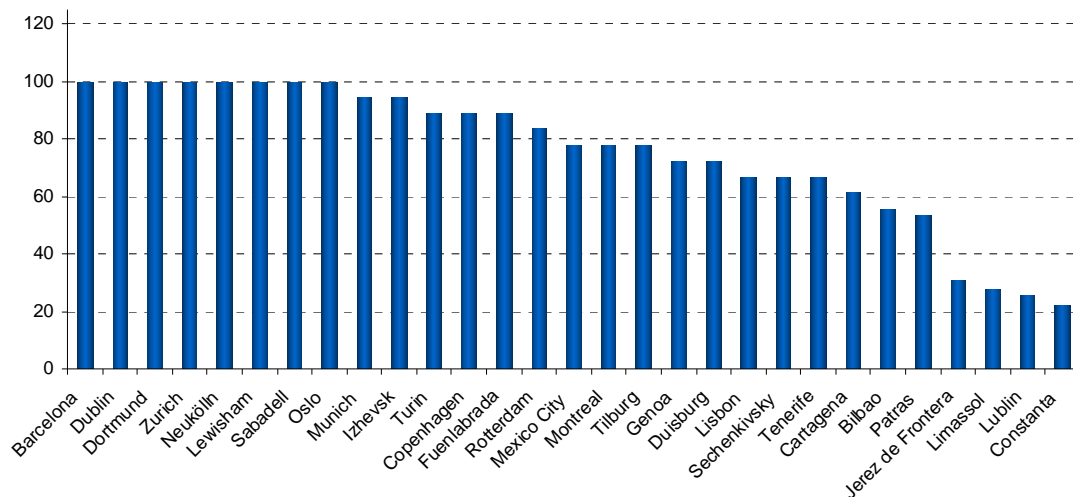
Genoa is an Italian city with a population of 607,906 inhabitants<sup>5</sup>. Genoa is one of Europe's largest cities on the Mediterranean Sea and the largest seaport in Italy. It is one of the country's major economic, financial and industrial centres.

The most important ethnic group is composed of people of Italian origin. Non-nationals represent 7.5% and foreign-born residents 9.7% of the city's population. There is no minority group accounting for up to 5% of the overall population. The largest minority groups originate from Ecuador (2.5%), Albania (0.8%) and Morocco (0.6%)<sup>6</sup>.

In 2010 GDP per capita in Genoa was estimated at € 27,875.4<sup>7</sup>.

### 1. Commitment

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

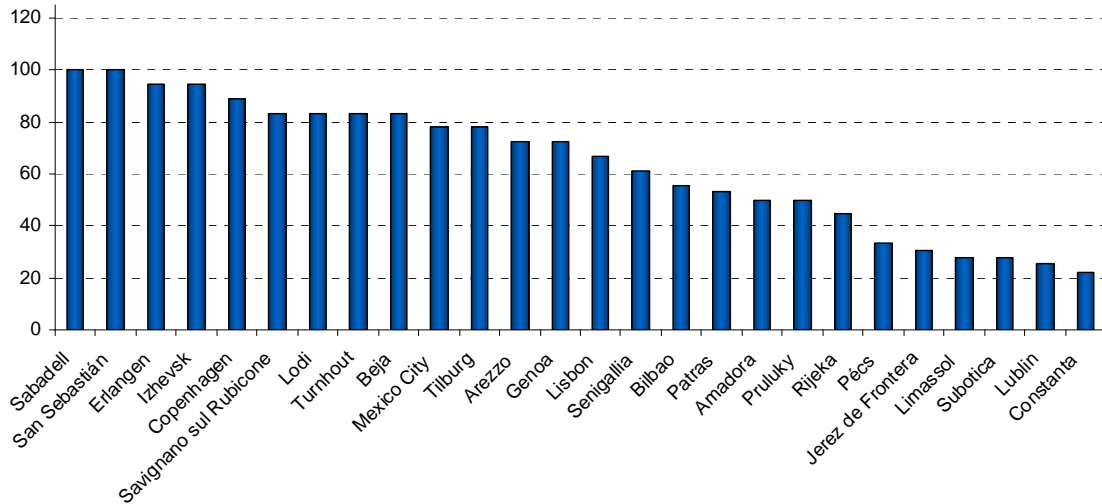


<sup>5</sup> Data referring to the last census of 31 December 2010

<sup>6</sup> Municipal Statistics Bureau, 31 December 2010

<sup>7</sup> Data provided by the municipality

ICC-Index - Commitment - City sample (non-nationals/foreign borns < 15%)



The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Genoa's commitment policy goals is 72%, which is slightly lower than the aggregate city sample's rate<sup>8</sup> of the 50 cities (74%) in this policy area.

It is positive that Genoa has formally adopted a public statement as an intercultural city. Official speeches and communications by the city make clear reference to its intercultural commitment.

With reference to the above, Genoa would benefit from reflecting its statement as an intercultural city, along with its intercultural strategy and action plan, on the official webpage<sup>9</sup>. This page could be made available in English and the languages of the city's major migrant groups, such as Spanish and Arabic. For instance, the Italian city of Campi Bisenzio hosts a website [La Città Visibile](http://www.comune.campi-bisenzio.fi.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/5425) (the Visible City)<sup>10</sup> providing information and advice regarding the diversity and integration policies of the city. At the same time, it serves as a platform describing the Italian Network of Intercultural Cities<sup>11</sup>. On the other hand, Barcelona's [New Citizens Information Portal](http://www.bcn.cat/novaciutadania/index_en.html)<sup>12</sup> contains useful data for migrant communities and immigration professionals.

<sup>8</sup> The term "city sample" refers to the weighted average of the 50 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

<sup>9</sup> <http://www.comune.genova.it/> (available in Italian only)

<sup>10</sup> <http://www.comune.campi-bisenzio.fi.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/5425> (available in Italian)

<sup>11</sup> <http://www.municipio.re.it/retecivica/urp/pes.nsf/web/NtwrkIcttdldlgnls?opendocument> (available in Italian and in English)

<sup>12</sup> [http://www.bcn.cat/novaciutadania/index\\_en.html](http://www.bcn.cat/novaciutadania/index_en.html)

Beyond this, Genoa has adopted intercultural city strategy and action plan, coupled with a relevant evaluation process. On this point, we would recommend that the city allocate a budget for the implementation of its intercultural strategy and action plan. Furthermore, we would strongly encourage the municipality to establish a dedicated cross-departmental coordination structure responsible for the intercultural strategy.

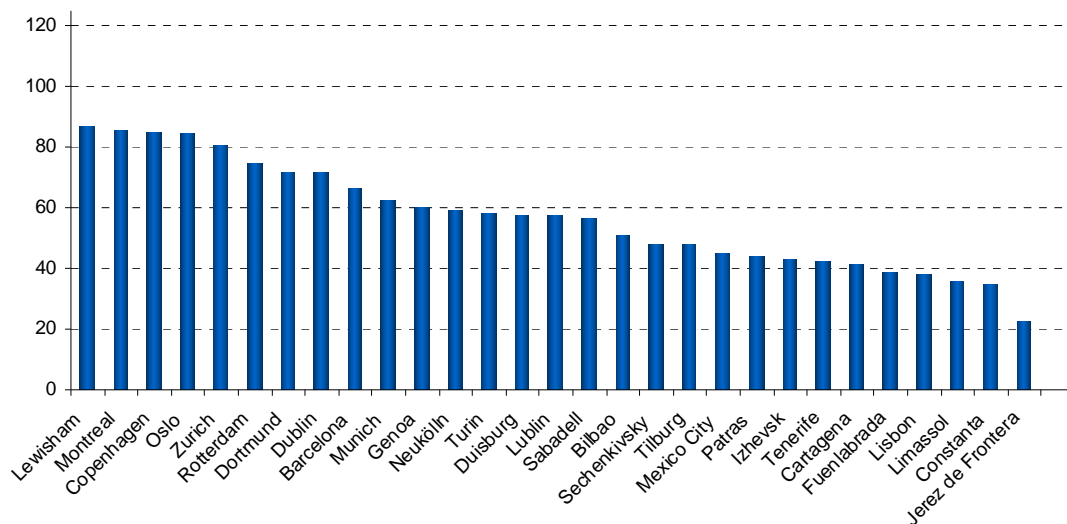
On the above points, the experience of Oslo (Norway) may appear inspiring. In 2005 the city set up its **Office for Diversity and Integration (EMI)**, which aims to facilitate dialogue with minority groups, carry out the OXLO-campaign and service the NGOs representing minority groups and interests. In partnership with other organisations, such as the **Council of Immigrant Organisations**, the EMI promotes positive role-models and makes visible the success stories of the modern cosmopolites of Oslo. It also runs an online newsletter, the **OXLO Bulletin**, and a monthly seminar, the **Contact Forum**, for exhibiting best practices.

Lastly, it would be of interest for Genoa to acknowledge and honour local citizens who have done exceptional things to encourage interculturalism in the local community.

For example, the city of Bern (Switzerland) launched an annual integration prize in 2003 to award the individual who achieves the most in cultural integration each year. In Lewisham (London, the UK), the **"Love Lewisham Award"** celebrates a person who has made a difference to improving green spaces, reducing waste and contributing to the care and upkeep of the local neighbourhood, resulting in notable environmental benefits.

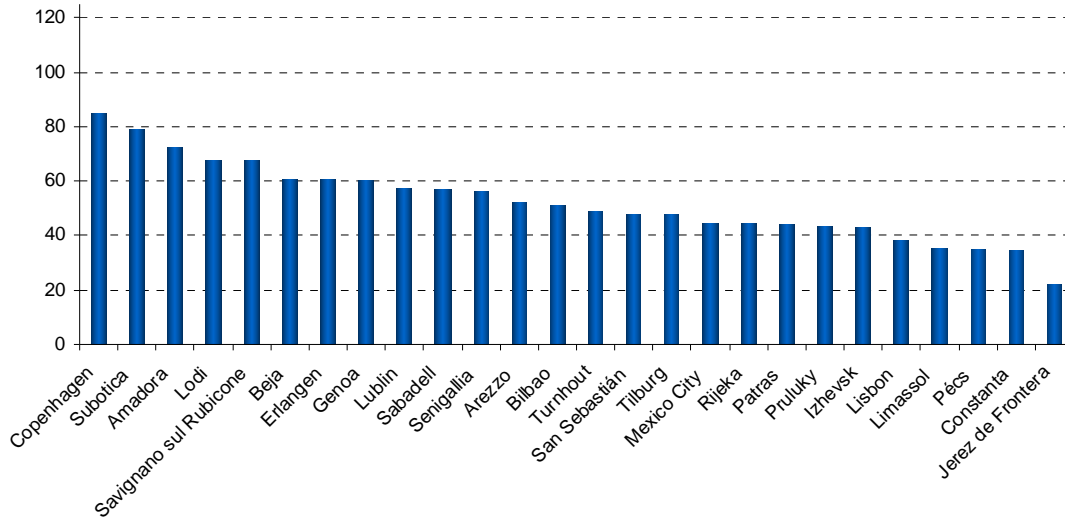
## 2. Education<sup>13</sup> policies through an intercultural lens

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



<sup>13</sup> The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. [http://higher.ed.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://higher.ed.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)).

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



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

The analysis shows that Genoa’s education achievement rate (80%) is higher than the city sample’s rate (64%). Thus, Genoa has the third and fourth highest result respectively among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%. The Danish city of Copenhagen has the same score in this policy area.

In the overall Intercultural Lens Index, Genoa assumes a position in the second tertile with the attainment rate of 60%, which is slightly higher than the city average of 58%.

Generally, pupils in Genoa’s primary schools do not come from the same ethnic background. What is more, the City Council has a specific policy to increase ethnic and cultural mixing in schools. At the same time, the city authorities acknowledge that the ethnic background of school teachers does not reflect the city’s diversity.

We would recommend that measures be taken in order to overcome this trend. On this point, Genoa’s authorities might consider adapting their policies inspiring by the example of the Serbian city of Subotica, where the **Roma Education Centre** pushed for the training of Roma teachers and non-teaching assistants and their employment in local schools and kindergartens.

It is laudable that most schools, especially primary schools, make strong effort to involve parents from migrant/minority backgrounds in daily school life and often carry out intercultural projects. We compliment the city on these achievements and advise the authorities to move on in this direction.

### **3. Neighbourhood policies through an intercultural lens**<sup>14</sup>

An intercultural city does not require a “perfect statistical mix” of people and recognises the value of geographical proximity and bonding between people of the same ethnic background. However, it also recognises that spatial ethnic segregation creates risks of exclusion and can act as a barrier to an inward and outward free flow of people, ideas and opportunities.

Genoa’s neighbourhood policy indicator of 60% is a little higher than the city sample’s rate of 58%. Genoa has thus been ranked in the middle of the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a migrant population of less than 15%. The city of Bilbao (Spain) has the same score in this policy area.

Although in the majority of Genoa’s neighbourhoods a vast majority<sup>15</sup> of residents come from the same ethnic background, the city authorities reported that in none of the neighbourhoods people from minority ethnic groups constituted the majority.

Moreover, it is noteworthy that the city encourages interaction between and within neighbourhoods.

In order to build upon Genoa’s neighbourhood policies, we invite the City Council to consider the adoption of a policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration. In this regard, the Swiss city of Zurich may be a source of inspiration and learning for the future. A large proportion of Zurich residents live in rented accommodation. 25% of the rented flats are provided by the city or through housing associations which have implemented an allocation policy. The city’s allocation scheme includes, in particular, achieving a “good mix” between different social groups as a criterion.

### **4. Public service policies through an intercultural lens**

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

The analysis shows that Genoa’s public service policy achievement rate (30%) is much lower than the city sample’s rate (42%). Genoa has thus been positioned in the third and second tertiles respectively among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

To start with, it is positive that the city provides some services tailored to the needs of its inhabitants with different ethnic and cultural backgrounds, such as funeral/burial services or school meals. We recommend that these services be extended to include women-only sections and times in sport facilities.

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<sup>14</sup> By “neighbourhood” we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities, districts (boroughs) have several neighbourhoods. The statistical definition of “neighbourhood” varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on average.

<sup>15</sup> For the purpose of this report, a “vast majority” refers to a situation where more than 80% of residents come from the same ethnic background.



Although non-Italian nationals can be employed in public administration, the ethnic background of Genoa's public employees does not reflect the composition of the city's population. Hence, it is advisable that the authorities lay down and implement a targeted recruitment strategy to ensure that the ethnic background of public employees across silos reflects the composition of the city's population.

On these points, the city may be inspired by interesting practices put in place in Copenhagen (Denmark), Berlin (Germany) and Amsterdam (the Netherlands).

Thus, the Copenhagen administration offers paid internships to people with a minority background, for instance, on condition that they master a certain language. Such internships may lead to permanent employment.

In Berlin, the recruitment campaign **Berlin braucht dich** (Berlin needs you) programmed for 2006-2012 aims at diversifying the Senate's workforce by promoting traineeship opportunities and raising awareness of migrant associations and parents. Stakeholders are also involved in making sure the progress is closely monitored. Thus, as a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

Similar achievements have been made in Amsterdam. Here, the City Council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds. Furthermore, the city's **Diversity programme** (2007-2010) with targets across salary scales enabled the city administration to hire 21.5% staff members with a migrant background in 2008 against 14% in 2006. In addition, Amsterdam's administration set out the objective to reflect the composition of the city among its employees, both at the political and the senior management level.

Lastly, we encourage the city to support intercultural mixing in the private sector labour market.

On this account we draw Genoa's attention to an interesting practice implemented by the London borough of Lewisham (the UK). Indeed, the Borough Council's procurement policies and contracts include an equalities statement that bidding companies need to show they meet as part of their application for funds.

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

Genoa's rate of achievement in this area is currently at 60%, which is almost twice as high compared to the city sample's rate in this policy area (41%). This is the third and second highest score respectively among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a migrant population of less than 15%. Genoa's score equates with this of Mexico City.

Genoa has implemented a number of initiatives in the policy area. Thus, the city encourages 'business districts/incubators' to facilitate the mixing of inhabitants from different cultures. Genoa also supports ethnic/cultural minority business to move beyond localised economies and enter the mainstream and higher value added sectors.

Moreover, the city's statutory document outlaws discrimination at the workplace. It would be highly advisable that the adoption of a more specific and binding document, such as a charter, be promoted by the city for the attention of its companies. For instance, in Barcelona (Spain) legislation authorises local businesses and institutions to sign a charter to acknowledge their commitment to the fundamental principles of equality, respect and inclusion for all people in the workplace and in society, regardless of their background. The charter also stipulates that a workforce from a diverse cultural, demographic and social background will bring benefits to the organisation.

We also invite the municipal authorities to set up an umbrella organisation promoting diversity and non-discrimination in employment. Genoa might wish to inspire by the example of another Italian City, Lodi, where the local Chamber of Commerce embraces such a role.

Lastly, the city would improve its business and labour market policies by giving priority to companies with a diversity strategy, when it comes to procurement of goods and services. For instance, in Copenhagen (Denmark) "hard" and "soft" clauses have been included in the procurement contracts since 2006. "Hard" clauses require that the supplier recruit a certain number of unemployed, trainees or people in "supported employment". "Soft" clauses require that the supplier weave diversity management practices into his/her human resources. By the end of 2009, 420 contracts with social, majorly soft clauses were signed. In September 2010 it was decided to use hard social clauses, in particular, with regard to trainee employment. By December 2011, 15 contracts with hard social clauses were signed with 55 full-time trainee positions. An increased use of hard social clauses is hoped to be achieved in the coming years.

## **6. Cultural and civil life policies through an intercultural lens**

The time which people allocate to their leisure may often be the best opportunity for them to encounter and engage with inhabitants from a different culture. The city can influence this through its own activities and through the way it distributes resources to other organisations.

The rate of achievement of Genoa's cultural and civil life policy (100%) is higher than the city sample's rate (81%). This is the top rate among both the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a migrant population of less than 15%. Genoa shares the leading score with Copenhagen (Denmark), Sabadell and Barcelona (Spain).

It is laudable that Genoa has implemented all recommendations relevant to the cultural and civil life policies. Thus, the City Council uses interculturalism as a criterion when allocating grants to associations and initiatives. It also encourages cultural organisations to deal with diversity and intercultural relations in their productions. In addition, the city regularly organises events contributing to intercultural exchange in the fields of arts, culture and sports, and stages public debates or campaigns related to diversity and living together.

## **7. Public space policies through an intercultural lens**

Well managed and animated public spaces can become beacons of the city's intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.

The rate of achievement of Genoa's public space policy goals (26%) is more than twice as low compared with the city sample's rate (64%). Genoa has been placed at bottom of the list of the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

Genoa has implemented several public space policy initiatives. To start with, the city promotes intercultural mixing in public libraries, museums, playgrounds and squares. When designing and managing new public buildings or spaces, the City Council sometimes takes into account the ethnic and cultural background of its citizens. We recommend that the ethnic and cultural background of citizens be considered regularly for this purpose.

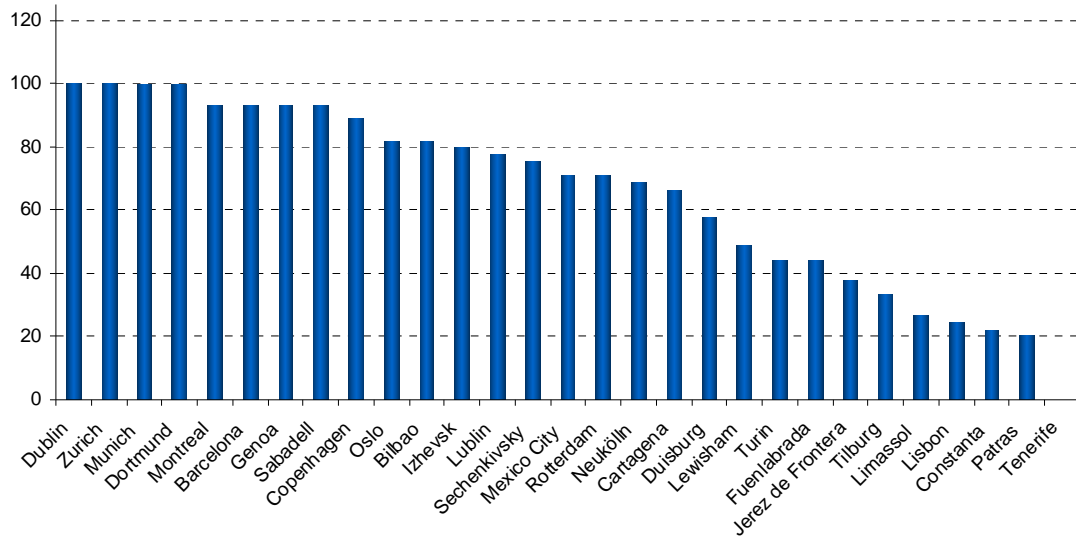
Moreover, it would also be advisable that, when reconstructing an area, the municipality propose different forms and places of consultation to reach out to the city's ethnically and culturally diverse inhabitants. For example, in Bilbao (Spain) the local **Council of Immigration**, a participatory body composed of immigrant associations and coordinators, is involved in the revision of the general urban plan. Likewise, in Campi Bisenzio (Italy), the associations representing the city's various ethnic groups participate in the discussion and evaluation of public interest projects (schools, transport, the **Rosa Parks**, etc.) through public meetings and assemblies. Campi Bisenzio also tries to support different religious communities, both by providing premises and contributing to running costs. For example, the city helps the **Islamic Cultural Center** to construct a new building.

Lastly, considering that there are some areas in Genoa which are reputed as "dangerous" and areas dominated by one ethnic group where other inhabitants feel unwelcome, we draw the city's attention to an interesting practice implemented in Reggio Emilia (Italy). There, the City Mayor and residents of the highly-diverse and badly reputed **Railway Station** area concluded a **Local Framework Pact**, which was further expanded to other neighbourhoods. Through this action, the municipality declared its trust to and promised to invest in the neighbourhood while citizens engaged to manage a public centre on a voluntary basis, looking after the public spaces and exercising community control to help respect the public order. Under the Pact, inhabitants developed projects around alcohol and drug abuse, citizen mediation of neighbourhood conflicts, youth and family education, as well as the **Dances of the World** project. In exchange, the city rehabilitated a park in the neighbourhood, improved street lighting and reinforced police presence. Within only a year, the neighbourhood became a reference for citizen commitment and positive development. Furthermore, citizens provided regular feedback on the implementation of the Pact.

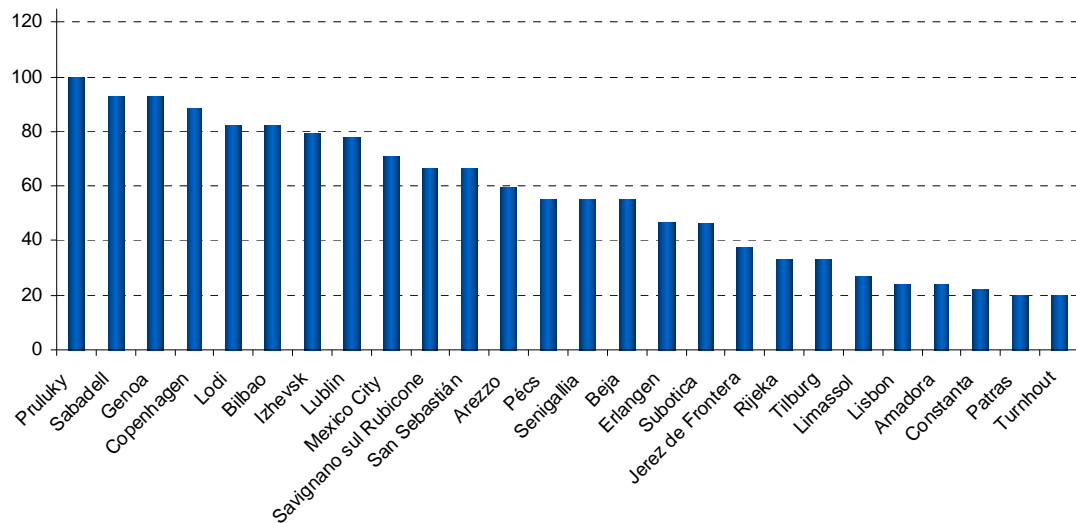
In view of the above, preventive mediation and conflict resolution measures become increasingly important to sustain Genoa's cohesive neighbourhoods.

## 8. Mediation and conflict resolution policies

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



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



The analysis shows that Genoa's current mediation and conflict resolution policy achievement rate is at 93%, whereas the city sample's rate is at 64%. Together with Sabadell (Spain), Genoa has the second highest rating in this policy area among the 29 cities with a population of over 200,000 inhabitants the 26 cities with a foreign-born population of less than 15%.

To start with, intercultural mediation services in Genoa are ensured in the city administration, neighbourhoods and in the streets, proactively meeting residents, as well as in other services such as hospitals, police, youth clubs, mediation centres. Furthermore, there is an organisation in the city dealing specifically with inter-

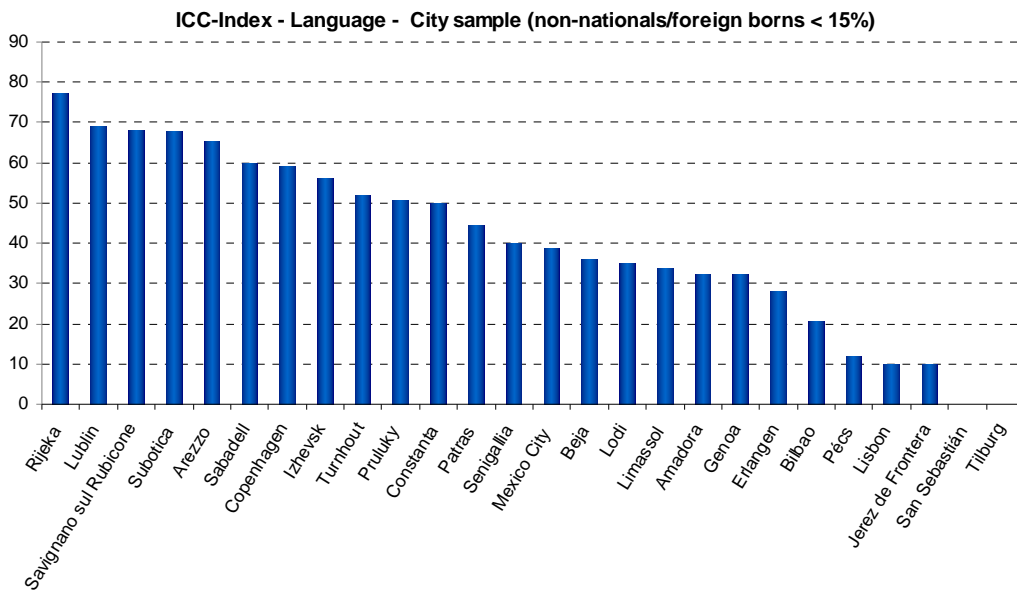
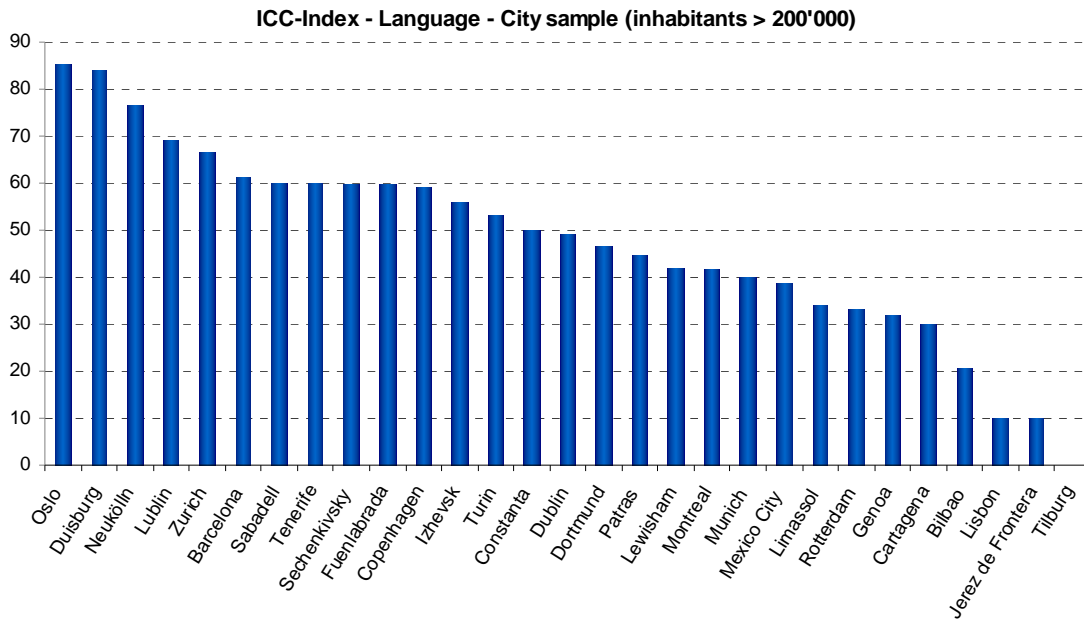
religious relations. In addition, an autonomous humanitarian organisation runs a mediation service with intercultural competence.

On the last point, we would invite Genoa's authorities to consider complementing the existing mediation service by state-run and municipal mediation services. Although the absence of such services should not be viewed as a weakness of Genoa's mediation policies, the experience of other Intercultural Cities shows that a combination of state-run, municipal and civil society bodies and actors can become an effective way of addressing intercultural conflicts.

Thus, in Copenhagen a mediation service run by an autonomous humanitarian organisation has recently been coupled with a specialist municipal mediation service for intercultural issues (the **Ethnic Consultancy Team** within the Social Commission, majoring in mediation among youth), a generalist municipal mediation service including intercultural staff (the **Dialogkonsulenter**) and a so-called **VINK** service (Knowledge Inclusion Copenhagen) aiming to facilitate dialogue through counseling and group or individual encounters with staff on issues such as social control, resistance identities, conflict resolution, prevention of extremism, etc.

Similarly, in Oslo (Norway) an emergency taskforce was established in 2005, with representatives from the municipality, NGOs, scholars and the police. The purpose is to respond quickly to crisis where youth and violence are involved, and to problems of racism and neo-nazism. The capacity to deal with minor episodes, however, is widely spread at the level of schools and youth services. In the city districts, this work is coordinated through the **SalTo** networks, where municipal youth workers, schools and the local police participate. In dealing with localised conflicts, community leaders from NGOs, churches and mosques are regularly consulted and engaged, as well as the local staff of the state-run **Mediation and Reconciliation Service**.

## 9. Language<sup>16</sup>



Genoa's language policy achievement rate (32%) is by one-third lower than the city sample's rate of 46%. Genoa has thus been positioned in the second tertile, both among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

<sup>16</sup> By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref-[http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

The city offers learning migrant/minority languages as a regular language option available to everyone. It also supports projects seeking to give a positive image of migrant/minority languages, such as the Suq (market) Festival, Genoa Poetry Festival, Mediterranean Festival or the Casa (house) America.

We would highly recommend that the City Council implement some further language policy initiatives, such as the provision of specific language training in Italian for hard-to-reach groups<sup>17</sup>. It would also be advisable to consider teaching migrant/minority languages as part of the regular curriculum in schools and providing mother tongue courses for migrant/minority kids. Furthermore, Genoa could improve its language policy indicators by offering support to private/civil sector institutions providing language training in migrant/minority languages.

In this area, Genoa is invited to consider an initiative put into practice by Reggio Emilia (Italy). In order to help families preserve the competence of migrant children in their mother tongue language, two schools offer classes in the native languages of children and, in parallel, their parents learn Italian.

Another useful example comes from the London borough of Lewisham (the UK). Here, supplementary schools supported by the borough provide mother tongue language and cultural schooling.

Melitopol (Ukraine) supports cultural associations of ethnic communities, which offer language courses open to everyone – including people from other ethnic and linguistic backgrounds – and many such people attend the courses.

Lastly, to build upon its language policies, Genoa is invited to financially support local minority written press, radio and TV programmes in languages other than Italian.

For instance, in Zurich (Switzerland), the **Local Integration Credit** has subsidised a local non-for-profit radio station. It broadcasts in several languages and is mostly run by volunteers.

Likewise, the city of Copenhagen (Denmark) financially assisted the **Quaran Media**, a local organisation producing documentaries. It has also occasionally subsidised minority newspapers, journals (e.g. **Gadepressen.dk**) and TV programmes in languages other than Danish. Thus, in the **Haraldsgade** area **Haralds TV**<sup>18</sup> in Arabic is partly funded by **Områdeløft** (Area Lift), an affirmative action programme for neighbourhoods in Copenhagen<sup>19</sup>.

Another interesting practice has been implemented in Melitopol. This city supports publications in minority languages and provides the city libraries with a number of copies of such publications, thus making them accessible to the population.

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<sup>17</sup> The term makes specific reference to non-working mothers, the unemployed, as well as retired people

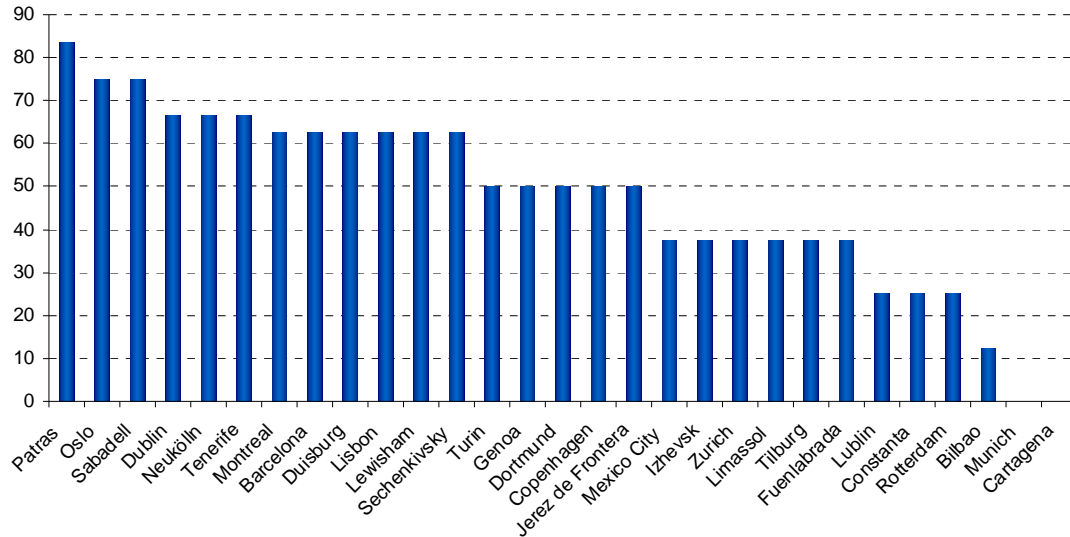
<sup>18</sup> <http://www.haralds.tv/?poditemid=6846>

<sup>19</sup> See Områdeløft's website available in Danish:

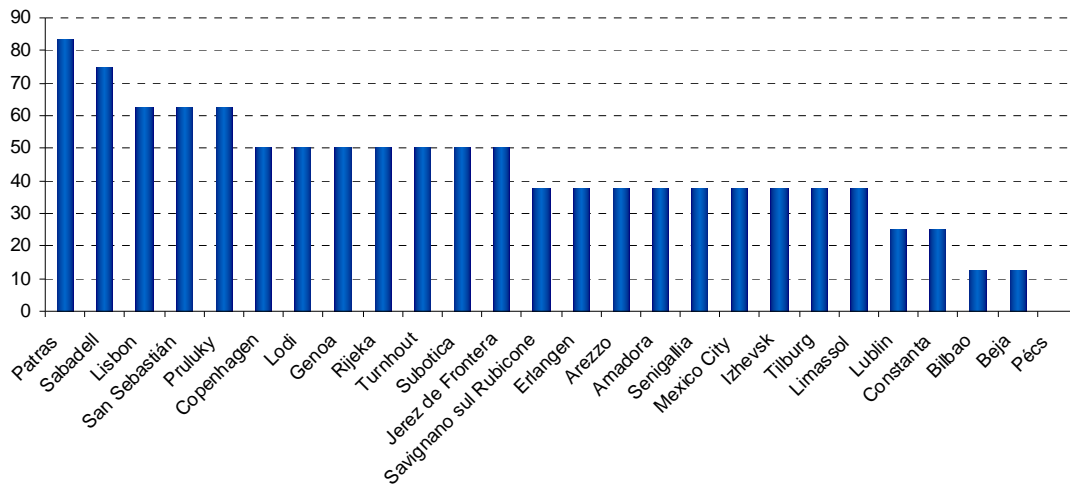
<http://www.kk.dk/Borger/BoligOgByggeri/ByfornyelseVedligeholdelse/Omraadefornyelse/Haraldsgade/OmOmrådeloefst.aspx>

## 10. Media policies

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



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



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

In this policy area, 50% of Genoa's goals have been achieved in so far, which slightly overweighs the city sample's attainment rate for these goals (47%). Genoa has been positioned in the second tertile among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%, as well as Copenhagen (Denmark) and Jerez de la Frontera (Spain).



To start with, Genoa has implemented a number of media policy initiatives. The City Council adopted a media strategy to promote a positive image of migrants/minorities in the media. Furthermore, the city's information service is instructed to promote harmonious intercultural relations.

Yet, the fact remains that for the time being the City Council does not provide support for advocacy/media training and mentorships for journalists with a minority background, neither does it monitor the way in which the media portray minorities.

On the above points, we draw Genoa's attention to the following initiatives implemented by other Intercultural Cities.

On the first point, an interesting initiative involving training and advocacy elements has been implemented by the City Council of Oslo (Norway). As a result, growing awareness has been recorded among the city's journalists, editors, and media researchers about the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. Consequently, stronger focus has been put on the recruitment of journalists with an ethnic minority background.

Similarly, Reggio Emilia (Italy) has run several pro-diversity workshops for journalists, which were coupled with special editions of local newspapers and TV spots.

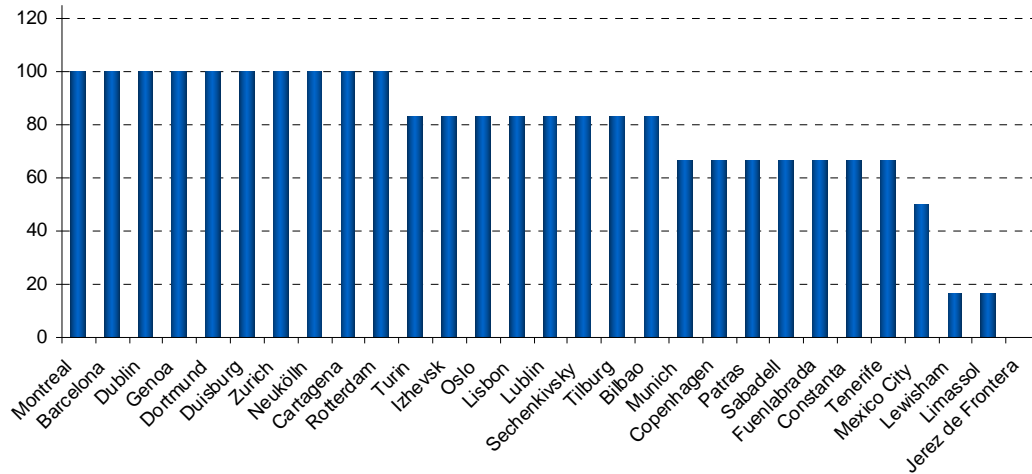
On the second point, interesting initiatives have been implemented in the Spanish cities of San Sebastian and Barcelona. In San Sebastian the City Council in association with the **SOS Racism organisation** is undertaking research into the role of the media in influencing public attitudes to diversity. Barcelona, in cooperation with 60 city organisations, launched a [website](#)<sup>20</sup> aiming to combat clichés and stereotypes about cultural diversity, such as immigrants abusing public spaces or not paying taxes. This initiative is part of the **Barcelona Intercultural Plan** and also envisages creating a first-of-its-kind **Anti-Rumour Manual** featuring useful data and information to debunk these ideas. The website will publicise awareness-raising activities, organise participatory activities for people to reflect on the concepts of rumours and stereotypes and analyse how the media treat cultural diversity.

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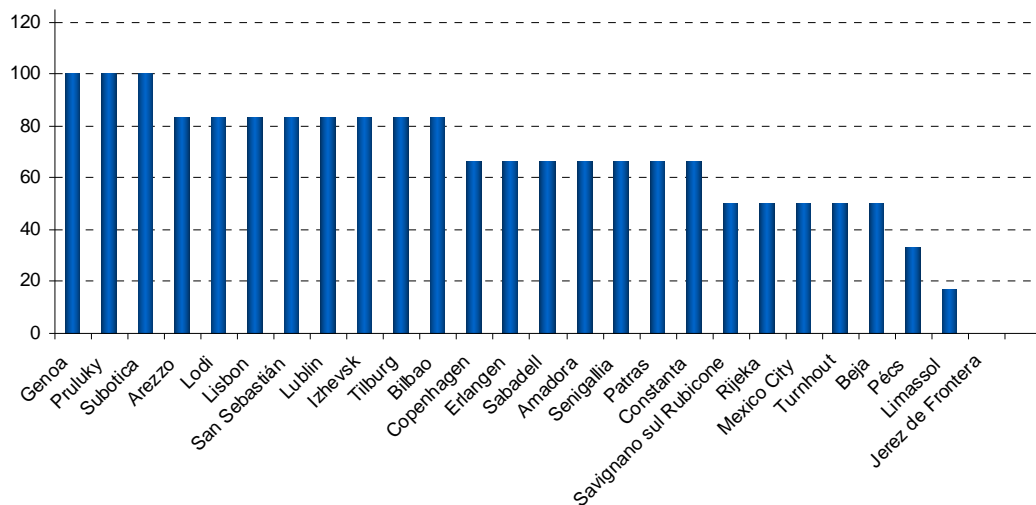
20 <http://bcnantirumors.cat/?q=category/rumors/s%C3%B3n-inc%C3%ADvics>

## 11. International outlook policies

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



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



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

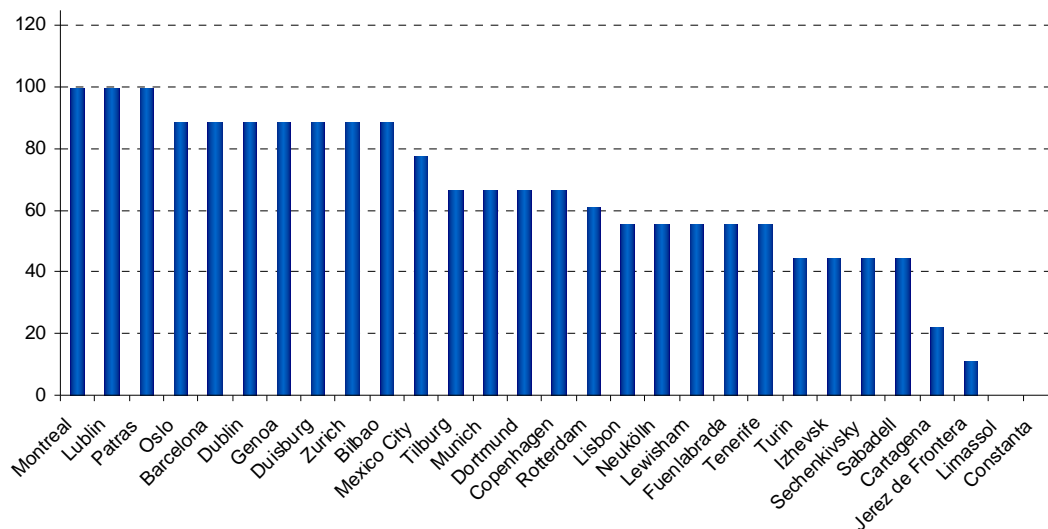
Genoa's international outlook policy rate (100%) is higher than the city sample's rate (73%). Genoa has the leading score in this policy area both among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

Genoa has implemented all recommended outlook policy initiatives. First and foremost, the City Council has adopted an explicit policy for the encouragement of international cooperation and introduced a specific financial provision for this policy. It has set up an agency responsible for monitoring and developing the city's openness to international connections. Furthermore, the city of Genoa supports universities to attract foreign students and encourage them to participate in the life of the city. Lastly, the city has initiated projects and policies to encourage economic co-development with countries of origin of its migrant groups.

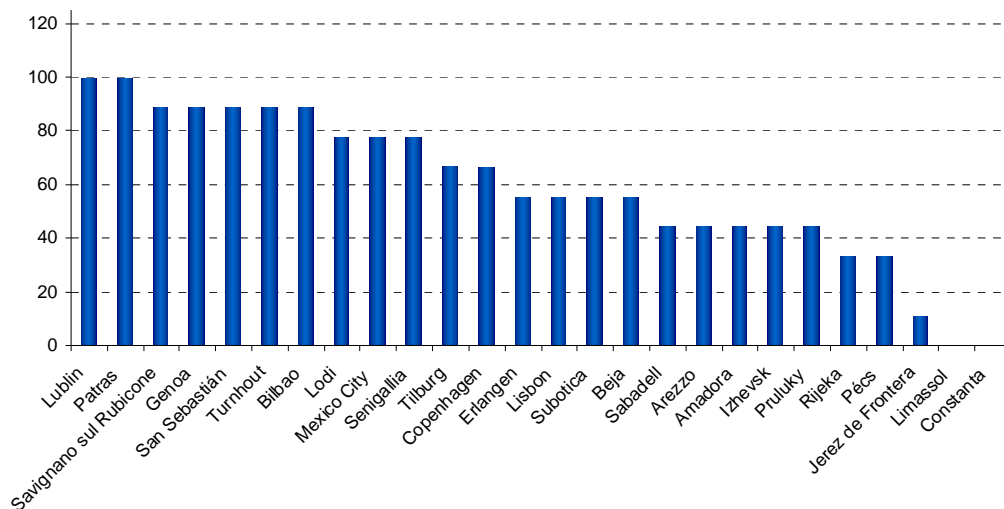
We encourage Genoa to pursue its policy initiatives in the area.

## 12. Intelligence and competence policies

ICC-Index - Intelligence/competence - City sample (inhabitants > 200'000)



ICC-Index - Intelligence/competence - City sample (non-nationals/foreign borns < 15%)



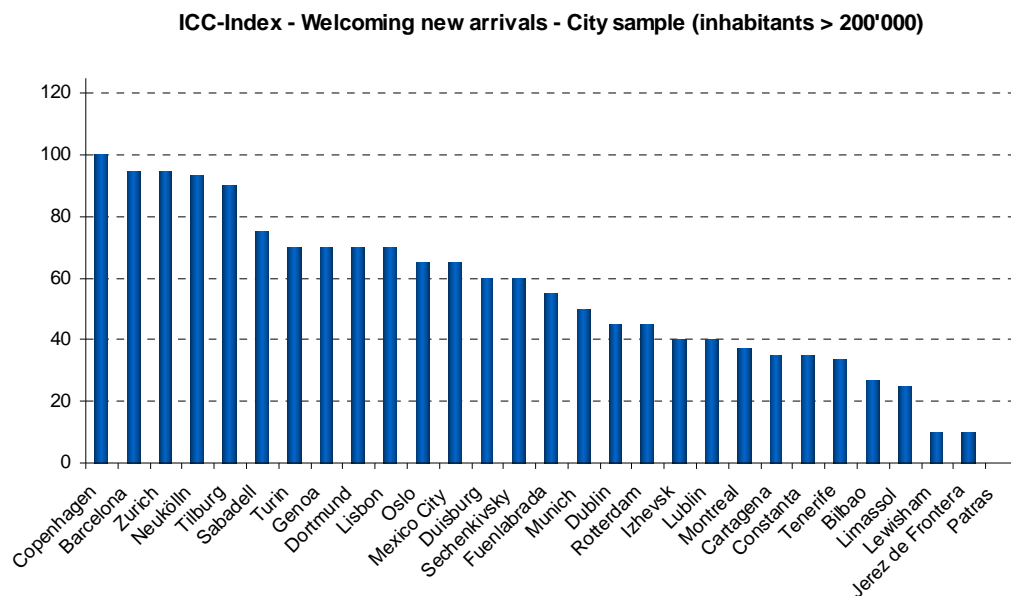
A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one mode of behaviour on all situations.

The attainment rate of Genoa's intelligence competence policy goals (89%) significantly outweighs the city sample's rate (62%). Together with Bilbao (Spain), Genoa has the second highest score in this policy area both among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

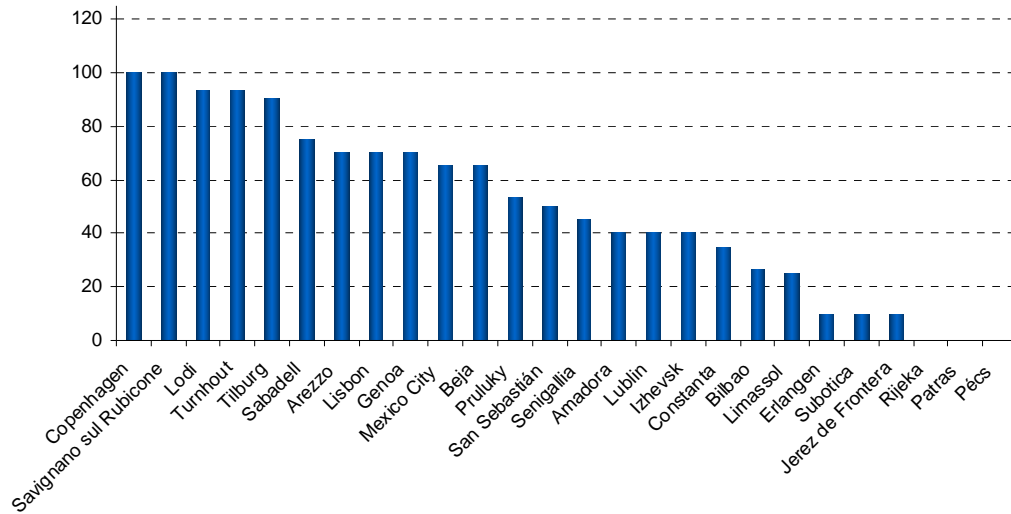
It is highly positive that in Genoa information about diversity and intercultural relations is included in the process of policy formation. The city also conducts surveys including questions about the perception of migrants and minorities. In addition, Genoa promotes the intercultural competence of its officials and staff through training courses, interdisciplinary seminars and information networks.

In order to further improve its policy indicators, Genoa might wish to diversify its training offer. For instance, the city of Lublin (Poland) provides intercultural training for teachers, police officers and non-governmental organisations being in regular contact with refugees, migrants and minority communities.

### **13. Welcoming policies**



ICC-Index - Welcoming new arrivals - City sample (non-nationals/foreign borns < 15%)



People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-ordinated and delivered effectively will have a significant impact on how the person settles and integrates.

The attainment rate of Genoa’s welcoming policy goals (70%) is almost by one-third higher than the city sample’s rate (54%). Genoa has been positioned in the first tertile both among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

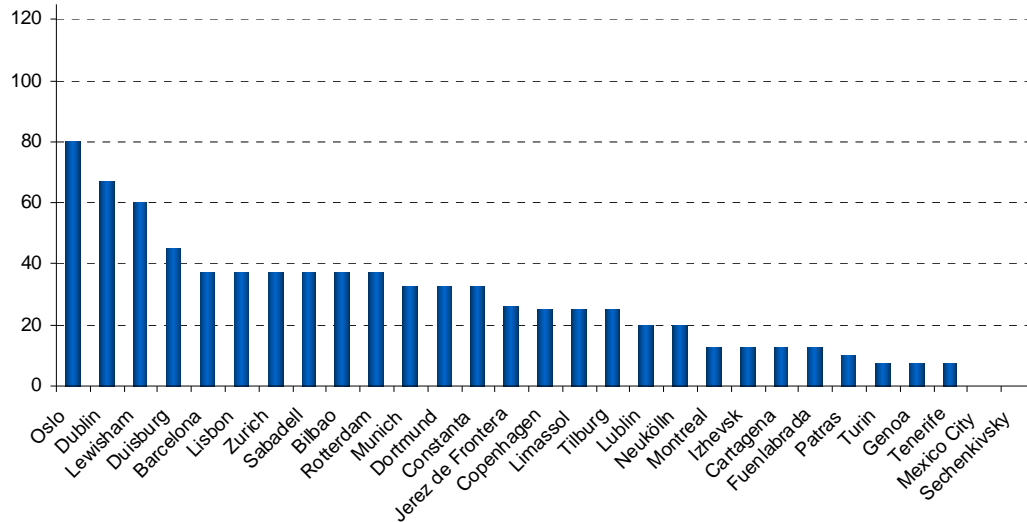
It is encouraging that Genoa has established a designated agency to welcome newcomers and offers them a comprehensive city-specific package of information and support. Furthermore, different city services and agencies provide welcome support to family members, students, refugees and migrant workers.

To build upon Genoa’s welcoming policies, we invite the city to introduce a special public ceremony to greet newly arrived residents in the presence of officials. Thus, in Copenhagen (Denmark) twice a year a **Welcome Reception and Copenhagen Expat Fair** is held at the City Hall by city officials. All international residents, including students and newcomers, can participate in the reception. For example, in September 2011 the participants were welcomed by the Mayor and offered an opportunity to talk to members of various city clubs and associations about the services provided and discuss joining options<sup>21</sup>.

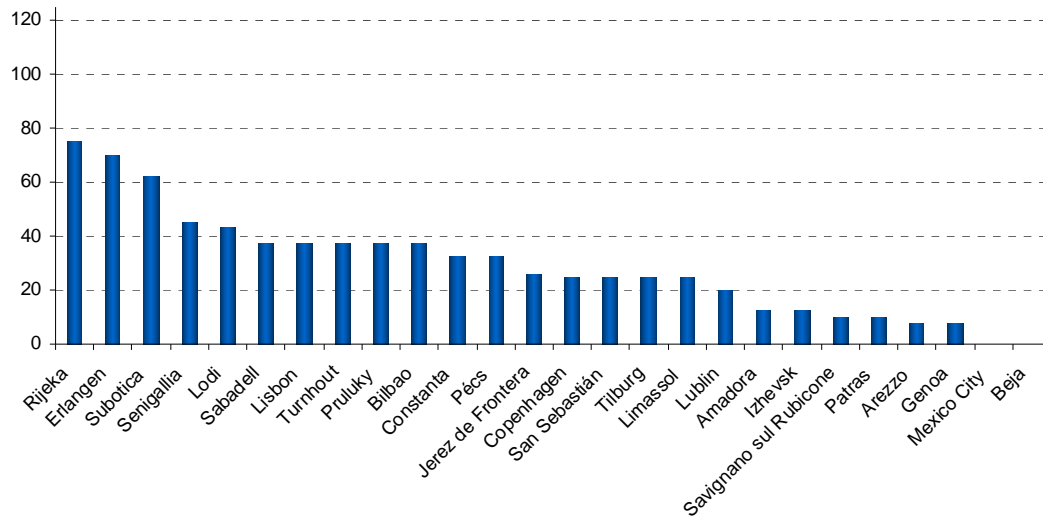
<sup>21</sup> Invitation available at: <http://www.cphvolunteers.dk/Files/Billeder/Invitation%20Expat%20Fair%20Final.pdf>

## 14. Governance policies

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



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



Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and decision making.

Genoa's governance policy attainment rate (8%) is almost four times as low in comparison with the city sample's rate (31%). This has been the second lowest score in this policy area, both among the 29 cities with a population of over 200,000 inhabitants and the 26 cities with a foreign-born population of less than 15%.

In Genoa, foreign nationals are entitled to vote in municipal elections only when they obtain nationality. As a consequence, the ethnic background of elected politicians does not reflect the composition of the city's population.

To overcome this trend, Genoa may wish to take measures to increase the representation of migrants/minorities in the city administration and to encourage them to engage in political life. Thus, an interesting initiative has been developed by the UK-based operation **Black Vote**, which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians, so they better understand what the job involves, and encourages them to engage in politics.

To enhance Genoa's governance policy indicators, we also suggest that the city set up an independent political body to represent all of the city's ethnic minorities. For instance, in Bilbao (Spain) a **Local Immigration Council** assumes this role. The Council is composed of immigrant associations, coordinators and associations offering support to immigrants and ensuring their representation in municipal bodies. Political parties represented at the municipal level also participate in the Council but are not allowed to vote.

Similarly, in Leicester (the United Kingdom) a **Multicultural Advisory Group** has been established to coordinate community relations with members representing the City Council, police, schools, community, faith groups and the media.

Lastly, it is advisable to put forth standards for the representation of migrant minorities in mandatory bodies supervising Genoa's schools and public services. An interesting step in this direction was taken by the Serbian city of Subotica. The **Municipal Council for Interethnic Relations** established a **Board of Parents** in one of the neighbourhoods, **Peščara**, where 500 Kosovo Roma had settled. This board allows parents, including these of Roma origin, to have representatives at school.

## **15. Conclusions**

The results of the current ICC Index assessment show that Genoa performs better than other cities in the vast majority of policy areas, such as education, neighbourhood, business and labour market, cultural and civil life, mediation and conflict resolution, media, international outlook, intelligence and competence, and welcoming. It is particularly noteworthy that the city has reached the maximum rate of 100% as regards its cultural and civil life and international outlook policies. Genoa can truly be a source of 'good practices' for many other cities in these areas.

On the other hand, Genoa underperforms in the areas of commitment, public service, public space, language and governance. In comparison with the city sample, Genoa's level of achievement is over twice as low in the public space policy area and almost four times as low in the governance area.

In view of the above, we invite Genoa to make greater effort in the policy areas detailed below.

## **16. Recommendations**

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

- **Commitment:** introduce a budget for the implementation of the city's intercultural strategy and action plan; establish a dedicated cross-departmental coordination structure responsible for the intercultural strategy; complement the city's official page by a reference to the city's intercultural commitment and the description of its intercultural strategy and action plan; acknowledge and honour local citizens who have done exceptional things to encourage interculturalism in the local community;
- **Education:** adopt specific recruitment and training policies to secure a more diverse teaching staff;
- **Neighbourhoods:** consider the adoption of a policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration;
- **Public services:** ensure that non-nationals can apply for all positions in public administration across silos; lay down a specific recruitment strategy to ensure that the ethnic background of public employees mirrors that of the city's inhabitants; extend services tailored to the needs of the city's inhabitants with different ethnic and cultural backgrounds to introduce women-only sections and times in sport facilities; encourage intercultural mixing in the private sector labour market;
- **Business and labour market:** encourage companies to adopt a binding document against discrimination in the workplace; create an organisation to promote diversity and non-discrimination in employment; prioritise companies with a diversity strategy in procurement of goods and services;
- **Public space:** regularly take into account ethnic/cultural backgrounds of citizens when designing and managing new buildings and spaces; propose different forms and places of consultation to reach out to people with different ethnic/cultural background when deciding to reconstruct an area; take measures to ensure positive development of the areas reputed as "dangerous" and areas dominated by one ethnic group;
- **Mediation and conflict resolution:** consider complementing the existent mediation services by municipal and State-run mediation services to address intercultural conflicts;
- **Language:** provide specific language training in Italian for hard-to-reach groups; consider teaching migrant/minority languages as part of the regular curriculum in schools; provide mother tongue courses for migrant/minority kids; support private and civil sector institutions delivering training in migrant/minority languages; financially support local minority written press, radio and TV programmes in languages other than Italian;
- **Media:** provide advocacy/media training and mentorships for journalists with a minority background; monitor the way in which media portray minorities;
- **Intelligence and competence:** further diversify the city's training offer to foster the intercultural competence of its officials and staff;
- **Welcoming:** consider introducing a special public ceremony to greet newcomers in the presence of officials;



- **Governance:** take measures to increase the representation of migrants/minorities in the city administration and to encourage them to engage in political life; set up an independent political body to represent Genoa's ethnic minorities; put forth standards for the representation of migrants/ minorities in mandatory bodies supervising schools and public services.

Genoa may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural Cities database<sup>22</sup>.

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<sup>22</sup> [http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance\\_en.asp](http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp)