

REVIEW OF  
**BAIE-MAHAULT'S**  
**CULTURE 21: ACTIONS**  
SELF-ASSESSMENT

JANUARY 2019



**culture 21**

UCLG Committee



As a result of its participation in the Cities Programme, the City of Baie-Mahault, Guadeloupe, France, took part in a self-evaluation exercise in January 2019, rating its actions in the areas of culture and sustainable development.

This activity was based on the [Culture 21: Actions](#) document approved by the United Cities and Local Governments (UCLG) Committee on Culture in 2015. This document allows cities around the world to examine their strengths and weaknesses in this area based on common guidelines. Moreover, this exercise makes it possible to compare each city's evaluation to the worldwide average taken in 2015 by a panel of experts.

This exercise took place as part of the initial phase of the Pilot Cities programme. As proposed by the programme's Terms of Reference, the initial workshop saw the participation of a diverse group of participants, including representatives from different departments of local government, the town's cultural actors, members of civil society, and private organisations. Appendix 2 contains the complete list of participants

Throughout the workshop, participants assessed the current status of Baie-Mahault with regard to the 9 commitments (or thematic areas) of Culture 21: Actions, assigning a score from 1 to 9 for each of the 100 actions in the document, thus reflecting their implementation at the local level. There are three stages of development: an "embryonic" stage (scores 1 to 3), an "intermediate" or "developing" stage (scores 4 to 6), and a "well-developed" stage (scores from 7 to 9). Participants separated into different groups to carry out the evaluation of the various commitments. The exercise was led by Francisco D'Almeida and Antoine Guibert, experts appointed to work alongside Baie-Mahault as part of the Pilot Cities programme.

This self-assessment analysis paper, also called "Radar 1", was written by Francisco D'Almeida and Antoine Guibert in collaboration with the UCLG Committee on Culture. It summarises and analyses the results, compares them with elements of the global average, and suggests areas that warrant follow-up under the programme. The results of the self-assessment exercise reflect the opinion of workshop participants and their perceptions of the current local reality, as it pertains to each of the areas of Culture 21: Actions. The comments in the conclusion reflect the external analysis by the programme's experts. All of the observations made in this document will contribute to establishing a work plan in Baie-Mahault as part of the Pilot Cities programme.

SELF  
ASSESSMENT





# OVERALL ASSESSMENT

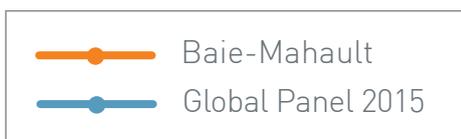
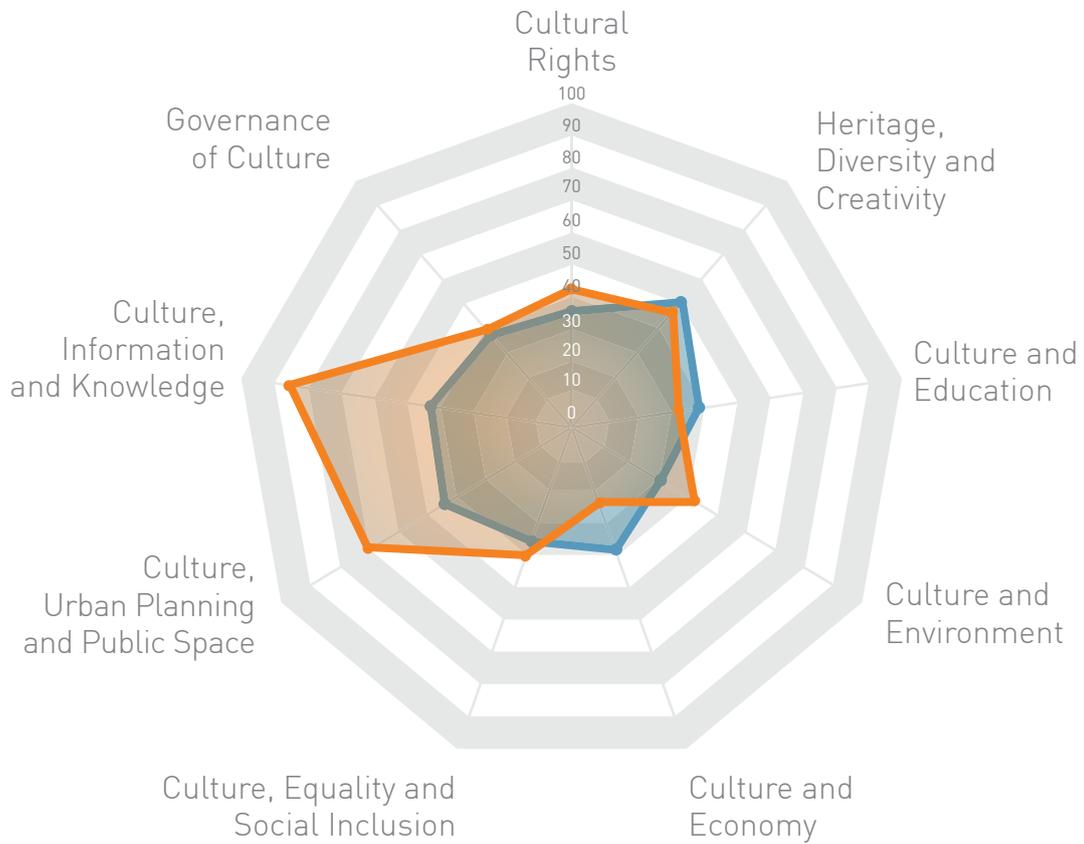
As shown in Figure 1, Baie-Mahault's results are generally close to the global average, with some slightly below or above.

The city particularly stood out in the areas of "8. *Culture, Information, and Knowledge*" (with an evaluation of 85%, significantly higher than the global average of 43%) and "7. *Culture, Urban Planning, and Public Space*" (with a score of 71%, well above the worldwide 44%).

The city achieved intermediate results for "2. *Heritage, Diversity, and Creativity*" (with 46%, slightly below the global average of 50%); "4. *Culture and Environment*" (42.50%, above the global average of 30%); and "1. *Cultural Rights*" (scoring 40%, above the worldwide 35%).

The city scored lowest in the areas of "6. *Culture, Equity, and Social Inclusion*" (with a 39%, higher than the worldwide mean of 35%); "9. *Governance of Culture*" (36%, falling just below the global score of 37%); and "3. *Culture and Education*" (32.50%, slightly below the world average of 38%); and "5. *Culture and Economy*" (22%, below the global average of 38%).

**Figure 1 : Auto-évaluation de Baie-Mahault et données du Panel Mondial 2015**



Source : UCLG Committee on Culture, based on the results provided by the participants to the first workshop held in Baie-Mahault (January 2019) and the average obtained a Global Panel of 34 experts (in 2015).



# CULTURAL RIGHTS

Here, Baie-Mahault obtained an average of 40%, placing it at an intermediate level above the worldwide average of 35%. Participants identified three “embryonic” actions, five “intermediate” actions, and one “well-developed” action.

Overall, there is no explicit recognition of the notion of cultural rights in Baie-Mahault’s public policies. Local cultural policies are not explicitly based on cultural rights and there is no reference text that has been adopted by the municipality on rights, freedoms, and cultural responsibilities.

Nevertheless, even if this concept is not explicitly recognised, many actions have been undertaken in with the core principles in mind. This is why the city still received an “intermediate” level grade. The town is noteworthy for the existence of policies and programmes geared towards the wider and more active involvement of inhabitants in cultural practices and cultural creation. It was particularly laudable in this area for a good network of community centres throughout the territory which, to a certain extent, offer minimum basic cultural service standards for all inhabitants.

The town also conducts neighbourhood meetings to encourage the residents’ participation, but such measures do not appear strong enough to consider this a reflection of the full and satisfactory participation of citizens in setting priorities, decision-making, and implementing or evaluating cultural policies. Finally, there does not seem to be a detailed analysis of the obstacles that prevent people from accessing and participating in cultural life, an action considered at an “embryonic” stage in Baie-Mahault.

It should be emphasised that participants did not wish to evaluate the current state of measures for promoting women’s participation in cultural life, or for combating gender discrimination.

In this area, participants identified the good practice of calls for projects geared towards associations.



# HERITAGE, DIVERSITY AND CREATIVITY

In this area, Baie-Mahault scored a 46%, placing the town at an intermediate level, slightly below the world average of 50%. Participants identified two actions at embryonic level, ten actions at an intermediate level, and none at a well-developed level.

Baie-Mahault is notable for an abundance of cultural activities, but this seems to represent both a strength and weakness. These numerous activities reflect a cultural vitality, and the town undoubtedly stands out for its active cultural life. However, this seems to generate organisational difficulties. Several municipal departments and services have the responsibility of carrying out cultural actions. This seems to occur without a coherent, cooperative strategy, which sometimes generates a lack of visibility for the actions carried out, and highlights a clear need for organisational strengthening to achieve greater efficiency. Similarly, cross-cutting aspects of the cultural sphere for other policies needs to be improved, while the internal cross-cutting elements between services is also not sufficiently implemented. With respect to the population, there seems to be a lack of knowledge about the current level of municipal organisation.

The town allocates a significant portion of its budget to culture, although participants pointed out that it is still not enough. Most of the actions proposed in this area were evaluated by participants as still being in the process of development, and therefore at an intermediate stage. This was especially true for actions related to: tangible and intangible heritage; the existence of structures for cultural training, creation, and production; intercultural projects, or the diversity of cultural expressions; the existence of arts support policies focused on different disciplines; or the significant and balanced presence of local productions in all cultural activities throughout the region.

At an embryonic stage, participants identified actions related to the protection and promotion of linguistic diversity, particularly minority languages, as well as actions related to the existence of international cultural cooperation programmes.

They identified good practices including emphasizing the importance of the War Memorial, as well as citizen initiatives like the Quizz and the Creole Garden.



# CULTURE AND EDUCATION

Here Baie-Mahault obtained an average of 32.50%, slightly below the global average of 38%, making it one of the lowest scores in the self-evaluation. The town had seven actions evaluated at an embryonic stage, one at an intermediate level, and two well-developed actions.

Baie-Mahault is laudable for the diversity of its associative network, which seems to offer a variety of educational and cultural activities, with support offered by the city, including through its network of community centres. The town is also notable for the existence of mechanisms to share information about cultural activities and cultural education opportunities, such as the online portal, although participants stressed the need to improve them.

However, Baie-Mahault does not generally appear to have a local strategy that links educational and cultural policies. Similarly, the flow of information and collaboration between these two sectors appears to be weak. There is no platform or local network that brings together public, civil, and private actors in the field of culture and education. Lastly, education and training activities do not seem to sufficiently emphasise the value of local cultural resources, while national education programmes in primary and secondary education do not appear to contain the adequate cultural elements of Guadeloupe and the Lesser Antilles. Overall, participants underlined the need to bring together all actors to promote local arts education to any individual, at any age, and in any socio-economic condition, to comprehensively list the actors and the associations of the region, and to implement more synergies between them.

Here, participants noted good practices including the Day of Tradition; the St-Jean pyre; CHAM (class with arranged schedules); the Musical Ballad on June 21st; Voices from Here and Elsewhere; coastline development, including swimming areas; and the CM2 Challenge (visiting abroad for students).



# CULTURE AND ENVIRONMENT

In this area, the city obtained an average of 42.50%, well above the world average of 30%. Overall, the town placed at an intermediate level for this theme, with three actions at an embryonic stage, five at an intermediate level, and two at a well-developed level.

The town particularly stood out for its recognition of the cultural importance of natural environments and spaces, specifically with its 2012 Heritage Charter, integrated into the Local Urban Plan (PLU), which identified areas of natural heritage to be preserved both for natural and cultural significance (cheese makers, century-old mango trees, etc.). However, participants stressed the importance of going further by establishing specific programmes on the cultural importance of natural areas. Indeed, there is a local strategy for environmental sustainability that integrates cultural factors, but it is not sufficiently developed at the moment and could be improved, specifically, to include local actors. There are many initiatives in the community and the territory (such as Citergie, the marine education area, sporting events, and Creole gardens in Fond Richer) that are considered to be good practices, but which are not sufficiently promoted or well-known. Finally, the town also stands out for adopting measures to facilitate and promote citizen initiatives in the sustainable use of public spaces, including awarding grants (ex: PAIE 2002), or the availability of goods and other materials. Doing so led to the emergence of citizen projects such as Fond Richer Creole Garden; one citizen's landscaping and flower planting along the municipal road from Bel Air to Dupuy; sprucing up of mangroves; landscaping roundabouts, etc.

Many actions underscoring the connections between culture and environmental sustainability are being implemented in Baie-Mahault. These include: the marine education area (meeting of various actors such as fishers, intergenerational exchange); refurbishing the colonial coffee house site; Day of Tradition (promotion of local know-how with farmers); sustainable Christmas with decorations made from reclaimed items; as well as the field of gastronomy and medicinal plants. However, these actions appear to be sporadic and are not necessarily embedded within a structured, local cultural policy. As a result, participants evaluated most of the actions at an intermediate or embryonic level. Similarly, there does not appear to be a working group or coordinating mechanism between the departments of culture and environment within the local government, nor between the region's actors and associations. Finally, the territory's cultural organisations do not seem to sufficiently assess their environmental impact or carry out ecological awareness activities.



# CULTURE AND ECONOMY

The town obtained an average of 22%, well below the world average of 38% in this area. Here it received its lowest scores in the self-assessment, and was generally placed at an embryonic stage, with eight actions at an embryonic level, three an intermediate level, and one action at a well-developed level.

The town is only notable in this area for the existence of contract and remuneration schemes adapted to the characteristics of workers in the cultural sector. Similarly, Baie-Mahault is also noteworthy for recognizing copyright and other related rights, particularly with respect to entrepreneur licenses for performances, the payment of royalties, and the payment of social security contributions and allowances.

In general, local economic development strategies do seem to partially recognise the importance of culture. However, they do not seem to implement an approach that is sufficiently dedicated and adapted to the specific needs of the culture economy, nor do they work with their stakeholders in this way. While there seem to be some studies and evaluations on the contribution of cultural actors to local economic development, these do not appear to be properly systematic or substantial. Similarly, there are only a few mechanisms for financing commercial cultural projects. Finally, local business organisations, such as chambers of commerce, do not seem to have specific policies in the field of culture. In general, it seems vital to build a strategy aimed at economically strengthening the cultural sector and establishing links and synergy between cultural and economic actors. It should also be noted that this area appears to be the primary responsibility of the Cap Excellence agglomeration community. This underscores the need for better cooperation among all stakeholders in the area, particularly across all levels of government.

Finally, the town was assessed at embryonic stage for actions concerning: the existence of information and training spaces for creators on copyright and economic development models; the inclusion of cultural knowledge and skills in programmes focused on access to employment and integration; the existence of public or mixed economic plans that emphasise the importance or development of voluntary contributions (micro-sponsorship, volunteering, etc.) in cultural projects; the existence of partnerships between cultural actors and businesses; the recognition of the value of maintaining the region's artisan knowledge; the existence of a sustainable and balanced tourism model throughout the territory, which is connected to local communities and interacts with the cultural ecosystem; and the inclusion of cultural projects in corporate social responsibility programmes.



# CULTURE, EQUALITY AND SOCIAL INCLUSION

In this area, the town obtained an average of 39%, slightly above the world average of 35%, making it one of the lowest results of the self-assessment (the fourth weakest). Overall, the city was placed at an intermediate level in this area, with four actions evaluated at an embryonic level, eight actions at an intermediate level, and no actions at a well-developed stage.

The town stood out particularly for its programmes and actions geared towards the inclusion of people or groups experiencing poverty or exclusion in the most difficult areas of the region. Baie-Mahault set up a network of community centres through which it promotes community life and offers socio-cultural activities in all neighbourhoods throughout the territory. It also implemented a series of cultural actions, specifically through cultural infrastructure such as the recording studio, which strengthens social cohesion, coexistence, and eases social tensions. Local strategies in the social sphere (health, employment, well-being, and social inclusion) seem to partly recognise culture as an area for combating all kinds of discrimination and promoting social development. Finally, measures are being taken to ensure accessibility to facilities and cultural spaces for all, including for people with disabilities, even if improvements are needed. In this area, participants highlighted sports activities geared towards women as good practices.

There seems to be a lack of communication and cross-cutting initiatives between the cultural sector and other sectors of the social sphere, such as sport, health, or social interventions, both within the municipality and outside of it between regional stakeholders. While Baie-Mahault benefits from a multitude of associations (more than 200 across the region), there does not seem to be any platform or local network that brings together associations and actors from the cultural and social sectors, or even a comprehensive list identifying them. There seems to be a strong need to establish dialogue between these actors and the municipality, as well as to further identify the needs of the community and to strengthen its capacity for action. Similarly, there is also a significant need to further align all actions through a coherent and explicit strategy aimed at mobilizing culture as a driver of social development, thereby bringing together all relevant actors and administrations around a collective project.

In addition, Baie-Mahault must: better identify groups or persons in situations of social and cultural vulnerability; better analyse and identify the relationship between personal well-being, health, and active cultural practices; organise more training for professionals and organisations in the social sphere; improve cultural action as an element of conflict resolution; strengthen intergenerational cooperation; promote cultural innovation for youth; promote the participation of women in cultural activities and organisations; and carry out more awareness-raising campaigns, such as on the promotion of cultural diversity, intercultural dialogue, or combating racism.



# CULTURE, URBAN PLANNING AND PUBLIC SPACE

In this area, Baie-Mahault received 71%, well above the world average of 44%. This area seems to be a strength for the town given that it is developed overall, with no action evaluated at an embryonic level, six actions at an intermediate level, and six actions at a well-developed level.

The town stands out for its recognition and protection of the region's cultural and natural heritage. This was achieved through the Heritage Charter, integrated in the Local Urban Plan (PLU) which identified both the cultural and natural elements to be protected and establishes preservation mechanisms. Considering natural heritage alongside its cultural characteristics is quite a remarkable approach and deserves to be highlighted. On the other hand, there remains a need to formalise a catalogue on intangible heritage and to strengthen its protection. Overall, the 2012 Local Urban Plan identifies and integrates cultural elements, but further integration of culture is necessary.

Baie-Mahault stood out for the role of culture in renovating its historic centres and in neighbourhood development plans, thanks to various projects such as the Chalus, Wonche and coffee colonial houses; Pavée Street; or heritage promotion events, such as Heritage Days. The town is also notable for its recognition of public spaces (streets, squares, and other common areas) as essential resources for interaction and cultural participation, with the organisation of numerous activities, such as Carnival, opera with VILL'OPERA in the Town Hall Square, the Friche as an event space, the sacred voices Lokans Festival, Ilo Jazz Festival, Jarry Festival, or the Day of Tradition. Finally, Baie-Mahault seems to encourage the public participation in urban planning through information and citizen participation days or through neighbourhood meetings. One example is the Technopole Audacia, which would benefit from integrating trades and cultural enterprises in its communities.

With respect to its least developed actions, Baie-Mahault does not seem to sufficiently consider the natural and cultural aspects of landscape management in municipal policies. It also does not identify spaces that, through their social function, act as a common good for inhabitants as symbolic places of their memory. The upcoming review of the Local Urban Plan (PLU) is an opportunity to address these issues, but also to reflect more deeply on the role of culture in land planning.

With respect to good practices in this area, participants identified the following: actions carried out on the seaside at La Friche, which includes a cultural and heritage aspect in its organisation, as well as the PLU, which incorporates identifying cultural elements and ensuring their conservation.



# CULTURE, INFORMATION AND KNOWLEDGE

In this area, the town obtained score of 85%, well above the global average of 43%. This was the area where Baie-Mahault received its highest score in the self-assessment, with ten actions evaluated at an advanced level, none at an intermediate level, and just one at an embryonic level. Due to the sometimes technical nature of certain actions proposed in this area, participants adapted their interpretation to the local context and their knowledge.

The town was notable for its communication and its use of digital communication tools, especially social networks or the town magazine, but also for its use of internet tools made accessible to the public in community centres and libraries. The town was also lauded for the freedom of expression of its citizens, including artistic expression, freedom of opinion and information, respect for cultural diversity and privacy, particularly through its rich local community life, as well as for the existence of free and pluralistic information.

On the other hand, participants stressed the need to improve communication for the blind and hard of hearing, with the adequate, adapted tools that are currently lacking. They also noted a need to organise training or awareness-raising activities for cultural professionals on existing or emerging forms of access and cultural reproduction, including copyright, copyleft, open access, and others.

Participants identified annual festivals and actions carried out in the neighbourhoods as good practices.



# GOVERNANCE OF CULTURE

In this area, Baie-Mahault obtained an average of 36%, falling just below the world average of 37%. This represented one of the weaker areas in its municipal public action, where the town had five actions at an embryonic level, six at an intermediate level, and none at an advanced level.

Firstly, the town's actions are not explicitly based on Agenda 21 for culture and Culture 21: Actions, and they do not seem to be part of a shared cross-cutting project that brings together public, civil, and cultural initiatives throughout the region. The need to foster collaboration, communication, and cross-cutting approaches, both within the municipality and its different departments, and externally among all regional stakeholders, is one of the major issues that was highlighted by many participants as well as by municipal officials. Baie-Mahault needs a joint project on culture that outlines a vision for the future and directs all stakeholders towards a common goal.

Additionally, there is a great need for Baie-Mahault to strengthen citizen and civil society participation in the cultural planning, decision-making, and implementation of actions. It should be emphasised that there is no public participatory body, such as a local culture council with public, civil, and private actors, whose mission is geared towards the development, conduct, and evaluation of local cultural policy.

However, the town stood out in this area for its actions that encourage residents' participation in the management of programmes or cultural events, such as the town festival, Day of Tradition, or the Guy Tirolien Literary Excellence Award. While various public meetings are organised, Baie-Mahault seems to generally lack permanent spaces for dialogue, negotiation, and regulation that favour participation by all involved actors. Similarly, there does not seem to be a separate platform or network that brings together the very large number of civil society organisations in Baie-Mahault. Participants also identified that the capacity building of civil society organisations and associations that contribute to cultural life could be improved. This could include training programmes or other activities. They proposed laying the foundations for community life so as to better understand and hear the needs of associations, and to be able to implement actions to better support them.



# CONCLUSION

» The city stood out particularly in the areas of “8. Culture, Information, and Knowledge”, and “7. Culture, Urban Planning, and Public Space”, for which it received high scores, thus identifying them as the town’s strengths. Here, Baie-Mahault is particularly noteworthy for regional planning, where the town is developing remarkable actions. Nevertheless, this strength should be developed further and a greater integration of culture into regional planning and economic development should be pursued. The upcoming revision of the Local Urban Plan is an opportunity to do so.

» The town achieved its lowest scores in the areas of “6. Culture, Equity, and Social Inclusion”, “9. Cultural Governance”, “3. Culture and Education”, and “5. Culture and Economy”, which should be priority focuses in the town’s work plan.

Based on the results of the self-assessment, the participants’ proposals, and an external analysis, we submit the following recommendations for developing the work plan:

## REGARDING INTERNAL GOVERNANCE

» **Reinforce cross-cutting approaches and internal cooperation in the town:**

One of the main observations concerns the difficulty of initiating internal collaboration between the different municipal departments and services, but also between municipal actors within the same office. While these difficulties are relatively common in public administrations, the situation in Baie-Mahault is alarming and should be an urgent priority. This is all the more important as the town seems to be carrying out a number of cultural activities and initiatives - indicating a significant dynamism in this area - that seem to be slightly “scattered” and lack coordination and collaboration between them. This scattering leads to a decrease in the effectiveness, visibility, and overall impact of these actions. As part of the ongoing process, it is undoubtedly essential to initiate such partnerships and cross-cutting collaborations to implement Agenda 21 for culture so the town hall may carry out the Pilot City programme in accordance with the policy, favouring sustainable development.

» **Establish mechanisms for collaboration and the exchange of information:**

It is therefore recommended that the town initiate a process of decentralisation between departments and offices, and find mechanisms for their collaboration and exchanging of information. These collaborative mechanisms should consider the areas of responsibility of each department, as well as their planning and evaluation mechanisms in order to implement “win-win” approaches for all stakeholders. They should aim to establish positive synergies between the departments, while also respecting each of their specific areas, so as to establish a sense of collaboration and mutual assistance that improves the achievement of each of their own objectives. Similarly it is recommended that the town begin a reflection exercise on communications, both internally and externally.

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## Implement collaborative work techniques:

It also seems vital to relearn ways of collaborating and communicating, both from a human and professional point of view - to establish ways of working "with" one another, and "together", rather than "for" someone else. Labour relations in Baie-Mahault seem to be very deeply characterised by administrative "territories" and by a pronounced sense of hierarchy and individualised action. It is crucial to create a sense of horizontality, mutual aid, and collaboration, and implement collaborative work approaches, such as co-development techniques or active listening. The town's human resources department seems to have such tools and could be involved.

## Establish a working committee on culture that brings together several departments and offices:

We also found that the Pilot City process generated flexible mobilisation depending on the different actors and departments. It is urgent and essential to mobilise all the departments involved in this approach, as well as the teams and actors related to their services (community centres, mediators, cultural agents, social workers, etc.). The Pilot City program is a collective initiative that should mobilise and engage all public servants from all directions - both managers and fieldworkers - to achieve meaningful results. In this sense, it is recommended to set up a working committee that brings together several departments and directorates to ensure follow-up and commitment to the pilot city approach. It is also recommended to engage in good communication around the Pilot City program with the relevant work teams.

## CROSS-CUTTING AND PARTICIPATORY GOVERNANCE

Above all, the main issues identified pertain to cultural governance. Many people have expressed the wish to commit to a more cross-cutting and participative governance. To achieve this goal, the following actions should be taken:

### Develop a cultural policy:

A first important observation concerns the lack of vision of the future in cultural matters. It seems necessary to develop a unifying and cross-cutting project that establishes a vision for the future, bringing together all the actors and directing all sectors towards a common goal. Currently, the town is engaged in a number of activities that seem sporadic because they do not seem to be a part of, or articulate, a singular vision or a shared common goal. In this sense, it would be important for the town to adopt a cultural policy that defines a shared vision of regional development and sets up a unifying and transversal project. It is recommended that the development of such a policy be collaborative, transversal, and participatory, which requires time.

### Carry out integrated and multi-stakeholder planning:

In this sense, it would be helpful to establish a real city policy with integrated planning



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that brings together all existing projects and infrastructures and builds synergies for greater impact. Services and infrastructure seem to plan their activities separately, without looking to coordinate actions. Such integrated planning could be implemented quickly within the municipality, through mechanisms of exchange and collaboration between departments, even if the cultural policy is not yet developed.



## **Participatory democracy: creating spaces for dialogue and forums for representation, such as a council of culture**

The people we met regularly expressed the wish to promote more participatory democracy in Baie-Mahault. It would be necessary and important to institute citizen participation mechanisms to obtain proposals from the population. These participation mechanisms only make sense if the administration receives and listens to proposals that are made in such spaces. This approach therefore involves transforming the traditional top-down administrative approach, and relearning how to listen to the population. This is true at all levels: representatives, staff, elected officials, etc., which means truly striving to understand a population's lived experience, what it wants, and what it proposes. Such mechanisms require detachment, listening, and respect on the part of public actors because public proposals are not necessarily those that an institution would have implemented. It seems important to act on two levels:

■ Open spaces for dialogue, which allows a population to express itself, discuss, and submit proposals, such as annual forums, or various spaces for collaboration. It would also be interesting to implement mechanisms for direct participation, or even decision-making, such as participatory budgets;

■ Creating spaces for representation: it is striking that there is no instance of representation of civil society in Baie-Mahault, such as a Local Council of Culture for example. These bodies represent key spaces for ongoing consultation with the public and civil society. These spaces have proved their worth in many territories and are a basic part of collaboration with civil society.



## **Strengthen the capacity of civil society actions and organise the foundations of civil society:**

It is not only a question of opening spaces for proposals, but also of strengthening the capacities of civil society and associative networks. We have seen a very dense community in Baie-Mahault, which has more than 200 associations, which is exceptional for a city of this size. However, these associations do not seem to be working to their full potential, lacking in their organisation and capacity building. It is vital to understand the needs of these associations, to set up training courses to strengthen their capacities, and to support them more in their initiatives. We therefore propose laying the groundwork for civil society to be able to initiate a dialogue and a reflection exercise on the needs of the associative sector. It is also suggested that the town create a network, or a joint council of associations, that brings the community together, allows exchange within it,



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and strengthens capacities of individual and collective organisation. In this sense, for example, it would be helpful to consult the actions of the City of Concepción, Chile, as an inspiring good practice (see our database of good practices: <http://obs.agenda21culture.net/en>).

## IMPROVING SOCIAL ISSUES THROUGH CULTURAL ACTION (CULTURE AND SOCIAL INCLUSION)

A small part of the population of Baie-Mahault has significant social needs, and social issues seem, appropriately, to be a priority for the town. A form of social intervention by the municipality is exercised through the community centres and by their action in the various territories. The city also seems to recognise culture as a means of social intervention through the organisation of socio-cultural activities in community centres, events such as the Neighbours' Festival, organised by the Department of Social Intervention, and by the available courses and arts activities through the Department of Cultural Affairs. These two areas of action do not seem to be coordinated, and yet they converge in a synergistic way, taking place in the same regions. Each neighbourhood is different, with unique issues and challenges. It is therefore important to adapt activities to the reality of each neighbourhood. In this sense, it may be vital to:

### **Develop neighbourhood profiles and diagnostics:**



It is important to better understand and listen to the needs of the population and neighbourhoods. To this end, it would be helpful to draw up a profile and a diagnosis of each neighbourhood in order to better understand its needs, its reality, its challenges, and also its wishes and desires. These diagnoses would make it possible to adapt activities and actions to the reality of each district. It is crucial that this diagnosis not only aims to understand the needs of cultural activities, but also all the aspects of a district (historical, social, economic, urban, environmental, etc.). Indeed, it is vital to know the needs of other sectors to be able to respond to these needs through cultural action. In this sense, these diagnoses could be developed in a participatory way with the public, associations, and the municipal departments and services involved. Different tools could be used: polls, focus groups, citizen committees, etc.



### **Establish cultural plans for neighbourhoods:**

Some cities have decided to implement cultural plans by area in order to establish a specific cultural planning for each neighbourhood, incorporated into the overall planning for the city. These must meet the needs and wishes of each neighbourhood according to their profile of diversity, realities, and problems, but also their desires. Community centres seem well established throughout the region and have a good relationship with inhabitants and local associations, so they are a good base on which to build this work. These neighbourhood plans also make it possible to achieve specific objectives,

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according to the social realities of each territory. As a result, it would be helpful to consult the actions of the cities of Lyon, France and Concepción, Chile for their inspiring good practices (see our database of good practices: <http://obs.agenda21culture.net/en>).

## **Explore cultural mediation tools to promote social transformation:**

Several speakers expressed the wish to transform the current approach of the City, based on the democratisation of culture, towards an approach more focused on cultural democracy. This new approach is the underlying foundation for changes towards more participatory governance, but also underpins changes in the management of arts and heritage by making citizens into cultural bearers and actors, thereby lending them a more active role in creation and management, beyond their usual, passive role as “the public” or “consumers” of culture. Cultural mediation, as it has been developed in Québec by cities such as Vaudreuil-Dorion (see our database of good practices: <http://obs.agenda21culture.net/en>), facilitates artistic co-creation between professional artists and citizens, with the aim of making changes to participants based on the issues and challenges encountered in the region (social, intercultural, territorial, etc.). These tools enable a twofold approach: 1. Promote the active participation of citizens in culture; and 2. Leverage the potential of culture as a driver for change among participants through their active participation. Baie-Mahault could explore and experiment with these tools, while adapting them to local realities.

## **Identify things that are important to the population (heritage or arts) and use them as factors for change:**

The elements that are significant for the population should be made available through the participatory mapping of the region’s cultural resources. These resources could then be used to foster local development, for example community gatherings, pride, exchange, dialogue, well-being, or tourism development. For example, see the actions taken related to the Faro Convention, or the Council of Europe Framework Convention on the Value of Cultural Heritage for Society (2005)<sup>1</sup>.

## **Set up flagship projects or a programme on the relationship between citizen participation and social inclusion:**

Such projects are being discussed in Baie-Mahault, such as transforming the library into the “third place”. These projects offer great potential for cultural citizenship and social inclusion. It would be interesting to integrate the relationship between citizen participation and social inclusion under some flagship projects or in a particular multi-sectoral cross-cutting action programme, both of which should fit within the framework of the work programme. It would be helpful to define priority target groups for these actions, such as youth or disadvantaged social groups. In this case, the town should consult the actions of the City of Vaudreuil-Dorion, Québec, Canada, as inspiring good practices (see our database of good practices: <http://obs.agenda21culture.net/en>).

<sup>1</sup> Voir notamment la publication *Le patrimoine et au-delà* [en ligne], du Conseil de l’Europe



# CONCLUSION

## CULTURE AND ECONOMY

This area received the lowest scores. Although the economy seems to be the responsibility of the agglomeration community, it is still possible and desirable to engage in a joint reflection exercise on this issue with various stakeholders in order to improve the situation.

As a result, we recommend working with the agglomeration community and all relevant actors to organise a reflection workshop in this area, and develop initiatives through cooperative actions. The creation of a think-tank or a committee bringing together these actors could be a significant first step. This is a significant and strategic step in tackling the challenges of socio-economic development, or even poverty, which appears to affect part of the population of Baie-Mahault. It would be quite promising to develop a strategy for promoting local knowledge - crafts, gastronomy, local products, arts, construction, landscaping, and more. Additionally, it should be noted that the important commercial area in Jarry, part of in the Baie-Mahault region, is the economic heart of Guadeloupe. This asset could be better put to use for the development of the cultural economy.

## CULTURE AND EDUCATION: YOUTH

Culture and education is another area that received a low score. Youth well-being seems to be a priority issue for Baie-Mahault, which arose after the 2009 youth general assembly, followed by a series of structural measures. It would be interesting to be able to link cultural action more closely to the work axes concerning youth. It would be appropriate in this sense to develop an educational and cultural strategy that brings together the different actors and actions that work in this area.

## INSULAR LEADERSHIP IN BAIE-MAHAULT AND THE NEED TO DEVELOP A CULTURE STRATEGY FOR GUADELOUPE

Beyond just the Baie-Mahault region, there is a clear need for cooperation and a detailed cultural strategy throughout the Guadeloupe region. The status of the island as a French territory and the central place of national policies in culture have not historically favoured this insular approach. Baie-Mahault, as a foreground city in Guadeloupe, could implement local island-based leadership over the field of culture. For example, it may be essential to set up a collaborative and associative inter-municipal board to implement a mobilisation strategy or approach to culture in Guadeloupe. It would be necessary to consult the Strategy for the Integration of Arts and Culture Into Acadian Society in New Brunswick, Canada, as a source for inspiring good practice (see our database of good practices: <http://obs.agenda21culture.net/en>).



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

## PROPOSALS ISSUED NOVEMBER 10, 2018

An introductory workshop on Agenda 21 for culture was held on November 10, 2018. We discussed the following issues:

1. The issues and needs of the town
2. Strengths and assets of the town
3. What is the vision for the town
4. Proposed actions

### 1. CURRENT OVERVIEW

#### **What are the issues, challenges, problems, and needs of our community?**

##### Economic restraints that affect all of Guadeloupe

- Unemployment for youth and 40-50 year-olds
- Problems with employment that is not adapted to the local context
- Unmotivated youth
- Social constraints
- The problem of economic development has become political, adding barriers to further growth
- Competition between local businesses and large groups
- Lack of acknowledgement of cultural development as a tool for sustainable and economic development
- Training of cultural professionals
- Training in cultural development
- Underutilisation of the Jarry Industrial Zone

##### Legislative obstacles

- Laws adopted in France do not align with the reality of our territory (ex: 30% rebates)
- National political decisions not taking into account the local reality
- Creation of companies, followed immediately by their disappearance due to the legislative and economic difficulties
- Application of European laws (such as the price of gasoline and others limiting trade with Caribbean countries)

##### Social constraints

- Lack of proximity to users
- The need for a project that combats illiteracy
- Unmotivated youth
- Lack of public consultation We must move towards participative democracy



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

## PROPOSALS ISSUED NOVEMBER 10, 2018

- It is necessary to keep assets within the agglomeration community
- Avoid the ghettoization of certain neighbourhoods like Fond Richer, Fond à Roc, the Agathon area
- Rediscover the spirit of community
- Avoid social and cultural discrimination
- Create a cultural cohesion based on fraternity and solidarity
- Lack of public ownership over the political vision, cultural projects
- All communities must be incorporated into the municipality's approach

### Social and organisational challenges

- Lack of cohesion between services Poor coordination Need for improvement
- Lack of foresight
- Lack of adherence to projects
- Clusters of individualities The need to work together Group needs must be prioritised

### Issues related to the safety of people and property

- Decline in theft, insecurity A level of security must be maintained
- Incivility that undermines the social environment
- Unmotivated youth
- Creating an environmental policy

### Lack of appreciation for cultural and territorial identity

- Education not adapted to local realities
- Lack of training adapted to local realities
- Production not adapted to the territory
- Management and entrepreneurship
- A excess of institutions and private actors limiting the consistency and management of events throughout the Guadeloupean territory:
  - | Lack of common political vision, direction, or foundations
  - | Lack of political vision for culture
  - | Lack of regional cohesion, lack of planning
- Absence of Creative Cultural Industry
- We should have a Guadeloupean Department of Culture that can create a shared approach for development

### Lack of diffusion for artistic creation and expression

- Guadeloupean artists are not sufficiently promoted outside of the region
- There is a language barrier when exporting our artistic talents (Caribbean Basin, USA, etc.)



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

## PROPOSALS ISSUED NOVEMBER 10, 2018

- Relationship between cultures, low consideration of regional cultures in France
- Limited creation and dissemination of film productions, local film, and music videos
- Lack of support for regional TV and arts presentations
- Increase community awareness throughout Baie-Mahault
- Emphasise the value of heritage
- Poor use of existing infrastructure throughout the territory - to be improved by making cultural democracy work, and by diversifying usage
- A communication policy for general information
- More visibility for intergenerational connections
- Prioritise participatory democracy
- Create a Baie-Mahault TV network

### **What are our strengths and assets?**

#### Economic

- There is work, potential for job creation
- Project to economically enhance Carnival
- Many associations throughout the territory
- Many entrepreneurs
- Numerous technical and arts professions in the area of culture
- Important economic network in the region, hence the establishment of the JARRY FESTIVAL
- Strength of innovation and creativity among local actors

#### Vibrant Cultural Life

- Musicals
- Carnavalesque
- Dress
- Cuisine
- Arts and crafts
- Fine arts
- Intangible Heritage (the inclusion of Gwo ka as a part of UNESCO Oral and Intangible Heritage of Humanity, cultural tales and gatherings, Guy Conquête, etc.)
- Traditional remedies and medicinal plants
- 80% of the national biodiversity in Guadeloupe



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

## PROPOSALS ISSUED NOVEMBER 10, 2018

### Natural resources and materials

- Large amount of existing infrastructure throughout the region of Baie-Mahault (a tool for establishing cultural democracy, participatory democracy, and the dissemination of arts and culture)
- Rich architectural and natural heritage
- Strategic geographical locations at the heart of the island: centrality and diversity for the territory
- Concentrating the Guadeloupe media in Baie-Mahault

### Other strengths and assets

- The presence of the JARRY Industrial Zone
- The exceptional coastline, whose development is underway
- A town that is innovative, and in motion
- An inclusive town (see AUDACIA, the business incubator)
- A visible administrative organisation
- Leadership through training personnel and recruiting staff
- A budget for operations and effective investment
- There is an internal organisation service which helps set up a personal development process.
- Emphasis on the value of culture
- Ongoing assessments
- Development of the education sector at the baccalauréat (high school) level Soon the university level will be available in the region thanks to the Engineering Centre (project in progress)
- Local facilities available in each district
- Innovative community-driven projects (proof of our presence)
- A visionary community
- A voluntary and committed political leadership team
- Baie-Mahault is a diverse town: rural, semi-urban, and industrial
- Many associations: over 200
- Vibrant actors across the region (businesses, second-chance schools, administrations)
- Recognition of Gwo ka culture
- Top level athletes and sports facilities from the community (Hippodam, Edmée, Petro, Beauzor, Molia, Mormèk, Lémar ...)



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

PROPOSALS ISSUED NOVEMBER 10, 2018

## 2. WHAT IS THE BAIE-MAHAULT VISION FOR 2030?

- That Baie-Mahault becomes a sustainable cultural city within the Caribbean Basin, that also boasts economic and social development
- That all neighbourhoods enjoy a rich cultural life
- That Guadeloupe has a real project of development of the territory around of culture and heritage
- That the city is inhabited by a population that is fully aware of its heritage and its identity
- That the city flourishes in the Caribbean Basin through its development, the quality of its infrastructure, and its quality of life
- Full employment
- A concert hall
- A training centre for music professions and instruments makers
- Emphasised uniqueness of its different communities
- A city leader in the field of sustainable cultural development
- A modern city on the sea
- Being a cultural platform, a laboratory of innovation, and an immersive city

## 3. PROPOSED ACTIONS

### Group 1:

The group listed cross-cutting actions:

- | A library that is a tertiary living space
- | A language lab
- | Create a public / private cultural network; cultural actors / institutions.
- | A film on the cultural issues in Baie-Mahault, with a focus on the neighbourhoods, which promotes art, emphasises the value of visual arts and intangible culture
- | Collection of living memories with digital networking at the library
- | A cultural centre
- | Heritage class project in partnership with the board of education

### Method:

- | Revisiting structural organisation so as to decompartmentalise
- | Creating working committees for co-production and co-development putting the user at the centre of our concerns

### Group 2:



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

## PROPOSALS ISSUED NOVEMBER 10, 2018

Group 2 highlighted a need to devise and develop a unifying, cross-cutting project, implementing interaction during reflection and taking action. This project would incorporate several focuses:

- | Social: Using calls for projects to associations (with multi-generational criteria) Identification of resource personnel
- | Environment: Maintaining green spaces through waste recycling and environmental protection (eg. composting)
- | Economy: CSR, corporate taxation
- | Citizens: Setting up inter-neighbourhood forums on cultural issues through open communication and missions to the populations
- | Through current Advisory Councils, it is necessary to make use of the cultural citizenship and to evaluate this with polls on participation
- | Information / Communication: An internet forum, spokespersons, (more environmentally-friendly than flyers)
- | Governance: to create in-house interdisciplinary steering committees with the presence of public institutions (expanded CDP); and Advisory Committees

## PROPOSALS ISSUED JANUARY 10 2019

In addition to the evaluation of the areas of Culture 21: Actions during the self-assessment workshop of January 10, 2019, participants also issued the following proposals for actions to meet the needs identified during the exercise.

### 1. Cultural Rights

- Offer the ability to file complaints on the town's culture website
- Address rights that are enjoyed through associations but not directly by citizens
- Neighbourhood meetings on cultural issues, to be planned

### 2. Heritage, Diversity, and Creativity

- Use relay structures to raise awareness of our organisation:
  - | Neighbourhood centres
  - | Associations
- Assess the distribution of financial resources to better judge the relevance of actions and better identify the objectives
- Prioritise the cross-cutting actions to find room for flexibility
- Implement an organisation measure with a gauge adapted to the population of the territory



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

## PROPOSALS ISSUED JANUARY 10 2019

- Re-emphasise the importance of tangible heritage
  - | Establish supports for communication and education
  - | Music booklets, guides...
  - | Audio or video recordings
- Put up signs in French / Creole across the territory
- Recover musical heritage and its actors Ex: Gérard LOCKEL or the Morne Savon site
- Affirm neighbourhood identities
  - | Moudong
  - | Trioncelle
  - | JABRUN housing, etc..."

### 3. Culture and Education

- Establish a "Day of Culture and Education"
- Continue to organise "La friche en folie", "Art BMAO", and the festival of voices
- Meet cultural actors, provide training, coordinate with UCLG to define the education and cultural strategy for establishing the "BWA PATAT" platform
- Take steps towards establishing the library as a communal space
- Install interactive panels for cultural / sport information
- Highlight community centres on a map
- Landscaping La Friche for cultural events

### 4. Culture and Environment

- Create a local joint committee on "sustainable development and culture" alongside other existing committees
- Implement goals into educational activities that explain the link between culture and sustainable development for all audiences, with adapted content
- Define a strategic approach valuing local knowledge, so as to spur local development through local products, gastronomy, agro-processing, landscaping, etc.)
- Establish a plan to revitalise relations between the city and associations (request partnerships in various fields, such as environmental actions)
- Social innovation, education, awareness-raising
- Identify spaces in the Local Urban Plan for culture
- Insert a cultural clause into public markets eg. food, gastronomy, architecture, etc.

### 5. Culture and Economy

- Implementing tools to provide access to information such as the shared agenda, the city's website, culture page, and a cultural actors' area
- Establishment of partnerships with companies to develop voluntary contributions to



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

## PROPOSALS ISSUED JANUARY 10 2019

- cultural projects (patronage, sponsorship) and remind them of their social responsibility
- Provide better support for identifying cultural actors (directory)
- Integrate cultural actors in economic meetings
- Promote the professionalisation of cultural actors for better consistency, and move towards a proper legal status (away from amateur status). There is a real challenge for cultural businesses that have both artistic and economic capabilities This includes some specific companies...

### **6. Culture, Equity, and Social Inclusion**

- Improving community life means:
  - | Setting up foundations
  - | Creating an image of the region's community life
  - | Identifying problems throughout the region and its communities
  - | Improve internal communication (between town and agglomeration community) and external-ly (between associations, users / organisations)
- Do more with less
- Integrate the issue of sport in Agenda 21 for culture
- Find the link between culture and sport
- Promote social inclusion through the city network associations"

### **7. Culture, Urban Planning, and Public Space**

- Developing "risk culture" in the area (prevention and education)
  - | Natural risks
  - | Technological risks
  - | Health risks
- Formalizing a comprehensive inventory document on actions carried out in the Baie-Mahault territory
- Comprehensive list of intangible cultural heritage being developed (excluding historical and environmental)

### **8. Culture, Information, and Knowledge**

- Create the role of a communication representative for the deaf and visually impaired
- Create an online TV network
- A schedule to help people enjoy cultural activities
- Establish training for copyright in Baie-Mahault
- Create a local council for associations



# APPENDIX 1: PROPOSALS BY PARTICIPANTS

PROPOSALS ISSUED JANUARY 10 2019

## **9. Governance of Culture**

- Local culture council
- Participatory democracy
- Multi-stakeholder

# APPENDIX 2: LIST OF PARTICIPANTS IN THE WORKSHOP

NAME - SURNAME	ORGANIZATION
PREVOST Marc	Employment Office
EUSTACHE Dalila Jocelyne	Local Councillor for decentralized cooperation and international relations, and Member of the Committee on Culture, City of Baie-Mahault
CALIXTE Fritz	President, Association Haïti Monde
PASBEAU Mathilde	Community Center for Social Actions (CCAS), City of Baie-Mahault
DONDAS Marie Tania	President, Association Vibration +
MUSSO Valérie	President, Association Caribbean Culture Without Borders (ACCSF)
PLANTIER- BONNUS Nicole	President, Association Blood Donors Baie-Mahault
NZALI Franciska	Directorate, Territory vibrancy, City of Baie-Mahault
PELLISSIER Marc	President, Association Kalbas Ka
RUTIL Alain	Retired professor in charge of Regional Languages and Culture
FIESQUE Maryse	Administrative Commission Civil Society
ODACRE Emmanuel	Directorate, Territory vibrancy, City of Baie-Mahault
PAULINE Fabrice	Directorate for Cultural Affairs, City of Baie-Mahault
REIMONENQ Marie-Noëlle	President, Association – Music School La Clé des Arts
CURIER Louissette	Directorate for Urban Planning, City of Baie-Mahault
MARTIAL Gladys	President, Association Gwadeloup Environnement Patrimoine
CHALUS Marie-Jo	Directorate for Communication and Protocol, City of Baie-Mahault
DUBROUILLON Mylène	Atelier Couture, City of Baie-Mahault
DESCOMBES Thierry	Atelier Couture, City of Baie-Mahault
LEFEBVRE Maximin	President, Sporting Club Baie-Mahault
BIZET Marlène	Directorate for Cultural Affairs, City of Baie-Mahault
GENEVIEVE Marie-Josée	Senior Official, DGS in charge of public policy evaluation, City of Baie-Mahault
ZANDRONIS Danik	Media, TV Canal 10
RAUZDUEL Freddy	President, Carnival Committee, City of Baie-Mahault

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NAME - SURNAME	ORGANIZATION
VERTINO-AUBERT Armel	Member, Cultural Audiovisual Activities and Training Association (FAAC)
MERIL Josette	Paul Mado Multimedia Library, and connected library for the Cultural Centre La Retraite, City of Baie-Mahault
CHASTAS Yannick	Director for Social Action, Cultural Centre La Retraite, City of Baie-Mahault
LAUBA Claude	Deputy Director, Territorial Development, in charge of association life
ADAMS Séverine	President, Association Résidents du Pélican, Baie-Mahault
CHALUS Tania	Directorate for Cultural Affairs, facilities management
LINDOR Dora	President, Association LABEL MTG
NANKOU Jeannina	Project Director, Service Organisation, City of Baie-Mahault
DELOR Bruno	Directorate for Technical Services, City of Baie-Mahault
NABAB Tony	President, Association Pirouli Band
BAPAUME Thierry	Director of the CCAS, City of Baie-Mahault, and President of the Association Pikanga
ROBERT Line	President, Association Comité Richer en Action
ZELATEUR Gervaise	President, Association Chalder Neighbourhood Committee
CHAMOUGON Kenny	Directorate, Information systems, City of Baie-Mahault
SEYMOUR Rosemonde	Member of Working Group, Culture 21
PAULIN Simone	Association Birmingham Espace
JAQUERAY Jacqueline	President, International Committee for Black Peoples (CIPN)
REINETTE Luc	Member, International Committee for Black Peoples (CIPN)
DUMIRIER Patricia	Region Guadeloupe
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ROSNEL Ericka	Directorate, DGS, City of Baie-Mahault
THEODORE Hervé	Atelier odyssee
FAVORINUS Jacqueline	Local Councillor for Sustainable Development, and Member of the Committee on Culture, City of Baie-Mahault
ETIENNE Magguy	Local Councillor for Social Affairs, City of Baie-Mahault
VERIN Johan	President, Association of Dancing Associations, City of Baie-Mahault

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SYLVESTRE Erick	In charge of Neighbourhood community centres (Maisons de Quartiers), City of Baie-Mahault
BIENVILLE Gilbert	Former Director, Cultural Affairs, and Director of the AIES Radio
GORAM Guy	President, Association Chaltouné
REX Yohann	President, Association Moudong Centre Neighbourhood Committee
ARBAU Jimmy	President, Association Tropical Danzar
IGNACE Alex	Directorate for Social Affairs, City of Baie-Mahault
LATOR Marie-Justine	In charge of Reprography, City of Baie-Mahault, and President of the Association Jenes Kalve
LEDRECK Alain	President, Association Cabri Tirant
NUISSIER Steve	President, Association Gwadaloup Groove
DAHOMAY Christian	President, Association Gwadaloup Senfoni
LAMI-DAHOMAY Marie-Lise	Member, Association Gwadeloup Senfoni
DUNOYER Théo	Member, Association Magma
BORDIN Jean-Luc	President, Association Song-Long
BICHARA Steeve	Directorate for Financing, City of Baie-Mahault
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BERNADOTTE Teddy	Directorate, Region Guadeloupe
LAURIETTE Chantal	Directorate for Cultural Affairs, City of Baie-Mahault, and Lead project officer for the Pilot City programme
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