



Logroño: Results of the Intercultural Cities Index

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A comparison between 70 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 73 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*), Castellón (*Spain*), Castelvetro (*Italy*), Coimbra (*Portugal*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*), Forlì (*Italy*), Fucecchio (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Haifa (*Israel*), Hamburg (*Germany*), Izhevsk (*Udmart Republic, Russia*), Jerez de la Frontera³ (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), Lisbon (*Portugal*), Lodi (*Italy*), Logroño (*Spain*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Ravenna (*Italy*), Reggio Emilia (*Italy*), Reykjavik (*Iceland*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), San Giuliano Terme (*Italy*), Sabadell (*Spain*), Sechenivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone⁴ (*Italy*), Valletta (*Malta*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 40 have less than 200,000 inhabitants and 40 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 Logroño (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).

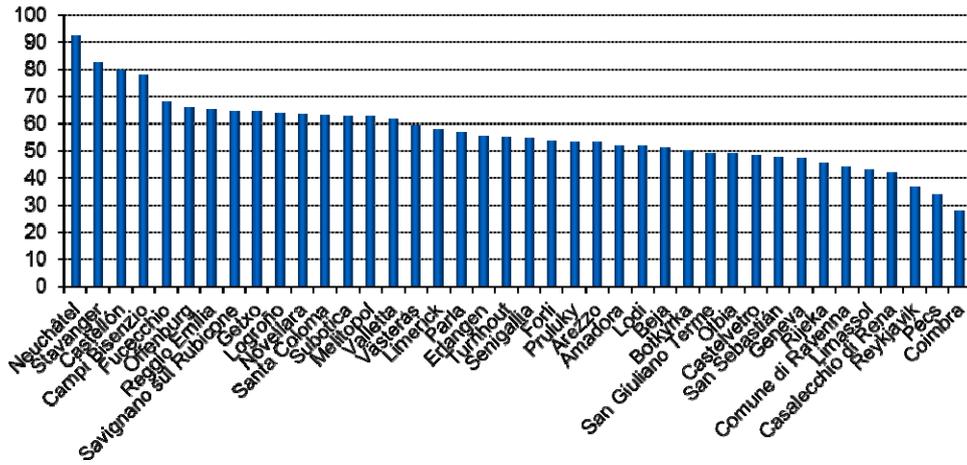
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

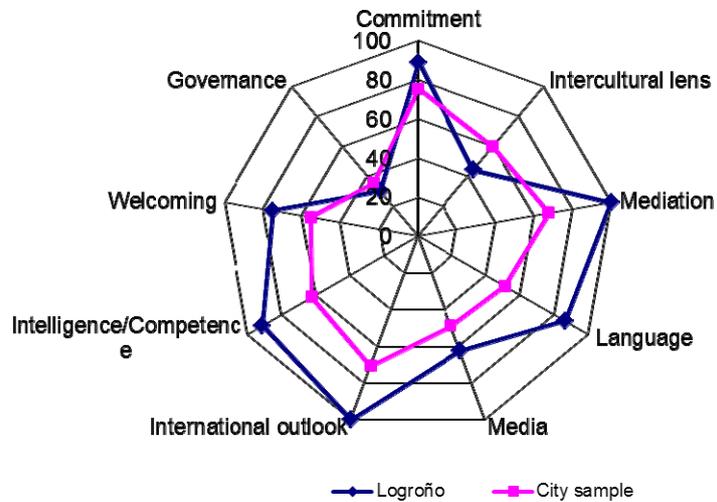
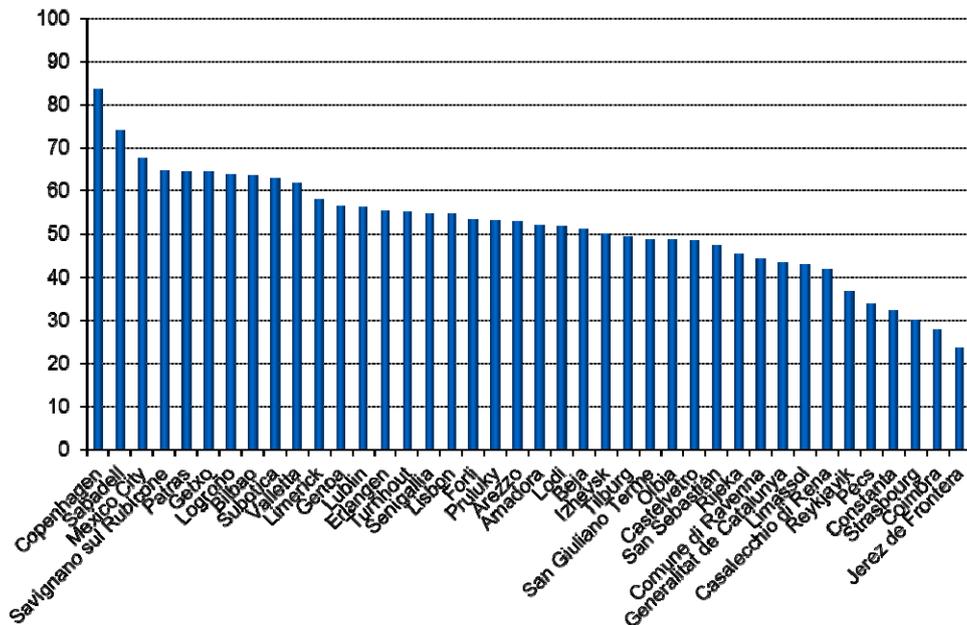
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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.

According to the overall index results, Logroño has been positioned 28th among the 73 cities in the sample, with an aggregate intercultural city index of 64%, the same score registered by Bilbao (Spain) and only one point below the cities of Rotterdam (the Netherlands) and Bergen (Sweden). Logroño has been ranked 10th among cities with less than 200,000 inhabitants and 7th among cities with less than 15 per cent of foreign-born residents.

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



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



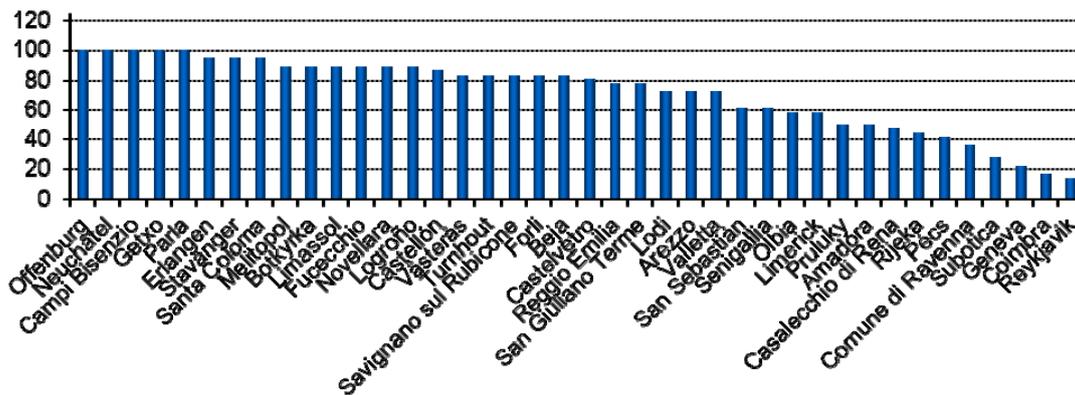
Logroño – An overview

Logroño, capital of the autonomous community of La Rioja, is a city in the north of Spain. Its population counts 151.444 inhabitants (1 January 2015) and it's made up of 75,98% of Spanish born and 24,02% of foreigners.

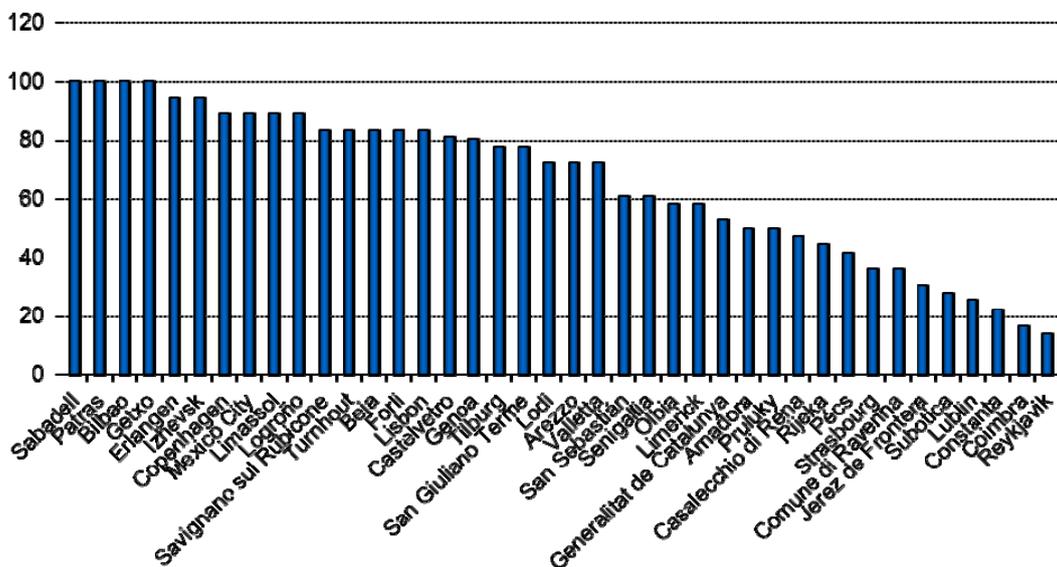
Among the foreigners, the biggest group is Romanian (3,98% of the total population), followed by Colombian (2,56%), Moroccan (2,19%) and Pakistani (1,76%).

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 Logroño's commitment policy goals is higher than the city sample's⁵: 89% of these goals were achieved, while the city sample's rate for commitment policy is 75%.

Logroño has adopted a public statement as an intercultural city, in the form of the institutional declaration "Agreement for an Intercultural Living Together" signed on May 7th, 2015 by all parliamentary groups. At the moment a campaign to win the adhesion of all social and citizens representations is carried on. The city is also elaborating an intercultural strategy, "Intercultural Logroño: step by step". An action plan has been written and a budget associated to the goals. An evaluation process is also present, based on three different levels of assessment.

A cross-departmental co-ordination structure for the intercultural strategy has been set up: the governance of the plan is structured in 3 system of coordinated management (institutional, technical and at the citizens level) and each of these levels established an organ where all the departments/technical officers with experience and interest in intercultural issues, have a seat.

Since 2015, official speeches and communications by the city often make reference to the intercultural commitment

Even if any means of acknowledging is provided to local citizens who have done exceptional things to encourage interculturalism in the city, the idea to organize one, is envisioned.

2. Education⁶ policies through an intercultural lens

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

The analysis shows that Logroño's education policy achievement rate (35%) is lower than the city sample's rate (66%).

In the majority of the local primary schools almost all pupils are coming from the same ethnic background and no policy to increase the mix is carried on.

The ethnic background of teachers in schools doesn't reflect the composition of the city's population.

Only some schools are making strong efforts to involve parents from ethnic minority/migrant background in school life. On the other hand, most local schools often carry out intercultural projects, such as drawing contests, promotion of intercultural understanding and the "Day of diversity".

⁵ The term "city sample" refers to the weighted average of the 61 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

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

Logroño should act to ensure that the teachers' background reflects the composition of the general population: in Stavanger, for example, even if the permanent teaching staff in public schools does not reflect the ethnic composition of the population, the City has hired a broad team of mobile teachers with multilingual competence that provide mother-tongue tuition and dual-language subject training.

Furthermore, a sponsorship scheme administered by the National Centre for Intercultural Learning allows Stavanger to stimulate minority teachers to gain further education so as to qualify for a permanent position in Norwegian schools. The goal is to employ more multilingual teachers in the regular schools and thus have a teaching community who is ethnically more in step with the pupils. Since 2010, eight teachers have been sponsored by the scheme and three are currently on a further education pathway.

Other cities, such as Hamburg, could also be an inspiration in relation to intercultural education. In the German city, more than 20 teachers of different schools are participating in the pilot-project "qualification for intercultural coordinators" in order to become intercultural change managers in their schools. They all work on intercultural school projects. Finally, about 200 teachers of different schools participate regularly in the "intercultural fair" of the department of intercultural education and are part of the intercultural "exchange forum" at the teacher training institute in order to get new ideas for intercultural projects in their schools.

3. Neighbourhood policies through an intercultural lens⁷

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.

According to the answer given, 70% of Logroño's goals were achieved. A higher rate than the cities' sample, which reaches only 64%.

In 72 out of 104 neighbourhoods, the Spanish population accounts for more than 80% of the inhabitants, in the remaining 32, the foreigners go beyond 20%, in none of them this share is more than 30% and but Spanish inhabitants are still the majority in all the neighbourhoods.

The city promotes the organization of activities to strengthen the links between neighbourhoods as for example the Day of Diversity, Walking Together (Paseo de Convivenca), World Coffee and the Days of Intercultural Dialogue.

No need is felt to increase the mixing of the residents and no policy is considered in this regard.

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

For the last 5 years, the city has carried on the Intercultural Community Intervention project for the most diverse residential zone (Barrios de San José y Madre de Dios). This project, sponsored by la Caixa, aims at build skills within the society to face the opportunities as well as the issues deriving from diversity within the neighbourhood. It also aims at prevent and revert intercultural conflicts.

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 Logroño's public services policy achievement rate (25%) is much lower the city sample rate (44%).

According to the answers provided in the survey, the ethnic background of public employees does not reflect the composition of the city's population and no recruiting policy is considered to modify the situation.

Also, the city does not take any action to encourage intercultural mixing and competences in private sector enterprises.

Finally, Logroño provides a number of the services listed in the Intercultural cities index and more, which are tailored to the needs of the ethnic/cultural background of its citizens: funerals/burials, school meals, service of intercultural and linguistic mediation, assistance in the family reunification process, adaptation of the community services during Ramadan or other celebrations.

In spite of the legislative constrains that are reducing the recruitment pool for public employment to Spanish citizens only, Logroño might explore the initiatives of Copenhagen (Denmark) and Berlin (Germany). Thus, the Copenhagen administration offers paid internships to people with minority backgrounds, for instance, on condition that they master a certain language. In Berlin, the recruitment campaign 'Berlin braucht dich' (Berlin needs you) programmed for 2006-2012 aims at diversifying the Senate's workforce by promoting traineeship opportunities and raising awareness of migrant associations and parents. As a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

Finally, the city could continue to expand the services tailored to the needs of the ethnic/cultural background of its citizens, such as women only sections or times in sports facilities.

Interesting example, in this sense, is Copenhagen, where the Commission for Culture and Leisure has been supporting organisations which, through the Network for Girls and Women Swimming, provide swimming facilities for women only, in a number of city areas. Some 10 volunteer associations organise activities for girls/women alone, such as swimming, dance or gymnastics, on a weekly basis. The Department for Culture and Leisure provides free sports facilities, funding and advice for these associations.

5. Business and labour market policies through an intercultural lens

Logroño's business and labour market policy indicator is lower (in fact 0%) than the city sample's rate for business and labour market policy (42%).

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

The city is not deploying actions to encourage business from ethnic minorities to move beyond ethnic economies and enter the mainstream economy and higher value-added sectors.

Logroño might wish to ameliorate its business policies encouraging the creation of an umbrella organization that promotes diversity and fight discrimination.

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

Finally, in Lodi, a Business Project integrated desk for immigrants, was created to aid ethnic minorities to move beyond ethnic economies and enter the mainstream economy and higher value-added sectors.

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

Logroño's cultural and civil life policy goal achievement rate is slightly lower (75%) to the city sample's rate (79%).

Interculturalism is used as a criterion when allocating around 10% of the grants to associations and initiatives, as priority is given to actions that favour the citizens' integration as well as promote the mutual knowledge and living together.

The city is sometimes organizing specific events and activities in the fields of arts, culture and sports for encouraging people from different ethnic groups to

mix, even if they recognize to use a multicultural approach more than an intercultural one.

Notwithstanding, some local associations organized activities involving people from different cultures by choosing local and mutually interesting topics as for example "Arts illuminating spaces" or "Social responsible neighbourhoods".

Finally the composition of numerous teams from a number of sports and categories, all at high level (basketball, handball, football, athletics) reflect the interculturality of the city.

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 Logroño's public space policy goals is slightly lower than the sample city's: 60% of these goals were achieved, while the sample city rate for public space policy is 67%.

No areas in the city seems to be dominated by one ethnic group and there are no areas which are reputed as 'dangerous'.

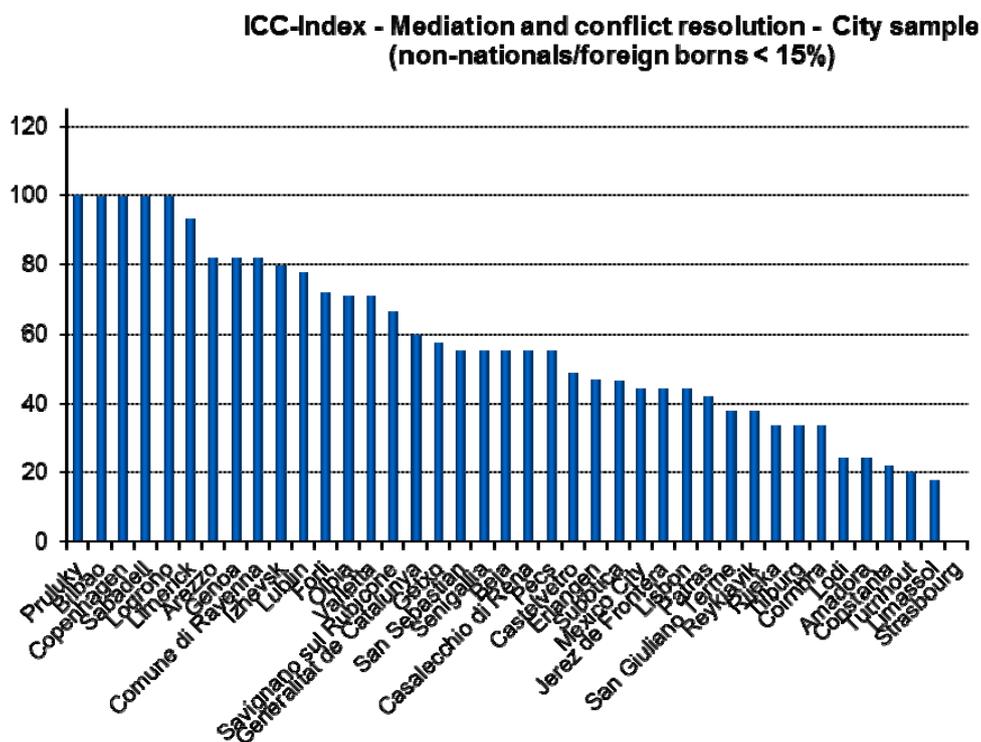
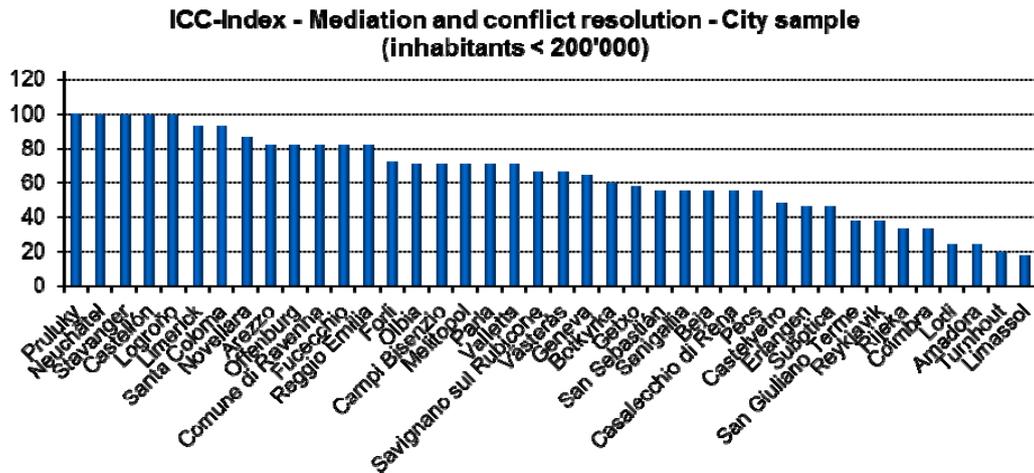
Actions to encourage intercultural mixing are taken in libraries, museums, playgrounds, squares as well as during celebrations.

We invite Logroño to build upon its existing public space initiatives by considering and consulting its citizens when designing buildings and reconstructing an area.

An interesting initiative has been implemented by the city of Reggio Emilia, where, in the framework of the pact for the requalification of the railway station's zone, an outreaching action for interviewing and talking with people living and working in the zone has allowed the consultation of more than 180 people.

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

8. Mediation and conflict resolution policies



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

The analysis shows that Logroño's mediation and conflict resolution policy achievement rate is the maximum (100%), while the city sample's rate is 68%.

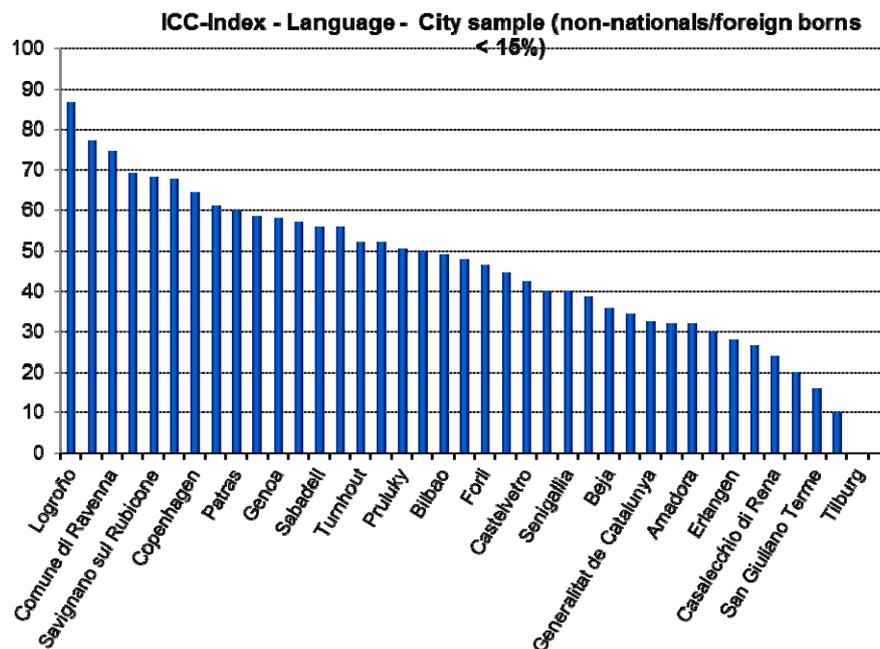
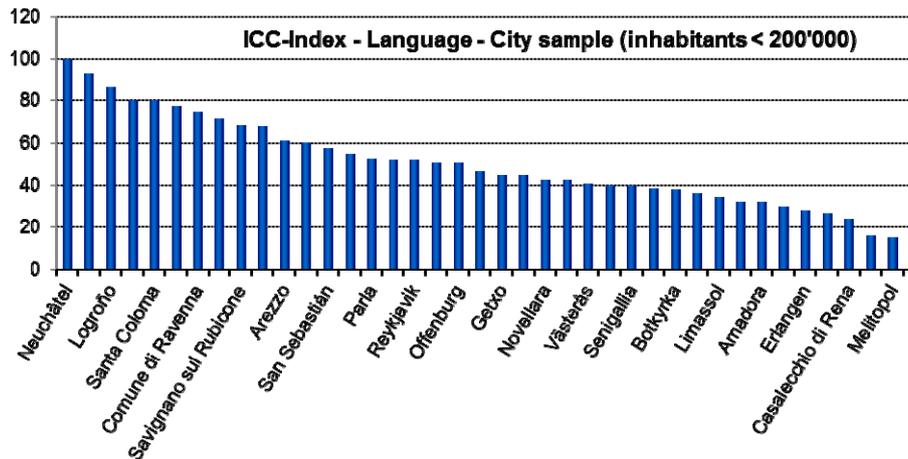
The city provides a municipal mediation service devoted to intercultural issues, as well as a service of intercultural mediation managed by a civic organization.

"Logroño entre todos" in particular is acting to involve more migrants' civic associations in the mediation process.

These services are provided within specialized institutions (hospitals, police, youth centres,..), in the city administration and in the streets, actively meeting the inhabitants.

An organization for inter-religious relations, the Commission of Inter-religiosity is active in the city.

9. Language⁸



Logroño's language policy achievement rate is higher (87%) than the city sample's rate (51%).

⁸ 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)

The city is providing specific language training for hard-to-reach groups, the possibility of learning migrant languages as part of the regular curriculum in schools, learning migrant languages as a mother tongue course for migrant kids only and learning migrant languages as a regular language option available to everyone. The city also supports private and civic sector institutions providing language training in migrant languages.

The municipality is also supporting financially a newspaper in urdù.

Finally activities to promote the image of minorities' languages are organized, as, for example, the literature contest " Cartas de Babel".

The city deploys some actions aiming at a positive image of migrants, such as the campaign on the treatment of immigration issues in journalism "Immigrazionalismo".

An agreement with media is part of the Action Plan for Intercultural Living Together for a more responsible treatment of diversity in the news.

The city, together with Red Acoge and the Council for the Promotion of Equality and Non Discrimination, is also monitoring the way in which minorities are portrayed in the local media. Recommendations are also sent to journals, especially when the news seems to be treated in a discriminatory way.

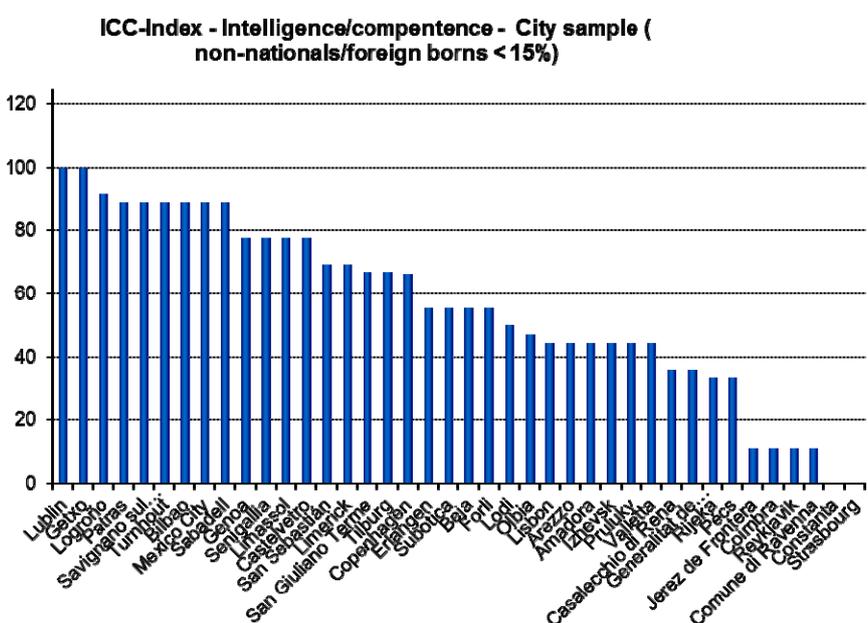
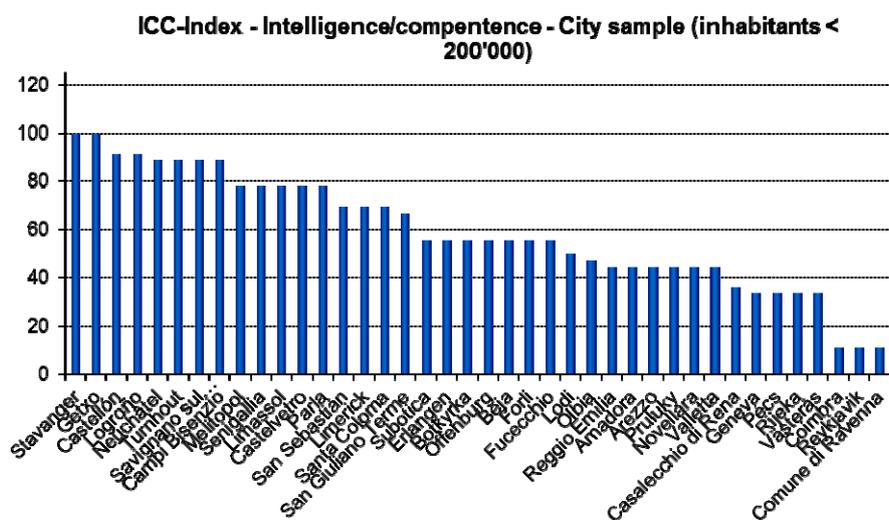
The municipality may wish to build on these practices by providing advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Reggio Emilia, which is providing training activities, with the help of the reporters of the Fondazione Mondinsieme, that are free and open to everyone, in order to give the citizens the tools to critically analyse the present and eventually join the group of the reporters.

The city has put into practice an explicit policy to encourage international co-operation associated with a specific financial provision. An agency specifically responsible for monitoring the development of the international relations of the city has been set up.

The municipality supports local universities in order to attract foreign students and it is ensuring that foreign student populations take an active part in the city life.

Finally, the city is encouraging co-development projects with migrant groups' countries of origin.

12. Intelligence 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 model of behaviour on all situations.

The attainment rate of Logroño's intelligence competence policy goals is higher than the city sample's: 91% of these goals were achieved, while the city sample rate for intelligence competence policy is 62%.

The city promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information and networks.

The city is also conducting surveys regarding immigration. A joint project with the University of La Rioja to realize studies about the perception of interculturalism in the city is envisioned in the Action Plan.

In Logroño the welcoming of newcomers is entrusted to the immigrants' associations.

The city has implemented a comprehensive city-specific package of information for newly-arrived residents and provides tailored support for different groups such as family, refugees, students, migrant workers and temporary residents.

The city is not organising a special public ceremony to greet newcomers in the city.

On the other hand, different associations and individuals, as well as technical staff is involved in the Round tables that are managing the Action Plan.

Sometimes initiatives for encouraging migrants to engage in the political life are organized.

The local government may wish to further explore possible governance policies by establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

16. Conclusions

The results of the current ICC Index suggest that in Logroño there is still room for improvement in the intercultural policies. The municipality could identify useful insights and examples from other cities in the field of education, public services, business, public spaces and governance practices.

On the other hand, Logroño's achievements in the area of commitment, neighbourhood policies, mediation, language, media, international outlook, intercultural competences and welcoming are higher than the city sample.

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

17. Recommendations

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

- **Education:** Logroño might consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools and by considering actions to involve parents from minority backgrounds in the school life of children.
- **Public services:** Logroño may wish to lay down a specific recruitment strategy to ensure that the ethnic background of public employees at higher level mirrors that of the city's inhabitants. Actions to encourage mixing in the private sector should also be considered.
- **Business and labour market:** Logroño may wish to ameliorate its policies in this field by setting up an umbrella organization and a charter against discrimination. It may be also interesting to give priority to companies with a diversity strategy in the procurement of goods and services.
- **Public spaces:** Logroño may wish to take into account the population diversity and involve citizens from different ethnic/cultural background in

the design and management of new public buildings or spaces, as well as when dealing with the reconstruction of areas.

- **Media:** Logroño may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds.
- **Governance:** Logroño may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration and by establishing a standard for the representation of migrant minorities in mandatory bodies supervising schools and public services

Logroño 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 database⁹.

⁹ http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp