



# ICC INDEX ANALYSIS YEAR



Diversity, Equality, Interaction

**BUILDING BRIDGES,  
BREAKING WALLS**



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NEUMARKT  
INDEX ANALYSIS

Published on XX June 2020

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## INTRODUCTION

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.

While this report is being written (May 2020) 140 cities embraced the ICC programme and approach, and 114 (including Neumarkt) have analysed their intercultural policies using the Intercultural City Index. The respective reports can be found [here](#).

Among these cities, 26 cities (including Neumarkt) have less than 100,000 inhabitants and 35 (including Neumarkt) have between 10% and 15% of foreign-born residents.

This document presents the results of the Intercultural City Index analysis for Neumarkt, Germany, in 2020, 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.

## METHODOLOGY

The Intercultural City Index analysis is based on a questionnaire involving 86 questions (73 of which are mandatory) grouped in 12 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 the following, including two recent indicators in bold:

1. Commitment	
2. Intercultural lens	Education
3. Mediation and conflict resolution	Neighbourhoods
4. Language	Public services
5. Media and communication	Business and the labour market
6. International outlook	Cultural and social life
7. Intercultural intelligence and competence	Public space
8. Welcoming newcomer	
9. Leadership and citizenship	
10. Anti-discrimination	
<b>11. Participation</b>	
<b>12. Interaction</b>	

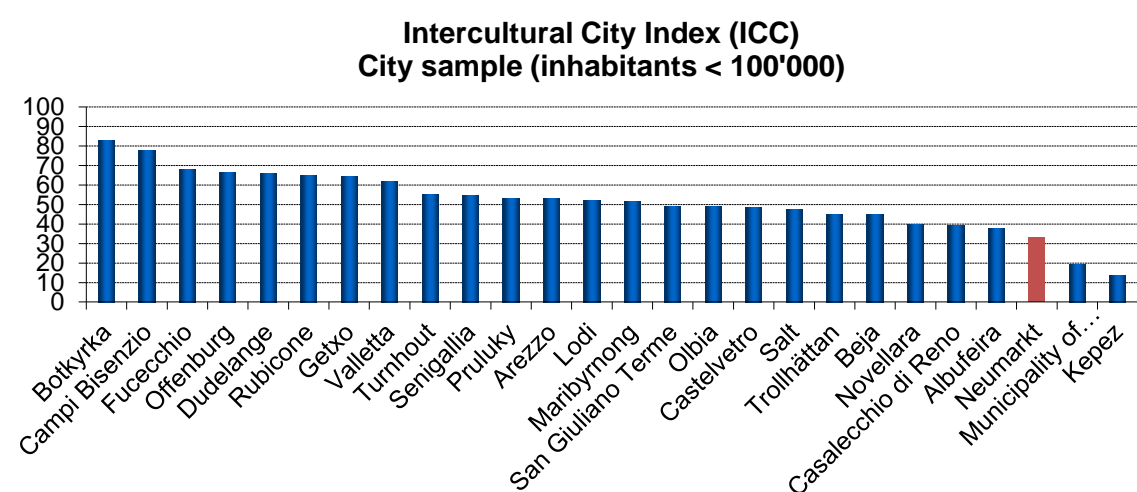
The comparison between cities is strictly indicative, given the large difference between cities in terms of historical development, type and scale of diversity, governance models and level of economic development. The comparison is based on a set of formal criteria related to the intercultural approach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

Taking account of 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.

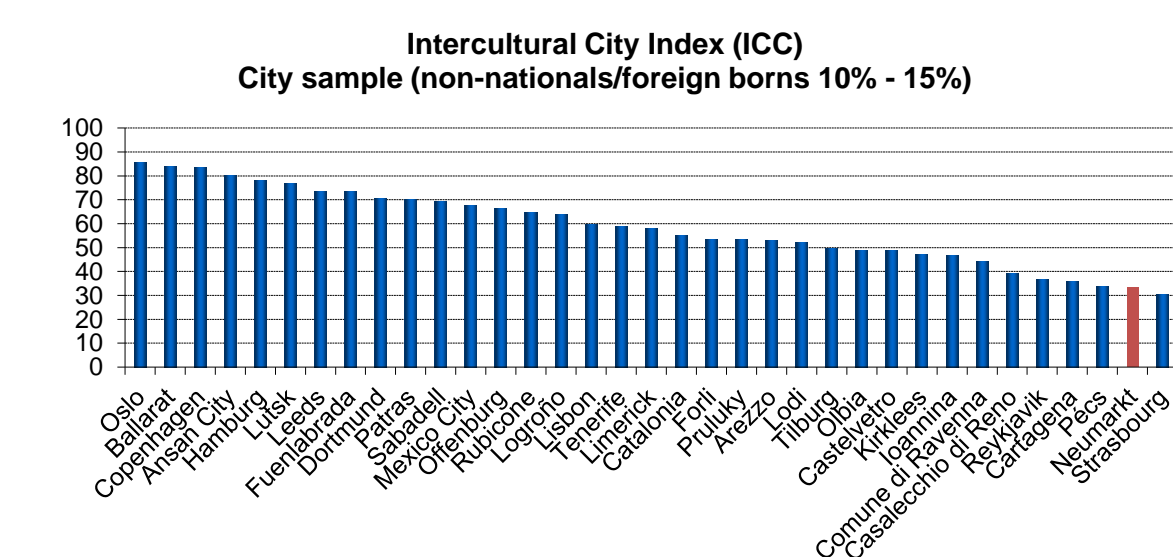
So far, 16 cities have used the index containing the two new indicators in their evaluations, including Neumarkt. Thus, the city will be compared to the entire sample for all the other indicators, and to the new sample for the new indicators relating to participation and interaction.

According to the overall index results, Neumarkt has an aggregate Intercultural City index of 33 (out of 100 possible points). The details of this result will be explained below.

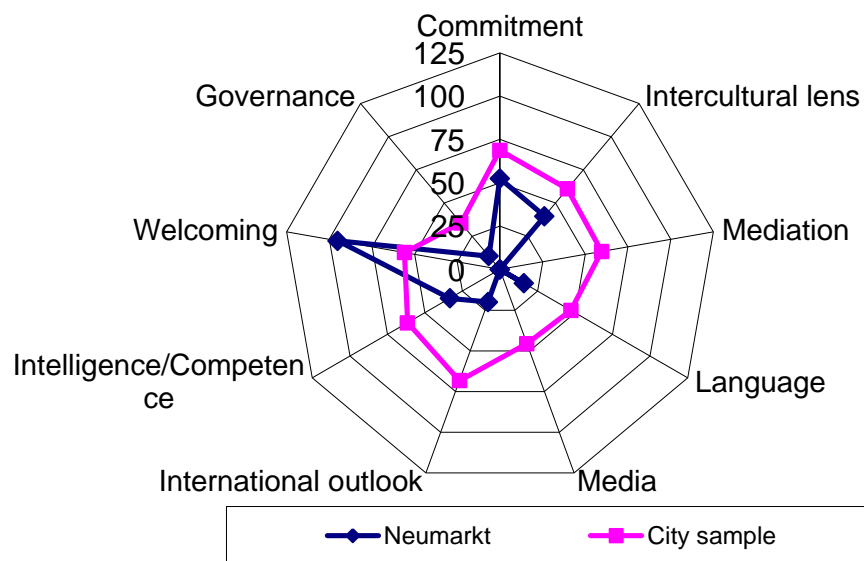
#### Per Inhabitants



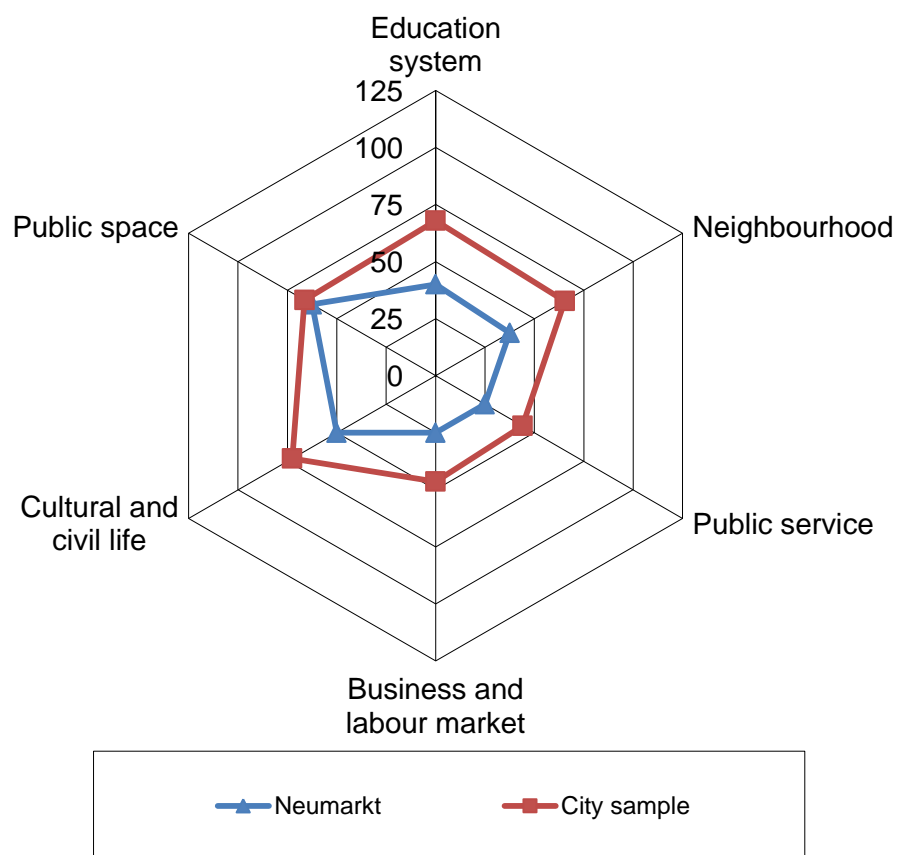
#### Per Diversity



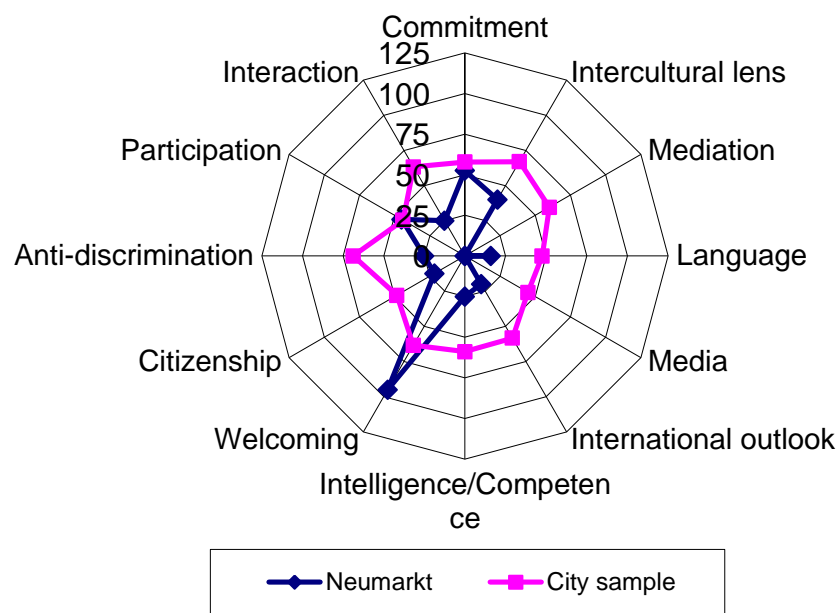
## Core Index



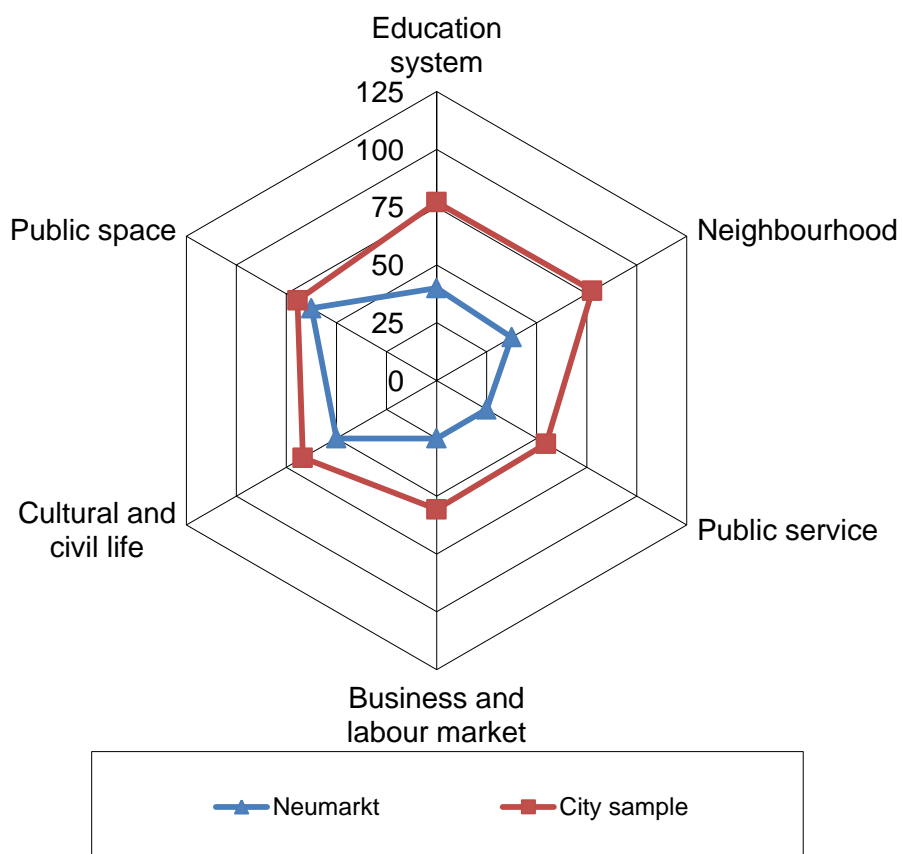
## Intercultural Lens Index with Core Index



## Extended Index



## Intercultural Lens with Extended Index



## NEUMARKT: AN OVERVIEW

Neumarkt in der Oberpfalz is the capital of the Neumarkt district in the administrative region of the Upper Palatine, in Bavaria, Germany. The city has a long history, first finding mention in 1135. It developed as an industrial centre in the 19<sup>th</sup> century.

The total population of Neumarkt is 40,314, or 42,173 when secondary residences are included. 17.7% of residents (excluding secondary residents) were born outside Germany and 10.71% (including secondary residents) have a nationality other than German. There is a broad range to this diversity with the main ethnic and cultural groups in the city being from: Kosovo (1.43%), Romania (1.07%), Croatia (0.91%), Poland (0.68%), Turkey (0.66%), Bosnia-Herzegovina (0.43%), and Hungary (0.40%).

This diverse composition of the city population has evolved significantly in recent years. In 2009, 6.12% of residents had a nationality other than German. This change has been the result of an opening up of residence permits for workers from the western Balkans, migration from eastern Europe and the arrival of refugees since 2013.

1.43% of the population is made up of refugees/asylum seekers. The countries of origin are mainly: Syria (363 people), Iran (28), Iraq (107), Afghanistan (43), Somalia (27), and Eritrea (35). There is a small number of irregular migrants identified per year, 20 to 30 people.

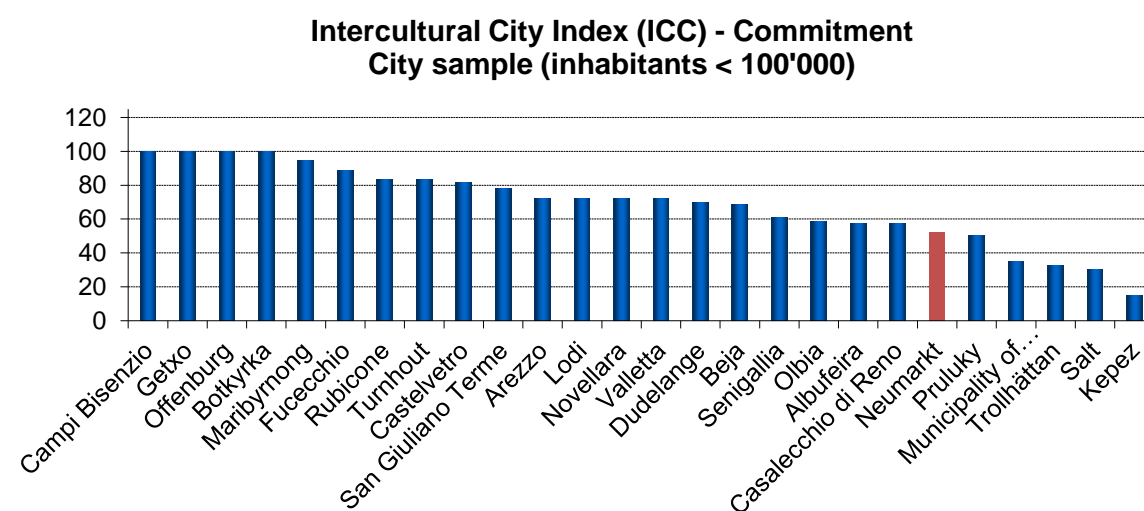
GDP cannot be indicated for the city given its size, but the GDP for the county within which it is located stands at €36,199.

## COMMITMENT

*For intercultural inclusion to occur, city authorities need to send out a clear and well-publicised message emphasising their commitment to intercultural principles, i.e. diversity, equality and interaction. Ideally, a majority of elected officials and senior policy officers will have a clear understanding of these core principles and their implications for policy-making. City authorities also need to initiate an institutional process to translate the principles of interculturality into concrete policies and actions. Most importantly, an Intercultural City actively seeks to include residents of all nationalities, origins, languages, religions/beliefs, sexual orientations and age groups in the policy-making process. The authorities also highlight and nurture any intercultural practices that may already exist in the city.*

Neumarkt's score in the field of Commitment is 53, lower than the city sample result of 69, though this score reflects a solid and adequate foundation for the journey it is embarking on as an Intercultural City.

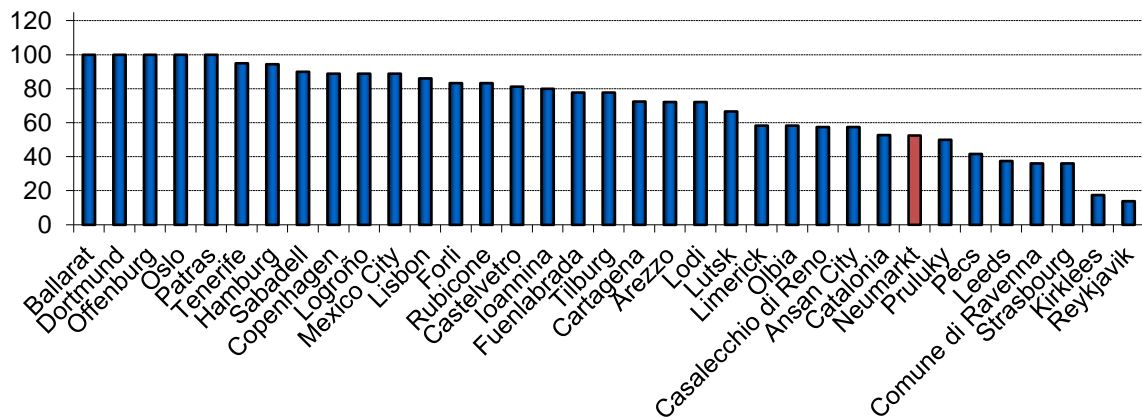
### Per inhabitants





## Per diversity

**Intercultural City Index (ICC) - Commitment**  
City sample (non-nationals/foreign borns 10% - 15%)



The commitment to intercultural principles is valuably established in the policy document “[Impetus for a Sustainable City](#)”, adopted by the City Council on 28 November 2018. This encompasses eight fields of action, one of which is integration. This integration field of action identifies possible participation in the Intercultural Cities programme and that this would provide a framework for its measures on this theme. The policy document usefully identifies that the fields of action overlap and the commitment to integration, for example, is not confined to the one field of action but can benefit through all other fields.

The city valuably developed an important mission statement for this integration field of action: ‘Neumarkt – Intercultural Open City’. This was prepared at one of the citizen conferences in preparing the ‘Impetus for a Sustainable City’ policy document. This mission statement sets out a commitment to: peaceful co-existence; mutual respect and mutual appreciation; integration as a dynamic two-way process of reciprocation and accommodation; integration as social participation for everyone; a culture of welcome; and opposition to all forms of racism.

Equality, diversity, and interaction are three inter-linked values that underpin the Intercultural City. The statement emphasises interaction with some focus on diversity but less on equality. While the statement is available on the website, a strategy would be useful for: communicating it; building a broad ownership for its content, across institutions or among the general public; or building capacity to champion it among elected official or senior policy officers. At the moment, interculturality is rarely referenced in official communication.

The ‘Impetus for a Sustainable City’ policy document with its integration field of action is, in effect, the integration strategy and action plan expected of the Intercultural City. Integration under the policy document is to involve four main areas for action: promote tolerance and acceptance; expand and stabilise structures to promote integration; create educational opportunities and everyday aids for migrants; and support integration through community activities. While the policy document notes that integration works best where newcomers can find affordable housing, have a chance of training or a job, and can build a social environment, not all of these fields are specifically addressed by the areas of action for this theme.

As a strategy, the policy document usefully commits to cross-functional and cross-department cooperation and to an interagency working body for integration. The range of agencies to be involved is not identified. However, there is limited focus on the development of institutional systems for an intercultural approach by agencies or on cross-sectoral work, involving other sectors such as employers, trade unions, or civil society. The policy document notes the intention to establish a Neumarkt alliance of integration which could be of value in this regard.

As an action plan, while examples of actions are provided for each area for action, specific measures remain to be identified. The breadth of activity will need to expand to match the social, economic, cultural and political range of actions required of an Intercultural City. Further a plan for evaluation could be developed.

There is funding for integration projects through the budget of the Department for Sustainability Support. The absence of a specific budget for integration could lead to a lack of coherent systematic implementation of the overall valuable commitment made to integration.

The Councillor for Integration identified offers important political leadership. The Department for Sustainability Support provides an administrative leadership. However, it would be useful to identify dedicated administrative leadership for this area of work.

An intercultural panel has usefully been established to enrich intercultural exchange by initiating projects and there are plans to transform this into an integration council to advise the city government. Engagement with civil society organisations representative of diverse ethnic groups could valuably be explored.

There is the 'Stille Helden'/'Quiet Heroes' award for people or organisations who make a social contribution to the city, which is open to including a focus on interculturalism.

### Recommendations

Neumarkt has strong foundations from which to further develop its internal infrastructure to realise its ambitions as an Intercultural City.

The first step might usefully be to pursue a broader institutional sign-up to the Integration mission statement and to form an Intercultural City Coordinating Committee. The Intercultural City Coordinating Committee could encourage, guide, and monitor implementation of the full range of actions to realise the Intercultural City project. The organisations participating in the committee would be drawn from the agencies and departments responsible for and involved in delivering key services, the private sector and trade unions, and the voluntary sector. These organisations could be invited to consider and sign up to the mission statement and to use that as a basis for their shared endeavours. The intercultural panel could usefully be invited to have representation on the committee and be formally linked to its ongoing deliberations.

Limerick offers an interesting example with its [Limerick City and County Integration Working Group](#). This engages statutory, non-statutory, and voluntary bodies to share information and good practice and take initiatives to advance the goal of Limerick as an Intercultural City.

The second step might usefully be to expand the range of activity proposed under the integration field of action of the 'Impetus for a Sustainable City' policy document to cover all social, economic, cultural and political areas of concern for sustaining an Intercultural City. A specific budget could usefully be provided for this expanded plan.

Lisbon offers an example in implementing an expansive [Municipal Plan for the Integration of Migrants](#) that, in its current version, covers action across three axes:

- Welcome and Rights: covering welcome services, housing, education, health, participation, and anti-poverty initiatives.
- Integration and Participation: covering employment, training, gender equality, civic participation, and combating racism and discrimination.
- Interculturalism: covering culture, media, religious diversity, and international relations.

### THE CITY THROUGH AN INTERCULTURAL LENS

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Although the formal functions cities and other local authorities assume vary considerably from one country to another, all cities have the primary responsibility for maintaining social cohesion and preserving the quality of life in the city. The policies designed to achieve these goals will therefore be re-conceived and re-configured in order to assure they provide adequate service to all residents regardless of their nationalities, origins, languages, religions/beliefs, sexual orientation and age group. This is most notably the case for policies concerning education, neighbourhoods, public services, business and the labour market, cultural and social life, and public space.

The overall rate of achievement of the urban policies of Neumarkt, assessed as a whole through an "intercultural lens" is lower than that of the model city: 40% of these objectives were achieved while the rate of achievement of

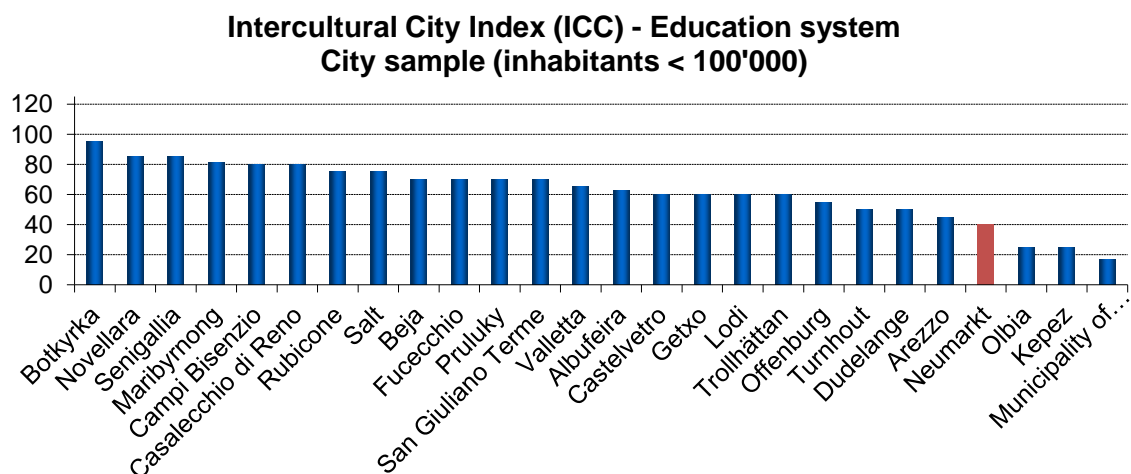
the model city's engagement policy reaches 61%. This reflects the stage of the journey the city is at in realising its ambitions as an Intercultural City.

## EDUCATION

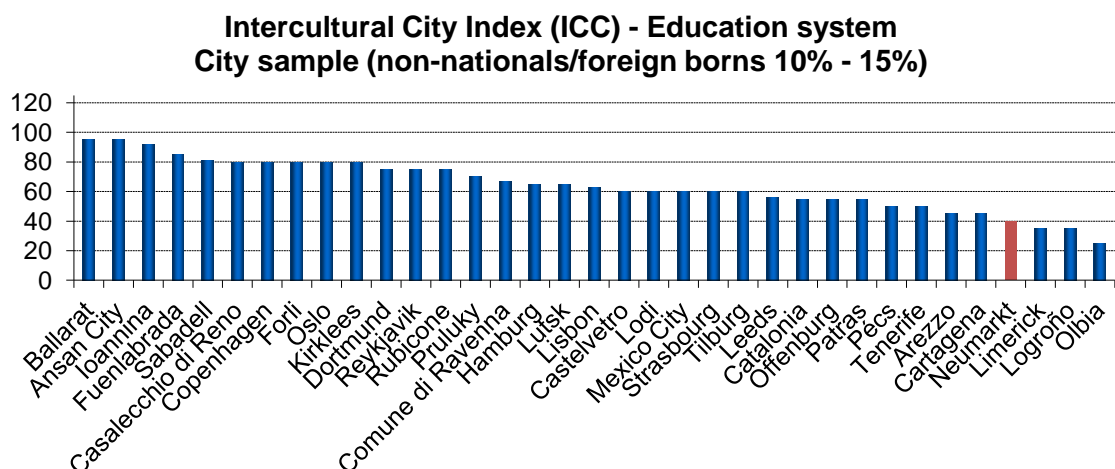
Formal education and extracurricular activities have a powerful influence on how children will perceive diversity as they grow up. Schools therefore have a strong potential to reinforce or, on the contrary, challenge prejudices and negative stereotyping. Although school programmes are defined primarily at the national or regional level, local schools can look at alternative and innovative ways of providing opportunities for children of different cultures to build trust and mutual respect, and create thereby favourable learning conditions for all pupils, irrespective of their nationalities, origins, languages, sexual orientation or gender identity, religions/beliefs. From the intercultural perspective, cultural and other diversities, including multilingualism are treated as positive opportunities and are nurtured accordingly. Intercultural schools also consider parents of pupils with migrant/minority backgrounds on an equal basis as other parents. They take steps to ensure that all parents overcome any reluctance they may have in engaging with the school and give them in this way the possibility of playing the educational role usually expected from parents.

Neumarkt's score in the field of education is 40, lower than the city sample result of 68. In part this reflects the segregated nature of education provision reported and the need for measures to respond to this.

### Per inhabitants



### Per diversity



In most primary schools, almost all children are reported as being of the same ethnic background. The city reports they currently have no current policy to increase mixing in schools, nor, as an interim measure, initiatives

to link schools in intercultural initiatives. The absence of diversity at school limits interaction among young people, and, thus, can pose a challenge in seeking to achieve integration and respect for intercultural principles in the wider community. This challenge is further reinforced given that the ethnicity of teachers is reported as rarely reflecting the diversity of the city population.

Diversity is officially and positively catered for in the provision of school meals where pupils can decide between meat dishes, vegetarian meals, or a meal without pork. A number of specific intercultural projects aiming to involve parents are also reported. This includes a project to involve parents from migrant backgrounds through organising a festival to present all different cultures, traditions and customs from the countries the pupils of the school come from. Similarly, another school organises the “Day of Intercultural Exchange” to appreciate the different cultures and religions represented in the school. Various games for the children, food and a quiz are presented during the event to promote the exchange between the different cultures. Initiatives to strengthen the intercultural principles and values within the student population or action to develop school planning, systems and practice based on intercultural objectives and principles would be useful in expanding this work. Systems for learning from this good practice and for its wider uptake would be useful.

An innovative project for parental involvement is identified for parents of migrant children to enable them to learn about the school and how it operates. This is offered through the “Hour of Intercultural Exchange” to give parents the opportunity to ask the director questions. The intercultural exchange is organized as a café to facilitate the discussion and interaction.

Since 2015, the Mittelschule West has been one of the main schools for the young refugees starting from the age of ten. Specific classes (Übergangsklassen / bridging classes) have been created and qualified teachers hired to ensure all young children easily gain access to German language classes. Once the children reach a good level of German language, they transfer into the regular school system to be able to graduate from school. Some specific projects which have been carried out at the school include:

- “Pupils Help Pupils”: Pupils of two secondary schools became private tutors for the foreign pupils to help improve their German skills. The contact is also helpful for the integration process
- Together with the teacher for art, several refugee children created a universal calendar with pictures of famous places in Syria, Iraq or Afghanistan.
- Pupils made a presentation of their home countries in the context of the project “Land & Leute” / “Country and People” where newcomers are invited to present their home countries
- An exchange with another school was made, where they spoke about the experiences on the refugee routes and social changes
- A soccer tournament
- The collection and distribution of bicycles to the children with the help of several voluntary associations and foundations to ease the travel to the school for newcomers.

While the creation of educational opportunities for migrants is included in the ‘Impetus for a Sustainable City’ policy document, the education sector does not feature as an area for action.

### Recommendations

The segregated nature of schools that is reported presents a significant challenge. The ideal will be to develop strategies to eliminate such segregation. Oslo has developed interesting work to tackle [education segregation through raising standards](#). This work involves investment in schools most threatened by ‘white flight’ and limiting parental choice.

Where such action is not possible in the immediate term, the linking of schools to serve mixing has proven beneficial. This could usefully be developed in Neumarkt at this stage. It needs to be done on a planned and programmatic basis if it is to achieve its potential. It could build on the evident commitment to good practice initiatives reported in schools.

The [Schools Linking Network](#) in Bradford provides an interesting example of inter-ethnic linking of pupils and schools. It involves a year-long programme of class visits between paired classes in two schools, alongside intercultural curriculum initiatives, and teacher training. Implementation of the [Schools Agenda 21 Programme](#) in San Sebastian provides another type of example. 15,000 students from 28 schools participated in a programme

of activities on cultural diversity, which included analysis of the situation in their own schools, reflection on the situation in their wider society, interviews with key stakeholders, and presentation of a plan of action to the municipality.

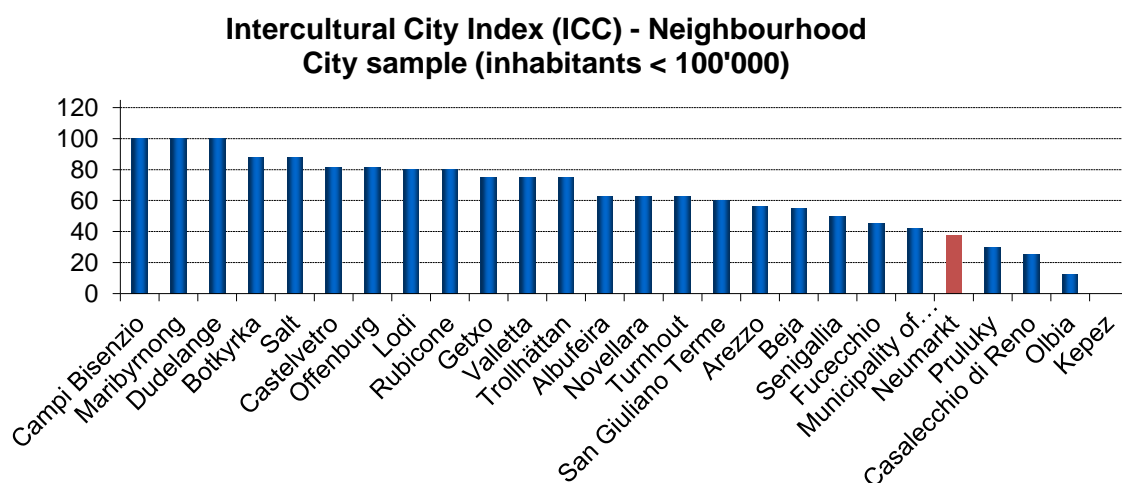
The good practice reported in schools might usefully be further stimulated and expanded. The [Co-existence and Mediation](#) initiative in Barcelona could usefully be explored. This wide-ranging initiative seeks to introduce interculturalism as a mainstream element in the curriculum and encompasses learning of first languages, teacher training, involvement of families in the educational process, linking the school with its wider neighbourhood, and teaching about the neighbourhood's cultural diversity.

## NEIGHBOURHOODS

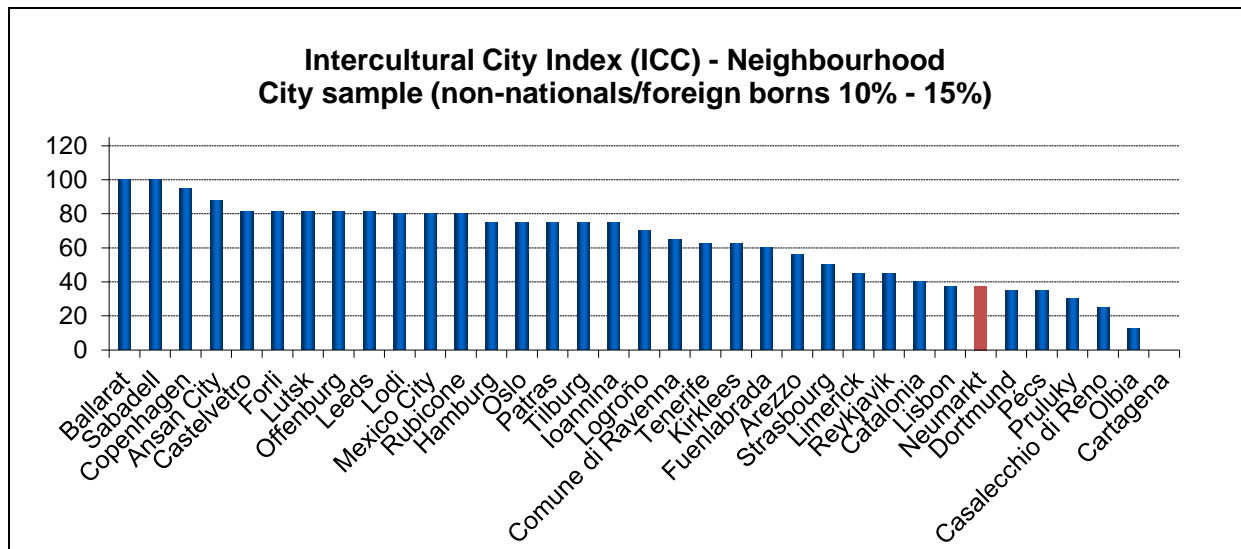
*Within a city, districts, neighbourhoods, or other territorial sub-units, can be more or less culturally/ethnically diverse. People are indeed free to move and settle in the neighbourhood of their choice. To be intercultural, a city does not require a 'perfect' statistical mix of people in all neighbourhoods. It will however make sure that ethnic concentration in a neighbourhood does not convert into socio-cultural segregation, and does not act as a barrier to the inward and outward flow of people, ideas and opportunities. In particular, the Intercultural City ensures the same quality of public service delivery in all the neighbourhoods and plans public space, infrastructures, social, cultural and sport activities to encourage intercultural and socio-economic mixing and interaction.*

Neumarkt's score in the field of neighbourhoods is 38, lower than the city sample result of 65. In part, this score reflects the lack of ethnic diversity reported in neighbourhoods.

### Per inhabitants



### Per diversity



Few neighbourhoods/districts are reported to be ethnically diverse and no policy to increase this diversity is reported. Significant levels of segregation present challenges for an Intercultural City as they limit interaction, enable stereotypes and divisions to be sustained, and block access to the creativity and civic energy that forms part of the diversity advantage.

The Community Centre is identified in the 'Impetus for a Sustainable City' policy document as a key meeting place for people to come together. The Community Centre is a valuable space to anchor and develop civic engagement as a field of action and provides a venue for initiatives of the city and of independent groups. The festival 'A Journey around the World' is reported as an impressive biennial event of celebration of the city and its many nationalities. Citizens from diverse backgrounds come together to celebrate that Neumarkt is an intercultural city with many nationalities. A colorful program containing music, dance, lectures and culinary delights provides opportunities to get to know other cultures and to promote the dialogue. The festival shows that citizen participation from different backgrounds is valuable and possible through an encounter between locals and newcomers. Fears and prejudices are reduced through personal encounters and discussions.

An annual survey is usefully conducted about use of facilities, who is using the facilities, projects, workers and volunteers in the Community Centre. This is carried out to see which target groups are being reached and which need to be more involved.

The 'Impetus for a Sustainable City' policy document includes support for integration through community activities as one area for action. Projects given as possible examples include an intercultural garden project, tailoring and sewing workshop, and intercultural cultural projects. In a largely segregated context, such community initiative is rendered difficult but is vital.

### Recommendations

Strategies could usefully be developed and pursued to gradually change segregation at neighbourhood level. This is often achieved through allocation of public housing or publicly funded housing.

Bergen has implemented a strategy for [inclusive housing](#) which includes allocation of dwellings for social renting and interventions in the private rented sector. Zurich offers an interesting model for working on the issue of [diversity at neighbourhood level](#). This includes a rental policy for the city and for housing associations that promotes cultural mixing, the financing of integration projects to enhance interaction between neighbourhoods, and promoting community development through local community centres. Further the [ICC study on managing gentrification](#) can offer interesting policy solutions from the ICC network.

In the interim, initiatives are needed to build an interaction between neighbourhoods on issues of shared interest or concern. Neumarkt is well served in this regard by the Community Centre, its work and its potential. The work of the Community Centre might usefully evolve to include an outreach community development dimension with the goal of mobilising community interaction that involves cultural mixing and shared action. The Community



Centre could host the community development worker(s) and serve as a venue for people from diverse neighbourhoods to come together to work on issues of shared interest or concern.

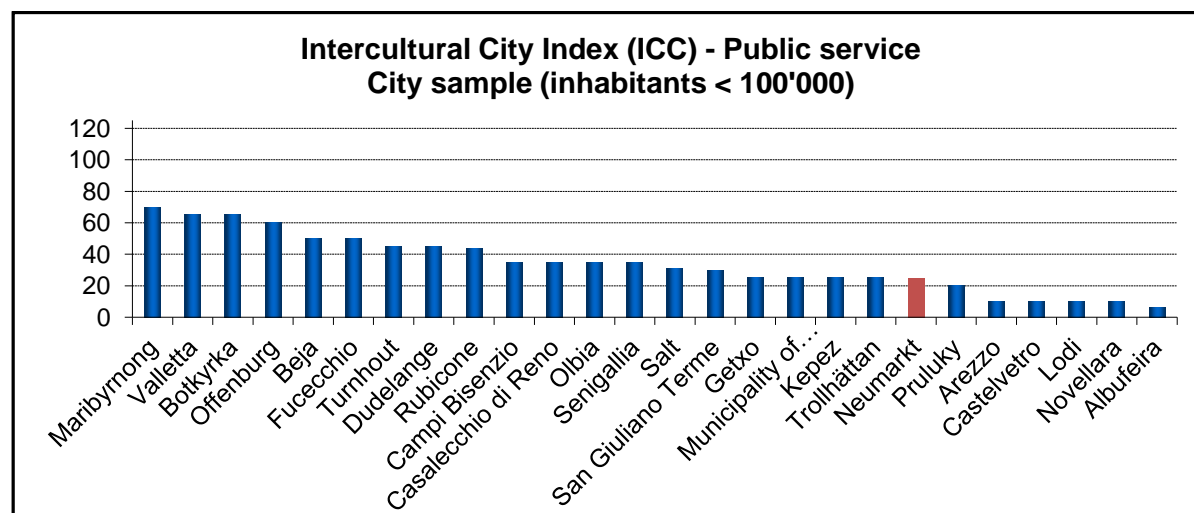
The [House of Peace and Human Rights](#) in Donostia-San Sebastian, with its focus on intercultural dialogue, could be a source of further ideas for the Community Centre. Its work encompasses education and research, information and counselling, and support for social movements working on human rights.

The experience of the [EMPO Multicultural Resource Centre](#) in Bergen could offer valuable ideas. Empowerment is the goal of this centre which pursues initiatives to create dialogue, mutual understanding and change. These include women's groups, men's gatherings, course, theme days, seminars, counselling, parental guidance, language and work practice and social network across cultures.

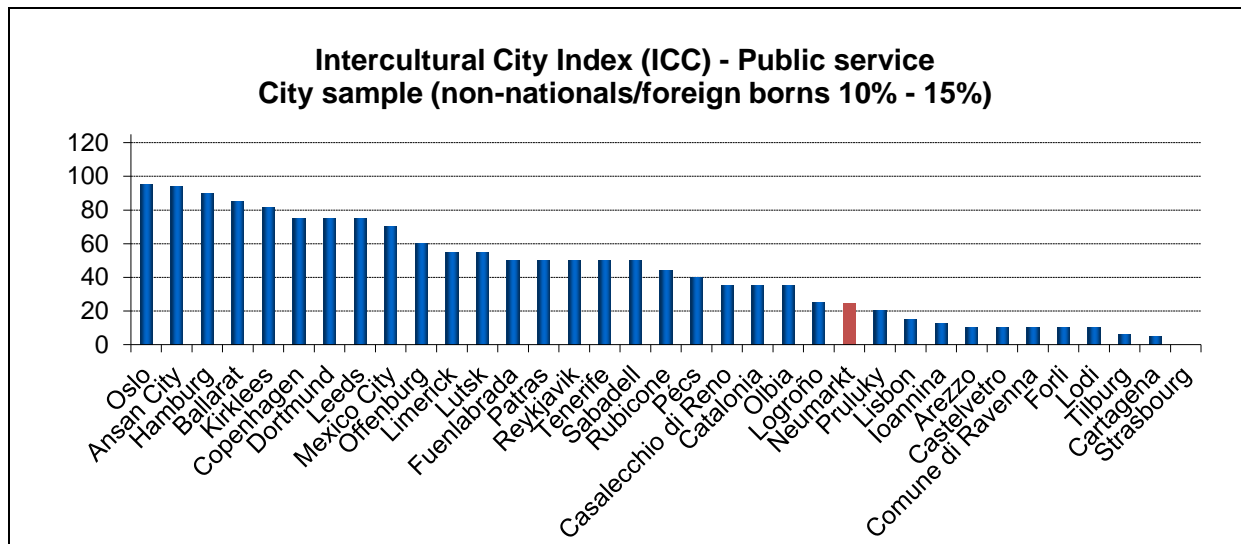
## PUBLIC SERVICES

*As their very name implies, public services work for the benefit of the public as a whole. If the population is diverse, public services will be more efficient in delivering adequate benefits and information if city officers, at all levels of seniority, are as diverse as the population in general. This requires much more than simply ensuring equal opportunities to access public service employment. When taking action to encourage a diverse municipal workforce, an Intercultural City acknowledges that a 'one size fits all' approach to public services and actions does not guarantee equal access to public benefits. The city also recognises that residents with migrant/minority backgrounds should never be treated as passive consumers of public benefits but can contribute actively by suggesting new ideas and innovative solutions to public problems.*

Neumarkt's score in the field of public services is 25, lower than the city sample result of 44. While the city has taken positive steps to adjust for ethnic diversity in key service areas, this score reflects a need for a systematic approach to cultural diversity across the full spectrum of public service provision, alongside the challenge to expand ethnic diversity among staff in public services.



Per diversity



There remains a challenge to expand the range of employees in public services such that they reflect the diversity of the population they serve. This would further strengthen trust in public services, enhance their capacity to engage effectively with a diverse population, and secure gains for public services from diversity advantage in achieving their objectives for all in the city. A policy with associated actions to increase the diversity of employees, whether in the public sector or in the private sector, would be needed to respond to this challenge.

Steps have been usefully taken to adjust for the practical implications of diversity in the provision of funeral services, school meals, cycling classes, language cafes and meet-ups for cooking or games, city guides in multiple languages as well as sports facilities and initiatives. However, a similar cultural lens could usefully be applied across the full range of public services in order to ensure the practical implications of cultural diversity are taken into account and to secure their potential to realise the benefits of these services for the full diversity of people in the city.

### Recommendations

Public services play a key role in sustaining the Intercultural City by giving visibility to diversity in their employment, and taking account of diversity in their service design and delivery. The steps reported to take account of cultural diversity in public services could be further extended across all key service provision areas. Service design and delivery could be reviewed for their accessibility to and impact on minority ethnic groups, and could be adjusted to take account of cultural diversity and ensure benefit to these groups on a par with the general population.

The [Equality Impact Assessment](#) process undertaken in Manchester provides a useful support for public services to be culturally appropriate and to achieve benefits for all groups in society. This is a legal requirement in the UK but can be pursued in the absence of a legal imperative. Service areas are analysed for their impact on different groups, with changes introduced as necessary to ensure fitness for purpose and prevent disadvantage arising.

The [intercultural policy model](#) of Botkyrka has a focus on intercultural competence in public administration. Actions included a critical, systematic and constructive analysis of practice and activity in public administration at strategic and operational levels and development and monitoring of a global intercultural strategy for inclusive integration.

Initiatives could usefully be developed to increase the employment of minority ethnic groups in public services. This could initially involve some forms of positive action, as allowed under equal treatment legislation, to encourage and secure a minority ethnic presence.

[Montreal](#) reports significant success in staff diversity with good practices in various public services such as: specific recruitment calls for minority ethnic groups; professional sponsorship to enable people facing labour



market barriers to get their first paid working experience; preferential appointment rate for minority ethnic job applicants; and action to review and address any systemic discrimination in recruitment processes.

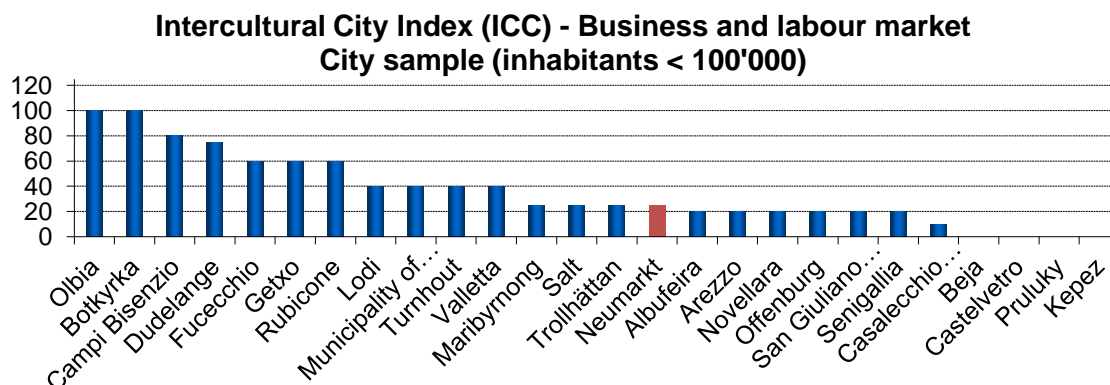
The [Future Workplace](#) action plan in Bergen is another interesting example. This includes actions to encourage minority ethnic job applicants in the public administration and intercultural competence in the private sector.

## BUSINESS AND THE LABOUR MARKET

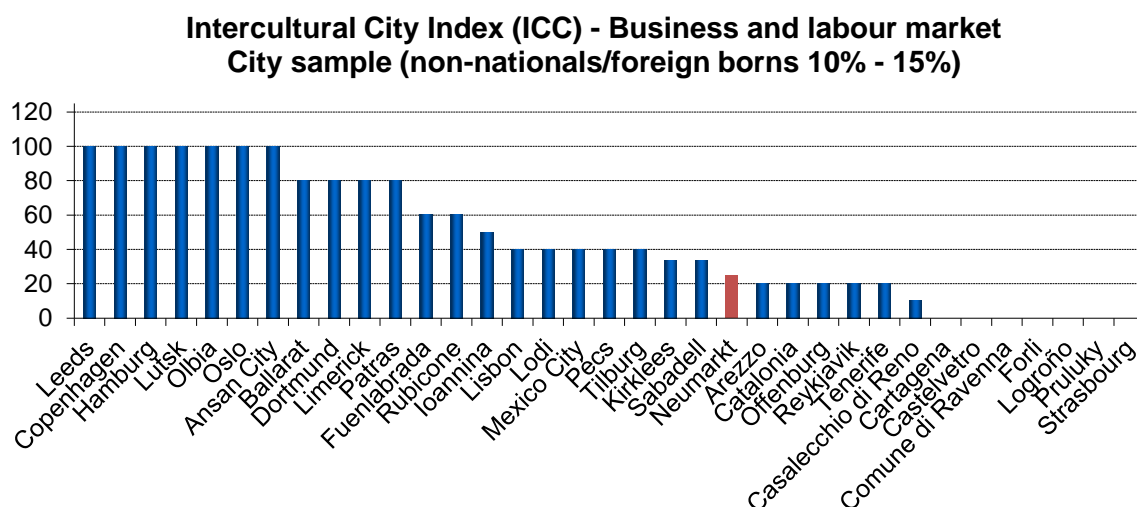
Access to the public sector labour markets is often restricted by national or regional legislation. When this is the case, the private sector may provide an easier route for people with migrant or diverse backgrounds to engage in economic activity. As a result, private companies and activities tend to offer much more diverse working environments than the public sector. Research has also proved that it is cultural diversity in private companies, and not homogeneity, which fosters creativity and innovation. By constantly highlighting the diversity advantage in business, and partnering with their chambers of commerce and entrepreneurs, cities can influence how diversity is perceived in the private sector in such diverse sectors as shops, clubs, restaurants, industry, technical services and science.

Neumarkt's score in the field of business and the labour market is 25, lower than the city sample result of 46. This score reflects the early stage of its journey towards its ambition as an Intercultural City and the challenge to build a relationship with the private sector in this journey.

### Per inhabitants



### Per diversity



The presence and operations of relevant business associations that cover the sector in the city are reported: Association of Bavarian Chambers of Industry and Commerce, and Chamber of Industry and Commerce

responsible for the Oberpfalz administrative district. Their potential to engage with issues of diversity or non-discrimination is noted.

This is a new area for the city in its intercultural ambitions. Leadership from the private sector for intercultural principles has much to offer the Intercultural City. It is important to mobilise and engage this leadership. Diversity advantage is an important driver for this leadership as is corporate social responsibility and both could be mobilised to this end by the city.

Within this sector, minority ethnic entrepreneurs have a very particular contribution to make and action to support and encourage their emergence and success will be important. They provide valuable role models, undermine stereotypes and prejudice, open up new markets, and offer a valuable perspective to the Intercultural City. Networking among and ensuring a voice for minority ethnic entrepreneurs needs development. Action to favour companies of minority ethnic entrepreneurs, with a diversity strategy in procurement of the City Council, can play a useful role in this regard. These are areas for potential future development by the city.

### Recommendations

A key starting point would be to engage with the identified private sector business associations. This process could begin with their participation on the Intercultural City Coordinating Committee. The next step could usefully be to support a networking platform of employers to discuss and make progress on recruitment of minority ethnic people and the management of intercultural workplaces.

Kirklees provides a useful example with its [Diversity = Inclusion group](#). The group involves public and private sector employers and large companies and SMEs. It provides space for employers to network, gathers and analyses data on diversity in the local labour market, shares and promotes good practice, and supports business leaders in championing diversity.

In Oslo, the [OXLO Business Charter](#) is a forum and network for collaboration between the city and the business community. It works to promote migrants as a resource for business and economic growth with actions to support diversity recruitment, business leadership for diversity, and workplace diversity and inclusion.

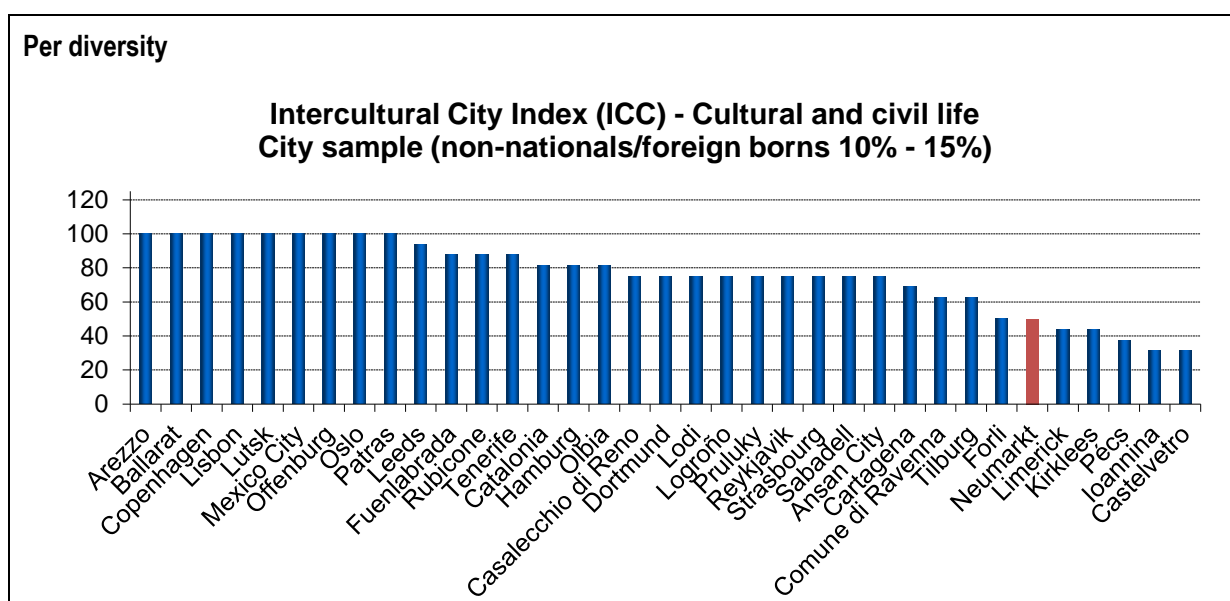
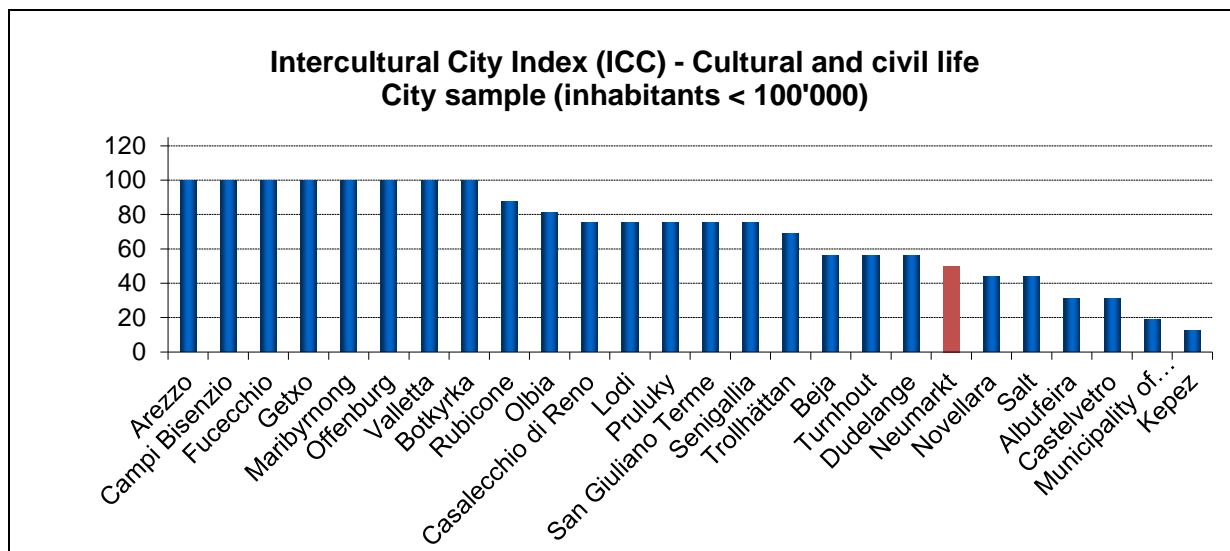
[Sabadell](#) has implemented a range of labour market activities that are instructive. These include a collaboration agreement with a large business association to facilitate insertion of members of vulnerable groups, collaboration agreements with representative associations for these vulnerable groups to support this insertion, and to include a social clause in all its tenders.

## **CULTURAL AND SOCIAL LIFE**

*Whereas people living in a city may have different migrant/minority or other backgrounds, they very often share the same interests and satisfaction when engaging in leisure activities, especially in the fields of arts, culture and sports. Such activities are sometimes structured along ethnic lines. That is quite understandable when they aim to preserve folklore traditions or the language and history of countries of origin. What is problematic is when cross-cultural leisure activities are organised along ethnic lines, for example when a football team only accepts players from one ethnic group. The Intercultural City can encourage cultural openness through its own activities and by introducing intercultural criteria when allocating resources to artistic, cultural and sports organisations.*

Neumarkt's score in the field of cultural and social life is 50, lower than the city sample result of 73. While the city has an important tradition of intercultural events, it has yet to mobilise the full potential of the arts and culture sector.

<b>Per inhabitants</b>
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Regular events are reported to encourage interaction between different groups and to stimulate public debate on cultural diversity. Two initiatives stand out: 'Neumarkt: city for all' and 'Echte Neumarkter'. 'Neumarkt: city for all' is an intercultural day to raise awareness and promote intercultural encounters with a programme of cultural events. The diversity in the city is celebrated in the festival. During the festival all citizens were invited to experience music, theatre, discussions and a special performance for children. International restaurants from the city also served delicious samples. The day was a sign of the many positive things that citizens do on a voluntary basis in Neumarkt. 'Echte Neumarkter' is a photographic exhibition symbolising the diversity of the city that was held in the town hall. In the project the Department for Sustainability Support selected 14 persons from different nations who were photographed. Short personal statements on the black-and-white photographs showed the importance of Neumarkt for each individual.

It is usefully identified that grants have been secured by intercultural associations. However, the city reports no intercultural criteria guide what cultural initiatives might get funded or how such initiatives that do get funding are expected to operate. Intercultural criteria are useful in ensuring the inclusion of minority ethnic groups in cultural initiatives both as consumers and as producers and in ensuring intercultural standard for cultural productions.

Further the city has a number of initiatives in the cultural sector with an international component. These include partnerships with Mistelbach and Issoire and an International Mastersingers Academy where around 15 young singers from all over the world come to Neumarkt each year. The concerts are a highlight in the cultural events of the city and the setup further allows the students to get to know several families of Neumarkt who take care of them during their stay. Additionally, the city regularly arranges the International Youth Exchange with the aim of

promoting reconciliation with the eastern neighborhood countries. As part of the meeting young people come together to get to know each other by participating in different activities. In addition to an accompanying program, participants spend time rehearsing for a peace concert, which is the highlight of the meeting and expresses the unifying character of the common language, music.

Specific encouragement for cultural organisations to address issues of cultural diversity in their productions is not reported. Such a stimulus can be important as cultural events can provide a creative and safe space to explore intercultural principles and the challenges they pose and can be valuable in promoting and encouraging support for these principles.

### Recommendations

Cultural organisations are not only venues for interaction, but also spaces for artists to emerge from minority ethnic communities, and opportunities for exploration of, and new insight into, cultural diversity and intercultural principles. Cultural action has a contribution to make to building and sustaining the Intercultural City. In addition to the events already organised by the city, this would be a new field for development by the city but there is a body of work to be built on with the cultural events reported by the city.

Action might usefully be taken to convene artists and organisations concerned with culture and cultural expression in the city to: present the Intercultural City and its principles; explore the potential in an intercultural approach within cultural services and productions; and establish the steps that might be required in such an approach. This could then be developed into an intercultural arts and culture strand for the integration field of action in its strategy.

The [Danish Centre for Arts and Interculture](#) in Copenhagen offers some pointers as to what might be asked of a cultural sector in a city. Its work includes to: support intercultural competence in the cultural sector; ensure the life experience of minority ethnic groups is given expression in culture; encourage the involvement of minority ethnic artists; and support a broadening of diversity among audiences.

The [Apropa Cultura](#) network of cultural facilities formed by Barcelona offers another interesting example. It supports a range of cultural facilities to take steps to enable access for a range of vulnerable groups, design and target specific events for particular vulnerable groups, and provide education courses for members of these groups.

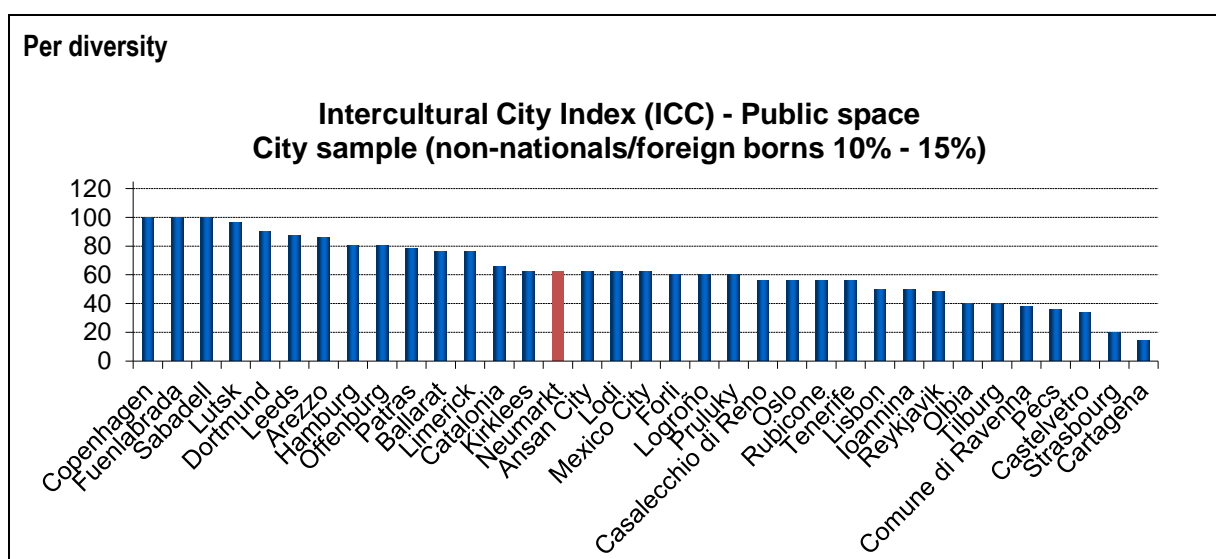
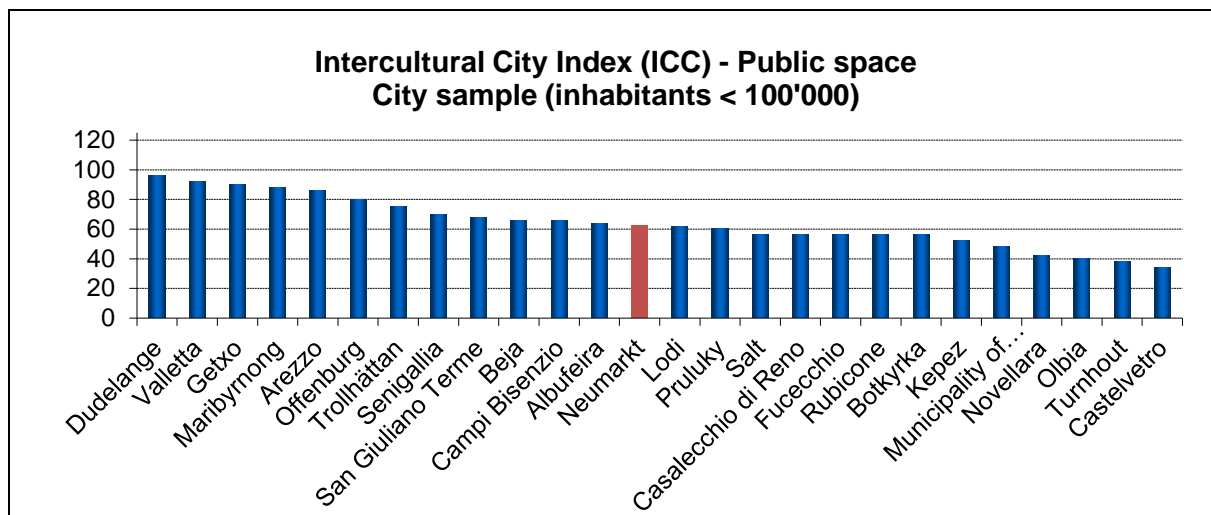
The [Cultural Development Policy](#) of Montreal encompasses an ambitious range of actions in the field of cultural and social life. It includes commitment to programmes to encourage cultural organisations to engage with diversity and intercultural relations in their approaches and activities, action to promote recognition and inclusion of all artists and art forms, support for works addressing diversity and intercultural relations and intercultural art forms, and initiatives to foster participation by all residents in all neighbourhoods.

## **PUBLIC SPACE**

*Public spaces (streets, squares, parks, etc.) and facilities (public buildings, day centres, schools, health centres, etc.) are places which most citizens are obliged to use. They offer the possibility of meeting people of different nationalities, origins, languages, religions/beliefs, sexual orientations and age groups. For encounters between diverse people to actually occur, such spaces and facilities should be designed and animated in a way that all residents feel comfortable when using them. Conversely badly-managed spaces can become places of suspicion and fear of the “other”. When this is the case, the Intercultural City actively engages with all the people concerned, firstly to understand the local context from their perspective, and secondly to identify solutions largely support by them.*

Neumarkt's score in the field of public space is 63, slightly lower than the city sample result of 66. This score is a measure of valuable intercultural action reported across a range of public-facing institutions.

<b>Per inhabitants</b>
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Valuable steps are reported to encourage intercultural interaction in public libraries, museums, playgrounds and parks, and public squares. These steps include areas created to increase contact, a diverse offering including literature and hammocks by the municipal library during summer as well as an open bookcase to increase interaction. The library offers books, movies and games in several languages as well as materials for learning German and other languages. Additionally, city tours are available in different languages. The recreation rooms to improve social cohesion and integration, one in a city park and one on a green area, are innovative. The libraries respond to language diversity with books, games, and language learning opportunities.

The Community Centre and the G6 Centre for Youth, Education and Culture are important and valuable public spaces for interactions. People can obtain information and advice there, and join projects and participate in activities. Processes of consultation with different ethnic groups are not identified in relation to local regeneration or reconstruction projects. Public spaces dominated by a specific ethnic group are not in evidence and no policies in this regard are reported.

### Recommendations

Libraries play an intercultural role in the city that could be built on. These are valued public spaces, tend to be used by a diversity of people, and can offer a diversity of opportunities. The potential for libraries to be meeting places for dialogue could usefully be pursued. Programmes of events or projects could be devised and provided by libraries as a means of sharing and discussing historical and cultural influences and experiences between the various ethnic groups in the city, both majority and minority.

In [Bergen](#), the public library plays a key role in integration. It is a hub for cultural activities, stocks books in several languages, has a learning centre with a range of learning activities that are organised in partnership with NGOs, and serves as a meeting place for dialogue.

In Botkyrka, four [anti-rumour cafes](#) were set up in public libraries as a public platform to discuss and explore specific rumours and prejudices. Particular efforts were made to secure majority population participation in these.

The [Anti-Rumour Picnic Banquet](#) hosted by Erlangen offers another approach to this issue using a different public space. A giant picnic was set along the main street with about 1,000 residents and asylum-seekers involved. A 'Living Library' along the tables offered open conversations with asylum seekers. Placemats were used to present and debunk rumours.

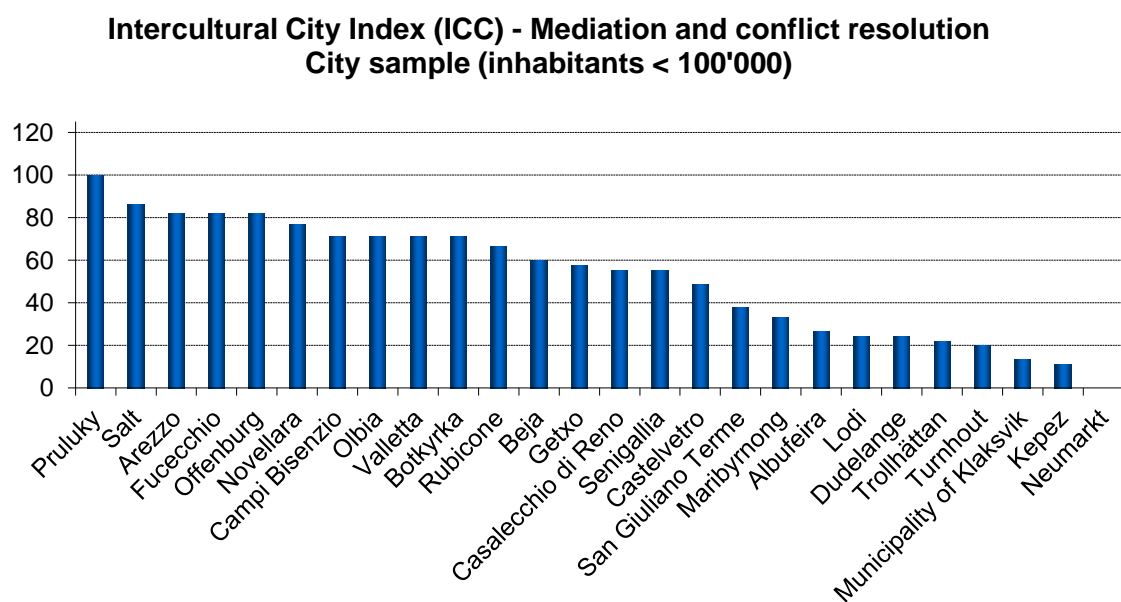
In Cascais, Portugal they have implemented the project [Muraliza](#), where the city is transformed through street art, which shows the many cultures of the city.

## MEDIATION AND CONFLICT RESOLUTION

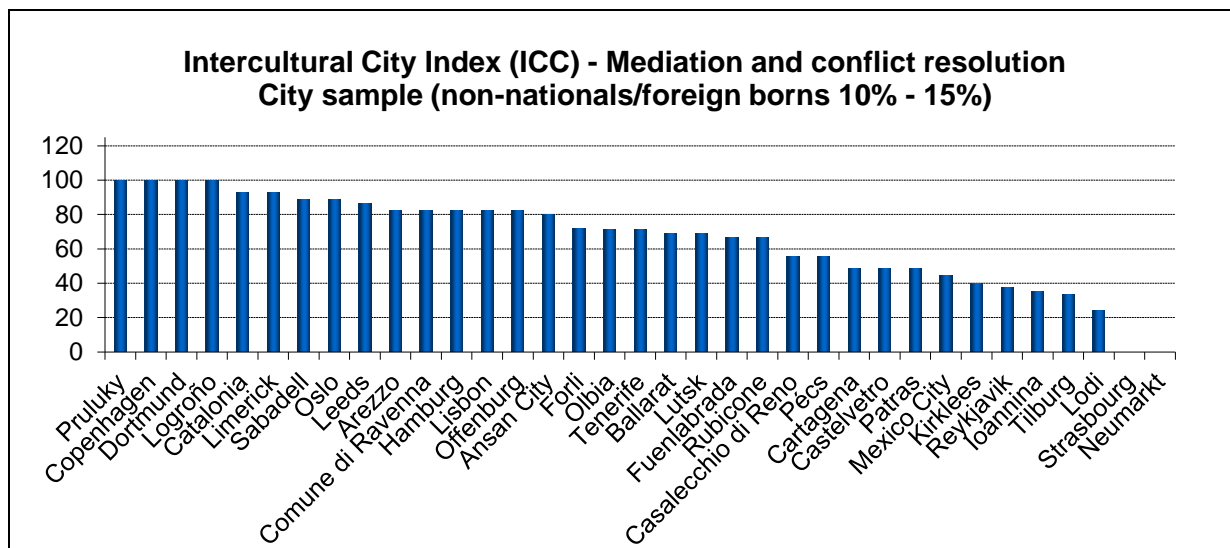
*In diverse societies there is always the potential for misunderstanding and conflict over values, behaviour or resources. In cities, where people with different cultural backgrounds and socio-economic statuses live together in close proximity, such tensions are natural and indeed part of everyday life. Instead of denying, ignoring, or repressing conflict, the Intercultural City seeks to anticipate, identify, address and resolve issues to the satisfaction of all protagonists without compromising the principles of human rights, democracy and the rule of law. The Intercultural City views conflict as a normal feature of free, dynamic and communicative communities and sees the very process of conflict mediation and resolution as an opportunity for innovation and sustainable social cohesion.*

Neumarkt's score in the field of mediation and conflict resolution is 0, considerably lower than the city sample result of 60. This score reflects an as-yet underdeveloped areas in the city's journey as an Intercultural City.

### Per inhabitants



### Per diversity



A positive inter-religious dialogue has taken place between the Christian and Islamic community in the city. This involved six monthly visits and exchanges on specific topics such as children, how to strengthen the faith or the different religious celebrations, as well as several panel discussions. More recently this has been less active but there are hopes expressed to revitalise this dialogue as part of the Intercultural City. Mediation has yet to become a focus for action. There is no provider of mediation services or provision of mediation reported. This leaves a potential gap to deal with issues that might arise where values, behaviours or access to resources become a focus for conflict or tension.

### Recommendations

The city has a valuable experience of inter-religious dialogue that could now be revitalised as suggested. This could usefully pave the way to explore and pursue a broader focus on mediation and conflict resolution, including identification and training of mediators with an intercultural competence.

The [municipal mediation system](#) of Sabadell could serve as a source of inspiration and learning in this field. Two professionals in the council offer intercultural mediation across the various municipal services and to other entities that require this service.

The City of Bergen has a wide range of [mediation services](#), which could be of interest. They cooperate with an organisation working with inter-faith issues, including mediation. Further, they also work with mediation in neighbourhoods and on the street, actively seeking to meet residents and to discuss problems.

The experience of the [Mediation Panel](#) in Oslo might be of assistance. This a low threshold service organised by way of a mediation panel by Norwegian Peoples Aid. The panel provides professional mediation, outreach, and counselling to victims of discrimination.

In Berlin-Neukölln specific [mediation between cultures](#) has been set up to promote intercultural integration in schools. Through the project intercultural mediators work with parents and teachers to solve specific conflicts or problems.

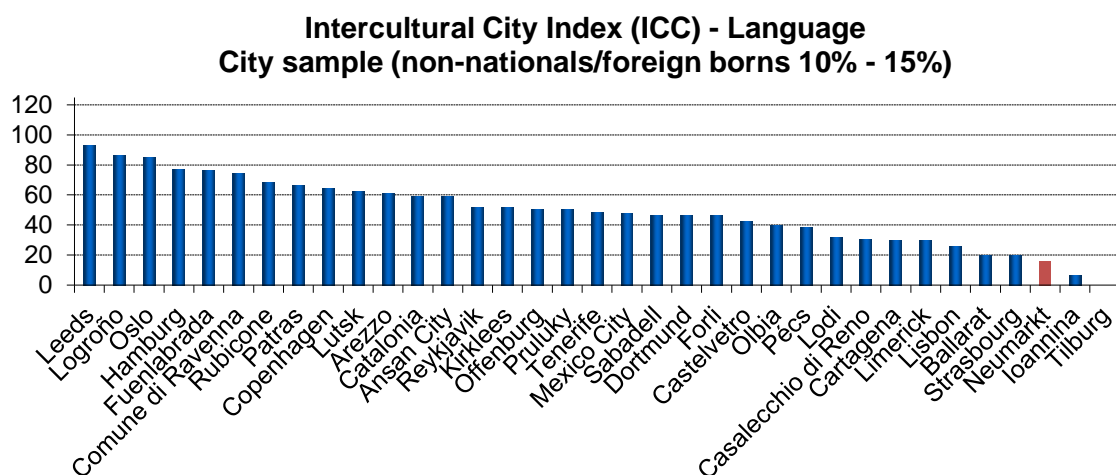
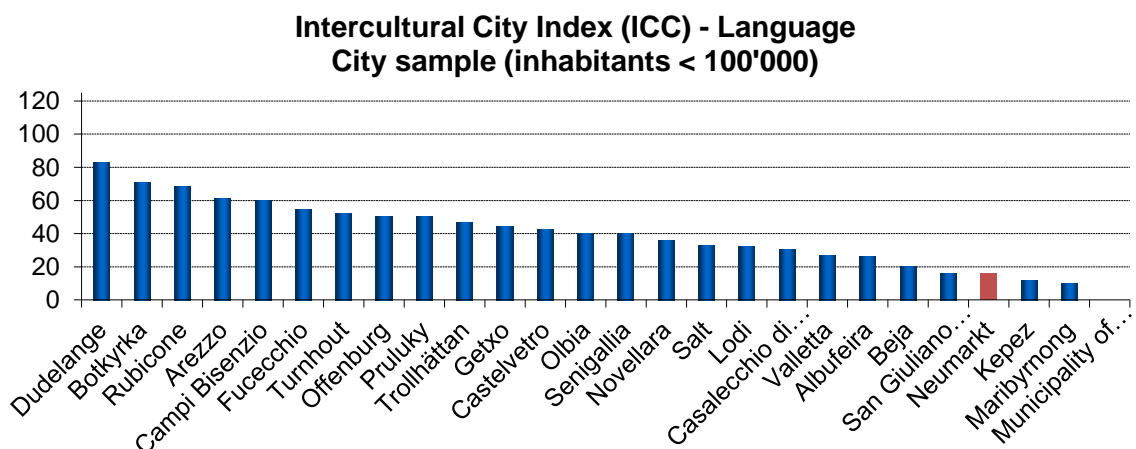
### LANGUAGE

*The provision of courses and other facilities for people with migrant backgrounds to learn the receiving country's language(s) is important to ensure social and economic integration. It does however need to be supplemented with activities which highlight the value of other languages, and enable people with migrant origins not only to preserve and transmit their languages to their children and other members of the community, but also to take pride in them as a heritage enriching the local community. An Intercultural City promotes multilingualism as a resource for education, business, tourism, cultural life, etc. It underlines the value of all languages present in the city, for instance by giving opportunities to diverse language speakers to express themselves in their mother tongue in public and at cultural events and by promoting all events that offer opportunities for linguistic exchanges and mixing.*



Neumarkt's score in the field of language is 16, lower than the city sample result of 47. There is positive and significant action taken to enable hard-to-reach groups to learn German, but steps to support minority ethnic channels of communication and to advance a celebration of linguistic diversity are still to be pursued.

#### Per Inhabitants



Training in the German language is provided to hard-to-reach groups. Two interesting projects are referenced. The Mothers Integration Neumarkt Everyday Life (MINA) provides German courses with childcare support young non-working mothers with a refugee or migrant background in the Department for Sustainability Support. The LEO project provides German classes and daily help to women already registered in their local job centre.

Support for minority ethnic channels of communication is absent. These channels can be an important platform for their voice to be heard in public debate and a valuable source of solidarity and information sharing within these communities.

While the libraries have put in place significant foreign language resources and have taken steps to reflect language diversity, there are no specific projects reported to highlight and celebrate language diversity.

#### Recommendations

The work done in providing hard-to-reach groups with training in German is important and could be usefully sustained and further expanded in this next phase of the city as an Intercultural City.

Other cities in the network can offer examples of such language training that could assist in further expanding this work. These include initiatives in [Sabadell](#) with migrant women and young people, and a project in [Novellara](#) with migrant women.



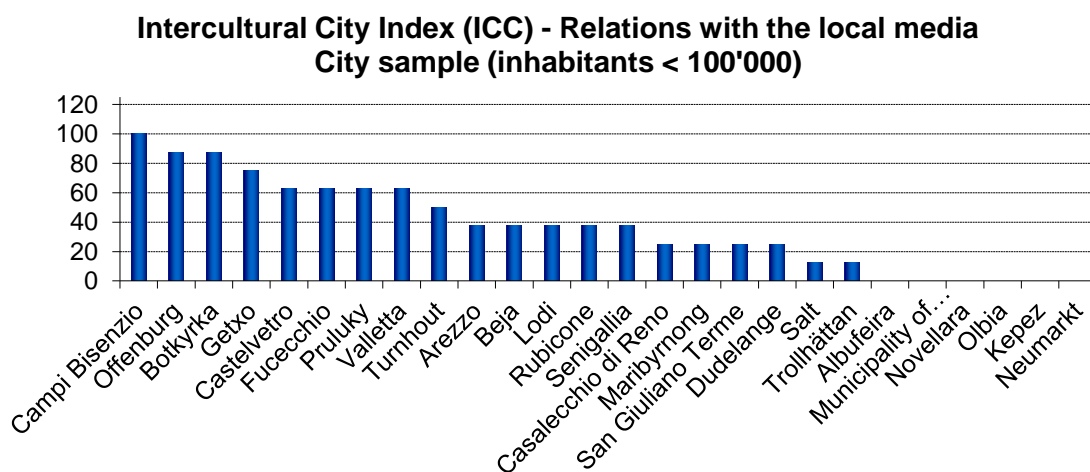
An interesting example of celebrating language diversity that could be taken up by the libraries is the [Les Artpenteurs](#) initiative in Lyon. This theatre companies uses poetry from different countries and its translation as a means establishing languages as a resource. This is done in workshops and on their website.

## MEDIA AND COMMUNICATION

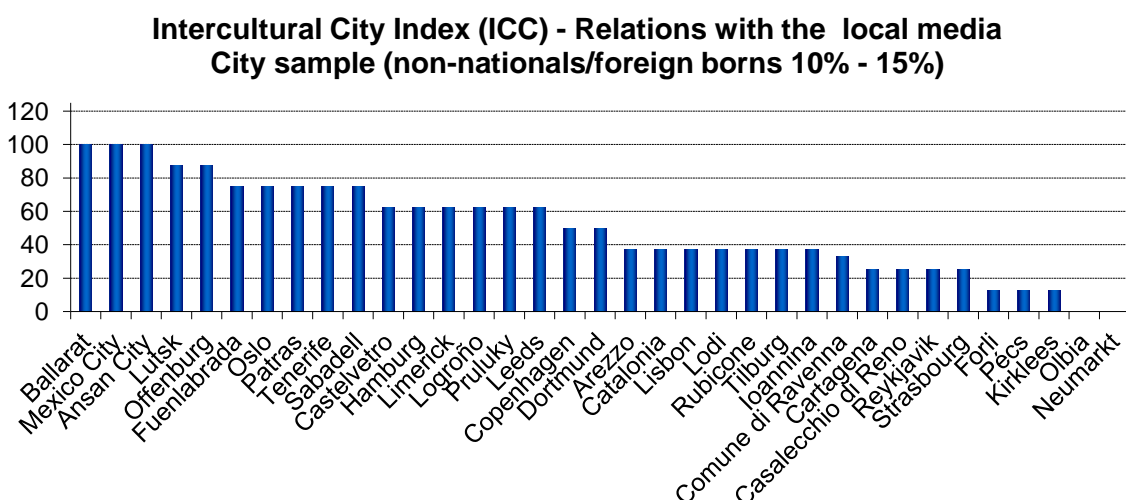
Traditional and social media have a very powerful influence on attitudes towards cultural diversity and other diversities. Much of the information people access is generated by international newsgroups, national media, or by private persons in the case of social media. Nevertheless, there is still much the city authorities can do to achieve a climate of public opinion more conducive to positive intercultural relations. In its communication, an Intercultural City constantly highlights the positive contribution of people with migrant/minority backgrounds to the social, cultural and economic development of the city. More importantly, the city partners with local media agencies so that they purvey a similar message and cover events occurring in the city in an objective and unbiased way.

Neumarkt's score in the field of media and communication is 0, considerably lower than the city sample result of 46. This reflects an as-yet undeveloped area in the city's journey to meets its ambitions as an Intercultural City.

### Per inhabitants



### Per diversity



Specific action on intercultural themes reported in the field of media and communications is not reported. This is a gap given the centrality of popular values, understanding, and knowledge to sustaining an Intercultural City and the level of influence traditional media and social media have on these factors.

A city communication strategy is not currently in place. The communication department does not appear to have any specific responsibility to address issues of cultural diversity. Media monitoring of or engagement with local media on intercultural issues that might arise in traditional media or social media have yet to be pursued. Supports for minority ethnic people or organisations to engage in communication activities are not reported.

### Recommendations

Communication is an important arena for the Intercultural City for its influence on public values, perspectives, and understanding. Work in this area could usefully start with the city's own communication work and, more specifically, with the integration mission statement.

A communication initiative could be developed to bring the integration mission statement, its commitments, and its core values to the attention of specific institutions, audiences, and the general public. This could be an ongoing initiative on a number of levels:

- Communication of the statement itself to key stakeholders to encourage and support their sign-up to its commitments.
- Development of promotional materials and posters to communicate the key commitments in the mission statement.
- Highlighting the mission statement or specific elements in public events and public communications of the city.
- Including the mission statement and its specific commitments as an ongoing feature in internal communications.
- Communication of the values that underpin the statement as a constant across all city communications.

The [‘Together We’re Auckland’](#) communications guide developed in Auckland, provides a thoughtful approach to the inclusion of the value of ‘togetherness’ into all its communications. This guide addresses messaging, language, tone, and imagery and the approach could inform a communication initiative on the integration mission statement.

Oslo provides an example of a sustained communication campaign through its [OXLO OSLO Extra Large](#) initiative. This campaign has a particular focus on children and young people and includes an annual OXLO week, an OXLO prize, OXLO ambassadors, and local activities.

Geneva arranges an anti-racism campaign to [tackle hurtful words](#), where they aim to identify, deconstruct and condemn them. The campaign also has additional elements in terms of storytelling, films and workshops.

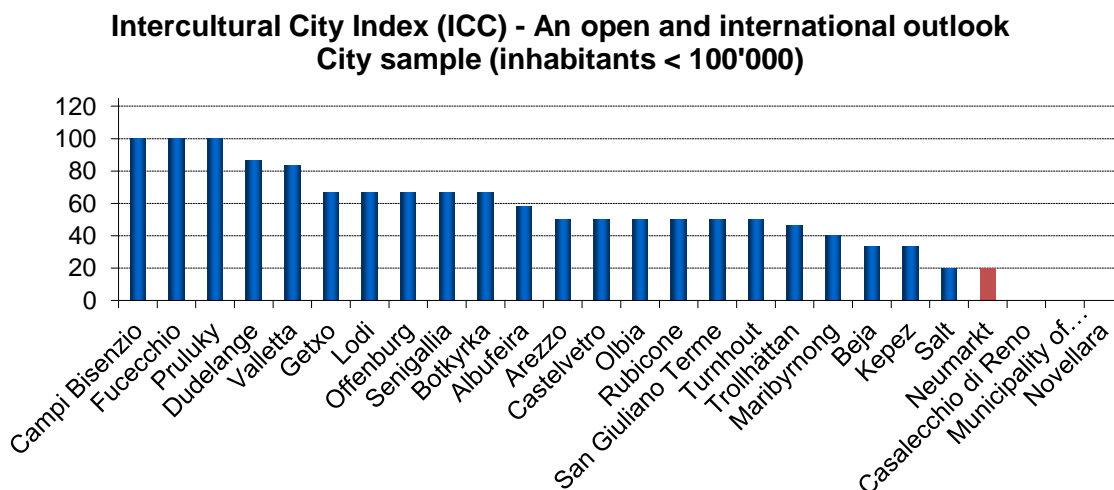
### INTERNATIONAL OUTLOOK

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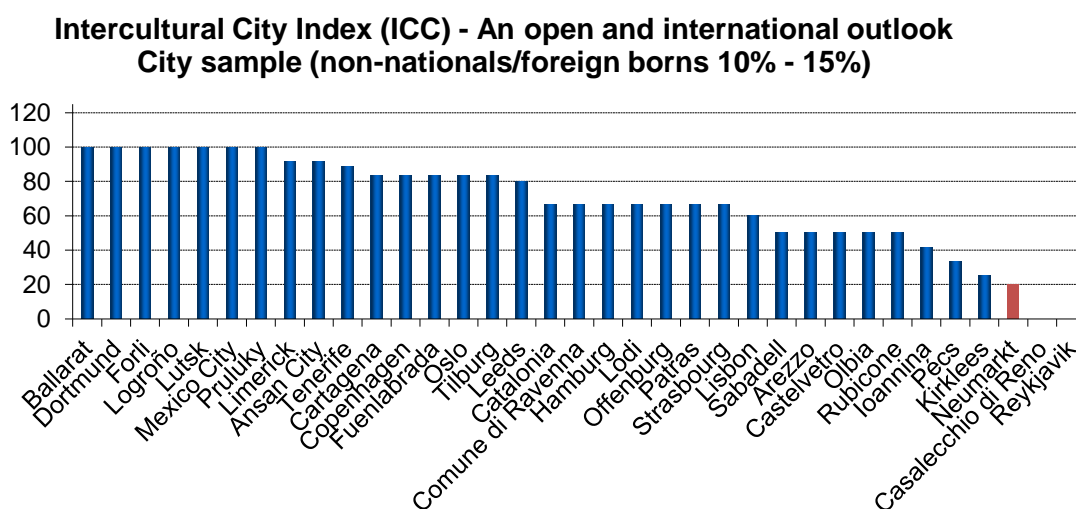
*Although cities have little or no competence in foreign policy, they can actively seek to make connections in other countries to develop business relations, exchange knowledge and know-how, encourage tourism, or simply acknowledge the ties the city may have elsewhere. An Intercultural City actively encourages interactions with the outside world and in particular with the cities, regions or countries of origin of its inhabitants.*

Neumarkt's score in the field of international outlook is 20, lower than the city sample result of 68. The city can point to significant and positive international links established. However, a more systematic and strategic approach to international engagement is yet to be developed.

## Per inhabitants



## Per diversity



The city has taken a number of positive initiatives of an international nature. These include: the International Youth Exchange since 2001, including Poland, Czech Republic, Russia, Serbia, Estonia, Romania, Croatia, Hungary and Slovenia and involving young people in exchange and cultural activities; partnerships for cultural activity with Mistelbach in Austria since 1983 and Issoire in France since 1971; an International Master Singers Academy since 2011; and a climate partnership with South Africa since 2014.

International exchanges or cooperation are not a focus for specific policy or financial support. Business links with countries of origin of migrant groups are not specifically encouraged.

## Recommendations

The city, in this next phase, might usefully focus its international outlook across the Intercultural Cities network and, in particular, the network initiatives provided for over the next period. This could be a valuable space for mutual exchange and learning that would serve the ambitions of the city well. A direct engagement with some of the cities identified as offering interesting examples of relevance in this report might also be helpful.

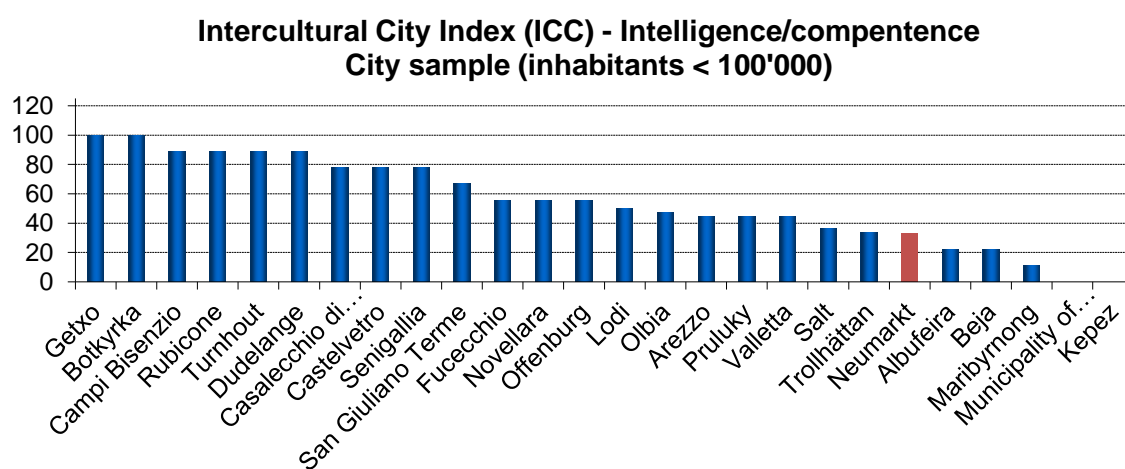
One example from the Intercultural Cities, is the international cooperation [Reggio Emilia](#) has sought to promote the relationship between the city and counties of origin of major diaspora groups.

## INTERCULTURAL INTELLIGENCE AND COMPETENCE

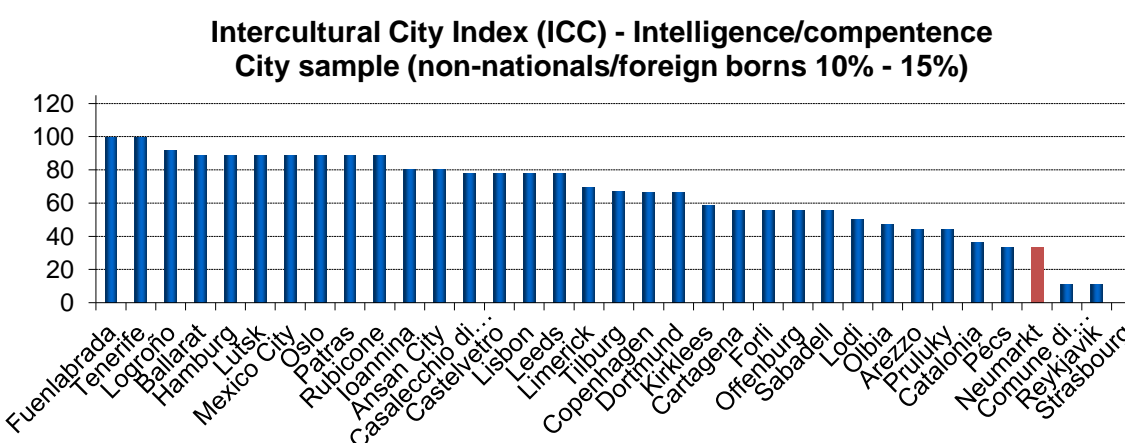
*Nobody can be an expert in all the languages and cultures that coexist in contemporary cities. Yet, in an Intercultural City, officials have an intercultural “mind-set” which enables them to detect cultural differences and modulate their responses accordingly. Intercultural intelligence and competence require a specific know-how when dealing with unfamiliar situations and not an in-depth and often elusive knowledge of all cultures. Such sensitivity and self-confidence are not commonly-seen. It is a technical skill which can be acquired through training and practice. In an Intercultural City, the authorities view such skills as equally important and essential to the good functioning of the city as the other professional and technical skills usually expected from public employees.*

Neumarkt's score in the field of intercultural intelligence and competence is 33, lower than the city sample result of 62. While the city has a capacity to access data on diversity, there is an absence of systems to use this data.

### Per inhabitants



### Per diversity



Data about cultural diversity, both quantitative and qualitative is available to the city from an external office. However, the use of this data in policy formation needs to be developed further to feed into the policy-making. Survey work on perceptions and attitudes in relation to minority groups is not conducted. This could be useful to gain a further understanding.

Training for intercultural competency for officials and staff in administration and public services has an important contribution to make in capacity building for the Intercultural City. Currently there is a gap in relation to this which could usefully be addressed to ensure an effective application of intercultural principles, which requires specific skills, knowledge, and awareness within public organisations.

## Recommendations

Staff training for intercultural competence enables the administration and public services to reflect intercultural principles in their work. The city could consider providing an ongoing programme of intercultural training for staff members. This would develop a general awareness among staff of intercultural principles and how to put these into practice, alongside strengthening intercultural skills for staff in management and planning positions.

[Montreal](#) has developed and provided an interesting training initiative on intercultural communication in the workplace. This explores obstacles to efficient intercultural communication in the workplace; how people perceive others and themselves in an intercultural setting; cultural diversity in the workplace and the factors behind certain behaviours; and develops skills and attitudes which foster co-operation. A reference document on intercultural skills is also being developed.

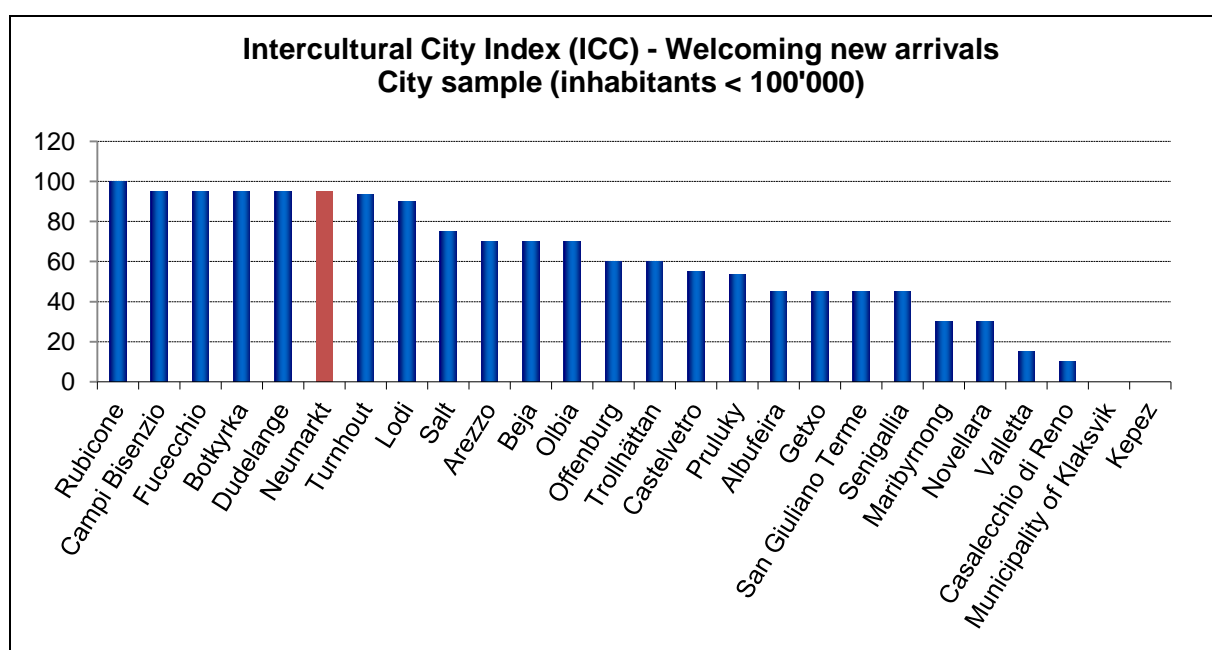
The [Inclusive Auckland Framework](#) developed in Auckland includes a focus on promoting intercultural competence to create inclusive workplaces and to enable leadership for inclusion. This includes anti-racism workshops and e-learning resources on unconscious bias.

[Reykjavik](#) has designed a specific training course for city employees to prevent misunderstandings in a diverse workplace and to open up a dialogue about discrimination, equality, prejudice, and stereotypes. All city departments are targeted. It is specifically workplace oriented in its focus.

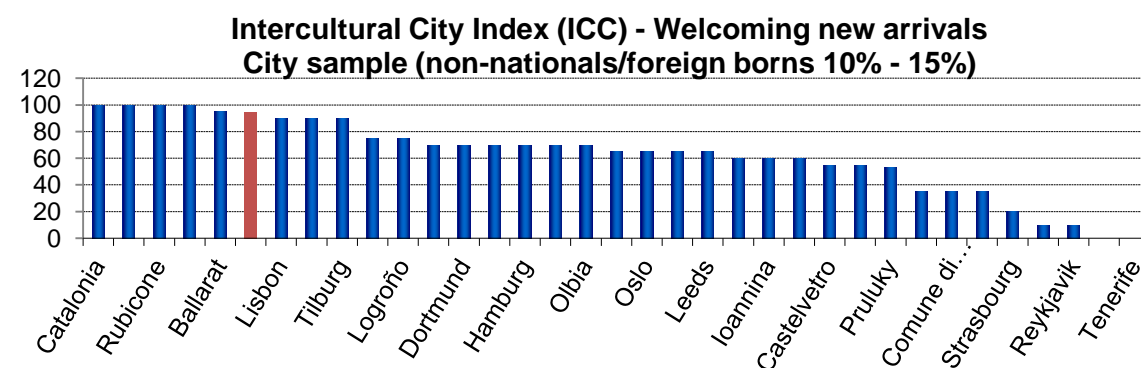
## WELCOMING NEWCOMERS

*People arriving in a city for an extended stay, whatever their circumstances (expats, migrant workers, spouses, refugees, unaccompanied minors, retired persons, etc.), are likely find themselves disorientated. The less familiar they are with the new environment, the more support they will need to feel comfortable and confident enough to start building a new social and professional network. The way in which the city coordinates and effectively delivers various support measures strongly conditions their capacity to integrate or, conversely, their tendency to remain confined to a cultural “ghetto”. This also depends to a great degree on whether the rest of the city’s population is 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.*

Neumarkt’s score in the field of welcoming newcomers is 95, considerably higher than the city sample result of 56. This reflects a significant welcome infrastructure in place and a culture that is concerned with welcome.



## Per diversity



There is a significant suite of initiatives reported that underpin a welcoming of newcomers. The mission statement for the integration field of action in the 'Impetus for a Sustainable City' policy document includes a commitment to a culture of welcome.

The mayor or the Councillor for Integration welcomes all new residents at an official ceremony held every three months. The Registration Office provides a brochure with information about the city to each new citizen. The Landratsamt/district administration offers information for newcomers, including the Integreat app, which provides them with information about German courses, the health system, school, work or education and daily life, in German or English.

Specific welcome support is provided to family members, unaccompanied minors, refugees and asylum-seekers, and migrant workers. Three agencies are reported as supporting particular groups of newcomers. The Bündnis für Familie/Local Family Alliance in the Department for Sustainability Support is the main point of contact for all family related matters. The Office for project organisation and integration, in the Department for Sustainability Support is the main point of contact for all integration related matters. The Netzwerk frühe Kindheit/Early Childhood Network provides support for families in relation to early childhood.

## Suggestions

The city could usefully sustain and continue to evolve its good practice in this area drawing inspiration from the work of other Intercultural Cities. Some ideas to draw inspiration from are added below.

[Botkyrka](#) implemented a pilot project to explore how intercultural integration and reception should be handled in the city to promote sustainable development, social unity, and a sense of community. This project used focus groups, interviews and research review to examine issues of migration, integration and human rights. This looked at issues of personal interaction and at a structural organisational level.

The [Refugee Welcome and Integration Network](#) in Cartagena to provide an integrated and coordinated response to refugee needs. It has a particular focus on procedures for cooperation between all stakeholders involved in welcome and reception of refugees.

The [Copenhagen Host Programme](#) facilitates encounters between newly arrived migrants and Copenhageners who wish to volunteer as hosts. It is implemented in cooperation with the Danish Refugee Council, which engages in various social activities with new arrivals, and the Foreningen Nydanske, which assists them with integration in education and the labour market.

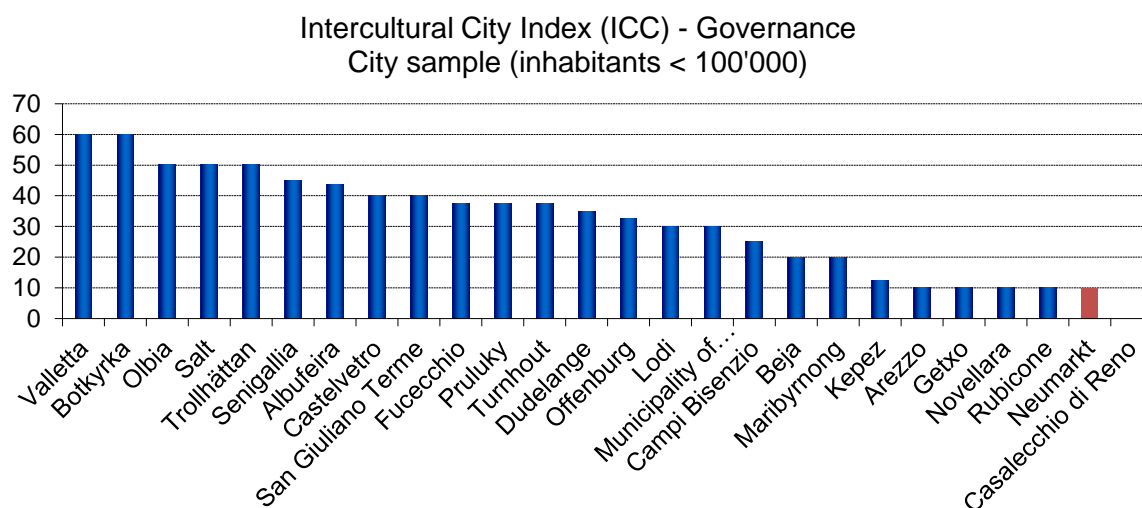
## LEADERSHIP AND CITIZENSHIP

*The most powerful and far-reaching action a city can take to be more intercultural is to open up democratic representation and decision-making to all residents of the city irrespective of their origin, nationality or residence status. Formal political rights at the local level are determined nationally or at the regional level in some federal states. Nonetheless, there is much that a city council can do to influence the way in which diverse groups interact and co-operate around the allocation of power and resources. An Intercultural City strives to include all residents*

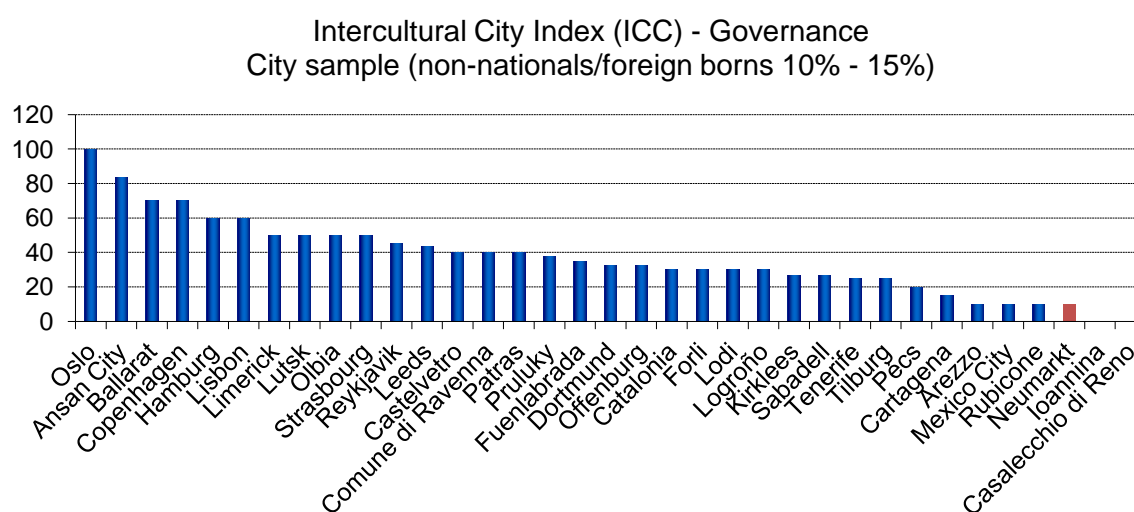
in the policy-making process and ensures thereby that public services are provided according to their diverse needs and not according to their cultural or political proximity to public decision-makers.

Neumarkt's score in the field of leadership and citizenship is 10, lower than the city sample result of 35. The development of an intercultural panel and the ambitions for this are a positive pointer, but a more complete body of action has yet to be developed in this area.

### Per inhabitants



### Per diversity



An intercultural panel has been established to enrich intercultural exchange by initiating projects. There are positive plans to make this into an integration council to advise the city.

Only German citizens and citizens of other EU Member States, living in the city for at least three months, can stand for election. Only German citizens and citizens of other EU Member States, living in the city for at least two months, can vote in elections. At the time of reporting, all elected members of the municipal council are born in Germany. This might have changed since with elections that were due in March 2020. There are no specific supports reported for minority ethnic engagement in politics.

The city does not have a specific policy for minority ethnic representation on public boards.



## Recommendations

It is important for effectiveness, leadership and democracy that publicly appointed boards are reflective of the composition of the society and the communities they serve. This requires intervention in appointment processes. The city could usefully develop a strategy and procedures to support and achieve a minority ethnic representation on key public boards. The city may therefore wish to draw inspiration from the below examples.

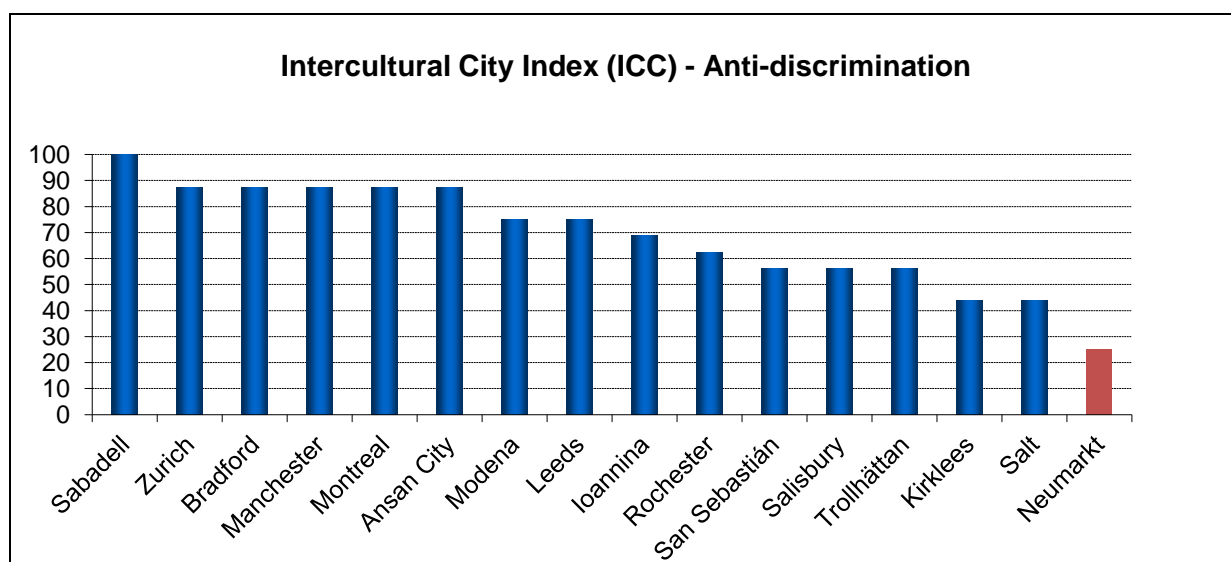
[Montreal](#) has taken steps to ensure the presence of minority ethnic representatives in consultative and decision-making bodies to which the city has the power to make appointments. It has commissioned Concertation Montréal to develop and support innovative and structural regional initiatives to achieve this goal. This includes action to promote successful models, develop a pool of candidates, and increase participation of under-represented groups in decision-making bodies.

[Auckland](#) has recently updated its Board appointment policy to strengthen the focus on diversity and might offer some direction in this process.

## ANTI-DISCRIMINATION

*Racism, xenophobia, homophobia, intolerance against certain religious groups, gender discrimination, prejudice and ethnocentrism, are all conducive to discriminatory attitudes and practices. They often subsist in people's minds despite laws proscribing discrimination against persons or groups of persons on grounds of race, colour, language, religion, nationality, national/ethnic origin or sexual orientation. An Intercultural City assures every effort is made to ensure non-discrimination in all of its policies, programmes and activities. The city works in partnership with civil society organisations and other institutions that combat discrimination and offer support and reparation to victims. It also communicates widely on the risks discrimination presents for social cohesion, quality of life and the local economy.*

Neumarkt's score in the field of anti-discrimination is 25, lower than the city sample result of 69. The commitment on this issue is evident but work has yet to be done to develop an anti-discrimination infrastructure in the city. Comparison in relation to the anti-discrimination is only available with the new sample of sixteen cities (including Neumarkt) applying the extended index.



The mission statement for the integration field of action in the 'Impetus for a Sustainable City' policy document sets a valuable standard in that the city stands against prejudice and firmly opposes all forms of racism. The city is a member of the alliance against right-wing extremism.

Specific initiatives to address discrimination are not reported. The municipal rules and regulations or organisational policies and procedures are not at this moment subject to review in relation to discrimination. Additionally, awareness campaigns in relation to the issue have so far been not been developed. This includes anti-rumours campaigns. There is a challenge to provide advice and support to those who experience



discrimination and to monitor this issue, including financing to organisations advising victims of discrimination. Such an anti-discrimination infrastructure is valuable in developing an Intercultural City.

### Recommendations

Discrimination and harassment are prohibited under equal treatment legislation. Across all jurisdictions, minority ethnic groups face barriers in knowing about and exercising their rights in relation to this prohibition. Such issues are often resolved informally where there is a forum to raise them and where there is a capacity on all sides to understand and address them.

The city could usefully consider researching current models for an anti-discrimination infrastructure, and developing a local mechanism to: promote a knowledge of rights in relation to discrimination and harassment; receive and informally resolve complaints of discrimination and harassment; and promote good anti-discrimination and anti-harassment practices.

There are a variety of models for such a mechanism. In [Oslo](#), the mediation panel organised by Norwegian Peoples Aid provides a venue for victims of discrimination to present their complaints, get advice, and engage in dialogue through mediation with the offenders the police and the discrimination tribunal. On a more substantive scale, the [local ombudsman](#) in San Sebastián deals with complaints against the public administration; provides a critical assessment of public policy; and promotes human rights. There is also the very practical example of [Netherlands](#), where every municipality is required by law to establish an anti-discrimination service to receive and address complaints, including through local mediation, and, in some instances to advise the municipality on good practice.

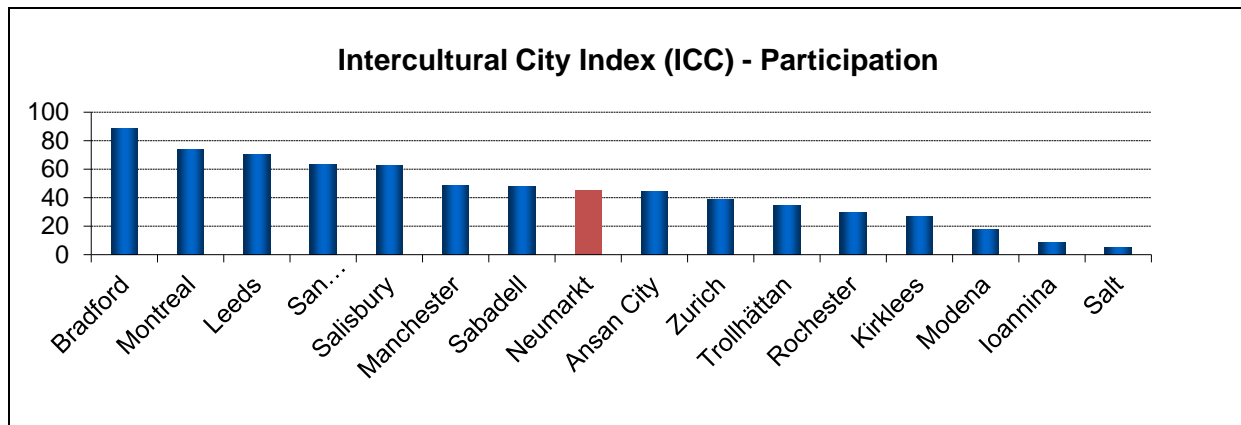
Good examples are also found from Bilbao, who have implemented their anti-rumours strategy through work in [schools](#), on the [web](#) and through a [creative writing initiative](#) with a focus on the anti-rumours strategy. The initiative raised participation in the anti-rumours work.

### **PARTICIPATION**

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*Inclusion, power-sharing and participation are the golden keys of intercultural policy-making. A range of studies have demonstrated that inclusive integration policies produce better outcomes in terms of social cohesion, trust in the administration, safety, quality of services, welfare, good governance and economic growth. People with different backgrounds and experiences can bring innovative solutions to common challenges, as well as anticipate problems that might arise. Conversely, when people encounter barriers to participation, or otherwise choose intentionally not to participate, they may, passively, withdraw from social and public life or choose, actively, to live outside prevailing social customs and law. An Intercultural City actively seeks the participation of all residents in the various decision-making processes that affect life in the city. By doing so, it increases support, and thereby the sustainability of local policies, while at the same significantly reducing the economic costs of social exclusion and instability.*

Indicators on participation were included in the ICC Index in January 2019. The data so far collected is not yet relevant for statistical purposes. Neumarkt's score in the field of participation is 45, reflecting the positive participation in preparing the 'Impetus for a Sustainable City' policy document. Comparison in relation to participation is only available with the new sample of sixteen cities (including Neumarkt) applying the extended index.



Significant participation in the development of the 'Impetus for a Sustainable City' policy document is evident. A brochure was sent to all households, four citizens' conferences were convened, a children and youth conference, and an entrepreneurs' conference were hosted. This participation enables a broad support for the policy. There was no specific process to consult with minority ethnic people or organisations.

The intercultural panel provides a valuable mechanism to participate in decision-making. There are plans to transform this into an integration council to advise the city government.

Mechanisms to monitor minority ethnic participation in decision-making or to secure a minority ethnic presence on the boards of public bodies or civil society bodies remain to be developed.

### Recommendations

The intercultural panel is an important development and the city could usefully progress with its plans to transform this into an integration council with an advisory function.

The [Local Council of Immigration](#) in Bilbao might offer some insights for the further development of the intercultural panel as an integration council. This has a consultative role with the city and an information role with migrant communities. Its objectives include to participate in the city's Integration and Intercultural Co-existence Programme, to strengthen migrant associations and to be an interlocutor on the situation of migrant communities.

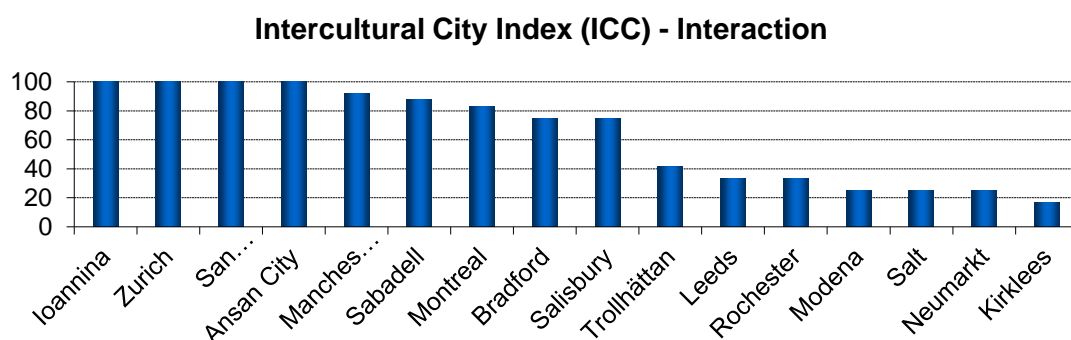
[Montreal](#) provides another example of interest with its Montreal Intercultural Council providing advice and opinions to the city council.

There is the example of the [Immigration Council](#) of Berlin-Neukölln which represents the interests of migrants in all areas of life and encourages their participation in civil and political life. It makes recommendations, proposals and declarations to inform the Council in its work.

### INTERACTION

*Interaction between people of all kinds is what gives the Intercultural City its distinctive value. Identity is not 'given' in a passive sense, but something which is 'enacted' and defined through interaction. In spite of protective laws, prejudice and discrimination can thrive where there is segregation or a lack of contact and dialogue between people. There is ample evidence to prove that, under certain conditions, the more contact people with different backgrounds and lifestyles have with each other, the less likely they are to think and behave in prejudicial ways. Therefore, an Intercultural City develops, in partnership with other organisations, a range of policies and actions to encourage more mixing and interaction between diverse groups.*

Indicators on participation were included in the ICC Index in January 2019. The data so far collected is not yet relevant for statistical purposes. Neumarkt's score in the field of interaction is 25. This reflects the challenge to further develop a more systematic engagement with civil society organisations that have an intercultural brief. Comparison in relation to interaction is only available with the new sample of sixteen cities (including Neumarkt) applying the extended index:



There is a database of officially recognised civil society and grassroots organisations and groups that are active in and around the city. This includes intercultural organisations. The city actively collaborates with these organisations in specific projects or when specific knowledge or assistance is required. Intercultural training is not reported as being provided to teachers.

### Recommendations

Civil society and grassroots organisations that are representative of ethnic diversity or that are working to address intercultural issues are an important resource to the Intercultural City. It is important to secure an engagement with such organisations, to facilitate their emergence, and to support their work as active partners in realising the ambitions held for an Intercultural City.

The city could usefully review the current situation of these civil society organisations, the barriers they face, the factors that would enable their contribution, and their experience of engagement with the city. This review could then enable enhanced conditions to be created by the city for an effective engagement with civil society.

The [Public Participation Network](#) in Dublin is an interesting example of facilitating such engagement. It involves a wide range of civil society organisations and offers them: an opportunity to influence decision-making; access to information; training; opportunities to network; and organised engagement with the City Council.

[Donostia-San Sebastian](#) has developed an initiative to empower minority ethnic people and associations working on intercultural issues and to support them to develop and implement projects on: welcoming, awareness raising, participation and training activities, and increasing the visibility, acknowledgement and respect of rights, diversity, languages and religions.

### OVERALL CONCLUSIONS

According to the overall index results, Neumarkt has an aggregate Intercultural City index of 33 (out of a possible 100 points).

<b>COMMITMENT</b>	✓	The city has established an integration field of action in its policy document " <a href="#">Impetus for a Sustainable City</a> " and developed a mission statement to accompany this as well as allocated budget. A councillor for integration provides important leadership. The city is preparing an intercultural action plan.
	✗	The city has yet to build a communication and evaluation strategy behind this mission statement and to develop a broader action agenda to match its ambitions as an Intercultural City.
<b>EDUCATION</b>	✓	The city provides a range of good practices evident in a number of schools, including intercultural events and language training.
	✗	The city is challenged to address a context of segregation within primary schools and to have teachers who reflect the diversity of the students.
<b>NEIGHBORHOOD</b>	✓	The city has created a significant resource in the Community Centre and its work.
	✗	The city does not have many diverse neighbourhoods and currently no policy in

		place to address segregation.
<b>PUBLIC SERVICE</b>	 	<p>The city has taken steps to adjust for the practical implications of ethnic diversity in a number of key service areas, including school meals, sports and training.</p> <p>The city is challenged to develop the diversity among staff in public services and a more systematic response to ethnic diversity across all public services. The city does not encourage diversity in private sector enterprises.</p>
<b>BUSINESS AND LABOUR</b>	 	<p>The city has business associations with a potential to contribute to realising the Intercultural City as well as a regional organisation with the aim to promote diversity and non-discrimination in the labour market.</p> <p>The city has yet to engage with supporting minority ethnic entrepreneurs to realise their full potential. The city does not favour companies with an intercultural inclusion/diversity strategy in their procurement.</p>
<b>CULTURE AND SOCIAL LIFE</b>	 	<p>The city has a valuable tradition of intercultural events of a cultural nature.</p> <p>The city has yet to engage cultural organisations behind its ambitions as an Intercultural City. The city does not apply interculturalism as a criterion when allocating funds to associations and initiatives.</p>
<b>PUBLIC SPACE</b>	 	<p>The city reports positive and innovative intercultural interactions in a range of public-facing institutions and organise public debates on the topic of cultural diversity and living together.</p> <p>The city has yet to develop consultative mechanisms to engage minority ethnic people and their organisations in regeneration projects for public spaces.</p>
<b>MEDIATION</b>	 	<p>The city had a positive inter-religious dialogue in the past which could be revitalised.</p> <p>The city has yet to develop meditation services.</p>
<b>LANGUAGE</b>	 	<p>The city has taken initiatives to support hard-to-reach groups to learn German and the libraries stock foreign language resources.</p> <p>The city has yet to take steps to support and celebrate linguistic diversity.</p>
<b>MEDIA AND COMMUNICATION</b>	 	<p>The city has a website where they could communicate on intercultural issues.</p> <p>The city has yet to take action in this area, in particular in relation to its own communications and in relation to engaging with local media channels.</p>
<b>INTERNATIONAL OUTLOOK</b>	 	<p>The city has taken international initiatives of potential for its intercultural ambitions.</p> <p>The city has yet to develop a strategic or systematic approach to supporting and pursuing international links.</p>
<b>INTELLIGENCE AND COMPETENCE</b>	 	<p>The city has access to data on the public perception of migrants and minorities.</p> <p>The city has yet to develop systems to apply data in its planning and to build intercultural capacity among its employees.</p>
<b>WELCOMING</b>	 	<p>The city has a significant welcome infrastructure in place and an evident culture of welcome.</p> <p>The city could develop the practices they have in place and draw from good examples in the Intercultural Cities Network.</p>
<b>LEADERSHIP AND CITIZENSHIP</b>	 	<p>The city has an intercultural panel in place with plans to develop this as an integration council.</p> <p>The city has yet to advance a strategy to secure minority representation on public boards.</p>
<b>ANTI-DISCRIMINATION</b>		<p>The city's mission statement contains a clear commitment to anti-discrimination and a strong stand against racism.</p>

	✗	The city has yet to develop an anti-discrimination infrastructure to match its ambitions as an Intercultural City. The city has not developed an anti-rumours strategy.
INTERACTION	✓	The city has a database of civil society organisations and a tradition of engagement with these on diverse initiatives.
	✗	The city has yet to develop more systematic forms of engagement with civil society organisations working on intercultural issues.
PARTICIPATION	✓	The city engaged in a significant consultation exercise in preparing the 'Impetus for a Sustainable City' policy document.
	✗	The city has yet to develop processes to monitor minority participation in decision-making.

The city has articulated a strong and ambitious commitment as it begins its journey as an Intercultural City. It has a strong mission statement and a bedrock of leadership and strategy in place from which to pursue this journey and to meet the challenges it inevitably poses.

The current situation in relation to the mixing in schools and in neighbourhoods present an immediate and a long-term challenge to be addressed. The city has a body of good practice evident in education and a positive resource in the Community Centre from which to launch new initiatives in these fields.

The city has applied a cultural lens in a number of important public service areas. This can be the starting point for developing systems across all public services to take account of the practical implications of cultural diversity. This would be further enabled by increasing the diversity among public employees. The city has access to equality data and is in a position to develop ways to make best use of this. There is the further challenge to be met in providing staff training to strengthen intercultural competence within public administration.

The fields of business and labour market and of cultural action have yet to be fully incorporated into this journey as an Intercultural City. Both fields have much to offer. In business there are strong associations to work with which is a key starting point. In the cultural field there is already a tradition of activity by the city to build on.

The city has shown innovation in mobilising public spaces to serve integration and intercultural goals. The libraries demonstrate particular and important potential in this regard. Language diversity is already on the agenda of the libraries and language training is already being pursued by the city.

Two new strands of activity in the areas of mediation and conflict resolution and of the media and communications remain to be further developed in establishing an Intercultural City.

The city has a useful tradition of international exchanges. It has a strong welcoming infrastructure in place with valuable tools available and initiatives taken. While anti-discrimination presents as a further new strand of activity to be pursued by the city, it can do so on the basis of a strong and public stand against prejudice and racism.

The intercultural panel established by the city, and the plans to develop this as an integration committee, provides a solid basis from which to build and secure participation by minority ethnic people and organisations in decision-making. There remains a challenge to build this participation into existing structures, and to support and formally engage with associations representative of these groups and working on intercultural issues.

Neumarkt is to be congratulated on the steps taken as an Intercultural City and the clarity of purpose in this. We hope and are confident that the framework of the Intercultural City will serve the city well in realising its ambition and we trust that the suggestions made in this report will be a resource in achieving visible and tangible results as an Intercultural City.

## Recommendations

When it comes to the intercultural initiatives, based on the survey, Neumarkt could usefully sustain and enhance the sectors below by introducing the following different initiatives:

**Commitment:** The city may wish to consider securing a wider sign-up to the integration mission statement, forming an Intercultural City Coordination Committee, and further developing its action plan for an Intercultural City including with an associated budget.

**Education:** The city may wish to consider developing a schools' linking initiative to support intercultural exchanges between classes and schools, further stimulating and expanding current good practice in schools, and, in the future, may want to look into strategies to secure a desegregation of schools.

**Neighbourhood:** The city may wish to consider establishing a community development initiative to run from the Community Centre that would support and enable people from different neighbourhoods to link in joint initiatives to address shared issues, and, in the future, may want to look into broader initiatives to decrease neighbourhood segregation.

**Public Service:** The city may wish to consider conducting a rolling review of public services to ensure they take account of cultural diversity and are accessible to and create benefit for minority ethnic groups, and, in the future, may want to look into positive action initiatives to increase the ethnic diversity of employment in public services.

**Business and Labour:** The city may wish to consider including private sector associations on its Intercultural City Coordination Committee and developing a networking platform for employers to consider, share, and drive good practice for the employment of minority ethnic people and the management of intercultural workplaces.

**Culture and Social Life:** The city may wish to consider convening artists and arts and culture organisations to discuss intercultural approaches to their work and develop a strategy for such an approach in the provision of cultural services to be implemented as part of its integration field of action.

**Public Space:** The city may wish to consider developing initiatives with the libraries to enable them to serve as meeting places for dialogue between various ethnic groups, majority and minority, on historical and cultural influences and experiences.

**Mediation and Conflict Resolution:** The city could usefully revitalise its inter-religious dialogue, and, in the future, may want to look into developing a municipal mediation system.

**Language:** The city could usefully sustain and expand its training in German for hard-to-reach groups.

**Media and Communication:** The city may wish to consider implementing a communication initiative to bring the integration mission statement, its commitments, and its core values to the attention of specific institutions, various specific audiences, and the general public on an ongoing basis.

**International Outlook:** The city could usefully sustain its current international activities and may wish to consider giving some priority to an engagement with the Intercultural City network and its various activities as a source of mutual exchange and learning.

**Intelligence and Competence:** The city may wish to consider developing and providing an ongoing programme of intercultural training for staff in the administration and public services.

**Welcoming:** The city could usefully sustain and continue to evolve its good practice in this area drawing inspiration from the work of other Intercultural Cities.

**Leadership and Citizenship:** The city may wish to consider developing a strategy and procedures to support and achieve a minority ethnic representation on key public boards

**Anti-Discrimination:** The city may wish to consider devising and implementing a local mechanism to: promote knowledge of rights; receive complaints; and promote good practice in relation to discrimination and harassment, and, in the future, establish such a mechanism.

**Participation:** The city could usefully progress with its plans to transform the intercultural panel into an integration council with an advisory function

**Interaction:** The city may wish to consider reviewing the situation of civil society organisations representative of minority ethnic communities or working on intercultural issues, with a view to enhancing their work and to

creating new opportunities for formal engagement with this sector in progressing its ambitions for an intercultural city.

Neumarkt may wish to consider further examples of activities implemented by Intercultural Cities as a source of learning and inspiration to guide future initiatives. Such examples are provided under each sector above, and is available in the Intercultural Cities [database](#).

Diversity has become a key feature of societies today and is particularly tangible in urban centres. While people of diverse national, ethnic, linguistic and faith backgrounds have immensely

contributed to post-war prosperity, inequalities related to origin, culture and skin colour persist, and anxiety about pluralism, identity and shared values is often politically instrumentalised. The challenge of fostering equity and cohesion in culturally diverse societies has become more acute. Cities are uniquely placed to imagine and test responses to this challenge.

The Council of Europe and its partner cities have developed and validated an intercultural approach to integration and inclusion which enables cities to reap the benefits and minimise the risks related to human mobility and cultural diversity. A decade after the start of this work, there is growing evidence that diversity, when recognised and managed as a resource, produces positive outcomes in terms of creativity, wellbeing and economic development.

The Intercultural Cities Programme (ICC) invites cities in Europe and beyond to explore and apply policies that harness diversity for personal and societal development.

The Council of Europe is the continent's leading human rights organisation.

It comprises 47 member states, 27 of which are members of the European Union.

All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law.

The European Court of Human Rights oversees the implementation of the Convention in the member states.

COUNCIL OF EUROPE



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