



Dortmund: Results of the Intercultural Cities Index

Date: 9 May 2012

A comparison between 45 cities¹

Introduction

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

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

Among these cities, 25 have over 200,000 inhabitants and 22 have over 15% of foreign-born residents.

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

¹ This report is based on data contained at the Intercultural cities INDEX database at the time of writing. The INDEX graphs may include a greater number of cities, reflecting the growing interest in this instrument.

² The Spanish city of Donostia-San Sebastian is hereinafter referred to as San Sebastian.

³ The Italian city of Unione dei Comuni-Savignano sul Rubicone is hereinafter referred to as Rubicone.

Intercultural city definition

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

Methodology

The Intercultural City Index analysis is based on a questionnaire involving 69 questions grouped in 14 indicators with three distinct types of data. Indicators have been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index).

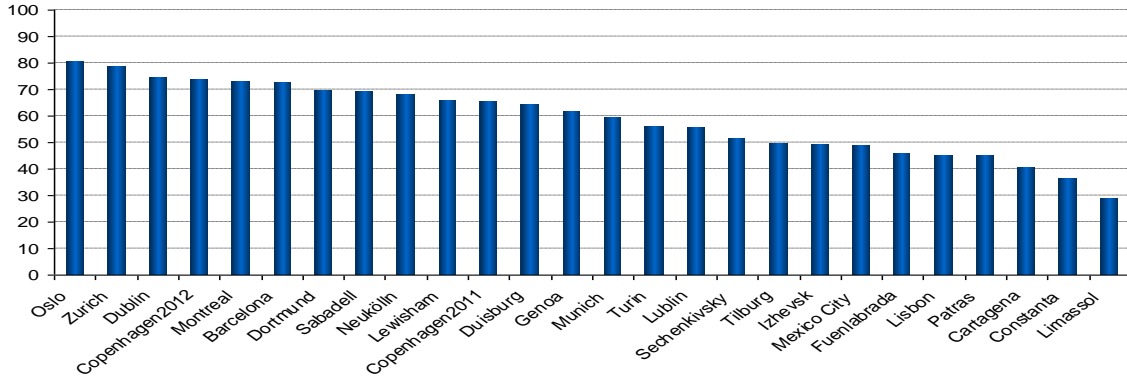
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; and public spaces are grouped in a composite indicator called "urban policies through the intercultural lens" or simply "intercultural lens".

The comparison between cities is strictly indicative, given the large difference between 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.

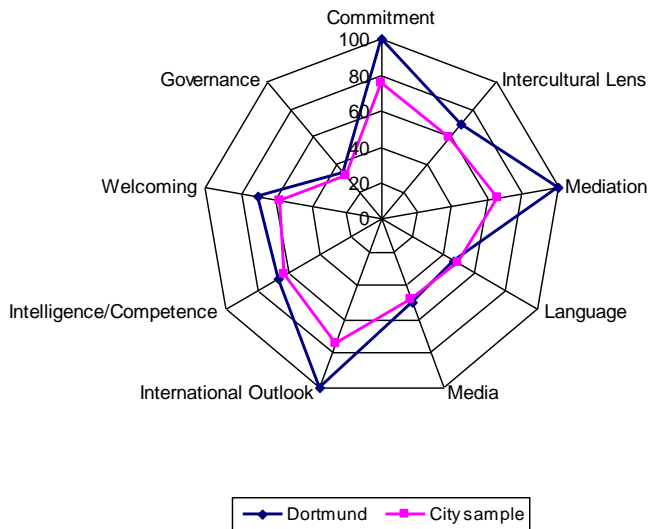
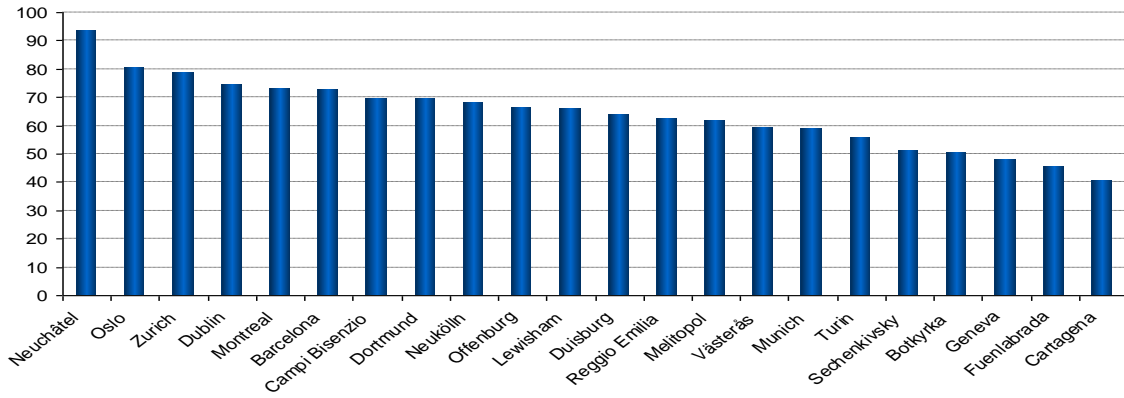
Taking into account the abovementioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (above or below 200,000 inhabitants) and the percentage of foreign-born residents (higher or lower than 15 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation and filtering of the results.

According to the overall index results collected in May 2012, Dortmund has been positioned 9th among the 45 cities in the sample, with an aggregate intercultural city index of 70%, as well as Campi Bisenzio (Italy). It has been ranked 7th among the 25 cities with over 200,000 inhabitants and 8th among the 22 cities with over 15 per cent of foreign-born residents.

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



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



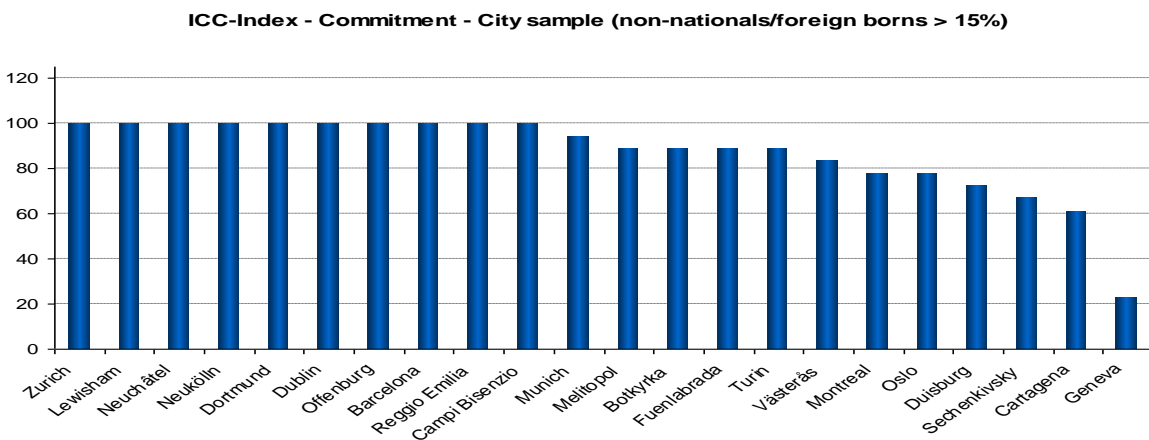
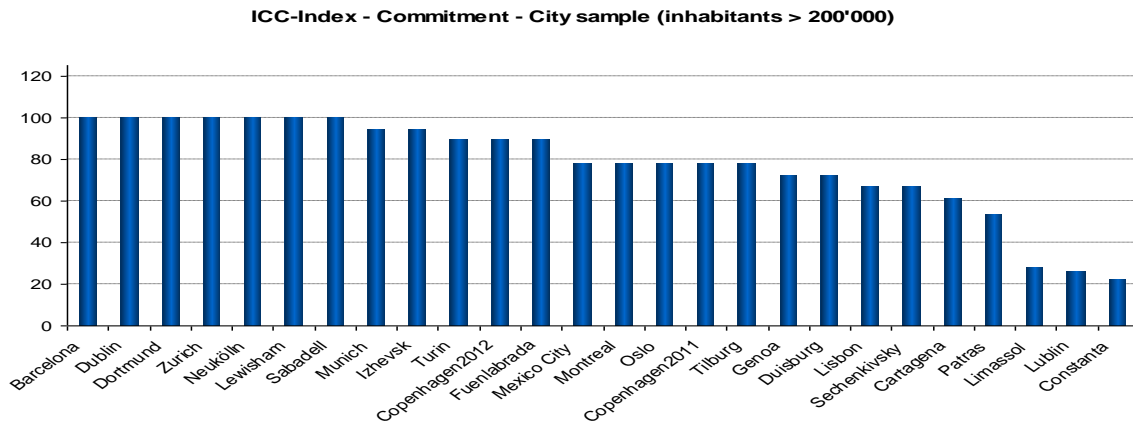
Dortmund: An overview

Dortmund is a German city located in the state of North Rhine-Westphalia. Its population of 578,126⁴ makes it the 8th largest city in Germany. Dortmund has been famous for its technological development. It hosts the largest European canal port, which links Dortmund to the North Sea.

The most important ethnic group – people without migrant origins – makes up 70.6% of the city's inhabitants. Foreign residents without German nationality account for 12.8 % of the city's population, whereas 21.7% of the city's population is represented by foreign-born nationals. Second and third-generation migrants account for 29.4% of the residents. The largest minority group in the city originates from Turkey (7%)⁵.

The latest GDP per capita figures in Dortmund are € 18,137⁶.

1. Commitment



4 Data provided on 31 December 2011 by the municipality of Dortmund

5 Idem

6 Reference year 2009, idem.

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 Dortmund's commitment policy goals is significantly higher than the city sample's⁷: 100% of these goals were achieved, while the city sample's rate for commitment policy is 76%. With this result, Dortmund assumes leadership both among the 25 cities with a population of over 200,000 inhabitants and among the 22 cities with a foreign-born population of over 15%, together with the cities of Barcelona (Spain), Dublin (Ireland), Zurich (Switzerland), Neukölln (Berlin, Germany) and Lewisham (London, the UK).

Thus, Dortmund has implemented a number of initiatives which demonstrate its commitment to the intercultural approach. The city has formally adopted a public statement, an intercultural strategy and an action plan. It has allocated a budget for the implementation of its intercultural strategy and action plan. The municipality has put in place an evaluation process for its intercultural strategy. Dortmund makes clear reference to its commitment in public speeches as well as in communications. It has a dedicated cross-departmental co-ordination structure which is responsible for the intercultural strategy and action plan. Local citizens who have done an exceptional thing to encourage intercultural in the local community are acknowledged.

Beyond this, the city has launched an [official website](#)⁸, which is available in German, English and Spanish, and communicates information relevant to the city's development (e.g., economy, culture, education).

We advise Dortmund to complement the city's website with an official webpage to communicate its intercultural statement, strategy and action plan.

On this point, the city might inspire, for example, by the official website of the German city of Offenburg. A webpage called [Integration in Offenburg](#)⁹ provides information and advice regarding diversity and the city integration policies.

Another example comes from the Swiss city of Geneva and its **Office for Integration of Foreigners**. The office hosts a [website](#)¹⁰ with useful information for migrant communities. An interactive map displays 140 local addresses comprising, amongst others, local administrations, social services, associations serving migrant and female inhabitants, health services and leisure providers. These addresses may be useful for newly arrived migrants, foreign citizens, as well as for people who have lived in the community for a longer period of time. Thus, in 2008-2009 the number of those who visited the website increased by 100%.

Furthermore, the local authorities may wish to further explore possible commitment policies by ensuring translation of such a webpage into Turkish, the language of the largest minority group in the city.

⁷ The term "city sample" refers to the weighted average of the 45 intercultural cities in each of the fourteen areas of intercultural governance.

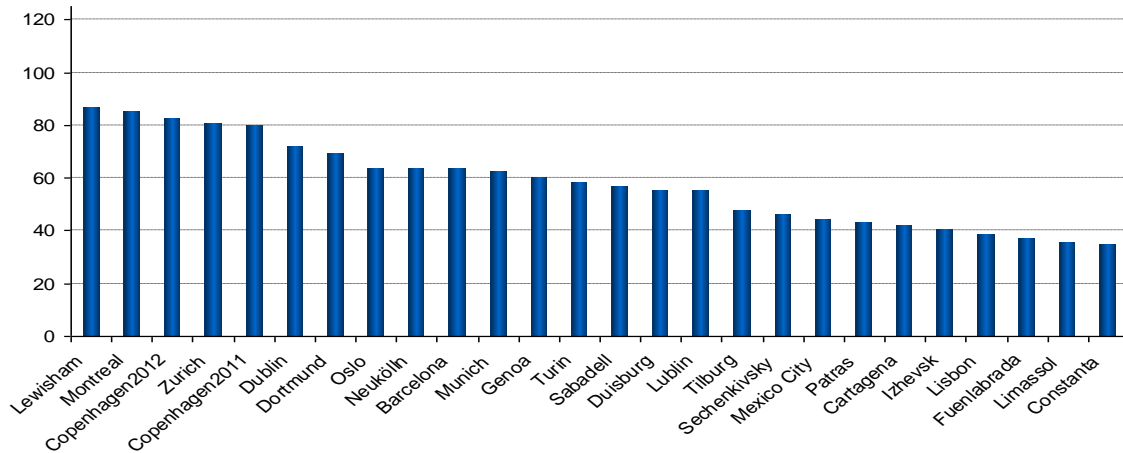
⁸ www.miado.dortmund.de

⁹ <http://www.offenburg.de/html/integration.html>

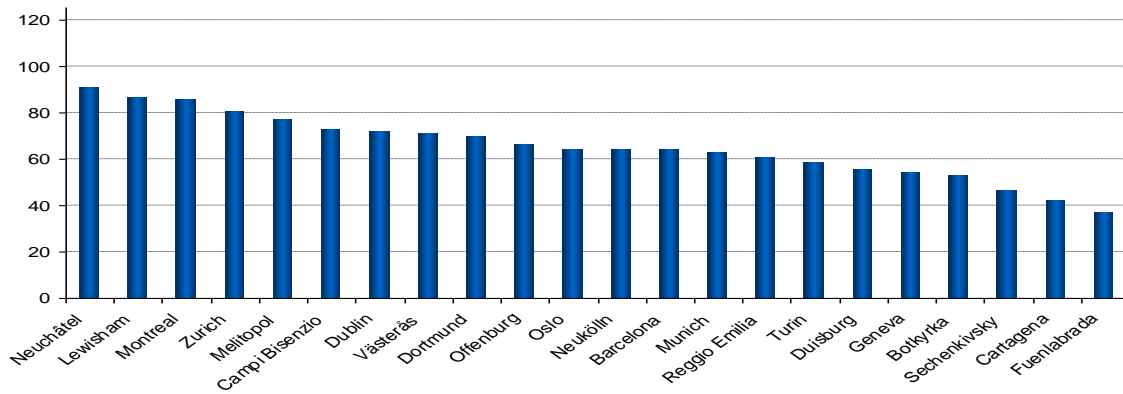
¹⁰ <http://www.internationalcooperationgeneva.ch/fr/node/3169>

2. Education¹¹ policies through an intercultural lens

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



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



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

The analysis shows that Dortmund's education achievement rate (75%) is higher than the city sample's rate (66%). Dortmund is thus rated 8th among the 25 cities with a population of over 200,000 inhabitants and 7th among the 22 cities with a foreign-born population of over 15%.

In the overall Intercultural Lens Index, Dortmund assumes a position in the second tertile with the attainment rate of 69%, which is higher than the city sample's rate of 59%.

¹¹ The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html).

In general, children in primary schools do not come from the same ethnic background. Furthermore, Dortmund is preparing a policy to increase ethnic/cultural mixing in schools. We encourage the city to finalise this policy and put it into effect.

Beyond this, most schools involve parents from migrant/minority backgrounds in daily school life. Schools often carry out intercultural projects.

Yet again, the fact remains that the ethnic background of Dortmund's school teachers only rarely reflects the diversity of the city's population. On this point, the City Council might consider adapting its policies, inspired by the example of the Serbian city of Subotica, where the **Roma Education Centre NGO** pushed for the training of Roma teachers and non-teaching assistants and their employment in local schools and kindergartens.

3. Neighbourhood policies through an intercultural lens¹²

An intercultural city does not require a "perfect statistical mix" of people and recognises the value of geographical proximity and bonding between people of the same ethnic background. However, it also recognises that spatial ethnic segregation creates risks of exclusion and can act as a barrier to an inward and outward free flow of people, ideas and opportunities.

Dortmund's neighbourhood policy indicator of 35% is considerably lower than the city sample's rate of 59%. Dortmund was thus ranked at bottom of the list of both the 25 cities with a population of over 200,000 inhabitants and the 22 cities with a migrant population of over 15%.

In 48.2% of Dortmund's residential 170 sub-districts a vast majority¹³ of residents come from the same ethnic background. Furthermore, in a few neighbourhoods people from minority ethnic groups constitute the majority of the residents.

On these points, the city authorities might wish to consider the experience of the Dutch city of Tilburg, which does not have any area where only one ethnic group is concentrated. Thus, the Tilburg city initiatives helped break up the concentration of Antillean residents in one area, so as to avoid ghettoisation. In view of this, some areas, designated as 'impulse neighbourhoods', received large injections of investment to upgrade the quality of housing and infrastructure. The Tilburg public authorities also took measures to involve residents in local decision-making. Thus, the project '**Behind the Front Door**' seeks the views of residents, who might otherwise be invisible, on their needs and perceptions of life in the neighbourhood.

Moreover, Dortmund generally encourages interaction between neighbourhoods and, occasionally, within neighbourhoods. On the last point, the municipality may wish to make greater effort, for instance, to adopt a specific policy to this end, inspired by the example of the Italian city of Reggio Emilia.

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

¹³ For the purpose of this report, a "vast majority" refers to a situation where more than 80% of residents come from the same ethnic background.

Thus, the Reggio City Mayor and residents of the highly diverse Railway Station area concluded a **Local Framework Pact**, which was further expanded to other neighbourhoods. Through this action, the municipality declared its trust to and promised to invest in the neighbourhood while citizens engaged to manage an intercultural centre on a voluntary basis, looking after the public spaces and exercising community control to help respect the public order. Under the Pact, inhabitants developed projects around alcohol and drug abuse, citizen mediation of neighbourhood conflicts, youth and family education, as well as the **Dances of the World** project. In exchange, the city rehabilitated a park in the neighbourhood, improved street lighting and reinforced police presence. Within only a year, the neighbourhood, which previously had the reputation of a dangerous and unpleasant place, became a reference for citizen commitment and positive development. Furthermore, the implementation of the Pact was closely monitored by citizens, who regularly provided their feedback.

In the same spirit, we also invite Dortmund to adopt a policy to increase diversity of residents in the neighbourhoods and to avoid ethnic concentration.

In this regard, Dortmund may wish to consider the relevant policies of Erlangen (Germany) and Zurich (Switzerland). Thus, it is common for the Erlangen municipal housings agencies and house building companies to pay attention to a heterogeneous mixture among communities and buildings. In Zurich, where a large proportion of inhabitants live in rented accommodation, 25% of the rented flats are provided by the city or through housing associations, which target their allocation policy to achieve a “good mix” between different social groups.

4. Public service policies through an intercultural lens

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

The analysis shows that Dortmund’s public services policy achievement rate (75%) is significantly higher than the city sample’s rate (42%). Dortmund has thus been positioned 4th among the 25 cities with a population of over 200,000 inhabitants and 5th among the 22 cities with a foreign-born population of over 15%, as well as Oslo (Norway).

Dortmund has put into practice a number of public service initiatives. Non-German citizens can seek employment in the local public administration. The city also encourages intercultural mixing in the private-sector labour market. It provides three out of the four services in the index which are tailored to the needs of the ethnic/cultural background of its citizens: funeral/burial services, school meals and specific sections and times for women in sports facilities.

However, although the city sticks to the concept of “intercultural competence” of its administration as a recruitment strategy to ensure that the ethnic background of its public employees mirrors that of its inhabitants, the fact remains that their ethnic background does not reflect the composition of the city’s population.

On this account, Dortmund may wish to consider building upon the concept of “intercultural competence” by adopting a more action-oriented recruitment strategy.

Interesting initiatives of the kind have been put in place in Copenhagen (Denmark), Berlin (Germany) and Amsterdam (the Netherlands).

Thus, the Copenhagen administration offers paid internships to people with a minority background, for instance, on condition that they master a certain language. Such internships may lead to permanent employment.

In Berlin, the recruitment campaign '**Berlin braucht dich**' (Berlin needs you) programmed for 2006-2012 aims at diversifying the Senate's workforce by promoting traineeship opportunities and raising awareness of migrant associations and parents. Stakeholders are also involved in making sure the progress is closely monitored. Thus, as a result of the campaign, the percentage of trainees with a migrant background increased from 6% in 2006 to 14.5% in 2008.

Similar achievements have been made in Amsterdam. Here, the City Council advertises its vacancies through community media groups, as well as universities with a high proportion of students from minority backgrounds. Furthermore, the city's **Diversity** programme (2007-2010) with targets across salary scales enabled the city administration to hire 21.5% staff with a migrant background in 2008 against 14% in 2006. In addition, Amsterdam's administration set out the objective to reflect the composition of the city among its employees, both at the political and the senior management level.

5. Business and labour market policies through an intercultural lens

Dortmund's business and labour market policy indicators (80%) are almost twice as high compared with the city sample (45%). The city has thus the second highest score both among the 25 cities with a population of over 200,000 inhabitants and the 22 cities with a migrant population of over 15%, together with Oslo (Norway), Zurich (Switzerland) and Montreal (Canada).

Dortmund has adopted the following best practice recommendations in its business and labour market initiatives. An umbrella organisation has been set up to promote diversity and non-discrimination in the workplace. The city has signed a charter which outlaws discrimination in employment. It encourages ethnic/cultural minorities businesses to move beyond localised economies to enter into the main stream and higher value added sectors. Dortmund does encourage "business districts/incubators" to facilitate inhabitants from different cultures to mix more easily.

We invite Dortmund to build upon the existing business and labour market policies by giving priority to companies with a diversity strategy when procuring its goods and services. On this point the city may wish to draw its attention to interesting practices implemented by other Intercultural Cities.

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

Furthermore, since 2007 the city of Amsterdam (the Netherlands) has been running the project **Social Return on Investment** aimed at including social obligations in public contracts. In particular, contractors are asked to use the money generated by

the contract to offer employment opportunities to those excluded from the labour market, including migrants.

Similarly, in Copenhagen (Denmark) "hard" and "soft" clauses have been included in the procurement contracts since 2006. "Hard" clauses require that the supplier recruit a certain number of unemployed, trainees or people in "supported employment". "Soft" clauses require that the supplier weave diversity management practices into his/her human resources. By the end of 2009, 420 contracts with social, majorly soft clauses were signed. In September 2010 it was decided to use hard social clauses, in particular, with regard to trainee employment. By December 2011, 15 contracts with hard social clauses were signed with 55 full-time trainee positions. An increased use of hard social clauses is hoped to be achieved in the coming years.

6. Cultural and civil life policies through an intercultural lens

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

The rate of achievement of Dortmund's cultural and civil life policy (60%) is significantly lower than the city sample's rate (79%). Dortmund has thus been rated 18th among the 25 cities with a population of over 200,000 inhabitants and 19th among the 22 cities with a foreign-born population of over 15%.

It is positive that the city regularly organises events in the fields of arts, culture and sports that contribute to intercultural exchange and stages public debates or campaigns related to diversity and living together. Beyond this, the city encourages cultural organisations to deal with diversity and intercultural relations in their productions.

The local authorities may wish to further explore possible cultural and civil life policies by using interculturalism as a criterion when allocating grants to associations and initiatives.

For example, in Rubicone (Italy) and Barcelona (Spain), 15% of yearly allocated grants are interculturalism-based, where as in Geneva (Switzerland) such grants amount to 60%. In 2008 the municipality of Lublin (Poland) funded 20 out of 150 projects run by minority associations. Many other projects financed by the municipality reflect interculturalism. What is more, in 2011 alone the **Office for New Citizenship** in Sabadell (Spain) allocated all available funds, i.e. € 272,500, basing on the criterion of interculturalism. In the same spirit, the London borough of Lewisham supports exclusively intercultural projects.

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 Dortmund's space policy goals (90%) is by one-third higher than the sample city's rate (65%). In this policy area Dortmund assumes the second best score both among the 25 cities with a population of over 200,000 inhabitants and the 22 cities with a foreign-born population of over 15%, along with Dublin (Ireland), Lewisham (London) and Montreal (Canada).

According to the answer given in the survey, there are neither areas in the city which have a reputation of being "dangerous" nor areas dominated by one ethnic group where other inhabitants feel unwelcome.

Moreover, Dortmund promotes intercultural mixing in public libraries, museums, squares, playgrounds and other public spaces, such as neighbourhoods and clubs. Beyond that, when reconstructing an area, the City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants. The City Council also takes into account ethnic and cultural backgrounds of citizens in the design and management of some new public buildings and spaces.

We invite Dortmund to expand its public space policies by taking into account ethnic/cultural backgrounds of citizens more frequently when designing and managing new buildings and spaces.

For instance, Tilburg (the Netherlands) conducted a number of interesting initiatives, including the provision of premises to encourage intercultural encounters. Thus, Tilburg's **House of the World** is a unique experimental platform for people from diverse backgrounds willing to do their best for a tolerant world. It hosts debates, educational activities, exhibitions, movies, etc. Refugees service its restaurant. Another example is Tilburg's **Round Table House**, an interreligious centre in Tilburg-North where people from different religions can organise meetings. In addition, following the advice of artist Karin Bruers, 1,000 'art benches' also known as 'social sofas', were placed in Tilburg. These benches encourage residents to sit down and talk to each other. People in a neighbourhood can apply for a social sofa.

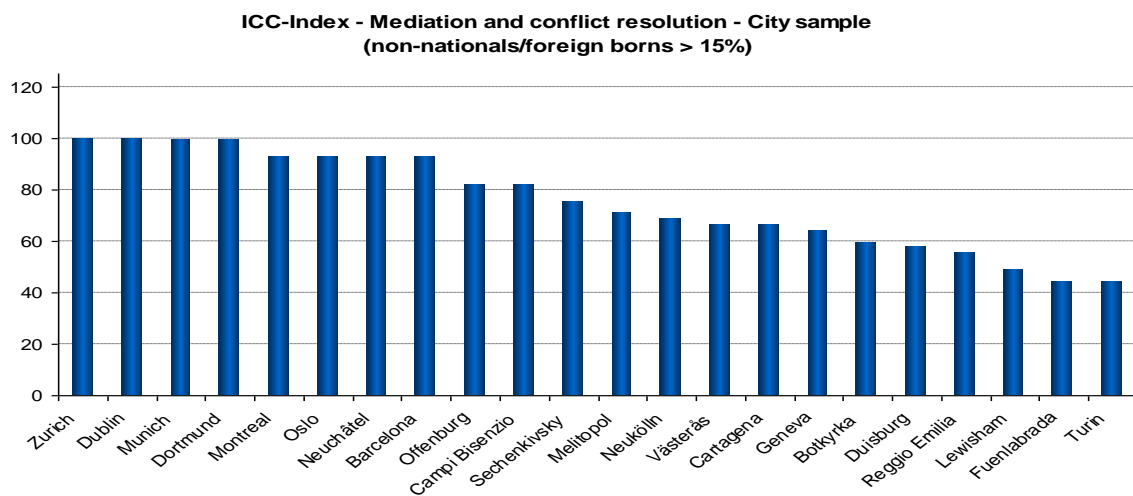
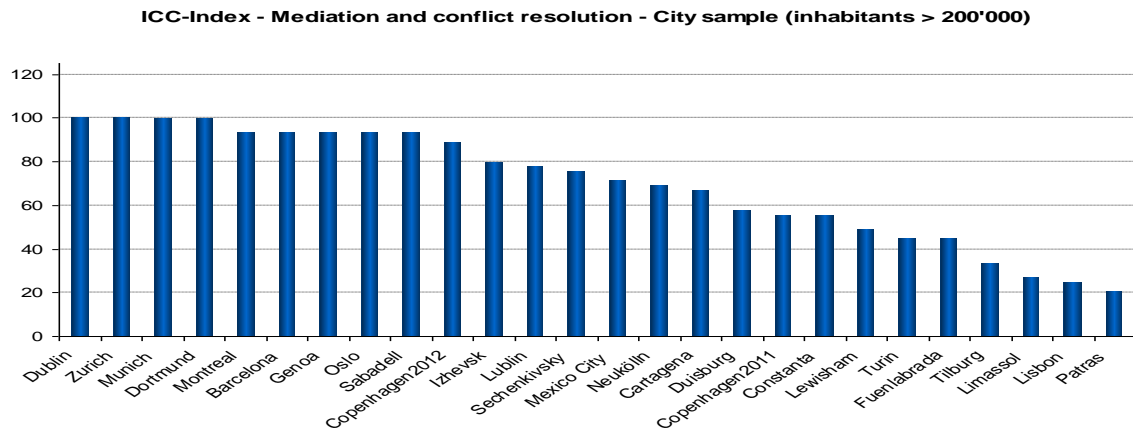
Beyond that, Campi Bisenzio (Italy) tries to support different religious communities, both by providing local public spaces and contributing to managerial expenses. For example, the city is helping the **Islamic Cultural Centre** to construct a new building where its activities would take place.

Another useful example comes from Amadora (Portugal). After 284 fires broke out in the **Casal do Silvia** neighbourhood, Amadora designed new playgrounds, recreational, educational and socio-cultural facilities, whilst taking into consideration the ethnic/cultural backgrounds of its inhabitants.

Lastly, Dortmund's attention is drawn to an interesting initiative undertaken by Vienna (Austria). Its **Ottakring** neighbourhood groups together over 50 nationalities, including Pakistanis, Turks, Maghrebians and Egyptians, who make up 36% of the total neighbourhood population of 8,000. During the late 1990's the once popular historic **market of Brunnengasse** faced a chronic decrease in visitors. Most of the bordering ground floor premises also became vacant and were used for storage or occupied by industries with no relation to the market, such as betting shops. In response, the Vienna Chamber of Commerce and City Council decided to allocate all empty shops to artists rent free. Dozens of artists blended into the life of the neighbourhood and ran numerous projects in association with local shopkeepers

and residents, ranging from providing services (sign painting, etc.) to innovative and unusual projects.

8. Mediation and conflict resolution policies



The analysis shows that Dortmund's mediation and conflict resolution policy achievement rate (100%) significantly outweighs the city sample's rate (66%). Together with Dublin (Ireland), Zurich (Switzerland) and Munich (Germany), Dortmund embraces the leading role in this policy area among the 25 cities with a population of over 200,000 inhabitants and among the 22 cities with a foreign-born population of over 15%.

To start with, Dortmund has a mediation service with intercultural competence run by an autonomous humanitarian organisation at the neighbourhood level. Beyond that, it provides intercultural mediation services in the city administration, in services (ex. hospitals, police, youth clubs, mediation centres), in the neighbourhoods and in the streets, proactively meeting residents. Additionally, there is an organisation in the city which deals specifically with inter-religious relations.

Dortmund's authorities may wish to further ameliorate their mediation and conflict resolution initiatives by complementing the mediation service run by a humanitarian

organisation with a municipal or state-run mediation service dealing with intercultural issues.

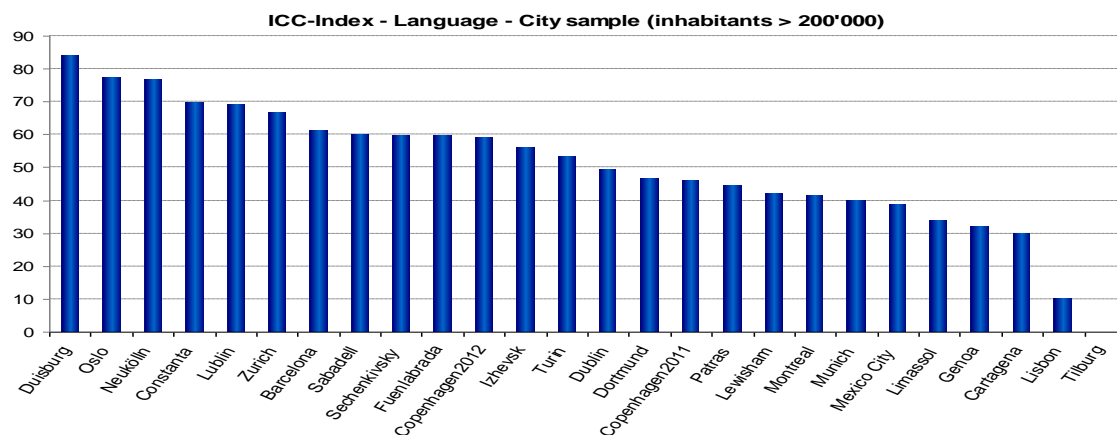
The experience proves that a combination of state-run, municipal and civil society bodies and actors can be an effective way of addressing intercultural conflicts.

Thus, in Oslo (Norway) an emergency taskforce was established in 2005, with representatives from the municipality, NGOs, scholars and the police. The purpose is to respond quickly to crisis where youth and violence are involved, and to problems of racism and neo-nazism. The capacity to deal with minor episodes, however, is widely spread on the level of schools and youth services. In the city districts, this work is coordinated through the **SaLTo** networks, where municipal youth workers, schools and the local police participate. In dealing with localised conflicts, community leaders from NGOs, churches and mosques are regularly consulted and engaged, as well as the local staff of the state-run **Mediation and Reconciliation Service**.

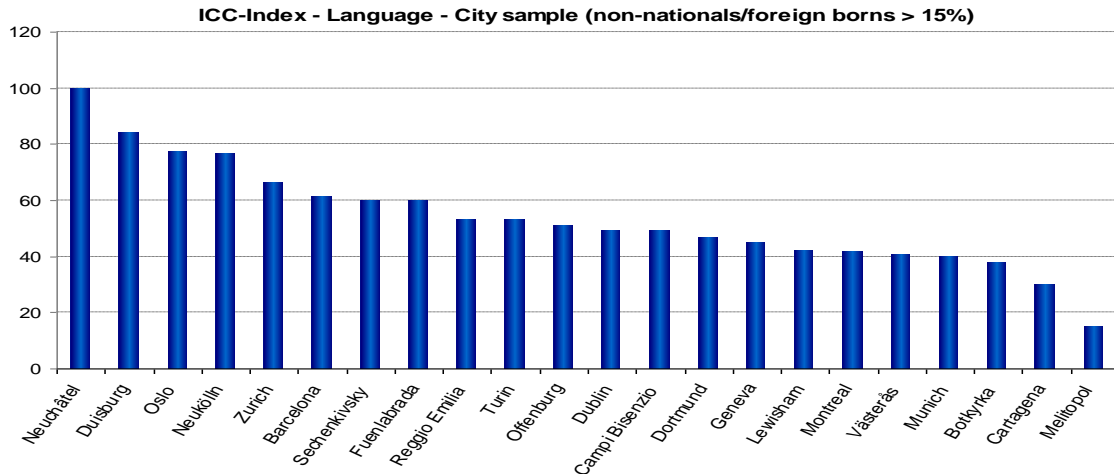
Similarly, in Copenhagen (Denmark) a mediation service run by an autonomous humanitarian organisation has recently been complemented with a specialist municipal mediation service for intercultural issues (the **Ethnic Consultancy Team** within the Social Commission, majoring in mediation among youth), a generalist municipal mediation service including intercultural staff (the **Dialogkonsulenter**) and a so-called **VINK** service (Knowledge Inclusion Copenhagen) aiming to facilitate dialogue through counseling and group or individual encounters with staff on issues such as social control, resistance identities, conflict resolution, prevention of extremism, etc.

However, it is reminded that the absence of such initiatives at present should not be viewed as a weakness of Dortmund's mediation policies but as an opportunity and a recommendation to guide the city's future initiatives.

9. Language¹⁴



¹⁴ By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref-http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)



Dortmund's language policy achievement rate (47%) is slightly lower than the city sample's rate of 49%. Dortmund has been ranked 15th among the 25 cities with a population of over 200,000 inhabitants and 14th among the 22 cities with a foreign-born population of over 15%.

Dortmund has implemented some language policy initiatives. For instance, the city supports projects, such as multilingual reading projects, that seek to give a positive image of migrant/minority languages. The city also subsidises a minority newspaper called "**Echo of Diversity**". We encourage Dortmund to offer financial support to other local minority initiatives, such as minority radio and programmes, including in languages other than German.

Here, the authorities' attention is driven to the experience of Copenhagen (Denmark), which, back in 2007, financially assisted the **Quaran Media**, a local organisation producing documentaries, although the city was not used to financing local media in foreign languages. In 2012 Copenhagen declared occasionally subsidising minority newspapers and journals (e.g. **Gadepressen.dk**) and TV programmes in languages other than Danish. Thus, in the **Haraldsgade** area **Haralds TV**¹⁵ in Arabic is partly funded by Områdeløft.

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

Moreover, as it may be understood from the answers given in the survey, in Dortmund both city structures and private/civil sector organisations offer language training in German and migrant/minority languages.

With a view to increasing the city's ranking in the Intercultural Cities Index, we invite Dortmund to shape its language training policy in a more structural way. For instance, the city would benefit from offering specific language training in German for hard-to-reach groups¹⁶. We also encourage the city to introduce the learning of

¹⁵ <http://www.haralds.tv/?poditemid=6846>

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

migrant/minority languages to the regular school curriculum or, at least, as a regular language option available to anyone, including migrant/minority kids. The city may also consider supporting private/civil sector organisations providing language training in migrant/minority languages.

A number of relevant initiatives which have been conducted by Intercultural Cities may be worth considering with reference to the above learning points.

As regards the learning of the official language, in Oslo (Norway) the city provides free tuition to refugees and adults in family with Norwegian citizens or refugees. The free tuition programs are – on certain conditions - extended to unemployed immigrants in general, in need of help from employment and welfare agencies to get a job. In general, some 5 000 adults are at any one time enrolled in language tuition programs.

Similarly, in Geneva (Switzerland) French language courses offered by public and private organisations are open to all and tailored to meet the needs of members of the local community, such as migrant women. For instance, in 2009 the canton's **Office for the Integration of Foreigners** provided financial support to 32 French language projects carried out by 19 local associations. The global objective of such language classes is to ensure that the newly-arrived foreign citizens are able to reach the level of language fluency that is required in daily situations (asking for directions, engaging in conversations, seeking employment and working in French).

Furthermore, the Local Council of the Berlin borough of Neukölln (Germany) shaped its language policy to ensure that no resident should have to travel more than 10 minutes to find language training in the borough. This policy is implemented with the help of the **Diakonisches Werk**, the social welfare organisation of the German protestant church.

As regards the learning of migrant/minority languages, Dortmund is invited to consider an initiative put into practice by Reggio Emilia (Italy). In order to help families preserve the competence of migrant children in their mother tongue language, two schools offer classes in the native languages of children and, in parallel, their parents learn Italian.

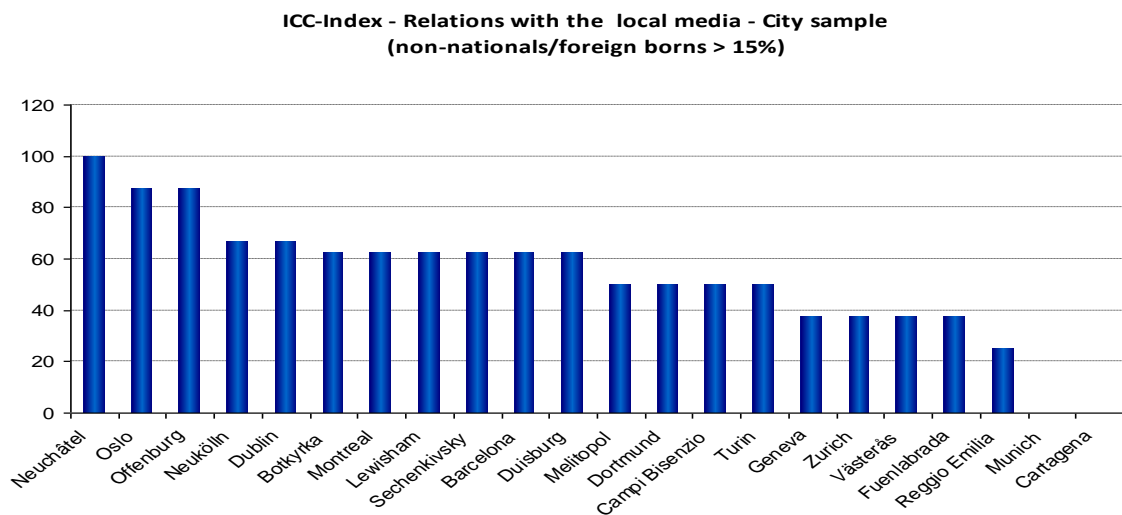
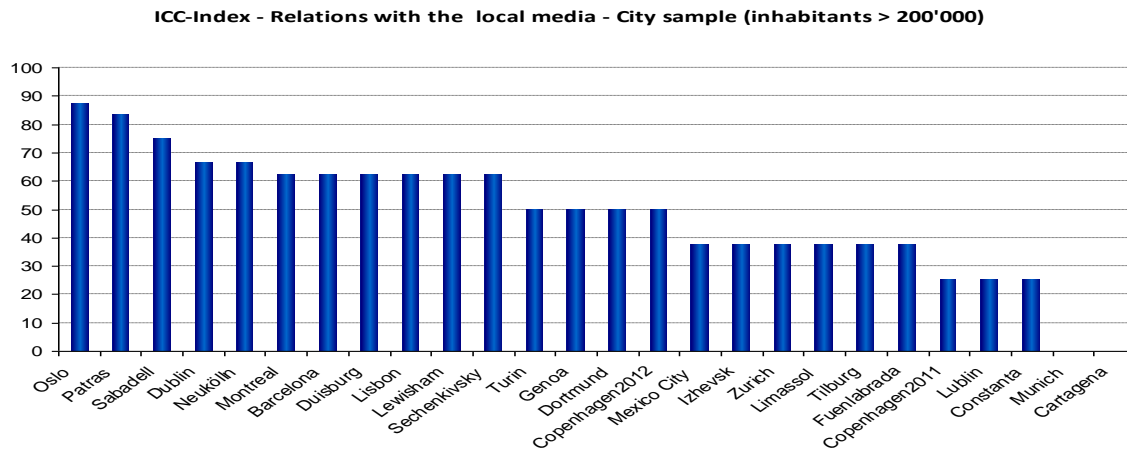
Another useful example comes from Lewisham (London, the UK). Here, supplementary schools supported by the borough provide mother tongue language and cultural schooling.

As regards supporting private and civil sector institutions providing training in migrant/minority languages, the city's attention is drawn to Campi Bisenzio (Italy), which encourages private and civil sector institutions offering a broad range of language training for diverse target groups, including the hard-to-reach population. These institutions also provide language programs (Chinese or Arabic) for migrants, helping them learn and improve their mother tongue.

In the same spirit, Neuchâtel (Switzerland) supports an intercultural library run by volunteers. The idea is that the provision of books in a range of languages – both to individual users and through schools – helps migrant children learn French. At the same time, reading books in their native language reinforces children's interest in reading and learning altogether and encourages the acquisition of the native language.

Furthermore, Melitopol (Ukraine) supports cultural associations of ethnic communities which provide, *inter alia*, language courses open to everyone – including people from other ethnic and linguistic backgrounds – and many such people attend the courses.

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

In this policy area, 50% of Dortmund's goals were achieved, which slightly overweighs the city sample's attainment rate for these goals (48%). With this result, Dortmund has been ranked 14th among the 25 cities with a population of over 200,000 inhabitants and 13th among the 22 cities with a foreign-born population of over 15%, along with Turin (Italy).

It is positive that Dortmund has adopted a media strategy to promote positive image of migrants and minorities in the media through dedicated newspaper columns, TV and radio campaigns, targeted media briefings and joint public-media events. Thus, it is planned to publish a booklet of biographies of Dortmund's migrants. Furthermore, the city itself monitors the way in which the media portray minorities.

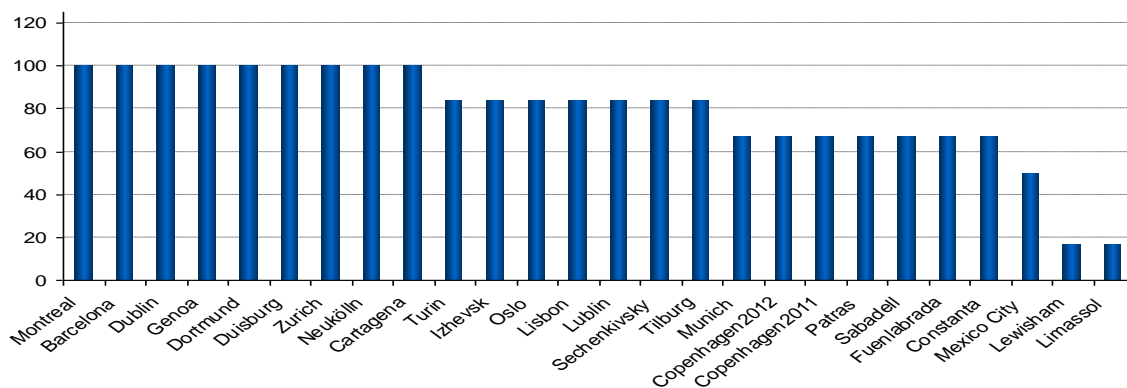
We encourage Dortmund to consider further building upon its media policies, namely by instructing the city's information service to promote harmonious intercultural relations and providing advocacy/media training/mentorships for journalists with a minority background.

On the first point, the city authorities may inspire by the experience of Copenhagen (Denmark). In 2011 Copenhagen launched a three-year inclusion programme, **Engage in CPH**¹⁷, designed to render Copenhagen an open and welcoming city through a set of initiatives involving citizens in the city's life. The goal of the programme is to make Copenhagen the most inclusive major city in Europe in 2015. The programme works closely with the media to spread a positive perspective on diversity and difference. This is done through press briefings with the mayor and public figures, special columns in national and local newspapers, major diversity events (e.g. **International Days**) and cross-media campaigns, involving television, social and print media.

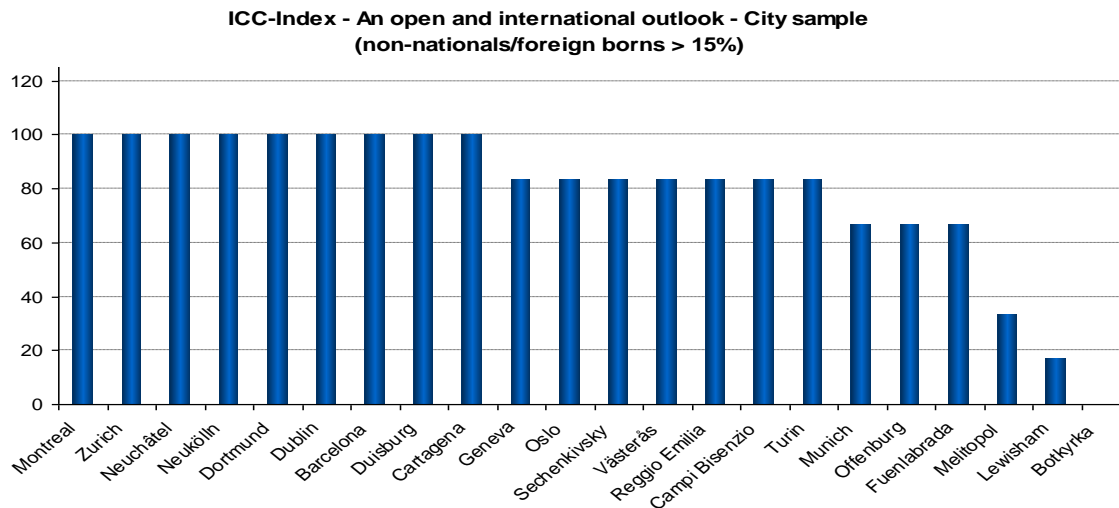
On the second point, an interesting initiative involving training and advocacy elements has been implemented by the City Council of Oslo (Norway). As a result, there is growing awareness among the city's journalists, editors, and media researchers about the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. Consequently, a stronger focus has been put on the recruitment of journalists with an ethnic minority background.

11. International outlook policies

ICC-Index - An open and international outlook - City sample (inhabitants > 200'000)



¹⁷<http://www.coe.int/t/dg4/cultureheritage/culture/cities/newsletter/newsletter13/EngageCPH2011-2013.pdf>



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.

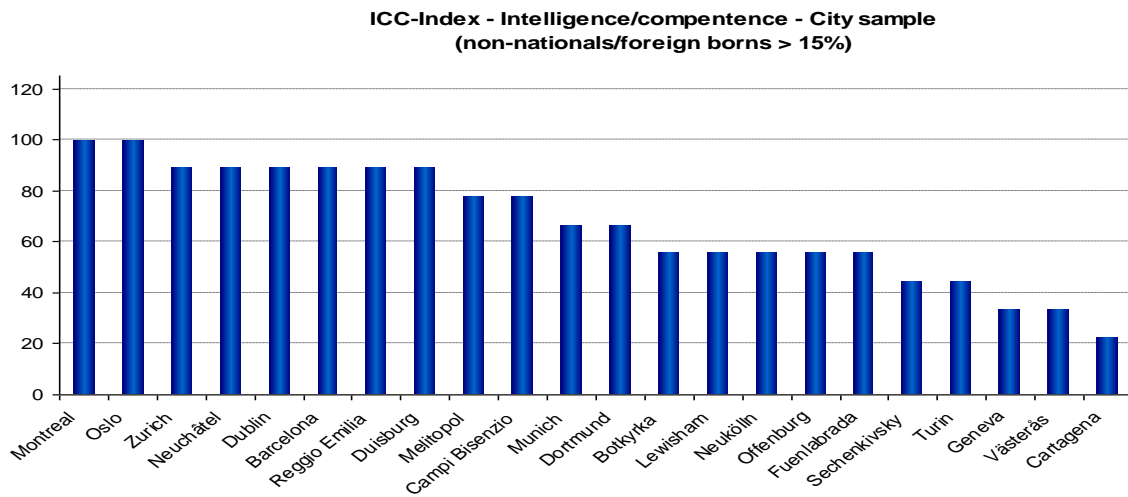
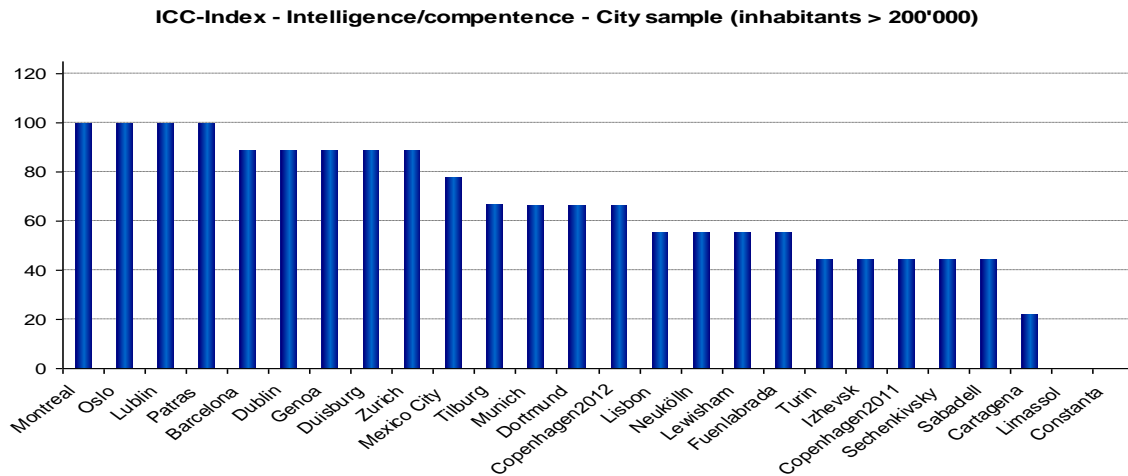
Dortmund's international outlook policy rate (100%) significantly overweighs the average city's rate in the area (74%). Indeed, together with ten other Intercultural Cities, Dortmund embraces the leading role in this policy area both among the 25 cities with a population of over 200,000 inhabitants and among the 22 cities with a foreign-born population of over 15%.

The municipality has put into practice all recommended policy initiatives to encourage international cooperation. In particular, it has adopted an explicit policy and a specific financial envelope has been introduced to this end. The city has set up an agency responsible for monitoring and developing the city's openness to international connections. It has initiated projects and policies to encourage economic co-development with countries of origin of its migrant groups.

Moreover, the city supports universities to attract foreign students and takes measures to encourage such students to participate in the life of the city.

We invite Dortmund to pursue its efforts in this direction to consolidate and foster the existing international initiatives.

12. Intelligence and competence policies



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

The attainment rate of Dortmund's intelligence competence policy goals (66%) is slightly higher than the city sample's rate (62%). Dortmund has been scored 13th among the 25 cities with a population of over 200,000 inhabitants and 12th among the 22 cities with a foreign-born population of over 15%, along with Munich (Germany).

First and foremost, at the government level, information regarding diversity and intercultural relations is mainstreamed to city officials to influence policy formulation. The city promotes the intercultural competences of its officials and staff through training courses, interdisciplinary seminars and information networks.

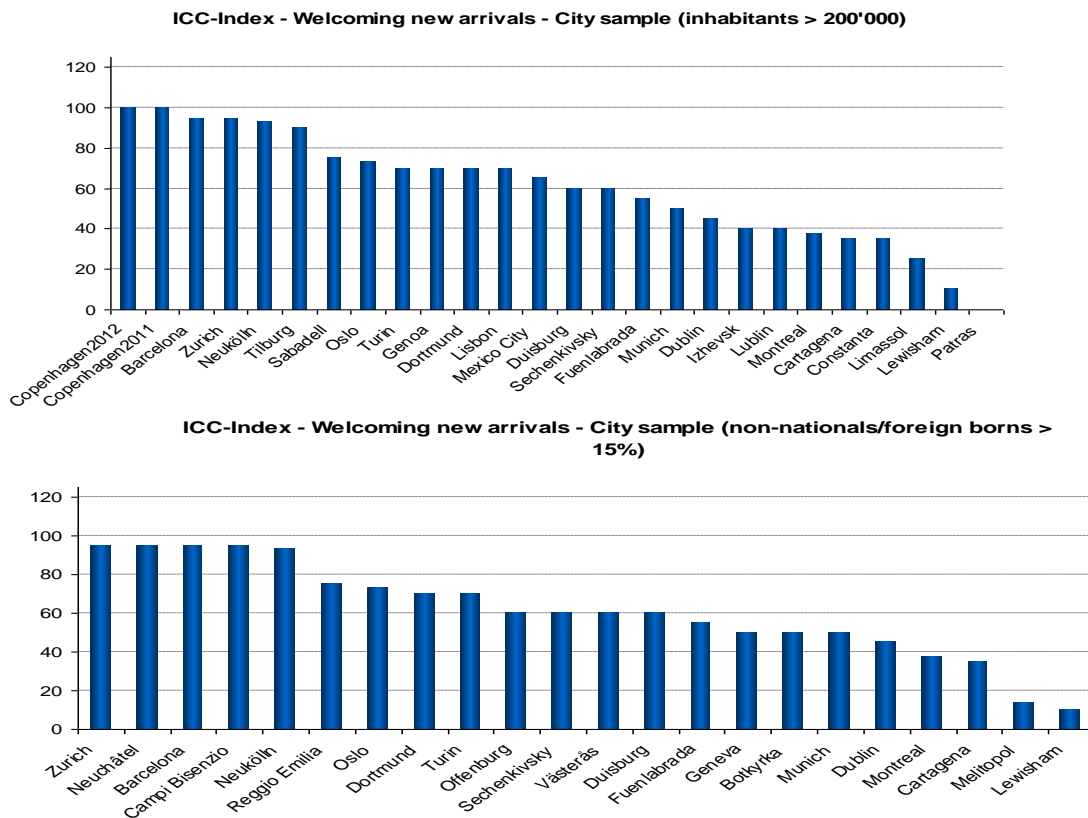
We advise Dortmund to further enhance its intelligence and competence policies, namely by carrying out surveys including questions about the perception of migrants and minorities. Here, the municipality could draw its attention to initiatives implemented by other Intercultural Cities.

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

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

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

13. Welcoming policies



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

The attainment rate of Dortmund's welcoming policy goals (70%) is higher in comparison with the city sample (57%). Dortmund has thus been ranked 10th among the 25 cities with a population of over 200,000 inhabitants and 8th among the 22 cities with a foreign-born population of over 15%, as well as Turin (Italy).

The city has adopted a number of welcoming policy initiatives. Thus, it set up a designated agency to welcome newcomers. The city offers a comprehensive package of information to aid newly-arrived foreign residents to find their way in the new surroundings. Furthermore, different city services and agencies provide welcome support to newly-arrived family members, students, refugees and migrant workers.

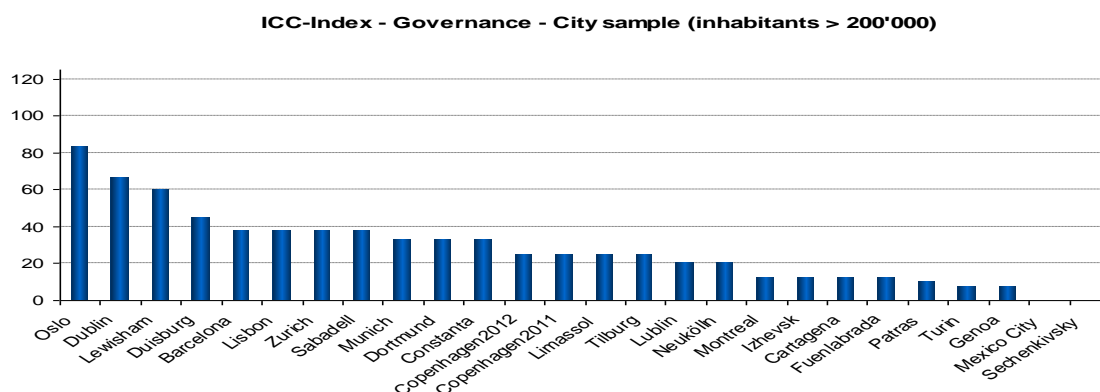
The city might consider ameliorating its welcoming policies by introducing a special public ceremony to greet newcomers in the presence of officials.

On this account, the following examples are meritorious.

Tilburg (the Netherlands) throws an annual greet party for all the new residents. In some neighbourhoods and blocks of flats special guides welcome the newcomers and inform them of everyday issues (medical assistance, police, town hall, public transport, etc.), customs and traditions of the Tilburg residents.

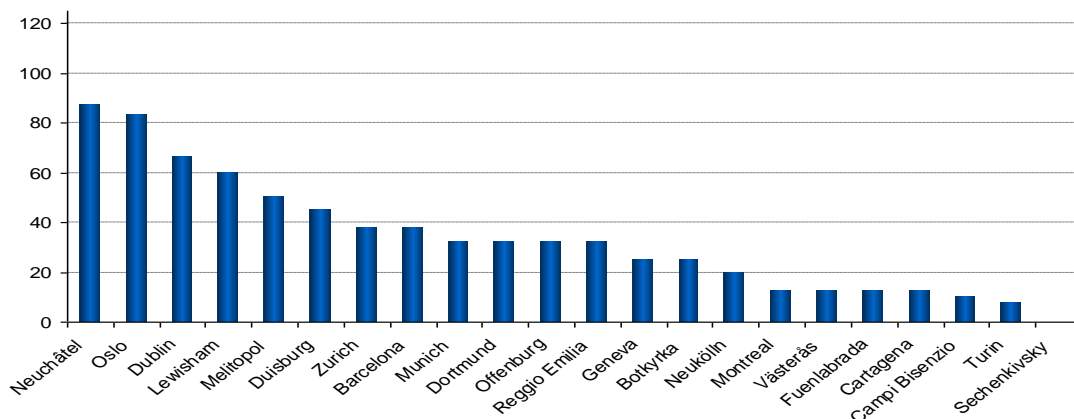
In Copenhagen twice a year a **Welcome Reception and Copenhagen Expat Fair** is held at the City Hall by city officials. All international residents, including students and newcomers, can participate in the reception. Thus, in September 2011 the participants were welcomed by the Mayor and offered an opportunity to talk to members of various city clubs and associations about the services provided and discuss joining options¹⁸.

14. Governance policies



18 Invitation available at:
<http://www.cphvolunteers.dk/Files/Billeder/Invitation%20Expat%20Fair%20Final.pdf>

ICC-Index - Governance - City sample (non-nationals/foreign borns > 15%)



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

Dortmund’s governance policy attainment rate (33%) is slightly higher than the city sample’s rate (31%). Dortmund assumes a position in the second tertile among the 25 cities with a population of over 200,000 inhabitants and the 22 cities with a foreign-born population of over 15%. The German cities of Munich and Offenburg have the same score in this policy area.

It is positive that Dortmund has a political body to represent all its ethnic minorities, which is independent of the local authority.

However, citizens alone can vote in Dortmund’s local elections. Therefore, the ethnic background of elected politicians does not really reflect the composition of the city’s population.

In this regard, Dortmund may wish to further explore possible governance policies by introducing activities to increase the representation of migrants in the city administration. An interesting example of such an initiative has been developed by the UK-based operation **Black Vote**, which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians, so they better understand what the job involves, and encourages them to engage in politics.

Similarly, we invite Dortmund to establish standards in the representation of migrant minorities in mandatory bodies supervising schools and public services. An interesting step in this direction was made by the Serbian city of Subotica. The **Municipal Council for Interethnic Relations** established a **Board of Parents** in one of the neighbourhoods, **Peščara**, where 500 Kosovo Roma had settled. This board allows parents, including these of Roma origin, to have representatives at school.

15. Conclusions

The results of the current ICC Index assessment show that Dortmund performs better than other cities in the vast majority of the policy areas, namely commitment, education, public service, business and labour market, public space, mediation, media, international outlook, intelligence/competence, welcoming and governance.

What is more, and that is particularly noteworthy, Dortmund reaches the maximum rate of 100% as regards its commitment, mediation and international outlook policies and can be a source of 'good practices' for many other cities in these areas.

However, some policy areas, in particular, language, neighbourhood and cultural and civil life, have been marked with the city's underperformance. For instance, Dortmund's achievement rate in the area of neighbourhood has been 40 per cent as low compared with that of the city sample.

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

16. Recommendations

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

- **Commitment:** complement the city's official website with a webpage, also available in Turkish, to communicate the city's intercultural statement, strategy and action plan;
- **Education:** finalise and enforce the city's policy aiming to raise ethnic/cultural mixing in schools; adopt specific recruitment and training policies to secure a more diverse teaching staff;
- **Neighbourhoods:** adopt specific policies with a view to increasing diversity of residents in the neighbourhoods and avoiding ethnic concentration, and to encouraging interaction within the neighbourhoods;
- **Public services:** lay down a specific action-oriented recruitment strategy to ensure that the ethnic background of public employees mirrors that of the city's inhabitants and thereby complement the city's concept of "intercultural competence" of the administration;
- **Business and labour market:** prioritise companies with a diversity strategy in procurement of goods and services;
- **Cultural and civil life:** use interculturalism as a criterion when allocating grants to associations and initiatives;
- **Public space:** take into account ethnic/cultural backgrounds of citizens more frequently when designing and managing new buildings and spaces;
- **Mediation and conflict resolution:** initiate a generalist mediation service with intercultural competence and specialised staff or a municipal mediation services devoted to intercultural issues; set up a state-run mediation service;
- **Language:** provide language training in German for hard-to-reach groups; introduce the learning of migrant/minority languages to the regular school curriculum or, at least, as a regular language option available to anyone, including migrant/minority kids; support private and civil sector institutions

- providing training in migrant/minority languages; further provide financial assistance to minority press, radio and TV programmes, including in languages other than Dutch;
- **Media:** instruct the city's information service to promote harmonious intercultural relations; provide advocacy/media training/mentorships for journalists from minority backgrounds;
 - **Intelligence and competence:** carry out surveys including questions about the perception of migrants and minorities;
 - **Welcoming:** conduct a special public ceremony to greet newly-arrived persons, regardless of their nationality, in the presence of local officials;
 - **Governance:** introduce activities to increase the representation of migrants in the city administration; establish a standard for the representation of migrant minorities in mandatory bodies supervising schools and public services.

The city may wish to look into further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural Cities database¹⁹.

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