



# Izhevsk

## Intercultural Profile

April 2019

---

This report is based upon the visit of the Council of Europe's expert team on 19 and 20 February 2019 comprising Ivana d'Alessandro and Claire Rimmer.<sup>1</sup> It should be read in parallel with the Council of Europe's response to [Izhevsk's ICC Index questionnaire](#), which contains many recommendations and pointers to examples of good practice.



*The city shield of Izhevsk represents the unity of man, his production and nature and their interdependence. It was designed by Sergei Bekhterev and adopted by the City Duma in 1997.*

### 1. Introduction

Izhevsk is the capital city of the Udmurt Republic, part of the Russian Federation. At 316.6 km<sup>2</sup>, and around 1000km from Moscow, it is the 20th largest municipality in Russia and a major hub of industry, commerce, politics, culture, and education in the Volga Region.

The name Izhevsk comes from the River Izh, which flows through the Udmurt Republic as well as the neighbouring Republic of Tatarstan. In 1984 the city was renamed Ustinov after late Soviet Minister of Defence Dmitry Ustinov for a short period, but it reverted to its historical name just three years later in 1987.

There were pioneer settlements on the territory where Izhevsk now stands as early as the 5th Century, founded by Udmurts, the indigenous population of the area. Later this territory joined the Khanate of Kazan before being transferred to Bagish Yaushev by Ivan the Terrible whose family owned the land until the reign of Peter the Great.

Izhevsk itself was founded in 1760 as a small settlement near some ironworks built by Count Shuvalov and mining engineer Alexey Moskvina. Later, in 1807, a small arms factory was constructed there, which determined much of the future industrial nature of the city. Izhevsk soon became the biggest industrial centre of the region and was recognized as a city in 1918. On 10 June 1921 Izhevsk became the centre of Udmurtia. This date was later chosen as the city's official birthday. Due to the industrial and military nature of the city, Izhevsk was the biggest supplier of small weapons and aviation weaponry during

---

<sup>1</sup> <http://www.izh.ru/en/promo/2797.html>

the Second World War and went on to produce the Kalashnikov rifle, which has had a deep and lasting impact on the city. Because of its industrial and military nature, the city was closed to foreign citizens during the Soviet Period. Izhevsk is still very much an industrial centre today with building, metallurgical, electronic and chemical works. On 29 November 2011 Izhevsk was awarded the title of “City of Labour Glory” for its significant contribution to the development of the industrial potential and defensive power of the Russian Federation.<sup>2</sup>

Izhevsk has a population today of 646,000 thousand inhabitants (as of January 1, 2017). The municipality is composed of 5 districts (Industrial’nyi, Leninskii, Oktyabr’skii, Pervomaiskii and Ustinovskii)<sup>3</sup>. Representatives of more than 100 nationalities live in Izhevsk: Russians and Udmurts are the two largest groups, along with Tatars, Ukrainians, Byelorussians, Maris, Bashkirs, Chuvashes, Jews, Azerbaijanis, Uzbeks, Mordvins, Kazakhs, Armenians, Georgians, Kyrgyzs, Turkmens, Komi, Tajiks, Poles.



Figure 1: Map of Izhevsk (from city website)

In recent years the city authorities of Izhevsk have actively tried to update the image of the ‘city-factory’ and the industrial brands related with it and have come to realise that the key source of its development will be its human resources with interculturality a positive factor in that development.

According to the ‘Concept of strategic development of Izhevsk as an intercultural city’ adopted in 2017 there are several factors that have had an influence and still continue to have an impact on the current situation and urban perspectives of the city of Izhevsk, including: 1) radical change in the political and economic system in Russia after the fall of the Soviet Union; 2) the post-industrial nature of the modern economy in Izhevsk - a traditionally industrial city; 3) negative demographic trends in the Udmurt Republic; 4) the tendency of the Russian population to migrate towards the centre and big cities, particularly Moscow; 5) the load growth on Russian local authorities.

<sup>2</sup> <http://www.izh.ru/en/info/14195.html>

<sup>3</sup> <http://www.izh.ru/i/info/17428.html>

The Institute of Urban Economics ranked Izhevsk 22<sup>nd</sup> among Russian cities according to gross urban product in 2015. It ranked Izhevsk 49<sup>th</sup> among Russian cities for GDP per head of the population that same year.<sup>4</sup>

## 2.National Policy Context

The break-up of the USSR, the transformation of Russia to a market economy, ethnic conflict and wars led to large numbers of refugees and forcibly displaced people on the territory of the Russian Federation by the mid-1990s including from countries of the CIS, the Baltics but also from countries such as Afghanistan. High unemployment and instability led to an outflow of people, including highly qualified specialists. There was a significant drop in life expectancy particularly for men. From January 1992 to September 2008 Russia lost 4.7% of its population through the depopulation trends that occurred after the collapse of the Soviet Union. Since 2010, however, the population in the Russian Federation has grown by 2.4%, in part because of new forms of state support for Russian families with a second child (Maternity Capital) that were introduced in 2007<sup>5</sup>. This means that at the moment, the pace of depopulation in Russia has been constrained to a certain extent by a favourable age and gender structure resulting from the relatively high birth rates of the 1980s, and the “Maternity capital” premium. The proportion of the economically active population of the Russian Federation has grown alongside the population more generally. This situation changed in 2018 when the population of Russia as a whole decreased for the first time in ten years, although it is not yet clear whether this is a trend that will continue.<sup>6</sup>

In 2012 the President of the Russian Federation signed a Concept for Migration Policy until 2025<sup>7</sup>. The Concept included priorities such as developing the institute of asylum, fighting statelessness, and simplifying the registration system for foreign citizens. The Concept aimed to attract foreign citizens to Russia to work and to study but also included humanitarian obligations for forced migrants, enabled the integration of migrants into society, aimed to fight illegal migration and encourage the return of Russian compatriots from overseas.

The President of the Russian Federation recently signed a new Concept for Migration Policy for the period 2019-2025,<sup>8</sup> which prioritises attracting ethnic Russians and Russian speakers to return to the Russian Federation after living abroad due to ‘changing geopolitical realities’. The new concept also aims to develop less-economically developed regions of the Russian Federation. NGOs have regretted that it includes less of the humanitarian aspects of the previous concept and that the aims of the previous concept have not yet been fully realised.<sup>9</sup>

As a background to the new Concept the government has stated that in 2012 to 2017 the intensity of internal migration within the Russian Federation increased by 10%, however, the general tendency for internal migration to the Central, North-Western and South-Western regions remained. This meant

---

<sup>4</sup> [http://www.urbanecomomics.ru/research/analytics/rating\\_city\\_IUE](http://www.urbanecomomics.ru/research/analytics/rating_city_IUE)

<sup>5</sup> <https://www.mos.ru/otvet-semya-i-deti/kak-oformit-materinskiy-kapital/>

<sup>6</sup> <https://www.ppn2018.ru/novosti/naselenie-rossii-sokratilos-vpervye-za-10-let.html>

<sup>7</sup> <http://www.garant.ru/products/ipo/prime/doc/70088244/>

<sup>8</sup> <http://kremlin.ru/events/president/news/58986>

<sup>9</sup> See interview with Svetlana Gannushkina from Civic Assistance:

<https://takiedela.ru/news/2018/11/01/koncepciya-migracionnoy-politiki/>

that almost all of the potential of internal migration was concentrated on large urban agglomerations such as Moscow, St Petersburg and Krasnodar Krai. Meanwhile there are more than 2 million Russian citizens who are registered with embassies overseas and every year around 60,000 Russian citizens leave the Russian Federation to work abroad.

The Concept goes on to say that in the years 2012 to 2017 migration into the Russian Federation made up for the natural loss and became a source of additional labour for the economy. More than a million people were granted Russian citizenship, including 525,000 people in the framework of the state programme for voluntary relocation to the Russian Federation for Russian compatriots living abroad. More than one million foreign citizens live in the Russian Federation on a temporary or permanent basis. The Concept also says that a significant proportion of labour migrants to Russia are low-skilled workers, whose demand is often determined by both lower costs compared to Russian citizens and the fact that in some sectors of the economy technological development is not high enough meaning there are less jobs that require medium and highly-qualified workers.

Annually the Russian government approves quotas for foreign workers arriving in the Russian Federation. Quotas for 2019 were established by Governmental Decree of 6 December 2018 No. 1494.<sup>10</sup> The decree also gives directions as to professions. In 2019 the largest number of quotas was allocated to workers in the mining industry, construction, assembly and repair and construction works. In second place is the quota for issuing work permits for qualified workers for large and small industrial enterprises. In third place are quotas for workers for the metalworking and engineering industries.

The Russian Federation is a signatory to the Geneva Convention on Refugees and has legislation in place on forced migration, however, there are few recognised refugees today in Russia. As of 1 January 2018, according to Rosstat<sup>11</sup> there were 592 recognised refugees in the whole of the Russian Federation and just one in the Udmurt Republic. There were 125,442 people registered as having been granted temporary asylum as of 1 January 2018 in the Russian Federation, which included 294 in the Udmurt Republic. There were 13,795 people recognized as forced migrants in Russia which included 76 in the Udmurt Republic as of the same date. As the numbers of refugees and other forcibly displaced persons in the Udmurt Republic are small, it is not an issue that will be discussed in detail in this report. It was interesting to see, however, that some of the students in Izhevsk come from countries that are countries of origin of refugees including Syria, Iran and Iraq.

At the Federal level the Russian Federation has a fairly well-developed anti-extremism legislation; with anti-discrimination laws starting to take shape.<sup>12</sup>

---

<sup>10</sup> <https://migrantmedia.ru/migracionnoe-zakonodatelstvo-rf/postanovlenie-pravitelstva-n-1494-ot-6-12-2018-g-o-vydache-kvot-na-rnr-na-2019-god/>

<sup>11</sup>

[http://www.gks.ru/wps/wcm/connect/rosstat\\_main/rosstat/ru/statistics/publications/catalog/doc\\_114009603](http://www.gks.ru/wps/wcm/connect/rosstat_main/rosstat/ru/statistics/publications/catalog/doc_114009603)

<sup>12</sup> For a comprehensive summary of laws on discrimination and migration in English see: [https://civication.org/russia/government/legislation/anti-discrimination\\_legislation/](https://civication.org/russia/government/legislation/anti-discrimination_legislation/)

The Strategy for State Nationality Policy for the Period until 2025 (adopted in 2012) and its programme for implementation from 2017<sup>13</sup> also play an important role and experts noted that this policy was the basis for several of the intercultural and mediation activities in Izhevsk. The latest Strategy for State Nationality Policy for 2019 – 2021 was recently adopted.<sup>14</sup>

Finally, another important policy factor for cities including Izhevsk has been the growth of the administrative and economic role of Russian municipalities. This process is enshrined in Federal law 131 “On General principles of organization of local municipalities in the Russian Federation”, which covers the minimum of functions for municipalities as prescribed by law. According to the ‘Concept of strategic development of Izhevsk as an intercultural city’ adopted in 2017, despite the fact that the word “city” is used in Russia, cities did not develop in Russia in the same way as they have in other countries. The idea of self-government and civic responsibility, developed over centuries in other European countries, didn’t become a part of Russian mentality until recently. This means that Russian cities today are responsible for performing specific functions that were not previously typical for them and for populations that are not always active in civic affairs. This - combined with the rapid change across society after the fall of the Soviet Union - has led to challenges for many cities in Russia, including Izhevsk.

### 3. Local Diversity and Policy Context

Izhevsk formally adopted a public statement on being an Intercultural City in 2008.<sup>15</sup> As mentioned previously in 2017 the city adopted the ‘Concept of strategic development of Izhevsk as an intercultural city’ and is now working towards its implementation.

Although demographic trends in the Russian Federation as a whole have been characterized by a growth in the economically active population along with a quite considerable demographic growth, in the Udmurt Republic there has been a decrease of natural population growth (with migration loss) as well as a decrease in the rate of the economically active population, which has negatively affected the development of the whole Republic.<sup>16</sup>

One reason for this is because population growth in Russia is characterized by internal centripetal migration, i.e. migration to the centre. Overall there is a general population redistribution, called “Western drift”. Its essence lies in the fact that since the 1990s Russia's population has begun to shrink in the Central, Volga and Southern districts, while the rest of the country has started experiencing migration loss. Meanwhile the Central district has attracted the population from all the other districts. This has meant that the Volga Federal district including Izhevsk has been transformed into a place of transit.

This transit characteristic of the district has been aggravated due to a sharp decline in migration from CIS countries, which had already led to an increase in total population loss of the Volga Federal district.

---

<sup>13</sup> For a list of nationality laws and events in the Russian Federation (in Russian) see:

<http://government.ru/rugovclassifier/503/main/>

<sup>14</sup> <http://government.ru/docs/35300/>

<sup>15</sup> <http://www.izh.ru/i/info/14450.html>

<sup>16</sup> From the ‘Concept of strategic development of Izhevsk as an intercultural city document’ provided by the City of Izhevsk.

The fact that ‘outsider regions’, which include the Udmurt Republic, are subjected to a double migration pressure has an important role in centripetal migration: the populations of many regions move to the nearest large centres as well as Moscow and other big cities. This type of migration enhances the depopulation process in these regions due to the reduction of migration flows from the East of the country and CIS. In addition the most socially active people leave their native place and this means a degradation in labour resources for the area.

There have been many positive changes in Izhevsk with regards infrastructure construction, housing development, the improvement of urban areas, an improvement in the quality of social, municipal, transport and other services. However, these have not solved the key problem of the low competitiveness of the urban area. The continuing migration outflow and natural population decline demonstrate this. The issue of the outflow of human capital is not only a consequence of the problems above but it acts itself as an important negative factor which has an impact on the development of Izhevsk. Although there has been a growth in the population of late, the optimistic predictions of the Strategy of sustainable development of Izhevsk city adopted in 2001 (and according to which the population of the city was expected to reach 660 thousand people by 2010) have not come true, which was seen as a negative factor by those looking to develop Izhevsk as an intercultural city, and was one reason why stakeholders believe interculturality to be important for Izhevsk.

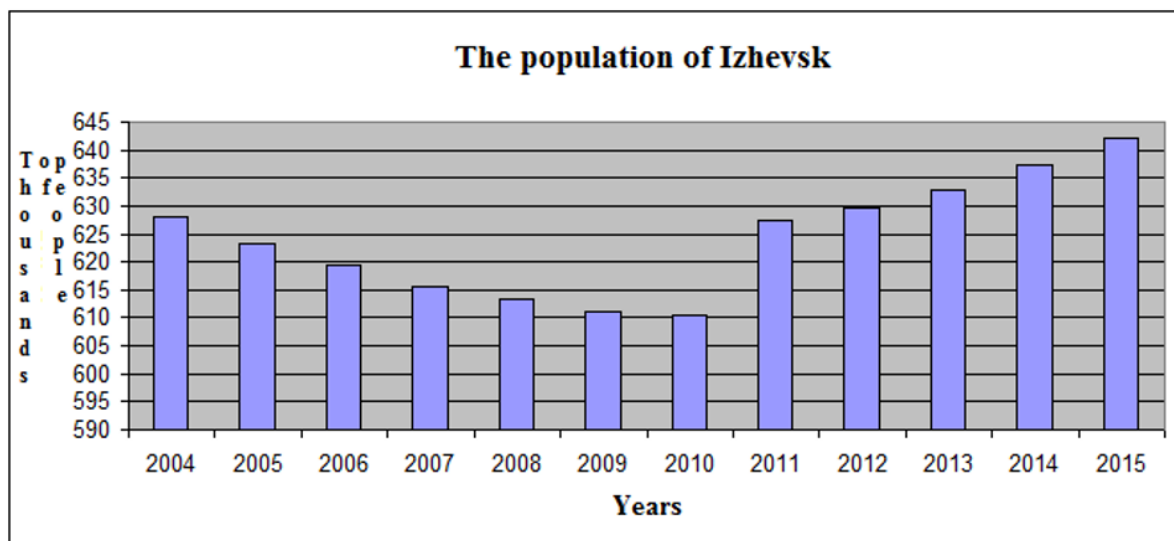


Figure 2: The population of Izhevsk (from the concept paper of strategic development of Izhevsk as an intercultural city)

The migration inflow from former Soviet republics (and Eastern regions of Russia but to a lesser extent from rural settlements of the Udmurt Republic) experienced during the 1990s have not influenced the dynamics of the population of Izhevsk. From the migration point of view, Izhevsk has become not just a transit city but a city that acts as a contributor to other municipalities which are more attractive for migration. According to Rosstat, the migration population decline of the city of Izhevsk remains quite high.

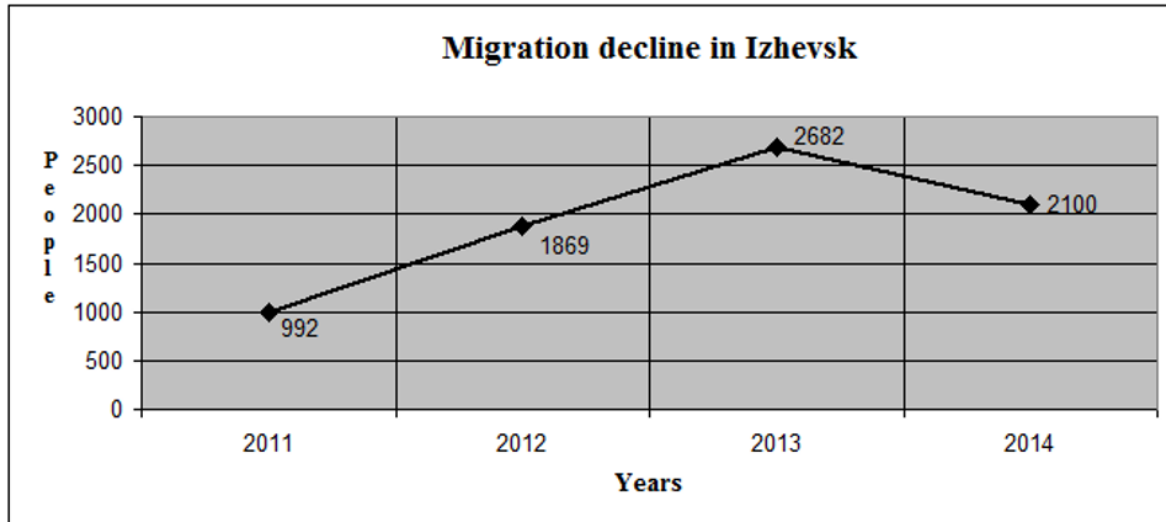


Figure 3: Migration Population of Izhevsk (from the concept paper of strategic development of Izhevsk as an intercultural city)

At a round table in Izhevsk during the experts' visit, a representative from the Ministry of Interior updated participants on the latest migration situation in Izhevsk. In 2018 20,000 foreign citizens visited Izhevsk. 80% of them were from countries of the former Soviet Union. The most popular reason for visiting the city was work, which made up around 50% of requests to visit. Tourism was the second most popular reason. 1.5 thousand people have temporary registration as foreign citizens in Izhevsk. 2,000 foreign citizens have a residence permit (*vid na zhitel'stvo*). 1,000 foreign students studied in Izhevsk in 2018 including 502 students who studied in the Udmurt State University. Around a half of those students were from Iran with others from Syria and Iraq. Relations between foreign visitors and the local population are fairly harmonious with no 'intercultural' crimes since 2016.

Despite the fact that the city was a 'closed city' until 1992 the city is very enthusiastic about the intercultural approach as a way of positively influencing its development, has a very intercultural outlook and has involved a wide range of stakeholders to develop its plans in this regard. Izhevsk has eight sister cities from China, Europe and Venezuela.

Izhevsk's approach to diversity and interculturality has both taken on board its Soviet past as well as a need to look forward to the future. For example, the Monument of Friendship of Peoples, opened in 1972, is one of the main attractions of Izhevsk. It is dedicated to Udmurtia's entry into the Russian state. The monument consists of two parallel 53-meter steles. They symbolize the two nations - Russian and Udmurt. The monument has an inscription in Udmurt and Russian: "Glory to the great friendship between Russian and Udmurt peoples." At the same time there are intercultural programmes run by young people looking to Switzerland through links with culture, new technology and film or projects that celebrate links with Finland, Estonia and Hungary and the Udmurt language.

At meetings with experts during the visit there were discussions of a steering committee to take forward the Concept of Izhevsk as an intercultural city that has been developed. This seems like a good way forward to ensure that there is someone responsible for the implementation and review of different areas of the plan. More links can also be made with many existing international days and festivals that are already being organised. One idea to raise the profile of Izhevsk's intercultural

activities, could be for local residents and organisations making exceptional efforts in encouraging interculturalism in the community to be acknowledged and honoured yearly, as Albufeira does in the framework of sports (“Gala do Desporto”<sup>17</sup>) and Arts (“Festival das Artes Infantil e Juvenil”<sup>18</sup>).

#### 4. Governance and Democratic Participation

There are several interesting examples of good practice in Izhevsk in the area of governance and democratic participation.

As part of the Mayor’s Office, there is a Consultative Council on Inter-cultural and Inter-confessional relations. The Council is made up of the Mayor of Izhevsk, along with representatives from all the different ministries, municipal areas, religious groups, ethnic and national groups and civil society. The Council meets quarterly and sets an annual activity plan. For 2019 the annual plan<sup>19</sup> includes a set of thematic questions to be discussed by the Council along with the bodies responsible for implementation. The themes are: countering extremism and intolerance, an analysis of the migration situation in Izhevsk and the cultural and social adaptation of migrants in Izhevsk; community and cultural organisations and their activities to preserve and develop different languages and cultures, cooperation on the preservation of the Udmurt language, cooperation between pre-school institutions, parents and community organisations to promote tolerance; and the confessional space in Izhevsk, relations between government institutions and different religions in Izhevsk and city policy, activities of different religious groups and organisations. The plan also includes an evaluation of activities from 2019 towards implementing the State National Strategy on Nationality Policy to 2025 and the work of the Consultation Council overall in 2019.

There is a Youth Parliament in Izhevsk to represent young people with 42 members aged 18-31. The Youth Parliament is a consultative body to the City Duma. It includes a Commission on Culture, Tourism, Nationality Policy and Security. The parliament undertook several intercultural activities in 2017 including participating in the Global Festival of Youth and Students, it ran a Tatar beauty contest and a round table with the Youth Parliament from the city of Brest in Belarus<sup>20</sup>.

The city budget process has included a “Budget for Citizens” campaign that provides information in an easy-to-understand format and enables citizens to give feedback<sup>21</sup>, which was a positive step. This is being developed further in 2019 as Izhevsk is also initiating a participatory budget as of this year. In March 2019 a training was given to specialists from local government, deputies from the City Duma, representatives of the Public Chamber, educational institutions from the city, management companies, and others. From 25 March to 5 April there will be similar seminars in each municipal region and city in the Udmurt Republic run by consultants from Bashkortostan where the participatory budget process has already been run successfully. Residents in Udmurtia and Izhevsk will have the opportunity to prepare projects to develop social infrastructure and present them to a competition commission. The projects will have to be aimed at solving problems at the local level which could include improving areas in the municipality, building new children’s areas or sports areas, renovating squares, etc.<sup>22</sup>

---

<sup>17</sup> <https://www.cm-albufeira.pt/content/gala-do-desporto-homenageou-os-melhores-atletas-de-albufeira>

<sup>18</sup> <https://www.cm-albufeira.pt/content/xvi-festival-de-artes-infantil-e-juvenil-de-albufeira>

<sup>19</sup> <http://www.izh.ru/i/info/28417.html>

<sup>20</sup> [http://www.izh.ru/res\\_ru/0\\_hfile\\_62116\\_1.pdf](http://www.izh.ru/res_ru/0_hfile_62116_1.pdf)

<sup>21</sup> [http://www.izh.ru/res\\_ru/0\\_hfile\\_60752\\_1.pdf](http://www.izh.ru/res_ru/0_hfile_60752_1.pdf)

<sup>22</sup> <http://www.izh.ru/i/promo/55592.html>



One area that Izhevsk might wish to address is to better monitor cultural diversity amongst public servants to ensure that they are representative of the people they serve. At the moment the ethnic background of public employees is not monitored to ensure it reflects the composition of the city's population and the municipality does not foresee any recruitment plan to ensure adequate diversity within its workforce, nor does it encourage diverse workforce in private sector enterprises. In part the power to make changes here is outside of the control of the municipality and requires national legislation. However, there is a need for a local conversation about why more diversity is needed in public services.

## 5. Education, Training and Sports

The education system in the Russian Federation (RF) is regulated by the Constitution of the RF (1993), the Law on Education in the Russian Federation (adopted in 2012 and enacted in 2013) and the State Programme “«Development of Education” for years 2013-2020. The state provides most education services through the Ministry of Education and Science, although regional authorities regulate some aspects of education within their jurisdictions. Under Article 43 of the Constitution of the RF<sup>23</sup>, citizens have the right to free secondary vocational education and training (VET) and higher professional education (HE) if they are working towards their degree/diploma for the first time. According to the Law on Education in the Russian Federation<sup>24</sup>, Russian citizens are entitled to education irrespective of their gender, race, ethnicity, language, origin, residence, religion, convictions, membership in public organisations, age, health, social, material and employment status and previous conviction<sup>25</sup>. According to the *Programme for International Student Assessment (PISA)*<sup>26</sup>, the Russian Federation performed consistently higher than the OECD average over the period 2006-2015 in providing equity in education, including for reducing the performance gap between boys and girls, children from different social backgrounds and immigrant students and the majority population<sup>27</sup>. Civil society organisations, however, have reported difficulties for the children of migrants and refugees to access education since an order of the Ministry of Education and Science from 2014<sup>28</sup> meant schools have asked for documentation from families to provide proof of legal stay and registration<sup>29</sup>.

Schools in the Russian Federation follow the State Nationality Policy, which for Udmurtia means creating the best conditions to ensure that all nationalities that live in Udmurtia have equal access to take part in the political, social-economic and national-cultural development of the Republic. The city is aiming to increase interest in studying the indigenous Udmurt language and literature as well as Tatar language and literature as part of its educational nationality policy<sup>30</sup>.

<sup>23</sup> <http://www.constitution.ru/>

<sup>24</sup> <http://www.rg.ru/2012/12/30/obrazovanie-dok.html>

<sup>25</sup> [https://eacea.ec.europa.eu/sites/eacea-site/files/countryfiche\\_russian\\_federation\\_2017.pdf](https://eacea.ec.europa.eu/sites/eacea-site/files/countryfiche_russian_federation_2017.pdf)

<sup>26</sup> <http://www.oecd.org/pisa/>

<sup>27</sup> <http://www.compareyourcountry.org/pisa/country/RUS>

<sup>28</sup> <https://rg.ru/2014/04/11/priem-dok.html>

<sup>29</sup> See report by Grazhdanskoe Sodeistvo from 2017 *The Universal Rights that Is Not for Everyone. Access to School Education for Refugee and Labour Migrants' Children/ Всеобщее право не для каждого. Доступ к школьному образованию для детей беженцев и трудовых мигрантов в России* (in Russian)

<http://refugee.ru/wp-content/uploads/2017/05/Doklad-o-dostupe-k-obrazovaniyu.pdf>

<sup>30</sup> <http://www.izh.ru/i/info/15474.html>

Izhevsk is the largest educational and scientific center of the Udmurt Republic. There are 214 pre-schools and 96 schools in the city. Further education institutions include 12 lycées and four gymnasiums. There are 12 specialised schools that include intensive study of specific subjects. The city also has four state universities: the Udmurt State University, the Izhevsk State Technical University named after M.T. Kalashnikov, the Izhevsk State Agricultural Academy and the Izhevsk State Medical Academy. A network of non-governmental educational establishments is being developed<sup>31</sup>.

Some schools are already fostering intercultural projects and enhancing parents' participation in the education system in Izhevsk. There are schools focusing on Russian and Udmurt languages and culture in particular. For example, during the visit to Izhevsk, experts visited Kindergarten 112 and Gymnasium 56 which had incorporated bilingual language, history, dance and culture into the curriculum as well as introducing traditional crafts and art with special classrooms, beautifully decorated with traditional artefacts. The kindergarten had worked with the Institute of Educational Development to publish its own guide for teaching Russian and Udmurt languages through movement, finger, musical and computer games for younger children<sup>32</sup>. At the gymnasium there was a wide variety of languages that could be studied including Finnish because of the links between the Udmurt and Finnish languages.

Experts also visited a mosque that both ran its own school according to the national curriculum but also provided extra-curricular lessons in the mosque for families and children that wished to learn more about Islam, the Arabic language and religious studies.

The "Dom Druzhby Narodov" (Friendship of People's House) provides rooms and facilities for nearly 30 different community groups and nationalities<sup>33</sup> including the Jewish community, the Albanian community, the Udmurt community, the Tatar community. Many groups run extracurricular activities and provided free lessons for children to learn their family's native tongue and to celebrate their national events and festivals as communities or with others.

Sport is very important in Izhevsk, which has 24 sports complexes, stadiums etc and nine sports grounds including for football, basketball, ice hockey and other sports<sup>34</sup>. A calendar for sporting events in the city shows activities nearly every day of the month<sup>35</sup>. The "Dom Druzhby Narodov" (Friendship of People's House) runs sporting events including a football tournament where different communities such as the Chechen community and Armenian community put forward their own teams. The tournament brings people from all ethnic and national backgrounds together.

The Concept of strategic development of Izhevsk as an intercultural city adopted in 2017 included several recommendations for the field of education including developing more intercultural education in schools, involving parents and children more in the process of education management, more vocational placements, encouraging learning native and foreign languages in schools, promoting intercultural ideas and undertaking a dynamic analysis of migrants' involvement within the educational process (both as students and as professionals). In general data on how migrants and people of different backgrounds use facilities could be developed more.

---

<sup>31</sup> <http://www.izh.ru/i/info/ob.html>

<sup>32</sup> Журацкий родник: Подвижные, пальчиковые, музыкальные, компьютерные игры, Ижевск 2018.

<sup>33</sup> <https://udmddn.ru/community/национально-культурные-объединения/>

<sup>34</sup> <http://www.izh.ru/i/info/sport.html>

<sup>35</sup> <http://www.izh.ru/i/info/28250.html>

## 6. Employment and business

Traditionally Izhevsk was a closed city until the fall of the Soviet Union. This meant there was little migration from outside the Soviet Union to Izhevsk until the 1990s. The economy has also been heavily biased towards industrial production, particularly of weaponry. The fall of the Soviet Union brought huge changes to the economy of Russia as a whole, as well as to the social system. It opened up Izhevsk to more interaction with the outside world, and brought challenges for an economy focused on state-subsidised heavy industry and defence. According to the Concept for the strategic development of Izhevsk as an intercultural city, Izhevsk is now involved in a transitional process to a post-industrial system, changing slowly from primarily goods production to the predominant production of services. There has been a decline in more traditional areas of economy due to the growth of the industry knowledge sector and the city has recognised the importance of the accumulation of human capital for economic growth.

During the visit experts had an opportunity to visit Kvantorium children's technology park in Izhevsk, which provides 1,200 children with an opportunity to take part in extra-curricular technological and engineering activities with the latest scientific and technical equipment. The facilities were extremely impressive as was the attitude towards learning and the centre will no doubt produce designers, scientists and entrepreneurs of the future<sup>36</sup>.

Experts heard from the Ministry of Interior of Affairs at the round table during the expert visit that although the number of foreign citizens who come to Izhevsk from abroad is not high, over 50% of foreign citizens who do come to Izhevsk, come to work. Experts also heard at the round table from the Armenian community and others, who spoke of the welcoming and tolerant nature of the city.

The city offers several services for small and medium businesses including counselling, assistance in finding a premises and sometimes financial assistance. The city also participates in the Kroc incubator for start-up businesses in tech<sup>37</sup>.

The fact that the services are accessible to all residents is certainly positive. However, full equality of opportunities may need specific needs assessment and targeted actions to fill in competence, knowledge or participation gaps.

For instance, Izhevsk could consider establishing a business umbrella organisation to promote diversity and non-discrimination in the employment as it has been very helpful in many other intercultural cities. Equally important, the municipality should foster businesses from ethnic/cultural minorities to enter in the mainstream economy and higher value-added sectors. A participatory diagnosis (as the one done by the CLIP project<sup>38</sup> in Lisbon) could help in this regard. The Entryway project<sup>39</sup>, developed in the Italian city of Reggio Emilia to mentor young migrant entrepreneurs, can be another source of practical inspiration.

---

<sup>36</sup> <http://kvant18.ru/about/>

<sup>37</sup> <https://startup.croc.ru/>

<sup>38</sup> <https://cliprd.wordpress.com/>

<sup>39</sup> <http://www.entrywayproject.eu/about/>

It is rather difficult in Russia to pursue policies of public procurement that encourage ethnic minority business. Nevertheless, Izhevsk could take local action to encourage diverse workforce and intercultural mixing in private sector enterprises, for example through developing a Charter against discrimination in enterprises or through the provision of intercultural training for company managers.

## 7. Public Space, neighbourhoods, housing and ethnic mixing

Izhevsk has affirmed that there are no neighbourhoods in which people from a minority ethnic group constitutes the majority of residents. The city does not take actions to mix citizens from different areas because, as there are no ethnically segregated neighbourhoods, it would appear that there is no need.

However, the city does celebrate a very long list of holidays and festivals from all different cultures, including at the Dom Druzhby Narodov (Friendship of the Peoples' House). This provides a central space that is available for the whole community to use, with additional space for community organisations to work. Experts during the visit saw the large hall available for conferences which was decorated to an extremely high standard, as well as the facilities for putting on shows, concerts, small meetings and performances. There are also city-wide festivals celebrating other cultures such as "Day of the Dumpling" which celebrates different types of ravioli from different cuisines around the world.

In its "Concept of strategic development of Izhevsk as an intercultural city" adopted in 2017, the city recognises that urban planning has a role to play in enabling intercultural interactions and ethnic mixing. There are plans for the transformation and development of several important areas in Izhevsk including the Central Square and the area near the monument "With Russia Forever" and the Izhevsk pond, turning them into cultural and entertainment centres.

There is also a commitment to mapping the residential areas of Izhevsk with respect to the social, demographic, economic, professional and cultural characteristics of the populations in each area, which will be useful for future policy development. There are plans for the formation of buffer zones and places within each area where representatives of different cultures can live and meet. It is also important to the city to preserve the cultural diversity in the city today as well as to renovate abandoned and spontaneous, recreational areas (beaches, ski tracks, parks, gardens, hockey rinks, football fields, sports grounds and playgrounds, etc.). There is a will to reflect the cultural diversity in the architectural appearance of the city.

## 8. Language and multilingualism

Experts were impressed during the visit at the sheer number of opportunities there were available for people to learn different languages. This included support to learn a native tongue including through the many free Saturday and Sunday school classes run by community groups at Dom Druzhby Narodov (Friendship of the Peoples' House). There were also bilingual schools in Russian and Udmurt from pre-school onwards with special curriculums devoted to bilingual education to promote the use of the Udmurt Language. One youth group was run by a poet who had combined traditional Udmurt music and rap in the Udmurt language to promote his culture and native tongue. The experts were told of many links with other countries who speak Finno-Ugric languages such as Estonia, Finland and

Hungary. This included both opportunities to study (eg Finnish at school) but also festivals celebrating the culture and exchanges between the people. There were visitors who came to visit Izhevsk and Udmurt villages every year from Finland, Estonia and Hungary and there were regular film festivals in different languages. Communities published their own newspapers in their own languages. There were radio and television programmes in Udmurt in particular. Both at regional and city level there were clear policies in place to promote Udmurt language and culture. The experts noted that attainment in this field was considerably higher than anticipated from the previous Izhevsk Intercultural Index Score so there may have been an issue in the data or the way it was interpreted. In any case Izhevsk had a great deal of good practice to share with other cities in this field.

## 9. Mediation

Although there is no official mediation service for solving inter-cultural conflict, the city supports several different activities to promote intercultural awareness and solve tensions in the community.

Under the management of the Mayor City of Izhevsk there is a Consultation Council on Internationality and Interconfessional relations. There are also frequent public debates and events. In March 2019 the city held a public seminar “Interaction between the authorities, different confessions and society” that looked at the cooperation between different stakeholders in the community to discuss the realisation of State Nationality Policy, for example. The seminar was open to the members of the public and was attended by civil society, different faith groups, ministers and officials from the city and regional authorities.

There is a great deal of cooperation between different faiths and confessions in Izhevsk, particularly the main two religions: Russian Orthodoxy and Islam. Religious communities invite each other to their events and celebrations and often play sports together. They often support each other in their endeavours. For example, at the round table during the experts’ visit, the Armenian community spoke about close relations between different religious groups and support they had received before they built their own church.

Faith groups are currently discussing a more formal interfaith consultative council to look at common problems such as burials. This would allow them to work together on common issues of concern and develop a position that could be taken forward with the city and regional authorities where relevant.

Since the opening of Izhevsk to foreign citizens there are more immigrants and forced migrants in Izhevsk, from other countries. Churches and the mosque support them and can help people adapt to their new life.

## 10. Civil Society

There are several ways that civil society is supported in Izhevsk.

There is a Public Chamber in Izhevsk that brings together civil society, deputies and members of the public. The aims of the Public chamber are to:

- Monitor the activities of the local authorities, state and municipal organisations;

- Support socially important initiatives by non-commercial organisations and the city's residents;
- Enable the development of civil society institutions in the city;
- Cooperate with the Public Chamber of the Russian Federation, the Public Chamber of the Udmurt Republic, and with public councils under the state and municipal authorities;
- Provide information and other support to public councils under the local government of the city of Izhevsk, and to non-profit organizations whose activities are aimed at the development of civil society in the city of Izhevsk<sup>40</sup>

Representatives from non-commercial organisations also participate in the activities of the Consultative Council on Internationality and Interconfessional Relations under the management of the Mayor of Izhevsk.

Dom Druzhby Narodov (the House of the Friendship of Peoples)<sup>41</sup> is the centre for much of civil society activity on intercultural issues in Izhevsk. Dom Druzhby Narodov is an impressive building that was built and is financed by the Udmurt Republic. Around 35 different community organisations<sup>42</sup> are based or hold activities there. Resources for communities include conference facilities, office space, facilities for meetings, concerts and extra-curricular lessons on language and culture. Intercultural events take place weekly if not daily including to promote learning different languages, free native tongue classes, festivals of different national dances, culture, film festivals and links with Finno-Ugric languages (of which Udmurt is one). There are currently at least nine communities that hold Saturday and Sunday school lessons for native languages that include culture and history. During the visit, experts met with the Community Centre of Jewish Culture that runs classes for children in Hebrew, teaches traditional craft, music and dances, Jewish history, publishes a newspaper and runs community days such as the day of Jewish knowledge in Izhevsk. They also share their experience with other schools.

## 11. Social services

Social services were not a focus of the visit of the experts to Izhevsk but the Concept to develop Izhevsk as an intercultural city include more resource support for intercultural projects by the non-commercial sector in the municipality; support for innovations in the sphere of social services, primarily related to the development and implementation of new information technologies; ensuring equal access of all citizens to social services; Increasing the level of education of managers and professionals in the sphere of social services; creating platforms that provide a real opportunity for disabled children and orphans to adapt within the city; and the active involvement of constituent entities in the elaboration of the development strategy of Izhevsk in general and migration policy in particular.

---

<sup>40</sup> <http://www.izh.ru/i/info/15028.html>

<sup>41</sup> <https://udmddn.ru/ddn/activity/>

<sup>42</sup>

<https://udmddn.ru/community/%D0%BD%D0%B0%D1%86%D0%B8%D0%BE%D0%BD%D0%B0%D0%BB%D1%8C%D0%BD%D0%BE-%D0%BA%D1%83%D0%BB%D1%8C%D1%82%D1%83%D1%80%D0%BD%D1%8B%D0%B5-%D0%BE%D0%B1%D1%8A%D0%B5%D0%B4%D0%B8%D0%BD%D0%B5%D0%BD%D0%B8%D1%8F/>

## 12. Culture

For a city that was closed until the early 1990s, Izhevsk has a very international outlook. It was also clear from the experts' visit that the cultural aspects of Izhevsk are as strong as its industrial and military sectors.

Over 30 international and interregional festivals take place every year in Izhevsk, some of which have been mentioned here in the report. Another example is the International Circus Art Festival<sup>43</sup> that has been held at the State Circus of the Udmurt Republic annually in March since 2008. Circus stars come to Izhevsk from all over the world. Members of the festival jury include leading circus art festivals and circus managers and producers from across the globe. There are also regular film festivals including with Switzerland, Estonia and Germany.

During the experts' visit in February 2009 the Museum of Fine Arts URMII was showing an exhibition by a Cuban artist and the Ambassador of Cuba had recently been to visit. Local cultural activists were proud of the visit and how intercultural activities had led to better relations between the two countries which may have helped relations in other areas such as trade.

Culture and the creative transformation of Izhevsk is a part of the plan to go forward for Izhevsk as an intercultural city. There are plans for the transformation of municipal cultural institutions into centres of creative projects and creative associations of citizens with priority support for the implementation of intercultural projects.

## 13. Communications

In 2017, Izhevsk achieved an excellent result in the field of media policy and it was clear in the experts' visit that this good work continues.

The city undertakes occasional actions to improve the visibility of migrants/minority in the media. For example, some radio stations air programmes in the Udmurt language. Also, in December 2016, the TV and radio company «My Udmurtiya» launched a new TV program «Анай кыл» («Mother Tongue») which is a TV-source for learning the Udmurt language. In addition to this, the channel launched a series of youth educational programs «Ethnics» dedicated to the Udmurt people. Furthermore, the city's communication department is instructed to highlight diversity as an advantage regularly and in various type of communication. The city administration works closely with the media on intercultural issues.

The Consultative Council on Inter-cultural and Inter-confessional relations under the Mayor of Izhevsk undertakes a quarterly analysis of intercultural press coverage for Izhevsk, which is available on the city's website.<sup>44</sup>

Media and communications are an integral part of the Concept of the strategic development of Izhevsk as an Intercultural City adopted in 2017. It includes recommendations such as the popularization of the idea of intercultural policy, the Intercultural cities programme and mass media projects implemented within its framework; the transformation of the main official municipal holidays in accordance with the principles of multiculturalism, turning them into an occasion and a place for

---

<sup>43</sup> <http://udmcircus.ru/icirc/info/festival.html>

<sup>44</sup> <http://www.izh.ru/i/info/21731.html>

intercultural interaction; Support systems for communication with citizens who have left the city; monitoring public opinion over intercultural issues; establishing better communication with the partners of the «Intercultural cities» program, organization and implementation of joint projects; the formation of the dynamic map of external communications of Izhevsk; the creation of specialized communication platforms (events) dedicated to the issues of multiculturalism; establishing public councils under the bodies of the municipal authority and municipal institutions as communicative platforms between the authorities and society; continuing to show positive examples of intercultural interactions in the mass media.

## 14. Conclusions and Recommendations

Since the early 1990s there have been tremendous societal changes in the Russian Federation as a whole but also in Izhevsk. Izhevsk has gone from being a city that was closed to foreigners to embracing an outward looking, intercultural approach to its development. Izhevsk was the first city in the Russian Federation to sign up as an intercultural city and has great intercultural potential in many areas and is already a source of good practice for other cities.

A strong motivation, together with the willingness to learn, is the key to keep developing and strengthening intercultural policies. The City adopted its Concept of strategic development of Izhevsk as an intercultural city in 2017. The Concept includes many strong ideas on how to further develop the intercultural profile of the city and many of the different stakeholders that the experts met during the visit had their own innovative and interesting ideas on ways forward as well as a thirst for learning more from other cities. The main issue now is to identify the best way to structure how the city develops its international profile. During the visit the city spoke of a steering committee to help ensure that the city's intercultural development progresses and is monitored and evaluated. This seems like an excellent idea to build on the progress of Izhevsk to date and is the main recommendation of the report.

The following additional recommendations are anchored in the different needs and possibilities identified in dialogue with the Municipality. They intend to be useful in future developments in the intercultural domain and vary from short-term to long-term processes. Izhevsk should aim to:

- Assign the welcoming and hospitality of migrants to an appointed officer from the Municipality, so that information can be prepared, coordinated and centralised;
- Promote internal and external awareness-raising activities or training courses, as opportunities to deepen the understanding of the intercultural potential of Izhevsk. These activities should include regular reflection moments for the teams working daily on the ground, as learning also happens by having quality time to analyse and look critically at daily work. Organising technical visits to other cities in order to learn from the practice of others is also an effective way of promoting intercultural competence;
- Ensure the new participatory budget process allows a balanced representation of Izhevsk's population, including the minority communities and, therefore, fostering the intercultural potential of such an interactive process;
- Establish a policy consultation process involving people of all kinds of ethnic/cultural background. The Lisbon experience with the "City Council for Interculturality and Citizenship"



- established in 1993 might be inspiring. This can be part of an inclusion plan with an impact evaluation, to be possibly implemented with external partners (e.g. Udmurt State University);
- Start to monitor diversity in public services and then promote a local conversation about why more diversity is needed in public services. This measure could also encourage a more balanced representation in the ethnic background of the elected politicians;
  - Launch a participatory diagnosis (as done by CLIP project in Lisbon) in order to better understand - and respond to - the needs of Izhevsk entrepreneurs;
  - Establish a business umbrella organisation to promote diversity and non-discrimination in the employment;
  - Foster businesses from ethnic/cultural minorities to enter in the mainstream economy and higher value-added sectors.
  - More links could also be made with the many existing international days and festivals that are already being organised. One idea to raise the profile of Izhevsk's intercultural activities, could be for local residents and organisations making exceptional efforts in encouraging interculturalism in the community to be acknowledged and honoured yearly.