Intercultural cities
Building the future on diversity
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Fucecchio: Results of the Intercultural Cities Index
Date: March 2015
A comparison between 70 cities[1]

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 70 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora *(Portugal)*, Arezzo *(Italy)*, Barcelona (*Spain)*, Beja *(Portugal)*, Bergen *(Norway)*, Bilbao *(Spain)*, Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Rena *(Italy)*, Castellón *(Spain)*, Castelvetro *(Italy)*, Coimbra *(Portugal)*, Constanta *(Romania)*, Copenhagen (*Denmark*), Donostia-San Sebastian[2] (*Spain)*, Dortmund *(Germany)*, Dublin (*Ireland*), Duisburg *(Germany)*, Erlangen *(Germany)*, Forli *(Italy)*, Fucecchio *(Italy)*, Fuenlabrada *(Spain)*, Geneva (*Switzerland*), Genoa (*Italy*), Getxo *(Spain)*, Haifa *(Israel)*, Hamburg *(Germany)*, Izhevsk *(Udmart Republic, Russia)*, Jerez de la Frontera[3] *(Spain)*, the London borough of Lewisham (*United Kingdom*), Limassol *(Cyprus)*, Limerick *(Irland)*, Lisbon *(Portugal)*, Lodi (*Italy*), Lublin *(Poland)*, Melitopol *(Ukraine)*, Mexico City *(Mexico)*, Montreal *(Canada)*, Munich *(Germany)*, Neuchâtel *(Switzerland)*, Neukölln *(Berlin, Germany)*, Offenburg *(Germany)*, Olbia *(Italy)*, Oslo *(Norway)*, Patras *(Greece)*, Pécs *(Hungary)*, Pryluky (*Ukraine)*, Ravenna *(Italy)*, Reggio Emilia *(Italy)*, Reykjavik *(Iceland)*, Rijeka (*Croatia*), Rotterdam *(the Netherlands)*, San Giuliano Terme *(Italy)*, Sabadell (*Spain*), Sechenkivsky *(District of Kyiv, Ukraine)*, Senigallia (*Italy*), Stavanger *(Norwey)*, Strasbourg *(France)*, Subotica (*Serbia*), Tenerife *(Spain)*, Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone[4] (*Italy*), Valletta *(Malta)*, Västerås *(Sweden)* and Zurich (*Switzerland*).

Among these cities, 38 have less than 200,000 inhabitants and 32 have more than 15% of foreign-born residents.

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[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 is hereinafter referred to as San Sebastian.
[3] The Spanish city of Jerez de la Frontera is hereinafter referred to as Jerez de Frontera.
[4] The Italian city of Unione dei Comuni-Savignano sul Rubicone is hereinafter referred to as Rubicone.

This document presents the results of the Intercultural City Index analysis for Fucecchio (Italy) and provides related intercultural policy conclusions and recommendations.

Intercultural city definition

The intercultural city has people with different nationality, origin, language or religion/ belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. The city has a strategy and tools to deal with diversity and cultural conflict. 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; 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, Fucecchio has been positioned 15th among the 70 cities in the sample, with an aggregate intercultural city index of 68%, same score achieved by Mexico City (Mexico) and one point above the Neukolln neighbourhood of Berlin, Offenbourg (Germany) and Lewisham (United Kingdom). Fucecchio has been ranked 5th among cities with less than 200,000

inhabitants and 13th among cities with more than 15 per cent of foreign-born residents.

Intercultural City Index (ICC) - City sample (inhabitants < 200'000)
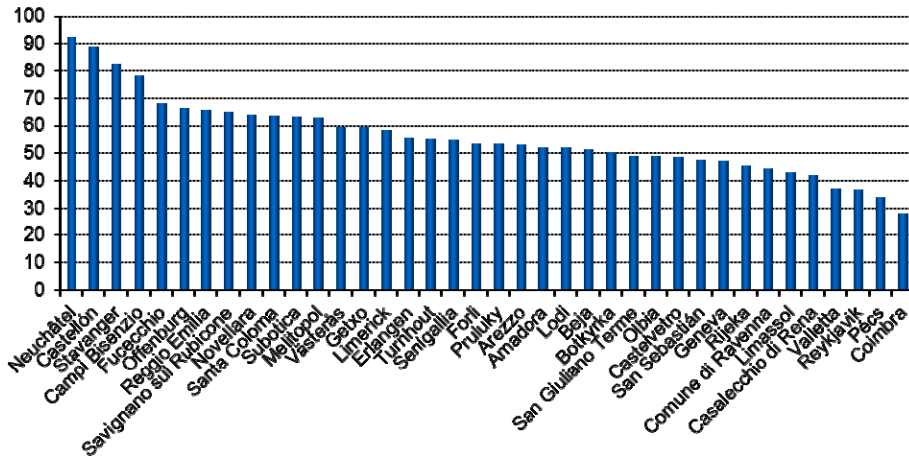
Intercultural City Index (ICC) - City sample (non-nationals/foreign borns > 15%)
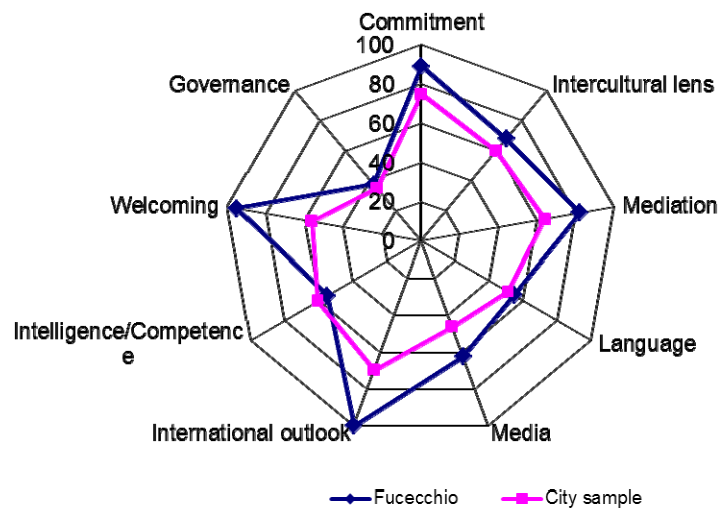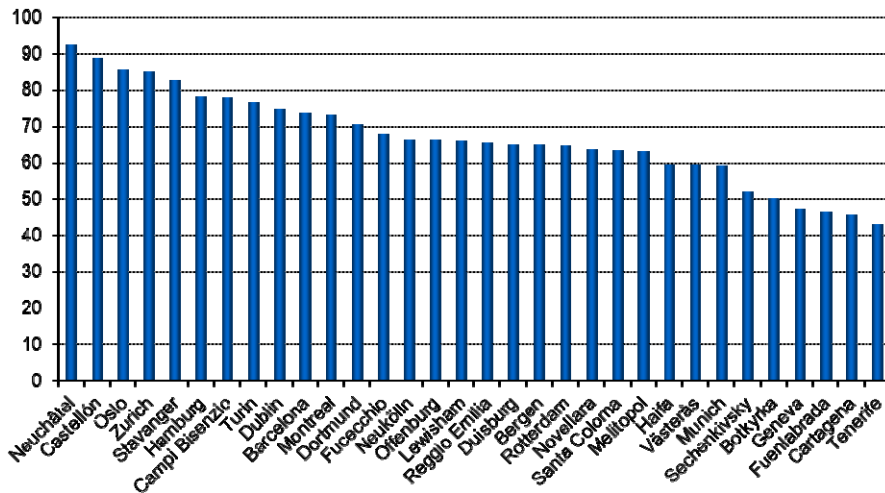
Fucecchio – An overview

Fucecchio is a town of the province of Firenze in the Italian central region of Tuscany. It has a population of 23.571 inhabitants, among which 16,49% are of foreign background. Among them 15,27% were foreign-born while the 72% of underage were born in Italy. The biggest ethnic group, different from Italian, is Chinese (7.02%), followed by Albanian (3.69%), Moroccan (1.49%), Senegalese (1.09%) and Romanian (1%).

1. Commitment

ICC-Index - Commitment - City sample (inhabitants < 200'000)
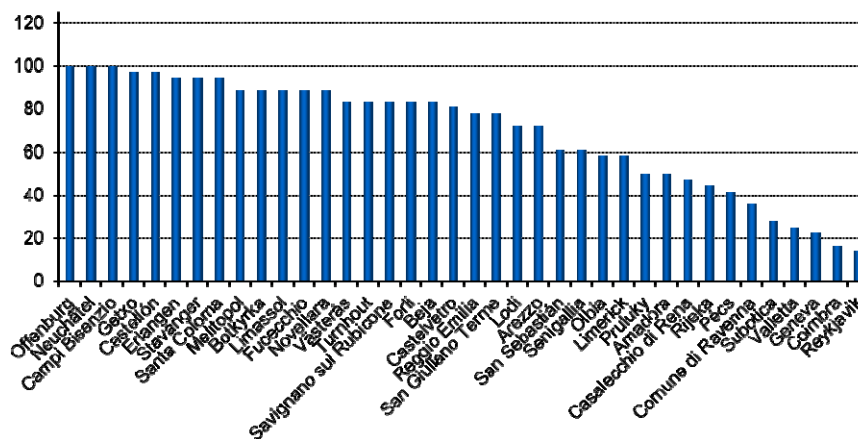
ICC-Index - Commitment - City sample (non-nationals/foreign borns > 15%)
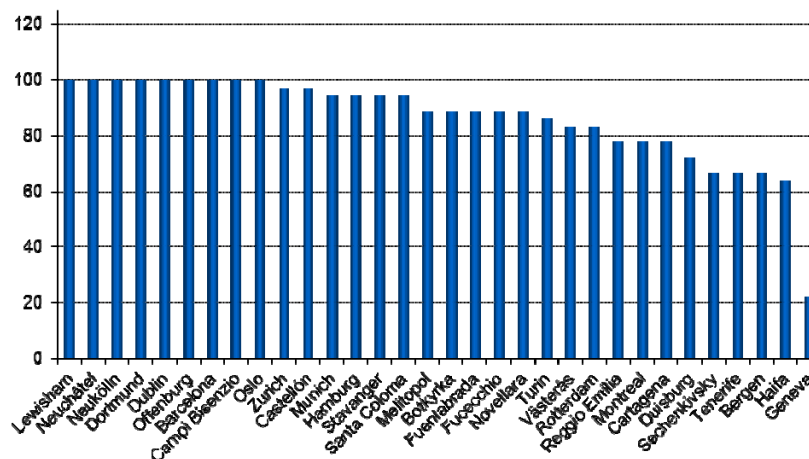
The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Fucecchio's commitment policy goals is higher than the city sample's[5]: 89% of these goals were achieved, while the city sample's rate for commitment policy is 75%.

Fucecchio has adopted a public statement as an intercultural city, as well as an intercultural integration strategy and an intercultural action plan. The city has also allocated a budget for the implementation of this strategy and designed an evaluation process.

Official speeches and communications by the city often make reference to the intercultural commitment.

Fucecchio does not provide any means of acknowledging local citizens who have done exceptional things to encourage interculturalism in the city.

The city might consider ameliorating its intercultural commitment by considering recognising the organizations making the extra mile to promote diversity and inclusion in the city. Precious in this sense might be the example of the Diversity Award, instituted by Stavanger as a way to acknowledge organizations promoting ethnic diversity in the workplace. The money of the award should be used for further development of the diversity work at the workplace.

2. Education[6] 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 Fucecchio's education policy achievement rate (70%) is higher than both the city sample's rate (66%).

In none of the local primary schools almost all pupils are coming from the same ethnic background and a policy to increase ethnic mixing was developed.

On the other hand, though, the ethnic background of teachers in schools doesn't reflect the composition of the city's population.

Local schools rarely carry out intercultural projects, even if they are making strong efforts to involve parents from ethnic minority/migrant background in school life, giving them assistance during all the school years and the enrolment process.

The city might wish to consider further actions in this sense, for example developing the experience of Novellara, where, through the project "parents in school", a series of lab activities were organized with both kids and parents during the school hours.

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[5] The term "city sample "refers to the weighted average of the 70 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.
[6] The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

Furthermore Fucecchio might wish to act in order to ensure that the teachers' background reflects the composition of the general population: in Stavanger, for example, even if the permanent teaching staff in public schools does not reflect the ethnic composition of the population, the City has hired a broad team of mobile teachers with multilingual competence that provide mother-tongue tuition and dual-language subject training.

Furthermore, a sponsorship scheme administered by the National Centre for Intercultural Learning allows Stavanger to stimulate minority teachers to gain further education so as to qualify for a permanent position in Norwegian schools. The goal is to employ more multilingual teachers in the regular schools and thus have a teaching community who is ethnically more in step with the pupils. Since 2010, eight teachers have been sponsored by the scheme and three are currently on a further education pathway.

Other cities, such as Hamburg, could also be an inspiration in relation to intercultural education. In the German city, more than 20 teachers of different schools are participating in the pilot-project "qualification for intercultural coordinators" in order to become intercultural change managers in their schools. They all work on intercultural school projects. Finally, about 200 teachers of different schools participate regularly in the "intercultural fair" of the department of intercultural education and are part of the intercultural "exchange forum" at the teacher training institute in order to get new ideas for intercultural projects in their schools.

3. Neighbourhood policies through an intercultural lens[7]

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.

Fucecchio's neighbourhood policy indicators are lower (45%) than the city sample's rate (63%).

In none of Fucecchio's neighbourhoods people from minority background constitute the majority[8] of residents, as the highest concentration can be found in the city centre where they represent around 65% of the population. The city has not implemented a structured policy to increase the diversity of residents in the neighbourhoods to avoid ethnic concentration, nor designed activities where residents of one area can meet people from an ethnic or cultural background living in another neighbourhood.

It is commendable that a policy to encourage exchanges between the residents of the same area is being prepared.

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

[8] 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.

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 Fucecchio's public services policy achievement rate is slightly higher (50%) than the city sample rate (45%).

According to the answers provided in the survey, the ethnic background of public employees does not reflect the composition of the city's population and there is no recruitment strategy to ensure this.

On the other hand, it is commendable that non-nationals can seek employment in the local public administration, even if only in certain positions.

Fucecchio provides only two the services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens: school meals and cultural mediators available to help the citizens to access any service.

In spite of the legislative constrains that are reducing the recruitment pool for public employment to Italian citizens only, Reggio might explore the initiatives of Copenhagen (Denmark) and Berlin (Germany). Thus, the Copenhagen administration offers paid internships to people with minority backgrounds, for instance, on condition that they master a certain language. 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. As a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

Finally, the city could develop services tailored to the needs of the ethnic/cultural background of its citizens, such as women only sections or times in sports facilities.

Interesting example, in this sense, is Copenhagen, where the Commission for Culture and Leisure has been supporting organisations which, through the Network for Girls and Women Swimming, provide swimming facilities for women only, in a number of city areas. Some 10 volunteer associations organise activities for girls/women alone, such as swimming, dance or gymnastics, on a weekly basis. The Department for Culture and Leisure provides free sports facilities, funding and advice for these associations.

5. Business and labour market policies through an intercultural lens

Fucecchio's business and labour market policy indicator is higher (60%) than the city sample's rate for business and labour market policy (43%).

Fucecchio has an umbrella organisation having among its objectives the promotion of diversity and anti-discrimination, even if there is no biding document against discrimination in the work place.

The city systematically takes actions to encourage business from ethnic minorities to move beyond ethnic economies and enter the mainstream economy and higher value-added sector.

Fucecchio also prioritises companies that implement a diversity strategy when procuring their goods and services.

No actions have been taken to encourage 'business districts/incubators' where different cultures can mix.

The city might consider, in this regard, the example of German city of Hamburg, where most of the business incubators explicitly pursue intercultural strategies. One project in this field, supported by the European Social Fund, is the IFW-Interkulturelles Frauenwirtschaftszentrum Hamburg.

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

Fucecchio's cultural and civil life policy goal achievement rate reaches 100% while the city sample's rate is 78%.

Interculturalism is used as a criterion when allocating grants to associations and initiatives and the city regularly encourages cultural organisations to deal with diversity and intercultural relations.

The city organises specific events and activities in the fields of arts, culture and sports for encouraging people from different ethnic groups to mix.

Finally, Fucecchio regularly organises public debates and campaigns around the topics of 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 Fucecchio's public space policy goals is lower than the sample city's: 56% of these goals were achieved, while the sample city rate for public space policy is 64%.

No area in the city seems to be dominated by one ethnic group and there are no areas which are reputed as 'dangerous'.

The city does not take into account the population diversity when designing and managing new public building or spaces, nor does it consult its citizens when reconstructing an area.

Inspiring example in this sense might be Reggio Emila, where the square Piazza Domenica Secchi has been re-projected through a participatory process, enhancing the role of the historical characters who gave the name to the different squares. This itinerary is also an occasion for the immigrant community to get to know Emilia's Resistance history.

Particularly interesting was also the pact for the requalification of the Reggio's railway station's zone, an outreaching action for interviewing and talking with people living and working in the zone has allowed the consultation of more than 180 people.

8. Mediation and conflict resolution policies

ICC-Index - Mediation and conflict resolution - City sample
(inhabitants < 200'000)
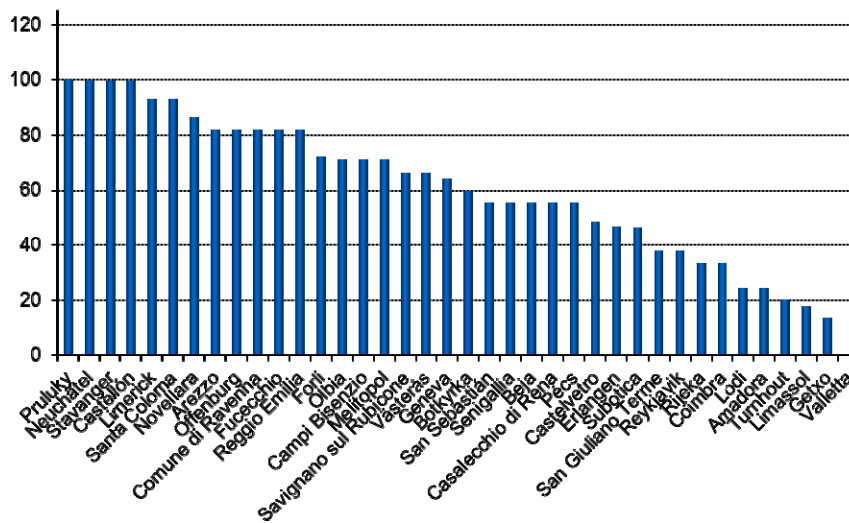
ICC-Index - Mediation and conflict resolution - City sample
(non-nationals/foreign borns > 15%)
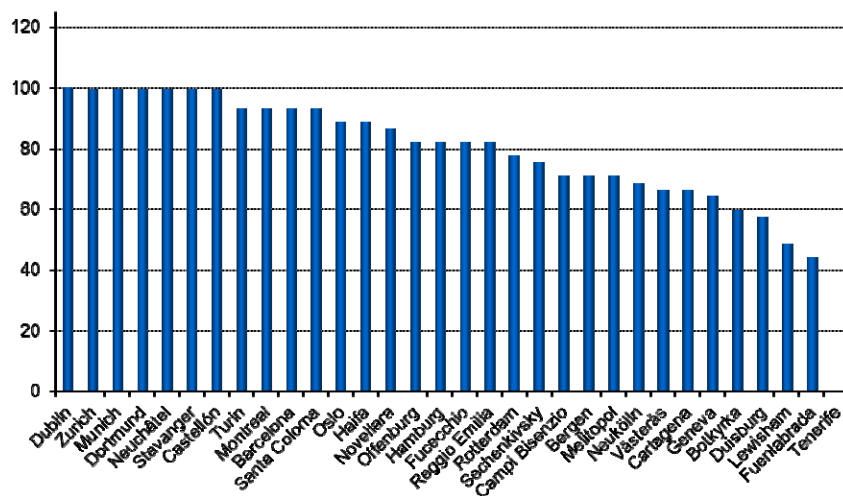
The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

The analysis shows that Fucecchio's mediation and conflict resolution policy achievement rate is 82%, considerably higher than the city sample's rate (65%).

The city provides a municipal mediation service which deals with intercultural conflicts. The mediation service is offered in institutions (like hospitals, police,...) as well as in the administration services.

In the city an organization dealing with inter-religious relations is active.

9. Language[9]

ICC-Index - Language - City sample (inhabitants < 200'000)

ICC-Index - Language - City sample (non-nationals/foreign borns > 15%)
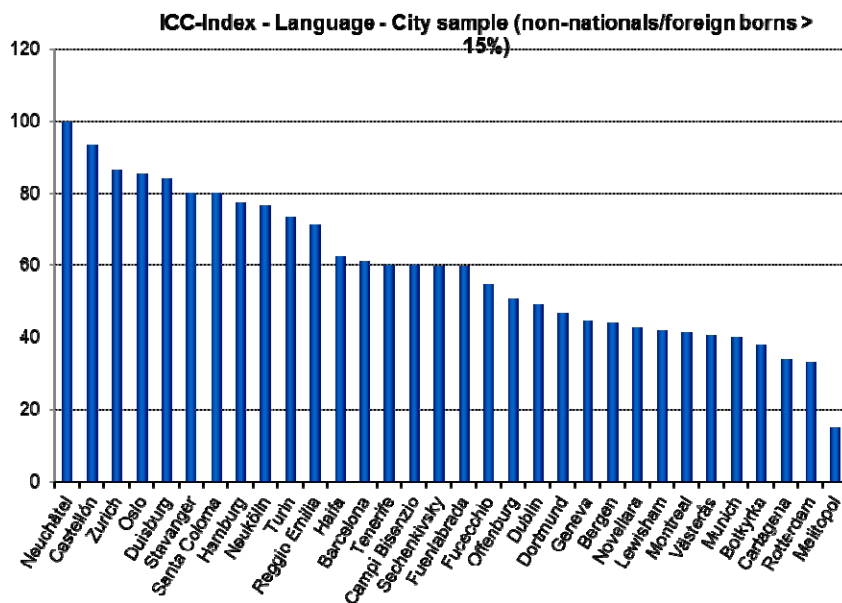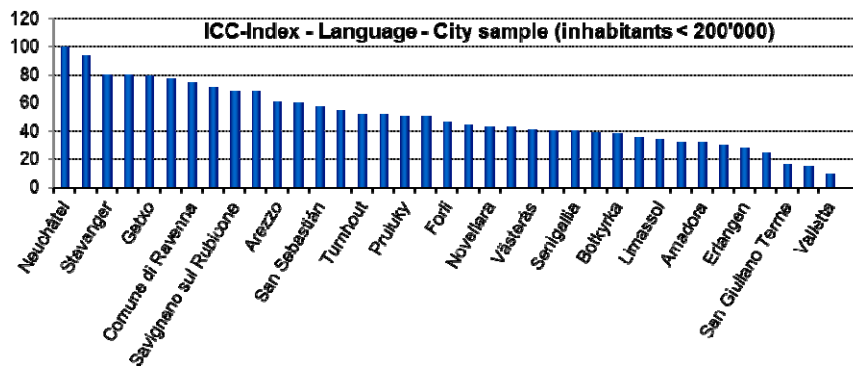
Fucecchio's language policy achievement rate is slightly higher (58%) than the city sample's rate (51%).

The city is providing specific language training for hard-to-reach groups, the possibility of learning migrant languages for migrants and minorities. The city also supports private and civic sector institutions providing language training in migrant languages.

The municipality is also financially supporting local minority newspaper/journals, as well as projects that seek to give a positive image of them, as for example multilingual road signs and translation of all the city services' materials.

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[9] 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)

10. Media policies

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

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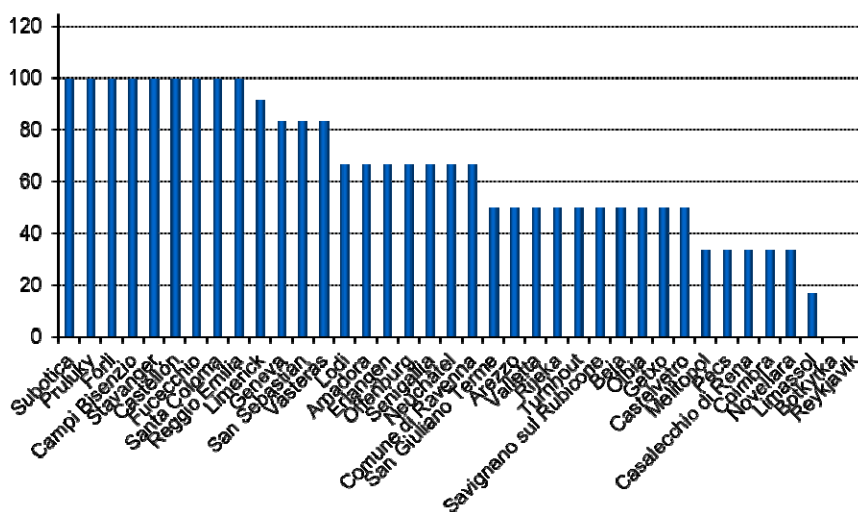(non-nationals/foreign borns > 15%)**

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 partner with local media organisations to achieve a climate of public opinion more conducive to intercultural relations.

63% of Fucecchio's media policy goals were achieved while the city sample's attainment rate for these goals is 46%.

Occasional actions are deployed to improve the visibility and a positive image of migrants in the media.

The municipality is also monitoring the way migrants are being portrayed.

On the other hand, the city does not provide training activities for journalists with a minority background. In this sense, the city might consider the activity of Reggio Emilia, were, with the help of the reporters of the Fondazione Mondinsieme, free and open to everyone courses are organized, in order to give the citizens the tools to critically analyse the present and eventually join the group of the reporters.

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%)
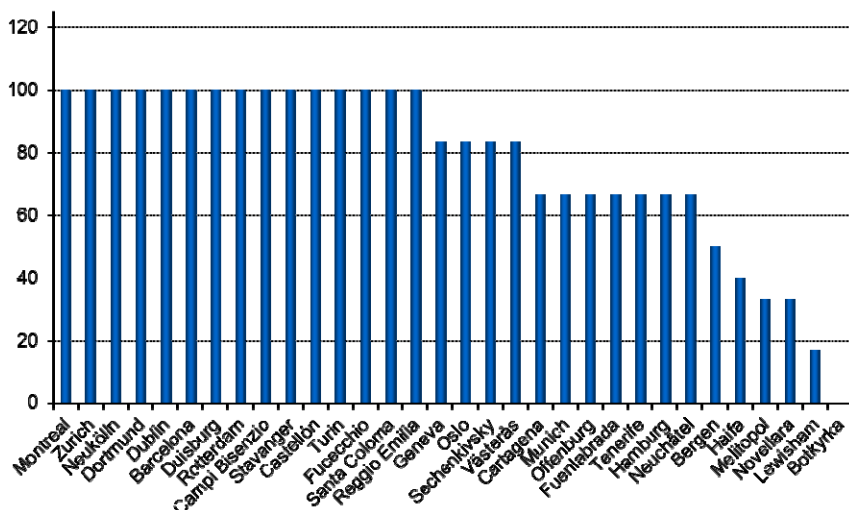
An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.
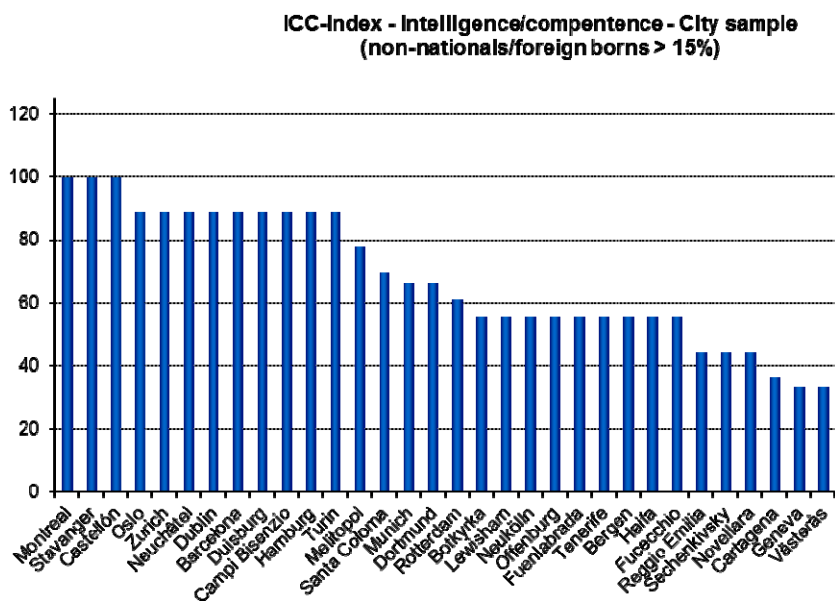
Fucecchio's international outlook policy indicators are higher (100%) than the city sample's (72%).

Fucecchio has designed an explicit policy to encourage international cooperation and allocated a budget for it. An agency has been created to specifically develop and monitor the openness to international connections.

Even if no university is active in the city, foreign students are encouraged to participate to the life of the city.

Finally, co-development projects are designed with migrant groups' countries of origin.

12. Intelligence competence policies

ICC-Index - Intelligence/compentence - City sample (inhabitants < 200'000)

ICC-Index - Intelligence/compentence - City sample (non-nationals/foreign borns > 15%)
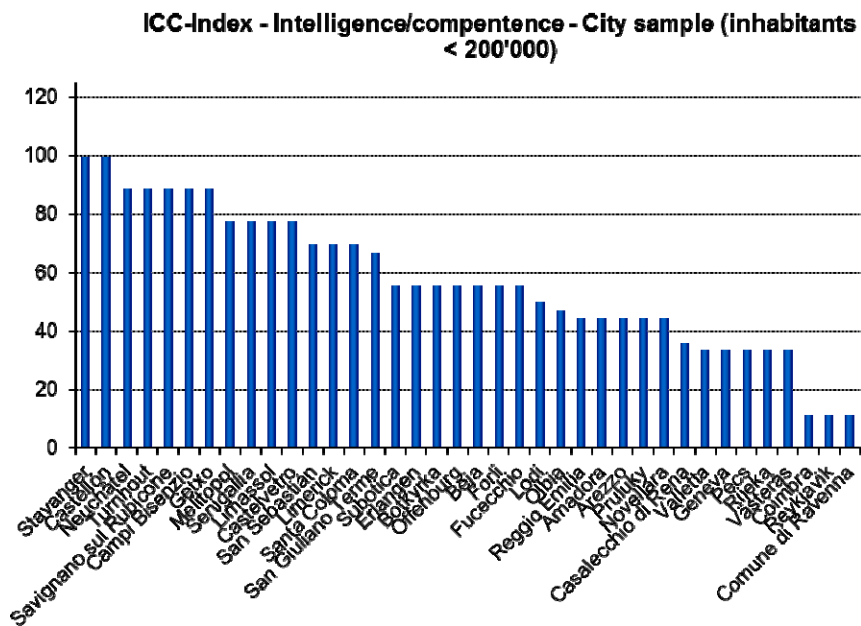
A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one model of behaviour on all situations.

The attainment rate of Fucecchio's intelligence competence policy goals is lower than the city sample's: 55% of these goals were achieved, while the city sample rate for intelligence competence policy is 61%.

According to the answers provided in the survey, the city promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information and networks, as well as through the roundtable on

immigration open to the city officials as well as to external actors from schools and associations.

Information regarding intercultural relations are also mainstreamed through the Osservatorio of the Circondario Empolese-Valdesa, that is producing annual data and studies for the administrations of the area.

No survey is conducted concerning local inhabitants' perceptions of migrants.

The city might wish to restart this practice, considering the example provided by the Swedish city of Botkyrka, where the Multicultural Centre has been commissioned by the Municipality and the Council of Europe to make a study of common rumours which are circulating in the municipality and which impede the development towards an intercultural Botkyrka. This study is a step in the anti-rumour work which Botkyrka wishes to develop, following the work against rumours carried out in recent years in Barcelona, Spain.

13. Welcoming policies

ICC-Index - Welcoming new arrivals - City sample (inhabitants < 200'000)

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-coordinated and delivered effectively will have a significant impact on how the person settles and integrates.

The attainment rate of Fucecchio's welcoming policy goals is higher than the city sample's: 95% of these goals were achieved, while the city sample rate is 57%.

The city has implemented various welcoming policy instruments. For instance, the city has set up a designated agency to welcome newcomers.

Furthermore, the city has published a comprehensive package of information to aid newly arrived foreign residents. The city's services and agencies provide support tailored specifically for family members, refugees, students and migrant workers.
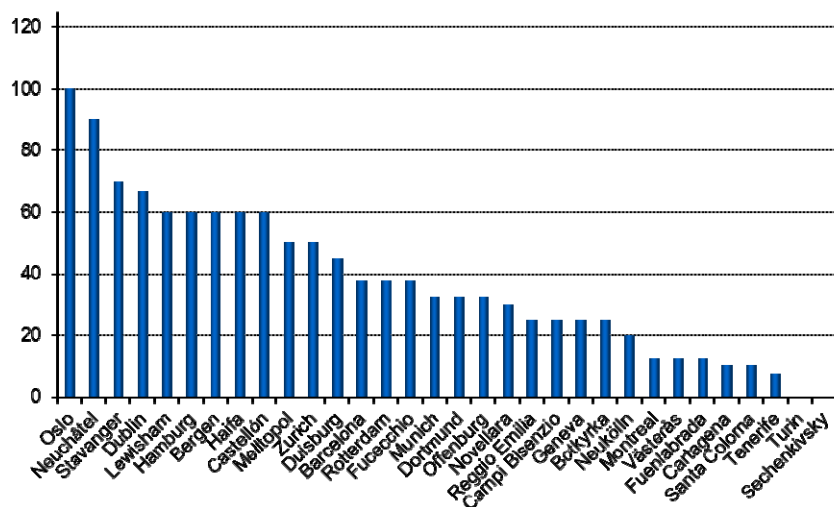
Finally, a special public ceremony to greet newcomers in the presence of city's officials is organized.

14. Governance of diversity

ICC-Index - Governance - City sample (inhabitants < 200'000)
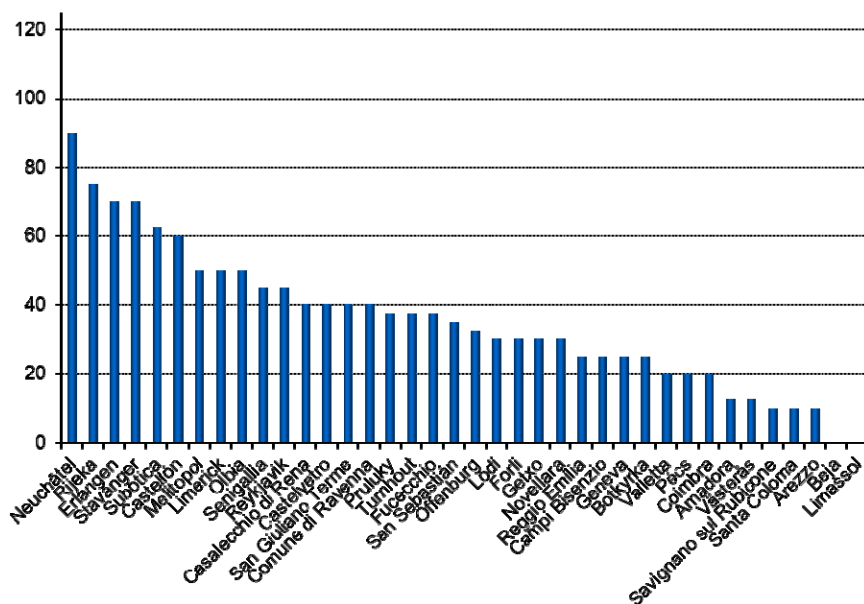
ICC-Index - Governance - City sample (non-nationals/foreign borns > 15%)

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 citizen participation in decision-making.

The attainment rate of Fucecchio in this field is slightly higer than the city sample's: 38% of Fucecchio governance policy goals were achieved while the city sample's attainment rate for these goals is 35%.

The ethnic background of elected politicians partly reflects the composition of the city population, thanks to the Council of Foreign Citizens that elects 11 representatives, 1 president and 1 vice-president.

Newcomers are eligible to vote in local election only after having obtained the citizenship.

The local government may wish to further explore possible governance policies by establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

One interesting way of bringing the views of people of diverse social and cultural backgrounds is found in Botkyrka, Sweden, where short interviews of random citizens are recorded prior to, and in direct relation to certain points to be discussed by the city council, and shown to the councillors before their discussion.

16. Conclusions

The results of the current ICC Index assessment show that Fucecchio performs much better than many other cities in the vast majority of the 14 policy areas and has even further improved as compared to the past. Its leading practices can provide useful insights and examples to other cities in the fields of commitment, education, public services, business and labour market, cultural and civil life, mediation and conflict resolution, language, media policies, international outlook and welcoming.

However, an effort remains to be made in some policy areas detailed below.

17. Recommendations

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

- ➢ **Neighbourhoods:** Fucecchio may wish to enforce a city's policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration, as well as to design activities where residents of one area can meet people from an ethnic or cultural background living in an other neighbourhood.

- ➢ **Public services:** Fucecchio may wish to lay down a specific recruitment strategy to ensure that the ethnic background of public employees mirrors that of the city's inhabitants, as well as develop a wider range of services tailored to the needs of the ethnic/cultural background of its citizens, such as women only sections or times in sports facilities.

- ➢ **Business and labour market:** Fucecchio may wish to ameliorate its policies in this field by encouraging 'business districts/incubators', as well as the creation of a biding document against discrimination in the work place.

- ➢ **Public spaces:** Fucecchio may wish to take into account the population diversity and involve citizens from different ethnic/cultural background in the design and management of new public buildings or spaces, as well as when dealing with the reconstruction of areas.

- ➢ **Media:** Fucecchio may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority background.

- ➢ **Intelligence and competence:** Fucecchio may wish to further explore carrying out surveys including questions about the perception of migrants and minorities.

- ➢ **Governance:** the city may wish to further explore possible governance policies by establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

Fucecchio 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[10].

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[10] http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp