



## Ravenna: Results of the Intercultural Cities Index

Date: March 2015

A comparison between 70 cities<sup>1</sup>

### Introduction

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

As of today 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 Sebastian<sup>2</sup> (*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 Frontera<sup>3</sup> (*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 Rubicone<sup>4</sup> (*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.

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

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

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

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

This document presents the results of the Intercultural City Index analysis for Ravenna (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).

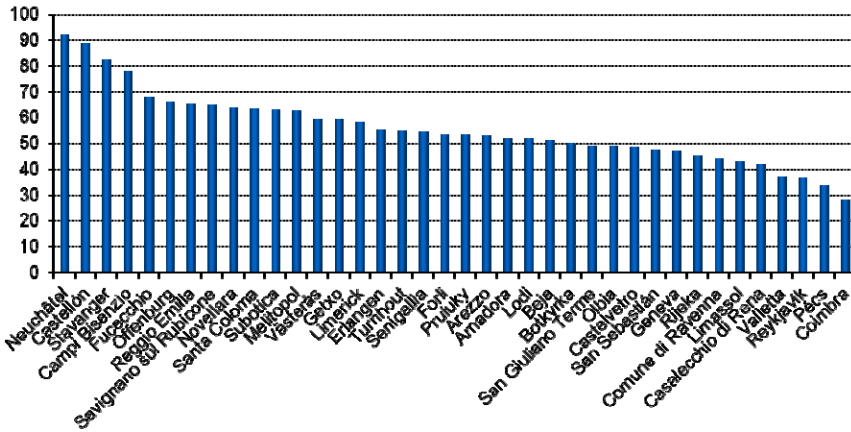
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

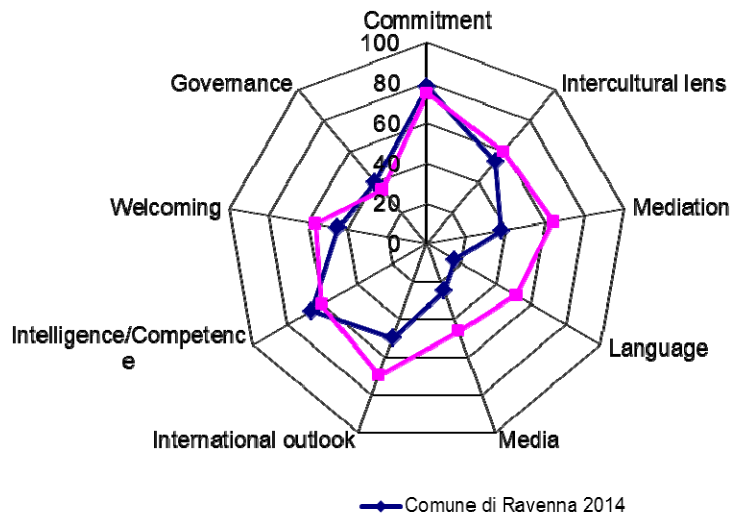
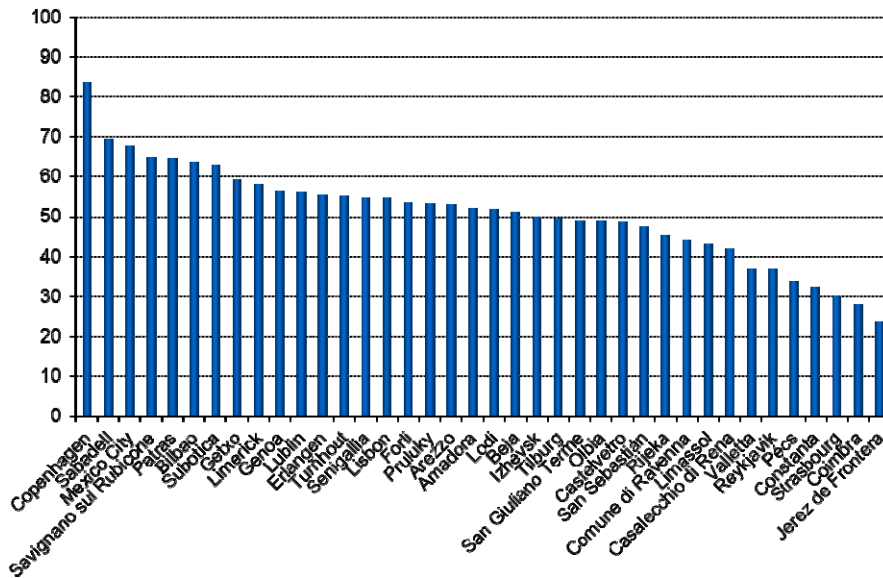
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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, Ravenna has been positioned 60<sup>th</sup> among the 70 cities in the sample, with an aggregate intercultural city index of 44%, one point below the score of Rijeka (Croatia). Ravenna has been ranked 32<sup>nd</sup> among cities with less than 200,000 inhabitants and 29<sup>th</sup> 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%)**

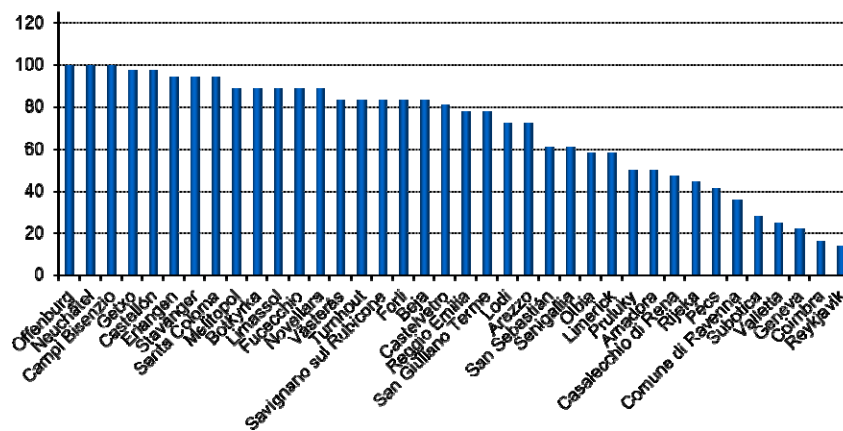


## Ravenna– An overview

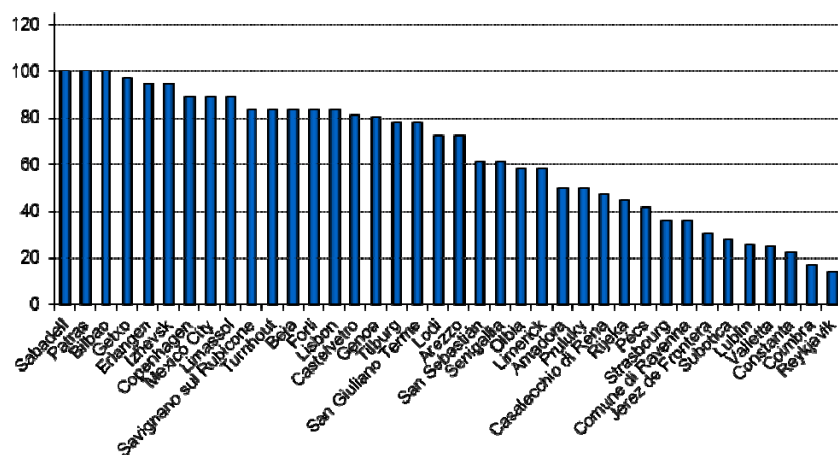
Ravenna is a city in the Emilia-Romagna region of Italy, with a history of capital of numerous reigns (Western Roman Empire, Ostrogoths, Lombards). Today in the city live 159.041 people, among which 88,05% is Italian, while 11,95% are of foreign origins. The two biggest foreign groups are represented by Romanian and Albanian people, that account for 2,53% and 2.04% of the population. The GIP pro-capite of the Province of Ravenna is €15.129.

### 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 Ravenna's commitment policy goals is slightly lower than the city sample's<sup>5</sup>: 78% of these goals were achieved, while the city sample's rate for commitment policy is 75%.

Ravenna has not adopted a public statement as an intercultural city.

Notwithstanding the city has designed an integration strategy with intercultural elements. A budget has been also allocated, even if an action plan or an evaluation process are not foreseen.

The city does not have a dedicated cross-department body in charge of the strategy, nor a webpage.

Furthermore, official speeches and communications by the city rarely make reference to the intercultural commitment.

Finally, the city provides, every year during the Festival delle Culture (Festival of Cultures), means of acknowledging local citizens who have done exceptional things to encourage interculturalism in the city.

The City Council might consider ameliorating its commitment initiatives, for instance, by referring to publicly acknowledge the presence of the city in the Intercultural Cities Network, as well as to its dedication to diversity and inclusion within official communication.

## **2. Education<sup>6</sup> 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 Ravenna's education policy achievement rate (70%) is slightly higher than the city sample's rate (66%).

In none of the local primary schools almost all pupils are coming from the same ethnic background.

The ethnic background of teachers in schools doesn't reflect the composition of the city's population. Nevertheless, most schools are making strong efforts to involve parents from ethnic minority/migrant background in school life and local schools often carry out intercultural projects.

Ravenna should act 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

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<sup>5</sup> 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.

<sup>6</sup> The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)).

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<sup>7</sup>**

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

Ravenna's neighbourhood policy indicators are slightly lower (60%) than the city sample's rate (63%).

In none of Ravenna's neighbourhoods people from minority background constitute the majority<sup>8</sup> of residents, but nevertheless there are not ethnically segregated neighbourhoods. For this reason the city does not feel the necessity to implement a policy to increase the 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.

The city has instead developed policies and projects to occasionally encourage people to meet and interact within the neighbourhoods, like the participatory design and organization of the Festival delle Culture.

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

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

<sup>8</sup> For the purpose of this report, a "vast majority" refers to a situation where more than 80% of residents come from the same ethnic background.

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 Ravenna's public services policy achievement rate (30%) 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 does not take any action to encourage intercultural mixing and competences in private sector enterprises.

Finally, Ravenna provides only one of the services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens: school meals.

In spite of the legislative constrains that are reducing the recruitment pool for public employment to Italian citizens only, Ravenna 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.

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

20% of Ravenna's business and labour market policy indicator is achieved, while the city sample's rate for business and labour market policy (43%).

Ravenna does not have an umbrella organisation having among its objectives the promotion of diversity and anti-discrimination nor a charter against ethnic discrimination within its own administration and services.

The city doesn't take action to encourage business from ethnic minorities to move beyond ethnic economies and enter the mainstream and higher value-added sectors. Nor actions are taken to encourage business districts and incubators. No priority is given to companies with a diversity strategy when it comes to the procurement of goods and services.

Ravenna might wish to ameliorate its business policies considering the example of the city of Stavanger: as, combating discrimination is part of the city's mission statement, Stavanger is monitoring the extent and the character of discrimination through a survey conducted every two years among the organizations and employees. The results are showing a high degree of acceptance for diversity coupled with a low level of discrimination.

Another action the city can take is prioritizing the companies that implement a diversity strategy in their procurement of goods and services. For example, the city of Copenhagen does it, since 2006, by including hard or soft clauses in the procurement contracts. Hard clauses require that the supplier recruit a certain number of unemployed, trainees or people in "supported employment". Soft clauses require that the supplier weave diversity management practices into his/her human resources. By the end of 2009, 420 contracts with social, majorly soft clauses were signed. In September 2010 it was decided to use hard social clauses, in particular, with regard to trainee employment. By December 2011, 15 contracts with hard social clauses were signed with 55 full-time trainee positions. By May 2013, 63 contracts with hard social clauses had been signed with 183 full time trainee positions. This is a remarkable increase.

## **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

Ravenna's cultural and civil life policy goal achievement rate is slightly lower (75%) to the city sample's rate (78%).

Interculturalism is not used as a criterion when allocating grants to associations and initiatives. The city is occasionally encouraging, through patronage, cultural organisations to deal with diversity and intercultural relations.



Specific events and activities in the fields of arts, culture and sports for encouraging people from different ethnic groups to mix, are regularly organized: in particular the Festival delle Culture, which is organized every year.

Finally, Ravenna is regularly organising public debates and campaigns around the topics of diversity and living together, mainly through the participation to the Week against Racism, taking place every year.

## **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 Forli's public space policy goals is slightly lower than the sample city's: 60% of these goals were achieved, while the sample city rate for public space policy is 64%.

A couple of areas in the city seem to be dominated by one ethnic group but there are no areas which are reputed as 'dangerous'.

Furthermore the city takes into account the population diversity when designing and managing new public spaces and buildings.

When the cities decide to reconstruct an area they seek the involvement of people with different ethnical and cultural background. The delegates of the Council or foreign citizens can, for example, take part to the meeting of the Municipality Council.

Nonetheless, we invite Forli to build upon its existing public space initiatives, for instance enlarging the means 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'.

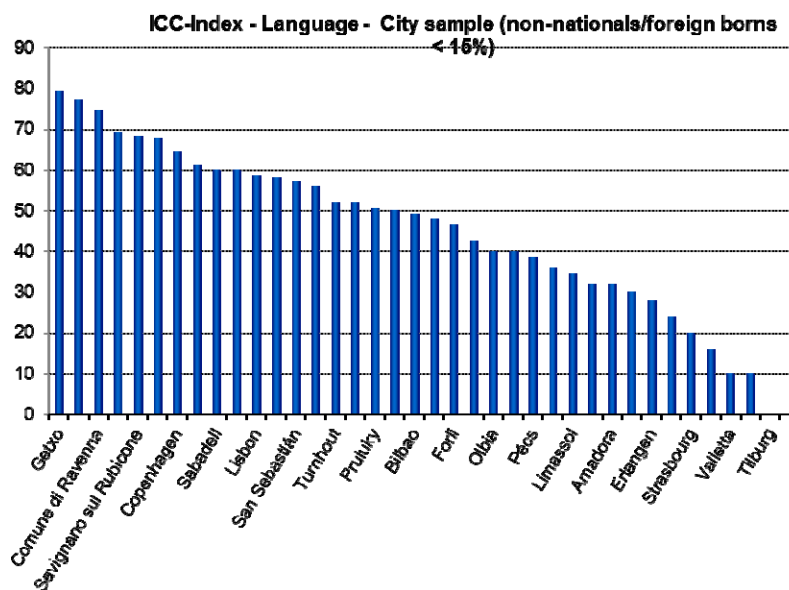
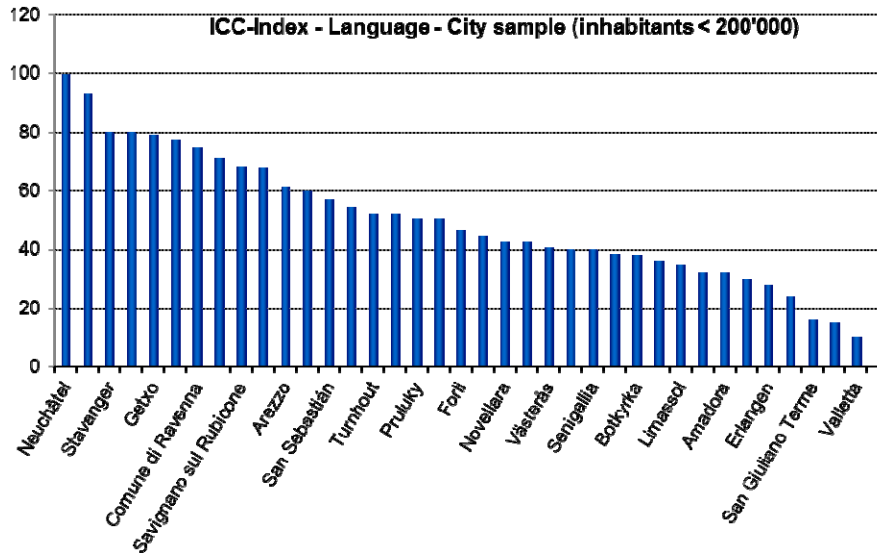
On the other hand, actions to encourage intercultural mixing are not taken in libraries, playgrounds nor museums.

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.



No organization for inter-religious relations have been set up, but it has been the topic of one of the Forum Integrazione.

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



Forli's language policy achievement rate is slightly lower (47%) than the city sample's rate (51%).

The city provides special courses specially targeting women, as well as supports private groups that are helping students in doing their homework.

The Province of Forli-Cesena is also supporting the intercultural newspaper "Segni & Sogni".

<sup>9</sup> By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref- [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))



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

13% of Forli's media policy goals were achieved while the city sample's attainment rate for these goals is 46%.

The city occasionally plans a media strategy aiming at a positive image of migrants.

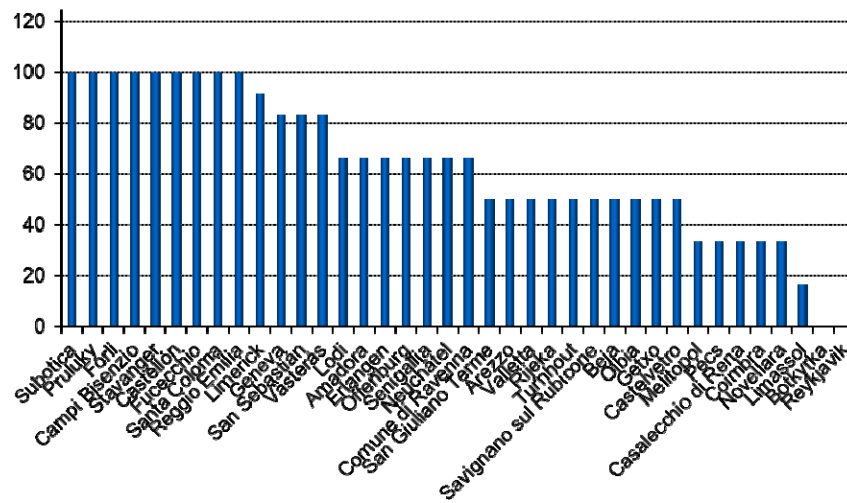
Forli may wish to further explore possible media policies, for instance, by monitoring the way in which minorities are portrayed in the local media. The city may notice an initiative launched by the city of Stavanger. This municipality is monitoring every incident where migrants occur in an article or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

Another example comes from Reggio Emilia which is also monitoring the way migrants are being portrayed. For example 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.

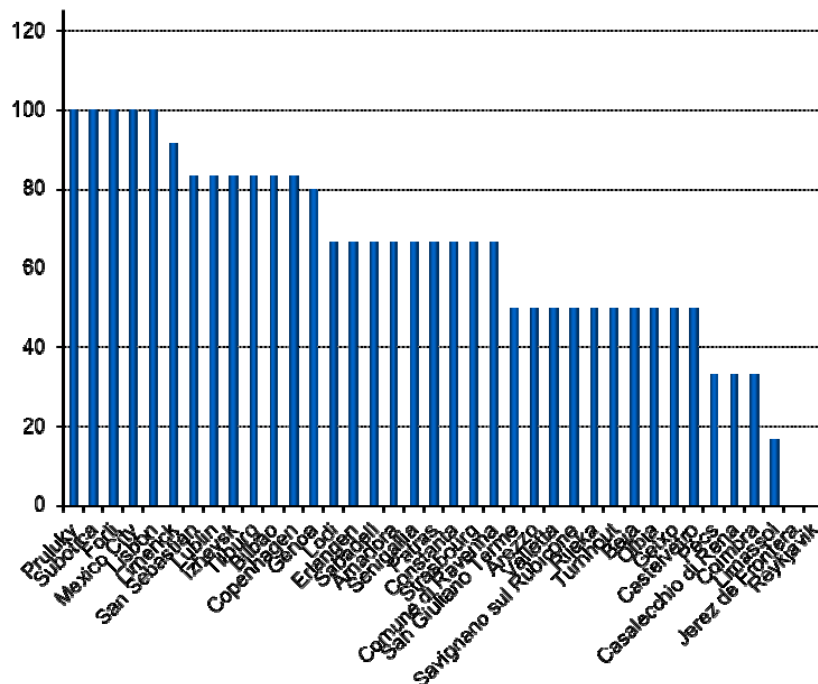
Finally, the municipality may also wish to provide advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Reggio Emilia, which is providing training activities, with the help of the reporters of the Fondazione 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.

## 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.

Forli's international outlook policy indicators reach the maximum (100%) while the city sample's achievement is 70%.



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 Forlì's intelligence competence policy goals is slightly 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 and training courses.

The city is also mainstreaming, through the Council of Foreign Citizens, information about diversity to inform the City Government.

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

In this regard, we invite Forlì 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%).







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 Forlì in this field is slightly lower than the city sample's: 30% of Forlì 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 an advisory body to represent all ethnic minorities living in the city, the Council of Foreign Citizens, and initiatives for encouraging migrants to engage in political life are sometimes deployed.

Forlì 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 Forlì 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 public services, business, culture, public services, media, intelligence/competence and governance practices.

On the other hand, Forlì's achievements in the area of commitment, education, neighbourhood, international outlook and welcoming are higher than the city sample.

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

## 17. Recommendations

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

- **Public services:** Forlì 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. The municipality may

also wish to deploy services which are tailored to the needs of the ethnic/cultural background of its citizens.

- **Business and labour market:** Forlì may wish to ameliorate its policies in this field by creating an umbrella organization which has among its objectives to promote diversity and non-discrimination; encouraging business from ethnic minorities to move beyond ethnic economies and enter mainstream economy; encouraging 'business districts/incubators'. It may be also interesting to give priority to companies with a diversity strategy in the procurement of goods and services.
- **Public space:** Forlì may wish to take action to encourage intercultural mixing in public libraries, museums, playgrounds.
- **Media:** Forlì may wish 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:** Forlì may wish to further explore carrying out surveys including questions about the perception of migrants and minorities.
- **Governance:** Forlì might establish a standard for the representation of migrant minorities in mandatory bodies supervising schools and public services

Forlì may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural cities database<sup>10</sup>.

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<sup>10</sup> [http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance\\_en.asp](http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp)