



UNIONE COMUNI DEL RUBICONE Gatteo, San Mauro Pascoli, Savignano sul Rubicone Results of the Intercultural Cities Index

Date: 5 December 2011

A comparison between 40 cities¹

Introduction

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

As of today 40 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Barcelona (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Fuenlabrada (Madrid region, *Spain*), Geneva (*Switzerland*), Izhevsk (*Udmart Republic, Russia*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neuköln (Berlin, *Germany*), Oslo (*Norway*), Patras (*Greece*), Pryluky (*Ukraine*), Reggio Emilia I & II (*Italy*), Rijeka (*Croatia*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione Comuni del Rubicone (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

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

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

² The Spanish city of Donostia-San Sebastian hereinafter referred to as San Sebastian.

Intercultural city definition

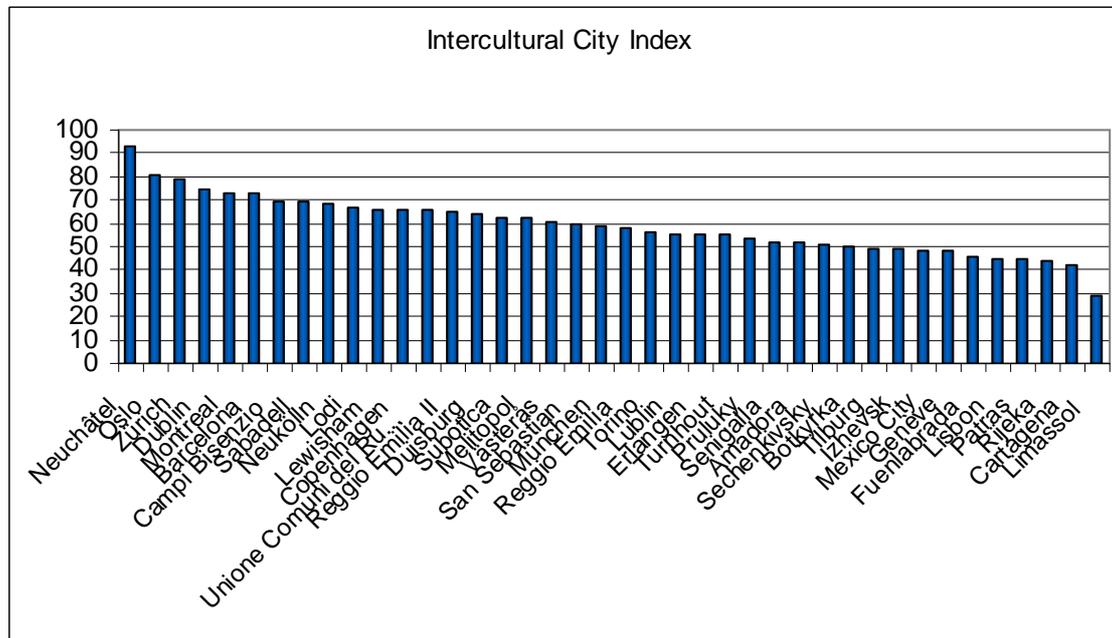
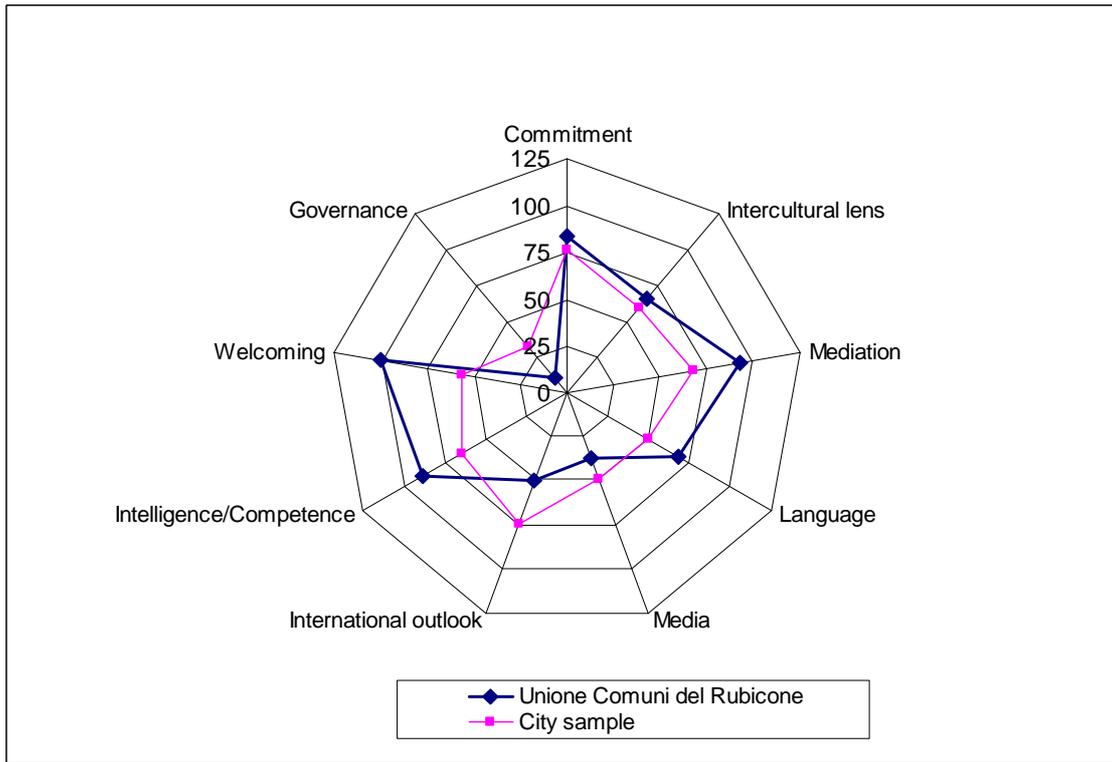
The intercultural city has people with different nationality, origin, language or religion/ belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population.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

Methodology

The Intercultural City Index analysis is based on a questionnaire involving 66 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

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

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



According to the overall Index results, Unione Comuni del Rubicone is positioned 13th among the 40 cities in the sample in relation to the index as it stands at present.

also includes an evaluation process. In this regard, del Rubicone has allocated a budget for the implementation of its intercultural strategy. Also, the city has launched an official webpage that communicates its intercultural statement and provides information regarding diversity and the integration policies of the city.⁵ At the same time the designated website serves as the city's platform to inform about the Italian Network of Intercultural Cities, it is part of.⁶ Beyond that, do official speeches and communications by the city make clear reference to the city's intercultural commitment.

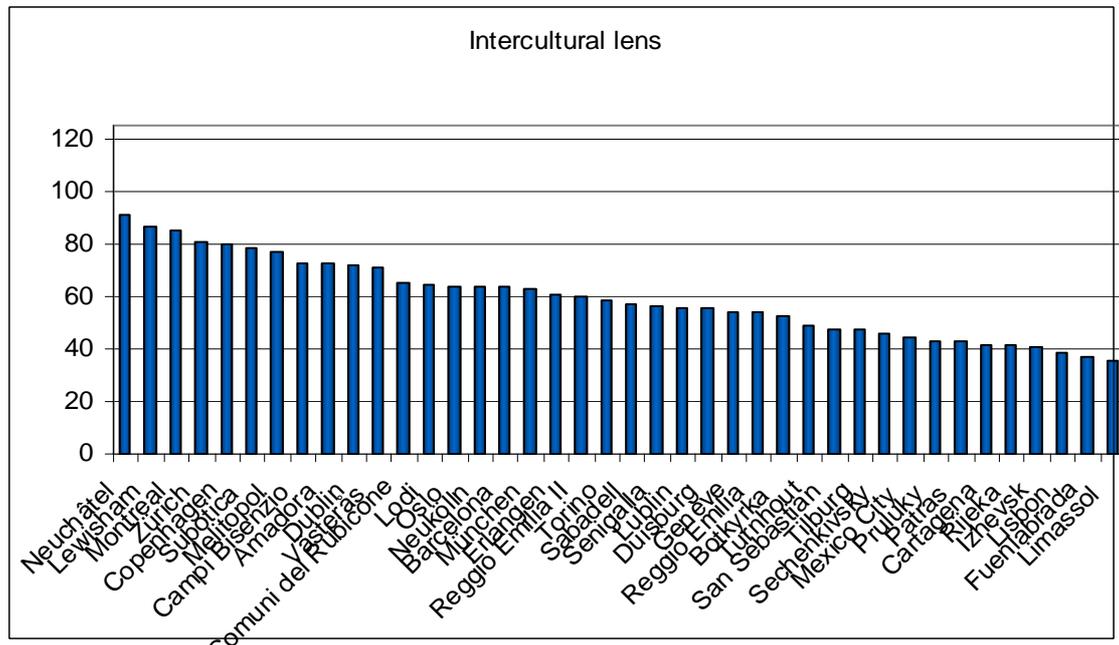
Though, the city has not yet set up a cross-departmental co-ordination unit for immigration. As it is considering to establish one, it could consult the German city of Erlangen who has established such a unit that facilitates communication and cooperation among the different (public and non-public) stakeholders involved.

In contrast to some other intercultural cities Unione Comuni del Rubicone does not launch specific events or programmes to honour local citizens who have done exceptional things in the field of interculturalism. As this is an important and useful mean for intercultural awareness raising del Rubicone might consider similar initiatives. It could draw its attention to an interesting cooperation in the French city of Lyon. In 2009, the Diversity Club in Lyon, set up by professionals of migrant background, in cooperation with the largest regional newspaper, le Progrès, organised the Diversity Awards event in order to highlight pro-diversity initiatives and actions. The event was then followed by a special supplement in le Progrès. As the overall concept was very well received it has become an annual award. Moreover, also the Swiss city of Bern has launched an annual integration award.

⁵<http://www.unionecomunidelrubicone.fc.it/servizi/Menu/dinamica.aspx?idArea=17678&idCat=17723&ID=17723&TipoElemento=categoria>

⁶ <http://www.municipio.re.it/retecivica/urp/pes.nsf/web/Ntwrklcttdldlgngls?opendocument>

2. Education⁷ policies through an intercultural lens



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

The analysis shows that del Rubicone's education policy achievement rate is higher (75%) than the city sample's rate (66%). In the overall intercultural lens index del Rubicone's assumes a position in the higher tertile.

Pupils in Unione Comuni del Rubicone's primary schools often do not have the same ethnic background. However, Italian citizens still constitute the majority of pupils. Also, there is a regulation that in classes with more than 20% of pupils coming from a different ethnic/cultural background specific pedagogical support has to be provided. Measures include meeting groups of foreign families, personal consultancies and a cultural mediation service. Beyond that, do most of the schools carry out intercultural projects and they involve parents from pupils of ethnic minority/migrant background in school life.

Though, the ethnic background of teachers in del Rubicone does not mirror the city's diverse population. Here, the city council might consider adopting its policies. The city of Subotica in Serbia may provide a source of learning in this respect. Here, the Roma Education Centre has pressed for the training of Roma teachers and non-teaching assistants and for their employment in local schools and kindergartens.

Also, the city did not indicate whether it has a policy to increase ethnic mixing in schools. If not, it could follow an inspiring example of the British city of Bradford. In

⁷ The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

Bradford, the education authority found that in some neighbourhoods schools were increasingly polarised into becoming all white or all non-white. This was allowing little opportunity for children to learn more about each other. A process of linking between over 70 local schools has now lead to much closer cooperation and joint working between staff and pupils. Pupils have on average made 2.6 new cross cultural friendships since the project began.

3. Neighbourhood policies through an intercultural lens⁸

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.

Unione Comuni del Rubicone's neighbourhood policy indicator of 80% in comparison to the city sample's rate (62%) is rather high.

First of all, the neighbourhoods of Del Rubicone are quite homogenous, in all of them the vast majority⁹ of residents are of the same ethnic background but also in none of the neighbourhoods people from minority ethnic groups constitute the majority of the residents.¹⁰ On this account, the city organizes several initiatives so that inhabitants from one neighbourhood are able to meet and interact with inhabitants of another neighbourhood of the city. Also, it has a neighbourhood policy to encourage people from different ethnic backgrounds to meet and interact within the neighbourhoods. Though, del Rubicone does not have a policy to increase the diversity of residents in the neighbourhoods in order to avoid ethnic concentration. In this regard it could draw its attention to the German city of Erlangen as its municipal housings agencies and house building companies always pay attention to a heterogeneous mixture among communities and buildings.

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 del Rubicone's public services policy achievement rate of 44% almost coincides with the city sample's rate of 43%.

To begin with, Unione Comuni del Rubicone provides all of the three services listed in the Intercultural Cities index which are tailored to the needs of the ethnic/cultural

⁸By "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.

⁹ 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.

¹⁰By "minority group" we understand a subordinate group whose members have significantly less control or power over their own lives than the members of a dominant or majority group have over theirs. (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

background of its citizens: It offers funeral/burial services, school meals and women only sections and times in sports facilities in response to culturally-based requests. In addition, the municipal initiative **Infocarer**, a service that provides information, advice and support to people caring at home for family members, has also integrated the aspect of intercultural sensitivity in their everyday work.

When it comes to the employment in Unione Comuni del Rubicone's public administration, the ethnical background of public servants does not reflect the composition of the cities population. This might be traced back to the fact that only Italian citizens can be employed in its public administration. The city did not indicate whether it has any specific recruitment strategy to integrate also persons of other ethnic backgrounds and to make the public administration more diverse. A useful example of such an initiative can be found in the Danish city of Copenhagen. The local government offers paid internships specifically targeted at people with minority backgrounds, for instance by requiring that they should be able to speak a certain language. It also offers training possibilities for its interns so they can acquire permanent positions. The city council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds.

Another example of an initiative of this type in Berlin is the "Berlin braucht dich" recruitment campaign which can be translated as "Berlin needs you". It was set up in 2006 and aims at diversifying the Senate's workforce by promoting traineeship opportunities to migrant communities. Planned to last until 2012, the promotion and information activities of the campaign also include migrant associations and parents to increase outreach. Stakeholders are also involved in making sure the progress is closely monitored. As a result of this project, the percentage of trainees with a migrant background has already increased from 6% in 2006 to 14.5% in 2008.

5. Business and labour market policies through an intercultural lens

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

Unione Comuni del Rubicone runs the **Centro Antidiscriminazione** ("Anti-discrimination Center") and has thus also signed a charter against discrimination in the workplace. Furthermore, it has also set up a business umbrella organisation which has among its objectives to promote diversity and non-discrimination in employment. Also, the city takes steps to encourage intercultural mixing in the private sector labour market. Moreover, in its procurement of goods and services the city council does give priority to companies with a diversity strategy. Yet, it has not taken action to install 'business districts/incubators' in which different cultures could more easily mix. An interesting example of such an initiative has been put into practice by the Ukrainian city of Melitopol. Here an "Intercultural business centre" has been selected as one of the city's three flagship projects. It will be located in the former Palace of Culture and there is high demand from its prospective tenants.

Also, there are no means taken by del Rubicone to encourage ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors. In this regard it may consult the French city of Lyon. Here, "Place du Pont" and its environment in the Guillotiere district is

famous for its "ethnic trade" not only with regional, but also with global business networks.

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.

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

To begin with, the city council regularly uses interculturalism as a guiding principle when allocating grants to associations and initiatives. Therefore, the city also encourages cultural organisations to deal with diversity and intercultural relations in their productions. In total 15% of all grants to associations and initiatives are based on the criterion of interculturalism. Furthermore, Unione Comuni del Rubicone's organises events and activities in the fields of arts, culture and sport aimed at encouraging people from different ethnic groups to mix. Beyond this, the city organises public debates or campaigns on the subject of diversity and intercultural dialogue.

In order to increase its achievement rate in this field it could adopt examples by the German city of Erlangen which provides a very active cultural and civil life.

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 Unione Comuni del Rubicone's public space policy goals is a bit lower (56%) than the sample city's (65%) in this area.

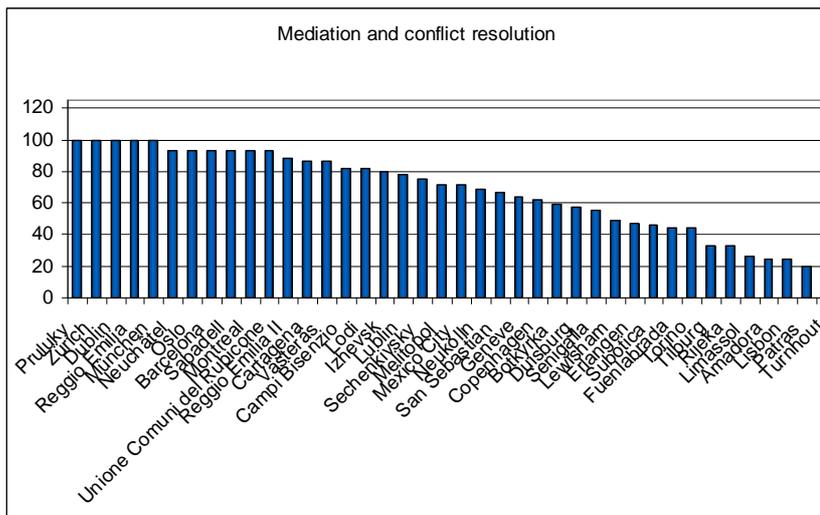
The city has implemented several public space policy instruments. For example it takes action to encourage intercultural mixing in libraries, museums, playgrounds and public squares and there are a number of other city events and activities related to sport, culture and commerce.

However, when the city is designing and managing new public buildings or spaces it does not take into account the ethnic/cultural backgrounds of citizens in its environment. Nor, do the city authorities propose different forms and places of consultation to reach out to people with different ethnic/cultural backgrounds when they decide to reconstruct an area. An interesting best-practice example was implemented by a public-private development agency in the Italian city of Turin. Here, the "Gate Project" was born to create, develop and manage specific regeneration projects in the area of the historic area around Porta Palazzo in Turin. The project "Balloon in the middle," started in 1998 to cope with conflicts between regular and irregular salesmen in the area and to give an answer to increasing security complaints by citizens. Especially the established "Vivibalon Association" succeeded in creating new participatory processes by bringing together the different

parties involved in the conflict (informal leaders among the pitchmen, residents and representatives of the Urban Regeneration Department of Turin).

In *Unione Comuni del Rubicone* there is no neighbourhood that is dominated by one ethnic group (majority or minority) and were other people feel unwelcome and there are no areas in the city reputed as “dangerous.” Nevertheless, preventive mediation and conflict resolution measures become increasingly important to sustain cohesive neighbourhoods.

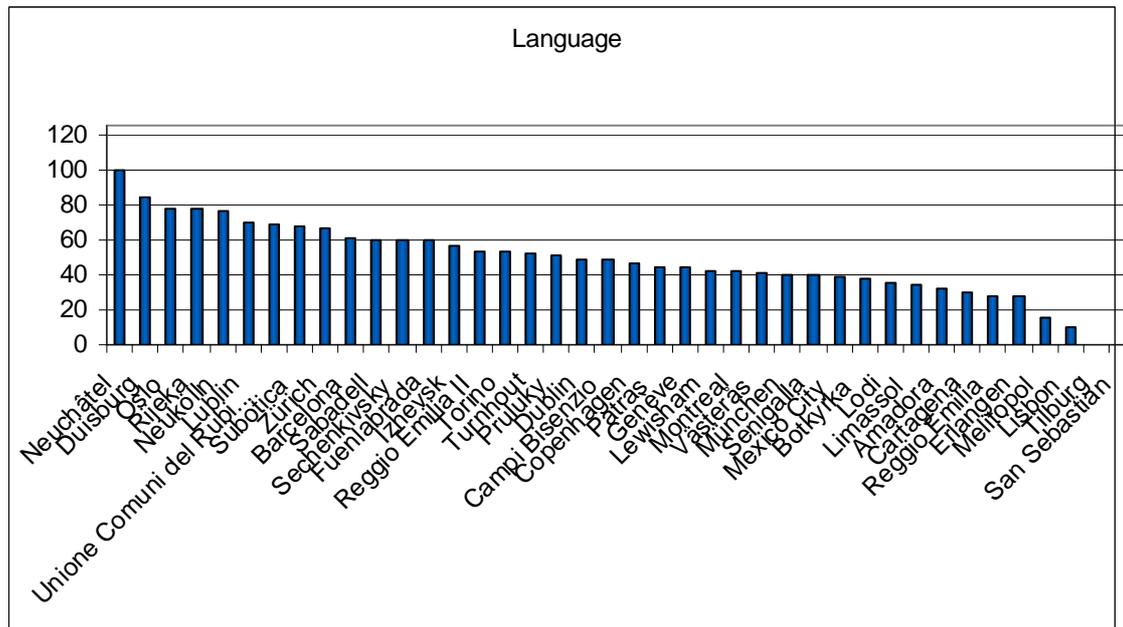
8. Mediation and conflict resolution policies



The analysis shows that *Unione Comuni del Rubicone*’s mediation and conflict resolution policy achievement rate is quite high (93%). The city sample’s rate is 68%.

Unione Comuni del Rubicone has a municipal mediation service devoted to intercultural issues and run by specialised staff (**Servizio di Mediazione Interculturale**). Beyond that, it provides intercultural mediation services in public services such as in hospitals and in the city’s administration. But also on the streets and in the neighbourhoods there are activities to meet proactively residents. Yet, it does not provide an inter-religious working group of different associations that are involved with immigration issues of the city. Here it could consult the city of Barcelona and the city of Oslo which have set up a municipal mediation service committed to inter- religious issues specifically.

9. Language¹¹



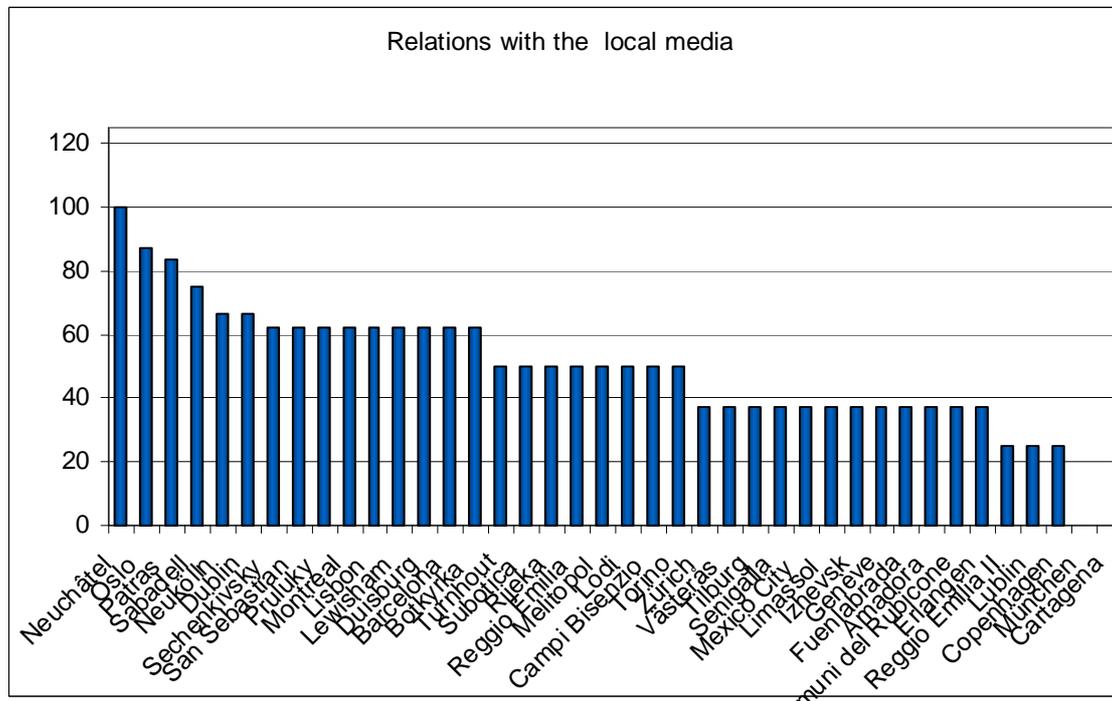
Unione Comuni del Rubicone's language policy achievement rate of 68% is higher than the city sample's rate of 49%.

First of all, the city council supports a number of private and civil sector institutions that offer a broad range of language trainings for a diversity of target groups (such as non-working mothers, unemployed, retired people etc.). They provide language programs for migrants to learn and improve their mother tongue and learning migrant/minority languages is also part of the regular curriculum at schools.

Unione Comuni del Rubicone has not made clear whether it is supporting awareness measures that seek to give a positive image of migrant/minority languages. It could think of celebrating the **UNESCO's Day of Mother Tongues** on the 21st of February, which is the case in other cities. For instance, the German city Erlangen commemorates the day with a number of different projects that valorise one's own native language.

¹¹ 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://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

10. Media policies



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

38% of Unione Comuni del Rubicone's media policy goals were achieved and thus is lower than the city sample's attainment rate for these goals of 49%.

The local authority of Unione Comuni del Rubicone financially supports local minority print media such as magazines. Yet, no TV and radio programs in the language other than the language of the majority ethnic. Here the city of Turin could serve as a model, they are offering a number of initiatives of migrant media channels such as the online publication platform YouTorino.

Occasionally, the city pursues a media strategy to promote a positive image of migrants and minorities in the media. In addition, the city's information service is instructed to promote harmonious intercultural relations. Here, Unione Comuni del Rubicone may wish to take note of an initiative launched by the Danish capital, Copenhagen. The city has carried out a comprehensive, three year integration campaign - "We Copenhageners"- with the aim of acknowledging and celebrating diversity. One part of the campaign has been specifically directed towards the media.

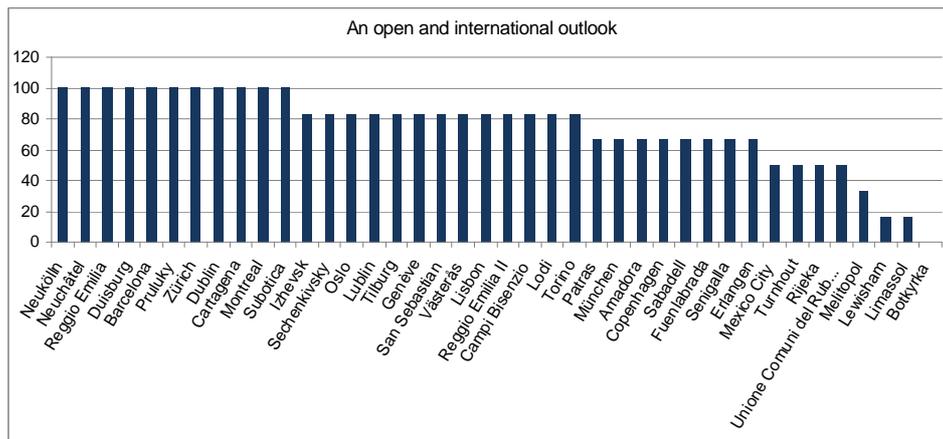
Unione Comuni del Rubicone does not provide concrete support for media training, or mentorship for journalists with minority background. To enhance this effort, it could consider an initiative implemented in this area by the Oslo city council. Here, among journalists, editors, and media researches, there is a growing awareness of the role

of the media in promoting cohesion and presenting news in a responsible and intercultural way. This has resulted in a stronger focus on the recruitment of journalists with ethnic minority background.

Also, the Swiss city Neuchâtel has a very vivid media sector. The journalists of the newspapers L'Express and l'Impartial are often of immigrant origin or foreign residents and are very sensitive to the diversity and integration issues. The newspapers report often on the celebrations of different ethnic communities. For example during the training camp of the Portuguese team for Euro2008, they published one page in Portuguese everyday and presented Portuguese culture. One of the Neuchâtel's media flagship initiatives has been the week of integration in public service media which involved a number of reports about foreigners and their lives.

Unione Comuni del Rubicone does not monitor the way in which media portray minorities. Here it could learn from the Greek city of Patras. The city of Patras together with the University of Patras and the Greek Ministry's Interior office Institute of Immigration policy conducted such a survey.

11. International outlook policies



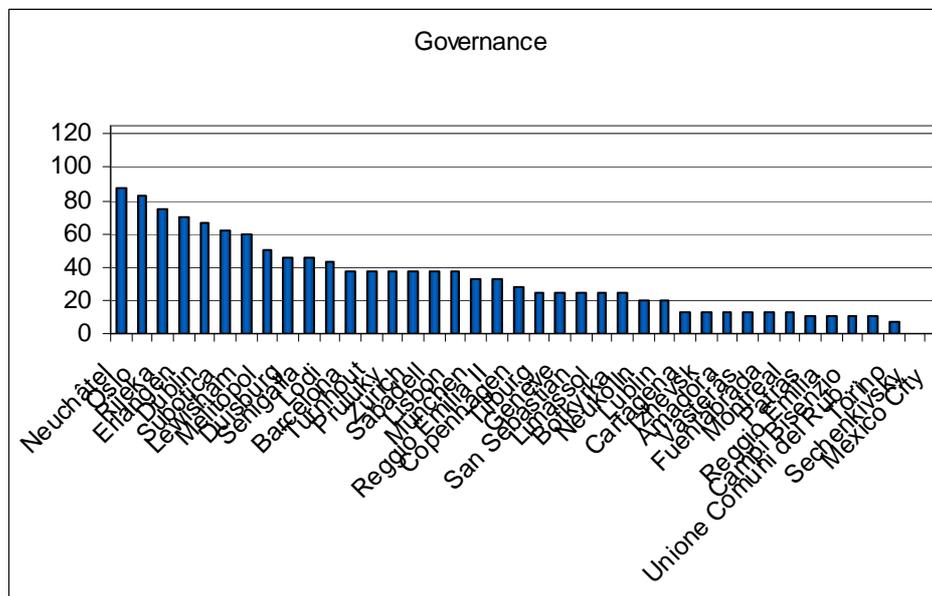
Unione Comuni del Rubicone's international outlook policy indicators are lower (50%) than the average rate of 75%.

Unione Comuni del Rubicone has put into practice several policies to encourage international co-operation. Some of them are specifically targeted at economic co-development with its migrant groups' countries of origin. Nevertheless a specific financial envelope has not been introduced to achieve this, thus there is also no specific agency responsible for monitoring and developing the city's openness to international connections. Here it could learn from the Swedish city of Västerås. The city has set up an International Coordinator and Diversity strategist in the city's Welfare and Labour Unit which is part of the City's management office. Also Barcelona may provide a useful source of learning in this respect, it has set up an agency called "Do it in Barcelona."

life (education, legal advice on immigration and residency,...) Beyond this, the initiative **ELSA** was specifically set up as a drop-in center for migrant workers in the region.

Nevertheless, Unione Comuni del Rubicone did not answer whether it has a specific welcoming event for persons who arrived or obtained Italian citizenship. It could draw its attention to one partner city of the Italian Intercultural Cities network. In Campi Bisenzio persons, who obtained Italian citizenship, are invited to participate in a public welcoming ceremony each year in December. Hereby numerous migrants' associations and individuals working in the sector are both organizers and participants.

14. Governance policies



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

Only 10% of Unione Comuni del Rubicone's governance policy goals were achieved, while the city sample's attainment rate for these goals is 32% and thus is positioned in the lower tertile of the index.

In Unione Comuni del Rubicone only citizens can vote in local elections. Beyond this, the city of Unione Comuni del Rubicone does not have a political body, such as an independent council or a committee, that represents all ethnic minorities. The city may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration. An interesting example of such an initiative has been developed by the UK-based operation Black Vote which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians so they better understand what the job involves and it

encourages them to engage in politics. With regard to a committee representing the diverse ethnic minorities living in Unione Comuni del Rubicone, the city could draw its attention to the German city of Erlangen. The city established the independent Committee of Foreigners and Integration ("Ausländer- und Integrationsbeirat") that advises the municipal authorities. Moreover, it might be useful to introduce a standard for the representation of migrants/minorities in mandatory boards supervising schools and public services.

15. Conclusions

In a number of areas Unione Comuni del Rubicone does better than other cities. For example, when it comes to its commitment on interculturalism, the provision of mediation services and its welcoming, intelligence and neighbourhood policies. Beyond this, it takes broad measures in the business or labour market and in its education system. For more information in these fields see the [city's municipal website](#).

16. Recommendations

When it comes to possible improvements of Unione Comuni del Rubicone's intercultural efforts, according to the survey it could enhance following sectors: its media and its public space policies, international outlook, public services, and governance policies. Here the city could adopt specific recruitment policies that would secure a more diverse public administration; measures of representation that could also be transferred to the media sector. In this regard, the city may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural Cities database.¹²

¹² http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp