

The Integration Report at a glance

Munich – attractive city of diversity

Munich is growing. The population has increased from 1.38 million in 2009 to 1.44 million. This growth is due to a positive birthrate and increased migration from within Germany and abroad. In 2011 and 2012, respectively, just under 22.000 foreigners immigrated. The predominant majority of them came from EU member states. This has many positive effects. But not all immigrants who come to Munich to build a good future for themselves and their families in Germany are able to gain a foothold on the labour market and the hotly contested housing market.

Munich integration barometer – the atmosphere is excellent

Just under 90% of Munich citizens with and without a migrant background feel „comfortable“ to „very comfortable“ about the city's intercultural climate. For the first time, the Managerial Board's citizen survey included questions on this aspect in preparing the Intercultural Integration Report 2013. The integration policy and intercultural openness in Munich are therefore not only highly recognized throughout Germany, but are also recognized by the population.

Municipal planning with, by means of and due to the Intercultural Integration Concept

Six years after the Intercultural Integration Concept was adopted in 2008, the City of Munich can be pleased with what has been achieved up to now. Both the concept and the Intercultural Integration Report 2010 were central milestones of Munich's integration policy. Both demonstrated that integration is not a nine day wonder that can be achieved by developing a concept and writing a report. Instead, intercultural orientation and opening has been firmly integrated into city politics and the services offered by the city's departments as a cross-functional responsibility. Yearly talks between the Office for Intercultural Affairs and the department heads have become well-established. There is now a heightened awareness of intercultural aspects in designing and delivering the departments' services - what is more, this awareness is increasingly becoming a matter of course. The Office for Intercultural Affairs was involved in many consulting processes, numerous ideas were developed together, intercultural trainings were conducted, projects were co-financed and strategies were developed.

Results according to field of action in detail:

Much has been achieved – much remains to be done. This is what can be stated when one regards the results of the separate fields of action. They are summarised in the following.

Field of Action: Intercultural Opening

The share of foreign employees working for the City of Munich only changed marginally from 9.8% in 2006 to 10.3% in 2012. Especially in the higher qualification levels and in executive positions, their share, with 2% respectively, is still low. For the first time, a survey ("Great place to work") also collected information on the migrant background of the employees. Due to the fact that only 44% of the staff took part in the survey, the results must be interpreted carefully. According to the findings, 7.5% of those surveyed are Germans with a migrant background.

Recruiting junior staff members and increasing opportunities for young people with a migrant background are important responsibilities of the Department of Human Resources and Personnel Management. Despite all efforts, the development in the number of new junior employees with a migrant background in the jurisdiction and in the municipal enterprises over the years has not been linear. After a dip to 12% of all new hires in 2012, the share of trainees with a migrant background increased to 19.5% in 2013. It is good news that the share of junior employees in the municipal enterprises increased from 26.9% in 2010 to 32.8% in 2012.

Intercultural trainings have been very well received. In the period under report between 2010 and 2012, 5,701 municipal employees and executive employees were trained interculturally and with regards to their respective main responsibilities. This means the trainings have become a central factor in intercultural orientation and opening. However, in the last years it became evident that there is a great need for specialized knowledge, for example regarding specific countries of origin or intercultural counseling settings.

Field of Action: Promoting Participation in Society

The next elections in spring 2014 will show whether the political parties are able to delegate more individuals with a migrant background to the City Council and the City District Councils.

The promotion of participation in society was named as a future challenge in the Intercultural Integration Report 2010. Migrant organisations are increasingly perceived as important players in integration work. Two points have to be taken into account in the promotion efforts. First, structures for self-management and networking have to be established for migrant organisations. This was done in Munich with the creation of the MORGEN network (Migrant organisations in Munich) that is able to build a professional self-administration funded by the Federal Office for Migration and Refugees. Second, it is important that migrant organisations also have access to traditional areas and structures of engagement. In Munich, three volunteers agencies are pursuing intercultural opening with the objective to also become

attractive for migrant organisations.

Field of Action: Education and further training

In the reporting period, small improvements became visible. However, education and further training remain fields in which there is the biggest need for action.

Early childhood development and education can level adverse starting positions and counteract social, ethnic and structural discrimination. The good news is that the coverage for 3- to 6-year-old children are satisfactory. The coverage for all children is almost 90%. At present, just under 49% of 3- to 6-year-olds in the day-care centres have a migrant background. There is still need for action for the under 3-year-olds. While 39% of 0- to 3-year-olds have a spot in a day-care centre, this is only the case for 32.4% of the children with a migrant background, although their proportion in this population segment is 53%. The City of Munich is aiming for a coverage of 60% for all children in this age group.

It is still striking that almost double the number of foreign children start school too late in comparison to German children (14.3% compared to 6.7%). Inadequate command of German could be one reason for this fact. More extensive analyses would require a scientifically sound, standardized procedure for school enrollment that should also focus on the entire personality in addition to the child's command of the first and second language.

A positive trend can be acknowledged with regards to the percentage of students who leave primary school and start the *Gymnasium* (the completion of which enables them to enter university). More and more foreign children in Munich make the leap. Whereas only 26% were able to do so in 2007, as many as 32% were able to transition to the *Gymnasium* in 2011. However, it is far too early to speak of a harmonisation – more than 60% of German children enter the *Gymnasium*, in comparison.

There is also a disproportionate representation of foreign students at special schools or support centres for children with special needs which focus on learning and language. Of the 2,847 students at the state-run special schools for which the City of Munich bears the material expenditure, 47.8% had a foreign nationality. At the support centres for children with special needs, the share of foreign children is even higher – 53.3%. The population share in this age group is 20.6%. Due to the lack of empirical reports, it is not possible to clearly establish the reason for this high percentage.

There is movement in the right direction with regards to the school leaving certificates. The number of foreign students who leave school without a degree continually went down in the last years. While in the school year 2002/2003, almost 20% of all foreign students dropped out of school without a degree, the percentage fell to 12.6% in the school year 2009/2010. In addition, the shares in the simple *Mittelschule* certificates that students receive after

completion of nine school years decreased: from 22% to 16%, while in the same period of time, the share of foreign adolescents of a year that achieved a qualifying *Mittelschule* certificate after an examination that enables them to continue their school education after nine years increased from approximately 5% to 28.8%. There was an increase from 24.9% to 31.6% in the medium school-leaving certificates. The rate of the general qualification for university entrance increased slightly from 9.6% to 11%.

An increasing number of students visit the upper vocational school *Berufsoberschule* or the *Fachoberschule* (that qualifies to enter a university of applied sciences in a specialized field) to be able to achieve a higher education entrance qualification. From the school year 2004/2005 to 2011/2012, the number of adolescents visiting these schools in Munich increased by approximately 35%. At the same time, the proportion of foreign students in the total number of students increased. By 2011/2012, the number increased from just under 5% to 15%. In this school year, 302 foreign students were enrolled at a *Berufsoberschule* while 886 visited a *Fachoberschule*.

Field of Action: Vocational Training and the Labour Market

The most impressive developments during the reporting period took place on the labour market. The nation-wide labour market policy changed from a policy of shielding off against potential employees from abroad to targeted recruitment campaigns abroad that strive to make Germany an attractive country for highly qualified employees and professionals. The looming skills shortage and the upcoming demographic change have resulted in Germany becoming the OECD member state with the lowest obstacles to immigration for individuals who want to take up an occupation. The Service Office for Foreign Qualifications established at the Office for Housing and Migration in 2009 and the Service-Center for International Professionals created at the Department for Public Order and District Administration in 2013 are a testament to this development. New immigrants who come to Munich find a receptive labour market with the lowest unemployment figures in more than 10 years.

The unemployment rate with 4.9% at the end of 2012 was two percentage points below the Germany-wide rate. In Munich, foreigners are less affected by unemployment with 8.7% in comparison to the German average of 14.3%. However, in Germany as well as in Munich, the unemployment rates of foreigners are approximately twice as high as those of Germans. It is of particular note that there is a strong increase in the numbers of foreign workers in the lower wage brackets. A migration experience thereby increases the risk of becoming unemployed.

The number of enterprises founded by foreigners continued to increase during the reporting period. While the number of German founders was on the decline, one in two new enterprises in Munich were founded by a foreigner. In contrast to the nationwide

development, primarily EU citizens were responsible for this increase in Munich. The climate for start-ups clearly reflects political developments. Especially immigrants from the new EU accession countries Romania and Bulgaria used the full freedom of movement that has only existed for these nationals since 1 January 2014 to gain a foothold on the labour market as self-employed workers. In 2011, for example, 91.7% of all enterprises in the building industry were registered by foreigners.

The extensive efforts by all players in the realm of the provision of vocational guidance and vocational training are slowly beginning to bear fruit. The share of foreign adolescents in the total number of trainees in the dual system amounted to 15% in the school year 2011/2012. This amounts to an increase of 2% in the last three years. In the transition system, the share of foreign adolescents is still disproportionately high with 48.6%. However, the proportion of those adolescents who directly pass on into unemployment from there decreased from 52% in the school year 2008/2009 to 40%, while the percentage of youths in the vocational preparatory year doubled to reach approximately 40%. On the whole, these adolescents continue to have more difficulties finding an apprenticeship than adolescents without a migrant background. This is also a result of lower school-leaving certificates.

Field of Action: Language Training

It is never too early to begin language training. The number of children who participated in a preparatory German class increased from 2,373 children in 2007/2008 by 30 percentage points to 3,510 children in the kindergarten year 2012/2013, which is very good news. 90% of the children who took part in a class like this started school as normally scheduled.

Integration courses continue to be the basic requirement for an active participation in social and political life. There is still a lot of demand for these courses. Unfortunately, the Federal Office for Migration and Refugees no longer records detailed figures for Munich. The strong immigration from South-East Europe is currently changing the structures of participants in Munich. In addition to a stable supply of integration courses that are in line with demand, the further development and in-depth repetition of vocational German courses also for higher language levels is becoming ever more important.

Field of Action: Overcoming Discrimination

For the first time, questions regarding discriminatory experiences in six areas (for example job search, experiences with authorities, experiences when apartment-hunting) were taken from the integration barometer of the Expert Council of German Foundations on Integration and Migration (SVR) and included in the citizens' survey of the City of Munich's Managerial Board. The subjective evaluation of discrimination is pleasingly low in the citizens' survey in Munich, as is the case in the SVR's study in 2012. What is more, it is considerably lower

among those questioned in Munich than those questioned nationwide by the SVR.¹ However, both studies indicate that individuals with a migrant background feel more disadvantaged in all areas than individuals without a migrant background. This perceived discrimination is strongest among those individuals who are generally perceived differently visually who come from Turkey, Africa, Asia or Latin America. For these groups, it is three to nine times as high as for those questioned without a migrant background.

Chapter on Refugees

Crises around the world increase the number of people seeking protection. The number of initial applications for asylum in Germany increased from approximately 22,000 in 2008 to just under 65,000 in 2012. By November 2013, as many as 100,000 individuals had submitted an initial application for asylum. The number of refugees in Munich is also growing. One of the main problems is accommodation and adequate assistance for asylum seekers. The ruling of the Federal Constitutional Court of 18/07/2012 resulted in an improvement of the financial situation. The court ruled that it is not admissible to keep the benefits standard for refugees under the physical and socio-cultural subsistence level for migration policy considerations. The City of Munich regards refugee policy as a responsibility that encompasses education, health and social policy. One focus of refugee work is assistance and supervision for unaccompanied adolescent refugees and counseling and placement of refugees in jobs.

All fields of action: A continuous problem with the available data records

In all fields of action, the available data records were of particular note. Data samples contradicting each other, different definitions of “migrant background” on a federal, state and local level, changes in definitions, no data collection at all according to migrant backgrounds, different procedures in estimating migrant backgrounds, etc., make comparing data samples as well as making nationwide comparisons difficult. It would be important at least for the City of Munich to employ the same definition of “migrant background” as the foundation for all parameters.

1 Expert Council of German Foundations on Integration and Migration (SVR) (2012). „Integration im föderalen System: Bund, Länder und die Rolle der Kommunen. Jahresgutachten 2012 mit Integrationsbarometer“, p. 11.