



## Intercultural cities

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



## Melitopol: 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*), Melitopol (*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 Melitopol and provides related intercultural policy conclusions and recommendations.

### Intercultural city definition

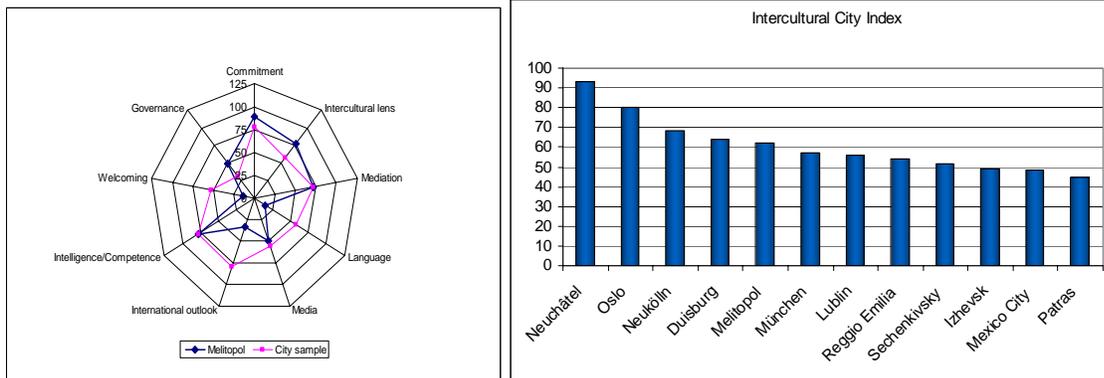
The intercultural city has people with different nationality, origin, language or religion/belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. 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, Melitopol is positioned fourth among the 12 cities in the sample in relation to the index as it stands at present.

## Melitopol - An overview

Melitopol is a city in the Ukraine. It has a population of 160,000. The majority group makes up 55% of the city's inhabitants. Non nationals make up 46% of Melitopol's population. First and second generations migrants make up 39% of the city's inhabitants. The most important non-national ethnic group is Russian (38%). 1.9% are Bulgarian, 0.92% are Tatars and 0.77% are Bielorussians. The most up-to-date GPD/capita figures for Melitopol are of \$6,800.

### 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 Melitopol's commitment policy goals is considerably higher than the city sample's. 89% of these goals were achieved, while the city sample's<sup>1</sup> rate for commitment policy is 77%.

Melitopol City Council has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The city has formally adopted a public statement. The local authorities have implemented an intercultural strategy and action plan. Melitopol has an evaluation process for its intercultural strategy. Melitopol makes clear reference to its commitment in public speeches as well as in communications. 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.

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

However, Melitopol's municipality does have an opportunity to increase its commitment to its intercultural approach. For instance, the City Council may wish to allocate a budget for the implementation of its intercultural strategy and action plan.

## **2. Education policies through an intercultural lens<sup>2</sup>**

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 Melitopol's education policy achievement rate is considerably higher (80%) than the city sample's rate (59%).

We are still unsure if the local authorities have adopted any initiatives to increase the level of ethnic cultural mixing in schools, as this question was not answered. Melitopol's education policy achievement rate may be skewed as a result.

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 ethnic background of teachers reflects the composition of the diverse population. The city promotes local schools which carry out intercultural projects.

## **3. Neighbourhood policies through an intercultural lens<sup>3</sup>**

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.

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

In none of Melitopol's neighbourhoods a vast majority<sup>4</sup> 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 groups<sup>5</sup>. The local government does encourage residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. Put simply, the local government does promote interaction between neighbourhoods.

The city may wish to further explore possible neighbourhood policy initiatives by: encouraging interaction between neighbourhoods; as well as implementing a policy which avoids ethnic concentration.

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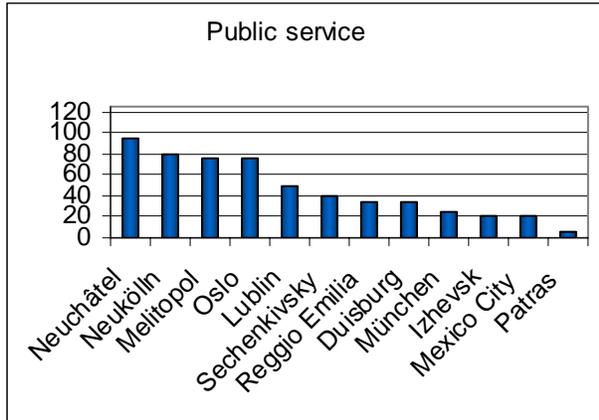
<sup>2</sup> The term "Education" refers to a formal process of learning in which some people consciously teach while others adopt the social role of learner - (ref. [http://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

<sup>3</sup> 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.

<sup>4</sup> 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.

<sup>5</sup> 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](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

#### **4. Melitopol's 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 Melitopol's public services policy achievement rate is considerably higher (75%) than the city sample's rate (46%).

The local authorities have put into practice several public service initiatives. The ethnic background of Melitopol's public employees mirrors that of the city's inhabitants. This is achieved through a specific recruitment strategy. The city provides two 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 specific sections and times for women in sports facilities. Finally, the local government encourages intercultural mixing in the private labour market.

The local government may wish to ameliorate its public service initiatives in the future, for instance by: expanding Melitopol's services which are tailored to the needs of the ethnic/cultural backgrounds of its citizens to include school meals; as well as enlarging the public sector recruitment pool to include non-Ukrainian citizens.

#### **5. Business and labour market policies through an intercultural lens**

Melitopol's business and labour market policy indicators are considerably higher than the city sample's: 60% of these goals were achieved, while the city sample's rate for business and labour market policy is 39%.

The municipality has adopted the following best practice recommendations in its business and labour market initiatives. An umbrella organization has been set up to promote diversity and non-discrimination in the workplace. Melitopol encourages ethnic/cultural minorities businesses to move beyond localized economies to enter into the mainstream and higher value added sectors. The local City Council does encourage business districts/incubators to facilitate inhabitants from different cultures to mix more easily.

The City Council's business and labour market policies may benefit from: giving priority to local companies which implement a diversity strategy when procuring its goods and services; as well as signing a charter which outlaws discrimination in employment.

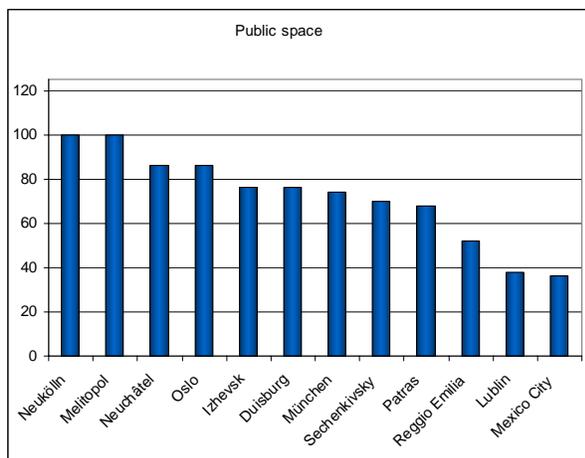
## **6. Cultural and civil life policies through an intercultural lens**

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.

Melitopol's cultural and civil life policy goal achievement rate is considerably higher (85%) than the city sample's rate (78%).

Melitopol City Council has implemented the following policies in cultural and civil life. The local government does use interculturalism as a criterion when allocating grants to associations. 10% of all grants go to associations and initiatives based on the interculturalism criterion. The municipality organizes events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix. Cultural organizations which deal with diversity and intercultural relations in their productions are also promoted. Melitopol's local government also organizes public debates and campaigns around the topics of diversity and living together.

## **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 Melitopol's public space policy goals is considerably higher than the sample city's: 100% 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 designing and managing new public spaces and libraries, the local authorities take into consideration the ethnic/cultural backgrounds of the city's citizens. For instance, when the local authorities designed and renovated parks they took into consideration the ethnic/ cultural background of the city's citizens. When reconstructing an area, Melitopol's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse

inhabitants. They did so, for example, when reconstructing new buildings and public parks. According to the answer given in the survey, there are no areas in the city which have a reputation of being “dangerous”. None of the areas in the city are dominated by one ethnic group and make other inhabitants feel unwelcome.

### **8. Mediation and conflict resolution policies**

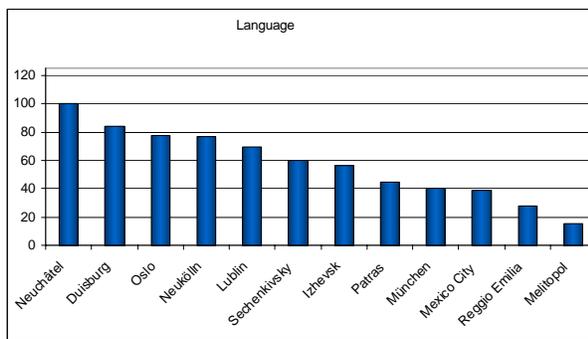
The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

The analysis shows that Melitopol’s mediation and conflict resolution policy achievement rate is the same as (71%) the city sample’s rate (71%).

The municipality's high mediation and conflict resolution policy goals achievement rate can be attributed to Melitopol's proactive mediation policies. The city has set up an organization which deals specifically with inter-religious relations. The local government also provides mediation services in places such in the city's administration. The local City Council has set up a generalist mediation service with intercultural competences and specialized staff.

The local City Council may wish to explore various mediation and conflict resolution initiatives for instance by: offering a dedicated service which deals exclusively with intercultural issues; initiating a mediation service with intercultural competences which is run by an autonomous humanitarian organization; building upon the city’s existing mediation services in places such as hospitals, in neighbourhoods, and on the streets; as well as initiating a state-run mediation service.

### **9. Language<sup>6</sup>**



Melitopol’s language policy achievement rate is considerably lower (15%) than the city sample’s rate (57%).

We are unsure whether the local government encourages projects which give a positive image to minority/migrant languages, as this question remained unanswered. These initiatives may comprise a day devoted to migrant languages, readings, poetry evening as well as multi-lingual cultural events. Melitopol’s language policy achievement rate may be slightly skewed as a result.

<sup>6</sup> 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](http://higherred.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

Melitopol has implemented a language policy initiative which is part of the index. This consists in all of the city's citizens being eligible to receive training in immigrant/minority languages.

The local City Council might consider ameliorating its language initiatives, for instance by: providing specific language training in the official languages for hard-to-reach groups<sup>7</sup>; teaching of migrant/minority languages as part of the national school curriculum; offering migrant/minority language courses as a mother tongue for foreign children only; 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**

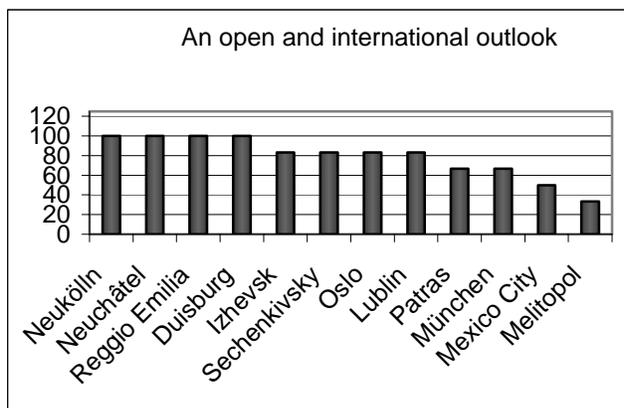
The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local municipalities can influence and partner with local media agencies to achieve a climate of public opinion more conducive to intercultural relations.

50% of Melitopol's media policy goals was achieved, while the city sample's achievement 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. The local government also monitors the way in which minorities are portrayed in the local media

Melitopol's intercultural media policy may want to consider: ensuring that local media promote a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns; as well as providing advocacy/media training/mentorships for journalists from minority backgrounds.

**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.

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

Melitopol's international outlook policy indicators are drastically lower (33%) than the city sample's (79%).

The municipality has implemented various international outlook policy instruments. Melitopol's City Council provides support to local universities in order to attract foreign students. The local government has initiated projects and policies to encourage co-development with Melitopol's migrant groups' countries of origin.

The city may wish to further explore possible international outlook policies, for instance by: adopting a specific policy that encourages international co-operation; allocating a specific financial provision for this policy; setting up an agency which monitors and develops the city's openness to international connections; as well ensuring that foreign student populations participate in the city's daily life.

## **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 Melitopol's intelligence competence policy goals is the same as the city sample's: 78% of these goals were achieved in both cases.

Melitopol City Council was able to respond positively to all the questions regarding intelligence competence. 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 finally promotes the intelligence competences of its officials and staff through interdisciplinary seminars and information networks.

We invite Melitopol to consider building upon the city's existing intelligence competence policies by promoting intercultural competence amongst staff and officials through training courses.

## **13. Welcoming policies**

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

Melitopol's welcoming policy goal achievement rate is considerably lower (13%) than the city sample's attainment rate (53%).

We are unsure whether the local government greets newcomers in the presence of the local government's officials, as this question remained unanswered. Melitopol's welcoming policy achievement rate may be slightly skewed as a result.

Melitopol's municipality has implemented one welcoming initiative. 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; publishing a comprehensive package of information and support for newly arrived residents; as well as creating a designated agency to welcome newcomers.

#### **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.

50% of Melitopol's governance policy was achieved, while the city sample's rate for these goals is 31%.

Melitopol's local authority has implemented several good governance policies. Newcomers are eligible to vote in local election immediately. 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.

#### **15. Conclusions**

Melitopol City Council **commitment** is considerably higher than that of the city sample. The local government's strengths are: adopting a public statement; implementing an evaluation process for its intercultural strategy/action plan; making clear reference to Melitopol 's commitment in the city's speeches and communication; 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; as well as launching an official webpage.

Melitopol City Council has introduced several best practice recommendation in its **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; as well as promoting local schools to carry out intercultural projects.

The city has introduced one **neighbourhoods** initiative, namely promoting interaction between neighbourhoods.

The local administration has initiated various **public service** initiatives including: ensuring the ethnic background of public employees mirrors the diverse city's population; implementing a recruitment strategy to ensure this; providing services appropriate for all citizens from different ethnic cultural backgrounds including funeral/burial, women-only sections or times in sport facilities; as well as encouraging intercultural mixing in the private sector labour market.

The city has introduced numerous initiatives in the **business and labour market**, including: setting up an umbrella organization which promotes diversity and non discrimination in the workplace; encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors;

as well as encouraging business district/incubators to facilitate mixing between different cultures.

The municipality has implemented various policies in **cultural and civic life** comprising: using interculturalism as a criterion when allocating grants to associations and initiatives; organizing events and activities in the field of arts, culture and sport to encourage cultural mixing between inhabitants; promoting cultural organizations to deal with diversity and intercultural relations in their productions; as well as organizing public debates and campaigns on diversity and living together.

Melitopol's **public spaces** policy includes: encouraging intercultural mixing in public libraries, museums, playgrounds, squares; taking into consideration the ethnic/cultural backgrounds of its citizens when designing and managing new public buildings or spaces; proposing different forms and places of consultation to reach out to its diverse inhabitants when reconstructing an area; and having no areas in the city which are reputed as "dangerous".

Melitopol 's City Council has also adopted several best practice recommendation in **mediation and conflict resolution**, including: offering a dedicated service which deals exclusively with inter-religious relations; providing intercultural mediation services in the city administration; as well as setting up a generalist mediation service with intercultural competences and specialized staff.

Melitopol City Council has also adopted a best practice recommendation in **languages**. **This consists in** ensuring all of the city's citizens are eligible to receive training in immigrant/minority languages.

The local government has introduced one **media initiative, namely** instructing the city's information services to promote harmonious intercultural relations.

Melitopol has initiated several **international outlook** initiatives comprising: encouraging universities that attract foreign students; as well as developing projects and policies for economic relations with its migrant population's countries of origin.

Melitopol 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 intelligence competence amongst staff and officials through interdisciplinary seminars and information networks.

Melitopol has initiated one **welcoming** initiative, namely setting up different city services and agencies which provide welcome support for refugees.

The local authority has implemented the following good practice recommendations pertaining to **governance** : guaranteeing newcomers right to vote in local elections; as well as setting up an independent political body to represent all ethnic minorities living in the city.

## **16. Recommendations**

Melitopol's municipality does have an opportunity to increase its **commitment** to its intercultural approach. For instance, the City Council may wish to allocate a budget for the implementation of its intercultural strategy and action plan.

The city may wish to further explore possible **neighbourhood** policy objectives by: encouraging interaction between neighbourhoods; as well as implementing a policy which avoids ethnic concentration.

The local government may wish to ameliorate its **public service** initiatives in the future, for instance by: expanding Melitopol's services which are tailored to the needs of the ethnic/cultural backgrounds of its citizens to include school meals; as well as enlarging the public sector recruitment pool to include non-Ukrainian citizens.

The City Council's **business and labour market** policies may benefit from: giving priority to local companies which implement a diversity strategy when procuring its goods and services; as well as signing a charter which outlaws discrimination in employment.

The local City Council may wish to explore various **mediation and conflict resolution** initiatives for instance by: offering a dedicated service which deals exclusively with intercultural issues; initiating a mediation service with intercultural competences which is run by an autonomous humanitarian organization; building upon the city's existing mediation services in places such as hospitals, as well as in neighbourhoods, on the streets; as well as initiating a state run mediation service.

The local City Council might consider ameliorating its **language** initiatives for instance by: providing specific language training in the official languages for hard-to-reach groups; teaching of migrant/minority languages as part of the national school curriculum; offering migrant/minority language courses as a mother tongue for foreign children only; 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.

Melitopol's intercultural **media** policy may want to consider ensuring that: local media promote a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns; as well as providing advocacy/media training/mentorships for journalists from minority backgrounds.

The city may wish to further explore possible **international outlook** policies for instance by: adopting a specific policy that encourages international co-operation; allocating a specific financial provision for this policy; setting up an agency which monitors and develops the city's openness to international connections; as well as ensuring that foreign student populations participate in the city's daily life.

We invite Melitopol to consider building upon the city's existing intelligence **competence** policies by promoting intelligence competence amongst staff and officials through training courses.

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; publishing a comprehensive package of

information and support for newly arrived residents; as well as creating a designated agency to welcome newcomers.

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.