

CARTAGENA

ICC INDEX ANALYSIS 2021



Diversity, Equality, Interaction

BUILDING BRIDGES, BREAKING WALLS





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CARTAGENA INDEX ANALYSIS

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Intercultural Cities is a Council of Europe flagship programme. 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 was rich in content and detail. However, narrative reports alone were relatively weak as tools to monitor and communicate progress. Thus, an "Intercultural City Index" has been designed as a benchmarking tool for the cities taking part in the programme as well as for future participants.

While this report is being written (March 2021), 145 cities embraced the ICC programme and approach, and 117 (including Cartagena) have analysed their intercultural policies using the Intercultural City Index. The respective reports can be found here: <u>https://www.coe.int/en/web/interculturalcities/index-results-per-city</u>.

Among these cities, 26 cities (including Cartagena) have between 200,000 and 500,000 inhabitants and 35 (including Cartagena) have between 10% and 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Cartagena, Spain, in 2020, 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 and to enhance participation. 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 86 questions (73 of which are mandatory) grouped in 12 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 the following (including the two new indicators in bold):

1. Commitment			
2. Intercultural lens	Education		
3. Mediation and conflict resolution	Neighbourhoods		
4. Language	Public services		
5. Media and communication	Business and the labour market		
6. International outlook	Cultural and social life		
7. Intercultural intelligence and competence	Public space		
8. Welcoming newcomers			
9. Leadership and citizenship			
10. Anti-discrimination			
11. Participation			
12. Interaction			

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/benchlearning**, to motivate cities to learn from good practice.

Taking into account the above-mentioned 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 (below 100,000 inhabitants, between 100,000 and 200,000, between 200,000 and 500,000 and above 500,000 inhabitants) and the percentage of foreign-born residents (lower than 10 per cent, between 10 and 15 per cent, between 15 and 20 per cent and higher than 20 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation, and filtering of the results.

So far, 24 cities have used the index containing the new indicators in their evaluations, including Cartagena. Thus, the City will be compared to the entire sample for all the indicators, and to the new sample for the new indicators relating to participation and interaction.

According to the overall index results, *Cartagena* has an aggregate intercultural city index of 67 (out of 100 possible points). The details of this result will be explained bellow.¹



¹ The original Intercultural Cities contained 69 questions. The Intercultural Cities Index was updated in 2019, when additional questions were added, some questions were removed and completely new indicators were added (anti-discrimination, interaction and participation), resulting in the extended ICC index with 86 questions. As a main rule, the index report applies the scoring from the original intercultural index, to ensure the broadest possible comparison group in the global score.

In addition, the scoring from the extended intercultural index is provided in an explanatory footnote for all indicators where it is relevant. This scoring encompasses the assessment of the questions of the original index as well as the new questions of the extended index for each specific indicator. The scoring of the original index and extended index for the same indicator may hence differ based on the differing number of questions. Finally, the indicators which are completely new to the extended index only include the scoring from the extended index. This scoring for these indicators hence shows directly in the text and not in a footnote.









CARTAGENA: AN OVERVIEW

The city of Cartagena is in the south eastern region of Spain in the Campo de Cartagena, Region of Murcia, on the Mediterranean coast. In 2019 the estimated population is 215,418 inhabitants.

The history of the city dates back to its foundation in the 3rd century BC, on the site of an ancient Iberian settlement by the Carthaginians, from where the city took a derivate name of its mother city, Carthage. The natural port of the city is part of its historical relevance, so as its proximity to silver mines, as well as the crucial role played in the Punic Wars. After being conquered by Romans and the Visigoths, the city became part of different Muslim Caliphates and Kingdoms (the Umayyads, the Caliphate of Cordova, the Almohads and the Taifa of Murcia among them), until the city was conquered by the Castilian Kingdom in 1245. An important port of trade, Cartagena entered in a period of decadence after the fall of Muslim Granada in 1492. Despite a short economic revival in the 16th century related to Spanish colonial activities, the city did not fully recover until the 18th century, again thanks to its port, and its importance as naval seaport in the Mediterranean. Parts of the old town wall remain, as does the Roman amphitheatre and the ruined 12th century castle; the city's archaeological museum contains Iberian, Greek, and Roman artifacts.

Cartagena exports olive oil, dried fruits, and minerals. As a great commercial port, Cartagena was affected in the early 20th century by the increasing importance of other Mediterranean ports such as Barcelona, Málaga and Alicante. The city progressively became a naval base, with an arsenal and extensive dockyards for military purposes. Currently, tourism represents a crucial part of the local economy, based in the cultural richness of the city, as well as the nearby beaches and recreational areas of the Mar Menor (a coastal lagoon).

During the last years, the city of Cartagena has experienced diverse changes in its demography. As other cities in Spain, the municipality experienced a significant increase in the foreign-born population in the early 2000's. As of January 1, 2019, 10.9% of the total population is made up of non-national city residents and the percentage of foreign-bon national resident in the city is 12.9%.

However, since 2010, the city's population of foreign origin has decreased by 21.4%, especially since 2014. The greatest decrease has occurred among immigrants of Latin American origin (-48.2%), followed by persons from Eastern European countries (-30%), while among persons of African origin, the decrease has only been by 3%. The Moroccan population is the most important minority group in Cartagena, representing 5.7% (12,196 persons) of the total population, followed by nationals from Ecuador (0.5%) and citizens from other Latin American countries (1.1%).

The city has a rich religious diversity. In addition to the Catholic majority, 43 other religious communities are identified in the city, where there are 45 places of worship.

Cartagena was one of the founding cities of the Spanish Intercultural Cities Network (RECI), and for many years it has promoted policies to foster the reception and integration of immigrant population, which have gradually focused more on living together and interculturality.



COMMITMENT

For intercultural inclusion to occur, city authorities need to send out a clear and well-publicised message emphasising their commitment to intercultural principles, i.e. diversity, equality, and interaction. Ideally, a majority of elected officials and senior policy officers will have a clear understanding of these core principles and their implications for policymaking. City authorities also need to initiate an institutional process to translate the principles of interculturality into concrete policies and actions. Most importantly, an intercultural city actively seeks to include residents of all nationalities, origins, languages, religions/beliefs, sexual orientations and age groups in the policymaking process. The authorities also highlight and nurture any intercultural practices that may already exist in the City.

Cartagena's score in the field of Commitment is 88, considerably higher than the city sample result of 70, and the best result for the city in their ICC Index reviews. The city has been a member of the Spanish network for intercultural cities (RECI) since 2011. Furthermore, it has expressed its commitment to intercultural cities through statements and memberships in different networks for inclusion.



Cartagena has shown its commitment to the intercultural principles through its actions as an actively welcoming city. The City Council has been working to manage cultural diversity in the municipality since the beginning of the 1990s, with refugee reception from the war of the former Yugoslavia.

The city has also expressed its commitment through the membership in different networks such as the Spanish Network of Intercultural cities (RECI) and the Inter-municipal Refugee Reception Network - supported by the Spanish Federation of Municipalities and Provinces (FEMP) in 2015. In May 2017, the City Council created the Network of Entities for the Reception and Integration of Refugees Board, which was born out of the City Council's commitment to address the problems faced by refugees or applicants for international protection in the city. The Mayor chairs the Board, and the Deputy Mayor was also involved. To generate a structure at the local level to articulate and coordinate all efforts in the refugee reception and integration representatives of the municipal groups and relevant associations were involved.

The official speeches and communication of the city and city officials clearly reflect the city's intercultural commitment. Some examples are the public reading of a manifesto during Migrant Interaction Day, the declaration of institutional support for Cultural Diversity approved in 2014, as well as the Institutional Declaration against Xenophobia, Intolerance and Racism, passed in 2017.

So far, Cartagena has made several attempts to develop an intercultural strategy, however, none of them have been entirely successful. Nevertheless, the city has adopted an integration strategy with intercultural elements. The strategy has several lines of work. The first is carried out in the Immigration and Development Cooperation Unit of the Department of Social Services. Actions and programs are carried out to facilitate integration - Initial reception, information, guidance, and evaluation. A second strategic line is the efforts and programs to promote, support, and boost the associative fabric. The third strategic line corresponds to the actions and programs to facilitate coexistence and the building of social cohesion, solidarity, interculturality, and community development. The fourth strategic line corresponds to activities and programs aimed at promoting the management and enhancement of diversity.

Moreover, Cartagena has an intercultural action plan and allocates a budget to implement its intercultural strategy. Through the Department of Social Services, the City Council encourages organisations and entities to deal with diversity and intercultural relations in their projects through subsidies and agreements, and interculturality has been incorporated as a criterion for awarding grants to associations and other entities.

The action plan includes:

- Actions and programs aimed at facilitating integration Initial welcome, information, guidance, and assessment.
- Actions and programs aimed at promoting, supporting, and boosting the associative fabric. Technical assistance to entities and associations working with migrants in the municipal area of Cartagena.
- Actions and programs aimed at facilitating coexistence. Improving coexistence and building social cohesion, solidarity, interculturality and community development: Community Work in various city districts: Intercultural Community Intervention Project (ICI) in the Historical Centre and Sector Estación (Trans Station) districts. Intercultural centres for minors in the district of Historical Centre and Los Dolores. Promotion workshops for immigrant women. Network of Good Female Students in High Schools and Anti-Rumour Strategy: Cartagena Free of Rumours.
- Actions and programs aimed at facilitating the management and enhancement of diversity. School programs open to other cultures.

Both the integration strategy and the intercultural action plan are assessed annually by the Immigration and Development Cooperation Programme.

In addition to participative, consultative processes, which are open to all the citizens regardless of their ethnic or national origin, the city has several initiatives to engage several groups in participation such as an initiative to educate minors² in the culture of Participation and Transparency and a participation-fostering initiative for the decision-making process in the districts of Los Mateos and Lo Campano through the Participatory Local Development Pact for the prevention of social exclusion, which includes citizen participation in all phases of the

² In 2018, Cartagena was awarded with the UNICEF recognition of Child Friendly City.

See https://www.cartagena.es/plantillas/2.asp?pt_idpag=2513

process. Finally, it is also worth mentioning that Cartagena has a <u>website</u> that gathers intercultural messages, strategies and actions.

Suggestions

Creating a holistic and integrated intercultural strategy could be a beneficial tool for Cartagena to develop further and gather the intercultural work it has carried out to this date. Moreover, the city could be encouraged to acknowledge and honour residents or organisations that have done remarkable things to encourage interculturalism in the local community in order to enhance efforts for social cohesion.

In order to develop an integral intercultural strategy, Cartagena could be inspired by the city of Ballarat, Australia. The city presented its 2009-2014 Cultural Diversity Strategy, which defines Ballarat as an inclusive intercultural city.

Similarly, Cartagena could look at the city of Bilbao, Spain, where the Local Government's plan (2019-2023) includes the new Municipal Plan for Citizenship and Diversity as a priority action within its scope of intervention. As part of this objective, Bilbao is committed to developing an intercultural society, where there is space for differences withing a framework of equality, and in which the diversity of resources of citizens is encouraged, to jointly add to and contribute to the development of the city.

THE CITY THROUGH AN INTERCULTURAL LENS

Although the formal functions cities and other local authorities assume vary considerably from one country to another, all cities have the primary responsibility for maintaining social cohesion and preserving the quality of life in the City. The policies designed to achieve these goals will therefore be re-conceived and re-configured in order to assure they provide adequate service to all residents regardless of their nationalities, origins, languages, religions/beliefs, sexual orientation and age group. This is most notably the case for policies concerning education, neighbourhoods, public services, business and the labour market, cultural and social life, and public space.

The overall rate of achievement of the urban policies of the Cartagena, assessed through an "intercultural lens" is slightly lower to that of the model city: 59% of these objectives were achieved while the rate of achievement of the model city's engagement policy reaches 62%.

EDUCATION

Formal education and extracurricular activities have a powerful influence on how children will perceive diversity as they grow up. Schools therefore have a strong potential to reinforce or, on the contrary, challenge prejudices and negative stereotyping. Although school programmes are defined primarily at the national or regional level, local schools can look at alternative and innovative ways of providing opportunities for children of different cultures to build trust and mutual respect, and create thereby favourable learning conditions for all pupils, irrespective of their nationalities, origins, languages, sexual orientation or gender identity, religions/beliefs. From the intercultural perspective, cultural and other diversities, including multilingualism are treated as positive opportunities and are nurtured accordingly. Intercultural schools also consider parents of pupils with migrant/minority backgrounds on an equal basis as other parents. They take steps to ensure that all parents overcome any reluctance they may have in engaging with the school and give them in this way the possibility of playing the educational role usually expected from parents.

Cartagena achieved a rate of 63, which is slightly lower than the city sample's achievement rate of 68. The city has offered an intercultural training program in schools for a decade, among other services. However, Cartagena has room for improvement in the involvement of parents from different ethnic and cultural backgrounds in school activities.



In Cartagena, the ethnic origin among school attendants is remarkably like the general population composition of the area. However, concerning the representation of diversity in the teaching staff, it is worth noting that the city has no competence to hire teachers and that many aspects relating to the field of education is not within the competence of the city. The ICC programme is a capacity-building and peer learning programme which brings forward ideas and practices where cities can work to improve. While it is known that the formal competences of the member cities of the global network vary, there are always things each city can do to improve within the scope of the work of the fields included in the ICC Index. Hence, all cities are scored on all index areas of the ICC index, irrespective of formal competence.

In the field of education, the city has implemented the Intercultural Training Program, a <u>School Open to Other</u> <u>Cultures</u>, in the municipality's educational centres for more than a decade. The program is implemented by the City Council and social entities such as Murcia Acoge, Accem, Fundación Cepaim, Columbares, Rascasa, Fundación Iniciativa Solidaria Angel Tomás and the Asociadion of the Bahái Bahai Community of Cartagena. The programme promotes intercultural awareness among the youngest through knowledge and through the implementation of intercultural projects in the schools involving not only students and teachers, but also parents and other actors in the educational field.

The city also promotes intercultural programmes in the informal education area usually linked to the city's Antirumour strategy "<u>Cartagena Libre de Rumores</u>"³. One example is the training of Antirumour agents for youth between 16 and 25 years. The training consists of four modules dealing with concepts such as stereotypes, prejudice, rumours, as well as communication strategies. At the end of the training, participants are awarded with an Antirumour Agent Certificate.

³ See also the clip: https://www.cartagena.es/detalle_noticias.asp?id=42212

Moreover, with relation to parents of foreign origin, the city employs a translator in the Unit for Immigration. The translator is tasked with assisting when needed but is not a resource reserved only for the educational field.

Recommendations

As a recommendation, it could be fruitful for Cartagena to develop further ways to include and involve parents with migrant or minority background in school life. The efforts could also be combined with policies to advocate for ethnic and cultural mixing within and between schools in order to combat the barriers arising from possible cultural and ethnic segregation and encourage positive interaction.

An inspiring example is, for example, the project School Approaches for Family Empowerment (SAFE) headed by the city of Reggio Emilia, Italy, in cooperation with the Intercultural Centre Mondinsieme. The project encourages social integration of foreign families through initiatives that involve local schools with diverse students. SAFE is operated in partnership with the Italian municipalities of Arezzo and Torino, the city of Lewisham, United Kingdom, and the Efus (European Forum on Social Security). The project aims to reach and involve public servants, intercultural mediators, school principals and families. It has been developed to give the school a central role in the social integration of foreign families and to value the competences and social capital of second-generation youth, which represents 35% of the whole foreign population in Italy.

Another interesting initiative is the "Stronger communities – The Schools Linking Network, implemented in Bradford, United Kingdom. In the framework of the project, the city works with primary, secondary, and special schools in localities that have been identified as having segregated communities. Through a carefully planned and research-led approach, underpinned by Social Contact Theory, the city supports teachers to facilitate meaningful and positive sustained social mixing.

NEIGHBOURHOODS

Within a city, districts, neighbourhoods, or other territorial sub-units, can be more or less culturally/ethnically diverse. People are indeed free to move and settle in the neighbourhood of their choice. To be intercultural, a city does not require a 'perfect' statistical mix of people in all neighbourhoods. It will however make sure that ethnic concentration in a neighbourhood does not convert into socio-cultural segregation and does not act as a barrier to the inward and outward flow of people, ideas and opportunities. In particular, the intercultural city ensures the same quality of public service delivery in all the neighbourhoods and plans public space, infrastructures, social, cultural and sport activities to encourage intercultural and socio-economic mixing and interaction.

Cartagena's score in the field of neighbourhoods is 63, slightly lower than the city sample result of 67. The city implements different actions to encourage interaction between neighbourhoods, such as the festival La mar de Barrios. It also encourages the participation of representatives of different neighbourhoods in decision-making processes.



The city of Cartagena has only a few neighbourhoods that are ethnically diverse. Unfortunately, the city has not yet developed specific policies to increase the diversity of residents in the neighbourhoods. However, Cartagena carries out several actions that encourage interaction between residents of different neighbourhoods.

Every year, the city of Cartagena celebrates a music festival called la <u>Mar de Músicas</u>. Within the framework of la Mar de Músicas, the city of Cartagena holds the festival la Mar de Barrios, an event celebrating music, diversity, and culture, which is held in and focused on different districts of the city. The festival has an extensive cultural programme designed for all residents and is made up of workshops, games, dance, DJ sessions, concerts, and parades, as well as events specifically organised for children. Each year the festival is held in a different neighbourhood district of the city, thus promoting it and making it the epicentre of Cartagena during the period of the festival. In 2017 the chosen districts were Santa Lucia and Mar de Cristal, in 2018 it was held in Urbanización Mediterraneo and San Anton, while in 2019 the venue was the Barrio de la Concepción, all neighbourhoods relatively far from the city centre.



Furthermore, the Cartagena City Council encourages and boosts active participation of residents with migrant and minority background to interact with people living in the same neighbourhoods through encouraging participation in decision-making affecting the neighbourhood of all local groups in certain areas, as well as of the social entities operating in that specific district, through a group of "Associations Coordinators".

Recommendations

The city of Cartagena could further explore the field of strategies and policies to increase the diversity of residents in the neighbourhoods and avoid ethnic segregation. For example, the city of Zurich, Switzerland, has implemented a policy to increase the diversity of residents in the neighbourhoods and avoid ethnic concentration. The City Council housing program aims, among other things, at a good social mixing within the city. The city as well as the housing associations, have adopted a rent policy, which considers the cultural mixing within the neighbourhood.

Cartagena may also find the example of Sabadell, Spain, interesting. The city hosts the event Mescla't (Mix it Up). This one-day festivity aims to celebrate the city's diversity, fostering social inclusion and human rights. The programme of that day includes different activities in the public space: concerts, traditional music, various workshops, seminars, photo exhibitions, etc. Although it is led by the City Council, it is designed and developed with the organisations which are part of the different commissions of the Civil Rights and Gender Department: Gender, feminism and LGBTI; New citizenship; Religious diversity; Roma; Youth; Solidarity and Cooperation.

In this line, the <u>ICC study on gentrification</u> offers a range of strategies and examples of creating inclusive public spaces, managing socio-cultural mixing, nurturing a sense of belonging, and encouraging and highlighting diversity. These can serve as an inspiration to develop further actions in the framework of a neighbourhood.

PUBLIC SERVICES

As their very name implies, public services work for the benefit of the public as a whole. If the population is diverse, public services will be more efficient in delivering adequate benefits and information if city officers, at all levels of seniority, are as diverse as the population in general. This requires much more than simply ensuring equal opportunities to access public service employment. When taking action to encourage a diverse municipal workforce, an intercultural city acknowledges that a 'one size fits all' approach to public services and actions does not guarantee equal access to public benefits. The city also recognises that residents with migrant/minority backgrounds should never be treated as passive consumers of public benefits but can contribute actively by suggesting new ideas and innovative solutions to public problems.

Cartagena achieved a rate of 25, in the field of public services which is considerably lower than the city sample's achievement rate of 45, and also lower than the previous ICC Index from the city.



The public employees of the city of Cartagena does not reflect the minority and migrant background of the population of the city. This is highly related to the fact that the recruitment of public employees is not within the city competences. Nevertheless, the city has acted to provide public services through an intercultural perspective.

The Cartagena City Council has a specialised unit for the population of migrant origin, the Immigration and Development Cooperation Unit. Within this unit, the city offers several public services considering the needs of migrants and residents with a minority background. For example, in the field of education, the school cafeteria in the municipality considers and caters to the children's specific needs in terms of diet, including those linked to religious practices. Moreover, in some educational centres, spaces are given for the practice of minority religious confessions. The Islamic Community and the City Council also seek burial alternatives in case of need for the Muslim population in municipal cemeteries.

Recommendations

The city of Cartagena has made some efforts to offer public services through an intercultural approach. However, there is still some room for improvement. For example, public service officials in the city do not represent the diversity of the same. Although public servants' regulations employment is a state competence, there are still some interesting actions that can be taken into account and used as inspiration for further measures in different public services. In the city of Bergen, Norway, the "Future Workplace" is a good initiative to be aware of. It aims to increase

the role of the municipality as an employer of minorities, and it tackles both the public and the private sector. Other initiatives to be inspired from includes Berlin's Brauch Dich, Germany, a recruitment campaign that strives at diversifying the Senate's workforce with the provision of traineeship opportunities to migrant associations/residents.

Another good example which focuses on improving intercultural competences is the initiative "Towards an Inclusive Public Transport Service" in Dublin, Ireland. The project aims to ensure passengers and staff travelling on the Dublin public transport that racism and discrimination are not accepted. The project has been developed over the last years by the Immigrant Council of Ireland. It has evolved with improved transit and outdoor advertising campaigns, staff training, recording of racist incidents and awareness of interculturalism for the whole city.

BUSINESS AND THE LABOUR MARKET

Access to the public sector labour markets is often restricted by national or regional legislation. When this is the case, the private sector may provide an easier route for people with migrant or diverse backgrounds to engage in economic activity. As a result, private companies and activities tend to offer much more diverse working environments than the public sector. Research has also proved that it is cultural diversity in private companies, and not homogeneity, which fosters creativity and innovation. By constantly highlighting the diversity advantage in business, and partnering with their chambers of commerce and entrepreneurs, cities can influence how diversity is perceived in the private sector in such diverse sectors as shops, clubs, restaurants, industry, technical services and science.

Cartagena's score in business and the labour market is 100, considerably higher than the city sample result of 49. The city of Cartagena has an excellent score in the field due to their commitment and involvement in a diverse number of initiatives to promote active participation of all of its residents in the field.





The Cartagena City Council has an ecosystem of private entities and non-profit associations that aim to integrate immigrants and promote diversity. Moreover, the city has also been involved in several projects that work for the inclusion of persons of migrant and minority origin in the Business and Labour market.

Within the City Council Department of Social Services, the city has an <u>Agency for Local Development and</u> <u>Employment (ADLE)</u>, which promotes the local economy, employment and local development. The agency works to help the groups with the greatest difficulties to access the labour market through adequate and adapted job placement, as freelancers or working for an employer. Through the agency, the city offers a business and employment advisory service that informs citizens about the requirements to apply for a work permit, for both freelancers and those who wish to be employed by others, to facilitate their inclusion in the labour market. Moreover, through the ADLE business growth project, the city offers a consultancy service for local companies established in their municipality, including immigrant companies that can, through the consultancy, participate in new forms of business management and network with the rest to promote services and products.

Cartagena, through the Department of Social Services and ADLE, has participated in the <u>Diversity in the Economy</u> and Local Integration (DELI) Project led by the Council of Europe. The project aimed to raise awareness among local and regional Business Associations of the inclusion and participation of local immigrant companies in their structures. It also worked to introduce social clauses in public contracting specifications to facilitate the participation of SMEs with social responsibilities. Beyond the duration of the project, the city has sustained meetings with local actors to promote the entrepreneurship of migrants and establish itineraries for their business creation.

The city also participated in the <u>Diversity connector for Start-ups Project</u> which aims to identify good practices applied to companies that promote diversity. Some of the best practices identified in the project are still applied in the city today, such as advising services for the start-up in talent and diversity management.

In addition to the aforementioned initiatives, <u>social clauses</u> have been included in the City Council tender procedure that promotes the inclusion of companies with social responsibility working with the groups with the largest challenges in accessing the labour market. Moreover, all of the city's actions promote public-private collaboration in the business of the different sectors such as, for example, the retail, industrial, naval, and agricultural sectors in compliance with the Spanish Constitution regarding equality and non-discrimination based on birth, race, sex, religion, opinion or any other condition such as personal or social circumstances.

Suggestions

On the one hand, Cartagena is doing an excellent job in the business and labour market, which can serve as an inspiration to other cities. On the other hand, there is also always an opportunity to get inspired by other initiatives such as for example the "Do it in Barcelona" initiative in Barcelona, Spain. The programme aims to attract foreign entrepreneurs to the city by providing them with support services for the development of their businesses and helps

newcomers by ensuring they have knowledge of the new environments in which they find themselves and the tools that can guide them towards success.

Similarly, the Programme "Amadora Empreende" seeks to encourage entrepreneurship of vulnerable individuals in the city by identifying, in association with the youth and persons in social vulnerability situations, individual entrepreneurial initiatives by providing the necessary conditions for developing a business idea.

In Montreal, Canada, there are various tools for fostering an inclusive approach to the labour market. For instance, through the "Doing Business in Montreal" entrepreneurship action plan adopted by its Economic Development Department, the city provides funding for the Quebec School of Entrepreneurs (EEQ) under a two-year agreement to enable the latter to enhance its "Immigraffaires" business training course. This is designed to facilitate the socioeconomic integration and success of future entrepreneurs from diverse ethnocultural backgrounds, in particular through support and help with developing their entrepreneurial skills. The city's funding will be used to produce a guide for entrepreneurs from ethnocultural communities, run workshops for them, devise tip sheets and co-development activities, produce podcasts showcasing them and to draw up specific skills profiles for entrepreneurs from diverse backgrounds.

CULTURAL AND SOCIAL LIFE

Whereas people living in a city may have different migrant/minority or other backgrounds, they very often share the same interests and satisfaction when engaging in leisure activities, especially in the fields of arts, culture, and sports. Such activities are sometimes structured along ethnic lines. That is quite understandable when they aim to preserve folklore traditions or the language and history of countries of origin. What is problematic is when crosscultural leisure activities are organised along ethnic lines, for example when a football team only accepts players from one ethnic group. The intercultural city can encourage cultural openness through its own activities and by introducing intercultural criteria when allocating resources to artistic, cultural and sports organisations.

Cartagena achieved a rate of 88 in the field of Cultural and Social Life, which is higher than the city sample's achievement rate of 73. The city's high score is supported by the organisation of numerous cultural events that promote interaction between diverse residents, create awareness and increase knowledge and diversity.



Cartagena has a Culture Council which functions as a channel for citizens to participate and propose initiatives that can be considered in the decision-making process of the City Council. Through this channel, citizens have the opportunity to participate in the creation of a shared work plan for cultural matters for the city. Within the Culture Council, there is also a Diversity and Intercultural Commission, which functions as a vehicle for integration and respect for other cultures. From the Culture Council and the Development Cooperation Unit, and in collaboration with diverse cultural organisations, the city organises important events in the fields of culture which encourage positive interaction of persons from different backgrounds. Some examples are the following:

- The city organises the annual festival "La Mar de Músicas", in which the city works with organisations such as Casa África to include groups from the continent. The festival encompasses a large, rich sample of knowledge in the fields of art, literature, and music of other peoples.
- Within the conference "Context, resources and mediation" the city organises seminars under the title of "Women and Immigration. Lines of actions" to first year students of Social Integration of the Mediterráneo Secondary School. These seminars are taught by the educator of the Immigration Unit.
- Within the framework of the International Women's day on March 8, the city develops activities managed by the Department of Equality.
- The departments also organize the initiatives "Meeting of Literary Stories" which includes reading stories in Spanish and Arabic in the auditorium of the University of Cartagena.
- In cooperation with the Local Development and Employment Agency (ADLE) actions are developed on a regular basis to promote training efforts of immigrant women who want to be entrepreneurs.
- Within the celebration of "International Migrant Day" on December 18 the city also reads the institutional manifesto highlighting the commitment of the city.
- The city has a cultural programme called <u>Cartagena Piensa</u> which is a public program of scientific thought and culture launched by the Culture Council. In the framework of the initiative, different actions such as seminars and talks have also been developed to raise awareness to solidarity and increase knowledge on the phenomenon of migration.

Suggestions

The city can explore further fields to merge diversity and culture for example through arts and sports, such as for example the city of Barcelona's, Spain, initiative "Apropa Cultura" a network of cultural facilities, such as theatres, concert halls, festivals and museums, whose main purpose is to encourage inclusiveness promoting cultural activities and events.

Moreover, the city of Bergen, Norway, implements the programme FIKS Bergen. The initiative promotes cooperation between different sports clubs to ensure the inclusion of persons from a migrant background in their activities through school projects, swimming lessons, regular leisure, and events around the neighbourhoods. Additionally, the city council's Sports Service also offers FIKS Stimulation Funds in which sports and leisure organisations can apply for incentive funds up to NOK 30,000 to stimulate activity in the community and contribute to increased activities for unique and underrepresented groups.

PUBLIC SPACE

Public spaces (streets, squares, parks, etc.) and facilities (public buildings, day centres, schools, health centres, etc.) are places which most citizens are obliged to use. They offer the possibility of meeting people of different nationalities, origins, languages, religions/beliefs, sexual orientations and age groups. For encounters between diverse people to actually occur, such spaces and facilities should be designed and animated in a way that all residents feel comfortable when using them. Conversely badly-managed spaces can become places of suspicion and fear of the "other". When this is the case, the intercultural city actively engages with all the people concerned, firstly to understand the local context from their perspective, and secondly to identify solutions largely support by them.

Cartagena's score in the field of public space is 13, considerably lower than the city sample result of 67. The city organises several actions in public spaces that promote interaction between the residents. However, there is a need to consider diversity in the planning and use of public spaces.





Cartagena implements and carries out several activities and actions in public spaces which encourage positive interaction between citizens. An example is the <u>Tribute to the Deceased in the Mediterranean Sea</u> which has been implemented since 2016. In 2020, the event had more than 100 participants and was carried out in connection with the seminar "Aquí solo queremos ser humanos" ("Here we only want to be humans") in the framework of Cartagena Piensa. Moreover, the city also implements activities related to the city's Antirumour strategy in educational centres and other public spaces. Cartagena also arranges community festivities and meetings in different city districts such as the Patron Saint Festivities of each district, the Citizenship Fairs, the Bonfires of San Juan and the May Crosses, as well as the Health and Quality of Life Weeks. Among other activities, there is also for example gymnastics for the elderly, a practical course and tasting of healthy tapas, children's workshops, and intergenerational hiking routes.



Nevertheless, there is an identified need to include and consider the diversity of the population in the design and management of new public spaces and a need to include persons of different ethnic and minority backgrounds in the consultation process when initiating new public space projects. Cartagena also experiences concentration of ethnic groups in the outskirts of the city. However, the city has launched a project called the "Participatory Local Development Pact for the prevention of social exclusion" in two districts of the municipality in which there is a general situation of social vulnerability and marginality, intending to design along with the citizens, an intervention plan to improve conditions in the area.

Recommendations

The city of Cartagena could take advantage of other good practices carried out to consider diversity in the development and management of public spaces, such as example the initiative "Designing Intercultural Public Spaces" of London-Lewisham, United Kingdom. In 2006, the Borough of Lewisham conducted research to identify issues in public spaces. Public discussion forums were set up, which elicited a great deal of deep knowledge about local lifeways previously unknown to officials, such as the lack of seating in public spaces. As a result, a toolkit for intercultural place-making was produced, and this informed a new approach to public space in Lewisham. Since then, a programme of targeted improvement has transformed numerous locations within the district – and Lewisham's commitment has aroused widespread recognition and approbation. The initiative has sparked a lot of positive feedback. Four of the Borough's public spaces have received prizes in the London Planning Awards in the last five years. Moreover, the Metropolitan Police crime statistics for Lewisham suggest that the Borough's approach may be having results as the total recorded crimes in Lewisham fell by 2.2% in the year 2011/12 and by 5.9% in 2012/13.

Another interesting practice around a co-operative model has taken place in Marvila, Lisbon, where the project "Refugi.Arte Em Marvila" has been implemented. The project focuses on the socio-spatial inclusion of refugees and economic migrants. It has been led by a local architectural cooperative known as 'Working with the 99%' and primarily aims to contribute to the inclusionary revitalisation of Marvila Street and surrounding areas through the rehabilitation of a municipal under-used heritage facility. The project recognises a struggle in the area, including gentrification. The initiative, and its predecessor project, have been supported by the municipal authorities in terms of funding, and are driven forward by volunteer residents, migrants, refugees, and students.

The <u>RECI's Guide on Intercultural Participation</u> stands as a useful tool for inspiration, with plenty of examples in the field of intercultural participation and public space.

MEDIATION AND CONFLICT RESOLUTION

In diverse societies there is always the potential for misunderstanding and conflict over values, behaviour, or resources. In cities, where people with different cultural backgrounds and socio-economic statuses live together in close proximity, such tensions are natural and indeed part of everyday life. Instead of denying, ignoring, or repressing conflict, the intercultural city seeks to anticipate, identify, address, and resolve issues to the satisfaction of all protagonists without compromising the principles of human rights, democracy, and the rule of law. The intercultural city views conflict as a normal feature of free, dynamic, and communicative communities and sees the very process of conflict mediation and resolution as an opportunity for innovation and sustainable social cohesion.

Cartagena achieved a rate of 75, which is considerably higher than the city sample's achievement rate of 59.





Concerning mediation and conflict resolution, the city of Cartagena has a <u>municipal mediation service</u> that also deals with cultural and religious conflicts. The service "Concejalía de Servicios Sociales y Mediación Social" offers the services. Its approach is to promote social justice and inclusion through local and decentralised services included in a basic network of primary care, composed of 143 highly qualified persons who enable appropriate interventions for each case.

Suggestions

Cartagena might consider extending its mediation service to more informal spaces of interaction such as neighbourhoods and streets, in order to foster proximity between the citizens and the service. One example can be the city of Bergen's, Norway, mediation services in places such as neighbourhoods, actively seeking to meet residents and discuss problems provided by the Community Youth Outreach Unit, which provides this service in Bergen (Utekontakten).

Another low threshold example, also from Norway, but in this case the city of Oslo, is the mediation panel organised by the Norwegian Peoples Aid, which is a service where victims of discrimination can present their complaints, get advice, and engage in dialogue through mediation with the offenders, the police, and the discrimination tribunal in cases that do not meet the criteria of documentation and evidence required by the law for prosecution. Additionally, the panel provides professional mediation services; outreach and counselling to victims organised by the Norwegian Centre Against Racism and Queer World; courses for businesses, organisations and public services on how to recognise and prevent discrimination; and an annual conference on human rights in collaboration with the Oslo Pride Foundation and other stakeholders.

In Berlin-Neukölln, Germany, the city supports the organisation "LebensWelt" who develops an intercultural mediation project at the Rixdorfer Primary School, which is attended by 19 different nationalities and by many children with families that do not speak German or English. The intercultural mediators work with parents and teachers to solve specific conflicts or problems, such as learning difficulties or other problems that teachers and pupils have with one another. The mediators also familiarise parents and children from minority/migrant background with the German school system and offer advice on upbringing and how to support their children's education. Parents are thereby encouraged to take part in their children's school life and to see that their children's education is the task of both school and parent. This initiative could also be developed in youth clubs, sport centres, etc., as well as in public services such as police or social services.

LANGUAGE

The provision of courses and other facilities for people with migrant backgrounds to learn the receiving country's language(s) is important to ensure social and economic integration. It does however need to be supplemented with activities which highlight the value of other languages, and enable people with migrant origins not only to preserve and transmit their languages to their children and other members of the community, but also to take pride in them as a heritage enriching the local community. An intercultural city promotes multilingualism as a resource for education, business, tourism, cultural life, etc. It underlines the value of all languages present in the city, for instance by giving opportunities to diverse language speakers to express themselves in their mother tongue in public and at cultural events and by promoting all events that offer opportunities for linguistic exchanges and mixing.





In the area of language, Cartagena organises specialised training for more than 150 women from the Intercultural Centres from the Historical Centre and Los Dolores each year. The participants receive training in the Promotion Workshops for immigrant women though a course which aims at increasing the level of linguistic autonomy of the women attending the workshop, to facilitate the process of integration of women of immigrant origin in the host society, as well as to provide the necessary knowledge and skills so they can be autonomous.



Moreover, the city promotes initiatives to raise awareness on migrant or minority languages. For example, in the framework of the third Meeting of Literary Stories of the Local Board of Immigrant Women, women were encouraged to read stories they have written in Spanish and in their native languages. Moreover, in the framework the "<u>Deslinde</u>" poetry festival that has been organised by the Department of Culture, together with the Department of Social Services of the Cartagena City Council, another initiative was born by taking advantage of an activity

called "Diván de poetisas árabes contemporáneas" in which women attending the Empowerment Workshops for female migrants and those of the various social action entities read poems in Arabic.

Recommendations

Cartagena can further explore the field of supporting foreign languages present in the city for example by getting inspired by other cities such as Barcelona and Donostia-San Sebastián, Spain. Within the framework of the General Call for Grants of Barcelona City Council, technical support has been given to projects aimed at the recognition of language diversity (i.e. 'Teaching Ukrainian language, culture and history', 'Conservation of Russian language and culture', 'Prollema, teaching mother tongue', 'Teaching of Mother Tongues; Arabic and Urdu', 'Multilingual city' and many more). Similarly, the city of Donostia-San Sebastián provides support to projects that seek to raise awareness and give a positive image of minority languages, such as Bozak, a radio programme run by a feminist initiative to give a voice to migrant women and Uhinak Kolorretan, realised by migrant communities, both in Antxeta radio.

The city may also wish to offer a positive image of migrant/minority languages. For instance, as a way to celebrate the linguistic diversity of the city, Cartagena might wish to consider the work carried out by Manchester, United Kingdom, through "Made in Manchester", a multilingual poem coordinated by Manchester Libraries and Read Manchester. The poem was presented in July 2019 and it was created with residents of the city to celebrate the language diversity of Manchester. Schools, community groups and residents of the city were engaged in writing poems about Manchester. Using local poet Zahid Hussain's original poem as inspiration, local residents and school children wrote lines in response in both English and a second/heritage language. Made in Manchester currently comprises 65 languages, including British Sign Language, and will continue to evolve to truly represent the city diversity.

MEDIA AND COMMUNICATION

Traditional and social media have a very powerful influence on attitudes towards cultural diversity and other diversities. Much of the information people access is generated by international newsgroups, national media, or by private persons in the case of social media. Nevertheless, there is still much the city authorities can do to achieve a climate of public opinion more conducive to positive intercultural relations. In its communication, an intercultural city constantly highlights the positive contribution of people with migrant/minority backgrounds to the social, cultural, and economic development of the city. More importantly, the city partners with local media agencies so that they purvey a similar message and cover events occurring in the city in an objective and unbiased way.

Cartagena achieved a rate of 100 in the field of Media and Communication, which is considerably higher than the city sample's achievement rate of 47.





In the field of Media and Communication, the Cartagena City Council has developed its own Antirumours strategy "Cartagena Free of Rumours". The aim of the strategy is to dismantle the bias and misconceptions that the general population may have on migrants, also highlighting the advantages that interculturality entails by offering new opportunities. The strategy also has several actions to refute and report fake news. These services are also sometimes translated to Arabic, in order to reach a wider public.

The City Council press office has a clear communication strategy to enhance diversity and facilitate and improve the image of migrants in local media. It also collects data every three months to contextualise it with respect to the Murcia region and the inhabitants from the National Statistics Institute, ultimately with the aim of dismantling the rumours concerning the foreign population and other targeted groups with data and facts, both in the media and on social networks.

Finally, the City Council's Communication Department monitors the content of messages and the language used in the information and news published by the City Council to ensure that it is inclusive and respectful of diversity in a broad sense. In more indirect ways, it also monitors how traditional local media portrays persons with migrant and minority background through press summaries, news items that have to do with migrants and relevant keywords are selected for follow-up by departments with competence in these issues, such as the Social Services.

The city does not engage with local media when they portray persons with migrant/minority background through negative stereotypes.

Suggestions

The city of Cartagena is already doing an exceptional job in the field of Media and Communication. However, some actions can be of inspiration to the city such as Donostia-San Sebastian's, Spain, partnership with the civil society to monitoring how media portray diversity. Through this programme the city collaborates with SOS Racismo which develops several educational projects and awareness-raising activities, a good part of which is supported by the municipality, provides support and information for complainants to denounce discrimination, as well as support to specific groups (such as women in care services) to get to know and be able to claim their rights. The NGO also has an observatory for media treatment on migration and diversity issues (financed by the municipality) with daily updates.

INTERNATIONAL OUTLOOK

Although cities have little or no competence in foreign policy, they can actively seek to make connections in other countries to develop business relations, exchange knowledge and know-how, encourage tourism, or simply acknowledge the ties the city may have elsewhere. An intercultural city actively encourages interactions with the outside world and in particular with the cities, regions or countries of origin of its inhabitants.

Cartagena's score in the field of international outlook is 83, considerably higher than the city sample result of 69.



The city of Cartagena cooperates internationally with other world cities in the fields of cultural and heritage promotion, highlighting the historical-artistic and military heritage and the international itineraries of historical-artistic and military heritage. Furthermore, the music festival La Mar de Músicas is dedicated to a different country each year.

Cartagena also participates in different European or international projects and networks in which ties are strengthened with different European and non-European cities such as the European Tourism Network for persons with invisible disabilities and their families or the Erasmus+ Projects run by ADLE, aimed at young persons interested in doing internships abroad. ADLE sends technicians to learn about other professional experiences and good practices in several European cities through another programme. In addition, the city cooperates with several European universities so that students are trained in a degree in different European universities through the Erasmus+ programme.

Cartagena has made some significant efforts to reach out to international students through the Technical University of Cartagena fora, and the University's programmes to attract foreign students and organise receptions of groups of Erasmus students which are welcomed by the Mayor at the City Hall.

Suggestions

Although the city of Cartagena has a well-deserved high score in the field of international outlook, it could be interesting to inspire actions based on other good practices such as for example the initiative of Reggio Emilia, Italy, which has signed, through the Intercultural centre Mondinsieme, an agreement with the Moroccan Ministry in

charge of promoting relations with the diaspora. Furthermore, the city could explore the possibility to create an international strategy, hence gathering all of the international actions it is currently carrying out in one strategy.

Leeds, United Kingdom, have a policy to encourage international cooperation in economic, scientific, cultural, or other areas. The policy further has a specific financial provision and the city actively takes action to further the international relations. The city has an International Relations Team who work alongside the Visitor Economy (Tourism) and Inward Investment (Economic Attractiveness) teams within the Economic Development Unit. The city also runs the International Relationships Blog. In addition, Leeds have partner cities across the world and also reaches out to foreign students or other youth groups arriving through exchange programmes. Finally, they further seek to develop business relations with countries/cities of origin of its diaspora groups by involving diaspora and mainstream entrepreneurs in international visits and meetings, through partnership/business agreements with countries/cities of origin of its diaspora groups business relations with countries or groups.

INTERCULTURAL INTELLIGENCE AND COMPETENCE

Nobody can be an expert in all the languages and cultures that coexist in contemporary cities. Yet, in an intercultural city, officials have an intercultural "mind-set" which enables them to detect cultural differences and modulate their responses accordingly. Intercultural intelligence and competence require a specific know-how when dealing with unfamiliar situations and not an in-depth and often elusive knowledge of all cultures. Such sensitivity and self-confidence is not commonly-seen. It is a technical skill which can be acquired through training and practice. In an intercultural city, the authorities view such skills as equally important and essential to the good functioning of the city as the other professional and technical skills usually expected from public employees.

The city of Cartagena's score in the field of intercultural intelligence and competence is 78, significantly higher than the city sample result of 62.





The city provides a detailed and zoned statistical information about diversity and intercultural relations on the City Council's website which is based on data from the National Statistics Institute. The data includes information on the sex, age, and nationality of people in the region of Murcia, which is the most precise data available. The Antirumour team is also involved in the compilation, justification and provision of all this information to make it more accessible and simple. In order to gather more context-specific information on the perceptions of residents, the group of volunteers 'Cartagena Free of Rumours' uses the 'Anti-Rumour Point' in order to disseminate the program, as well as to collect the opinions of people approaching them about rumours and stereotypes on migrants and minorities circulating in Cartagena.

Intercultural competence is also promoted through training programs for public service employees. The training is compulsory and aimed at public service employees who have a close relationship with the population, such as Social Services, Education, Youth, and Employment, among others. The content of the sessions is adapted to the needs of the employees.

Suggestions

The already well-developed actions in the field of intercultural intelligence and competence can be complemented by an extended knowledge of the local's perspective and perception on persons of migrant origin and minority groups. This can be done, for example, through recurring local surveys on public perceptions.

It could be also interesting to know how people perceive the municipality. Vienna's, Austria, experience could be inspirational in this context. The Austrian capital city produces the Diversity Monitor, that shows how the Vienna City Administration deals with the increasing diversity of the population (answering questions such as, for instance: Has diversity management been implemented in all departments? How diverse is the staff of the city Administration?).

WELCOMING NEWCOMERS

People arriving in a city for an extended stay, whatever their circumstances (expats, migrant workers, spouses, refugees, unaccompanied minors, retired persons, etc.), are likely find themselves disorientated. The less familiar they are with the new environment, the more support they will need to feel comfortable and confident enough to start building a new social and professional network. The way in which the city coordinates and effectively delivers various support measures strongly conditions their capacity to integrate or, conversely, their tendency to remain confined to a cultural "ghetto". This also depends to a great degree on whether the rest of the city's population is open to the idea of welcoming newcomers in their capacity as residents and citizens or, on the contrary, is accustomed to viewing newcomers as outsiders who pose a potential threat. Again, it is the message the authorities convey on diversity, in communication or through concrete actions, that determines to a certain degree attitudes towards newcomers.

In the field of Welcoming Newcomers, Cartagena achieved a rate of 65, which is slightly higher than the city sample's achievement rate of 57.



The Cartagena City Council, through its Department of Social Services, has a specialised service, the Immigration and Development Cooperation Unit, which has an Initial welcome, information, guidance, and assessment service. The information offered to newcomers is available in Spanish, French English and Arabic. According to the annual report of the service for 2018, a total of 5,778 individual actions were made, of which 2,657 for initial welcome. Moreover, the city created in 2017 a Board for the Network of Entities for the Reception and Integration of Refugees, and in 2019 a Working Group for the technical coordination of entities responsible for International Protection to facilitate access and care to applicants and beneficiaries of international protection in the municipality. The city has also a brochure with general information and local resources to be consulted (only in Spanish).

Suggestions

To improve the field of welcoming newcomers, the city of Cartagena could explore the possibility to hold public ceremonies to welcome newcomers, in a similar way that it is already doing for groups of Erasmus students.

A remarkable example is SAIER (Immigrant, Emigrant and Refugee Service) in Barcelona, Spain, which offers information and counselling on immigration, emigration, asylum, and voluntary repatriation. Likewise, Reggio Emilia, Italy, has invested in a comprehensive service to try and deal with the local impact of the refugee crisis, based on the national programme SPRAR (Sistema di protezione per richiedenti asilo e rifugiati) a system to protect refugees and asylum seekers. The city is applying an intercultural approach to dealing with welcoming newcomers, via a two-stage process. The First Welcome deals with the basic issues of identification, certification,

first aid etc. Then the Second Welcome offers services based on the language, professional skills, and family needs of each individual. Individuals have very specific needs which must be dealt with and which must then be channelled into their ongoing life. They usually only have six months in which to demonstrate who they are and what they can do. They must learn a new language whilst they may also be undergoing trauma treatment. The service deals with employment, training, and housing, with an emphasis on portraying the newcomers as an asset to the social life of the neighbourhood into which they move.

Also interesting is the experience of the Portuguese city of Braga. In 2018 the city launched the "Bragalncoming Programme", a digital tool that aims to help newcomers with much-needed information for their adaptation in the host society. This programme was developed as part of a welcoming and social integration policy. The app contains all kinds of useful information (about schools, parishes, health centres, consulates) which is regularly updated and easy to understand. In order to offer a full portrait of the city and promote interaction, the application has a strong focus on cultural aspects, ranging from information on the show spaces to the available local media. The mobile application is free and available on Apple Store and Play Store.

LEADERSHIP AND CITIZENSHIP

The most powerful and far-reaching action a city can take to be more intercultural is to open up democratic representation and decision-making to all residents of the city irrespective of their origin, nationality or residence status. Formal political rights at the local level are determined nationally or at the regional level in some federal states. Nonetheless, there is much that a city council can do to influence the way in which diverse groups interact and co-operate around the allocation of power and resources. An intercultural city strives to include all residents in the policy-making process and ensures thereby that public services are provided according to their diverse needs and not according to their cultural or political proximity to public decision-makers.

Cartagena's score in the field of leadership and citizenship is 65, considerably higher than the city sample result of 35.





Concerning leadership and citizenship, foreign nationals, and minorities, as well as all other citizens, are encouraged to participate in different participation bodies that the city has promoted during in the last years.

The Spanish legislation restricts access of foreign migrants to public service. The law also prohibits non-nationals from participating in local elections, except from those coming from EFTA countries or from countries with a reciprocity agreement. Hence, the persons of migrant origin and minorities are highly unrepresented in public bodies.

Suggestions

The city of Cartagena is putting great effort in the field of Leadership and Citizenship. However, to improve the representation of diversity in this area, it could be fruitful for the city to explore the possibility of creating a consultative body through which persons of migrant and minority backgrounds can voice their concerns to facilitate the city's inclusive governance. In this framework, the city of Ballarat, Australia, launched its Multicultural Ambassadors' Program (MAP) developed to provide leadership within the migrant community, encouraging minorities to participate in the city's political life.

Additionally, "Together in the same direction" is a strategy for managing diversity run by the Cabildo of Tenerife, Spain, in collaboration with the local immigration observatory OBITEN. This initiative has created a broad network (of over 100 entities) that includes most immigrant associations in Tenerife as well as institutions and social organizations who share the common goal of promoting intercultural dialogue and strengthening integration processes and social cohesion. The development of the strategy and the involvement of members of the network are organized in five thematic working groups: Social Services; Gender Violence; Co-development; Social Participation and Communication. The main objectives of the initiative are to promote intercultural dialogue and integration processes in an increasingly multicultural society; to defend the values of tolerance, living together in diversity, equal opportunities and social cohesion; to strengthen community action for social, economic and cultural development in the areas linked by migration and to reinforce the network performance of organizations and human resources that serves the social and cultural diversity.

ANTI-DISCRIMINATION

Racism, xenophobia, homophobia, intolerance against certain religious groups, gender discrimination, prejudice, and ethnocentrism, are all conducive to discriminatory attitudes and practices. They often subsist in people's minds despite laws proscribing discrimination against persons or groups of persons on grounds of race, colour, language, religion, nationality, national/ethnic origin, or sexual orientation. An intercultural city assures every effort is made to ensure non-discrimination in all of its policies, programmes and activities. The city works in partnership with civil society organisations and other institutions that combat discrimination and offer support and reparation to victims. It also communicates widely on the risks discrimination presents for social cohesion, quality of life and the local economy.

Indicators on anti-discrimination have been included in the ICC Index in January 2019. Thirty cities have so far (February 2021) replied to this new index chapter. Cartagena's score in the field of Anti-discrimination is 63.



In the area of anti-discrimination, the city of Cartagena does not have any binding documents proscribing discrimination beyond the legal regulations. The city has not carried out a systemic review of all municipal rules and regulations to identify mechanisms that may discriminate against residents with migrant/minority background. The city does not regularly monitor/research the extent and the character of discrimination in the city.

The city does not have a service to provide support to victims of discrimination, as this is done at regional and national level. However, the city funds a social entity to deal with the matter through subsidies granted by the Department of Social Services to social action entities which, among their objectives aim at fighting discrimination. Hence, discrimination cases that occur in Cartagena are handled through ACCEM's Discrimination Victims Assistance Service, in coordination with the City Council. The city does not have a permanent institutional structure on anti-discrimination.

The city has an Antirumours initiative and runs anti-discrimination campaigns on a regular basis and participates in networks which deal with anti-discrimination issues.

Since 2017 Cartagena has an Antirumour strategy named "Cartagena Free of Rumours", which is run by the Immigration Unit of the Department of Social Services. This has enabled the creation of a number of stable work structures, including a steering group formed by city council departments and social action agencies, a group of young volunteers, and the Cartagena Anti-rumour Network. The steering group was created in 2019 by council departments of the city council, social action entities, educational centres, sports teams, and volunteers. In addition to the Antirumour strategy, the city has several stable programmes aimed at raising social awareness to fight discrimination, including:

- Work in educational centres through the Intercultural Education Programme "A School Open to Other Cultures"
- Intercultural Centres for Young People, creating meeting and coexistence spaces for young persons from different backgrounds.
- Community work in neighbourhoods to improve intercultural coexistence: coordinating action and work groups for the promotion of efforts to improve cohesion and knowledge among the population of the territory.
- Intercultural Community Intervention Project, ICI.

The city also participates in different networks that address discrimination such as the Spanish Network of Intercultural Cities (RECI) and the Antirumour City Network.

At present, Cartagena City Council is preparing a Plan of Equality, specifically the discrimination towards migrants.

Recommendations

In addition to the work that Cartagena is already carrying out in the area of Anti-Discrimination, it could be beneficial for the city to establish a permanent institutional structure on anti-discrimination such as the Barcelona, Spain, Observatory for anti-discrimination. The Barcelona Discrimination Observatory offers citizens several services related to discrimination cases and publishes an annual report on incidents of discrimination in the city, the actions, and strategies to address them, and future challenges.

Montreal, Canada, has taken steps to identify internal practices. The city recently introduced gender-based analysis plus (GBA+) in order better to respond to challenges in the area of diversity and inclusion. This method refers to the concept of intersectionality and adds analysis of needs and effects differentiated by other criteria to gender-based analysis. The approach is used to measure the impact of multiple discrimination on grounds that include gender, class and ethnocultural background, as well as disability, socioeconomic circumstances, sexual orientation, and gender identity. These factors interconnect, and sometimes reinforce each other, although not always. The method involves in-depth analysis which shows, among other things, that a person can be disadvantaged for several reasons and that an overview of discriminatory factors is necessary so as to respond appropriately to the needs of a diverse population.

Further inspiration for the campaigns run can be drawn from the cities of Milan, Palermo and Turin, Italy, which launched the project #iorispetto (I respect). The project promotes civic awareness and active empowerment oriented towards the realization of a more inclusive society. The project methodology combines training for teachers. intercultural mediators and volunteers; workshop and labs in schools; and finally, the launch of initiatives of active citizenship, with the use of participatory methodologies and the involvement of all realities present at local level.

PARTICIPATION

Inclusion, power-sharing, and participation are the golden keys of intercultural policymaking. A range of studies have demonstrated that inclusive integration policies produce better outcomes in terms of social cohesion, trust in the administration, safety, quality of services, welfare, good governance, and economic growth. People with different backgrounds and experiences can bring innovative solutions to common challenges, as well as anticipate problems that might arise. Conversely, when people encounter barriers to participation, or otherwise choose intentionally not to participate, they may, passively, withdraw from social and public life or choose, actively, to live outside prevailing social customs and law. An intercultural city actively seeks the participation of all residents in the various decision-making processes that affect life in the city. By doing so, it increases support, and thereby the sustainability of local policies, while at the same significantly reducing the economic costs of social exclusion and instability.

Indicators on participation have been included in the ICC Index in January 2019. Cartagena's score in the field of participation is 50.



The city has adopted an integration strategy (with an intercultural dimension) based on a consultation process.

Similarly, the intercultural action plan is the result of a consultation process, which includes persons from migrant/minority background. The city also has different participatory instruments, such as participatory budgeting, intercultural dialogue, and platforms.

Beyond this participation, the city has made an effort to include persons from diverse backgrounds in the design and implementation of the Antirumour strategy "Cartagena Free of Rumours" and the city's intercultural action plan. Also, the City Council has led projects such as "Our New Neighbours" which is focused on the encounters between migrant associations and civic collectives. Furthermore, the city has also created initiatives to involve its citizens in the decision-making process outside of voting and taking part in consultative bodies. It has done so with the help of participatory budgeting and intercultural dialogue through events such as the International Day for Migration and Europe Month.

However, the city does not monitor the participation of city residents with migrant or minority background nor have they introduced mechanisms to ensure representation of origin or gender. The city does not take any action to ensure that residents with migrant/minority backgrounds are fairly represented in key institutions and organisations, on boards or ruling bodies of trade unions, public schools, work councils, etc.

Recommendations

The city of Cartagena could consider developing an action or policy to monitor city residents' participation with migrant or minority background and of representation both of origin and gender. This could, for example be inspired by the city of Barcelona's, Spain, measure to promote the participation of persons with diverse cultural and native backgrounds in the area of participation. The measure's main purpose is to make active "citizenship" real, enabling participation for all inhabitants of the city by generating mechanisms to promote the involvement of persons with different and diverse cultural and native backgrounds in Barcelona's different participation channels and areas.

In Dublin, Ireland, Public Participation Networks (PPN) are a mechanism for greater community participation in local government and present opportunities for input into policy and decision-making. The PPNs are independent structures with one network being set up in each Local Authority Area. The Dublin City PPN is the main link through which Dublin City Council connects with the community and voluntary, social inclusion and environmental sectors. It is conceived as a formal structure for active citizenship and participation, providing a link for the Local Authority to connect with Community groups promoting consultation, as well as to facilitate and articulate a diverse range of views and interests. The PPN will enable residents and community organisations to influence plans and policies for the development of Dublin City. This will be mainly be done through the Strategic Policy Committees (SPC) in Dublin City Council. These committees advise and assist the council in its work and provide councillors and sectoral interests an opportunity for full involvement in the policy-making process of the work of the local authority from the early stages. When the committee system operates satisfactorily, much of the preliminary and background work, discussion and recommendation should be completed at this level for final consideration and ratification by the Council at the monthly Council meetings.

INTERACTION

Interaction between people of all kinds is what gives the intercultural city its distinctive value. Identity is not 'given' in a passive sense, but something which is 'enacted' and defined through interaction. In spite of protective laws, prejudice and discrimination can thrive where there is segregation or a lack of contact and dialogue between people. There is ample evidence to prove that, under certain conditions, the more contact people with different backgrounds and lifestyles have with each other, the less likely they are to think and behave in prejudicial ways. Therefore, an intercultural city develops, in partnership with other organisations, a range of policies and actions to encourage more mixing and interaction between diverse groups.

As mentioned above, the indicators on interaction are also new as of January 2019. Cartagena's score in the field of interaction is 88.



The city enjoys different programmes and workgroups, which address all the issues related to diversity management in a coordinated manner. Among others, it is worth mentioning the implementation of La Mar de Barrios, the Migration Board, and School Open to other Cultures. In addition, the City Council participates and collaborates in projects led by other entities, such as the Intercultural Community Intervention (ICI) project, coordinated by the CEPAIM Foundation, aiming to strengthen social cohesion and to embrace cultural diversity.

Cartagena has a list of contacts of all social entities of the third sector and associations related to migration or led by migrants for internal use only. Nevertheless, the city often releases documents related to migration resources.

Recommendations

Despite its lack of competence in the field of education, the city could implement actions to foster, for example, the training of teachers in elementary/primary schools on intercultural communication and pedagogy. This action can be inspired, among others, by the city of Patras, Greece, initiative: Enhancing Teachers' Intercultural Competence. The programme is based on work-based action research intervention in the Greek education system using the Communication for Integration methodology. In partnership with the municipality, the University of Patras set out a training programme to train teachers in multilingual and intercultural skills. The professional training model was grounded on the notion that (prospective) teachers with high intercultural sensitivity are more likely to become more confident global citizens with a deeper understanding of cultural differences and more sophisticated knowledge workers who can design intercultural-oriented learning scenarios to deal with the student's diversity.

In Strasbourg, the initiative of the Makers for Change association, is helping to involve newcomers in the life of the city, while at the same time including citizens and civil society in the implementation of reception policies. This simple idea consists of introducing newcomers to citizens who have been living in the city for a longer period of time. The aim is for them to get to know each other and to show the newcomer around the city.

The city of Cartagena's aggregate intercultural index is 67. The table below lists the strengths (what the city does) and the weaknesses (what the city does not yet do).

COMMITMENT	×	Cartagena has shown its commitment to the intercultural principles through its actions as an actively welcoming city. The city has expressed its commitment through the membership in different networks. The official speeches and communications of the city and city officials clearly reflect the city's intercultural commitment. Cartagena has an intercultural action plan and allocates a budget to implement its intercultural strategy. The city incorporates a criterion for awarding grants to associations and other entities. The city has an intercultural action plan and allocates a budget to it. Cartagena does not have an intercultural strategy, but the city has adopted an integration strategy with intercultural elements.
EDUCATION	~	Most of the primary schools in the city carry out intercultural projects. The city offers an intercultural training program in schools and offers antirumours training for youth between 16 and 25. In Cartagena, the ethnic origin among school attendants is remarkably like the general population composition of the area.
	X	The ethnic/cultural backgrounds of teachers in schools do not reflect the composition of the city's population. Schools do not make enough efforts to involve parents with migrant/minority backgrounds in school life.
NEIGHBORHOOD	~	The city of Cartagena has only a few neighbourhoods that are ethnically diverse. The city implements different actions to encourage interactions between neighbourhoods. It also encourages the participation of representatives of different neighbourhoods in decision-making processes.
	X	The city has not yet developed specific policies to increase diversity of residents in the neighbourhoods.
	\checkmark	The city provides public services through an intercultural perspective.
PUBLIC SERVICE	X	The public employees of the city of Cartagena do not reflect the minority and migrant background of the population of the city.
BUSINESS AND LABOUR		The city has been involved in several projects that work for the inclusion of persons of migrant and minority origin in the Business and Labour market. The city has an Agency for Local Development and Employment, which promotes the local economy, employment, and local development, which works to help groups with the greatest difficulties to access the labour market. Cartagena has participated in different European projects to raise awareness and promote the participation of local immigrant companies in the city. The municipality also has social clauses for the local tender procedures.
	X	
CULTURE AND SOCIAL LIFE	~	The city supports several cultural events that promote interaction between diverse residents, create awareness and promote knowledge and diversity. The city uses interculturalism as a criterion for allocating resources, and it regularly organises public debates/campaigns and events in the field of culture /cultural diversity.
	×	The city can explore further opportunities to include interculturalism as a criterion for calls in all departments.

	/	The city organises several actions in public spaces that promote interaction between
✓ PUBLIC SPACE	~	the residents. Cartagena municipality implements and carries out several activities and actions in public spaces which encourage positive interaction between citizens.
	×	There is an identified need to include and consider the diversity of the population in the design and management of new public spaces and a need to include persons of different ethnic and minority backgrounds in the consultation process when initiating new public space projects.
MEDIATION	~	The city of Cartagena has a municipal mediation service that also deals with cultural and religious conflicts. The service is provided through local and decentralised services included in a basic network of primary care.
	X	The municipal mediation service does not directly seek to meet residents and discuss problems.
	~	The city provides specific language training in the official language for hard-to-reach groups. The city provides support for civil society organisations providing language training in minority languages. The city promotes initiatives to raise awareness on migrant or minority languages.
	×	The city does not provide specific services to facilitate the teaching of minority languages as part of regular curriculums at schools, nor as mother tongue courses for migrants/minority children. The city occasionally supports projects that give a positive image of minority languages.
MEDIA AND COMMUNICATION	~	Cartagena has a clear communication strategy to enhance diversity and facilitate and improve the image of migrants in local media. The city monitors the content of messages and the language used in the information and news published by the city Council to ensure that it is inclusive and respectful of diversity in a broad sense. It also monitors how traditional local media portrays persons with migrant and minority background.
	X	The city does not engage with local media when they portray persons with migrant/minority backgrounds through negative stereotypes.
INTERNATIONAL OUTLOOK	~	The city cooperates internationally in the fields of cultural and heritage promotion. The city participates in the different European or international projects and networks. The city has made some significant efforts to reach out to international students and organises receptions for Erasmus students.
OUTLOOK	X	The city does not develop business relations with cities or countries of origin of its diaspora groups.
INTELLIGENCE AND COMPETENCE	~	The city uses statistical and qualitative information about diversity to inform the local policy-making process. The city carries out surveys about public perceptions of migrants and minorities through the antirumours campaign. The city provides intercultural training to its staff.
	X	The survey on public perceptions has a limited scope. The city does not carry out surveys on how persons with migrant/minority background feel in the city.
WELCOMING	\checkmark	Cartagena has a Welcome Service for newcomers, which provides information in Spanish, French, English, and Arabic. The city also has a brochure with general information and local resources to be consulted.
	x	The city does not hold welcome ceremonies for all newcomers in the city.

	\checkmark	The city takes initiatives to encourage persons with migrant/minority backgrounds to engage in civil life and local consultative bodies.
LEADERSHIP AND CITIZENSHIP	×	Persons with migrant origin and minorities are highly under-represented in public bodies.
	\checkmark	The city has an Antirumours initiative, runs anti-discrimination campaigns on a regular basis and participates in networks which also deal with anti-discrimination issues.
ANTI- DISCRIMINATION	×	Cartagena does not have any binding documents proscribing discrimination beyond the legal regulations. The city has not carried out a systemic review of all municipal rules and regulations to identify mechanisms that may discriminate against residents with a migrant/minority background. The city does not regularly monitor/research the extent and the character of discrimination in the city. The city does not have a permanent institutional structure on anti-discrimination.
	\checkmark	The city has adopted an integration strategy and an intercultural action plan based on a consultation process. The city also has different participatory instruments for public actions and policies.
PARTICIPATION	×	Cartagena does not monitor the participation of city residents with migrant or minority background nor have they introduced mechanisms to ensure representation both of origin and gender. The city does not take action to ensure that residents with migrant/minority backgrounds are fairly represented in key institutions and organisations.
INTERACTION	~	The city collaborates with civil society and grassroot organisations in various fields concerning intercultural inclusion by holding regular meetings with them. The city has a list of contacts of all social entities of the third sector and associations related to migration or led by migrants for internal use only.
	x	The city does not implement any actions to foster training in intercultural communication for elementary/primary school teachers.

In view of the above, we wish to congratulate Cartagena for the efforts taken and we are confident that if the city follows our guidelines and other Intercultural Cities' practices the results will rapidly be visible and tangible. The city has been improving during the years, as can be seen in the ICC Indexes of the city. Nevertheless, there are areas in which the city needs to keep working, as there is room for improvement.

RECOMMENDATIONS

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

Commitment: The city may wish to develop an integral intercultural strategy. The city may consider continuing to produce official statements remarking the advantages of diversity and the intercultural approach to improve and strengthen living together.

Education: The city may consider improving the participation and involvement of parents with minority backgrounds in every school and to strengthen the intercultural projects, mainly in primary schools. The city employs a translator who is tasked with assisting when needed, but is not a resource reserved only for the educational field. The city may consider improving and extending the service.

Neighbourhood: Cartagena should keep developing participatory actions in (and among) neighbourhoods. The city could further explore actions and strategies to increase the diversity of residents in the neighbourhoods and avoid ethnic segregation.

Public Services: Cartagena may strengthen its recruitment plan to ensure an adequate rate of diversity within its workforce, and to work with private sector enterprises to encourage contracting a diverse workforce. As Cartagena

has a lower score in this area than in previous ICC Indexes, it could be interesting to identify room for improvement taking into consideration its own experience.

Business and Labour Market: The city may be interested in organizing the information in this field better to be provided in the city's website, in different languages.

Cultural and Social Life: Cartagena should maintain its well-done work to acknowledge diversity and to encourage people to mix. The city may wish to explore the opportunity to include interculturalism as a criterion for calls in all departments.

Public Space: The city of Cartagena could take advantage of other good practices carried out to consider diversity in the development and management of public spaces. As Cartagena has a lower score in this area than in previous ICC Indexes, it could be interesting to identify room for improvement taking into consideration its own experience.

Mediation and Conflict Resolution: Cartagena might consider extending its mediation service to more informal spaces of interaction such as neighbourhoods and streets, in order to foster proximity between the citizens and the service.

Language: The city might wish to support projects that offer a positive image of migrant/minority languages on a more regular basis. The city may wish to explore how to support teaching minority languages as part of the regular curriculum at schools.

Media: The city of Cartagena may wish to engage with local media when they portray persons with migrant/minority background through negative stereotypes.

International Outlook: The city may wish to explore how to better develop business relations with countries or cities of origin of its diaspora groups.

Intelligence and Competence: The city may consider evaluating public perceptions of migrants and minorities through more comprehensive surveys. The city could also analyse how persons with migrant/minority backgrounds feel in the city.

Welcoming: Cartagena may consider the possibility to hold public ceremonies to welcome new residents in the city, in a similar way that it is already doing for groups of Erasmus students.

Leadership and citizenship: The city should further develop initiatives to encourage persons with migrant/minority backgrounds to engage in political life at local level. Similarly, the City Council could establish basic intercultural standards in the representation of migrants and minorities in different supervising/consulting bodies at local level.

Anti-Discrimination: The city may consider creating a permanent institutional structure on anti-discrimination, to support victims of discrimination, but also to carry out a systemic review of all municipal rules and regulations to identify mechanisms that may discriminate against residents with migrant/minority background and to regularly monitor/research the extent and the character of discrimination in the city.

Participation: The city may wish to consider introducing mechanisms to ensure representation in key institutions and organisations. The city also may wish to consider to monitor that residents with migrant/minority backgrounds are fairly represented in key institutions and organisations and to take actions to ensure their participation.

Interaction: Although is not a local competence, the city may wish to explore actions to foster training in intercultural communication for elementary/primary school teachers.

Cartagena may wish to consider further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided above for each sector as well as in the Intercultural cities <u>database</u>.

Diversity has become a key feature of societies today and is particularly tangible in urban centres. While people of diverse national, ethnic, linguistic and faith backgrounds have immensely contributed to post-war prosperity, inequalities related to origin, culture and skin colour persist, and anxiety about pluralism, identity and shared values is often politically instrumentalised. The challenge of fostering equity and cohesion in culturally diverse societies has become more acute. Cities are uniquely placed to imagine and test responses to this challenge.

The Council of Europe and its partner cities have developed and validated an intercultural approach to integration and inclusion which enables cities to reap the benefits and minimise the risks related to human mobility and cultural diversity. A decade after the start of this work, there is growing evidence that diversity, when recognised and managed as a resource, produces positive outcomes in terms of creativity, wellbeing, and economic development.

The Intercultural Cities Programme (ICC) invites cities in Europe and beyond to explore and apply policies that harness diversity for personal and societal development.

- The Council of Europe is the continent's
- leading human rights organisation.
- It comprises 47 member states, 27 of which
- are members of the European Union.
- All Council of Europe member states have signed up to
- the European Convention on Human Rights, a treaty designed
- to protect human rights, democracy, and the rule of law.
- The European Court of Human Rights oversees
- the implementation of the Convention in the member states.

COUNCIL OF EUROPE

