



Intercultural cities

Building the future on diversity

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Donostia – San Sebastian: Results of the Intercultural Cities Index

Date: October 2014

A comparison between more than 60 cities¹

Introduction

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

As of today 63 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Arezzo (*Italy*), Barcelona (*Spain*), Beja (*Portugal*), Bergen (*Norway*), Bilbao (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Rena (*Italy*), Castelvetro (*Italy*), Coimbra (*Portugal*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forli (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Izhevsk (*Udmart Republic, Russia*), Hamburg (*Germany*), Jerez de la Frontera³ (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), Lisbon (*Portugal*), Lodi (*Italy*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), Sechenivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone⁴ (*Italy*), Valetta (*Malta*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 31 have less than 200,000 inhabitants and 36 have less than 15% of foreign-born residents.

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

² The Spanish city of Donostia-San Sebastian is hereinafter referred to as San Sebastian.

³ The Spanish city of Jerez de la Frontera is hereinafter referred to as Jerez de Frontera.

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

This document presents the results of the Intercultural City Index analysis for San Sebastian (Spain) and provides related intercultural policy conclusions and recommendations.

Intercultural city definition

The intercultural city has people with different nationality, origin, language or religion/ belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. The city has a strategy and tools to deal with diversity and cultural conflict. It encourages greater mixing and interaction between diverse groups in the public spaces.

Methodology

The Intercultural City Index analysis is based on a questionnaire involving 69 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

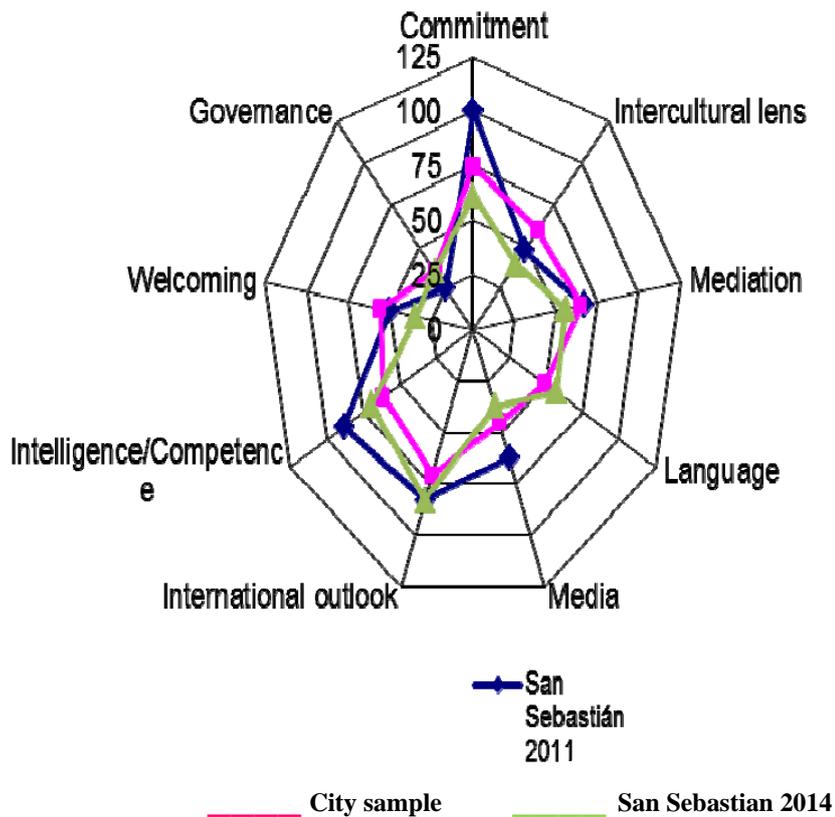
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces are grouped in a composite indicator called "urban policies through the intercultural lens" or simply "intercultural lens".

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

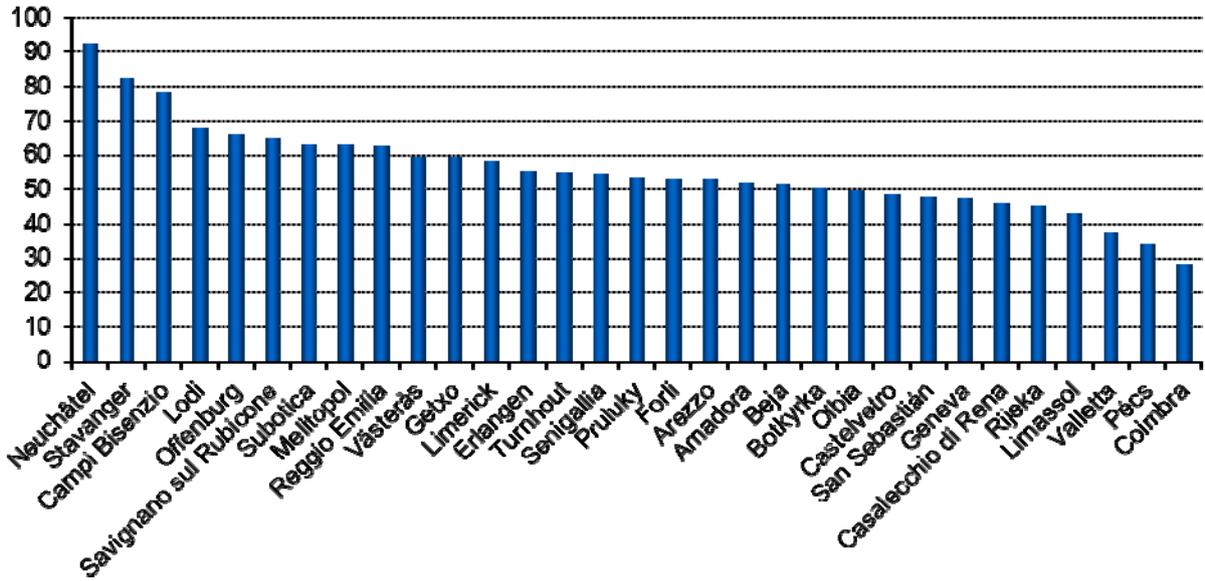
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled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

San Sebastian first underwent the index evaluation in 2011.

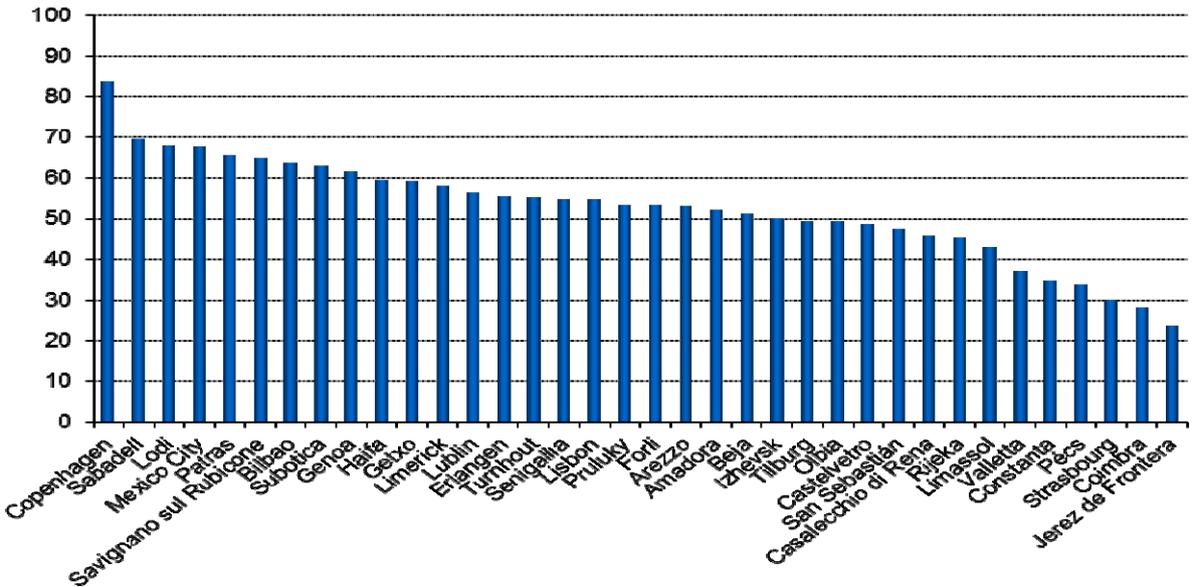
According to the overall index results collected in September 2014, San Sebastian was positioned 50th among the 63 cities in the sample, with an aggregate intercultural city index of 48 per cent. It was ranked 24th among the 31 with less than 200,000 inhabitants and 27th among the 36 cities with less than 15 per cent of foreign-born residents.



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



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

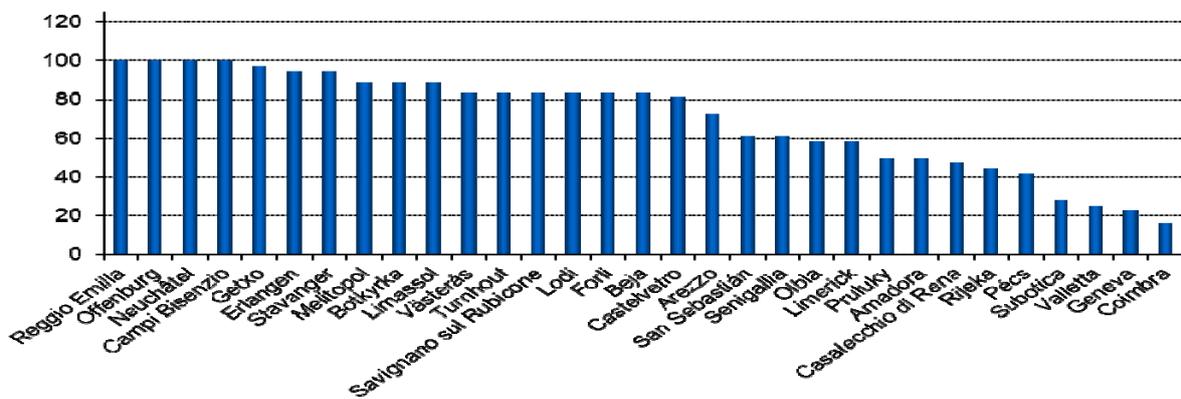


San Sebastian – An overview

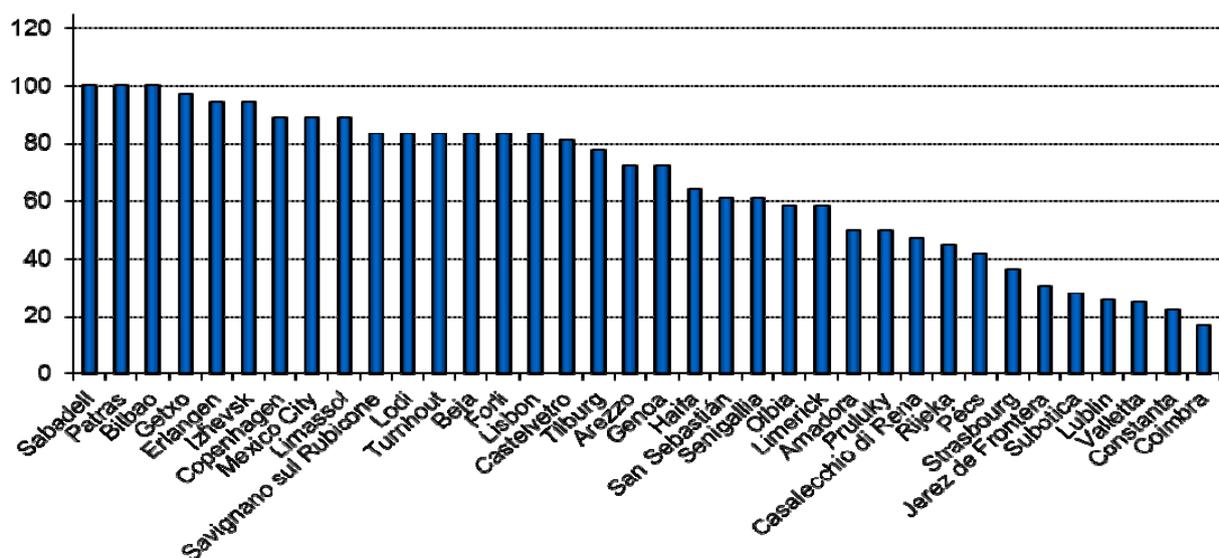
San Sebastian is a coastal Spanish city located in the Basque Autonomous Community. It has a population of 186,500 inhabitants, 75.7 per cent of whom were born in the Basque Country and 14.8 per cent in the remaining part of Spain. The largest minority group – people from Central and South America – makes up 5.4 per cent of the city’s population, which is almost twice as high compared to 3 per cent in 2011. The city counts nearly 2 per cent of EU citizens and 5 per cent of non-EU citizens as residents. Foreign-born nationals account for 9.6% of the city’s total inhabitants. The latest GDP/ per capita figures are of €34.400.

1. Commitment

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



ICC-Index - Commitment - City sample (non-nationals/foreign borns < 15%)



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

The rate of achievement of San Sebastian's commitment policy goals is lower than the city sample's⁵: 61% of these goals were achieved in 2014, while the city sample's rate for commitment policy is 75%. Furthermore, this represents a decrease in San Sebastian's achievement rate which stood at 100% in 2011.

San Sebastian has adopted an integration strategy with intercultural elements and allocated a budget for its implementation. It is noteworthy that the budget increased to 98,178 Euro in 2014, compared to 56,500 Euro in 2013. The city's Department of Cultural Diversity⁶ fulfils the role of a dedicated body responsible for the intercultural strategy or intercultural integration.

It is laudable that official speeches and city communications often make clear reference to the city's intercultural commitment.

The next step forward for San Sebastian would be to adopt an intercultural strategy and an action plan and establish a process for their evaluation. For instance, in Neuchâtel an evaluation process for the intercultural strategy is based on article 4 of the Federal Law on the Foreigners (LEtr) and on article 2 of the Dispositions for the Integration of Foreigners (OIE), that decree the equal opportunities for Swiss and foreigners within the Swiss society. On these premises, an evaluation report is presented annually and a final report is provided at the end of each legislative term. The city also monitors the voting results relating to migration and integration issues in Swiss referendums, to analyse the population's concerns on the topic.

We also encourage San Sebastian to finalise its official webpage to communicate its integration strategy and intercultural statement. Copenhagen's City Council's official webpage for diversity and interculturality⁷ can provide inspiration in this regard.

San Sebastian might also consider conducting initiatives on a more regular basis to acknowledge and honour citizens and organisations for their contribution to interculturalism in the local community.

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

⁵ The term "city sample" refers to the weighted average of the 43 intercultural cities in each of the fourteen areas of intercultural governance.

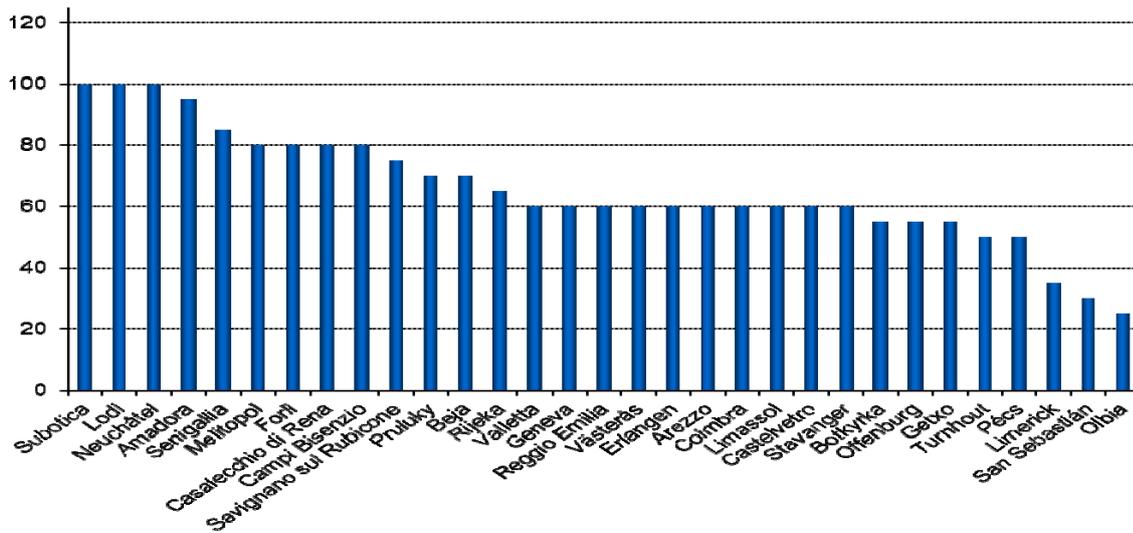
⁶ <https://www.donostia.org/home.nsf/0/D37482B9DDE6FE88C1257BEC002B724B?>

⁷ <http://www.blanddigibyen.dk/>

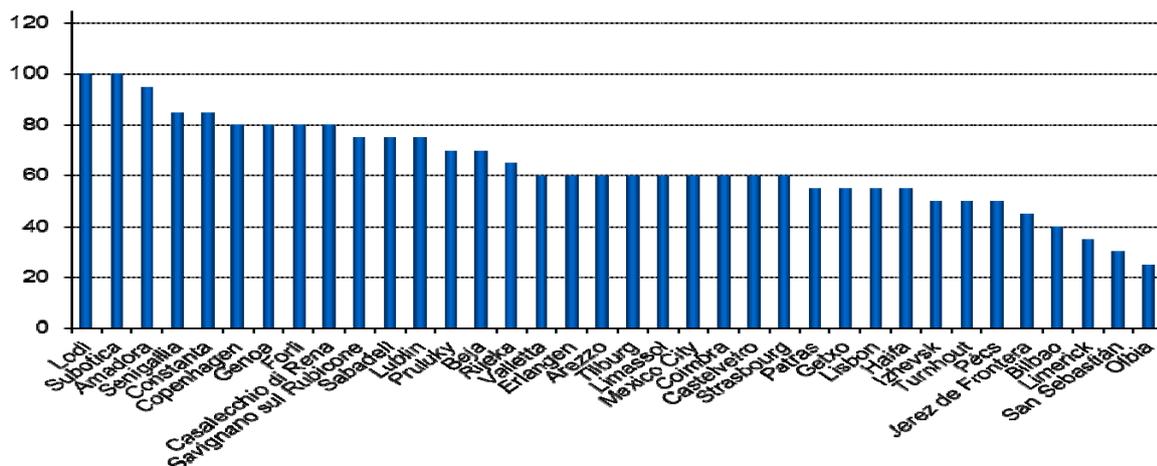
On the other hand, Bilbao has launched the “Bilbao North-South in schools”, recognizing scholar projects committed to training on values, especially interculturalism, solidarity and human rights.

2. Education⁸ policies through an intercultural lens

ICC-Index - Education system - City sample (inhabitants < 200'000)



ICC-Index - Education system - City sample (non-nationals/foreign borns < 15%)



⁸ The term “Education” refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. http://higher.ed.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

School has a powerful influence in society and has the potential to either reinforce or challenge prejudices in a number of ways through the social environment it creates, the guidance it provides and the values it nurtures.

The analysis shows that San Sebastian's education policy achievement rate in 2014 is lower (30%) than the city sample's rate (66%).⁹

In most of schools in San Sebastian, pupils come from the same ethnic background. The ethnic background of teachers does not reflect the composition of the diverse population.

Only few local schools make efforts to involve parents from migrant/minority backgrounds in daily school life. Local schools carry out intercultural projects, such as intercultural festivals, school decoration or exchanges with other European countries, only rarely. At the same time, most schools have initiatives for welcoming foreign students.¹⁰

San Sebastian's City Council might consider encouraging schools to make efforts to involve parents from migrant/minority backgrounds in daily school life more often. In this regard, the Swiss city of Zurich may be a source of inspiration and learning. Here, schools with over 40 per cent of pupils with a mother tongue other than German are part of the QUIMS programme-Quality in Multicultural Schools, which also has as a priority parents' participation. About half of the schools in the city of Zurich are part of the QUIMS programme.

San Sebastian might also consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population and by considering a public policy to increase ethnic/cultural mixing in schools. A source of inspiration in this regard might be the Rainbow School, in Tilburg (the Netherlands), in which over 70 per cent of the pupils are children of a visible minority. The school was declared to be of an excellent standard and one of the best performing schools in the south of the Netherlands.

3. Neighbourhood policies through an intercultural lens¹¹

An optimal intercultural city does not require a "perfect statistical mix" of people and recognises the value of ethnic enclaves. It is important that residential areas do

⁹ In 2011, no answers were provided to the survey questions related to education. It was explained that education initiatives were implemented by the Basque government and not the city itself.

¹⁰ <http://axular.net/es/educacion/proyectos/106-intercambios>

¹¹ 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.

not act as barriers to an inward and outward free flow of people, ideas and opportunities.

San Sebastian's neighbourhood policy indicators in 2014 are lower (50%) than the city sample's rate (61%). At the same time, San Sebastian rates in this policy area are slightly higher than in 2011 (45%).

In 14 of a total of 17 San Sebastian's neighbourhoods, a vast majority¹² of residents come from the same ethnic background. There is no neighbourhood where residents from minority ethnic groups¹³ make up the majority of residents.

The city encourages residents from one neighbourhood to meet and interact with residents from different ethnic/cultural backgrounds residing in other neighbourhoods.¹⁴

We invite San Sebastian to further explore possible neighbourhood policy initiatives by encouraging people from different ethnic backgrounds to meet and interact within their neighbourhood. In that sense, the city of Bergen (Norway) could be a useful source of inspiration. Bergen has a policy to encourage people from different ethnic backgrounds to meet and interact in their neighbourhood, especially focused on areas in where the highest percentage of residents has a migrant background. The city has several small community centres in these neighbourhoods with activities aimed at increasing the interaction between all residents in the neighbourhoods. In two such neighbourhoods, the City has employed coordinators to improve dialogue between the municipality and the residents.

San Sebastian might also consider adopting a policy to increase the diversity of residents in the neighbourhoods. For example, Bergen's City Council has devised a targeted policy to this end. In Bergen, 50% of the residents at Council Housing (around 3,000 flats) have a migrant background: the municipality does not buy or build new housing in areas with existing council houses. This city's commitment to housing is stated in the Action Plan for Inclusion and Diversity.

4. Public service policies through an intercultural lens

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

San Sebastian's public services policy achievement rate both in 2011 and 2014 is three times as low (15%) in comparison with the city sample's rate (45%).

¹² 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.

¹³ 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://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

¹⁴ <http://www.youtube.com/watch?v=aLU-QPQDdGQ>

It is positive that non-Spanish citizens can be employed in public administration, which extends to subcontracted services only. However, the ethnic background San Sebastian's public employees does not reflect the composition of the city's population. It is therefore highly advisable that the authorities lay down a targeted recruitment strategy to ensure that the ethnic background of public employees across silos reflects the composition of the city's population. The recruitment strategy would also aim to further enlarge the public recruitment pool for citizens of non-Spanish origin.

On this point, San Sebastian may find inspiring the following practices put in place in Berlin and Amsterdam. In Berlin, the recruitment campaign "*Berlin braucht dich*" (Berlin needs you) aims at diversifying the Senate's workforce by promoting traineeship opportunities and raising awareness of migrant associations and parents. Stakeholders are also involved in making sure the progress is closely monitored. Thus, as a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

Similar achievements have been made in Amsterdam. Here, the City Council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds. Furthermore, the city's *Diversity programme* (2007-2010) with targets across salary scales enabled the city administration to hire 21.5% staff members with a migrant background in 2008 against 14% in 2006. In addition, Amsterdam's administration set out the objective to reflect the composition of the city among its employees, both at the political and the senior management level.

Furthermore, we encourage San Sebastian to support intercultural mixing in the private sector labour market. For example, the city of Bergen provides economic support to the Global Future project lead by the Confederation of Norwegian Enterprise¹⁵ and to the annual International Career Fair,¹⁶ held in co-partnership with the Bergen Chamber of Commerce and Industry. The initiatives emphasise the importance of intercultural and multilingual employees for Bergen's business to stay competitive in today's international business culture.

We also invite San Sebastian to expand its offer of services appropriate to the ethnic and cultural background of all citizens, by creating women-only sections or times in sport facilities and providing funeral/burial services.

5. Business and labour market policies through an intercultural lens

San Sebastian's business and labour market policy indicators are twice as low compared to the city sample: 20% of these goals were achieved in 2014, while the city sample's rate for business and labour market policy is 43%. Nevertheless, this represents a positive development as San Sebastian's business and labour market indicators were at 0% in 2011.

¹⁵ See <https://www.nho.no/Om-NHO/Regionforeninger/NHO-Hordaland/Global-Future/>

¹⁶ Further information at http://www.bergen-chamber.no/article.php?group_id=623

Noteworthy, San Sebastian's City Council has adopted a declaration against ethnic discrimination.¹⁷ We would encourage the city to adopt a specific charter or another binding document to outlaw discrimination in its own administration and services.

The example of Barcelona is noteworthy in this regard. Here, legislation authorises local businesses and institutions to sign a charter to acknowledge their commitment to the fundamental principles of equality, respect and inclusion for all people in the workplace and in society, regardless of their background. The charter also stipulates that a workforce from a diverse cultural, demographic and social background will bring benefits to the organisation.

San Sebastian would also benefit from setting up a business umbrella organisation to promote diversity and non-discrimination in the workplace.

In this sense, an initiative to be noted is put into practice by the Irish City of Limerick. The Limerick Chamber of Commerce is a broad based business organisation that represents a number of businesses in Limerick City and County including those that are run by ethnic minorities. The Chamber has approximately 20 members (about 4.5% of total membership) that are non-nationals and approximately 80 non-nationals took part in Skillnets training courses in 2012 and 2013. The Chamber has in excess of 800 members. Furthermore, the Irish Business and Employers' confederation (IBEC) provides support to business and employer networks member on implementing good practice in equality and diversity strategies. IBEC¹⁸, which is the Irish largest lobbying organisation for business and employers, provides basic information and practical resources for national and non-national business, such as the "Cultural Diversity in Business" and the "Moving to Ireland to Work" guides.

Furthermore, we invite San Sebastian to encourage ethnic/cultural minorities businesses to move beyond "ethnic niches" into the main stream and higher value added sectors.

For example, in Oslo, the City Council's Office for Business Development has taken an active stance on integrating minority businesses. To help small business to deal with the complexity of Norwegian rules and regulations regarding taxation and business practice, the Norwegian Centre for Multicultural Value Creation is helping the so-called "non-western", first and second-generation immigrants to start their businesses by providing advisory services, coaching and training in business establishment. The centre is unique in its approach in assisting the professional immigrants, and has received extensive and positive attention and support nationwide among the immigrant organisations, government institutions, private organisations and the media. The result of such attention has been that a large number of immigrants have contacted the centre and are frequent users of the services provided.

¹⁷ See:

[http://www.donostia.org/home.nsf/0/BF2FA5D3C45222FAC12579C80026A593/\\$file/21%20marzo.pdf](http://www.donostia.org/home.nsf/0/BF2FA5D3C45222FAC12579C80026A593/$file/21%20marzo.pdf)

¹⁸ See further information at: www.ibec.ie

We also encourage San Sebastian to promote business districts/incubators' facilitating interaction and joint ventures between entrepreneurs from different backgrounds.

Thus, Campi Bisenzio (Italy) created shopping centres and industrial zones as part of its urban development policy. These commerce and business-oriented incubators provide a number of activities and services that promote the fusion of different cultures. The city of Lodi installed incubators around the Parco Tecnologico Padano (Technology Park), relevant to the city's biotechnology and the food industry. Likewise, Melitopol (Ukraine) foresees to build an Intercultural business centre in the former Palace of Culture, and there is a high demand from its prospect tenants.

Lastly, San Sebastian might also wish to give priority to companies with a diversity strategy in the municipality's procurement of goods and services. For instance, the procurement policies and contracts of Lewisham's Borough Council (London) include an equalities statement that bidding companies need to show they meet as part of their application for funds.

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.

San Sebastian's cultural and civil life policy goal achievement rate in 2014 is higher (81%) than the city sample's rate (79%). In 2011, San Sebastian's achievements in this policy area were assessed at 100%.

San Sebastian's high benchmarking scores can be attributed to the many initiatives it has implemented in the area of cultural life. First and foremost, the city encourages cultural organisations that deal with diversity and intercultural relations in their productions. The City Council uses interculturalism as a criterion when allocating grants. However, not more than 1 per cent of all grants to associations and initiatives are granted based on the criterion of interculturalism.

We draw the attention of San Sebastian's authorities to the city of Neuchâtel (Switzerland), where 95% of all grants were given to associations and initiatives based on the interculturalism criterion in 2012.

Furthermore, San Sebastian occasionally organises events and activities in the fields of arts, culture and sport,¹⁹ and public debates and campaigns around the topics of diversity and living together. In order to further enhance its cultural policy indicators, the might consider holding such events on a more regular basis.

¹⁹ See further information regarding donosticup: <http://www.donosticup.com/english.asp> and 11koloreFest: <http://www.youtube.com/watch?v=HdeGb7JZlq8>

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 San Sebastian's public space policy goals is lower than the city sample's: 38% of these goals were achieved in 2014, while the city sample rate for public space policy is 63%. According to the 2011 assessment, 76% of San Sebastian's goals in this policy area were attained.

It is positive that San Sebastian encourages intercultural mixing in public libraries and cultural centres, particularly through exhibitions or tale telling. To build up further on these initiatives, we encourage San Sebastian to promote intercultural mixing in its museums, squares and playgrounds.

It is also positive that, according to the answers provided by the city, there are no areas in the city which are reputed as dangerous. At the same time, one or two areas seem to be dominated by one ethnic group making other inhabitants feel unwelcome.

It might be time to break up the ethnic concentration in these areas, following the example of the Dutch city of Tilburg, where city initiatives helped break up the concentration of Antillean residents in one area, so as to avoid ghettoisation. As a result, some areas, designated as 'impulse neighbourhoods', received large injections of investment to upgrade the quality of housing and infrastructure.

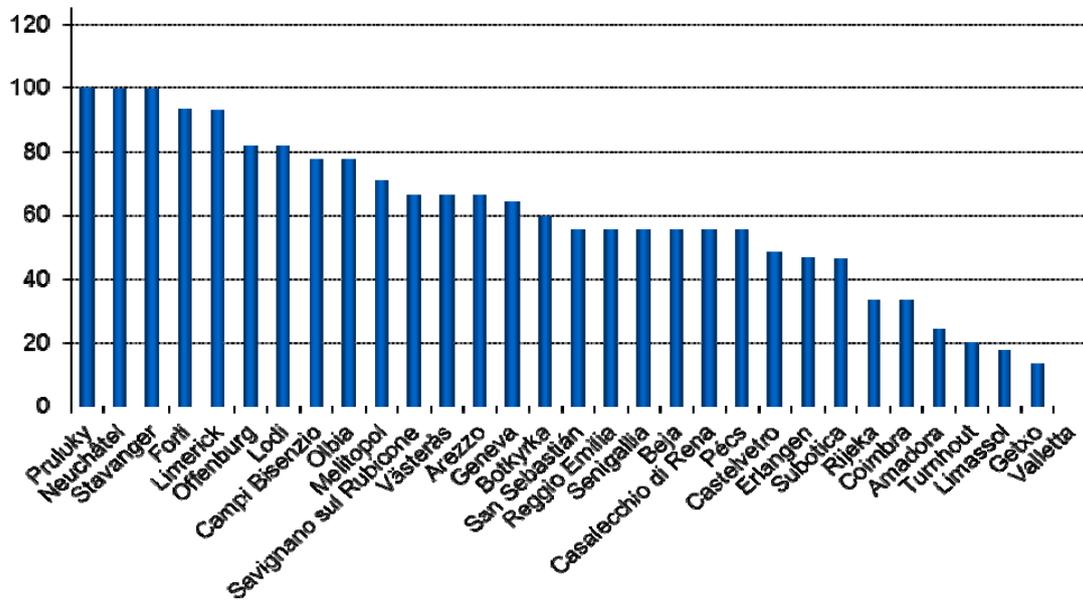
San Sebastian could further open its public space to diversity, in particular by taking into account the population diversity in the design and management of new buildings or spaces and by proposing different methods and places of consultation to the city's ethnically and culturally diverse inhabitants when reconstructing an area.

For example, Bilbao's Council of Immigration, a participatory body composed of immigrant associations and coordinators, is involved in the revision of Bilbao's general urban plan. Furthermore, inhabitants and different entities of the most diverse neighbourhood of San Francisco actively participated in the design of the place of Sagrado Corazón de María, and also in the new design of the Alhóndiga intercultural centre.

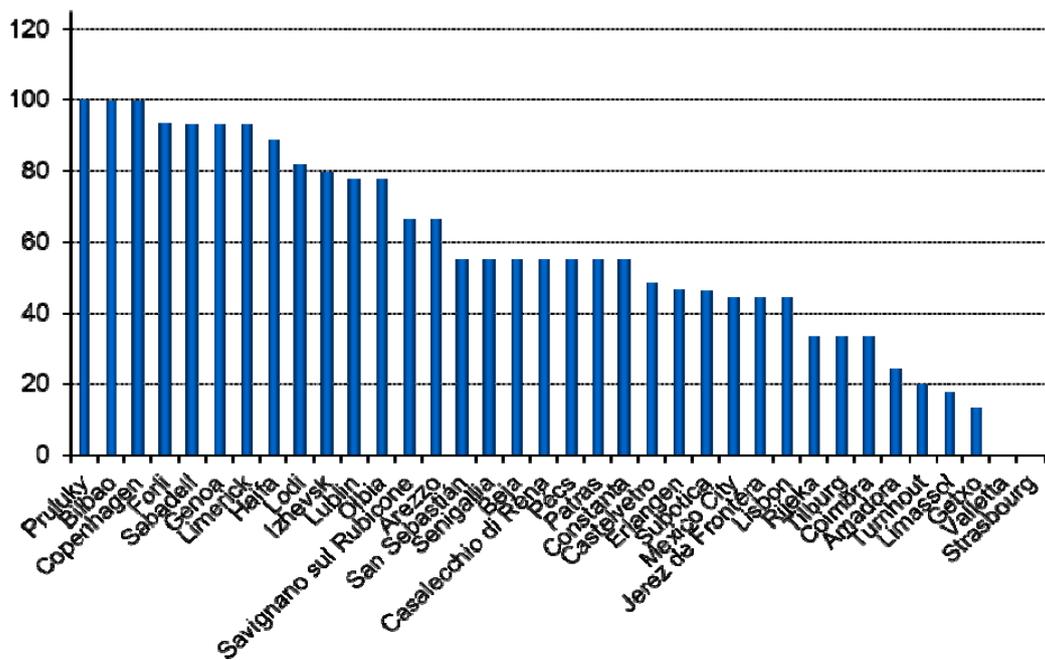
Similarly, in the London borough of Lewisham, young people were invited into the process of designing and making a new playground area in Pepys Park. At Ladywell Fields, an area of abandoned meadowland was restored to public use with the involvement of a park user group and the reinstatement of a park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

8. Mediation and conflict resolution polices

ICC-Index - Mediation and conflict resolution - City sample
(inhabitants < 200'000)



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



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

San Sebastian's mediation and conflict resolution policy achievement rate in 2014 is slightly lower (55%) than the city sample's rate (65%) and its own achievement rate in 2011 (66%).

The city has implemented several mediation policy initiatives. It has a municipal mediation service devoted to intercultural issues only. It provides mediation services in places such as hospitals, police, youth clubs, mediation centres and retirement homes, as well as in the city administration.

We advise San Sebastian to offer intercultural mediation services in the streets and neighbourhoods, proactively meeting residents. For instance, in Vic (Spain), a team of 10 "street mediators" not only deals with minor neighbourhood conflicts but also seeks to meet and talk to people in the streets and in public places about their concerns related to the arrival of foreigners, the changes in the host community and the role of the host population in the integration process.

We also encourage San Sebastian to set up an organisation dealing specifically with inter-religious relations. For example, the city of Copenhagen, with the support of the Commission for Children and Youth, set up a civil-society organisation, the Din Tro Min Tro, dealing specifically with inter-religious relations. This organisation has panels in schools, which are composed of a Jew, a Christian and a Muslim.

San Sebastian's authorities may also wish to ameliorate their mediation and conflict resolution initiatives by complementing the existing municipal mediation service by a state-run mediation service and an intercultural mediation service run by a civil-society organisation.

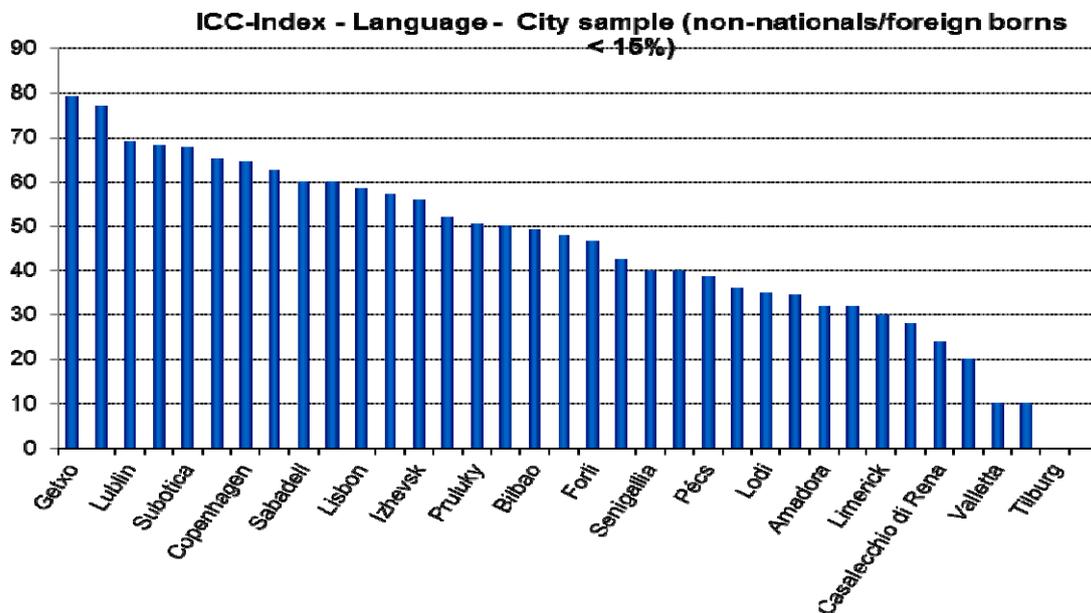
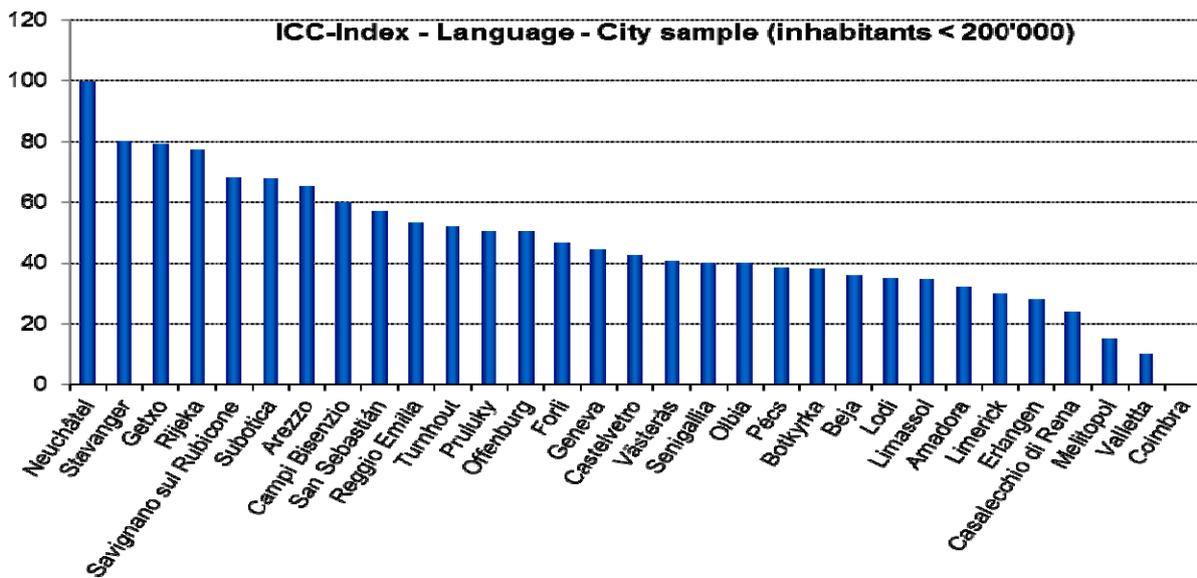
The experience of other cities shows that a combination of state-run, municipal and civil society bodies and actors can be an effective way of addressing intercultural conflicts.

Thus, in Oslo an emergency taskforce was established in 2005, with representatives from the municipality, NGOs, scholars and the police. The purpose is to respond quickly to crisis where youth and violence are involved, and to problems of racism and neo-nazism. The capacity to deal with minor episodes, however, is widely spread on the level of schools and youth services. In the city districts, this work is coordinated through the SaLTo networks, where municipal youth workers, schools and the local police participate. In dealing with localised conflicts, community leaders from NGOs, churches and mosques are regularly consulted and engaged, as well as the local staff of the state-run Mediation and Reconciliation Service.

Similarly, in Copenhagen a mediation service run by a civil-society organisation was complemented with a specialist municipal mediation service for intercultural issues (the Ethnic Consultancy Team within the Social Commission, majoring in mediation among youth), a generalist municipal mediation service including intercultural staff (the Dialogkonsulenter) and a so-called VINK service (Knowledge Inclusion

Copenhagen) aiming to facilitate dialogue through counselling and group or individual encounters with staff on issues such as social control, resistance identities, conflict resolution, prevention of extremism, etc.

9. Language²⁰



²⁰ By language we understand an abstract system of word meanings and symbols for all aspects of culture. It also includes gestures and other nonverbal communication (ref: http://higher.ed.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

San Sebastian's language policy achievement rate in 2014 is higher (57%) than the city sample's rate (49%) and its own achievement rate in 2011 (53%).

San Sebastian's high benchmarking scores can be attributed to the many language policy initiatives. The city encourages projects which give a positive image of minority/migrant languages. It provides financial support to press and TV programmes in Basque, which is one of the official languages after Spanish. It offers specific language training in the official languages for hard-to reach groups.²¹ Its language offer includes mother tongue courses for migrant and minority kids.

It would be advisable that San Sebastian consider teaching migrant and minority languages, other than Basque, as part of the regular curriculum in schools, and offering learning such languages as a regular language option available to everyone.

In this regard, San Sebastian may wish to take note of an initiative put into practice in Reggio Emilia (Italy) by ensuring that all of the city's citizens are eligible to receive training in immigrant/minority languages. In order to help families preserve the competence of migrant children in their mother tongue language, in two schools in Reggio Emilia there are classes in the native languages of children and in parallel their parents learn Italian.

We also encourage San Sebastian to support private sector institutions providing language training in migrant/minority languages.

In Zurich (Switzerland), for example, the municipality supports additional curriculum courses, called HSK Courses. These courses are offered by embassies, consulates as well as private organisations and they cover a range of topics including languages, history, geography, as well as minority cultures. Several of these HSK Courses are held in spare rooms in public schools, as part of the municipality support to private institutions providing language training.

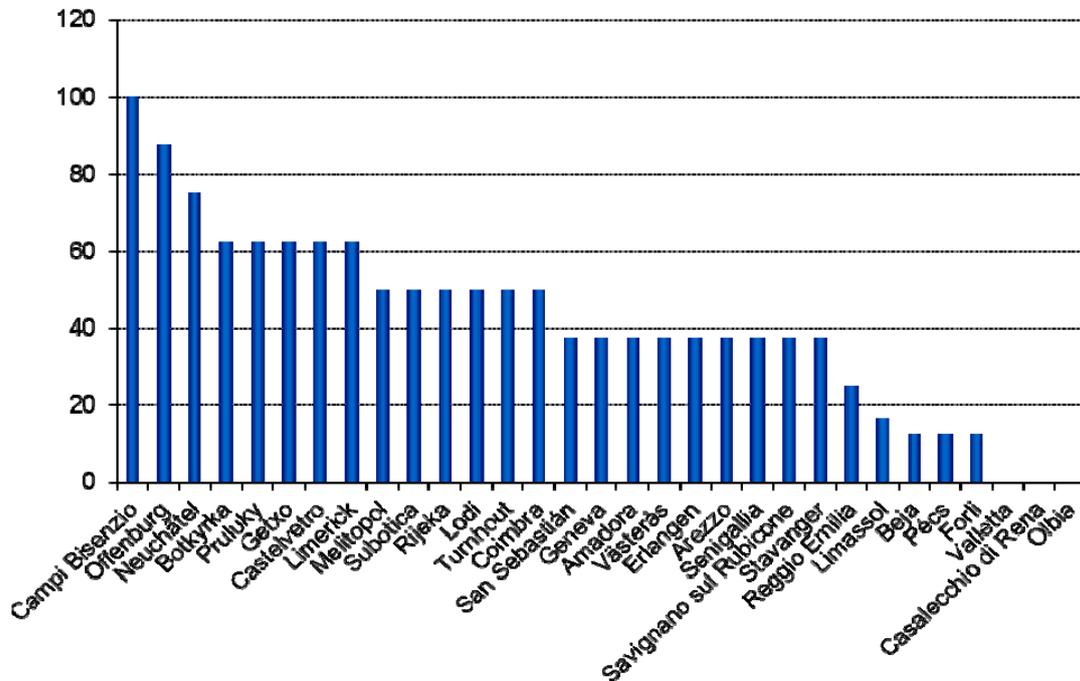
Similarly, San Sebastian might consider supporting media initiatives in languages other than Spanish or Basque and enhancing the promotion of migrant and minority languages.

For instance, Mexico City runs the "Radio Intercultural desde Ciudad de Mexico." One of the specific objectives of the radio programme entitled "Equidad para los Pueblos Indígenas, Originarios y Comunidades de Distinto Origen Nacional de la Ciudad de México" is to strengthen, promote, spread and disclose the culture, the language and the arts of the indigenous communities.

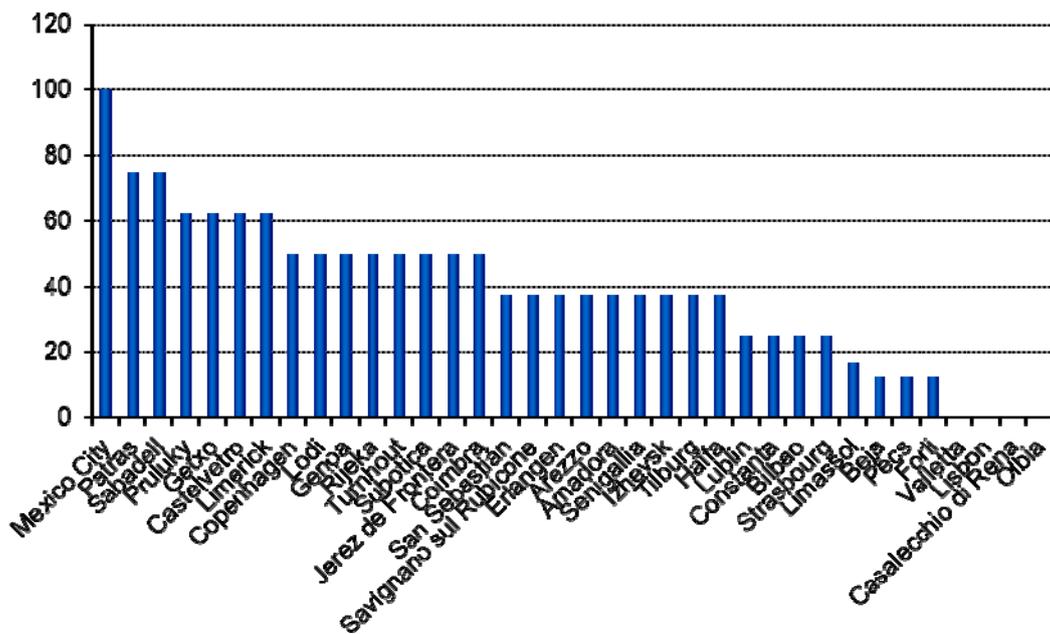
²¹ The term makes specific reference to non-working mothers, the unemployed, as well as retired people

10. Media policies

**ICC-Index - Relations with the local media - City sample
(inhabitants < 200'000)**



**ICC-Index - Relations with the local media -
City sample (non-nationals/foreign borns < 15%)**



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

According to the assessment, 45% of San Sebastian's media policy goals were achieved in 2014, while the city sample's attainment rate for these goals is 48%. In 2011, the city's achievement rate stood at 63%.

It is positive that San Sebastian's communication department is instructed to highlight diversity as an advantage regularly in various types of communications. Furthermore, there are occasional media actions in the city to improve the visibility of migrants/minorities in the media through its recently created Cultural Diversity Department. Since the creation of the department, the city has conducted more visibility initiatives towards migrants and has organised press conferences to inform the press about neighbourhood processes and awareness raising campaigns.²²

In the first place, we strongly encourage San Sebastian to develop a media strategy to improve the visibility of migrants/minorities in the media and to monitor the way in which the media portray minorities.

In Stavanger, for example, the municipality is monitoring every incident where migrants appear in an article or otherwise.

In Barcelona, the City Council has been carrying out an Anti-Rumour campaign to combat negative and unfounded rumours that have an adverse effect on living in diversity.²³ This strategy is conducted in conjunction with different social actors and organisations. It has received substantial press coverage.

To further ameliorate its media initiatives, San Sebastian may also wish to provide support for advocacy, media training and mentorship for journalists with minority backgrounds.

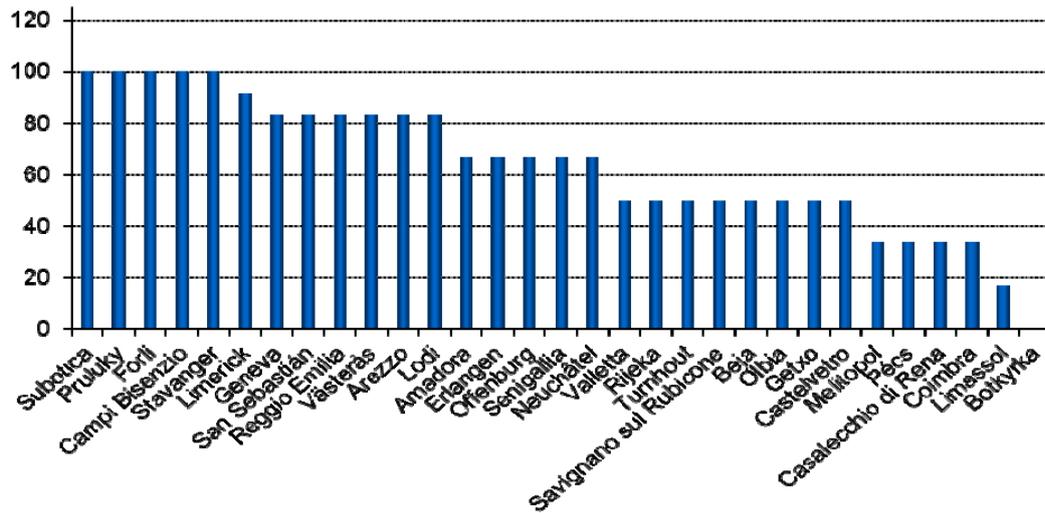
An interesting example of such an initiative has been implemented by Oslo's City Council (Norway). Among journalists and editors, and media researchers operating in Oslo, there is now a growing awareness about the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. This has resulted in a stronger focus on the recruitment of journalists with an ethnic minority background.

²² Media Observatory for Diversity: <http://medios.mugak.eu/>

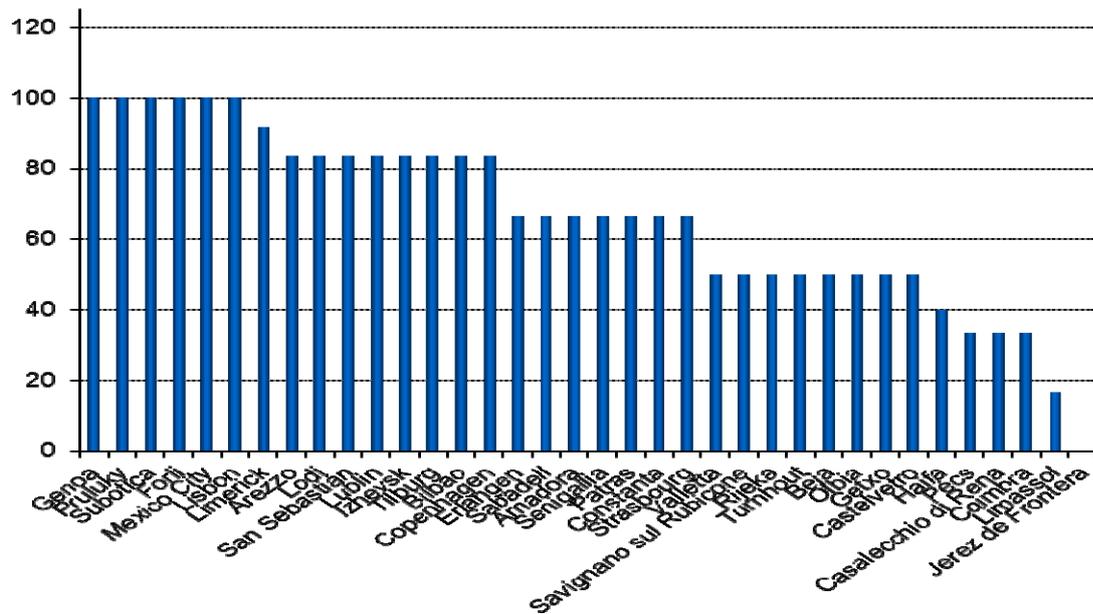
²³ <http://bcnantirumors.cat/?q=category/rumors/s%C3%B3n-inc%C3%ADvics>

11. International outlook policies

**ICC-Index - An open and international outlook - City sample
(Inhabitants < 200'000)**



**ICC-Index - An open and international outlook - City sample
(non-nationals/foreign borns < 15%)**



An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.

San Sebastian's international outlook policy indicators, both in 2011 and 2014, are considerably higher (83%) than the city sample's (71%).

San Sebastian has implemented various international outlook policy instruments. The city has put into practice a policy, with a specific financial provision, to encourage international co-operation through sustained scientific, economic and cultural projects.²⁴ The city's agency, Fomento San Sebastian, is in charge of monitoring and developing its openness to international connections.²⁵

Importantly, the city of San Sebastian provides support to universities in order to attract foreign students and ensures that they take an active part in the city life.

Although San Sebastian is already very well positioned in this policy area, it might wish to get some inspiration for further engagement from other cities, in order to develop projects and policies for economic relations with countries of origin of its migrant groups.

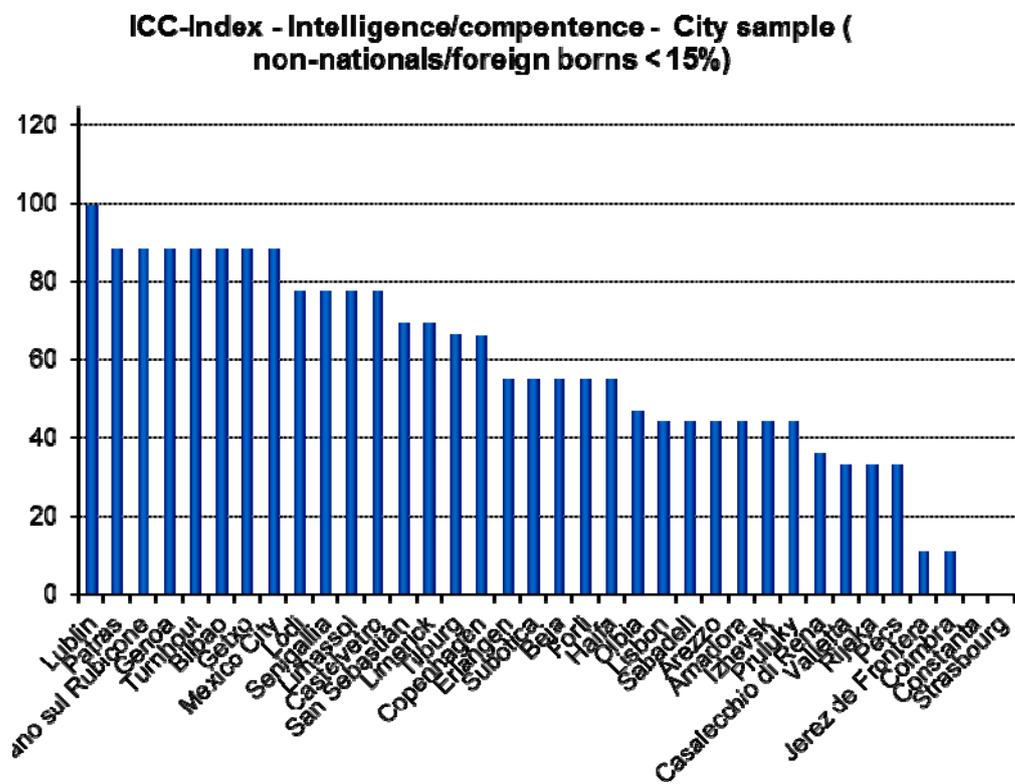
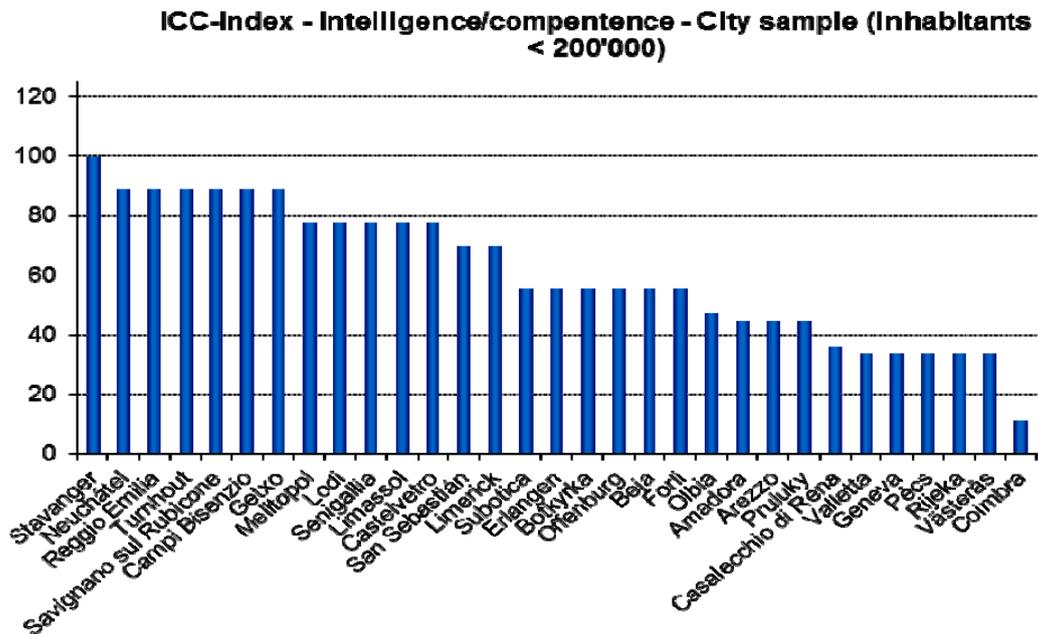
For instance, the Island Council of Tenerife (the Canary Islands, Spain) conducts co-development and cooperation projects, especially with territories on the west coast of Africa, such as Morocco, Cape Verde and Senegal. Thus, the project "En la misma dirección" (in the same direction) involves a working group, composed of representatives of different immigrant associations (African as well as Latin-American), whose main task is to ensure co-development.

The Portuguese city of Santa Maria de Feira is planning the launch of an online platform that will link local business owners of all backgrounds with the Portuguese diaspora and with the countries of origin of local immigrants. The launch of this platform is the culmination of a number of initiatives that reach out through business partnerships.

²⁴ See, for example : Basque culinary center <http://culinaryconnection.bculinary.com/en/home> ; Donostia International Physics center: <http://dipc.ehu.es/index.php>; Basque Center on cognition, brain and language <http://www.bcbl.eu/?lang=en> ; CIC nanogune: <http://www.nanogune.eu/en> ; DSS 2016: <http://www.donostiasansebastian2016.eu/web/guest/comunicacion/noticias>

²⁵ Further information at: <http://www.fomentosan Sebastian.org/en/networks-andcollaboration/european-and-international-networks>; <http://www.fomentosan Sebastian.org/talenthouse/>

12. Intelligence and competence policies



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

The attainment rate of San Sebastian's intelligence and competence policy goals is slightly higher than the city sample's: 69% of these goals were achieved in 2014, against 89% in 2011, while the city sample rate for the intelligence competence policy is 62%.

San Sebastian has adopted different initiatives in this policy area. Firstly, information regarding diversity and intercultural relations is occasionally mainstreamed to inform the City Council's policy formulation process. For instance, in 2014 the results of a 2013 survey on diversity and intercultural relations were mainstreamed to different departments of the City Council.

Furthermore, the city conducts surveys to find out how inhabitants perceive migrants and minority groups. It promotes the intercultural competence of its officials and staff through training courses.

To build up on the existing intelligence and competence policy initiatives, we encourage San Sebastian to mainstream information about diversity and intercultural relations to inform the city when formulating new initiatives, on a regular basis.

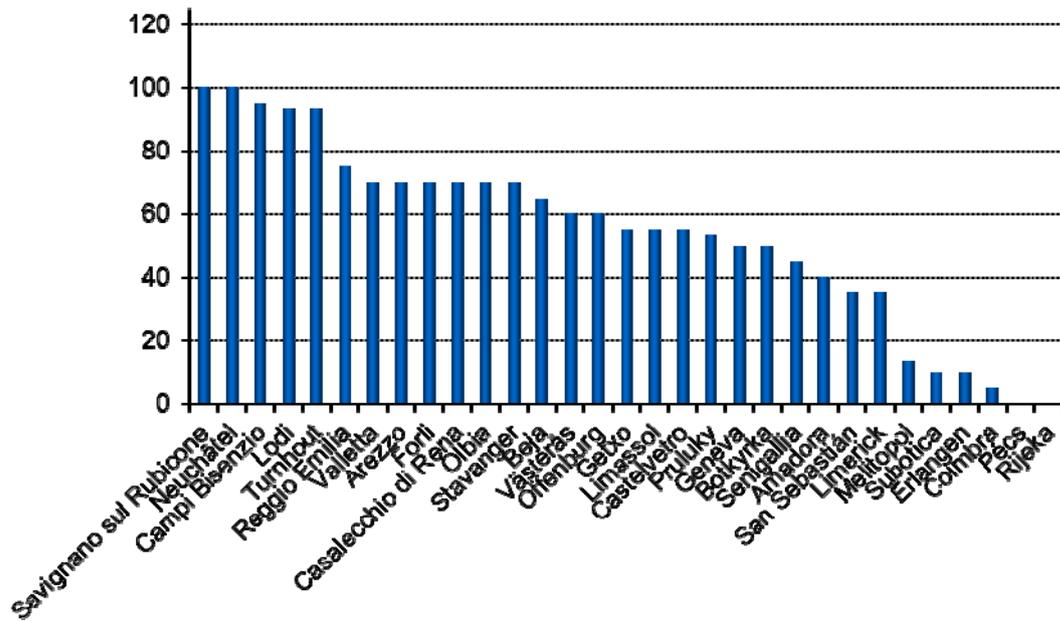
In the Swiss canton of Geneva, for instance, the Office for the Integration of Foreign Residents runs internship programs. The aim is to contribute to the professional development of candidates in the field of cantonal government and integration.

San Sebastian may also wish to further explore promoting the intercultural competences of the city's officials and staff through interdisciplinary seminars and networks.

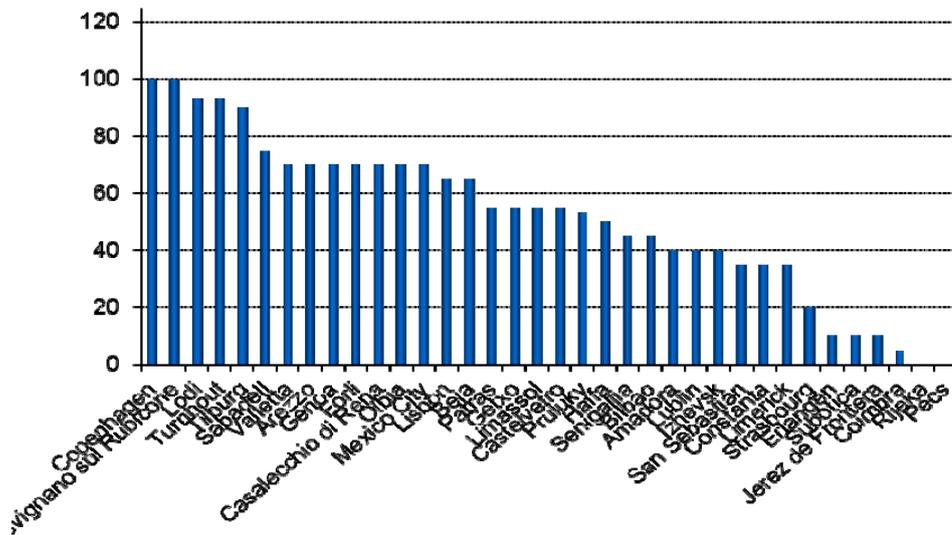
For example, the city of Bergen offers intercultural communication courses not only to its staff but also to other public and private sector workplaces.

13. Welcoming policies

ICC-Index - Welcoming new arrivals - City sample (inhabitants < 200'000)



ICC-Index - Welcoming new arrivals - City sample (non-nationals/foreign borns < 15%)



People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-coordinated and delivered effectively will have a significant impact on how the person settles and integrates.

San Sebastian's welcoming policy goal achievement rate for 2014 is considerably lower (35%) than the city sample's attainment rate for these goals (55%) and its own rate in 2011 (50%).

San Sebastian has published a comprehensive package of information to aid newly arrived foreign residents. The city provides support tailored specifically to family members and migrant workers. We invite San Sebastian to extend its welcome support to other categories, such as students and refugees.

San Sebastian may wish to further ameliorate its welcoming policies by setting up a designated agency to welcome newcomers.

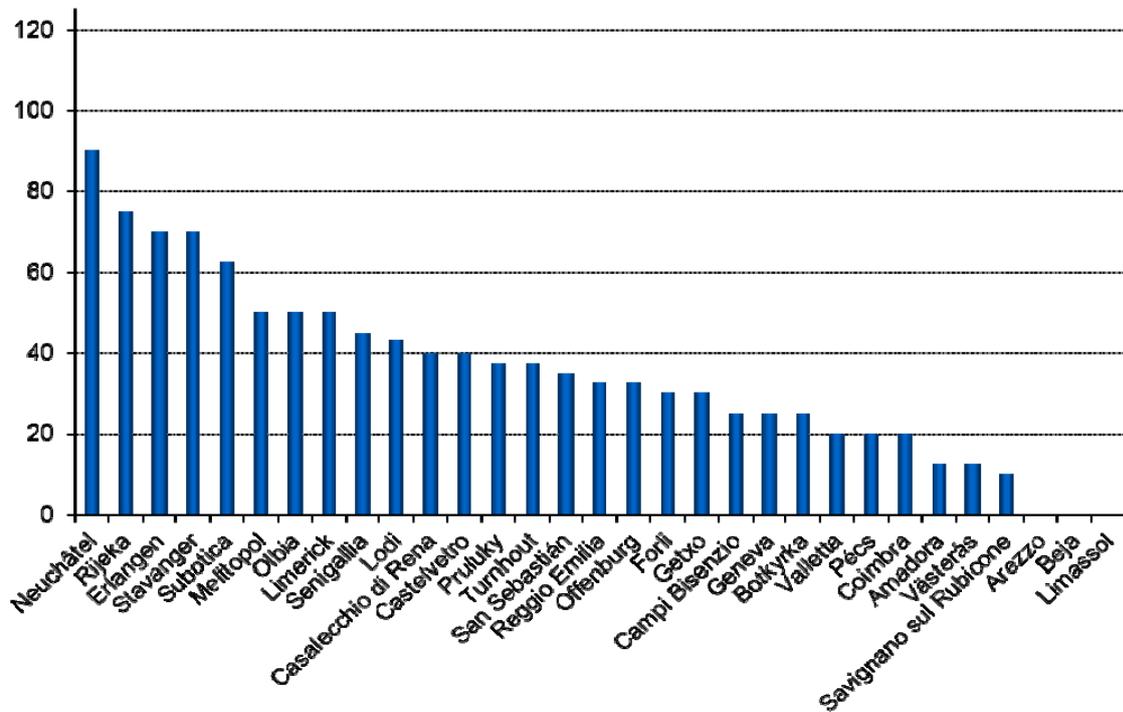
In Hamburg (Germany), for instance, the municipality has set up a Hamburg Welcome Center, which provides legal advice on immigration to foreign executives, experts, scientists, self-employed individuals and their families.

Noteworthy, one of San Sebastian's goals for 2014 is to set up a public ceremony to greet newcomers in the presence of officials.

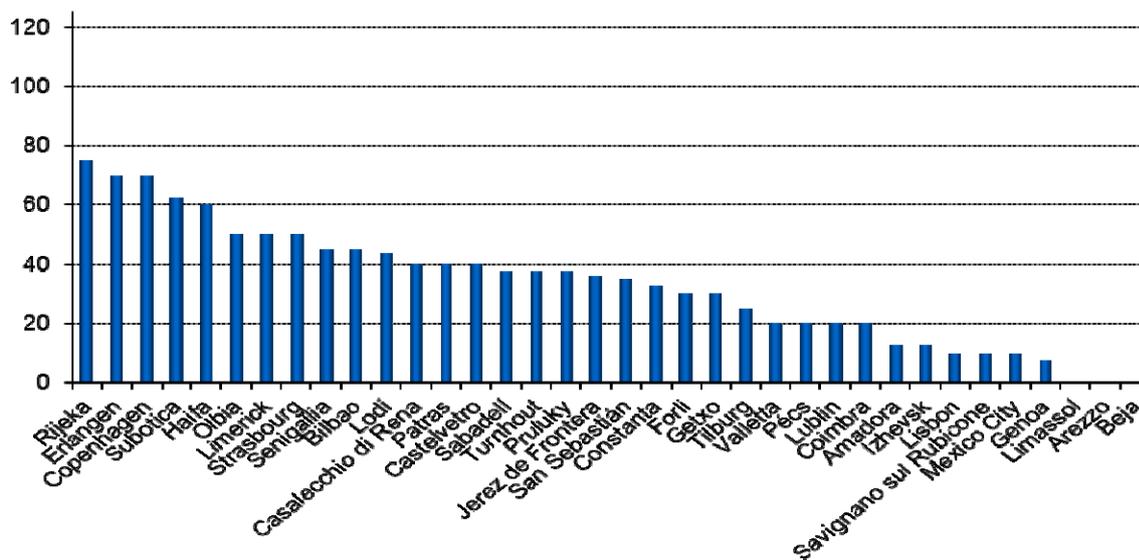
On this point, we draw the city's attention to a welcoming initiative implemented by Tilburg's city council (the Netherlands). Here, each new migrant resident has to follow the integration programme, which is a combination of getting work and courses about the Dutch language, history, culture, etc. Each month there is a special ceremony in the town hall for the people who passed the exams of the integration programme. Each month the alderman can congratulate about 30 people. Once a year, a great party is organised by the municipality for all new residents.

14. Governance policies

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



ICC-Index - Governance - City sample (non-nationals/foreign borns < 15%)



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

In 2014, some 35% of San Sebastian's governance policy goals were achieved, which is equivalent to the city sample's attainment rate for these goals. Positively, this is higher than San Sebastian's achievement rate in 2011 (25%).

In San Sebastian, foreign nationals can vote in local elections after five years of residence or more. There is an advisory body involving migrants/minorities as well as relevant public institutions, organisations and experts.

The local government may wish to further explore possible governance policies by ensuring that the ethnic background of elected politicians mirrors the city's diverse population. An inspiration is the Black Vote initiative in Liverpool, UK. Here, young migrants are allowed to shadow established local politicians in order to learn what the job is about and to encourage them to participate in politics as well.

It would also be valuable to set up a standard for the representation of migrants and minorities in mandatory boards supervising schools and public services. For instance, in Subotica (Serbia), the Municipal Council for Interethnic Relations established a Board of Parents in one of the neighbourhoods, Peščara, where 500 Kosovo Roma had settled. This board allows parents, including these of Roma origin, to have representatives at school.

We also encourage San Sebastian to encourage participation among migrants/minorities. Bergen, for instance, conducts a campaign before every election in order to encourage people with migrant background to participate. The city works with migrant communities to inform them about their rights and the election. There are also debates with leading politicians on topics chosen by migrant organisations.

Finally, it is commendable that San Sebastian has a specific service that advises and supports victims of discrimination and provides grants to civil society organisations that play this role. We would recommend that the city runs anti-discrimination campaigns on a more regular basis.

15. Conclusions

The results of the current ICC Index assessment show that San Sebastian performs better than other cities in some policy areas, such as cultural and civil life, language, international outlook, intelligence and governance. On the other hand, San Sebastian underperforms in the policy areas of commitment, education, neighbourhood, public service, business and labour market, public space, mediation, media and welcoming.

In view to the above, we invite San Sebastian to make greater effort in the policy areas detailed below.

16. Recommendations

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

- **Commitment:** adopt an intercultural strategy and action plan and establish a process for their evaluation; finalise its official webpage to communicate the city's intercultural integration strategy and intercultural statement; conduct initiatives on a more regular basis to acknowledge and honour citizens and organisations for their contribution to interculturalism in the local community.
- **Education:** increase the level of ethnic/cultural mixing in local schools; ensure that the ethnic background of teachers reflects the composition of the city's population; support local schools to carry out intercultural projects; make more efforts to involve parents from migrant/minority backgrounds in daily school life.
- **Neighbourhood:** develop a policy to encourage people from different ethnic backgrounds to meet and interact within the neighbourhood; adopt a policy to increase the diversity of residents in the neighbourhoods and prevent ethnic concentration.
- **Public services:** lay down a targeted recruitment strategy to ensure that the ethnic background of public employees across silos reflects the composition of the city's population; support intercultural mixing in the private sector labour market; expand the city's offer of services tailored to the ethnic and cultural background of all citizens, by creating of women-only sections or times in sport facilities and providing funeral/burial services.
- **Business and labour market:** adopt a binding document to outlaw discrimination in employment; set up a business umbrella organisation to promote diversity and non-discrimination in the workplace; encourage ethnic/cultural minorities businesses to move beyond "ethnic niches" into the main stream and higher value added sectors; promote 'business districts/incubators' facilitating interaction and joint ventures between entrepreneurs from different backgrounds; give priority to companies with a diversity strategy in the municipality's procurement of goods and services.
- **Cultural and civil life:** regularly organise events and activities in the fields of arts, culture and sport, as well as public debates and campaigns around the topics of diversity and living together; consider increasing the percentage of grants to associations and initiatives based on the criterion of interculturalism.

- **Public space:** take into account the diversity of residents when designing and managing new buildings and spaces; propose different methods and places of consultation for the inhabitants when reconstructing an area; reduce ethnic concentration in the identified areas; promote intercultural mixing in museums, playgrounds and squares.
- **Mediation and conflict resolution:** provide intercultural mediation services in the streets and neighbourhoods; establish an organisation dealing specifically with interreligious relations; encourage the setting up of a state-run mediation service and of an intercultural mediation service run by a civil society organisation.
- **Language:** teach migrant and minority languages, other than Basque, as part of the regular curriculum in schools; offering learning migrant/minority languages as a regular language option available to everyone; support private sector institutions providing language training in migrant/minority languages; consider supporting media initiatives in languages other than Spanish or Basque; enhance the promotion of migrant and minority languages.
- **Media:** develop a media strategy to improve the visibility of migrants/minorities in the media; monitor the way in which the media portray minorities; provide support for advocacy, media training and mentorship for journalists with minority backgrounds.
- **International outlook:** initiate projects and policies to encourage co-development with the countries of origin of San Sebastian's migrant groups.
- **Intelligence and competence:** mainstream information about diversity and intercultural relations to inform the city when formulating new initiatives; promote the intercultural competences of the city's officials and staff through interdisciplinary seminars and networks.
- **Welcoming:** establish an agency to welcome newcomers; extend the provision of welcome support to students and refugees; set up a special public ceremony to greet newcomers in the presence of city's officials.
- **Governance:** encourage participation among migrants/minorities; establish standards in the representation of migrants/ minorities in mandatory bodies which supervise schools and public bodies; take measures to ensure that the ethnic background of elected politicians mirrors the city's diverse population.

To this end, San Sebastian 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.²⁶

²⁶ http://www.coe.int/t/dq4/cultureheritage/culture/Cities/guidance_en.asp