Diversity policy in employment and service provision

Case study: Frankfurt, Germany
## Contents

- Background ........................................ 1
- Profile of Frankfurt ................................. 7
- Approaches to diversity ............................. 12
- Employment policy, practice and outcomes ... 15
- Diversity in service provision .................... 22
- Key challenges and lessons for CLIP .......... 27
- Bibliography ......................................... 28
- List of persons interviewed ....................... 30
History of migration to Germany

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. Before 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’ until 1973. At this time, four million foreigners lived in the country. In the 1970s, family reunion ensued on a large scale, and, since then, family reunion has become another major source of immigration to Germany. Nowadays, a second and third generation 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). 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; among them 6.7 million foreigners, i.e. people without German citizenship. So foreigners represent about 8% of the population (2007). Of these, 80% are from Europe and 35% are citizens of the EU. Turks, 1.71 million (25%), represent the largest foreign nationality, followed by citizens of former Yugoslavia (14%), Italians (8%), Poles (6%), and Greeks (4%).

1 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.

2 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.

3 In 2005, only 35,500 Spätaussiedler immigrated, compared with 46,000 in 2006.
The proportion of people with a migration background is considerably higher. 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 people, or 19% of the population (Statistisches Bundesamt 2006, p. 74).

Of the people with a migration background, as they are termed, two-thirds have had first-hand migration experience; the other third was born in Germany and therefore has had no personal migration experience. Figure 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 or 36%, foreigners who have immigrated 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.
The second-largest group of people with a migration background are naturalised Germans (3.5 million or 23%). 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.

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

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

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

---

**Table 1: Population with a Migration Background, Germany, 2005**

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Immigrant foreigners without first-hand migration experience</td>
<td>11%</td>
</tr>
<tr>
<td>Ethnic German Spätaussiedler with first-hand migration experience</td>
<td>12%</td>
</tr>
<tr>
<td>Immigrant foreigners with first-hand migration experience</td>
<td>36%</td>
</tr>
<tr>
<td>Naturalised citizens without first-hand migration experience</td>
<td>3%</td>
</tr>
<tr>
<td>Naturalised citizens with first-hand migration experience</td>
<td>20%</td>
</tr>
<tr>
<td>Germans without first-hand migration experience</td>
<td>18%</td>
</tr>
<tr>
<td>Germans without first-hand migration experience</td>
<td>12%</td>
</tr>
<tr>
<td>Ethnic German Spätaussiedler with first-hand migration experience</td>
<td>12%</td>
</tr>
</tbody>
</table>

Source: compiled from data from the Statistisches Bundesamt 2006, p. 75
Data on migration background have 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.

**National policy context**

National integration and diversity policies and the respective laws are largely influenced by the societal definition of immigration, i.e. the perception of the ‘nature’ of the ongoing migration process by major active bodies in politics and society. For 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 in the nation has been seen as an exception to the rule.
In spite of 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; 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 is only in the 21st century that Germany has introduced a more open citizenship law (2000) and adopted an Immigration Act (2005) that acknowledges the importance of a comprehensive integration strategy (cf. Heckmann 2003, p. 45).

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.

Equal treatment and diversity in employment and service provision is ensured by several legal measures. First, 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 have been three main regulations: the Works Constitution Act (Betriebsverfassungsgesetz; BetrVG) deals with equality and non-discrimination in the private sector. It establishes the principle of equal treatment irrespective of, among other factors, the employees’ descent, religion, nationality and ethnic origin. Complementing this law, the Federal Staff Representation Act (Bundespersonalvertretungsgesetz) and the Federal Law for Civil Servants (Bundesbeamten gesetz) ban unequal treatment in the public sector and in the civil service. 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 sex, descent, race, faith, religious belief or political opinion, origin or relations’ (§ 8 I Federal Law for Civil Servants).

In addition to these acts, the General Equal Treatment Act (Allgemeines Gleichstellungsgesetz; AGG), which was passed to transpose into German law the EU equality directives, 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. 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, p. 15–23).

---

4 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: not only descent, but also living in the same society are recognised as rules of inclusion.

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

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


8 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 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 aim at combating ethnic discrimination in employment and fostering 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 the increased acknowledgement of diversity policies is the ‘Diversity Charter’ (Charta der Vielfalt), as it is termed: strongly supported by the Federal Government, four major companies9 jointly signed the charter Diversity as a chance in 2006 and have thus obliged themselves to acknowledge and promote diversity in their companies.10 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, p. 19, ibid. 2007, p. 6).

In the past decade, there has also been a notable transformation in municipal administration. A considerable number of German cities have transformed their administrations 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 to providing migrant-specific offers. However, only a few cities are seriously trying to systematically increase the proportion of employees with a migration background. Hence, the latter are severely under-represented: according to the Microcensus, only 3.6% of all employees in public administration are foreigners.

---

9 Deutsche Bank, DaimlerChrysler, Deutsche BP and Deutsche Telekom.
10 The charter encompasses 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 the company and working towards the implementation of the charter through internal and external dialogue, and (4) providing public information about activities and progress relating to the promotion of diversity within the company.
Profile of Frankfurt

Brief description of the city

The city of Frankfurt am Main is located in 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 person of all German cities. 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 recent years; at the end of June 2007, it 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 number 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 graduates, as well as the number of minimally qualified employees, has risen considerably since the 1990s. By contrast, the number of qualified employees without tertiary education has fallen to an exceptionally low level.

The city’s migrant population

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 citizenship other than German. The proportion of all people with a migration background (i.e. with citizenship other 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 on migration background, most of the following information still refers to foreigners (i.e. non-German citizens), and not to migrants in general.

---

11 The GDP per gainfully employed person in Germany was, on average, €57,724; that of the 14 largest German cities €65,478.
The city’s composition of foreigners is characterised by a high diversity of ethnic groups and nationalities. Foreigners living in Frankfurt come 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 of Italy (9%), Croatia and Serbia/Montenegro (7% each) and Poland (5%). Greeks and Moroccans make up 4% of the foreign population each.12

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, i.e. 3.4% of the Frankfurt population (2005). The group of Spätaussiedler, their descendents and their family members (e.g. spouses of descendents) with citizenship other 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 Frankfurters’ (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. There has been an increase in the percentage of women from 33% in 1970 to 48% in 2004; 15% of the foreign population are under 18 years; and only 7.5% are over 65 years. More than half the foreigners are between 18 and 45 years old. Graph 6 shows an age pyramid of the Frankfurt population in December 2005: men are on the left side, women on the right. Third-country foreigners 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.

---

12 The most recent data on foreigners by nationality are from December 2005.
Almost one-third (30%) of all pupils attending general schools in Frankfurt in 2005 were foreigners. Regarding the 2005 distribution of foreign pupils according to different school types, the percentage of those attending the *Hauptschule* (secondary modern and hence the lowest level of school) 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 obtain 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.
Frankfurt had a total unemployment rate of 10.6% at June 30, 2007. Non-Germans, with an unemployment rate of 16.7%, are definitely more highly affected by unemployment than Germans are (8.7%).

The city authorities

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. Among its various tasks, e.g. deciding on the city’s budget and issuing by-laws, is the duty to appoint the members of the city government (except the Lord Mayor), which is Frankfurt’s ‘executive institution’. The Magistrat is presently composed of the Lord Mayor, the Mayor of Frankfurt and 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 councilors is responsible for one the eight municipal ‘departments’.

One of these departments is the Department of Integration (Dezernat für Integration). 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 on migration matters since the mid-1990s.

The municipal Foreigners’ Council called KAV (Kommunale Ausländervertretung) 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 on 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, the Office for Multicultural Affairs (the AmkA), is the more influential one within the municipal organisation. 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 operational level: it is a counselling and information institution for NGOs and other offices within the municipality, and 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 native population.

---

13 According to information from the Bundesagentur für Arbeit in Frankfurt am Main.

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

15 First created in 1989 as the ‘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 operational work is done by the respective offices, which should also be mentioned. Notably 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. Another interesting municipal body is the Office for Youth and Social Services that offers a variety of migration-sensitive services and 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 local Education Authority (Schulamt), the local jobcentre (Rhein-Main Jobcenter) and the police. Some examples of their many activities are given under ‘service provision’ later in this report.
Historical background and objectives of the policy approach

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 migrants in the welfare system. Frankfurt, however, realised the necessity of specific political measures fostering peaceful and fruitful inter-group relationships. So, in 1989, the city set up the ‘Department of Multicultural Affairs’ with the affiliated ‘Office for Multicultural Affairs’ (the 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 the position of this unit, but also its naming, was 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 is no longer how migrants can be integrated into German society, but how the municipality can change to better meet 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 remained.

To deal with its heterogeneous population, the city of Frankfurt has an ‘integration policy’ that aims at citizens with a migration background and at those without. The official goals of the municipal integration policy are (1) promoting the equal participation of migrants in society and social life as soon as possible, (2) promoting peaceful inter-group relationships and the social cohesion of heterogeneous population groups, and (3) supporting the native 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. Many municipal measures, therefore, focus on the improvement of education and language skills. The empowerment of and cooperation with migrant organisations, the improvement of intercultural dialogue, and 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.

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). From 1999 to 2006, this position was held by Dr Albrecht Magen who was succeeded by Jean-Claude Diallo in January 2007.

Within the administration, the central body for integration and diversity matters in general is the AmkA. Since 2001, this office has been directed by Helga Nagel. As mentioned above, the AmkA is in charge of the strategic orientation of the municipal integration and diversity policy. Thus, it 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 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.

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 NGOs, including religious community organisations and migrant organisations. This collaboration particularly concerns the provision of integration and diversity-related measures such as qualification courses or the organisation of festivals. 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). Furthermore, it coordinates contacts between NGOs and other respective offices.

The city of Frankfurt has also established contacts with the social partners: the city cooperates, among others, with the Chamber of Industry and Commerce (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.

Policy and practice on monitoring progress

The city of Frankfurt, namely the AmkA, records the supply of municipal migrant-specific services in biennial activity reports, termed ‘integration reports’. Besides that, 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 plans 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 prepares the establishment 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. The data are not published routinely, but are made available for the public at the request of the city council.

16 In addition, the NGO Frauenrecht ist Menschenrecht (‘women’s rights are human rights’) receives institutional support amounting to €25,000 annually for counselling children ‘illegally’ living in Frankfurt.
Key challenges faced in implementation and broad lessons learnt

For several years, the population of Frankfurt has been becoming more and more heterogeneous and diverse. According to all officials interviewed, 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. The staff of the AmkA in particular are initiating innovative migrant-specific measures and making efforts to implement intercultural competence within the municipal administration.

Nonetheless, the implementation of a diversity approach is challenging. A major challenge is the AmkA’s lack of power to put recommendations into action and implement measures in the administration as a whole. The AmkA has been installed in order to provide 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. So the city of Frankfurt has a variety of innovative measures, but no coherent concept or aims – a big challenge for committed employees.

Potential future policy development

Compared with 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. So it has gained good reputation for its engagement in 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, and new ones are developed. The AmkA, therefore, fosters the further cross-departmental implementation of ‘intercultural’ sensitivity in the provision of services and in the employment policy.

The city intends to carry out new monitoring practices: it is introducing more elaborate monitoring systems on the provision of services for migrants as well as the integration process of migrants.
Employment policy, practice and outcomes

Profile of city employees

The city of Frankfurt employs 13,045 people (as of end December 2006). Of these, 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 and of municipal subsidiaries organised as independent societies (e.g. the opera and the waste disposal service) are not included in these data.¹⁷

Since the city does not have any statistics on migration background as defined above, 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 a 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. This is well below the percentage of foreigners living in Frankfurt (25%, even without including Germans born abroad). So foreigners are not represented within the municipality in proportion to their numbers in Frankfurt’s population.¹⁸

The proportion of migrants employed varies greatly between the different offices. Whereas in a few offices about a quarter of the employees are either foreigners or 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 unbalanced gender ratio. More women than men with a migration background work for the municipality. Altogether, about 65% of those with a migration background employed by the city of Frankfurt are female.

According to experts interviewed, there are huge status differences between the German and non-German people employed by the city. 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 offers apprenticeships for different kinds of jobs. Between the years 2003 and 2007, it had 19,393 applications for 542 apprenticeships, i.e. on average 3,879 applications for 108 apprenticeships per year.¹⁹ 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 citizenship other than German and/or who were born abroad.

---

¹⁷ These data cannot be delivered by the municipal offices.

¹⁸ It should be noted 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 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.

¹⁹ People frequently apply for more than one job. So the number of applications is higher than the number of applicants. Since the city only counts the number of applications, the figure for applicants remains unknown.
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 posted 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 were non-German and/or born abroad.

This means, first, that people with a migration background apply significantly less frequently for a municipal apprenticeship than people without a migration background (proportionally). Secondly, these data show that the percentage of migrants employed by the municipality approximately corresponds to the percentage of migrants’ applications.

**Employment diversity policy**

The city of Frankfurt employs its staff according to qualification and competence and aims to neither favour nor discriminate against any groups in its recruitment procedures. The decision to offer employment to both employees and civil servants has to be made ‘regardless of their sex, descent, race, faith, religious belief or political opinion, origin or relations’. Only the degree, expertise and experience an employee possesses are important.

The access of third-country nationals to the status of ‘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 Befürfnis*) (§7 BBG/ §4 BRRG).  

Because the population is highly diverse, the city council (*Stadtverordnetenversammlung*), the city government (*Magistrat*) and 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, first, to strengthen the cultural competence of municipal staff and, secondly, to increase the proportion of employees with a migration background.

---

20 According to the micro census 2005, 80% of all civil servants with a non-German passport were EU-25 citizens.
Within the framework of the European Programme ‘XENOS – Living and working in diversity’, 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 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, employed staff should be sensitised to the topic of diversity and possible discrimination within the municipality.

As a result, the city enhanced its engagement in 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 later in this report.

Alongside the XENOS project, the city supported the European EQUAL project ‘MARE – Migration and Work’ that aims at developing innovative good practice measures for 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 taking the ideas and methods into their offices and institutions. As further outcomes of this project, the city of Frankfurt released two publications: a manual on intercultural orientation and a booklet with guidelines for implementing intercultural competences.

**Challenges 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, 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 over many years. Within that time, many persuasive and informational activities were – and still are – organised by the AmkA and the team of the XENOS project in the Adult Education Centre (VHS). Hence, a major 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 of finding qualified migrants interested in apprenticeships at the municipality. As noted above, people with a migration background apply less frequently for a municipal apprenticeship than people without a migration background. 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 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: the municipality’s financial restrictions and the related halt in recruitment (*Wiederbesetzungsperre*) since 2003 – except apprentices – make it almost impossible to increase the diversity of the municipal staff.
Recruitment, promotion and training

Non-discrimination has a high priority in recruitment and promotion procedures for managerial staff. The decision to offer employment and promotion has to be made based on experience, qualifications and performance on the job – irrespective of sex, origin, beliefs, and 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. So the city has implemented a variety of pertinent initiatives.

In the course of the XENOS project, the city started advertising campaigns to attract applications from young people with a migration background for apprenticeships. 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 the municipality. 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 and the relevant website 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. The photo accompanying the information text shows young people whose migration backgrounds are apparent.

Figure 8: Municipal advertising for apprenticeships

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

Besides the changes in advertising and information, the city (supported by professional institutes) has restructured its recruitment procedure. 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 qualifications 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; as from 2004, the number of participants increased. Additionally, about 900 employees participated in training on ‘service oriented behaviour’ including the issue of intercultural competence. (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.

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

**Equal pay and working conditions**

An employee’s salary and working conditions depend on his or her employment status and the position within the municipality.

One has to differentiate between employees and civil servants: everyone, irrespective of nationality, can be employed by the city. However, a person can only become a civil servant if he or she is a German national, or has the nationality of another EU country. Hence, third country migrants cannot be employed as civil servants, only as employees who have different working conditions.

In Germany, the salary for municipal employees and civil servants is regulated through the collective labour agreement for public services, the TVöD, as it is known, and the federal law concerning the remuneration of civil servants (Bundesbesoldungsgesetz) respectively. These regulations do not differentiate according to nationality or ethnic background. Hence, equal pay and working conditions are principally guaranteed for all employees, irrespective of a possible migration background.

However, there are no measures or policies for positive action in place. In addition, within the course of this study, it has been impossible to judge whether the pay-scale classification is always implemented in a non-discriminating 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 citizenship other than German. So, for foreigners and people born abroad, promotion seems to be somewhat less frequent than it is for German employees.

**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 earlier, 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 municipal employees about the new legislation and its impact, the city organises seminars. The first target group of these training units consists of

---

21 TVöD = Tarifvertrag für den öffentlichen Dienst des Bundes und der Kommunen.
executive managers, staff dealing with issues relating to personnel and recruitment, instructors, women’s representatives, representatives of disabled employees and representatives of the Staff Council (Personalrat). From 2007 onwards, obligatory seminars have been conducted for this group, teaching them what has changed under 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 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 boss, 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 other things, 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.

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.

Health and safety

The city is aware that 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.

Recognition of qualifications

The municipality of Frankfurt welcomes job applicants with qualifications obtained abroad. If necessary for the job performed, the qualifications have 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, they have to be recognised by a federal or national institution, or the chamber of commerce.

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 citizenship other than German. On (regular) request from the city council (Stadtverordnetenversammlung), these data are made available by the city council (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.
Impact of policy and lessons learnt

Because the population is highly diverse, 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 is aiming at a higher percentage of municipal employees with a migration background. Since the city has to accept a halt to recruitment, this goal is not easy to achieve. An exception to the halt in recruitment is apprenticeships. So the city makes efforts to attract more migrants for apprenticeships: it organises diversity-sensitive advertising and information campaigns and has restructured its recruitment procedures. In spite of this engagement, the number of applications by migrants has not yet increased.

Furthermore, the city aims to strengthen 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.

However, some officials interviewed deplored the prevalent ‘deficiency orientation’: the intercultural competence of (migrant) employees is assessed as reducing problems, but rarely appraised as a precious resource.
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. It is in charge of the strategic orientation of the municipal policy in relation to migrants. It also organises 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 municipal activities. Since the city implements a huge amount of migrant-specific services, only some good-practice examples are given.

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, nutrition, media, education and training; including child care (‘Mum learns German – Dad too’).

- The city organises integration courses in the languages of major immigrant groups.

- An impressive good-practice example is the project mitSprache. 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 Local Education Authority, started in 2001. Currently, seven schools are implementing the project. The idea is as follows: in each of the participating 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 is 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 on 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 in the project are well 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 and pupils report on a better mutual understanding and hence a better atmosphere at school.

23 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.
Diversity policy in employment and service provision

Education, training, occupation and the labour market

- Another good-practice example is the project AOE (Ausbildungsorientierte Elternarbeit): The aim of this project is to inform migrant parents about the German educational and training system as well as about related issues such as dyslexia, hyperactivity, career counselling and multilingualism. To reach the parents, the AmkA does not arrange these information events on its own, but cooperates with migrant organisations and schools: the AmkA trains interested migrants (e.g. teachers, social workers and 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 highly appreciated and could win more and more participants. Currently, about 60 mediators from 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 migrant organisations and the local jobcentre, the AmkA provides information, counselling and distinctive projects for young people with a migration background in order to help them find a job after leaving school.

- 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 provoked a lot of discussion), a German-Russian or a German-Japanese kindergarten. The municipal nurseries and kindergartens 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.

- The Office for Personnel and Organisation trains municipal employees on the Equal Opportunity Act.

- The city participates in the EU campaign ‘Pro diversity – Against discrimination’.

Co-operation 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 development of the municipality

- The city makes efforts to strengthen the (inter)cultural competence of municipal staff through training and aims to employ more people with a migration background.

- Every year, the Municipal Library Frankfurt welcomes 1.2 million visitors; this means it is the most frequented municipal institution. A considerable proportion 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 Höchst into ‘international libraries’: in cooperation with the AmkA, the VHS and 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, working books). 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 their 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.

- 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 on 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 to enhance intercultural development for 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 migrants organisations. These mediators offer multilingual counselling, advice and workshops for elderly migrants to inform them on 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 was expanded to include themes such as immigration law, integration programmes and reforms in the labour market. Another service provided by the city is multilingual information for migrants on 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.

---

24 districts with a high proportion of migrants
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 in the course of the XENOS project 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 above, the city is currently conducting a scientific study and developing an elaborate monitoring system on the integration process of migrants and the municipal services provided.

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 earlier, 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 the specific needs of certain groups. Employees’ competence and willingness to translate this awareness into concrete measures cannot be evaluated in the course of this project. However, for several years, the diversity approach has been gaining growing popularity and interest.

Discrimination against service users

In Germany, the General Equal Treatment Act (AGG) bans unequal treatment due to ethnic origin, religion and belief, sex, age, disability and sexual identity. So the law forbids discrimination by municipal service providers. A person who nonetheless feels discriminated against has the opportunity to complain. This regulation obviously applies to the city of Frankfurt.

However, Frankfurt is exceptional in that it explicitly banned discrimination even before the AGG was implemented: in 1993, the AmkA became an official ‘anti-discrimination body’ where people who felt discriminated against for migrant-specific reasons could 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 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 for 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.25

Figure 9: Information campaign on the anti-discrimination hotline

Since 2004, the AmkA has provided information on the anti-discrimination hotline by distributing postcards and posting bills in seven different languages (including Turkish) within the municipal administration and via NGOs.

Impact of diversity policy in services

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 lot of migrant-specific services. However, the individual offices vary. 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.
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. One reason is the influx of migrants: as early as in the 1960s, thanks to its industrial facilities, the city was one of the first major destinations for guest workers. Even after the halting of guest worker recruitment, immigration did not cease: unification of guest workers and their families account is one cause of continued immigration. Today, 164,201 foreigners from 175 nations live in Frankfurt. Foreigners make up one quarter of its population. The proportion with a migration background is 38% of the total population of the city. Among children, this proportion is even higher.

Compared with 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 to better meet the demands of a heterogeneous population. This change relates to both employment policy and the provision of services.

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 had been born abroad and/or are foreign citizens. So the proportion of people with a migration background employed at the municipality is low. However, the city council and the city government have officially stated the importance of the intercultural competence of municipal staff for the efficiency and quality of municipal services and agreed the goal of increasing 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 knowledge of how to handle them. The goal of increasing the number of migrants within the municipal administration is more challenging: one difficulty is finding 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. 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 municipal staff. An exception to the halt in recruitment is for apprenticeships. 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 has not yet increased.

The municipal strategy for the provision of services for residents with a migration background is twofold: 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. It also offers various migrant-specific services. Good practice examples are the project mitSprache that develops and implements innovative measures at schools, the project AOE, where mediators with a migration background tell migrant parents about the German educational and training system, and 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 lot of innovative and helpful services for migrants.

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


Bundesamt für Migration und Flüchtlinge (BAMF) (ed.): Migrationsbericht des Bundesamtes für Migration und Flüchtlinge im Auftrag der Bundesregierung, Nürnberg, 2005.


Dobroschke, W.: Zufriedenheit mit städtischen Lebensbereichen, p. 41 – 64 in: Stadt Frankfurt am Main; Bürgeramt, Statistik und Wahlen (ed.): Frankfurter Statistische Berichte 1’2006, Frankfurt am Main, 2006b.


Stadt Frankfurt am Main; Bürgeramt, Statistik und Wahlen: Statistische Kurzinformationen: Deutsche Einwohnerinnen und Einwohner mit Migrationshintergrund, p. 162 – 166 in: Stadt Frankfurt am Main; Bürgeramt, Statistik und Wahlen (ed.): Frankfurter Statistische Berichte 1’2006, Frankfurt am Main, 2006a.

Stadt Frankfurt am Main; Bürgeramt, Statistik und Wahlen (ed.): Frankfurter Statistik. Ausländerinnen und Ausländer in Frankfurt am Main, Frankfurt am Main, 2006b.
Stadt Frankfurt am Main; Bürgeramt, Statistik und Wahlen (ed.): *Statistisches Jahrbuch Frankfurt am Main 2006*, Frankfurt am Main, 2006c.

Stadt Frankfurt am Main; Bürgeramt, Statistik und Wahlen (ed.): *Frankfurter Statistik Aktuell Nr. 5/2008: Einwohnerstand und Einwohnerbewegung in Frankfurt am Main – Viertes Quartal 2007*, Frankfurt am Main, 2008.

Stadt Frankfurt am Main (ed.): *Integrationsbericht 2005*, Frankfurt am Main, 2005.


List of persons interviewed

Amend, Verena; city of Frankfurt am Main, Office for Personnel and Organisation

Azizefendioglu, Husseyin; municipal school ‘Freiligrathschule Frankfurt am Main’, Turkish language teacher for native Turkish speakers; project AOE

Berkenfeld, Monika; city of Frankfurt am Main, Local Education Authority

Blum, Dr. Eva Maria; city of Frankfurt am Main, Office for Multicultural Affairs (AmkA)

Cakir-Wahl, Barbara; director of Frankfurt’s Adult Education Centre ‘VHS’

Dimpl, Ulrike; city of Frankfurt am Main, Office for Multicultural Affairs (AmkA+)

Gülegen, Enis; city of Frankfurt am Main, head of the Foreigners’ Council (KAV)

Kebaili, Dr. Akli; city of Frankfurt am Main, Office for Multicultural Affairs (AmkA)

Lazzerini, Christina; city of Frankfurt am Main, Office for Multicultural Affairs (AmkA)

Lotz, Birgit; city of Frankfurt am Main, municipal ‘International Library’

Müller, Georg; city of Frankfurt am Main, Local Education Authority

Nagel, Helga; city of Frankfurt am Main, head of the Office for Multicultural Affairs (AmkA)

Özgül-Onagaclar, Nazan; NGO ‘Internationales Familienzentrum e.V.’ (an international family and education centre) and NGO ‘Türkisches Volkshaus Frankfurt e.V. (a Turkish meeting centre); project AOE

Spohner, Marianne; city of Frankfurt am Main, Office for Multicultural Affairs (AmkA)

Yergök, Atilla; city of Frankfurt am Main, Office for Multicultural Affairs (AmkA)

Doris Lüken-Klaßen, european forum for migration studies (efms), University of Bamberg