

Donostia-San Sebastián



Diversity, Equality, Interaction

**BUILDING BRIDGES,
BREAKING WALLS**



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San Sebastián
INDEX ANALYSIS

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INTRODUCTION

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 (December 2019) 136 cities embraced the ICC programme and approach, and 101 (including San Sebastián) have analysed their intercultural policies using the Intercultural City Index. The respective reports can be found here: [HTTPS://WWW.COE.INT/EN/WEB/INTERCULTURALCITIES/INDEX-RESULTS-PER-CITY](https://www.coe.int/en/web/interculturalcities/index-results-per-city).

Among these cities, 31 cities (including San Sebastian) have less than 200,000 inhabitants and 32 (including San Sebastian) have less than 10% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for San Sebastián, Spain in 2019, 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 73 questions 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 yellow below):

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 newcomer	
9. Leadership and citizenship	
10. Anti-discrimination	
11. Participation	
12. Interaction	

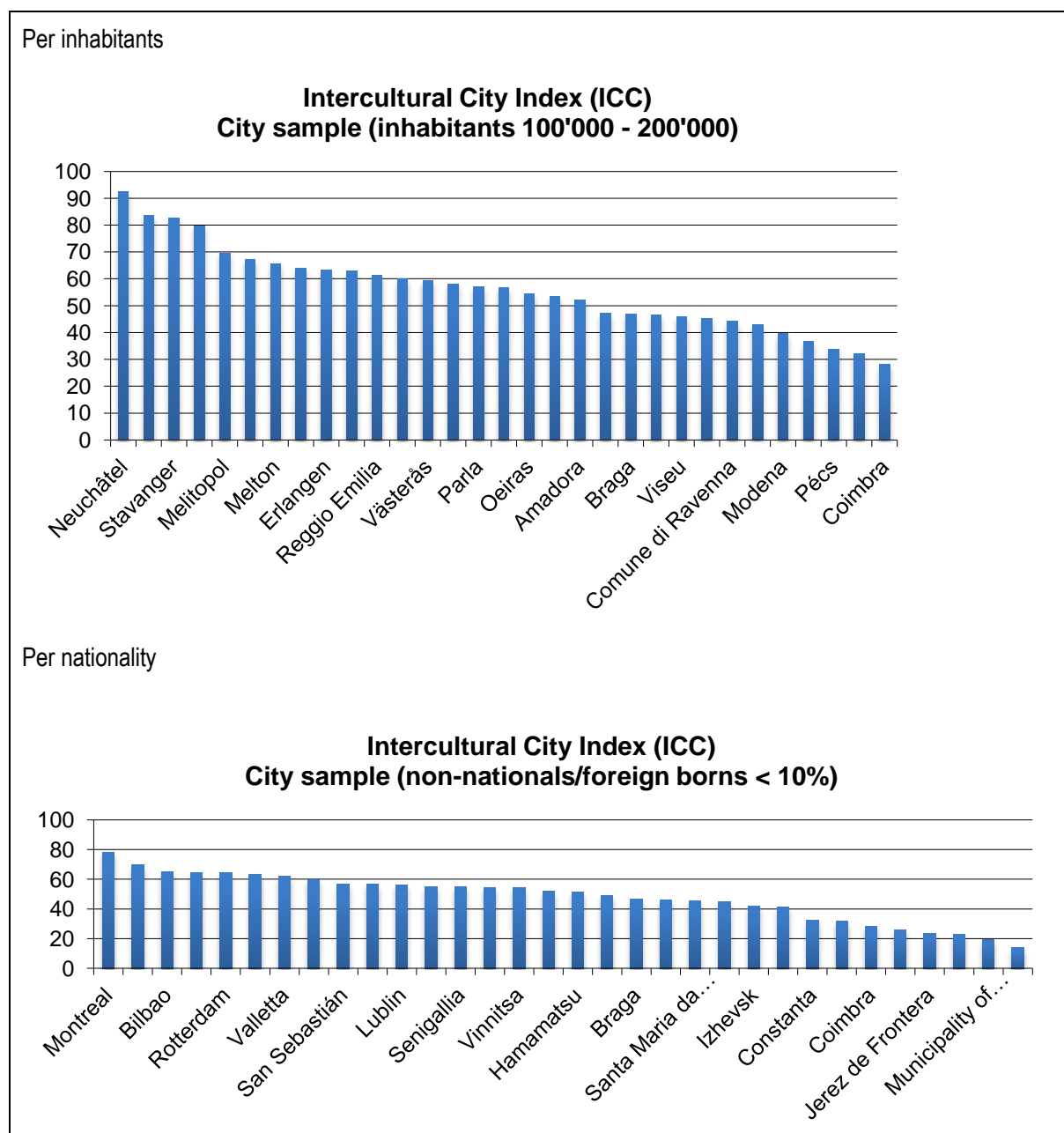
The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development, type and scale of diversity, governance models and level of economic development. The comparison

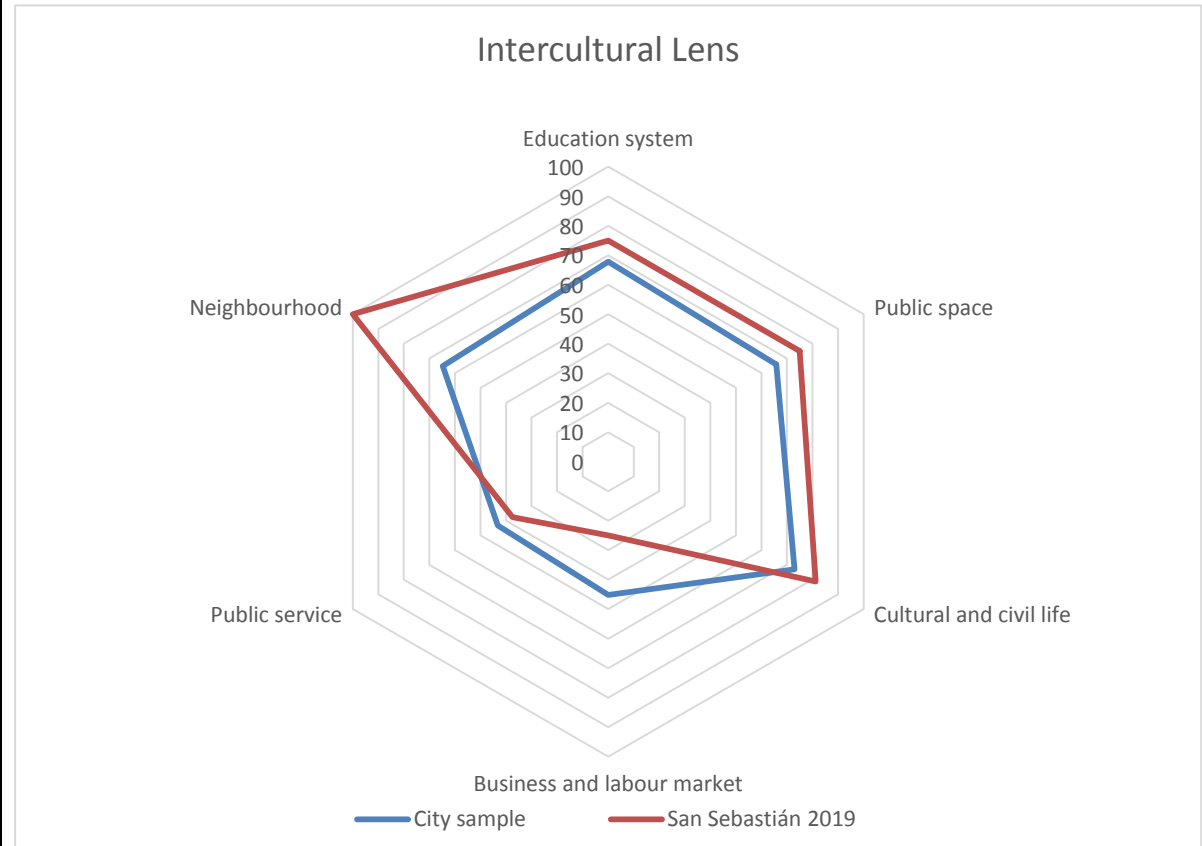
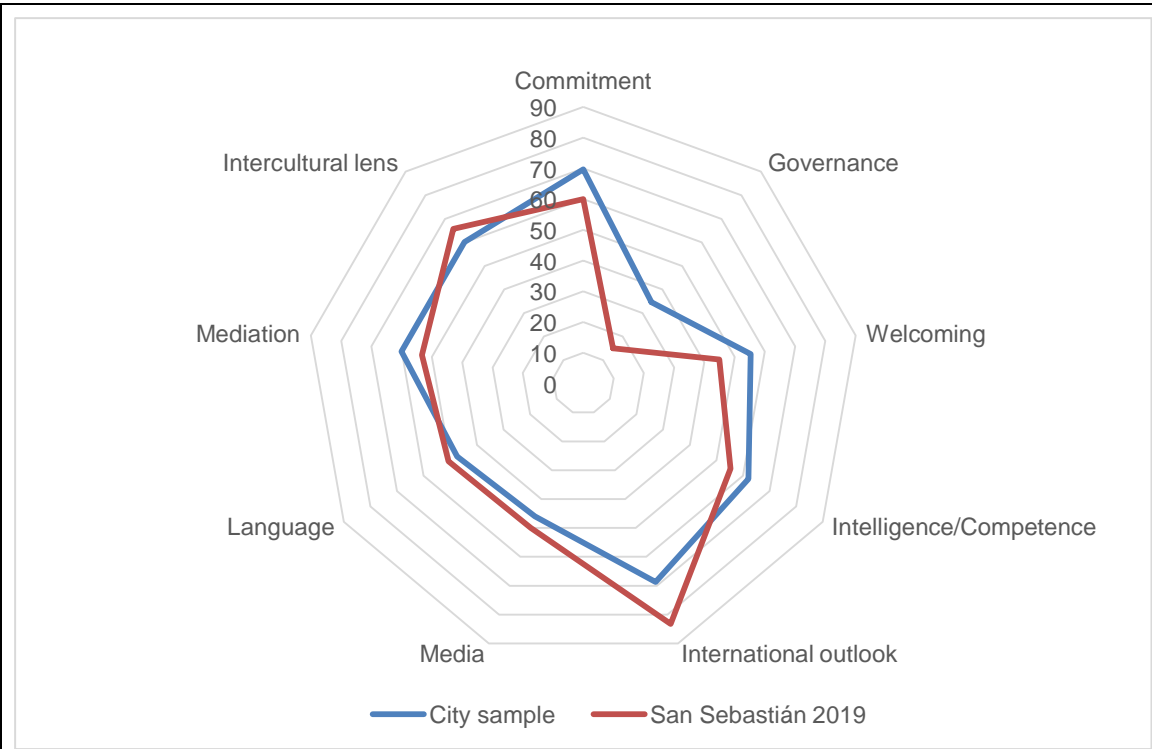
is based on a set of formal criteria related to the intercultural approach in urban policies and intended **only as a tool for benchmarking/benchlearning**, to motivate cities to learn from good practice.

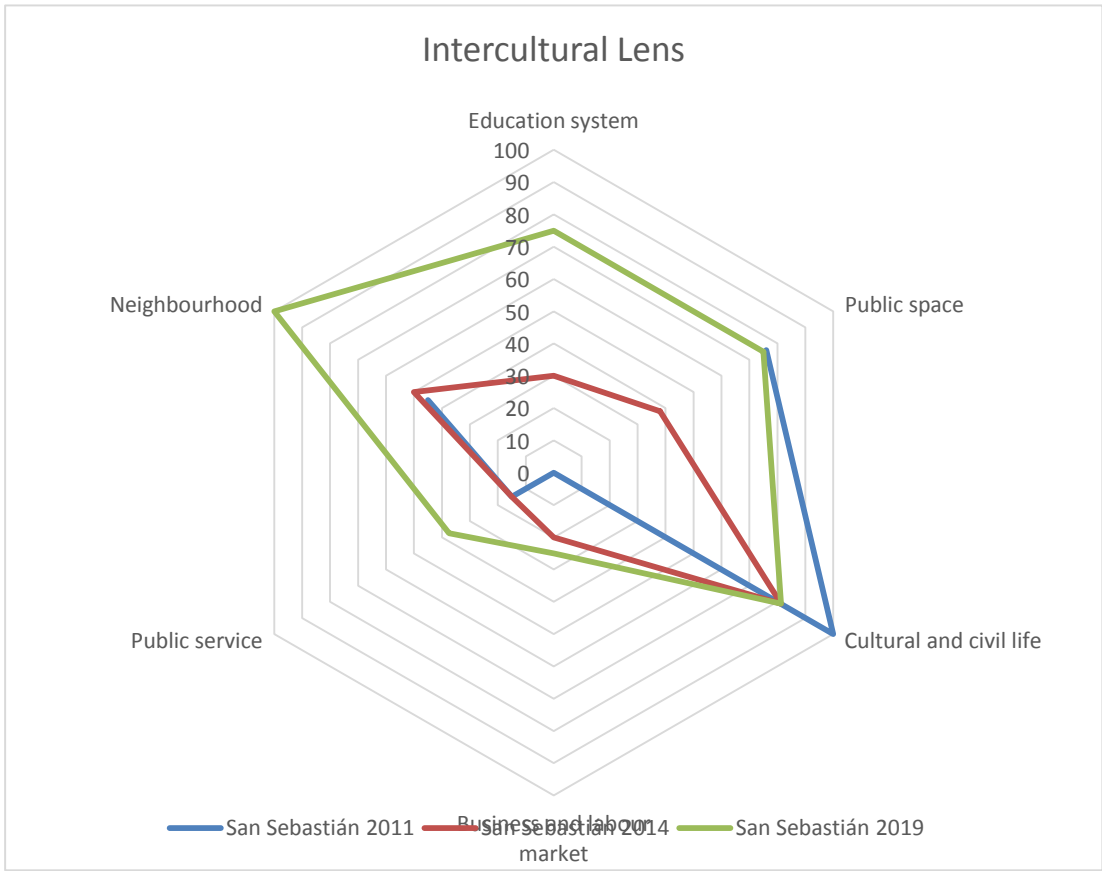
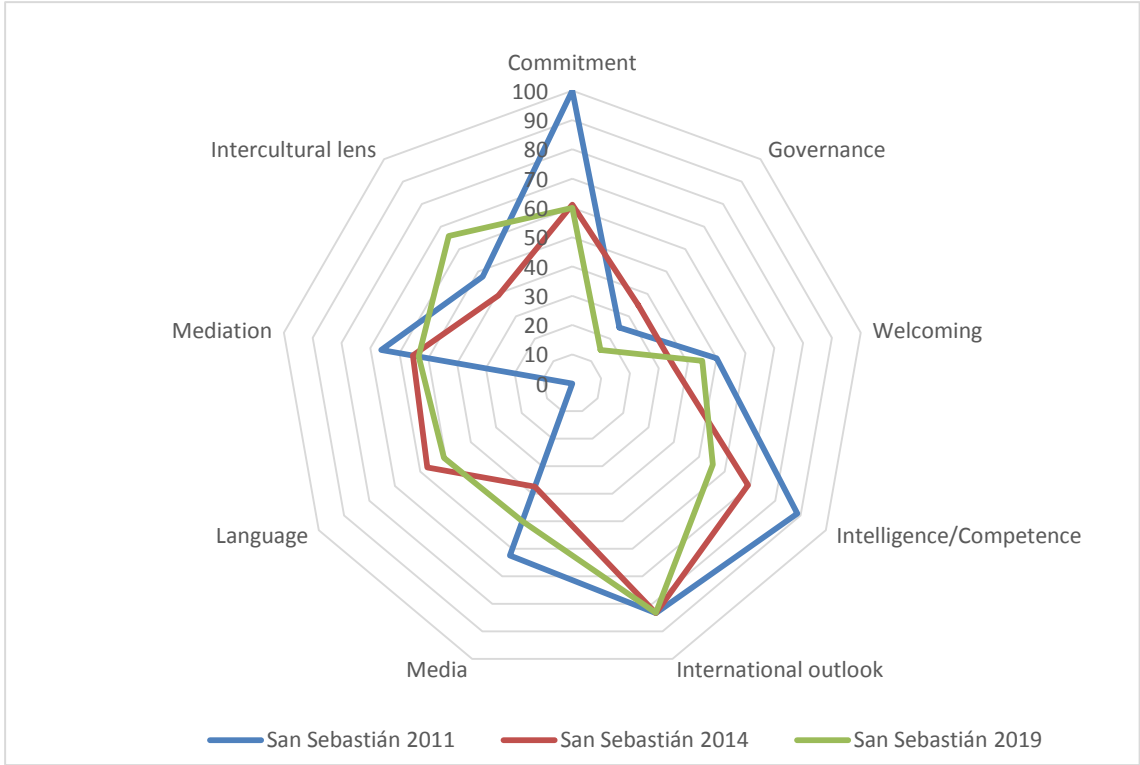
Taking into account the above-mentioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled 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, 10 cities have used the index containing the new indicators in their evaluations, including San Sebastián. 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, San Sebastian has an aggregate intercultural city index of 57 (out of 100 possible points). The details of this result will be explained below.







DONOSTIA-SAN SEBASTIAN: AN OVERVIEW

Donostia-San Sebastián is the capital of Gipuzkoa, one of the three territories that make up the Autonomous Community of the Basque Country in Spain. Located 30 km from the French border in the north of the Iberian Peninsula, it constitutes an important social, economic and tourist development pole in the south-east of Europe. The city has two official languages, Basque and Spanish.

The city has more than 187,418 inhabitants (2018), to which around other 400.000 of its metropolitan area can be added. In spite of being a relatively small city, Donostia/San Sebastián has forged a name on the international level, thanks to, among others, its remarkable cultural activity to which belongs the international San Sebastian Film Festival. On top of that, the city has been awarded the title European Cultural Capital 2016, together with Wrocław.

The 2019 Europe Prize – the highest level of the Prize which is awarded each year by the Parliamentary Assembly of the Council of Europe (PACE) to the town most active in promoting the European ideal – has been awarded to Donostia / San Sebastián in Spain.

The city has one of the highest per capita income levels in the country (34,600€ over the Spanish media of 23,300€ in 2015) and has a highly educated population, where 34% of the population have a higher education, and 70% have their high school diploma. Similarly, to other European municipalities, Donostia-San Sebastián is facing a progressively aging population (one in four citizens are over 65 years old).

Donostia is a socially committed city that knew how to maintain a significant social equilibrium. More than 800 associations are registered and one out of ten citizens is cooperating with NGOs, facts that underline the participative character of the city. The local economy is foremost based upon the service sector. Donostia is a significant tourist destination thanks to the beauty of its location between sea and mountains and also its historical and artistic heritage. One should neither forget the popularity of its gastronomy, culture and festivals, to the latter belong the festival of Santo Tomas and the “Tamborrada” on San Sebastian’s day.

Regarding the origin of its citizens, 7.67% of Donostia inhabitants are non-nationals (1.74% from the EU and the other 5.93% from non-EU countries). Foreign born inhabitants raise to 10.15% of the city’s inhabitants. There are people from other 137 origins, and the most populous ones are: Honduras (1,05%), Nicaragua (0,84%), Colombia (0,79%), Ecuador (0,65%), Morocco (0,53%), France (0,49%), Argentina (0,48%), Venezuela (0,33%), Ukrainian (0,30%), China (0,29). During 2019, there has been an increase of asylum seekers’ in the city, mainly coming from Latin American countries such as Honduras, Colombia and Venezuela.

In 2011, the city joined Intercultural Cities and after its creation, Donostia-San Sebastian has been part of the Spanish Network of Intercultural Cities (RECI). In 2013, the City Council of Donostia-San Sebastián created the Department of Cultural Diversity (hereinafter, DDC) in order to manage diversity more efficiently and be able to guarantee equal opportunities and the social and political rights of all citizens, regardless of their origin. In addition, the DDC aims to develop strategies and working tools that facilitate interaction between diverse citizens, promote peaceful coexistence and individual development, and prevent as far as possible the negative consequences of coexistence in diversity.

Currently, the city is defining a new Intercultural Strategy to be aligned with the conceptual framework and methodology that emanates from the Intercultural Cities initiative, promoting equality, living together, interaction and social cohesion in diversity to advance in the construction of Donostia-San Sebastián as an intercultural city.



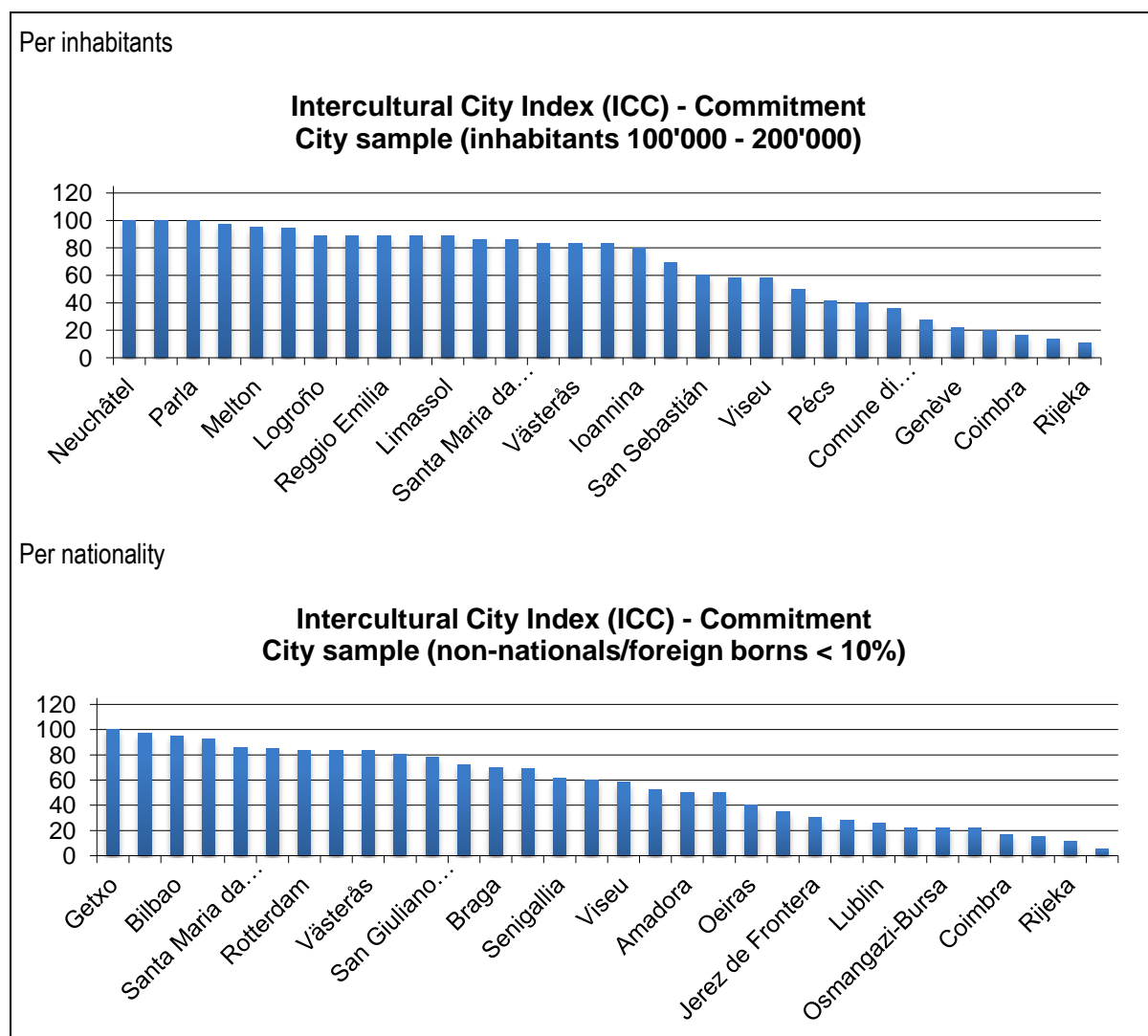
COMMITMENT

For intercultural inclusion to occur, city authorities need to send out a clear and well-publicised message emphasizing 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 policy-making. 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 policy-making process. The authorities also highlight and nurture any intercultural practices that may already exist in the city.

Donostia-San Sebastian score in the field of Commitment is 60, slightly lower than the city sample result of 62. Since 2014, the city has stated its public commitment to be an Intercultural City, an official statement that could be seen in its website (see [this link](#)). Currently, the city is preparing a new intercultural strategy and an intercultural action plan to be adopted in 2020.

Although there is not an intercultural strategy or action plan approved, the Department of Cultural Diversity manages a budget of 145.000€ for the implementation of several actions in different main lines of work: awareness raising, new citizenship, women's empowerment and intercultural mediation. The municipality works coordinate with several NGOs to develop further actions and activities.

Official communications by the city make rarely make clear reference to the city's intercultural commitment, although the Mayor has made some speeches in that sense in the last years (see [here](#), [here](#) and [here](#)).



[Good Practices](#)

Since 2010, the Aiete Palace hosts the House of Peace and Human Rights. The building was the former summer residence of the dictator General Franco, and currently hosts different local departments and entities devoted to promote education and awareness on human rights and peace processes. The Human Rights programme emphasises the importance of rights and peaceful coexistence by promoting awareness in schools, dissemination of relevant information and knowledge through cultural activities (Human Rights Film Festival) and the commemoration of international days (LGTBI, Roma, Human Rights, Refugees, etc.).

Recommendations

As a mean to socially promote interculturalism (raising awareness of its relevance), Donostia could publicly honour and acknowledge organisations and residents that advocate and bolsters positively interculturalism. Increasing collaboration between the Cultural Diversity Department and other departments is crucial, and it could be interesting to explore this transversal action in the developing of the strategic action plan on diversity. Ensuring a closer co-operation between different departments and agencies, particularly to ensure better integration of services and an improvement in the intercultural competence of public officials is a challenge to be fulfilled.

Taking into consideration the role of Donostia-San Sebastian in the ICC network and the Europe prize awarded to the city in 2019, it could be interesting to reinforce its intercultural commitment in public discourses more often.

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.

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.

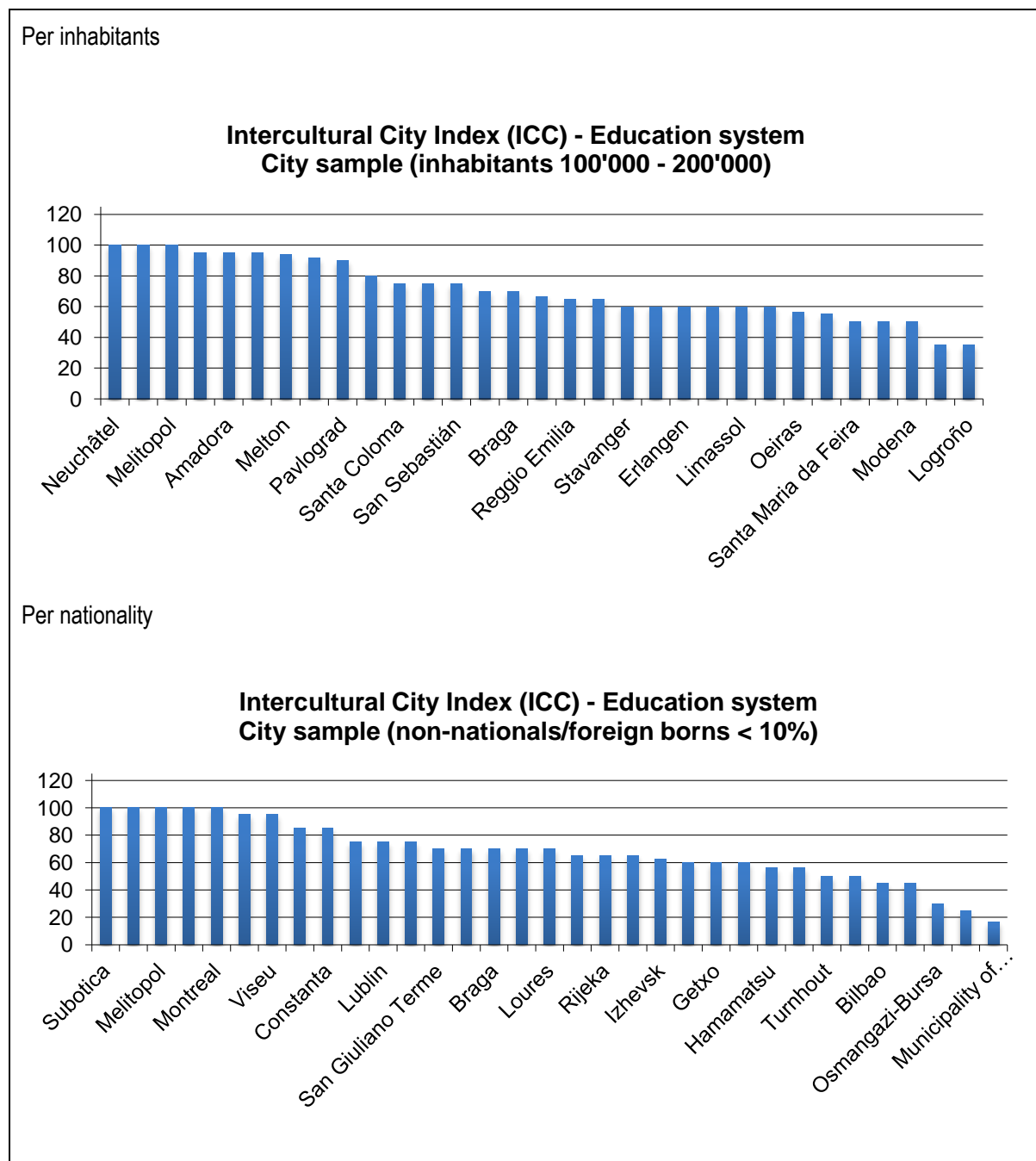
San Sebastián's score in the field of education is 75, lower than the city sample result of 81. Compared with previous years' performance, the city has substantially improved (going from 30 in 2014 to 75 in 2019). In this regard, San Sebastian has considered the recommendations made, increasingly involving parents' participation in school and providing spaces for cultural exchange.

In most of the city's primary schools, children share the same ethnic/cultural background. The background of teachers in schools rarely reflect the composition of the city's population. A basic knowledge of Basque language is required to teach in public schools, and it is not easy to reach either among autochthonous population. In any case, the city has no competence in hiring teachers.

Most of the schools in the city are making strong efforts to involve all parents, including those with migrant/minority background in the school life. Usually, Parents Association provide information-information in an accessible and friendly format, by involving arts groups or faith groups, by organising convivial meetings to help educators understand the different concepts of the family, gender roles, the place of education and the relative weight of

cultural and socio-economic factors in the life of migrant families, by organising festive occasions during which parents with migration backgrounds can highlight their culinary or artistic traditions or by launching cooperative projects for parents in schools (intercultural gardens, etc.) among others. The Ongi etorri initiative (see good practice and [this link](#)) is currently carried out in 7 of the 19 public schools in the city. Activities and mixing are more common in public schools than in private ones.

Most of the local schools carry out intercultural projects. Furthermore, the project Ongi etorri eskolara supported by the municipality deals with interculturalism in schools (see [this link](#)).



Good practices

Ongi Etorri Eskolara (Welcome to School) is a programme running since 2016 in several schools of Donostia-San Sebastián. One of its objectives is to collaborate in the inclusion of families from other countries, starting from the school community, as well as to raise awareness among all school agents about the advantages of cultural

diversity, channelled by the Familia Laguna line of action. The project was born from volunteering parents, and it is currently funded by the local administration. Interestingly, the first parents got involved in the project as they see how diversity was present at the school playgrounds, and they wanted to create bonds between children, parents and families, as part of the school community. The programme consists in appointing (volunteering) mentor families to help newcomer families to be part of the local community. Usually, families have children in the same classrooms so that the two-year programme of support can include both scholar and extra-scholar/social activities. The interaction and exchange of cultures is crucial for the programme, but the main focus is to be found in the shared situation (parents with children at the same school and in the same classes). The programme impacts professors, classes, students and parents, while raising awareness about the diversity advantage for the overall population. See more information in [this link](#).



The city also promotes a World Festivities Calendar with the schools, which includes, for instance, the Children's Day in Nicaragua, the Lempira Native Indian from Honduras, Easter Eggs from France, Martisoare from Rumania, English carnival, Catalan Castellers, Dances from Colombia, the Muixeranga from Valencia, the Chines New Year celebration, etc.

A World book day also celebrates stories all over the world in different languages in the International Book Day.

During the academic year 2017/2018 around 15,000 students from 28 schools in San Sebastian participated in the Agenda 21 School programme, which this year was dedicated to the study of Cultural Diversity. Through different activities, students have been able to discover what cultural diversity is, get to know the different cultures present in the municipality, and analysed the situation of their schools; they have visited and interviewed various agents, they have reflected on the stereotypes and prejudices existing in society, and how to deal with them. As a result, they have become aware of the intercultural reality of the municipality (see more information [here](#)).

Recommendations

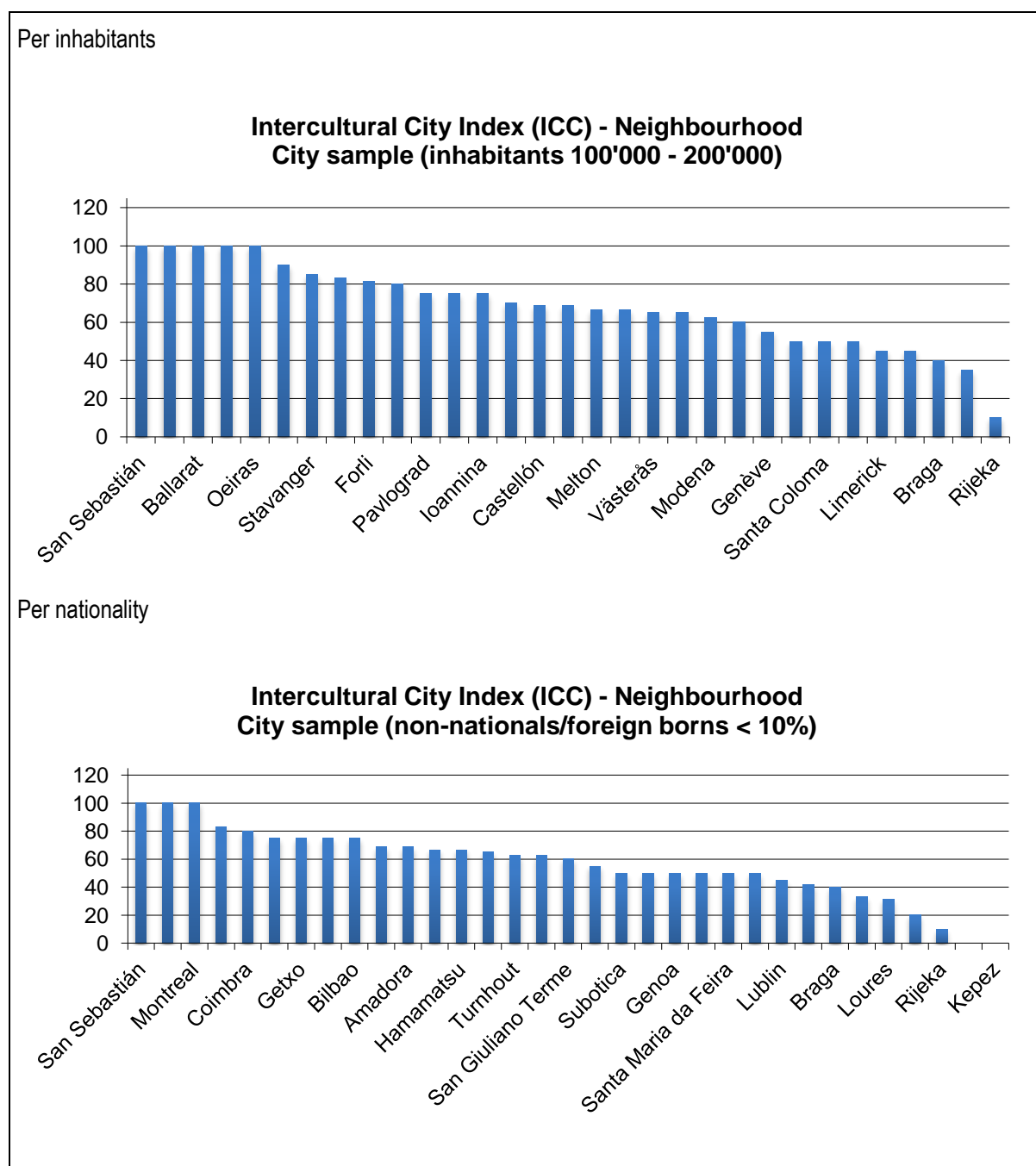
School teachers' ethnic composition should acknowledge more and better portray Donostia's population ethnic backgrounds.

As for the lack for diversity of pupils with ethnic/cultural backgrounds in the city's schools, San Sebastian should take a stronger role in the promotion of "mixture" by also considering the inequality of opportunities materialised in the discrepancy of mixture-rates in private vs public schools.

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.

San Sebastian's score in the field of neighbourhoods is 100 considerably higher than the city sample result of 78. Donostia has clearly improved its neighbourhood policies in the last years: the previous ICC Index offers a result of 45 in 2011 and 50 in 2014 in this section, so the improvement has been remarkable.



Most neighbourhoods of Donostia are quite balanced counting with 10% of migration rate resulting in the lack of neighbourhoods of which its ethnic composition is majoritarian and assembled in just one area. Nevertheless, the municipality tries to keep a balance to avoid the concentration of public infrastructures, such for instance public housing, in vulnerable neighbourhoods to avoid overloading public and social services there.

The city encourages actions to facilitate interconnections and meetings between neighbourhoods, mainly through cultural activities. For instance, the Olatu Talka is a festival that programmes every year several cultural and inclusive activities in different neighbourhoods opened to all the citizens, promoting mobility among the neighbours

of the suburbs, regardless of their origin, and with the participation of NGO with a migrant background (see [link here](#)).

Similarly, the city promotes interaction between people living in the same neighbourhoods via the Cultural Centre existing in each neighbourhood. These spaces are sensitive to meeting diverse population and insist on respect for diversity and on programmes open to all citizens. In these Cultural Centres, spaces are let for meetings of different associations, street activities are organised, cultural courses are programmed and exhibitions, conferences, projections are encouraged. The Centres are run by the Culture Department but other municipal areas such as Cultural Diversity, Cooperation and Development and Equality work closely related (See the section Spaces at [this link](#)).

Good Practices

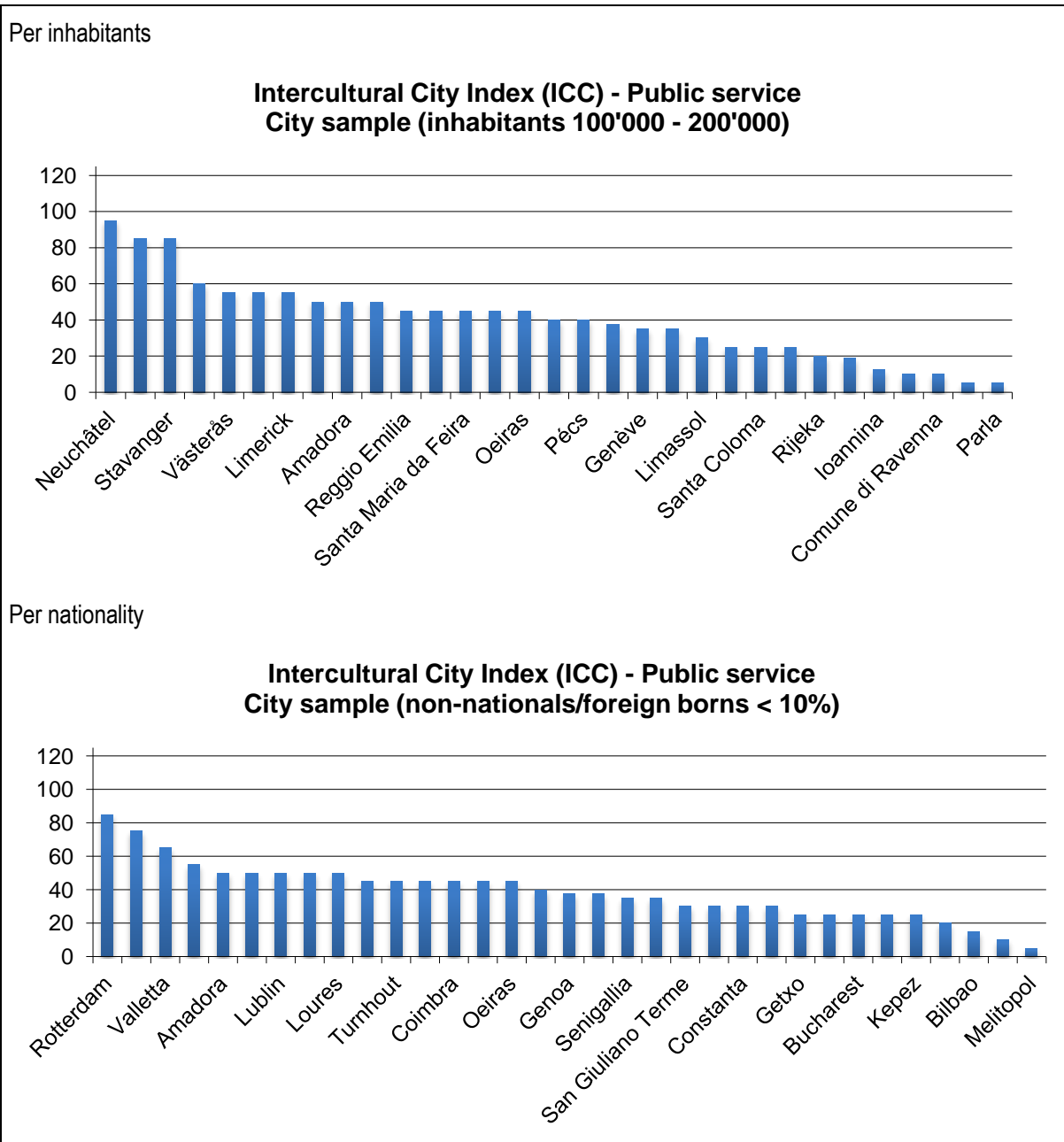
Several programmes and initiatives are done to promote interaction and cohesion in and among neighbourhoods in the city. Initiatives such as, for instance, Sukaldanitzak, a culinary training courses of gastronomies from different countries cooked in gastronomic associations which main members are local population. An open lunch concludes the training course with professors and participants (see [this link](#)).

Ongi Etorri Eskolara also promotes interaction after the schools, and the project carries out different activities to all families, paying special attention to invite migrant families to local events such as Aste Nagusia (Great Week is the main festival of Donostia), la Tamborrada (celebratory drum festival, see [this link](#)) or the San Juan Fireworks (see [this link](#)). Interesting initiatives are the Intercultural Trivial in Porrontxos (festivities in Egia, a neighbourhood of the city) (see [this link](#)).

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.

San Sebastián's score in the field of public services is 38, considerably lower than the city sample result of 53. Nevertheless, the city has improved in relation with previous ICC Index results (15 in 2011 and 2014).



Although the city is not yet working in an official Diversity Charter, some of the local enterprises have signed the Diversity Charter (see [this link](#)) promoted by Diversidad Foundation.

The city provides different services (such as burial services and schools meals) taking into consideration the migrant/minority background of all residents.

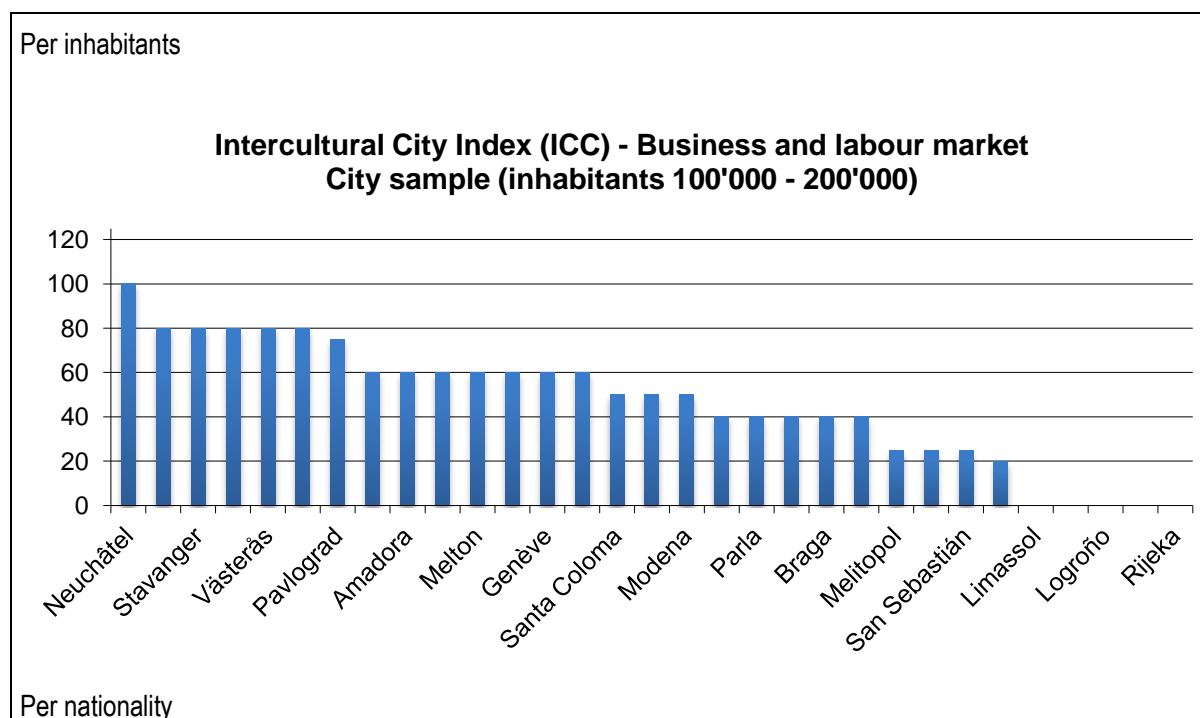
Recommendations

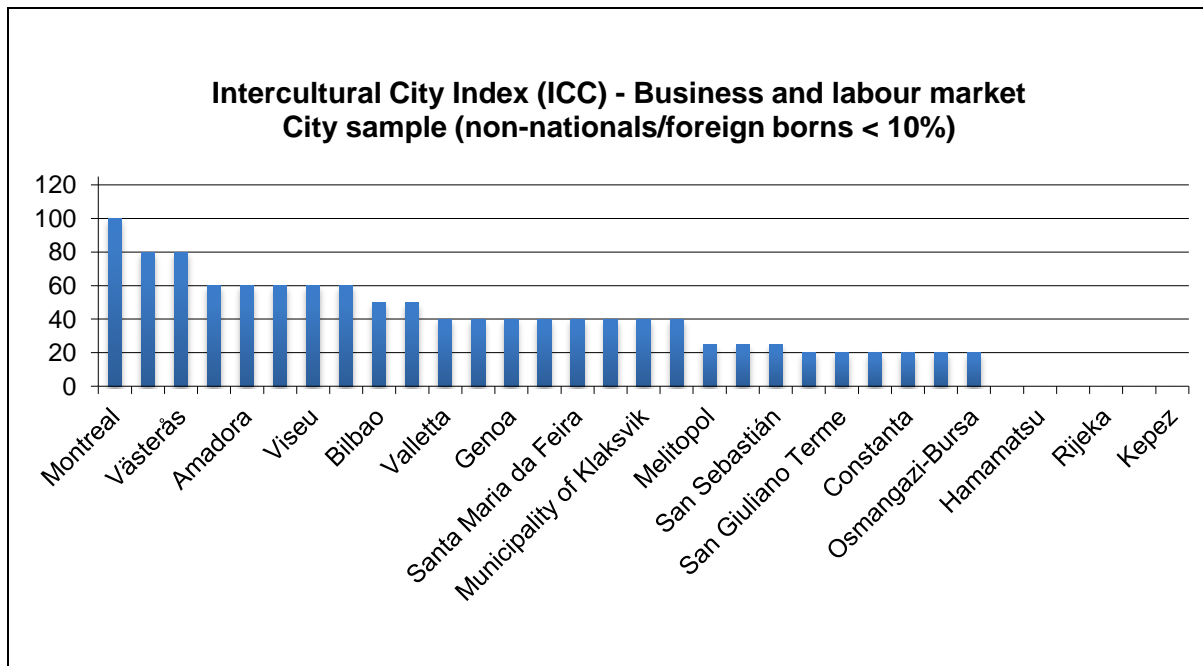
The ethnic background of public employees does not reflect the composition of the city's population. For the sake of improving this matter it is advisable to formulate a recruitment plan to ensure diversity both in the public and private sector workforce. Bergen's "The Future Workplace" is a good initiative 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 (see [this link](#)). Other initiatives to be inspired from are the Montreal's "Fearless Access to Municipal Services Polices" (see [here](#)) and the Berlin's Brauch Dich, a recruitment campaign that strives at diversifying the Senate's workforce with the provision of traineeship opportunities to migrant associations/residents (see [here](#)).

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.

Donostia-San Sebastián's score in the field of business and the labour market is 25, considerably lower than the city sample result of 49. The results represent an increase from the ICC Index in 2011 (0) and the 2014 one (20), although there is room for improvement.





There is no local business umbrella organization to promote diversity and non-discrimination in the labour market, and the city doesn't take any action to encourage businesses from ethnic minorities to move beyond the ethnic economy and enter the mainstream economy and higher value-added sectors.

Nevertheless, Fomento San Sebastian (Economic Promotion) is the unit dealing with business and labour market issues in the city, and provides training and advisory services to local residents, migrant population among them. In the last four years 506 migrant people have attended courses and received services in order to support on the creation of enterprises. Finally, 127 new enterprises have been set up, being afterwards included in different co-workings, entrepreneur centres and local clusters.

There is no local decision related to the procurement of goods and services to favour companies with an intercultural strategy.

Good Practices

Talent House is a hosting programme by Fomento de San Sebastián's, aimed at recruiting high-end talented researchers for Donostia's technology centres, businesses and universities, while balancing tensions between 'tourism' and citizenship. The programme is focused on the importance of human capital and on its value for companies. It also supports 100 internships per year to promote the mobility of people from Donostia-San Sebastián (or who have been studying in Basque Universities) to go abroad, and encourages their return afterwards. In parallel, the Talent House offers accommodation for high-qualified migrants (70% of the people living in the building are PhD holders) and helps them by providing legal advice, social support and linkages with local firms. The initiative is not yet driven by an intercultural approach to the job market and thus it is recommended that the programme is screened under an intercultural lens to make the most of it for the benefit of the whole society.

Recommendations

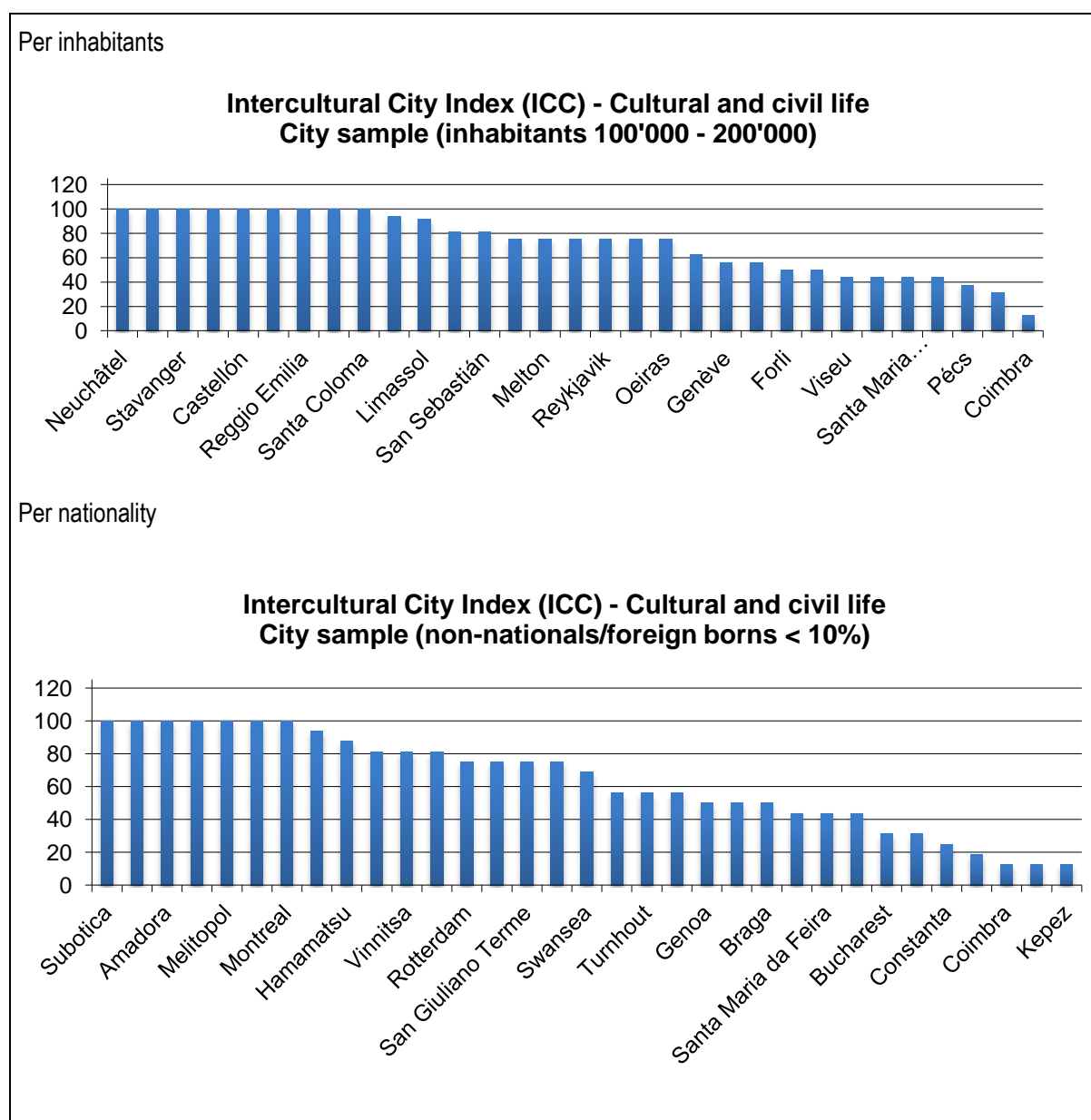
Donostia-San Sebastián needs a greater commitment in this area; take a more active role in the determination of measures to ensure the inclusion of migrant/minorities in business-related fields. To do so, it should set up a business umbrella organisation as a tool to bolster diversity in the workplace. Donostia-San Sebastian is encouraged to take action in the support of business from ethnic minorities to partake in the mainstream economy and those sectors with a higher added-value.

The Amadora Empreende initiative could be used as inspirational source (see [here](#)) as well as the OXLO Business Charter, a forum and network for collaboration of the city and the business community, in which migrants are understood as a valuable resource for business opportunities and economic growth. Private actors are taught about intercultural recruitment, diversity management and an inclusive work environment (see [here](#)).

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 cross-cultural 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.

San Sebastián's score in the field of cultural and social life is 81, considerably higher than the city sample result of 68. Most of the activities and actions in this field are promoted from the Cultural Diversity Unit, but also from the House of Peace and Human Rights (see Commitment).



The municipality use interculturalism as a criterion when allocating funds to associations and initiatives. In the local general bases for these grants, article 12 (see [here](#)) indicates as an element to be taken into account the respect to respect the fundamental rights of those persons or groups of persons who suffer multiple discrimination as a result of the combination of various factors that may give rise to situations of discrimination, such as sex, ethnic origin, racial features, language, religion, political or other opinions, membership of a national minority, property, birth, disability, age, sexual orientation, gender identity, or any other personal or social condition or circumstance.

Similarly, the city organises regularly events and activities in the fields of arts, culture and sport that aim to encourage people from different ethnic/cultural backgrounds to interact. Donostia Kultura organises activities with different formats and artistic disciplines to embrace diversity. These initiatives are organised in cultural centres in each neighbourhood and other cultural spaces in the city. Different initiatives worth to mention are the International Jazz Festival (see [here](#)), the International Film Festival (see [here](#)), the DFERIA festival which includes theatre, dance and other artistic expressions (see [here](#)) and the Fortnight musical festival (see [here](#)).

The STM San Telmo Museum organises exhibitions and guided visits around art that also invites to think about diversity, and the municipality promotes the Literaktum programme (see [here](#)), using literature as a common place to meet and mix. The Other Words programme (see this [link](#)) also welcomes authors from different backgrounds and cultures with the common goal of discussing about cooperation and human rights.

The city organises in occasionally basis, campaigns on the subject of cultural diversity. It has been done during 2016 in the framework of the programme of the European Capital of Culture (see more information [here](#)).

Good Practices

La *Casa de las Mujeres* (Women's House) has been built through a long participatory process with the women organisations of the city. The House is co-managed by the local administration and women's entities organised via an umbrella association called "Casa de las Mujeres". Actions, programmes and language courses are open to all women; around 1,000 women are members of the House. It's worth noting that membership is granted for free upon request. The House offers empowerment sessions, counsels on gender violence, feminist self-defence courses, in which migrant women as well as Roma women participate. They also provide legal and labour advice in women-related issues and in specific topics such as women in care services.

Recommendations

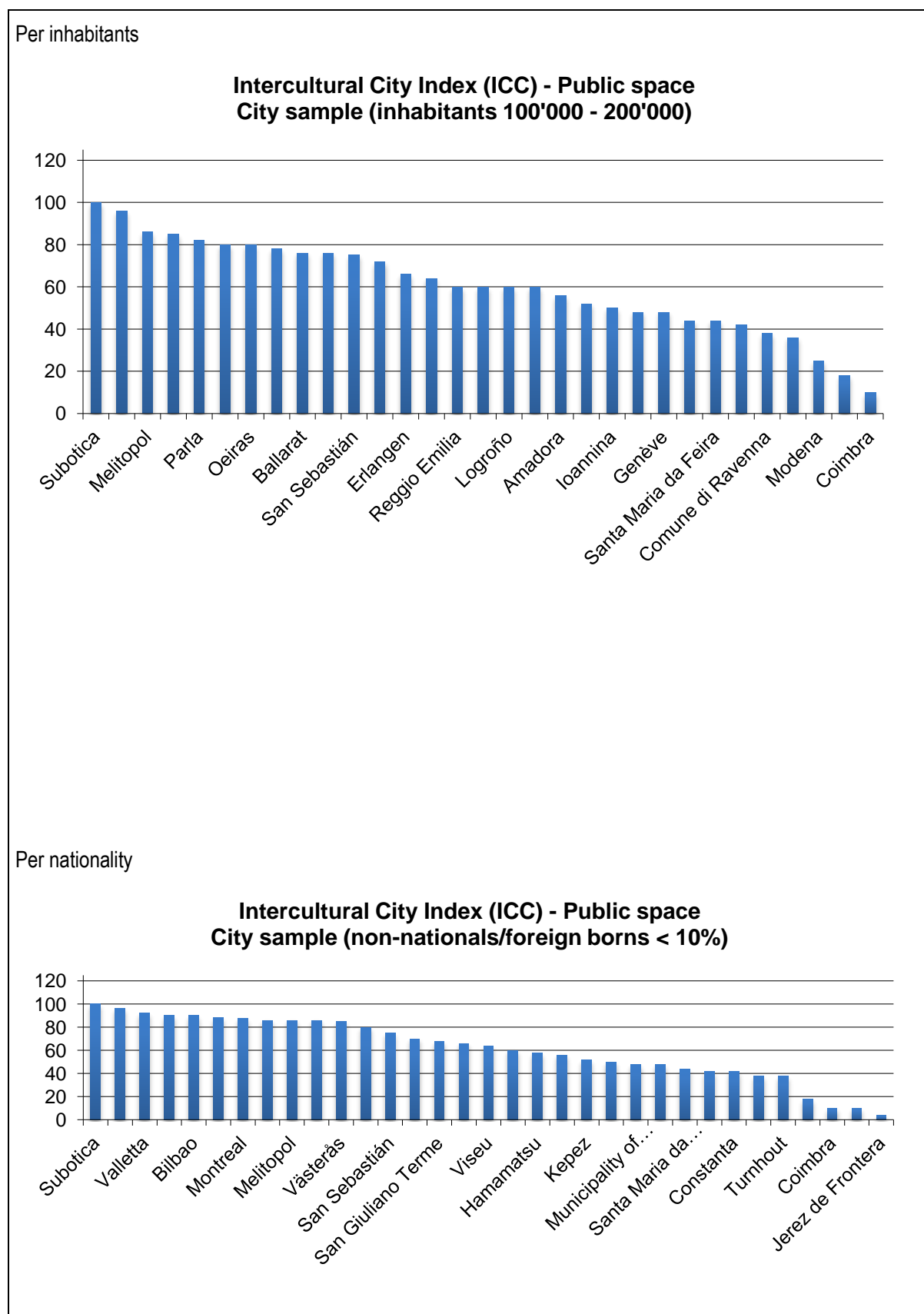
There is room for improvement in relation to the work done with cultural or social organisations, which is to encourage them to deal with diversity and intercultural relations in their productions. In this sense, the city may wish to explore and enlarge the number and type of actors it works with.

Additionally, further collaboration with other organisations or council departments may lead to the organisation of more initiatives related to cultural diversity. Donostia should take advantage of the European capital status of Culture (2016) and continue its work around cultural diversity.

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.

San Sebastián's score in the field of public space is 75, higher than the city sample result of 67.



The city has been developing different initiatives and actions to encourage intercultural mixing and interaction in different public spaces such as public libraries, museums, playgrounds and parks. For instance, *Tabakalera* (see

Good Practices in this section) is an international centre for contemporary culture and one of the main public spaces of the city, recently renewed and home of a variety of projects, some of them related to interculturalism, where mixing happens every day. Differently, Gastropote is a gastronomic activity carried out in the public market of San Martin, where people from different background meet on Thursday evening to drink and eat gastronomic specialties from different countries (see [here](#)). The Txiki Kids Corner is another initiative from children from 0 to 3 and their parents to listen stories in different languages (see [here](#)).

The city has taken into consideration the diversity of the population in the design of some different public spaces. The renovation process in the neighbourhood of Amara Berri has been active in inviting entities from different groups to participate in public discussions and debates (information on the process could be found [here](#)).

Although there are no unwelcoming or unsafe areas in the city, there have been some concerns with the presence of some homeless people in public parks or some groups of foreign unaccompanied minors in public libraries. Nevertheless, perceptions are mainly build upon prejudices, because security risks have not been identified from the municipality. In these situations, the municipality usually implements a multi-sectorial policy that combines social work, police (if needed) and communication.

Good Practices

Tabakalera is a former tobacco factory that was converted into a contemporary culture centre. Since 2007, the building hosts a wide sort of activities (exhibitions, short film screenings, etc.). *Tabakalera* programmes are mostly free and the funding is mostly public (30% comes from the municipality). By the time of opening this public space, it became clear that people were looking forward to use and engage the open spaces envisaged in the building: especially young people in rainy days. The centre has been adapting its activities and spaces to these non-planned use from families, youth, etc. At some point, the centre identified a group of mainly youth male migrants who were used to spend long time at the centre, not always behaving correctly (security concerns, drugs, etc.). After discussing with them about their needs and aims, *Tabakalera* decided to open a programme to support them through cultural activities. A first project involved photography, and the initiative was really welcomed. Since then, the project has grown to the point of holding weekly meetings (every Friday with a mediator), during which the group has been, for example, creating music together or preparing artistic performances. The 2018 project has been a theatre play, and a group of around 25 people are participating, using the Theatre of the Oppressed as a working methodology.

Recommendations

Participatory processes such the one at the neighbourhood of Amara Berri should be analysed in terms of the diversity of its participants. This would provide a picture about the participation of people with a migrant or ethnic background, which is the starting point to design better and more representative processes and methodologies.

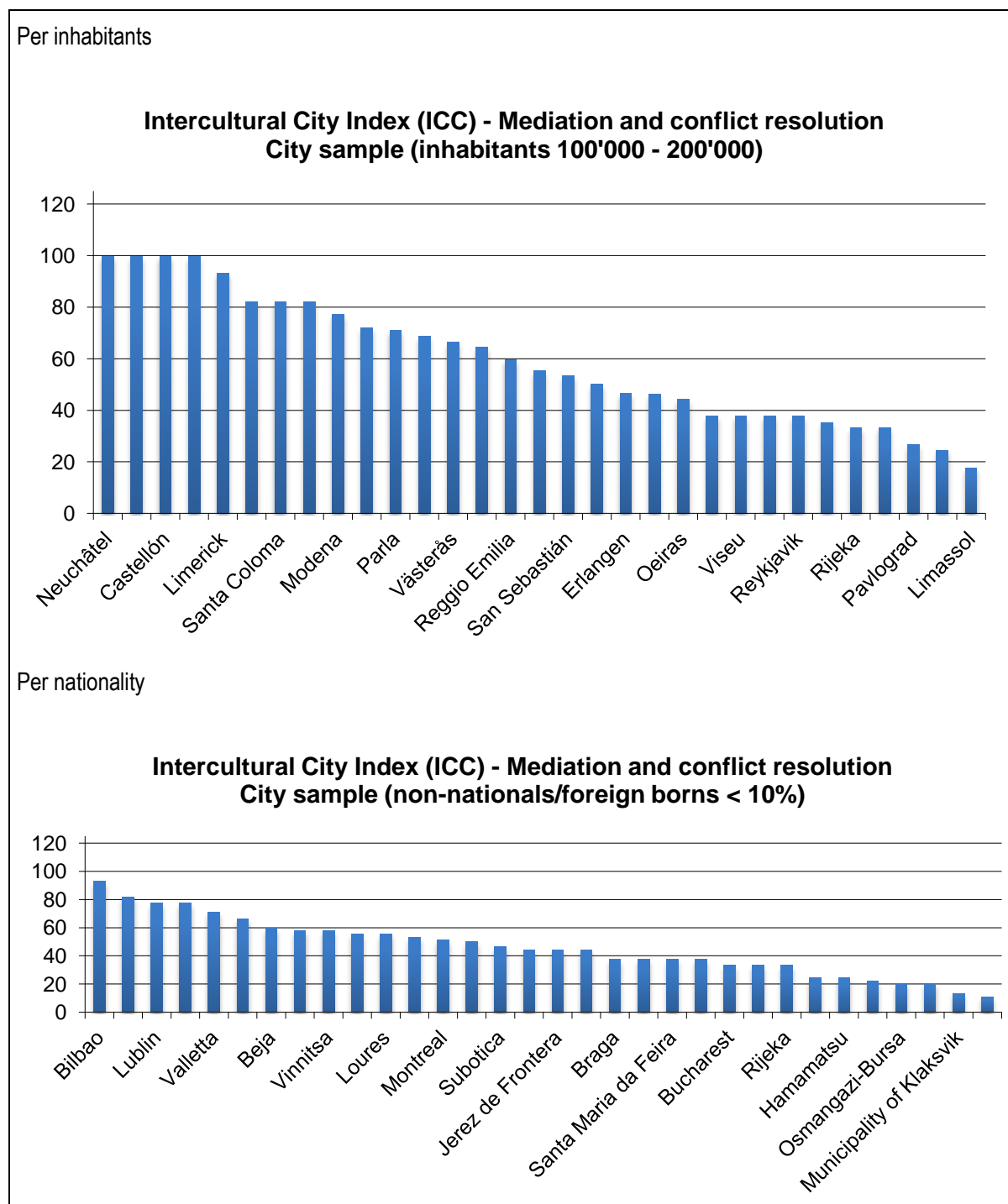
The [RECI's Guide on Intercultural Participation](#) stands as a useful tool for inspiration, with plenty of examples in the field of intercultural participation and public space.

As for the perceptions of insecurity, mainly targeting unaccompanied minors, awareness raising actions should be taken. The Antirumours Strategy of the city may lead on this, working together with public libraries, schools (students and parents), as well as other levels of the public administration.

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.

San Sebastián's score in the field of mediation and conflict resolution is 53, lower than the city sample result of 65. The city had better score in this topic in the previous ICC Index results (66 in 2011 and 55 in 2014), so lessons from its own past could be useful to improve the results in this field.



The city doesn't have a mediation service, but an intercultural mediation service in the city is run by a civil organization. The city is considering the creation of an intercultural mediation service, and funds have been already allocated to this purpose.

Donostia-San Sebastián has a municipal service specifically devoted to inter-religious relations. The inter-religious group as part of the Baitara Baita project, was set up in 2015 in the framework of the European Capital of Culture 2016, with the participation of the Cultural diversity department. Its aim is to foster dialogue and mutual acknowledgement. Two or three meetings per year are held which bring together representatives of the religious communities (see further information [here](#)). Also in the framework of the 2016 nomination, the municipality creates a new provisional building to be used by different faith groups or together, as a symbolic representation of interfaith principles. The Mobius pavilion was designed by last-year students of the Higher Technical School of Architecture of the Basque Country University and last until 2017 (see [here](#)).

Recommendations

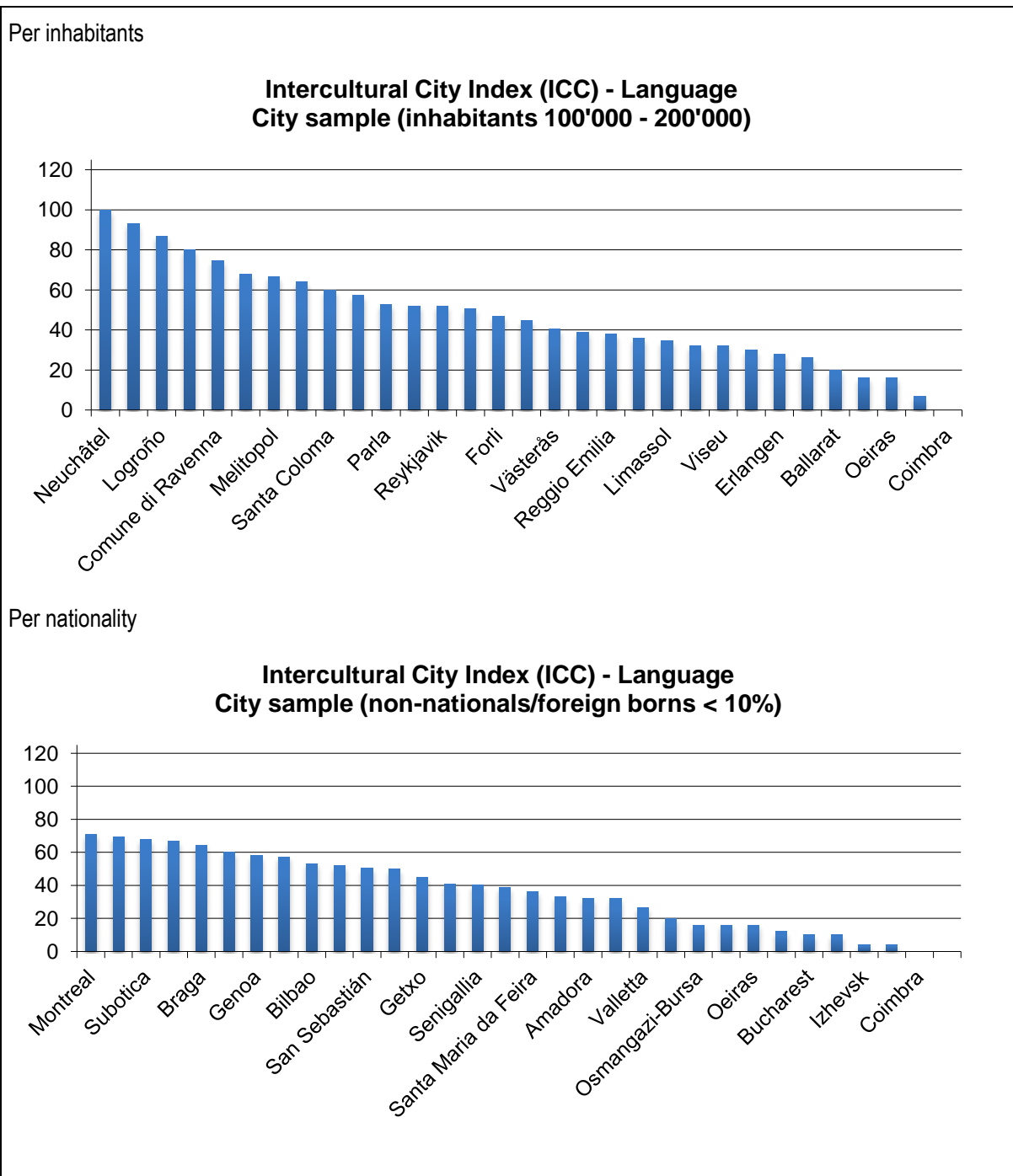
The city should create its local mediation service with an intercultural approach, and provide its services to different public institutions located in the municipality such as hospitals, youth clubs, retirement homes, etc.

The city could also explore the opportunity to recover the Mobius Pavilion initiative, as a public commitment with the interfaith and interreligious dialogue.

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.

San Sebastián's score in the field of language is 51, higher than the city sample result of 48.



Donostia-San Sebastián provides different services in the field of language competences, such as the specific training in the official languages for vulnerable groups and support for civil organizations that provide language training in minority languages. The municipality has a multiannual plan to facilitate learning Euskera (Basque language) in the city (see more information [here](#)), and some NGOs provide training in mother languages such as Russian, Arabic, etc. The COMBI project, for instance, aims to provide communication competences for migrants and disadvantaged background learners in bilingual work environments (see [here](#)).

The city also supports initiatives for raising awareness on minority languages (see information [here](#)) and has a Protocol to Ensure Language Rights (see [here](#)). The Protocol is a document in support of the equality of languages to ensure the development of languages in disadvantageous situations, based on the suggestions of social actors and the recommendations of a Scientific Committee, which lists the minimal steps to be considered in order to ensure all persons' language rights.

Similarly, the city provides support to projects that seek to give a positive image of minority languages, such as Bozak, a radio programme run by a feminist initiative to give voice to migrant women and Uhinak Kolorretan, realised by migrant communities, both in Antxeta radio.

Good Practices

The Empalabramiento programme (a pun between word and empowerment in Spanish) is one initiative promoted in the Women's House. The programme is focused on learning Spanish and improving language competences for migrant women, by deconstructing patriarchal discourses present in manuals. Contents include grammar, logics, history and feminism and - although the language course is mainly aimed at teaching Spanish language, it also includes basic Basque notions as a common language.

Recommendations

The city should better strengthen providing logistical or financial support to media initiatives in minority languages and to explore options to teaching minority languages as part of the regular curriculum at schools.

The city of Barcelona, for instance, is promoting multilingualism at school and in the city through a learning programme for minority languages - recognising and promoting the linguistic diversity in Barcelona's neighbourhoods - has been launched to: i) foster multilingualism in the city and within the educational system, ii) enable and strengthen links between the educational community – schools and Parents' Associations (AMPAs) – and the communities of each neighbourhood, iii) and turn schools into a welcoming and meeting space for families from various cultural contexts (see [here](#))

In Reggio Emilia, the city supports the Intercultural Centre Mondinsieme, which in 2011 opened for the first time an Arabic language course for non-Arabic speakers. The project aims to improve linguistic cultural relations between foreign citizens and health services. Basic Italian language courses are provided for mothers of children attending primary schools to offer initial language support and correct communication with the school. In order to help families preserve the competence of migrant children in the mother language, in two schools in Reggio Emilia there are classes in the native languages of children and in parallel their parents learn Italian. There are Summer events to teach Italian youth who do not know Italian and who attend secondary schools at the second level. It aims to provide learners with a minimum knowledge of the language to facilitate access to school; prevent the summer "scattering" of youth and social marginality from their peers (see more information [here](#)).

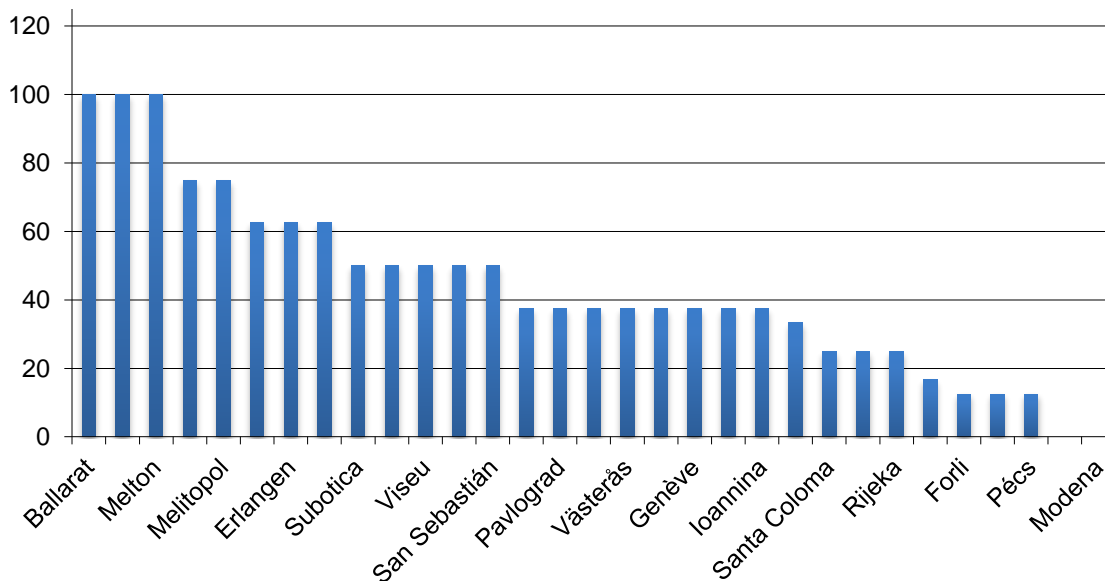
MEDIA AND COMMUNICATION

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.

San Sebastián's score in the field of media and communication is 67, considerably higher than the city sample result of 46.

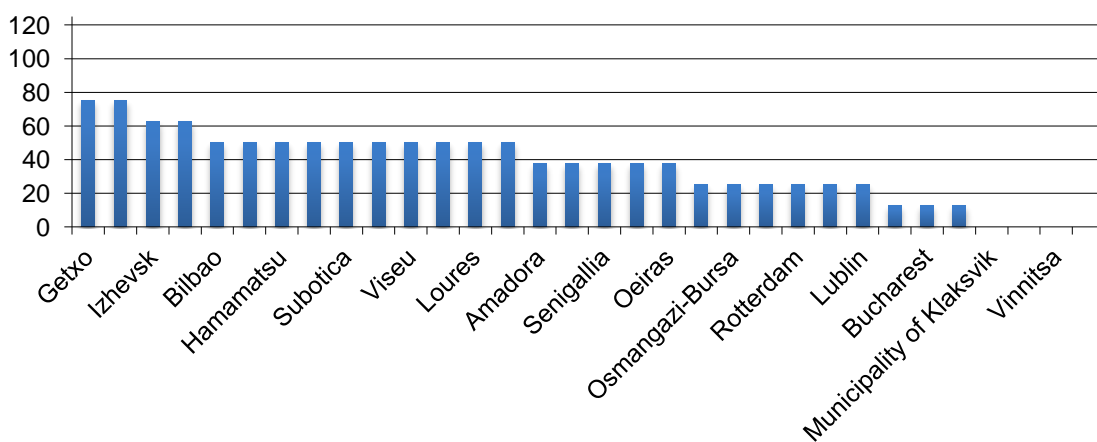
Per inhabitants

**Intercultural City Index (ICC) - Relations with the local media
City sample (inhabitants 100'000 - 200'000)**



Per nationality

**Intercultural City Index (ICC) - Relations with the local media
City sample (non-nationals/foreign borns < 10%)**



The city lacks of a communication strategy to improve the visibility and image of people with minority backgrounds in the local media and neither have a communication policy to highlight diversity as an advantage in different communication media. Nevertheless, Donostia-San Sebastián provides support for initiatives that includes journalist with minority or migrant background. The project "The word that gives breath" or Bozak is offered to empower migrant women and train them to present a radio session (see [here](#)) and the project "Waves in Colours" or Uhinak Koloreetan offers the same opportunity to youth migrants (see [here](#)).

The city supports an Observatory of Media Diversity (see good practices) to monitor the way in which media portray people with migrant/minority background run by a social entity.

Good Practices

Run by Mugak – Center of Research and Documentation on Migration, Racism and Xenophobia (an initiative of SOS Racismo) and supported by the municipality, the Observatory of Media Diversity, carries out a daily monitoring of the information that appears in the 24 most widely distributed newspapers in Spain. The Observatory has been working for the last two decades, and also organises seminars on media treatment of diversity for local journalists. In addition, it produces a Revista Diaria de Prensa (Daily Press Review), which is sent daily and free of charge to five thousand subscribers. Its database, online since 2004 and with more than 220,000 pieces of information, provides the agents involved in social and community intervention, especially immigration, human rights and solidarity associations and government technicians, with an archive that can be consulted online. This Database, as well as the service of Revista Diaria de Prensa, is unique in the Spanish state. See more information [here](#).

Recommendations

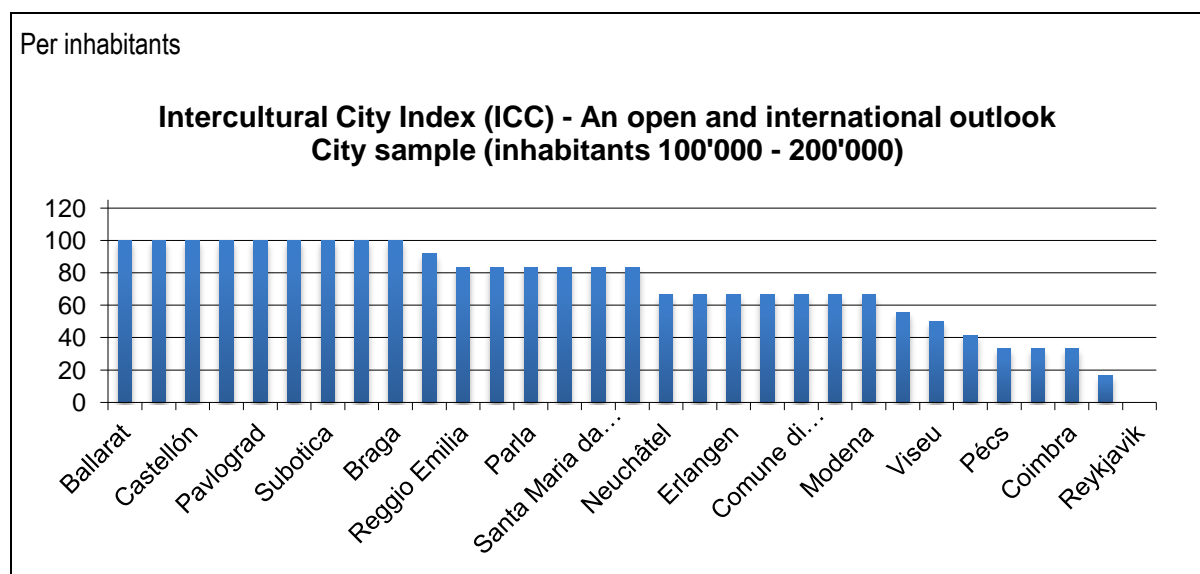
The Australian city of Ballarat promotes a positive image of immigrants and/or minorities in the media. The Council's Media and Communications group have been actively engaged in improving the visibility of migrants and minorities in the media by established the Facebook page of the Multicultural Ambassadors (MAs) which documents most of the activities of the MAs and highlights key upcoming events to promote wider community participation and by facilitating the city's web inputs relating to the Cultural Diversity area (see [here](#)).

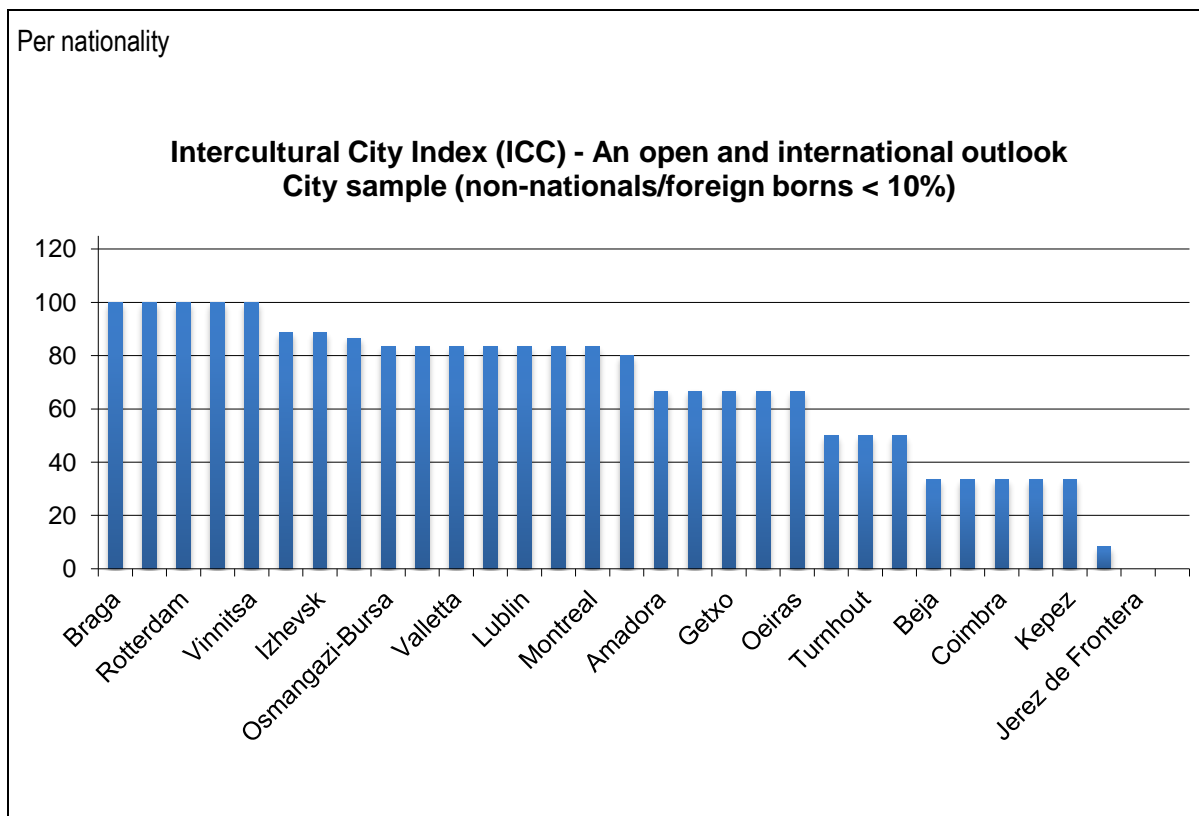
In order to pass a positive image of migrants and minorities, the city could design an anti-rumour strategy, to raise awareness and to foster dialogue and mutual understanding. Inspirational initiatives in that sense could be found in Getxo (see [here](#)). As part of the recently created ZAS-Antirumours Network in the Basque Country (see [here](#)), Donostia-San Sebastian could also take advantage of its work.

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.

San Sebastián's score in the field of international outlook is 83, considerably higher than the city sample result of 57. With a similar score in the previous ICC Index, the work of the city in this dimension has been enduring.





Donostia-San Sebastian has an explicit and sustainable policy to encourage international cooperation. Following the nomination as European Capital of Culture in 2016, the DSS2016 Foundation was created to open the city to Europe through culture, in order to share and contrast processes in a collective learning journey to imagine a common future. The DSS2016 Foundation and the Strategic Office, in collaboration with different municipal departments and other collectives, have been identifying opportunities for a better connection with people, entities and organizations all around Europe and strengthening already existing connections.

The Council provides a specific budget to the international policy.

In the economic and scientific field, the exchange and cooperation with different entities and organizations from all over the world is promoted, both in the acquisition of experience and international collaboration of young people and in the attraction of foreign scientists or entrepreneurs. There are also cultural and artistic exchanges with other countries and visits every year. Furthermore, the municipality maintains the contact and collaboration with the 6 twin towns: in 2016, a Twinning committee was created.

In 2018, the municipal Youth department, in collaboration with the Cultural Diversity Unit promotes an interexchange with Bergen's young regarding anti-discrimination issues (see [here](#)).

The University of the Basque Country (see [here](#)), as well as other universities based on the city have developed different initiatives to reach out to foreign students and give them the opportunity to meet local people. The University of the Basque Country has launched the Buddy Programme to welcome international students and help them getting familiar with the city and the university (see more information [here](#)).

The city seeks to develop business relations with countries or cities of origin of its diaspora groups by developing business missions that involve local productive sectors.

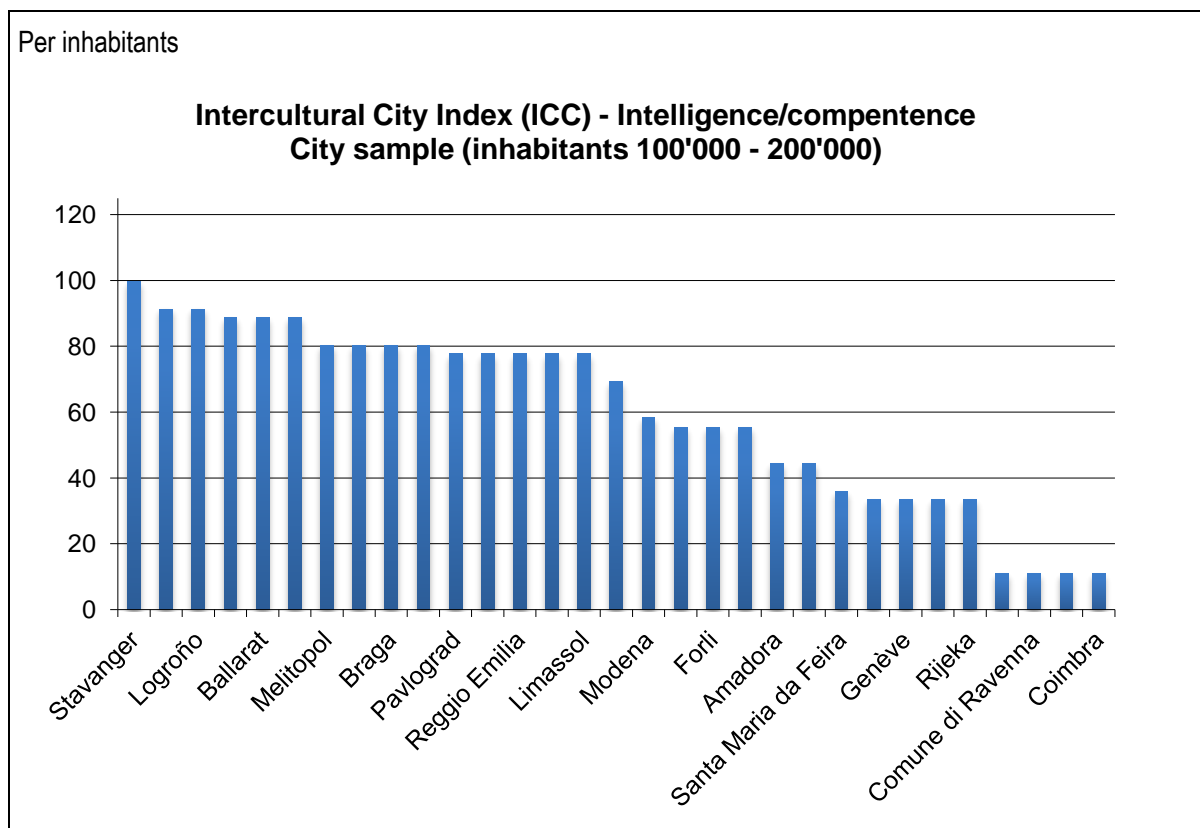
Recommendations

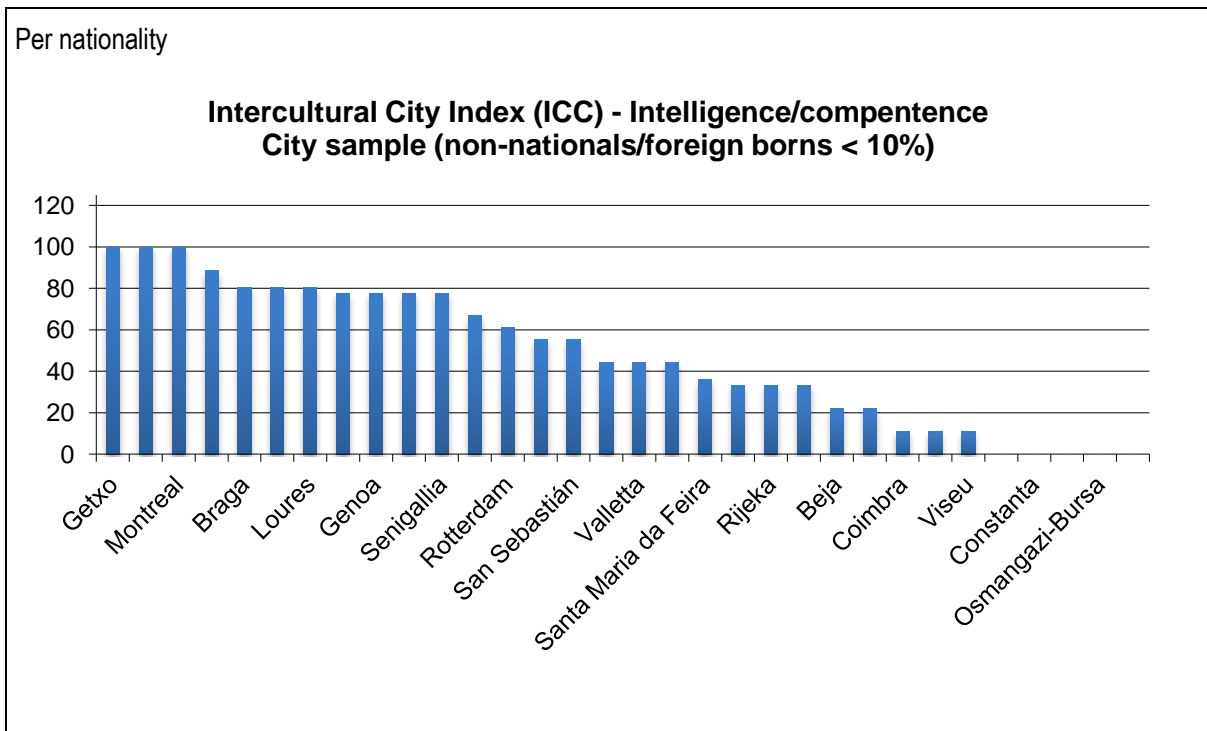
To strengthen the international outlook of Donostia-San Sebastian could be interesting to explore some initiatives promoted by cities such as Manchester (UK), with a long standing and sustainable approach to developing international relations which aim to support the broader social, economic and environmental objectives of the city. A recent example includes the work with Wuhan in China to develop a joint economic collaboration study which led to the appointment of a Manchester Officer within the British Consulate General in Wuhan. This post works on a range of projects on behalf of Manchester City Council, Manchester's universities, cultural institutions and local business community. Furthermore, Manchester City Council works closely with the Greater Manchester Chamber of Commerce, MIDAS, Department for International Trade, the Manchester China Forum, the Manchester India Partnership and local Consulates to progress business relations with key countries and cities. This includes establishing joint programmes for international visits where the Council deliver presentations or host meetings with senior political and business representatives.

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.

San Sebastián's score in the field of intercultural intelligence and competence is 55, lower than the city sample result of 67. This dimension should be reinforced in the municipality, as the results on previous ICC Index were higher in the city (89 in 2011 and 69 in 2014).





Donostia-San Sebastián doesn't work with statistical and qualitative information on diversity and intercultural relations to inform the municipal process of policy formulation. Diversity is not yet understood as a cross-cutting issue in the municipality.

Similarly, the city doesn't carry out surveys that include questions about migration and public perception of migrants and minorities. Some social entities and the University of the Basque Country have done different surveys, and the municipality is foreseen doing one in short.

The city does promote the intercultural competence of its officials and staff, in administration and public services, through some activities. Every year, training courses are given to Police Officers and staff working on information services, as well as staff of different departments. In 2019, all the officers of the participation department and staff working on municipal shelters have received this training. Moreover, training on faith issues was carried out with civil servants in 2016.

Recommendations

Donostia-San Sebastián may could take advantage of the annual barometer of opinion on migrants and minorities promoted by the Ikuspegi-Basque Observatory on Immigration. Bilbao already uses this tool to have a local barometer in its Local Observatory on Immigration (see [here](#)).

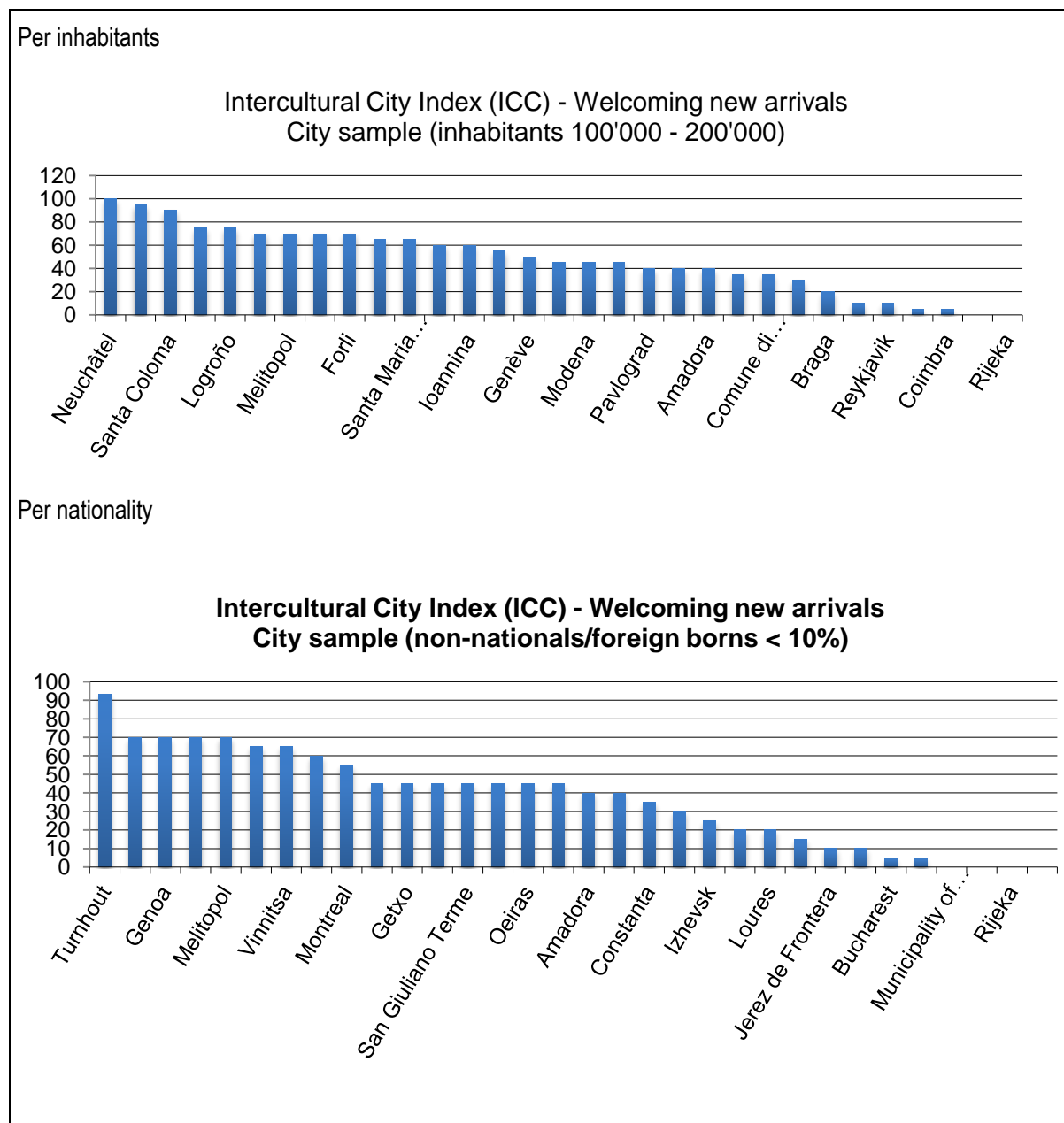
Some examples of interdisciplinary seminars come from Bergen (Norway). The city has developed interdisciplinary seminars, workshops and courses to improve intercultural competences of its officials and staff. Combined to these courses, the city also conducts surveys to find out how inhabitants perceive migrants/minority groups.

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.

San Sebastián’s score in the field of welcoming newcomers is 45, lower than the city sample result of 62.



There is not a designated agency, service or person in the municipality in charge of welcoming newcomers. A single information office deals with all citizens. In the case of newcomers, a city-specific package of information and support is offered (see [here](#)), including a generalist welcoming video ([see here](#)). This package is edited in 4 languages (Spanish, Basque, English and French). Newcomers arriving to the municipality are generally derived to specialised third sector organisations. The city offers a comprehensive guide gathering all the entities that provide support to newcomers (see [here](#)).

In addition, the Council provides support to other organisations in welcoming particular groups. It is the case of families with children, who receive support through the programme Familia Laguna (see [here](#)). The reception of asylum seekers and refugees, managed in the city by CEAR Euskadi and the Red Cross, is facilitated by the municipality by the provision of housing (5 apartments) and other services such as free access to sport facilities and leisure and cultural workshops.

Last, the city participates, through the Department of Cultural Diversity, in the Network of local bodies with a Welcoming Plan (see [here](#)).

Currently, the city does not organise a public ceremony to greet all people arriving to live in the city

Good practices

The Family Laguna from Ongietorri Eskolara initiative (see good practice at the Education section and [this link](#)).

¿Have you just arrived? Guide of organisations that could help you. The Department of Cultural Diversity has prepared this guide of associations that provide welcoming and reception services for newcomers. The aim of this guide is to promote the coordination and mutual knowledge between these partnerships, as well as to strengthen the visibility these organisations deserve. The guide contains more than 20 organisations, with information on their service and contact addresses. The services offered range from legal advice, shelter or support to victims of discrimination. Check the guide [here](#).

Recommendations

There is room for improving welcoming policies in Donostia. The municipality should designate a service or at least a person to be in charge of the reception. Despite the most populous nationalities are from Central and Latin America, the information package should be published at least in Arabic and Chinese. The Guide with information on organisations providing support to newcomers is only available in Spanish and Euskera and thus, should be translated to other languages as well. In addition, the access to this information packages should be better displayed in the Council's website.

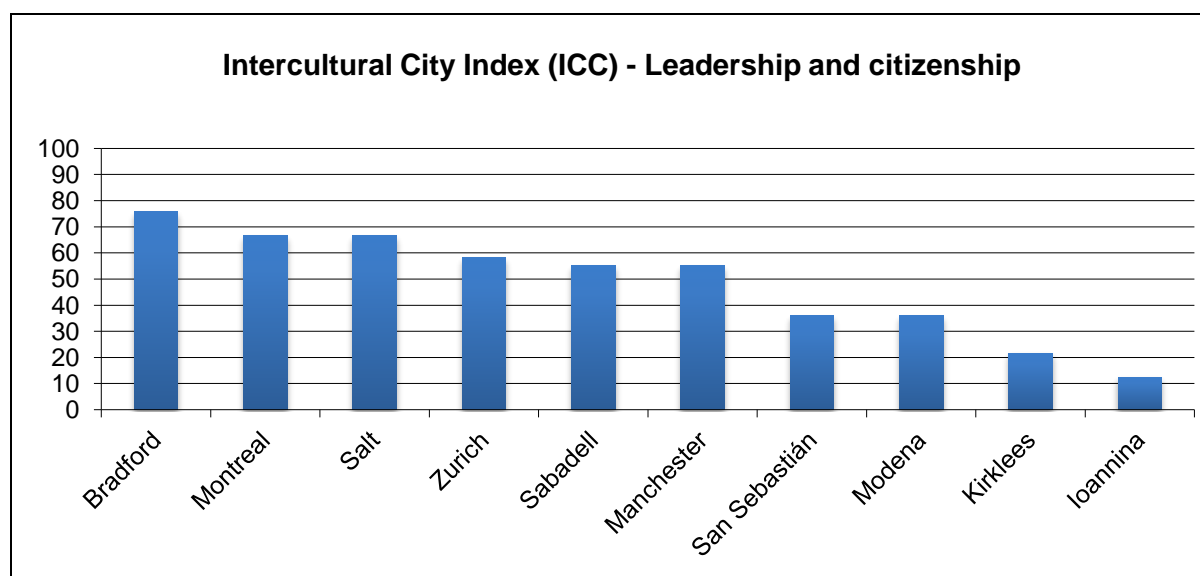
Inspiration from other Spanish cities with more years of experience in welcoming newcomers or that have faced greater influx of refugees in recent years, could be explored. It is the case of Catalan cities such as Salt, Santa Coloma de Gramenet or Barcelona. The RECI network is an excellent space to analyse reception and welcoming policies and exchange good practices.

Last, Donostia should consider organising a ceremony to greet newcomers, ideally including political representation. For example, Sabadell organises annually an event to recognise people and organisations involved in the reception programmes. The event takes place in the Principal Theatre and those who have participated in the workshops and training under the framework of the Reception Path receive a diploma (see [here](#)).

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.

Indicators on leadership and citizenship have been included in the ICC Index in January 2019. Donostia-San Sebastián's score in the field of leadership and citizenship is 36, slightly lower than the city sample result of 48.



In the elected Council of Donosti, there are not people from foreign origin or dual nationality, just one elected member from an EU country.

Despite the Spanish legislation does not allow that foreign nationals could vote or be elected in the local elections (with the exemption of EU and EFTA nationals, and nationals from countries with a reciprocity agreement), the majority of foreigners in Donosti come from Latin American countries, with which Spain has reciprocity agreements (for instance, nationals from Ecuador, Colombia and Bolivia who have a 5-year residence permit can vote). Nationals from these countries should be registered in the electoral census for foreign residents to do so. Additionally, citizens from most countries in Latin American could apply for the Spanish nationality when they have over two years of legal residence.

Additionally, the city has a consultative body where migrants and associations representing migrants discuss integration and inclusion issues. The Cultural Diversity Agents Network in the municipality deals with migrants and minorities' issues. Their concerns are voiced through this consultative body, which gathers once every three months. The councilwoman and two officials of Cultural diversity department attend this meetings, together with the representatives of the migrant organisations (see [here](#)). Furthermore, migrant and minority background representatives also take part in the main municipal council together with other citizens, as well as relevant public institutions, organisations and experts (see [here](#)).

The city does not implement actions to promote the presence of minority groups in supervisory bodies in schools or public services, as it is competence of the regional government. However, initiatives such as the Ongietorri eskolara programme run by the municipality encourages migrant background families to participate in a decision-making group (although this is not a mandatory board).

Good Practice

The Cultural Diversity Agents Network was created in 2013 by the Cultural Diversity Department. Key organisations working in the field of cultural diversity are involved. The objectives of this network are, among others, to promote mutual knowledge and collaboration, strengthen coordination between agents and the relationship with institutions. This network meets twice a year (see [here](#)).

Recommendations

The city should organise some initiatives to encourage people with migrant/minority backgrounds to engage in political life: participation tables, decision-making and participation processes, etc. As an example, the Cultural Diversity Agents Network could be strengthened, and members could meet more often.

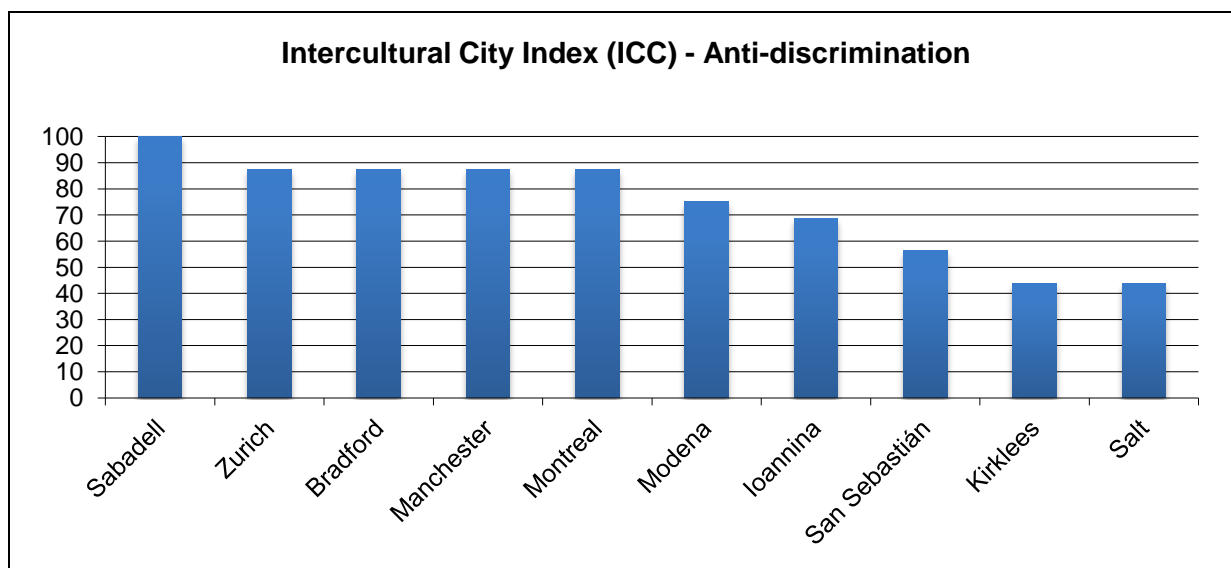
Regarding the right to vote in local elections, the municipality may wish to raise awareness among people who is entitled to vote, to register in the electoral census. This could be done through personal letters or /and communication campaigns. Barcelona and Salt organised the campaign ‘La meva Ciutat, el meu vot’ (‘My city, my vote’) to inform people on their rights to vote in local elections and how to register in the census. The campaign included videos with people from different nationalities, information sessions and infographics (see [here](#)). The result was an increase of 53% of people registered for the 2019 municipal elections.

Donostia might be interested in exploring initiatives as well to improve the knowledge of local politicians and municipal staff jobs among people from diverse cultural origins, as a means to encourage them to engage in politics.

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.

San Sebastián’s score in the field of anti-discrimination is 56 lower than the city sample result of 74.



In Donostia, the advice and support to victims of discrimination is provided by the Government of the Basque Country, together with some organisations (Sos Racismo, roma community(Agifugi) and LGTBI (Gehitu) through the network “Eraberean”. The Network does provide training as well (see [here](#)). Similarly, the network BERDIN (where the Provincial government of Gipuzkoa is involved) and SOS Racismo Gipuzkoa monitor and research the extent and the character of the discrimination in the city (see [here](#)).

The city is currently developing its Antirumours Strategy, which aims at reducing the negative impact of prejudices and stereotypes. Under the framework of the Strategy, training has been provided to the Police officers, staff of the municipality, NGOs and citizenship in general (see [more](#)). Furthermore, the city is member of the Basque Antirumours network ZAS! (see [here](#)) and participates in the Antirumours meetings held annually and organised by the Association of Intercultural Cities, a space to exchange experiences and to build capacity in topics related to how to better live together by reducing prejudices and stereotypes (see [here](#)).

Good Practices

The city runs anti-discrimination campaigns or raise awareness on discrimination in different ways: for example, every year the city celebrates, in cooperation with social stakeholders, the International Day against racial discrimination on 21st March (see [here](#)).

This year, the Councilwoman presented the activities included in the programme and stated the city's commitment with the eradication of discrimination in the public and private spheres at a press conference. Every year, the Department of Cultural Diversity organises a series of activities in collaboration with different agents and associations who, for several days, call for this fight against discrimination. Activities included projections, a special session of Human Library, conferences and a march.

Recommendations

The city should, first, carry out a review of municipal regulations to identify discriminatory trends and second, elaborate a binding document against discrimination.

Additionally, and although different social organisations are providing services to victims of discrimination, the Council may consider strengthening its support to those organisations (logistic or financial).

In relation to the awareness raising on discrimination, and as previously mentioned (Media and Communication), the city should concluding the design, in collaboration with citizens and stakeholders, its anti-rumour strategy following the model of the Council of Europe Antirumours Programme. Donostia might be interested in getting support and advice from other networks of cities with Antirumours Strategies, mainly through the RECI network, and the Basque network ZAS! A reference document is the Antirumours Handbook (available [here](#)).

Following the initiatives around March 21st, the city may wish to organise more anti-discrimination programmes and campaigns.

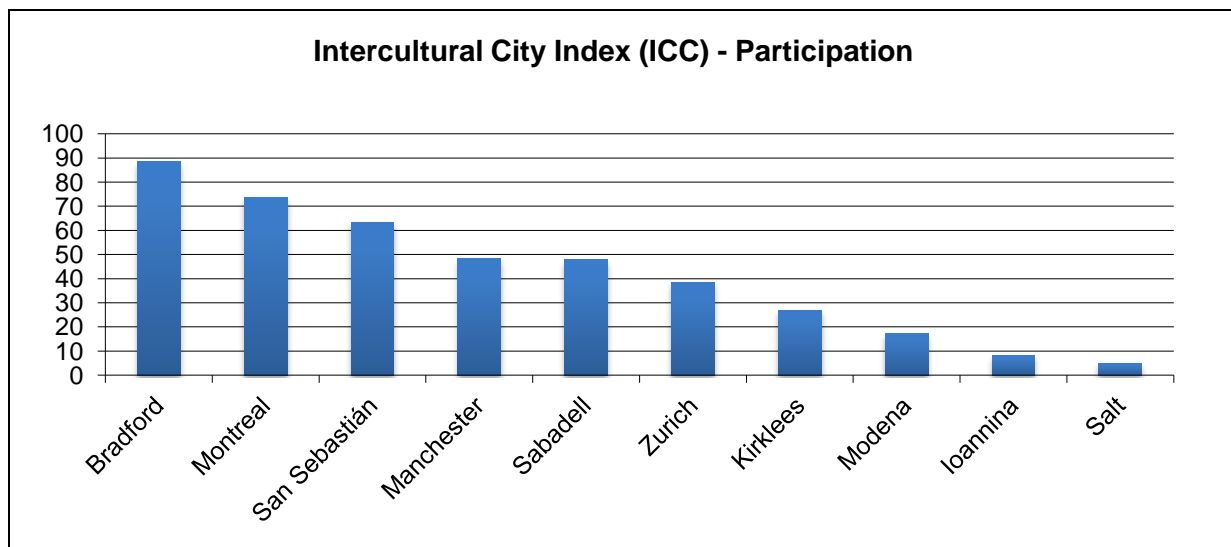
A good practice to get inspiration from is the Inclusive Auckland Framework, which aims at creating a diverse workforce in the city and a strong inclusive culture; assuring that all processes, policies, plans and services in the city meet the diverse needs of citizens, assuring that the Council's strategic leadership fosters social inclusion and that elected and appointed members of the government represent the population diversity. Promoting intercultural competence is central in this programme and includes actions such as providing anti-racism workshops and e-learning on unconscious bias.

PARTICIPATION

Inclusion, power-sharing and participation are the golden keys of intercultural policy-making. 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. The data so far collected is not yet relevant for statistical purposes. Ten cities have so far replied to this new index chapter. San Sebastian score in the field of participation is 63, considerably higher than the city sample value of 42.



In the process of designing the new intercultural plan for San Sebastian in 2018, the main ideas were discussed with migrant and minority background organisations, and their perspective and contributions were taken into account. The procedure was as follows: firstly, the design of the strategy was based on the information contained in the ICC report and from a SWOT analysis. After that, principles and strategic priorities were defined. Having a first draft of the strategy, all the measures were consulted with migrant and minority background organisations in order to get their contributions.

Several participatory mechanisms are provided (i.e. public participation networks, participatory budgeting, intercultural dialogue platforms...). Although is currently in a stand-by, the city has developed the 'citizen consultation' before elevating any regulation.

Occasionally, the city monitors the participation of residents with migrant/minority backgrounds in the decision-making process and it has effectively introduced mechanisms that ensure a broader participation of citizens (i.e. from the ID to include as well the ID for foreigners) and respect of gender equality in migrant/minority backgrounds organisation. In order to achieve that, childcare facilities are usually available, and a balanced composition of gender in participation is considered. Migration and cultural diversity issues are also taken into account in the 3rd plan of Gender Equality of the municipality, particularly when fostering socio-political participation (see [here](#)).

Recommendations

It is highly recommended the cooperation between the Cultural Diversity team and the Department of Participation in order to develop strategies of intercultural participation. In this sense, current methodologies should be reviewed and improved to reach the diverse population. Indeed, monitoring participations processes is a needed step in order to assess not only the diversity in the profiles but their needs and barriers.

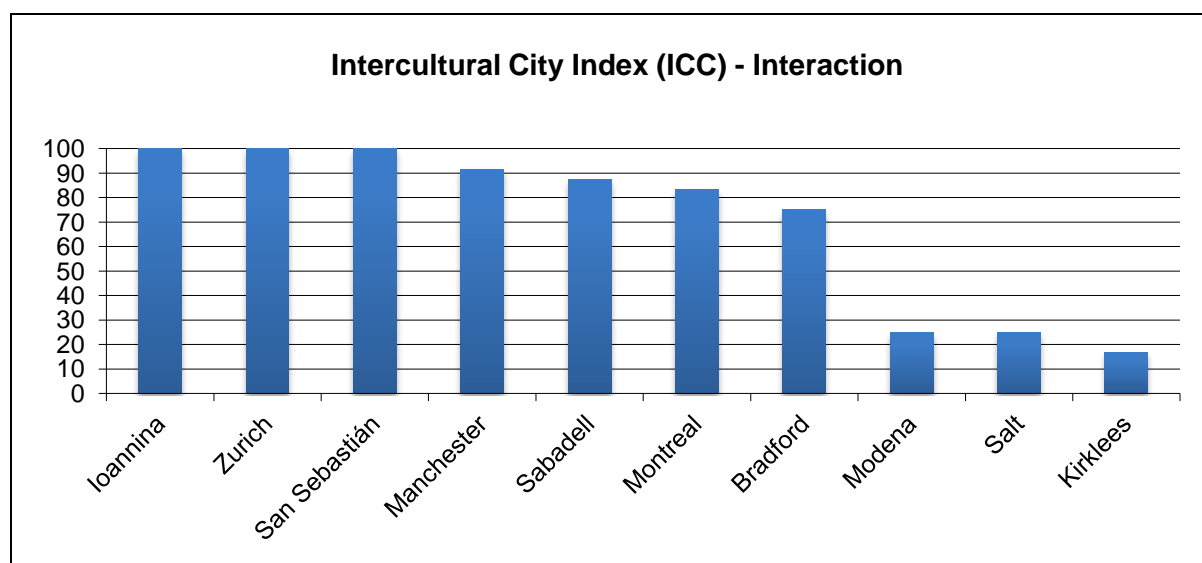
A highly recommended lecture is the Guide '[The development of intercultural processes at local level](#)'. The Guide includes best practices and a self-assessment to determine whether a participatory process is intercultural enough

(including the leadership and commitment, the understanding of the target groups, the objectives, the channels and communication methods, the participation tools and the evaluation and lessons learnt).

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, indicators on interaction are also new. San Sebastián score in the field of interaction is 100, higher than the city sample's value of 70.



San Sebastian has a data-base with all organisations active in intercultural inclusion (being also permanently updated and available to the public) (available [here](#)). In addition, the Department of Cultural Diversity meets with these organisations every two or three months through the Network of cultural diversity actors. The Department has contact as well with stakeholders working in related areas such as solidarity, gender, social services, historical memory, language, etc. In some of these meetings, training on anti-rumours has been given (see [here](#)).

Teachers (and parents) are given training every two years regarding intercultural communication through the project Ongi etorri eskolara (see [here](#)).

Recommendations

Despite the interaction with local organisations is key, listening to them and taking note on their needs and thoughts is equally important. The city may wish to open the possibility to assess how this cooperation and communication is working. New stakeholders might be interested in joining. Indeed, the municipality should ensure that the different meetings (gender, solidarity, social services) do not duplicate tasks (and stakeholders).

Finally, the increase of the intercultural competences should be a shared objective at city level, extending for instance the scope of the Ongi etorri Eskolara project (more schools and high schools) and to other organisations (the city council itself, NGO, enterprises, etc.).

OVERALL CONCLUSIONS

COMMITMENT	✓	Donostia-San Sebastian has adopted a public statement by the city government in which it says to be/aspire to be an intercultural city and it has a webpage communicating this statement (with easy access). Different departments are collaborating to foster interculturalism.
	✗	The city needs to improve its commitment and the co-ordination structure among different departments. The city does not acknowledge/honour residents or organisations who encourage interculturalism. It also does not count (yet) with an intercultural strategy/action plan. Although it is being planned to, the strategy must go along with an evaluation/update mechanism.
EDUCATION	✓	Most schools make strong efforts to involve parents with migrant/minority backgrounds and they often carry out intercultural projects.
	✗	The ethnic/cultural background of the population is not the same as the teachers' and there is a poor mixing of students with different ethnic/cultural backgrounds in private schools.
NEIGHBORHOOD	✓	As there are several neighbourhoods with a culturally/ethnically diverse population, there is no need to adopt a policy in this regard (although there are occasional measures to avoid the overload of social services). Additionally, San Sebastian encourages the interaction among residents with different backgrounds.
	✗	
PUBLIC SERVICE	✓	School meals and burial services available consider migrant/minority backgrounds.
	✗	The migrant/minority background of public employees does not reflect the composition of the city's population as the city does not count with a recruitment plan that ensures an adequate rate of diversity. It does not take actions to foster a diverse workforce and intercultural mixing in the private sector neither.
BUSINESS AND LABOUR	✓	There is a program/course destined to promoting the creation of enterprises in which population with a migrant background increasingly participates. The Talent House aims to attract foreign talent to the city.
	✗	The municipal council does not favour companies with intercultural inclusion in the procurement of goods/services nor it takes action to promote business from ethnic minorities to enter high value-added sectors. Local, regional or national organisations do not have as objective the promotion of diversity/non-discrimination in the labour market.
CULTURE AND SOCIAL LIFE	✓	Several activities in the cultural realm encourage people from different ethnic/cultural backgrounds to interact. Grants given by the Dpt. Of Cultural Diversity considers as a main criterion the promotion of interculturalism.
	✗	
PUBLIC SPACE	✓	Intercultural mixing in public spaces is very well accomplished in San Sebastian. In the process of rethinking public spaces interculturalism is taken into account and The Tabakalera is a good example of this mixing. The city counts with a multi-sectoral policy to deal with public spaces dominated by ethnics groups that are considered unsafe.
	✗	The lack of a municipal mediation service couldn't help the feel of insecurity that some neighbours have when changes happen in their neighbourhood.

MEDIATION	✓	San Sebastian has a municipal service dealing with inter-religious relations
	✗	Lack of intercultural mediation provided by the city, although it is foreseen.
LANGUAGE	✓	The city support projects that portray positively migrant/minority languages and it provides services of official language training giving also its support for private/civil organisations to provide language training in migrant/minority languages.
	✗	It does not provide logistical or financial support to local TV and radio programs or newspaper/journals in migrant/minority languages.
MEDIA AND COMMUNICATION	✓	The way how migrants/minorities are portrayed by local traditional and social media is controlled by an external body.
	✗	San Sebastian does not have a communication strategy to improve the image of migrants/minorities in the local media and its communication department is not specifically instructed to highlight diversity as an advantage.
INTERNATIONAL OUTLOOK	✓	There are policies to promote international cooperation and it counts with specific financial provision. Foreign students arriving through exchange programs are reached out. The city develops business relations with countries of origin of diaspora groups (business missions).
	✗	
INTELLIGENCE AND COMPETENCE	✓	Training courses and meetings are provided to increase the city's intercultural competences of its staff.
	✗	San Sebastian does not carry out surveys on the public perception/feeling of security in regard to migrants. Statistical information about diversity is not mainstreamed to be reflected in policy formulation
WELCOMING	✓	It counts with city package of information to newcomers (being also thought to particular groups).
	✗	Lack of agency/person/unit designated to welcome newcomers. There is not a ceremony to greet people arriving to live in the city.
LEADERSHIP AND CITIZENSHIP	✓	San Sebastian provides independent consultative bodies representing and involving migrants/minorities.
	✗	Only some foreign nationals can stand as candidates and vote in local elections. The city does not encourage people with migrant/minority backgrounds to engage in political life and there are not foreign-born or dual nationals elected members in San Sebastian city's council.
ANTI-DISCRIMINATION	✓	The city is currently developing its Antirumours Strategy, which aims at reducing the negative impact of prejudices and stereotypes. Training has been provided to the Police officers, staff of the municipality, NGOs and citizens. San Sebastian is member of the Basque Anti-rumours network ZAS! and participates in the Antirumours meetings held annually and organised by the Association of Intercultural Cities.
	✗	The city does not carry out a systematic review of municipal rules/regulations to identify discriminatory trends, it does not count with a binding document against discrimination neither with a municipal service to advise and support victims of discrimination (although it is done at the regional level with the collaboration of NGOs). No logistical or financial support is given to those organizations that advise/support discrimination victims.

PARTICIPATION	✓	Migrants/minorities participated in a consultation process to decide on inclusion/intercultural strategies. Several participatory mechanisms are provided (i.e. public participation networks, participatory budgeting, intercultural dialogue platforms...). Occasionally, the city monitors the participation of residents with migrant/minority backgrounds in the decision-making process and it has effectively introduced mechanisms that ensure the respect of gender equality in migrant/minority backgrounds organization.
	✗	A problematic aspect is the lack of representation (residents with migrant/minority background are only fairly represented on school boards but not in public service organizations, trade union, work councils and other organizations).
INTERACTION	✓	San Sebastian has a data-base with all organisations active in intercultural inclusion (being also permanently updated and available to the public) and it collaborates with these organisations (regular meetings). Teachers are given training every two years regarding intercultural communication.
	✗	

San Sebastian's results of the 2019 index have been improved from the 2014 results, particularly in the fields of Media and communication, Welcoming, Public Services, Neighbourhoods and Education. The city also scores higher in relation to the other Spanish cities in the areas on International Outlook and Neighbourhoods. Considering this last aspect, several programmes and initiatives are implemented to promote interaction and cohesion in and among neighbourhoods in the city.

Outstanding work has been done in the area of education, particularly in involving parents with migrant/minority backgrounds and increasing the intercultural competences of the teachers.

The city is currently developing its Antirumours Strategy, which aims at reducing the negative impact of prejudices and stereotypes. In addition, the design of the Intercultural Strategy, currently under review, has involved the participation of third-sector organisations working in cultural diversity as well as other municipal departments.

In view of the above, we wish to congratulate Donostia-San Sebastian 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.

RECOMMENDATIONS

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

Commitment: Donostia could publicly honour and acknowledge organisations and residents that advocate and bolsters positively interculturalism. Increasing collaboration between the Cultural Diversity Department and other departments is crucial, and it could be interesting to explore this transversal action in the developing of the strategic action plan on diversity.

Education: We recommend the city to take a stronger role in avoiding segregation at schools and promoting real “mixture”.

Public Services: it is advisable to formulate a recruitment plan to ensure diversity both in the public and private sector workforce.

Business and labour market: We recommend Donostia-San Sebastián to take a more active role in the determination of measures to ensure the inclusion of migrant/minorities in business-related fields, such as setting up a business umbrella organisation. The city is encouraged to take action in the support of business from ethnic minorities to participate in the mainstream economy.

Mediation and conflict resolution: The city should create its local mediation service with an intercultural approach, and provide its services to different public institutions (hospitals, youth clubs, retirement homes, etc). The city could also take a step forward through a public commitment with the interfaith and interreligious dialogue.

Language: The city should strengthen the provision of logistical or financial support to media initiatives in minority languages and to explore options to teach minority languages as part of the regular curriculum at schools.

Welcoming Newcomers: The municipality may contemplate to designate a service to be in charge of the reception. The information package to newcomers should be published in more languages. Donostia might consider as well organising a ceremony to greet newcomers, ideally including political representation.

Leadership and citizenship: The city should organise some initiatives to encourage people with migrant/minority backgrounds to engage in political life: participation tables, decision-making and participation processes, etc. As an example, the Cultural Diversity Agents Network could be strengthened, and members could meet more often.

Anti-discrimination: The city should consider reviewing municipal regulations to identify discriminatory trends and elaborating a (binding) document against discrimination. Additionally, the Council may consider providing support to victims of discrimination or at least strengthening its support to the organisations that are providing these services. In relation to the awareness raising on discrimination, the city should conclude the design, in collaboration with citizens and stakeholders, of its anti-rumour strategy and organise more anti-discrimination programmes and campaigns.

Participation: It is highly recommended to develop strategies of intercultural participation (transversal work in the Municipality). In this sense, current methodologies should be reviewed and improved to reach the diverse population.

Donostia – San Sebastián 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 [database](#).

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, 28 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.

