



Intercultural cities

Joint action of the Council of Europe and of the European Commission



Tilburg: Results of the Intercultural Cities Index

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A comparison between 15 cities

Introduction

The Intercultural Cities programme is a joint initiative between the Council of Europe and the European Commission. It seeks to explore the potential of an intercultural approach to integration in communities with culturally diverse populations. The cities participating in the programme are reviewing their governance, policies, discourse and practices from an intercultural point of view. In the past, this review has taken the form of narrative reports and city profiles – a form which is rich in content and detail. However, it is relatively weak as a tool to monitor and communicate progress. The new intercultural city index has been designed as a new benchmarking tool for the cities taking part in the pilot phase of the programme as well as future participants.

As of today 15 cities have undergone their intercultural policies analysis using the Intercultural City Index: Oslo (*Norway*), Neukölln (*Berlin, Germany*), Izhevsk (*Udmurt Republic, Russia*), Melitopol (*Ukraine*), Neuchâtel (*Switzerland*), Patras (*Greece*), Reggio Emilia (*Italy*), Sechenivsky (*Discrit of Kyiv, Ukraine*), Duisburg (*Germany*), Mexico City (*Mexico*), Lublin (*Poland*), Barcelona (*Spain*), Tilburg (*The Netherlands*), and Turnhout (*Belgium*).

This document presents the results of the International City Index analysis for the city of Tilburg and provides related intercultural policy conclusions and recommendations.

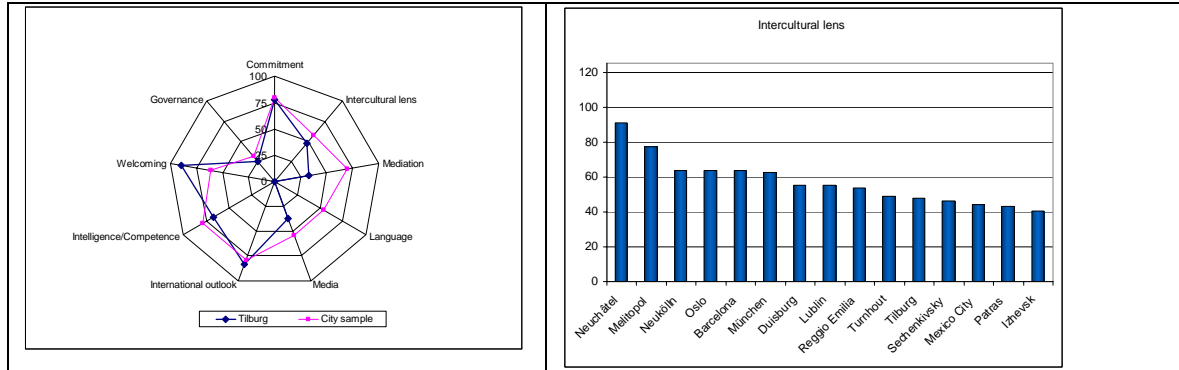
Intercultural city definition

The intercultural city has people with different nationality, origin, language or religion/belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. The city has a strategy and tools to deal with diversity and cultural conflict. It encourages greater mixing and interaction between diverse groups in the public spaces.

Methodology

A questionnaire was prepared and sent to the 12 cities. It provided 14 points for evaluating their intercultural strategy. These comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance.

The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development; type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach in urban policies and intended only as a tool for benchmarking, to motivate cities to learn from good practice.



According to the results, Tilburg is positioned 11th among the 15 cities in the sample in relation to the index as it stands at present.

Tilburg -An overview

Tilburg is a city in The Netherlands. It has a population of 204,863. Dutch make up the majority group (77.10%) of the city's inhabitants. Turkish make up (3.80%) of the city's inhabitants. The most up-to-date GDP/capita figures for Tilburg are of €24,553.

1. Commitment

The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Tilburg's commitment policy goals is slightly lower than the city sample's¹: 78% of these goals were achieved, while the city sample's rate for commitment policy is 79%.

Tilburg City Council has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The local authorities have implemented an intercultural strategy and action plan. The city has allocated a budget for the implementation of its intercultural strategy and action plan. The local government has launched an official webpage. The local government has a dedicated cross-departmental co-ordination structure which is responsible for its intercultural strategy and action plan. Local citizens who have done an exceptional thing to encourage intercultural in the local community are acknowledged.

The local authorities may wish to further explore possible commitment policies by: making clear reference to Tilburg 's commitment in the city's speeches and communication more

¹ The term " city sample " refers to the weighted average of the twelve intercultural cities in each of the fourteen areas of intercultural governance.

frequently; adopting a public statement; as well as implementing an evaluation process for its intercultural strategy/action plan.

2. Education² policies through an intercultural lens

School has a powerful influence in society and has the potential to either reinforce or challenge prejudices in a number of ways through the social environment it creates, the guidance it provides and the values it nurtures.

The analysis shows that Tilburg's education policy achievement rate is slightly higher (60%) than the city sample's rate (59%).

According to the answer provided, "in some schools" almost all pupils in primary school come from the same ethnic background.

The municipality has implemented one education policy instrument. Local schools make considerable efforts to involve parents from migrant/minority backgrounds in daily school life.

Making reference to the answers provided, the following neighbourhood policies are "being prepared": to increase the level of ethnic cultural mixing in schools.

Tilburg's City Council might consider ameliorating its education system by: continue promoting local schools which carry out intercultural projects; as well as ensuring that the ethnic background of teachers mirrors the diverse population more frequently.

3. Neighbourhood policies through an intercultural lens³

An optimal intercultural city does not require a "perfect statistical mix" of people and recognizes the value of ethnic enclaves. It is important that residential areas do not act as barriers to an inward and outward free flow of people, ideas and opportunities

Tilburg's neighbourhood policy indicators are considerably higher (75%) than the city sample's rate (64%).

In 70% of Tilburg's neighbourhoods a vast majority⁴ of residents come from the same ethnic background. In a couple of the city's neighbourhoods a vast majority of inhabitants come from minority ethnic groups⁵.

Tilburg does encourage residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. Put simply, the local government does promote interaction between neighbourhoods. The municipality has

² The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner - (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

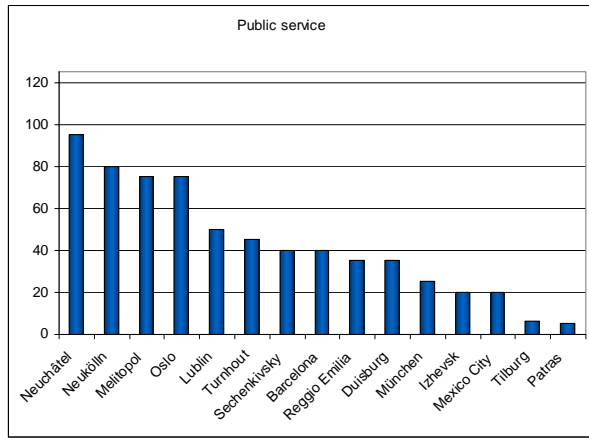
³ By "neighbourhood" we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical definition of "neighbourhood" varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people.

⁴ For the purpose of this report, a "vast majority" refers to a situation where more than 80% of residents come from the same ethnic background.

⁵ By "minority group" we understand a subordinate group whose members have significantly less control or power over their own lives than the members of a dominant or majority group have over theirs. (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

implemented a policy which avoids ethnic concentration. The local government also promotes interaction within neighborhoods.

4 Public service policies through an intercultural lens



An optimal intercultural approach remains open to new ideas and innovation brought by minority groups, rather than imposing a “one size fits all” approach to public services and actions.

The analysis shows that Tilburg’s public services policy achievement rate is considerably lower (6%) than the city sample’s rate (46%).

A certain level of uncertainty lies over Tilburg’s public services initiatives. We are unsure if non-Dutch citizens can seek employment in the local public administration., as this question was not completed by the city’s local authorities. The City Council’s public services policy goal attainment rate may be rendered less valid as a result.

The city provides one out of the five services in the index which are tailored to the needs of the ethnic/cultural background of its citizens. The municipality offers specific sections and times for women in sports facilities.

The local government may wish to ameliorate its public service initiatives in the future, for instance by: ensuring the ethnic background of public employees mirrors the diverse city’s population; implementing a recruitment strategy to ensure this; expanding services which are appropriate for all citizens, including school meals; as well as encouraging intercultural mixing in the private labour market.

5. Business and labour market policies through an intercultural lens

Tilburg’s business and labour market policy indicators are slightly higher than the city sample’s: 40% of these goals were achieved, while the city sample’s rate for business and labour market policy is 39%.

The municipality has adopted the following best practice recommendations in its business and labour market initiatives. An umbrella organization has been set up to promote diversity and non-discrimination in the workplace. The local government has signed a charter which outlaws discrimination in employment.

The City Council's business and labour market policies may benefit from: encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors; giving priority to local companies which implement a diversity strategy when procuring its goods and services; as well as encouraging business district/incubators to facilitate mixing between different cultures.

6. Cultural and civil life policies through an intercultural lens

The time which people allocate to their leisure may often be the best opportunity for them to encounter and engage with inhabitants from a different culture. The city can influence this through its own activities and through the way it distributes resources to other organizations.

Tilburg's cultural and civil life policy goal achievement rate is considerably lower (63%) than the city sample's rate (78%).

Tilburg City Council has implemented the following policies in cultural and civil life. The local city municipality does organize events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix. Tilburg's local government also organizes public debates and campaigns around the topics of diversity and living together.

We invite Tilburg to consider building upon the city's existing cultural and civil life policies by: using interculturalism as a criterion when allocating grants to associations and initiatives; as well as promoting cultural organizations to deal with diversity and intercultural relations in their productions more frequently.

7. Public space policies through an intercultural lens

Well-managed and animated public spaces can become beacons of the city's intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.

The rate of achievement of Tilburg's public space policy goals is considerably lower than the sample city's: only 40% of these goals were achieved, while the city sample rate for public space policy is 67%.

According to the answer given in the survey, there are no areas in the city which have a reputation of being "dangerous". None of the areas in the city are dominated by one ethnic group and make other inhabitants feel unwelcome.

The municipality may wish to ameliorate its public spaces initiatives for instance by: encouraging intercultural mixing in public libraries, museums, playgrounds, squares; when reconstructing an area proposing different forms and places of consultation to reach out to its diverse inhabitants; as well as taking into consideration the ethnic/cultural backgrounds of the city's citizens, when designing and managing new public spaces and libraries.

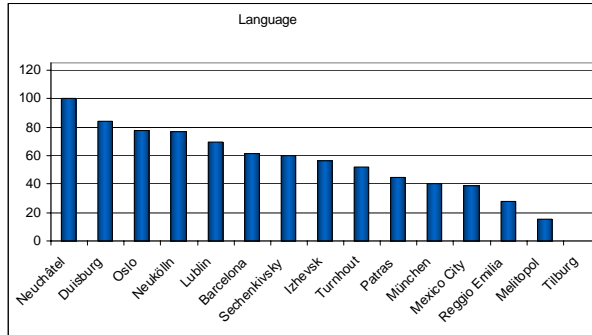
8. Mediation and conflict resolution policies

The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

The analysis shows that Tilburg's mediation and conflict resolution policy achievement rate is considerably lower than (33%) the city sample's rate (70%).

The city has implemented various a mediation and conflict resolution initiative. The city has set up an organization which deals specifically with inter-cultural relations.

9. Language⁶



Tilburg 's language policy achievement rate is drastically lower (0%) than the city sample's rate (53%).

The local City Council might consider ameliorating its language initiatives for instance by: providing specific language training in the official languages tailored for hard- to-reach groups; incorporating migrant/minority languages as part of the regular curriculum at schools; providing migrant minority language courses as a mother tongue for migrant children; ensuring all of the city's citizens are eligible to receive training in migrant/minority languages; offering financial support to minority newspapers/journals and minority radio programmes; supporting projects that give a positive image to migrant/minority languages; as well as supporting TV programmes that are broadcasted in other languages than the majority ethnic language.

10. Media policies

The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local municipalities can influence and partner with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

38% of Tilburg's media policy goals were achieved while the city sample's attainment rate for these goals is 54%.

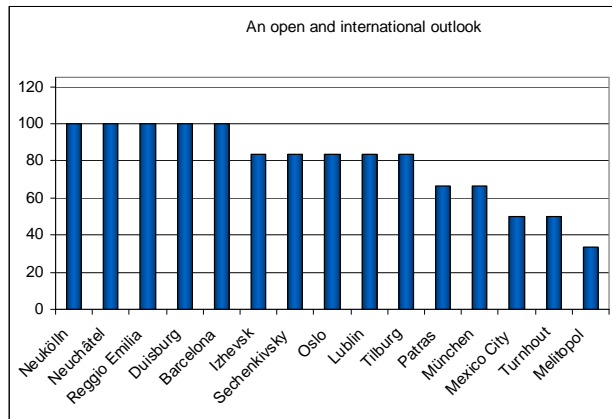
Making reference to the answers provided, one specific policy is adhered to only 'occasionally'. This initiative seeks to promote a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns. The City Council's media strategy and diversity approach would benefit from ensuring this policy adhered to more often in the future.

The municipality has implemented a media policy instrument. For instance, the city's information services are instructed to promote harmonious intercultural relations.

⁶ By language we understand an abstract system of word meanings and symbols for all aspects of culture. It also includes gestures and other nonverbal communication. (ref- http://highereducation.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

Tilburg's intercultural media policy may want to consider: providing advocacy/media training/mentorships for journalists from minority backgrounds; as well as monitoring the way in which local media portrays minority groups.

11. International outlook policies



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

Tilburg's international outlook policy indicators are slightly higher (83%) than the city sample's (79%).

The municipality has implemented various international outlook policy instruments. The city has put into practice a policy to encourage international co-operation. A specific financial provision has been introduced to achieve this. An agency has been set up to monitor and develop the city's openness to international connections. Tilburg City Council provides support to local universities in order to attract foreign students. In addition, the city ensures that foreign student populations take an active part in the city life.

The city may wish to further explore possible international outlook policies, for instance by ensuring that the city develops projects and policies for economic relations with its migrant population's countries of origin.

12. Intelligence competence policies

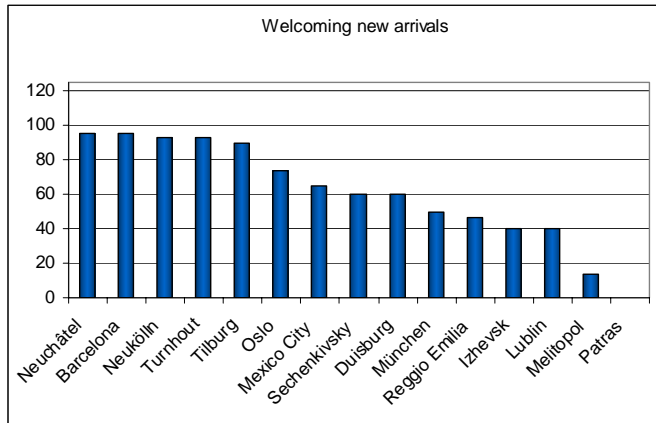
A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one mode of behaviour on all situations.

The attainment rate of Tilburg's intelligence competence policy goals is considerably lower than the city sample's: 67% of these goals were achieved, while the city sample rate for intelligence competence policy is 78%.

The municipality has adopted the following best practice recommendations in Tilburg's intelligence competence initiatives. Information regarding diversity and intercultural relations is mainstreamed to inform the local government when formulating new initiatives. The municipality also conducts surveys to find out how inhabitants perceive migrants/minority groups.

We invite Tilburg to consider building upon the city's existing intelligence competence policies by promoting intercultural competence amongst staff and officials through interdisciplinary seminars, information networks and training courses.

13. Welcoming policies



People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-ordinated and delivered effectively will have a significant impact on how the person settles and integrates.

Tilburg's welcoming policy goal achievement rate is considerably higher (90%) than the city sample's attainment rate (61%).

Tilburg's municipality has implemented several welcoming initiatives which help explain its benchmarking results pertaining to welcoming. For instance, the city has set up a designated agency to welcome newcomers. The City Council has published a comprehensive package of information to aid newly arrived foreign residents. The local government has launched city services and agencies which provide support tailored specifically for students, refugees and migrant workers. The municipality greets newcomers in the presence of the local government's officials.

The city may wish to further explore possible welcoming policies for instance by: expanding the different city services and agencies to include family members.

14. Governance policies

Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and decision making.

25% of Tilburg's governance policy goals were achieved while the city sample's attainment rate for these goals is 31%.

Tilburg's local authority has implemented a good governance policies. Newcomers are eligible to vote in local election "immediately".

The local government may wish to further explore possible governance policies by: setting up an independent political body to represent all ethnic minorities living in the city; as well

as establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.

15 Conclusions

The local administration has initiated various **commitment** initiatives including: adopting an intercultural city strategy and action plan; launching an official webpage; allocating a budget for the implementation of its intercultural strategy and action plan; setting up a dedicated body responsible for its intercultural strategy and action plan; as well as promoting the intercultural approach in the community by honouring and recognizing individual acts that encourage interculturalism.

The city has introduced **education** initiatives, including making considerable efforts to involve parents from migrant/minority backgrounds in daily school life

The city has introduced **neighbourhoods** initiatives, including: promoting interaction between neighbourhoods; implementing a policy which avoids ethnic concentration as well as promoting interaction within neighborhoods.

The local administration has initiated a **public service** initiatives comprising: providing services appropriate for all citizens from different ethnic cultural backgrounds including women-only sections or times in sport facilities.

The city has introduced numerous initiatives in the **business and labour market**, including: setting up an umbrella organization which promotes diversity and non discrimination in the workplace; as well as adopting a charter which outlaws discrimination in local businesses/other organizations.

The municipality has implemented various policies in **cultural and civic life** comprising: organizing events and activities in the field of arts, culture and sport to encourage cultural mixing between inhabitants; as well as organizing public debates and campaigns on diversity and living together.

Its **public spaces** policy includes having no areas in the city which are reputed as "dangerous".

Tilburg City Council has also adopted the following best practice recommendation in **mediation and conflict resolution**, including setting up an organization which deals specifically with inter-cultural relations.

The local government has introduced **media** policies including instructing the city's information services to promote harmonious intercultural relations.

The benchmarking results pertaining to Tilburg 's **international outlook** policy goal achievement rate confirm that Tilburg City Council has introduced more initiatives than the sample city. They include: adopting a specific policy that encourages international co-operation; allocating a specific financial provision for this policy; setting up an agency which monitors and develops the city's openness to international connections; encouraging universities that attract foreign students; as well ensuring that foreign student populations participate in the city's daily life.

Tilburg City Council has adopted several initiatives which promote **intelligence competence**. They comprise: mainstreaming information about diversity and intercultural

relations to feed back into the city government's policy formulation; as well as conducting surveys concerning local inhabitants' perceptions of migrants.

Tilburg has initiated several **welcoming** initiatives including: creating a designated agency to welcome newcomers; publishing a comprehensive package of information and support for newly arrived residents; setting up different city services and agencies which provide welcome support for, students, refugees and migrant workers; as well as greeting newcomers in the presence of the local government's officials.

The local authority has implemented the following good practice recommendations pertaining to **governance** including: ensuring newcomers are eligible to vote in local elections "immediately".

16. Recommendations

The local authorities may wish to further explore possible **commitment** policies by: making clear reference to Tilburg 's commitment in the city's speeches and communication more frequently; adopting a public statement; as well as implementing an evaluation process for its intercultural strategy/action plan.

Tilburg's City Council might consider ameliorating its **education** system by: continue promoting local schools which carry out intercultural projects; as well as ensuring that the ethnic background of teachers mirrors the diverse population more frequently.

The local government may wish to ameliorate its **public service** initiatives in the future, for instance by: ensuring the ethnic background of public employees mirrors the diverse city's population; implementing a recruitment strategy to ensure this; expanding services which are appropriate for all citizens, including school meals; as well as encouraging intercultural mixing in the private labour market.

The City Council's **business and labour market** policies may benefit from: encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors; giving priority to local companies which implement a diversity strategy when procuring its goods and services; as well as encouraging business district/incubators to facilitate mixing between different cultures.

We invite Tilburg to consider building upon the city's existing **cultural and civil life** policies by: using interculturalism as a criterion when allocating grants to associations and initiatives; as well as promoting cultural organizations to deal with diversity and intercultural relations in their productions more frequently.

The municipality may wish to ameliorate its **public spaces** initiatives for instance by: encouraging intercultural mixing in public libraries, museums, playgrounds, squares; when reconstructing an area proposing different forms and places of consultation to reach out to its diverse inhabitants; as well as taking into consideration the ethnic/cultural backgrounds of the city's citizens, when designing and managing new public spaces and libraries.

The local City Council might consider ameliorating its **language** initiatives for instance by: providing specific language training in the official languages tailored for hard- to-reach groups; incorporating migrant/minority languages as part of the regular curriculum at schools; providing migrant minority language courses as a mother tongue for migrant children; ensuring all of the city's citizens are eligible to receive training in migrant/minority languages; offering financial support to minority newspapers/journals and

minority radio programmes; supporting projects that give a positive image to migrant/minority languages; as well as supporting TV programmes that are broadcasted in other languages than the majority ethnic language.

Tilburg's intercultural **media** policy may want to consider: providing advocacy/media training/mentorships for journalists from minority backgrounds; as well as monitoring the way in which local media portrays minority groups.

The city may wish to further explore possible **international outlook** policies, for instance by ensuring that the city develops projects and policies for economic relations with its migrant population's countries of origin.

We invite Tilburg to consider building upon the city's existing **intelligence competence** policies by promoting intercultural competence amongst staff and officials through interdisciplinary seminars, information networks and training courses.

The city may wish to further explore possible **welcoming** policies for instance by: expanding the different city services and agencies to include family members.

The local government may wish to further explore possible **governance** policies by: setting up an independent political body to represent all ethnic minorities living in the city; as well as establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies.