



**Excerpt from the Intercultural
Integration Report 2017,
Office for Intercultural Affairs,
Munich**

Following the integration reports of 2010 and 2013, this is the third integration report by the City of Munich outlining trends concerning the integration of migrants in Munich. It covers the period from 2013 to 2016.¹ In Germany, this period was marked by considerable political and social upheaval and – from an integration political point of view – opposing trends:

EU enlargement as a decisive factor.

On 01.07.2013 Croatia became the 28th member of the European Union. As of 01.07.2015, Croatian citizens have enjoyed full freedom of movement for workers. The restrictions on the labour market ceased to apply to Bulgarian and Romanian nationals as of 01.01.2014. Furthermore, the number of new arrivals from Bulgaria and Romania increased considerably in the reporting period. In this context, municipal actions increasingly focussed on the situation of needy people from Southeast Europe in the fields of housing, health, social care and the protection of children and adolescents.

Relaxation of residence law – tightening of residence law.

In August 2015 a law package known as the “right to remain” came into force, which has provided well-integrated young and adult migrants with the possible right to residence.² On 31.10.2014 it was decided at a federal level to shorten the work prohibition period to three months for tolerated persons³ and asylum seekers. Between 2014 and the spring of 2016, the number of newly arriving refugees⁴ rose considerably nationwide and also in Munich. With the outstanding civic involvement of the Munich citizens and an enormous effort on the part of the administration and non-governmental institutions, the new arrivals were provided for and support assured. The large influx of refugees in 2015 and 2016 consequently became the motive for tightening many aspects of asylum law. These were accompanied by new restrictions in the social benefit law (Asylum Seekers Benefits Act) in order to avoid false incentives and to prevent the misuse of social benefits. The labour market admission of

asylum seekers from safe countries of origin has also been abolished.

“Support and regulation” as a core demand in public discussions has found its way into integration laws, enacted at a federal level and in Bavaria in 2016 and 2017 respectively. This precept focusses on the obligation of immigrants to adapt. Still the required infrastructure is not sufficiently provided for by the federal and local governments. Equally, the responsibility of the host society to shape a successful integration process is neglected in these regulations.

In addition, an overall **increase in politically motivated attacks** has been recorded. The rise in politically motivated crime and assault is a cause for concern. Above all, the number of right-wing acts of violence have reached a record high and the numerous attacks nationwide are directed against refugee shelters. The Internet is also being increasingly used for articulating hate, with statistics showing an increase of over 170 %.

The controversial discussions throughout Germany focus more and more on values.

Since 2016, discussions about values have been taking place in various key sectors of society. National values are intended to provide orientation for newcomers and are increasingly becoming a subject for further education and training. This promotes dialogue on shared values. In this regard, there is a proven basis to fall back on: The fundamental principles of cohesion have been enshrined in the Basic Law and the Bavarian Constitution for decades.

Global developments in Germany are leading to socio-political changes and seem threatening to many people. For this reason, among others, integration is increasingly becoming a polarising issue within society. Large sectors of the population accept and appreciate diversity. On the other hand, negative attitudes towards certain groups (such as migrants, Muslims, Sinti and Roma) are widespread.⁵

1 Particularly in the overview chapter the figures are shown, insofar as far as they are available and interesting in terms of trends, and also the outlook for 2017.

2 11th Report of the Federal Government Commissioner for Migration, Refugees and Integration, p. 516.

3 In Germany rejected asylum seekers are in some cases provided with a so called „toleration“ if they can neither be refouled nor qualify for a residence permit.

4 City of Munich, Office for Intercultural Affairs (2018). Munich masterplan for the integration of refugees, Page 11: "In order to clearly distinguish the word refugee from the legally defined concept and for reasons of linguistic implications and integration policy considerations, the masterplan uses the term 'Geflüchtete' (i.e. fleeing persons) in the German version, as opposed to 'Flüchtlinge' (refugees). The term used there will be adopted in direct quotations, in the case of names of institutions and projects, and in the case of publications."

5 Fröhlich, Werner; Ganser, Christian; Köhler Eva (2016). Group-related misanthropy in Bavaria. Research report of the Institute for Sociology of the Ludwig Maximilian University of Munich.

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During the reporting period, the exclusion and devaluation of minorities are increasingly becoming issues at an EU, federal, state and municipal level and require closer attention.

Despite all these challenges, Munich manages to maintain a good climate overall. The city, welfare and other associations, the economy, cultural institutions, religious communities and many more contribute to the successful integration of migrants from Germany and abroad and to the promotion of recognition, equal opportunities and equal participation of all people living in Munich.

How has this been achieved? What progress has been made? What still needs to be addressed? The present report shows positive trends in some fields of action. However, major inequalities remain and need to be addressed. Effecting changes requires staying power, as is also evidenced by the report.

Munich – a growing and diverse city.

The population of Munich is steadily rising. Between 2013 and 2016 the population increased from 1.43 million to 1.54 million people.⁶ The reason for this development is not only the significant increase in migration from within Germany and from abroad, but also an upward trend in the birth rate. As in previous years, the overwhelming majority of migrants moving in during this reporting period came from the countries of the European Union. As of 31.12.2016, 43.2 % of Munich residents with a main residence in Munich had a migration background. This heavy influx has had many positive effects, e.g. for the Munich labour market, but leads to great challenges where resources are scarce, as is the case in the housing market.

In demand – Munich residents identify with their city

Surveys are an important instrument for the selective participation of the urban population, enabling assessments to be made and giving a clear picture of attitudes. They give participants a voice and capture moods and attitudes in the population. The citizen surveys conducted in 2016 came at the right time and could be used and evaluated for analyses

from an integration policy perspective, as was the case with the 2013 Integration Report. The thematic survey focusses on the social and health situation of Munich residents. The population survey on urban development, on the other hand, deals with living conditions, developments and social issues. A special evaluation provides further insights and allows conclusions to be drawn about attitudes towards the topic of immigration and certain groups of people.

In summary, a positive attitude can be confirmed and it can be stated that Munich is an attractive location with a feel-good factor for citizens. Across all groups, the city offers a high degree of identification potential, more so than Bavaria or Germany as a whole. In the main survey, 61 % of respondents said they felt comfortable in Munich. However, depending on the area of life (housing, leisure, working conditions and finances), the value varies. Satisfaction decreases with migration status. 60 % of all respondents felt that the social differences in Munich were too great. Interestingly, almost half of the respondents across all groups (48 %) rated their own economic situation as "good" or "very good". The majority of the respondents are in favour of both immigration and the integration of refugees. Social, intercultural contacts take place especially at work, school and university and less in the neighbourhood, circle of friends or associations.

The results by field of action and chapter in detail:

Integration is a long-term task that affects all core areas of society and requires constant effort. Staying power is required in order to achieve success and to make positive changes visible. This can be seen by looking at the results of the fields of action, which are summarised in the following overview:

Field of action "intercultural opening"

This field of action examines indicators for personnel recruitment and development and examines the extent to which selected municipal services are used by Munich residents with a migration background.

6 Residential population (with main and secondary residence in Munich).

Since no survey has taken place since the Intercultural Integration Report 2013, it is still not possible to make any assertions about the migration background of the employees of the City of Munich, but only about the foreign nationality of the employees. In 2016, a total of 12.2 % of the core staff⁷ were of foreign nationality. This represents an increase of 2.4 percentage points in ten years. It is striking that foreign employees are still predominantly represented in low-skilled areas. They represent 41.7 % of all employees on qualification level 1 (formerly in the lower grade of the civil service, unskilled and semi-skilled personnel). Only 2.4 % are in management positions, which represents a minimal increase of 0.4 percentage points over 2012.

The recruitment of junior staff with a migration background is an important building block for increasing the proportion of employees with a migration background and is consistently pursued by the City of Munich. In 2016, 926 junior employees began their training or study at the City of Munich or at city-owned and operated municipal enterprises. Of these, 247 people have a migration background (26.7 %) which represents an increase of 15 % over ten years. They are mainly involved in the training courses "Business Management Assistants for Office Management" (59.6 %) and "Administrative Assistants" (42 %).

Intercultural training courses are an important measure of personnel development towards intercultural opening. They are particularly effective if they are understood and implemented as part of a comprehensive organisational development processes. Over the past twelve years, a total of 15,328 people have been trained, including 1,418 managers. At 9.3 %, their participation in these training courses is slightly higher than their proportion of the number of employees. In addition to these training courses for the promotion of intercultural competence, further training courses specialising in the individual needs of the departments were offered. To support the process of intercultural opening in the departments, a twelve-day further training course, "The intercultural opening of the administration", was also designed for 16 employees from each of the departments and carried out twice during the reporting period.

The indicators which show how municipal services are accessed check selected offers made by the departments of the City of Munich. The question is whether these services are used equally by all citizens – with or without a migration background. This is not always easy to answer for data protection reasons, often necessitating qualified estimate. This report examines the advisory bodies of *Gleichstellungsstelle für Frauen* (the Equal Opportunities Office for Women), *Beschwerdestelle für Probleme in der Altenpflege* (the Complaints Office for Problems in Nursing Care for the Elderly), the work of the allotments association, Munich Mobility Management, the area of cultural education, the developments in the area of business start-ups, parent counselling, the offers of the Open Child and Youth Welfare Service as well as the use of the interpreting service in the Department of Health and Environment. The figures give a good insight into the daily practice of the administration. The responsible municipal authority runs checks to see whether their department's own services are used by citizens with a migration background. This is an effective instrument in the process of intercultural opening. It enhances awareness of the target groups and can highlight existing obstacles in terms of the use of services. In summary, it may be asserted that integration and the process of intercultural opening have long since arrived in all administrative areas.

Field of action "promotion of social participation"

Civic involvement fulfils many functions and promotes cohesion between people. Remarkably, migrants are still primarily seen as the passive subjects of involvement. This does not do justice to their role within society. The population survey on urban development provides some interesting approaches to the involvement of different population groups. According to the survey, at 53 % Germans with a migration background are the most active among the interviewees, followed by foreigners, at 49 %. This is also reflected in the self-help funded by the City, which has been at a level of between 60 % and over 70 % for years. An important step in the reporting period was the establishment of MORGEN e.V. which is a network for the voluntary association of migrant self-organisations.

⁷ Core staff are defined as permanent and fixed-term employees, i.e. active employees, excluding persons in training or other budget-relevant employment.

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Since the admission to the regular funding of the Department of Social Services in 2016 and the foundation of the association, there have been reliable structures and opportunities for participation for the approximately 70 participating network organisations.

Political participation remains an ongoing issue with great potential for development. In Munich, the proportion of city councillors with a migration background fell from 11.3 % in the legislative period 2008–2014 to 8.7 % legislative period 2014–2020. The numbers show that Munich residents with a migration background are not proportionately represented in urban politics. The situation is similar at a district level. The measures taken in the framework of the pilot project "Munich is interculturally diverse", an anonymous, voluntary survey carried out on two District Committees, has shown that the proportion of District Committee members with a migration background in both committees is between around 5 and almost 12 %.

Field of action "education"

Positive developments are discernible when longer periods are considered, but they are not enough to sound the all-clear. The central task remains to invest in decoupling the social background from educational success.

Rising birth rates, a continuing influx of new residents, a shortage of skilled workers and a lack of space present the City of Munich with major challenges when it comes to expanding day-care facilities for children. From 2012 to 2016, the number of places for children in day-care facilities increased by 31 % (3,624 places). Over this period, in the agegroup of children between 0 to 3 years of age the proportion of children with a migrant background in day-care facilities has risen from 32.5 % to 35.2 %. However, their share of the population in this age group is considerably higher, even though the statistics on population and day-care facilities are only comparable to a limited extent.

The situation is different for 3- to 6-year-old children. In this age group, the proportions of children in the institutions who have a migration background tend to correspond to those in the general population and give cause for optimism.

In 2016, the proportion of children with a migration background was 49.5 % (with a population share of 58 %).⁸ To ensure high teaching quality, the city additionally invests in personnel and thus tries to compensate for disparities as early as possible.

The decision as to whether a child will start school at the normal time, early or late is made by the school management on the basis of pedagogical aspects and taking into account health screening prior to school enrolment as well as the wishes of parents. According to national statistics, between 2011 and 2015 German children were less likely to start their schooling late than foreign children. In 2015, the proportion of foreign children was almost twice as high. A slight decline can be observed in early school enrolment over the same period. Regardless of nationality, girls start school a little earlier.

The course for further education is set after the fourth grade. There were no significant changes in the number of children who transferred between 2012 and 2015, either among German or foreign children. During this period, the number of foreign children entering *Mittelschule*⁹ dropped by one percentage point (from 40.3 % to 39.3 %). The transfer to the higher types of school (*Gymnasium*¹⁰, *Realschule*¹¹) occurred a little more often: the increase is just over one percentage point. The values look somewhat more positive when viewed over a longer period of time. Since 2006, transfers to *Mittelschule* have fallen from 53.1 % to 39.3 % and those to *Gymnasium* have risen from 26.3 % to 33.6 %. Here too, the difference between foreign and German pupils is still too great.

With regards to the eleven special educational support centres in Munich, it is noticeable that the proportion of foreign children and young people is higher, at 32.6 %, in comparison with the proportion of all foreigners in all Munich support centres (21.9 %).

8 A direct comparison between the data of child and youth welfare statistics and population statistics is only possible to a very limited extent, due to the differing definition of the migration background. See also Chapter III, p. 35.

9 General, vocationally oriented secondary school for non-university bound pupils

10 University-preparatory secondary school

11 Professionally oriented secondary school

The qualifications acquired at the end of schooling set the course for the future. By 2015/16, the proportion of pupils without a *Mittelschulabschluss*¹² remained relatively constant, between 10 and 12 %. Between 2010/11 and 2015/16, the foreign pupils lost a few percentage points in terms of a successful and qualified *Mittelschulabschluss*. On the other hand, they caught up in the *Mittlere Reife*¹³ and overtook the German pupils, with an increase from 32.8 % to 41.9 %. While the proportion of German *Abitur*¹⁴ graduates remained constant at just over 39 %, it rose by around 2 percentage points to 13.9 % among foreign graduates. Here too, a positive development is discernible, but considerable differences remain.

Field of action "vocational education and training"

Despite the good training situation, not all young people succeed in making the leap into training. For some young people, previous schooling is insufficient to fill the unfilled training places. The proportion of foreign youths in the transition system when entering the vocational training system for the first time was 31.4 %, which is very high in comparison with German youths (7.7 %). This can partly be attributed to the fact that a large number of new immigrants are in the transition system. Most young people who start vocational education and training (without a transition system) have a *Mittlere Reife* (45 %). In 2017, the influx of refugees and the extended obligation for young refugees to attend vocational school led to an increase in the municipal vocational integration classes from 44 to 91 classes (with around 1,600 pupils).

Attending a *Fachoberschule* or *Berufsoberschule*¹⁵ enables young people to acquire a *Fachabitur*¹⁶ or *Abitur*. Increasing numbers of young people are taking advantage of this opportunity, especially foreign ones. Almost half of all university entrance qualifications are acquired at vocational schools. Between 2008/09 and 2015/16, the number of pupils in both groups at *Fachoberschulen* rose by 14.6 % (or 647 to a total of 5,073) among young Germans and by a remarkable 85.2 % (589 to a total of 1,280) among foreign youths. On the other

hand, there was no such increase in the number of *Berufsoberschulen*. The high dropout rate is alarming. 45.8 % of foreign youths leave *Fachoberschule* without any qualifications. These are often young people who have previously obtained their *Mittlere Reife* at a *Mittelschule*.

A look at the school-leaving qualifications subsequently acquired at vocational schools demonstrates how many young people take advantage of this opportunity. In the school year 2014/15, 3,467 pupils left a vocational school with a (*Fach*-)*Hochschulreife*¹⁷, 1,680 with a *Mittlere Reife* and 662 with a successful *Mittelschulabschluss*. Between 2008 and 2015, the number of foreign youths with a *Mittelschulabschluss* doubled to 396; the same applies to the *Mittlere Reife* (to 330) and the (*Fach*-)*Hochschulreife* (to 456).

Field of action "labour market"

The Federal Government Commissioner for Migration, Refugees and Integration rightly points out that work is important for inclusion in a society. Work is valuable for self-identity. It is therefore all the more positive that the favourable economic situation is set to continue and that Munich has a flourishing labour market.

This is one of the reasons for the positive trend in the proportion of employees subject to social insurance contributions, irrespective of their nationality. Between 2013 and 2016, the number of foreign nationals subject to social security contributions in Munich rose by 27.8 % to around 175,000. An important migration and labour market policy step has been the recruitment of skilled workers. Since the introduction of the EU Blue Card, the increase in the number of highly qualified skilled workers has continued, and from 2014 to 2016 the figure has doubled (to 1,958 first issues).

In 2016, the unemployment rate reached its lowest level in Germany, and this trend has also been confirmed in Munich. From 2013 to 2017, the figure fell for both Germans and migrants. The number of foreign unemployed persons fell between 2013 and 2017 to 14,727 (from 9.2 % to 8.0 %).

12 Mittelschule certificate

13 Intermediate examination

14 University Entrance Certificate

15 Technical or vocational secondary school

16 Entrance qualification for a University of Applied Science

17 Entrance qualification for a University (of Applied Science)

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Nonetheless, they are still more affected by unemployment, as evidenced by their share in the general unemployment rate. This figure increased to 45.0 % in 2017. Looking at the unemployment rate according to selected target groups and differentiating the groups more clearly, it becomes apparent that nationality has a more negative effect than gender or age.

Every year, around 170,000 migrants throughout Germany take the plunge into self-employment. In a nationwide comparison, although the trend of start-ups by migrants in Munich is at a high level, there is a clear downward trend: From 2013 to 2016, the figure fell by 9 percentage points (49 % to 40 %). There are several reasons for the decline. On the one hand, the dynamically developing labour market offers good employment opportunities, meaning some people can avoid becoming self-employed. On the other hand, the free movement of workers introduced for some groups and the Trade Notice Ordinance introduced in 2015 have favoured steps and developments which also have an impact on the unemployment rate and new businesses.

Field of action "Language support"

Good German language skills are of fundamental importance for educational success in Germany. They play a vital role in social participation. For this reason, among others, the language support measures and training courses available at a federal, state and local level are critically examined and analysed. Due to the lack of data, it is only possible to make limited assertions on trends in the need for language support in day-care facilities, above all on the outcome. On the other hand, the pre-school course, which has been open to all children since 2013, presents a clearer picture. The number of participating children rose by more than 27 % until 2015/16 (from 3,510 children in 2012/13 gradually to 4,526). The school system provides German support courses and German support classes, and transition classes for newly arrived children and young people. The number of children attending a transitional class has increased by 35.7 % in three years (from 1,153 to 1,565 pupils).

Munich has a well-differentiated range of German language courses for (young) adults. The City of Munich is investing in additional German language courses for specific target groups who do not have access to the federally funded integration programmes. This provides newcomers fast-track

access to the education system through educational clearing. Due to the lack of detailed figures, only limited assertions can be made about the trend for the integration courses. However, it can be stated that the number of persons admitted to an integration course increased by 54 % between 2013 and 2016, to more than 10,000. Overall, in 2016 Munich offered 492 courses, one sixth of the courses in Bavaria (2,609 courses).

Field of action "Eradication of discrimination"

Antidiscrimination work forms part of an active integration policy. Decades ago, the city had already created the basis for this by adopting various framework specifications and concepts (e.g. *Vereinbarung für Chancengleichheit und gegen Diskriminierung in der Arbeitswelt der Landeshauptstadt München* (the agreement for equal opportunities and against discrimination in the world of work of the City of Munich), *Satzung der Landeshauptstadt München zur Gleichstellung von Frauen und Männern* (the statutes of the City of Munich on gender equality), *Interkulturelles Integrationskonzept* (the intercultural integration concept)). The results of the survey of those affected and representative interviews conducted by the Federal Anti-Discrimination Agency also allow conclusions to be drawn about Munich. Accordingly, one third have experienced discrimination in terms of the factors outlined in the *Allgemeines Gleichbehandlungsgesetz – AGG* (General Equal Treatment Act). If the socio-economic situation and other factors not mentioned in the AGG are also taken into account, this figure rises to 35.6 %.

At 50.4 %, the value is highest among those surveyed who had a migration background. Age discrimination and socio-economic discrimination are the most commonly mentioned forms of discrimination across all groups.

However, the values and reasons vary depending on the area of life. Discrimination is most common at work (48.9 %), with gender, gender identity and age being cited as reasons. This is followed by the "public or leisure" sector, with a score of 40.7 %, where ethnic origin is the main cause of discrimination. In education, on the other hand, religion or belief is at the top of the list of grounds for discrimination.

In different areas of life (family, work and education, public sphere, health service etc.), sexual identity

leads to various degrees of experience of exclusion, disparagement, disadvantage or even violence. The results of the various studies available on this subject show that anti-discrimination should be seen as a task for society as a whole. The situation of migrants with an LGBTI* identity is generally subject to particular stresses and challenges.

In Munich, there are a number of counselling and complaint offices for various groups in order to provide affected persons with access that is lowthreshold.

Target group of refugees

Unlike the 2013 Integration Report, this report does not consider refugees in a separate chapter. The integration of refugees is the subject of a separate project and is the focus of a detailed investigation within this framework.¹⁸ For the Intercultural Integration Report 2017: From day one, refugees form part of the urban society and one target group among many, regardless of their residence status. The Intercultural Integration Report also does justice to this principle by taking the special situation of refugees into account and addressing them in the relevant fields of action.

* The term LGBTI* refers to lesbians, gays, bisexuals, trans* and intersexual* persons as well as other forms of sexual and gender diversity.

18 City of Munich, Office for Intercultural Affairs (2018). Munich masterplan for the integration of refugees.



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