



Olbia: Results of the Intercultural Cities Index

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A comparison between 70 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 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 Reno (*Italy*), Castellón (*Spain*), Castelvetro (*Italy*), Coimbra (*Portugal*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forlì (*Italy*), Fucecchio (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Haifa (*Israel*), Hamburg (*Germany*), Izhevsk (*Udmart Republic, Russia*), Jerez de la Frontera³ (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), 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*), Sechenivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone⁴ (*Italy*), Valletta (*Malta*), Västerås (*Sweden*) and Zurich (*Switzerland*).

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

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 Olbia (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).

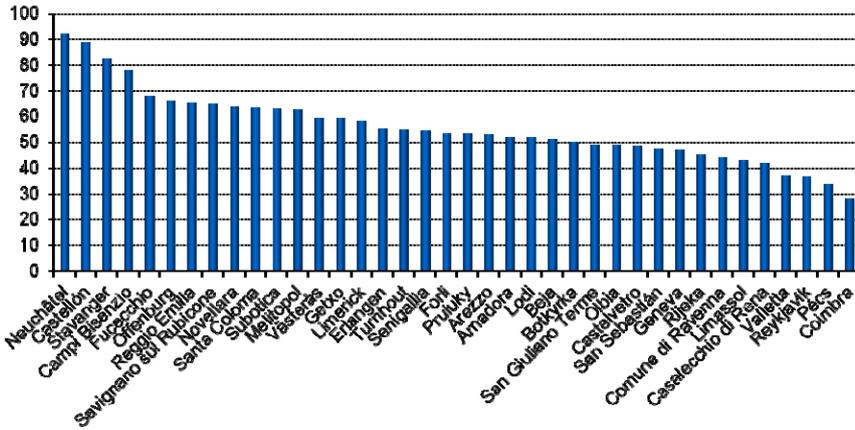
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of 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.

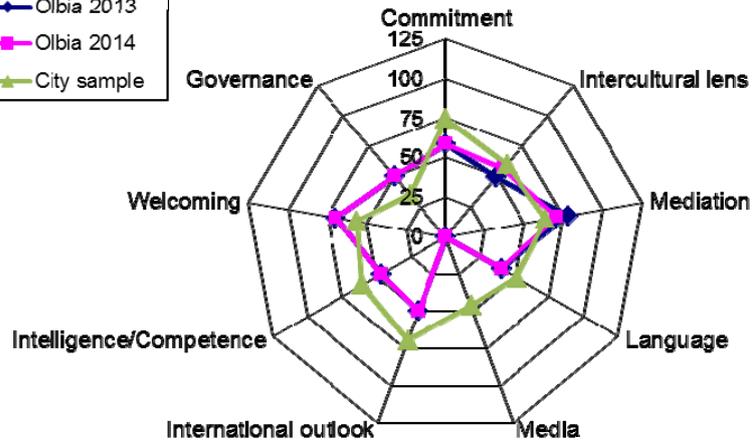
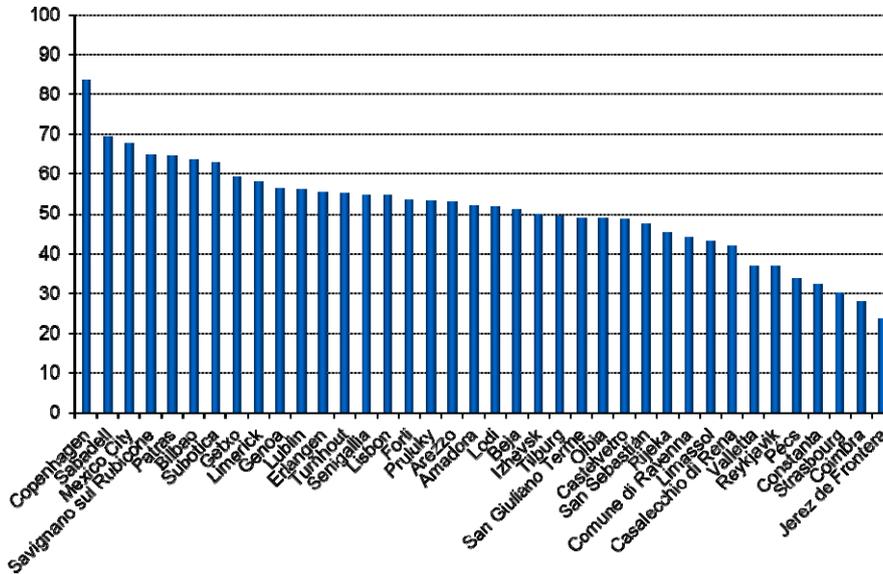
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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, Olbia has been positioned 53rd among the 70 cities in the sample, with an aggregate intercultural city index of 49%, same score registered by the cities of Tillburg (the Netherlands), San Giuliano Terme and Castelvetro (Italy). Olbia has been ranked 27th among cities with less than 200,000 inhabitants and 25th among 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%)

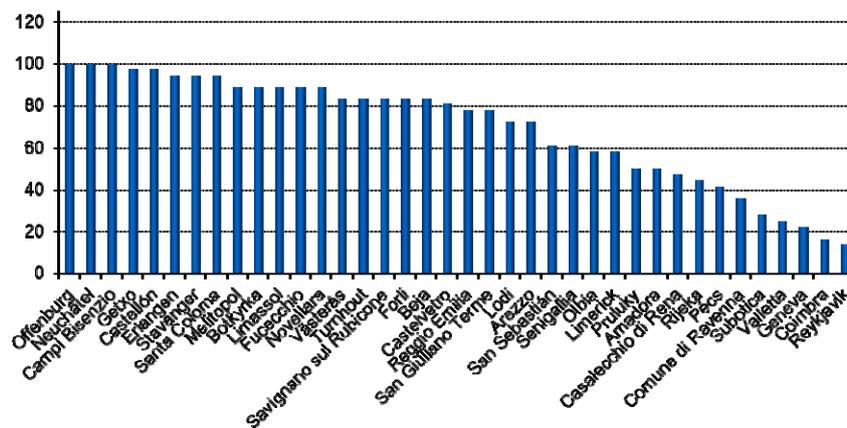


Olbia – An overview

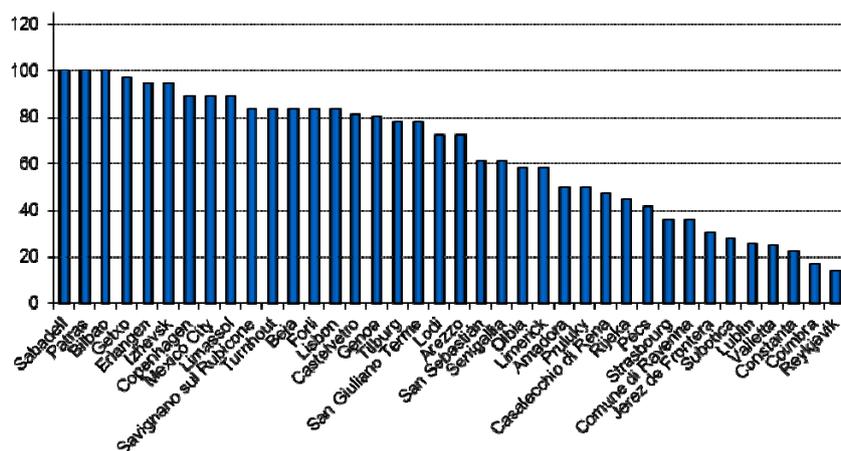
Olbia is the second biggest city in Sardinia and it is positioned in the northeast of the island. The population is 58.884 inhabitants, among which Italian people represent the majoritarian group (90%). Among the non-nationals (10%), the biggest foreign-population is Romanian (5%), followed by Senegalese (0.65%), Polish (0.6%) and Moroccan (0.56%).

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 Olbia's commitment policy goals is lower than the city sample's⁵: 58% of these goals were achieved, while the city sample's rate for commitment policy is 75%.

Olbia has not adopted a public statement as an intercultural city, even if official speeches and communications by the city often make reference to the intercultural commitment. On the other hand, an integration strategy with some intercultural elements has been deployed, as well as an action plan devoted to integration, a budget but not an evaluation process.

The city has a dedicated body responsible for the intercultural integration, which is the Social Policies Department.

No means of acknowledging local citizens who have done exceptional things to encourage interculturalism in the city are provided.

The City Council might consider ameliorating its commitment initiatives, for instance, by adopting a public statement recognizing Olbia as an Intercultural City.

It can also rewards and acknowledges local citizens who have done an exceptional thing to encourage interculturalism in the local community. For example, the city of Bilbao has launched the "Bilbao North-South in schools", recognizing scholar projects more committed with training in values, especially interculturalism, solidarity and defense of human rights.

Similar achievements have been made in Tenerife where OBITen (Immigration Observatory of Tenerife) is awarding, since 2006, local citizens for their outstanding commitment to intercultural dialogue and their contribution to integration and social cohesion on the island.

Finally Stavanger has instituted the Diversity Award recognizing the organization that has done the extra mile to promote ethnic diversity in the workplace. The money of the award should be used for further development of the diversity work at the workplace.

Finally, Olbia might wish to consider using the CBRA (Community Based Results Accountability) method for the evaluation practice. The method has been successfully implemented by the city of Lisbon for assessing the results in Mouraria Neighbourhood.

2. Education⁶ 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.

⁵ The term "city sample" refers to the weighted average of the 61 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).

The analysis shows that Olbia's education policy achievement rate (25%) is much lower than the city sample's rate (66%).

In most of the local primary schools almost all pupils are coming from the same ethnic background and the ethnic background of teachers in schools doesn't reflect the composition of the city's population.

We don't have further information to analyse the education sector in Olbia.

Regarding the answers that were given, we suggest 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 lens⁷

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.

Olbia's neighbourhood policy indicators are much lower (13%) than the city sample's rate (63%).

In one or two neighbourhoods people from minority background constitute the majority⁸ of residents, but the city has not implemented a policy to increase the

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.

diversity of residents in the neighbourhoods, nor to encourage residents from one neighbourhood to meet and interact with residents from other areas and from different ethnic/cultural backgrounds or within the same area.

Olbia, might wish to consider the example of Strasbourg. The city, in fact, is active in encouraging residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds, organizing, for example, numerous initiatives like Festival Strasbourg Méditerranée, the Fête des peuples à la Meinau, Fête du Parc Schlumeister.

Furthermore, Strasbourg has developed policies and projects to encourage people to meet and interact within the neighbourhoods, thanks to the institutions of local democracy such as the Conseil de quartier (Neighbourhood Council), the Conseil des résidents étrangers (Council of Foreign Residents) and the Ateliers Territoriaux de Partenaires (Territorial Partnership Workshops).

Another example can be found in the Dutch city of Tilburg, whose initiatives helped breaking up the concentration of Antillean residents in one area, so as to avoid ghettoisation. In view of this, some areas, designated as 'impulse neighbourhoods', received large injections of investment to upgrade the quality of housing and infrastructure. Furthermore, the Tilburg public authorities took measures to involve residents in local decision-making. Thus, the project 'Behind the Front Door' seeks the views of residents, who might otherwise be invisible, on their needs and perceptions of life in the neighbourhood.

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 Olbia's public services policy achievement rate (35%) is lower of both 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, as non-nationals cannot seek employment in the local public administration.

The city takes action to encourage intercultural mixing and competences in private sector enterprises through the Unions and the actions of the Associations.

Finally, Olbia provides only two of the services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens: funeral/burial spaces and school meals.

In spite of the legislative constraints that are reducing the recruitment pool for public employment to Italian citizens only, Olbia might explore the initiatives of

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.

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

All of Olbia's business and labour market policy indicators are achieved, while the the city sample's rate for business and labour market policy is only 43%.

Olbia has an umbrella organisation having among its objectives the promotion of diversity and anti-discrimination and an ethic code against discrimination within its own administration and services.

The city takes action to encourage business from ethnic minorities to move beyond ethnic economies and enter the mainstream and higher value-added sectors. Actions are also taken to encourage business districts and incubators. Priority is given to companies with a diversity strategy when it comes to the procurement of goods and services.

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

Olbia's cultural and civil life policy goal achievement rate is higher (81%) to the city sample's rate (78%).

Interculturalism is used as a criterion when allocating grants to associations and initiatives. The city is encouraging cultural organisations to deal with diversity and intercultural relations, as well as sometimes organizing specific events and activities in the fields of arts, culture and sports for encouraging people from different ethnic groups to mix.

Finally, Olbia is occasionally organising 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 Olbia's public space policy goals is lower than the sample city's: 40% of these goals were achieved, while the sample city rate for public space policy is 64%.

It is positive that no areas in the city seem to be dominated by one ethnic group and there are no areas which are reputed as 'dangerous'.

On the other hand, the city doesn't take into account the population diversity when designing and managing new public spaces and buildings.

Nor the involvement of people with different ethnic and cultural background is sought when the cities decide to reconstruct an area.

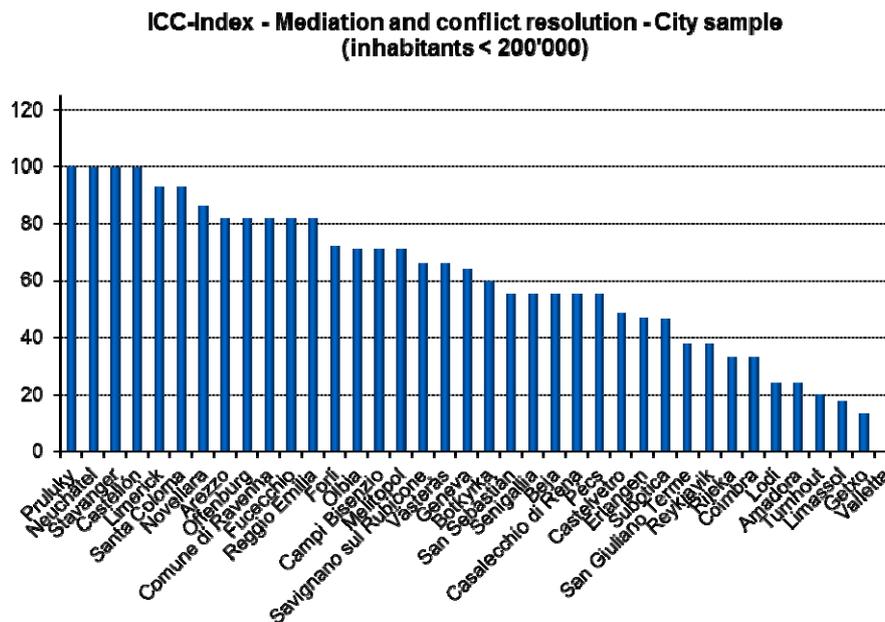
We invite Olbia to consult its citizens when reconstructing an area. An interesting initiative has been implemented by the city of Reggio Emilia, where, in the framework of the pact for the requalification of the railway station's zone, an outreaching action for interviewing and talking with people living and working in the zone has allowed the consultation of more than 180 people.

Another example is provided by the London borough of Lewisham. In Pepys Park young people were invited into the process of designing and making a new playground area. At Ladywell Fields, an area of abandoned meadowland was restored to public use with the involvement of a park user group and the reinstatement of a park warden and a 'Rivers and People Officer'.

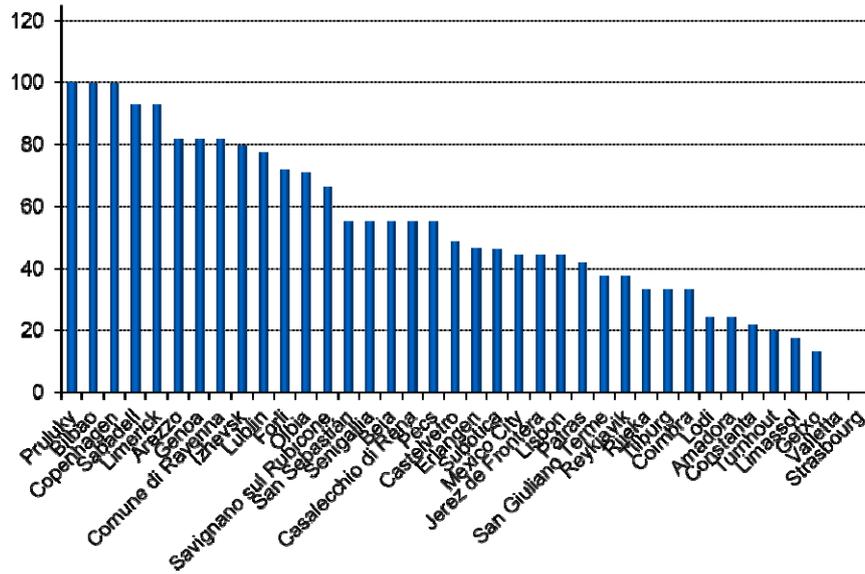
Finally, actions to encourage intercultural mixing are not taken in libraries, playgrounds nor museums.

On this point, an interesting initiative organised by the city of Copenhagen are the Expat Dinners at local libraries where local foreigners can meet local Danes over a meal.

8. Mediation and conflict resolution policies



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



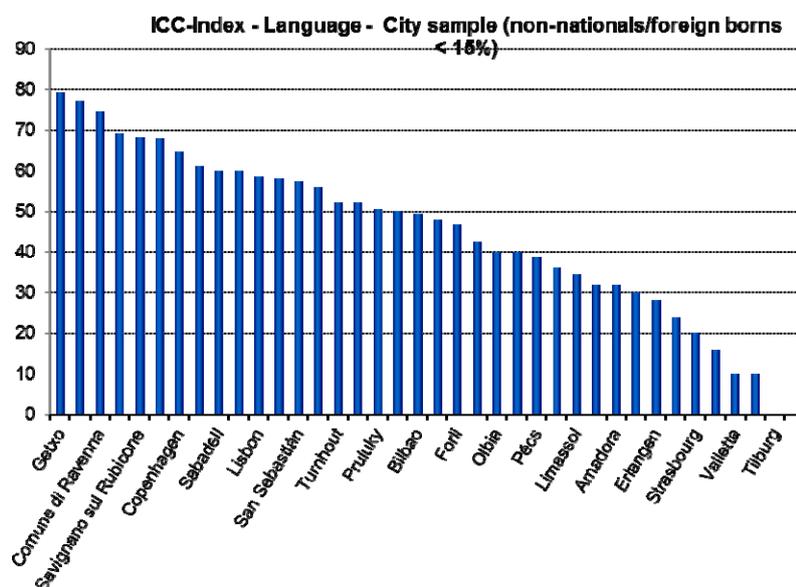
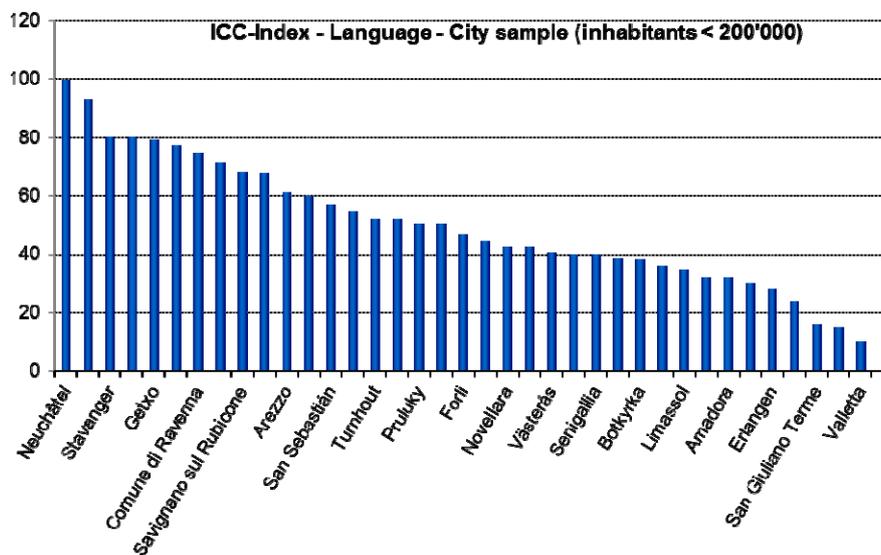
The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

The analysis shows that Olbia’s mediation and conflict resolution policy achievement rate is 71%, while the city sample’s rate is 64%.

The city provides a municipal mediation service run by a civil society organisation and devoted to intercultural issues within the city administration.

An organisation for inter-religious relations has also been set up.

9. Language⁹



Olbia's language policy achievement rate is lower (40%) than the city sample's rate (51%).

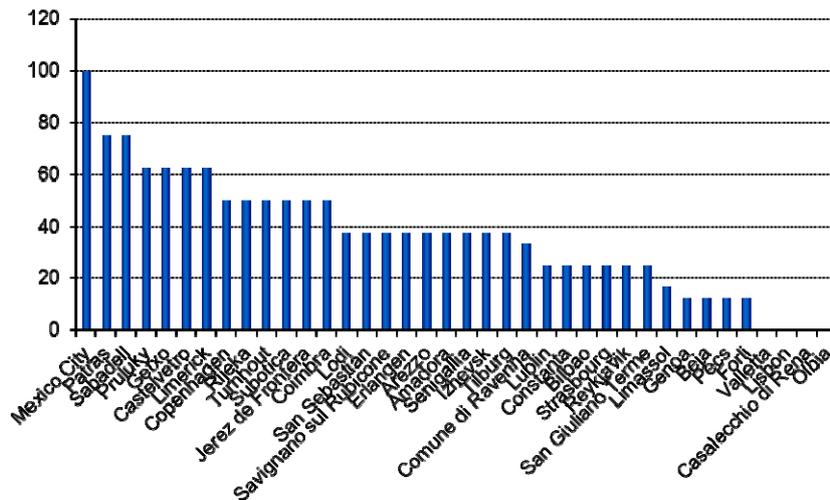
The city provides special courses specially targeting hard-to-reach groups.

Finally, the city supports projects seeking to give positive image of migrant/minority languages.

Olbia might consider strengthening its pluri-lingualism policies by supporting financially local minority newspaper/journals or TV/radio programmes in minority languages.

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)

**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.

0% of Olbia's media policy goals were achieved while the city sample's attainment rate for these goals is 46%.

The city doesn't have a media strategy aiming at a positive image of migrants.

Olbia may wish to further explore possible media policies, for instance, by monitoring the way in which minorities are portrayed in the local media. The city may notice an initiative launched by the city of Stavanger. This municipality is monitoring every incident where migrants occur in an article or otherwise.

Another example comes from Reggio Emilia: the documentary "VociPlurali" (PluralVoices) was developed after the participation of the city to a research carried out by Corecom Emilia-Romagna (Regional Committee for Communications) and it aims at enriching monitor tools and sources to discuss the image of migrants in the media and its impact on the social environment.

Finally, the municipality may also wish to provide advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Reggio Emilia, which is providing training activities, with the help of the reporters of the Fondazione Mondinsieme, that are free and open to everyone, in order to give the citizens the tools to critically analyse the present and eventually join the group of the reporters.

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 Olbia's intelligence competence policy goals is lower than the city sample's: 47% 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 and training courses.

The city is also sometimes mainstreaming information about diversity to inform the City Government.

On the other hand Olbia is not conducting surveys concerning local inhabitants' perceptions of migrants.

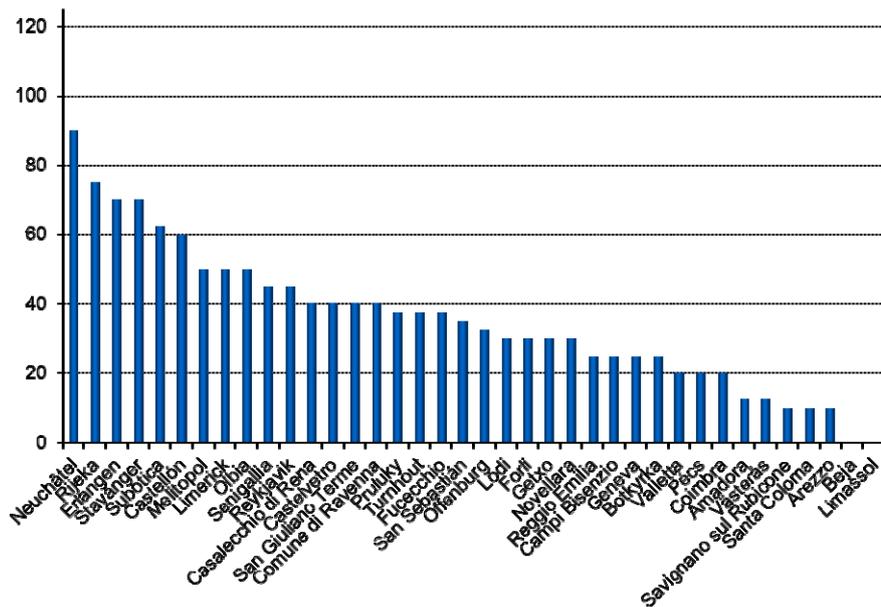
In this regard, we invite Olbia to consider further building upon its existing intelligence and competence policies notably by conducting surveys more focused on the perception of migrants/minorities by the city residents. Here, the municipality could draw its attention to initiatives implemented by other European cities. For instance, in Reggio Emilia (Italy), a partnership with the local university ensures monitoring of integration and wellbeing of migrants, the public opinion and the effects of the city policies. In Tilburg (the Netherlands) every two years a survey is held among the residents concerning their attitude to the "multicultural society", as it is called. This survey includes the same ten statements each time, so it is easy to compare the results over time. Tilburg's Research and Information Department also presents monitoring studies, like the Poverty Monitor, the Integration Monitor, the Antilleans Monitor, the Moroccan Monitor, etc. What is more, Melitopol (Ukraine) was the first in the Intercultural Cities network to conduct a survey in accordance with the Analytical Grid. The survey revealed a number of interesting trends in the perception of diversity. It established, in particular, that an overwhelming majority of the surveyed believed that local ethnic differences were recognised and respected by the city's public services (67.1%); that their neighbourhood was a place where people from different backgrounds could live harmoniously (72%); and that they knew more people of different ethnicities than five years ago (60%).

The city provides tailored support for different groups such as family, students, refugees and migrant workers.

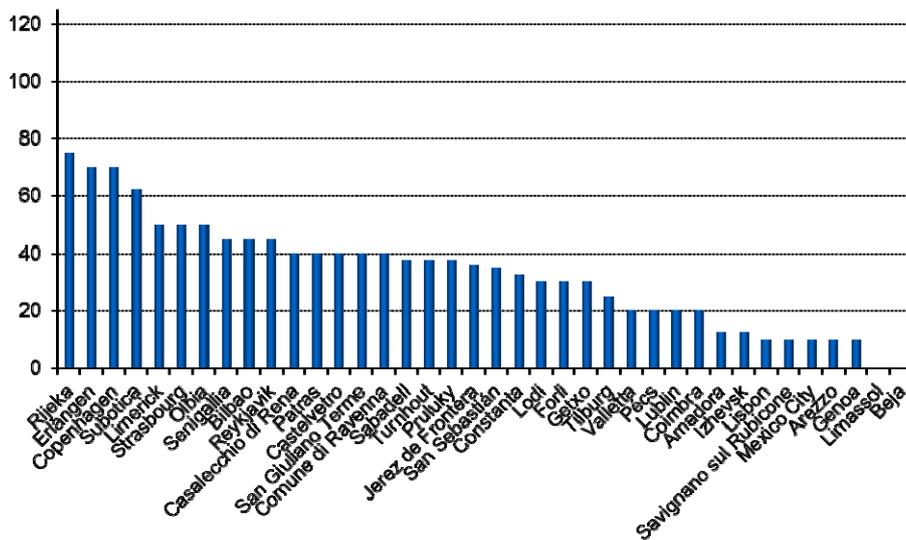
The city does not organize a special public ceremony to greet newcomers in the city, as it is instead done by other cities of the Italian Network. For example in Forlì, every year in November the Citizenship Feast is organized, when a city officer meets the naturalized people and gives them a copy of the Constitution.

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 Olbia in this field is higher than the city sample's: 50% of Olbia governance policy goals were achieved while the city sample's attainment rate for these goals is 35%.

The ethnic background of elected politicians does not reflect the composition of the city population and newcomers are eligible to vote in local election only after having obtained the citizenship.

On the other hand, the city has created a political body to represent all ethnic minorities living in the city.

Olbia might wish to consider, in this sense, 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 encourages them to engage in politics.

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.

16. Conclusions

The results of the current ICC Index suggest that in Olbia there is still ample room for improvement in the intercultural policies. The municipality could identify useful insights and examples from other cities in the field of commitment, education, neighbourhood, public services, language, media, international outlook and intelligence/competence practices.

On the other hand, Olbia's achievements in the areas of business, cultural and civic life, mediation, welcoming and governance are higher than the city sample.

In view of the above, we invite Olbia to strengthen in most of the policy areas and improve in the policy areas detailed below.

17. Recommendations

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

- **Commitment:** Olbia might consider ameliorating its intercultural commitment by adopting a public statement recognizing to be part of the Intercultural Cities Network. The city might also consider developing an evaluation process for its intercultural strategy and action plan.

- **Neighbourhoods:** Olbia 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 another neighbourhood.
- **Public services:** Olbia may wish to lay down a specific recruitment strategy to ensure that the ethnic background of public employees at higher level mirrors that of the city's inhabitants.
- **Public spaces:** Olbia 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.
- **Language:** Olbia may wish to ameliorate its language policies in the future, for example by ensuring that all of the city's citizens are eligible to receive training in immigrant/minority languages. Olbia may also find it interesting to introduce the learning of minority languages to the regular school curriculum and to provide financial assistance to minority press, radio and TV programmes.
- **Media:** Olbia may wish lay down a strategy to improve visibility of migrants in the media, as well as to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds and by introducing monitoring mechanisms to examine how media portray minorities.
- **Intelligence and competence:** Olbia may wish to further explore carrying out surveys including questions about the perception of migrants and minorities.

Olbia 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 database¹⁰.

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