

Turin: Results of the Intercultural Cities Index

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A comparison between 40 cities

Introduction

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

As of today 40 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Barcelona (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Copenhagen (*Denmark*), Donostia-San Sebastian¹ (*Spain*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*) Fuenlabrada (Madrid region, Spain), Geneva (*Switzerland*), Izhevsk (*Udmart Republic, Russia*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*) the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neuköln (*Berlin, Germany*), Oslo (*Norway*), Patras (*Greece*), Pryluky (*Ukraine*), Reggio Emilia I & II (*Italy*), Rijeka (*Croatia*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone² (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

This document presents the results of the Intercultural City Index analysis for the city of Turin 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

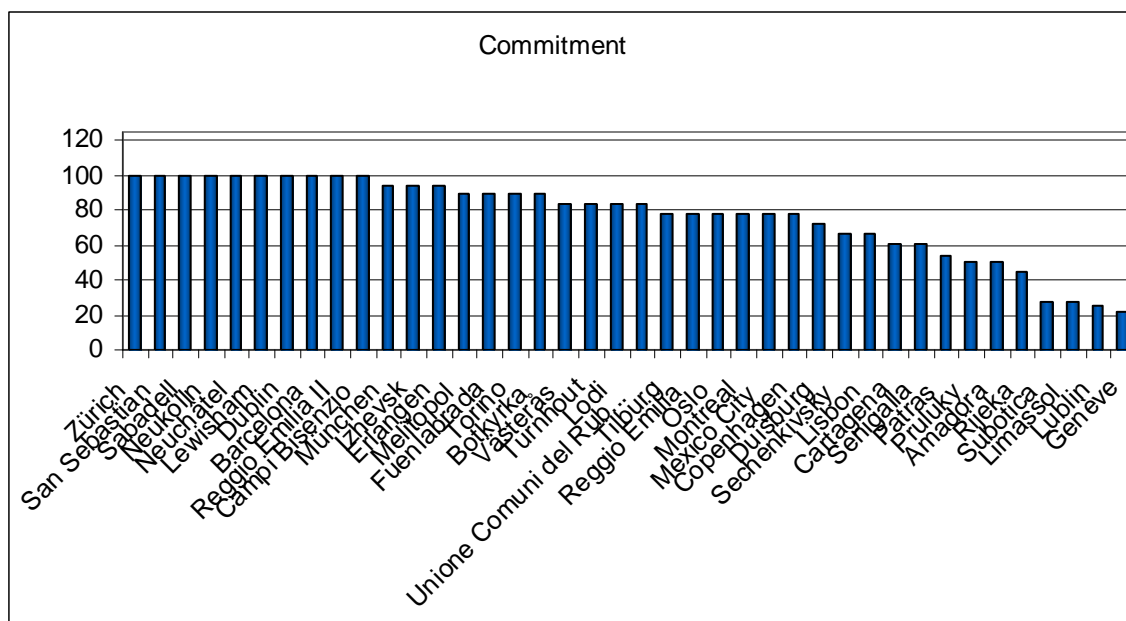
¹ The Spanish city of Donostia-San Sebastian hereinafter referred to as San Sebastian.

² The Italian city of Unione dei Comuni-Savignano sul Rubicone hereinafter referred to as Savignano sul Rubicone.

Turin-An overview

Turin is the capital of the Piedmont region located in northern Italy with a population of 910,504 inhabitants. The percentage of non-national residents is 13.6%. The majority ethnic group in Turin are Romanians which make up 5.62% of the population (41.2% of all foreigners). Moroccans (2,1%) and Albanians (0,6%) constitute the second and third largest minority groups in Turin.³ The latest GDP/per capita figures are of €19,911.

1. Commitment



The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Turin's commitment policy goals is rather high: 89% of these goals were achieved, while the city sample's rate⁴ for commitment policy is 77%.

Turin has launched a number of initiatives which demonstrate its commitment to the intercultural approach. To begin with, Turin has formally adopted a public statement that

³ Figures from 31/12/2009

⁴ The term "city sample" refers to the weighted average of the 40 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

it is an Intercultural City. Furthermore Turin prepared an intercultural strategy and an intercultural city action plan that also includes an evaluation process. In this regard Turin also set up cross-departmental co-ordination unit and has allocated a budget for the implementation of its intercultural strategy. Also, the city has launched an official webpage on interculturalism and diversity. The website **Torino Plurale**⁵ provides information and consultation regarding the integration policies of the city. It regularly publishes a newsletter to inform about specific activities but also the calendar can be consulted for relevant events. Beyond that, do official speeches and communications by the city frequently make clear reference to the city's intercultural commitment. The **Intercultural Center** ("Centro Interculturale"),⁶ already established in 1996 is a frequently consulted meeting point both for immigrants as well as for natives. The center provides information, broad training opportunities as well as a space for debate on issues such as diversity and interculturalism. Its activities are supervised by a Scientific Committee and it also includes interinstitutional working groups.

Yet, the city does not provide any means of acknowledging or honouring local citizens who have done exceptional things to encourage interculturalism in the local community. Here Turin may wish to consider an example of Bern. The Swiss city launched an annual integration prize in 2003 to honour the individual who achieves the most in cultural integration each year.

Another similar practice has been introduced by the Diversity club, set up by professionals of migrant background, in the French city of Lyon. In 2009 the club, in cooperation with the largest regional newspaper "Le Progres", for the first time organised the Diversity Award event in order to highlight pro-diversity initiatives and actions. This has now become an annual award.

⁵ www.comune.Torino.it/toplurale

⁶ <http://www.comune.Torino.it/interculturala>

As the ethnic background of teachers in Turin does not mirror the city's diverse population the city council might consider adopting its policies. The city of Subotica in Serbia may provide a source of learning in this respect. Here, the Roma Education Centre has pressed for the training of Roma teachers and non-teaching assistants and for their employment in local schools and kindergartens.

Turin did not answer the question whether it is working on policies to increase the cultural mixing in schools. But in this regard the British city of Bradford could be an example for inspiration. In Bradford, the education authority found that in some neighbourhoods schools were increasingly polarised into becoming all white or all non-white. This was allowing little opportunity for children to learn more about each other. A process of linking between over 70 local schools has now lead to much closer cooperation and joint working between staff and pupils. Pupils have on average made 2.6 new cross cultural friendships since the project began.

3. Neighbourhood policies through an intercultural lens¹⁰

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

Turins's neighbourhood policy indicator of 60% almost coincides with the city sample's rate (62%).

The neighbourhoods of Turin are quite homogenous, in all of them the vast majority¹¹ of residents are of the same ethnic background and in none of the neighbourhoods people from minority ethnic groups constitute the majority of the residents.¹² Turin does not have a specific policy to increase diversity of residents in the neighbourhoods in order to avoid ethnic concentration. Yet, the city has a number of initiatives for urban development and to encourage actions where residents of one neighbourhood are able to meet and interact with those of another ethnic/cultural background.

¹⁰ By “neighbourhood” we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities, districts (boroughs) have several neighbourhoods. The statistical definition of “neighbourhood” varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on average.

¹¹ For the purpose of this report, a “vast majority” refers to a situation where more than 80% of residents come from the same ethnic background.

¹² By “minority group” we understand a subordinate group whose members have significantly less control or power over their own lives than the members of a dominant or majority group have over theirs. (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

The historical area around the markets of Porta Palazzo has the highest concentration of foreign people in the town. As mentioned above it underwent a huge urban development process during the last decade. The **Gate Project** monitored the housing situation in the area and looked for adequate solutions for the different people living in the neighborhood. Within the revitalization of the area a diversity of cultural, ecological, economical, and social projects were launched that were also targeted at the immigrant communities living in the area.¹³

Beyond that, the **Neighbourhood House of San Salvario (Casa del Quartiere di San Salvario)** was founded as a common project of the City of Turin, the local development agency of the district of San Salvario and other private partners in response to one of the main needs expressed by associations and citizens in the area namely the lack of adequate space for socio-cultural activities. Likewise, the **House in the Park (La case nel parco)** in the Park Colonnetti and the **Cascina Roccafranca** in the second district (**Circoscrizione2**) were initiated by local development agencies and provide spaces for people to meet and engage in common social, cultural, and artistic projects. Similarly, the non-profit organisation **Fundazione Contrada Torino Onlus**, established in 2008 is working on the urban and territorial development of the city.¹⁴

4. Public service policies through an intercultural lens

An optimal intercultural approach remains open to new ideas, dialogue and innovation brought by or required by minority groups, rather than imposing a “one size fits all” approach to public services and actions.

The analysis shows that Turin’s public services policy achievement rate is lower (25%) than the city sample’s rate (43%).

To begin with, Turin provides three out of the five services listed in the Intercultural Cities index which are tailored to the needs of the ethnic/cultural background of its citizens: It offers funeral/burial services, school meals and women only sections and times in sports facilities in response to culturally-based requests.

But we invite the city of Turin to consider further initiatives such as launched by Tilburg (The Netherlands) in this area. This practice was introduced due to the city’s growing concern that migrants were unable to receive care adapted to their culture when they became elderly. Now the housing corporations in Tilburg build old people’s homes for specific groups, like elderly from Suriname and from Turkey.

Another interesting example of a practice in this area has been jointly introduced by Neukölln’s City Council Department for Social Affairs and Housing working together

¹³ For an overview of the whole urban development program see:
<http://www.comune.Torino.it/portapalazzo/eng/comitato.htm>

¹⁴ For more information see their websites: <http://www.casadelquartiere.it/>;
<http://www.fondazionemirafiori.it/casa-nel-parco>; <http://www.cascinaroccafranca.it/>;
<http://www.contradaTorino.org/la-fondazione-contrada-Torino-onlus>

with the migration service of Caritas (a social welfare institution of the Catholic Church in Germany). This was introduced after a campaign for cultural-sensitive care for senior citizens. In this particular case, the staff of the service for senior citizens was familiarized with culture sensitive services for senior citizens in the framework of information and sensitisation events. An important issue was to attract migrants for voluntary participation in the social committees.

When it comes to the employment in Turin's public administration, the ethnical background of public servants does not necessarily reflect the composition of the cities population. This might be traced back to the fact that only in specific positions people who are not Italian citizens can be employed in public administration. In this regard Turin may wish to consider implementing a specific recruitment strategy for persons with different ethnic backgrounds. A useful example of such an initiative can be found in the city of Copenhagen. The local government offers paid internships specifically targeted at people with minority backgrounds, for instance by requiring that they should be able to speak a certain language. It also offers training possibilities for its interns so they can acquire permanent positions. The city council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds.

Also Berlin's¹⁵ Intercultural Opening Strategy is designed to adapt the administration to work with a diverse customer's base. Workshops are organized for all employees, with a particular focus on service managers. The process started at the Senate's Foreign office in 2004 and has since then been extended to other parts of the administration, such as job centres in areas with a high proportion of people with a migrant background.

Another example of an initiative of this type in Berlin is the "Berlin braucht dich" recruitment campaign¹⁶ which can be translated as "Berlin needs you". It was set up in 2006 and aims at diversifying the Senate's workforce by promoting traineeship opportunities to migrant communities. Planned to last until 2012, the promotion and information activities of the campaign also include migrant associations and parents to increase outreach. Stakeholders are also involved in making sure the progress is closely monitored. As a result of this project, the percentage of trainees with a migrant background has already increased from 6% in 2006 to 14.5% in 2008.

The Dutch city of Amsterdam has also put into practice a similar human resource policy. Here, a municipal workforce that reflects the composition of the city's population is a clearly formulated objective of Amsterdam's administration, both at a political and senior management level. A new Diversity Programme was established for the period 2007-2010 with targets across salary scales. The Diversity programme has enabled the administration to already make progress from 14% of staff with a migrant background in 2006 to 21.5% in 2008.

¹⁵ This particular example comes from: Integrating cities DIVE: "Cities accommodating Diversity; Find Recommendations from the peer review project "Diversity and Equality in European Cities".

¹⁶Ibidem.

5. Business and labour market policies through an intercultural lens

Turin's business and labour market policy indicators are higher than the city sample's: 60% of these goals were achieved, while the city sample's rate is 44%.

The city of Turin has signed a charter against discrimination in the workplace but this only refers to gender equality (Art 69 paragraph 5 of the Statute of the City) and not necessarily to the discrimination against minorities or persons with a different cultural/ethnic background.

It could draw its attention to Barcelona. Here local businesses and institutions can sign a charter which encourages their commitment to the fundamental principles of equality, respect and inclusion for all people in the workplace and in society regardless of their background and which expresses their understanding that a workforce from a diverse cultural, demographic, and social background will bring benefits to their organization.

As the number of the foreign businesses increases¹⁷ Turin has taken action to encourage 'business districts/inclubators' in which different cultures could more easily mix. Beyond that, in its procurement of goods and services the city council gives priority to companies with a diversity strategy. Beyond that Turin may benefit from encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors. An interesting example of such an initiative has been put into practice by the French city of Lyon. Here, "Place du Pont" and its environment in the Guillotiere district is famous for its "ethnic trade" not only with regional, but also with global business networks.

6. Cultural and civil life policies through an intercultural lens

The time which people allocate to their leisure may often be the best opportunity for them to encounter and engage with inhabitants from a different culture. The city can influence this through its own activities and through the way it distributes resources to other organisations.

Turins's cultural and civil life policy goal achievement rate is a bit higher (81%) than the city sample's rate (79%).

Its city council uses interculturalism as a criterion when allocating grants to associations and initiatives. Many areas of the city are involved with intercultural programs such as the Department of Culture and the Department for Social Services. Hence, the city regularly organises and supports events and activities in the fields of arts and culture encouraging people from different ethnic groups to mix. Very much involved in this effort is the

¹⁷ The number of foreign businesses registered by December 31, 2010 exceeded 3000, an increase of 5.7% over 2009 and +154% since 2000.

Intercultural Center which organizes a diversity of events and programs to promote an intercultural cultural and civil life.

For example the project of **Intercultural Animators** (“Animatori interculturali”) was put in place to provide young people opportunities for interaction and cultural exchange with the use of various forms of artistic expression (music, dance, photography, theater, culture ...) in order to work successfully in multicultural contexts. But also cross-cultural training opportunities for teachers, social workers and people working in the health sector are organized. Likewise, the Center produces information materials on interculturalism and organises public debates or campaigns on the subject.

Beyond that, it is collaborating with other institutions such as the National Museum of Cinema. Likewise, the 2009 established **Youth Center** organizes regular events with young people of different cultural backgrounds. Other institutions supported by the City Council of Turin include the **Cultural Centre Dar al Hikma** which is working on issues on intercultural exchange especially between Italy and countries from the southern Mediterranean region. But also the intercultural women’s center **Alma Mater** works on intercultural programs.¹⁸

7. Public space policies through an intercultural lens

Well managed and animated public spaces can become beacons of the city’s intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.

The rate of achievement of Turin’s public space policy goals almost coincides with the sample city’s: 66% of these goals were achieved, while the sample city rate for public space policy is 65%.

Turin has implemented several public space policy instruments. It does take action to encourage intercultural mixing in libraries, museums, playgrounds and public squares. At all times, when the city is designing and managing new public buildings or spaces Turin takes into account the backgrounds of citizens in its environment and the city proposes different forms and places of consultation to reach out to people with different ethnic/cultural backgrounds. The revitalization of the Porta Palazzo neighborhood included broad participation by both public institutions and private companies as well as local partners and citizens. Predominantly, the project “Balloon in the middle,” started in 1998 to cope with conflicts between regular and irregular salesmen and to give an answer to the citizens’ complaints in an urban area characterized by lack of security. Such a project, through the creation of the “Vivibalon Association”, succeeded in creating new participatory processes by involving informal leaders selected among salesmen, residents and representatives of the Urban Regeneration

In Turin one or two neighbourhoods in the city are to be dominated by one ethnic group (majority or minority) and were other people feel unwelcome. This often causes

¹⁸ <http://www.almaterraTorino.org/index.php>; <http://www.daralhikma.it/>

feel a problem might arise, for instance if kids in some schools tend to cluster too much on an ethnic basis.

In Tilburg there are volunteer neighbourhood mediators. In this Dutch city the project started in “impulse neighbourhoods”, but now these mediators are active in every one of the city’s neighbourhoods. Eighty percent of the mediation volunteers are of migrant origin: this prevents and solves problems in the Tilburg’s neighbourhoods.

Also Barcelona has introduced many initiatives to achieve its mediation and conflict resolution policy objectives. In 2002 the city set up the Intercultural Mediation Service, aimed at providing a link between immigrants, administration professionals, and the autochthonous population, as well as between communities of different cultures.

9. Language¹⁹

Turin’s language policy achievement rate is higher (53%) than the city sample’s rate (49%).

Firstly, the city supports projects seeking to give positive image of migrant/minority languages. Also the city provides specific language training for a diversity of target groups (such as non-working mothers, unemployed, retired people etc.) It does so by supporting private and civil sector institutions that offer a broad range of language training also in minority languages. But so far the learning of the minority languages is not part of the regular curriculum at schools.

The **Intercultural Center** is one of the public institutions that offers numerous language courses (multiple languages and levels) but also other vocational trainings that can be attended for free. For example in cooperation with the Agenzia Tu Unicredit the center offers courses such as **Basic Banking Skills** (“Competenze bancarie di base”) for foreign citizens. Further courses include interdisciplinary workshops on Asylum Law “Diritto d’asilo”. Similarly, the **Cultural Centre Dar al Hikma** provides Italian and Arabic language and culture courses for foreigners.

10. Media policies

The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local municipalities can influence and cooperate with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

50% of Turin’s media policy goals were achieved while the city sample’s attainment rate for these goals is 49%.

¹⁹ By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref- http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

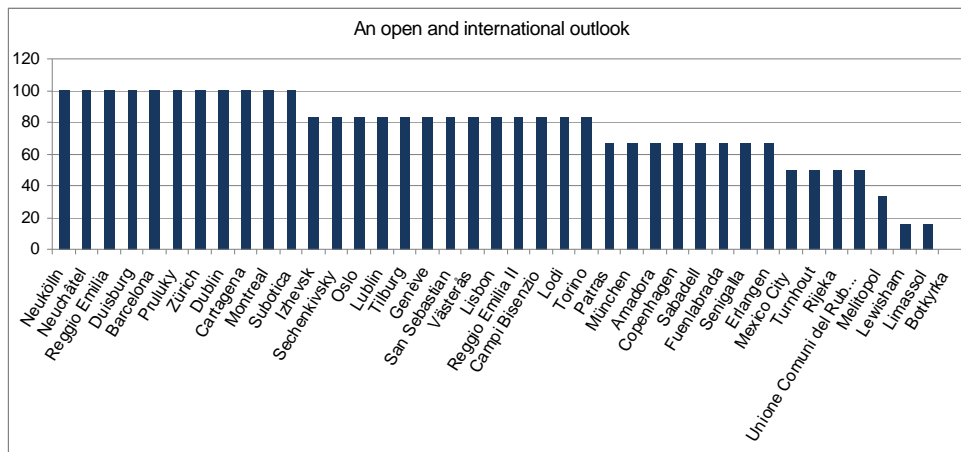
Turin financially supports both local minority print media (newspapers and journals) as well as TV programmes in the language other than the language of the majority ethnic group. For example **GLOB011** and **L'Accento** are free newspapers written also in the minority languages. Beyond that, the website Torino Plurale offers the video stream **YouTorino**²⁰ with news in Romanian, Albanian, Chinese, Spanish, and Somali. Also the city pursues a media strategy to promote a positive image of migrants/minorities in the media and the city's information service is instructed to promote harmonious intercultural relations.

However, Turin's city council does not provide concrete support for, media training, or mentorship for journalists with minority background. To enhance this effort, it could consider an initiative implemented in this area by the Oslo city council. Here, among journalists, editors, and media researches, there is a growing awareness of the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. This has resulted in a stronger focus on the recruitment of journalists with ethnic minority background.

As the city council of Turin does not monitor in which way the media portray minorities it could draw its attention to following examples of good practice by other cities:

In 2008, the Greek city of Patras hosted a conference on Interculturalism in the media. Its aims were to exchange best practices in order to prevent a negative portrayal of migrants/minorities in the media. Also, the Italian city of Reggio Emilia has run several pro-diversity workshops involving special editions of local newspapers and TV Spots.

11. International outlook policies

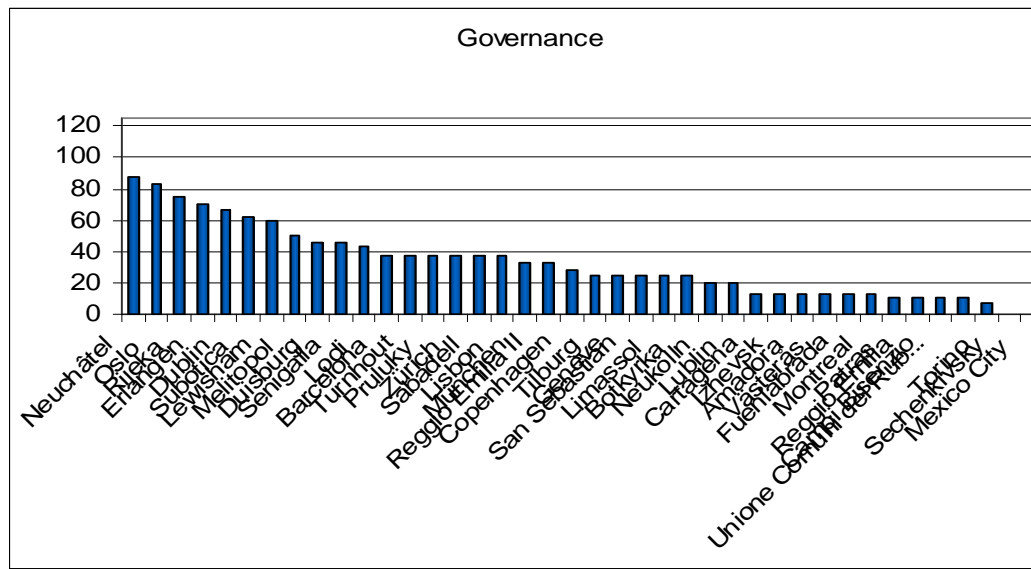


Turin's international outlook policy indicators are higher (83%) than the city sample's (75%).

²⁰ <http://www.comune.Torino.it/youTorino/stranieri/>

Though, the city does not have a special public ceremony to greet newcomers in the presence of officials. It could refer to Barcelona, here it is the city’s mayor who personally greets family members and youths at an annual reception ceremony.

14. Governance policies



Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and decision making.

Only 8% of Turin’s governance policy goals were achieved, while the city sample’s attainment rate for these goals is 32% and thus is positioned in the lower tertile of the index.

In Turin only citizens can vote in local elections. Furthermore the ethnic background of elected politicians does not reflect the composition of the cities population.²² In this regard, Turin may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration. An interesting example of such an initiative has been developed by the UK-based operation Black Vote which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians so they better understand what the job involves and it encourages them to engage in politics.

Also, the city of Turin does not have a political body such as an independent council or a committee that represents all ethnic minorities. Here it can draw its attention to the German city of Erlangen, the **Committee of Foreigners and Integration** (“**Ausländer- und Integrationsbeirat**”) is an independent committee that advises the municipality

²² the last local elections held in May 2011, all the elect are of Italian nationality which.

authorities. Also it could introduce a standard for the representation of migrants/minorities in mandatory boards supervising schools and public services.

15. Conclusions

In some of the intercultural strategy areas Turin does better than many other cities for example when it comes to its commitment on interculturalism, welcoming policies, business and labour market as well as the provision of a diverse cultural and civil life. In these fields the city provides a diversity of interesting and activities and best practices. For a documentation on its intercultural activities see Turin's Intercultural Center, Torino Plurale and its integration and migration websites.

16. Recommendations

When it comes to Turin's intercultural efforts, according to the survey it needs to make progress in the following sectors: mediation and conflict resolution, public services, and governance policies. Turin might introduce more specific mediation and conflict facilities in public spaces. When it comes to the representation of migrants in public life Turin could adopt recruitment policies that would secure a more diverse public administration. In this regard, the city may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural Cities database.²³

²³ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp