



European Foundation for the Improvement of Living and Working Conditions

# **Case Study on Diversity Policy in Employment and Service Provision**

## **Arnsberg, Germany**



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## Table of Content

<b>Foreword.....</b>	<b>5</b>
<b>1 The country: Germany .....</b>	<b>6</b>
1.1 History of migration and composition of the migrant populations.....	6
1.2 National policy context: the law and policy on diversity in employment and..... the provision of services .....	9
<b>2 The city: Arnsberg .....</b>	<b>11</b>
2.1 Brief description of Arnsberg .....	11
2.2 The city’s migrant population, its history and characteristics .....	12
2.3 The city authority: tier of government, responsibilities and structure .....	14
<b>3 The city’s approach to diversity.....</b>	<b>16</b>
3.1 Historical background of the policy approach.....	16
3.2 Objectives of the policy approach.....	16
3.3 Responsibility: Elected representatives and officials .....	17
3.4 Collaboration with social partners and NGOs .....	17
3.5 Policy and practice on monitoring progress.....	18
3.6 Key challenges faced in implementation and broad lessons learnt.....	18
3.7 Potential future policy development .....	18
<b>4 Employment policy, practice and outcomes .....</b>	<b>18</b>
4.1 Profile of city employees: data .....	18
4.2 Employment diversity policy .....	21
4.3 Challenges and tensions in development and implementation of policy .....	22
4.4 Recruitment, training and promotion .....	22
4.5 Equal pay and working conditions.....	23
4.6 Harassment, discrimination and complaints .....	24
4.7 Accommodation of cultural and religious needs .....	24
4.8 Health and safety.....	24
4.9 Recognition of qualifications .....	24
4.10 Monitoring .....	25
4.11 Impact of policy and lessons learnt.....	25

<b>5</b>	<b>Diversity in the provision of services</b> .....	<b>25</b>
5.1	Services provided and contracted out .....	25
5.2	Diversity policy in services.....	27
5.3	Access to services .....	27
5.4	Monitoring of access and outcomes.....	27
5.5	Cultural awareness and competence of staff.....	27
5.6	Discrimination against service users.....	27
5.7	Special initiatives .....	28
5.8	Impact of policy on access to, and quality of services and the lessons learnt .....	29
<b>6</b>	<b>Conclusion: Key challenges, lessons and learning for CLIP</b> .....	<b>30</b>

## Table of figures

Graph 1: Foreigners by nationality (Germany, 2007).....	7
Graph 2: Migration background of the population (Germany, 2005).....	7
Graph 3: Migration experience of the population with a migration background ..... (Germany, 2005).....	8
Graph 4: Age pyramid corresponding to migration background (Germany, 2005) .....	9
Graph 5: Arnsberg.....	12
Graph 6: Composition of foreigners (Arnsberg, 2006).....	13
Graph 7: Staff with a migration background by citizenship 2007 (n=57).....	19
Graph 8: Staff with a migration background by country of birth 2007 (n=57) .....	20
Graph 9: Staff with and without a migration background according to grade (2007).....	21

## Foreword

In 2006, the European Foundation for the Improvement of Living and Working Conditions, the Congress of Local and Regional Authorities of the Council of Europe, and the City of Stuttgart created a European network of Cities for Local Integration Policies for Migrants (CLIP). Through the structured sharing of experiences, the network aims to enable local authorities as well as national and European policymakers to learn from each other and thus pursue more effective integration policies for migrants at a regional, national and European level.

The CLIP network is supported by five academic research institutes.<sup>1</sup> The researchers at the *European forum for migration studies* (efms) of the University of Bamberg in Germany are responsible for this report on Arnsberg.

Together with the contact person from the municipality of Arnsberg, Karin Glingener, an enormous effort has been undertaken to collect the necessary data for this report. Many officials, especially in the *Office of Immigration and Integration*, the *Personnel Office* and specific project areas have been interviewed during the city visit in August 2007, as the list at the end of the report shows. They provided me with reports, statistics and comments for this report. Furthermore, the mayor, the chairpersons of the Staff Council (in persona members of trade unions), the chairperson of the Foreigners' Council and representatives of volunteer and welfare organisations were willing to provide me with information. Besides that we have maintained continuous communication.

I would like to thank all those who have cooperated in providing information and comments; particularly Karin Glingener for coordinating the search for data.

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4 January 2008, Bamberg

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<sup>1</sup> The research institutes are CEDEM at the University of Liege, COMPAS at Oxford University, efms at the University of Bamberg, IMES at the University of Amsterdam and ISR at the Austrian Academy of Sciences, Vienna.

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## 1 The country: Germany

### 1.1 History of migration and composition of the migrant populations

Massive migration processes have marked German history since the end of the Second World War. Between 1945 and the beginning of the 1950s, about 12 million German refugees and expellees came to Germany. Prior to the building of the Berlin Wall in 1961, 3.8 million people migrated from East to West Germany.

Whereas migration in the late 1940s and early 1950s was closely related to the war and its consequences, migration from the late 1950s to the early 1970s was the result of labour-market processes. The combination of high economic growth and internal labour shortages led to a continuous and increasing recruitment of foreign ‘guest workers’ up until 1973.<sup>3</sup> At this time, four million foreigners lived in the country. In the 1970s, the process of family reunification ensued on a large scale, and, since then, family reunification has become another major channel of immigration to Germany. Nowadays, second and third generations of these migrants are living in Germany. The foreign population still consists mainly of citizens originating from the former sending countries.

At the end of the 1980s, a new phase of German migration history began with the fall of the Iron Curtain. A large number of immigrants from Eastern European countries came to Germany, among them many ethnic Germans (*Aussiedler/Spätaussiedler*<sup>4</sup>). Between 1988 and 2004, three million *Spätaussiedler* came to Germany. However, in the recent past, fewer and fewer *Spätaussiedler* have been arriving.

Another large group of immigrants are asylum seekers and refugees. In the 1990s, 1.8 million people sought asylum and over one million refugees were living in Germany in 2003.

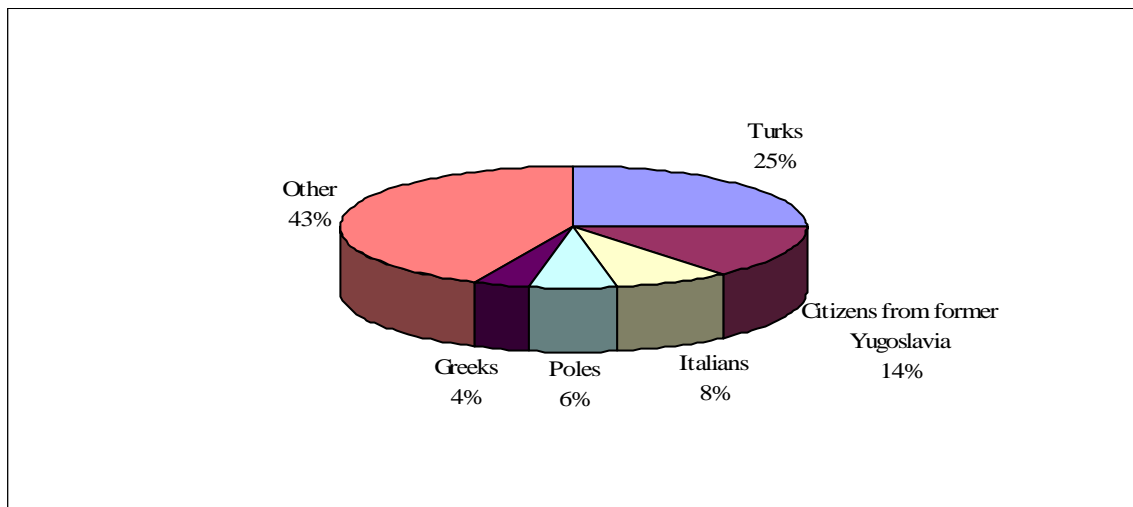
In December 2007, 82.3 million people were living in Germany; and of these, 6.7 million were foreigners, i.e. people without German citizenship. Hence, foreigners represent about 8% of the population. Of these, 80% are from Europe and 35% are citizens of the EU. Turks, with a population of 1.71 million represent the largest foreign nationality (25%), followed by citizens of the former Yugoslavia (14%), Italians (8%), Poles (6%), and Greeks (4%).

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<sup>3</sup> The first contract on recruitment of guest workers was signed in 1955 with Italy. This was followed by agreements with Spain and Greece (1960), Turkey (1961), Morocco (1963), Portugal (1964), Tunisia (1965) and Yugoslavia (1968). The GDR also recruited Contract Employees, as they were termed, mainly from countries such as Vietnam. Immigration in the GDR was quantitatively considerably lower than in the FRG.

<sup>4</sup> The terms *Aussiedler* and *Spätaussiedler* refer mainly to the specific dates of immigration (prior to 12/31/1992 and from 1/1/1993 onwards, respectively). The term *Spätaussiedler* has become the common term in everyday usage to describe ethnic Germans with a migration background. The term is therefore used in the following to describe the entire group of *Aussiedler* and *Spätaussiedler*.

Graph 1: Foreigners by nationality (Germany, 2007)

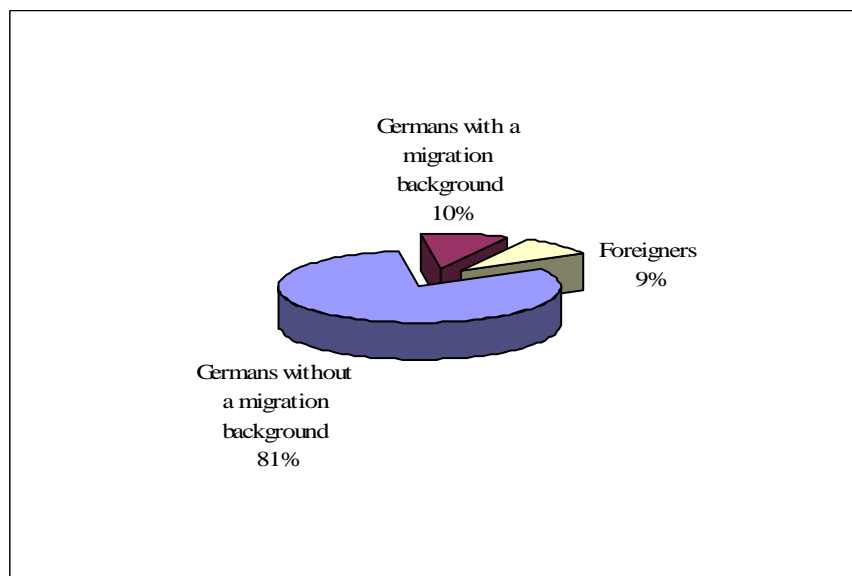


Source compiled by efms based on statistics from Statistisches Bundesamt 2008

The proportion of people with a migration background is considerably higher than those of foreigners. This group includes foreigners, naturalised Germans and German citizens whose migration background is derived from the migration status of their parents.

In 2005, foreigners (9%) and Germans with a migration background (10%) represented a total of 15.3 million, or 19% of the population.

Graph 2: Migration background of the population (Germany, 2005)

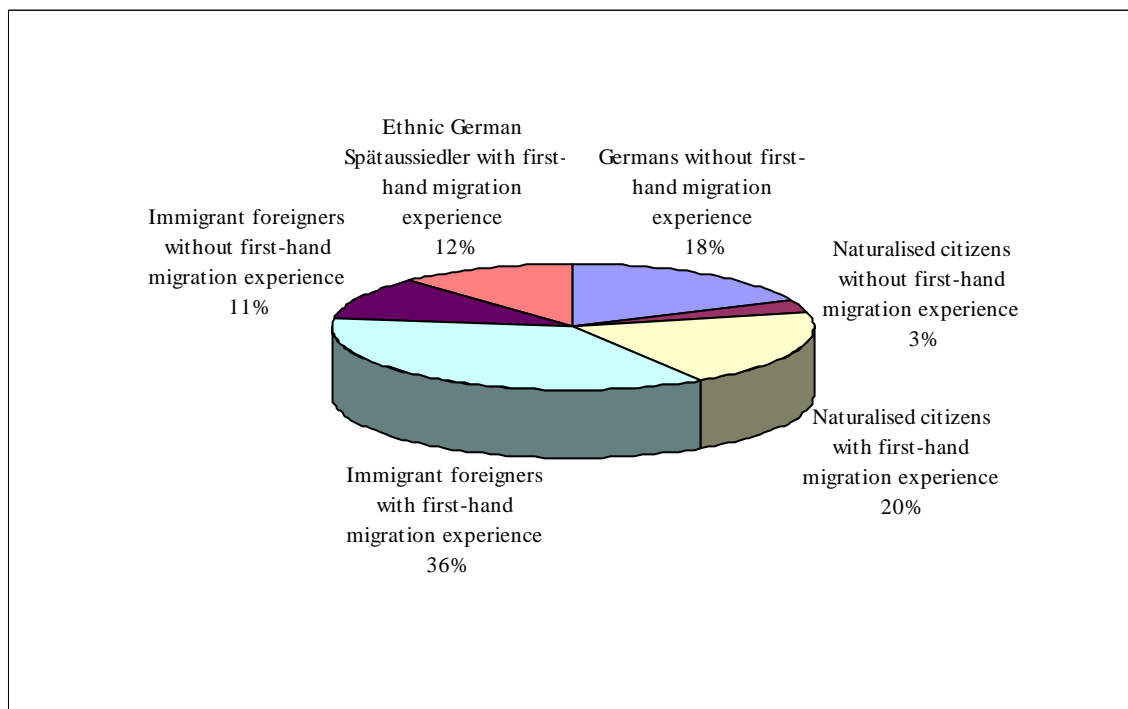


Source: compiled by efms based on statistics from Statistisches Bundesamt 2006: 75

Of the people with a migration background, as they are termed, two thirds have had first-hand migration experience, while the other third was born in Germany and therefore has had no personal migration experience. Graph 3 presents the 15.3 million people with a migration background, divided according to their personal migration experiences.

With a figure of 5.6 million (36%), *immigrated foreigners* constitute the largest group among the people with a migration background, whereas the 1.7 million *foreigners born in Germany* make up only 11%. Hence, the ratio of foreigners with and without first-hand migration experience is three to one.

*Graph 3: Migration experience of the population with a migration background (Germany, 2005)*



Source: compiled by efms based on statistics from Statistisches Bundesamt 2006: 75

The second largest group of people with a migration background are *naturalised Germans* (3.5 million or 23%). The naturalised citizens with first-hand experience of migration (3 million or 20%) also outweigh those without first-hand experience (0.5 million or 3%) in this group. Here the ratio is six to one.

18% of all people with a migration background (2.7 million) are Germans without first-hand migration experience, i.e. children of migrants.

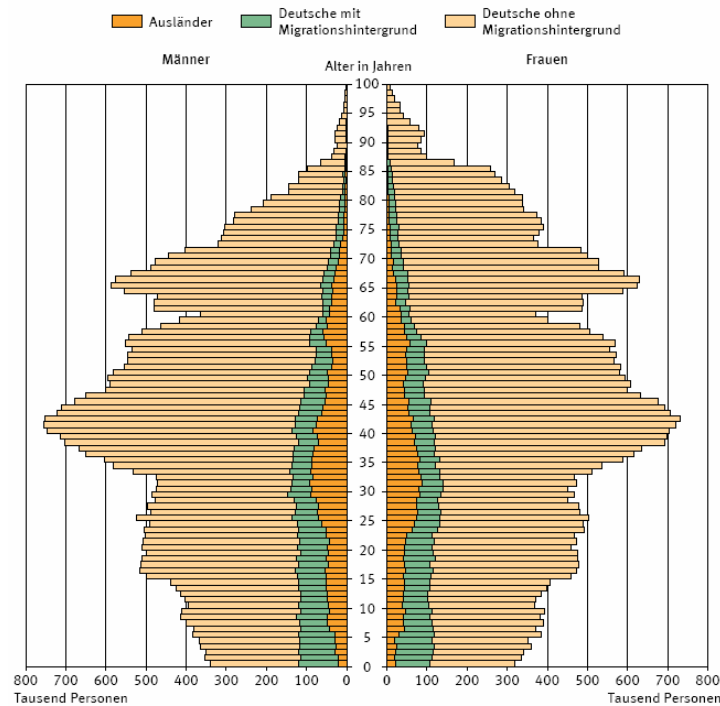
Finally, 1.8 million people (12%) of those with a migration background are ethnic German *Spätaussiedler*. With regard to this last number, it has to be considered that official statistics represent only those *Spätaussiedler* who migrated after 8/1/1999. The total number is, therefore, actually higher.

In the form of an age pyramid, graph 4 shows the population in 2005: men are found on the left side, women on the right. Foreigners are represented in the centre of the graph in orange, Germans with a migration background in green and Germans without a migration background are depicted on the outside in beige.

The graph for the entire population shows the typical mushroom shape of a shrinking population. People with a migration background are also represented in the older age categories, but the percentage of those who are over 40 years of age decreases dramatically

for the corresponding total population. On average, they are considerably younger than the German population without a migration background.

Graph 4: Age pyramid corresponding to migration background (Germany, 2005)



Source: Statistisches Bundesamt 2006: 77

Data concerning *migration background* has only been included in official national population statistics since 2005. For this reason, most of the following statistics only represent foreigners living in Germany and not the complete group of people with a migration background.

## 1.2 National policy context: the law and policy on diversity in employment and the provision of services

National integration and diversity policies and the respective laws are largely influenced by the societal definition of the immigration situation, i.e. the perception of the ‘nature’ of the ongoing migration process by major active bodies in politics and society. During the entire migrant labour recruitment period, there was a consensus in German society and in political circles that the residence of the ‘guest workers’ would be temporary and their integration only partial. For a long time, the official government definition was that Germany was not an immigration country. This understanding has been strengthened by the German ethnic nation concept: the nation has defined itself as a community of descent with a common culture and history. Hence, the inclusion of immigrants into the nation has been seen as an exception to the rule.

Despite these perceptions, the integration of migrants has been officially recognised and deemed necessary since the 1970s. The integration policy in Germany is a ‘general’ one: migrant-specific measures have little relevance; instead the main feature of the typical German mode of integration is the incorporation of immigrants into the universal welfare policy. In addition, a multi-layered system of programmes and projects supporting integration

has been developed over the years. For a long time, however, there has been no wide-ranging integration strategy for integrating foreigners. It was only in the 21<sup>st</sup> century that Germany introduced a more open citizenship law<sup>5</sup> (2000) and adopted an *Immigration Act* (2005) that acknowledges the importance of a comprehensive integration strategy (cf. Heckmann 2003).

This political and societal setting has not been very fruitful for a diversity policy in the sense of a public policy that aims at generating benefits from cultural difference. However, the general consciousness of the usefulness and importance of diversity concepts has increased slightly over the past few years – both in public administration and private companies as well as in society as a whole. This is reflected, on the one hand, in legal provisions, and, on the other hand, in projects and initiatives.

The equal treatment and diversity in employment and service provisions is ensured by several legal provisions. Firstly, the German Constitution (Basic Law) states the principle of equal treatment (Article 3). No one is allowed to be treated in a disadvantaged or privileged manner due to his/her gender, decent, race, language, origin, faith or political opinion. However, this constitutional principle does not directly affect the sphere of labour law. In the area of employment, there are three main regulations. The Works Constitution Act (*Betriebsverfassungsgesetz; BetrVG*) deals with equality and non-discrimination in the private sector.<sup>6</sup> It establishes the principle of equal treatment irrespective of, amongst others, the employees' descent, religion, nationality and ethnic origin. Complementing this law, the Federal Staff Representation Act (*Bundespersönalvertretungsgesetz*) and the Federal Law for Civil Servants (*Bundesbeamtengesetz*) ban unequal treatment in the public sector and in the civil service. Furthermore, the Federal Law for Civil Servants also bans unequal treatment within the framework of the job application process and the nomination of civil servants: job applicants have to be chosen due to their abilities and qualifications "regardless of their sex, descent, race, faith, religious belief or political opinion, origin or relations" (§ 8 I Federal Law for Civil Servants).<sup>7</sup>

In addition to these acts, the General Equal Treatment Act (*Allgemeines Gleichstellungsgesetz; AGG*), which was passed to transpose the EU equality directives,<sup>8</sup> came into force in August 2006. This act bans unequal treatment due to race, ethnic origin, religion and belief, sex, age, disability and sexual identity.<sup>9</sup> This comprehensive law can be seen as a milestone for the legal protection against unjustified unequal treatment and (ethnic) discrimination (cf. Peucker 2006; Bosch/Peucker 2006).

Beyond these legal provisions, the German government financially and politically supports various projects and initiatives which aims to combat ethnic discrimination in employment and foster migrants' access to the labour market and hence diversity in general. The most

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<sup>5</sup> This law includes the *jus soli* concept: children of foreigners born in Germany can now obtain German citizenship. This means that a new principle of belonging to the nation has been introduced: having German descent and also living in the same society are recognised as rules of inclusion.

<sup>6</sup> It applies to private companies with more than five employees.

<sup>7</sup> On the other hand, however, the Federal Law for Civil Servants enhances unequal treatment, since third-country nationals cannot become civil servants.

<sup>8</sup> 2000/43/EC, 2000/78/EC, 2002/73/EC and 2004/113/EC

<sup>9</sup> As a result of this Act, the government established the required specialised equality body *ADS* (*Antidiskriminierungsstelle*) that gives information on the legal situation and on legal possibilities in which to exercise one's rights (installed at the Federal Ministry of Family, Senior Citizens, Women and Youth).

significant large-scale programmes in employment are the nationwide programme *XENOS – living and working in diversity* and the community initiative *EQUAL*.

Another example of an increased acknowledgement of diversity policies is the ‘Diversity Charter’ (*Charta der Vielfalt*): strongly supported by the Federal Government, in 2006 four major companies<sup>10</sup> jointly signed the charter titled *Diversity as a chance* and have thus obliged themselves to acknowledge and promote diversity within their companies.<sup>11</sup> By January 2008, more than 240 companies and public organisations had joined this initiative – among them the five cities Augsburg, Cologne, Frankfurt am Main, Munich and Stuttgart (cf. <http://bundesregierung.de>, Bosch/Peucker 2006, *ibid.* 2007).

Over the past decade, there has also been a notable transformation in municipal administration. A considerable number of German cities have transformed their administration into more customer-friendly centres that can better respond to the altering demands of a more ethnically diverse clientele. Therefore, some administrations have been restructured and some efforts are being made to enhance the so-called ‘intercultural opening-up’: attention is being paid to enhancing the intercultural competence of (German) municipal employees and in providing migrant-specific offers. However, only a few cities are seriously trying to systematically increase the proportion of employees with a migration background.

## 2 The city: Arnsberg

### 2.1 Brief description of Arnsberg

The city of Arnsberg, located in North Rhine-Westphalia, in Western Germany, is a fusion of 15 originally independent communities. Therefore, its structure is definitely polycentric. On the one hand, it is characterised by the concentration and urbanisation along the Ruhr Valley, on the other hand, by the rural nature of the outlying settlements. The complete municipal area covers 195 sq km, of which over 60% is forested. At the end of 2006, the total population of Arnsberg was 80,772.<sup>12</sup>

The city is an important regional industrial centre and is famous for its lighting industry. The local economy is primarily made up of small and medium-sized enterprises focusing on the wood/paper industry, metal processing, the lighting industry, and electronics. In addition, Arnsberg has been a regional centre since the 11<sup>th</sup> century, and has a long history as a regional centre for service-based industries.<sup>13</sup> The regional government, state facilities, the

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<sup>10</sup> Deutsche Bank, DaimlerChrysler, Deutsche BP and Deutsche Telekom

<sup>11</sup> The charter encompasses self-obligations such as (1) developing and strengthening a culture of mutual respect between all employees, (2) evaluating internal personnel processes taking into account the diverse capabilities and talents of the employees, (3) positively acknowledging and making use of diversity within and outside of the company and working towards the implementation of the charter through internal and external dialogue, and (4) publicly informing about activities and the progress concerning the promotion of diversity within the company.

<sup>12</sup> According to the registration office of the city of Arnsberg.

<sup>13</sup> At first for the *Grafschaft Arnsberg* (shire), then for the *Herzogtum* (duchy) of Westphalia and today for 3.8 million inhabitants within the *Regierungsbezirk Arnsberg* (administrative region), which encompasses the

Chamber of Commerce and Industry, as well as numerous courts of law are all located in the city.

Graph 5: Arnsberg



Source: <http://arnsberg.de>

Over the past ten years, the city has had to come to terms with a considerable shift in its economic structure. Approximately 5,000 jobs – mainly low-skilled – were outsourced because of globalisation. At the same time, the number of those employed in the service sector has increased. However, this increase was not enough to compensate for the decline in the manufacturing industry.<sup>14</sup> Slightly less than half of all gainfully employed people are currently active in the secondary sector, and just over half are active in the service sector. The city of Arnsberg generally considers this development to be stable.

The job density in Arnsberg is 415 jobs per 1,000 residents. There are no official figures concerning the city's per-capita income; at the end of 2002, the figure for the entire administrative district was EUR 18,282. The unemployment rate in Arnsberg stands at 10.2% (June 2007).

## 2.2 The city's migrant population, its history and characteristics

As in most German cities, immigration to Arnsberg began with the recruitment of migrant workers (primarily from Italy, Portugal, and Turkey) in the 1960s. Following the end of this recruitment in 1973, most of these 'guest workers' (*Gastarbeiter*) remained in the city and began bringing in their families. In the 1990s, immigrants to Arnsberg were primarily

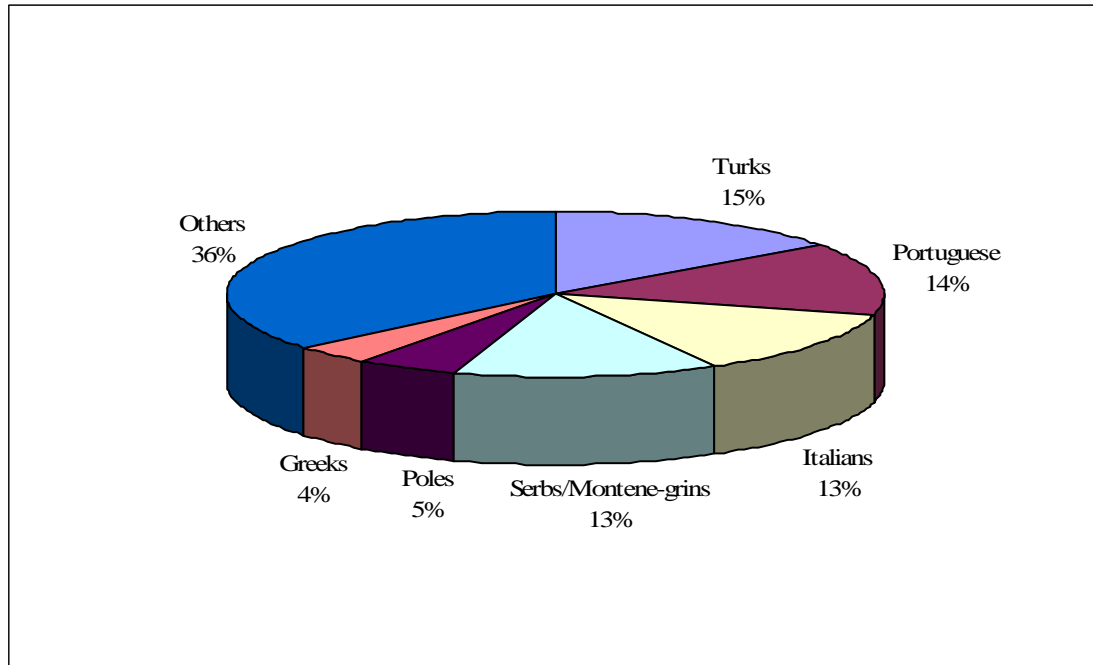
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Westphalia Ruhr Area including the cities of Dortmund and Bochum as well as the region of South Westphalia.

<sup>14</sup> Production: -2.500 employees, commerce: -500 employees, also losses in the construction industry and the closing down of two barracks; but +600 in various service companies.

refugees from the former Yugoslavia and ethnic German migrants from Poland and the former Soviet Union, known as *Spätaussiedler*.

Graph 6: Composition of foreigners (Arnsberg, 2006)



Source: compiled by efms based on data from the Statistical Office Arnsberg

In July 2006, the number of Arnsbergers without a German passport was about 5,500; that is 6.7% of Arnsberg's population. The largest groups among them were Turks (with a figure of approximately 15%), Portuguese (just under 14%), Italians and Serbs/Montenegrins (13% each). They are followed by Poles (5%), and Greeks (just under 4%). Altogether, people of over 100 nationalities live in Arnsberg.

The percentage of people with a migration background is much higher: according to the municipal office of statistics, between 12% and 15% of the population of Arnsberg (i.e. between 10,000 and 12,000 people) have a migration background (2006). About half of this group is made up of *Spätaussiedler* (with German nationality) and the other half is made up of foreigners and naturalised foreigners.

Compared to the German population, the foreign population is quite young: the proportion of minors is similar for both groups (18% and 20%, respectively), but the proportion of adults between the ages of 18 and 39 is considerably higher for foreigners (approximately 41%) than for the German population (26%). In contrast, only 6% of the foreigners are 65 years and older, whereas this age group constitutes 21% of the German population. The gender ratio is relatively balanced, even though slightly more foreign men than foreign women live in Arnsberg. The gender proportions of the elderly population are striking: 59% of the over-65 age group among German population are women, whereas only 43% of the non-Germans are female.

The average educational achievements of foreign pupils are significantly lower than those of German pupils. Only 7% of foreign pupils were successful in secondary education and passed the *Abitur* (A-level), while the overall average is 30%. Furthermore, compared to German

pupils, almost twice as many foreign pupils (30%) graduate from *Hauptschule* (secondary modern school, i.e. the lowest level of schooling). It is also striking that more than one third of all special needs pupils do not have German citizenship, and 20% of foreign pupils<sup>15</sup>, compared to 6% of Germans, did not graduate from any kind of school.

The foreign population in Arnsberg is considerably more affected by unemployment than the entire population is: Arnsberg's overall unemployment rate is 10.2% while that of foreigners stands at 22.9% (June 2007).

The diversity of Arnsberg's population is not only reflected in different ethnic backgrounds, but also in the variety of religious communities existing in the city: 20 Catholic and seven Protestant communities, two Islamic communities, three communities of Jehovah's Witnesses, two 'free church' communities, two communities of the New Apostolic Church and one Buddhist community.

### **2.3 The city authority: tier of government, responsibilities and structure**

The city Arnsberg is governed by the Mayor and the municipal council that consists of 46 members elected every five years. The council is the political representation of the citizens and the main agency of the city; it determines the general strategy, decides on important affairs and provides the framework for the activities of the municipal administration. The Mayor, directly elected of the citizens for five years, is both the councils' chairperson and the head of the administration. Three honorary deputy mayors, elected out of the municipal council, support the Mayor in representational tasks; in the Mayor's absence, they are in charge of moderating the council meetings. The city treasurer supports the mayor in governing the administration.

The administration is divided into ten departments of (1) general and social services, (2) culture, sport, adult education and tourism, (3) school, youth and family, (4) urban planning, construction and environment and (5) economy (6) technical affairs, (7) administrative and financial services, (8) municipal utility (*Stadtwerke*), (9) municipal baths, and (10) municipal hospital. Other bodies are the mayor's office, the Staff Council as well as the unit of 'future and city development'. These bodies are directly affiliated to the mayor.

The responsibilities for integration and diversity-related measures are intertwined. The politically most central person for these topics is the mayor.<sup>16</sup> He is in close contact with the citizenry and head of both the city council and municipal administration. His recommendations and proposals on political strategies and concepts are of great importance and usually followed. Thanks to his engagement and commitment, Arnsberg's integration policy has been newly conceptualised and enhanced.

Within the administration, the integration commissioner and his *Office of Immigration and Integration*, allocated to the department of general and social services, are in charge of all migrant and integration-related affairs and organise migrant-specific services. Migrants can turn to the 26 employees of this low-threshold office with all kinds of questions and problems concerning the municipality.

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<sup>15</sup> The numbers differ greatly: in 2001 they made up a third, in 2002, however, only 10%.

<sup>16</sup> Since 1999, the mayor of the city of Arnsberg has been Hans-Josef Vogel.

Furthermore, an *Integration Steering Group*, consisting of the mayor, the integration commissioner and the administrative department supervisors, have regular meetings and this group lays down the official goals of the integration process of migrants, updates the integration concept<sup>17</sup> and formulates future tasks concerning integration and diversity. In addition to this strategic steering group, three working committees were established concerning 'kindergarten and school', 'qualification, training and employment', and 'social and cultural integration'. In these groups, representatives of the municipality, NGOs, the foreigners' council and the adult education centre (*Volkshochschule*) come together to set operative goals, and to initiate, conduct, and evaluate activities. The achievements are published in an annual integration report.

In collaboration with the municipality, many non-governmental organisations (NGOs) are engaged in providing services for migrants: in the 1960s, the NGO *Internationaler Arbeitskreis Arnsberg (International Working Group)* was founded by some citizens to assist guest workers in becoming oriented in their new home. Today, this NGO counts over 50 honorary members. The main areas of emphasis are language promotion, support for children and homework assistance for pupils; the group also organises – in cooperation with other NGOs – the city's most important annual festival, the multicultural *DIES Internationalis*. Qualification and language courses as well as youth clubs for Arnsbergers with and without a migration background are offered by the NGO *Internationaler Bund*. The two welfare organisations, the Protestant *Diakonie* and the Catholic *Caritas*, are also quite active in the field of integration; they primarily tend to concerns of people with uncertain residence status (i.e. asylum seekers and refugees). Furthermore, there are ten migrant organisations in Arnsberg.<sup>18</sup> Their fundamental goals are the fostering of members' cultures and the dialogue with the autochthonous population. The contact between these organisations and the municipality is quite active and close, and is particularly useful for finding direct, non-bureaucratic solutions to problems of intercultural communication.

In addition, the Foreigners' Council (*Ausländerbeirat*) represents the interests of foreigners living in Arnsberg: the council is made up of 13 members who are elected by the foreign community for a five-year period. This council may advise the community council and its various committees in all matters of local politics. On petition, its proposals and positions must be considered. Furthermore, the advisory council may carry out its own activities.

With social partners, by contrast, there is no institutionalised cooperation or consultation regarding migration and integration of migrants.

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<sup>17</sup> The first integration concept was developed by the city in cooperation with local NGOs and welfare organisations and adopted by the city council in 2001.

<sup>18</sup> Associazione Italiana San Giorgio, Centro Desportivo Portugues, Circolo Italiano, Freundschaftsclub Sloboda Arnsberg e.V., G.D. os Águias de Neheim-Hüsten e.V., Islamisch-Arabischer Verein e.V., Kultur- und Integrationszentrum Hoffnung e.V., Marokkanischer Kulturverein Arnsberg e.V., Türk Halk Evi, YENI CAMII Islamischer Sozial- und Kulturverein e.V.

### 3 The city's approach to diversity

#### 3.1 Historical background of the policy approach

As in most German cities, migrant integration in Arnsberg has primarily taken place by the opening up of core institutions, such as the education system and the labour market, and by including the migrants in the national welfare system. Since 1989, however, the city has been offering a special contact point for foreigners (*Kontaktstelle für Ausländer in Arnsberg – KASA*). Influenced by the increasing public and political awareness of integration issues on the national level in the 1990s (cf. chapter 1.2), the city of Arnsberg restructured its administration in 1999 by bundling *all* migration and integration-related responsibilities, including economic, social as well as juristic topics, into one single office with more competence and institutionalised the position of an integration commissioner within the administration. In 2001, the council adopted a comprehensive integration *concept* and installed a reporting as well as a modest monitoring system. This concept defines integration as a mutual process and as responsibility of both the autochthonous population and migrants. It has formulated strategic goals into which some ideas of the diversity approach have been included (“...migrants should be in a position to keep their own culture and identity...”, “Mutual cultural respect and intercultural understanding”). However, the idea of ‘integration of migrants into the society’ has been the prevalent goal.

Besides the topic of integration, the so-called ‘intercultural opening-up of public administration’ became a further topic of interest in the subsequent years.

Diversity policy, by contrast, defined as a public policy at the local level which aims at generating an added value out of cultural difference, is a new field of activity for Arnsberg – as it is for most German municipalities. The CLIP project, however, confirmed the city to pursue this policy further and encouraged the officials to extend the variety of measures. Currently, they are exploring how to implement this philosophy in practice (cf. chapter 3.7).

Since the city is only in the beginning of implementation of a diversity approach, there has not been any response in the media.

#### 3.2 Objectives of the policy approach

The broad aim of the integration policy and the new diversity approach is the activation of the cultural potentials of the people living in Arnsberg for the well-being of the city as a whole. Other goals of the future diversity approach are to be a motor for (positive) changes, the mobilising of resources, mutual learning und benefiting from each other and ‘real’ social cohesion. Rather than on economic reasons, this approach is based on the ‘ethic’ appreciation and valuation of each citizen.

In the course of several workshops in 2006, the city and NGOs developed guidelines for intercultural work for the institutionalisation of communication of distinctive cultural groups. These guidelines can be seen as intermediate goals, or tools for reaching diversity in the city of Arnsberg: (1) ongoing intercultural dialogue as normality, (2) intercultural competence for everyone, (3) intercultural work focussing on children, (4) respect of cultural identities, (5) opening of new ways and enhancement of engagement, (6) combination and reorientation of resources, (7) producing of public awareness, (8) improving cooperation and establishing useful networks, (9) ensuring quality, (10) enhancement of intercultural competence of the

administration. The guidelines have been adopted by the city council; the administration is obliged to respect them.

The target groups of the integration concept, the intercultural and the diversity approaches are newly arrived migrants, people with a migration background already living in the city as well as the autochthonous population. The concepts and approaches (will) apply to the city's own employment relationships and service provisions as well as to public owned companies, such as the municipal swimming pool and municipal utility companies. The city does not attempt to influence the diversity policy of its suppliers or contractors through its procurement policy. Such exertion of influence is deemed difficult and unnecessary.

### **3.3 Responsibility: Elected representatives and officials**

As mentioned in chapter 2.3, a central figure for integration and diversity matters in general is the mayor Hans-Josef Vogel who often initiated new approaches. No other elected person of the city council is appointed for these topics.

Within the administration, i.e. on the operative level, the *Office of Immigration and Integration*, allocated to the *Department of Social Affairs*, is in charge of the provision of services for migrants. The responsible person is the integration commissioner Peter Josek who is the head of this office. Since migrants can turn to this office with all kind of questions, an additional appointee for diversity in general service provision is not deemed necessary.

The position that is politically responsible for personnel and employment policy is the mayor. Within the administration, the employment policy is governed by the head of the *Personnel Office*. Another body dealing with employment policy is the Staff Council (*Personalrat*) that is elected by the municipal employees. However, currently, many respective officials and appointees are unaware of migrant-specific challenges in the recruitment process and employment policy; a comprehensive diversity management in employment policy has not been elaborated yet. Recently, the mayor and the head of the *Personnel Office* have become aware of this topic and have started some first initiatives.

Since 2005, the field of activity termed 'inter-culture' has been a concern of the city of Arnsberg. In the course of a federal project of North-Rhine Westphalia, the *Cultural Office*, migrant organisations and the foreigners' council have developed a strategic concept for the enhancement of (cultural) communication between and appreciation of ethnic groups. For this purpose, intercultural theatre projects and other initiatives are planned (cf. chapters 3.2, 5.7). The person in charge of this new cross-departmental field of activity is one employee of the department of culture, sport, adult education.

### **3.4 Collaboration with social partners and NGOs**

The city of Arnsberg closely cooperates with local NGOs and welfare organisations, such as the *Internationaler Bund*, the *Internationaler Arbeitskreis*, Catholic *Caritas* and Protestant *Diakonie*, as well as with the migrant organisations. This collaboration concerns both the conceptualisation of new approaches (e.g. the integration concept or diversity approach) and offering integration measures for migrants, for instance, qualification courses (cf. chapters 2.3 and 5.1).

The city has also established regular contact with social partners, especially with the representatives of trade unions organised in the municipal Staff Council. In 2005, for instance, an obligatory agreement on cooperative behaviour was developed with this

Committee (cf. chapter 4.6). Furthermore, the mayor is examining the collaboration with employer representatives and trade unions for a more diversity-sensitive employment policy.

### **3.5 Policy and practice on monitoring progress**

The supply and demand of migrant-specific services are recorded and published in the annual integration report (cf. chapter 5.4).

By contrast, diversity in relation to employment has not been monitored at all. In the course of the CLIP project, the city conducted a first ‘survey’ on the number of migrants employed by the municipality (cf. chapter 4.10).

### **3.6 Key challenges faced in implementation and broad lessons learnt**

In implementing its municipal integration policy, the city did not face any resistance: according to the experts interviewed, the officials did not face political opposition from the public or certain parties, nor were resource constraints a relevant problem.

However, not all municipal employees seem to be aware that a higher proportion of employees with a migration background can improve the quality of services

Nonetheless, the involvement of the citizens for developing guidelines and concepts has been easier said than done; especially the involvement of citizens with a migration background has been very difficult. Early involvement already in the planning process, repeated personal address, patience and a stable basis of confidence are deemed necessary.

### **3.7 Potential future policy development**

As it is typical for German cities, ‘diversity’ has never been an explicit topic in the city of Arnsberg (cf. chapter 1.2). Nonetheless, most municipal officials are aware of its relevance and are ready to implement the related ideas into political statements and administrative and political activities.

Ever since the 1960s, the provision of services for migrants has been considered as very important. The city of Arnsberg will continue to organise various diversity-related activities and to provide specific services for migrants.

Only recently, the city of Arnsberg became aware of the importance of diversity in employment policy. Both the mayor and the administration have an honest interest in boosting the proportion of migrant employees in the municipality.

Currently, the administrative and elected political appointees are discussing whether to include the diversity ideas into the general integration concept (i.e. subordinate ‘diversity’ under ‘integration’) or to develop an explicit diversity approach.

## **4 Employment policy, practice and outcomes**

### **4.1 Profile of city employees: data**

The municipality of Arnsberg employs 1,085 people (as of June 2007). Since the city does not have any statistics about the migration background (second and third migrant generation), no information can be given on the percentage of *all* employees with a migration background.

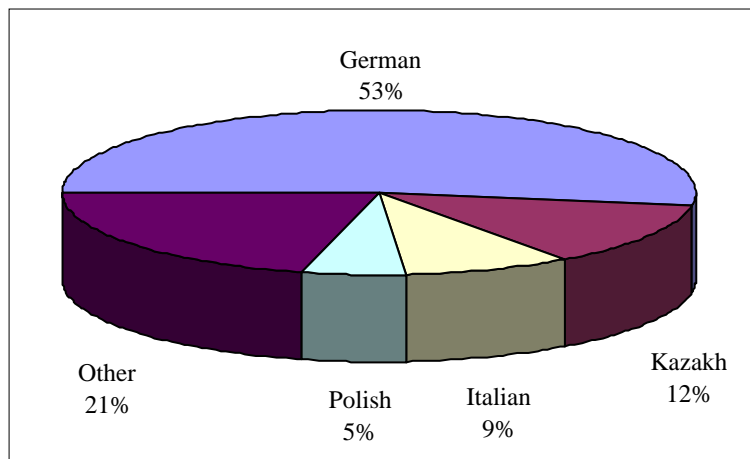
However, 27 employees are foreigners (with one exception, they were all born abroad) and 30 employees are German nationals born abroad. Hence, at least 57 employees have a migration background.

Thus, the proportion of foreigners employed (2.5%), as well as the proportion of people with a migration background employed (5.3%) is much lower than the proportion of people with a migration background living in Arnsberg (6.7% of the population are foreigners; about 15% of the population has a migration background).<sup>19</sup>

Of all these 1,085 people employed, the vast majority of 843 people has the status of *employees (Angestellte)*, 242 people (i.e. 22.3 %) have the status of *civil servants (Beamte)*. Of the civil servants employed, 240 are Germans without a migration background, two are German nationals born abroad.<sup>20</sup>

Six of the migrants employed by the municipality are in apprenticeships. Compared to preceding years, one can identify an upward trend concerning apprentices.

Graph 7: Staff with a migration background by citizenship 2007 (n=57)



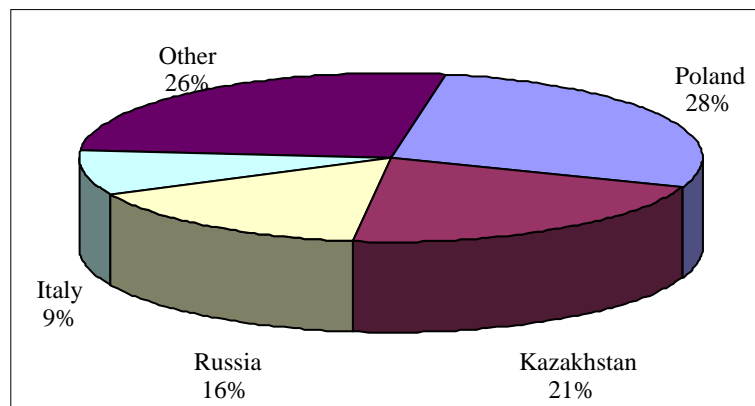
Source: compiled by efms based on data from the Personnel Office Arnsberg

Most of the employees with a migration background were born in Poland, followed by employees from Kazakhstan and Russia. It can be assumed that a majority of these employees are ethnic German *Spätaussiedler*. Among others, further countries of origin are Italy, Austria and Rumania. It is remarkable that, although Turks constitute the largest group of foreigners in Arnsberg no Turk actually works in the municipality.

<sup>19</sup> It has to be considered that the comparability of these figures is limited: it would be more correct to compare the number of municipal employees with a migration background with the *working* population with a migration background. Since the Arnsbergers with a migration background are younger than the average, and the percentage of the *working* population with a migration background is probably lower than the 15% mentioned above, such a comparison would be slightly less staggering. These figures are, however, unknown.

<sup>20</sup> The access of third-country nationals to the civil servant status is limited, please see chapter 4.5.

Graph 8: Staff with a migration background by country of birth 2007 (n=57)



Source: compiled by efms based on data from the Personnel Office Arnsberg

Most of the migrant employees in Arnsberg work in relatively low-income and low-skilled jobs. The *Erikson, Goldthorpe, Portocarero Class Category* (EGP Class Scheme)<sup>21</sup> distinguishes – among others – between the categories ‘high service’ (academics in leading positions), ‘low service’ (academics), ‘routine non-manual’ (white-collar employees), ‘skilled manual’ and ‘semi or unskilled manual’ (both blue-collar workers). According to this scheme, only two migrants work in ‘low service’ positions (engineers). 26 of the 57 migrants are employed for ‘non-manual routine’ activities.<sup>22</sup> The majority (29 of 57) exercise manual activities: nine are ‘skilled manual’ workers<sup>23</sup> and 20 carry out ‘semiskilled or unskilled manual’ activities.<sup>24</sup> There are significant gender-specific differences concerning the kind of activity: while ‘non-manual routine’ jobs are in most cases done by women (23 women vs. 3 men), the municipal skilled and unskilled blue collar activities are – with the exception of an intern at school and a kitchen help – exclusively done by men. The service jobs are filled by one man and one woman. Altogether, the gender proportion is relatively balanced: 31 are male, 26 female; there are no significant differences in the gender distribution by country of birth.

Another differentiation of municipal staff can be provided through the classification according to grades. In German municipal administrations, both ‘employees’ and ‘civil servants’ can be differentiated into four distinctive categories: ‘manual grade’ (*einfacher Dienst*), ‘clerical grade’ (*mittlerer Dienst*), ‘executive grade’ (*gehobener Dienst*) and ‘administrative grade’ (*höherer Dienst*).

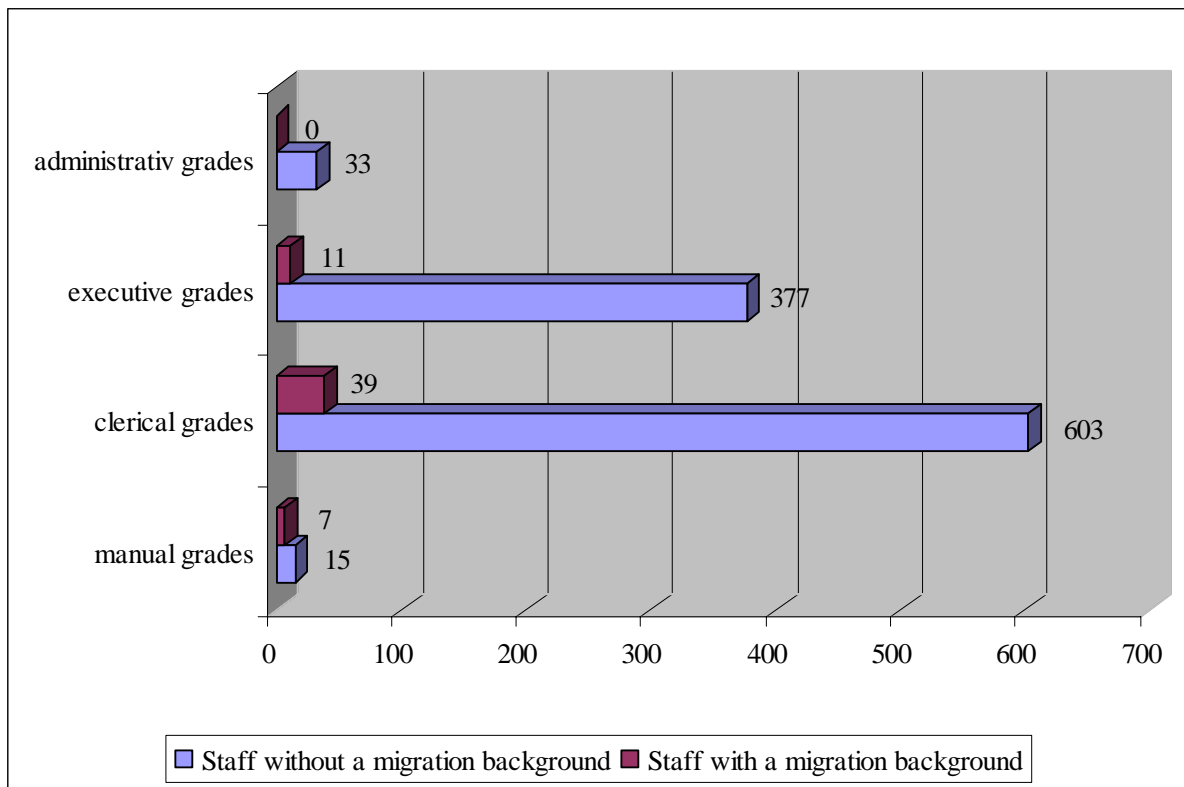
<sup>21</sup> Erikson, Goldthorpe, Portocarero, cf. *British Journal of Sociology* 1979.

<sup>22</sup> Clerks in administration (8) or in the municipal library (3), 2 clerks in media and information technology, one trainee for the upper grade of the civil service, 8 kindergarten workers, 2 architectural drafts(wo)men, 1 computer technician, 1 paramedic.

<sup>23</sup> 8 gardeners and one master gardener (*Meister*).

<sup>24</sup> 7 janitors, 4 road workers/ cleaners, 9 others such as kitchen help.

Graph 9: Staff with and without a migration background according to grade (2007)



Source: compiled by efms based on data from the Personnel Office Arnsberg

As the graph shows, 22 persons, i.e. only 2 % of the municipal staff, are employed under the ‘manual grade’, i.e. for basic-skilled, often blue-collar, jobs. Of these 22 persons, seven are foreigners or were born abroad. Most of the city’s staff is employed within the ‘clerical grade’ job category – 642 people altogether. Among them are 39 people with a migration background and 603 without, resulting in a 6% proportion of clerical staff with a migration background. The 11 employees with a migration background in ‘executive grades’ make up 3% of all 388 people employed in this field.

Hence, there are considerable status differences between the staff with a migration background and the staff without. While one third of the ordinary, often blue-collar, jobs within the ‘manual grade’ is done by persons with a migration background, no one of the 33 people working in the category of ‘administrative grades’ – i.e. the jobs with most responsibility and highest remuneration – has a migration background.

#### 4.2 Employment diversity policy

In Arnsberg, like everywhere else in Germany, the decision to offer employment for both normal employees and civil servants has to be made “regardless of sex, descent, race, faith, religious belief or political opinion, origin or relations”. Of sole importance are the degree, expertise and experience an employee possesses (cf. chapter 1.2). Hence, everyone, irrespective of nationality can be employed in a German municipal administration.

The access of third-country nationals to the civil servant *status* is, however, limited. Since 1993, EU nationals have been treated the same way as German nationals. Third-country

nationals, by contrast, can only be nominated as civil servants if there is an ‘urgent official need’ (“*dringendes dienstliches Bedürfnis*”) (§7 BBG/§4 BRRG).<sup>25</sup> That does not mean that they cannot be employed in the municipality, but that they have another, less privileged, status.

However, there are no specific measures to improve the employment situation and employment level of employees with a migration background: to date, the city of Arnsberg does not have any institutionalised policy with regard to improving the qualification of people with a migration background within the administration (no special training, no explicit anti-discrimination activity, and no quota system). This seems mainly to be due to unawareness of special needs of certain groups.

This attitude is currently changing – also thank to the CLIP project – and the city would appreciate a higher proportion of employees with a migration background in the municipality. This intention is, however, difficult to realise: aside from the engagement of apprentices, the city can hardly make any fresh engagement. For several years, the number of (calculational) *full-time* positions is decreasing. In 1992, the city of Arnsberg offered 1,003 full-time positions, in 2007 only 886. However, first positive actions are taken by the administration: modest special recruitment activities are being implemented (cf. chapter 4.4).

### **4.3 Challenges and tensions in development and implementation of policy**

In both the City Council and the municipal administration seems to be a consensus that diversity in employment and the provision of services is reasonable and has to be supported. Hence, the future development and implementation of such policies should not cause any tensions in the city administration. However, this has to be awaited.

### **4.4 Recruitment, training and promotion**

As stated above, the decision to offer employment has to be made based on qualifications; irrespective of sex, origin, beliefs, religious or political attitudes, etc. To ensure this aim, the *Personnel Office* has developed a concept for the selection of employees that should enable the responsible staff to choose the new colleagues in a neutral, non-discriminatory way, only looking on the requirements of the job and the applicant’s qualifications.

Hitherto, the city had not had targeted people with a migration background for particular posts or vocational training. Recently, the city started a new approach: the advertisements for the apprenticeship positions for summer 2008 have not only been published in local newspapers and on the internet, but also been sent to the above mentioned local migrant organisations to explicitly appeal to young people with a migration background. The result has been positive: 14.3% of the 237 applications have been sent by candidates with an obvious migration background (2.5% by foreigners, 11,8% by Germans with a migration background) – more than ever before.

Of the applicants *invited* to the written employment test, 14.3% have a migration background. Hence, the percentage of invited candidates with a migration background corresponds exactly to the respective percentage of applications. However, only two German applicants with a

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<sup>25</sup> According to the micro census 2005, 80 % of all civil servants with a non-German passport were EU-25 citizens.

migration background<sup>26</sup> were invited to job interviews – the others had inferior results than Germans without a migration background had. This could be due to lower qualification and skills, but also be due to language barriers or cultural insensitive tests.<sup>27</sup>

In addition, the city – in cooperation with the college of public administration – is planning the design of a multilingual flyer for young migrants and their parents to present the possibility of apprenticeships in the Arnsberg municipal administration.

Aside from these new measures, the city does not have any explicit non-discrimination activity or concept concerning engagement or promotion procedures.

In cooperation with the local adult education centre (*Volkshochschule*), the city of Arnsberg offers staff training and other means of career development: on the one hand, there are training programmes in relation to specific jobs, such as a seminar concerning the ‘new municipal financial management’ or ‘administration for career changers’. On the other hand, the city offers general courses, such as ‘new German orthography’ and ‘presentation techniques’, and also courses promoting general ‘soft skills’, e.g. ‘intercultural competence’, ‘stress management’ and ‘conflict management’. These optional courses are free and available for every municipal employee whether with a migrant background or not. Since the number of migrant employees is very small, the city does not provide regular migrant-specific information, advice or training aside from this offer. Nonetheless, should specific measures be needed, the respective unit and the *Personnel Office* organise individual programmes in cooperation with the adult education centre (e.g. language induction; in general provided within the working time).

In addition, every employee with a leading function is obliged to participate on a one-day seminar on the General Equal Treatment Act (*AGG*) that bans unequal treatment and discrimination (cf. 1.2).

#### **4.5 Equal pay and working conditions**

An employee’s salary and working conditions do not depend on nationality or ethnicity, but on her/his position and activity performed within the municipality, on the one hand, and her/his employment *status* (*employees vs. civil servants*) on the other.

In Germany, the salary of municipal employees and civil servants is regulated through the collective labour agreement for public services (*TVöD*<sup>28</sup>), and the federal law concerning the remuneration of civil servants (*Bundesbesoldungsgesetz*) respectively. These regulations do not differentiate according to nationality or ethnic background. Hence, the policy provides equal pay and conditions for all employees, irrespective of a possible migration background. However, there are no measures or policies in place for positive action. In addition, during the course of this study, it has been impossible to judge whether the pay scale *classification* is always implemented in a non-discriminatory manner.

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<sup>26</sup> Russian and American.

<sup>27</sup> The future will show how many of them will finally be employed. The decision has not been taken yet (as of January 2008).

<sup>28</sup> TVöD = Tarifvertrag für den öffentlichen Dienst des Bundes und der Kommunen.

According to the heads of offices and representatives of the Staff Council interviewed, not only the salary, but also the working conditions of a specific job are the same for all employees, irrespective of a possible migration background.

#### **4.6 Harassment, discrimination and complaints**

In 2005, the municipal administration (represented by the mayor) and the Staff Council (*Personalrat*; represented by the chairperson) signed the agreement “cooperative behaviour at work” (*Partnerschaftliches Verhalten am Arbeitsplatz*) that is obligatory for the city as an employer and for all municipal employees. As general principles for interaction within the municipality, the agreement defines ‘mutual respect, confidence and partnership’. Furthermore, it encompasses the protection against bullying, sexual harassment and discrimination due to sex, origin, skin colour and religion. If someone is subject to harassment or discrimination, this employee can entrust this complaint to his/her superior, the Staff Council, the equal opportunity commissioner, the *Personnel Office* or the medical officer. These bodies are obliged to pay immediate attention to this complaint in the form of, among others, counselling, support, documentation and recommendations for countermeasures or consequences. Consequently, the city of Arnsberg has to take measures, such as instruction, admonition, or legal or disciplinary proceedings. The agreement ensures confidentiality if necessary and no disadvantage for the person who filed a complaint.

According to the officials involved in the Staff Council, there has not been any complaint due to ethnic discrimination in recent years.

In addition, the agreement concludes that the problems of harassment and discrimination, the legal protection of the people concerned and the obligations of supervisors have to be included within further training courses (within the municipality). The respective seminars have been jointly developed by the Staff Council, the equal opportunity commissioner and the *Personnel Office*. The agreement seems to be respected and followed.

#### **4.7 Accommodation of cultural and religious needs**

The city makes no arrangements to accommodate particular cultural or religious requirements of its employees and is not planning to introduce such arrangements.

#### **4.8 Health and safety**

The ‘committee for health and safety at work’ introduced short multilingual papers in Russian, Polish, English, French and Turkish that gave important instructions for newly employed staff, for example, on protective equipment. Aside from this one-page paper, the municipality does not have multilingual written information. However, if an employee has obvious language problems, practical briefing is done on site – if necessary with the help of an interpreter.

#### **4.9 Recognition of qualifications**

The municipality of Arnsberg welcomes job applicants with qualification obtained abroad. If necessary for the job performed, the qualification has to be officially recognised. Such recognition cannot be done by a municipal body. Depending on the kind of diploma, the qualification has to be recognised by a federal or national institution, or the Chamber of Commerce and Industry.

The municipal *Office of Immigration and Integration* supports applicants for municipal jobs as well as every newly arrived migrant by organising the recognition of his/her qualifications obtained abroad. The city does not assist the recognition due to a shortage of labour within the municipality, but support the migrants in order to enhance their opportunities on the local labour market in general.

#### **4.10 Monitoring**

Until 2007, the appointment, employment and careers of people with a migration background were not monitored at all.

It is in the course of the CLIP project that the city has become interested in this topic and firstly examined the number of people with a migration background employed by the city. It is planned to continue this modest form of monitoring.

#### **4.11 Impact of policy and lessons learnt**

To date, there is no comprehensive diversity approach in relation to personnel policy that could have an impact on the employment of people with a migration background. However, the city is aware of the situation and recently started to govern the employment situation of migrants actively. It has implemented first special recruitment activities that have had positive effects (cf. chapter 4.4).

The main lesson learnt is that involved municipal actors have to be actively sensitized for special needs of many migrants and challenges migrants face.

## **5 Diversity in the provision of services**

### **5.1 Services provided and contracted out**

In 2000, the municipality, welfare organisations and the local NGOs (cf. chapter 2.3) developed an integration concept that formulates four goals: (1) Migrants should be enabled to be economically self-sustaining. (2) The adaptation to the new environment should be supported by information and training. (3) The migrants should be in a position to keep their own culture and identity while, at the same time, learning about the democracy and values in Germany, as well as about opportunities for political participation. (4) Mutual cultural respect and intercultural understanding are goals for which the community should strive.

The operative implementation of these strategic goals is undertaken in six fields of activity that are also seen as the most important services for migrants: language promotion, education, social counselling, gainful employment, housing, and information.<sup>29</sup> Most of the services provided by the city of Arnsberg are organised and offered in cooperation with other municipal bodies, such as schools and the aforementioned NGOs (cf. chapter 2.3):

#### **(a) Language promotion**

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<sup>29</sup> To run specific measures within these fields of activities, the city has not defined a specific budget. The organisation and implementation of these measures are rather done as part of the offices' daily work.

- German language courses for specific target groups, such as job-seeking people with a migration background, family members of *Spätaussiedler*, asylum seekers, children as well as language courses for parents that include child care (in cooperation with schools, the local adult education centre (*Volkshochschule*), welfare organisations and NGOs)
- Instruction in the mother tongue (Albanian, Croatian, Italian, Portuguese, Spanish, Turkish) for children (in cooperation with the federal state of North-Rhine-Westphalia and municipal schools)

#### **(b) Education**

- Activities to raise awareness of parents without save permanent residence status of the importance of kindergarten and school attendance for their children (in cooperation with municipal kindergartens, municipal schools and migrant organisations)
- Homework assistance for pupils with a migration background (in cooperation with municipal schools and the NGO Internationaler Arbeitskreis)

#### **(c) Social counselling**

- Welcome and counselling of newly arrived migrants (in cooperation with municipal schools, kindergartens, NGOs, welfare organisations and the employment centre)
- Arrangement of contacts with local (sports) clubs (in cooperation with the respective clubs)
- Counselling for mothers of newborn children (in cooperation with medical practitioners, the adult education centre, NGOs)

#### **(d) Employment**

- Placement of jobless people with a migration background in charitable, non-profit work, special measures or, if possible, in the ‘normal’ labour market (in cooperation with NGOs)

#### **(e) Housing**

- Round table housing for prevention of segregation tendencies (in cooperation with housing owners and investors)
- Accommodation of asylum-seeking families with long sojourns in families in their own private areas or even in their own apartments within communal housing facilities
- Support of rapid transition of Spätaussiedler families into normal housing units instead of communal housing facilities

#### **(f) Public relations and information**

- Public relations and advertisement for tolerance (in cooperation with NGOs)
- Information and sensitisation of other cultures
- The city of Arnsberg supports the local NGOs with rooms, offering municipal services free of charge (e.g. print office) and ‘manpower’ (municipal employees).

## 5.2 Diversity policy in services

The city of Arnsberg offers various migrant-specific services in the six fields of activity mentioned above. These and other municipal policy measures related to the topics of integration and diversity apply to migrants, people with a migration background as well as to the autochthonous population. Most measures target a specific social group, such as asylum seekers or migrant mothers; some projects target specific religious groups, e.g. the dialogue between Christians and Muslims. However, with the exception of instruction in the mother tongue, there are no municipal measures targeting one specific ethnicity or nationality.

## 5.3 Access to services

To facilitate access to municipal services for migrants, the city established the *Office of Immigration and Integration*. To this one-stop-agency, migrants can turn with all kinds of questions and problems concerning the municipality. The employees will attend to the case or provide information on where the person has to turn to. Within this office, one employee with a Polish background acts as a special contact person and interpreter for people coming from Eastern Europe, in particular *Spätaussiedler*.

## 5.4 Monitoring of access and outcomes

The access to migrant-specific services is monitored in the form of key data, such as the number of participants or proportion of successful placements, which are recorded in the annual integration report.

The general access to mainstream services offered by the five municipal district customer services (*Stadtbüro*) as well as the use of the complaints system (see below) is regularly monitored, but not in a migration-specific manner.

## 5.5 Cultural awareness and competence of staff

In general, the modest diversity policy in relation to employment described in section 4 applies to all services mentioned. To date, the proportion of foreigners in service-providing jobs has been very low.

The municipal policy covers the cultural awareness of service providers: it is covered by the guidelines of intercultural work and will be an important topic in the new diversity approach. Hence, the municipality, in collaboration with the adult education centre (*Volkshochschule*), offers courses in intercultural competence, intercultural communication and mediating with its employees (cf. chapter 4.4). The extent of cultural awareness of service providers within the municipality could not be evaluated in the course of this project. However, the diversity approach is gaining growing popularity and interest.

## 5.6 Discrimination against service users

In Germany, the General Equal Treatment Act (AGG, cf. chapter 1.2) bans unequal treatment due to ethnic origin, religion and belief, sex, age, disability and sexual identity. Hence, discrimination by municipal service providers is forbidden by law.

Moreover, in its mission statement (*Leitbild*), the city defines a proximity to citizens, participation and involvement of citizens as well as responsibility and respect for citizens as obligatory goals.

To address discrimination against service users, the city implemented an active management of complaints and ideas with the motto “fishing for complaints instead of fishing for compliments”. A low-threshold citizens’ office (reachable via phone, mail or personal contact) has been appointed to ‘fish’ for all kind of complaints. The city guarantees to respond to each complaint within a three-day period.

## 5.7 Special initiatives

Services to encourage diversity are sometimes a by-product of other initiatives and projects not directly linked to migrants and their integration into society. In the following, some initiatives aiming at enhancing cultural plurality and dialogue between different cultures are presented.

The *Christian-Islamic-Dialogue* is based on the project *Between minaret and steeple – Muslims in our city* which was established by the Catholic and Protestant communities and the two Mosques (Turkish and Arabic) in 2000. It aims at a better understanding between the religious groups through several activities, such as *inter-religious walks*, as they are known, meetings, excursions or discussions, which include not only different groups in the communities (children, young people, women), but offer information for everybody living in Arnsberg. One particular interest lies in discussing violence and terrorism, showing the peaceful nature of the religions and thus reducing prejudices. The understanding of religious and cultural similarity as well as diversity enriches both the migrant and autochthonous populations.

Another initiative dealing particularly with religion is the *Koran project Translating the Koran – Bridges between the cultures*, which includes an exhibition as well as the local project called *History workshop migration*. The exhibition shows how the German translations of the Koran – and thus the perception of Islam in Europe – have changed over the centuries. Whereas early translations from the 16<sup>th</sup> century try to picture Islam as a violent, fanatic and ‘false’ religion, today’s translators are interested in an open dialogue with the culture of Islam or aim at second-generation Muslims in Germany who do not speak Turkish or Arabic. There is no feedback on the exhibition yet, as it will open in October 2007 as a travelling exhibition starting in Arnsberg and continuing to other museums. The second part of the project presents the stories of Muslims in Arnsberg. They write and talk about their migration to Germany as well as current aspects and the role of the Koran in their everyday lives. The entire project aims at joint volunteerism particularly in Arnsberg’s Muslim and Christian communities and at a mutual understanding between the cultures and religions.

An initiative dealing specifically with diversity is the *Oral history project for ethnic Germans from Russia*. The aim of the project is to collect personal information from ethnic German migrants (*Spätaussiedler*) who write down or talk about memories of their childhood and everyday life in Russia, experiences, thoughts and feelings when coming to Germany, etc. A guideline was established to give some structure to the stories that are collected and kept in the city’s archive. The aim of the project is to find out more about the lives of the ethnic Germans and always remember their experiences. Furthermore, the organisers intend to publish some of the stories and pictures provided.

The *DIES Internationalis* is the city’s international summer festival. The focus of the festival lies on offering numerous culinary and cultural highlights. It is organised by the *Internationaler Arbeitskreis* and the *Foreigners’ Council*; these are supported by civil

initiatives, the migrant organisations, the city of Arnsberg, and the local media. During an almost yearlong preparation for the event, diverse groups with various ethnic, cultural and social roots come together and have the chance to get to know and appreciate each other. By way of these cooperative activities, intercultural conflicts between Arnsbergers of different nationalities can be prevented before they occur.

Alongside the aforementioned projects, the city of Arnsberg initiates, develops or supports other initiatives and services for people with a migration background. Among them are: support for intercultural projects at the full-time school; The annual *International Summer of Arts, Teatron Theatre Arnsberg-Jerusalem; Theatre of Nations; My first picture* – art project in the internet; Initiatives within volunteering programmes and *Light and Religion* (Judaism, Christianity, Islam).

### **5.8 Impact of policy on access to, and quality of services and the lessons learnt**

The following reflection on access to, and quality of services for people with a migration background regards diversity as a potential for the municipality and thus tries to ensure the equal participation in these municipal supplies. The various fields of action are looked at separately.

**(a) Language Promotion:** one of the important achievements of the municipal policy is that every citizen of Arnsberg who needs or wants to participate in language training has the opportunity to do so – in a high-quality programme. Additionally, people who are not employed because of their lack of knowledge of the German language can take lessons as well. The municipality has created enough courses to satisfy the demand.

**(b) Education:** the municipality of Arnsberg encourages parents with a migration background, migrants, asylum seekers and refugees to bring their children in a kindergarten. Thus, almost every child with a migration background attends the kindergarten. In the end, it is expected that this attendance rate will translate into better chances for these children at school and qualified graduations. Moreover, the municipality succeeded in having every refugee child attending school long before that became compulsory. Additionally full-day schools were created for Primary School and *Hauptschule*, offering assistance with homework and special programmes according to the pupils' needs and helping to improve their achievements.

**(c) Social counselling:** creating an area-wide individual integration counselling has helped to detect personal potentials and deficits and thus to promote programmes and enhance integration processes. Furthermore, the overall integration plan guarantees to locate all possible offers.

**(d) Employment:** Arnsberg makes efforts to offer employment in the field of volunteer services and marginal employment for unemployed people with a migration background and tries therewith to enhance their employability.

**(e) Housing:** because of major migration flows at the beginning of the 1990s and a high demand for housing, segregation occurred in some parts of the city. The municipality installed a working group to counter these trends successfully. Therefore, the needs of people with a migration background have been considered in urban planning processes.

**(f) Public relations and information:** a huge amount of events, activities, exhibitions, etc. leads, on the one hand, to the willingness of the autochthonous population to advance

integration and tolerance and, on the other hand, to migrants being willing to learn more about the German traditions and cultural identity. Thus, integration and the feeling of belonging to *one* society/municipality of equal citizens are enhanced.

## 6 Conclusion: Key challenges, lessons and learning for CLIP

The city of Arnsberg, located in the western part of Germany, consists of 15 originally independent units of which some are urban while others have a quite rural character. At the end of 2006, 80,772 people lived in Arnsberg; nearly 7% of the population do not have the German nationality. The majority of these foreigners are former ‘guest workers’ and their families, that came to Germany between the 1960s and the 1980s. Most of them stem from Turkey, Greece, Italy and former Yugoslavia. In addition, many ethnic German migrants from Poland and the former Soviet Union, known as *Spätaussiedler*, live in Arnsberg. Altogether, the percentage of people with a migration background is about 15%.

As in most German cities, migrant integration in Arnsberg has primarily taken place by opening up the core institutions, such as the education system and the labour market, and by including the migrants in the national welfare system. Within the last decade, the municipality has restructured its administration by bundling *all* migration and integration-related responsibilities into one single office, and has implemented a comprehensive integration concept that regards diversity as a benefit to the city as a whole.

Diversity in the provision of services is an important aspect of the municipality’s daily life: first, the municipal employees seem to be aware that mainstream services have to be offered in a way that they are easily accessible and usable for both the autochthonous and the migrant population. Second, the city provides low-threshold migrant-specific services, in particular by offering a one-stop-agency where people with a migration background can address all sorts of affairs and questions (the *Office for Immigration and Integration*) and by organising and supporting special courses and initiatives for migrants.

By contrast, the idea of regarding diversity as a resource is not reflected in a diversity-sensitive employment policy. The proportion of migrants employed is much lower than the proportion of migrants living in Arnsberg; a diversity management has not been elaborated yet. Recently, also thanks to the CLIP project, this attitude started to change. Both the mayor and the administration would appreciate a higher proportion of migrant employees in the municipality and initiated first recruitment activities.

The next step to reach this aim – that would be in accordance to the new *General Equal Treatment Act (AGG)* – should to be the rethinking of recruitment and employment procedures. Intercultural competence could be assessed as a proper qualification that has an important impact on recruitment and promotion. Moreover, initiatives, such as mentorship and additional training, could be implemented.

A main lesson learnt is that involved municipal actors have to be sensitized for special needs of migrants and challenges migrants face and actively be encouraged to overcome such challenges.

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## Interviews

Albersmeier, Beate; NGO Internationaler Arbeitskreis

Bertram, Sigrid; NGO Internationaler Arbeitskreis

Dennemark, Margret; protestant welfare organisation Diakonie, counselling of refugees

Glingener, Karin; assistant of the mayor, appointee for the CLIP project

Josek, Peter; head of Office for Immigration and Integration

Kleine, Peter M.; Cultural Office, appointee for intercultural projects

Röder, Horst; vice chairperson of the Staff Council (Personalrat), member of trade union Ver.di (Vereinte Dienstleistungsgewerkschaft)

Sariköse, Savas; chairperson of the Foreigners' Council of the city of Arnsberg

Scholand, Jürgen; head of Personnel Office

Schmeller, Elisabeth; chairperson of the Staff Council (Personalrat), member of the civil servants' trade union komba gewerkschaft (Gewerkschaft für den Kommunal- und Landesdienst)

Vogel, Hans-Josef; mayor of the city of Arnsberg