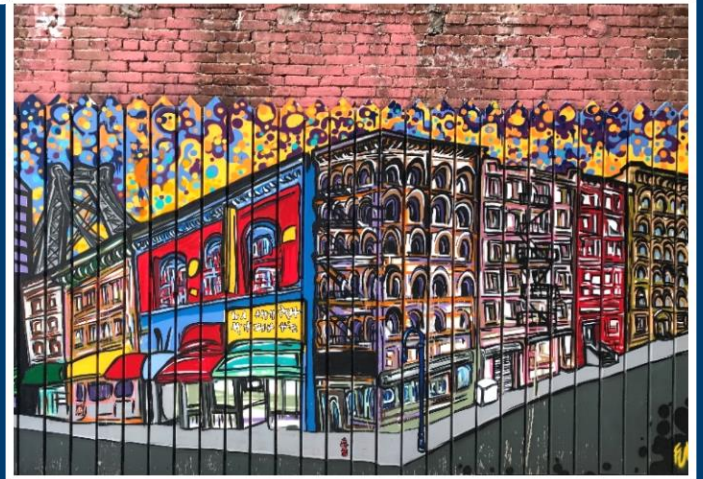


GURO



ICC INDEX ANALYSIS 2020



Diversity, Equality, Interaction

**BUILDING BRIDGES,
BREAKING WALLS**



www.coe.int/interculturalcities



GURO, SEOUL
INDEX ANALYSIS

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INTRODUCTION

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.

While this report is being written (September, 2020) 140 cities have embraced the ICC programme and approach, and 115 (including GURO, Seoul) have analysed their intercultural policies using the Intercultural City Index. The respective reports can be found here: <https://www.coe.int/en/web/interculturalcities/index-results-per-city>.

Among these cities, 27 cities (including GURO) have between than 200,000 and 500,000 inhabitants and 36 (including GURO) have between 10% and 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for GURO, Seoul, the Republic of Korea, in 2020, 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 and to enhance participation. 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 86 questions (73 of which are mandatory) grouped in 12 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 the following (including the two new indicators in bold):

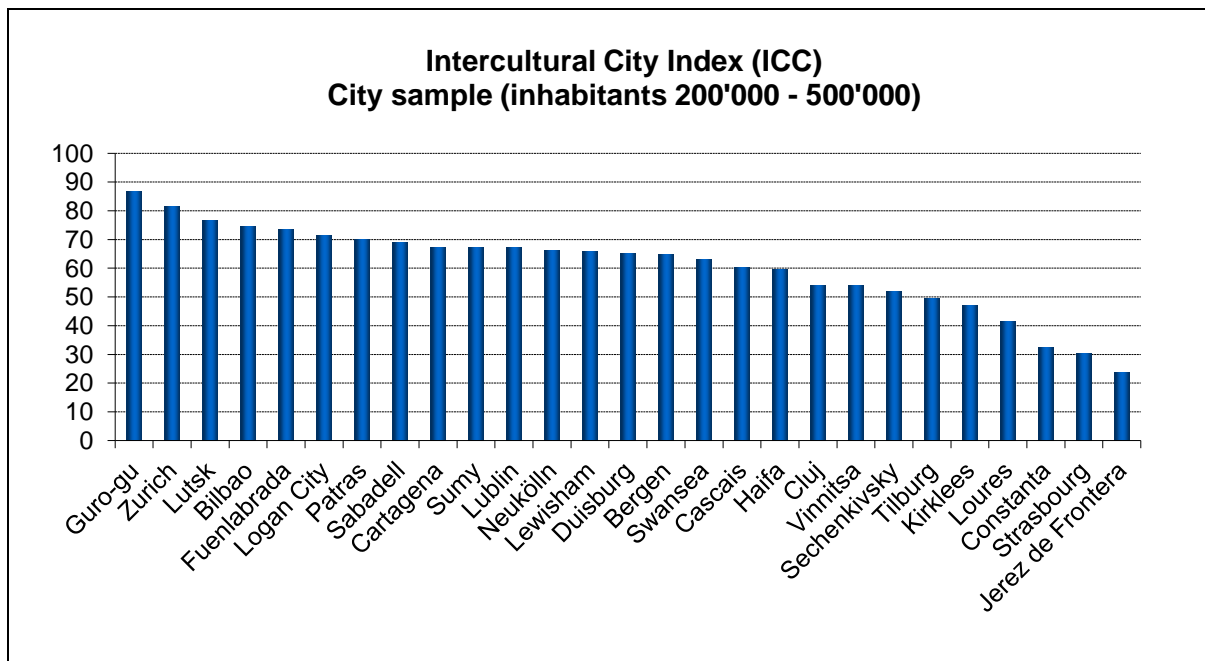
1. Commitment	
2. Intercultural lens	Education
3. Mediation and conflict resolution	Neighbourhoods
4. Language	Public services
5. Media and communication	Business and the labour market
6. International outlook	Cultural and social life
7. Intercultural intelligence and competence	Public space
8. Welcoming newcomers	
9. Leadership and citizenship	
10. Anti-discrimination	
11. Participation	
12. Interaction	

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/bench-learning**, to motivate cities to learn from good practice.

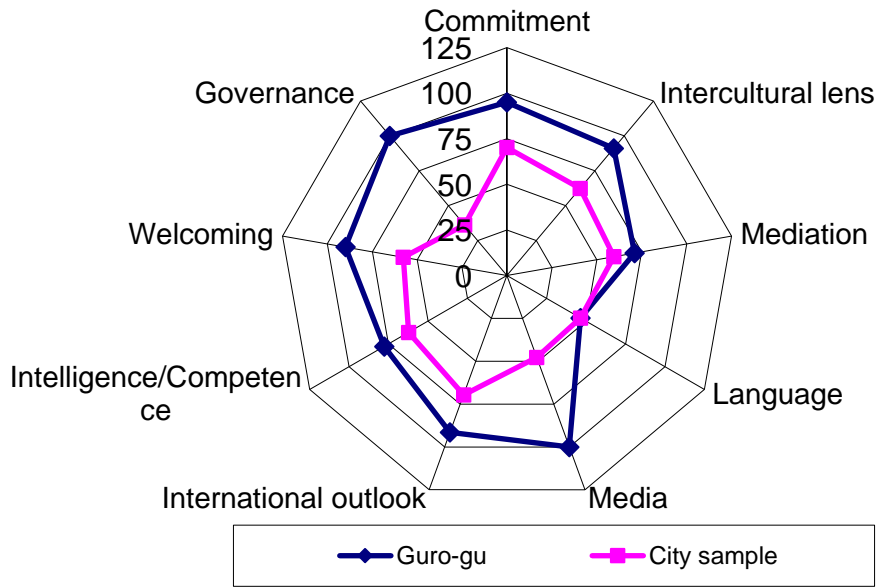
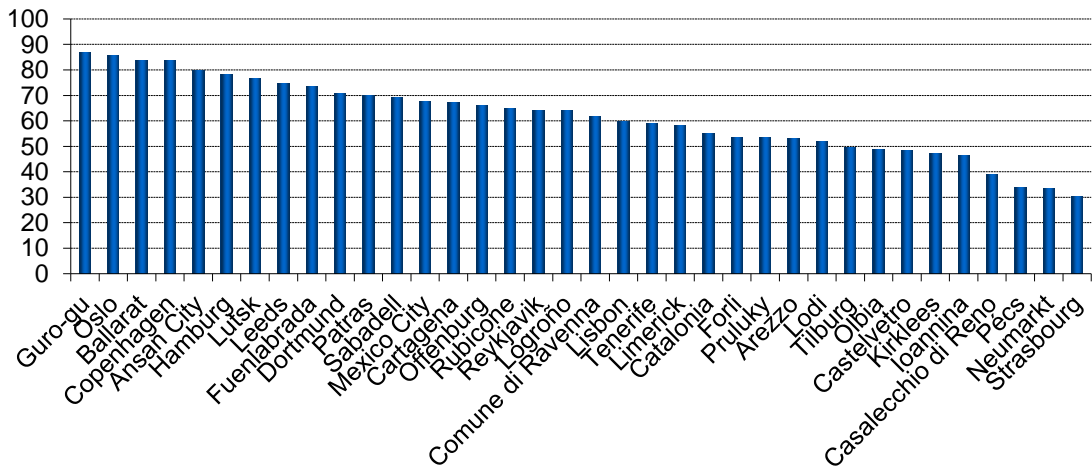
Taking into account the above-mentioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (below 100,000 inhabitants, between 100,000 and 200,000, between 200,000 and 500,000 and above 500,000 inhabitants) and the percentage of foreign-born residents (lower than 10 per cent, between 10 and 15 per cent, between 15 and 20 per cent and higher than 20 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation and filtering of the results.

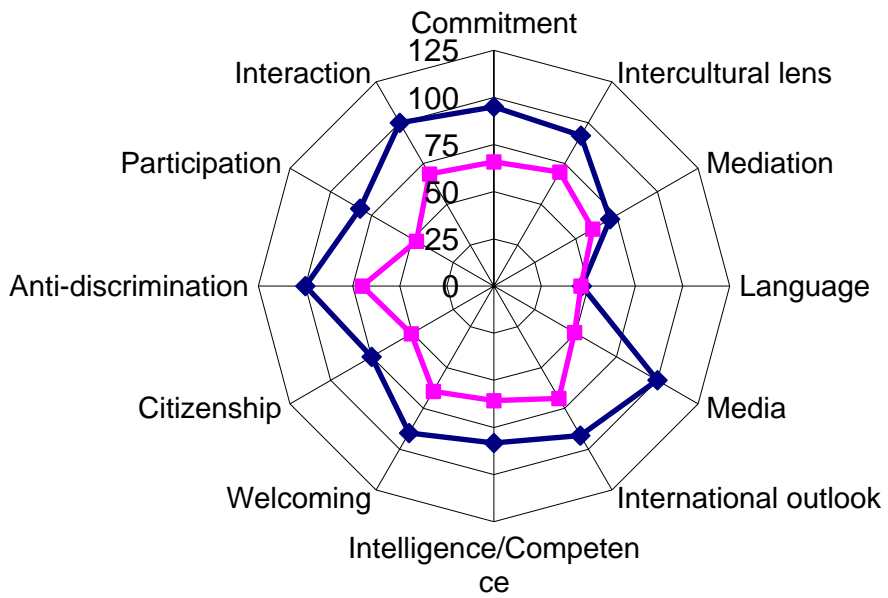
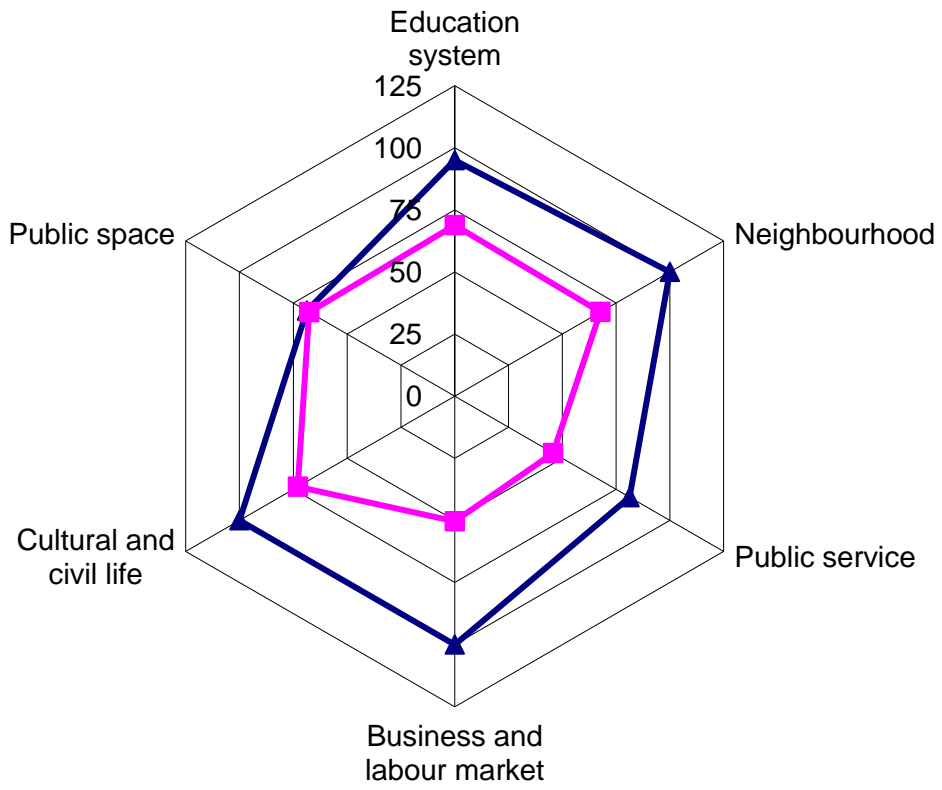
So far, 27 cities have used the index containing the new indicators in their evaluations, including GURO. Thus, the city will be compared to the entire sample for all the indicators, and to the new sample for the new indicators relating to participation and interaction.

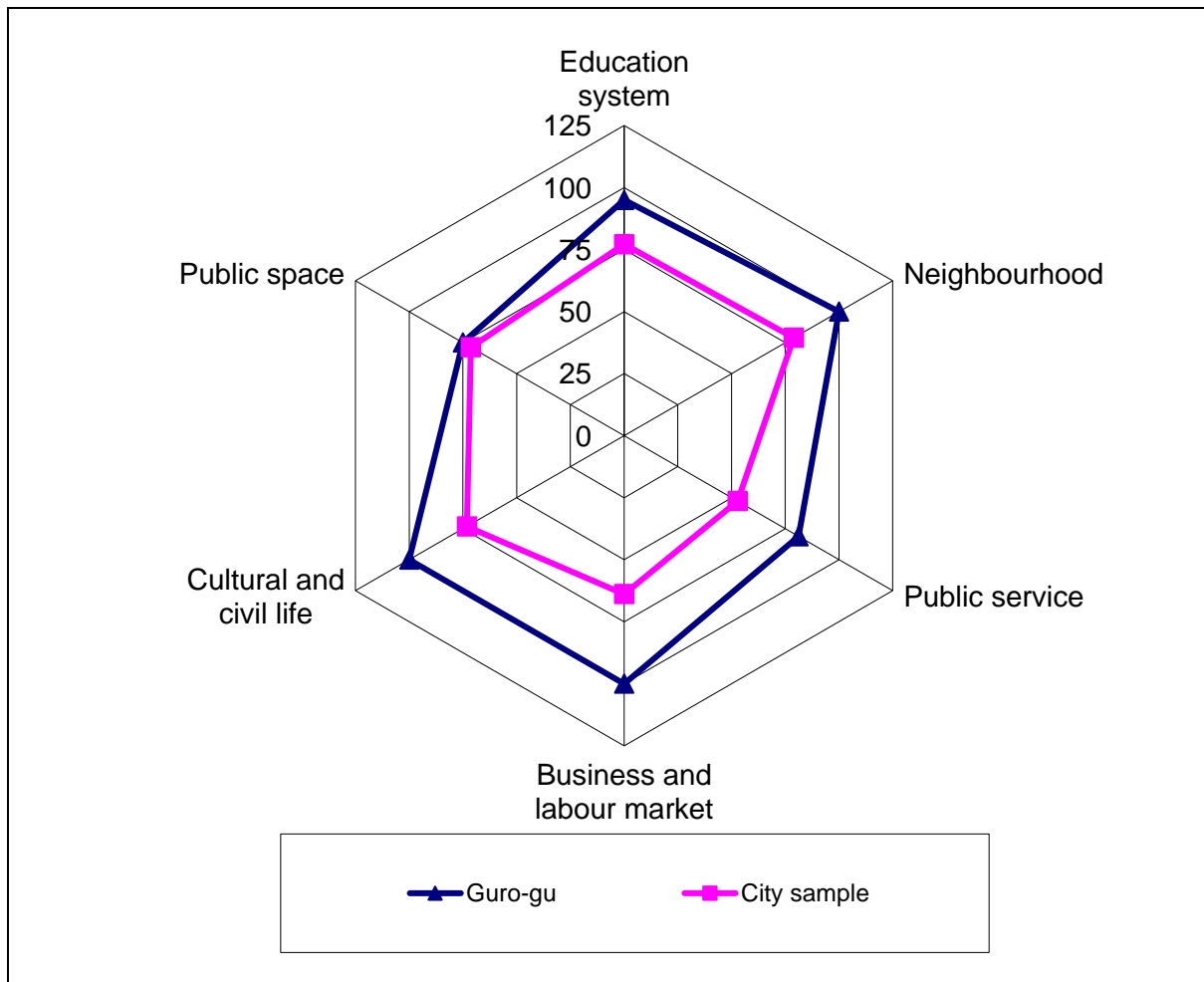
According to the overall index results, *GURO* has an aggregate intercultural city index of 87 (out of 100 possible points). The details of this result will be explained below.



Intercultural City Index (ICC) City sample (non-nationals/foreign borns 10% - 15%)







GURO: AN OVERVIEW

Guro (Guro District) is one of the twenty-five districts of Seoul, in the Republic of Korea. It is located in the south west of the city. It became an independent district in 1980. In the 1960s and 1970s it was an industrialised area for the import-export trade that characterised Korea at that time. Textile manufacturing, dressmaking, and other labour-intensive industries declined after the 1990s. Regional industrial and commercial stagnation and conflicts between residents grew in part due to the cancellation of the new town project and infrastructure shortages and aging.

The district now centres its growth around digital, high tech industries and the information-driven economy and is investing heavily in regeneration. Because of its previous industrial history, the district it is a transportation hub that connects Gyeongin and Gyeongsu- Highway, Gyeongbu and Gyeongin railways and several subway lines.

Guro is one of ten municipalities in the Republic of Korea with more than 30,000 foreign residents and one of eight with a ratio of more than 10% of foreign residents among the population. The district's population is 433,765 people. Foreign residents make up 12.5% of the district's total population and 6.7% of births in the district are the children of naturalized and foreign national parents.

Chinese (Koreans) at 36,805 persons account for 80.56% of the 45,686 foreign residents who do not have Korean nationality. There are also 6,255 Chinese citizens (13.69%), 460 Vietnamese (1%), 342 Americans (0.7%), 156 Japanese (0.3%), 97 Filipinos (0.21%), and 51 Cambodians (0.11%).

Korea was historically a homogeneous nation, and traditionally there is no distinction between minority groups, but since the division of the North and South, North Korean defectors are considered as an official minority group. North Korean defectors, i.e. those who have escaped from the North Korean area and have not acquired foreign

nationality, are recognized as Korean citizens. As of 2019, the population of North Korean refugees in Korea had reached 33,000 persons. Under the Constitution, North Korean defectors are recognized as citizens of the Republic of Korea, and support for this minority group is provided under the “Act on the Protection and Settlement Support of North Korean Refugees”.

Guro’s foreign population is growing. The population of Guro is also growing at an annual average of 2,000 people, but the number of foreign residents is growing more quickly with an annual average of 2,390 people.

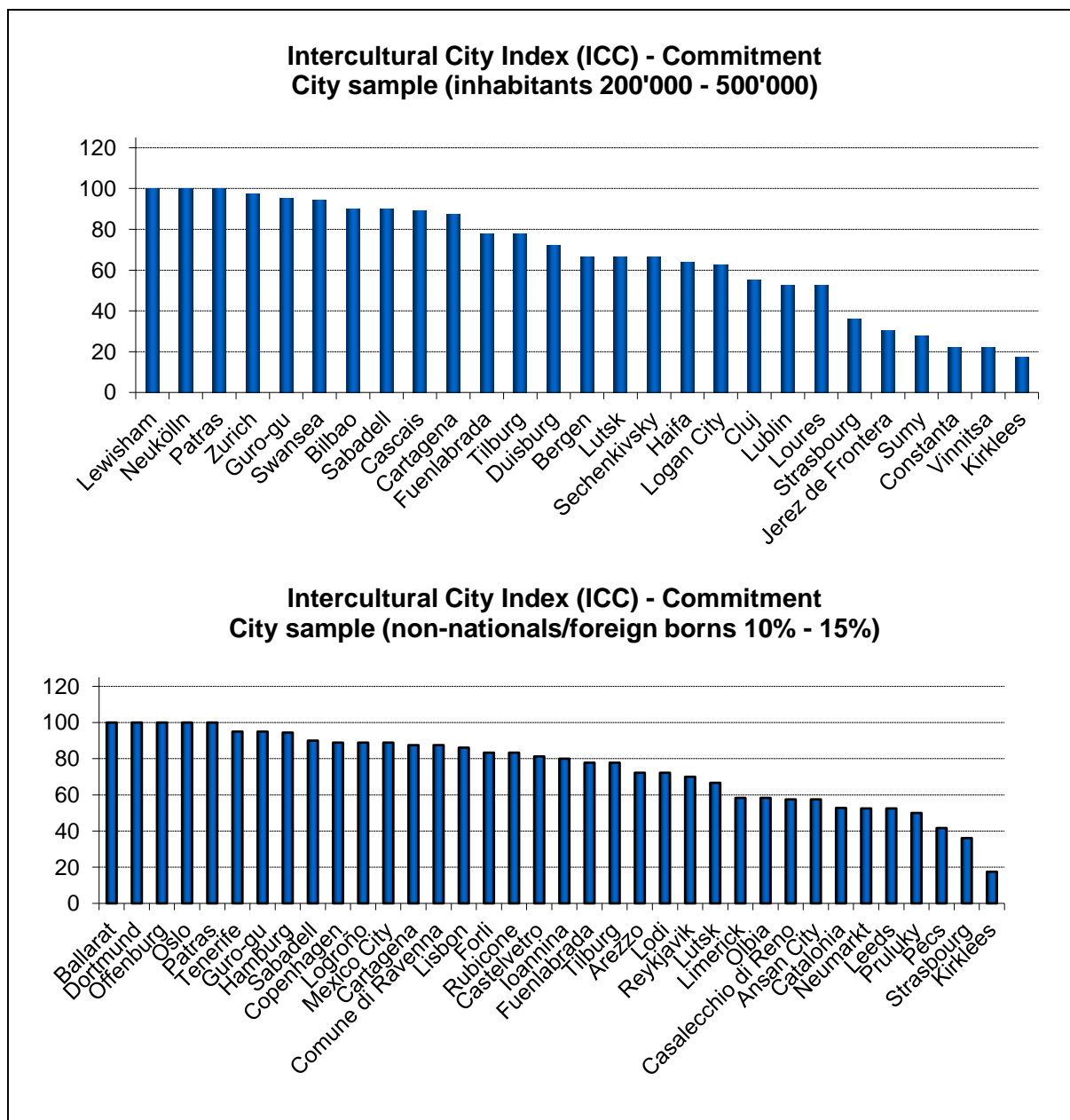
GDP per capita of the district is 23,259,000 KRW (individual income per person), which is approximately 17,000 Euros.¹

¹ Based on figures for Seoul. Source: Announcement by Statistics Korea 2019.

COMMITMENT

For intercultural inclusion to occur, city authorities need to send out a clear and well-publicised message emphasising their commitment to intercultural principles, i.e. diversity, equality and interaction. Ideally, a majority of elected officials and senior policy officers will have a clear understanding of these core principles and their implications for policy-making. City authorities also need to initiate an institutional process to translate the principles of interculturality into concrete policies and actions. Most importantly, an intercultural city actively seeks to include residents of all nationalities, origins, languages, religions/beliefs, sexual orientations and age groups in the policy-making process. The authorities also highlight and nurture any intercultural practices that may already exist in the city.

GURO's score in the field of Commitment is 95, considerably higher than the city sample result of 70. This is an excellent result, particularly for a first index report and one that shows that Guro has many good practices to share with other ICC cities.



The city has taken strong steps to show its commitment to interculturalism. In November 2019, the head of the Guro Office announced that Guro would be promoted as an intercultural district. The city hosted a “Multicultural Policy Forum” for members of government, local government and experts to discuss multicultural policy values and challenges. Guro also implemented research to establish a mid- to long-term development plan for foreign and intercultural policies for its systematic development into an intercultural district.

Based on a survey on urban conditions, various inter-cultural policies are being implemented, and research to create a multi-cultural district is underway.

Guro has established the only department in Seoul in charge of multicultural policy and has not only promoted intercultural policies but has ensured a budget for their implementation.

Guro’s Multicultural Policy Section aims to strengthen support for multicultural families and has expanded and reorganized the multicultural family support department. Guro now has a multicultural policy team, a multicultural support team, and a foreign support team all within the Multicultural Policy Section. This team undertakes the following tasks:

- Finding and supporting multicultural families and foreign policy;
- Events and awareness-raising;
- The National Multicultural District Council
- Operation of a multicultural supporters’ group and a public-private association, and
- Establishment and operation of a multicultural family support centre.

The district supports local and foreign-born residents to participate in the policy process together. Guro has started a civil-government-academy policy network called ‘Multi-Value and Multi Neighbor Governance’ that aims to bring together the diverse voices of the city as well as the know-how of residents. In the network multicultural organizations, group practitioners, multicultural supporters’ groups, multicultural honorary village chiefs, multicultural cooperatives, self-help groups, and local and foreign residents, all gather to discuss multicultural issues in the region and policies. There are five subdivisions: education; welfare and employment; safety and the environment; culture, arts and sports; an administration section; and a regional specialization section. Each subcommittee selects leaders and facilitators to conduct activities through mutual discussion, collects and analyzes data, explores and suggests policies to be input into the policy development of Guro.

Further mid- and long-term intercultural policies and strategies are being developed through research on urban multicultural resources and surveys on urban conditions.

The city’s PR department often publishes news and events related to interculturalism and distributes intercultural newsletters to both Korean and immigrant residents.

Guro publishes a booklet that contains information on daily life and administrative requirements for foreign residents that gives information in an easy-to-understand manner and makes things easier for foreign residents living in the district.

The official website is translated into several foreign languages, including [English](#) and [Chinese](#), to provide updates and information. There is also a multilingual homepage for the intercultural family support centre.

Guro hosted a 'World People's Day' Festival on May 20th, where residents could meet and enjoy each other’s culture. The festival included a world costume parade, African traditional dances, exemplary local and foreign residents' commendations and a multi-cultural store. There were also traditional performances from Thailand, Japan, the Philippines, and China. The Community Consideration Zone included immigration counselling and health booths. In the Global Unity Zone, there was a variety of international foods.

[Suggestions](#)

Guro already has many interesting initiatives underway that show its commitment as an intercultural city. As it is working on mid-term and longer-term strategies, the district may be interested to read more about the [Auckland Plan 2050](#), which outlines a 30-year strategy for Auckland to tackle three key challenges:

1. Population growth and its implications (pressures on communities, environment, housing and roads)
2. Sharing prosperity with all Aucklanders (economic deprivation in certain areas, unjust social patterns across ethnic and age groups, increases in housing costs)
3. Reducing environmental degradation (impact of urban development and effects of climate change)

With its strong public commitment to an inclusive Auckland, its celebration of diversity and its focus on belonging and participation, the Auckland Plan 2050 aligns well with the intercultural cities' principles and approach. It recognises that 'successful settlement involves empowering people to participate in the social, economic and political life of Auckland' and that belonging can 'be influenced by how well, and how easily, people can see themselves reflected in civic and community life, in positions of leadership, decision-making and in public spaces'.

Moreover, Guro might be willing to rename its Multicultural policy and the administrative infrastructure for its implementation by making reference to Interculturality for diverse communities.

THE CITY THROUGH AN INTERCULTURAL LENS

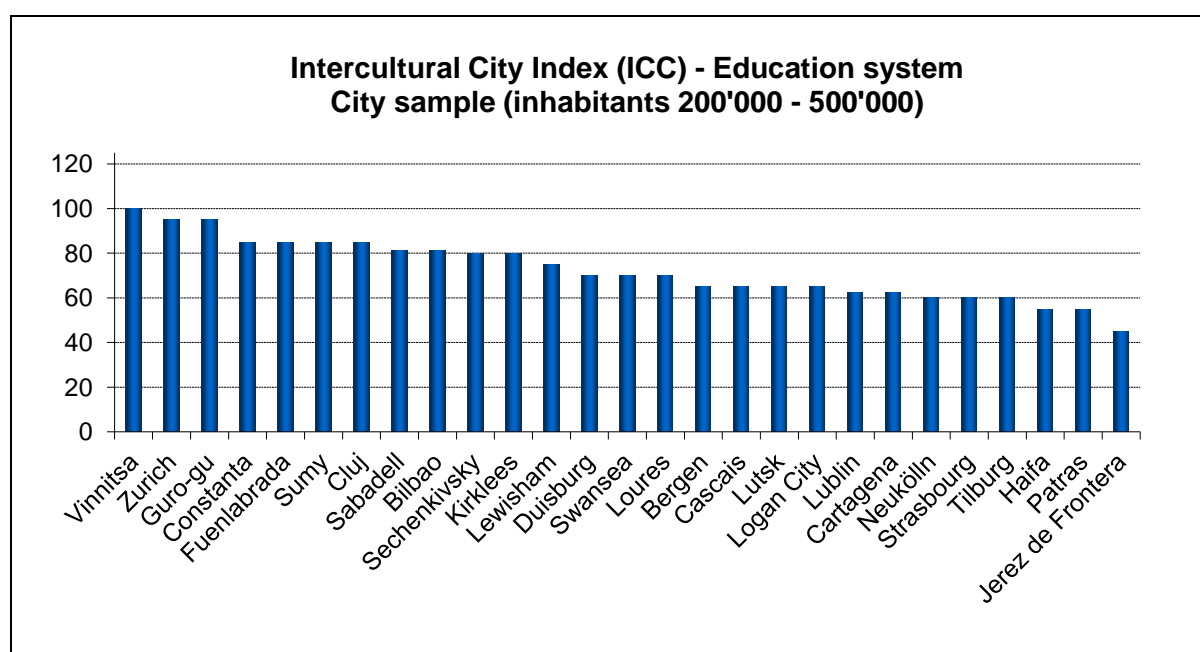
Although the formal functions cities and other local authorities assume vary considerably from one country to another, all cities have the primary responsibility for maintaining social cohesion and preserving the quality of life in the city. The policies designed to achieve these goals will therefore be re-conceived and re-configured in order to assure they provide adequate service to all residents regardless of their nationalities, origins, languages, religions/beliefs, sexual orientation and age group. This is most notably the case for policies concerning education, neighbourhoods, public services, business and the labour market, cultural and social life, and public space.

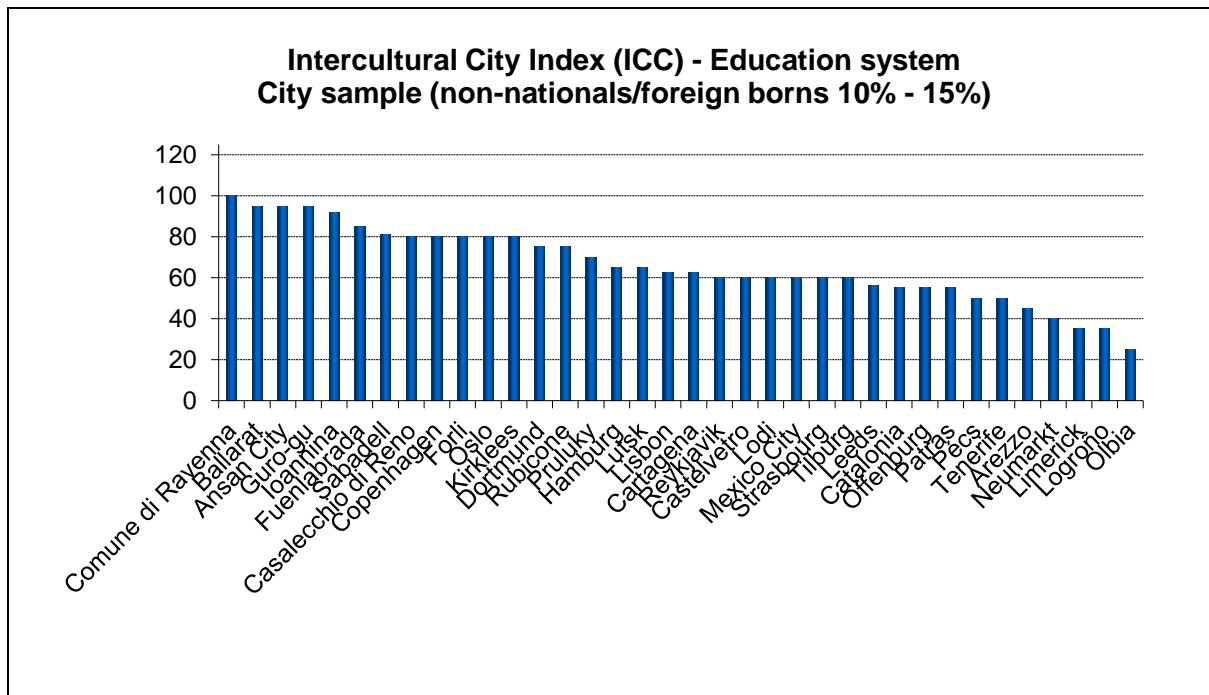
The overall rate of achievement of the urban policies of GURO, assessed through an "intercultural lens" is 91% significantly higher than the model city's 62%.

EDUCATION

Formal education and extracurricular activities have a powerful influence on how children will perceive diversity as they grow up. Schools therefore have a strong potential to reinforce or, on the contrary, challenge prejudices and negative stereotyping. Although school programmes are defined primarily at the national or regional level, local schools can look at alternative and innovative ways of providing opportunities for children of different cultures to build trust and mutual respect, and create thereby favourable learning conditions for all pupils, irrespective of their nationalities, origins, languages, sexual orientation or gender identity, religions/beliefs. From the intercultural perspective, cultural and other diversities, including multilingualism are treated as positive opportunities and are nurtured accordingly. Intercultural schools also consider parents of pupils with migrant/minority backgrounds on an equal basis as other parents. They take steps to ensure that all parents overcome any reluctance they may have in engaging with the school and give them in this way the possibility of playing the educational role usually expected from parents.

GURO's score in the field of education is 95, considerably higher than the city sample result of 69. This is an excellent result for the city and shows it has worked hard on intercultural aspects of education in the city.





Seoul had 17,929 multicultural students as of 2019, an increase of about 83% compared to 2014. Korean Chinese and Chinese are the highest nationalities, with 51.1% of foreign students, followed by Vietnamese 15.8%, Japanese 9.1%, Filipino 6.4%, and Mongolian 3.2%. 27.1% (4858) of multicultural students in the Seoul area are based in the southern three districts, which include Guro.

Among 53 elementary, middle, and high schools in Guro, the highest percentage of multicultural students is in Yeongil Elementary School (40.7%), and the average enrolment rate of multicultural students in Guro is 6.3%. As of 2018, Guro had the highest number of elementary school students in multicultural families from Seoul's autonomous districts with 1,295 students.

In 2012 Guro opened the global village school, the first multicultural alternative elementary school to provide quality education to students of multicultural families. In the global village school students from over 13 countries study together taking advantage of a multicultural environment. Children from multicultural families, whether they are officially registered or not, can enter the school at no additional cost. There are also multicultural language instructors.

From 2020, schools in Seoul in areas with large numbers of multicultural students, such as those in Guro, Geumcheon-gu, and Yeongdeungpo-gu, can be designated as 'multicultural autonomous schools'. Plans are being made to utilize and support the unique characteristics of each school, such as through second foreign language classes. The Seoul Metropolitan Office of Education has announced a total of 51.8 billion won will be invested in these schools by 2024. Around five "multicultural innovation schools" will be designated next year. The multicultural innovation school is expected to become the initial model of the multicultural autonomous school, aiming to enhance multicultural sensitivity.

Multicultural language instructors will continue to be deployed in schools where multicultural students are operating multilingual classrooms. Multicultural language instructors take special Korean language courses (KSL), after-school classes for multicultural students and are used as assistant teachers during regular classes. The Office of Education is also planning to open an intensive Korean and Korean culture four-day adaptation course at the multicultural education support centre (Daon Center) for foreign students, and later to expand the course to three to six months. There is also a 'short-term consigned Korean preparatory school' that provides intensive education in Korean and Korean cultural adaptation. In order to comprehensively support the study and career development of multicultural students, a pool of professionals in areas such as Korean language education, basic academic support, career education, interpretation and translation, and counselling has been established.

Guro has a guide and a training programme for parents together with the Seoul Metropolitan Office of Education. Careers advice for middle schools is distributed in bilingual formats. There are many different programmes that parents can turn to for support such as the Harmony Multicultural Parent Empowerment programme, support programmes for immigrant mothers and the Happy Parents Community to introduce parents from different backgrounds to each other so they can get to know each other and learn more about their children's education.

The Education Plan aims specifically to strengthen bilingual education and legislation will be reviewed to ensure that bilingual education can be implemented flexibly across courses. There is a plan to designate three zones including Guro as 'bilingual special zones' where students can become fully bilingual.

Guro conducts a variety of intercultural educational events, including holding the IGT (I am a Global Teacher) competition hosted by the Ministry of Education for prospective teachers to develop cross-cultural education and foster multicultural sensitivity. The Ministry of Education and the Korea Research Foundation run the IGT (I am a Global Teacher) conference together with four major universities (Kyungpook National University, Kyungin University of Education, Jeju National University, and Korea National University of Education) to improve prospective teachers' on-site instructional skills and understanding of multicultural education. There is a 'Global Mock Class Demonstration Contest', which teaches Korean curriculum to students of various backgrounds who do not know Korean, and a 'Multicultural Education Project Presentation Contest,' where students select, and research topics related to multicultural education. Students including faculty members and special education departments can apply.

Suggestions

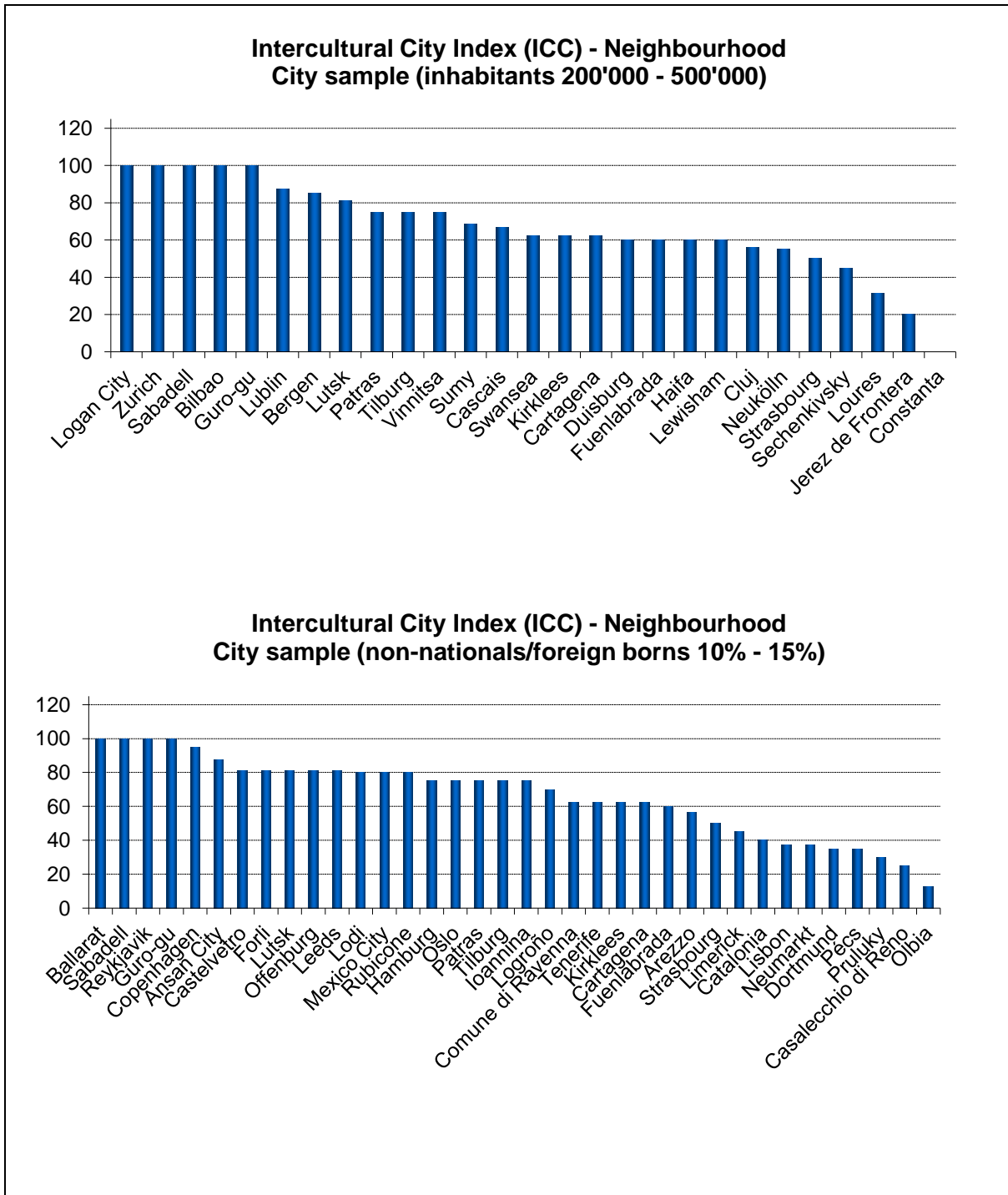
Montreal city also has a high number of students from an intercultural background. It carries out activities aimed at encouraging parent involvement, intercultural mediation, advocating respect for and valuing of cultural diversity, and teaching intercultural dialogue in partnership with other bodies and institutions. For example, the Montreal History Centre, a city-run body, conducts various major intercultural projects in co-operation with schools, which may be interesting for Guro. In particular:

- [“You're part of the story”](#) is an educational programme conducted between the city of Montreal and the Quebec Ministry of Immigration, Diversity and Inclusion aimed at secondary school reception classes. It aims to build bridges between the past of pupils who have recently arrived and their new lives through the telling of personal stories and recording of personal “treasures” which the pupils share with Montrealers through the museum. The programme fosters learning of the host country's languages, as well as self-esteem and interaction between the new pupils and other citizens.
- The exhibition, [“Here I am in Montreal”](#), is a project aimed at young people newly arrived in Montreal in which they are asked to present their take on the city through their respective cultural and personal backgrounds.
- The travelling exhibition, [“Windows onto immigration”](#), showcases the personal stories and accounts of Montrealers with migration backgrounds who confide in visitors and share their impressions, their doubts and their difficulties, as well as successes in their integration processes. Their assembled stories reveal a changing, multifaceted city that evolves with successive communities and generations.

NEIGHBOURHOODS

Within a city, districts, neighbourhoods, or other territorial sub-units, can be more or less culturally/ethnically diverse. People are indeed free to move and settle in the neighbourhood of their choice. To be intercultural, a city does not require a 'perfect' statistical mix of people in all neighbourhoods. It will however make sure that ethnic concentration in a neighbourhood does not convert into socio-cultural segregation, and does not act as a barrier to the inward and outward flow of people, ideas and opportunities. In particular, the intercultural city ensures the same quality of public service delivery in all the neighbourhoods and plans public space, infrastructures, social, cultural and sport activities to encourage intercultural and socio-economic mixing and interaction.

GURO's score in the field of neighbourhoods is a full score of 100, which is considerably higher than the city sample's achievement rate of 68. Details of how they achieved this excellent score is given below.



Guro district is rich in cultural and ethnic diversity, with an increasing number of foreign residents.

Apart from multicultural schools, Guro has opened Seoul's first family integration support centre (specialization centre for multicultural and foreigner support) to help residents through urban regeneration projects and multicultural family rental housing projects where foreign residents can solve their own problems. It both supports diversity and provides a one-stop service for both domestic and foreign residents.

There is also a support programme for single-parent multicultural families in rented accommodation.

Garibong-dong in Guro has been much improved as a place to live in through urban regeneration. Garibong-dong, along with Daelim-dong, Yeongdeungpo-gu, is considered to be one of Seoul's most representative Chinese neighborhoods. As of 2016, there were over 6,560 Chinese (Chosun) living in Garibong-dong, Seoul. The area has been depicted in recent films as one of Korean-Chinese crime gangs, which upset local residents. Garibong-dong is focusing on urban regeneration projects and improving the environment together with the district office and residents. In order to improve the image of the neighborhood, Chinese residents have organized autonomous

crime prevention patrols to patrol from time to time, keep residents safe and clean the streets. As a result of these efforts, Garibong-dong has become cleaner than ever, and the crime rate has been reduced.

As part of another urban regeneration programme, Guro has promoted the modernization of facilities in the Garibong Market. Garibong Market was used by workers at the Guro Industrial Complex in the 70s and 80s and grew organically as traders gathered in that spot from 1970 onwards. As of November 2017, Garibong Market had grown a great deal and the number of stores had reached 70. The authorities have recently installed firefighting facilities, secured fire corridors, maintained pavements and installed LED signs, as well as other measures to improve the area. A total of 1,188.5 million won will be invested. When the project is completed, it will be reborn as a pleasant and safe traditional market.

Other projects are underway for the regeneration of Garibong. The district revitalization plan includes undertaking maintenance work for infrastructure such as bad roads, sewer pipes and sidewalks.

Guro has opened the first integrated family support centre in Seoul to provide integrated public services to local and foreign residents by integrating previously separate health and family support centres, community centres, and multicultural family support centres. In addition, Guro is running programmes such as multicultural education, multicultural supporters' groups, and multi-value and neighbour governance. Guro promotes communication and harmony through the World People's Day Festival which is a multicultural festival in Guro.

When the Guro Industrial Complex led the Korean manufacturing industry in the 1970s and 1980s, Garibong-dong was a symbolic place of industrialization in Korea where workers from all over the country went to seek work. Since then, with the decline of the industrial complex, cultural conflicts have arisen between Koreans and non-Korean residents as immigrants including Chinese immigrants settled in the area to find cheap housing from the early 2000s. Although it was designated as a balanced development promotion district in 2003, the living infrastructure and convenience facilities deteriorated without development due to the financial deterioration of the LH (Korea Land and Housing Corporation) and the real estate recession. Since 2014, Guro has been investing in Garibong-dong through various urban regeneration projects. The construction of the Family Integration Support Center is part of the regeneration project promoted by Guro. Guro started construction in April of last year by setting up a site in Garibong-dong to heal wounds between different groups of residents. The Family Integration Support Center gathered the welfare and administrative institutions that were performing their respective roles separately, such as the residents' center, the Health and Family Support Center, and the Multicultural Family Support Center. The Health and Family Support Center, which has provided welfare services focused on low-income families, and the Multicultural Family Support Center, which focused on supporting multicultural families, were combined as the "Healthy Family & Multicultural Family Support Center". Garibong-dong's Garibong-dong Resident Center, which rented and operated another building in Guro 3-dong because it has no proper place in Garibong-dong, is back and serves as a control tower for welfare services. The Family Integration Support Center was built with 2 basements, and 4 floors above ground, and an investment of 12.196 billion Won, including national expenditures, municipal expenses, and provisions. On the ground floor, a book cafe was created to serve as a reception space and community center. The Health Family & Multicultural Family Support Center was established on the 2nd to 4th floors. On the 2nd floor, there will be a small auditorium room, education room, counselling room, and a self-help meeting room. On the 3rd floor, a common childcare center, a language development class, a cooking practice room, a start-up incubation, and a sky garden have been established. On the 4th floor, a multi-purpose program room was established. The first and second basements are used as parking lots. The opening ceremony has just taken place.

Guro also operates a multicultural supporters' group and a multicultural honorary village chief program where residents participate in local volunteering and public relations activities. year Guro commissioned 49 foreign residents living in the district as multicultural honorary village chiefs and held a ceremony at the Creative Hall. Guro publicly recruited a multicultural honorary village who are able to communicate in Korean. Those who were selected include Kim Yongwoon (58, China), who works at the Korean National Self-Defense Force of Garibong-dong, Misawa Michio (39, female, Japan) in Guro 2-dong, and Lee Hyeyoung (34, female, Vietnamese in Guro 2-dong). All together there are 46 Chinese, 2 Japanese, and 1 Vietnamese chiefs. The multicultural honorary village chiefs will attend monthly multicultural honorary village chief meetings. They will also play a role in collecting opinions from foreign residents and organising residents' cooperation on different matters, and carrying out campaign activities to maintain order, such as eradicating the unauthorized dumping of garbage.

The Multicultural Supporters Group conducts activities such as volunteering their skills to help foreign residents adapt to the local community, promoting multicultural projects, developing campaigns such as preventing the dumping of garbage, and publishing newsletters. Guro recently held a commissioning ceremony for the 3rd

Multicultural Supporters Group with the participation of multicultural supporters, including 15 Koreans, 15 foreign nationals and the head of Guro, Lee Sung, at the Communication Hall of the District Office. The new members had a variety of volunteering experiences and multilingual communication skills. Iresha, the representative of 'Talk to Me', an immigrant women's group and who is a multicultural instructor, gave a lecture on leadership under the theme of 'The role of foreign residents in the community'. Meanwhile, prior to this, Guro recruited 30 new multicultural supporters to expand the opportunities for local and foreign residents to participate in the community and realize a society that lives together in harmony.

Suggestions

Guro has a full score for neighbourhood and indeed has implemented many different actions including regenerating neighbourhoods and the market, involving local residents in taking pride in their neighbourhood through patrols and reducing illegal dumping of garbage, ensuring that residents' voices are heard when planning new events or urban regeneration projects.

There are a couple of cities in Portugal that have transformed their neighbourhood through art that Guro may wish to consider. The first is [Cascais](#) where the Muraliza Mural Art Festival has taken place every summer since 2014 for nine days. During this time, it is possible to meet the artists and see their masterpieces. The event attracts many tourists every year that will also have the opportunity to take part in guided visits to achieve a deep understanding of the pieces. The event involves all facets of Portuguese culture, its transformation and evolution: the painting murals are different sizes and are inspired by the innumerable and unique characteristics of the region and, concretely, in the peculiarities of this social district built in the 60's. Muraliza transforms and reshapes the historic centre of the city, giving a new dimension.

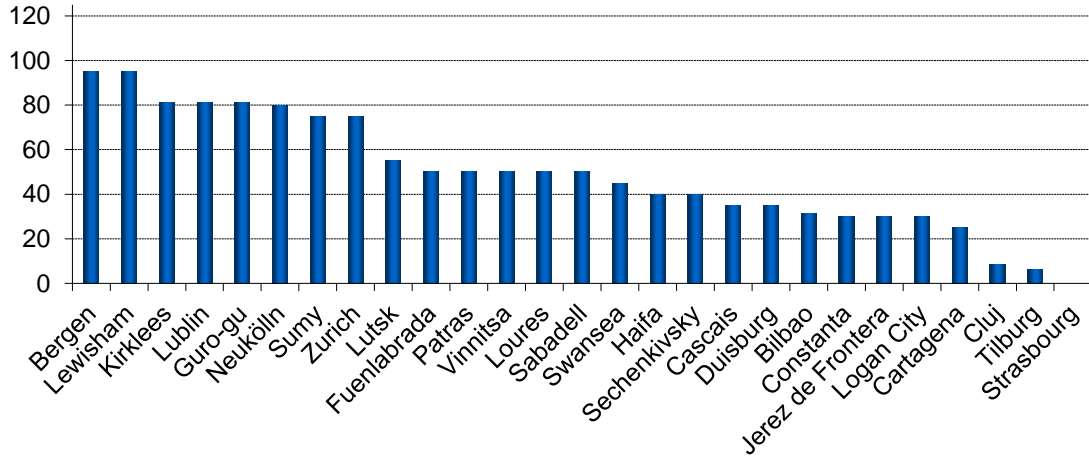
There is also Quinta do Mocho which was the most stigmatized neighbourhood in [Loures](#) for many years, associated with poverty, crime and ethnic exclusion. A set of breath-taking frescos were painted on 33 buildings in the neighbourhood, with the help of 2000 artists and local residents, 25 NGOs and 43 private companies. The area was transformed into a Public Art Gallery. The aim was to change the image of the neighbourhood, which used to be considered as a dangerous no-go-area. It helped dismantle old prejudices against residents from diverse backgrounds and increase their self-esteem, interaction and the sense of belonging to the neighbourhood. Since October 2014, the team in Loures has hosted 46 visits from enterprises and artists, including 28 guided tours and 18 media tours and including interviews for newspapers, television, radio and internet. In addition, at least 80 news items from around the world covered the neighbourhood regeneration process.

PUBLIC SERVICES

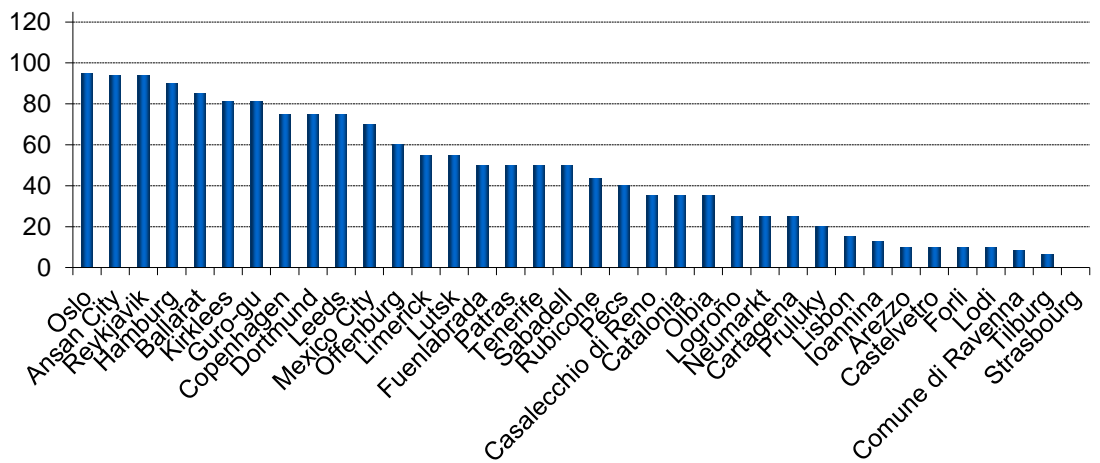
As their very name implies, public services work for the benefit of the public as a whole. If the population is diverse, public services will be more efficient in delivering adequate benefits and information if city officers, at all levels of seniority, are as diverse as the population in general. This requires much more than simply ensuring equal opportunities to access public service employment. When taking action to encourage a diverse municipal workforce, an intercultural city acknowledges that a 'one size fits all' approach to public services and actions does not guarantee equal access to public benefits. The city also recognises that residents with migrant/minority backgrounds should never be treated as passive consumers of public benefits but can contribute actively by suggesting new ideas and innovative solutions to public problems.

GURO's score in the field of public services is 81, which is considerably higher than the city sample's achievement rate of 46. Information from Guro's good practice is included below.

**Intercultural City Index (ICC) - Public service
City sample (inhabitants 200'000 - 500'000)**



**Intercultural City Index (ICC) - Public service
City sample (non-nationals/foreign borns 10% - 15%)**



Guro is the second largest autonomous district in Seoul after Yeongdeungpo-gu. In order to support multicultural families and foreigners, Guro established a foreign support team within the Welfare Policy Division by integrating the tasks of the Childcare Support Division (Multicultural Family) and Welfare Policy Division (Foreigners).

Guro employs people from multicultural families as public officials in various fields. There is also an autonomous crime prevention team made up of foreign citizens who are representative of the make-up of the local population. Every Friday, the autonomous crime prevention team conducts extensive patrols with local police officers. This has contributed to the cleanliness of Garibong and a reduction in the crime rate.

Guro has actively sought to employ 'immigrants by marriage' as professional civil servants in charge of multicultural family support policies at the Guro Office and to help the district cope with trends in global societies and pursue policies for multicultural families. The 'immigrants by marriage' who are recruited are in charge of projects such as collecting and analysing multicultural policy data, consulting with multicultural families and foreigners, and supporting interpretation services. Marriage immigrants under the Multicultural Family Support Act or those who have acquired Korean nationality through marriage can apply.

When hiring civil servants, Guro considers gender equality, and employs an equal employment system regardless of background. When the Council for Supporting Foreign Residents and Multicultural Families is organized, Guro operates it by commissioning foreign residents. In order to promote the multi-cultural honorary village chief, foreign residents, representing each dong or area, implement a system to serve their communities.

There is a specific ordinance to prohibit discrimination in employment in Guro. According to the Ordinance, discrimination without justifiable reason is prohibited. There is also an Ordinance on the Guarantee and Promotion of Human Rights of Guro, to contribute to the realization of a community in which human rights are respected for all residents.

Through the Guro multicultural family support portal site, the district supports housing arrangements for multicultural families, operates Women's Safety Unmanned Delivery Boxes and operates other programmes such as the 'Return Home Safely Scout' responsible for the safety of women at night time through an agreement with police. In 2020, Guro also started a tax consultation service for multicultural and foreign residents to provide advice on various tax laws on the first floor of the Garibong-dong Community Service Center or by telephone free of charge. Counselling is provided in Korean, and multicultural support centers in the same building cooperate if foreign language interpretation is required.

There is special provision for housing for multicultural families that allows the preferential pre-sale of housing without competing with the general public to support housing provision for multicultural families.

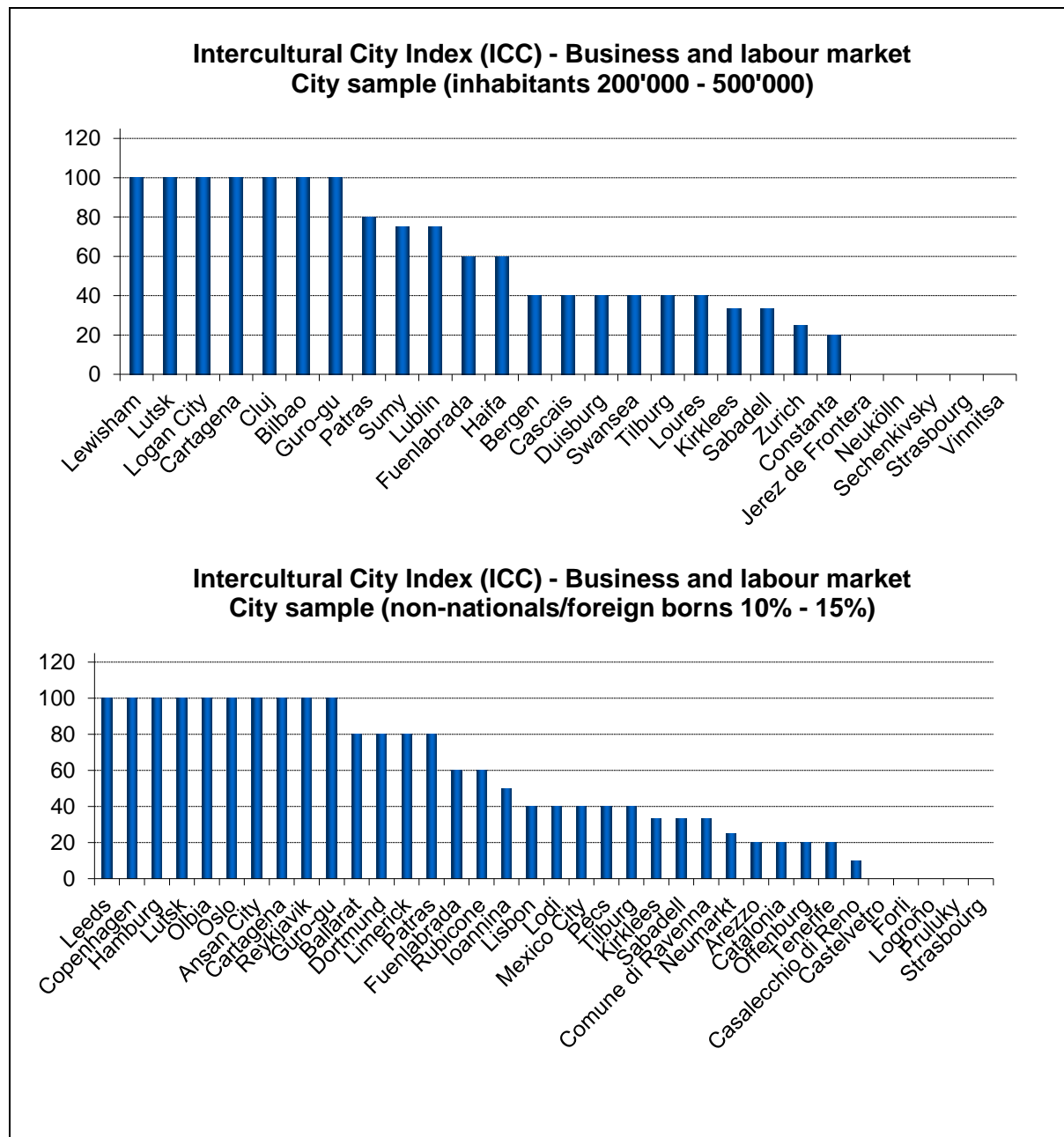
Suggestions

Guro could also review specific services through a cultural inclusive lens, considering whether these are appropriate for all regardless of their ethnic/cultural background. The health sector, for example, is especially dependent on cultural competence and cultural sensitivity when wanting to assure health and well-being amongst all members of a society. Cultural differences, such as health related norms and beliefs, the extent of interdependence/independence or simply linguistic differences can cause miscommunication and inappropriate treatment if the patient is not approached with a certain level of cultural competence and sensitivity. Professional civil servants from an immigrant background and initiatives such as the multicultural family support centre will be very useful in this regard.

BUSINESS AND THE LABOUR MARKET

Access to the public sector labour markets is often restricted by national or regional legislation. When this is the case, the private sector may provide an easier route for people with migrant or diverse backgrounds to engage in economic activity. As a result, private companies and activities tend to offer much more diverse working environments than the public sector. Research has also proved that it is cultural diversity in private companies, and not homogeneity, which fosters creativity and innovation. By constantly highlighting the diversity advantage in business, and partnering with their chambers of commerce and entrepreneurs, cities can influence how diversity is perceived in the private sector in such diverse sectors as shops, clubs, restaurants, industry, technical services and science.

GURO's score in the field of business and the labour market is 100: a full score and considerably higher than the model city score of 50. This score illustrates the importance Guro gives to this area and is an excellent result.



There is a strong policy base in the district to ensure that business is conducted according to human rights. The Ordinance on the Prohibition of Discrimination in Employment of Guro ensures that discrimination against employment without a justifiable reason is prohibited. In addition, the Korea Labor Institute and the Human Rights Commission conduct policies and research that encourage diversity and prohibit discrimination. There is also a specific Ordinance on the Guarantee and Promotion of Human Rights for Guro.

The Small Project and Commerce Association of Guro was established in August 2015 to establish common interests and partnerships for small and medium-sized projects and to tackle difficulties and problems through education and information-sharing to improve members' professionalism, and to contribute to the profits of members. Guro is trying to revitalize the local economy for both domestic and foreign small and medium-sized enterprises through the 'G-Valley' project. This includes an incubator jump-up hub to create a positive environment for domestic and foreign companies to coexist in G-Valley, a type of Silicon Valley in Korea, and to support start-ups.

The G-Valley urban regeneration project also includes a comprehensive action plan that links to various urban regeneration projects for regional development and urban regeneration. The plan was prepared through consultation with expert organizations, the Ministry of Land, Infrastructure and Transport, and residents. There are three main areas: improving the living environment, regenerating the cultural economy, strengthening community activities and competence, improving village spaces such as bad roads, revitalizing the cultural street of Uma-gil, and creating more facilities.

G Valley started as an industrial complex for sewing, textile, and clothing manufacturing in 1964. After the decline of the electrical and electronic manufacturing industry in the 80s, the area began to be regenerated towards information and communication technology. Currently, more than 7,600 companies are located in G Valley, and 76% of them are knowledge, information and communication, and advanced manufacturing industries. The government and Korea Industrial Complex Corporation have designated this as an integrated district to attract and advance knowledge-based, information, communication and manufacturing companies.

From 2016 to 2020, a total of 10 billion Won (5 billion from the Ministry of Land, Infrastructure and Transport and 5 billion Won from Seoul Metropolitan District) will be invested over five years. In addition to the project cost, another 29.1 billion Won will be invested in projects such as the establishment of a family integration support centre and the modernization of traditional market facilities as a central government and local government cooperation project.

The Small Project Jump-Up Hub is a small project support centre, built and operated by the Small and Medium Project and Hope Foundation, to secure self-sufficiency by enhancing the capabilities of small enterprise owners, for networking and to respond to on-demand market and marketing support.

The Hope Foundation aims to maximize the effectiveness of small enterprise support through convergence between projects while carrying out projects such as 'Jump Up Incubation', 'Activate Hope O2O', and 'Integrated Networking Platform' around the Jump Up Hub

Suggestions

The city has an excellent rating in the area of business but as it has a strong interest in this field it may be interested in learning more about how other cities approach it.

Oslo (Norway) launched the Oslo Global Mobility Forum and the OXLO Business Charter which is a network for collaboration between the city and the business community, making migrants visible as a resource for business and economic growth. It serves as a frame for a wide range of activities such as:

- Breakfast seminars on diversity in City Hall (5 each year)
- [Rating Diversity – measuring diversity in business leadership](#)
- Allocating grants to projects promoting diversity and inclusion in business
- Allocating grants to promote diverse recruitment to business incubators (IT entrepreneurs, social entrepreneurs)
- Running "Torchlight (Fakkeltog)" – a network for business dedicated to diversity, showcasing best practice
- Organising the OXLO Mentorship scheme for master students with diverse backgrounds, matched with mentors in municipal services, based on their master thesis.

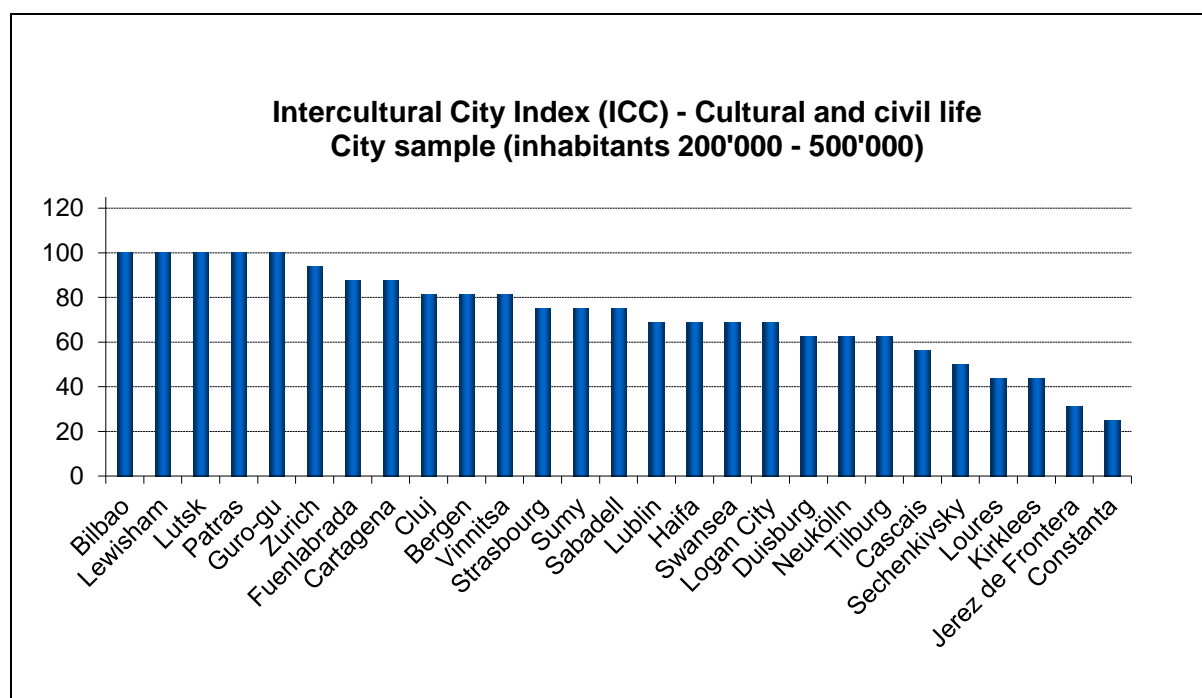
Companies and others that join the charter get access to knowledge about intercultural recruitment, diversity management, welcome services and inclusive work environment. Since its launch, some 400 businesses and other organizations have joined the network.

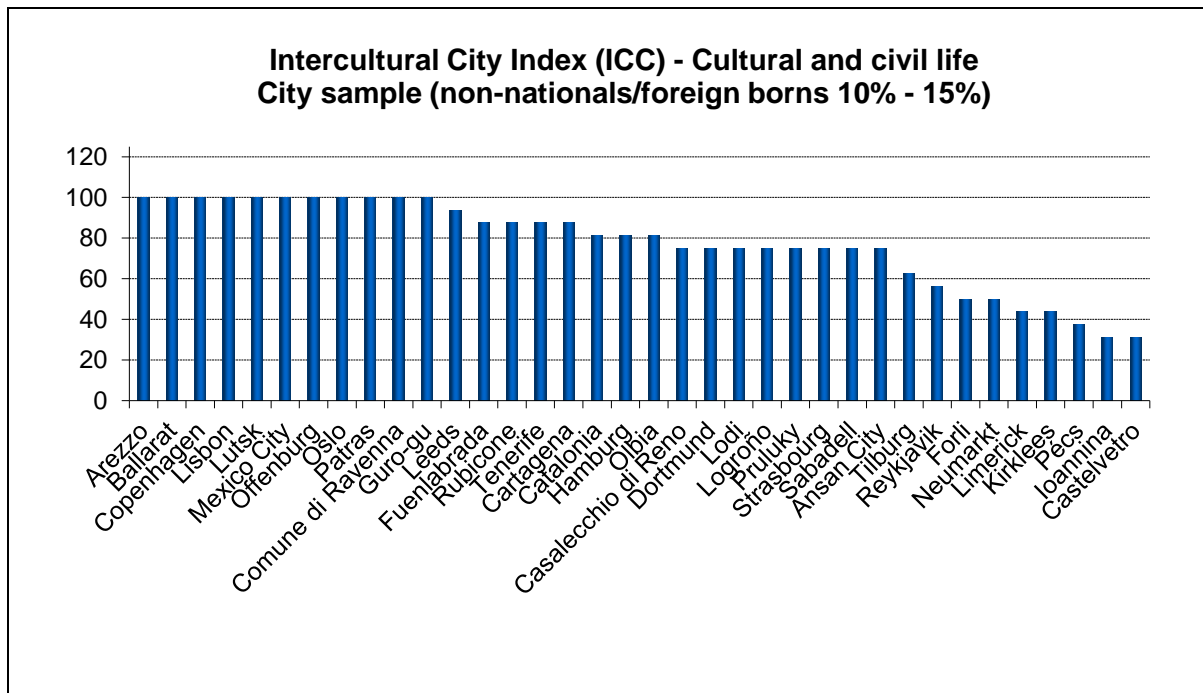
Other cities such as Reggio Emilia have looked at positive ways of engaging with countries of origin of diaspora groups to promote business opportunities both in their cities and with partner countries. Many cities try to foster business relations with countries of origin, seeking investment or joint ventures, but Reggio Emilia prides itself on an (inter)cultural international policy agenda where both parties contribute as equals to supporting integration, social cohesion and respect for diversity.

CULTURAL AND SOCIAL LIFE

Whereas people living in a city may have different migrant/minority or other backgrounds, they very often share the same interests and satisfaction when engaging in leisure activities, especially in the fields of arts, culture and sports. Such activities are sometimes structured along ethnic lines. That is quite understandable when they aim to preserve folklore traditions or the language and history of countries of origin. What is problematic is when cross-cultural leisure activities are organised along ethnic lines, for example when a football team only accepts players from one ethnic group. The intercultural city can encourage cultural openness through its own activities and by introducing intercultural criteria when allocating resources to artistic, cultural and sports organisations.

GURO's score in the field of cultural and social life is 100, another full score for the city and considerably higher than the city sample result of 73.





Guro supports several multicultural family support projects through a local subsidy deliberation council. Events have included: the 2019 Chinese Compatriot Support Center Year-End Festival; the Support Center Apple Picking Autumn Excursion (For immigrant parents and young people); the Global Hanmaeum Festival; the Year-End Christmas Culture Festival; the World People’s Day Festival; the International Children’s Film Festival; the Asian Culture Festival, and the Guro Youth Festival.

Guro also supports the reflection of intercultural values in local culture and arts through its implementation of the Ordinance on the Protection and Promotion of Cultural Diversity in Guro.

The Guro Cultural Foundation conducts intercultural events weekly.

In ‘Guro, a dream orchestra’, children from different class and cultural backgrounds come together to pursue healthy growth through music and social change.

There is also the “Multicultural Society Korea” forum that discusses various multicultural topics such as the values and tasks of multicultural policy. The Multi value and neighbour governance conference develops participation in policy through collective intelligence as a policy governance for residents of Korea and abroad. The Village chief & multi-culture honorary village chief conference considers the role of village chiefs and multicultural honorary chiefs to create a happy district for both local and immigrant or minority residents.

Finally, the Guro French Cultural Festival is held annually to introduce French artwork, traditional music, and food to celebrate the sisterhood relationship between Guro and France’s Isle-Molino District. There is also a St Patrick’s Day festival every March so that residents can experience the traditional culture of Ireland.

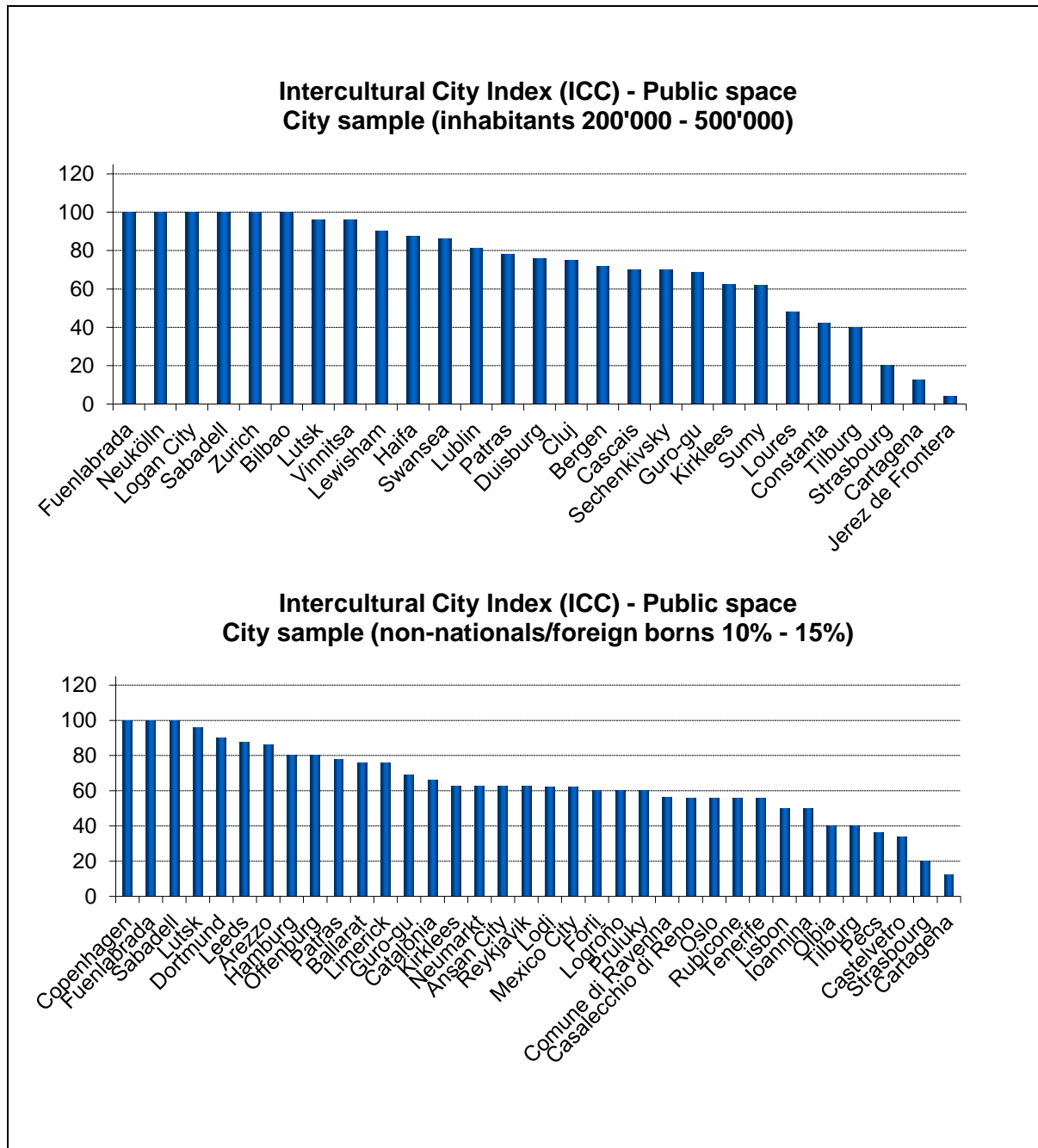
Suggestions

Given its interest in all things digital and its expertise in this area, Guro may like to find out more about Montreal’s 2017-2022 Cultural Development Policy, [Combining creativity and the citizen cultural experience in the age of digital technology and diversity](#). As its name indicates, this policy puts digital technology and diversity centre stage and seeks to foster full participation by all residents in all neighbourhoods, as well as cultural mobility throughout all of Montreal. The aim is to encourage measures that provide opportunities for Montrealers from all backgrounds to meet and come closer together, encourage them to find out more about one another and facilitate exchanges in an inclusive and fair manner through the city’s various facilities, activities and services (cultural centres, libraries, museums, festivals and events, cultural recreation, activities showcasing public art, heritage and design, etc.). This policy also forms part of a process of reconciliation with the Indigenous peoples and building bridges between the English-speaking and French-speaking communities.

PUBLIC SPACE

Public spaces (streets, squares, parks, etc.) and facilities (public buildings, day centres, schools, health centres, etc.) are places which most citizens are obliged to use. They offer the possibility of meeting people of different nationalities, origins, languages, religions/beliefs, sexual orientations and age groups. For encounters between diverse people to actually occur, such spaces and facilities should be designed and animated in a way that all residents feel comfortable when using them. Conversely badly-managed spaces can become places of suspicion and fear of the “other”. When this is the case, the intercultural city actively engages with all the people concerned, firstly to understand the local context from their perspective, and secondly to identify solutions largely support by them.

GURO's score in the field of public space is 69, which is slightly higher than the city sample's achievement rate of 68. However, Guro still has a great deal of good practice to share with other cities in the network as can be seen in some of the examples provided by the city below.



Guro hosts many different intercultural festivals which it supports through the provision of space, for example, in parks and squares. There is also an online Intercultural Festival.

There are plenty of places in the city that celebrate interculturalism, such as the park called the 'sister district garden' that introduces Guro's sister cities. The district also tries to develop and promote tourist attractions in public spaces such as Sindorim Station Cultural Railroad 959, South Plaza Opera House, International Culture and Arts Street and the UNESCO Asia-Pacific International Understanding Education Center where there is a permanent outdoor exhibition, Asian flea market, design bench, and photo zone for tourists.

The Hwawon Social Welfare Center was designed to take into account enabling interaction between local and foreign residents. Existing welfare centers were also designed to include the disabled, the elderly, women, and children. Municipal libraries such as the Dream Tree Children's Library operate several multicultural programmes for multicultural residents and to increase interactions with the non-migrant population.

The Hwawon Social Welfare Center was opened in Guro in October 2005 to support marginalized and lonely neighbours in the district. It operates in areas such as case management, service provision, community organization, and regional specialization to meet the diverse needs of local residents (Multicultural Family Welfare).

Guro runs a multicultural library programme to help new local residents in multicultural regions adapt to Korean society and expand their interactions with Koreans. This programme is run by the Ministry of Culture, Sports and Tourism to promote multicultural services and expand library services for multicultural families and immigrant women.

Various programmes are operated in the Dream Tree Children's Library and Sky Library. For example, the Dream Tree Children's Library runs a children's cooking instructor course for 15 married immigrant women and Korean women together. There has been courses for 'Cookie Clay Instructor' qualifications as well as a 'Donghwa Cooking Instructor' qualifications. Upon completion of the instructor course, from 10 elementary cooking classes (cooking and thinking) are provided. Up to 150 children from age 7 can be taught by the newly trained instructors.

The Sky Library provides a "Beautiful Rainbow Fairy Tale" for 300 migrant and Korean children. The programme is run 12 times between June and September, and is rich in rhythmic fairy tales, making a pinwheel passport, and playing in the market, with a focus on understanding diversity and culture, and traditional culture and cuisine.

Guro is preparing an urban regeneration strategy incorporating ideas from a competition amongst migrants in the Garibong district and forming a council made up of both citizens and foreign residents.

Namsan, the Liberation Village, is expected to be transformed into a cultural and arts village where young artists and residents live in harmony. Garibong, formerly the Guro Industrial Complex, aims to be reborn as a vibrant village and the G-Valley digital industry centre.

Local residents have formed a resident council to prepare ideas for revitalization plans through several rounds of ideas, discussions and consultations.

In the past, conflicts between local and foreign residents existed in Garibong-dong, where there was a concentration of certain ethnic groups, but through the urban regeneration project, the living environment has improved and stability also improved for both local and foreign residents.

As part of the urban regeneration, Guro is also modernizing the facilities in the Garibong Market, which had grown organically since the 1970s. When the project is completed, it is reborn as a pleasant and safe traditional market. Guro is also investing in maintenance work for infrastructure such as bad roads, sewer pipes, and sidewalks. Garibong-dong is carrying out the district revitalization project, commercializing the unique elements of Garibong, preparing an experience space, creating a specialized street, building a public underground parking lot and a youth rental house, and supporting artists. Garibong Art and Culture Project is underway and there are plans for a Garibong art village.

Recommendations

[Barcelona](#) has some interesting experience that Guro may wish to consider, ensuring that place-making professionals work in a participative and intercultural way. The city of Barcelona places enormous importance upon public space as the place where a diverse but harmonious community can be built. This means that place-making professionals (such as architects, planners, transport managers, constructors etc) within the city council must

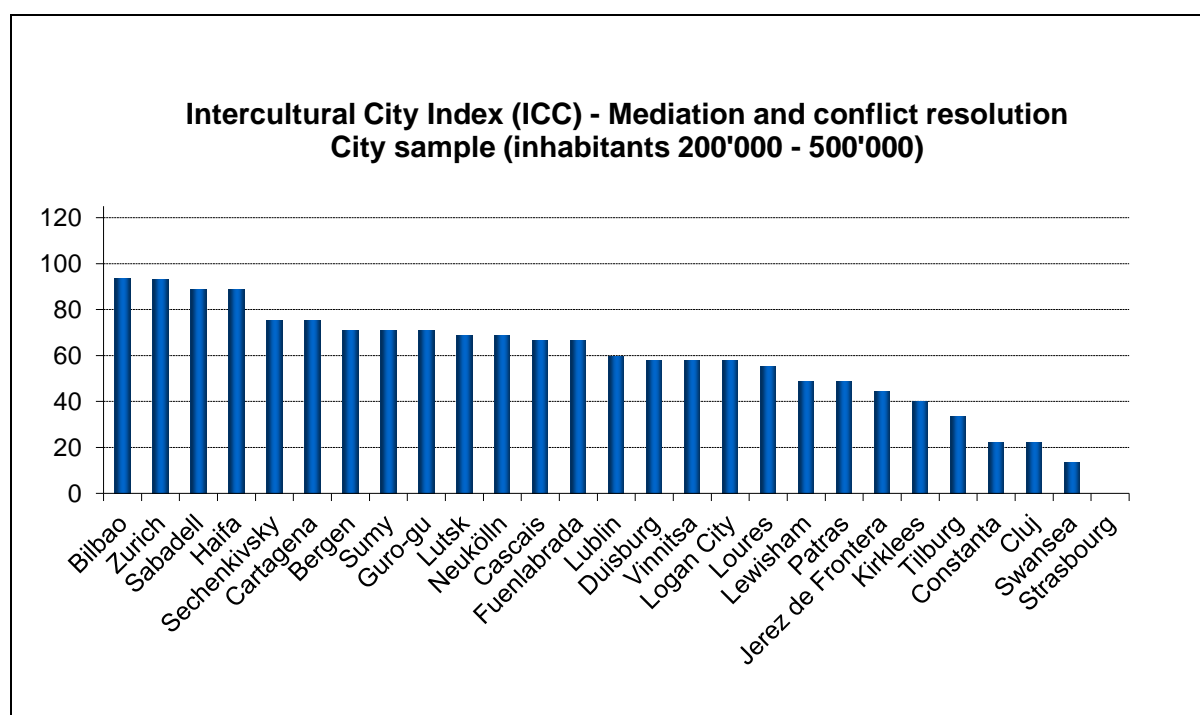
develop their competence in diversity management. This is included in the city plan and in practice it means that inter-group roundtables on many different areas could involve representatives from urban planning. A further clause of the Plan calls for the integration of the neighbourhood scale into the practice of urban development to reconstruct dialogue, consensus and the involvement of citizens. This translates into action through valuing “personalised” activities, observing the realities and special characteristics of the neighbourhood, within the framework of the city strategy. The increase in cultural diversity has brought about, amongst other factors, new and old ways of being and using public spaces, amenities, shops – the street level -, strengthening its important socialising role, which brings new complexities that need to be tackled.

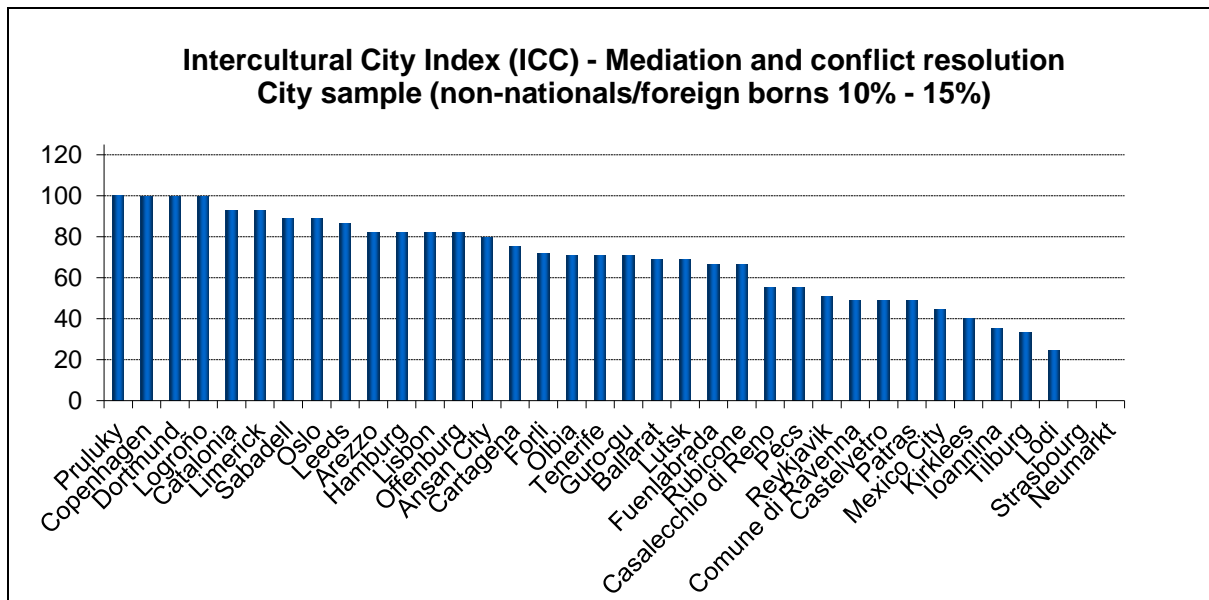
The Borough of [Lewisham](#) in London also has some good practical experience of changing public spaces in line with local people’s needs. First they conducted research into public attitudes. Residents complained of loneliness and alienation, intergenerational suspicion and fear of using certain public spaces. Public discussion forums were set up which elicited a great deal of deep knowledge about local ways of life which had previously been unknown to officials. It also threw up issues which might appear obvious, but were nevertheless overlooked, such as the complete lack of seating in public space. This situation had emerged deliberately because planners had become excessively pre-occupied with a need to discourage problem drinkers or loitering teenagers, rather than with providing spaces in which a wide diversity of people might interact. A toolkit for intercultural place-making was produced and this informed a new approach to public space in Lewisham and eventually led to the borough joining the network of Intercultural Cities. Since then a programme of targeted improvement has transformed numerous locations within the district – and Lewisham’s commitment has aroused widespread recognition with four of the Borough’s public spaces receiving prizes in the London Planning Awards.

MEDIATION AND CONFLICT RESOLUTION

In diverse societies there is always the potential for misunderstanding and conflict over values, behaviour or resources. In cities, where people with different cultural backgrounds and socio-economic statuses live together in close proximity, such tensions are natural and indeed part of everyday life. Instead of denying, ignoring, or repressing conflict, the intercultural city seeks to anticipate, identify, address and resolve issues to the satisfaction of all protagonists without compromising the principles of human rights, democracy and the rule of law. The intercultural city views conflict as a normal feature of free, dynamic and communicative communities and sees the very process of conflict mediation and resolution as an opportunity for innovation and sustainable social cohesion.

GURO’s score in the field of mediation and conflict resolution is 71, considerably higher than the city sample result of 59, so another strong result for the city.





Guro plays an important mediating role for different conflicts.

There is a specific Ordinance on the Prevention and Resolution of Public Conflicts of Guro. A conflict management deliberation committee and conflict mediation council are in operation to prevent and coordinate different public conflicts.

Prior to the implementation of any project plan, a conflict diagnosis must be conducted to make active efforts to prevent and resolve conflicts. The conflict management deliberation committee and the conflict mediation council work to prevent conflicts expected in various public policy implementation processes and to promptly and accurately respond to conflicts that have already occurred. The Conflict Management Deliberation Committee is composed of eight persons, including conflict management experts, professors, lawyers, and lawmakers, and eleven persons, such as ombudsmen and directors related to the work at hand. It deliberates on comprehensive plans, laws and regulations for the prevention and resolution of public conflicts and to review ways to mediate conflicts. The committee meets at least twice a year.

Experts, project departments, and representatives of stakeholders in the conflict management sector participate in the conflict mediation council, which takes into account conflicting interests after a public conflict. Participants are expected to look at alternatives through discussion after confirmation of conflicting issues.

There are also regular public conflict meetings. The results of the conflict management deliberation committee and conflict resolution meetings are actively reflected in policy. In addition, a manual has been prepared to prevent public conflicts. According to the manual, Guro has to conduct conflict diagnosis before establishing a project plan for large-scale public and private projects that have a total project cost of more than 500 million won and interests of 10 or more individuals or entities. After conducting a conflict diagnosis using the preventive public conflict diagnosis table, aspects of activities or projects are divided into those that could have severe conflicts (A), middle conflicts (B), and those with little chance of conflict (C). Conflicts judged to be at levels A and B are managed by the auditing department and the C level is managed by the usual department.

In addition, Guro diagnoses conflicts that have already occurred by using the public conflict diagnosis table and actively tries to resolve them through administrative procedures such as resident briefings and public hearings, and through mediation processes of conflict management deliberation committees and conflict mediation councils.

There is no specific committee for looking into religious conflicts. Korea is a country where freedom of religion is guaranteed, so the degree of religious discrimination and conflict is low. In the event of religious conflict, each religious institution intervenes.

Suggestions

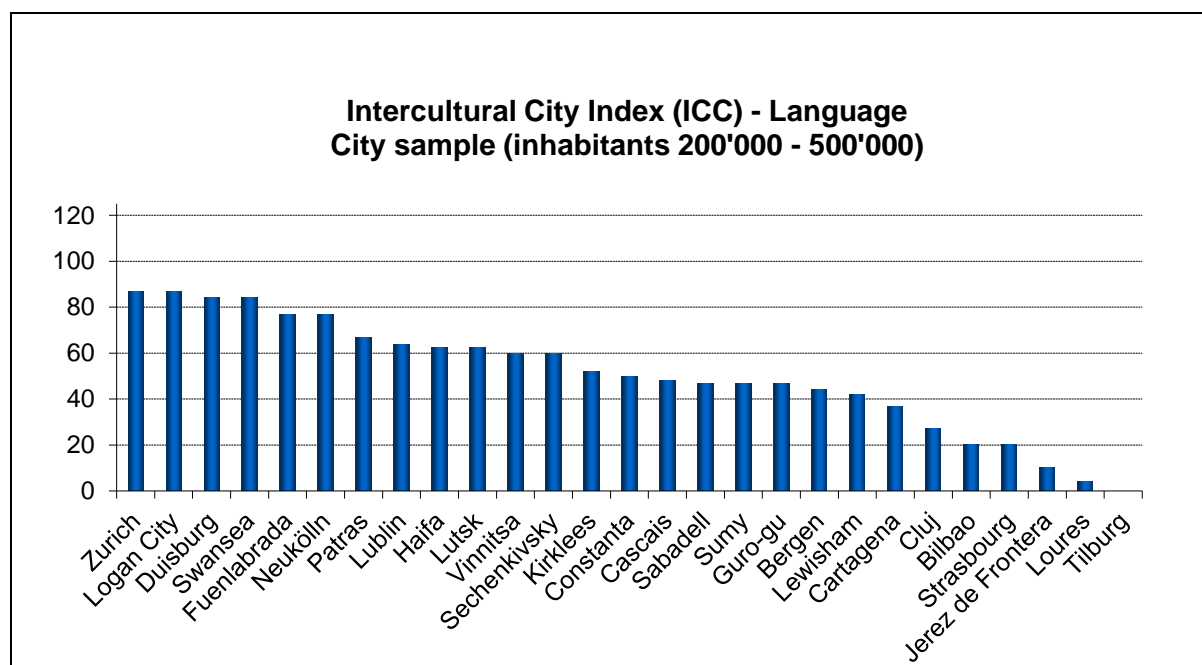
Guro has a high level of competence and puts a great deal of effort into its conflict mediation policies and practices. Given that Guro has prioritised empowering local citizens including migrants in other policy areas such as through

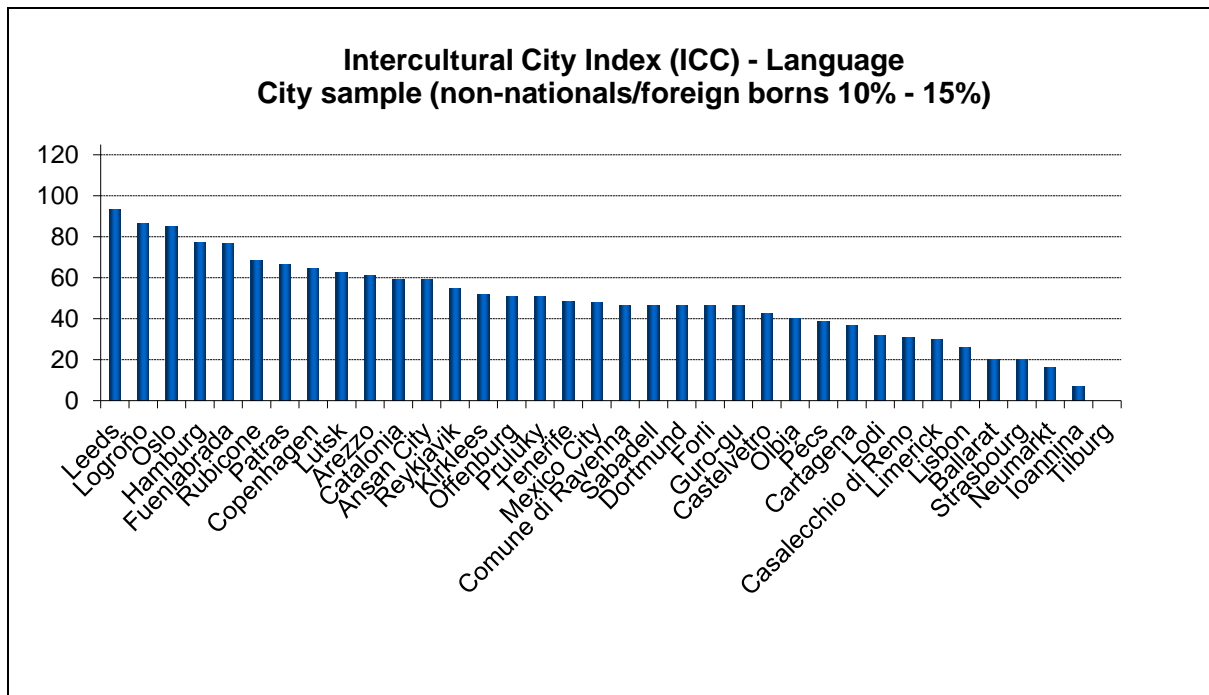
voluntary neighbourhood patrols and its honorary village chiefs programme, it may wish to learn more about other cities who work with local residents as intercultural mediators. Patras (Greece) has developed an [on-line Training Platform](#) for Intercultural Mediators as part of the European project SONETOR. The multi-lingual platform combines social networking applications and training methodologies to help intercultural mediators during their work through specialised educational content and services.

LANGUAGE

The provision of courses and other facilities for people with migrant backgrounds to learn the receiving country's language(s) is important to ensure social and economic integration. It does however need to be supplemented with activities which highlight the value of other languages, and enable people with migrant origins not only to preserve and transmit their languages to their children and other members of the community, but also to take pride in them as a heritage enriching the local community. An intercultural city promotes multilingualism as a resource for education, business, tourism, cultural life, etc. It underlines the value of all languages present in the city, for instance by giving opportunities to diverse language speakers to express themselves in their mother tongue in public and at cultural events and by promoting all events that offer opportunities for linguistic exchanges and mixing.

GURO's score in the field of language is 47. Although this is one of the lower scores achieved by the city it is still slightly higher than the city sample result of 46.





Guro promotes professional and systematic language education support programmes for children of multicultural families. At the Multicultural Family Support Center there are different level Korean language classes three times a week as well as personal and family counselling and information on living in Korea. There is an assessment as well as special language development support for children from multicultural families. There are also sessions twice a week to provide translation support for Chinese and Vietnamese speaking residents. The multicultural family mentoring programme provides interpretation and translation service support for those with difficulties in communication. There is also one-one-one employment support and mentoring activities to help migrant women to adapt to Korean society and support their children. Residents can also participate in regular support meetings for exchange and information provision for multicultural families.

The Bilingual Special Zone programme for Yeongdeungpo, Guro and Geumcheon means additional family support programmes can be provided for immigrant women with infants and children. The aim is for all students in the southern regions to be fully bilingual. A 'Multi+On Center (Center)' multicultural education support centre has been set up in Daelim-dong, Yeongdeungpo-gu, that runs language camps.

According to data from the Seoul Metropolitan Office of Education as of 2019 179,292, or 2.06% of the 86,9632 students in elementary, middle, and high schools (including various schools) in the jurisdiction are multicultural students with many living in the southern three districts. The idea is to grow a “district of citizen education”, a district specialized in bilingual education.

Multicultural newsletters are also translated into various languages and distributed to expand awareness of different languages in the city.

Recommendations

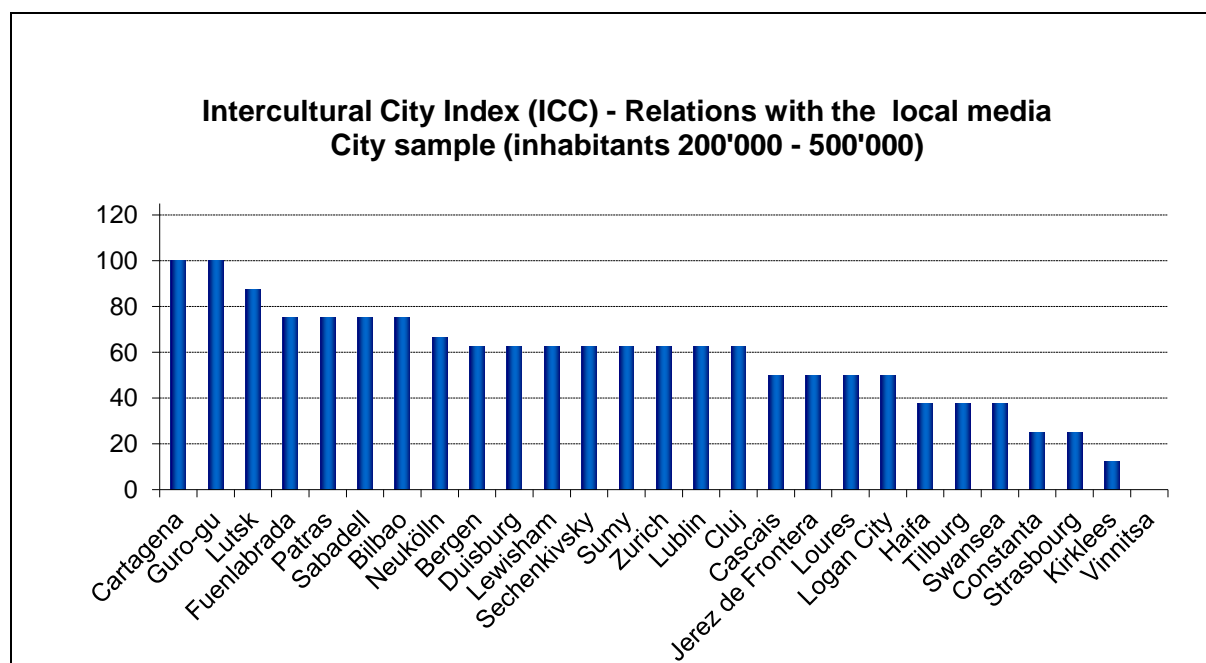
The city does an excellent job in supporting newcomers to learn Korean and to provide city information in different languages. Given Guro's dedication to promoting language and bilingualism, the city could consider celebrating the mother languages of newcomers through International Mother Language Day (21 February). Manchester (UK) makes the most of this day as the lead city for International Mother Language Day for the international UNESCO network. In 2019 an exciting programme of events across the city celebrating Manchester's cultural and linguistic diversity was delivered. The celebrations included a Multi-language Mushaira hosted by The Manchester Writing School (Manchester Metropolitan University), artist Emma Martin (Stanley Grove Primary School) and Longsight Library - a lively and interactive poetry performance, where people were invited to share poetry in any language of their choice, around the theme of food. During the day Longsight, North City and Wythenshawe Forum libraries also hosted poetry workshops, musical events and celebrations of languages spoken within the city.

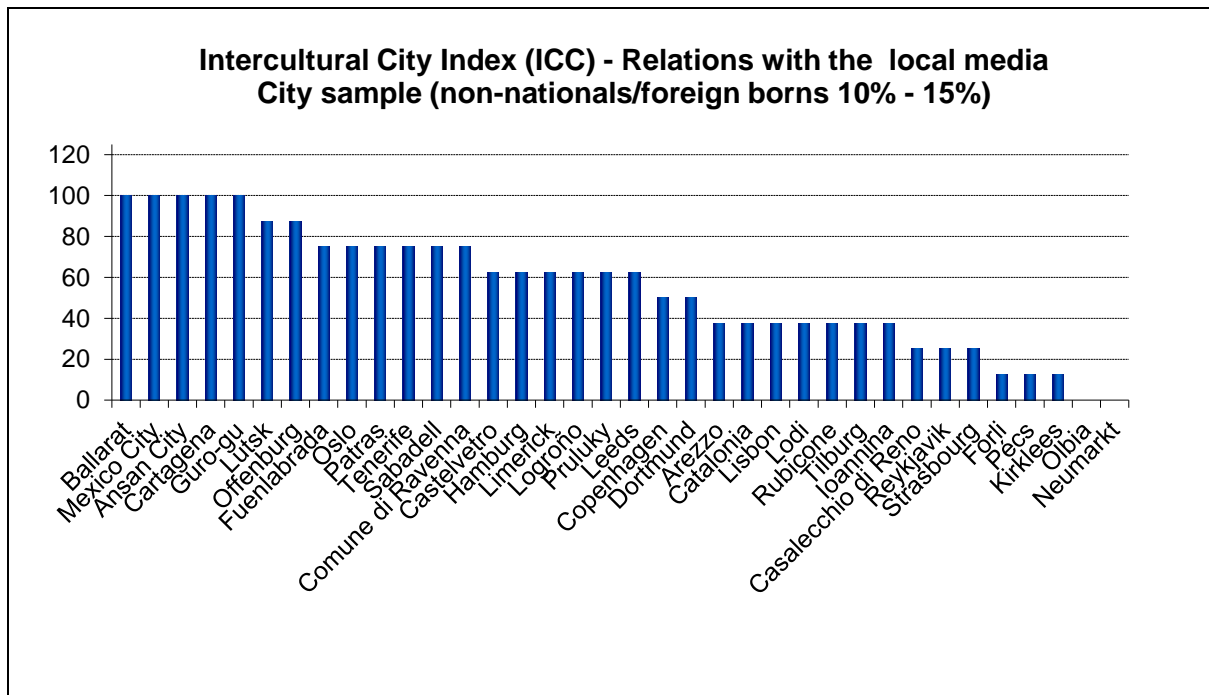
Reggio Emilia (Italy) also has an interesting policy of teaching Arabic language to non-Arabic speakers. This is a project in collaboration with the Local Health Authorities to improve linguistic cultural relations between foreign citizens and health services. Basic Italian language courses are also provided for mothers of children attending primary schools to offer initial language support and correct communication with the school. In order to help families preserve the competence of migrant children in the mother language, in two schools in Reggio Emilia there are classes in the native languages of children and in parallel their parents learn Italian. There are Summer events to teach Italian youth who do not know Italian and who attend secondary schools at the second level. It aims to provide learners with a minimum knowledge of the language to facilitate access to school; prevent the summer “scattering” of youth and social marginality from their peers.

MEDIA AND COMMUNICATION

Traditional and social media have a very powerful influence on attitudes towards cultural diversity and other diversities. Much of the information people access is generated by international newsgroups, national media, or by private persons in the case of social media. Nevertheless, there is still much the city authorities can do to achieve a climate of public opinion more conducive to positive intercultural relations. In its communication, an intercultural city constantly highlights the positive contribution of people with migrant/minority backgrounds to the social, cultural and economic development of the city. More importantly, the city partners with local media agencies so that they purvey a similar message and cover events occurring in the city in an objective and unbiased way.

GURO’s score in the field of media and communication is a full 100, considerably higher than the city sample result of 48. More details of how the city achieved this excellent score are below.





Guro promotes the district as an intercultural district where foreign and Korean residents can come together by holding the World People's Day Festival, the district's representative multicultural festival. The city also distributes multicultural newsletters in different languages which promote positive journalism.

The Guro PR department regularly reports on different news and events related to multiculturalism and distributes multicultural newsletters to local and foreign residents.

Guro conducts various public and private discussions including with immigrant or minority journalists to discuss issues in the community and reflect on the content of multicultural policies. The district also strives to support and foster minority media.

Guro responds to malicious rumors through the city's official web page, Facebook, and its own broadcasting media, and is trying to prevent the spread of false information in the community.

Suggestions

The city already has a full score in this area, nevertheless, it is always useful to hear about the experience of others and learn from it. There are interesting examples of partnership work in other intercultural cities.

In Donostia/San Sebastian (Spain) the city works in partnership with civil society organisation SOS Racismo which has an observatory for media treatment on migration and diversity issues (financed by the municipality) with daily updates. Actions, research and publications can be consulted at www.mugak.eu.

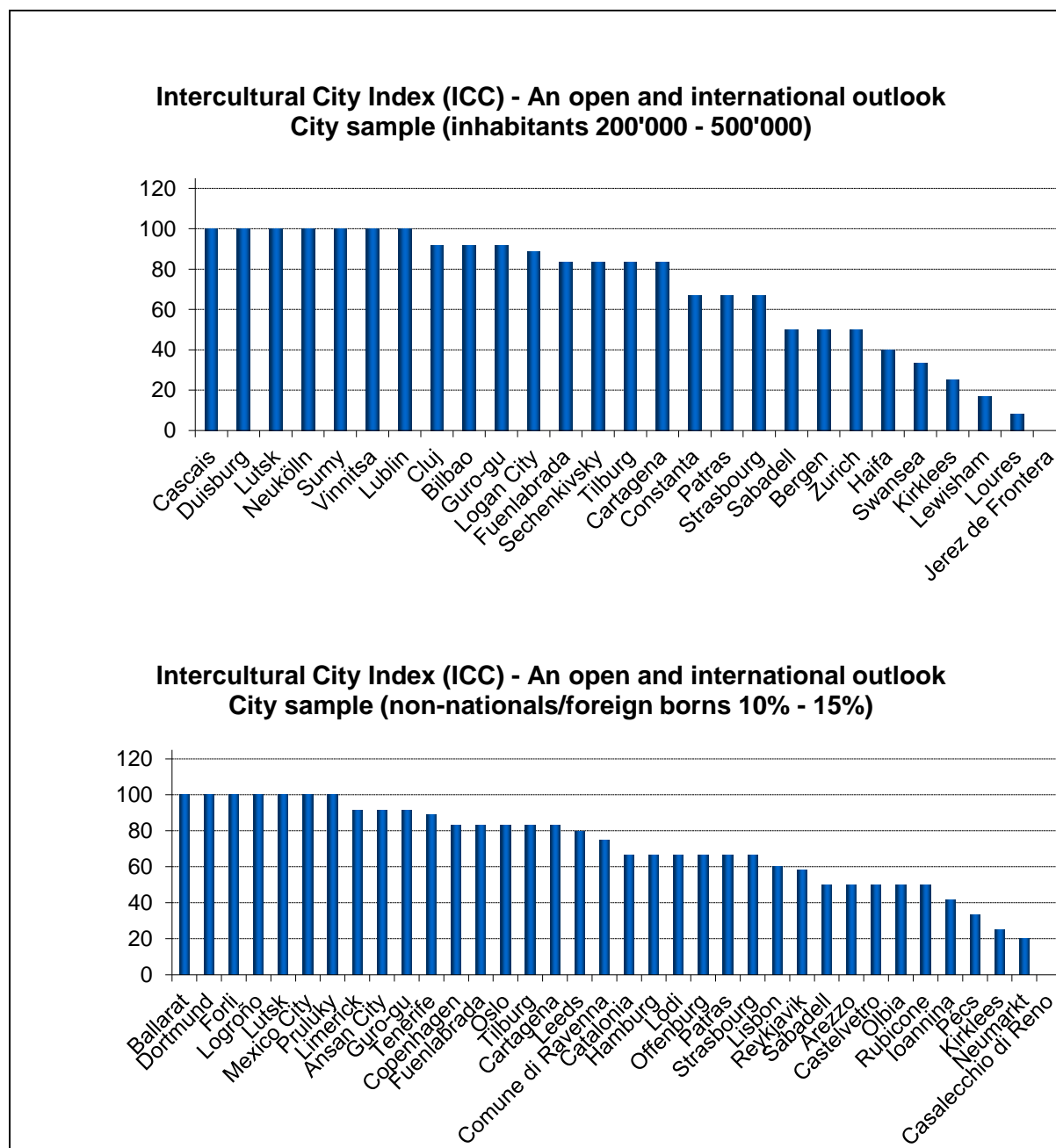
Given the focus on fostering minority media in Guro, the district could be interested in the work in [Paris](#) (France). The city has always supported the "Maison des Journalists" (Foreign Journalists' House), an association that welcomes foreign journalists who are persecuted in their country of origin. The MDJ offers a temporary place of residence and it is a landmark of defence and promotion of fundamental freedoms, such as freedom of speech and the press. In addition to legal and administrative support, French language courses are organized to enable refugee journalists to adapt their skills and achieve a French diploma.

INTERNATIONAL OUTLOOK

Although cities have little or no competence in foreign policy, they can actively seek to make connections in other countries to develop business relations, exchange knowledge and know-how, encourage tourism, or simply acknowledge the ties the city may have elsewhere. An intercultural city actively encourages interactions with the

outside world and in particular with the cities, regions or countries of origin of its inhabitants.

GURO's score in the field of international outlook is 92, which is considerably higher than the city sample's achievement rate of 70 and another strong result for Guro



Guro's International Policy Division is the only foreign affairs department in Seoul. It establishes and operates an international cooperation policy every year and is actively pursuing international cooperation projects such as sisterhood ties with foreign cities, youth exchanges with foreign cities, regional economic departments and overseas market development groups.

Guro has a dedicated department and allocated budgets to promote different international cooperation policies in each field. It also provides international exchange know-how to other municipalities. Guro is the only autonomous district in Seoul to establish an external policy office, dedicated to exchange, and has programmes with 15 cities and youth exchanges in 6 countries. It conducts different types of international exchanges including cultural festivals and learning between public officials.

One example of Guro's international cooperation is the cooperation agreement (MOU) with the Issy-les-Moulineaux district of France to celebrate the 10th anniversary of their sisterhood relationship. Through the agreement, Guro and Issy-les-Moulineaux have promised to exchange digital technologies, economics, culture, youth, etc. and to foster collaboration between civil society groups. Since signing a sisterhood relationship in 2005, Guro and Issy-les-Moulineaux have run exchange programmes for youth and cultural festivals in each other's country. Delegations from France have participated in "Jump!", the opening ceremony of the Guro festival, the French Cultural Festival and the G-Valley necktie marathon.

Lee Sung, the head of Guro district introduced the Jakarta Overseas Market Development Group in Indonesia in 2020 with the Korea Venture Project Association to promote SMEs in the overseas market. 14 companies participated in the overseas market development team and provided export consultations, which will lead to the development of sales channels in the future. Indonesia, the world's fourth-largest population (269 million people), has emerged as an international trade centre with an annual growth rate of 5% since 2015. There were some excellent results of cooperation after the initiative. For example, design model and interior design designer, Design B-Art and animation character maker Dream Hue, have been offered collaborations with a Jakarta Museum project. Beauty companies P&P Bio Farm, Viva Korea, and Endo Medics are also negotiating prices for export. The Guro team was pleased with the results of the event and is hoping to actively support local companies to open and grow exports through collaboration and continuous follow-up management with local Korean support organizations.

Suggestions

This is another area of strength for Guro. In a spirit of learning, different cities have developed their international outlook through twinnings, agreements and cooperation protocols. Cascais, for example, has strengthened the connections between Portugal and Morocco through seminars and signing a bilateral cooperation to promote the culture of Morocco in Cascais; provide Portuguese language and culture lessons; and share Moroccan culture through art or photography exhibitions, literary works, etc.

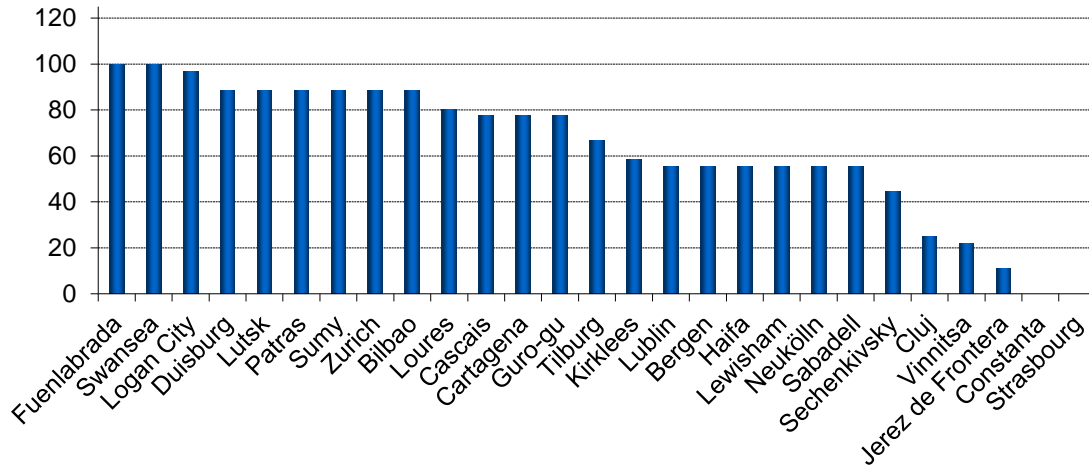
Barcelona has introduced the initiative "Do It in Barcelona". This programme includes a multitude of initiatives whose goals are: 1) to strengthen the city's competitiveness; 2) Incorporate new methodologies into existing entrepreneurial support programmes that allow people with a business background in their home country to make the most of their experience; 3) Support the creation of intercultural teams to develop business efficiency and productivity; 4) Support initiatives aimed at finding multi-linguistic solutions; 5) Support the creation of social 32 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.

INTERCULTURAL INTELLIGENCE AND COMPETENCE

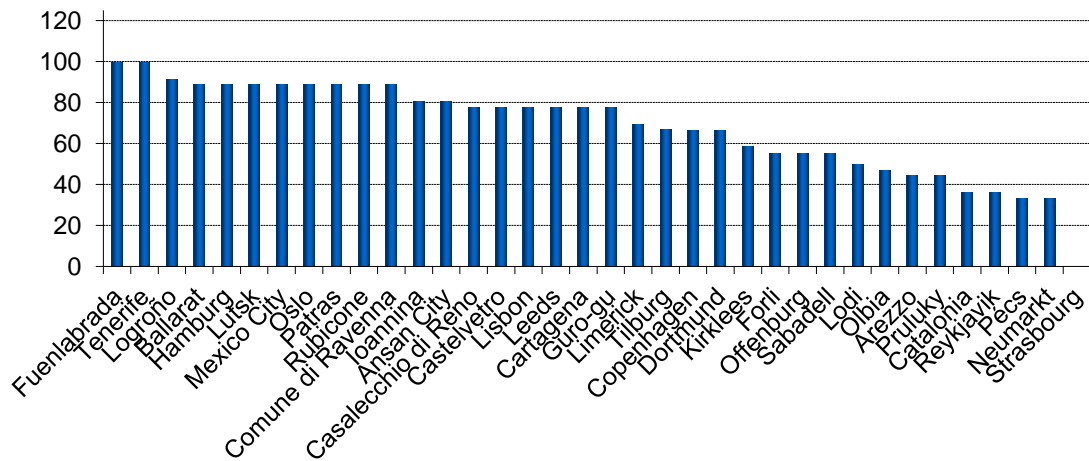
Nobody can be an expert in all the languages and cultures that coexist in contemporary cities. Yet, in an intercultural city, officials have an intercultural "mind-set" which enables them to detect cultural differences and modulate their responses accordingly. Intercultural intelligence and competence require a specific know-how when dealing with unfamiliar situations and not an in-depth and often elusive knowledge of all cultures. Such sensitivity and self-confidence is not commonly-seen. It is a technical skill which can be acquired through training and practice. In an intercultural city, the authorities view such skills as equally important and essential to the good functioning of the city as the other professional and technical skills usually expected from public employees.

GURO's score in the field of intercultural intelligence and competence is 78, considerably higher than the city sample result of 62. This is a strong foundation for mutual learning between cities.

**Intercultural City Index (ICC) - Intelligence/competence
City sample (inhabitants 200'000 - 500'000)**



**Intercultural City Index (ICC) - Intelligence/competence
City sample (non-nationals/foreign borns 10% - 15%)**



Guro is establishing a mid- to long-term multicultural policy through research, surveying local people and local consultations.

For example, the 'Multicultural Society Survey' was selected as the 2014 Guro Resident Participatory Budget Project and was a large-scale survey project for 1,600 people. The event included reports and lectures on multicultural policy and understanding conflicts with cultural differences. The Multicultural Survey was an extremely useful resource with has provided detailed analysis including on the situation of women who had moved to Korea through marriage.

Guro's Policy Research Section has also conducted research on discrimination against foreign residents. In 2020 the Multicultural Policy Section has conducted different surveys with immigrants and minorities on how residents find multicultural resources and other issues.

Guro works to strengthen employees' understanding on cross-cultural ideas and job competency through workshops.

Guro is an active participant in the forums of the Korean National Multicultural Cities Association. At the most recent event twenty cities out of 25 members participated in the regular meeting to address seven policy proposals and five working-level consultations including on policies to support multicultural families, foreign workers, foreign students, North Korean refugees and other refugees, foreign taxes and specialized education related to migration and human rights.

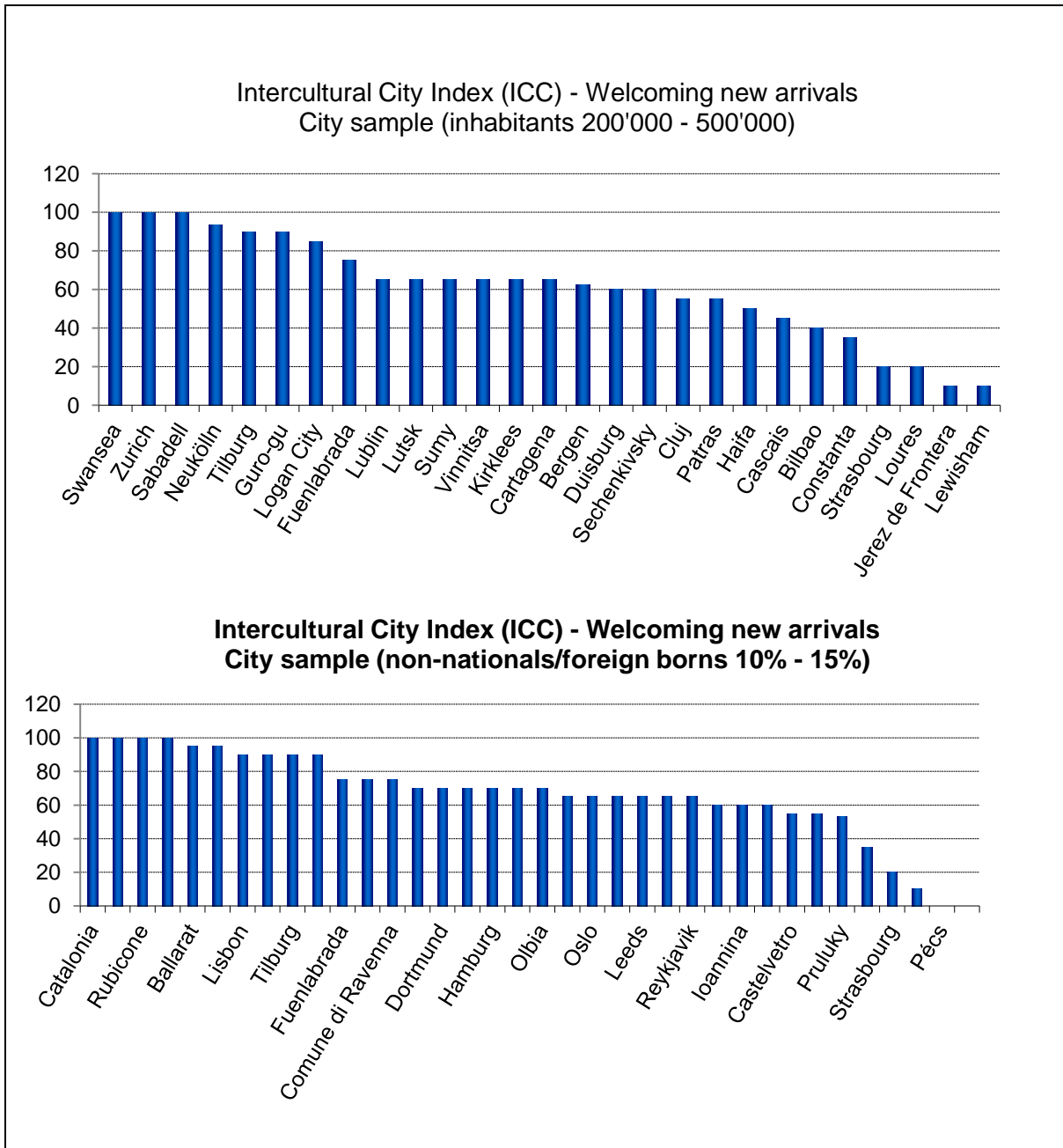
Suggestions

Guro has a strong score already in this field but may be interested to learn more about the experience of Auckland in this regard. Auckland provides e-learning on unconscious bias for its staff. This has had high take up and is a foundation for further learning and development, including unconscious bias workshops for leaders and anti-racism workshops. In addition in Auckland all 170 elected members have a role description that includes a cultural awareness capability, requiring members to: Understand and empathise with different people and cultures within the Auckland community; Respect and embrace differences and diversity in a non-judgemental way; Support equal and fair treatment and opportunity for all; Understand the Māori Responsiveness Framework and the council's responsibilities under the Treaty of Waitangi; Make an effort to support and use Māori and other languages where possible and appropriate; Respectfully participate in cultural activities and ceremonies when required.

WELCOMING NEWCOMERS

People arriving in a city for an extended stay, whatever their circumstances (expats, migrant workers, spouses, refugees, unaccompanied minors, retired persons, etc.), are likely find themselves disorientated. The less familiar they are with the new environment, the more support they will need to feel comfortable and confident enough to start building a new social and professional network. The way in which the city coordinates and effectively delivers various support measures strongly conditions their capacity to integrate or, conversely, their tendency to remain confined to a cultural "ghetto". This also depends to a great degree on whether the rest of the city's population is open to the idea of welcoming newcomers in their capacity as residents and citizens or, on the contrary, is accustomed to viewing newcomers as outsiders who pose a potential threat. Again, it is the message the authorities convey on diversity, in communication or through concrete actions, that determines to a certain degree attitudes towards newcomers.

GURO's score in the field of welcoming newcomers is 90, considerably higher than the city sample result of 58. This shows that Guro has many good practices in this field to share with other intercultural cities.



The Ministry of Justice (the central administrative agency) holds a congratulation ceremony and celebration for foreigner citizens who have acquired Korean nationality. The first nationality certificate conferment ceremony was held in January 2019 after a change in the Nationality Act meant that upon acquiring Korean citizenship a citizenship oath is given and a nationality certificate is issued. Previously, new Korean citizens only received a “permission notice” in the mail, but the new ceremony increases a sense of belonging and pride as a citizen. The ceremony includes a video-address from the President celebrating new hopes, dreams and common obligations, and congratulating new Korean citizens.

The Ministry of Justice also holds an annual event to encourage and recognize exemplary naturalized citizens (immigrants). Guro selects foreign residents and naturalized citizens who have contributed to the community quarterly and holds a model citizenship ceremony.

Guro has a designated World People's Week and holds various events for immigrants, such as World People's Day Event and World People's Day.

Guro also supports the stable settlement of immigrants by providing the Guro Guide for Foreign Residents in different languages.

Geum Na-yoon, CEO of the Chinese Home Community Center previously received an award from Guro as a member of the Korea-China Multicultural Volunteer Society who takes part in the night patrol of the local autonomous crime prevention team. An award was given for dedication and service to community development. Other Korea-China Multicultural Community members have also received awards. The Korea-China Multicultural Community Service has played a role as a leader in a service organization in which both Koreans and foreigners take part.

Guro holds a welcome ceremony for organizations such as overseas district delegations, benchmarking groups, and overseas youth delegates who visit Guro.

Guro has good practice in e-governance: operating the construction portal Akinuri system, introducing an unmanned civil complaint machine, operating an Internet broadcasting station, inhabitants' informatization education, supplying PCs of love, and disseminating information and communication equipment. The district now provides tour programmes for advanced IT administration. Since 2008, officials from cities in China and 13 other countries from the Asia Pacific region have visited Guro, as have delegations from the Malaysian Information and Communication Committee, the Faculty of Songkhla University in Thailand, the Mosquera District of Colombia, the Republic of Congo in Africa, France, Cambodia, Indonesia and Thailand.

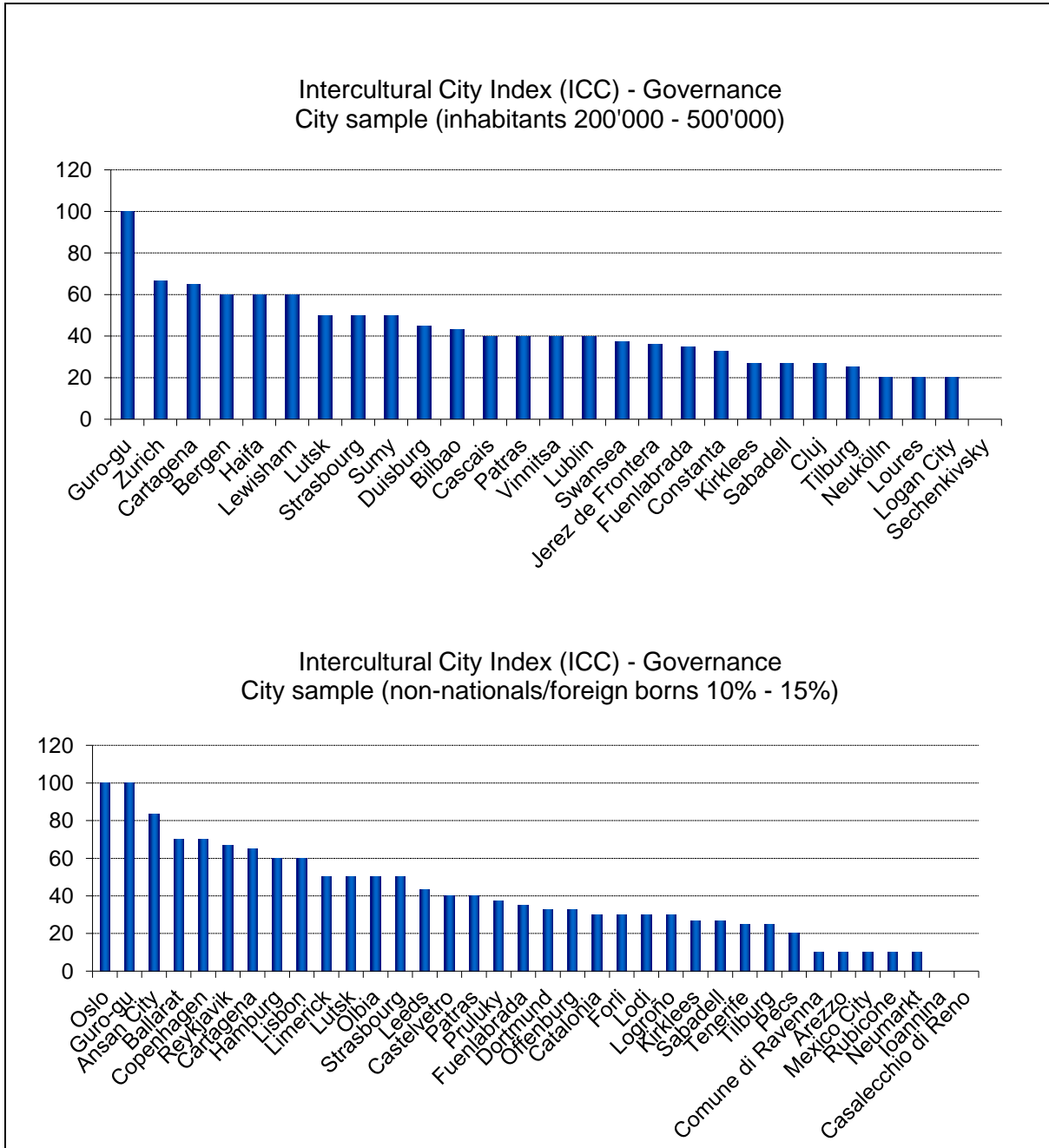
Suggestions

The district is already taking many measures to ensure it is a welcoming place for newcomers. Maybe because of Guro's e-administration good practice and interest in all things digital the experience of the Welcome App in Erlangen, Germany could be of interest. A considerable number of refugees coming to Germany are overwhelmed by the foreign culture, unable to cope with the resident administrative systems and paralysed because of the language barrier. Still, a lot of these people are in possession of a smartphone. This is why the city of Erlangen decided to develop an app for android, iOS and Windows devices in 2016. This application offers information about common tradition and the way of life in Erlangen and Germany, as well as facts regarding asylum law and where to get advice of any kind. Telephone numbers and addresses are also listed, such as emergency numbers and contacts of the municipal office. The app was promoted by flyer and is available in six languages: German, English, French, Farsi, Arab and Russian. In case of no internet access, the application works additionally offline. The app had been downloaded almost 2 400 times by the end of March 2017.

LEADERSHIP AND CITIZENSHIP

The most powerful and far-reaching action a city can take to be more intercultural is to open up democratic representation and decision-making to all residents of the city irrespective of their origin, nationality or residence status. Formal political rights at the local level are determined nationally or at the regional level in some federal states. Nonetheless, there is much that a city council can do to influence the way in which diverse groups interact and co-operate around the allocation of power and resources. An intercultural city strives to include all residents in the policy-making process and ensures thereby that public services are provided according to their diverse needs and not according to their cultural or political proximity to public decision-makers.

GURO's score in the field of leadership and citizenship is 100, much higher than the city sample result of 36 and a very strong result for Guro.



According to Article 19 of the Public Official Election Act, there is no discrimination between races and countries of origin. This means that if you are over 25 and have been a resident registered as a foreign national for at least sixty consecutive days, you may be a candidate in local elections. A foreign national, has to be aged 19 or over, have been registered as a resident in the jurisdiction of a local government for more than 3 months, or 3 years must have passed since the date of obtaining the permanent resident status, to have the right to vote in the local election.

Guro operates a support council for foreign residents and multicultural families to input into different policies and participate in the policy-making process through the civil-government-academy associated 'Multi-Value and Multi Neighbor Governance' network. The network provides a constant communication channel to bring together the diverse voices of the multicultural scene and the know-how of different groups and residents.

Members include multicultural organizations and group practitioners, the multicultural supporters' group, multicultural honorary village chiefs, multicultural cooperatives, self-help groups from different countries, local and

foreign residents who gather to discuss multicultural issues in the region and policies. Governance is divided into five subdivisions: Education, Welfare and Employment, the Safety and Environment Section, the Culture and Arts and Sports Section, the Administration Section, and the Regional Specialization Section. Each subcommittee selects leaders and facilitators (helpers) to conduct activities such as mutual discussion, collecting, and analyzing data, exploring alternatives and suggesting policies. Foreign nationals aged 19 years old or above can participate. Activists act as communication channels for writing proposals and communicating the opinions of each institution, group, and population.

Guro's series of intercultural policies have been judged by the central administrative agency and they received the Grand Prize of the Minister of Public Administration and Security of the Multicultural Policy Award in 2019, and the Grand Prize of the Female Family Minister of the Multicultural Policy Award in 2020.

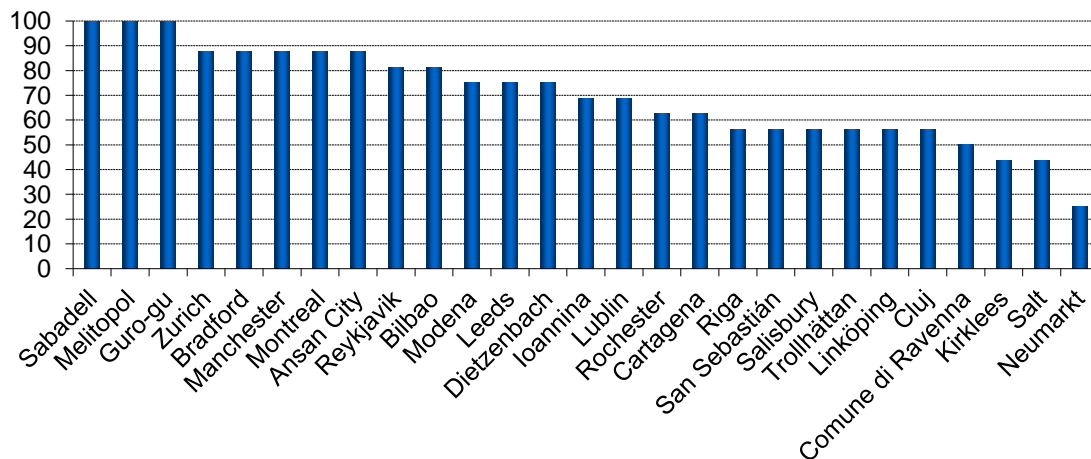
Suggestions

Other cities have come up with different ways of increasing representation that may provide food for thought. [Lewisham](#) (UK) has created the interesting role of Young Mayor - a robust attempt to put real power and responsibility in the hands of young people and treat them seriously. The Young Mayor is elected by direct ballot every year and – along with a cabinet of young advisors – is given a budget to initiate a programme of work, as well as to scrutinise the work of Lewisham Mayor and of the city Council. The Young Mayor provides a focus and a channel for young people's views to be heard by decision makers. He or She is supported by young advisers and a Young Citizens' Panel and they have access to the full range of young people's forums, networks and school councils. The Young Mayor is democratically elected every year through Lewisham's schools and colleges oversees a budget of at least £25,000. Most of the incumbents of the post of Mayor and advisors have been members of various of the borough's minority ethnic communities.

ANTI-DISCRIMINATION

Racism, xenophobia, homophobia, intolerance against certain religious groups, gender discrimination, prejudice and ethnocentrism, are all conducive to discriminatory attitudes and practices. They often subsist in people's minds despite laws proscribing discrimination against persons or groups of persons on grounds of race, colour, language, religion, nationality, national/ethnic origin or sexual orientation. An intercultural city assures every effort is made to ensure non-discrimination in all of its policies, programmes and activities. The city works in partnership with civil society organisations and other institutions that combat discrimination and offer support and reparation to victims. It also communicates widely on the risks discrimination presents for social cohesion, quality of life and the local economy.

Intercultural City Index (ICC) - Anti-discrimination
City sample (non-nationals/foreign borns 10% - 15%)



Anti-discrimination measures are a priority for Guro. All of Guro's ordinances, rules and policies have to comply with the Support for Foreign Residents and Multicultural Families Ordinance, the Prohibition of Discrimination in Employment Act and the Human Rights Protection and Promotion Act. Guro has also enacted and enforced the "Basic Ordinance for Gender Equality.

Guro has opened a city integrity and human rights portal site to provide legal information and operate a reporting centre for any discriminatory or illegal activities. In addition, Guro provides dedicated services to assist victims of discrimination in community welfare centers and civil society organizations.

Guro has operated a multicultural supporters' group to provide mentoring to and share skills with immigrants and minorities, and through public-private partnerships. It carries out various support projects such as medical services for foreign residents and scholarships for children of multicultural families.

The Guro multicultural supporters' group holds talent donation events. For example, there have been workshops for immigrant women to help them get to know others, talk about any difficulties and learn skills.

The Multicultural Supporters Group was founded to help foreign residents and multicultural families adapt to Korean life, and to create a culture of living together. This year, the third multicultural supporters group made up of 30 foreign and Korean people is carrying out many different activities such as promoting multicultural policies, experiencing Korean culture, and publishing a newsletter.

Lee Sung, the head of Guro, has signed a "Business Agreement on Support for Multicultural Families and Foreign Residents" with the Guro Lions Club and the Vietnamese Association of South Korea. This business agreement was prepared to promote the welfare of multicultural families and foreign residents and to spread a culture of sharing in the local community. In accordance with the agreement, the Guro Lions Club and the Vietnam Association of Korea decided to promote various welfare promotion projects, such as one-on-one partnership projects for multicultural families and sponsorship programs for children and youth scholarships. Guro also promised administrative support for the Lions Clubs' multicultural families and foreign residents. At the ceremony, a scholarship award ceremony was held for three children from multicultural families in the district.

Guro is a representative human rights city in Korea. Guro's anti-discrimination-related agency, the Audit Office, and the Ombudsman, have established policies to prevent discriminatory administration, conduct regular monitoring, and provide human right education to employees every year. In this regard there is a Human Right Guarantee and Promotion Plan of Guro to make Guro a Human Rights District, a Human Rights Education Operation Plan and an Implementation Plan for a Human Rights Impact Assessment of Autonomous Laws to Prevent Violations of Human Rights.

Guro is currently the chairman city of the Multicultural City Council. Founded in 2012, the National Multicultural City Council currently has 25 local government members across the country, playing a variety of roles for multicultural and foreign residents in the community. It has adopted "The Declaration for Human Rights City Solidarity". The council examines anti-discrimination policies with its 26 member cities nationwide and suggests multicultural policies to the central government. Recent policy suggestions by the Council have included a national management system for foreign residents' support facilities established by local government; reinforcing the function of the Family Integration Support Center; and supporting childcare fees for foreign children.

Guro is also a member of the 'Human Rights Cities Council', a human rights network for local government with 26 local government members from across the country. Members commit to "join and cooperate to respect and protect human rights." The Council has agreed to cooperate in protecting the rights of minorities such as the disabled, children, women, the elderly, and immigrants in order to defend the values of equality and cultural diversity within the local community.

Guro responds to malicious rumors through the city's official web page, Facebook, and its own broadcasting media, and is trying to prevent the spread of false information in the community.

Recommendations

As well as providing specific support services for victims of discrimination, cities can also engage with those discriminating and holding racist and radical attitudes as it is important to speak with them, to try to understand their views and concerns, encouraging them to reflect on these. A good example is the Think Project in Swansea (UK), an educational programme aimed at individuals with a higher risk of far-right extremism. In a three-day

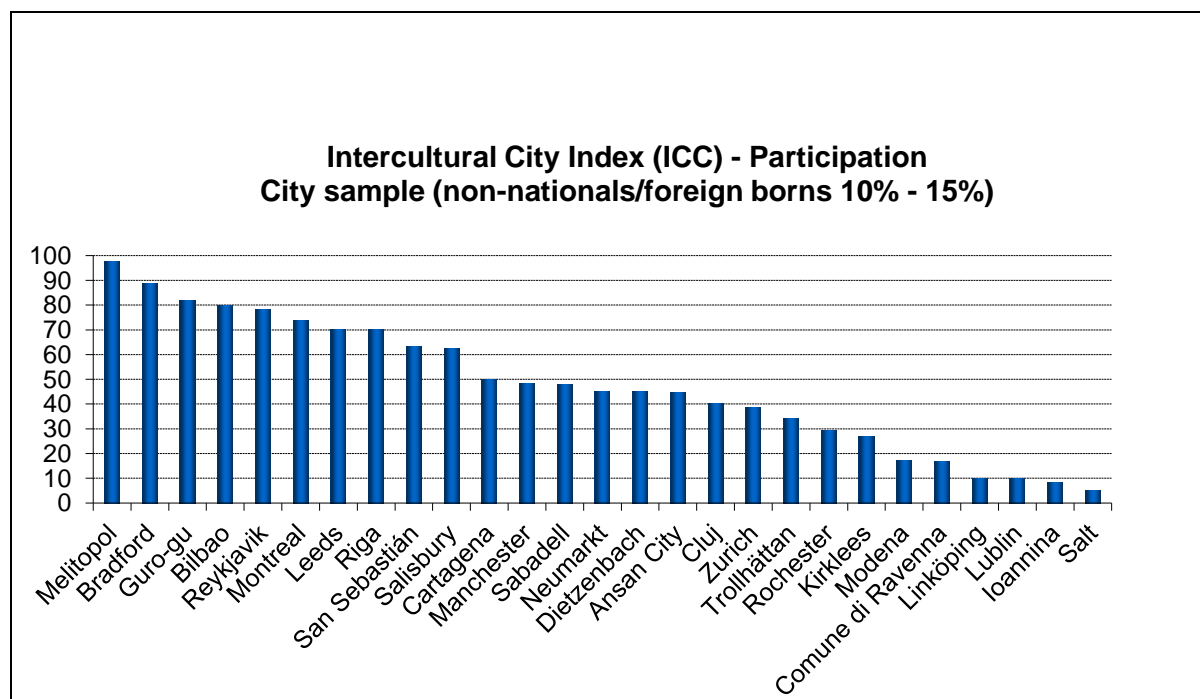
course, participants discuss and reflect on diversity issues and their own attitudes and views, engaging in open 48 dialogue as well as experiential learning. The Think Project employs a non-criminalising approach, listening to their concerns and exploring the experience and information underlying their negative attitudes. After the course, participants are encouraged to engage in intercultural interaction. The project has proven to be able to transform young peoples' worldviews and thinking about diversity and societal change.

Given Guro's interest in responding to malicious rumours, it could be interested in the flagship programme '[anti-rumour strategy](#)' that was devised in Barcelona. This comprehensive strategy and public policy, is composed of a number of elements: identifying major rumours existing in a city; collecting objective data and also emotional arguments to dismantle false rumours; creating an anti-rumour network of local actors from civil society; empowering and training "anti-rumour agents"; and designing and implementing anti-rumour campaigns to raise awareness, including by creating and disseminating new tools and resources, both creative and rigorous.

PARTICIPATION

Inclusion, power-sharing and participation are the golden keys of intercultural policy-making. A range of studies have demonstrated that inclusive integration policies produce better outcomes in terms of social cohesion, trust in the administration, safety, quality of services, welfare, good governance and economic growth. People with different backgrounds and experiences can bring innovative solutions to common challenges, as well as anticipate problems that might arise. Conversely, when people encounter barriers to participation, or otherwise choose intentionally not to participate, they may, passively, withdraw from social and public life or choose, actively, to live outside prevailing social customs and law. An intercultural city actively seeks the participation of all residents in the various decision-making processes that affect life in the city. By doing so, it increases support, and thereby the sustainability of local policies, while at the same significantly reducing the economic costs of social exclusion and instability.

Indicators on participation have been included in the ICC Index since January 2019. The data so far collected is starting to become relevant for statistical purposes. Twenty-seven cities have replied to this new index chapter so far. GURO's score in the field of participation is 82, an excellent score.



Guro ensures that immigrants and minorities can participate in urban multicultural planning and decision-making in different ways. The civil-government-academy associated 'Multi-Value and Multi Neighbor Governance' policy network is a key part of this work. It provides a communication channel that brings together the diverse voices of the multicultural scene and the know-how of different groups and residents. Foreign nationals aged 19 years old

or above can apply to participate. Activists act as communication channels for writing proposals and communicating the opinions of each institution, group, and different parts of the population. The district also runs regular consultations and surveys with local residents.

Guro promotes various public-private partnership projects involving foreign and domestic residents, and equal participation is a priority for all, regardless of ethnicity or background.

Guro has also established and implements a gender-equivalent multicultural policy to encourage participation.

In Guro there is an official hearing system, which is a preliminary remedy system that listens to and examines the opinions of different parties in conflict before an administrative decision on the issue is taken. These hearings are conducted on average over 200 times a year. However, it was pointed out that it could be difficult for residents to understand the system or get expert advice to represent their side of the story. To solve the problem an Ombudsman hearing enrolment system was created for all residents in Guro - the first of its kind nationwide. The Ombudsman serves as an intermediary between administrative agencies, foreign residents, and civic groups, as well as strengthening the monitoring function for residents in activities such as ward inspections and grievances. With the introduction of this system, a party who is notified of a hearing may apply for admission to the ombudsman office in Guro seven days before the hearing. When an application for admission is received, the ombudsman or the ombudsman's advisory expert or a private sector expert, will be present on the day of the hearing.

Recommendations

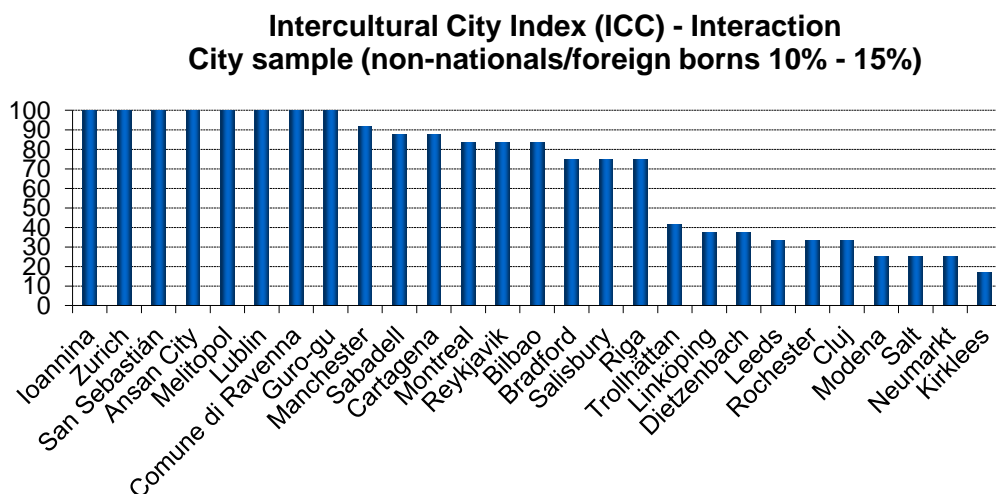
Guro already has many ideas and good practices and an excellent score in the field of participation. It would be interesting to hear from the city the results of any evaluation or thinking they have done, on how successful different measures have been and if any particular groups (by age, sex, geographical location) are still participating less than others and why this may be.

For more ideas on participatory methods it could be useful to look at the city of Bradford (UK) as it used several innovative participatory methods in the elaboration of its intercultural strategy. Both quantitative and qualitative methods were used, including: ideas boards for feedback and prioritisation; discussion groups; open-ended commissions to explore broader perspectives on integration; online surveys (conducted in the community); Vox Pops; and interviews recorded face-to-face.

INTERACTION

Interaction between people of all kinds is what gives the intercultural city its distinctive value. Identity is not 'given' in a passive sense, but something which is 'enacted' and defined through interaction. In spite of protective laws, prejudice and discrimination can thrive where there is segregation or a lack of contact and dialogue between people. There is ample evidence to prove that, under certain conditions, the more contact people with different backgrounds and lifestyles have with each other, the less likely they are to think and behave in prejudicial ways. Therefore, an intercultural city develops, in partnership with other organisations, a range of policies and actions to encourage more mixing and interaction between diverse groups.

GURO's score in the field of interaction is 100: a full score.



To facilitate interaction, Guro supports the activities of various civic groups such as the Multicultural Family Support Center, Multicultural Family Support Council, Multicultural Supporters Group, and multicultural honorary village chief, and has established an ombudsman to serve as an intermediary between administrative agencies, foreign residents, and civic groups.

The multicultural supporters group helps multicultural families adapt and resolves conflicts between local and foreign residents to create a society where they live together peacefully. The multicultural supporters group consists of both foreigner residents who can speak Korean, and local residents who have time to regularly participate in activities. The group promotes various projects. Korean cultural experiences are run for teenagers and children. A newsletter with useful information is published every two months. Meaningful volunteer activities and campaigns mean that local residents and foreign residents naturally communicate and develop more harmony in the community.

Guro is actively engaged in public-private partnership projects by holding forums such as policy governance and multicultural talk concerts with various civic groups and holding the "World People's Day Festival", a representative multicultural festival.

Guro has also held a "Sharing & Sympathetic Youth Multicultural Talk Concert". Young people from all backgrounds take charge of planning, conducting, and promoting activities. More than 20 talk concert planning groups prepared the activities. There was a corner where you could learn about the different cultures of each country through quizzes, listening to the stories of participants from various cultural backgrounds, and sharing worries together to form a consensus. There was also a mosaic painting on the theme of respect for cultural diversity that was completed by different participants together.

The World People's Day Festival was created and implemented by local and foreign residents together. The festival has grown and now focuses on cultural diversity and becoming a place to understand each other. Previously, it was focused on Chinese residents but now 24 organizations and organizations participate in various events to improve multicultural awareness. Festival posters were made in four languages (Korean, English, Chinese, and Vietnamese), and various booths for experiencing other cultures and foods were prepared.

Guro has actively implemented a multicultural policy as one of its social integration policies. The approach is that open communication and open mind can make cultural diversity a regional competitive advantage.







Suggestions

Guro has a full score in this field and has good practice to share with other cities. It could look more generally at the good practice section of the intercultural cities website to see what great ideas there are in other cities in this field.

OVERALL CONCLUSIONS


Guro's aggregate intercultural city index percentage was an excellent 87. The table below lists many of Guro's strengths and selected areas where there could be interesting mutual learning to be gained together with other cities.

COMMITMENT	✓	Guro has publicly announced its intention to be an intercultural city. It has established the only department in Seoul in charge of multicultural policy and has not only promoted intercultural policies but has ensured a budget for their implementation. It has an official webpage to communicate news and initiatives and is developing its longer-term intercultural strategy in consultation with residents.
	✗	It will be interesting to learn more about Guro's mid- and long-term intercultural strategy, and the methodologies used, as it progresses.
EDUCATION	✓	Guro has opened a global village school, the first multicultural alternative elementary school to provide quality education to students of multicultural families. From 2020, schools in Seoul in areas with large numbers of multicultural students, can be designated as 'multicultural autonomous schools' and receive additional resources. There are intensive Korean and Korean culture four-day adaptation courses. Guro has a guide and a training programme for parents together with the Seoul Metropolitan Office of Education. Careers advice for middle schools is distributed in bilingual formats. There are many different programmes that parents can turn to for support.
	✗	Guro-go may be interested in experience such as that in the city of Montreal where the authorities help students and young people value and bridge their past and current homes through projects with cultural institutions such as the history museum.
NEIGHBORHOOD	✓	Guro has a full score for neighbourhood and indeed has implemented many different actions including regenerating neighbourhoods and the market, involving local residents in taking pride in their neighbourhood through patrols and reducing illegal dumping of garbage, ensuring that residents' voices are heard when planning new events or urban regeneration projects.
	✗	Guro may wish to consider the experience of Cascais and Loures in Portugal that have transformed their neighbourhoods through art.
PUBLIC SERVICE	✓	Guro employs people from multicultural families as public officials in various fields. There is an autonomous crime prevention team made up of foreign citizens who are representative of the make-up of the local population. Guro has actively sought to employ 'immigrants by marriage' as professional civil servants in charge of multicultural family support policies in Guro. When hiring civil servants, Guro considers gender equality, and employs an equal employment system regardless of background. Guro's Council for Supporting Foreign Residents and Multicultural Families is made up of foreign residents. In order to promote the multi-cultural honorary village chief, foreign residents, representing each dong or area, serve their communities. In 2020, Guro also started a tax consultation service for multicultural and foreign residents.
	✗	Guro could also review specific services through a cultural inclusive lens, considering whether these are appropriate for all regardless of their ethnic/cultural background.
BUSINESS AND LABOUR	✓ ✗	Guro received another full-score for its intercultural approach to business and labour.
CULTURE AND SOCIAL LIFE	✓	Guro evaluates multicultural family support projects through a local subsidy deliberation council. Many events are supported by the district. Guro also supports

		<p>the reflection of intercultural values in local culture and arts through its implementation of the Ordinance on the Protection and Promotion of Cultural Diversity. The Guro Cultural Foundation conducts intercultural events weekly. There is an annual French Cultural Festival and a St Patrick's Day festival.</p> <p> The city had a high rating in this area but may wish to learn about Montreal's cultural strategy in an age of digital technology and diversity as the Guro district seems a leader in digital technologies.</p>
PUBLIC SPACE	<p></p> <p></p>	<p>Guro hosts many different intercultural festivals which it supports through the provision of space, for example, in parks and squares. There are plenty of places in the city that celebrate interculturalism, such as the park called the 'sister district garden' that introduces Guro's sister cities. The district also tries to develop and promote tourist attractions in public spaces. The Hwawon Social Welfare Center was designed to enable interaction between local and foreign residents.</p> <p>Barcelona has some interesting experience that Guro may wish to consider, ensuring that place-making professionals work in a participative and intercultural way. Place-making professionals (such as architects, planners, transport managers, constructors etc) within the city council must develop their competence in diversity management. This is included in the city plan and in practice it means that inter-group roundtables on many different areas could involve representatives from urban planning. The city plan also values "personalised" activities, observing the realities and special characteristics of the neighbourhood, within the framework of the city strategy. The Borough of Lewisham in London also has some good practical experience of changing public spaces in line with local people's needs.</p>
MEDIATION	<p></p> <p></p>	<p>Guro plays an important mediating role for different conflicts. There is a specific Ordinance on the Prevention and Resolution of Public Conflicts of Guro. A conflict management deliberation committee and conflict mediation council are in operation to prevent and coordinate different public conflicts. Prior to the implementation of any project plan, a conflict diagnosis must be conducted to make active efforts to prevent and resolve conflicts. There are also regular public conflict meetings. The results of the conflict management deliberation committee and conflict resolution meetings are actively reflected in policy. In addition, a manual has been prepared to prevent public conflicts. Guro also diagnoses conflicts that have already occurred by using the public conflict diagnosis table and actively tries to resolve them through administrative procedures such as resident briefings and public hearings.</p> <p>Guro has a high level of competence and puts a great deal of effort into its conflict mediation policies and practices. Given that Guro has 46specialized empowering local citizens including migrants in other policy areas such as through voluntary neighbourhood patrols and its honorary village chiefs programme, it may wish to learn more about other cities who work with local residents as intercultural mediators. Patras (Greece) has developed an on-line Training Platform for Intercultural Mediators as part of the European project SONETOR. The multi-lingual platform combines social networking applications and training methodologies to help intercultural mediators during their work through 46specialized educational content and services.</p>
LANGUAGE	<p></p>	<p>Guro has many different programmes to help newcomers learn Korean language and culture. There are plans to make several areas of the district specialized bilingual zones. Information is provided in mother tongue languages including on the city website and multicultural newspapers are published in several languages.</p>

	✗	The city could consider celebrating the mother languages of newcomers through International Mother Language Day (21 February). Reggio Emilia (Italy) also has an interesting policy of teaching Arabic language to non-Arabic speakers. This is a project in collaboration with the Local Health Authorities to improve linguistic cultural relations between foreign citizens and health services.
MEDIA AND COMMUNICATION	✓	Guro distributes multicultural newsletters in different languages which promote positive journalism. The PR department regularly reports on different news and events related to multiculturalism and distributes multicultural newsletters to local and foreign residents. Guro conducts various public and private discussions including with immigrant or minority journalists and strives to support and foster minority media. Guro responds to malicious rumors through the city's official web page.
	✗	The city could consider monitoring the media and its reporting, as some other cities do, including in partnership with civil society organisations. Other cities such as Paris have interesting examples on how to foster minority media.
INTERNATIONAL OUTLOOK	✓	Guro's International Policy Division is the only foreign affairs department in Seoul. It establishes and operates an international cooperation policy every year and is actively pursuing international cooperation projects such as sisterhood ties with foreign cities, youth exchanges with foreign cities, regional economic departments and overseas market development groups. Guro has a dedicated department and allocated budgets to promote different international cooperation policies in each field. It also provides international exchange know-how to other municipalities. Guro is the only autonomous district in Seoul to establish an external policy office, dedicated to exchange, and has programmes with 15 cities and youth exchanges in 6 countries. It conducts different types of international exchanges including cultural festivals and learning between public officials.
	✗	This is another area of strength for Guro but the district could be interested in how different cities have developed their international outlook, such as Cascais, for example, that has strengthened the connections between Portugal and Morocco through seminars and signing a bilateral cooperation to promote the culture of Morocco in Cascais; provide Portuguese language and culture lessons; and share Moroccan culture through art or photography exhibitions, literary works, etc.
INTELLIGENCE AND COMPETENCE	✓	Guro is establishing a mid- to long-term multicultural policy through research, surveying local people and local consultations. Guro's Policy Research Section has conducted research on discrimination against foreign residents. Guro works to strengthen employees' understanding on cross-cultural ideas and job competency through workshops. Guro is an active participant in the forums of the Korean National Multicultural Cities Association.
	✗	Guro already has workshops for staff but could consider e-training on specific issues or including a commitment to specific intercultural principles or actions in job descriptions for district employees.

<p style="text-align: center;">WELCOMING</p>	<p style="text-align: center;">✓</p>	<p>There is a congratulatory ceremony and celebration for foreign citizens who have acquired Korean nationality. The Ministry of Justice holds an annual event to encourage and recognize exemplary naturalized citizens (immigrants). Guro has a designated World People's Week and holds various events for immigrants, such as World People's Day Event and World People's Day. Guro also supports the stable settlement of immigrants by providing the Guro Guide for Foreign Residents in different languages. Guro holds a welcome ceremony for organizations such as overseas district delegations, benchmarking groups, and overseas youth delegates who visit Guro.</p> <p>Guro-go may be interested in some innovative practices from other intercultural cities, such as the Welcome App developed in Erlangen in Germany.</p>
<p style="text-align: center;">LEADERSHIP AND CITIZENSHIP</p>	<p style="text-align: center;">✓</p>	<p>Foreign nationals can stand as candidates and vote in local under certain conditions in Guro. Guro operates a support council for foreign residents and multicultural families to input into different policies and participate in the policy-making process through the civil-government-academy associated 'Multi-Value and Multi Neighbor Governance' network. Guro's strong set of intercultural policies received the Grand Prize of the Minister of Public Administration and Security of the Multicultural Policy Award in 2019, and the Grand Prize of the Female Family Minister of the Multicultural Policy Award in 2020.</p>
<p style="text-align: center;">ANTI-DISCRIMINATION</p>	<p style="text-align: center;">✓</p>	<p>Guro-go has strong anti-discrimination legislation in place. Guro is a representative human rights city in Korea. Guro's anti-discrimination-related agency, the Audit Office, and the Ombudsman, have established policies to prevent discriminatory administration, conduct regular monitoring, and provide human right education to employees every year. There is a Human Rights Guarantee and Promotion Plan of Guro to make Guro a Human Rights District, a Human Rights Education Operation Plan and an Implementation Plan for a Human Rights Impact Assessment of Autonomous Laws to Prevent Violations of Human Rights.</p>
<p style="text-align: center;">INTERACTION</p>	<p style="text-align: center;">✓</p>	<p>To facilitate interaction, Guro supports the activities of various civic groups such as the Multicultural Family Support Center, Multicultural Family Support Council, Multicultural Supporters Group, and multicultural honorary village chief, and has established an ombudsman to serve as an intermediary between administrative agencies, foreign residents, and civic groups.</p>
<p style="text-align: center;">PARTICIPATION</p>	<p style="text-align: center;">✓</p>	<p>Guro has a full score in this field and has good practice to share with other cities. It could look more generally at the good practice section of the intercultural cities website to see what other approaches are used by other cities.</p>

		<p>brings together the diverse voices of different residents. The district runs regular consultations and surveys with local residents. Guro has also established and implements a gender-equivalent multicultural policy to encourage participation.</p>
		<p>It would be interesting to hear from the city the results of any evaluation or thinking they have done, on how successful different measures have been and if any particular groups (by age, sex, geographical location) are still participating less than others and why this may be. For more ideas on participatory methods it could be useful to look at the city of Bradford (UK).</p>

In view of the above, we wish to congratulate GURO for the efforts taken and the excellent results to date, showing that Guro has a strong foundation as an intercultural city with good practices to share with other members. Although Guro has very good results, it is always helpful to learn from others. The recommendations below are made in that spirit.

RECOMMENDATIONS

When it comes to intercultural efforts, with reference to the index results, GURO has very strong results across the board. The suggestions below are there so that Guro can look to enhance specific sectors or to learn more about the approaches taken by other cities, should it so wish:

Mediation: Guro has a high level of competence and puts a great deal of effort into its conflict mediation policies and practices. Given that Guro has prioritised empowering local citizens including migrants in other policy areas such as through voluntary neighbourhood patrols and its honorary village chiefs programme, it may wish to learn more about other cities who work with local residents as intercultural mediators. Patras (Greece), for example, has developed an [on-line Training Platform](#) for Intercultural Mediators combining social networking applications and training methodologies to help intercultural mediators during their work.

Language: The district may wish to consider ways of celebrating the mother languages that are present in its district. Other cities do this through celebrating International Mother Language Day (21 February), providing spaces for mother languages to flourish or teaching mother languages to non-immigrant citizens either at schools or even within services. For example, Reggio Emilia (Italy) has an interesting policy in collaboration with the Local Health Authorities to improve linguistic cultural relations between foreign citizens and health services.

Public space: Guro had a very good score in the area of public space but may wish to consider experience of other cities such as Barcelona that try to ensure that place-making professionals work in a participative and intercultural way. This means that place-making professionals (such as architects, planners, transport managers, constructors etc) within the city council must develop their competence in diversity management. This is included in the city plan and in practice it means that inter-group roundtables on many different areas could involve representatives from urban planning. The city plan also values “personalised” activities, observing the realities and special characteristics of the neighbourhood, within the framework of the city strategy and maximising the opportunities on the city floor. The Borough of Lewisham in London also has some good practical examples of changing public spaces in line with local people’s needs and how they used different methodologies to find out how spaces were lived in and residents’ fears and concerns, which made them examine their planning in a totally different way. Guro already uses many methodologies itself in this regard but it is always useful to learn from each other.

Anti-discrimination: Guro has excellent practice in this field to share with other intercultural cities and it is obviously a priority for the district. It may be of interest, however, in its work responding to malicious rumours, to look at the flagship programme [‘anti-rumour strategy’](#) that was devised in Barcelona. This comprehensive strategy

and public policy, is composed of a number of elements: identifying major rumours existing in a city; collecting objective data and also emotional arguments to dismantle false rumours; creating an anti-rumour network of local actors from civil society; empowering and training “anti-rumour agents”; and designing and implementing anti-rumour campaigns to raise awareness, including by creating and disseminating new tools and resources, both creative and rigorous.

GURO may wish to consider further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided above for each sector as well as in the Intercultural cities [database](#).

Diversity has become a key feature of societies today and is particularly tangible in urban centres. While people of diverse national, ethnic, linguistic and faith backgrounds have immensely

contributed to post-war prosperity, inequalities related to origin, culture and skin colour persist, and anxiety about pluralism, identity and shared values is often politically instrumentalised. The challenge of fostering equity and cohesion in culturally diverse societies has become more acute. Cities are uniquely placed to imagine and test responses to this challenge.

The Council of Europe and its partner cities have developed and validated an intercultural approach to integration and inclusion which enables cities to reap the benefits and minimise the risks related to human mobility and cultural diversity. A decade after the start of this work, there is growing evidence that diversity, when recognised and managed as a resource, produces positive outcomes in terms of creativity, wellbeing and economic development.

The Intercultural Cities Programme (ICC) invites cities in Europe and beyond to explore and apply policies that harness diversity for personal and societal development.

The Council of Europe is the continent's leading human rights organisation.

It comprises 47 member states, 27 of which are members of the European Union.

All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law.

The European Court of Human Rights oversees the implementation of the Convention in the member states.

COUNCIL OF EUROPE



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