



Duisburg: Results of the Intercultural Cities Index

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 12 cities have undergone their intercultural policies analysis using the Intercultural City Index: Oslo (*Norway*), Neukölln (*Berlin, Germany*), Izhevsk (*Udmurt Republic, Russia*), Melitipol (*Ukraine*), Neuchâtel (*Switzerland*), Patras (*Greece*), Reggio Emilia (*Italy*), Sechenivsky (*Discrit of Kyiv, Ukraine*), Duisburg (*Germany*), Mexico City (*Mexico*), and Lublin (*Poland*).

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

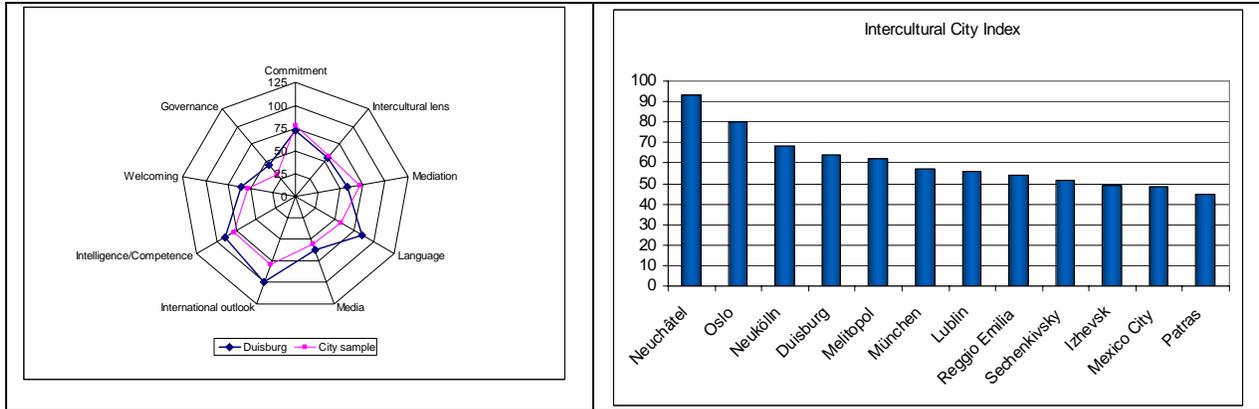
Intercultural city definition

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, Duisburg is positioned 7th among the 12 cities in the sample in relation to the index as it stands at present.

Duisburg-An overview

Duisburg is a city in Germany. It has a population of 490,266. The majority group makes up 84.80% of the city's inhabitants. Non nationals make up 15.20% of Duisburg's population. First and second generation make up 32.30% of the city's population. The most up-to-date GPD/capita figures for Duisburg are of € 28,910.

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 Duisburg's commitment policy goals is considerably lower

than the city sample's¹: only 72% of these goals were achieved, while the city sample's rate for commitment policy is 77%.

Duisburg 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. Duisburg has an evaluation process for its intercultural strategy. The municipality 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 interculturalism in the local community are acknowledged.

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

However, Duisburg's municipality does have an opportunity to increase its commitment to its intercultural approach. The city may wish to formally adopt a public statement. The local government may consider allocating a budget for the implementation of its intercultural strategy and action plan. The municipality may consider making more frequently references to the city's intercultural commitment in speeches and communications.

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 Duisburg's education policy achievement rate is considerably higher (70%) than the city sample's rate (59%).

The local authorities have put into practice several education initiatives. Local schools make considerable efforts to involve parents from migrant/minority backgrounds in daily school life. The city promotes local schools which carry out intercultural projects. Only in certain local primary schools all the pupils come from the same ethnic background.

However, the local City Council may consider building upon the city's education initiatives in the future. For instance, the ethnic background of teachers rarely reflects the composition of the diverse population. However, a policy is being prepared to increase the level of ethnic cultural mixing in schools.

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.

Duisburg's neighbourhood policy indicators are slightly higher (60%) than the city sample's (58%).

In 2% of Duisburg'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. The municipality 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.

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)

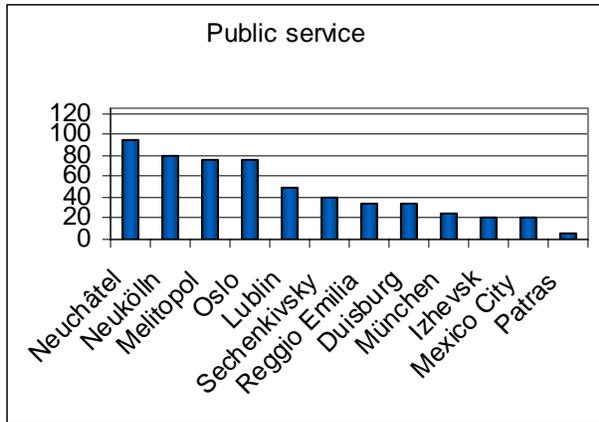
³ By "neighbourhood" we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical 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)

The city may wish to further explore possible neighbourhood initiatives by implementing a policy which avoids ethnic concentration.

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 Duisburg’s public achievement rate is much lower (35%) than the city sample’s rate (46%).

The local authorities have put into practice several public service initiatives. Non-German citizens can seek employment in the local public administration. The city provides three out of the four services in the index which are tailored to the needs of the ethnic/cultural background of its citizens. The municipality offers funeral/burial services and school meals.

The local government may wish to ameliorate its public service initiatives in the future, for instance by: considering a specific recruitment strategy which ensures the ethnic background of Duisburg’s public employees mirrors that of the city’s inhabitants; expanding Duisburg’s services which are tailored to the needs of the ethnic/cultural backgrounds of its citizens to include specific sections and times for women in sports facilities; as well as by encouraging intercultural mixing in the private labour market.

5. Business and labour market policies through an intercultural lens

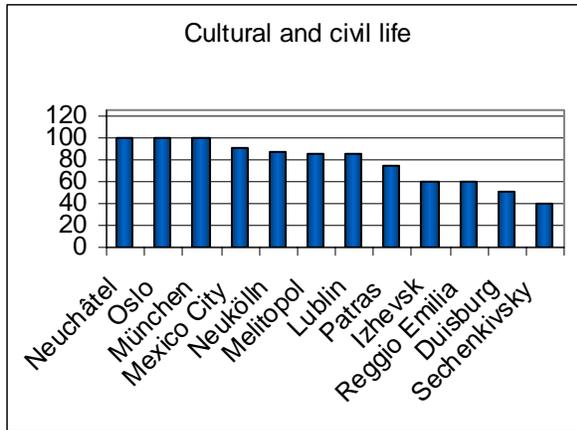
Duisburg’s business and labour market policy indicators are slightly higher than the city sample’s: 40% of these goals were achieved, while the city sample’s rate for business and labour market policy is 39%.

The municipality has adopted the following best practice recommendations in its business and labour market initiatives. The local government has signed a charter which outlaws discrimination in employment. Duisburg encourages ethnic/cultural minorities businesses to move beyond localized economies to enter into the mainstream and higher value added sectors.

The City Council’s business and labour market policies may benefit from: setting up an umbrella organization to promote diversity and non-discrimination in the workplace; giving priority to local companies which implement a diversity strategy when procuring its goods

and services; as well as encouraging “business districts/incubators to facilitate inhabitants from different cultures to mix more easily.

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.

Duisburg’s cultural and civil life policy goal achievement rate is drastically lower (40%) than the city sample’s accomplishment rate (78%).

The local 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. Duisburg’s local government also organizes public debates and campaigns around the topics of diversity and living together.

We invite Duisburg to consider building upon the city’s existing cultural and civil life policies by: using interculturalism as a criterion when allocating grants to associations; as well as by promoting cultural organizations which 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 Duisburg’s public space policy goals is slightly higher than the city sample’s: 76% of these goals were achieved, while the city sample rate for public space policy is 72%.

The city has implemented various public spaces policy instruments. The local government promotes intercultural mixing in public libraries, museums and squares. When reconstructing an area, Duisburg’s City Council proposes different forms and places of consultation to reach

out to its ethnically and culturally diverse inhabitants. According to the answer given in the survey, there are no areas in the city which have a reputation of being “dangerous”.

The municipality may wish to ameliorate its public spaces initiatives for instance by: encouraging intercultural mixing in playgrounds; taking into consideration the ethnic/cultural backgrounds of the city's citizens more frequently when designing and managing new public spaces and libraries; reducing the areas in the city that are dominated by one ethnic group and make other inhabitants feel unwelcome.

8. Mediation and conflict resolution policies

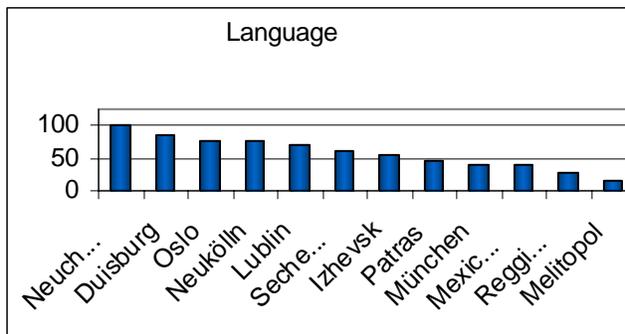
The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

The analysis shows that Duisburg’s mediation and conflict resolution policy achievement rate is considerably lower (58%) than the city sample’s rate (71%).

The local government has introduced some initiatives to achieve its mediation and conflict resolution policy objectives. The city has set up an organization which deals specifically with inter-religious relations. Duisburg’s local government also provides mediation services in places such as in the city administration.

The local City Council may wish to explore various additional mediation and conflict resolution initiatives for instance by: setting up a generalist mediation service with intercultural competences and specialized staff; providing intercultural mediation services in places such as hospitals and in neighbourhoods; offering a state run mediation service; offering a dedicated service which deals exclusively with intercultural issues; as well as initiating a mediation service with intercultural competencies operated by an autonomous humanitarian organization.

9. Language⁶



Duisburg’s language policy achievement rate is considerably higher (84%) than the city sample’s rate (57%).

⁶ 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://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

The municipality has adopted the following best practice recommendations. According to the questionnaire, the municipality does provide specific language training in the official languages for hard-to-reach groups⁷. The teaching of migrant/minority languages is also part of the national school curriculum. Migrant/minority languages are taught as a mother tongue for foreign children only. All of the city's citizens are eligible to receive training in immigrant/minority languages. The city also encourages projects which give a positive image to minority/migrant languages. These initiatives may comprise a day devoted to migrant languages, readings, poetry evening as well multi-lingual cultural events.

Duisburg City Council might consider ameliorating its language initiatives for instance by: supporting private/civil sector institutions that offer training in migrant/minority languages; offering financial support to minority newspapers/journals and minority radio programmes; 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.

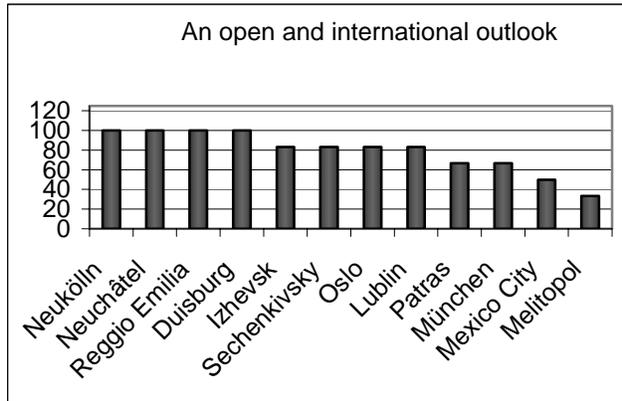
63% of Duisburg's media policy goals were achieved while the city sample's attainment rate for these goals is 55%.

The municipality has implemented various media policy instruments. For instance, the city's information services are instructed to promote harmonious intercultural relations. Duisburg City Council supports advocacy/media training and mentorships for journalists from minority backgrounds.

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 may benefit from ensuring this policy be adhered to more often in the future. The local government may also consider monitoring the way in which minorities are portrayed in the local media.

⁷ The term makes specific reference to non-working mothers, the unemployed, as well as retired people

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.

Duisburg's international outlook policy indicators are way above (100%) the city sample's indicators (79%).

The municipality's international outlook policy goals achievement rate can be attributed to the implementation of several international outlook initiatives. 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. Duisburg 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 local government has initiated projects and policies to encourage co-development with Duisburg's migrant groups 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 Duisburg's intelligence competence policy goals is considerably higher than the city sample's: 89% of these goals were achieved, while the city sample rate of achievement for intelligence competence policy is 78%.

The municipality has adopted the following best practice recommendations in Duisburg'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. The city also promotes the intelligence competences of its officials and staff through interdisciplinary seminars, information networks and training courses.

The local authorities may consider introducing other initiatives to promote the intelligence competence of its staff and officials.

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.

Duisburg's welcoming policy goal achievement rate is considerably lower (40%) than the city sample's attainment rate for these goals is (53%).

Duisburg'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 family members and students.

The city may wish to further explore possible welcoming policies for instance by: expanding the different city services and agencies to include refugees, migrant workers and other newcomers to the local community; as well as greeting newcomers in the presence of the local governments officials.

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.

From the analysis we can conclude that Duisburg City Council's governance policy goals achievement rate is considerably higher (45%) than the city sample's rate (31%).

Duisburg's local authority has implemented some good governance policies. Newcomers are eligible to vote in local election after three years of regular residence. An independent political body has been created to represent all ethnic minorities living in the city.

The local government may wish to further explore possible governance policies by: establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies; as well as ensuring ethnic background of elected politicians mirrors the city's diverse population more often.

15. Conclusions

The local administration has initiated various **commitment** initiatives including: adopting an intercultural city strategy and action plan; implementing an evaluation process for its intercultural strategy/action plan; setting up a dedicated body responsible for its intercultural strategy and integration; promoting the intercultural approach in the community by honouring and recognizing individual acts that encourage interculturalism and launching an official web page.

Duisburg's City Council has introduced some best practice recommendations in the city's **education** system for example by: making considerable efforts to involve parents from migrant/minority backgrounds in daily school life; ensuring that the ethnic background of teachers mirrors the diverse population.

Duisburg has initiated a **neighbourhood** initiative by promoting interaction between neighbourhoods.

The local administration has organised various **public service** initiatives including: ensuring that non-German citizens are eligible for employment in local public administrations; and providing services appropriate for all citizens from different ethnic cultural backgrounds including funeral/burial, school meals

The city has introduced initiatives in the **business and labour market**, including: adopting a charter which outlaws discrimination in local businesses/other organizations; as well as encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors.

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.

Duisburg's **public spaces** policy includes: 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; and having no areas in the city which are reputed as "dangerous".

The local government has introduced **mediation and conflict resolution** policies comprising: setting up organizations that deal exclusively with inter-religious relations; as well as providing intercultural mediation services in the city administration.

Duisburg City Council has also adopted several best practice recommendation in **languages**, including: 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; supporting projects that give a positive image to migrant/minority languages; as well as offering language training to all of the city's citizens in migrant/ minority languages.

The local government has introduced **media** policies including: providing advocacy/media training/mentorships for journalists from minority backgrounds; as well as instructing the city's information services to promote harmonious intercultural relations.

The benchmarking results pertaining to Duisburg's **international outlook** policy goal achievement rate confirm that Duisburg 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; encouraging universities that attract foreign students; as well as ensuring that foreign student populations participate in the city's daily life.

Duisburg 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; conducting surveys concerning local inhabitants' perceptions of migrants; as well as promoting intercultural competence amongst staff and officials through interdisciplinary seminars, information networks and training courses.

Duisburg has initiated several **welcoming** initiatives including: publishing a comprehensive package of information and support for newly arrived residents; setting up different city services and agencies which provide welcome support for family members and students; as well as creating a designated agency to welcome newcomers.

Duisburg's municipality has also adopted several best practice recommendation in **governance**, including: ensuring newcomers are eligible to vote in local elections after three years of regular residence; as well as setting up an independent political body to represent all ethnic minorities living in the city.

16. Recommendations

Duisburg may wish to consider the following options to increase its future **commitment** to the city's intercultural approach. It could: adopt a public statement; allocate a budget for the implementation of its intercultural strategy and action plan; as well as make more frequently references to the city's intercultural commitment in speeches and communications.

The local City Council may also consider building upon the city's **education** initiatives in the future, for instance by: ensuring the ethnic background of teachers rarely reflects the composition of the diverse population; as well as by finalizing a policy to increase the level of ethnic cultural mixing in schools.

The city may wish to further explore possible **neighbourhood** initiatives by implementing a policy which avoids ethnic concentration.

The local government may wish to ameliorate its **public service** initiatives, for instance by: considering a specific recruitment strategy which ensures the ethnic background of Duisburg's public employees mirrors that of the city's inhabitants; expanding Duisburg's services which are tailored to the needs of the ethnic/cultural backgrounds of its citizens to include specific sections and times for women in sports facilities; as well as by encouraging intercultural mixing in the private labour market.

The City Council's **business and labour market** policies may benefit from: setting up an umbrella organization has been set up to promote diversity and non-discrimination in the workplace; giving priority to local companies which implement a diversity strategy when procuring its goods and services; as well as encouraging "business districts/incubators" to facilitate inhabitants from different cultures to mix more easily.

We invite Duisburg to consider building upon the city's existing **cultural and civil life** policies by: using interculturalism as a criterion when allocating grants to associations; as well as by promoting cultural organizations which 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 playgrounds; taking into consideration the ethnic/cultural backgrounds of the city's citizens more frequently when designing and managing new public spaces and libraries; reducing the areas in the city that are dominated by one ethnic group and make other inhabitants feel unwelcome.

The local City Council may wish to explore various **mediation and conflict resolution** initiatives for instance by: setting up a generalist mediation service with intercultural competences and specialized staff; providing intercultural mediation services in places such

as hospitals and in neighbourhoods; offering a state run mediation service; offering a dedicated service which deals exclusively with intercultural issues; as well as initiating a mediation service with intercultural competencies operated by an autonomous humanitarian organization.

Duisburg City Council might consider ameliorating its **language** initiatives for instance by: supporting private/civil sector institutions that offer training in migrant/minority languages; offering financial support to minority newspapers/journals and minority radio programmes; as well as supporting TV programmes that are broadcasted in other languages than the majority ethnic language.

Duisburg's intercultural **media policy** may want to consider ensuring that local media promote a positive image of migrants/minorities on a regular basis; as well as monitoring the way in which minorities are portrayed in the local media.

The local authorities may consider introducing other initiatives to promote the **intelligence competence** of its staff and officials.

The city may wish to further explore possible **welcoming** policies for instance by: expanding the different city services and agencies to include refugees, migrant workers and other newcomers to the local community; as well as greeting newcomers in the presence of the local governments officials.

The local government may wish to further explore possible **governance** policies by: establishing standards in the representation of migrant minorities in mandatory bodies which supervise schools and public bodies; as well as ensuring ethnic background of elected politicians mirrors the city's diverse population more often.