**Cartagena: Results of the Intercultural Cities Index**
Date: April 2015
A comparison between more than 60 cities[1]

## 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 70 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 de la Plana[2] *(Spain),* Castelvetro di Modena[3] (*Italy*), Coimbra (*Portugal)*, Constanta *(Romania)*, Copenhagen (*Denmark*), Donostia-San Sebastian[4] (*Spain),* Dortmund *(Germany)*, Dublin (*Ireland*), Duisburg *(Germany)*, Erlangen *(Germany),* Fucecchio (*Italy*), Forli *(Italy)*, Fuenlabrada *(Spain)*, Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain),* Haifa (*Israel)*, Hamburg *(Germany)*, Izhevsk *(Udmart Republic, Russia)*, Jerez de la Frontera[5] *(Spain)*, the London borough of Lewisham[6] (*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)*, Novellara (*Italy*), Offenburg *(Germany),* Olbia (*Italy),* Oslo *(Norway)*, Patras *(Greece)*, Pécs *(Hungary)*, Pryluky (*Ukraine),* Comune di Ravenna[7] *(Italy),* Reggio Emilia *(Italy)*, Reykjavik (*Iceland*), Rijeka (*Croatia*), Rotterdam *(the Netherlands)*, Sabadell (*Spain*), San Giuliano Terme (*Italy*), Santa Coloma de Gramanet[8] (*Spain),* Sechenkivsky *(District of Kyiv, Ukraine)*, Senigallia (*Italy*), Stavanger (*Norway),* Strasbourg *(France)*, Subotica (*Serbia*), Tenerife *(Spain)*, Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone[9] (*Italy*), Valletta (*Malta),* Västerås *(Sweden)* and Zurich (*Switzerland*).

---

[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 city of Castellón de la Plana is hereinafter referred to as Castellón.
[3] The city of Castelvetro di Modena is hereinafter referred to as Castelvetro.
[4] The city of Donostia-San Sebastian is hereinafter referred to as San Sebastian.
[5] The city of Jerez de la Frontera is hereinafter referred to as Jerez.
[6] The London borough of Lewisham is hereinafter referred to as Lewisham.
[7] The Comune di Ravena is hereinafter referred to as Ravenna.
[8] The city of Santa Coloma de Gramenet is hereinafter referred to as Sta. Coloma.
[9] The city of Unione dei Comuni-Savignano sul Rubicone is hereinafter referred to as Rubicone.

Among these cities, 32 have more than 200,000 inhabitants and 32 have more than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for **Cartagena** (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".
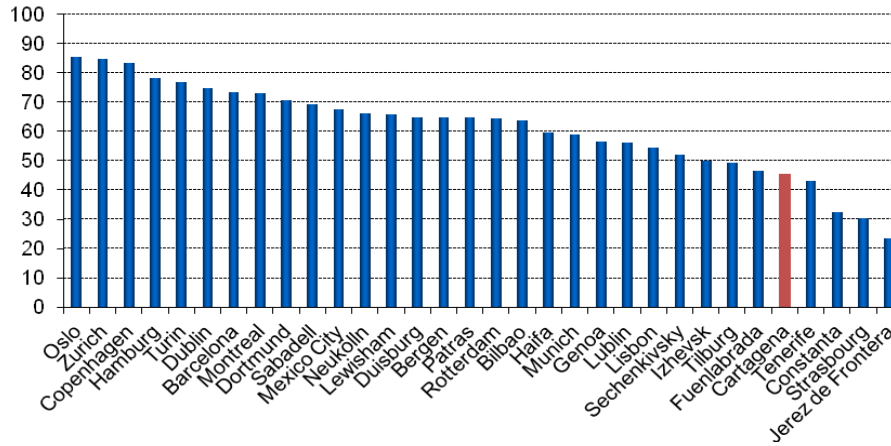
The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach 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.
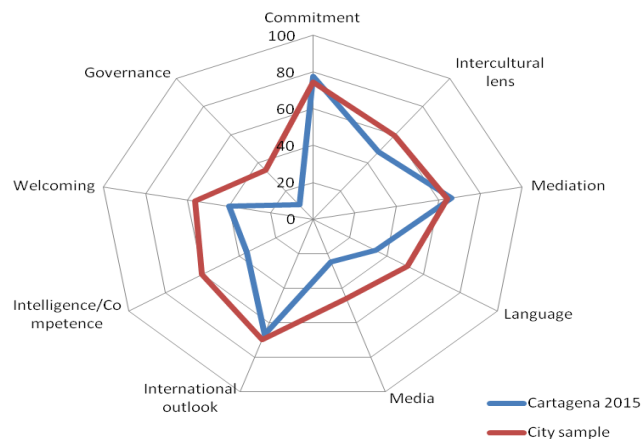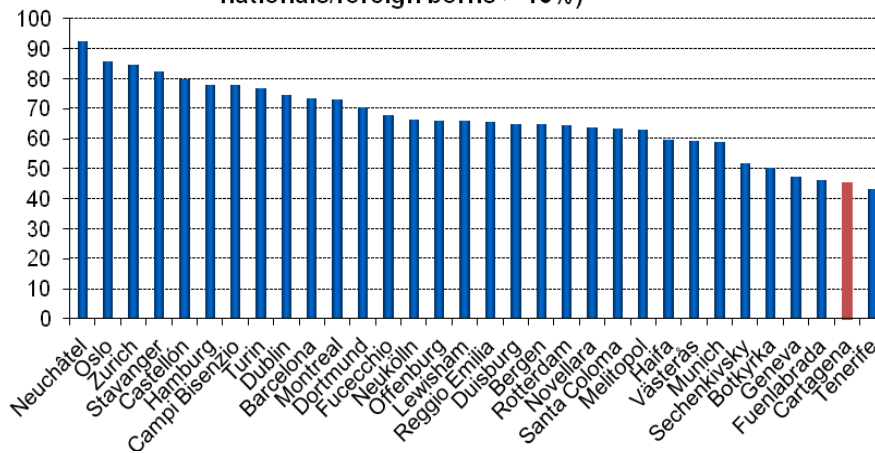
According to the overall index results collected in 2014, Cartagena has been positioned 58th among the 70 cities in the sample, with an aggregate intercultural city index of 46%, similar to the Spanish city of Fuenlabrada, and

between the Swiss city of Geneva (47%) and the Croatian city of Rijeka (45%). Cartagena has been ranked 28th among cities with more than 200,000 inhabitants and 31st among cities with more than 15 per cent of foreign-born residents.

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

Oslo, Zurich, Copenhagen, Hamburg, Turin, Dublin, Barcelona, Montreal, Dortmund, Sabadell, Mexico City, Neukölln, Lewisham, Duisburg, Bergen, Patras, Rotterdam, Bilbao, Haifa, Munich, Genoa, Lublin, Lisbon, Sechenkivsky, Izhevsk, Tilburg, Fuenlabrada, Cartagena, Tenerife, Constanta, Strasbourg, Jerez de Frontera

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

Neuchâtel, Oslo, Zurich, Stavanger, Castellón, Hamburg, Campi Bisenzio, Turin, Dublin, Barcelona, Montreal, Dortmund, Fucecchio, Neukölln, Offenburg, Lewisham, Reggio Emilia, Duisburg, Bergen, Rotterdam, Novellara, Santa Coloma, Melitopol, Haifa, Västerås, Munich, Sechenkivsky, Botkyrka, Geneva, Fuenlabrada, Cartagena, Tenerife

Commitment, Intercultural lens, Mediation, Language, Media, International outlook, Intelligence/Competence, Welcoming, Governance
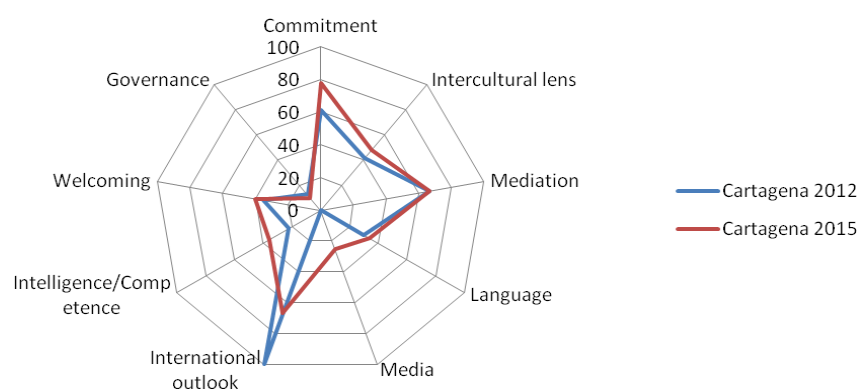
Cartagena 2015
City sample

## Cartagena – An overview

Cartagena is the second-most important city in the region of Murcia, in the southwest of Spain. With a great archaeological value, Cartagena has encountered various cultures and civilizations during its tri-millennial history. The service sector (tourism), industry (chemical and naval) and agriculture are its main sources of employment today.

According to the data of the Municipal Population Register, the town counted 218.528 inhabitants in January 2014, of which 29.372 were of foreign origin, representing a 13.4 % of the total population. The largest minority group in the city originates from Morocco (6.1%). Other minority groups are made up of majorly female nationals from the United Kingdom, Latin America (Ecuador, Columbia, Bolivia) and Eastern Europe (Rumania, Ukraine, Bulgaria). Migrant population represent 13.4% of the city's population[10].
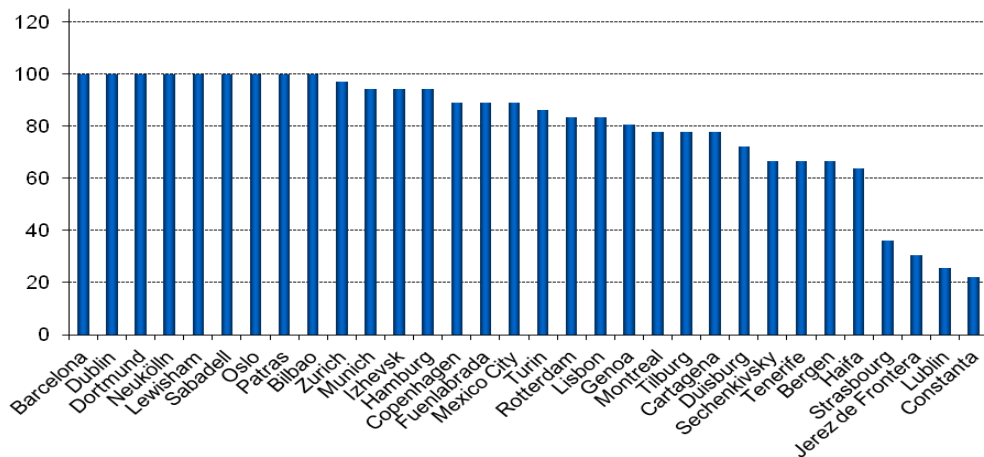
The city council of Cartagena is working on interculturality and diversity management since 1992. It started a joint action with all entities and NGOs in the area, considering that public power needs to undertake actions that foster an adequate coexistence, guarantee attention to new situations and accept competences under the Foreigner Law. The work that was realized by the Cartagena city hall was principally based on promoting measures aimed at integration processes, stabilizing coexistence, intercultural dialogue, social cohesion and development. The Cartagena government adhered and commemorated the European Year against Racism (1997) and the European Year of Intercultural Dialogue (2008) and is working jointly with coordinators at the grass-root level, associations as well as integration and immigrant collectives. It established this work model as one of its principles for intercultural policies. In 2007 the Immigration and Cooperation program was incorporated in the municipal structure to increase dynamism of diversity management in different municipal areas.
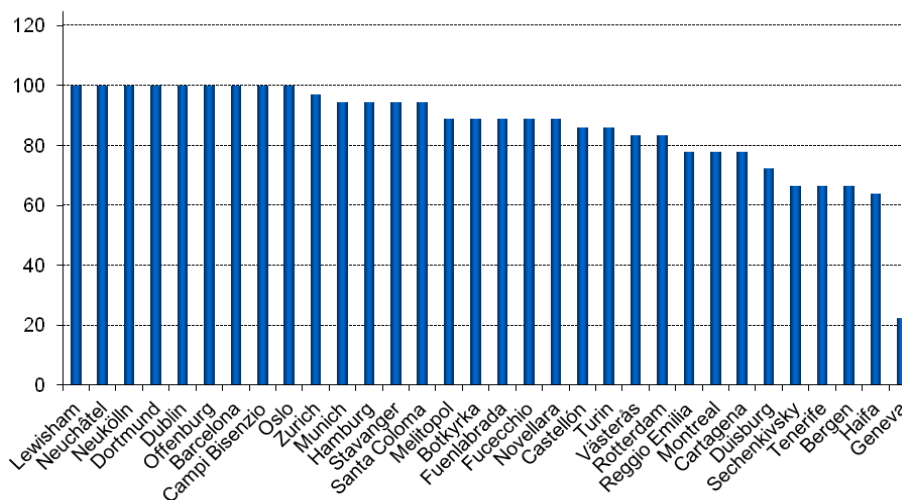


---

[10] Data of the Cartagena City Council available at: http://www.ayto-cartagena.es

## 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 Cartagena's commitment policy goals is higher than the city sample's[11]: 78% of these goals were achieved, while the city sample's rate for commitment policy is 74%.
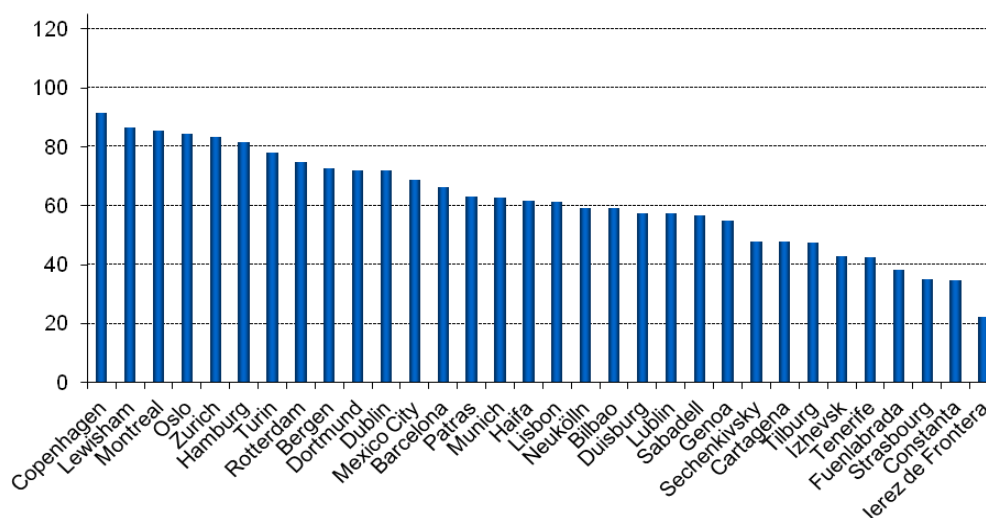
Cartagena has adopted a public statement as an intercultural city and has adopted an intercultural integration strategy. The city has an intercultural action plan. The city has a cross-departmental co-ordination structure for the

---

[11] The term "city sample "refers to the weighted average of the 56 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

intercultural strategy called Programa de Inmmigración (Migrations Programme) and it has an annual evaluation process.

Official speeches and communications by the city often make reference to the intercultural commitment and the city has a website to provide information on diversity and integration topics called Cartagena Diversa (Diverse Cartagena): http://diversa.cartagena.es/

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



## 2. Education[12] 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 Cartagena's education policy achievement rate (45%) is lower than the city sample's rate (66%).

In some of the local primary schools do almost all pupils come from the same ethnic background. The ethnic background of teachers in schools never reflects the composition of the city's population, and some of schools are making strong efforts to involve parents from ethnic minority/migrant background in school life. Different schools of the city, like El Patronato and all education centres in the Los Dolores neighbourhood, are involved in projects and actions to increase the involvement of migrant background's parents in school life. The city also promotes local schools which carry out intercultural projects.

Cartagena does not have a policy to increase ethnic/cultural mixing in schools.

---

[12] 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://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

Cartagena 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 making strong efforts to involve parents from ethnic minority/migrant backgrounds in school life.

A source of inspiration in this regard might be Hamburg. In the German city, fifteen schools belong to the "Schools without Racism" network, and other 5 schools are part of the UNESCO Associated Schools Project Network, all of them carrying out intercultural projects annually. Furthermore, 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. Another inspirational action is promoted by the Norwegian city of Bergen, where its municipality has announced funds to stimulate the collaboration between schools and parents from minority background.

## 3. Neighbourhood policies through an intercultural lens[13]

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.

Cartagena's neighbourhood policy indicators are slightly lower (50%) than the city sample's rate (63%).

In most of Cartagena's neighbourhoods a vast majority[14] of residents comes from different ethnic backgrounds[15], although the vast majority of residents are not from minority ethnic groups. In some neighbourhoods, the Roma population is higher than in the rest of the city. Cartagena encourages residents from one neighbourhood to meet and interact with residents from different ethnic/cultural backgrounds. Since 2013, CEPAIM Foundation and the municipality have been involved in the "Creado Redes" (Networking) project, to promote involvement in associations among migrant population and to link them to local associations.

---

[13] 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.

[14] 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.

[15] 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)

Furthermore, during 2014, two projects funded by the European Integration Fund have been developed to promote coexistence, and in 2015, Cartagena is part of the ICI project lead by La Caixa Foundation. The Communitarian Intercultural Intervention (ICI) project aims to establish a management model for diversity that allows to coordinate and to initiate communitarian processes of social and intercultural cohesion in neighbourhoods.

Cartagena hasn't developed yet a policy to increase the diversity of residents in the neighbourhoods to avoid ethnic concentration.

Cartagena may wish to further explore other initiatives, such the Dutch city of Tilburg, which does not have any area in which only one ethnic group is concentrated. Thus, the Tilburg city initiatives helped break up the concentration of Antillean residents in one area, so as to avoid ghettoization. In view of this, some areas, designated as 'impulse neighbourhoods', received large injections of investment to upgrade the quality of housing and infrastructure. Furthermore, the Tilburg public authorities took measures to involve residents in local decision-making. Thus, the project 'Behind the Front Door' seeks the views of residents, who might otherwise be invisible, on their needs and perceptions of life in the neighbourhood.


## **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 Cartagena's public services policy achievement rate is higher (55%) than 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. The city has not a recruitment strategy to ensure that the ethnic background of public employees mirrors the composition of the city's inhabitants. Non-nationals can seek employment in the local public administration. The city is taking actions to encourage intercultural mixing and competences in private sector enterprises, for instance through promoting corporate social responsibility programmes with the collaboration of ACCEM and CEPAIM Foundation.

Furthermore, the municipality is one of the participants at DELI[16] project funded by the Council of Europe and the European Commission, and which have, among other objectives, the aim to promote social procurement in firms based in the city.

Cartagena provides most of the services listed in the Intercultural cities index which are tailored to the needs of the ethnic/cultural background of its citizens: it offers school meals and burial services as well as health services and women-only sessions for rehabilitation and physiotherapy treatments.

---

[16] Further information at http://pjp-eu.coe.int/en/web/deli

Cartagena may wish to ameliorate by developing a recruitment plan to ensure public employees reflect the ethnic background of the city's population.

We invite the city of Cartagena to consider the following initiatives launched by 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. Such internships may lead to permanent employment. 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.

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

Cartagena's business and labour market policy indicator achievement rate is considerably lower, 25%, than the city sample's attainment rate for these goals, which is 43%.

The Local Development and Employment Agency has taken actions to encourage businesses from ethnic minorities to move beyond ethnic economies and enter the mainstream economy and higher value-added sectors.

Cartagena is now involved in the DELI project, with the specific aim to improve the intercultural dimension of its business and labour market policies. DELI rests on the premise that successful shift to an inclusive and participatory society will require a distinct way of decision-making to negotiate disagreements, build trust among stakeholders and foster a long-term common vision. A major challenge in integration field is cross-sectoral integrated planning and achieving multi-stakeholder consensus for collaborative projects. DELI will help cities develop a flexible public-private dialogue framework that will negotiate and drive policies supporting migrant entrepreneurship and development of migrant-owned SMEs. It offers methods to identify and map key sectors and stakeholders to participate in the integration process, and provides practical guidance and toolkits intended to support cities in creating opportunities for migrants in the private and public sector. DELI involves a city-driven, multi-stakeholder and multi-sectoral five-step process that identifies, assesses and prioritizes opportunities and trade-offs ("supplier diversity" and "responsible business"), as well as appropriate public and private financial mechanisms (diversity procurement strategies). The process will culminate in establishing policy road maps for cities that will support migrants' economic integration.

In the meanwhile, as source of inspiration, Cartagena could look at Oslo (Norway), where 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.

Similarly, the city of Castellón has taken actions to encourage 'business districts' in which different cultures could easily mix. In 2008, the Jaume I University started a 'business incubator' named 'Octágono de la Innovación': human capital is one of the eight main points which make up the "Innovation Octagon".

Likewise, in Amadora (Portugal), the municipality offers the "Amadora Empreende" program, which seeks to identify individual entrepreneurial initiatives by providing the necessary conditions for developing a business idea. Two initiatives, "A Incubadora  11 Quick" (directed at young people aged 18 to 30 years) and "Quem não Arrisca não Petisca" (directed to people in socially vulnerable - women, disabled, immigrants, etc.), are intended as a program of selective support to strengthen projects or to seek for financial support.

## 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

Cartagena's cultural and civil life policy goal achievement rate is lower (69%), than the city sample's attainment rate for these goals, which is 78%.

Interculturalism is used as a criterion when allocating grants to associations and initiatives in Cartagena. The criterion is used in the annual tender for NGOs and organizations that provide social services; and it affects around 30% of allocation funds.

Regularly, the city encourages cultural initiatives to deal with diversity and intercultural relations. The Day of Migrants, for instance, is an example of public events held to promote diversity and living together.

The city also organises, regularly, public debates or campaigns on the subject of cultural diversity and living together. Cartagena also encourages cultural organisations to deal with diversity and intercultural relations in their productions.

Regarding this intercultural lens, an interesting initiative has been implemented by the municipality of Bilbao. Thus, the City Council uses interculturalism as a criterion when allocating grants to associations and initiatives. It is particularly noteworthy that in 2013 alone the City Council allocated over 13% of its budget for grants to intercultural projects. For instance, €50,000 were allocated to awareness-raising and education projects relating to human rights and interculturalism and €110,500 were allocated in education programmes to promote parents associations activities', encounter and dialogue activities in schools, culture and sport initiatives and migrants' welcoming in schools. Other grants support culture and intercultural initiatives, and other funds contribute to help migrants' associations in Bilbao.

## 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.
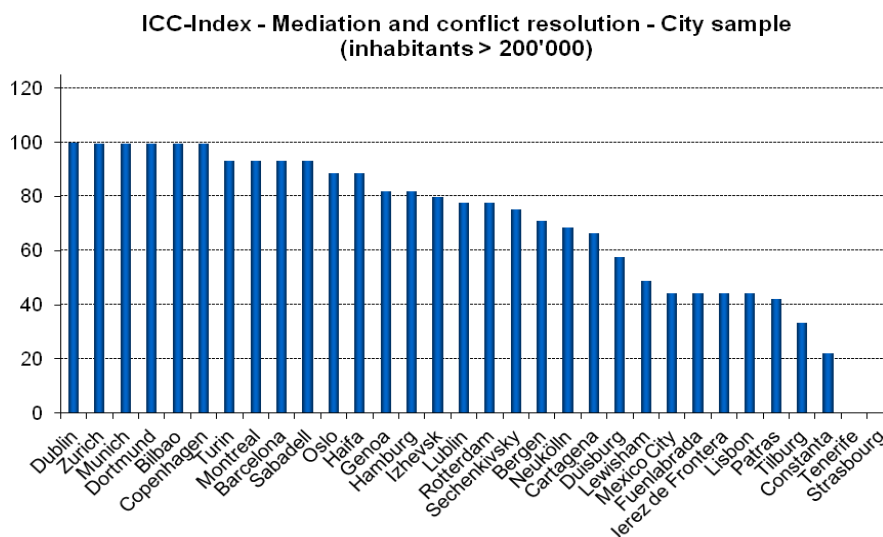
The rate of achievement of Cartagena's public space policy goals is clearly lower than the sample city's: 44% of these goals were achieved, while the sample city rate for public space policy is 64%.

No areas in the city seem to be dominated by one ethnic group. There are some areas in the city which are reputed as 'dangerous' (mainly related to low-level drug dealers), but there is no part of the city in which no-residents feel unwelcome.

The city takes action to encourage intercultural mixing in the Intercultural Centres, which are open centres for youth to spare free time.

When the city authorities decide to reconstruct an area, they propose different forms and places of consultation to reach out to people with different ethnic/cultural backgrounds. As an example, the urban development plan in the San Antón neighbourhood was open to public consultations before being approved. In that sense, we invite Cartagena to build upon its existing public space initiatives, for instance by taking into consideration the ethnic/cultural backgrounds of its citizens more frequently when designing and managing new public buildings or spaces. An interesting initiative has been implemented by the London borough of Lewisham. In Pepys Park young people were invited into the process of designing and making a new playground area. At Ladywell Fields, an area of abandoned meadowland was restored to public use with the involvement of a park user group and the reinstatement of a park warden and a 'Rivers and People Officer'.

## 8. Mediation and conflict resolution policies



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.

The analysis shows that Cartagena's mediation and conflict resolution policy achievement rate is slightly higher, 66%, than the city sample's attainment rate for these goals, which is 64%.
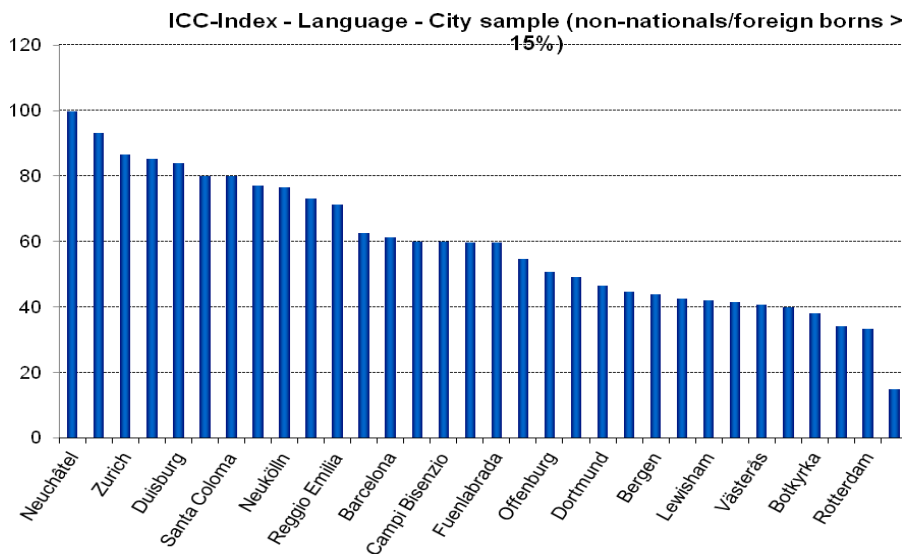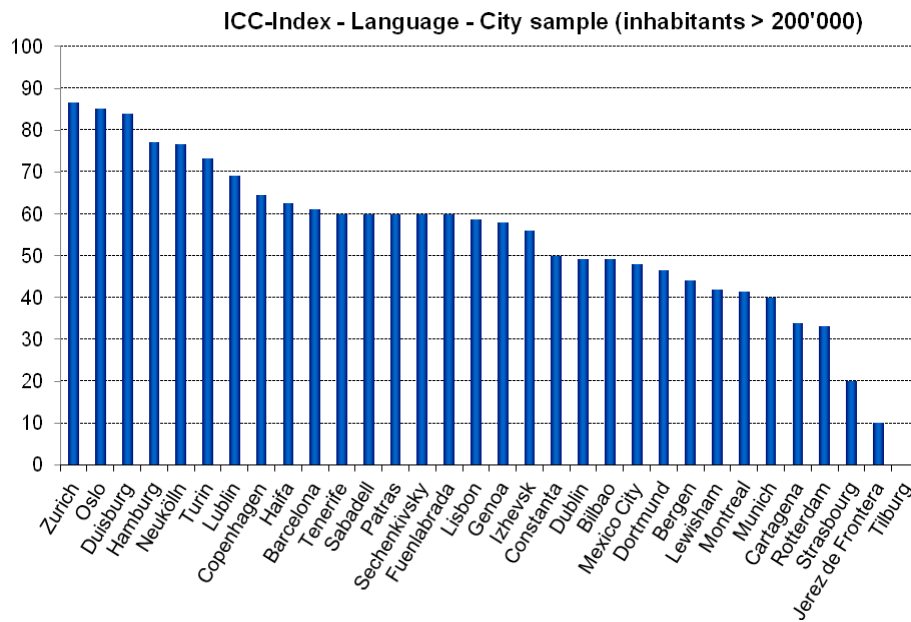
Cartagena has set a mediation service devoted to intercultural issues only.

There is no organization in the city dealing specifically with inter-religious relations.

Intercultural mediation is provided in specialised institutions such as hospitals, police, youth clubs, etc. but also in the city administration for general purposes, in the neighbourhoods and in neighbourhoods associations.

Cartagena may wish to further explore possible mediation and conflict resolution policies. Thus, in Oslo (Norway) 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 localized 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.

## 9. Language[17]

**ICC-Index - Language - City sample (inhabitants > 200'000)**



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



Cartagena's language policy achievement rate is lower (34%) than the city sample's rate (51%).

The city provides specific language training for specific groups[18] and also learning migrant/minority languages as part of the regular curriculum at schools. The city also supports private and civil sector institutions providing language training in migrant/minority languages. The municipality provides grants to

---

[17] 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)

[18] The term makes specific reference to women with care obligations, unemployed people, people with lower educational background, etc.

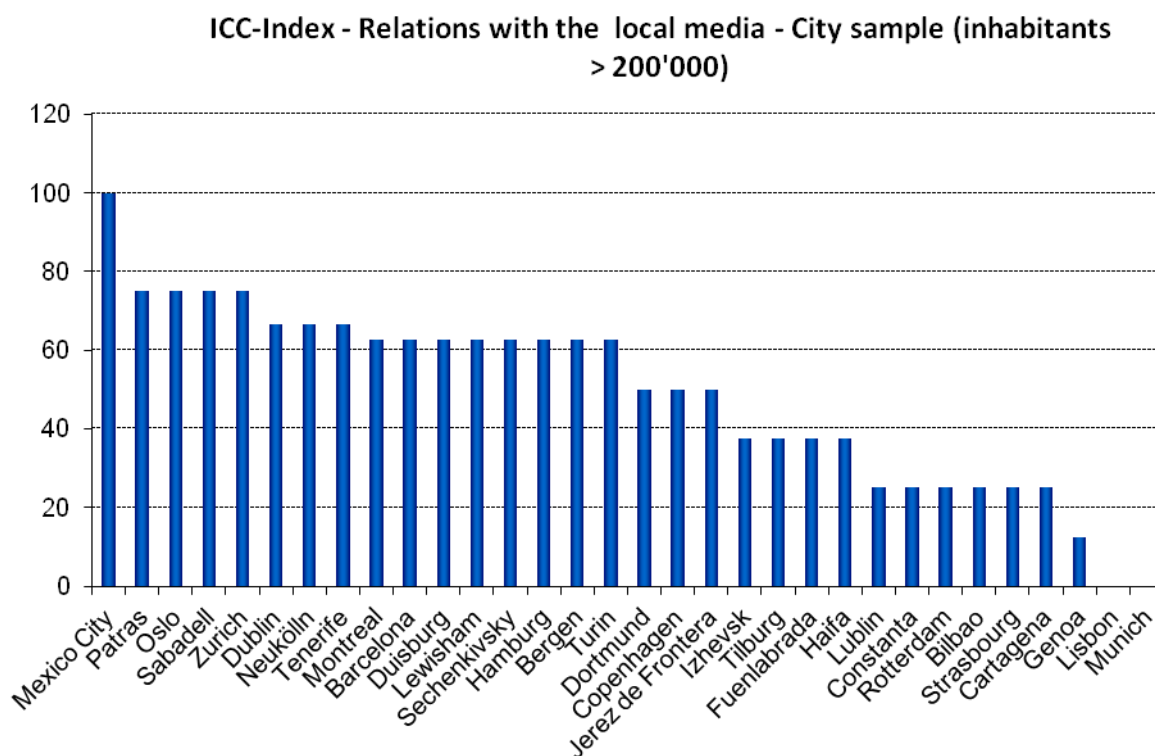several associations to develop alphabetization programmes for migrant population.

Cartagena is, occasionally, supporting projects seeking to give a positive image of migrant/minority languages. Public libraries and the cultural association 'Botica del Libro' (Book shop) have different activities to promote integration through reading sessions, and have books in foreign languages.

Cartagena might consider ameliorating its language policies in the future by providing specific language training in the official languages as part of the regular curriculum at schools. The municipality also may wish to support financially local minority radio programmes, newspapers or TV programmes in minority languages.
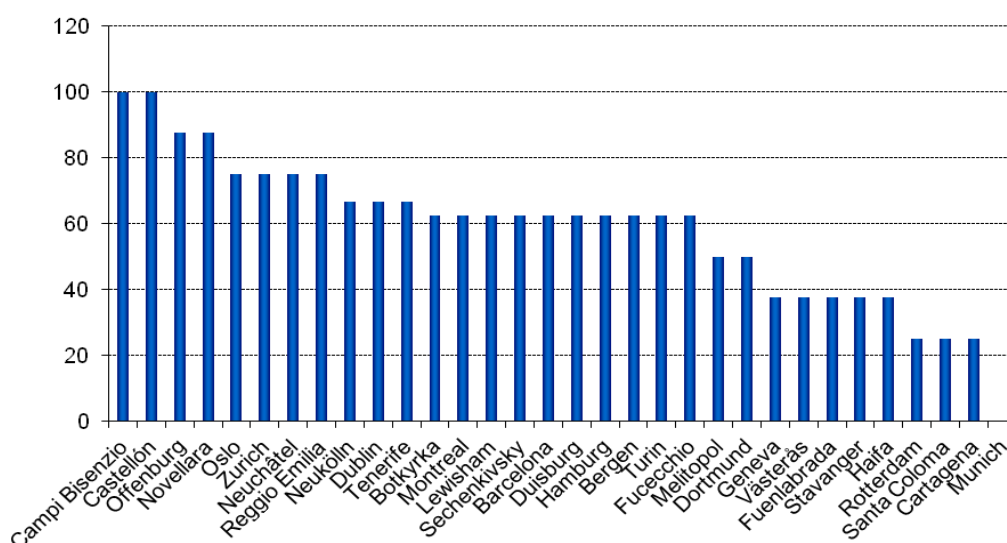
Cartagena may also wish to take note of an initiative put into practice in Hamburg (Germany) by encouraging projects which give a positive image to minority/migrant languages. The Integration Advisory Council emphasizes the role of local media in the Hamburger Integrationskonzept and different future discussions will debate on the migrants' image in the media.

Furthermore, in the Swiss canton of Neuchâtel, the government also encourages projects which give a positive image to minority/migrant languages. The Bibliomonde association, for instance, has a project to share short stories for children in different languages.


## 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.

Cartagena's media policy achievement rate is lower (25%) than the city sample's rate (46%).

The city's communication department is instructed to highlight diversity as an advantage regularly and in various types of communication.

Cartagena may wish to further explore possible media policies, for instance, by monitoring the way in which minorities are portrayed in the local media. The city may notice an initiative launched by the city of Stavanger. This Norwegian municipality is monitoring every incident where migrants occur in an article or otherwise.

Cartagena may also wish to provide advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Oslo 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 ethnic minority background.
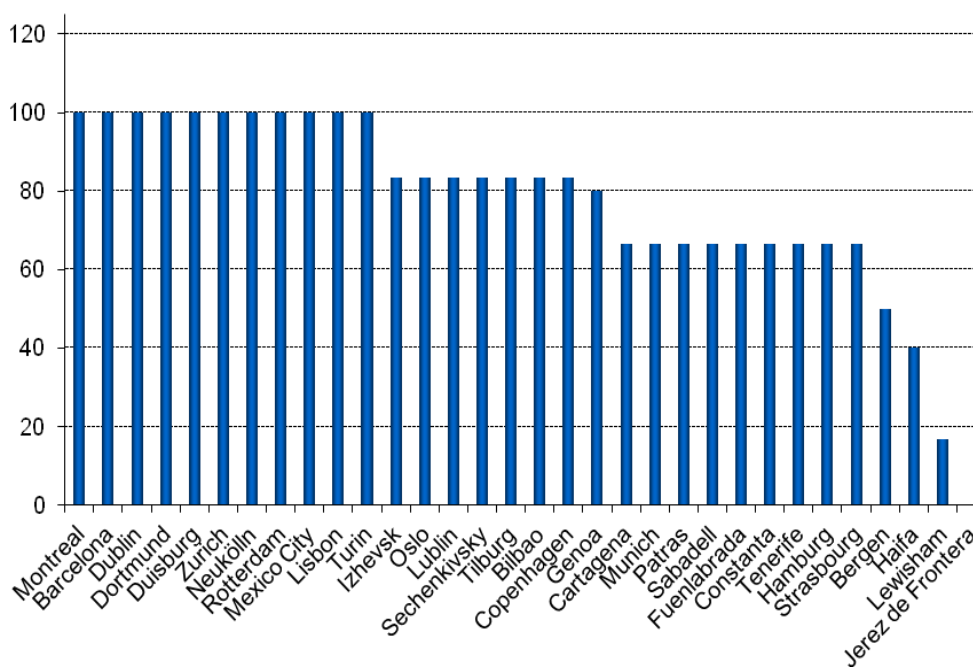
Cartagena's intercultural media policy may want to consider promoting a positive image of migrants/minorities on a regular basis. Regarding the diversity-driven media strategy, the journalists of the newspapers L'Express and L'Impartial in Neuchâtel (Switzerland) are often of immigrant origin or foreign residents and are very sensitive to the diversity and integration issues. The newspapers often report on the celebrations of different ethnic communities. One of the Neuchâtel

media's flagship initiatives has been the Week of Integration in Public Service Media, as a result of which a number of reports about foreigners and their lives were published. The city authorities also finance a freelance journalist to interview foreign residents and transmit their stories to local media.
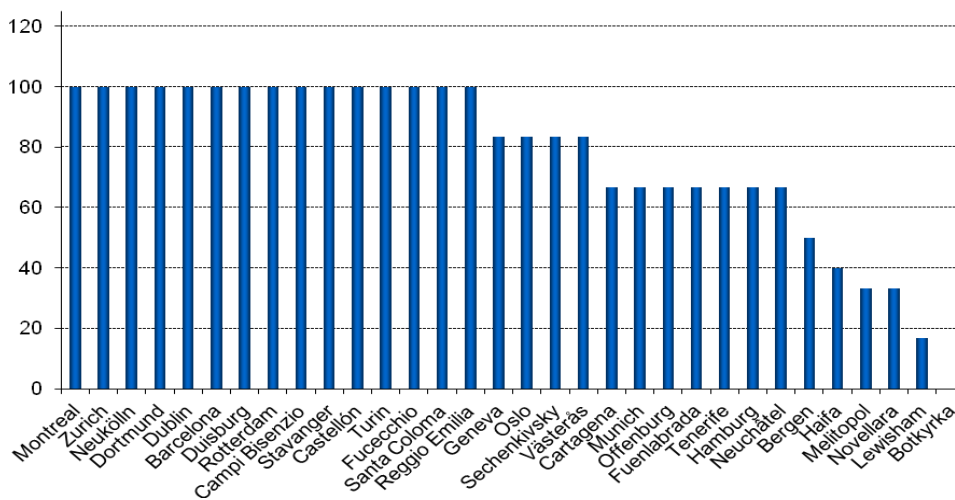
Finally, as regards monitoring of minorities by the media, the following best-practice examples are noteworthy. In San Sebastian (Spain) the City Council in association with the SOS Racism organisation is undertaking research into the role of the media in influencing public attitudes to diversity

## **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.

Cartagena's international outlook policy indicators are slightly lower (67%) than the city sample (70%).
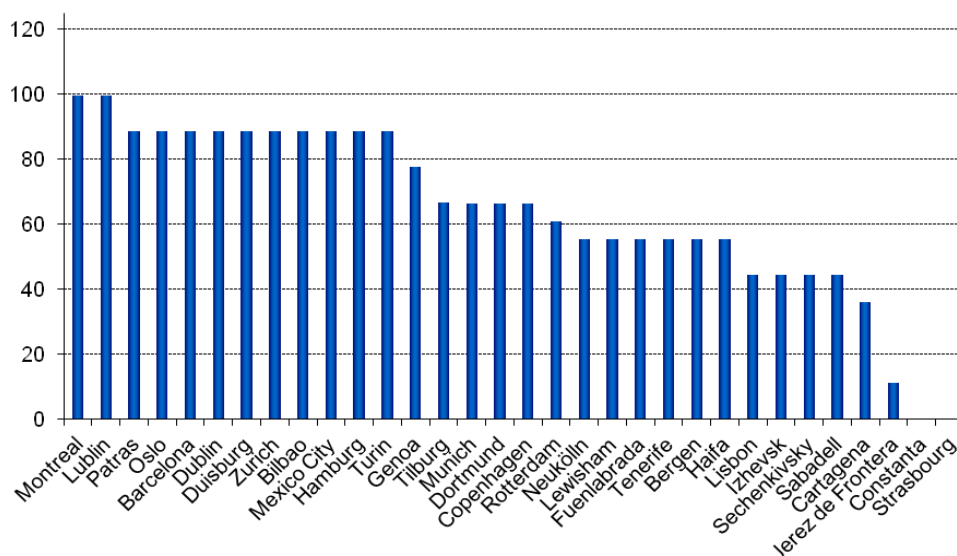
Cartagena has put into practice several policies to encourage international co-operation and the city has a specific financial provision for this policy. Cartagena encourages development projects with Cartagena's migrant groups' countries of origin.

Cartagena may wish to further explore possible international outlook policies by setting up an agency with a specific responsibility for monitoring and developing the city's openness to international connections; and by supporting local universities in order to attract foreign students, and ensures that foreign student populations take an active part in the city life.
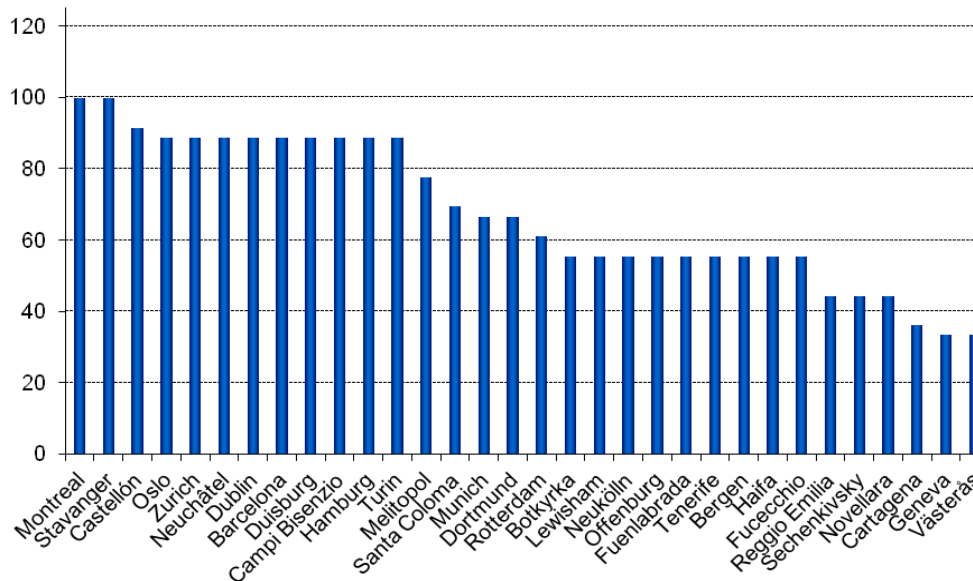
On the above learning points, the experience of the Italian city of Reggio Emilia is particularly inspiring. Thus, in 2000 the city set up the Reggio Nel Mondo, an agency aiming to sustain and improve the city's international contacts and projects. It acts as a crosscutting tool supporting the municipal departments in developing a continuous international exchange and dialogue. Furthermore, Reggio Emilia signed an agreement with the Moroccan Ministry in charge of relations with the Moroccan diaspora with a view to "promoting socio-cultural mixing and openness towards the other".

## 12. Intelligence competence policies

ICC-Index - Intelligence/compentence - City sample (inhabitants > 200'000)

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

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

36% attainment rate of Cartagena's intelligence competence policy goals is lower than 61% city sample's attainment rate for these goals.
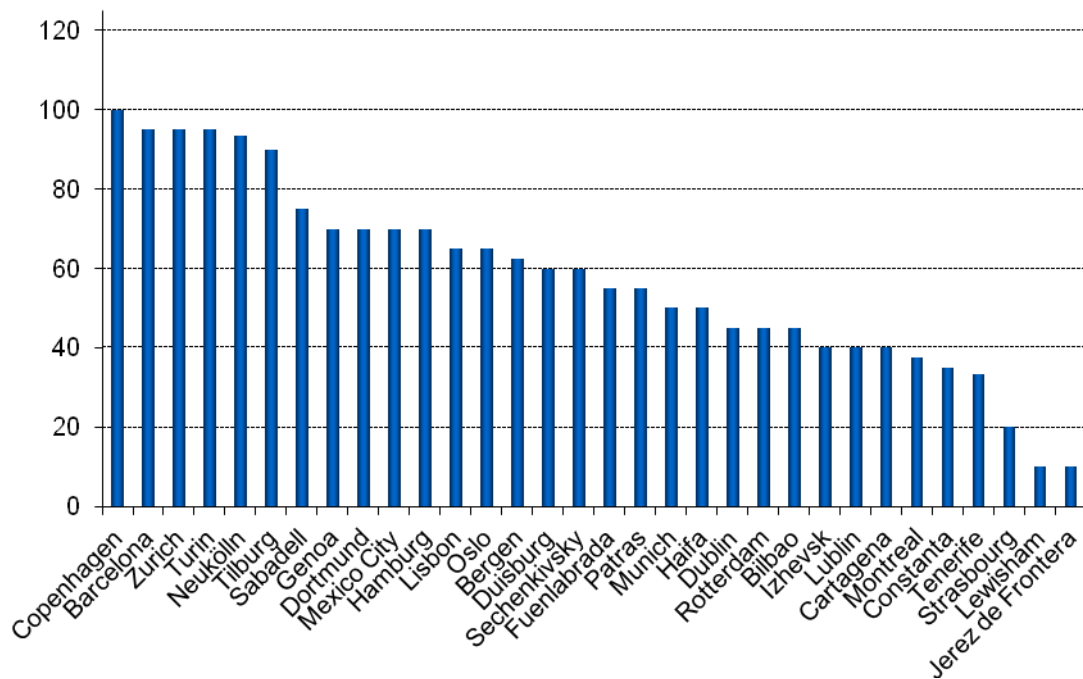
According to the answers provided in the survey, information about diversity and intercultural relations occasionally mainstreams the city government process of policy formulation. Furthermore, the city promotes the intercultural competences of its officials and staff through training courses.

Cartagena might wish to draw its attention to the city of Subotica (Serbia) for further inspiration. Here, the Local Development Agency set up training courses for local elected representatives and staff and developed a best practice toolkit "Local Partnerships for Tolerance - Handbook for local elected and appointed councilors". Five districts have been selected for case studies for different forms of participation and conflict resolution. The most impressive example involves the Roma Educational Centre in the Peščara district which created multi-ethnic teams of residents to tackle the bad state of local roads, which broke down separation and built trust.
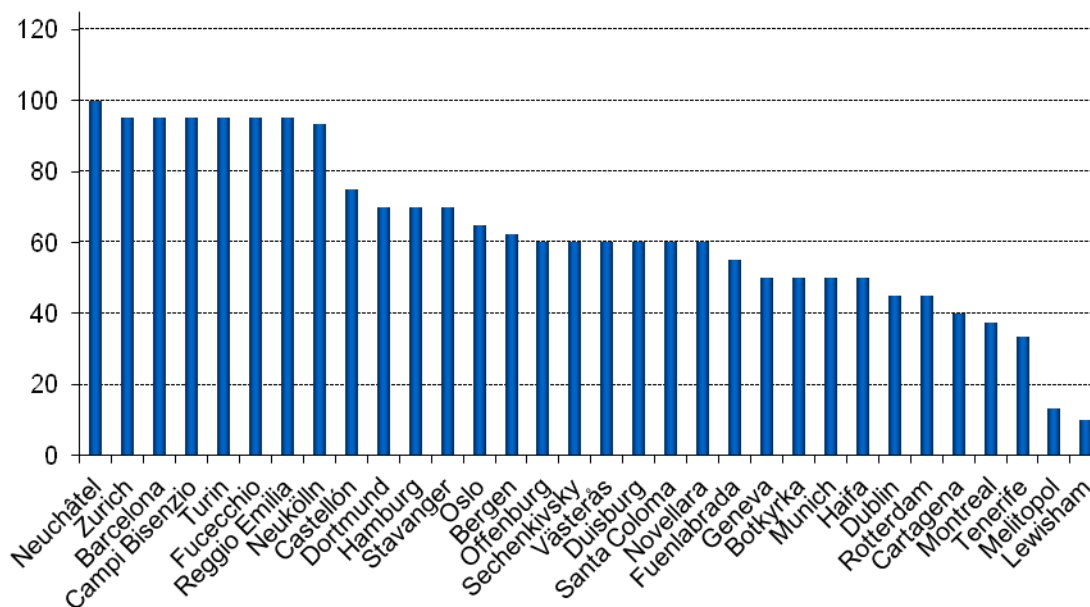
In Montréal (Canada), the municipality ensures that its policies have a solid evidence base by conducting surveys to find out how inhabitants perceive inclusion and discrimination. Similarly, Mexico DC (Mexico) also conducts surveys to find out how inhabitants perceive migrants/minority groups and mainstream information about diversity and intercultural relations in order to inform the City Government's process of policy formulation.

## 13. Welcoming policies

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



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

People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-coordinated and delivered effectively will have a significant impact on how the person settles and integrates.
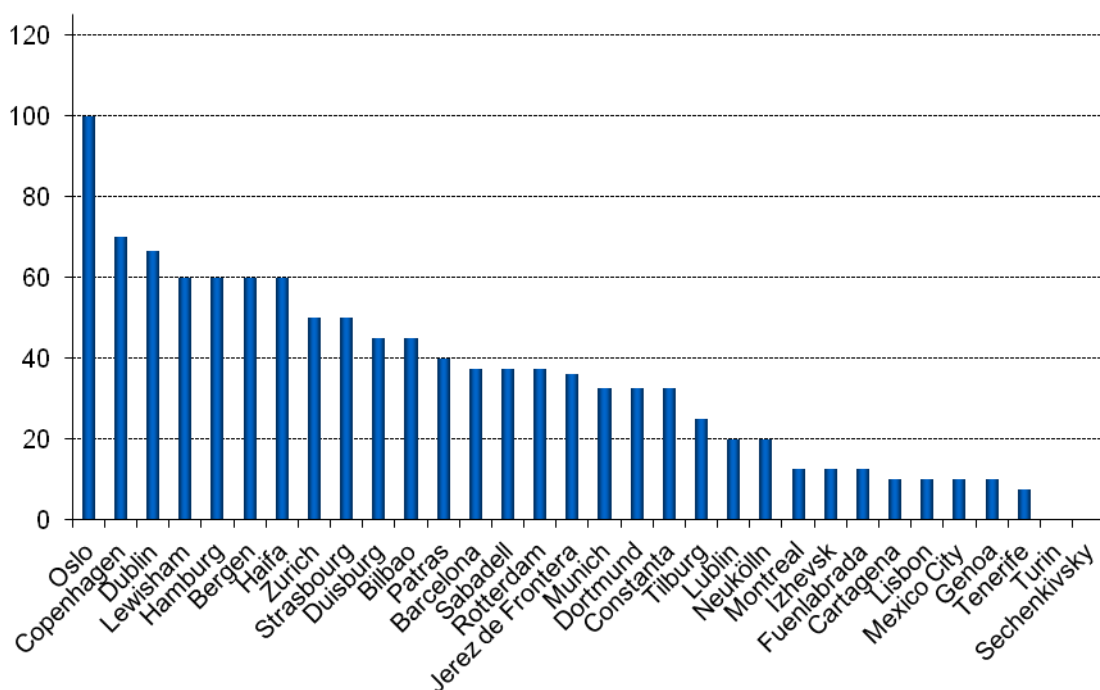
The attainment rate of Cartagena's welcoming policy goals, 40%, is lower than the city sample: 56%.

The city has a designated programme to welcome newcomers and has a comprehensive city-specific package of information to newly-arrived residents from abroad. Different city services provide welcome support for family members, students, refugees and returnees.
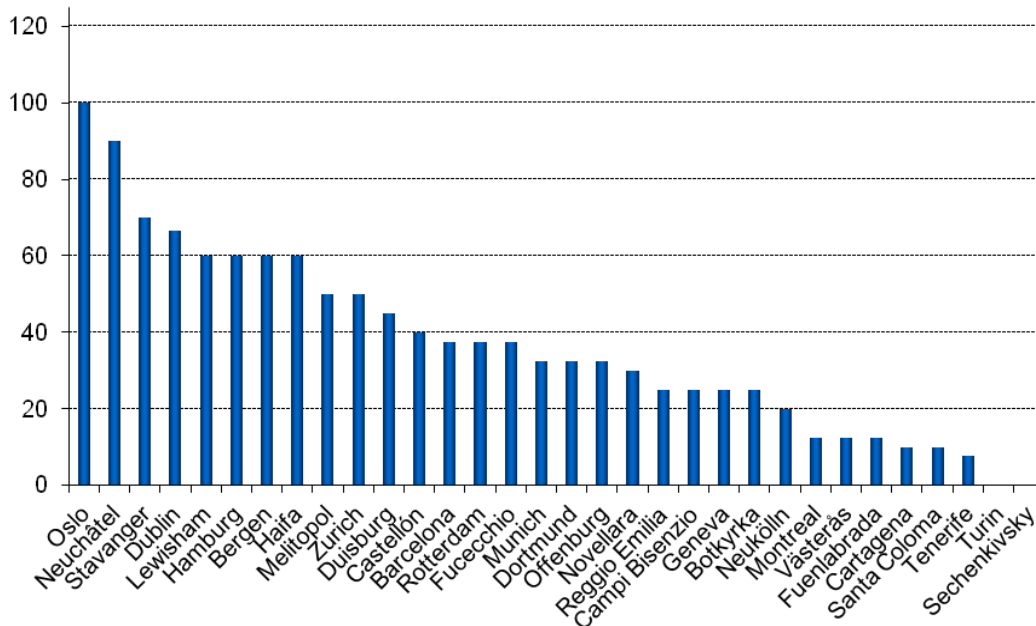
Cartagena may wish ameliorate its welcoming policies by having a special public ceremony to greet newcomers in the presence of city's officials. In Tilburg city council (the Netherlands), for instance, each new migrant resident has to follow the integration programme, which is a combination of getting work and courses about 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 30people. Once a year, a great party is organized 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.

10% of Cartagena's governance policy goals were achieved while the city sample's attainment rate for these goals is 35%.

Newcomers are eligible to vote in local election only when they obtain the nationality. In Spain, foreign nationals with a permit to reside in Spain are entitled to vote in municipal elections after five years of continuous residence in Spain and when a reciprocity agreement exists with the country of origin. This period is reduced to three years for Norwegian nationals.

The ethnic background of elected politicians does not reflect the composition of the city population. To overcome this trend, Cartagena may wish to take measures to increase the representation of migrants/minorities in the city administration and to encourage them to engage in political life. Thus, an interesting initiative has been developed by the UK-based operation Black Vote, which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians, so they better understand what the job involves, and encourages them to engage in politics.

The local government may wish to ameliorate by establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

Finally, Cartagena may wish to ameliorate by promoting initiatives to encourage migrants and minorities to engage in political life. In the Norwegian city of

Bergen, the city council promotes initiatives to encourage migrants/minorities to engage in political life. Before every election there is a campaign to encourage people from 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.

## 15. Conclusions

The results of the current ICC Index assessment show that Cartagena's rate of achievement in different policy areas are similar to the city sample rates, and the city has room to improve in some other areas.

Cartagena performs better than the city sample rates in areas such commitment, mediation and public services. On the other hand, Cartagena's achievements in the areas of language, media, governance and business and labour market are lower than the city sample.

In view of the above, we invite Cartagena to continue strengthening in the mentioned policy areas and improve in the policy areas detailed below.

## 16. Recommendations

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

➢ **Commitment:** Cartagena is an example of a city in which local authorities demonstrate their commitment to being an intercultural city. The city may wish to ameliorate its intercultural commitment by providing some sort of acknowledging local citizens who have done exceptional things to encourage interculturalism in the city and by allocating a budget for the implementation of an intercultural strategy.

➢ **Education:** Cartagena 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 making strong efforts to involve parents from ethnic minority/migrant backgrounds in school life in all schools of the city. Furthermore, Cartagena's performance could also improve by developing a policy to increase ethnic/cultural mixing in schools.

➢ **Neighbourhood:** Cartagena may wish to continue encouraging interaction between the city's neighbourhoods and to enforce the city's policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration.

➢ **Public services:** Cartagena may wish to lay down a specific recruitment strategy to ensure that the ethnic background of public employees mirrors that of the city's inhabitants.

- ➢ **Business and labour market:** Cartagena may wish to ameliorate by creating a business umbrella organisation to promote diversity and non-discrimination in employment, by elaborating a binding document against discrimination in the workplace and by taking further actions to incite minority-owned businesses to enter the mainstream economy and higher value-added sectors. Cartagena also may wish to take actions to encourage 'business districts/incubators' in which different cultures could more easily mix and to give priority to companies with diversity strategies in local procurement of goods and services.

- ➢ **Cultural and civil life:** Cartagena may wish to ameliorate its cultural and civil life policies by encouraging cultural organisations to deal with diversity and intercultural relations in their productions through, for instance, specific grants in a more regular way. Likewise, Cartagena may wish to ameliorate by organizing regularly events and debates on the topic of cultural diversity.

- ➢ **Public space**: Cartagena may wish to build upon its existing public space initiatives by taking into consideration the ethnic/cultural backgrounds of its citizens more frequently when designing and managing new public buildings or spaces. Furthermore, Cartagena might ameliorate its performance by taking actions to encourage intercultural mixing in public libraries, museums, playgrounds and squares.

- ➢ **Mediation and conflict resolution:** Cartagena may wish to further explore possible mediation and conflict resolution policies, by encouraging an organisation to deal specifically with inter-religious relations.

- ➢ **Language**: Cartagena might consider ameliorating its language policies in the future by providing specific language training in the official languages as part of the regular curriculum at schools. The municipality also may wish to support financially local minority radio programmes, newspapers or TV programmes in minority languages.

- ➢ **Media:** Cartagena may wish to ameliorate its intercultural media policies, for instance, by monitoring the way in which minorities are portrayed in the local media and providing advocacy/media training/mentorships for journalists from minority backgrounds. Cartagena's intercultural media policy may want to consider promoting a positive image of migrants/minorities on a regular basis.

- ➢ **International outlook:** Cartagena may wish to ameliorate its international outlook policies by setting up an agency with a specific responsibility for monitoring and developing the city's openness to international connections; and by supporting local universities in order to attract foreign students, and ensures that foreign student populations take an active part in the city life.

- ➢ **Intelligence and competence**: Cartagena might ameliorate its performance by promoting intercultural competences of the city's officials and staff through interdisciplinary seminars and information networks and

by carrying out surveys including questions about the perception of migrants and minorities.

- ➢ **Welcoming:** Cartagena may wish ameliorate its welcoming policies by having a special public ceremony to greet newcomers in the presence of city's officials and by designating an agency to welcome newcomers.

- ➢ **Governance:** Cartagena may wish to further explore possible governance policies by creating a political body to represent all ethnic minorities living in the city; by promoting initiatives to encourage migrants and minorities to engage in political life and by establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

Cartagena 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[19].

---

[19] http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp