



Constanta: Results of the Intercultural Cities Index

Date: 22 May 2012

A comparison between 45 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 45 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Arezzo (*Italy*), Barcelona (*Spain*), Botkyrka (*Sweden*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Duisburg (*Germany*), Erlangen (*Germany*) Fuenlabrada (*Madrid region, Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Izhevsk (*Udmart Republic, Russia*), Limassol (*Cyprus*), Lisbon (*Portugal*), Lodi (*Italy*), the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Offenburg (*Germany*), Oslo (*Norway*), Patras (*Greece*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia I & II (*Italy*), Rijeka (*Croatia*), Sabadell (*Spain*), Sechenkivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Subotica (*Serbia*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*), Unione dei Comuni-Savignano sul Rubicone³ (*Italy*), Västerås (*Sweden*) and Zurich (*Switzerland*).

Among these cities, 25 have over 200,000 inhabitants and 23 have less than 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for the Romanian City of Constanta and provides related intercultural policy conclusions and recommendations.

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

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).

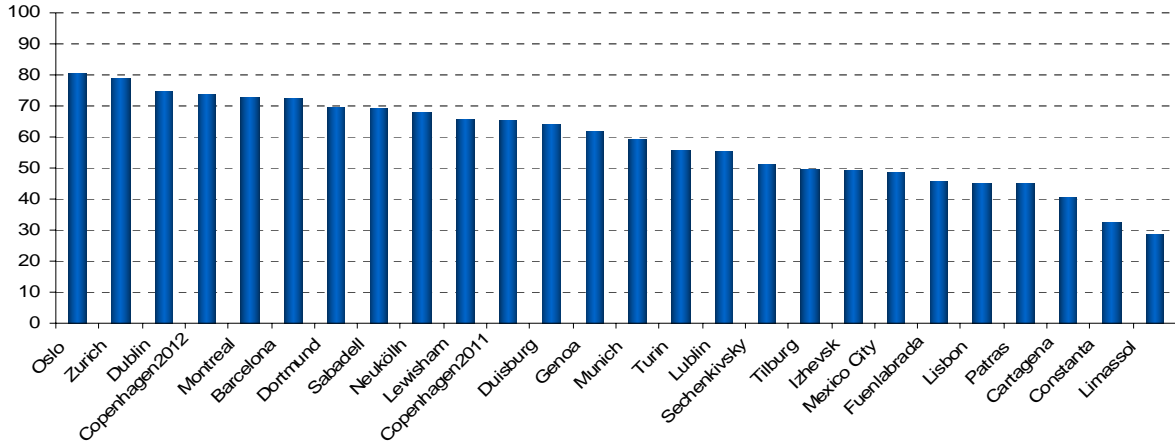
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of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

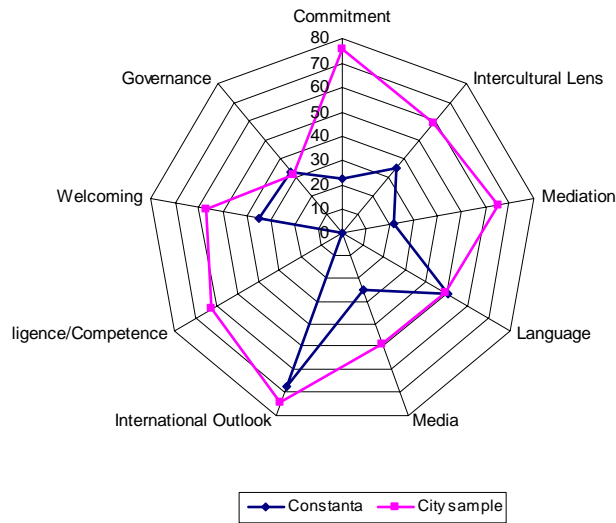
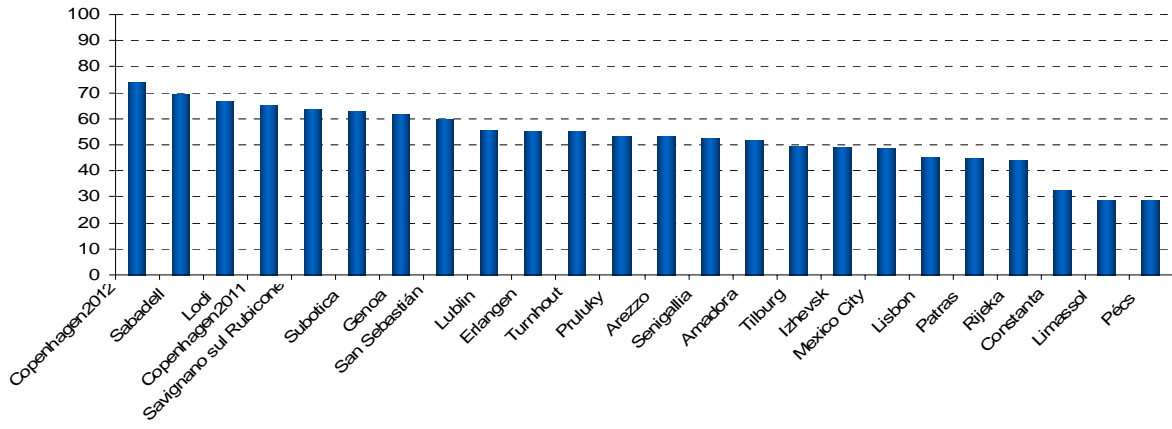
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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 May 2012, Constanta has been positioned 43rd among the 45 cities in the sample, with an aggregate intercultural city index of 32%. It has been ranked 24th among the 25 cities with over 200,000 inhabitants and 21st among the 23 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%)



Constanta: An overview

Constanta is a Romanian city with a population of 310,471 inhabitants⁴. After Bucharest, the capital city, Constanta is one of the four biggest and roughly equal-size cities in Romania, along with Iasi, Cluj-Napoca and Timisoara. Constanta is one of Romania's main industrial, commercial and tourist centres. The city's port is the largest port on the Black Sea and one of the largest ports in Europe.

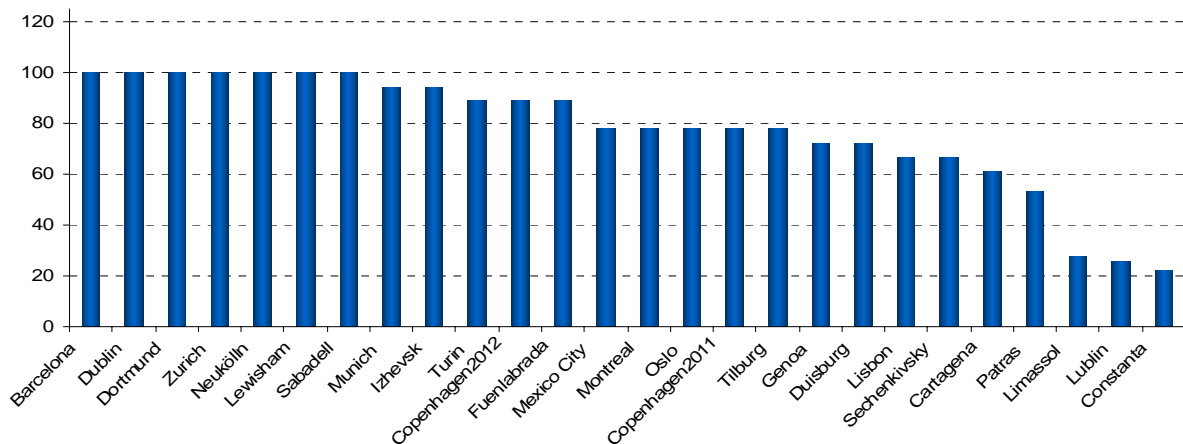
The city of Constanta is part of a bigger Constanta metropolitan area, the third largest metropolitan area in Romania. Founded in 2007, the Constanta metropolitan area is composed 14 localities situated at a maximum distance of 30 km from the city. The metropolitan area has a permanent population of 387,593 inhabitants and a minimum average of 120,000 transient people per day, including tourists and seasonal workers, during the high tourist season⁵.

The most important ethnic group – people of Romanian origin – makes up 90% of the city's inhabitants. The largest minority groups comprise people of Turkish (3.3%), Tatar (3.1%) and Roma (2.7%) origins⁶. Greek, Bulgarian and Jewish groups were also recorded in the past.

In 2012 GDP per capita in Romania is estimated at \$8,863⁷. GDP per capita figures for Constanta are not available.

1. Commitment

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



4 Data communicated by the Constanta municipal authorities

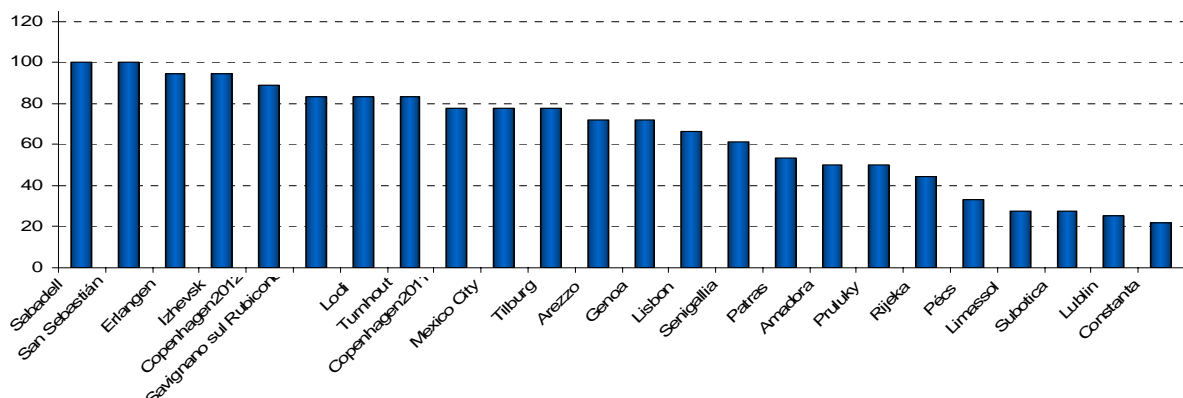
5 National Institute of Statistics of Romania, "Constanta County at the 2011 census", available in Romanian at: http://www.constantainssse.ro/phpfiles/COMUNICAT_RPL_CONSTANTA.pdf

6 Data provided by the National Institute of Statistics of Romania

7 International Monetary Fund, "Report for Selected Countries. Romania", available at:

<http://www.imf.org/external/pubs/ft/weo/2012/01/weodata/weorept.aspx?pr.x=56&pr.y=4&sy=2009&ey=2012&scsm=1&ssd=1&sort=country&ds=.&br=1&c=968&s=NGDPD%2CNGDPDPC%2CPPPGDP%2CPPPPC%2CLP&grp=0&a=>.

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 Constanta's commitment policy goals is 22%, which is more than three times as low compared with the city sample's⁸ rate for commitment policy is 76%. With this result, Constanta has been positioned at bottom of the list of the 25 cities with a population of over 200,000 inhabitants and the 23 cities with a foreign-born population of less than 15%.

It is positive that Constanta has formally adopted a public statement as an intercultural city. It might be time that official speeches and communications by the city also made clear reference to the city's intercultural commitment.

We further advise Constanta to build upon its commitment policies, for instance by adopting intercultural city strategy and action plan; introducing an evaluation process for their assessment; allocating a budget for their implementation; and setting up a dedicated cross-departmental co-ordination structure responsible for the intercultural strategy.

On the above points, we draw the authorities' attention to a number of models of communicating commitment policy developed by other Intercultural Cities, notably the Norwegian city of Oslo. In 2001 this city adopted the declaration '*Oslo – a city for all*', declaring itself an open and inclusive city, and put in place commitment policy named '*OXLO – Oslo Xtra Large*'. The declaration states: "*Oslo is a city where all citizens are of equal value. The citizens of Oslo are its future and its most cherished resource. We are citizens with different ethnic, cultural and religious backgrounds, and have all the same fundamental rights, duties and responsibilities. (...) The municipality of Oslo aims to mirror the diversity of its population, among its public servants and leaders, and in the services it provides.*" In 2005 the city of Oslo set up its **Office for Diversity and Integration (EMI)**, which aims to facilitate dialogue with minority groups, carry out the OXLO-campaign and service the NGOs representing minority groups and interests.

⁸ The term "city sample" refers to the weighted average of the 45 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

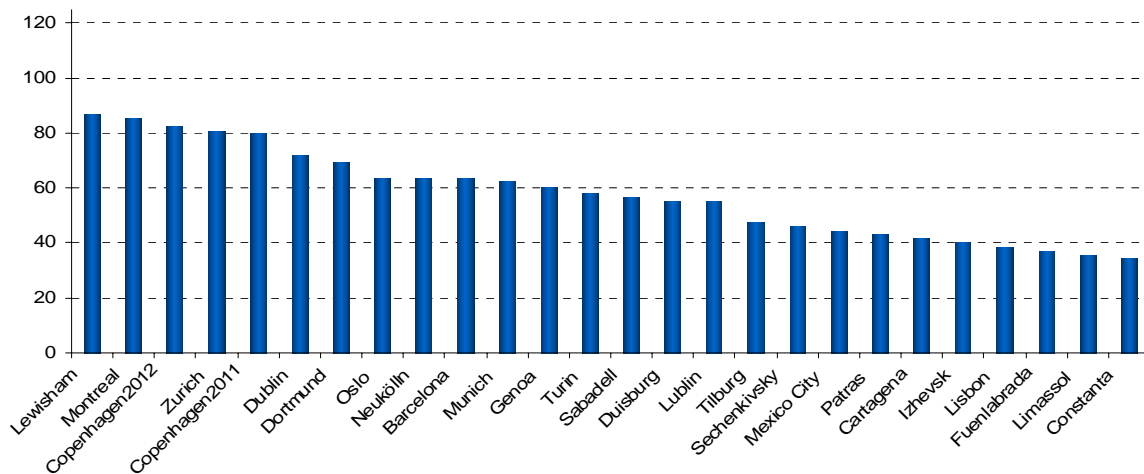
In partnership with other organisations, such as the **Council of Immigrant Organisations**, the EMI promote positive role-models and make visible the success stories of the modern cosmopolites of Oslo. It also runs an online newsletter, the **OXLO Bulletin**, and a monthly seminar, the **Contact Forum**, for exhibiting best practices.

Moreover, the municipality would also benefit from creating an official webpage to communicate its intercultural statement, strategy and the action plan. On this point, the city might inspire by the example of the Italian city of Campi Bisenzio, which launched an official webpage communicating its intercultural statement. The website **La Città Visibile** (the Visible City)⁹ provides information and advice regarding diversity and the integration policies of the city. At the same time, it serves as a platform describing the Italian Network of Intercultural Cities¹⁰.

Lastly, it would be of interest for the city to acknowledge and honour local citizens who have done exceptional things to encourage interculturalism in the local community. For example, the city of Bern (Switzerland) provides an interesting example of this, as it launched an annual integration prize in 2003 to be discerned to the individual who achieves the most in cultural integration each year. The London borough of Lewisham (the UK) has introduced a similar practice called **"Love Lewisham Award"** to celebrate a person who has made a difference to improving green spaces, reducing waste and contributing to the care and upkeep of the local neighbourhood, resulting in notable environmental benefits.

2. Education¹¹ policies through an intercultural lens

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

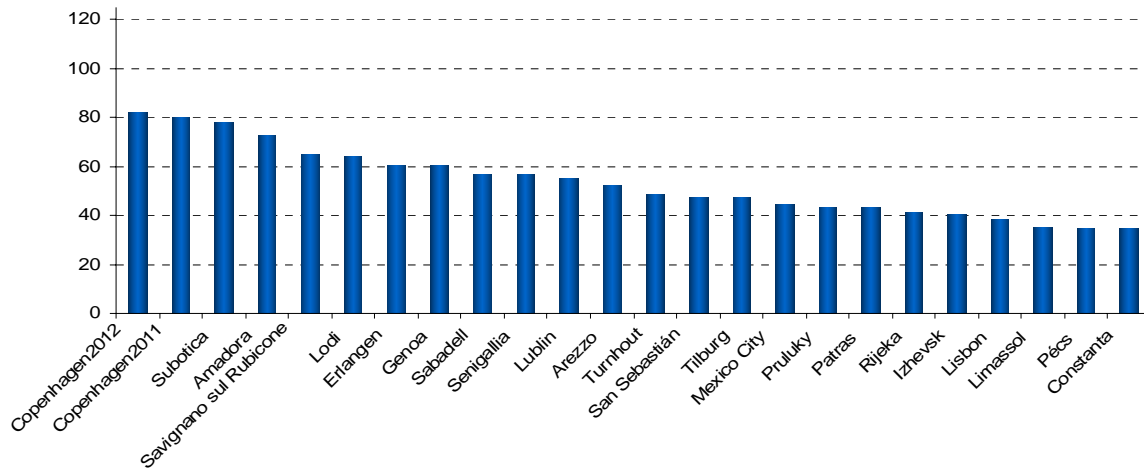


⁹ <http://www.comune.campi-bisenzio.fi.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/5425> (available in Italian)

¹⁰ <http://www.municipio.re.it/retcevica/urp/pes.nsf/web/Ntrwrlcttdldlgnlgs?opendocument> (available in Italian and in English)

¹¹ 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).

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



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 Constanta’s education achievement rate (85%) is higher than the city sample’s rate (66%). Hence, Constanta has the second and the third best score respectively among the 25 cities with a population of over 200,000 inhabitants and among the 23 cities with a foreign-born population of less than 15%.

In the overall Intercultural Lens Index, Constanta assumes a position in the third tertile with the attainment rate of 35%, which is lower than the city sample’s rate of 59%.

In general, children in almost all primary schools come from the same ethnic background. However, the city has a policy to increase ethnic/cultural mixing in schools. In addition, the ethnic background of Constanta’s school teachers often reflects the diversity of the city’s population.

Beyond the above, schools often carry out intercultural projects. Most schools involve parents from migrant/minority backgrounds in daily school life, for instance by including parents with an ethnic minority background in the school board.

3. Neighbourhood policies through an intercultural lens¹²

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.

¹² By “neighbourhood” we understand a unit within a city, which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities, districts (boroughs) have several neighbourhoods. The statistical definition of “neighbourhood” varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people on average.

Constanta's neighbourhood policy indicator of 0% is drastically lower than the city sample's rate of 59%, which means that none of the established policy goals have been achieved in so far. Constanta has thus been positioned at bottom of the list of the 25 cities with a population of over 200,000 inhabitants and the 23 cities with a migrant population of less than 15%.

It is unfortunate that there is no information as to the percentage of neighbourhoods in which a vast majority¹³ of residents come from the same ethnic background. Furthermore, in a few neighbourhoods people from minority ethnic groups constitute the majority of the residents.

In view of the above, the city authorities might wish to consider adopting specific policy with a view to increasing diversity of residents in the neighbourhoods and to avoiding ethnic concentration.

For example, Tilburg (Denmark) took action to break up the concentration of Antillean residents in one area, so as to avoid ghettoisation. With this aim, some areas designated as 'impulse neighbourhoods' received large injections of investment to upgrade the quality of housing and infrastructure. Furthermore, the city conducted a project called '**Behind the Front Door**' to seek the views of residents, who might otherwise be invisible, on their needs and perceptions of life in the neighbourhood.

Similar policies promoting diverse neighbourhoods have been introduced in Erlangen (Germany) and Zurich (Switzerland). Thus, it is common for the Erlangen municipal housings agencies and house building companies to pay attention to a heterogeneous mixture among communities and buildings. In Zurich, where a large proportion of inhabitants live in rented accommodation, 25% of the rented flats are provided by the city or through housing associations, which target their allocation policy to achieve a "good mix" between different social groups.

Moreover, we invite Constanta to encourage interaction between and within neighbourhoods and to adopt specific policy to this end.

An interesting example in this respect is to be found in Lisbon (Portugal). In the **Bairro Alto** district where graffiti had been a problem the municipality decided to clean the walls and at the same time make a programme to approach the graffiti artists to co-operate in making an urban art gallery. Consequently the programme was enlarged to the city scale and the authorities started looking for partners to ensure its long-term continuation. The authorities invite graffiti artists from the neighbourhoods to make use of designated walls – thereby giving them visibility, recognition, and ownership of the area. Consequently the artists feel more inclined to protect it in the future. The Lisbon authorities are now planning to encourage graffiti on the garbage containers and garbage collection vans, ensuring that it is always done by artists from the local neighbourhood. The municipality hopes that once it has been able to build a relationship with young people on this issue, it will be easier to maintain the dialogue around other issues, too.

¹³ 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.

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 Constanta’s public services policy achievement rate (30%) is lower than the city sample’s rate (42%). Constanta has thus been positioned 16th among the 25 cities with a population of over 200,000 inhabitants and 12th among the 23 cities with a foreign-born population of less than 15%, as well as Genoa (Italy).

It is noteworthy that the ethnic background of Constanta’s public employees mirrors that of its inhabitants. To consolidate this practice, we invite the city authorities to lay down a targeted recruitment strategy, which would also aim at enlarging the public sector recruitment pool for non-Romanian citizens.

On the above points, the city authorities may inspire by interesting practices put in place in Copenhagen (Denmark), Berlin (Germany) and Amsterdam (the Netherlands).

Thus, the Copenhagen administration offers paid internships to people with a minority background, 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. 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 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.

Moreover, Constanta provides services tailored to the needs of the ethnic/cultural background of its citizens, such as funeral/burial services and school meals. The city may also consider complementing these services with sections and times for women in sports facilities. The German city of Offenburg, for instance, went even further by setting up sports clubs specific to the ethnic/cultural background of the city dwellers.

Lastly, we encourage Constanta to ameliorate its public service policies by encouraging intercultural mixing in the private sector labour market. We draw the city’s attention to an interesting initiative implemented by the London borough of Lewisham (the UK). Indeed, the Borough Council’s procurement policies and contracts include an equalities statement that bidding companies need to show they meet as part of their application for funds.

5. Business and labour market policies through an intercultural lens

Constanta's business and labour market policy indicators (20%) are more than twice as low compared to the city sample (45%). Hence, the city has been placed at bottom of the list of the 25 cities with a population of over 200,000 inhabitants and the 23 cities with a migrant population of less than 15%.

According to the answers given in the survey, Constanta does encourage ethnic/cultural minorities businesses to move beyond localised economies to enter into the mainstream and higher value added sectors.

The city authorities may wish to build upon their business and labour market policies, in particular, by adopting a charter to outlaw discrimination in employment and setting up an umbrella organisation to promote diversity and non-discrimination in the workplace.

For example, in Lodi (Italy) the Chamber of Commerce embraces the role of an umbrella organisation promoting diversity and non-discrimination in employment. In Barcelona (Spain) 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. In Copenhagen (Denmark) the city's ombudsman ensures that none of the city's inhabitants or employees is discriminated against as part of his '**discrimination supervision**' policy.

Furthermore, we invite Constanta to encourage 'business districts/incubators' to facilitate the mixing of inhabitants from different cultures.

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 for 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, it is advisable that when it comes to procuring goods and services, Constanta's City Council give priority to companies with a diversity strategy, having a particular regard to valuable practices described below.

For example, the City Council of Zurich (Switzerland) adopted guidelines for procurement of goods, which include the core ILO labour standards (e.g. non-discrimination).

Similarly, since 2007 Amsterdam (the Netherlands) has been running the project **Social Return on Investment** aimed at including social obligations in public contracts. In particular, contractors are asked to use the money generated by the contract to offer employment opportunities to those excluded from the labour market, including migrants.

Likewise, in Copenhagen “hard” and “soft” clauses have been included in the procurement contracts since 2006. “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. An increased use of hard social clauses is hoped to be achieved in the coming years.

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.

The analysis shows that Constanta’s cultural and civil life policy achievement rate (25%) is more than thrice as low compared to the city sample’s rate (79%). It has been the lowest score in this policy area both among the 25 cities with a population of over 200,000 inhabitants and among the 23 cities with a foreign-born population of less than 15%.

It is encouraging that Constanta organises events and in the field of arts, culture and sport to encourage cultural mixing between inhabitants. It would be also beneficial for the city to stage public debates and campaigns around the topics of diversity and living together.

In order to further improve its position in the intercultural cities index, Constanta may wish to consider encouraging cultural organisations to deal with diversity and intercultural relations in their productions and using interculturalism as a criterion when allocating grants to associations and initiatives.

On that last point, we draw the city’s attention to practices implemented by other Intercultural Cities. For example, in Rubicone (Italy) and Barcelona (Spain), 15% of yearly allocated grants are interculturalism-based, where as in Geneva (Switzerland) such grants amount to 60%. In 2008 the municipality of Lublin (Poland) funded 20 out of 150 projects run by minority associations. Many other projects financed by the municipality reflect interculturalism. In 2010 Campi Bisenzio received €90,000 (€30,000 were allotted by the Region of Tuscany) to support intercultural activities within the project of *La Città Visibile*¹⁴. What is more, in 2011 alone the Office for New Citizenship in Sabadell (Spain) allocated all available funds, i.e. € 272,500, basing on the criterion of interculturalism. In the same spirit, the London borough of Lewisham supports exclusively intercultural projects.

¹⁴ see *supra* [Commitment](#)

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 Constanta's space policy goals (42%) is lower than the sample city's rate (65%). In this policy area Constanta has been ranked 19th among the 25 cities with a population of over 200,000 inhabitants and 15th among the 23 cities with a foreign-born population of less than 15%.

The city promotes intercultural mixing in museums, playgrounds and public squares. It is advisable that intercultural mixing be also encouraged in public libraries, as these have proved to be a unique place for the promotion of intercultural relations. Thus, various libraries in Copenhagen, e.g. **Nørrebro Library**, have hosted multi-lingual cultural events, including events for minority groups in minority languages such as Turkish, Persian, Urdu etc. During these events, there were readings and discussion about foreign literature, poetry competitions and movie watching.

Beyond that, when reconstructing an area, Constanta's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants.

We invite the City Council to take into account ethnic and cultural backgrounds of citizens in the design and management of new public buildings and spaces. In this regard, the following initiatives are worth considering.

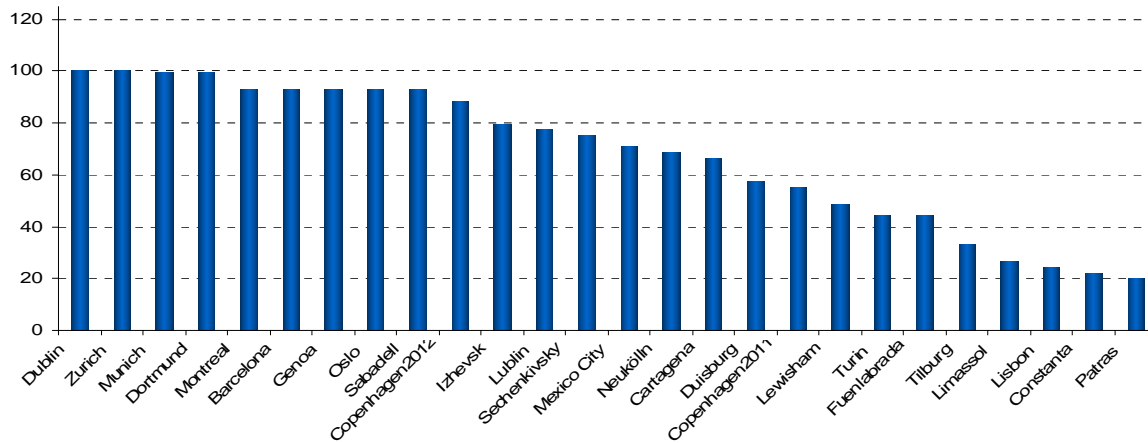
For instance, in Amadora (Portugal), after 284 fires broke out in the **Casal do Silvia** neighbourhood, the city authorities designed new playgrounds, recreational, educational and socio-cultural facilities, whilst taking into consideration the ethnic/cultural backgrounds of its inhabitants.

Campi Bisenzio (Italy) tries to support different religious communities, both by providing local public spaces and contributing to managerial expenses. For example, the city is helping the **Islamic Cultural Centre** to construct a new building where its activities would take place.

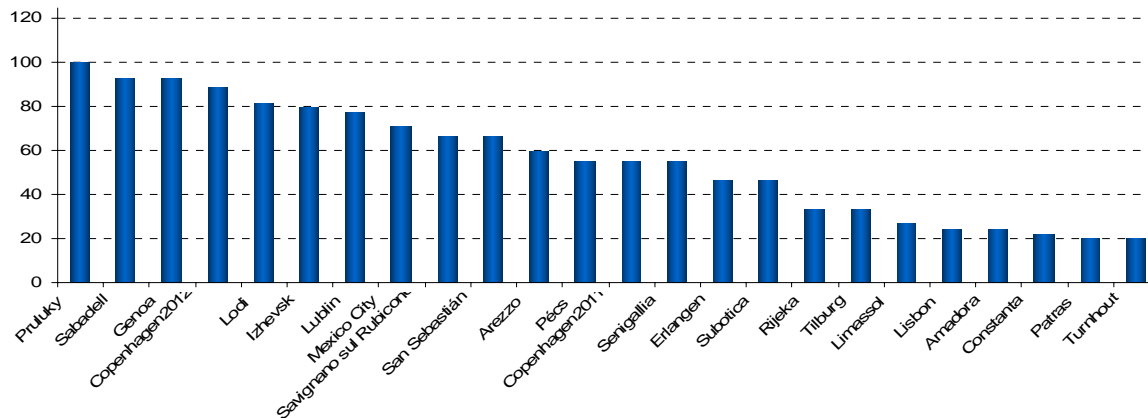
Lastly, considering that there are some areas in Constanta which are reputed as "dangerous" and areas dominated by one ethnic group where other inhabitants feel unwelcome, we draw the city's attention to an interesting practice implemented in Reggio Emilia (Italy). There, the City Mayor and residents of the highly-diverse and badly reputed **Railway Station** area concluded a **Local Framework Pact**, which was further expanded to other neighbourhoods. Through this action, the municipality declared its trust to and promised to invest in the neighbourhood while citizens engaged to manage a public centre on a voluntary basis, looking after the public spaces and exercising community control to help respect the public order. Under the Pact, inhabitants developed projects around alcohol and drug abuse, citizen mediation of neighbourhood conflicts, youth and family education, as well as the **Dances of the World** project. In exchange, the city rehabilitated a park in the neighbourhood, improved street lighting and reinforced police presence. Within only a year, the neighbourhood became a reference for citizen commitment and positive development. Furthermore, citizens provided regular feedback on the implementation of the Pact.

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 analysis shows that Constanta's mediation and conflict resolution policy achievement rate (22%) is nearly three times as low compared with the city sample's rate (65%). Constanta has been positioned 24th among the 25 cities with a population of over 200,000 inhabitants and 21st among the 23 cities with a foreign-born population of less than 15%.

To start with, Constanta provides intercultural mediation services in the city administration and services (e.g. hospitals, police, youth clubs, mediation centres). Perhaps it is time to offer mediation services also in the streets and neighbourhoods, proactively meeting residents.

On this point, the city may inspire by the examples of Subotica (Serbia) and Vic (Spain). Thus, Subotica, with support from the **GTZ Centre** in Belgrade, has been running training for 27 young people of mixed backgrounds involving 40 hours tuition in mediation. They hope to expand this and do more work in neighbourhoods and in support of the Roma community. In Vic, 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.

Moreover, Constanta may wish to further ameliorate their policy initiatives in the area by establishing a public service organisation entitled to provide professional services for mediation of intercultural communication and conflict management. Such an organisation may, for instance, take shape of a state-run mediation service, a dedicated municipal service dealing exclusively with intercultural issues, a generalist municipal mediation service including intercultural competence and specialised staff or a mediation service run by an autonomous intercultural organisation.

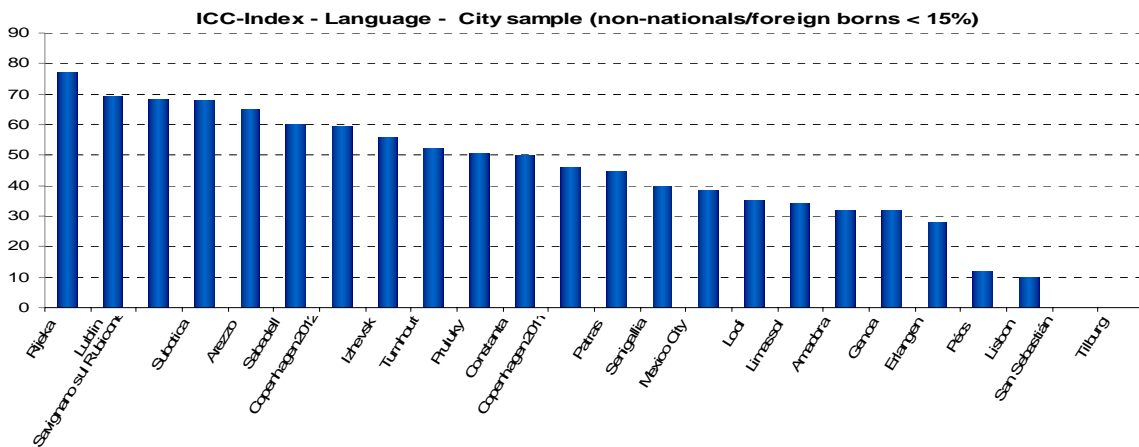
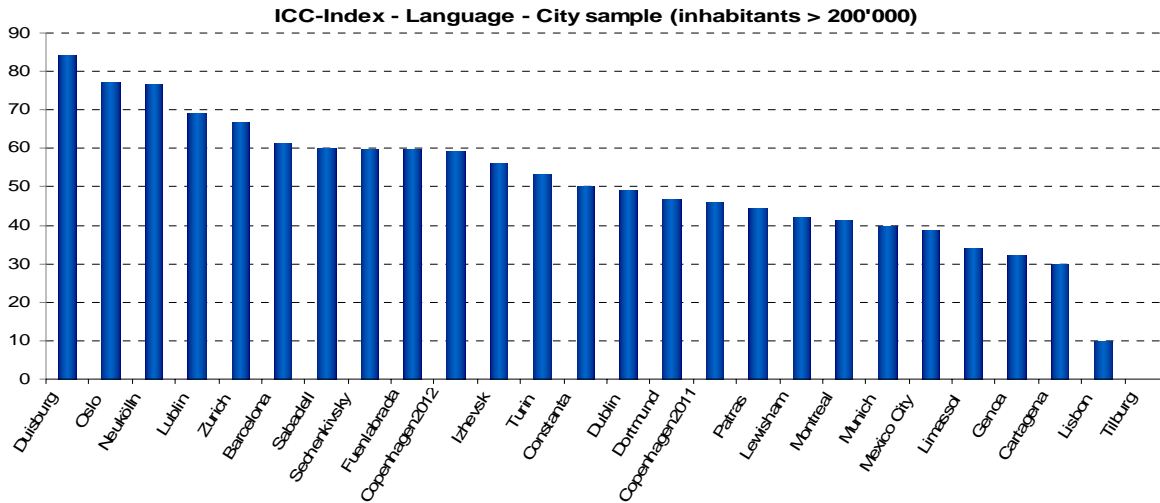
It is worth noting that a combination of state-run, municipal and civil society bodies and actors proves to be an effective way of addressing intercultural conflicts.

Thus, in Oslo (Norway) an emergency taskforce was established in 2005, with representatives from the municipality, NGOs, scholars and the police. Its 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 (Denmark) a mediation service run by an autonomous humanitarian organisation has recently been 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 counseling and group or individual encounters with staff on issues such as social control, resistance identities, conflict resolution, prevention of extremism, etc.

In the same spirit, we encourage Constanta to set up an organisation dealing specifically with inter-religious relations. For example, in Rotterdam (the Netherlands) a platform of all religious institutions, including migrant churches and non-monotheist religious institutions, was established to this end. In Copenhagen a civil-society organisation named **Din Tro Min Tro** serves the same purpose. This organisation has panels in schools, which are composed of a Jew, a Christian and a Muslim.

9. Language¹⁵



Constanta's language policy achievement rate (50%) is slightly higher than the city sample's rate of 49%. Constanta has been positioned 13th among the 25 cities with a population of over 200,000 inhabitants and 11th among the 23 cities with a foreign-born population of less than 15%.

First and foremost, Constanta occasionally supports projects seeking to give positive image of migrant/minority languages. Thus, the City Hall is a partner of events annually organised by each ethnic group, which aim at promoting their customs and traditions (e.g., days dedicated to Macedonian-Romanian culture, to customs and traditions of the Turkish-Tatar community or to Greek song and dance). The city is invited to promote such projects on a regular basis.

In addition, the city provides learning migrant/minority languages as part of the regular school curriculum. It also offers mother tongue courses for migrant/minority kids and has introduced learning migrant/minority languages as a regular language option available to everyone. We strongly encourage the city to support private and civil sector institutions delivering training in such languages.

¹⁵ 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)

Moreover, it would be highly advisable to ensure the provision of specific language training in Romanian for hard-to-reach groups¹⁶. Although there is no information at the city level as regards the percentage of non-nationals or foreign-born nationals resident in the city, Constanta's position as one of the biggest European ports leads to believe that it may be open to migrations. Under such circumstances, the provision of language training in Romanian plays an essential role.

On the above points, Constanta may wish to consider the following initiatives developed by other Intercultural Cities. Thus, in Reggio Emilia (Italy) two schools offer classes in the native languages of children and, in parallel, their parents learn Italian. This is done in order to help families preserve the competence of migrant children in their mother tongue. Similarly, Neuchâtel (Switzerland) supports an intercultural library run by volunteers. The idea is that the provision of books in a range of languages – both to individual users and through schools – helps migrant children learn French. At the same time, reading books in their native language reinforces children's interest in reading and learning altogether and encourages the acquisition of the native language. Lastly, Melitopol (Ukraine) supports cultural associations of ethnic communities, which provide, *inter alia*, language courses open to everyone – including people from other ethnic and linguistic backgrounds – and many such people attend the courses.

Constanta may also wish to further explore its language policies by offering financial support to local minority initiatives, such as written press, minority radio and TV programmes, including in languages other than Romanian.

Here, the authorities' attention is driven to the experience of Copenhagen (Denmark), which, back in 2007, financially assisted the **Quaran Media**, a local organisation producing documentaries, although the city was not used to financing local media in foreign languages. In 2012 Copenhagen declared occasionally subsidising minority newspapers and journals (e.g. **Gadepressen.dk**) and TV programmes in languages other than Danish. Thus, in the **Haraldsgade** area **Haralds TV**¹⁷ in Arabic is partly funded by Områdeløft.

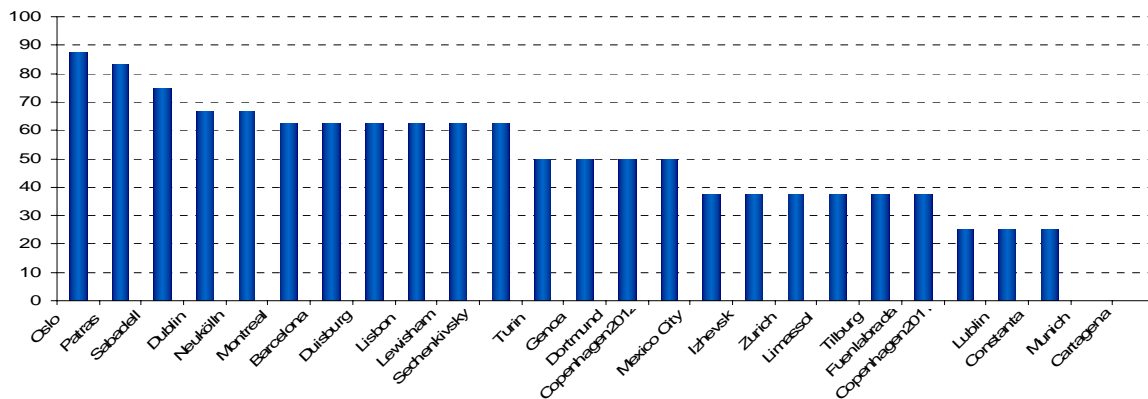
Another interesting practice has been implemented in Melitopol. This city supports publications in minority languages and provides the city libraries with a number of copies of such publications, thus making them accessible to the population.

¹⁶ The term makes specific reference to non-working mothers, the unemployed, as well as retired people

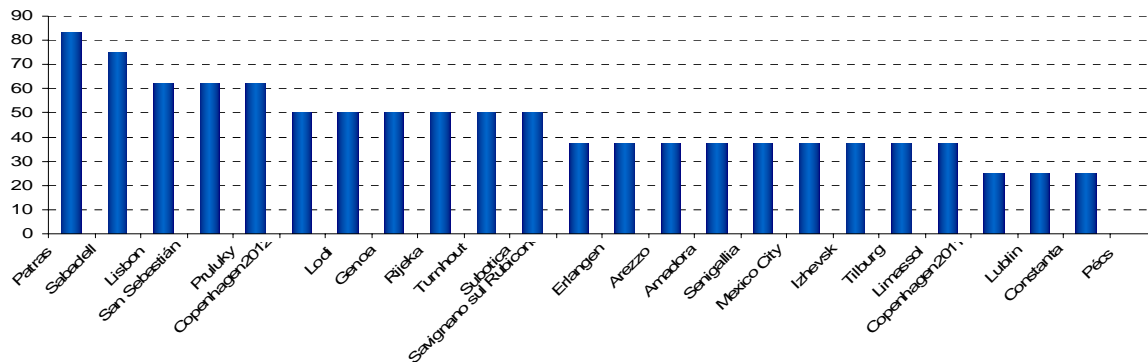
¹⁷ <http://www.haralds.tv/?poditemid=6846>

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 cooperate with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

In this policy area, 25% of Constanta's goals were achieved, which is significantly lower than the city sample's attainment rate for these goals (48%). With this result, Constanta has the second lowest score, along with Lublin (Poland), among the 25 cities with a population of over 200,000 inhabitants and among the 23 cities with a foreign-born population of less than 15%.

It is positive that the city's information service is instructed to promote harmonious intercultural relations.

Constanta may wish to build upon its media policy initiatives primarily by adopting a media strategy to promote a positive image of migrants and minorities in the media. This could be done through dedicated newspaper columns, TV and radio campaigns, targeted media briefings and joint public-media events.

For example, in Neuchâtel (Switzerland) the journalists of the newspapers *L'Express* and *L'Impartial* 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. Thus, every day during the training camp of the Portuguese team for Euro2008, they published a page in Portuguese to present Portuguese culture. One of the Neuchâtel media's flagship initiatives has been the ***Week of Integration in Public Service Media***, on the occasion 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.

We also encourage Constanta to foster its media initiatives by offering advocacy and media training and mentorships for journalists with a minority background.

On the above point, an interesting initiative involving training and advocacy elements has been implemented by the City Council of Oslo (Norway). The initiative contributed to raising awareness among the city's journalists, editors, and media researchers about the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. Consequently, a stronger focus has been put on the recruitment of journalists with an ethnic minority background. Similarly, Reggio Emilia (Italy) has run several pro-diversity workshops for journalists, which were coupled with special editions of local newspapers and TV Spots.

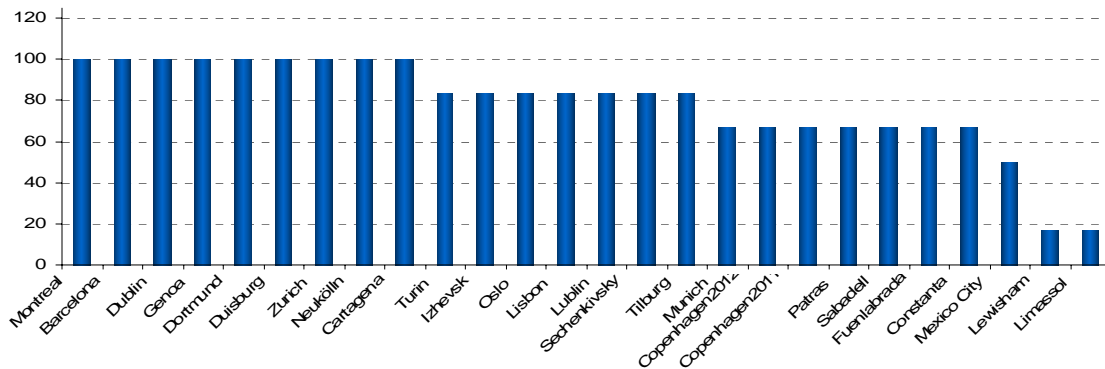
Lastly, Constanta would benefit from monitoring the way in which media portray minorities. In this respect we draw the city's attention to the initiatives implemented by the Spanish cities of San Sebastian and Barcelona.

In San Sebastian 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. The city of Barcelona, in cooperation with 60 city organisations, launched a [website](#)¹⁸ aiming to combat clichés and stereotypes about cultural diversity, such as immigrants abusing public spaces or not paying taxes. This initiative is part of the ***Barcelona Intercultural Plan*** and also envisages creating a first-of-its-kind ***Anti-Rumour Manual*** featuring useful data and information to debunk these ideas. The website will publicise awareness-raising activities, organise participatory activities for people to reflect on the concepts of rumours and stereotypes and analyse how the media treat cultural diversity.

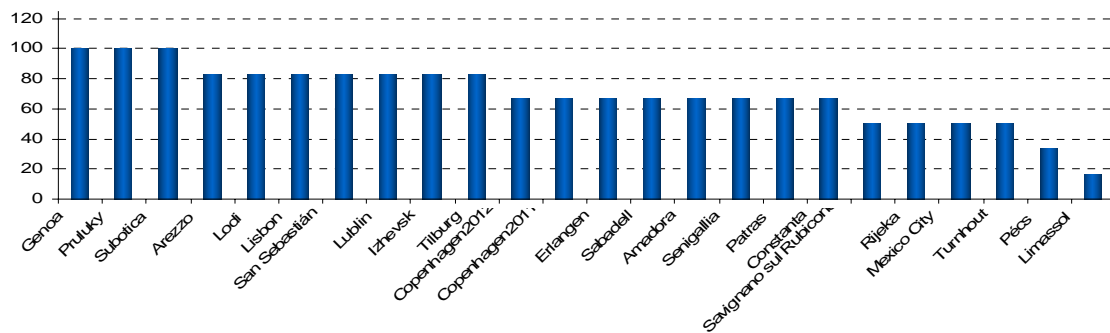
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11. International outlook policies

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%)



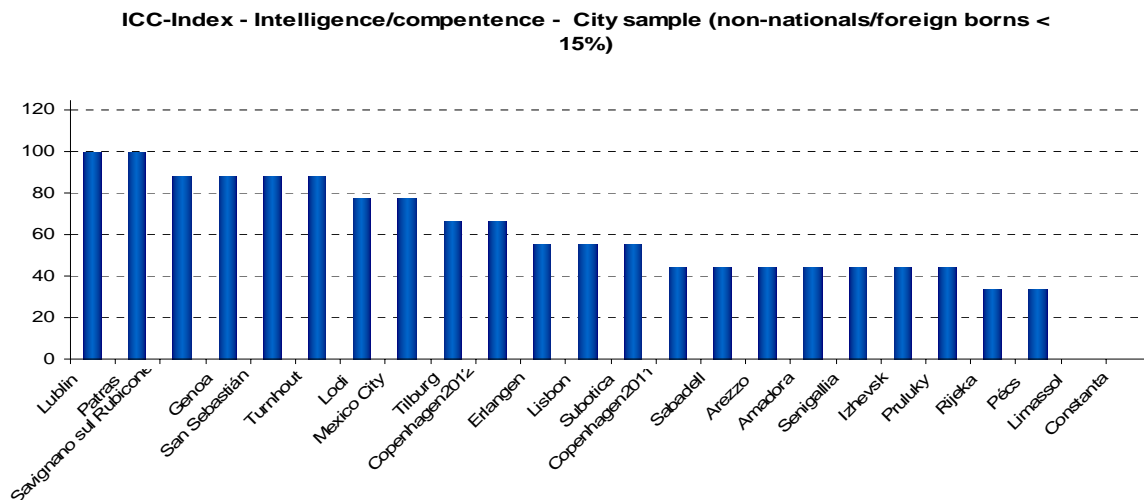
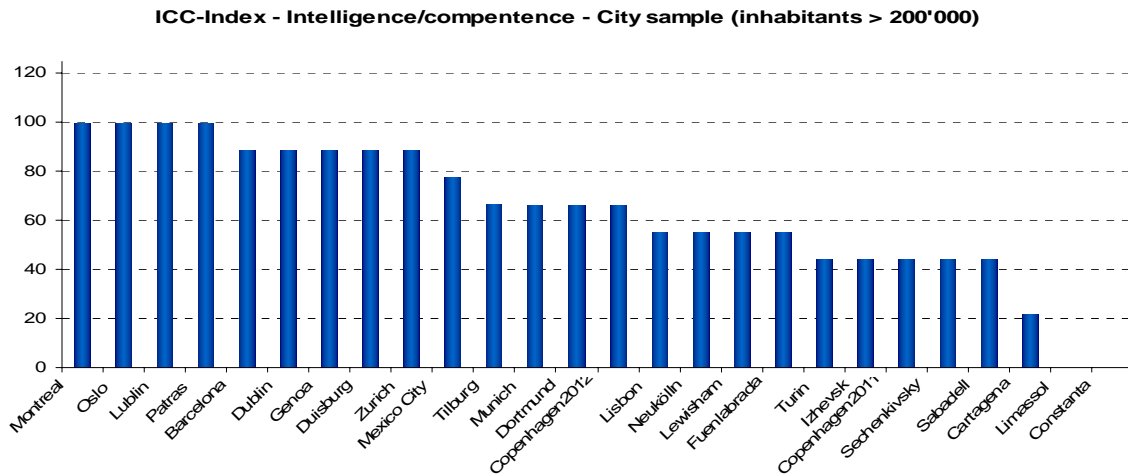
An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.

Constanta's international outlook policy rate (67%) is slightly lower than the city sample's rate in the area (74%). Constanta has the third highest score both among the 25 cities with a population of over 200,000 inhabitants and the 23 cities with a foreign-born population of less than 15%. The cities of Copenhagen (Denmark), Patras (Greece) and Sabadell (Spain) have the same score in this policy area.

Constanta has put into practice a number of policy initiatives to encourage international cooperation. In particular, it has set up an agency responsible for monitoring and developing the city's openness to international connections. It has initiated projects and policies to encourage economic co-development with countries of origin of its migrant groups. In addition, the city supports universities to attract foreign students and takes measures to encourage them to participate in the city life.

The city authorities might wish to further explore possible outlook policies by adopting an explicit policy for the encouragement of international cooperation and introducing a specific financial provision for its implementation.

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 Constanta's intelligence competence policy goals (0%) is drastically lower than the city sample's rate (62%), which means that none of the policy goals has been achieved in this area. Constanta has thus been ranked at bottom of the list of the 25 cities with a population of over 200,000 inhabitants and the 23 cities with a foreign-born population of less than 15%.

With a view to ameliorating its position in the intercultural cities index, it would first be advisable that information regarding diversity and intercultural relations be mainstreamed to city officials to influence policy formulation. For example, the city of Sabadell (Spain) has established a **Special Commission for New Citizenship** to serve this purpose. This body comprises representatives of all political groups, who get together monthly to elaborate policies related to welcoming, accommodation, intercultural awareness and advocacy.

Beyond that, Constanta is encouraged to promote the intercultural competence of its officials and staff through training courses, interdisciplinary seminars and information networks.

On this point, the city may wish to explore the experience of Subotica (Serbia). Here, the **Local Development Agency** set up training courses for locally 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 NGO** in the **Peščara** district, where 500 Kosovo Roma had settled. Here, multi-ethnic teams of residents were created to tackle the bad state of local roads, which broke separation and built trust.

Constanta may also wish to conduct surveys including questions about the perception of migrants and minorities by the city residents.

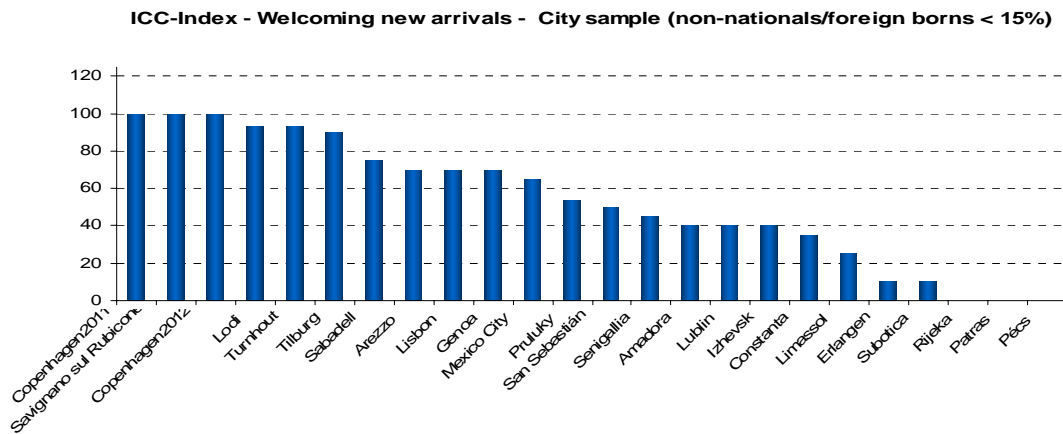
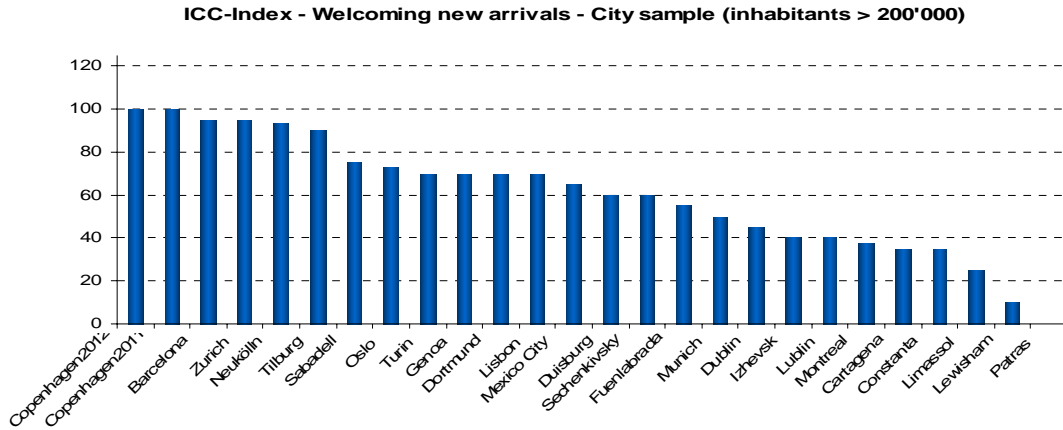
On this point, the following examples are noteworthy.

In Reggio Emilia (Italy), a partnership with the local university ensures monitoring of integration and wellbeing of migrants, the public opinion and the effects of the city policies.

In Tilburg (the Netherlands) every two years a survey is held among the residents concerning their attitude to the "multicultural society", as it is called. This survey includes the same ten statements each time, so it is easy to compare the results over time. Tilburg's **Research and Information Department** also presents monitoring studies, like the *Poverty Monitor*, the *Integration Monitor*, the *Antilleans Monitor*, the *Moroccan Monitor*, etc.

What is more, Melitopol (Ukraine) was the first in the Intercultural Cities network to conduct a survey in accordance with the Analytical Grid. The survey revealed a number of interesting trends in the perception of diversity. It established, in particular, that an overwhelming majority of the surveyed believed that local ethnic differences were recognised and respected by the city's public services (67.1%); that their neighbourhood was a place where people from different backgrounds could live harmoniously (72%); and that they knew more people of different ethnicities than five years ago (60%).

13. Welcoming policies



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-ordinated and delivered effectively will have a significant impact on how the person settles and integrates.

The attainment rate of Constanta’s welcoming policy goals (35%) is lower in comparison with the city sample (57%). Constanta has thus been ranked 22nd among the 25 cities with a population of over 200,000 inhabitants and 17th among the 23 cities with a foreign-born population of less than 15%.

Constanta has adopted some welcoming policy initiatives. Thus, different city services and agencies provide welcome support to newly-arrived students and migrant workers. In addition, there is a special public ceremony to greet newcomers in the presence of officials.

In order to further improve its welcoming policy ranking, Constanta may wish to consider preparing a comprehensive package of information for newly-arrived foreign residents. This is, for example, provided the district of Neukölln in Berlin (Germany). The **Berlin Senate** has produced a multilingual folder entitled **“Welcome to Berlin”** which is distributed via Neukölln’s officials to all new arrivals. It provides comprehensive

information to the newcomer on how to negotiate one's way through German official systems.

Furthermore, setting up a designated agency to welcome newcomers is also recommended to Constanta. A good example of this is **Taalplein** (language square), a welcoming service in Rotterdam (the Netherlands), where newly-arrived persons get enrolled in mandatory language training. Furthermore, in Patras (Greece) an **Intercultural Office** has recently been established under the guidance of the European Commission. It now runs, among others, a one-stop-shop for new arrivals.

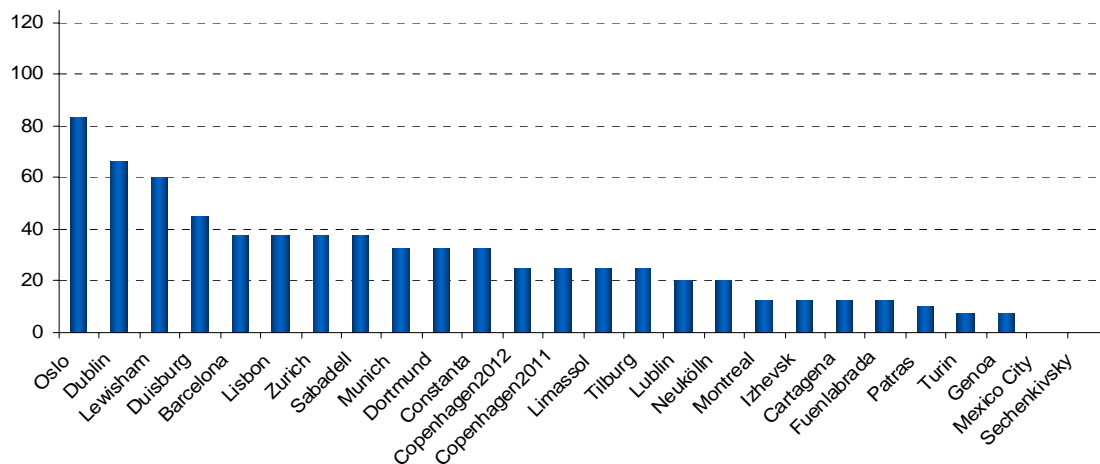
Lastly, the city might wish to extend its welcome support to newly-arrived family members and refugees.

With regard to family members, an interesting practice was set in place in Izhevsk, the capital city of the Udmurt Republic (Russia). The project **"A New City"**, which is a club for young parents, aims at conveying skills and information in a way which contributes to building lasting relationships and social bonds.

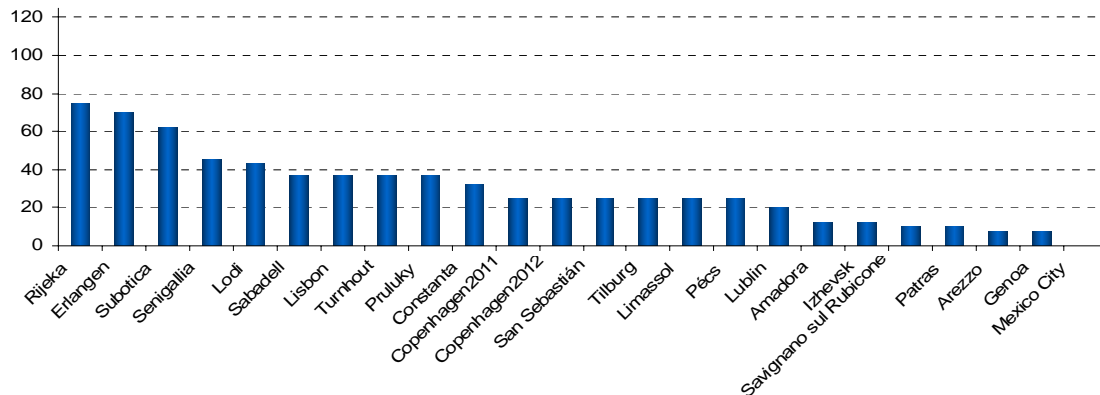
With regard to refugees, Constanta may refer to a practice developed in Oslo (Norway), where refugees are offered a two-year introductory program, including language classes and classes in Norwegian life and society, in a language that they can understand. On the other hand, in Lublin (Poland) a **Centre for Refugees** supervises educational and integration programmes which are carried out by the city's **Voluntary Centre**. At the same time, the **Municipal Family Aid Centre** offers social aid for foreigners and refugees.

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.

Constanta's governance policy attainment rate (33%) is higher than the city sample's rate (31%). Constanta has been ranked 11th among the 25 cities with a population of over 200,000 inhabitants and 10th among the 23 cities with a foreign-born population of less than 15%.

It is positive that Constanta has established standards in the representation of migrant minorities in mandatory bodies supervising schools and public services.

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

Similarly, an independent political body might be established to represent all the city's ethnic minorities. On this point, an interesting initiative has been implemented in Leicester (United Kingdom). Here, the **Multicultural Advisory Group** is a forum that coordinates community relations with members representing the City Council, police, schools, community, faith groups and the media.

15. Conclusions

The results of the current ICC Index assessment show that Constanta performs better than other cities in some policy areas, such as education, language and governance, and can be a source of 'good practices' for many other cities in these areas.

However, the remaining policy areas, i.e. commitment, neighbourhood, public service, business and labour market, cultural and civil life, public space, mediation, media, international outlook, intelligence/competence and welcoming, have been marked with the city's underperformance. For instance, Constanta's achievement rate in the area of business and labour market is twice as low and in the areas of commitment, mediation and cultural and civil life is thrice as low compared with the city sample's rate. At the same time, none of the goals set in the neighbourhood and intelligence/competence policy areas have been achieved.

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

16. Recommendations

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

- **Commitment:** adopt intercultural city strategy and action plan; introduce an evaluation process for their assessment and a budget for their implementation; create an official webpage to communicate the city's intercultural statement, strategy and action plan; set up a dedicated cross-departmental co-ordination structure responsible for the intercultural strategy; ensure that the city's official speeches and communications make clear reference to its intercultural commitment; acknowledge and honour local citizens who have done exceptional things to encourage interculturalism in the local community;
- **Education:** take measures to foster intercultural mixing in primary schools;
- **Neighbourhoods:** take measures, in particular by adopting a policy, to increase diversity of residents in the city's neighbourhoods and to avoid ethnic concentration; encourage interaction between and within the city's neighbourhoods and adopt relevant policies to this end;
- **Public services:** lay down a specific recruitment strategy to ensure that the ethnic background of public employees mirrors that of the city's inhabitants; enlarge the public sector recruitment pool for non-Romanian citizens; encourage intercultural mixing in the private sector labour market; extend the offer of services appropriate to the ethnic/cultural requests to include, *inter alia*, women-only sections and times in sports facilities;
- **Business and labour market:** sign a binding document against discrimination in the workplace; create an organisation to promote diversity and non-discrimination in employment; encourage 'business districts/incubators'; prioritise companies with a diversity strategy in procurement of goods and services;

- **Cultural and civil life:** encourage cultural organisations to deal with diversity and intercultural relations in their productions; organise public debates and campaigns around the topics of diversity and living together; use interculturalism as a criterion when allocating grants to associations and initiatives;
- **Public space:** encourage intercultural mixing in public libraries; take into account ethnic and cultural backgrounds of citizens while designing and managing new public buildings and spaces; take measures to ensure positive development of the areas reputed as “dangerous” and the areas dominated by one ethnic group;
- **Mediation and conflict resolution:** establish a public service organisation entitled to provide professional services for mediation of intercultural communication and conflict management; initiate an organisation dealing specifically with inter-religious relations; provide intercultural mediation services in the streets and neighbourhoods;
- **Language:** support private and civil sector institutions delivering training in migrant/minority languages; ensure the provision of specific language training in Romanian for hard-to-reach groups; provide financial assistance to minority press, radio and TV programmes, including in languages other than Romanian; regularly support projects seeking to give positive image of migrant/minority languages;
- **Media:** adopt a media strategy to promote a positive image of migrants and minorities in the media; provide advocacy and media training and mentorships for journalists from minority backgrounds; monitor how media portray minorities;
- **International outlook:** adopt an explicit policy for the encouragement of international cooperation and introduce a specific financial provision for its implementation;
- **Intelligence and competence:** mainstream information regarding diversity and intercultural relations to city officials to influence policy formulation; promote the intercultural competence of officials and staff through training, interdisciplinary seminars and information networks; carry out surveys including questions about the perception of migrants and minorities;
- **Welcoming:** create a comprehensive package of information to aid newly-arrived foreign residents; set up a designated agency to welcome newcomers; instruct different city services and agencies to provide welcome support to newly-arrived family members and refugees;
- **Governance:** introduce activities to increase the representation of migrants in the city administration; establish an independent political body to represent the city’s ethnic minorities.

Constanta 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 database¹⁹.

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