

RESULTS OF THE INTERCULTURAL CITIES INDEX



Manchester

August, 2019



Intercultural cities
Building the future on diversity

www.coe.int/interculturalcities



A comparison between 103 cities¹

Introduction

The Intercultural Cities is a Council of Europe flagship programme. 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 was rich in content and detail. However, narrative reports alone were relatively weak as tools to monitor and communicate progress. Thus, an “Intercultural City Index” has been designed as a benchmarking tool for the cities taking part in the programme as well as for future participants.

As of today 103 cities have undergone their intercultural policies analysis using the Intercultural City Index: Albufeira (*Portugal*), Amadora (*Portugal*), Arezzo (*Italy*), Auckland (*New Zealand*), Ballarat (*Australia*), Barcelona (*Spain*), Beja (*Portugal*), Bergen (*Norway*), Bilbao (*Spain*), Botkyrka (*Sweden*), Bradford (*United Kingdom*), Braga (*Portugal*), Bucharest (*Romania*), Campi Bisenzio (*Italy*), Cartagena (*Spain*), Casalecchio di Reno (*Italy*), Cascais (*Portugal*), Castellón (*Spain*), Castelvetro (*Italy*), Catalonia (*Spain*), Coimbra (*Portugal*), Comune di Ravenna (*Italy*), Constanta (*Romania*), Copenhagen (*Denmark*), Donostia-San Sebastian² (*Spain*), Dortmund (*Germany*), Dublin (*Ireland*), Dudelange (*Luxembourg*), Duisburg (*Germany*), Erlangen (*Germany*), Forlì (*Italy*), Fucecchio (*Italy*), Fuenlabrada (*Spain*), Geneva (*Switzerland*), Genoa (*Italy*), Getxo (*Spain*), Haifa (*Israel*), Hamamatsu (*Japan*), Hamburg (*Germany*), Ioannina (*Greece*), Izhevsk (*Russian Federation*), Kepez (*Turkey*), Kirklees (*United Kingdom*), Klaksvík (*Faroe Islands*), Jerez de la Frontera (*Spain*), the London borough of Lewisham (*United Kingdom*), Limassol (*Cyprus*), Limerick (*Ireland*), Lisbon (*Portugal*), Lodi (*Italy*), Logroño (*Spain*), Loures (*Portugal*), Lublin (*Poland*), Lutsk (*Ukraine*), Manchester (*United Kingdom*), Maribyrnong (*Australia*), Melitopol (*Ukraine*), Melton (*Australia*), Mexico City (*Mexico*), Modena (*Italy*), Montreal (*Canada*), Munich (*Germany*), the canton of Neuchâtel (*Switzerland*), Neukölln (*Berlin, Germany*), Novellara (*Italy*), Odessa (*Ukraine*), Oeiras (*Portugal*), Offenburg (*Germany*), Olbia (*Italy*), Oslo (*Norway*), the district of Osmangazi in the province of Bursa (*Turkey*), Parla (*Spain*), Patras (*Greece*), Pavlograd (*Ukraine*), Pécs (*Hungary*), Pryluky (*Ukraine*), Reggio Emilia (*Italy*), Reykjavik (*Iceland*), Rijeka (*Croatia*), Rotterdam (*the Netherlands*), Sabadell (*Spain*), San Giuliano Terme (*Italy*), Santa Coloma (*Spain*), Santa Maria da Feira (*Portugal*), Unione dei Comuni-Savignano sul Rubicone³ (*Italy*), Sechenivsky (*District of Kyiv, Ukraine*), Senigallia (*Italy*), Stavanger (*Norway*), Strasbourg (*France*), Subotica (*Serbia*), Sumy (*Ukraine*), Swansea (*United Kingdom*), Tenerife (*Spain*), Tilburg (*The Netherlands*), Turin (*Italy*), Turnhout (*Belgium*),

¹ This report is based on data contained at the Intercultural Cities INDEX database at the time of writing. The INDEX graphs may include a greater number of cities, reflecting the growing interest in this instrument.

² The Spanish city of Donostia-San Sebastian is generally referred in the programme as San Sebastian.

³ The Italian city of Unione dei Comuni-Savignano sul Rubicone is generally referred in the programme as Rubicone.

Unione Terre dei Castelli⁴ (*Italy*), Valletta (*Malta*), Västerås (*Sweden*), Ville de Paris (*France*), Vinnitsa (*Ukraine*), Viseu (*Portugal*) and Zurich (*Switzerland*).

Among these cities, 24 (including Manchester) have **more than 500,000** inhabitants and 23 (including Manchester) have **more than 20% of foreign-born residents**.

This document presents the results of the Intercultural City Index analysis for **Manchester (United Kingdom)** in 2019 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 and to enhance participation. It encourages greater mixing and interaction between diverse groups in the public spaces.

⁴ Former Castelvetro di Modena.

METHODOLOGY



The Intercultural City Index analysis is based on a questionnaire involving 73 questions grouped in 11 indicators with three distinct types of data. Indicators have 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).

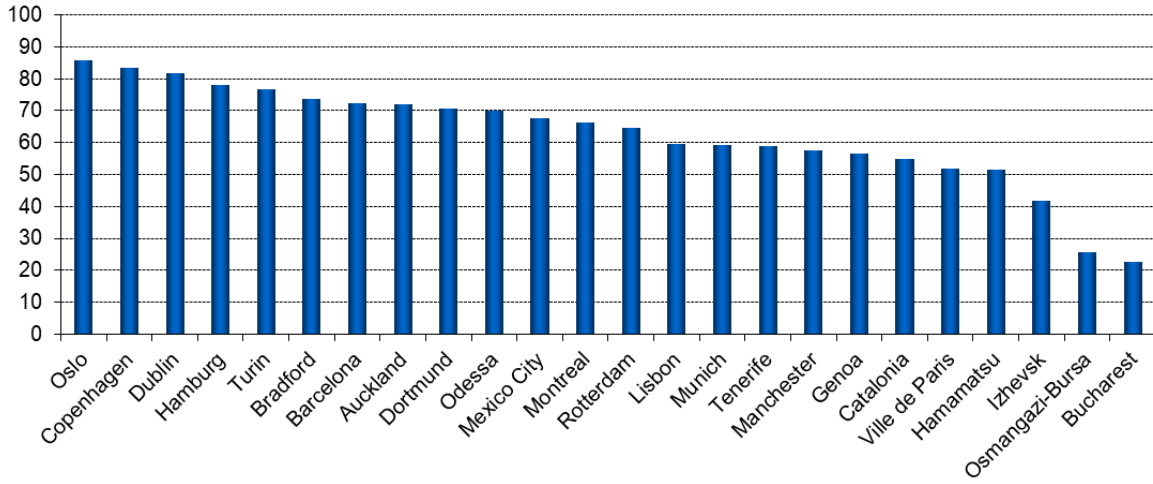
These indicators comprise: commitment; education system; neighbourhoods; public services; business and labour market; cultural and civil life policies; public spaces; mediation and conflict resolution; language; media; international outlook; intelligence/competence; welcoming and governance. Some of 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.

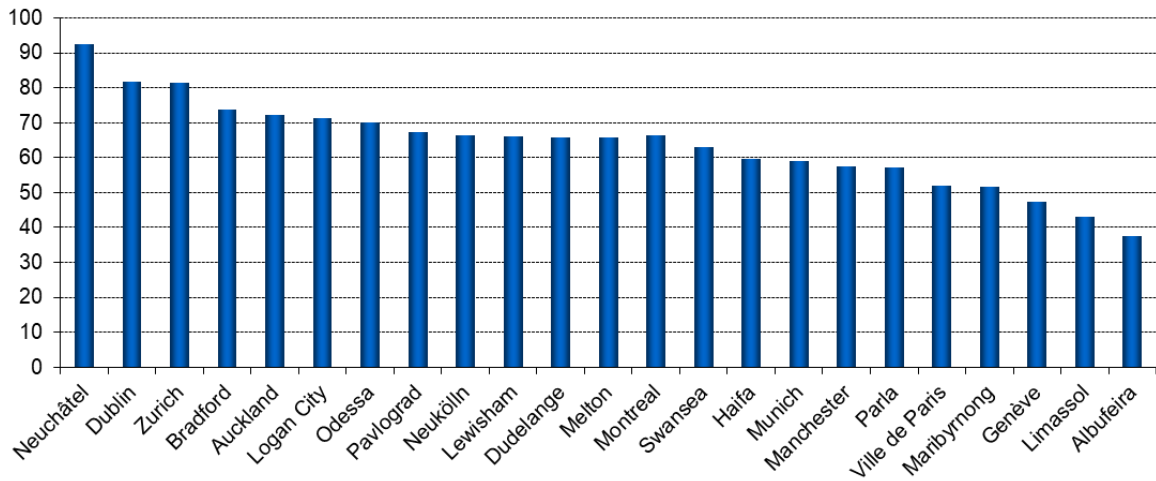
Taking into account the above-mentioned differences between the cities and a growing number of new cities willing to join the Intercultural Cities Index, it has been decided to compare the cities not only within the entire sample, but also according to specific criteria. Two of these have been singled out insofar: the size (below 100,000 inhabitants, between 100,000 and 200,000, between 200,000 and 500,000 and above 500,000 inhabitants) and the percentage of foreign-born residents (lower than 10 per cent, between 10 and 15 per cent, between 15 and 20 per cent and higher than 20 per cent). It is believed that this approach would allow for more valid and useful comparison, visual presentation and filtering of the results.

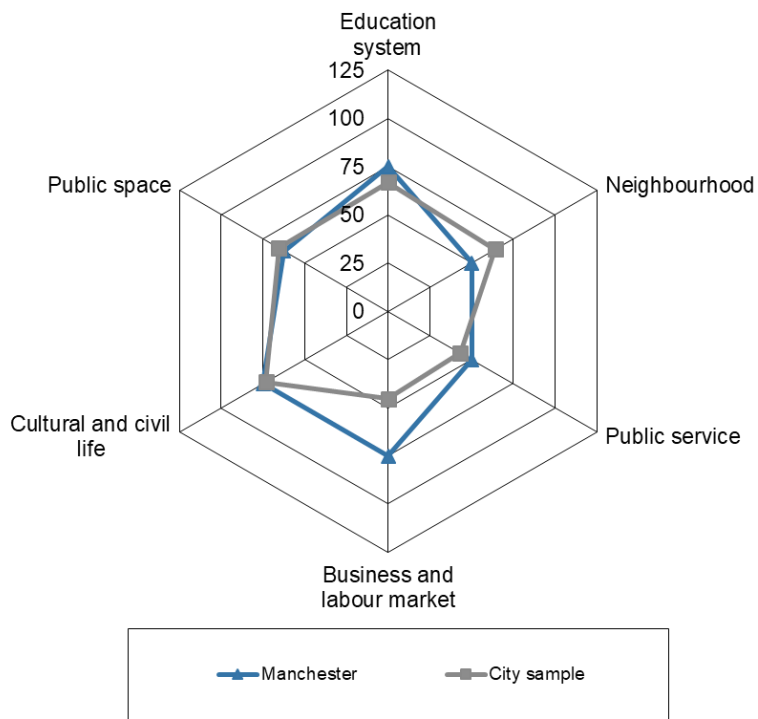
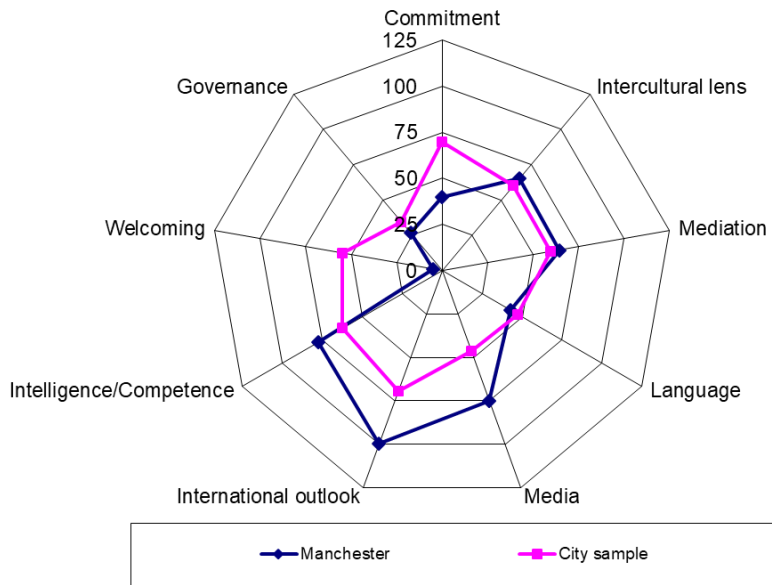
According to the overall index results, Manchester has been positioned **54th** among the 103 cities in the sample, with an aggregate intercultural city index of **57%**. The city has also been ranked **17th** among the cities with a population of 500,000 inhabitants and **17th** among the cities with a percentage over 20% of foreign-born residents.

Intercultural City Index (ICC)
City sample (inhabitants > 500'000)



Intercultural City Index (ICC)
City sample (non-nationals/foreign borns > 20%)





Manchester – An overview

Manchester has an estimated population of 575 400 inhabitants. Among those the majority are white British. 29% of residents were born outside the UK and 20% are estimated having a nationality other than British. The largest minority group in the city is composed by people of Pakistani origins (representing 8.5%), followed by black Caribbean (5.1%).

In general Manchester's population is extremely diverse. The City also demonstrates a broad ranging diversity in terms of its spoken / written languages (the most linguistically diverse city area outside of the City of London) and faith groups, and due to its world-famous Canal Street and Gay Village area, has long been regarded as a hub for LGBT people internationally.

Manchester's population includes a large proportion of second and third generation communities, but the city continues to experience a significant rate of internal migration (although this is estimated to have slowed since 2014).

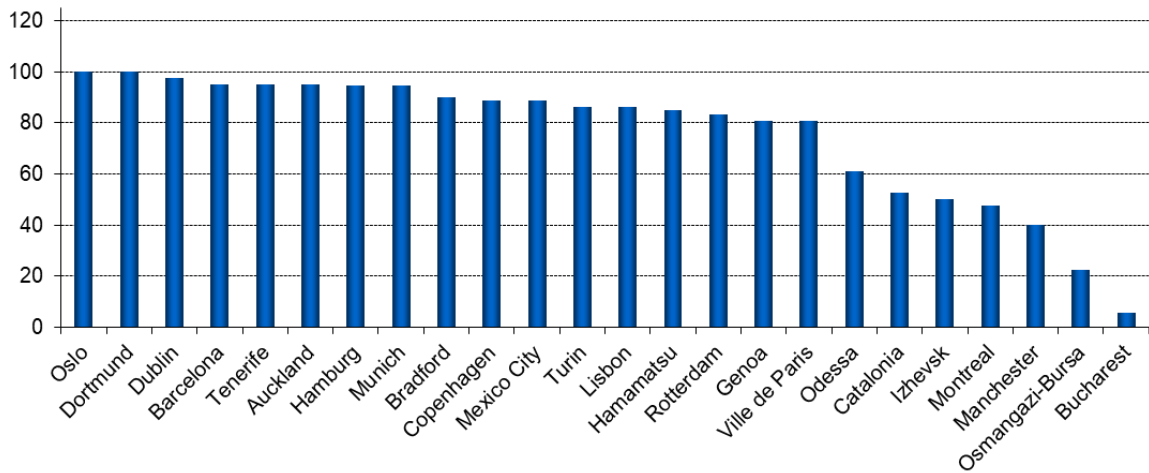
The city has a GVA per head of £36 136.

COMMITMENT

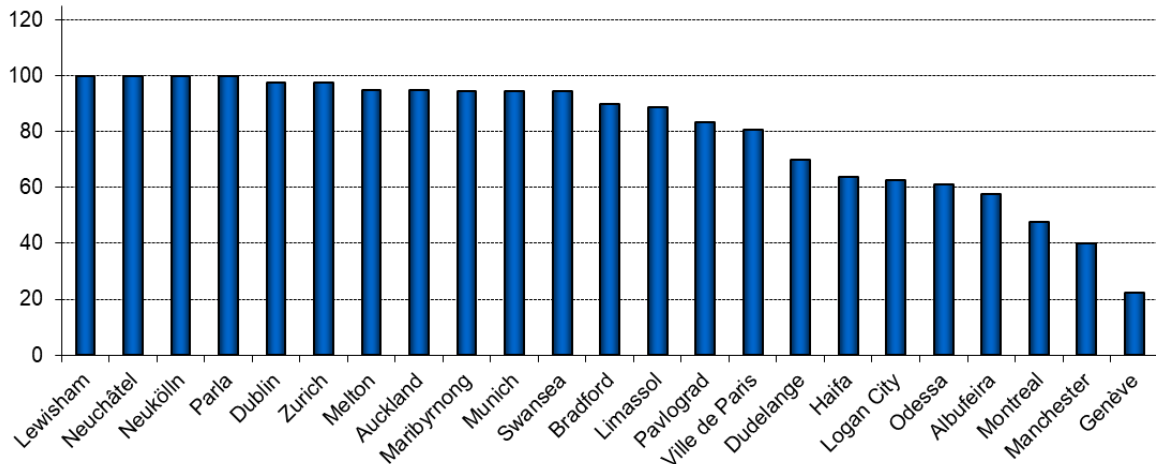


The optimal intercultural city strategy would involve a formal statement by local authorities sending an unambiguous message of the city's commitment to intercultural principles as well as actively engaging and persuading other key local stakeholders to do likewise.

Intercultural City Index (ICC) - Commitment
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Commitment
City sample (non-nationals/foreign borns > 20%)



Manchester achieved a rate of **40%** in its commitment policy, which is lower than the city sample's rate of **70%**.

The city has not formally adopted a public statement about being an "Intercultural City". At the same time the Council is systematically celebrating diversity and the values that bring people together as a city.

Manchester does not have a separate strategy for integration and cohesion work. It integrates these objectives as part of the [Our Manchester Strategy](#), as the challenge of ensuring that Manchester people live in diverse but stable, integrated and cohesive communities is a core element of vision for Manchester as a world class City.

Manchester does not have an intercultural action plan, but a Community Recovery Plan that was drafted after the 2017 Arena Attack and is now being renewed following a Greater Manchester Cohesion Summit in July 2019.

The Council often makes reference to the intercultural commitment of Manchester and to the fact that celebrating diversity would not be enough without celebrating and promoting the values that bring people together as a city.

This spirit is highlighted in a number of annual awards like Be Proud, Manchester Cultural Awards, and Spirit of Manchester. Such events promote diversity and showcase the contributions of many communities.

The city uses the existing governance arrangements to report on progress against intercultural themes. The Prevent and Cohesion Coordinator reports into these arrangements. A Lead Cabinet member for Community Cohesion and a Senior Office with portfolio responsibility are also appointed.

Finally the city systematically carries out public consultations involving different people. All Council's consultations are "digital by design" and hosted on the Council's website. Documents can also be provided in a range of languages and alternative formats. Existing forums, like the Age Friendly Manchester Older People's Board or the Youth Council, are also used to hold specific engagements meetings whenever this is relevant for the policy development process.

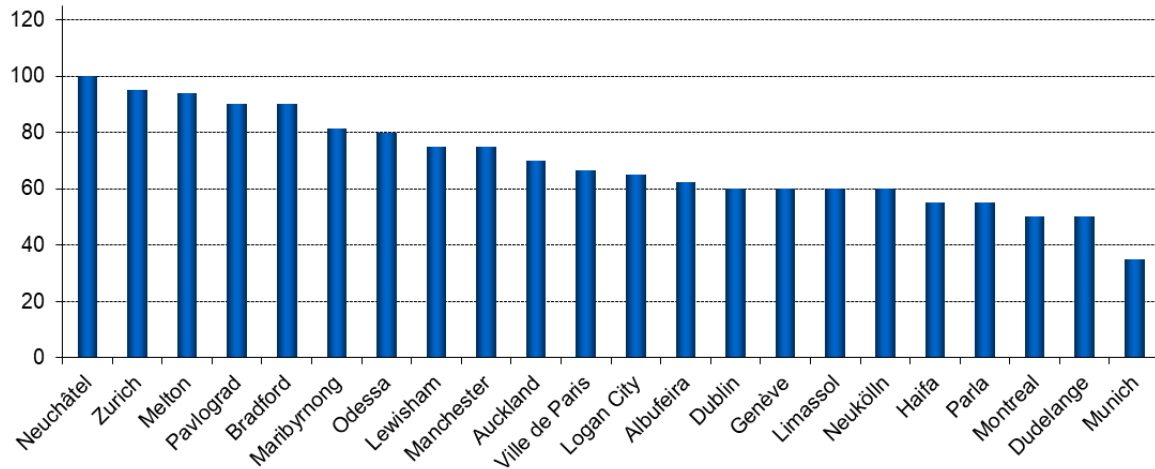
Recommendations:

The city already has excellent practices and regularly shows its commitment. It may be interested in [Normalising Integration - Living together in an intercultural metropolis](#) - a comprehensive policy document and a set of principles of good governance that the district of Neukölln has adopted.

The concept was developed in a participative process including the local migration advisory board as well as the integration committee. An easy to read and an English versions are also available and provide an overview of the specific work being done in the policy and administrative spheres of Neukölln.

The full version also contains the complete list of the measures and projects being implemented by the Neukölln District Office. They were developed with an intercultural lens, having in mind the district's vision of integration as the empowerment for equal participation in our society. The five guiding principles of the intercultural work of the district are also detailed in the policy document and are the following: Promoting equity in education; Empowering people instead of just providing for them; Taking a holistic approach; Acting pragmatically and transparently; Enforcing democratic values and rules.

Intercultural City Index (ICC) - Education system
City sample (non-nationals/foreign borns > 20%)



Manchester achieved **75%** in its education policy, which is considerably higher than the city sample's achievement rate, which is **67%**.

In none of the primary schools children are of the same ethnic/cultural background. For this reason, a city policy to increase mixing in schools has not been prepared.

Strong efforts are made in most schools to involve parents with a migrant/minority background, such as the employment of staff with a diverse background; the hosting of community-led supplementary schools classes teaching heritage languages, history and cultures; celebration of a wide range of festivals.

Schools often carry out intercultural projects starting from the curriculum that reflects the diversity of the city and promotes tolerance and respect. Resources are developed with partners like the Ahmed Ullah Race Relations Archive. Half of the schools in Manchester has also received UNICEF accreditation as Rights Respecting Schools and are promoting citizenship by organising Debates and representation in the Youth Council. Finally, National and international events are promoted such as Refugee Week, Black History Month and Holocaust Memorial Day.

Recommendations:

The city of Manchester is the most linguistically different city area outside London. It would therefore be advisable to consider the experience of the Folk School in Vienna which has pioneered an intercultural pedagogy based on multilingualism. As their pupils mastered 28 different mother tongues, the school decided to explore the possibilities this language diversity could give. They organise language ateliers where children could learn to appreciate their own language as well as the other children's and understand that there are no superior and inferior languages. Each kid can choose 5 different languages per year and have a 6-week introduction. Over three years they experience 18 languages and cultures, they develop their own language portfolio and a strong awareness of the value of diversity and the equal importance of languages. The school could explore this avenue because the teachers themselves had different mother tongues and also spoke additional

languages. The school is situated in a disadvantaged neighbourhood and achieves good results in tests – demonstrating that the multilingual approach and cultural empowerment compensates for learning difficulties which may be present.

Attention should also be drawn on the importance of having a **diverse teaching staff** as this would also contribute to the awareness of and education on diversity and intercultural coexistence. It is therefore recommended assuring more ethnic and religious diversity amongst teachers. In parallel, intercultural training of teachers should be sustained. The Pestalozzi Programme of the Council of Europe has, throughout the years, developed [a number of tools and resources](#) to this end.

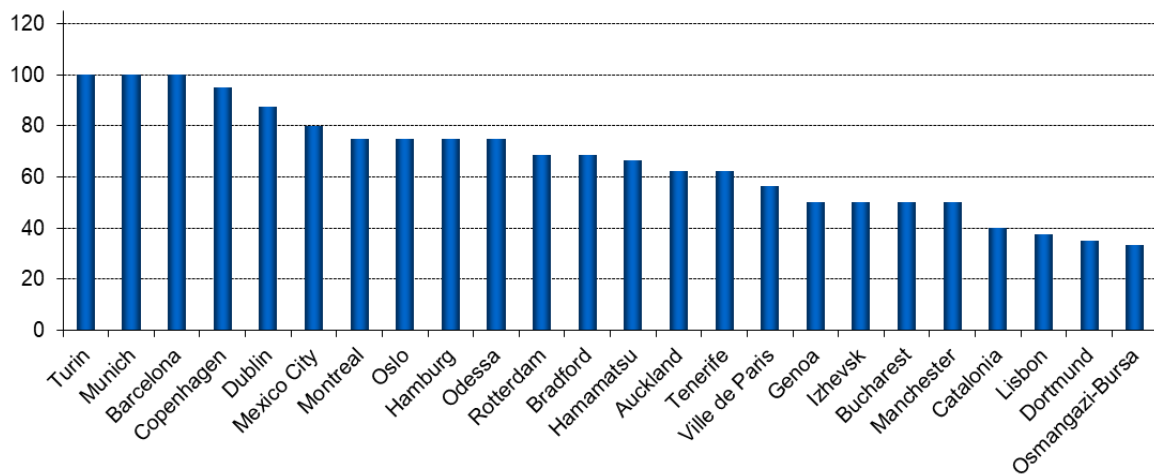
NEIGHBOURHOOD

through intercultural lens



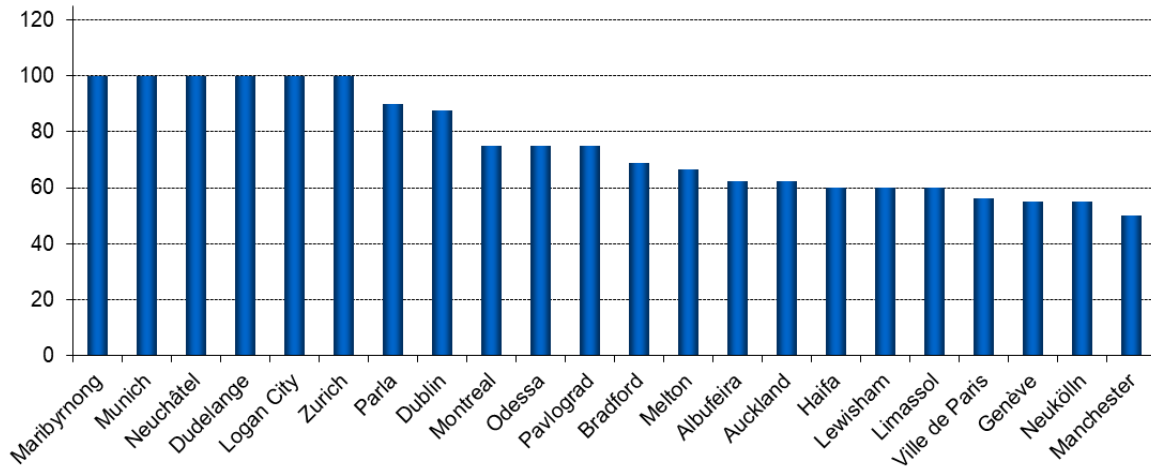
An intercultural city does not require a "perfect statistical mix" of people and recognises the value of geographical proximity and bonding between people of the same ethnic background. However, it also recognises that spatial ethnic segregation creates risks of exclusion and can act as a barrier to an inward and outward free flow of people, ideas and opportunities. ⁶

Intercultural City Index (ICC) - Neighbourhood
City sample (inhabitants > 500'000)



⁶ 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 the average.

Intercultural City Index (ICC) - Neighbourhood
City sample (non-nationals/foreign borns > 20%)



Manchester reached **50%** in its neighbourhood policy, lower the city sample's score at **64%**.

Most of the neighbourhoods in the city are culturally and ethnically diverse. The Council underlines that, while not having the need to establish a policy to increase the diversity of residents and avoid segregation, the city has a set of measures to ensure that Manchester remains diverse and integrate.

- **Residential Growth Strategy** - setting out the residential pipeline across Manchester, it ensures a range of type and tenure of housing across the city to appeal to all residents;
- **Forthcoming Affordable Housing Strategy** - this will set out the Council's plans for creating more affordable housing across the city;
- **2040 GM Transport Strategy** - setting out the city region's transport plans, it ultimately aims to improve connections for all residents, particularly from their homes to places of work;
- **Strategic Regeneration Frameworks** - each major area of potential regeneration has a Strategic Regeneration Framework, highlighting what forms of development could be considered in them. They ensure that any planning applications brought forward consider the neighbourhood, its existing residents and how to ensure diversity and accessibility with the developments.
- **Placemaking** - the Council actively encourages placemaking activities in its neighbourhoods, particularly from developers when they are involved in a site close to an existing residential community.
- **Culture** - Manchester has a long track record of placing culture at the heart of regeneration projects, which helps to engage a wide spectrum of residents.

Actions are also set in place to encourage citizens from across the city and from different backgrounds to meet and participate in common projects. For example, the RADEQUAL campaign and community network is

encouraging the development of events in libraries, twinning projects among schools, and the Manchester Day Parade.

While Manchester does not have a specific policy to encourage residents with a diverse background to meet and interact with others from another neighbourhood, the city is supporting and enabling exchanges through the neighbourhood teams which are involving different communities in delivering certain key services.

Recommendations:

The city might wish to take inspiration by other cities when it comes to actions that support cooperation and interaction within neighbourhoods:

- Bilbao's (Spain) project "Bizilagunak: La Familia de al lado" ("[The Next Door Family](#)") brings together migrant families and Basque families. The project operates on a local area, focusing on building relations among families within the same neighbourhood. The final goal is to build a network that will strengthen the feeling of belonging, encouraging acceptance and social cohesion.
- Oeiras's (Portugal) project "[Bairro Feliz](#)" ("Happy Neighbourhood") encourages young people (ages 18 – 23) to engage in the cleaning and maintenance of their own neighbourhood. This project is implemented especially in neighbourhoods where many migrants live.

Manchester might also be interested in initiatives that support mixing and interaction between neighbourhoods:

- Implement programmes and projects that address multiple neighbourhoods: For example, Oeiras's (Portugal) school-holidays' programme "[Move yourself in holiday's time](#)" ("Mexa-tenasFérias") brings together children (ages 8 - 16) from different areas.
- Provide spaces where people from different neighbourhoods can meet: For example, Lisbon's (Portugal) "Fusion Market" on Martim Moniz ("Mercado de Fusão") square was set up as an initiative to turn a segregated neighbourhood where many migrants reside into an intercultural space, now attracting people from all over the city. It brings together various tastes and sounds from around the world, with food stalls serving freshly prepared street food from all continents and the square offering a space for music and cinema. The market is open every day of the week and is a popular leisure space for both locals and tourists. Next to music and food, it also hosts cultural/educational events, such as workshops and exhibitions.

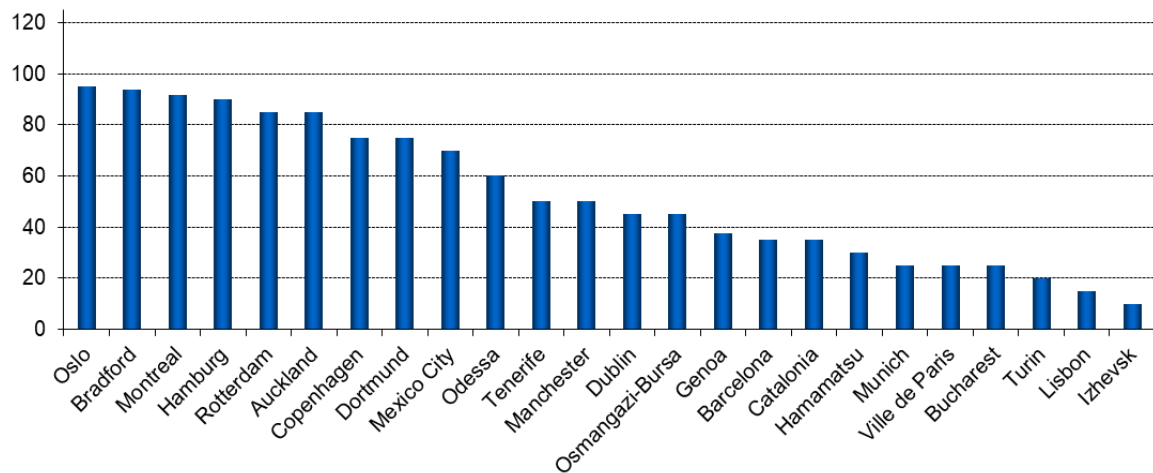
PUBLIC SERVICE

through intercultural lens

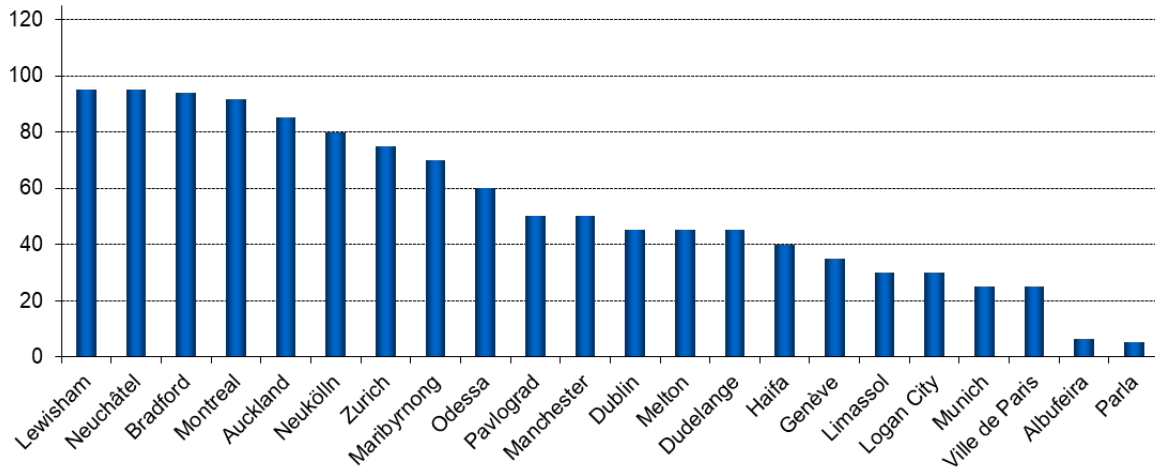


An optimal intercultural approach remains open to new ideas, dialogue and innovation brought by or required by minority groups, rather than imposing a "one size fits all" approach to public services and actions.

Intercultural City Index (ICC) - Public service
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Public service
City sample (non-nationals/foreign borns > 20%)



Manchester scored **50%** in its public service policy, which is higher than the city sample's score of **43%**.

The ethnic background of public employees does not reflect the composition of the city's population. The Council is finalising a strategy to increase diversity in staff, especially in senior roles. A similar strategy is being developed for the health sector.

Manchester is also encouraging diverse workforce and intercultural mixing in the private sector, for example by promoting business signing up to the forthcoming **Greater Manchester Employer Charter**, which has diversity of the workforce at its core.

Finally, Manchester provides **culturally appropriate services**, including funeral/burial services, school meals tailored to the needs of all pupils and women-only sections or times in sport facilities. At the same time, the city also has a well-established – implemented for over a decade - framework for Equality Impact Assessment. This requires all service areas to analyse the impact on all groups protected by the Equality Act 2010 when developing services, to ensure fitness for purpose and prevent disadvantage.

Recommendations:

As part of the new strategy to promoting more diversity amongst public and private employees, especially at the higher levels, Manchester could, for example, look into Stavanger (Norway)'s practice of having mandatory external publishing on the platform Inkludi.no (a Norwegian recruitment services with main focus on jobseekers from minorities) in the case of consultant and managerial positions. Furthermore, if there are qualified applicants with a minority background, minimum one must be summoned to interview.

We also recommend continuing the review **of specific services through a cultural inclusive lens**, considering whether these are appropriate for *all* regardless of their ethnic/cultural background. It is commendable that Manchester already provides the main elements listed in the questionnaire, but we recommend to also look into other services, such as entertainment facilities, health services, etc. The health sector, for example, is especially dependent on cultural

competence and cultural sensitivity when wanting to assure health and well-being amongst all members of a society. Cultural differences, such as health related norms and beliefs, the extent of interdependence/independence or simply linguistic differences can cause miscommunication and inappropriate treatment if the patient is not approached with a certain level of cultural competence and sensitivity.

- An example for reducing linguistic barriers in the health sector is the project "Italy – Learn Arabic!" in Reggio Emilia (Italy), initiated by the Local Health Authorities in collaboration with the Intercultural Centre Mondinsieme, aiming to improve linguistic cultural relations between foreign citizens and health services.
- Another good example can be found in Tilburg (The Netherlands), where housing corporations build houses for the elderly from specific cultural groups to assure that migrants are able to get care adapted to their culture.
- Berlin's (Germany) Peer-to-Peer Project Addiction Aid for Refugees is another example for an aid service that takes into account the possible differences in culture and experience. The trained peer helpers inform on-site about the risks of drug consumption and accompany, if necessary, the person concerned to the local Drug Advisory Services. Individual advice and informative events are organised in refugee accommodation. The peer helpers themselves are empowered and further qualified concerning their communication skills.

In some other cases, municipalities have also reviewed entire hard to reach sectors with the aim of embedding equality in the industry. For example, the city of Dublin (Ireland) has started a cooperation with the National Transport Authority to develop an anti-discrimination protocol to be promoted in the taxi industry, as well as other small public transport providers.

The action was based on three elements: conducting focus groups of taxi drivers from an ethnic minority background to explore issues and difficulties that are presenting to them in their daily work; providing support and training in equality and non-discrimination to those involved in the regulation of the small public transport industry; training of customer service staff of Dublin based taxi companies.

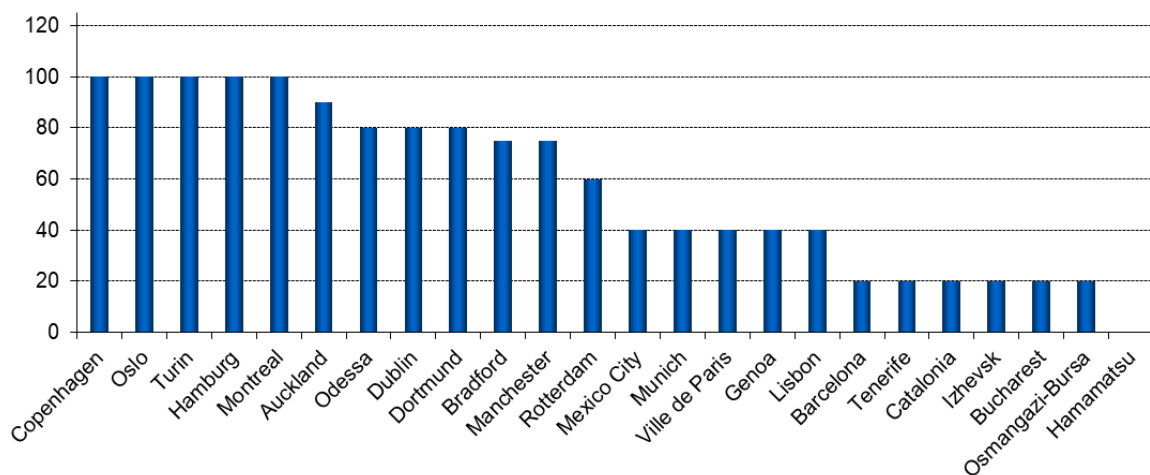
BUSINESS & LABOUR

through intercultural lens

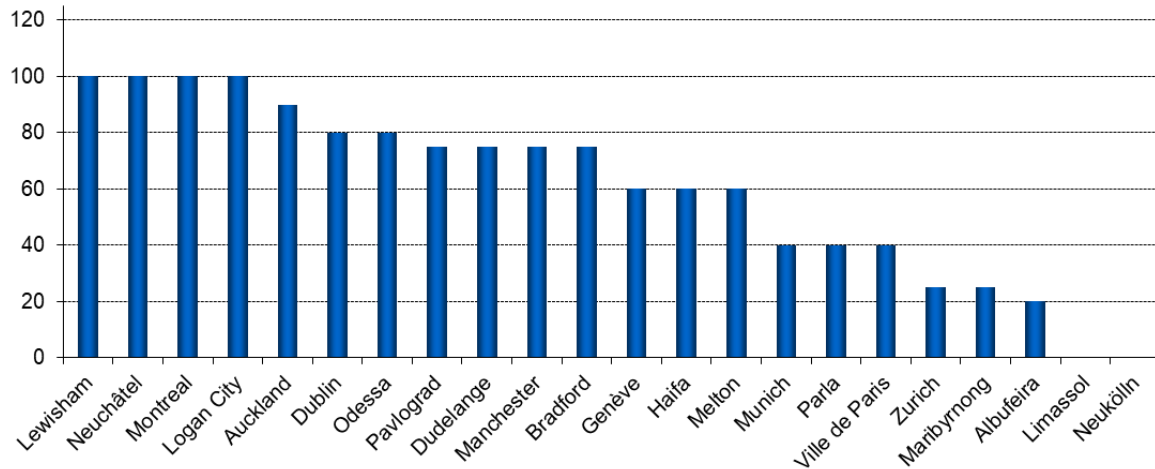


Large parts of the economy and the labour market may be beyond the remit and control of the city authority, but they may still fall within its sphere of influence. Because of nationally-imposed restrictions on access to the public-sector labour market, the private sector may provide an easier route for minorities to engage in economic activity. In turn, such activity (e. g. shops, clubs, restaurants but also high-skill industry and research) may provide a valuable interface between different cultures of the city. While barriers for entry usually concern migrant/minority groups, in some cases it could be the other way around. Research has proved, however, that it is the cultural mix that fosters creativity and innovation, not homogeneity.

Intercultural City Index (ICC) - Business and labour market
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Business and labour market
City sample (non-nationals/foreign borns > 20%)



Manchester achieved **75%** in the business and labour market field, while the city sample's achievement is at **45%**.

The city is **part of organisations at the local, regional and national level that have among their objectives the promotion of diversity and non-discrimination in the labour market.**

The Council is an active member of the Greater Manchester Chamber of Commerce (national), the North West Business Leadership Team (regional) and is the founder or supporter of many local sector business networks.

Manchester **does not act to encourage specifically business from ethnic minorities to move beyond the ethnic economy** and enter the mainstream and higher value-added sectors. As other cities in the country, they rather focus on delivering services that are inclusive of different types of business, by monitoring equality data and address any under-representation through more targeted provision.

For example, the Council delivered the 12-months **Big Ideas Generators project**, which delivered one-to-one business information sessions at libraries, aiming to support those who are underrepresented in the business arena. During the project, more than 3,000 places were taken up, where 57% of participants were women and 28% from ethnic minority backgrounds.

The city is also supporting trader networks in a number of district centres and encourage them to work together in campaigns such as **Small Business Saturday** and **Independent Retail Week**.

Finally, the Council provided a negative answer in the questionnaire when asked about favouring companies with an intercultural inclusion/diversity strategy in procurement processes of goods and services. At the same time, Manchester City Council has a **progressive procurement and commissioning policy, which includes a 20% social value weighting**. This social value weighting ensures that organisations give back to the local Manchester community, both through increasing local spend and via targeting residents with key characteristics who are often furthest from the labour market (e.g. care leavers, disability). This can include offering targeted apprenticeships.

Recommendations:

Encouraging intercultural cooperation in business development is recommended. Ballarat (Australia), for example, introduced the programme "Cultov8", designed to trial the value of *intercultural interaction* for fostering new businesses and markets for migrant entrepreneurs in Australia. It includes Business Startup Weekends and Business Pre-accelerator Programmes over 2 years. Participants do not need to have a business or even a business idea and are guided by facilitators and a support crew.

Another example which might be interesting to explore comes from Tilburg (the Netherlands) where connections are forged between new migrant entrepreneurs and experienced and skilled Dutch entrepreneurs.

A similar work is carried out by Singa in Paris through their incubation programme.

To support this kind of aspiration the Council of Europe has also launched and tested the "Rating Diversity in Business" focusing on assessing the economic potential of workforce diversity in specific companies to inspire and encourage them to diversify their workforce. The project developed an assessment tool for rating and identifying the most diverse companies in a city through surveys and ratings of companies focusing on the link between diversity in management and the companies' economic performance. The expected impact of the project is to help local businesses to grow by enhancing economic performance through diversity. It will thus also help the local labour market by creating new workplaces for an increasingly diverse workforce.

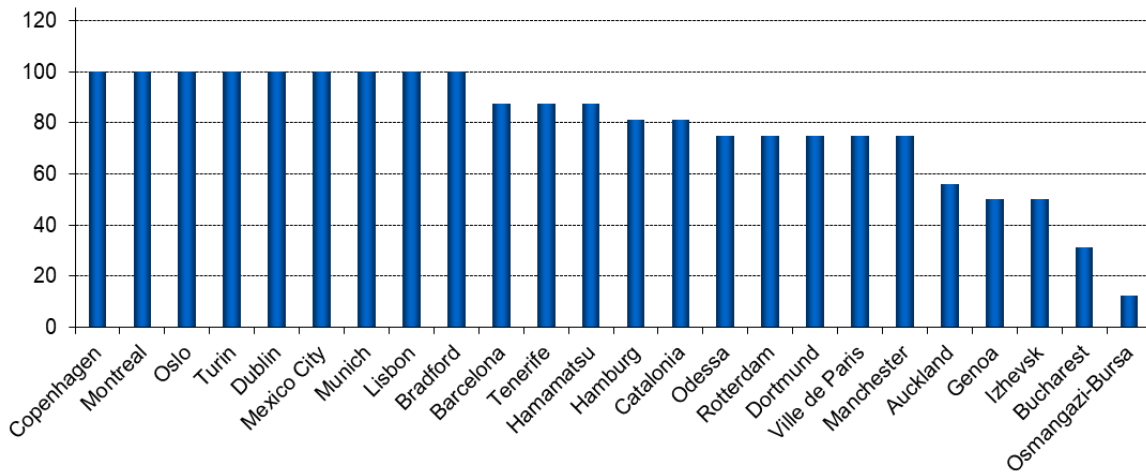
CULTURE & CIVIL LIFE

through intercultural lens

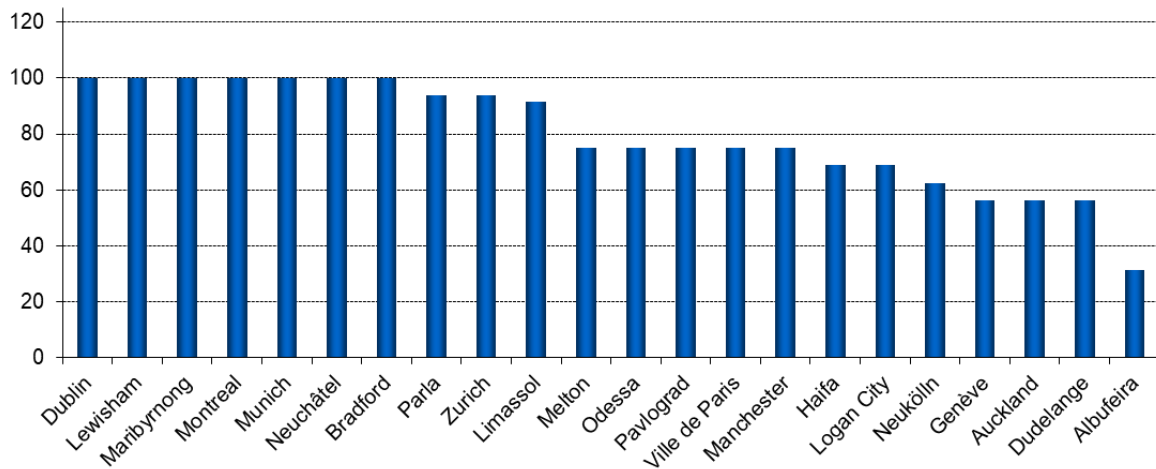


The time that people allocate to their leisure may often be the best opportunity for them to encounter and engage with inhabitants from a different culture. The city can influence this through its own activities and through the way it distributes resources to other organisations.

Intercultural City Index (ICC) - Cultural and civil life
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Cultural and civil life
City sample (non-nationals/foreign borns > 20%)



In cultural and civil life policy, Manchester achieved **75%**, similar to the city sample score of **73%**.

The Council **does not use interculturalism as a criterion when allocating funds** to associations, but **equality and social value are considered as part of the grant funding, commissioning and procurement**. A 20% weighting to social value is considered in the agreements.

Furthermore, as part of the awarding funding and support events, the city assess the ability of the groups seeking support to demonstrate how they will deliver key Manchester Values Criteria.

These include:

Community Leadership – helping community cohesion, civic pride and empowerment by bringing people together from across the city to share common interests.

- Demonstrating relevance to the target community, and a citywide level of community participation, volunteering and involvement in development and delivery.
- Attracting an audience from more than one community, from different backgrounds and age groups.
- Implementing a development strategy that initiates partnerships, capacity builds (through volunteering, skills training etc) and diversifies activity.
- Promoting social inclusion – identifying barriers to access, developing events that are relevant to the community and its interests and ensuring that the event will be neither threatening nor offensive.

Community Celebration – celebrating a community’s distinctive cultural identity or engaging with what others see as their ‘identity’ and utilising innovation, quality and creativity to raise the profile of the city and improve satisfaction and pride among residents.

- Ensuring artistic, creative and innovative elements are included in the development of a quality event programme.
- Demonstrating strength and depth in community engagement and participation.
- Promoting a positive profile in the media and amongst local and regional residents.
- Enhancing the cultural experience of people who live, work or visit Manchester.

Approximately 20 events are awarded funding or value in kind each year ranging from Diwali Mela and Caribbean Carnival to Chinese New Year and Italian Festivals.

Manchester is also organising two key multi-cultural events each year, both in the city centre and in one of the parks. Of relevancy for the intercultural approach of the city:

- **Targeted participation:** There are some wards that have been found to have lower participation which are actively targeted to apply or attend the events through social media channels and neighbourhood management teams.
- **Wow Crowd:** Those who do not have a community group or only have a small number of people are joined together in Manchester Day to form the Wow Crowd. This groups contains a great diversity of people who work together to create a float and perform a dance for Manchester Day.

Manchester has, as a **political priority, to widen the access and participation in culture, libraries and leisure so that a more diverse and larger group of residents** can benefit from the city's investments in culture. To this end the need to work with a larger diversity of artists, material and audiences to achieve a richer intercultural dialogue has been highlighted.

A part of this process, the **Cultural Leaders Group** is committed to delivering **Manchester's Cultural Ambition** - a document the sector has produced in response to the city's Our Manchester Strategy. The objective of the Ambition is that Manchester will be the UK's most culturally democratic city, not only in terms of audience but also production. The aim is for people to produce distinctive work that could only have been made in Manchester.

One the **sub groups for the Ambition is pro-actively engaging with a wider diversity of cultural and community leaders from the city to have a conversation about how we change the 'make up' of the leadership and production of culture in the city.**

Manchester also supports the organisation of public debates and campaigns - The community co-designed **RADEQUAL Campaign & Network**, for example, meets regularly to host public debate on current and relevant issues that are creating challenges in and amongst our communities. The network meetings receive input from academics, elected members, community leaders and subject experts, and are facilitated by the Community Safety Team in Manchester City Council across a range of local venues. Topics for debate are selected by the communities themselves, and routinely centre around questions of diversity, cohesion and living together harmoniously in Manchester. These events build bonds between

communities, champion their voices, and challenge all present to think more critically and to act more inclusively.

Recommendations:

In line with the aspiration to democratise access, production and in general the governance of culture, Manchester might find interesting the newly developed [methodology for participatory mapping of diverse cultural heritage](#). The methodology was piloted in Lisbon (Portugal) and Rijeka (Croatia) and allowed community members to collectively create visual inventories of their own community's assets. They negotiate what can be listed in the inventory. This results in a map of those heritage assets that make up the pluralist identity of the community. Assets can include built, as well as intangible heritage features (traditions, practices, knowledge and expressions of human creativity), anything that people who live and work in the territories feel it is significant to them. This process facilitates an understanding of what these features mean to individuals and how they impact each other. Moreover, the group gains insight into the specific value granted to community assets by different community members.

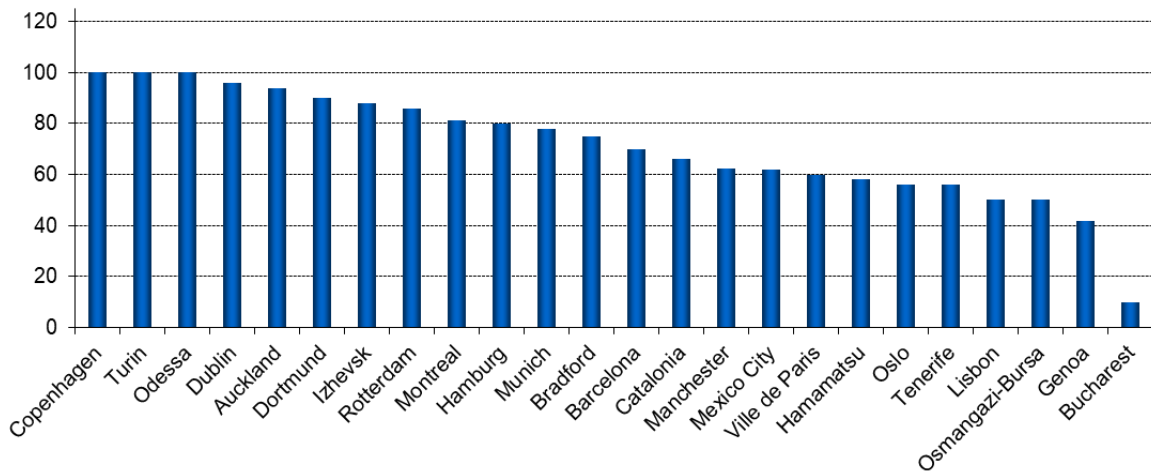
PUBLIC SPACE

through intercultural lens

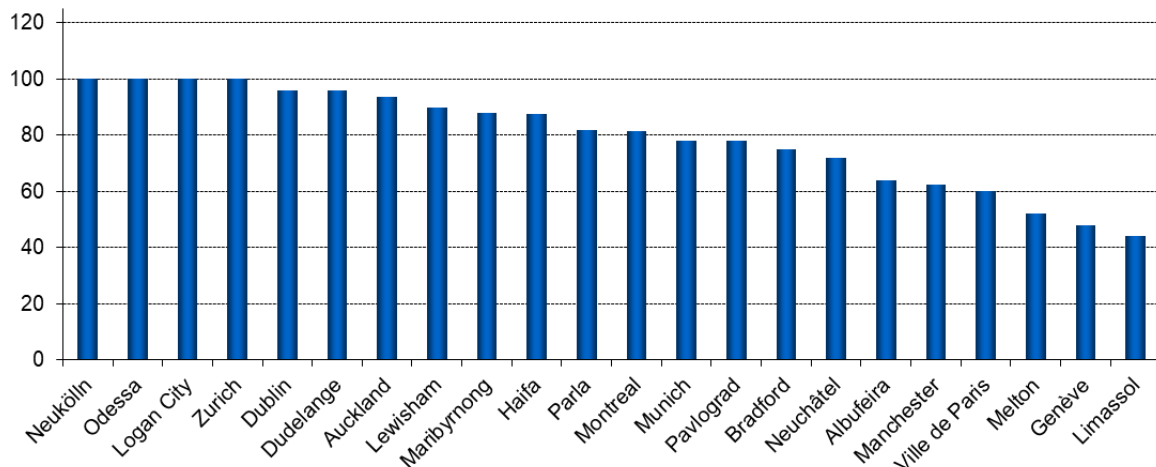


Well managed and animated public spaces can become beacons of the city's intercultural intentions. However, badly managed spaces can become places of suspicion and fear of the stranger.

Intercultural City Index (ICC) - Public space
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Public space
City sample (non-nationals/foreign borns > 20%)



Manchester achieved **63%** in its public space policy, which is slightly lower than the city sample's achievement rate of **66%**.

The city **takes action to encourage meaningful intercultural mixing and interaction** in public libraries, museums, playgrounds, parks, squares.

In particular, Manchester Libraries are leading the development of the **Libraries of Sanctuary**, a stream of the [City of Sanctuary](#) project to help build the confidence, self-esteem and resilience of new and transient communities and provide opportunities for people from different communities or backgrounds to mix socially and build relationships through a programme of activities, supported by staff training and a volunteering programme.

The project will employ the principles of The City of Sanctuary movement which seeks to support the creation of a culture of welcome and inclusion to ensure that wherever sanctuary seekers go they will find places of safety.

The movement aims to:

- promote the voices and celebrate the contributions of people seeking sanctuary across every sphere and sector of society
- increase understanding of why people seek sanctuary and the difficulties they experience whilst living in the UK
- express the collective voice of the network advocating for, and alongside, sanctuary seekers.

Other interesting examples of activities fostering interaction in public spaces are:

- **Ahmed Iqbal Ullah Race Relations Resource Centre** - part of the University of Manchester, the centre is an open access library specialising in the study of race, ethnicity and migration, located within Manchester Central Library, and a member of the Archives+ partnership. The Centre aims at enabling academic and independent research into ethnic and racial history and experience, support teachers, encouraging confidence and pride in people with a diverse background.
- **Manchester Jewish Museum** - The Museum now chronicles the lives of Jewish people in Manchester and their contribution to making the city what it is today.

The Council does **hold public consultations when it comes to public spaces design**. In certain cases, some people have been targeted because of their specific characteristics. Generally speaking, the Council complements public, **online consultation with drop-in events, reach-out events to key people** (i.e. engaging Manchester Deaf Centre, Greater Manchester Coalition for Disabled People and the Manchester Disabled People's Access Group on the accessibility of the renovated town hall complex) and on-site visits to assess the effectiveness of works as they progress.

Finally, when it comes to how safety in public spaces is perceived, Manchester reports that **some hate incidents have been registered** especially in busy areas and in predominantly white areas.

While the city does not have an explicit policy with regard to areas that may be considered unwelcoming or unsafe, they do utilise an established approach to address issues in specific neighbourhoods based on a **multi-agency approach working with partners like police, health, social care and voluntary and community sector and local communities to identify appropriate activities and solutions**. Examples of this approach can be found in the recent work undertaken in Newton Heath.

Recommendations:

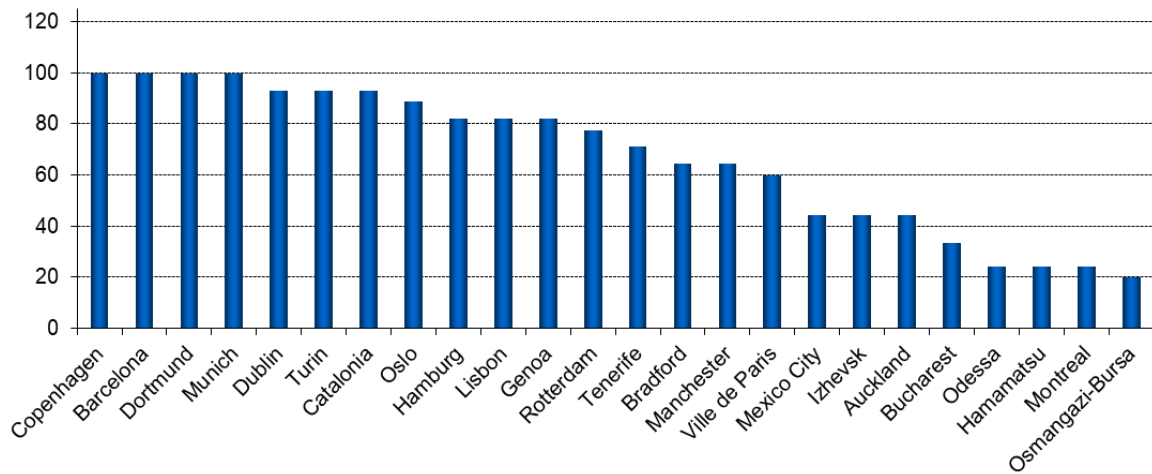
As part of their activities to deal with safety and security, we can also suggest the municipality to look into the newly prepared "[Community policing manual](#)" which provides local police, including high-rank police managers, public safety directors, managers, and decision makers, with guidance to implement policing principles to design new procedures, protocols, structures and specialised units in their police community, to effectively involve citizens from all background into police activities and build personalised relationship channels.

MEDIATION and conflict resolution

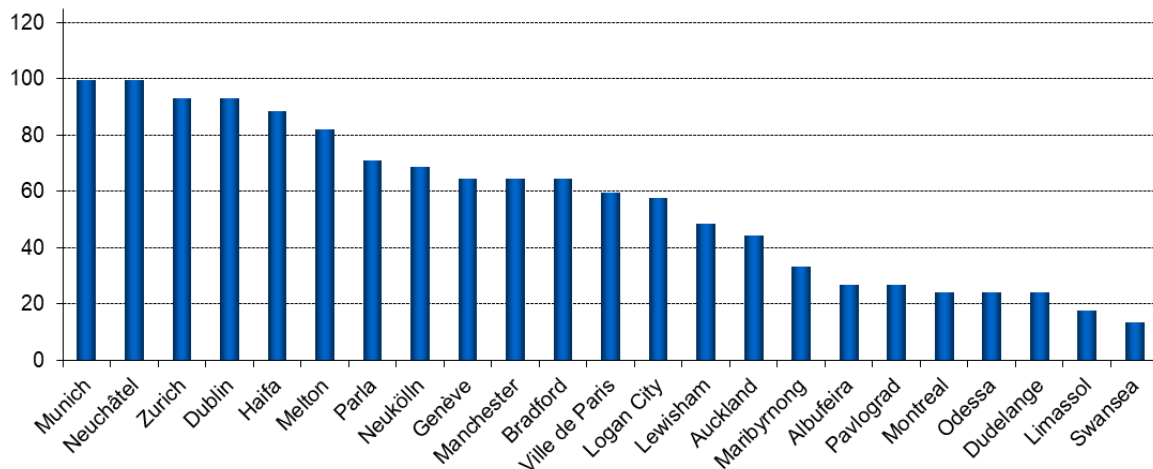


The optimal intercultural city sees the opportunity for innovation and greater cohesion emerging from the very process of conflict mediation and resolution.

Intercultural City Index (ICC) - Mediation and conflict resolution
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Mediation and conflict resolution
City sample (non-nationals/foreign borns > 20%)



Manchester achieved **64%** in its mediation and conflict resolution policy, which is slightly higher than the city sample's rate of **60%**.

The city has commissioned a professional mediation service that also deals with cultural conflicts.

A number of inter faith networks and forums exist to build relationships between different faith groups in the city – Faith Network 4 Manchester, Challenging Hate Forum, Inter faith Leaders Forum, Manchester Council of Mosques, Community Security trust.

Recommendations:

Manchester might wish to consider some elements when it comes to mediation and conflict resolution. In particular:

- Identifying city 'hotspots' where intercultural mediation may be necessary and urgent if broader progress is to be made on the intercultural agenda. This may include housing and segregation issues, distinctive education needs and issues such as dress and faith symbols in schools, policing, family and social welfare concerns.
- Identifying professionals and NGOs which have to mediate on a daily basis as part of their practice. Looking at whether there is expertise that can be applied more widely or in other settings.
- Reviewing support and training needs for authority professionals.
- Looking at the scope for developing a pool of intercultural mediators available across the city system.

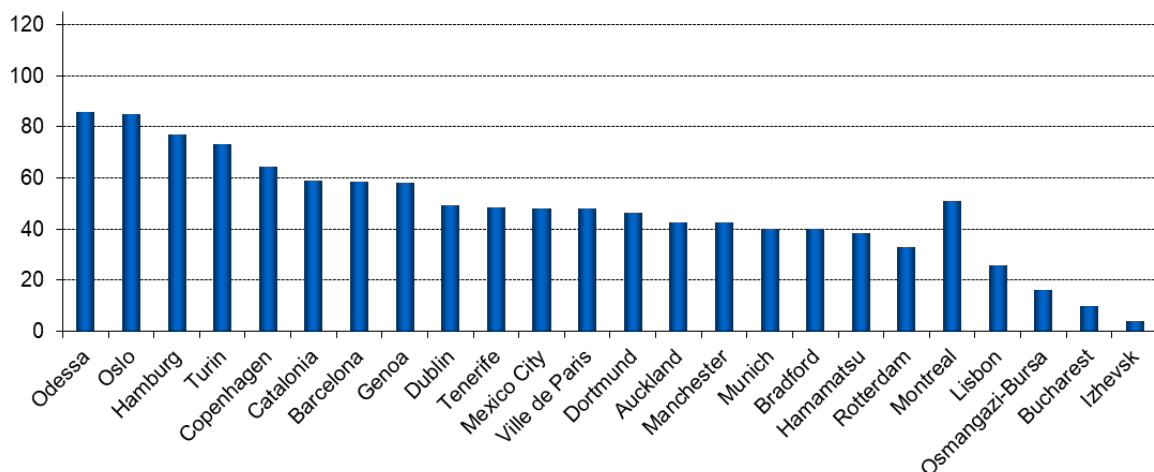
To do this, they might wish to take advantage of the [on-line Training Platform for Intercultural Mediators](#), which was developed by the city of [Patras](#) as part of the European project SONETOR. The platform combines social networking applications and training methodologies to help intercultural mediators during their work through specialised educational content and services.

LANGUAGE



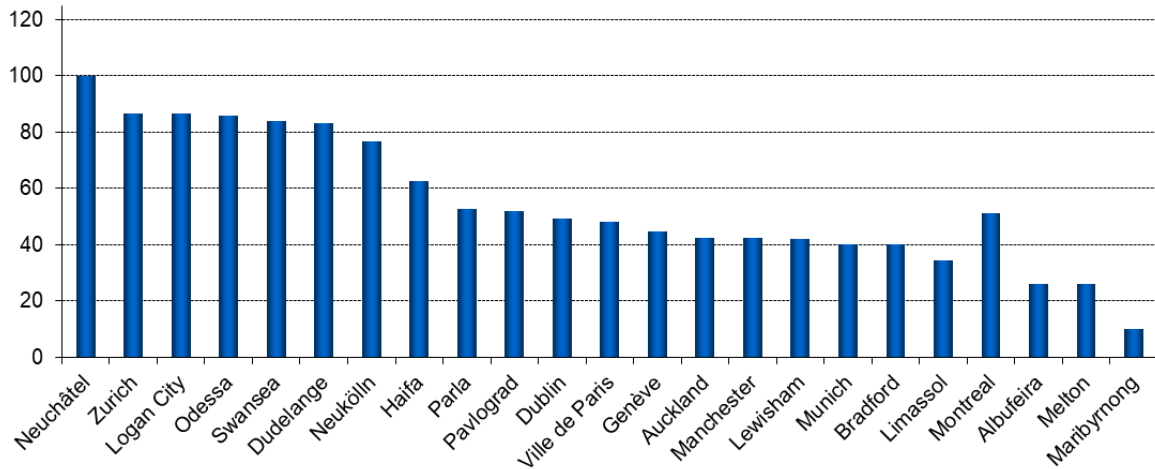
The learning of the language⁷ of the host country by migrants is key issue for integration. However, there are other considerations in an intercultural approach to language. For example, in cities where there are one or more national minorities (or indeed where there is indeed no clear majority group) there is significance in the extent to which there is mutual learning across language divides. Even in cities where recent migrations or trade connections have brought entirely new languages into the city, there is significance in the extent to which the majority are prepared to adopt these languages.

Intercultural City Index (ICC) - Language
City sample (inhabitants > 500'000)



⁷ 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)

Intercultural City Index (ICC) - Language
City sample (non-nationals/foreign borns > 20%)



Manchester has a score of **43%** in its language policy, slightly lower than the city sample's score of **47%**.

The city indicates in the questionnaire that specific language training in the official language are offered for hard-to-reach groups.

The city is committed to raise awareness on migrant/minority languages by always speaking up about the positive contributions that diversity can bring also in terms of becoming a successful and international city. The city recognises the opportunities that are brought forward by having up to 200 languages spoken in the city. It is estimated that 4 out of 10 young people are able to converse in more than one language. This is particularly relevant when it comes to schools and universities along with our international trade opportunities.

A number of projects and initiatives are therefore put forward to give a positive image of migrant/minority languages.

Manchester is the lead city for **International Mother Language Day** for the international UNESCO network. On 21st February 2019, an exciting programme of events across the city celebrating Manchester's cultural and linguistic diversity was delivered. The celebrations included a Multi-language Mushaira hosted by The Manchester Writing School (Manchester Metropolitan University), artist Emma Martin (Stanley Grove Primary School) and Longsight Library - a lively and interactive poetry performance, where people were invited to share poetry in any language of their choice, around the theme of food. During the day Longsight, North City and Wythenshawe Forum libraries also hosted poetry workshops, musical events and celebrations of languages spoken within the city.

Another impressive example of this work in "**Made in Manchester**", a multilingual poem coordinated by Manchester Libraries and Read Manchester. The poem was presented in July 2019 and it was created with residents of the city to celebrate the language diversity of Manchester. Schools, community groups and residents of the city were engaged to proposing poems about Manchester. Using local poet Zahid Hussain's original poem as inspiration, local residents and school children wrote lines in response in both English and a second/heritage language. Made in

Manchester currently comprises 65 languages, including British Sign Language, and will continue to evolve to truly represent the city diversity.

Recommendations:

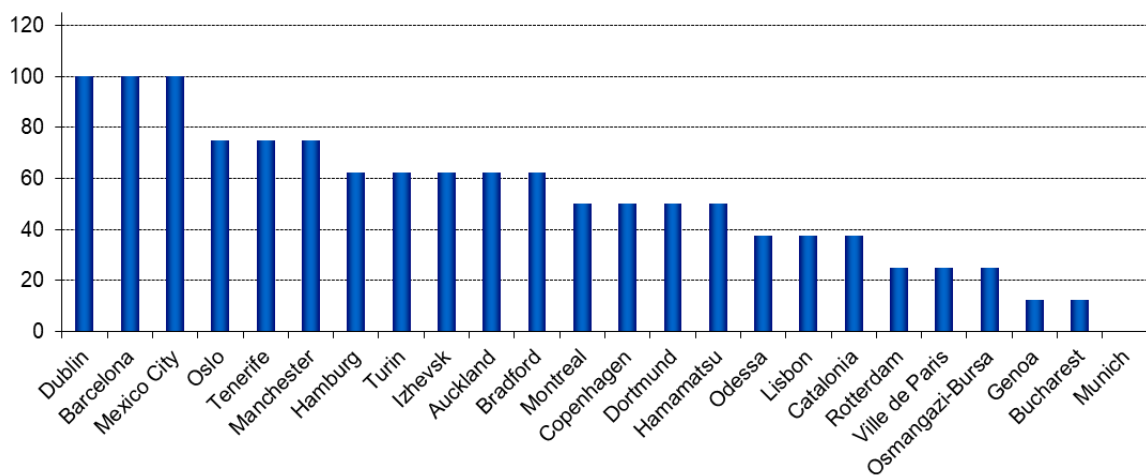
As an intercultural city, Manchester might wish to deepen their commitment to multilingualism by **encouraging communication channels to use minority languages**. As an example, the main local newspaper in Genoa (Italy) publishes a page in Spanish every week dedicated to the South American community (Il Secolo XIX). Their radio channel Radio 19 also has a specific daily programme in Spanish for the Latino community.

MEDIA policies

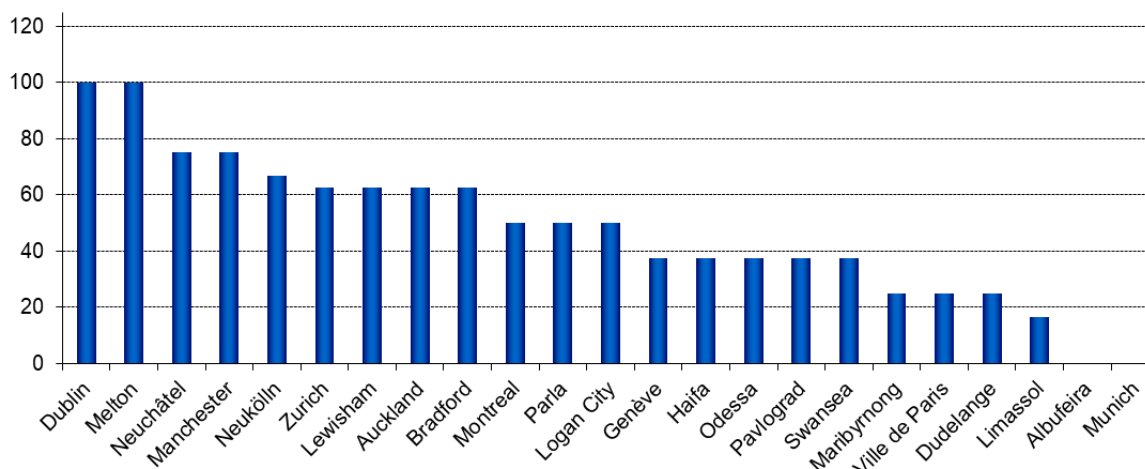


The media has a powerful influence on the attitudes to cultural relations and upon the reputations of particular minority and majority groups. Local municipalities can influence and partner with local media organisations to achieve a climate of public opinion more conducive to intercultural relations.

Intercultural City Index (ICC) - Relations with the local media
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Relations with the local media
City sample (non-nationals/foreign borns > 20%)



For its media policies, Manchester achieved **75%**, higher than the city sample's achievement is at **46%**.

The city has **a communication strategy** to improve the visibility and image of people with migrants/minority backgrounds in local media.

The **communication department** of the city is **instructed to highlight diversity as an advantage** and the city does monitor the local and social media portray people with a diverse background.

Furthermore, Manchester engages the local media directly. For example, after the arena attack on 22 May 2017, the Council engaged the local newspaper; Manchester Evening News to support the city to recover and used the #westandtogether hashtag to promote positive messages and examples where communities were coming together to help one another regardless of background.

The same newspaper is regularly engaged to promote the city's diversity and share what positive work people are doing.

Finally, Manchester does not provide support for advocacy, media training for journalists with a minority or migrant background.

Recommendations:

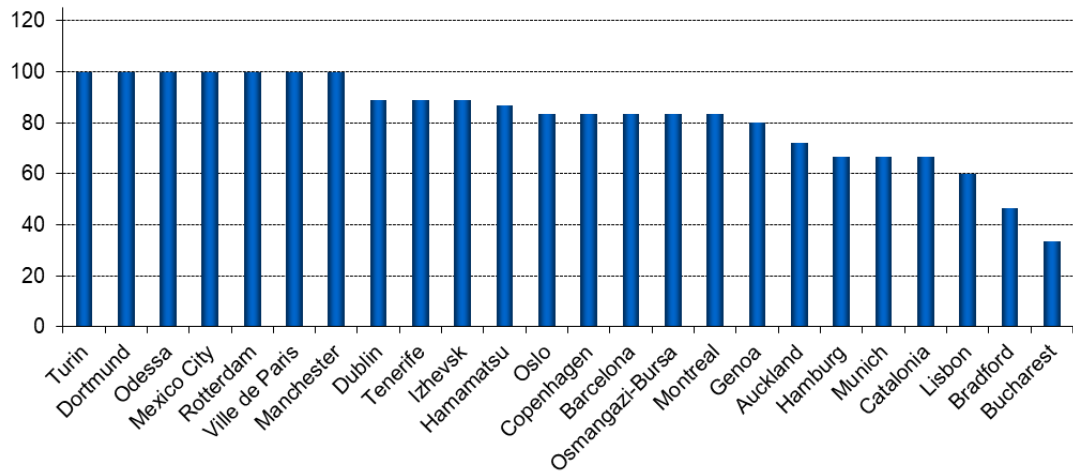
Manchester may also wish to specifically **support journalists with minority backgrounds**, for example in advocacy, media training, mentorship or setting up their online media start-ups. The intercultural city Oslo (Norway), for example, has placed a strong focus on the recruitment of journalists with ethnic minority background.

INTERNATIONAL outlook policies

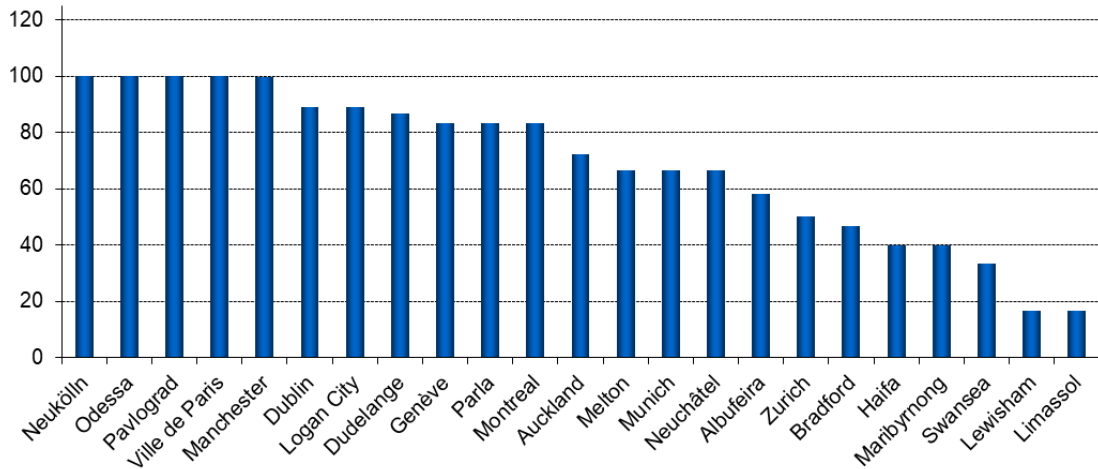


An optimal intercultural city would be a place which actively sought to make new connections with other places for trade, exchange of knowledge, as well as tourism.

**Intercultural City Index (ICC) - An open and international outlook
City sample (inhabitants > 500'000)**



**Intercultural City Index (ICC) - An open and international outlook
City sample (non-nationals/foreign borns > 20%)**



Manchester achieved **100%** in the field of an open and international outlook, which is considerably higher than the city sample's achievement of **69%**.

Manchester has a long standing and sustainable approach to developing international relations which aim to support the broader social, economic and environmental objectives of the city. A recent example includes the work with Wuhan in China to develop a joint economic collaboration study which led to the appointment of a Manchester Officer within the British Consulate General in Wuhan. This post works on a range of projects on behalf of Manchester City Council, Manchester's universities, cultural institutions and local business community.

The Council provides a specific budget to the international policy.

The city reaches out to foreign students and other young people arriving through exchange programmes.

Finally, Manchester City Council works closely with the Greater Manchester Chamber of Commerce, MIDAS, Department for International Trade, the Manchester China Forum, the Manchester India Partnership and local Consulates to progress business relations with key countries and cities. This includes establishing joint programmes for international visits where the Council deliver presentations or host meetings with senior political and business representatives.

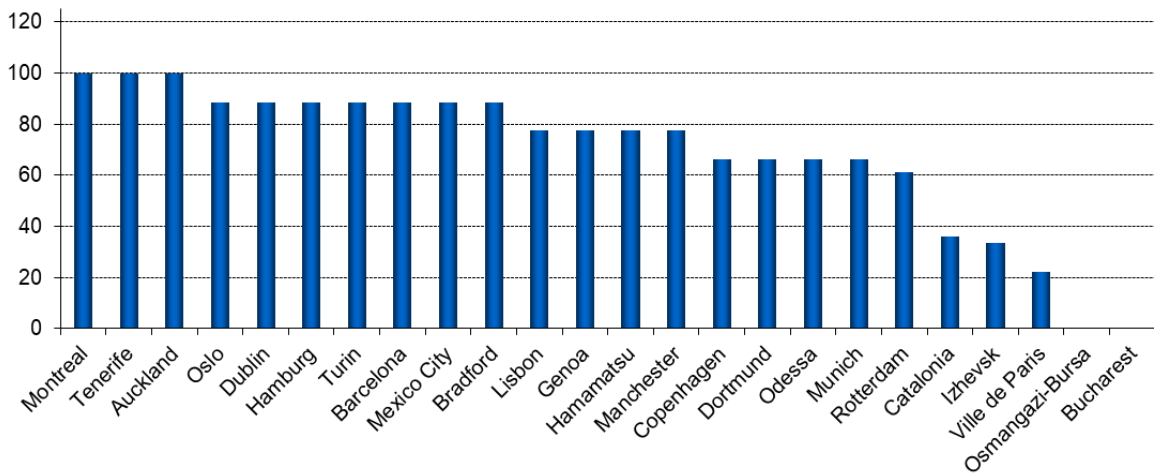
INTELLIGENCE

competence policies

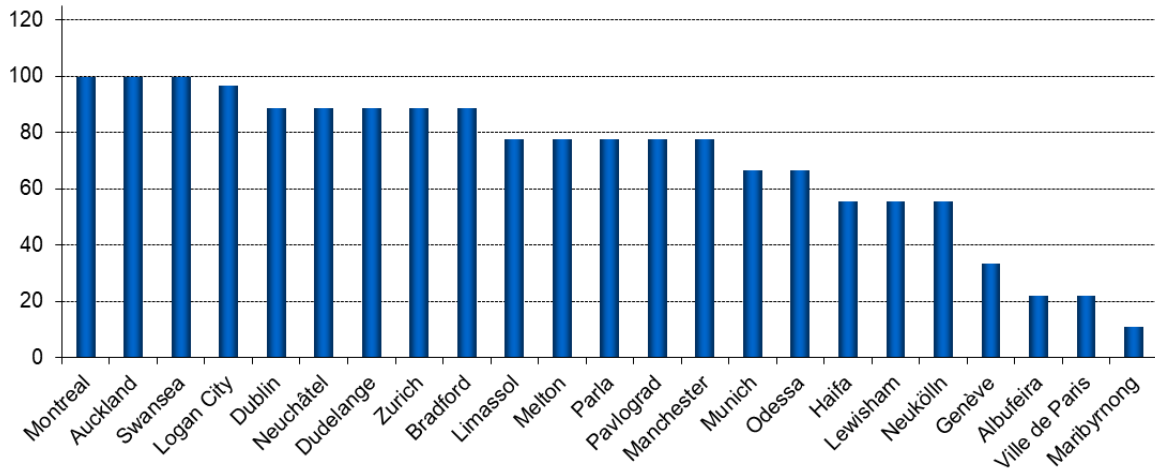


A competent public official in an optimal intercultural city should be able to detect and respond to the presence of cultural difference, and modulate his/her approach accordingly, rather than seeking to impose one model of behaviour on all situations.

Intercultural City Index (ICC) - Intelligence/competence
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Intelligence/competence
City sample (non-nationals/foreign borns > 20%)



Manchester achieved **78%** in its intelligence and competence policy, while the city sample's score is at **62%**.

The **Council's Equality Impact Assessment (EIA) framework** is designed to mainstream the use of qualitative and quantitative data into the analysis of policy and service design. The **Communities of Interest report** is periodically updated to provide an emerging evidence base of Manchester population trends, including community relations.

Manchester is carrying out surveys including questions about public perception of migrants and minorities.

- The **Manchester online survey** for residents includes a question on 'do you think people from different backgrounds get on well together in your local area?'
- The **community sentiment analysis tool** also assesses public perceptions where events, incidents, national international and local media stories may have the potential or are creating tension or fears.

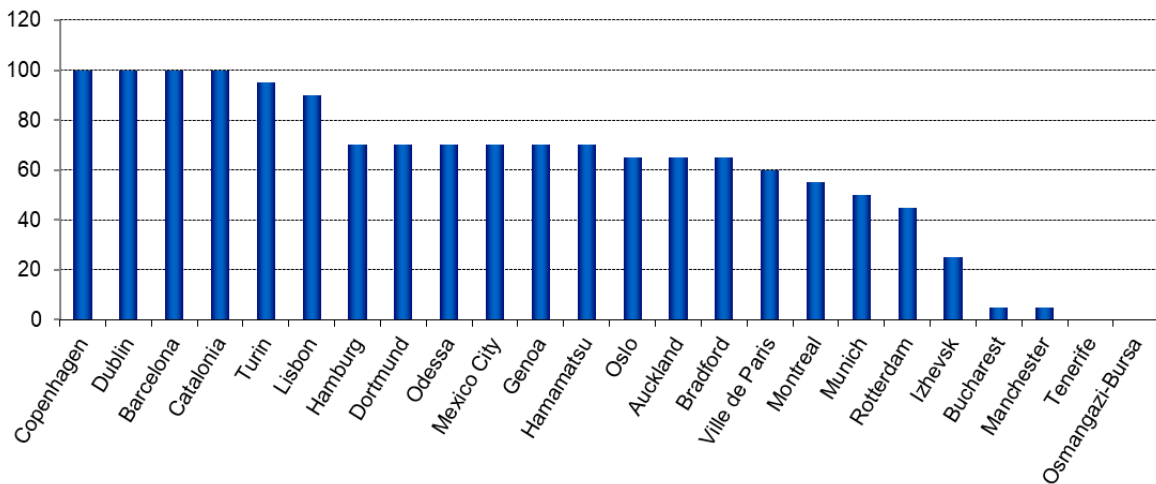
Regarding intercultural competence, staff does receive training courses. In particular training on holding difficult conversations are delivered. is also included.

WELCOMING

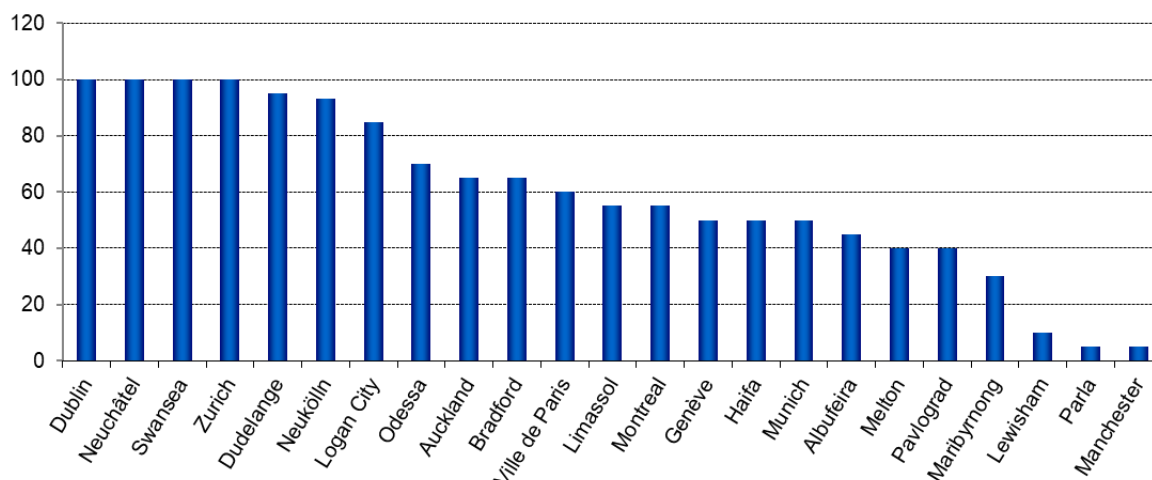


People arriving in a city for an extended stay (whatever their circumstances) are likely to find themselves disorientated and in need of multiple forms of support. The degree to which these measures can be co-coordinated and delivered effectively will have a significant impact on how the person settles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

Intercultural City Index (ICC) - Welcoming new arrivals
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Welcoming new arrivals
City sample (non-nationals/foreign borns > 20%)



Manchester scored **5%** for its welcoming policy, while the city sample's score is at **55%**.

The city **does not have a designated agency/office to welcome newcomers, nor a comprehensive city-specific package of information and support for newcomers.**

At the same time, it has to be noted that, while, nothing specific for newcomers is produced or issued, the **role of neighbourhood teams** with coordinating service delivery, engaging with residents and supporting the three elected officials in each ward **provides access and opportunities to help people new to areas to raise their awareness of what is on offer and also access services** e.g. bin collection, recycling, events taking place in the area etc.

The city has not set in place a public ceremony to greet newcomers, but they are welcomed personally by the city in different ways.

Recommendations:

It is clear that Manchester does recognise their essential role when it comes to support the orientation of newly arrived people. At the same time a specific action plan could help in structuring and facilitating this strand of actions.

A good example comes from the city of Montreal (Canada), which has developed an inclusion [2018-2021 Action Plan](#) to integrate newcomers, with around thirty measures divided into four main strands. The first strand is about making the municipal administration an example of openness, safety and inclusiveness. The second strand focuses on integrated and accessible service provision while the third is aimed at those involved in the employment process and civil society and seeks to improve their reception and inclusion capacities. The last strand is about ensuring protection and access to services for migrants without legal status or whose status is uncertain. Ultimately, the municipal administration wants to boost the participation of newcomers in the economy, ensure that their rights are

observed, reduce the gap between immigrant and Canadian-born unemployment levels, and make it easier for immigrants to find decent, affordable housing.

Another level that is often overlooked, but has a powerful impact on intercultural relations, is whether the rest of the city's population is prepared and open to the idea of welcoming newcomers in their capacity as residents and citizens or, on the contrary, is accustomed to viewing newcomers as outsiders who pose a potential threat. Again, it is the message the authorities convey on diversity, in communication or through concrete actions, that determines to a certain degree attitudes towards newcomers. For this reason, Manchester might wish to introduce **a public ceremony to greet newcomers**, as this raise awareness about new citizens amongst the local community and promote a feeling of inclusion amongst the newly arrived.

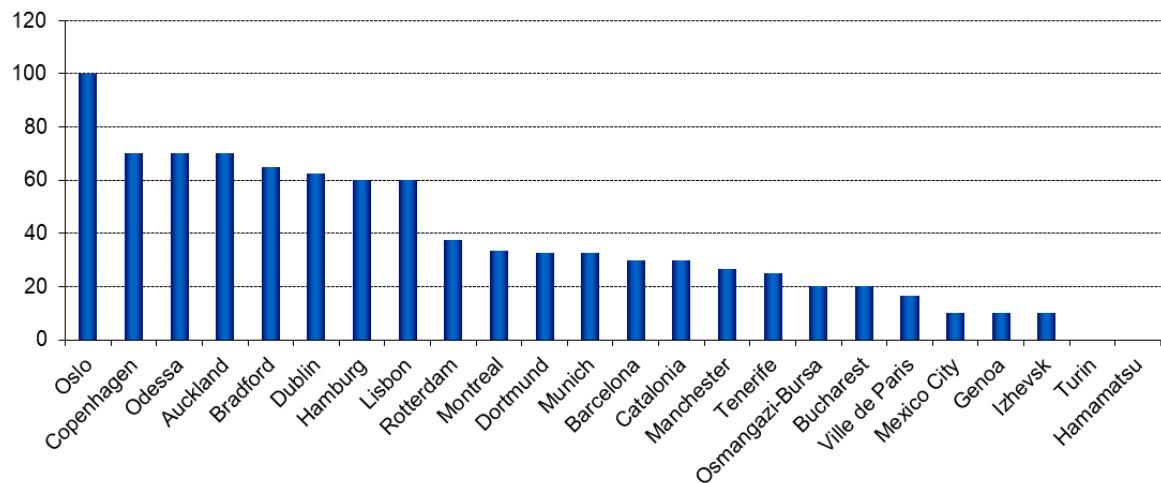
Oxford (UK) has been turning a legal formality into a celebratory and cultural mixing event. Oxfordshire Registration Service has been looking at ways of involving the local community in their citizenship and naturalisation ceremonies and has been working with schools to achieve this. This has led to secondary and primary schools providing choirs to sing at ceremonies which are held on a weekly basis in the Council Chamber in Oxford. MPs have also been invited. To engage more schools in citizenship ceremonies the Council commissioned a DVD to give new citizens an idea of what the citizenship ceremony entailed. The 7-minute DVD has proved very useful in raising the profile of citizenship ceremonies within the County Council and the county as a whole. The pupils and teachers commented on how much they enjoyed being involved and how moving the citizenship ceremonies were.

GOVERNANCE

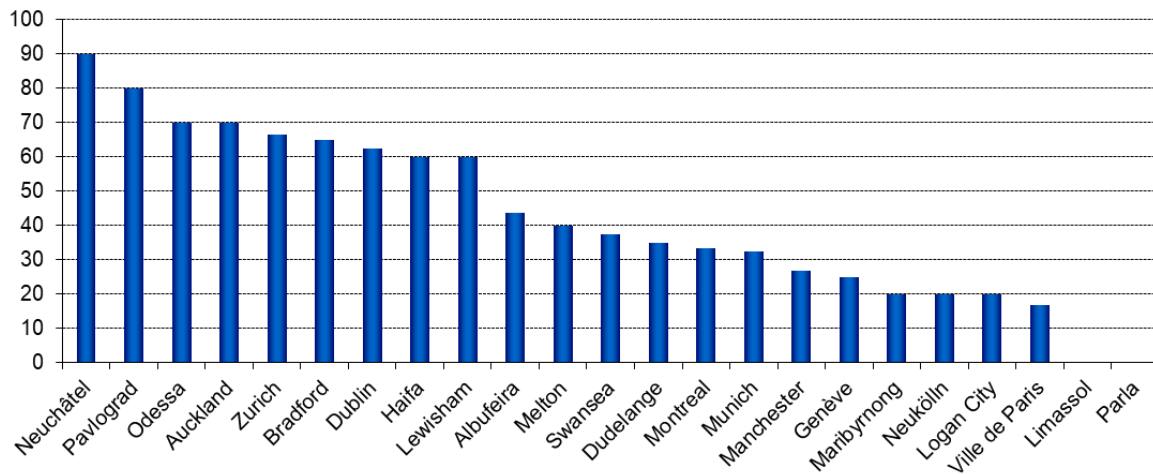


Perhaps the most powerful and far-reaching actions which a city can take in making it more intercultural are the processes of democratic representation and citizen participation in decision-making.

Intercultural City Index (ICC) - Governance
City sample (inhabitants > 500'000)



Intercultural City Index (ICC) - Governance
 City sample (non-nationals/foreign borns > 20%)



Manchester achieved a score of **27%** for its governance policy, which is slightly lower than the city sample's score of **34%**.

Foreign nationals in general **cannot vote** in local elections, except in the case of Irish, Commonwealth and EU citizens. The same is true about standing for local elections. EU and Commonwealth citizens are also able to stand for local elections.

Manchester does have elected members of the Council who are foreign-born or hold dual-citizenship.

Manchester has a consultative body involving migrants, minorities, as well as other citizens, relevant organisations and experts: the [Manchester BME Network](#).

There is **no standard** for the representation of migrants/minorities in mandatory boards supervising schools and/or public services as this is regulated at another level of governance.

Lastly, the city undertakes campaigns to encourage registration across all communities and have previously attended community events/groups across the city to encourage people to register to vote - this was particularly important following the introduction of Individual Electoral Registration. On polling day, the city assists electors who may speak other languages in polling stations providing translation booklets with key information and language line if required.

Recommendations:

Some good practice from other intercultural cities in the area of governance include:

- PBNYC **Participatory Budgeting** of New York City (USA) - Through Participatory Budgeting community members have, since 2011, been able to directly decide on how to spend at least \$1,000,000 of public funds per annum. The public can propose and vote on projects like improvements to schools, parks, libraries, public housing, and other public or 7 community spaces. Over that period participation by foreign-born residents has steadily increased, to 28% of all PB voters by 2017. Although there are no actual

data on the number of these who are undocumented, the City Council is determined to promote it to this group as it is seen as a positive way to build trust and local belonging.

- The **Intercultural Ambassadors' programme** launched by the city of Ballarat (Australia) in November 2009. This program was developed in order to provide leadership within the migrant community, therefore encouraging minorities to participate in the political life of the city. Intercultural Ambassadors come from a diverse, Aboriginal or Torres Strait Island background although they must have lived in Ballarat for at least six months and be Australian citizens. When Ambassadors are elected, they are appointed for a two-year term and will undertake civic engagement and political participation activities. As part of their duties, Ambassadors will represent the diverse community to schools, community groups, service clubs, industry groups and employers.

CONCLUSIONS



Manchester showed an aggregate intercultural city index of **57%**. It resulted above average in most of the areas covered by the ICC Index apart from commitment, neighbourhood policies, welcoming and governance where it fell below the city's sample scoring. Its strongest areas were its education policies, public services, relationship with the labour market and business, cultural policies, relationships with the media, international outlook, and intelligence and competence and governance. However, even these areas would still benefit from a stronger focus on intercultural integration with more intercultural policies and elements.

In view of the above, we wish to congratulate Manchester for the efforts taken and we are confident that if the city follows our guidelines and other Intercultural Cities' practices, the results will rapidly be visible and tangible.

RECOMMENDATIONS



When it comes to the intercultural efforts, with reference to the survey, Manchester could enhance the sectors below by introducing different initiatives:

Educations: The Council might also wish to explore intercultural pedagogy based on multilingualism, as well as support the presence of staff with a different background in schools.

Neighbourhood Policy: Manchester should continue supporting initiatives to foster cooperation and interaction within neighbourhoods and between them.

Public services: Manchester should continue making sure that the diversity of employees is representative of the general populations' one especially at higher hierarchical levels.

Business and labour market: Manchester should encourage intercultural cooperation in business development.

Mediation: It is advised to strengthen the intercultural training of mediator; identify city 'hotspots' where intercultural mediation may be necessary and urgent if broader progress is to be made on the intercultural agenda; identify professionals and NGOs which have to mediate on a daily basis as part of their practice; review support and training needs for authority professionals.

Welcoming: The city should systematise their approach and provide city-specific information packs to newcomers

Governance: Manchester should explore different way to foster participation and leadership skills in all members of the community

Manchester may wish to consider further examples implemented by other Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided above for each sector as well as in the Intercultural cities database⁸.

⁸ <http://www.coe.int/en/web/interculturalcities/>