



Intercultural cities

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



Munich: 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 (*District 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 Munich and provides related intercultural policy conclusions and recommendations.

Intercultural city definition

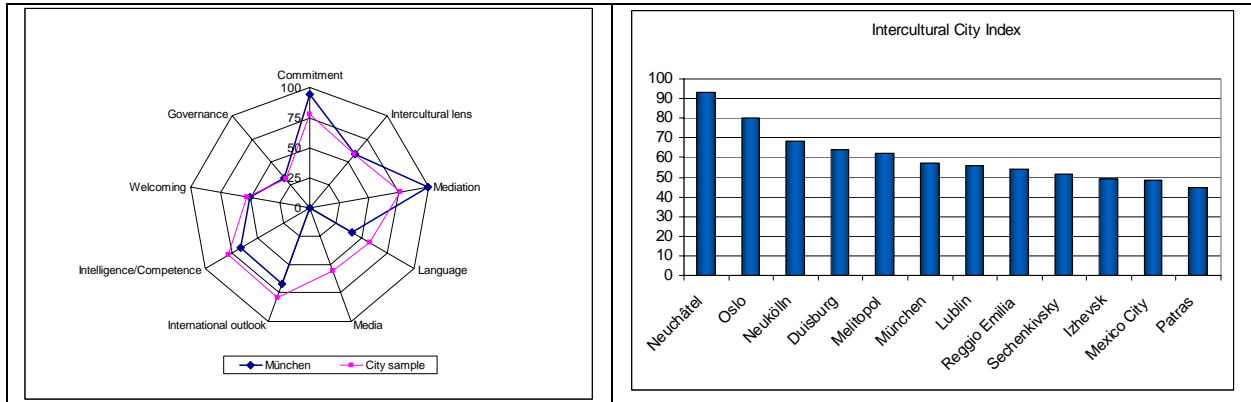
The intercultural city has people with different nationality, origin, language or religion/belief. Political leaders and most citizens regard diversity positively, as a resource. The city actively combats discrimination and adapts its governance, institutions and services to the needs of a diverse population. 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.

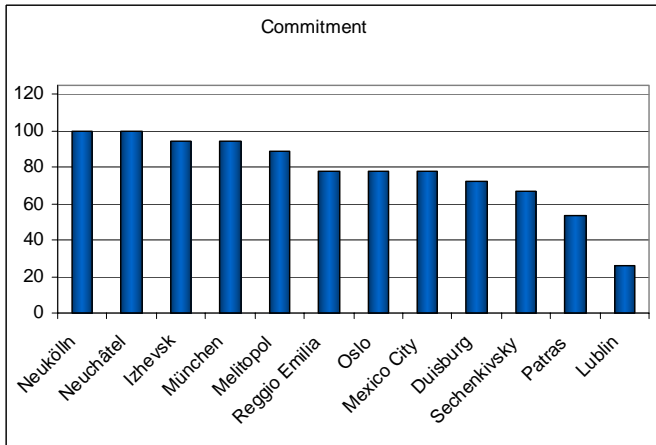


According to the results, Munich is positioned 6th among the 12 cities in the sample in relation to the index as it stands at present.

Munich -An overview

Munich is the third largest city in Germany. It has a population of 1,300,000. The majority group makes up 64% of the city's inhabitants. 23% of the city's total population are non nationals. First and second generations migrants make up 3.20% of the city's inhabitants. The most up-to-date GPD/capita figures for Oslo are of €54,500.

1. Commitment



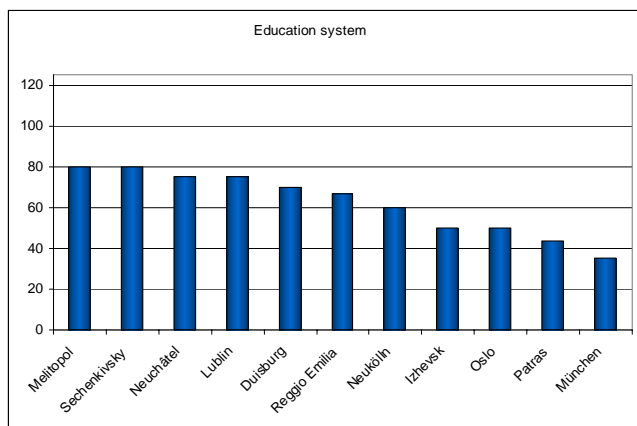
The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

The rate of achievement of Munich's commitment policy goals is considerably higher than the city sample's¹: 94% of these goals were achieved, while the city sample's rate for commitment policy is 77%.

Munich 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 municipality has launched an official webpage. The local authorities have implemented an intercultural strategy and action plan. The local government has allocated a budget for the implementation of its intercultural strategy and action plan. Munich also has an evaluation process for its intercultural strategy. 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 intercultural in the local community are acknowledged.

The local authorities may wish to further explore possible commitment policies by making clear reference to Munich's commitment in the city's speeches and communication more frequently.

2. Education² policies through an intercultural lens



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

The analysis shows that Munich's education policy achievement rate is considerably lower (35%) than the city sample's rate (59%).

"In most schools" almost all pupils in primary school come from the same ethnic background.

Munich City Council might consider ameliorating its education system by: ensuring that the ethnic background of teachers mirrors the diverse population; ensuring more local schools make considerable efforts to involve parents from migrant/minority backgrounds in daily

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

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

school life; further promoting local schools which carry out intercultural projects; and implementing initiatives that increase the level of ethnic/cultural mixing in local schools.

3. Neighbourhood policies through an intercultural lens³

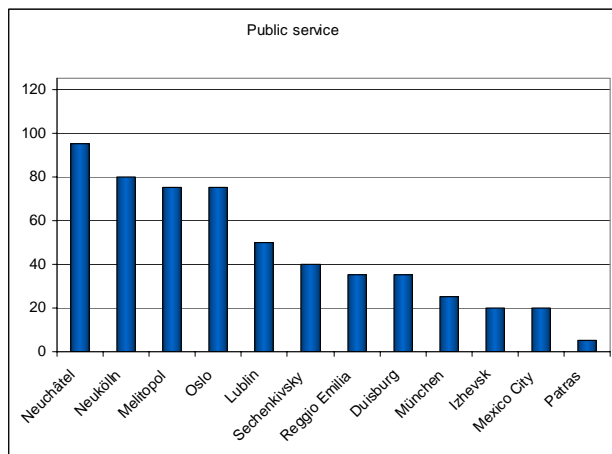
An optimal intercultural city does not require a “perfect statistical mix” of people and recognizes the value of ethnic enclaves. It is important that residential areas do not act as barriers to an inward and outward free flow of people, ideas and opportunities

Munich’s neighbourhood policy indicators are considerably higher (75%) than the city sample’s rate (58%).

In between 27.9% and 46.1% of Munich’s neighbourhoods a vast majority⁴ of residents come from the same ethnic background. In none of the city’s neighbourhoods a vast majority of inhabitants come from minority ethnic groups⁵. 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 municipality has implemented a policy which avoids ethnic concentration.

The city may wish to further explore possible neighbourhood policy initiatives by ensuring that residents from one neighbourhood are able to meet and interact with those of another from different ethnic cultural backgrounds.

4. Public service policies through an intercultural lens



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

³ By “neighbourhood” we understand a unit within a city which has a certain level of administrative autonomy (or sometimes also certain political governance structures) and is considered as a unit with regard to city planning. In larger cities districts (boroughs) have several neighbourhoods. The statistical definition of “neighbourhood” varies from one country to another. Generally, it includes groups of population between 5,000 and 20,000 people.

⁴ For the purpose of this report, a “vast majority” refers to a situation where more than 80% of residents come from the same ethnic background.

⁵ By “minority group” we understand a subordinate group whose members have significantly less control or power over their own lives than the members of a dominant or majority group have over theirs. (ref. http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

The analysis shows that Munich's public services policy achievement rate is considerably lower (25%) than the city sample's rate (46%).

The local authorities have put into practice one public service initiative. Non-German citizens can seek employment in the local public administration.

The local government may wish to ameliorate its public service initiatives in the future, for instance by: ensuring the ethnic background of public employees mirrors the diverse city's population; implementing a recruitment strategy to ensure this; encouraging intercultural mixing in the private sector labour market; as well as providing services appropriate for all citizens from different ethnic cultural backgrounds including funeral/burial, school meals and specific sections and times for women in sports facilities.

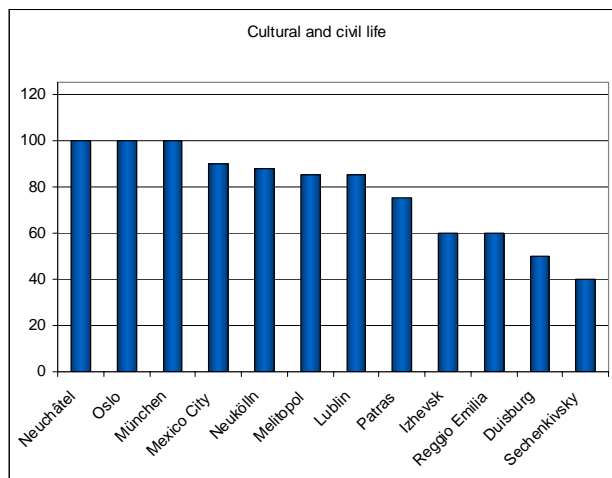
5. Business and labour market policies through an intercultural lens

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

The municipality has adopted the following best practice recommendations in its business and labour market initiatives. An umbrella organization has been set up to promote diversity and non-discrimination in the workplace. The local government has signed a charter which outlaws discrimination in employment.

The City Council's business and labour market policies may benefit from: encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors; promoting business district/incubators to facilitate mixing between different cultures; as well as prioritizing companies which implement a diversity strategy when procuring its goods and services.

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.

Munich's cultural and civil life policy goal achievement rate is considerably higher (100%) than the city sample's rate (78%).

Munich City Council has implemented the following policies in cultural and civil life. It does use interculturalism as a criterion when allocating grants to associations. The municipality does organize 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. Finally, Munich's local government organizes public debates and campaigns around the topics of diversity and living together.

7. Public space policies through an intercultural lens

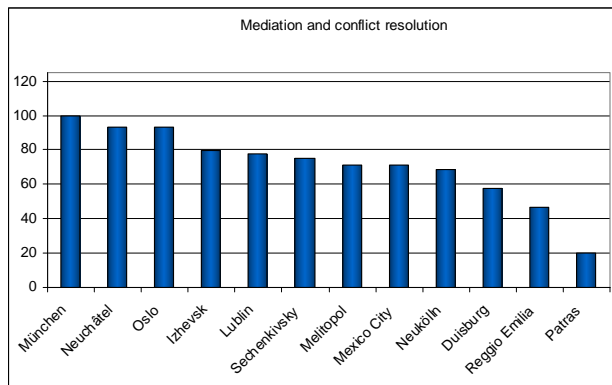
Well-managed and animated public spaces can become beacons of the city's intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.

The rate of achievement of Munich's public space policy goals is considerably higher than the sample city's: 78% 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. 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. When reconstructing an area, Munich's City Council proposes different forms and places of consultation to reach out to its ethnically and culturally diverse inhabitants.

The municipality may wish to ameliorate its public spaces initiatives for instance by: encouraging intercultural mixing in public libraries, museums, playgrounds, squares; as well as taking into consideration more frequently the ethnic/cultural backgrounds of its citizens when designing and managing new public buildings or spaces.

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 Munich's mediation and conflict resolution policy achievement rate is considerably higher than (100%) the city sample's rate (71%).

The local municipality's high mediation and conflict resolution policy goals achievement rate can be attributed to Munich's proactive mediation policies. The city has set up an organization which deals specifically with intercultural issues only. The city has also set up an organization which deals specifically with inter-religious relations. Munich's local government also provides mediation services in places such as hospitals, in the city's administration, as well as in neighbourhoods, on the streets.

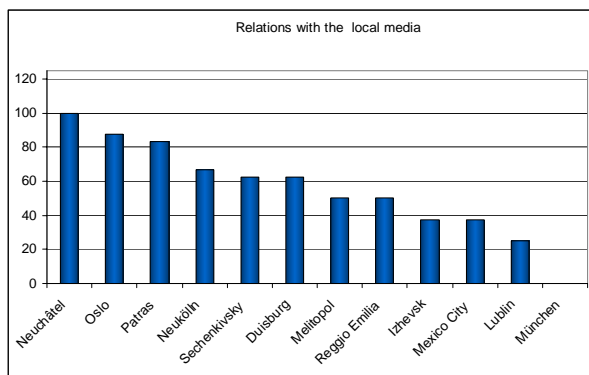
9. Language⁶

Munich's language policy achievement rate is considerably lower (40%) than the city sample's rate (57%).

The municipality has adopted the following best practice recommendations in Munich's language initiatives. According to the questionnaire, the local government does provide specific language training in the official languages for hard-to-reach groups⁷. Munich does support private/civil sector institutions that offer training in migrant/minority languages. The city also encourages projects which give a positive image to minority/migrant languages. These initiatives may comprise a day devoted to migrant languages, readings, poetry evening as well multi-lingual cultural events.

The local City Council might consider ameliorating its language initiatives for instance by: providing migrant minority language courses as a mother tongue for migrant children; ensuring all of the city's citizens are eligible to receive training in migrant/minority languages; offering financial support to minority newspapers/journals and minority radio programmes; as well as broadcasting TV programmes in minority migrant languages.

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.

⁶ By language we understand an abstract system of word meanings and symbols for all aspects of culture. The term also includes gestures and other nonverbal communication. (ref- http://highered.mcgraw-hill.com/sites/0072435569/student_view0/glossary.html)

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

0% of Munich 's media policy goals were achieved, while the city sample's attainment rate for these goals is 55%.

Munich's intercultural media policy may want to consider: instructing the city's information services to promote harmonious intercultural relations; promoting a positive image of migrants/minorities on a regular basis; providing advocacy/media training/mentorships for journalists from minority backgrounds; as well as ensuring that local media promote a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns.

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.

Munich's international outlook policy indicators are drastically lower (67%) than the city sample's (79%).

The municipality has implemented various international outlook policy instruments. The city has put into practice a policy to encourage international co-operation. A specific financial provision has been introduced to achieve this. An agency has been set up to monitor and develop the city's openness to international connections. The local government has initiated projects and policies to encourage co-development with Munich's migrant groups' countries of origin.

The city may wish to further explore possible international outlook policies, for instance by: encouraging universities that attract foreign students; as well as 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 Munich's intelligence competence policy goals is considerably lower than the city sample's: only 66% of these goals were achieved, while the city sample rate for intelligence competence policy is 78%.

The municipality has adopted the following best practice recommendations in Munich's intelligence competence initiatives. Information regarding diversity and intercultural relations is mainstreamed to inform the local government when formulating new initiatives. The city also promotes the intelligence competences of its officials and staff through interdisciplinary seminars, information networks and training courses.

The city may wish to further explore possible intelligence competence policies for instance by conducting surveys concerning local inhabitants' perceptions of migrants.

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.

Munich's welcoming policy goal achievement rate is slightly lower (50%) than the city sample's attainment rate for these goals is (53%).

The city has implemented various welcoming policy instruments. The City Council has published a comprehensive package of information to aid newly arrived foreign residents. The municipality greets newcomers in the presence of the local government's officials.

The city may wish to further explore possible welcoming policies for instance by: setting up city services and agencies which also provide support for family members, students, refugees, migrants workers, as well as other citizens which may benefit from them.

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.

33% of Munich's governance policy goals were achieved while the city sample's attainment rate for these goals is 31%.

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

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

15 Conclusions

The local administration has initiated various **commitment** initiatives including: adopting a public statement; launching an official webpage; implementing an evaluation process for its intercultural strategy and action plan; allocating a budget for the implementation of its intercultural strategy and action plan; setting up a dedicated body responsible for its intercultural strategy and integration; as well as promoting the intercultural approach in the community by honouring and recognizing individual acts that encourage interculturalism.

The city has introduced **neighbourhoods** initiatives, including: ensuring that residents from one neighbourhood are able to meet and interact with those of another from different ethnic cultural backgrounds; as well as implementing a policy which avoids ethnic concentration.

The local administration has initiated various **public service** initiatives, namely ensuring that non-German citizens are eligible for employment in local public administrations

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; as well as adopting a charter which outlaws discrimination in local businesses/other organizations.

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.

Munich's **public spaces** policy includes: when reconstructing an area proposing different forms and places of consultation to reach out to its diverse inhabitants; having no areas in the city which are reputed as "dangerous"; and having no areas in the city that are dominated by one ethnic group and make other inhabitants feel unwelcome.

The benchmarking results confirm that Munich City Council out-performed the city sample's attainment rate pertaining to **mediation and conflict resolution**. The local government achieved this by: providing intercultural mediation services in hospitals, in the city administration, in neighbourhoods; setting up organizations that deal exclusively with intercultural issues only.

Munich City Council has also adopted several best practice recommendation in **languages**, including: providing specific language training in the official languages tailored for hard-to-reach groups; supporting private/ civil sector institutions which offer language training in migrant/minority languages; as well as supporting projects that give a positive image to migrant/minority languages.

Munich has initiated several **international outlook** initiatives comprising: 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 initiating projects and policies to encourage co-development with Munich's migrant groups countries of origin.

Munich 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; as well as promoting intercultural competence amongst staff and officials through interdisciplinary seminars, information networks and training courses.

Munich has initiated several **welcoming** initiatives including: publishing a comprehensive package of information and support for newly arrived residents; as well as greeting newcomers in the presence of the local government's officials.

The local administration has initiated various **governance** initiatives including: setting up an independent political body to represent all ethnic minorities living in the city; as well as ensuring newcomers are eligible to vote in local elections after three years of regular residence.

16. Recommendations

The local authorities may wish to further explore possible **commitment** policies by making clear reference to Munich 's commitment in the city's speeches and communication more frequently

Munich City Council might consider ameliorating its **education** system by: ensuring that the ethnic background of teachers mirrors the diverse population; ensuring more local schools

make considerable efforts to involve parents from migrant/minority backgrounds in daily school life; further promoting local schools which carry out intercultural projects; and implementing initiatives that increase the level of ethnic/cultural mixing in local schools.

The city may wish to further explore possible **neighbourhood** policy initiatives by ensuring that residents from one neighbourhood are able to meet and interact with those of another from different ethnic cultural backgrounds.

The local government may wish to ameliorate its **public service** initiatives in the future, for instance by: ensuring the ethnic background of public employees mirrors the diverse city's population; implementing a recruitment strategy to ensure this; encouraging intercultural mixing in the private sector labour market; as well as providing services appropriate for all citizens from different ethnic cultural backgrounds including funeral/burial, school meals and specific sections and times for women in sports facilities.

The City Council's **business and labour market** policies may benefit from: encouraging ethnic/cultural minorities businesses to move beyond localized economies to enter into the main stream and higher value added sectors; promoting business district/incubators to facilitate mixing between different cultures; as well as prioritizing companies which implement a diversity strategy when procuring its goods and services.

The municipality may wish to ameliorate its **public spaces** initiatives for instance by: encouraging intercultural mixing in public libraries, museums, playgrounds, squares; as well as taking into consideration more frequently the ethnic/cultural backgrounds of its citizens when designing and managing new public buildings or spaces.

The local City Council might consider ameliorating its **language** initiatives for instance by: providing migrant minority language courses as a mother tongue for migrant children; ensuring all of the city's citizens are eligible to receive training in migrant/minority languages; offering financial support to minority newspapers/journals and minority radio programmes; as well as broadcasting TV programmes in minority migrant languages.

Munich's intercultural **media** policy may want to consider: instructing the city's information services to promote harmonious intercultural relations; promoting a positive image of migrants/minorities on a regular basis; providing advocacy/media training/mentorships for journalists from minority backgrounds; as well as ensuring that local media promote a positive image of migrants and minorities in the media through targeted press meetings and dedicated newspaper columns.

The city may wish to further explore possible **international outlook** policies, for instance by: encouraging universities that attract foreign students; as well ensuring that foreign student populations participate in the city's daily life.

The city may wish to further explore possible **intelligence competence** policies for instance by conducting surveys concerning local inhabitants' perceptions of migrants.

The city may wish to further explore possible **welcoming** policies for instance by: setting up city services and agencies which also provide support for family members, students, refugees, migrants workers, as well as other citizens which may benefit from them.

The local government may wish to further explore possible **governance** policies by: establishing standards in the representation of migrant minorities in mandatory bodies which

supervise schools and public bodies; as well as ensuring ethnic background of elected politicians mirrors the city's diverse population.