



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Frankfurt, Germany



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europaen forum for migration studies (efms)

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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.¹ The researchers at the *European forum for migration studies* (efms) of the University of Bamberg in Germany are responsible for this report on Frankfurt am Main.

Together with the contact persons from the municipality of Frankfurt am Main, Helga Nagel and Atilla Yergök, an enormous effort has been undertaken to collect the necessary data for this report. Many officials, especially of the *Office for Multicultural Affairs (AmkA)*, have been interviewed during the city visit in January 2008, as the list at the end of the report shows. They provided me with reports, statistics and comments for this report. Besides that we have maintained continuous communication.

I would like to thank all those who have cooperated in providing information and comments, particularly Helga Nagel for coordinating the search for data.

The author is responsible for the content of this report; however, the copyright remains with the *European Foundation for the Improvement of Living and Working Conditions*.²

Doris Lüken-Klaßen

25 April 2008, Bamberg

¹ 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 1973.³ 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*⁴). Between 1988 and 2004, three million *Spätaussiedler* came to Germany. However, in the recent past, fewer and fewer *Spätaussiedler* have been arriving.

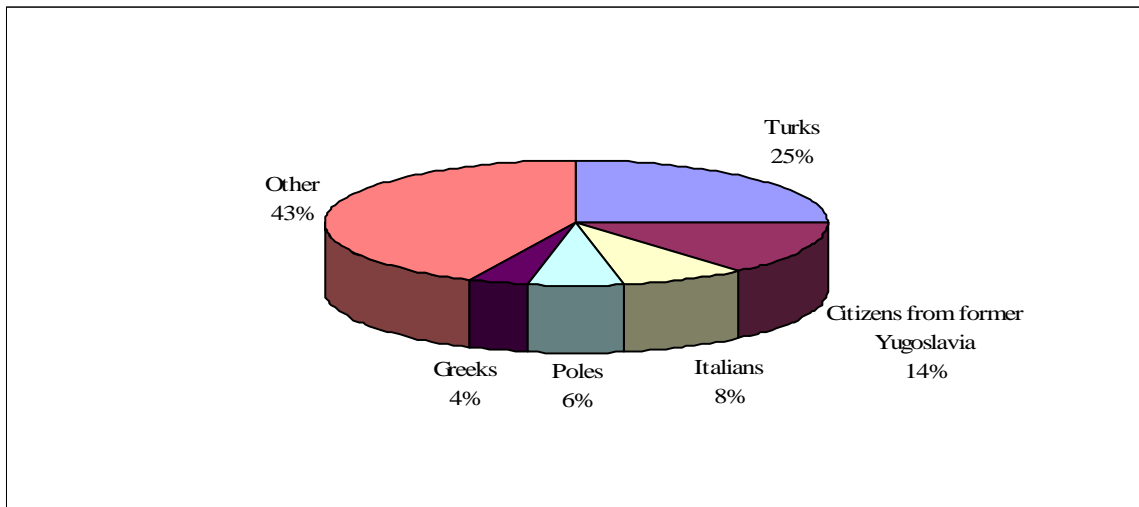
Another large group of immigrants are asylum seekers and refugees. In the 1990s, 1.8 million people sought asylum and over one million refugees were living in Germany in 2003.

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%).

³ 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.

⁴ 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)

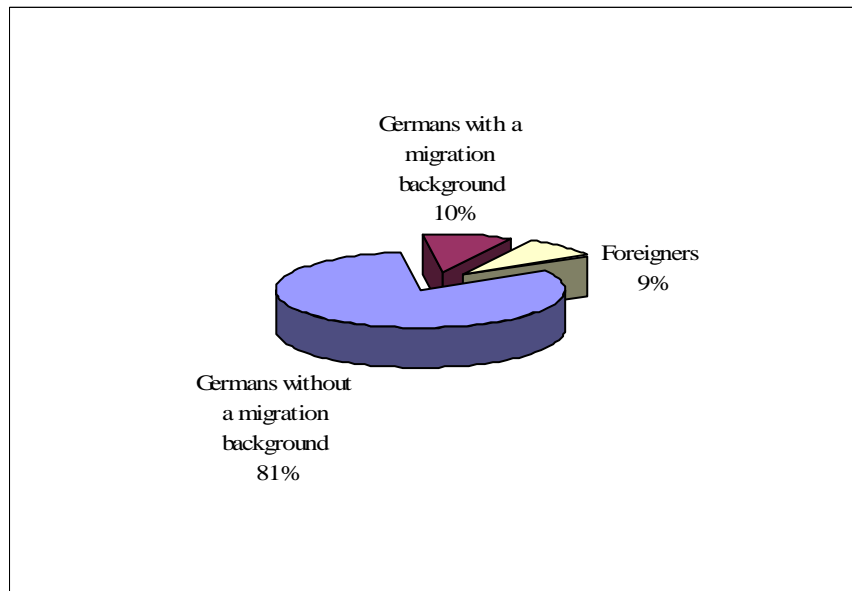


Source: compiled by efms based on statistics from Statistisches Bundesamt 2008: table 4

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)

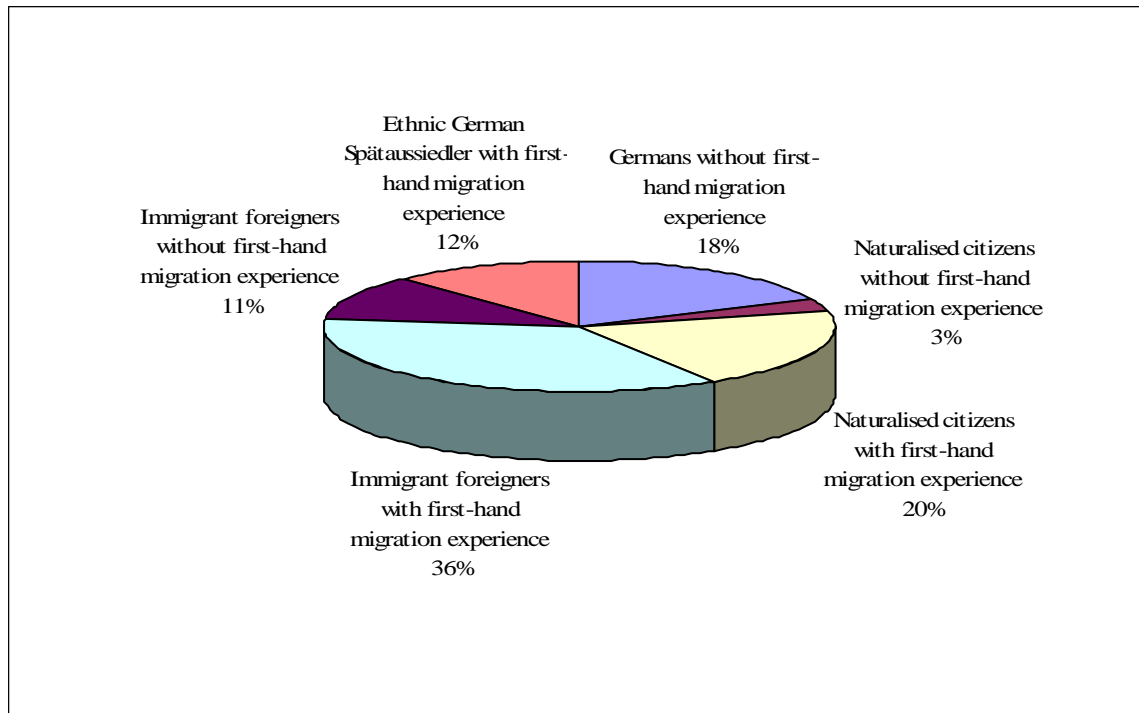


Source: compiled by efms based on statistics from Statistisches Bundesamt 2006: 75

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.

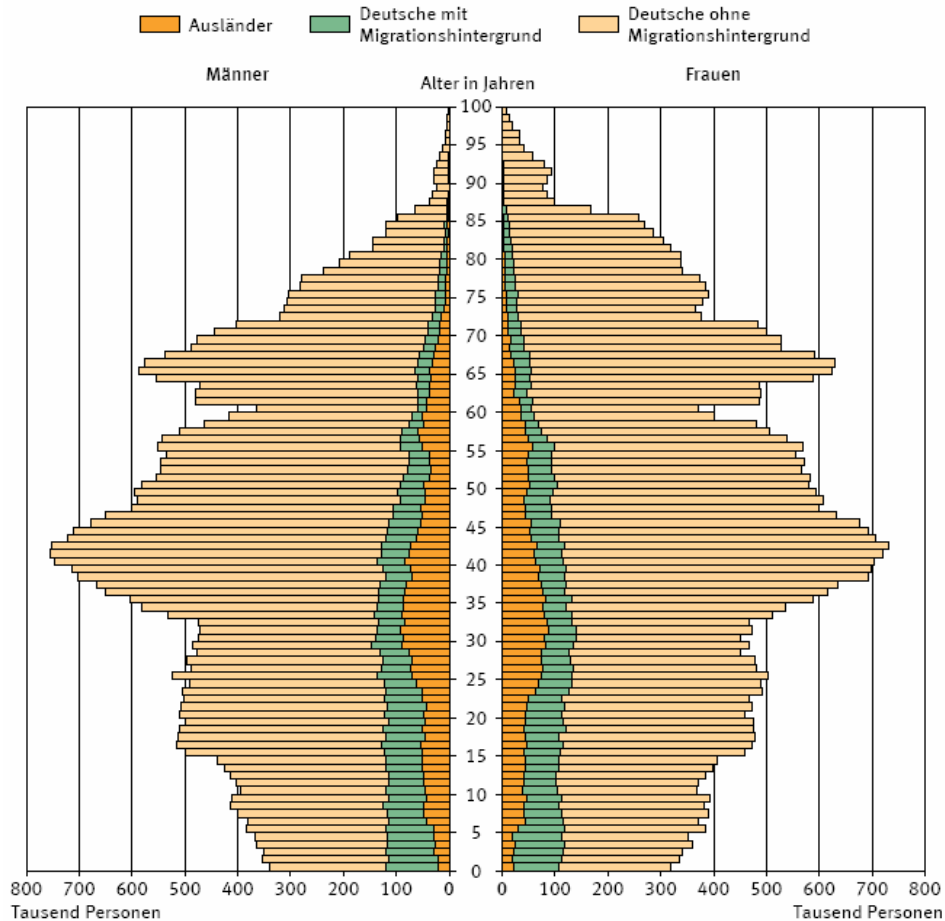
Finally, 1.8 million people (12%) of those with a migration background are ethnic German *Spätaussiedler*. With regard to this last number, it has to be considered that official statistics represent only those *Spätaussiedler* who migrated after 8/1/1999. The total number is, therefore, actually higher.

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 21st century that Germany introduced a more open citizenship law⁵ (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.⁶ 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).⁷

In addition to these acts, the General Equal Treatment Act (*Allgemeines Gleichstellungsgesetz; AGG*), which was passed to transpose the EU equality directives,⁸ 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.⁹ 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).

⁵ 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.

⁶ It applies to private companies with more than five employees.

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

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

⁹ 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).

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 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 companies¹⁰ jointly signed the charter titled *Diversity as a chance* and have thus obliged themselves to acknowledge and promote diversity within their companies.¹¹ 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: Frankfurt am Main

2.1 Brief description of Frankfurt

The city of Frankfurt am Main is located in the State of Hesse, in the West of Germany. With 667,468 inhabitants at the end of December 2007, it is Germany's fifth largest city in terms of population.

Frankfurt is Germany's leading financial centre. More than 300 national and international banks, such as the *European Central Bank* and the *German Bundesbank*, are located in Frankfurt. The city is also among the leading locations for companies in Europe, benefiting from a highly developed infrastructure, including Europe's largest airport. Furthermore, the city has the third largest exhibition area in the world.

The gross domestic product for 2005 market prices was EUR 48.892 billion. This was EUR 81,176 per gainfully employed person and thus the highest GDP per gainfully employed

¹⁰ Deutsche Bank, DaimlerChrysler, Deutsche BP and Deutsche Telekom

¹¹ 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.

person of all German cities.¹² Frankfurt has the highest density of jobs in Germany: 906 jobs per 1,000 residents (2005). This high concentration of jobs can be attributed to the number of commuting professionals. In 2005, Frankfurt had the highest balance of commuters (41.4%) of all of Germany's 14 largest cities. Of Frankfurt's 2005 *resident population*, almost half (48%) are gainfully employed. 62% are white-collar, 18% are blue-collar workers, 15% are self-employed, and 5% are government officials. The unemployment rate has increased over the past years; in the end of June 2007, the rate was 10.6%. As a result of structural changes and the shift toward a service-based economy, the number of jobs in the tertiary sector has risen. Additionally, the amount of employment opportunities in the areas of basic services and security has also increased. On the downside, many well-paying jobs for technological specialists have been lost due to the decline of the industrial sector. This development has led to a polarisation of the employee qualification structure: the number of employed academics, as well as the number of minimally-qualified employees, has risen considerably since the 1990s. By contrast, the number of qualified employees without academic training has fallen to an exceptionally low level.

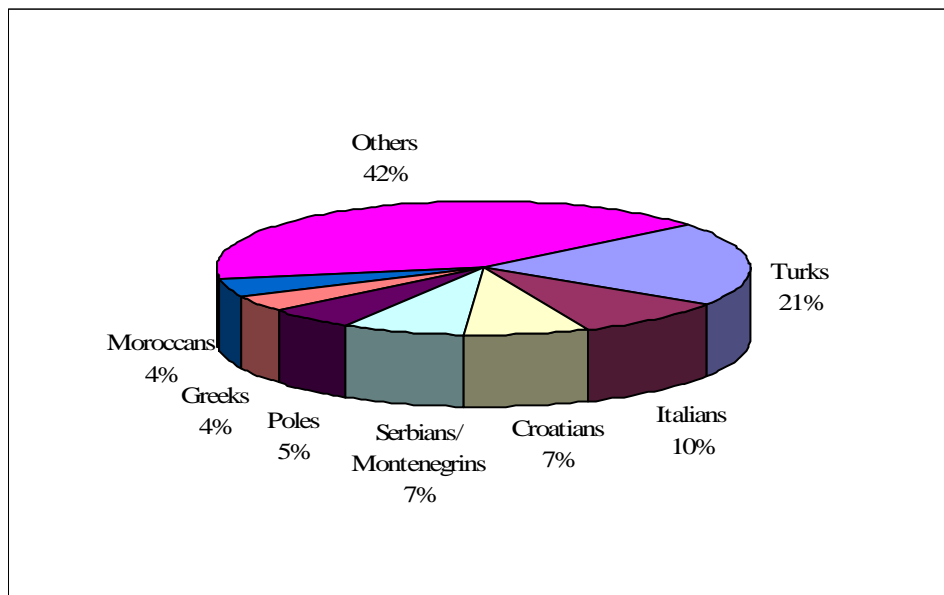
2.2 The city's migrant population, its history and characteristics

Frankfurt looks back on a long tradition of immigration. From the 1960s to the early 1970s, the city was one of the most important destinations for guest workers in Germany. The labour migrants came primarily from Italy, Spain, Greece, Yugoslavia and Turkey. After the 1973 ban on recruitment, guest worker migration to Frankfurt stopped and more and more guest workers, who had arrived before, decided to settle down in Frankfurt and started bringing in their families. Family reunion became the most important source of migration to the city. In the 1990s, immigrants from the former Soviet Union, war refugees from the former Yugoslavia and asylum seekers were the three major groups of immigrants.

In December 2007, there were 164,201 foreigners living in Frankfurt; this means that a quarter of the population (24.6%) has a different citizenship than German. The proportion of all people with a migration background (i.e. with a different citizenship than German *and* those with dual citizenship, naturalised Germans and people born abroad) is much higher, namely 38%. The population with a migration background is constantly increasing: among children born in Frankfurt, two thirds have a migration background. Because the municipal *Statistical Office* has only recently begun to collect data concerning the migration background, most of the following information still refers to foreigners (i.e. non-German citizens), and not to migrants in general.

¹² The GDP per gainfully employed person in Germany was, on average, €57,724; that of the 14 largest German cities €65,478.

Graph 5: Foreigners by nationality (Frankfurt, 2005)



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

The city's composition of foreigners is characterised by a high diversity of ethnic groups and nationalities. The foreigners living in Frankfurt stem from 175 different countries. Turkish citizens, making up 19% of the foreign population of Frankfurt, constitute the largest group of immigrants. They are followed by citizens from Italy (9%), Croatia and Serbia/Montenegro (7% each) and Poland (5%). Greeks and Moroccans make up 4% of the foreign population each.¹³

A significant number of immigrants are ethnic German migrants from Eastern Europe, known as *Spätaussiedler* (most of them from the former Soviet Union and Poland). Since they are automatically given German citizenship, these migrants and their descendants are not represented in general statistics dealing with foreigners. However, statistics concerning the German population with a migration background show that the number of people stemming from the typical countries of origin for *Spätaussiedler* amounts to 22,089 people, i.e. 3.4% of the Frankfurt population (2005). The group of *Spätaussiedler*, their descendants and their family members (e.g. spouses of descendants) with a different citizenship than German (e.g. Kazakh) is larger, but this figure remains unknown.

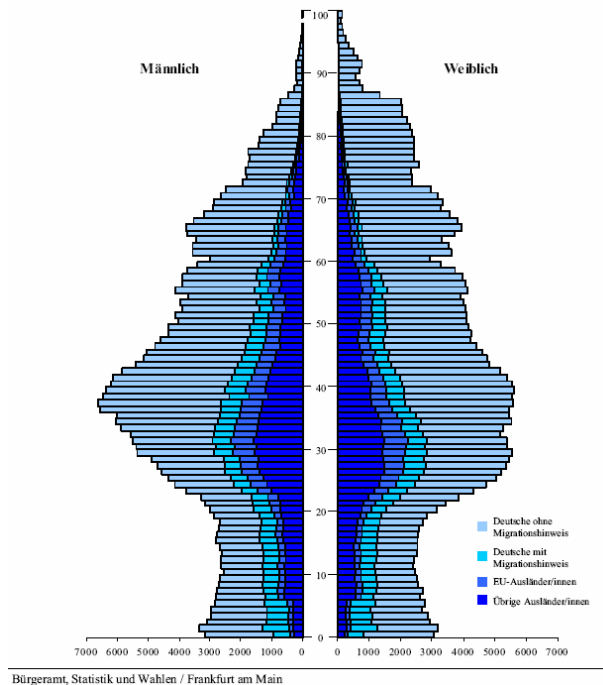
Many foreigners have lived in Frankfurt for a considerable length of time. Over one third of the city's immigrant population older than 18 years of age has lived in the city for more than 15 years. Especially among migrants from Croatia and Turkey, there is a high percentage of 'long term Frankfurter' (62% and 54%, respectively).

Due to changing motives for immigration, the gender and age composition among immigrants in Frankfurt has changed significantly since the 1970s. One can note an increase in the percentage of women from 33% in 1970 to 48% in 2004. 15% of the foreign population are under 18 years; only 7.5% are over 65 years. More than half of the foreigners are between 18 and 45 years old. The graph 6 shows an age pyramid of the Frankfurt population in December 2005: men are found on the left side, women on the right. Third-country foreigners

¹³ The most recent data on foreigners by nationality are from December 2005.

are represented in the middle (in dark blue), followed by EU-foreigners and then by Germans with a migration background. Germans without a migration background are shown on the outside in light blue.

Graph 6: Age pyramid (Frankfurt, 2005)



Source: Dobroschke 2006a: 75

Concerning the educational situation of foreigners in Frankfurt, almost one third (30%) of all pupils attending general schools in 2005 are foreigners. Regarding the 2005 distribution of foreign pupils according to different school types, the percentage of those attending the *Hauptschule* (secondary modern school, i.e. the lowest level of schooling) is much higher (22%) than the percentage of German pupils (8%). In contrast, only 30% of the foreign pupils take classes in the *Gymnasium* (grammar schools, the highest level in the German secondary system) whereas the majority of German pupils (60%) attend this school type. The final school exams also reflect the disparities between Germans and foreigners: German pupils achieve higher qualifications. Regarding those leaving with an A-level qualification, Germans (45%) outscore foreigners (14%) by far. The percentage of foreign pupils leaving school without graduation is higher than among Germans (9% and 4%, respectively). Still, the percentage of young foreigners obtaining A-level qualifications (*Abitur*) is somewhat above the average in the country. Of course, these figures do not represent the educational achievements of those young people with a migration background who became naturalised.

As stated above, Frankfurt had a total unemployment rate of 10.6% in June 30, 2007. Non-Germans, with an unemployment rate of 16.7%, are definitely more highly affected by unemployment than Germans are (8.7%).¹⁴

¹⁴ According to information of the Bundesagentur für Arbeit in Frankfurt am Main.

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

The city of Frankfurt is governed by the city council (*Stadtverordnetenversammlung*) and the city government (*Magistrat*). The former is elected directly by Frankfurt's residents. Currently, it has 93 members.¹⁵ Among its various tasks – such as deciding on the city's budget, issuing by-laws – is the duty to appoint the members of the city government (except for the Lord Mayor), which is Frankfurt's 'executive institution'. The *Magistrat* is presently composed of the Lord Mayor, the Mayor of Frankfurt, the city treasurer as well as seven full-time city councillors and 14 honorary city councillors. Each of the seven full-time city councillors and one of the honorary councillors is responsible for one of the eight municipal 'departments'.

One of these departments is the *Department of Integration (Dezernat für Integration)*.¹⁶ Thus, one of the city councillors, i.e. one of the members of the city government, is politically appointed and responsible for the topics of integration, multicultural affairs and diversity. The department's main function is to provide the political framework for the municipal integration and diversity policy. Two bodies are subject to this *Department of Integration*: the Foreigners' Council and the *Office for Multicultural Affairs (Amt für multikulturelle Angelegenheiten)*, known as the *AmkA*. In addition, a *Commission for Equal Rights and Integration* has been advising the *Magistrat* concerning migration matters since the mid-1990s.

The municipal Foreigners' Council, called *KAV (Kommunale Ausländervetretung)*, is the political representation of the foreign population of Frankfurt. Its function is to contribute to the improvement of the migrants' situation within the city. Therefore, the council may advise the city government and the city 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.

The other body affiliated to the *Department of Integration* is the more influential one within the municipal organisation: the *Office for Multicultural Affairs*, known as the *AmkA*. Its task is defined as promoting peaceful inter-group relationships among people of different ethnic, religious and cultural backgrounds. To achieve this goal, the *AmkA* acts mainly as an initiating institution; its central functions are the inspiration, moderation and monitoring of integration and diversity measures and procedures. Therefore, it performs networking tasks in areas dealing with integration and diversity, and, in order to jointly plan and combine respective measures at the municipal level, it is in constant contact with other offices, institutions and (migrant) NGOs outside the municipal administration. Furthermore, it develops and supports equal opportunity policies and anti-discrimination measures. In a limited way, the *AmkA* also acts on the operative level: it is a counselling and information institution for NGOs and other offices within the municipality, and it initiates several activities. Since the city of Frankfurt understands integration as a mutual process, its integration measures do not only refer to migrants, but also to the autochthonous population.

¹⁵ 34 Christian Democrats, 22 Social Democrats, 14 members of the Green Party, 6 Leftists, 6 Liberals and 11 members of other political groupings

¹⁶ First created in 1989 as *Department of Multicultural Affairs*, it was renamed the *Department of Integration* in 2001.

The *AmkA* plays a significant role within the municipality. However, since it acts mainly on the conceptual level, most of the operative work is done by the respective offices, which have to be mentioned as well. Particularly notable offices involved in diversity-sensitive services are the *Health Office*, which provides specific counselling services as well as projects for migrants, and the municipal ‘international library’, offering various activities for people with a migration background (cf. chapter 5.1). Another interesting municipal body is the *Office for Youth and Social Services* that offers a variety of migration-sensitive services and conducts respective initiatives. The latter include counselling for migrants, support for migrant children, the organisation of international festivals or the development of guidelines for intercultural orientation and competence. The *Office for Personnel and Organisation* conducts intercultural training for staff and motivates young migrants to apply for apprenticeships at the municipality. Further interesting projects and initiatives are conducted by other offices and institutions such as the *Office for Urban Planning*, the *Education Authority (Schulamt)*, the local Jobcentre (*Rhein-Main Jobcenter*) and the police. Some examples of the manifold activities are mentioned in chapter 5.1 on service provision.

3 The city’s approach to diversity

3.1 Historical background and objectives of the policy approach

As stated above, Frankfurt is an international city that has attracted a large number of people from all over the world. As in most German cities, migrant integration in Frankfurt has primarily taken place by opening up the core institutions, such as the educational system and the labour market, and by including the migrants in the welfare system (cf. chapter 1.2). Frankfurt, however, realised the necessity of specific political measures fostering peaceful and fruitful inter-group relationships. Hence, in 1989, the city installed the *Department of Multicultural Affairs* with the affiliated *Office for Multicultural Affairs*, named *AmkA*. The installation of such an office within a municipal administration, which can communicate with other offices on the same hierarchical level, was unique in Germany – and is still uncommon. Not only has the position of this unit, but also its naming been a novelty in Germany: instead of a commissioner for ‘multicultural affairs’, other cities had (and many still have) a so-called ‘foreigners’ commissioner’. In Frankfurt, the name of the office responsible already indicates its philosophy. According to the head of the *AmkA*, the main question no longer is how migrants can be integrated into the German society, but how the municipality can change to be more suitable for dealing with the demands of a heterogeneous, multicultural population. Even when the *Department of Multicultural Affairs* was renamed the *Department of Integration* in 2001, this spirit still remains.

To deal with its heterogeneous population, the city of Frankfurt employs an ‘integration policy’ that aims at both citizens with a migration background and those without. The official goals of the municipal integration policy are (1) promoting equal participation of migrants in the societal and social life as soon as possible, (2) promoting peaceful inter-group relationships and social cohesion of the heterogeneous population groups, and (3) supporting the autochthonous population in handling changes and new challenges. These municipal aims imply a certain ‘diversity approach’. An explicit ‘diversity policy’, however, has not been adopted by the municipality.

According to the city, equal opportunities are highly influenced by education, employment and family situation: thus, many municipal measures focus on the improvement of education and language skills. The empowerment of, and cooperation with migrant organisations, the improvement of the intercultural dialogue, anti-discrimination work as well as conflict management are additional fields of municipal activity. Furthermore, the ‘intercultural opening’ of institutions is an important goal for the city of Frankfurt, in particular for the *AmkA*: municipal employees are trained to deal productively with diversity and the proportion of migrant working in the municipality is supposed to be enhanced.

3.2 Responsibility: Elected representatives and officials

Since 1989, one of the members of the city government (*Magistrat*) has been politically appointed to deal with the topics of integration, multicultural affairs and diversity. This person provides the political framework for the municipal integration and diversity policy and is the honorary head of the *Department of Integration (Dezernat für Integration)*. The first head of this department (primarily named *Department of Multicultural Affairs*) was Daniel Cohn-Bendit. He was succeeded by Jutta Ebeling, Dr. Albrecht Magen and Jean Claude Diallo. Since April 2008, this post has been held by Dr. Nargess Eskandari-Grünberg.

Within the administration, the central body for integration and diversity matters in general is the *AmkA*. Since 2001, this office has been headed by Helga Nagel. As mentioned above, the *AmkA* is in charge of the strategic orientation of the municipal integration and diversity policy. Thus, it initiates innovative (pilot) projects and provides impulses, recommendations and support to the other offices. The *AmkA* cannot, however, issue a command or order to other offices.

The responsibility for the implementation of the diversity policy in service provision within the individual offices lies with the respective offices. The great majority of them do not have an explicit appointee for diversity-related topics.

While the recruitment of apprentices and some training of municipal staff is centrally organised by the *Office for Personnel and Organisation* in cooperation with the individual departments, the internal employment policy of the offices is organised by the respective offices themselves. Hence, every office is also responsible for its diversity in employment policy. The officials responsible for these topics are the heads of the offices in cooperation with the appointees for internal employment policy within the respective offices.

3.3 Collaboration with social partners and NGOs

As is typical for German cities, the city of Frankfurt collaborates with welfare organisations such as the Catholic *Caritas*, the Protestant *Diakonie* and the labour organisation *AWO*, and with various other NGOs, including religious community organisations and migrant organisations. In particular, this collaboration concerns the provision of integration and diversity-related measures such as qualification courses or the organisation of festivals (cf. chapter 5.1). Since its creation in 1989, the major municipal contact point for migrant- and diversity-related organisations has been the *AmkA*. Annually, the *AmkA* co-finances about 150 projects of municipal NGOs to the amount of 120,000€ (in total).¹⁷ Furthermore, it coordinates the contacts between NGOs and other respective offices.

¹⁷ In addition, the NGO *Frauenrecht ist Menschenrecht* (‘women’s rights are human rights’) receives institutional support amounting to €25,000 annually for counselling children living ‘illegally’ in Frankfurt.

The city of Frankfurt has also established contacts to social partners: the city cooperates, among others, with the Chamber of Commerce and Industry (*IHK*) as well as with trade unions and the municipal Staff Council (*Personalrat*). However, these collaborations hardly concern the topic of diversity or migrants in general.

3.4 Policy and practice on monitoring progress

The city of Frankfurt, namely the *AmkA*, records the supply of municipal migrant-specific services in annual activity reports, termed ‘integration reports’. In addition, the city organised a scientific evaluation of the integration process of migrants living in Frankfurt in 2000/2001, and a follow-up study in 2007/2008.

Currently, the city is planning to introduce a more systematic way of monitoring and evaluating municipal integration measures as well as the integration of migrants in Frankfurt. Thus, the city commissioned a scientific institute to compile a more systematic report on all municipal migrant-specific services.

In addition, the city is preparing the implementation of an elaborate monitoring system that can depict the integration of migrants within the different municipal districts by means of a set of indicators (e.g. education levels, the employment situation or naturalisation quota). In the long run, these data will provide a basis for longitudinal comparisons and hence deliver useful information for the development of future policies.

Without going into detail, the *Office for Personnel and Organisation* surveys the number of foreigners and of people born abroad employed within the distinctive municipal offices as well as the number of applications for apprenticeships from migrants. They are not published in a regular manner, but at the requests of the city council, this data is made available to the public.

3.5 Key challenges faced in implementation and broad lessons learnt

For several years, the population of Frankfurt has become more and more heterogeneous and diverse. According to all officials interviewed, the local politicians and municipal employees are aware of this situation and know that it requires changes within the municipality. Many municipal employees – mainly those having direct contact with migrant clients – are establishing a variety of migrant-specific services. Particularly the staff of the *AmkA* initiate innovative migrant-specific measures and make efforts to implement intercultural competence within the municipal administration in general.

Nonetheless, the implementation of a diversity approach is challenging. A main challenge is the lacking power of the *AmkA* to put recommendations into action and implement measures in the administration as a whole. The *AmkA* has been installed in order to provide impulses, recommendations and support – it is, however, not equipped with any power to enforce the implementation of respective structures, procedures and activities within the municipality.

The second challenge is the lack of an official integration and diversity concept. On the one hand, the city government is obviously interested in the issues of diversity and integration (see above). On the other hand, it has never ordered the development of an integration strategy or diversity approach. Thus, the city of Frankfurt has a variety of innovative measures, but no coherent concept or concrete aims – a great challenge for the committed employees.

3.6 Potential future policy development

Compared to other German cities, Frankfurt has one of the highest proportions of migrant citizens. To deal with the heterogeneity and diversity of the population, and to enhance peaceful inter-group relationships, the city has started innovative initiatives and implemented a variety of good practice measures. Thus, the city of Frankfurt has gained good reputation for its engagement concerning multicultural affairs. However, the designated municipal officials and employees consider the areas of activities to be ‘work in progress’: existing initiatives and measures are constantly redrafted and adapted, new ones are developed. Therefore, the *AmkA* fosters the further cross-departmental implementation of ‘intercultural’ sensitivity in the provision of services and in the employment policy.

Concerning the monitoring process, the city intends to implement new practices: as stated above, the city is introducing more elaborate monitoring systems concerning the provision of services for migrants as well as the integration process of migrants.

4 Employment policy, practice and outcomes

4.1 Profile of city employees: data

The city of Frankfurt employs 13,045 people (as of the end of December 2006). Of these people employed, 11,725 work in offices, and another 1,320 people work in separate bodies owned by the city (*Sondervermögen*), for instance the sewage treatment plant (*Stadtentwässerung*) or the adult education centre (*Volkshochschule*). The employees of the municipal hospitals as well as the employees of municipal subsidiaries organised as independent societies (e.g. the opera and the waste disposal service) are *not* included in this data.¹⁸

Since the city does not have any statistics about the migration background as defined above (cf. chapter 1.1), information can only be provided on non-German employees and on German employees born abroad. It is a matter of fact that the percentage of all employees with migration background is much higher, but unknown.

Among the 13,045 people employed by the city, 1,714 people (i.e. 13% of municipal employees) were born abroad and/or are foreign citizens. Compared to the percentage of foreigners living in Frankfurt, that amounts to 25% – people born abroad not even included –, the proportion of migrants employed by the city lies well below it. Thus, foreigners are not represented within the municipality in proportion to their representation amongst Frankfurt’s population.¹⁹

¹⁸ This data cannot be delivered by the municipal offices.

¹⁹ 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 Frankfurters 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 25% mentioned above, such a comparison would be slightly less staggering. These figures are, however, unknown.

The proportion of migrants employed varies strongly between the different offices. Whereas in a few offices, about a quarter of the employees are either foreigners or were born abroad (e.g. the *AmkA*, the local *Education Authority*, the sewage treatment plant and the *Office for Parks and Gardens*), the proportion of migrants in the *Office for Personnel and Organisation* and the *Fire Brigade* is less than 2%.

Another noticeable fact is the imbalanced gender ratio. More women than men with a migration background work for the municipality. Altogether, about 65% of people with a migration background employed by the city of Frankfurt are female.

According to the experts interviewed, there are huge status differences between the German and non-German people employed by the city of Frankfurt. Unfortunately, these differences cannot be quantified: due to ‘data protection’, the *Office for Personnel and Organisation* does not communicate any data on status differences between employees with a migration background and employees without.

The city of Frankfurt offers apprenticeships for different kinds of jobs. Between the years 2003 and 2007, the city received 19,393 applications for 542 apprenticeships, i.e. on average 3,879 applications for 108 apprenticeships per year.²⁰ Since 2003, the city has recorded the number of *applications* for municipal apprenticeships from non-Germans and people born abroad as well as the number of newly employed *apprentices* with a different citizenship than German and/or born abroad.

Graph 7: Applications and apprentices 2003 – 2007

	applications	applications from non-Germans and people born abroad	newly employed apprentices	newly employed apprentices who are non-German and/or were born abroad
2003	3 359	723 (22%)	160	22 (14%)
2004	3 360	594 (18%)	102	11 (10%)
2005	4 867	728 (15%)	97	18 (19%)
2006	3 209	454 (14%)	83	09 (11%)
2007	4 598	661 (14%)	100	18 (18%)
2003 – 2007	19 393	3 160 (16%)	542	78 (14%)

Source compiled by efms based on data from the Office for Personnel and Organisation

In 2003, 2,636 (or 22%) of the applications for municipal apprenticeships were sent in by foreigners and by people born abroad. In the following years, this percentage decreased: in 2004, only 18% of the applications were submitted by foreigners and/or people born abroad, in 2005, 15% and in 2006 and 2007, only 14%. On average, 16% of the applications for municipal apprenticeships have been made by non-Germans and/or people born abroad.

Within this period of time (2003-2007), the percentage of apprentices born abroad and non-German apprentices varied between 10% in 2004 and 19% in 2005. On average, 14% of the newly employed apprentices are non-German and/or born abroad.

²⁰ Usually, several people apply for more than one job. Hence, the number of *applications* is higher than those of *applicants*. Since the city only counts the number of applications, the figure of all applicants remains unknown.

This means, first, that people with a migration background apply significantly less frequently for a municipal apprenticeship than people without a migration background proportionally do. Secondly, this data shows that the percentage of migrants employed by the municipality approximately corresponds to the percentage of migrants' applications.

4.2 Employment diversity policy

The city of Frankfurt employs its staff according to qualification and competence and aims to neither favour nor discriminate against certain groups in its recruitment procedures. The decision to offer employment for both employees and civil servants has to be made "regardless of their sex, descent, race, faith, religious belief or political opinion, origin or relations". Of sole importance is 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 *status* of a civil servant is, however, limited. Since 1993, EU nationals have been generally 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).²¹ That does not mean that they cannot be employed in the municipality, but that they have another, less privileged, status.

Due to the high diversity in the population, the city council (*Stadtverordnetenversammlung*), the city government (*Magistrat*) as well as the municipal Foreigners' Council are convinced that the 'intercultural openness' of the city's offices and of companies owned by the city is of high importance for the efficiency and quality of municipal services. Therefore, the city council officially agreed upon, first, strengthening the cultural competence of the municipal staff and, secondly, increasing the proportion of employees with a migration background.

Within the framework of the European Programme 'XENOS – Living and working in diversity' (cf. chapter 1.2), the city organised the project 'XENOS – Intercultural opening of the city's offices and companies' to approach these goals. Frankfurt's Adult Education Centre 'VHS' implemented the project in cooperation with the *Office for Personnel and Organisation* and was supported by the *AmkA*. The first step of the project, which started in 2001 and ended in 2004, was to identify (a) reasons for the under-representation of migrants within the municipal administration and (b) municipal structures that discourage people with a migration background from applying for and/or obtaining an apprenticeship at the municipality. Simultaneously, the employed staff should be sensitised to the topic of diversity and possible discrimination within the municipality.

As a result, the city enhanced its engagement concerning intercultural competence: the city implemented measures to increase the number of migrants within the municipality and to strengthen the intercultural competence of existing staff. Methods are, for instance, diversity-sensitive and migrant-specific advertising and information campaigns on apprenticeships at the municipality, restructuring of recruitment procedures and intercultural training of staff. These and other methods are presented in more detail in chapter 4.4.

Alongside the XENOS project, the city supported the European EQUAL project 'MARE – Migration and Work' that aims at developing innovative good practice measures for

²¹ According to the micro census 2005, 80 % of all civil servants with a non-German passport were EU-25 citizens.

structured strengthening of intercultural competence in (municipal) offices, organisations and companies. Within the framework of the project, training for executive managers was conducted; they are now transporting the ideas and methods into their offices and institutions. As further outcomes of this project, the city of Frankfurt issued two publications: a manual on intercultural orientation and a booklet with guidelines for implementing intercultural competence.

4.3 Challenges and tensions in development and implementation of policy

The implementation of the first steps of a diversity policy in employment has not caused any significant tensions. Today, the respective politicians as well as officials and employees within the administration seem to be convinced of the usefulness and benefits of a higher percentage of migrants within the administration; they support the municipal initiatives.

However, this has been a process lasting many years. Within that time, many persuasive and informational activities had – and still have – to be organised by the *AmkA* and the team of the *XENOS* project in the *Adult Education Centre (VHS)*.

Hence, a main challenge in implementing the policy was, and still is, encouraging the perseverance of ambitious people and offices in providing information on diversity.

Another challenge in reaching the goal of a higher percentage of migrant employees is the difficulty to find qualified migrants interested in apprenticeships at the municipality. As stated above, people with a migration background apply less frequently for a municipal apprenticeship than people without a migration background do. According to the *XENOS* project report, this seems mainly be due to (a) the lack of knowledge of migrants (both young people and parents) about municipal apprenticeships, (b) a more distanced attitude towards the state, administration and bureaucracy (due to migration experiences), and (c) an orientation towards occupational fields and institutions within the context of the ethnic community.

The third challenge is the most important one: financial restrictions of the municipality and the related halt in recruitment (*Wiederbesetzungssperre*) since 2003 – except apprentices, kindergarten workers and, partially, social workers – have made it almost impossible to increase the diversity of the municipal staff.

4.4 Recruitment, promotion and training

Non-discrimination has a high priority in recruitment and promotion procedures for recruiting and managerial staff. The decision to offer employment and promotion has to be made based on experience, qualifications and performance of the job – irrespective of sex, origin, beliefs, religious or political attitudes, etc. However, the city of Frankfurt does not only aim at inhibiting discrimination, but also at increasing the number of municipal employees with a migration background and at improving their employment situation as well as their employment level. Hence, the city has implemented a variety of pertinent initiatives.

In the course of the *XENOS* project, the city started advertisement campaigns to attract applications from young people with a migration background for an apprenticeship. At job fairs, the city is also represented by apprentices with a migration background. They inform prospective applicants about jobs within the municipality in general – and may convince young migrants to apply for an apprenticeship within this sphere. Information campaigns

with pupils, parents and teachers also take place in schools with a high percentage of migrants. In addition, the information flyer on apprenticeships at the city of Frankfurt as well as the respective homepage have been redesigned to raise the interest of young people with a migration background. The city explicitly points out that people of all nationalities can apply for municipal apprenticeships – and highlights how the city would welcome people of all nationalities being attracted by the offer of apprenticeships. The photo accompanying the information text shows young people whose migration backgrounds are apparent.

Graph 8: Municipal advertising for apprenticeships



Source: <http://frankfurt.de>

An auspicious project is the information offered to migrant parents on the German educational and training system including apprenticeships at the municipality (cf. chapter 5.1). Furthermore, advertisements for the apprenticeship positions are not only published in local German newspapers, but also in foreign (language) newspapers.

Besides the changes in the advertising and information, the city (supported by professional institutes) has restructured its recruitment procedures. First, intercultural competence is seen as an asset and required qualification. Second, recruiting staff are trained in anti-discrimination and intercultural competence (see below). Third, the written part of the employment test has been restructured: instead of importance being placed on linguistic matters, logical and mathematical knowledge and qualification are valued.

For municipal employees with and without a migration background, the city organises a variety of training sessions on anti-discrimination legislation as well as on intercultural competence: (a) Since 1989, intercultural training has been offered for municipal employees, in particular for those working in the city's service sector. They have been trained, for instance, in dealing with cultural diversity, in de-escalation practices, and in mediating in intercultural conflicts. Workshops on interaction with specific groups, such as Roma or Muslim families, exist as well. Between 2000 and 2003, 280 employees attended such vocational training; from 2004, the number of participants has increased. Additionally, about 900 employees participated in training sessions on 'service-oriented behaviour' that include the issue of intercultural competence as well. (b) For executive managers, the city provides workshops on 'intercultural responsibility' and 'diversity management'. Furthermore, most of the municipal courses designed for executive managers include topics such as communicative competence, tolerance and the reflection upon one's own actions in different (cultural) contexts. (c) Since 2000, the 'College of Public Administration Wiesbaden/ Frankfurt' has defined intercultural competence as a required key qualification. Hence, the curriculum for future employees already includes topics such as cultural differences, migration and cultural socialisation. (d) Since 2007, the city has offered seminars on the 'Equal Treatment Act' (cf. chapter 4.6).

Within the framework of further training of employees, migrants can participate in German language courses. The *Office for Personnel and Organisation* has offered this kind of course for years. Migrants can attend the classes free of charge during their working hours.

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 for municipal employees and civil servants is regulated through the collective labour agreement for public services (*TVöD*²²), 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.

Of the upgrading within the pay-scale classification and of the promotions offered in 2005 and 2006, 11.9% and 9.6% respectively involved employees born abroad or with a different citizenship than German.²³ Hence, for foreigners and people born abroad, promotion seems to be somewhat less frequent than it is for German employees.

4.6 Harassment, discrimination and complaints

In order to avoid harassment and discrimination, the city enhances intercultural competence (see above) and provides training on the pertinent legislation. As mentioned in chapter 1.2, in August 2006, a new anti-discrimination and equal treatment law came into force in Germany – the Equal Treatment Act (AGG). In order to inform the municipal employees about the new legislation and its impact, the city organises pertinent seminars. The first target group of these training units consists of executive managers, staff dealing with issues relating to personnel and recruitment, instructors, women's representatives, representatives of disabled employees as well as representatives of the Staff Council (*Personalrat*). From 2007 onwards, *obligatory* seminars have been conducted for this group, teaching them what has changed due to the new law and how they should act in order to avoid discriminating against other (potential) employees. Since 2008, these training sessions have also been offered for all other employees interested in this issue.

However, these activities cannot protect the employees against unequal treatment. If someone is subject to harassment or discrimination, this employee can file his/her complaint at the *Office for Personnel and Organisation*, which is in charge of this topic. The employee can also entrust this complaint to his/her superior, the Staff Council, the equal opportunity commissioner, 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 Frankfurt organises measures such as instructions, admonitions, or legal or disciplinary proceedings.

²² TVöD = Tarifvertrag für den öffentlichen Dienst des Bundes und der Kommunen.

²³ cf. *Magistratsbericht* B 694, September 24, 2007.

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 city is aware that the employees with limited language proficiency have to be informed adequately about health and safety conditions in the workplace. If an employee has obvious language problems, practical briefing is done on site – if necessary with the help of an interpreter from the municipal interpreting service. The responsibility lies within the particular offices.

4.9 Recognition of qualifications

The municipality of Frankfurt welcomes job applicants with qualifications obtained abroad. If necessary for the job performed, the qualification has to be officially recognised. In Germany, the process of accreditation of qualifications is not arranged at the municipal level. Depending on the kind of diploma, it has to be recognised by a federal or national institution, or the Chamber of Commerce and Industry.

4.10 Monitoring

The *Office for Personnel and Organisation* collects data on the nationality as well as on the place of birth of the employees within the individual offices. In addition, the office surveys the number of applications as well as the promotion of people born abroad or with a different citizenship than German. On (regular) request of the city council (*Stadtverordnetenversammlung*), this data is made available by the city government (Magistrat).

However, the employment status of migrants has not been monitored. Due to ‘data protection’, the *Office for Personnel and Organisation* does not communicate any data on status differences between employees with a migration background and employees without.

4.11 Impact of policy and lessons learnt

Due to the high diversity in population, the city is convinced that the ‘intercultural openness’ of the municipality is of high importance for the efficiency and quality of municipal services.

Therefore, the city of Frankfurt aims at a higher percentage of municipal employees with a migration background. Since the city has to accept a halt in recruitment, this goal is not easy to achieve. An exception to the halt in recruitment is the recruitment of apprentices. Hence, the city makes efforts to attract more migrants for apprenticeships: the city organises diversity-sensitive advertising and information campaigns and has restructured its recruitment procedures. In spite of this engagement, the number of applications by migrants could not be increased yet (cf. chapter 4.1).

Furthermore, the city aims at strengthening the cultural competence of the staff already employed. For that reason, intercultural training sessions and seminars on anti-discrimination and equal treatment are offered. According to the officials interviewed, this activity has increased the awareness of cultural differences and the knowledge on how to handle them as well as the awareness that the city can capitalise on the linguistic and cultural skills of migrant employees.

Some officials interviewed deplored, however, the prevalent ‘deficiency orientation’: intercultural competence of (migrant) employees is assessed as reducing problems, but rarely appraised as a precious resource.

5 Diversity in the provision of services

5.1 Services provided and contracted out

The city of Frankfurt provides not only ‘general’ services for its citizens, but also special services for people with a migration background. Within the administration, a central body for such services is the *AmkA*. On the one hand, it is in charge of the *strategic* orientation of the municipal policy in relation to migrants. On the other hand, the *AmkA* organises *concrete services* on its own initiative and provides impulses and support to the other offices involved.

The services, which are provided by the *AmkA*, the *Office for Youth and Social Services*, the *Health Office* and others, can be classified into different categories. The *AmkA* classifies them into (a) integration through language, education and information, (b) education, training, occupation and labour market, (c) conflict management and mediation, (d) anti-discrimination work, (e) cooperation with religious communities and migrant organisations, and (f) intercultural opening of the municipality. The following overview gives a first impression of the municipal activities. Since the city implements a huge amount of migrant-specific services, only some good-practice examples are further illustrated.

Integration through language, education and information

- The city coordinates the implementation of integration and language courses on the local level in cooperation with the *Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge – BAMF)* and the local Adult Education Centre (*VHS*). The *VHS*, for instance, offers language courses at different levels for 10,000 participants per annum. The city manages the development of multilingual information material on these courses as well.
- In addition, the city offers a variety of specific language courses, such as language courses for elderly migrants (*German 50+*) and literacy and language classes for migrant parents, dealing with issues such as health, alimentation, media, education and training; including child care (*Mum learns German – Dad too*).
- The city organises the implementation of integration courses in the languages of major immigrant groups.
- An impressive good-practice example is the project *mitSprache*.²⁴ It is a pilot project fostering the linguistic and socio-cultural integration of pupils with a migration background and their parents. The project, which is financed and organised by the *AmkA* and the Education Authority of the State of Hesse, started in 2001. Currently, seven schools are implementing the project. The idea is as follows: in each of the participating

²⁴ The name of this project is a play of words that means, on the one hand, ‘with language’ and refers, on the other hand, to the right of co-determination.

schools, a working group consisting of teachers and external experts reflects on existing educational and pedagogic approaches and experiences, develops new approaches and implements these pilot measures at the respective school. The focus lies on four fields of activity: (1) German as a second language, (2) multilingualism, (3) cooperation between school and parents and (4) additional training for teachers concerning migration, integration and bilingualism. Implemented pilot measures are, for instance, the participation of migrant parents in their children's classes and training for teachers on how to communicate with migrant parents. The participants of the project are well cross-linked and meet regularly. This networking assures the exchange and the transfer of experiences between the partners involved. The results are very positive: teachers, parents as well as pupils report on a better mutual understanding and hence a better atmosphere at school.

Education, training, occupation and labour market

- Another good-practice example is the project *AOE (Ausbildungsorientierte Elternarbeit)*: The aim of this project is to inform migrant parents on the German educational and training system as well as on related issues such as dyslexia, hyperactivity, career counselling and multilingualism. To reach the parents, the *AmkA* does not implement these information events on its own, but cooperates with migrant organisations and schools: the *AmkA* trains interested migrants (e.g. teachers, social workers, psychologists) on the issues mentioned. These migrants act as mediators; they conduct workshops in migrant organisations and schools and counsel migrants in their mother tongue. The project started in 1997 with two migrant organisations. It is, however, highly appreciated and has been able to attract more and more participants. Currently, about 60 mediators of 35 migrant organisations and schools counsel migrants and conduct the workshops in 17 different languages. In 2006, 3,450 people participated in the workshops and counselling offers.
- In cooperation with the *AmkA*, the local job centre (*Rhein-Main Jobcenter*) provides specific information, counselling and advice and for people with a migration background and conducts specific projects in order to promote their career opportunities. Recently, a 'working group migration' with members of both institutions developed a position paper including ideas and strategies to further ameliorate the diversity sensitive activities of the jobcentre and further enhance the job opportunities of people with a migration background.
- The city implements the project *Frühstart*, offering language and integration 'courses' for preschool children.
- The city finances 35,000 places in municipal nurseries and kindergartens. Half of the children have a migration background. It also supports about 15 initiatives of ethnic or religious communities, e.g. a special kindergarten for Roma children, a special kindergarten for Islamic children (that has provoked a great deal of discussion), a German-Russian or a German-Japanese kindergarten. The municipal nurseries and kindergartens have developed intercultural guidelines. For instance, they offer meals without pork and also 'celebrate' some international (religious) holidays or respect them (e.g. Ramadan). In addition, they train their employees regularly on issues such as 'dialogue with (migrant) parents' or 'religions'.

Conflict management and mediation

- The *AmkA* organises the training and linking of mediators and supports neighbourhood-based mediation programmes for preventing and solving intercultural conflicts.

Anti-discrimination work

- The city installed municipal anti-discrimination regulations and implemented complaint and counselling structures within the municipality; the *AmkA* provides multilingual information, organises informative events about the Equal Opportunity Act, and offers a hotline for people who feel discriminated against (cf. chapter 5.4).
- The *Office for Personnel and Organisation* train the municipal employees on the Equal Opportunity Act.
- The city participates in the EU campaign *Pro diversity – Against discrimination*.

Cooperation with religious communities and migrant organisations

- The *AmkA* has established a regular dialogue between migrants and the police.
- The *AmkA* offers counselling for migrant and ethnic organisations and artists with a migration background and provides financial support for migrant organisations.

Intercultural opening of municipality

- The city makes efforts to strengthen the (inter)cultural competence of municipal staff through training and aims at employing more people with a migration background (cf. chapter 4).
- Every year, the Municipal Library Frankfurt welcomes 1.2 million visitors; this means, it is the most frequented municipal institution. A considerable percentage of the visitors are people with a migration background. In 2002, the library decided to become more service-oriented towards users with a migration background and transformed its local libraries in the two districts Gallus and Höchst²⁵ into ‘international libraries’: in cooperation with the *AmkA*, the VHS, as well as different networks and (migrant) NGOs, the local libraries offer a variety of migrant-specific services. First, the libraries developed a special welcome and introduction programme for migrants. This programme has been introduced in the regular municipal orientation courses for newly arrived migrants. Secondly, they extended their multilingual literature as well as media for German language acquisition (courses, dictionaries, workbooks). Furthermore, they provide facilities for literacy and language courses of different partners and installed a room with computers including literacy software. Thirdly, the libraries train the employees in intercultural competence. About one-third of those employees with customer contact have already participated in this training.
- The municipal Historical Museum conducts projects and exhibitions dealing with the topic of immigration, e.g. the project *Intercultural Learning*.
- The city implemented guidelines for the intercultural orientation and competence of Youth Services.

²⁵ districts with a high proportion of migrants

- The city is also engaged in the field of ‘migration and health’. One interesting approach is the project *MiMi* (With Migrants – For Migrants), where migrants volunteer as mediators to inform other migrants about health issues. Furthermore, the city offers psychological help for traumatised refugees and medical examination and counselling regarding sexually transmitted diseases and AIDS-prevention as well as medical counselling for specific minority groups, e.g. Roma or Africans.
- Finally, the city, in particular the *AmkA*, makes efforts in enhancing the intercultural opening concerning elderly people. One good practice example is the project ‘intercultural counselling on pensions’: in cooperation with the Hessian LVA (unit responsible for pensions), the *AmkA* runs intercultural training of municipal and Hessian staff and organises a network of volunteers of migrant organisations. These mediators offer multilingual counselling, advice and workshops for elderly migrants to inform them of their rights in the German pension system. Thanks to the large network of mediators, the counselling can take place in 16 languages, among others in Turkish, Arabic, Chinese and Greek. In addition, information brochures have been published in eight languages. The project is very successful and expanded to include themes such as immigration law, integration programmes as well as reforms in the labour market. Another service provided by the city is the multilingual information for migrants concerning services for the elderly. In cooperation with the German Red Cross and a Turkish migrant organisation, the *AmkA* organises, for instance, bilingual information events to inform elderly Turkish migrants about care facilities in Frankfurt.

5.2 Diversity policy in, and access to services

The municipal strategy in relation to service provision for residents with a migration background is twofold: first, the city makes an effort to offer all municipal services in such a way that they are accessible for every citizen, whether with a migration background or without. Methods include the intercultural training of staff and the regular education of young staff as well as the efforts to hire more migrants. Secondly, the city of Frankfurt offers various migrant-specific services that target either a specific social group, such as migrant mothers or elderly migrants (e.g. Mum learns German) or specific nationalities (e.g. the counselling of elderly residents with a Turkish background) or specific religious groups.

The municipal offices record the supply of their services and publish them in their (annual) reports. Migrant-specific measures of all offices are recorded in an ‘integration report’ that is published by the *Department of Integration*. The *results* of the service provision, i.e. the quantitative and qualitative access to, and outcome of these activities are not yet monitored in a systematic way. However, as mentioned in chapter 3.4 on monitoring, the city is currently conducting a scientific study and developing an elaborate monitoring system concerning the integration process of migrants and the municipal services provided respectively.

5.3 Cultural awareness and competence of staff

The city of Frankfurt emphasises the cultural competence of its service providers. For employees of the departments often dealing with migrants, the cultural awareness and competence is of special interest and relevance. Thus, intercultural training is becoming more and more important within the municipality: as described in chapter 4.4, vocational training, such as workshops on intercultural communication, is offered according to the offices’ various fields of action.

Hence, most, if not all, employees of the city of Frankfurt are *aware* of cultural differences and specific needs of certain groups. Actually, the employees' *competence and willingness* to implement the awareness into concrete measures could not be evaluated in the course of this project. However, for several years, the diversity approach has been gaining growing popularity and interest.

5.4 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, the law forbids discrimination by municipal service providers. A person who nonetheless feels discriminated against has the opportunity to complain at the municipality. As a matter of course, this regulation is obligatory for the city of Frankfurt, too.

However, the city of Frankfurt is one of the German cities that constitute an exception because it explicitly banned discrimination even before the AGG was implemented: in 1990 (and again in 2000), the city government (*Magistrat*) adopted the 'Frankfurt Declaration against Racism and Anti-Semitism'. In 1993, the *AmkA* became an official 'anti-discrimination body' where people who feel discriminated against for migrant-specific reasons can file a complaint. In 2002, the city of Frankfurt issued an Anti-Discrimination Directive that covers direct and indirect discrimination due to gender, descent, colour of skin, language, (ethnic) origin, faith, religion, political opinion, disability, age and sexual orientation. It applies to the municipal administration as well as to the companies it owns. This directive extended the rights of the anti-discrimination body: people who feel discriminated against can still file a complaint at the *AmkA*. The *AmkA* keeps records on, and attends to these complaints. It can then not only forward the complaints to the respective offices, but also conduct enquiries and inspect files. Furthermore, the *AmkA* offers counselling for people with a migration background: they can address their questions to the office concerning immigration law and can approach the office in cases of discrimination. In the year 2005, the office received 508 requests. Among them were 326 cases of counselling, 58 reports of migrants who felt discriminated against and 124 other general services. Most of the discrimination reports concerned municipal offices (24) and federal or state offices (19). Conflicts could be solved through communication and mediation.²⁶

²⁶ The remaining 19 reports were concerning the private sector or private individuals – a sphere where the office has its limitations and can only refer them to the legal aid office.

Graph 9: Information campaign on the anti-discrimination hotline



Source: <http://frankfurt.de>

Since 2004, the *AmKA* has informed on the anti-discrimination hotline by distributing postcards and posting bills in seven different languages (among others in Turkish) within the municipal administration and at NGOs.

5.5 Impact of diversity policy in services and the lessons learnt

The strategy of the city of Frankfurt in relation to service provision is twofold: first, the city tries to offer general mainstream services in such a way that they are accessible for every citizen, whether with a migration background or without. Secondly, the city provides a great amount of migrant-specific services. However, distinctions have to be drawn between the individual offices. While some offices show a great variety of migrant-specific support and organise their mainstream services in a low-threshold way, other offices seem to be less aware that this could be of advantage in their field of expertise. Altogether, the municipality of Frankfurt provides an impressive variety of attractive services.

6 Conclusion: Key challenges, lessons and learning for CLIP

The city of Frankfurt am Main is located in Hesse, in the West of Germany. With its 667,468 inhabitants, it is Germany's fifth largest city in terms of population. Among others, this is due to the immigration of migrants: as early as in the 1960s, thanks to its industrial facilities, the city was one of the first main destinations for guest workers. Even after the halting of guest worker recruitment, immigration did not cease: among others unification of guest workers and their families account for the continued immigration. Today, 164,201 foreigners from 175 nations live in Frankfurt. Foreigners make up one quarter of the population of Frankfurt. The proportion of population groups with a migration background is 38% of the total population of the city. Among the children, this proportion is even higher.

Compared to other German cities, Frankfurt realised the necessity of integration and diversity policies quite early and installed a *Department of Integration* with an affiliated *Office for*

Multicultural Affairs (AmkA) in 1989. These are engaged in fostering the integration of migrants. In addition, they make efforts to change the municipality towards becoming more geared towards the demands of a heterogeneous population. This change concerns both the employment policy and the provision of services.

The awareness that a diversity-sensitive approach can also be useful in the field of employment policy is, however, relatively new. Until now, only 13% of the 13,045 municipal employees were born abroad and/or are foreign citizens. Hence, the proportion of people with a migration background employed at the municipality is much lower than the respective percentage in the population. However, the city council and the city government officially stated the importance of intercultural competence of municipal staff for the efficiency and quality of municipal services and agreed upon the goal to increase the proportion of municipal employees with a migration background.

To enhance the intercultural competence of staff, the city offers distinctive intercultural training sessions and seminars on anti-discrimination and equal treatment. This training has increased the awareness of cultural differences and the knowledge of how to handle them. The goal of increasing the number of migrants within the municipal administration is more challenging: one challenge is the difficulty to find qualified migrants interested in apprenticeships at the municipality; people with a migration background apply less frequently for a municipal apprenticeship than people without a migration background do. More challenging, however, are the financial restrictions and the related halt in recruitment since 2003. This requirement makes it almost impossible to increase the diversity of the municipal staff. An exception of the halt in recruitment is the recruitment on apprentices. Hence, the city implemented, first, several diversity-sensitive advertising and information campaigns on municipal apprenticeships to attract more migrants and, second, restructured its recruitment procedures in order to make it easier for migrants to pass the exams. In spite of this engagement, the number of applications by and recruitments of migrants could not be increased yet.

Concerning the provision of services for residents with a migration background, the municipal strategy is twofold: on the one hand, the city makes an effort to offer all municipal services in such a way that they are accessible for every citizen, whether with a migration background or without. On the other hand, the city of Frankfurt offers various migrant-specific services. Good practice examples are, for instance, the project *mitSprache* that develops and implements innovative measures at schools, the project *AOE*, where mediators with a migration background inform migrant parents on the German educational and training system, as well as the projects aiming at elderly migrants such as the intercultural and multilingual counselling on pensions and the Turkish counselling on care facilities. Altogether, Frankfurt provides a great amount of innovative and helpful services for migrants.

To sum up, the city of Frankfurt provides a multitude of interesting services for its heterogeneous population and implements a variety of innovative measures to increase the number of young migrants within the municipality. For making both the employment policy and the service provision even more effective and successful, the city should adopt an official integration and diversity concept and equip officials with both more responsibilities and more power. Common visions, concrete aims and strategies as well as clear responsibilities would facilitate the implementation and institutionalisation of useful and coherent measures.

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