



## Novellara: Results of the Intercultural Cities Index

Date: January 2016

A comparison between 76 cities<sup>1</sup>

### Introduction

The Intercultural Cities is a Council of Europe flagship programme. 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 was rich in content and detail. However, narrative reports alone were relatively weak as tools to monitor and communicate progress. Thus, an “Intercultural City Index” has been designed as a benchmarking tool for the cities taking part in the programme as well as for future participants.

As of today 76 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*), Bucharest (*Romania*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Rena (*Italy*), Castellón (*Spain*), 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*), Ioannina (*Greece*), Izhevsk (*Udmart Republic, Russia*), Jerez de la Frontera (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), Lisbon (*Portugal*), Lodi (*Italy*), Logroño (*Spain*), Lublin (*Poland*), Lyon (*France*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), the canton of Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Novellara (*Italy*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), Parla (*Spain*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Ravenna (*Italy*), Reggio Emilia (*Italy*), Reykjavik (*Iceland*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), San Giuliano Terme (*Italy*), Santa Coloma (*Spain*), Sechenkivsky (*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>3</sup> (*Italy*), Unione Terre dei Castelli<sup>4</sup> (*Italy*), Valletta (*Malta*), Västerås (*Sweden*), Vinnitsa (*Ukraine*) and Zurich (*Switzerland*).

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

<sup>2</sup> The Spanish city of Donostia-San Sebastian is generally referred in the programme as San Sebastian.

<sup>3</sup> The Italian city of Unione dei Comuni-Savignano sul Rubicone is generally referred in the programme as Rubicone.

<sup>4</sup> Former Castelvetro di Modena.

Among these cities, 40 (including Novellara) have less than 200,000 inhabitants and 33 (including Novellara) have more than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Novellara (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".

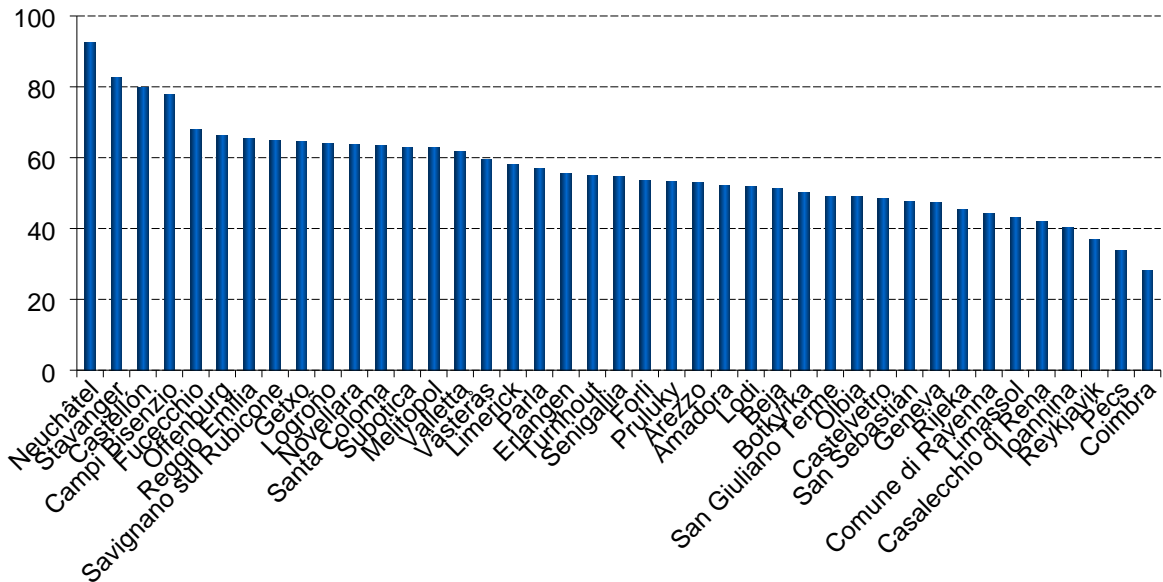
The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach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

Taking into account the above-mentioned 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.

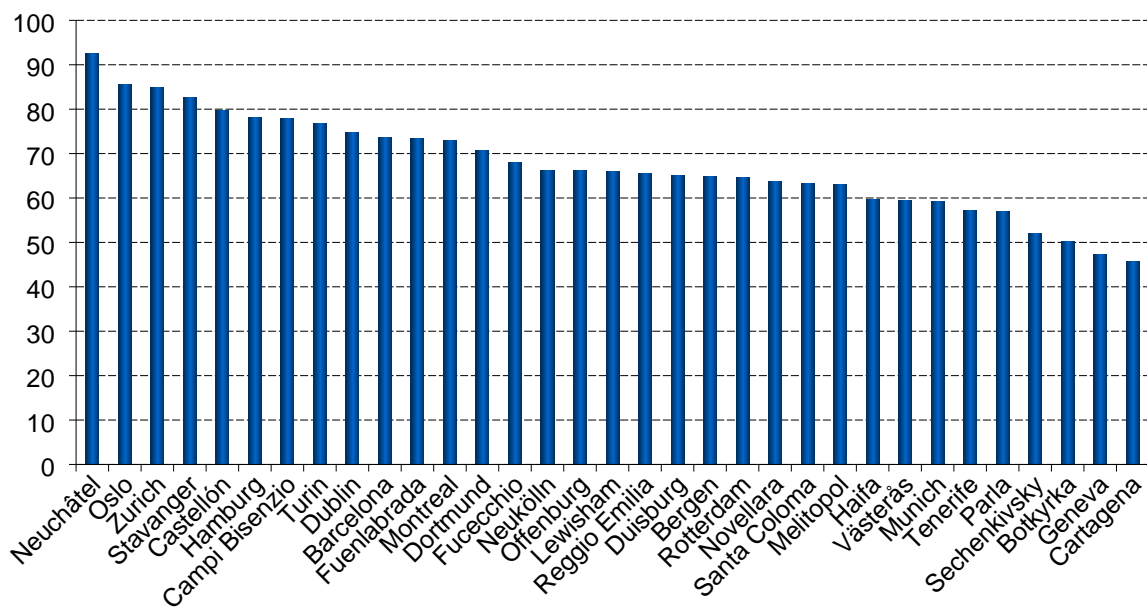
According to the overall index results, Novellara has been positioned 68th among the 75 cities in the sample, with an aggregate intercultural city index of 40%, after Ioannina (40%) and before Reykjavik (37%). Novellara has been

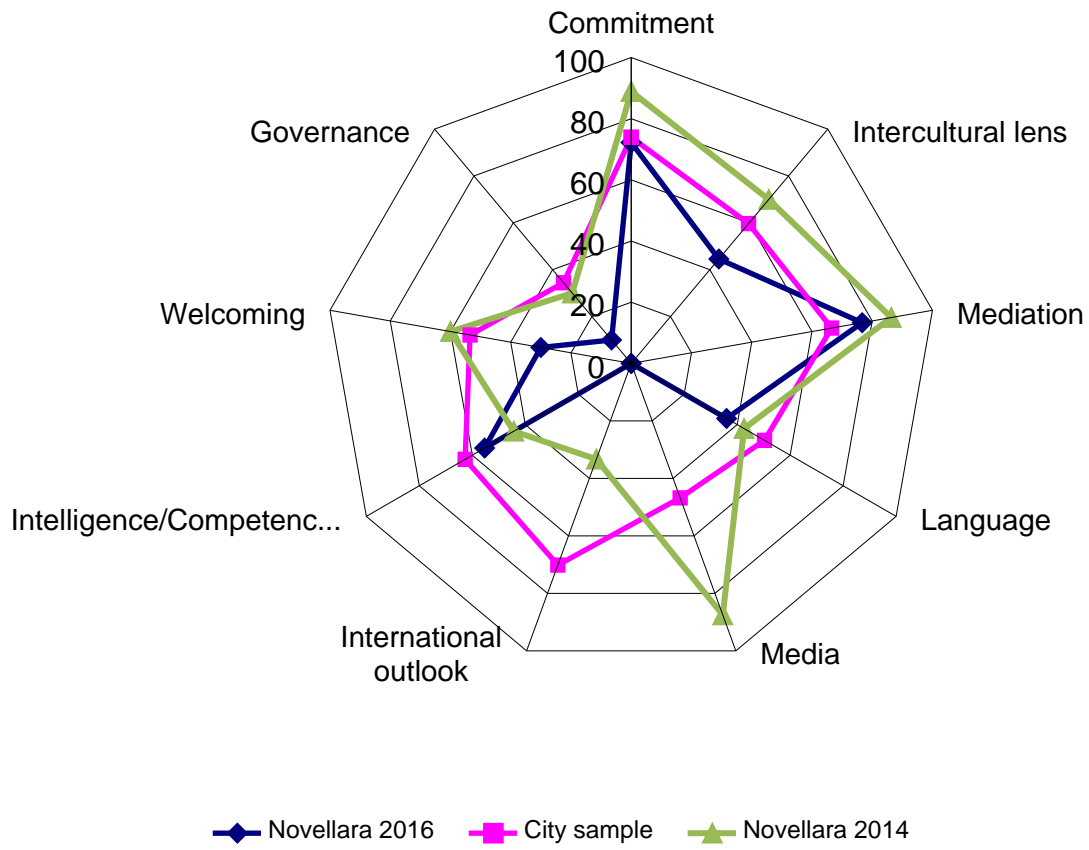
ranked 18th among cities with less than 200,000 inhabitants and 24th among cities with more than 15 per cent of foreign-born residents.

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



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





## Novellara – An overview

Novellara is an Italian municipality located 19 km north from the province of Reggio Emilia, in Emilia Romagna.

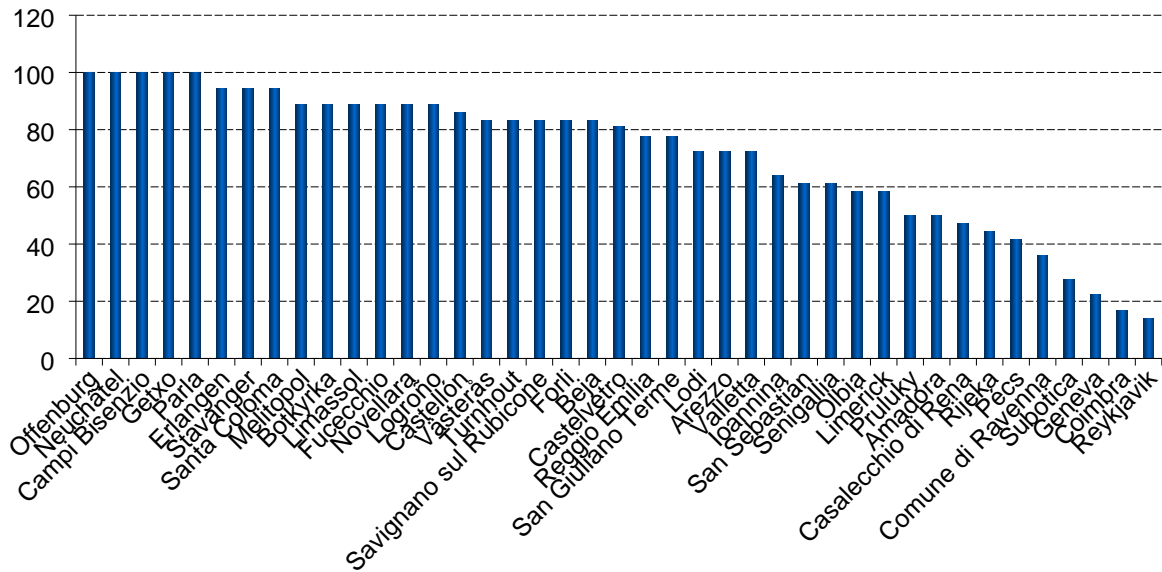
According to the Istat's result, Novellara counted 13,761 inhabitants the 31<sup>st</sup> December 2010. The city might wish to update this census for the next questionnaire.

The 16% of the total population have been identified as non-nationals, and the 13% as foreign-born. The principal minority ethnic groups come from: China the 3.97%, India 3.55%, Pakistan 3.18% and Morocco 1.33%.

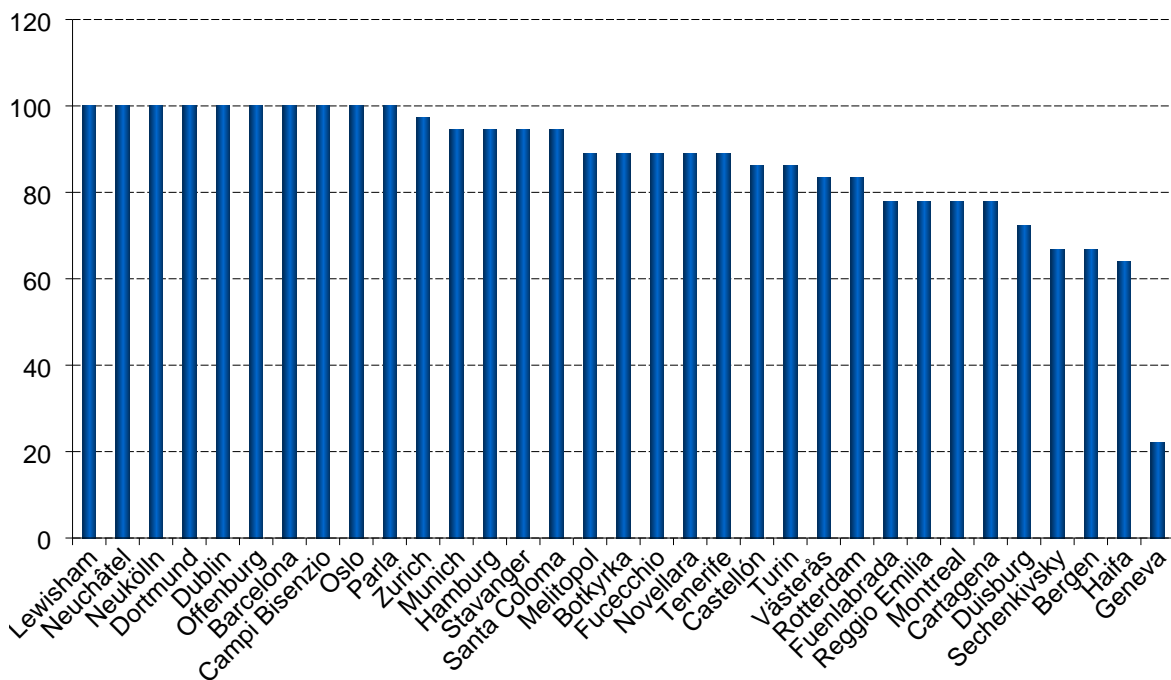
Unfortunately, there are no data available to show the percentage of second and third generation migrants. The city might wish to provide these data for the next questionnaire.

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.

Novellara's rate in this area is the 72% , lower compared to the result scored in 2014 (89%) and slightly lower compared to the city sample, which is the 74%. The city might wish to investigate the causes of this reduction.

The city has formally and publically stated its participation in the Intercultural Cities network. In addition, public personalities make constant and clear reference to the intercultural commitment during public meetings and assemblies. It is commendable that the city has a website to display news about initiatives and activities.

Novella has positively adopted an intercultural integration strategy. The city promotes intercultural activities through documents translated in several languages. The set of documents include specific topics, such as:

- A Municipality Chart to spread information about integration and moral values.
- An Intro Guide of the office of public relations

The city also tries to enhance a feeling of inclusion among its citizens sending letters and leaflets, for example:

- Newcomers usually receive a welcome letter
- A letter is also sent to newborns
- Leaflets are offered to illustrate how to make the most out of public libraries and public bicycles.
- Leaflets regarding the danger of mosquitos are also offered; together with flyers on the mediation service.

Novellara has adopted a detailed action plan to enhance interculturality. This plan involves:

- Encouraging communication within religious communities: this would reflect in a more open society. Furthermore, it would enhance inclusiveness among the different religious communities (such as Sikh and Hindu).
- Cultural Mediation is offered for several cultures/languages, for instance Chinese, Hindi and Punjabi, Urdu, Arab etc. By offering this mediation service, the municipality aims to overcome cultural differences, facilitating integration and social cohesion.
- Schools offer Italian language classes; through a programme of welcoming strategies, teachers' goal is to increment parents' involvement and engagement in the education system.

Although the action plan seems very promising, Novellara should consider establishing an evaluation process for the intercultural strategy plan. Moreover, the city should have a dedicated body or a department responsible for the intercultural strategy or intercultural integration.

In order to encourage and emphasize the importance of social inclusion, the city could provide a special ceremony to honour those local citizens who have done exceptional things to encourage interculturalism in the local community. For instance, in Parla (Spain) there is a specific programme to enhance intercultural coexistence. The “Programa comunitario de promocion de la convivencia intercultural de la estrategia Parla ciudad intercultural” organises courses to make short-movies aiming to raise awareness on cultural differences. Every year the most creative and innovative work wins a prize.

The city 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.

Novellara might get inspiration from the experience of Copenhagen, which in the framework of the launch of the Diversity Charter in May 2011, had also introduced the inclusion barometer for evaluating its intercultural strategy. The barometer is based on 16 indicators set out in the inclusion policy and updated every year. All political committees make a yearly status report about the indicators they are responsible for as well as the progress of their action plan and the general inclusion efforts of the administration. These reports are gathered into a common document, which is presented to the City Council.

In addition to the Diversity Charter, the city of Novellara might wish to consider Tenerife’s initiative “Mesas Insulares para la convivencia Intercultural”. This initiative enhances coexistence through shared meals since 2009.



## 2. Education<sup>5</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 Novellara's education policy achievement rate for 2016 is 85%, higher than the city sample's rate of 66%. The city has shown a constant improvement since 2014, when the rate was of the 80%.

Novellara is carrying out several projects to increase interculturality in schools. The project Intercultura is composed of a set of activities and projects that enhance inclusion and social cohesion. Some of the activities include:

- Open day: a day when parents can meet and talk to teachers.
- Study groups to help students in the learning process
- Italian language classes
- Cultural activities, such as theatre and drama classes, art workshops, climate and environment laboratory, language courses etc.
- Sportive activities, games and competitions
- Cooking workshops "dolce e picante fra culture" (sweet and spicy between cultures)

Positively, not all the students from primary schools belong to the same ethnic background. To avoid "segregation" and to enhance social cohesion, the city could consider developing a twinning project where students from different schools meet each other.

On the bright side, schools are putting an effort in order to increase parents' participation in the education system. For example, primary and secondary schools host a specialized cultural mediator that accompanies parents in their understanding of the Italian education system. The cultural mediator will make phone calls and will take part in the project "Punto d'ascolto" (listening point) where foreign parents' can meet and talk to a psychologist. To improve parents' involvement, the city could adopt policies that aim to increase and encourage ethnic and cultural mix, discouraging the creation of segregation, i.e. ghettos. Novellara may wish to consider the idea of encouraging parents' inclusion in intercultural school projects, following the example of Bergen (Norway). Bergen's municipality, in fact, is encouraging the collaboration between schools and parents from minority background through sports' activities.

Unfortunately, according to the report, schools professors' ethnic background rarely mirrors pupils'. Novellara should 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

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<sup>5</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://higherred.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)).

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.

### 3. Neighbourhood policies through an intercultural lens<sup>6</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.

Novellara's neighbourhood policy indicators in 2016 are 63%, considerably lower than 2014, when the city scored the 81%. Even if the score is still higher than the city sample's rate (63%) Novellara might wish to investigate the causes of such a worsening.

Positively, there are no areas in which a minority ethnic group constitute the majority of its residents. For this reason, the city does not feel the necessity of encouraging activities to mix citizens from different areas.

However, even if segregation and spatial exclusion are not real/tangible issues in Novellara, the city, in order to prevent any sort of spatial and social segregation, could step forward and organise meetings and events to gather people from different areas together.

For example, the city of Parla established an "Equipo de Mediación Vecinal" (team of local mediation) who is responsible for the organization of events and meetings. Moreover, the "Equipo" offers a safe and welcoming place where all the citizens can talk and share their problems and/or concerns while getting to know each other creating connections. In addition, the team enhances the link between new/developing areas (such as Barrio de Parla Este) with more "aged" districts. Moreover, Parla has a specific policy to enhance cultural diversity among its inhabitants in areas and neighbourhoods. For example, The Departments of Urbanism and Housing have a policy to increase resident's diversity in neighbourhoods, and hence avoiding ethnic concentration. In fact, through the revitalization of downtown areas, urban projects developed to manage multiculturalism, avoiding the ageing of population in certain neighbourhoods, as it happened in some parts of the old city centre.

Novellara could also take inspiration by Sabadell. In fact, Sabadell's neighbourhood of Can Puiggener promotes social mixing of citizens from different areas with activities and programmes, such as, the organization of the social meal: "Mesa para la convivencia Can Puiggener" ("Table for coexistence in Can Puiggener"), and events to celebrate diversity: "Fiesta de la Diversidad de Can Puiggener" ("Celebration of Diversity in Can Puiggener").

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<sup>6</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.

#### 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 Novellara's public service in 2016 corresponds to the 10% considerably lower than the city sample (43%) and lower than the results in 2014, which was the 40%. Novellara may wish to investigate which factors might have contributed to the lowering of this indicator.

The ethnic background of public employees, at all the hierarchical levels, does not reflect the composition of the city's population. In addition, the city of Novellara does not foresee a recruitment strategy to ensure and/or facilitate non-national employment. This might be caused by the fact that people without Italian residency are not allowed to work for the municipality.

Moreover, the city does not take action to encourage intercultural mixing in the private labour market.

Novellara should consider establishing multi-cultural services in order to include all religions and cultures. From the questionnaire, in fact, it would appear that there are some services but they do not suit the diverse ethnic/cultural background of all citizens. For instance, the city offers cemetery and burial places for the Islamic community, but does not for the Sikh. Instead, schools' canteens have different meals to mirror the various needs of the pupils. Together with offering multi-faith funeral services and burial areas, the city should encourage women to take part in the community life; for example, sport centres could offer activities to women with specific needs.

To increment the employability, Novellara could take inspiration by Parla's Agencia Municipal de Empleo (*Municipal Employment Agency*). This agency offers six-months paid training contracts. These contracts are apt for both natives and foreign-born workers and they offer courses such as carpenter, locksmith, painter, gardener, plumber etc.

In order to ameliorate public services, the city should develop a recruitment plan to ensure public employees reflect the ethnic background of the city's population exploring initiatives of Copenhagen (Denmark), Amsterdam (the Netherlands) 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. Such internships may lead to permanent employment. The Amsterdam City Council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds. In Berlin, the recruitment campaign 'Berlin braucht dich' (Berlin needs you) programmed for 2006-2012 aims at diversifying the Senate's workforce by promoting traineeship opportunities and raising awareness of migrant associations and parents. Stakeholders are also involved in making sure the progress is closely monitored. Thus, as a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

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

Novellara's rate of achievement in this area is at 20%, lower than the city sample (41%). Unfortunately, the rate in this area has decreased since the last questionnaire, when it was 40%.

In Novellara there are business umbrella organisations whose aim is to promote diversity and non-discrimination in employment. These organisations are called "sindacati", or trade unions.

According to the survey, the city does not have any official document (such as a chart) against discrimination in the workplace. Equally, Novellara does not take any action to encourage businesses from minority ethnic/cultural economies.

The city has not taken any action to encourage "business districts/incubators" in which different cultures could more easily mix. To improve this, Novellara could look up at Hamburg. In fact, in Hamburg 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. Hamburg prioritises companies that implement a diversity strategy when procuring their goods and services. Providers are asked for proof of equality of opportunities, gender equality and non-discrimination within their project applications.

Similarly, the city council does not give any priority to companies with a diversity strategy.

Novellara could take inspiration from Parla. The Spanish city, for example, encourages the integration of Chinese businesses into the local market through training and counselling. Positively, the city on April 29<sup>th</sup>, celebrates this connection with the Chinese market. Moreover, through campaigns and web pages –sometimes even in English – the city informs its citizens about which procedures must be carried to implement a business.

Novellara may well find inspiration in other cities' activities and initiatives. For example, the city may wish to foster diversity in the labour market policies, encouraging enterprises to hire employees from a diverse background. Maybe it could be helpful the example of Tilburg, in the Netherlands. In Tilburg they are trying to develop specific "ethnic economies". The DOT (Diversity Undertaking Tilburg) is trying to combine young migrant entrepreneurs with Dutch experienced and skilled entrepreneurs.

Alternatively, Novellara could be inspired by the city of Oslo. Oslo is carrying out a project that aims to involve migrants in Norwegian business. Oslo has in fact set a Centre for Multicultural Value Creation and it is offering first and second-generation immigrants the possibility to start their businesses providing advisory services, coaching and trainings. In Bergen, another Intercultural Norwegian city, several policies are encouraging international cooperation by supporting local universities to attract foreign students. International students are then invited to take actively part in the city life.

## 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

Novellara's cultural and civil life policy goal achievement rate is of 44%, considerably lower than the city sample's rate of 77%. It is worth noticing that in 2014 the city's rate was of 100%.

Interculturalism is not used as a criterion when allocating grants to associations. On this purpose, the city might wish to look up to Bergen, in Norway. In fact, Bergen uses interculturalism as a criterion when allocating grants administered by the City.

On the bright side, Novellara regularly organizes cultural and art events with the aim of encouraging cultural and social mix. For example, the city organizes activities such as sportive activities, theatre performances, musicals, national holidays etc. however, the city might wish to give more details in the future. In order to improve its range of activities, Novellara could take some examples from Bergen, whose cultural and civil life policies are full of events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix. Kaleidoscope (Fargespill) is an art project where young Norwegians and newly arrived migrants meet and create music together. Similarly, the FIKS Bergen initiative promotes cooperation between different sports clubs to include people from migrant background in their activities, and they organise an intercultural day to introduce people to their activities.

Unfortunately, the city does not encourage organizations to encourage cultural organisations to deal with diversity and intercultural relations. And only occasionally, the city would organise public debates or campaigns on the subject of diversity. Perhaps, the city might wish to increase the frequency of these meetings and debates.

The city of Novellara could increment its cultural and civil life policies through various activities. For example, it could introduce special days or holidays to celebrate interculturality. For instance, in Lisbon a festival is hold to celebrate the richness of diversity: fighting down idea of ghettos and bringing people from diverse cultural backgrounds and age groups closer to each other. The programme of the Festival points to the interculturality present in Lisbon and the inter-religious dialogue is sub-theme associated to that idea. Another example comes from Parla. There, it is celebrated the international day for the elimination of racial discrimination; whereas in Tenerife the Carnival plays a fundamental role in bringing people 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 Novellara's public space policy of 2016 is of 42%, lower than the city sample's rate (65%) and considerably lower than the score from 2014: 76%.

The public spaces involved in the process of interculturality appear to be: public libraries, the youth centre and squares. Both libraries and the youth centre offer Wi-Fi connection and technological devices, such as PCs. Squares, instead, host events and open space projects, where people can gather together and enjoy the experience.

The city did not take any action to take into account ethnic/cultural backgrounds of citizens in the design and management of new public buildings or spaces. Similarly, the city authorities do not take into account diversity when deciding to reconstruct an area. In fact, it would appear that the diversity of the population is not always taken into account in the designing and managing of new public buildings and spaces. We would suggest the city of Novellara to adopt a general plan for urbanism that could carry out a specific study about citizens' demographic details, especially in the renewal process.

On the bright side, none of Novellara's areas are considered dangerous or unsafe. However, from the survey it appears that some spaces or areas are dominated by one ethnic group, and other people feel unwelcome. The city might wish to give more details regarding these specific areas.

To increase interculturality and social mix in public spaces, Novellara could follow Parla's municipal library "Gloria Fuertes" example, which seems to be particularly active in fostering cultural mix carrying out several literary activities (such as poetry, storytelling and books' exhibitions in other languages) and music activities, with the involvement of residents coming from Morocco, Romania, Ecuador and China. Another example comes from Bergen. Bergen, in fact, stimulates the engagement of local communities in planning processes for the development of their neighbourhoods, irrespective of the ethnic origin.

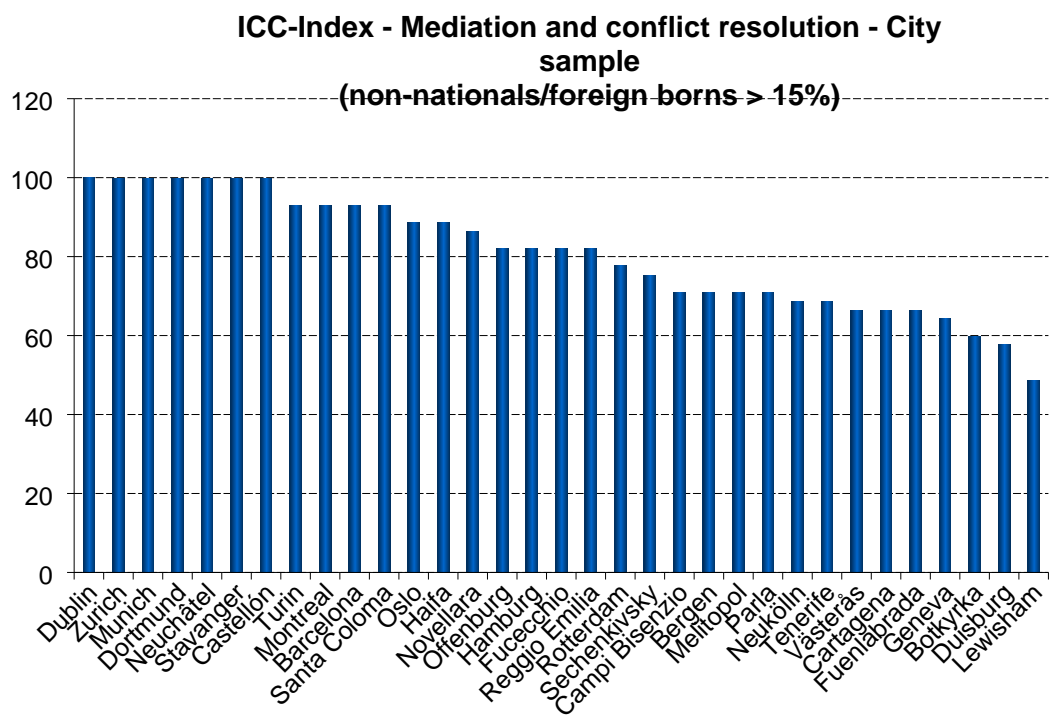
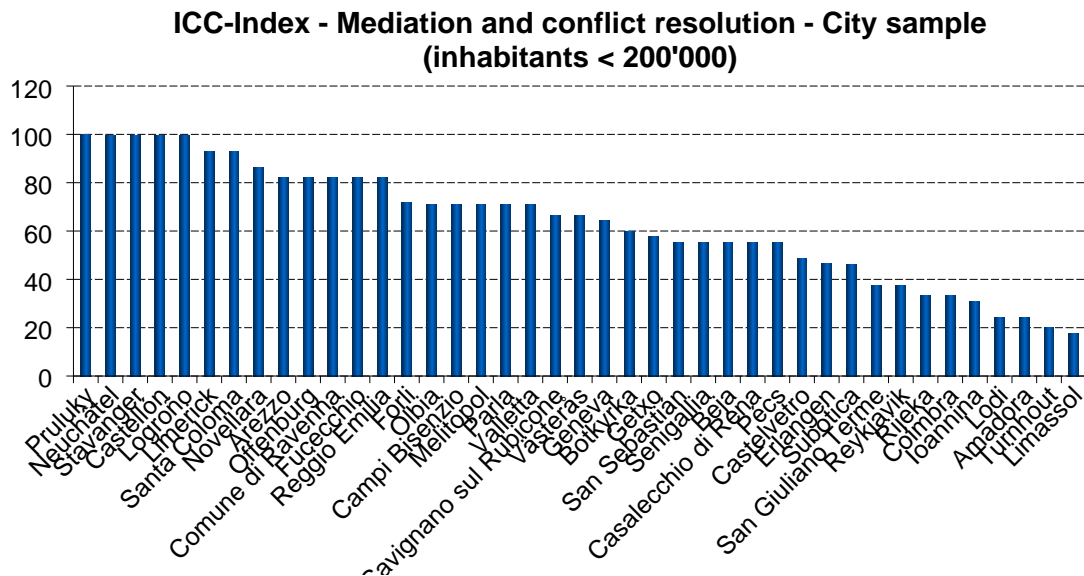
Hopefully, in the future, more public places will foster cultural mixing, for example museums and parks.

Reggio Emilia, for example, offers to its inhabitants an open space mini-theatre in the Pauline Park – an innovative park area designed to encourage intercultural contacts through educational trails and games for adults and children and intercultural encounters. Whereas in Spain, Barcelona is incorporating into public spaces elements that contribute to generating spontaneous interaction between users: play areas in children's' parks, specific offers for young people, bicycle or walking paths.

Novellara might also wish to consider an interesting initiative that has been implemented 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'.



## 8. Mediation and conflict resolution policies



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 Novellara's mediation and conflict resolution policy achievement is 77%; slightly higher than the city sample's rate of 67% but decreasing compared to the 2014's result: 86%.

Novellara has a general mediation service, with specialized staff in intercultural communication. The city could look up at the Community of Madrid, which has a mediation team that works with neighborhood communities

facilitating and fostering peaceful coexistence between people of different ethnic backgrounds. At the same time, the team prevents unsafe or dangerous situations.

Positively, the city has an organization that deals with inter-religious relations.

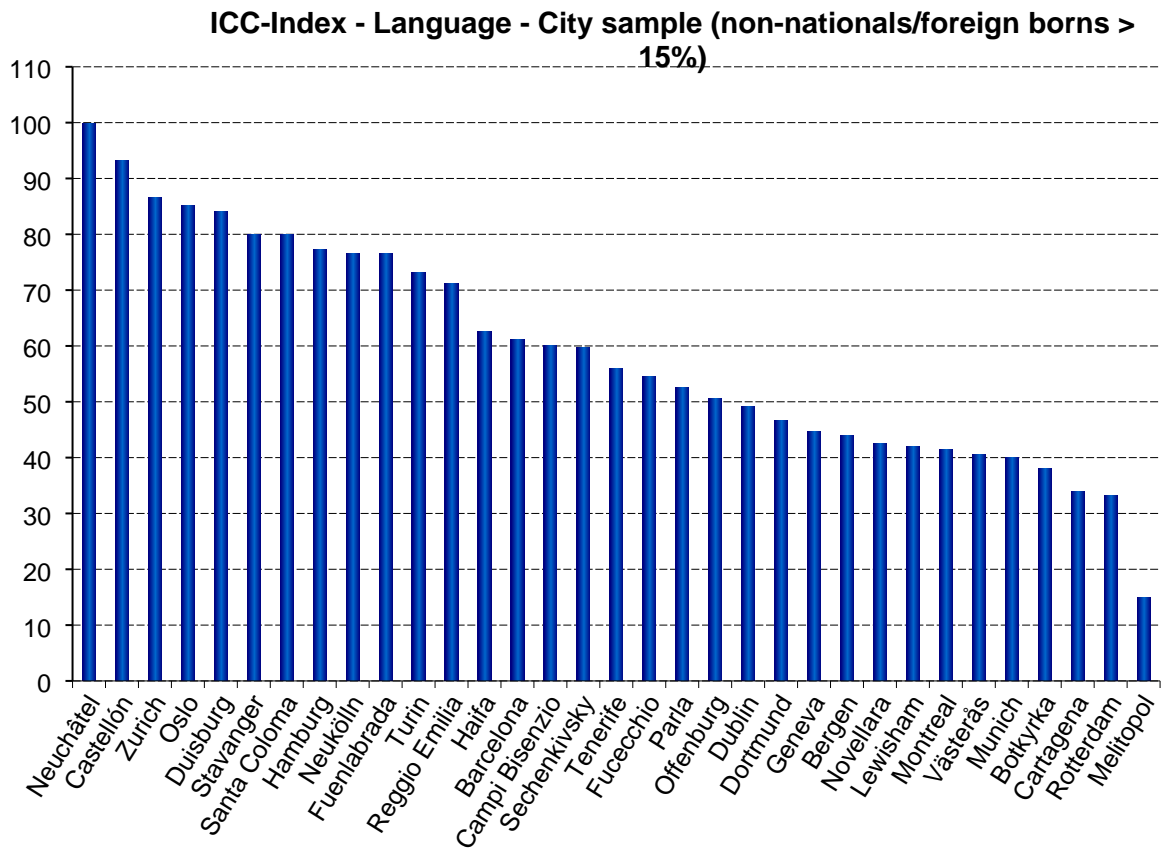
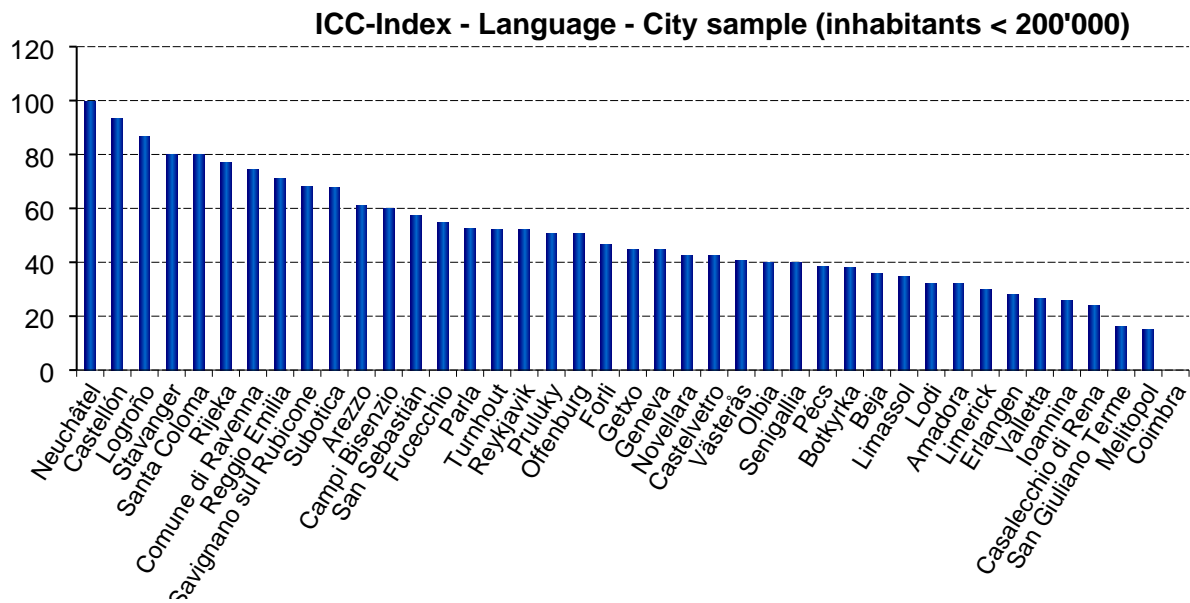
The city could sensibly improve this intercultural field by offering translation and interpreting support to whoever needs it. Maybe the city wants to improve language support for minority groups. From the survey, it would appear that the mediation service is relevant and present in neighborhoods whenever residents from different areas meet and in public spaces; such as schools and hospitals. It is commendable the institution of an "operatore di cortile" (courtyard's operator). This operator belongs to a project whose aim is to mediate and interact within the areas with more foreigners.

The city could look up at Parla's idea of celebrating the World Day for Cultural Diversity for Dialogue and Development (according to the UN, the 21<sup>st</sup> of May), when the Mayor visits these places of worship and hold joint meeting. This is a perfect occasion to get to know each other, to bridge faith with politics and to attract the interest of participants.

Novellara might wish to consider following Reggio Emilia's example to mediate and to prevent/solve conflicts. The intercultural center "Mondinsieme" welcomes a great variety of ethnic and language backgrounds and offers support and assistance. For example, the Mondinsieme has great expertise in training mediation workers and supplies staff for schools and hospitals. Reggio Emilia has established an Intercultural center with trained mediators with a variety of ethnic and language backgrounds who intervene whenever they feel a problem might arise – for instance if kids in some schools tend to cluster too much on ethnic basis.

Novellara could also adopt a strategy to prevent rumours, on this purpose, it might be of interest to follow Botkyra's example of creative solutions to counteract and prevent rumours. In fact, the Swedish city created a multicultural Centre to study rumours and stop them from spreading. Once rumours have been detected, education and activities are promoted to eliminate these prejudices.

9. Language<sup>7</sup>



Novellara’s language policy achievement rate is lower than the city sample’s rate (50%). Novellara, has scored 43% in 2014 and 36% in 2016.

<sup>7</sup> By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref- [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

The city organizes language classes to teach minority languages; combined to this, Italian language teaching to migrants is also offered to parents' and children whose mother tongue is not Italian.

Unfortunately, the city does not financially support any kind of local mass media: such as, newspapers, radio podcasts, TV programmes etc.

On the bright side, the city tries to give a positive image of migrant and/or minority language. In fact, the city is carrying out the interesting initiative of reading fairy tales in minority languages in kindergartens. Moreover, a booklet of love poems has been translated in several languages and it is given to newly espouse.

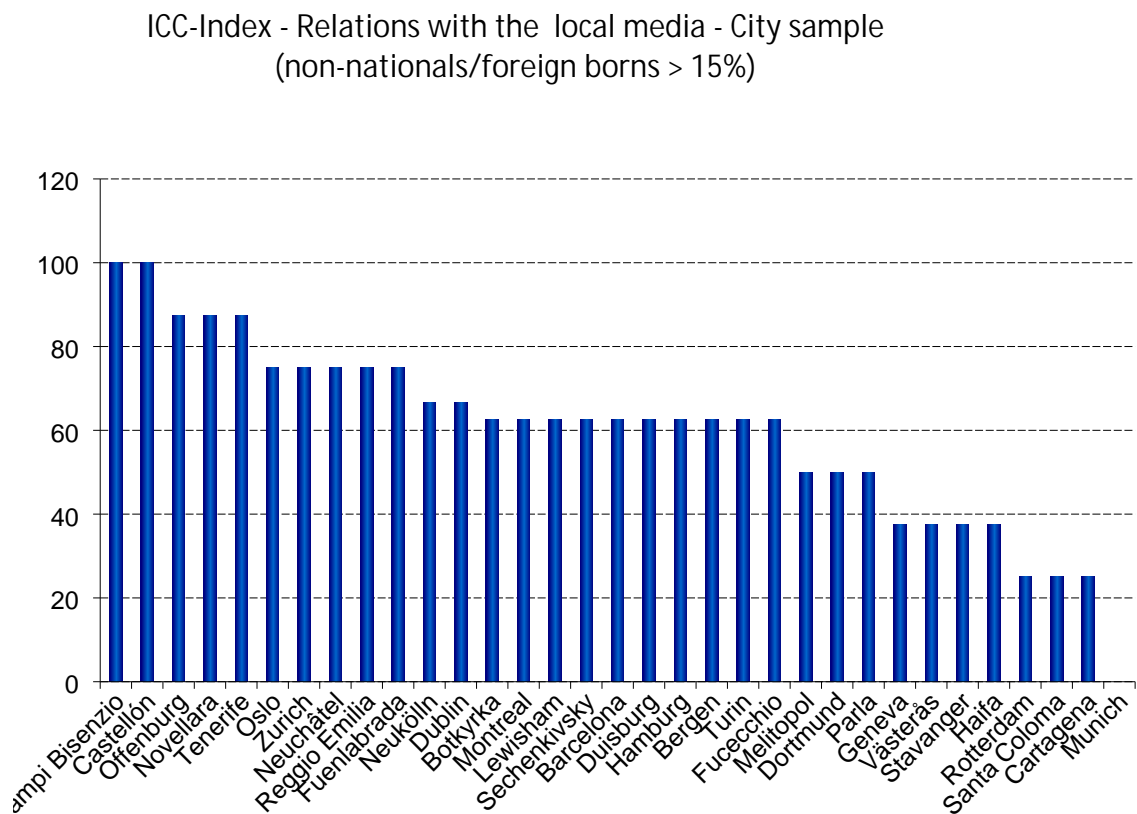
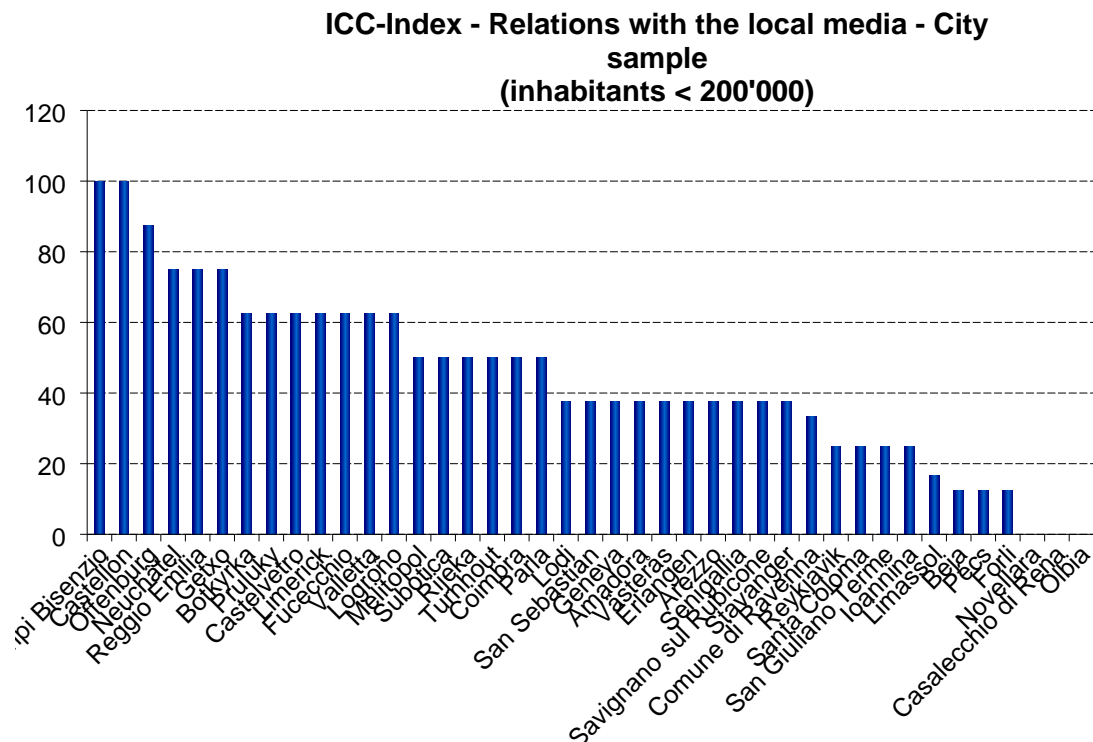
The city, maybe could integrate its language programme with Tenerife's activities. Tenerife, in fact, with the support of public institutions, is providing language classes in the official language (or languages) of vulnerable people, for example unemployed mothers. Tenerife encourages the learning of languages in all the education levels: from primary schools to universities. Furthermore, the city supports projects that aim to give a positive image of the minority language. For example, the "Salon del Libro Africano" (African book Salon) aims to discover African culture. Similarly, other cultural activities are led. For example, the "Festival del Cine Polaco" offers a unique opportunity to discover Polish culture through movies and documentaries.

Novellara could consider the introduction of a mother-tongue day, a day to celebrate minority languages. In Sabadell, for example, citizens celebrate the "Dia de la lengua maternal", a special day to celebrate mother-tongues.

Another interesting programme comes from a Swiss Intercultural city, Zurich. Here, the municipality supports additional curriculum courses, called HSK Courses. These courses are offered by embassies, consulates as well as private organisations and they cover a range of topics including languages, history, geography, as well as minority cultures. Several of these HSK Courses are held in spare rooms in public schools, as part of the municipality support to private institutions providing language training.

Another example of how important languages are comes from Barcelona. In the Catalan Capital, in fact, the linguistic centre offers languages classes to enhance and improve youth access to employment. The centre also facilitates the teaching of the languages of pupils' origin in schools and gives support to programmes of language exchange.

## 10. Media policies



The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local

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

Novellara's media policy is 0%, whereas in 2014 was 88%. The city might wish to investigate the causes of such a worsening in the results.

The city does not promote a positive image of immigrants and/or minorities in the media. Novellara should increment this field, for example, institutions should stress the importance of harmony among citizens and highlight the importance of cultural diversity. The message they should aim to pass across is to perceive diversity as an enriching element, a key factor of wealth and economic development.

Furthermore, the city does not provide support for advocacy and/or media training to mentor journalists with minority background.

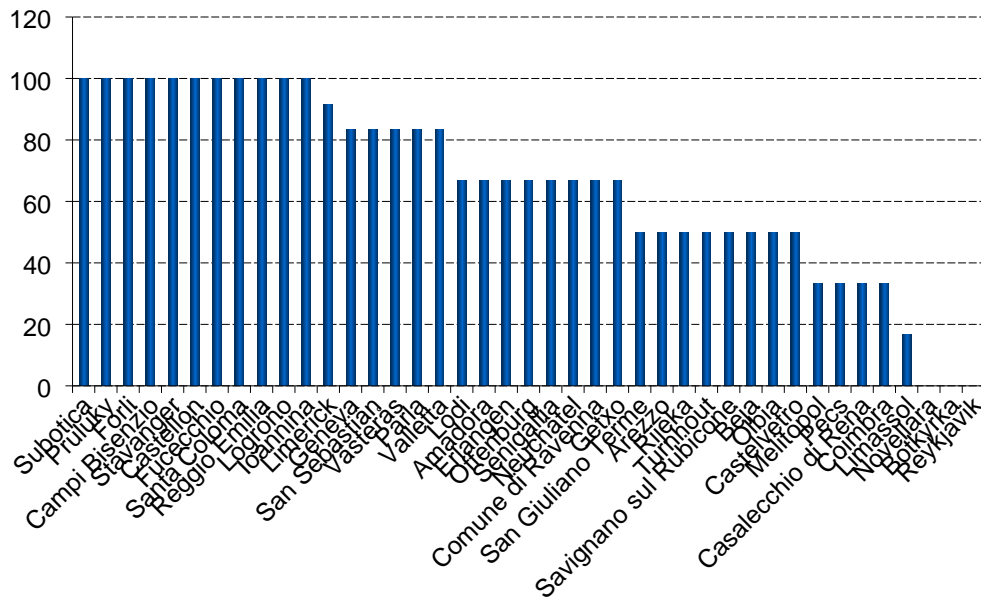
As a start, the city could establish a newspaper column in a minority language; at the same time it could take inspiration from Parla's multi-lingual radio project which appears extremely interesting and innovative. The municipal radio is composed of two daily news bulletings, one in Spanish, and another one is translated in 5 languages (French, English, Arabic, Chinese and Romanian or Russian) from a group of Master students from the University of Alcalá.

The city could follow Bergen's example of promoting a positive image of migrants and minorities in the media. The Norwegian city monitors the way in which minorities are portrayed in the local media. In addition, four or five times a year, the city publishes a newspaper with information about activities in the city that is distributed to all households in the city.

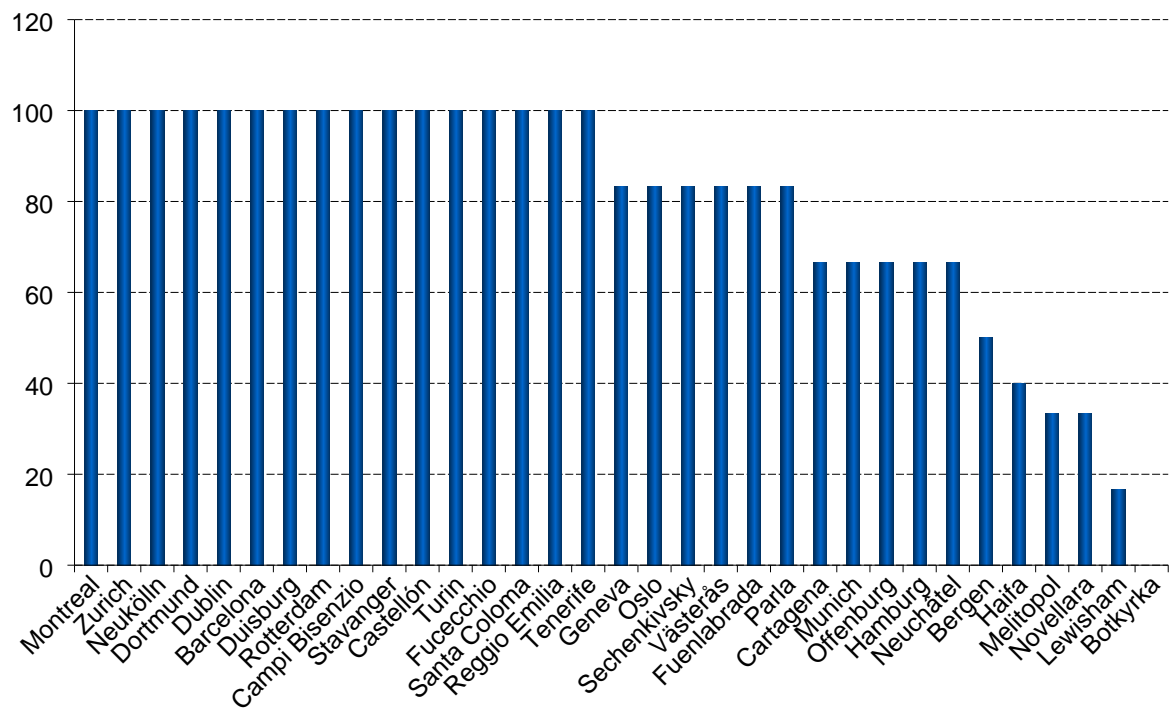
Another good example has been launched by the city of Barcelona. There, since 2010, the city is carrying out the BCN Anti-Rumour campaign to combat negative and unfounded rumours that have an adverse effect on living in diversity, based on working in conjunction with different social actors and organizations. A part of this campaign has been substantial press coverage.

## 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.

Novellara's score for the open and international outlook is the 0%. Considerably lower if compared to the city sample's result of 70%.

The city has not adopted a specific economic policy which fosters international cooperation towards an economic sustainability. At the same time, there are no specific financial provisions and there are no agencies responsible to supervise and encourage the city to start international businesses.

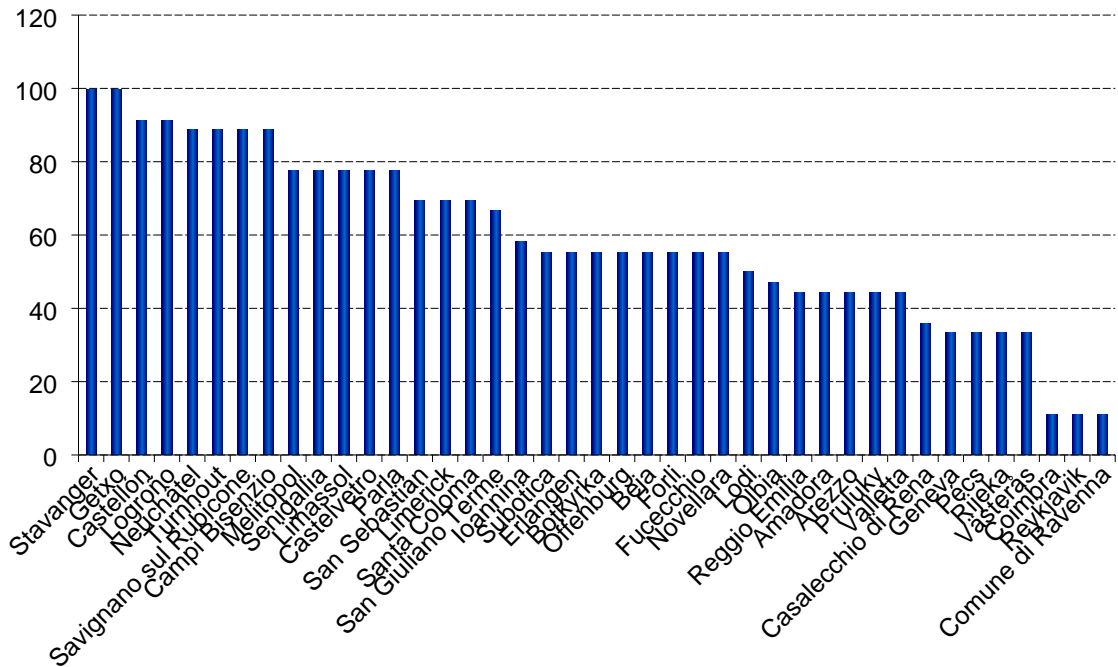
The municipality of Novellara could take into consideration the activities of Barcelona. It supports the creation of social networks that encourage the integration of new residents into the city and that also make it possible to establish economic bridges with their home countries. On this purpose, Novellara could encourage co-development projects with the major migrant groups' countries of origin, for example with China, Morocco or India. Barcelona also creates instruments and meeting points that will facilitate contact and cooperation between the city's traditional economic framework and new economic poles linked to the transnational networks that the new residents have brought.

Novellara might wish to take into consideration Bergen's international plan. It includes several policies to encourage intercultural cooperation. The Norwegian municipality allocated a budget and a specific department which has an international agency for internationalization.

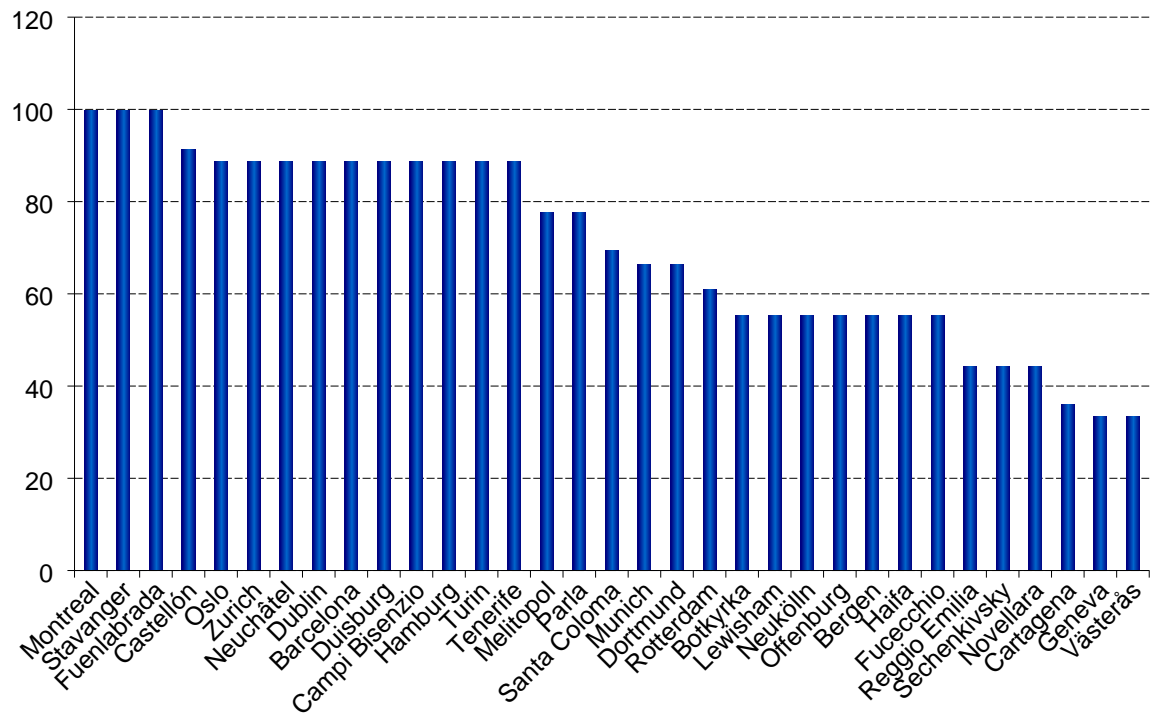


## 12. Intelligence competence policies

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



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



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

The attainment rate of Novellara'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 63%.

According to the answers provided in the survey, Novellara does not mainstream information about city government/councils process of policy formulation.

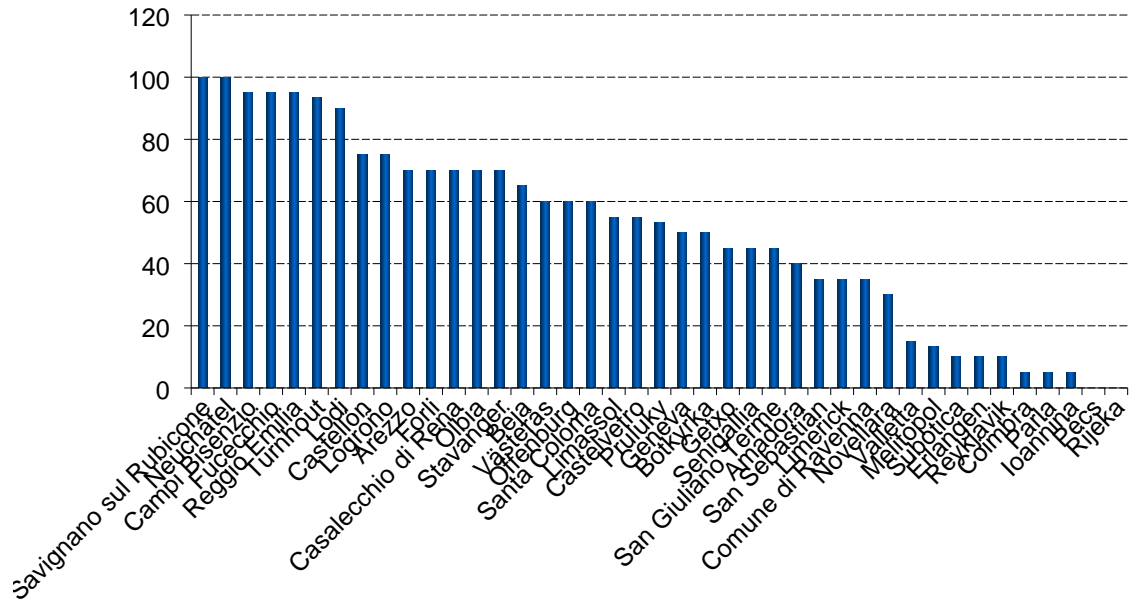
However, the city carries out surveys including questions about the perception of migrants/minorities and it promotes intercultural competence of its officials and staff (both in administration, and public services), for example through interdisciplinary seminars and information networks and training courses.

Novellara could follow Constanta (Romania) that has put into practice a number of policy initiatives to encourage international cooperation. In particular, it has set up an agency responsible for monitoring and developing the city's openness to international connections. It has initiated projects and policies to encourage economic co-development with countries of origin of its migrant groups.

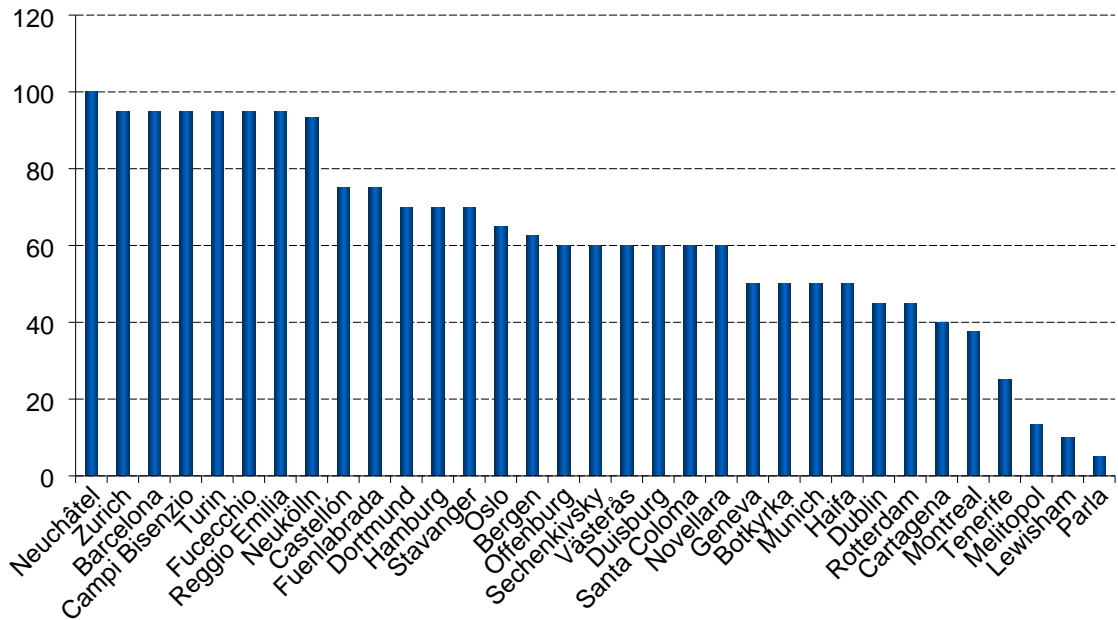
The city authorities might wish to further explore possible outlook policies by adopting an explicit policy for the encouragement of international cooperation and introducing a specific financial provision for its implementation.

### 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 Novellara welcoming policy goals is 30%; lower than the city sample's which is 54%. It must be noticed that also in this field the city has got worse compared to 2014, where its rate was of 60%. The city must investigate the causes that lead to such a negative result and start working to provide a better welcoming service, starting with the establishment of an office to welcome new comers.

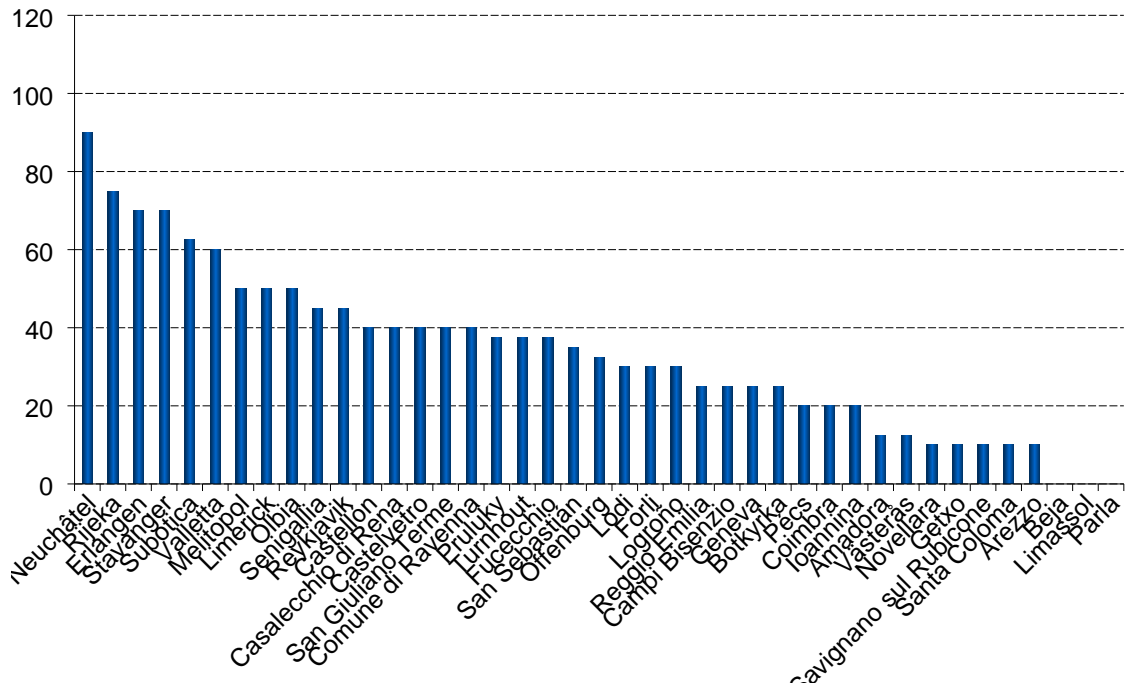
Furthermore, the city has not written a guide or any kind of comprehensive city-specific package of information for newly-arrived residents. However, on the bright side, Novellara has a special public ceremony to greet newly arrived residents in the presence of officials. On this purpose, the city could take example from Sabadell, where the city publically celebrates the arrival of new comers and it offers various services to sustain and welcome the following categories: family members, students, refugees, and migrant workers.

On this purpose, it is commendable that starting from January 2016, public officers will publically meet newcomers every three months. During these meetings, newcomers will receive the necessary information to integrate themselves in the community.

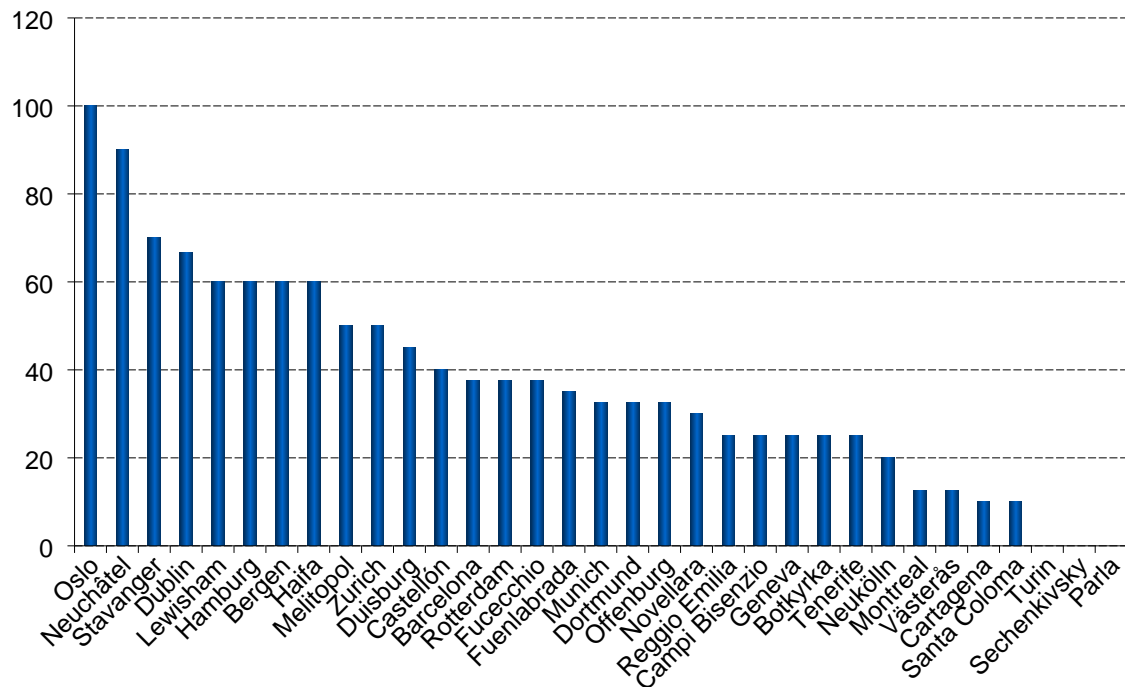
Another example that might be of interest in the Novellara landscape comes from Copenhagen (Denmark); here twice a year a Welcome Reception and Copenhagen Expat Fair is held at the City Hall by city officials. All international residents, including students and newcomers, can participate in the reception. For example, in September 2011 the participants were welcomed by the Mayor and offered an opportunity to talk to members of various city clubs and associations about the services provided and discuss joining options.

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 Novellara in the field of governance is of 10%, lower than the city sample's: 34%. Similarly to what happened with other fields, the city went worse over the years, in fact in 2014 the score was of 30%.

Newcomers cannot vote in local elections until they have obtained the citizenship and the ethnic background of elected politicians does not reflect the composition of the city population.

The city has not created an advisory body involving migrants, minorities, as well as relevant public institutions, organizations and experts. However, from the questionnaire it would appear that sometimes initiatives are held in order to encourage migrants to enter in the political life. Novellara might wish to consider the experience of Copenhagen in this sense. Copenhagen has also introduced initiatives to encourage migrants in political life such as number of activities related to promoting youth participation in the local election in the fall of 2013. The CPH International Service and CPH Volunteers invited expats living in the City to an information meeting where Danish democracy and the right to vote in local elections have been discussed. Moreover, a number of initiatives have been designed to address the challenge of political participation among minority youth groups (and youth in general), through the already mentioned youth advisory board.

From 2014, the Employment and Integration Committee has allocated funds to start a youth organisation focusing on intercultural issues and active youth participation.

Another 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 municipality does not carry out any monitoring activity to prevent discrimination or rumours, and rarely organizes activities to discourage negative feelings and/or negative perception of newly-arrived. Equally, the municipality does not offer any services to support discrimination victims.

On this topic, Novellara could follow Patras' project entitled "Combating Discrimination in the Field of Entrepreneurship: Women and young Roma and Muslim immigrants" which is financed by "PROGRESS-Support to national activities aiming at combating discrimination and promoting equality" (JUST/2012/PROG/AG/AD) EU programme. Raising awareness, disseminating information and promoting the debate about the key challenges and policy issues in relation to anti-discrimination for Roma and Muslim immigrants as far as entrepreneurship is concerned, are the main objectives of the project. Mainstreaming of policies through the involvement of social partners, NGOs and relative stakeholders is also a challenge. The project is coordinated by the "National Centre for Social Research (EKKE)" and the area of Patras has been identified as a core-place at a national level, equal to the area of Athens. "Patras Municipal Enterprise for Planning & Development - ADEP SA" is the local partner organization.

## 15. Conclusions

The result of the current ICC Index suggests that Novellara's interculturality has been decreasing since 2014. Unfortunately, only the field of education system has reported an improvement over the last two years. All the other fields have registered a worsening. This phenomenon is particularly evident in the field of cultural and civil life that went from 100% to 44%.

It is commendable and appreciable the efforts taken to enhance the interculturality in the education system and in the inter-religious communication. Mediators are nonetheless doing a great job trying to facilitate foreigners' integration in the city life.

However, the city of Novellara must strengthen its policies on the following field: public service, business and labour market; together with media, international outlook and governance.

Special attention must be paid to media and international outlook, which are the weakest fields, with a score of 0%.

In view of the above, we wish to congratulate with Novellara for the efforts taken. Nonetheless, we are confident that if the city follows our guidelines and other Intercultural Cities' practices, the results will rapidly be visible and tangible.

## 16. Recommendations

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

- Education: Novellara is encouraging parents' involvement in schools' activities; with particular regard to families with a minority background. However, the city should ensure and promote the variety of teachers' ethnic group in order to reflect students' background and hence create a cultural balance promoting an intercultural environment. It is commendable the project "Intercultural", whose set of activities help and encourage social cohesion among pupils.
- Neighbourhood: Positively, there are no areas in which a minority ethnic group constitute the majority of its residents. Nonetheless, even if segregation or spatial exclusion are not a real problem yet, the city in order to prevent any sort of spatial and social segregation, could step forward and organise meetings and events to gather people from different areas together. For instance, the city could organize cultural meals, intercultural language exchanges, art workshops, theatre laboratories, sport activities, etc. it is extremely important to promote diversity and social inclusion avoiding ethnic segregation.
- Public services: The city should enhance intercultural mixing in private enterprises, encouraging the employability of citizens from a minority background. Novellara may also wish to emphasize the importance of diversity offering multi-cultural services to reach and to include all religions and cultures. For instance, the city should consider offering multi-faith funeral services and burial areas to suit the religious needs of its inhabitants.
- Business and Labour Market: The city should start putting a serious effort in order to promote diversity and non-discrimination in the labour market, giving priority to companies with a diversity strategy. The city should promote an official document against discrimination in workplace, together with taking an action to encourage "business districts/incubators".
- Public space: Novellara may wish to take into account the population diversity and try to 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. Although it is admirable the variety of intercultural activities offered in libraries and open spaces, it is not enough. The city should implement its activities, perhaps with the involvement of more public spaces, such as museums and parks.



- Language: Novellara should ameliorate its language policies for example by introducing a mother-tongue day, a specific day of the year where minority languages are celebrated. The city should also give financial support to local mass media, such as newspaper, radio and TV programmes.
- Media: The city needs to put a serious effort in this field, insomuch the result is of 0%. As said in the report, the city does not promote a positive image of immigrants and/or minorities in the media. In addition, the city does not provide support for advocacy and/or media training to mentor journalists with minority background. Novellara should increment this field, for example, institutions should stress the importance of harmony among citizens and highlight the importance of cultural diversity.
- International outlook: also in this field Novellara scored the 0%. In fact, the city should adopt a specific economic policy, which would foster international cooperation towards economic sustainability.
- Governance: Novellara may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration and by establishing a standard for the representation of migrant minorities in mandatory bodies supervising schools and public services.

Novellara 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>8</sup>.

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<sup>8</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)