

# Neukölln: Results of the Intercultural Cities Index

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A comparison between 29 cities

## Introduction

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

As of today 29 cities have undergone their intercultural policies analysis using the Intercultural City Index: Amadora (*Portugal*), Barcelona (*Spain*), Coopenhagen (*Denmark*), Donostia-San Sebastian<sup>1</sup> (*Spain*), Dublin (*Ireland*), Duisburg (*Germany*), Geneva (*Switzerland*), Izhevsk (*Udmart Republic, Russia*), Limassol (*Cyprus*), Lisbon (*Portugal*, the London borough of Lewisham (*United Kingdom*), Lublin (*Poland*), Melitopol (*Ukraine*), Mexico City (*Mexico*), Montreal (*Canada*), Munich (*Germany*), Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Oslo (*Norway*), Patras (*Greece*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Rijeka (*Croatia*), Sechenivsky (*District of Kyiv, Ukraine*), Subotica (*Serbia*) Tilburg (*The Netherlands*), Turnhout (*Belgium*), Vasteras (*Sweden*) and Zurich (*Switzerland*).

This document presents the results of the Intercultural City Index analysis for the city of Neukölln 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

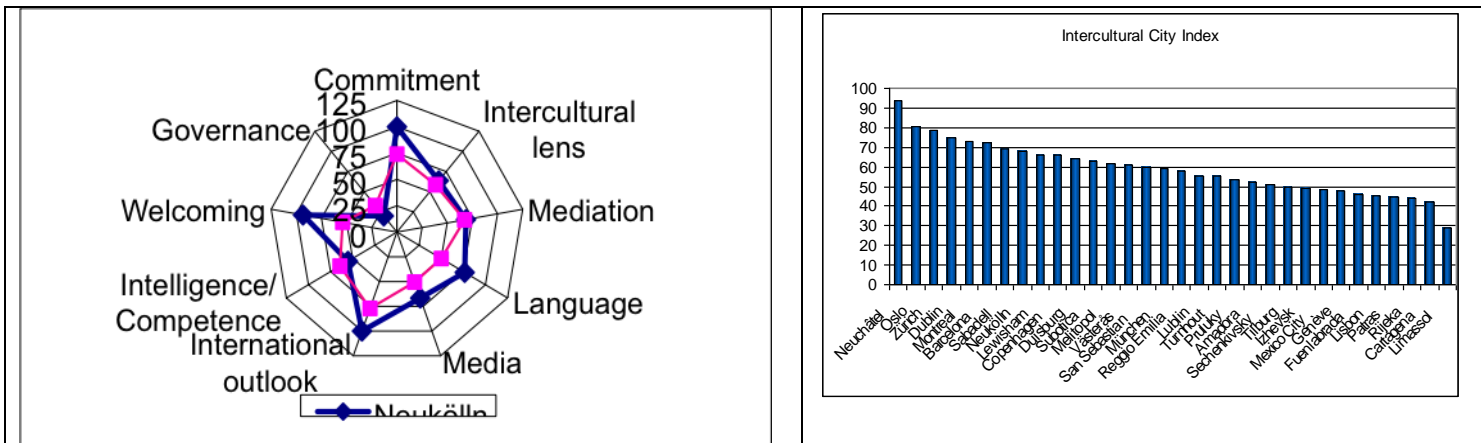
The Intercultural City Index analysis is based on a questionnaire involving 66 questions grouped in 14 indicators with three distinct types of data. Indicators have

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<sup>1</sup> The Spanish city of Donostia-San Sebastian hereinafter referred to as San Sebastian

been weighed for relative importance. For each indicator, the participating cities can reach up to 100 points (which are consolidated for the general ICC Index). These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of these indicators - education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces are grouped in a composite indicator called “urban policies through the intercultural lens” or simply “intercultural lens”.

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



According to the overall Index results, Neukölln is positioned eighth among the 29 cities in the sample in relation to the index as it stands at present.

## **Neukölln-An Overview**

Neukölln is the most diverse district of the German capital Berlin. Of its 305,000 inhabitants 67,500 originate from 160 countries (and do not hold German nationality). The most important ethnic group- people from Germany-make up 61% of Neukölln's inhabitants. Non-nationals make up 1% of Neukölln's total inhabitants. First and second -generation migrants make up 39% of Neukölln's population. The largest minority group- people from Turkey-make up 13% of the district's population. It is followed by people from: Poland who represent 2.23% of Neukölln's total inhabitants; Serbia (1.87%) and Bosnia (0.62%). The latest GDP/per capita figures are of € 22,510.

### **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 Neukölln's commitment policy goals is considerably higher (and indeed at the top rate) than the city sample's<sup>2</sup>: 00% of these goals were achieved, while the city sample's rate for commitment policy is 74%.

Neukölln has adopted a number of initiatives which demonstrate its commitment to the intercultural approach. The city council<sup>3</sup> has formally adopted a public statement in favour of diversity, peace and co-existence. For instance, Neukölln was awarded by the German Federal Government the title "Place of Diversity" and with this it sends a message against right-wing extremism and for diversity and tolerance. The place name sign-"Neukölln-Place of Diversity" is set up visibly on the square in front of the underground station "Britz-Sud". The local government<sup>4</sup> has designed an intercultural strategy and has developed an action plan to put it in practice. It has allocated a budget for the implementation of its intercultural strategy and action plan. The city council also has an evaluation process for its intercultural strategy. It has launched an official webpage for diversity and interculturality. Neukölln 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.

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<sup>2</sup> The term "city sample" refers to the weighted average of the 29 cities included in the Index at this moment in each of the fourteen areas of intercultural governance.

<sup>3</sup> The term "city council" refers to the administration of the district (Bezirk) of Neukölln

<sup>4</sup> The term "local government" refers to the administration of the district (Bezirk) of Neukölln

## **2. Education<sup>5</sup> 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 Neukölln's education policy achievement rate is lower (60%) than the city sample's rate (65%). It cannot be over-emphasised how profound is the belief of Neukölln officials in the transformation potential of education. 75% of people of migrant background leave school without a qualification. Many of the projects in Neukölln are part of an inter-locking system designed to feed children almost from birth into an appreciation of learning and achievement. For example, Campus Rütli, is a bold attempt to reinvent the whole concept of what a German school should be. This is now being observed closely as a national example of good practice.

In none of the local primary schools almost all pupils do come from the same ethnic background. Neukölln's schools involve parents from migrant/minority backgrounds in daily school life. For instance, schools encourage parents to represent their interests in parent meetings and the "school parliament". Neukölln also promotes local schools which carry out intercultural projects.

The Rutli School in Neukölln ensures that the ethnic background of teachers mirrors the diverse population. The school is trying to win back pupils who are allegedly unwilling to learn, offering them certain subjects in their mother tongue (either Turkish or Arabic) with mother tongue teachers. This initiative has had a big success among parents, because for the first time they felt accepted in their cultural identity and national language. In turn this generated a more positive approach towards the German school, with which they can now identify more easily. Neukölln might consider ameliorating its intercultural education approach by ensuring that the ethnic background of teachers mirrors the diverse population in a larger proportion of local schools. The Roma Education Centre in the city of Subotica (Serbia) may provide a source of learning in this area. This centre has pressed for the training of Roma teachers and non-teaching assistants and for their employment in local schools and kindergartens.

Neukölln might consider improving its intercultural education approach by increasing ethnic/cultural mixing in the city's schools. An interesting example of such an initiative has been put into practice by the British city of Bradford. Here, the education authority found that in some neighbourhoods schools were increasingly polarised into becoming all white or all non-white. This was allowing little opportunity for children to learn more about each other. A process of linking between over 70 local schools has now lead to much closer cooperation and joint working

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<sup>5</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))

between staff and pupils. Pupils have on average made 2.6 new cross cultural friendships since the project began.

### **3. Neighbourhood policies through an intercultural lens**<sup>6</sup>

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

Neukölln’s neighbourhood policy indicators are lower (55%) than the city sample’s rate (61%).

In 38% of Neukölln’s neighbourhoods a vast majority<sup>7</sup> of residents comes from the same ethnic background. In a few of the city’s neighbourhoods a vast majority of inhabitants come from minority ethnic groups<sup>8</sup>.

Neukölln encourages residents from one neighbourhood to meet and interact with residents from another from different ethnic/cultural backgrounds. The city also promotes interaction within neighbourhoods.

Neukölln may wish to consider launching a policy which avoids ethnic concentration. The following example provided by the city of Zurich may be a source of inspiration and learning for the future. Here, a large proportion of the city’s inhabitants live in rented accommodation. 25% of the rented flats are provided by the city or through housing associations which have implemented an allocation policy. The city’s allocation scheme includes achieving a “good mix” between different social groups as one of the initiatives criteria.

A similar initiative has been launched by Barcelona. In this Spanish city, a single public housing policy for everyone contributes to fostering integration and promoting social cohesion in the neighbourhoods. This practice avoids territorial segregation of the city’s communities. Barcelona also intervenes in the city’s neighbourhoods where there is a higher proportion of inhabitants of migrant/minority origin to foster interaction, thus avoiding ethnic concentration.

The Portuguese city of Amadora has also put into practice a policy which avoids ethnic concentration. Here, the project “Oportunidade Geracao” focuses on children and young descendents of immigrants to empower them in community projects in

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<sup>6</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 on average.

<sup>7</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>8</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))

disadvantaged neighbourhoods. It was awarded the prize of distinction for best practices in municipal areas of immigrant integration by the Platform on Policies for Reception and Integration of Immigrants in the European Year of Intercultural Dialogue.

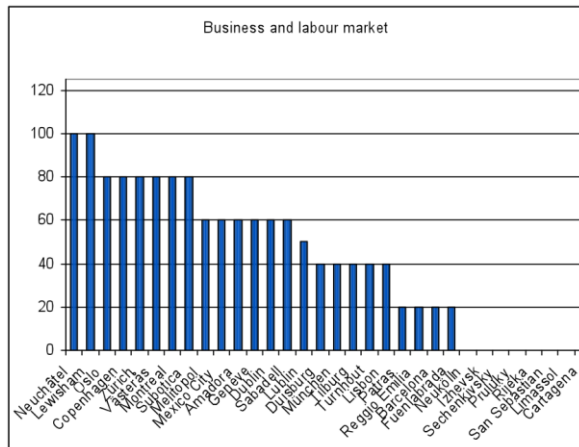
#### **4. Public service policies through an intercultural lens**

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

The analysis shows that Neukölln’s public services policy achievement rate is much higher (80%) than the city sample’s rate (43%).

According to the answers provided in the survey, the ethnic background of public employees does not reflect the composition of the city's population. Nevertheless the city has adopted a large number of policies in the field of public services. Currently 35% of students in the districts vocational training office are of migrant background. However, Neukölln has put into practice a specific recruitment strategy to change this situation. It offers these students training prior to working in the district’s vocational training office as well as during their period of employment. In addition, whenever possible, Neukölln seeks to attract candidates from migrant/minority backgrounds to fill new vacancies in the city’s administration. Non-nationals can seek employment in the local public administration. The city also encourages intercultural mixing in the private sector labour market. Neukölln provides all of the services listed in the Intercultural Cities index which are tailored to the needs of the ethnic/cultural background of its citizens: it offers funeral/burial services, school meals as well as women only sections and times in sports facilities in response to culturally-based requests. Neukölln’s City Council Department for Social Affairs and Housing works together with the migration service of Caritas (a social welfare institution of the Catholic Church in Germany) which offer cultural-sensitive care for senior citizens. In this particular case, the staff of the service for senior citizens was familiarized with culture sensitive services for senior citizens in the framework of information and sensitisation events. An important issue was to attract migrants for voluntary participation in the social committees. Finally, the city offers counselling services for elderly migrants whose level of German language proficiency is insufficient to complete forms.

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



Neukölln’s business and labour market policy indicators are significantly lower than the city sample’s: 0% of these goals were achieved, while the city sample’s rate for business and labour market policy is 43%.

There are many signs that actors in the district have already realised the potential in “ethnic business”. Polish, African and Turkish migrants’ communities consciously promote entrepreneurship with some interesting results. Migrants create already more businesses than ethnic Germans but these enterprises are generally small and fragile. In general they concern two important categories of workmen: the small craftsmen and the independent contractors. Community networks as well as the city council are providing services to further develop the economy amongst migrants. Neukölln could consider encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors. An interesting example of such an initiative has been put into practice by the French city of Lyon. Here, “Place du Pont” and its environment in the Guillotiere district are famous for their “ethnic trade” not only in regional, but also in global business networks.

Neukölln may benefit from encouraging the creation of a business umbrella organization which promotes diversity and non-discrimination in the workplace. An example of setting up such an organization comes from the London Borough of Lewisham. Here the Chamber of Commerce has recently agreed with Lewisham to work on increasing their membership and particularly Black and Minority Ethnic Group (BME) representation. In Lewisham the Regeneration and Community Strategies promote cohesion through the benefits of a diverse and representative SME base. Current figures show that 70% of people attending pre-start business training are from BME communities.

Neukölln s business and labour market policies may benefit from the district signing a charter which outlaws discrimination in employment. The French city of Lyon has put into practice such an initiative. Here, various bodies are working to promote diversity. The city council has adopted a Diversity Charter to combat recruitment discrimination

in its own departments and to encourage local businesses to do the same. A group on urban equality initiatives (Groupe d'initiatives pour l'égalité dans la ville, GIPEV) unites the council's own department on this priority. This approach consists in championing cultural diversity on the grounds of rights and equal opportunities in the national republican tradition.

Neukölln may also wish to build upon its business and labour market initiatives by prioritising companies which implement a diversity strategy when procuring their goods and services. The city of Amsterdam (the Netherlands) may provide a source of learning and inspiration in this area<sup>9</sup>. Here, "Social Return on Investment", which is designed to include social obligations in public contracts, started as a pilot project in 2007 in Amsterdam's South East District. In particular, contractors are asked to use the money generated by the contract to offer employment opportunities to people who are excluded from the labour market, including migrants.

A similar initiative has been launched by the London borough of Lewisham (United Kingdom). If a company does not implement a diversity strategy, Lewisham supports it through the Business Advisory Service to implement one.

We invite Neukölln to consider encouraging "business districts/incubators" to facilitate inhabitants from different cultures to mix more easily. An interesting example of such an initiative has been put into practice by the Ukrainian city of Melitopol. Here an "Intercultural business centre" has been selected as one of the city's three flagship projects. It will be located in the former Palace of Culture and there is high demand from its prospective tenants already.

A similar initiative has been launched by the Portuguese city of Amadora. The programme "Amadora Empreende" provides information and raises awareness of the challenges and opportunities faced in education, training and employment. This project unites the city's schools and businesses. For three days companies promote their services, projects and best practices as well as announcing job opportunities, accepting curriculum vitae's and spontaneous applications by interested candidates.

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

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

Neukölln's cultural and civil life policy goal achievement rate is higher (88%) than the city sample's rate (78%).

Neukölln has implemented the following policies in this area. It does use interculturalism as a criterion when allocating grants to associations. Neukölln also organises events and activities in the fields of arts, culture and sport to encourage inhabitants from different ethnic groups to mix. For instance, Mitmachzirkus Neukölln is a traditional family circus which has been reinvented to give

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<sup>9</sup> This particular example comes from: Integrating cities DIVE: "Cities accommodating Diversity; Find Recommendations from the peer review project "Diversity and Equality in European Cities"



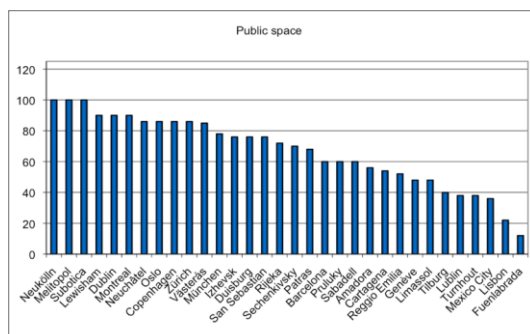
schoolchildren of disadvantaged background the opportunity to train intensively in new skills. It creates for them and their parents, possibly for the first time in their lives, a real sense of achievement. It also allows inhabitants from different ethnic groups to mix.

We invite Neukölln to consider building upon its cultural and civil life practices for example by organising public debates and campaigns around the topics of diversity and living together more frequently. An interesting example of an initiative in this area has been put into practice by the Swiss canton of Neuchâtel. The canton in 2006 launched the project “Neuchatoi”, this title being a contraction of ‘Neuchâtel à toi’ (‘your Neuchâtel’), a play on the city’s name. The Working Party Integration of Foreigners (Communauté de travail pour l’intégration des étrangers, CTIE), which organised the project, was trying to promote better mutual understanding among Swiss citizens and foreigners. It involved a series of canton-wide debates on various aspects of Neuchâtel identity, theatre performances, film screenings, gastronomic events, radio and television broadcasts amongst many other events. 250,000 people attended these various events. The project’s different dates, places and form of activity were on offer to attract the broadest possible audience.

A similar initiative has been put into practice by the Italian city of Reggio Emilia. The Mondinpiazza festival is an intercultural weekend that unfolds in the city’s streets. It is organized in collaboration with associations of foreigners, municipal services, as well as foreign and local artists. Theatre, cinema, performances, music tales during the weekend, preceded by several public debates and conventions held the days prior to the weekend.

We invite Neukölln to consider building upon its cultural and civil life practices, also by further promoting cultural organizations which deal with diversity and intercultural relations in their productions. In this area it could consider an initiative put into practice by the Portuguese city of Amadora. A production called “A Porta Cigana” is jointly promoted by the Municipality of Amadora and the association Acidi 13. It aims at educating citizens about the city’s various minority groups’ cultures, as well as promoting a more positive image of Roma communities.

## **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 Neukölln's public space policy goals is much higher than the sample city's and indeed reaches the top score: 100% of these goals were achieved, while the sample city rate for public space policy is 67%.

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

Neukölln has implemented several public spaces policy instruments. The local government promotes intercultural mixing in public libraries, museums, squares, playgrounds and in places of worship. When designing and managing new public buildings or spaces, the city takes into consideration the ethnic/cultural backgrounds of its citizens. For instance, Action! Karl-Marx-Straße – 'Young, Colourful, Successful' is an ambitious €10 million urban regeneration programme for the main street in the borough. Whilst Karl-Marx-Straße is the buzzing heart of Neukölln with not only the Town Hall but also the ethnic retail economy, it currently feels tired and dowdy and dominated by the motor car. Neukölln has the chance to be the first place in Germany to redesign a city centre in a way that acknowledges cultural diversity.

When reconstructing an area, Neukölln's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse population. For instance, the city invites inhabitants, migrant associations and non-governmental organizations to the consultation process prior to reconstructing an area.

Neukölln may wish to promote intercultural mixing in the city's markets. A useful example of such an initiative has been jointly put into practice by the Vienna Chamber of Commerce and the city council. Ottakring is a neighbourhood on the outskirts of Vienna, with more than 50 nationalities including Pakistanis, Turks, Maghrebians, and Egyptians, who make up 36% of the total population of 8,000. During the late 90's the once popular historic market of Brunnengasse faced a chronic decrease in visitors. Most of the bordering ground floor premises also became vacant and were used for storage or occupied by industries with no relation to the market, such as betting shops. In response, the Vienna Chamber of Commerce and city council decided to allocate all empty shops to artists rent free. Dozens of artists blended into the life of the neighbourhood and ran numerous projects in association with local shopkeepers and residents, ranging from providing services (sign painting etc) to innovative and unusual projects.

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

The 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 Neukölln's mediation and conflict resolution policy achievement rate is slightly higher (69%) than the city sample's rate (67%).

There is little to suggest that Neukölln is a place with immediate inter-ethnic tensions. However, there is great concern that violence is becoming increasingly prevalent particularly amongst young people and this might – if not handled well – also develop an ethnic complexion. The work being undertaken to address this is impressive, for example the opening of a neighbourhood mediation centre in Richardplatz.

Neukölln has introduced a mediation and conflict resolution policy practice. The city provides mediation services in places such as in the city's administration, as well as in neighbourhoods and on the streets. For instance, the theatre project 'Good daughters – good sons' was designed to get young people to understand how conflicts can start. Neukölln also has a group of 12 specialized police officers which intervene when serious conflicts arise. Finally, the city has set up an organization which deals specifically with inter-religious relations.

## **9. Language**<sup>10</sup>

Neukölln's language policy achievement rate is much higher (77%) than the city sample's rate (50%).

Language is a high priority and receives a high level of resource. All the city's citizens are eligible to receive training in immigrant/minority languages. The city provides specific language training in the official languages for hard-to-reach groups<sup>11</sup>. For instance, The Otto-Suhr adult education college is one of the largest providers of German as a second language in the whole country. This is only one of many initiatives taken by the council to ensure that migrants do not fall out of German society for lack of language skills. The aim is that no resident should have to travel more than 10 minutes to find language training in the district and would appear that this is being achieved. Neukölln also supports private/civil sector institutions which offer language training in migrant/minority languages.

The city also offers teaching in immigrant/minority languages to migrant children as part of the school curriculum. It also offers teaching in immigrant/minority languages to migrant children specifically. Finally, Neukölln provides financial support to minority radio programmes.

Neukölln could consider further encouraging projects which give a positive image to minority/migrant languages. It may wish to take note of an interesting initiative developed by Barcelona (Spain). This city has done so by offering financial support to events and activities as those organised by La Diaspora, Festival Asia, and Festival de Cine Peruana.

Another useful example comes from the Danish city of Copenhagen. The city's libraries host various events for minority groups including reading, discussions on foreign literature, poetry competitions and movie screenings. These events take place

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<sup>10</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://highered.mcgraw-hill.com/sites/0072435569/student\\_view0/glossary.html](http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html))

<sup>11</sup> The term makes specific reference to non-working mothers, the unemployed, as well as retired people

in various minority languages and aim at promoting harmonious intercultural relations.

## **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.

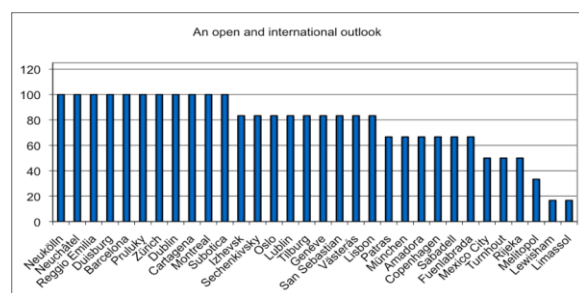
67% of Neukölln’s media policy goals were achieved while the city sample’s attainment rate for these goals is 51%.

Neukölln promotes a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns. It city instructs its information services to promote harmonious intercultural relations.

Neukölln may wish to further explore possible media policies, for instance, by providing advocacy/media training/mentorships for journalists from minority backgrounds. An interesting example of such an initiative has been implemented by Oslo city council. Among journalists, editors, and media researchers operating in Oslo, there is now a growing awareness about the role of the media in promoting cohesion and presenting news in a responsible and intercultural way. This has resulted in a stronger focus on the recruitment of journalists with ethnic minority background.

Neukölln may also wish to monitor the way in which minorities are portrayed in the local media. The Spanish city of Barcelona may provide a useful example in this respect. Barcelona has launched a website, in collaboration with 60 city organizations, to combat clichés and stereotypes about cultural diversity. False stereotypes and rumours, such as immigrants abusing public spaces or not paying taxes, are just some of the perceptions the city council wishes to eliminate through its programme to fight cultural diversity stereotypes. The programme, which comes under the Barcelona Intercultural Plan, envisages creating an anti-rumours website along with a first of its kind Anti-Rumors Manual featuring useful data and information to debunk these ideas. The website will publicize awareness-raising material, organize participatory activities for people to reflect on the concepts of rumours and stereotypes and analyse how the media treat cultural diversity.

## **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.

Neukölln's international outlook policy indicator is one of the highest (and indeed at the maximum score, 100%) compared to that of the city sample's (76%). Neukölln is a city that feels open to the outside and at ease with international connections. It has 10 sister cities and recognises the value of making study visits to places such as London and Rotterdam. It also encourages NGOs to cultivate their own foreign connections. It has the great advantage of being in one of the world's iconic cities- Berlin- and will increasingly build its cosmopolitan image as the process of gentrification develops.

The municipality 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 Neukölln's openness to international connections. The city council provides support to local universities in order to attract foreign students. In addition, Neukölln ensures that foreign student populations take an active part in the city's life. The local administration has initiated projects and policies to encourage co-development with 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 Neukölln intelligence competence policy goals is lower than the city sample's: 55% of these goals were achieved, while the city sample rate for intelligence competence policy is 64%.

Information regarding diversity and intercultural relations is mainstreamed to inform the city when formulating new initiatives. According to the answers provided in the survey, the information is mainstreamed to Neukölln's city parliament through written reports. The city council also promotes the intercultural competences of its officials and staff through interdisciplinary seminars, information networks and training courses.

Neukölln can also refer to the case of good practice as developed by the Swiss canton of Geneva. Here, the Office for the Integration of Foreign Residents runs internship programs. Its aim is to contribute to the professional development of the programme's candidates in the field of cantonal government and integration.

The city may also wish to consider conducting a public opinion survey and look at the following examples of good practice implemented in other cities. In partnership with the local university, Reggio Emilia (Italy) ensures monitoring of integration and well-being of migrants, public opinion and the effects of the city's policies. Tilburg (the Netherlands) has put into practice a similar initiative. Every two years, a survey is held among the residents of Tilburg concerning people's attitudes to "the multicultural society", as it is called. This survey includes the same ten statements each time, making it easy to compare results over time. The city's Research and

Information department also presents monitoring studies, like the poverty monitor, the integration monitor etc. On the basis of this, the policy of Tilburg can be maintained, adapted or completely changed. Melitopol (Ukraine) also conducts perceptions surveys. An annual international and scientific conference “Political culture, dialogue and cohesion” is also held by the Melitopol pedagogic university.

Neukölln may wish to further explore possible intelligence competence policies, for instance by regularly seeking and mainstreaming information available from other sources regarding diversity and intercultural relations to inform the city when formulating new initiatives. Alternatively the city could consider following the example of the Dutch city of Tilburg. Here, the town hall has a special department for Research and Information, where research about among others diversity and intercultural policy is carried out. The results are made available to civil servants, the city council, the mayor and alderman. On the basis of this information, the policy of Tilburg can be continued, adapted or completely changed.

### **13. Welcoming policies**

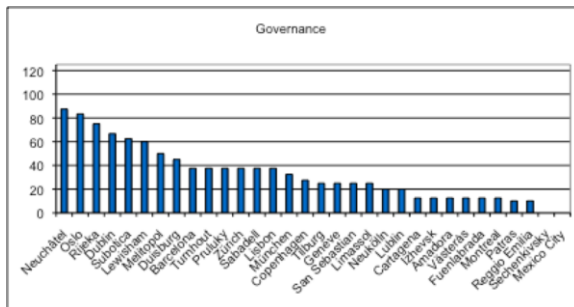
People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-coordinated and delivered effectively will have a significant impact on how the person settles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

The attainment rate of Neukölln’s welcoming policy goals is considerably higher than the city sample’s: 93% of these goals were achieved, while the city sample rate is 54%.

Neukölln has implemented several welcoming policy instruments. For instance, the city has set up a designated agency to welcome newcomers. The city has published a comprehensive package of information to aid newly arrived foreign residents. For example The Berlin Senate has produced a multilingual folder entitled ‘Welcome to Berlin’ which is distributed via Neukölln officials to all new arrivals. It provides comprehensive information to the newcomer on how to negotiate one’s way through German official systems and appears to be one of the best of its kind. The city’s services and agencies provide support tailored specifically for family members, students, refugees and migrant workers.

Neukölln could consider setting up a reciprocal service designed to help established residents understand or better appreciate their new neighbours.

## **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.

20% of Neukölln's governance policy goals were achieved, while the city sample's attainment rate for these goals is 34%.

Neukölln is making progress towards reinforcing the rights of minorities and to building diversity into the fabric of its democratic structures through its Migration and Integration Policy. There is an Advisory Committee for Migration Issues which brings the Burgermeister into direct contact with leaders of all the main communities. It comprises one employee of each of the twelve migrant associations and eight representatives of organisations such as schools, the police and welfare unions. Worryingly however, there is still a low level of involvement in the electoral system and hardly any senior figure of migrant origin is involved in the main political parties, and this translates in few elected politicians.

In Neukölln, only some newcomers- those coming from the European Union- are eligible to vote in local election.

Neukölln may wish to further explore possible governance policies by implementing actions to improve the representation of migrants in the city administration. An interesting example of such an initiative has been introduced by the UK-based operation Black Vote which has set up a scheme in Liverpool. It allows young migrants to shadow established local politicians, so they better understand what the job involves and it encourages them to engage in politics.

Neukölln may wish to further explore possible governance policies by setting up an independent political body to represent all its ethnic minorities. A useful initiative has been put into practice by Leicester (United Kingdom). Here, the Multicultural Advisory Group is a forum that coordinates community relations, with members representing the council, police, schools, community and faith groups and the media.

Neukölln 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**

In a large number of intercultural strategy areas, Neukölln does better than most other cities in the sample. Its leading practices can provide useful insights and examples to other cities in the field of commitment, mediation and conflict resolution, language, media, international outlook, welcoming, public service, cultural and civil life and public space practices.

## **16. Recommendations**

Neukölln needs to make progress in relation to its intelligence competence, education, neighbourhood, business and labour market and governance practices. The city may wish to look into some of the examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided in the Intercultural Cities database<sup>12</sup>.

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<sup>12</sup> [http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance\\_en.asp](http://www.coe.int/t/dg4/cultureheritage/culture/Cities/guidance_en.asp)