



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

Stuttgart, Germany



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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 Stuttgart.

Together with the contact people from the municipality of Stuttgart, Gari Pavkovic and Ayse Özbabacan, an enormous effort has been undertaken to collect the necessary data for this report. Many officials, especially in the *Department for Integration Policy (Stabsabteilung für Integrationspolitik)*, the *Personnel Office*, the *Office of Social Services*, the *Youth Welfare Office* as well as the *Health Office* and other specific project areas have been interviewed during the city visit on 12-14 September 2007, as the list at the end of the report shows. They provided me with reports, statistics and comments for this report. Furthermore, the Staff Council and representatives of the International Committee 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!

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4 January 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.

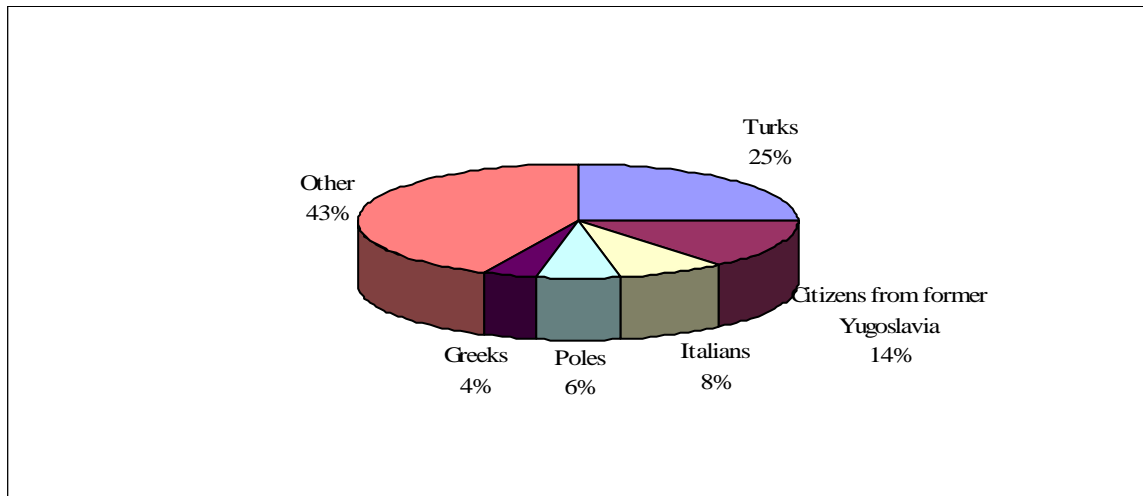
Another large group of immigrants are asylum seekers and refugees. In the 1990s, 1.8 million people sought asylum and over one million refugees were living in Germany in 2003.

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 2006 in Germany

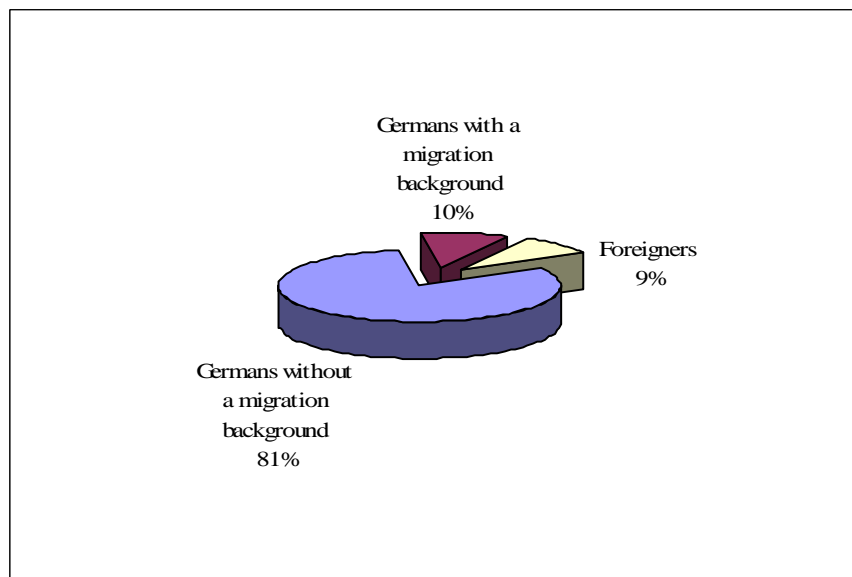


Source: compiled by efms based on statistics from Statistisches Bundesamt 2008

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)

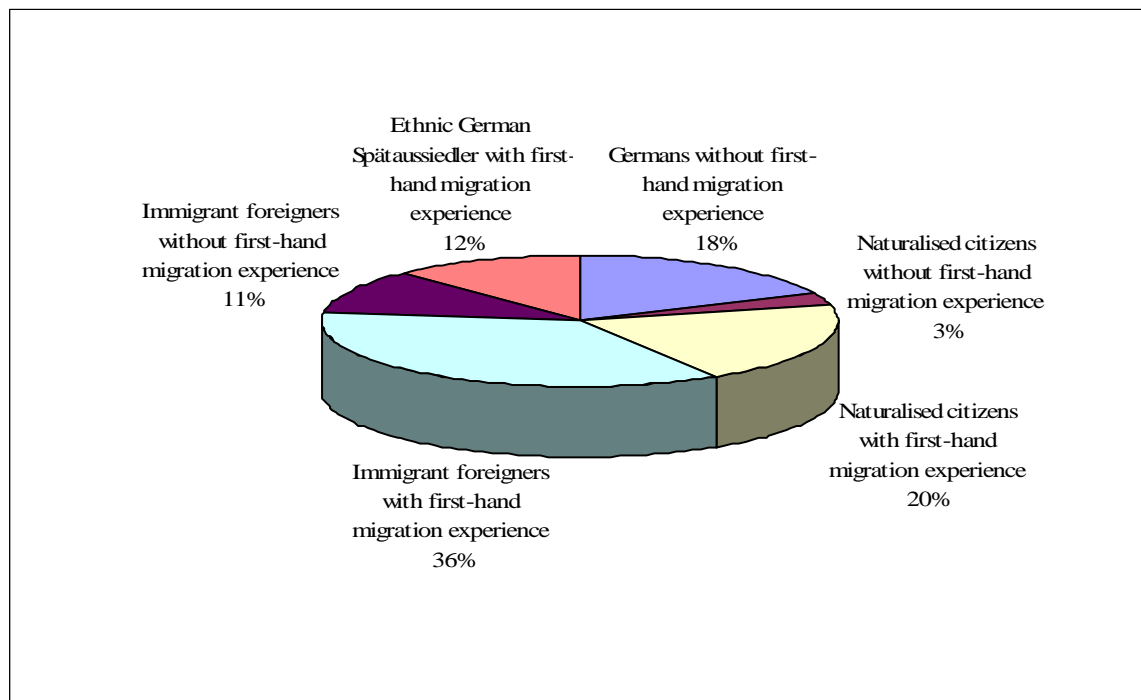


Source: compiled by efms based on statistics from Statistisches Bundesamt 2006: 75

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.

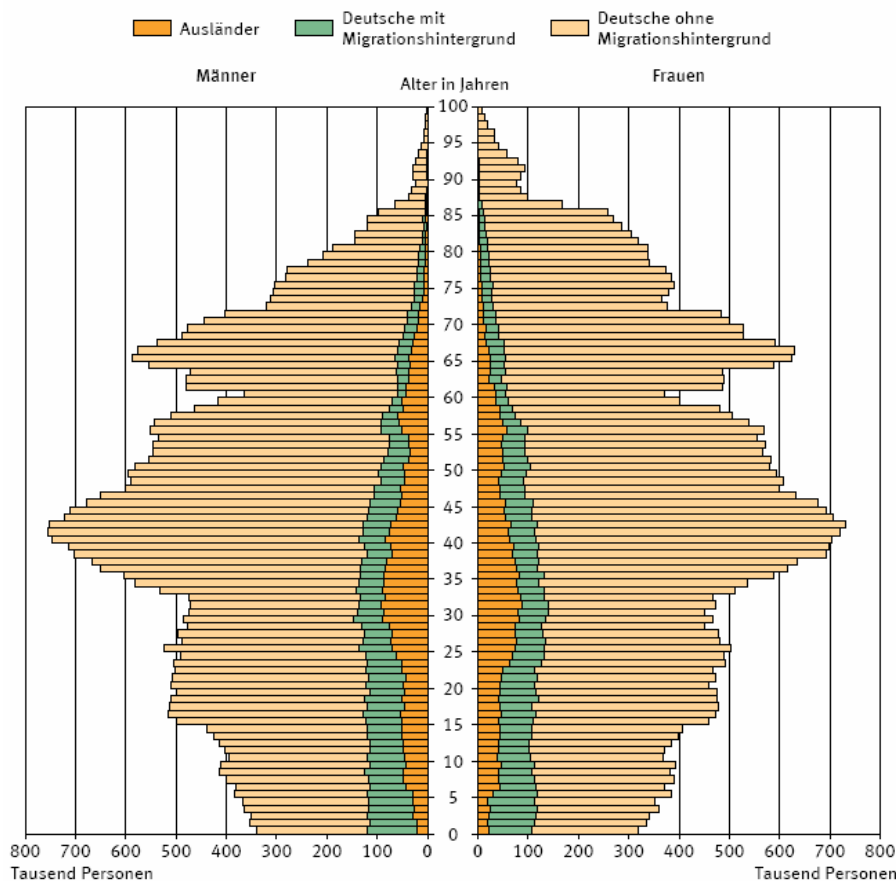
Finally, 1.8 million people (12%) of those with a migration background are ethnic German *Spätaussiedler*. With regard to this last number, it has to be considered that official statistics represent only those *Spätaussiedler* who migrated after 8/1/1999. The total number is, therefore, actually higher.

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 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 (*Bundespersonalvertretungsgesetz*) 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

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).

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 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).¹²

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: Stuttgart

2.1 Brief description of Stuttgart

Stuttgart is located in the south of Germany and is the capital of the federal state of Baden-Württemberg. It covers an area of approximately 250 km². With 591,464 inhabitants (dated the end of September 2007) Stuttgart is Germany's sixth largest city. At the beginning of the 1990s, Stuttgart's population rose significantly and, in 1992, it reached its peak of 613,316 residents. After this peak, the population began to fall steadily. Since 2000, a slight rise in the population has been documented.

Stuttgart is at the heart of one of the strongest industrial regions in Germany. The city is a major location for the automotive industry, as well as for science and technology: companies

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.

¹² Stuttgart signed the Charta on 30 November 2007.

such as Daimler-Chrysler, Porsche, Bosch, Hewlett-Packard and IBM have all settled in the Stuttgart region. In addition, almost 45% of Baden-Württemberg's research and development capacities can be found in Stuttgart and the city is one of the federal republic's top educational locations. The region is also well-known for its wines.

The gross domestic product for market prices in 2005 was EUR 32,640 billion. The unemployment rate was 5.7% in September 2007.

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

The mid-1950s marked the start of the immigration of (primarily male) 'guest workers' (*Gastarbeiter*) from southern European countries such as Greece, Italy and Turkey to Stuttgart. It became apparent in the 1970s that Stuttgart's migrant workers were not, as previously expected, going to return to their native countries, but were staying in Stuttgart and bringing their families to live with them. At the start of the Balkan wars (early 1990s) refugees from that region also migrated to Stuttgart. In recent years, Stuttgart's migrants have had stronger economic reasons than political ones for migrating to the city.

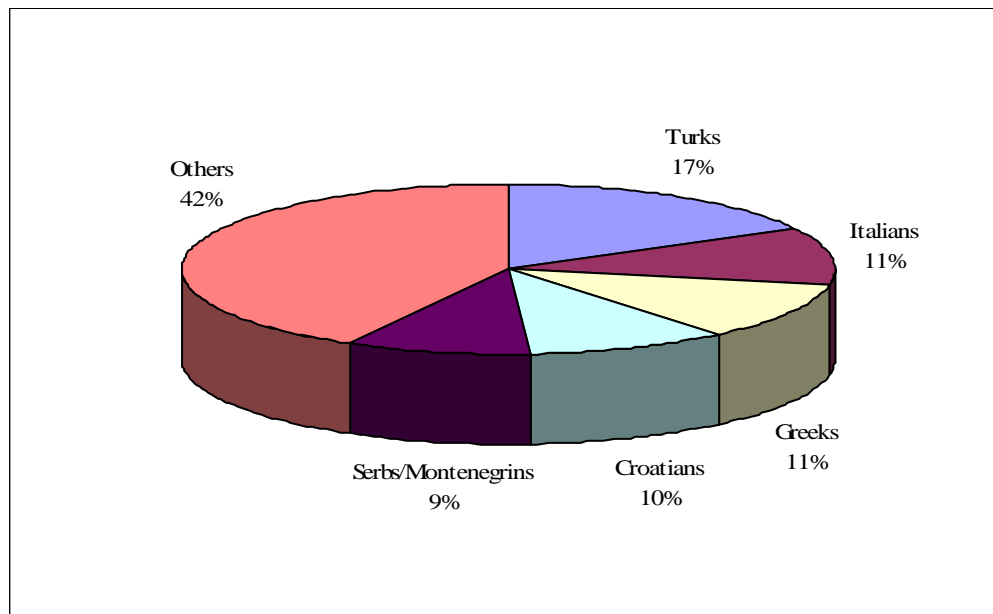
Today, people from over 170 countries live in Stuttgart. 38%¹³ of the population have a migration background: a quarter (22%) of the population are foreigners, 10% are naturalised Germans with foreign origins, and about 6% of the population are ethnic German *Spätaussiedler*, most of them stemming from the former Soviet Union or from Poland. The population with a migration background is constantly increasing; more than half of the children living in Stuttgart have a migration background.

Since the municipal *Office for Statistics* has only recently begun collecting data concerning its citizens' migration backgrounds, most of the following information refers to foreigners only (i.e. non-German citizens) and not to people with a migration background in general.

Of the foreign population, the Turkish citizens make up the largest migrant group, representing 17% of all foreigners. They are followed by citizens from Italy and Greece (11% each). Croatians and citizens from Serbia and Montenegro make up 10% and 9% respectively.

¹³ According to the city of Stuttgart, 38% of the population have a migration background; according to the Microcensus, even 40% have a migration background.

Graph 5: Composition of foreigners in Stuttgart 2006



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

A large portion (39%) of Stuttgart's foreign population has lived in the city for 15 years or more. Many migrants were born in Germany and belong to the second or third migrant generation.

When examining the age groups of Stuttgart's foreign population, it is apparent that the 18 to 30-year-old and the 35 to 45-year-old age groups are the largest (23% and 29% respectively). The percentage of foreigners aged 65 years and above is about 8% and the proportion of minors is, in total, about 15%. Hence, foreign children make up a large portion of Stuttgart's young population: in 2005, the percentage of non-German primary school pupils was 27%.

If one compares the educational situation of children with and without German citizenship, it is apparent that the average level of education is considerably higher among German children than among foreign children of the same age: 60% of German, but only 17% of non-German pupils transferred from primary school (*Grundschule*) to *Gymnasium* (grammar schools, the highest level in the secondary system). In comparison, 12% of German pupils and 59% of non-German pupils transferred from primary school to the *Hauptschule* (secondary modern schools, i.e. the lowest level of schooling). In 2004, the total percentage of non-German pupils in special needs schools was 58%.

In 2004, 14% of Stuttgart's employees that were subject to social insurance contributions were of non-German citizenship. A considerable number of them (60%) were employed as labourers. For this reason, non-Germans accounted for 33% of all labourers and 8% of office clerks in Stuttgart. A significant proportion of gainfully employed non-Germans (especially women) are active in low-wage sectors.

Stuttgart had a total unemployment rate of 5.7% for all people living in Stuttgart in September 2007. Non-Germans, with an unemployment rate of 11.4%, are more affected by unemployment than Germans are; the proportion of foreigners is 36.5% of all the 27,752 unemployed people in Stuttgart in September 2007.

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

The city of Stuttgart is governed by the Lord Mayor and the municipal council that consists of 60 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 strategies, decides on important affairs and provides the framework for the activities of the municipal administration. The Lord Mayor, directly elected by the citizens to serve for eight years, is both the councils' chairperson and the head of the administration. His personal responsibilities are, amongst others, coordinating the units of Business Development, Controlling, Integration Policy, Equal Opportunities for Women and Men, Coordination and Planning, Communication, as well as the unit of European and International Affairs.

Seven deputy mayors, elected by the municipal council to serve for eight years, support the Lord Mayor in the governance of the administration and the city council. Each deputy mayor is in charge of one municipal department: (1) municipal administration and hospitals, (2) economy and finance, (3) security and order and juridical affairs, (4) culture, education and sport, (5) social affairs, youth and health, (6) urban development and environment, (7) technical affairs.

The responsibilities for integration, equality and diversity-related measures are strongly intertwined. One central figure active in these fields is the Lord Mayor Dr. Wolfgang Schuster. Owing to his engagement and commitment, Stuttgart's integration policy has been re-orientated towards a '*resource approach*'. In 2001, the Stuttgart '*Pact for Integration*' was set up making integration policy a top priority in Stuttgart.

Since the year 2000, the central coordinating function for all integration and diversity-related measures lies with the newly established *Department for Integration Policy (Stabsabteilung für Integrationspolitik)* which is directly answerable to the Lord Mayor. The six employees of this central unit support and connect municipal and non-municipal bodies that carry out integration and diversity measures in their own right. The aim is to establish a diversity policy as a cross-departmental task and responsibility.

To support this aim, an International Committee (*Internationaler Ausschuss*) is in charge of advising the municipal council and the administration concerning all matters of integration and diversity. The Committee consists of 13 members from the municipal council and 12 informed residents chosen from recommendations made by the Lord Mayor.

Within the administration, five offices need to be particularly mentioned in the context of diversity: the *Office of Social Services (Sozialamt)*, the *Youth Welfare Office (Jugendamt)* and the *Health Office (Gesundheitsamt)*, all located within the *Department of Social Affairs, Youth and Health*. These offices support people in need by providing and organising social, medical and financial information, counselling and services. For the provision of services, the offices cooperate with a variety of welfare organisations and non-profit associations. Each of these three offices provides a variety of diversity-sensitive services. The *Office for Public Order (Amt für öffentliche Ordnung)*, which is located within the *Department of Security and Order* is, amongst others, responsible for foreigners' juridical affairs, such as granting residence permits. The *Cultural Office (Kulturamt)*, located within the *Department of Culture, Education and Sport*, promotes intercultural projects, initiatives and festivals. Another active body involved is the *Unit of Equal Opportunities for Women and Men (Stabsstelle für individuelle Chancengleichheit von Frauen und Männern)*, under the

direction of the Lord Mayor. In particular, this department pays attention not only to gender issues, but also to diversity and equal opportunities in general.

3 The city's approach to diversity

3.1 Historical background and objectives of the policy approach

As explained above, Stuttgart is a truly international city that has attracted a large number of people from all over the world. As in most German cities, migrant integration in Stuttgart 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 welfare system (cf. chapter 1.2). In 1971, when the city recognised that the number of migrants was increasing and some challenges arose, the municipality established the first advisory committee on foreigner issues (*Ausländerbeirat*) with members from the municipal council as well as foreigners. In addition, the municipality organised initiatives supporting the integration and well-being of immigrants, often in cooperation with welfare organisations.

Since the beginning of the new century, the city of Stuttgart has explicitly considered immigration as normal and desirable for the development of the region. The Lord Mayor and other municipal officials have stated that the large percentage of people with a migration background is seen as a benefit and resource for the city as a whole. Hence, the municipal integration policy has been re-orientated towards a resource approach.

The city of Stuttgart maintains that successful integration of migrants is the 'glue' for social cohesion and, in order to be successful, the endeavour towards integration needs the backup of a strong partnership between the public sector, the private sector and civil society. Consequently, Stuttgart city council has adopted a comprehensive integration policy concept in the form of the *Pact for Integration*. This pact, developed in a top-down process, is a coalition between the public sector (politics and administration), the private sector (special interest groups and businesses), and the civil society (associations, sport clubs, community groups, and other NGOs). Hence, this coalition consists of partners strongly committed to integration and aligned in network structures. According to the *Pact for Integration*, *integration* has to be understood as the active creation of a common basis for mutual understanding and hence as a two-way process. The precondition for this is the ability and the willingness of both the migrant and native populations to follow this course. Consequently, the target groups of the municipal integration policy are newly arrived migrants, established immigrants as well as the autochthonous population. The concepts and approaches based on this pact (will) apply to the city's own employment relationships and service provisions as well as to municipal companies such as the municipal baths and municipal utility companies. To a certain degree, the city also attempts to influence the diversity policy of some suppliers or contractors through its procurement policy.¹⁴

The *Pact for Integration* defines three main goals for the municipal integration policy:

- Promoting participation and equal opportunity for every person in all spheres of everyday life

¹⁴ Allowances to third parties that are financed by the municipality are strongly connected to intercultural guidelines (e.g. allocations in the areas of youth/social/health services).

- Promoting peaceful cohabitation and social cohesion of the heterogeneous population groups
- Capitalising on cultural diversity to extend the personal and professional competences of everyone within the international municipal society.

In particular, the latter goal seeks to gain advantage from Stuttgart's multicultural population. Talents and potentials of migrants in the fields of sport, culture, science and economy and, above all, the variety of languages are seen as a potential asset for an export-orientated economy and the local service sector.

In this context, the quality of municipal services and local integration will be improved through an 'intercultural orientation of the city administration'.¹⁵ This intercultural orientation will be developed through three parallel processes:

- The first one includes an enhancement of the intercultural competence of staff through additional training covering issues of migration, cooperation with migrants' organisations, employing staff with a migration background and thus forming intercultural team structures.
- In addition to the training and changes in hiring staff, the offices and other agencies (will) develop intercultural guidelines that aim to institutionalise intercultural competence (e.g. guidelines for integration and intercultural orientation of the Youth Services in 2005).
- The third process will comprise a monitoring of the municipal services regarding migrants as a target group. This will include descriptive monitoring measures to capture the initial situation, the setting of measurable goals to improve the initial situation (e.g. knowledge of the German language before starting school, graduation, occupational integration, etc.) as well as the evaluation of these programmes.

The *Pact for Integration* was first adopted in 2001; an enhanced version, dealing with the implementation of measures and the intercultural orientation in municipal offices, was published in 2007. The Pact gained national and international recognition: in 2003, for instance, the city was awarded the 'Cities for Peace Prize' by UNESCO and in 2004, the European Council adopted key points of the pact as its official policy on integration. It has further become a model for the development of integration strategies in other communities.

The Lord Mayor, the small *Department for Integration Policy*, the *Department of Social Affairs, Youth and Health*¹⁶ as well as some individual people strongly support the approach and have implemented diversity-oriented guidelines and measures. In other municipal departments, by contrast, there still seems to be a lack of institutional implementation of the official declarations.

3.2 Responsibility: Elected representatives and officials

As mentioned above, a central figure in integration and diversity matters in general, is the Lord Mayor Dr. Wolfgang Schuster. He has put the topics of integration and diversity on the

¹⁵ For the structural implementation of the three goals, the city has defined twelve fields of activity, among others 'intercultural orientation of the city administration' (cf. chapter 5.1).

¹⁶ With its affiliated offices 'Office of Social Services', 'Youth Welfare Office' and the 'Health Office'.

official local, national and international agenda, these topics reflecting his personal and political interests and ambitions for the city. No other elected person of the city council has been explicitly appointed these topics.

Within the administration, the Integration Commissioner (Gari Pavkovic) and his central *Department for Integration Policy (Stabsabteilung für Integrationspolitik)* which is directly answerable to the Lord Mayor, are in charge of the strategic orientation of the municipal integration and diversity policy in general. Hence, this department develops official policy strategies and concepts, such as the *Pact for Integration*, and gives impetus, recommendations and support to the other departments. However, this department cannot enforce the decisions of the individual departments. The implementation of the diversity policy in service provisions is a matter of the individual departments. The great majority of the offices do not have an explicit appointee for diversity-related topics within their offices.

The position that is politically responsible for personnel and employment policy is the deputy mayor (at present Klaus-Peter Murawski) who is in charge of the municipal administration and hospitals (*Geschäftskreis I*). Within the administration, every office is responsible for its own employment policy. The recruitment of apprentices and the training of municipal staff is organised by the *Personnel Office* in cooperation with the respective departments. Another body dealing with employment policy is the Staff Council that is elected by the municipal employees. However, currently, many respective officials and appointees seem to be relatively unaware of migrant-specific challenges in the recruitment process and employment policy; thus a comprehensive diversity management in employment policy has not been implemented yet.

3.3 Collaboration with social partners and NGOs

The city of Stuttgart cooperates with welfare organisations such as the Catholic *Caritas*, the Protestant *Diakonie* and the labour organisation *AWO*, and with various other NGOs, such as the ‘forum of the cultures’, the vocational training institution *ENAIP*, the German-Turkish forum as well as migrant community organisations. This collaboration concerns both the conceptualisation of new approaches and the provision of such integration and diversity-related measures for migrants such as qualification courses (cf. chapter 5.1).

There is also established contact with social partners: the city cooperates with the employment agency, the Chamber of Commerce and Industry (IHK) and, since 2006, with foreign companies and federations of companies. Furthermore, the city collaborates with the trade unions as well as the employees organised in the municipal Staff Council.

3.4 Policy and practice on monitoring progress

The city of Stuttgart carefully monitors the diversity of its population by annually collecting comparative data of the population with and without a migration background, within the different municipal districts. The various indicators of interest are, for instance, the percentage of elderly people in a district, the percentage of children, education levels or dependency on social-welfare. The city also documents changes and developments over time. These data, mostly collected by the *Department of Social Affairs, Youth and Health*, provide useful information for the development of future measures.

The supply of migrant-specific services is surveyed by the municipal offices and by the *Department for Integration Policy*: They are recorded and published in the (annual) reports of the respective offices and the *Pact for Integration*.

Without going into detail, the *Personnel Office* surveys the number of foreigners employed within the municipal administration as a whole, while some other offices survey the employment and career situation of its employees more detailed.

3.5 Key challenges faced in implementation and broad lessons learnt

By convincing the municipal employees of the usefulness and benefits of an integration strategy that follows the ideas of the diversity concept, the Lord Mayor and the *Department for Integration Policy* have preached to the converted. The officials interviewed agreed on the importance of an integrative integration policy; many very ambitious and committed employees are implementing the diversity approach in practice. Hence, Stuttgart has a huge amount of innovative initiatives, particularly in the fields of youth services, health and counselling (e.g. the education counselling service in the district Stuttgart-Wangen, the parents' seminars on education topics (*Elternseminar*), or the multicultural neighbourhood centre *House 49*).

Unfortunately, most of these good practice activities seem to depend on those committed employees, rather than institutionalised regulations within the organisation. As mentioned in chapter 3.1, there still seems to be a discrepancy between the official declared goals and the implementation of these objectives in the everyday life of many municipal offices; several activities are mainly isolated and restricted to certain areas. According to the Integration Commissioner, the main reasons for this lack of institutional implementation seem to be the scarcity of municipal resources, employees' unawareness of discrimination and special needs of certain (migrant) groups as well as a lack of 'learning culture' of the city.

3.6 Potential future policy development

The Stuttgart *Pact for Integration*, firstly adopted in 2001, has gained national and international recognition and reputation. However, the designated officials consider these areas of activities to be a 'work in progress'. As the Lord Mayor stated in 2003, "contemporary and future developments and migration flows will require a thorough rethinking of our policies on integration. Strategies and measures will have to be adapted or redrafted. New ways will have to be found and developed" (LHS 2003: 48). Hence, an enhanced version of the *Pact for Integration* was published in 2007. Further enhancements and additional reports will follow. Currently, the *Department for Integration Policy* fosters the cross-departmental understanding and implementation of the 'diversity' topic. Amongst other events, regular meetings with the heads of all municipal offices will take place and monitoring systems regarding diversity in the provision of services and in employment policy will be set up.

4 Employment policy, practice and outcomes

4.1 Profile of city employees: data

The city of Stuttgart employs 11,699 people (as of September 2007). Of these people employed, 9,584 work in municipal offices and 2,115 work in companies owned by the city, e.g. a residential home for the elderly, the sewage treatment plant, the waste disposal service

and the city's swimming pools.¹⁷ Taking the differentiation between 'employees' (*Angestellte*) and 'civil servants' (*Beamte*) into account, the city of Stuttgart employs 2,117 civil servants (2,085 in offices and 32 in its companies) and 9,582 employees (7,499 in offices and 2,083 in its companies).

Since the city does not have any statistics about the *migration background*, information can only be provided on 'foreign' employees who have a different citizenship than German. Realistically speaking, the percentage of employees with a migration background is much higher, but this figure remains unknown.

Among the 11,699 people employed by the city (in September 2007), 1,219 (10%) are foreigners.¹⁸ According to data from 2006 (that also include the personnel of municipal hospitals), 14% of the employees are foreigners. Thus, the proportion of foreigners employed is much lower than the proportion of foreigners living in Stuttgart, which amounts to 22%.¹⁹

When analysing the data, distinctions have to be drawn between the municipal offices – mainly exercising white-collar duties – and the companies owned by the city, which employ a high percentage of blue-collar workers. In the offices, 7% of the staff are foreigners (2007). In contrast, among the people working in companies owned by the city, 25% do not have German citizenship. Compared to the proportion of foreigners living in Stuttgart (22%), foreigners are under-represented within the offices and slightly over-represented within the companies owned by the city.

Another distinction could be drawn between employees (*Angestellte*) and civil servants (*Beamte*) according to their nationality: only two foreigners are employed as civil servants. The other 1,217 foreigners have the status of normal employees. Expressed inversely, of the 2,117 civil servants, only 0.09% are foreign citizens.²⁰

A more detailed differentiation of municipal staff – and a better indicator for the employment situation of foreigners – 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*). As graph 6 shows, there are huge status differences between the German and non-German people employed by the city of Stuttgart.

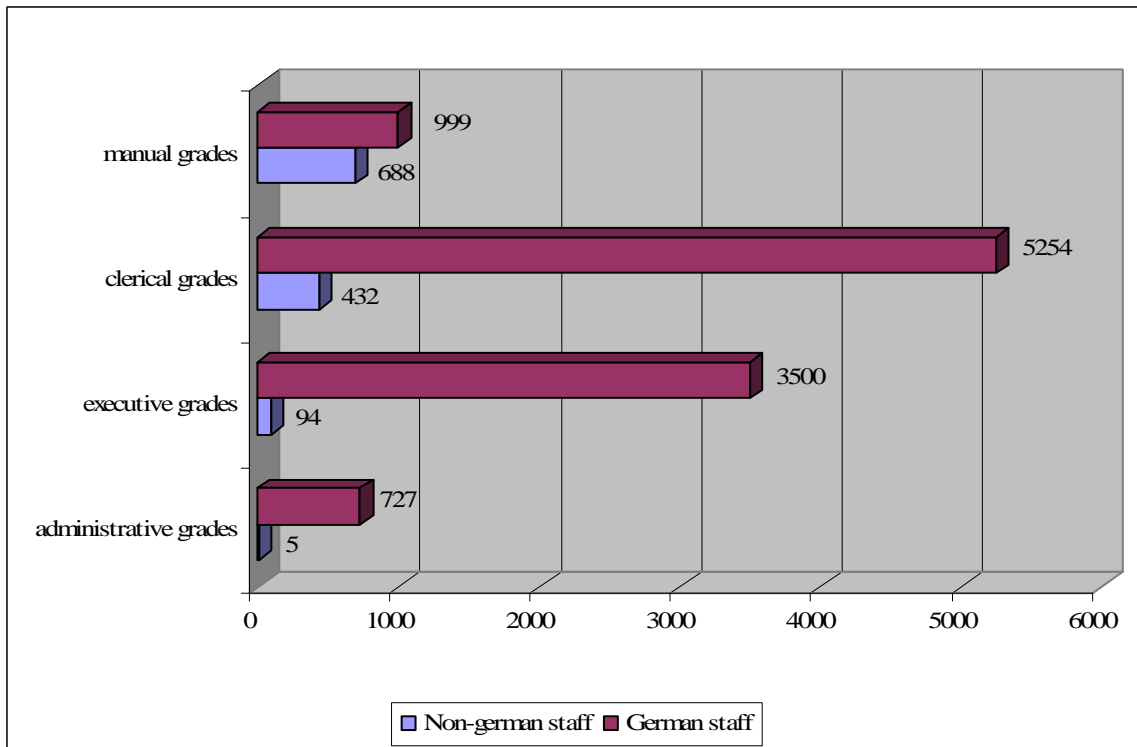
¹⁷ ELW (Eigenbetrieb Leben und Wohnen), SES (Stadtentwässerung), AWS (Abfallwirtschaft) and KBB (Kur- und Bäderbetriebe).

¹⁸ There are no data available on the nationality of these employees.

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 against the *working* population with a migration background. Since the Stuttgarters with a migration background are younger than the average population, and the percentage of the *working* population with a migration background is probably lower than the 22% mentioned above, such a comparison would be slightly less staggering. These figures are, however, unknown.

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

Graph 6: German and non-German municipal staff according to grade (Stuttgart, 2007)

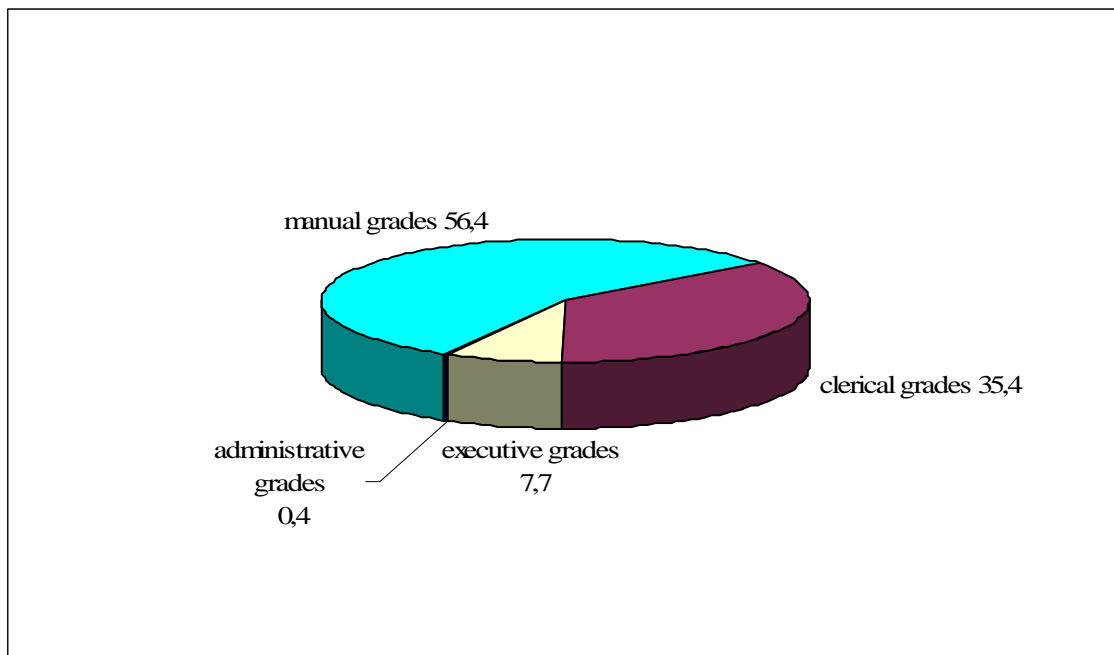


Source: compiled by efms based on data from the Personnel Office of the city of Stuttgart

The highest number as well as the highest percentage of foreigners can be found within the ‘manual grade’ job category: 1,687 people are employed in the ‘manual grade’, i.e. for basic-skilled, often blue-collar, jobs. Of the employees in this grade, 999 are German, 688 are foreigners. That means that 59% of these jobs are performed by Germans, while 41% are performed by foreign staff. Most of the city’s staff are employed within the ‘clerical grade’ category, 5,686 people altogether. Among them are 5,254 Germans and 432 foreigners, resulting in a 8% proportion of foreign staff. The 94 foreigners under ‘executive grades’ make up 3% of all 3,594 people employed in this field. Hardly any (5) foreign citizens work in ‘administrative grades’; they represent about 1% of the 732 people working there – compared to 727 (99%) German nationals.

These figures already illustrate that job types differ significantly between German and non-German citizens. Looking at the proportions of several of the grades within the groups – first non-German and then German staff – offers another insight into their differences. The majority of foreigners (56%) work in a position ranked as ‘manual grade’. Slightly more than one third (35%) of the foreigners have the position of ‘clerical grade’ and 8% that of ‘executive grade’. Less than 1% has the leading position of ‘administrative grade’.

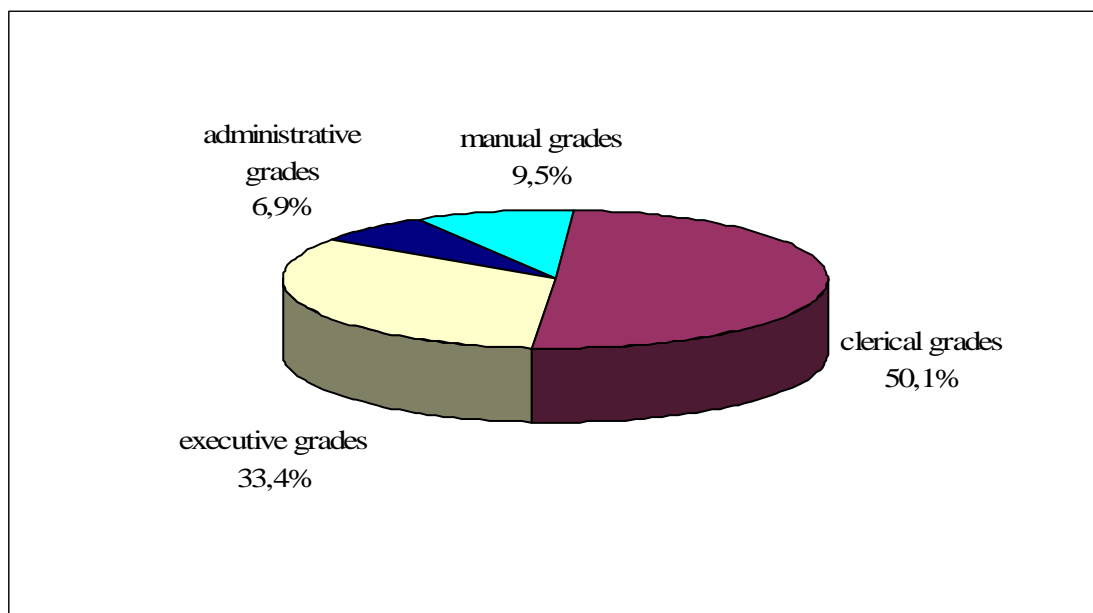
Graph 7: Percentage of non-German municipal staff according to grade (Stuttgart, 2007)



Source: compiled by efms based on data from the Personnel Office of the city of Stuttgart

The distribution of German staff according to the different grades shows major differences compared to that of foreigners employed by the city. Only 10% of German staff work in the field categorized as ‘manual grade’, whereas half of them (50%) have a position within the ‘clerical grade’ category. About one-third (33%) of staff with German nationality hold the position of an ‘executive grade’ and another 7% work under the ‘administrative grade’.

Graph 8: Percentage of German municipal staff according to grade (Stuttgart, 2007)



Source: compiled by efms based on data from the Personnel Office of the city of Stuttgart

4.2 Employment diversity policy

In Stuttgart, like everywhere else in Germany, the decision to offer employment for both 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 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 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.

The municipal employment policy is the same for every employee, irrespective of nationality or ethnicity. This approach implicates that the overall personnel policy does not use positive actions, quota or target figures to boost the number of people with a migration background within the administration, nor conduct measures to improve the employment or career situation of employees with a migration background. Hence, a coherent strategic diversity management in employment policy has not been developed.

At the same time, the city considers the intercultural orientation of the city administration as very important and appraises intercultural competence as facilitating the everyday work. Therefore the municipality, namely the *Personnel Office*, goes to great effort in order to enhance the intercultural competence of staff, e.g. via training units (see below).

In addition, some offices that have daily contact with citizens with a migration background, for instance the *Office of Social Services*, the *Youth Welfare Office*, the *Health Office*, and the *Cultural Office*, have started to reorganise their internal personnel policy and to implement a modest diversity management system. Therefore, these offices also organise internal training for intercultural competence and strive to extend the percentage of employees with a migration background within their offices.

4.3 Challenges and tensions in development of diversity policy

The development and moderate implementation of a diversity policy in employment has not caused any tensions. On the contrary, the employees seem to support the initiatives. In an employee attitude survey conducted in the *Youth Welfare Office*, only 6% of the participants considered the topic of ‘interculture and diversity’ to be “overestimated”; the others are in favour of the respective initiatives or would advocate organising and implementing even more measures.

The challenges of implementation of the diversity policy in the area of employment mentioned by the officials are the same as the challenges regarding the general diversity policy in general: lack of resources, employees’ unawareness of the topic and the lack of ‘learning culture’ in the city.

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

4.4 Recruitment, promotion and training

As stated above, the decision to offer employment has to be made based on experience, qualifications and performance of the job; irrespective of gender, origin, beliefs, religious or political attitudes, etc. Non-discrimination in recruitment and promotion procedures is of a high priority for recruiting and managing staff. Hence, people with a migration background are, according to the municipality, “neither discriminated against nor favoured”. According to this assumption, the city does not target people with a migration background for particular posts in its recruitment or promotion procedures.

Concerning the provision of training for municipal staff, the city of Stuttgart is more diversity-orientated and offers its employees various (vocational) training facilities: it offers German language courses on three different levels exclusively for staff with a migration background and lacking German skills.²² Furthermore, the city offers workshops on intercultural communication and intercultural competence for employees who deal with citizens with a migration background. Participants in these courses learn how to perceive different cultures and norms, how to interact with migrants in order to avoid misunderstandings and conflicts as well as how to share their knowledge with colleagues. Since there are certain differences in the demands and fields of activities of the distinctive offices, the *Personnel Office* cooperates with the respective offices to develop and organise specific courses for their staff. Topics have been, for instance, the development of intercultural competence, communication with non-German clients and non-German employees and information about foreign cultures.

In addition, some offices organise intercultural training units or a specific diversity management system on their own, exemplified by three offices in the following:

Intercultural measures within the *Health Office* started comparatively early, initiated by two years of vocational training of three employees in the course of the Berlin project on the ‘transfer of intercultural competence’ (*TiK*) 2001/2002. These employees have been very dedicated to transferring their intercultural expertise to their colleagues and to implementing the intercultural opening of the administration. Besides the various projects for people with a migration background (cf. chapter 5), the office regards intercultural training and competence of its staff as an important part of its work. Thus, several seminars and workshops are offered, on topics such as weight problems suffered by (migrant) children, preventive medical checkups, or needs of elderly migrants. Furthermore, the working group *Health and Migration/Transfer of intercultural competence* has been established within the office: in 2003, the working group *Transfer of intercultural competence* started with intercultural training units for municipal staff and the group *Health and Migration*, established in 2004, offered seminars that were also open to external experts. The two groups merged then into one in 2005. It conducts regular training and qualification seminars that are attended by 50 to 80 people from the municipality, representatives of welfare organisations and (migrant) NGOs and medical practitioners.

The *Youth Welfare Office* also offers various intercultural training facilities to its staff. Between 2002 and 2006, it provided 16 intercultural vocational training courses covering topics such as ‘Integration of children in nurseries’, ‘Islam’, ‘African culture’ and ‘Racism’.

²² German I (writing, reading and understanding German), German II (basic knowledge) and German III (advanced course).

Moreover, between September 2005 and December 2007, the office has been conducting a project within the European EQUAL II-programme called *zip.Pe*, meaning ‘future-oriented intercultural development of personnel’. The aim of this project is to enhance the qualification of management staff in terms of intercultural qualification and diversity as well as the enhanced usage of the existing diversity of staff (e.g. considering intercultural competence when recruiting, survey of employees, intercultural and gender-specific training, workshops, evaluation of recruitment procedures, intercultural teamwork, user survey, etc.). Besides this, diversity in the field of social (counselling) services is enhanced through (1) creating a specialist division for migration and inter-culture within the office that pursues ‘intercultural mainstreaming’ and (2) intercultural orientation of social services (as done in the units in the Stuttgart-Süd district, where intercultural personnel policy and diversity management are common and practised in several projects).

Diversity in social (counselling) services is also a relevant aspect for the *Office of Social Services*. Its *Specialist Unit Migration (Fachstelle Migration)*, for instance, offers regular informative events and vocational training, e.g. on the right of residence. Its *Specialist Unit Seniors (Dienststelle Leben im Alter)* organises intercultural training units such as ‘Cultural sensitive elderly care’ or ‘Socio-cultural background of immigrants of the former Soviet Union’. The regular participation in training units is obligatory for the unit’s staff.

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*²³), 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.

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

How someone could or should react after being subjected to harassment or discrimination or after having witnessed discrimination against somebody else, has not been institutionalised by the city. If an employee is subject to harassment or discrimination, this employee can entrust the complaint to his/her superior, to the Staff Council, the *Unit of Equal Opportunities for Women and Men*, the *Department for Integration Policy* or to the *Personnel Office*. These bodies normally pay attention to this complaint in the form of counselling, support, documentation or recommendations for countermeasures or consequences. Consequently, the city of Stuttgart can take measures such as instruction, admonition, or legal or disciplinary

²³ TVöD = Tarifvertrag für den öffentlichen Dienst des Bundes und der Kommunen.

proceedings. This ‘procedure’ is the same for every employee, irrespective of a possible migration background or a racist motivation behind the harassment or discrimination.

Distinctive offices, for instance the *Health Office*, have implemented agreements for conflict solution at work and installed explicit contact points to which people having problems with colleagues or supervisors or being subject to harassment or discrimination can turn to.

According to the officials interviewed (heads of offices, representatives of the Staff Council as well as the Integration Commissioner and the Equal Opportunity Commissioner), there has not been any complaint due to ethnic discrimination in recent years.

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. Nonetheless, to date, the city has not taken any steps to ensure this information is communicated in a systematic, institutionalised manner. If an employee, however, has obvious language problems, practical briefing is done on site – if necessary with the help of an interpreter. Individual offices (such as the *Office for Gardening, Cemetery and Forestry*) have also sent some multilingual information newsletters with practical information to their employees (in German, Portuguese, Italian and Turkish).

4.9 Recognition of qualifications

The municipality of Stuttgart 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 (IHK). The *Jobcentre* and the *Personnel Office* support migrants by organising the recognition of their qualifications obtained abroad.

4.10 Monitoring

The *Personnel Office* collects data on the nationality of its employees and, consequently, knows the number and percentage of foreigners working in the respective offices. This data and its development over time are surveyed. However, neither the employment status, nor the appointment of foreigners, has been monitored. Data on municipal employees with a migration background have not been collected at all.

One exception is the *Youth Welfare Office* that has implemented a project on future-oriented intercultural development of personnel (*zip.Pe*, cf. chapter 4.4). In 2007, as part of the project, a structured monitoring of migration experiences, languages and intercultural interests and competences of office’s employees was carried out. In addition, the recruitment procedures is planned to be evaluated.

During the course of the CLIP project, a cross-departmental overview on the employment status of foreigners within the municipality was compiled by the *Personnel Office*. The *Department for Integration Policy* initiated the compilation of such overviews for the

employees with a migration background, which will start in 2008. Furthermore, the *Personnel Office* decided to monitor applications of foreigners and review its recruitment procedures.

4.11 Impact of policy and lessons learnt

To date, the proportion of foreigners employed by the municipality (10%) is much lower than the proportion of foreigners living in Stuttgart. In addition, the kind of jobs differ significantly between German and non-German citizens: the majority of foreigners work in a position ranked as ‘manual grade’, i.e. they are employed for ordinary, often blue-collar, jobs, while not even 10% of the German employees work in this field. The percentage of employees with a migration background is much higher – and their positions probably better – but this figure remains unknown as yet.

All officials interviewed would appreciate a higher percentage of migrants working in the municipality: competence and skills, such as the proficiency in languages spoken most frequently by the immigrants and knowledge concerning different religions and cultures, are generally seen as precious assets that are beneficial for the daily work of the administration.

Nonetheless, there are no special recruitment strategies to attract people with a migration background. Moreover, diversity and intercultural competence are rarely assessed as a possible *substitute* for more common qualifications (typically obtained at German schools) but as a bonus. (Inter)cultural competence of the staff is not a criterion that would have an important impact on recruitment or promotion procedures. This could be, however, a helpful way to implement the ‘resource approach’, also within the employment policy.

5 Diversity in the provision of services

5.1 Services provided and contracted out

As stated in chapter 3.1, the *Pact for Integration* specifies three goals for the municipal integration policy: participation and equal opportunity for everyone, peaceful cohabitation and social cohesion and the capitalisation of cultural diversity to extend competences within the international municipal society. The practical implementation of these goals is undertaken in twelve fields of activity that are also seen as the most important services for people with a migration background. Many of the services provided by the municipality are organised and offered in cooperation with other local bodies such as schools and NGOs. In the following, the aims of these fields of activity and the main services provided are illustrated.

(1) Language training for newly arrived and established immigrants: the aim of language training is to provide sufficient, accessible, local and differentiated German language courses for all migrants. Besides the nationwide integration and language courses financed and organised by the *Federal Office for Migration and Refugees (BAMF)*, the city of Stuttgart offers local, district-based courses. Some of these courses have special target groups such as mothers (e.g. the project *Mum learns German*, including childcare during the courses) or unemployed migrants. In 2006, the *Office of Social Services* placed about 1,700 people with a migration background in an appropriate course.

(2) Language and educational support in preschool education: in order to enhance opportunities within the school system, the city supports preschool education. A good

practice example is the *Einstein in the nursery* pilot project, aimed at supporting the children's diverse talents including German language proficiency. This important field of activity does not only address children, but also their parents. For instance, the city provides multilingual information on language and education support, such as the booklet *Family Information – Registration, selection and admission of children in day nurseries for children* published by the *Registry Office (Standesamt)*. This booklet, available in English, Greek, Italian and Turkish, provides parents with contact details of the kindergarten service and explains when to register and how to apply for a kindergarten place as well as how the selection and admission procedure works.

(3) Equal opportunities in schools and education: within this field of action, the city of Stuttgart aims to enable more teenagers to achieve a good graduation level and hence gain professional perspectives. Therefore, the city regards it as necessary that parents are actively involved in their children's educational process, that teachers gain intercultural competence and that there is a close cooperation between academic and extracurricular course offers as well as between schools and industry. Stuttgart conducts several projects promoting children's language abilities, additional tuition for elderly people, students or former pupils acting as mentors for the teenagers, as well as the intercultural orientation of schools.

In order to enhance the involvement of parents, the *Youth Welfare Office* has developed the programme *Elternseminar (Seminars for Parents)*. As part of this project, workshops, courses and projects (like *Einstein in the nursery*) are offered for free, which are designed to help parents with the upbringing and education of their children. The project's focus is, amongst others, on parents with a migration background. The seminar was already established in 1963 and has since then served as a meeting point for all parents, regardless of their cultural background, ethnicity or nationality, where they can actively work with and learn from pedagogic specialists and other parents.

(4) Integration in the labour market: integrating (unemployed) people with a migration background into the labour market is an important goal of the city of Stuttgart. Within this area, there are four main municipal fields of action: (1) specific qualification measures, linked to language courses, (2) individual consultation and qualification, (3) supporting self-employment and (4) the u25-support-system for graduates with low or no qualifications.

An important agency fostering the integration of people with a migration background into the labour market is the municipal *Jobcentre* (a consortium of the city of Stuttgart and the employment agency). It provides general information material and brochures in different languages, offers individual counselling and placement support for job-seeking people with a migration background including advice concerning the recognition of their certificates obtained abroad. In addition, they organise some kind of vocational training, so that people can adapt their professional qualifications to the requirements of the German labour market (e.g. job-related communication, IT, support when applying for a job). An important task is the support of cooperation between the municipality, schools and local businesses.

Another notable actor involved in this field of action is the *Youth Welfare Office*. Within the above mentioned municipal support programme for young people (u25), it supports the initiative *JobConnections*, also aimed at enhancing the vocational integration of young people. Amongst other measures, this initiative offers placements and qualification (*400 plus future*) and provides an 'application centre' where unemployed young people get specific

support and counselling. Both projects are not particularly designed for people with a migration background but they are used by them frequently.

Moreover, the *Office of Social Services*, the *Jobcentre* and the *Department for Integration Policy* collaborate with NGOS to conduct the ambitious project *LISA (Local Initiatives to Integrate Young Ethnic German Spätaussiedler in Vocational Training and Professional Life)*, funded by the *Robert Bosch Foundation*. Together they offer German language courses and general instruction for young *Spätaussiedler* with low or no qualifications in order to enable a smooth transition from school to professional life.

(5) Intercultural orientation of the city administration: the city of Stuttgart aims to increase the active participation of migrants within the municipal services in order to improve the municipality's international and intercultural orientation, thus fostering diversity mainstreaming, meaning that intercultural competence is supported within all of the city's offices and companies. A good example of intercultural 'opening' is demonstrated by the *Health Office*, offering various projects for people with a migration background. As an outward sign of its intercultural orientation, it has welcome messages in different languages written on the walls of its lobby. Moreover, the *Health Office* conducts the *Curriculum Health*, a programme providing information on health within the *language and integration courses* organised by the *BAMF*, mainly on topics such as children and health, dental hygiene, healthy diets or information about contraception and sexually transmitted diseases. Other activities include supplying a databank with information on doctors, pharmacies, midwives, etc. who speak foreign languages, and offering, in nine languages, the *Guideline Health for Migrants in Stuttgart* that informs on health insurance, consultations, health certificates, pharmaceuticals, preventive medical checkups as well as behaviour in the case of an emergency.

Besides these projects, the *Department for Integration Policy* initiated Stuttgart's participation in the health project *MiMi (With Migrants – For Migrants)*: in this project, which is conducted in 16 German cities, migrants were trained to become intercultural mediators. They work in the field of health promotion and prevention in order to conduct informative events for people with a migration background in both German and their mother tongue. Topics covered are the German health care system, smoking, oral hygiene, family planning and pregnancy, sports, recreation and diet, weight problems, health and children, prevention of accidents as well as handling medicines. Since April 2006, 30 people with a migration background living in Stuttgart were trained. Altogether, they originate from 14 nations; most of them with a Turkish or Russian background.

Another agency working within this field of action is the *Specialist Unit Migration (Fachstelle Migration)*, which belongs to the *Office of Social Services*. Its aim is to enhance the legal and social integration of people with a migration background and to contribute to the intercultural orientation by counselling both municipal employees in migration matters as well as people with a migration background in personal affairs. For the former, informative events and vocational training is provided, while the latter can approach the counselling service with questions concerning, for instance, illegality, refuge or asylum. Annually, this unit counsels nearly 700 people (1/3 people with a migration background, 2/3 employees). The staff of the *Specialist Unit Seniors (Dienststelle Leben im Alter)* also provides cultural sensitive counselling for migrants and, therefore, engaged an employee with a Turkish migration background. In 2006, about 17% of the 7,500 people who sought advice were migrants.

(6) Integration and participation within the districts of the city: integration of migrants within the districts is another aspect of the city's approach towards diversity. Thereby, sport acts as a crucial mean of enhancing respect, tolerance, teamwork and solidarity, resulting in the Stuttgart manifesto *Integration through Sport – for an active cooperation in the city*. Municipal supported programmes, such as the above-mentioned *Elternseminar*, the youth club for *Spätaussiedler Dom Kulturi*, or the multicultural neighbourhood centre *House 49* serve as meeting points and thus integration measures simultaneously. In addition, the *Stuttgart Team for Intercultural Mediation* helps to prevent and solve conflicts within the neighbourhoods.

(7) Urban planning and housing policies for integration: the city of Stuttgart tries to prevent segregation; its housing policy aims to achieve mixed population structures within the neighbourhoods and good living standards for its inhabitants in order to assure social cohesion. Thus, providing a high-quality infrastructure, combined with volunteer work, are seen as crucial measures. Another endeavour in this field of action is the provision of housing for refugees, asylum seekers, quota refugees and *Spätaussiedler*.

(8) Intercultural and international orientation of culture, economy and science: with people from more than 170 countries living in Stuttgart, and several international businesses operating from there, Stuttgart is a multicultural as well as international city. It aims to use its diversity as an opportunity in which to face globalisation and demographic change. Hence, the *Cultural Office* supports a variety of initiatives and cultural (migrant) organisations. One of these supported organisations is the *Forum of the Cultures*, the umbrella association for non-German organisations and intercultural institutions. It organises, amongst other measures, cultural festivals and issues a monthly magazine called *Interculture Stuttgart – Encounter of the Cultures*. Another supported body is the German-Turkish Forum, a migrants' organisation fostering the cultural integration of migrants through organising cultural events as well as arranging additional tuition for pupils and parents. In 2007, budget funds to the amount of almost EUR 700,000 were available for supporting intercultural activities.²⁴ Besides direct financial support, the *Cultural Office* provides rent assistance and supports activities and projects by providing municipal rooms for these organisations at no cost.

Furthermore, the city's library, provides material for learning languages, books and newspapers in foreign languages, information on where to learn German and organises tandem projects, as well as multilingual events.

In addition, the city finances a *municipal interpreting service* for municipal offices and schools. About 150 interpreters are available to translate in 55 languages. In 2006, the city spent EUR 66,370 on this service.

Finally, the Stuttgart *Partnership One World* was established in 2005. The goal of the partnership is to provide a better network for Stuttgart's development projects, as well as aiming to raise public awareness for the necessity of aid to developing countries.

²⁴ In 2007, the *Cultural Office* will provide EUR 189,800 to the *Forum of Cultures*, EUR 58,183 to the *German-Turkish Forum*, EUR 56,300 to the *German-American Centre*, EUR 306,800 to the *Institute of Foreign Relations*, EUR 54,800 to supporting projects and activities of migrants' organisations and EUR 19,800 to other activities.

(9) Stuttgart Partnership for safety and security: the city of Stuttgart aims to foster peaceful inter-group relations. Therefore, it has established a ‘security partnership’ with the Stuttgart police department in order to prevent crime and ensure security in the Stuttgart region. Preventative measures such as *Basketball at Midnight* or *Boxing in the East* are offered as well.

(10) Religious dialogue: peaceful inter-group relations in the city are also a matter of peaceful co-habitation of the different religious groups. Initiatives within the city include a manifesto for the peaceful and active cooperation of religions in Stuttgart, with a programme stating that violence, extremism and fundamentalism have to be prevented. In order to improve tolerance, a *Round Table of Religions* has been established, Islamic classes at school are being trialled and Koran classes are held in German. Furthermore, the police involve Muslim citizens in their prevention activities, incorporating representatives of a mosque association into youth services.

(11) Political participation: in order to improve the identification of migrants for the city of Stuttgart, the city aims at enhancing the political participation of the migrants. Therefore, the *International Committee* has been institutionalised so that it does counselling work on topics concerning the migrant population of Stuttgart.

(12) Public relations: integration is a lifelong learning process, not only for immigrants, but also for the autochthonous population. This process offers advantages and opportunities that have to be communicated to Stuttgart’s population. Thus, public relations, communication and information are regarded by the city as important parts of the integration policy. Cooperation with other cities – as exercised within the CLIP-project – belong to this field of action as well as political education, support by the media, publishing magazines or exhibitions. The *Cultural Office*, for instance, works on intercultural municipal history, publishing life stories of inhabitants with a migration background and holding an exhibition on the topic of ‘guest-workers’.

5.2 Diversity policy in, and access to services

On the one hand, the city is aware that population groups with a migration background have specific needs and that the social cohesion of heterogeneous groups requires special initiatives. On the other hand, the city prefers to address every citizen in an equal manner, without offering special treatment to certain groups. Hence, the strategy of the city of Stuttgart in relation to service provisions for migrants is twofold. First, the city tries to offer general municipal mainstream services in such a way that they are accessible to every citizen, whether with or without a migration background. In order to achieve this goal, the ‘intercultural orientation of the city administration’ has been defined as one of twelve important fields of activities of the municipality. Some measures that have been implemented are, for instance, the intercultural training of staff or the redesign of entrances (see above). Second, the city of Stuttgart offers various migrant-specific services (particularly in the twelve fields of activity mentioned above). Some measures target a specific group, such as mothers with a migration background; other projects target specific religious groups, e.g. the dialogue between Christians and Muslims. Hardly any measure target one specific ethnicity or nationality.

The municipal offices record the supply of their services and publish them in their (annual) reports. The same is true for migrant-specific measures that were recorded in the

enhancement document of the *Pact for Integration*, published by the *Department for Integration Policy*.

The results of the service provisions, i.e. the quantitative and qualitative access to and the outcome of these activities are not monitored in a systematic way. However, individual offices, for instance the *Jobcentre*, have commissioned external certifiers to evaluate the quality of services (in this case, educational measures) or monitored the participation of people with a migration background within these measures.

5.3 Cultural awareness and competence of staff

The city of Stuttgart emphasises the cultural competence of its service providers. For the employees in the municipal departments who often deal with citizens with a migration background, the cultural awareness and competence is of special interest and relevance. Thus, intercultural training, involving workshops on intercultural communication, is becoming increasingly important within the municipality and training is offered according to the offices' several fields of action (cf. chapter 4.4). Hence, most, if not all, employees of the municipality of Stuttgart are aware of cultural differences and the specific needs of certain groups. In actuality, the employees' competence and willingness to implement the awareness into concrete measures could not be evaluated over the course of this project. However, the diversity approach is indicatively gaining 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 to the municipality.

The city of Stuttgart has established a management system for ideas, questions and praise as well as complaints – the '*Yellow Card*'. The 'card' is a plain form, available in the city hall, its offices and online, which can be filled in and submitted either directly at the city hall or via mail, fax or e-mail. A team of four employees attends to these forms. Since the system was launched in November 1997, about 14,200 *Yellow Cards* have been submitted. Statistics exist about which fields of action were affected and whether the card described a complaint, an idea or praise. It is noticeable that, on the whole, there are more complaints (73%) than ideas (16%) or praise (11%). The praiseworthy exception is the field of 'staff behaviour', where about two-thirds of the *Yellow Cards* received contained praise. It is not possible to detect how many complaints were made by people feeling discriminated against because of their nationality, race, culture, etc. However, the *Yellow Card* system does not seem to be an ideal system for gathering complaints concerning discrimination. In order to be effective for that purpose, it would need to have an increased low-threshold approach, including an office offering *personal* contact. A system requiring people to make a complaint in *written* form may discourage them – due to language deficiencies, etc. – from complaining at all.

5.5 Impact of diversity policy in services and the lessons learnt

The strategy of the city of Stuttgart in relation to service provisions is twofold: first, the city tries to offer general mainstream services in such a way that they are accessible to every citizen, whether with or without a migration background. Second, the city of Stuttgart provides a great amount of migrant-specific services. Most of these services are organised within the twelve fields of activity defined in the *Pact for Integration*. One has to, however,

distinguish between the individual offices. Some offices offer a great variety of migrant-specific support and organise their mainstream services in a low-threshold way. Other offices, by contrast, seem not to be aware that this could be advantageous in their field of expertise.

6 Conclusion: Key challenges, lessons and learning for CLIP

Stuttgart, the capital of the federal state of Baden-Württemberg, has 591,464 inhabitants (at the end of September 2007) and is at the heart of one of the strongest industrial regions in Germany. It has attracted migrants from all over the world. Today, people from over 170 countries live in Stuttgart; a quarter of the population are foreigners and 38% of the population has a migration background.

In 2001, the Stuttgart city council adopted a new comprehensive integration policy concept. It was not just a concept developed within the municipality, but a pact between the public sector, the private sector and civil society. Hence, this coalition consists of partners committed to integration and aligned in network structures. The *Pact for Integration*, as the concept is known, explicitly states that people with a migration background living in Stuttgart are seen as a benefit for the city as a whole. Consequently, the municipal integration policy has been re-orientated towards a resource approach. The pact defines three goals for the municipal integration policy: (1) participation and equal opportunities for everyone, (2) social cohesion and (3) the capitalisation of cultural diversity to extend competences within the international municipal society. The *Pact for Integration* has gained national and international recognition and has become a model for the development of integration strategies in other communities.

To reach these three goals, the pact defines twelve broad fields of activity. One of these relevant fields is an intercultural orientation of the municipal administration that will enhance the integration of migrants. Therefore, the municipality, namely the *Personnel Office*, goes to great efforts to improve the intercultural competence of its staff by offering a variety of training units and informative events. In addition, the 'active participation', i.e. the employment of people with a migration background is considered a means to ameliorate the intercultural orientation of the administration.

The proportion of foreigners employed by the municipality is, however, still much lower than the proportion of foreigners living in Stuttgart. While 22% of the whole population have a different nationality than German, only 10% of the employees have foreign nationality. In addition, the kind of jobs differ significantly between German and non-German citizens: while more than half of the foreigners engaged work in a position ranked as 'manual grade' (*einfacher Dienst*), i.e. ordinary, often blue-collar jobs, not even 10% of German employees work in such positions. The proportion of employees with a migration background is higher – and their positions probably better – but this figure remains unknown since the city does not yet have any statistics about migration backgrounds. This low proportion of foreigners, especially within the higher grades, is astonishing; all officials interviewed rated intercultural competence and skills as precious assets that are beneficial for everyday work and would appreciate a higher percentage of employees with a migration background.

Therefore, individual offices, in particular those within the *Department of Social Affairs, Youth and Health*, enhance the cultural competence of staff with obligatory training units, make efforts to hire people with a migration background with required qualifications and

skills (e.g. Turkish proficiency) and actively support their specific competence. The city as a whole, however, does neither organise special recruitment activities to attract people with a migration background nor conduct special training to enhance their promotion and career opportunities. A *coherent strategic* diversity management in employment policy has not been elaborated on. In particular, the boost of the migrant proportion is considered difficult. A reasonable method in which to reach this aim – in accordance with the new *General Equal Treatment Act (AGG)* – seems to be the restructuring of the recruitment and employment procedures. Instead of rating intercultural competence solely as an additional bonus, it should be evaluated as a proper qualification. Hence, diversity and (inter)cultural competence should be considered criteria that have a positive impact on recruitment and promotion. Moreover, initiatives such as mentorship and additional training could be implemented.

The strategies in relation to service provisions are twofold: firstly, the city aims to provide all municipal services in a way that they are accessible to every citizen, whether with or without a migration background. Secondly, the city of Stuttgart offers various migrant-specific services, most of these organised within the fields of activity defined in the *Pact for Integration*. Some offices offer a variety of migrant-specific support and initiatives and organise their mainstream services in a low-threshold way. Other offices, by contrast, do not yet seem to be aware that this could be advantageous in their field of expertise. On the whole, the city of Stuttgart runs a great amount of innovative measures. Good practice examples are the structured intercultural opening of the *Youth Welfare Office* through the programme *zip.Pe*, including the monitoring and enhancement of intercultural competence of staff, and the *intercultural seminars for parents*. Furthermore, one should highlight two projects in the field of health: the project *MiMi*, in which migrants were trained to become intercultural mediators, and the *Curriculum Health*, a programme providing information on health within the regular *language and integration courses*. The *diversity-sensitive social counselling* of the *Specialist Unit Migration* and the *Specialist Unit Seniors* are also frequently used by people with a migration background. Finally, the municipal interpreting service is a helpful initiative aimed at overcoming linguistic (and cultural) misunderstandings and problems between municipal service providers and service users.

To summarise, many very ambitious and committed employees have started to implement in practice the diversity approach of the Pact of Integration. Most of the good practice activities in both service provisions and employment policy, however, seem to depend on individual employees. There still seems to be a lack of internalisation and implementation of the municipal goals within large parts of the administration. The next steps should be the formulation of *interim* objectives and the systematic implementation and further institutionalisation of these objectives within all municipal offices.

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