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“Successful integration is no coincidence – Strategies for a local community policy”

Table of contents

Foreword

1. **Recommendations for a successful local community integration policy**
Success factors for a local community integration policy
2. **Executive summary of the documentation submitted to the competition**
“Successful integration is no coincidence – Strategies for a local community policy:” Insights into the current integration policy and practice
3. **Appendix**

Foreword

The Immigration Act has been in effect since the beginning of 2005. As a result, Germany is now a country of immigrants by law. Regardless of the belated insight that a successful integration policy has to be assured at all levels of society, cities, remarkable achievements regarding integration have already been made by local communities, districts and ordinary citizens. For many local communities it is self-understood that taking differences, diversity, and foreignness and creating the best possible scenario for the common good is in everyone's best interest.

The Federal Ministry of the Interior and Bertelsmann Stiftung wanted to know more precisely and systematically just how local communities succeed in achieving integration. Therefore, we organized the competition "Successful integration is no coincidence. Strategies of local community integration policy." The enormous interest the competition attracted surpassed our expectations by far. We received a total of 107 contributions from all German states. And, as was our hope, cities, municipalities, and districts, regardless of size or financial means, submitted applications.

The two-stage application process placed rather high demands on the local communities. Participation required a considerable amount of time and effort. We are therefore even more delighted that several smaller communities made it into the group of 23 finalists, and that they are among the four award winners. The competition reveals the broad range of realities a modern integration policy has to address; it has to succeed on a national level as well as in large cities, conurbations, towns and even small villages, although at times through entirely different means. A competition allows for comparisons to be made, identifies locations of outstanding quality and, in the best-case scenario, leads to a fundamental evaluation of progress. Where do our local communities stand today with regard to integration? What strategies have they pursued? And what successes have they had?

Such an evaluation of progress is, first and foremost, important for local communities, which are spared the need of having to reinvent the wheel. But the Federal Government needs impulses and insights that can only come from actual practical experiences of communities that inspire fundamental thinking about the methods and means for achieving integration. In this context, four aspects clearly emerged for evaluating integration policy on all levels today.

1. For example, the once widespread deficit-oriented approach, which for the most part considered the issue of immigrants a problem, is increasingly being abandoned. All local communities that have a successful integration policy have undergone a paradigmatic change during the past several years: they consider the immigrant population with its diverse potentials as an asset and an opportunity for the entire community to benefit.
2. The social contact that the host cities, municipalities, and counties have with immigrants is the second area in which a change in paradigm is taking place. A dialog has to occur face to face. Measures have to be devised and adopted with the cooperation of the immigrant community, not just for them. This is an important point that cannot be emphasized enough. Communities that act according to a strategy know very well that if initiatives, which embody the ideas and demands of the immigrants themselves, become active elements of community integration projects, if the immigrant community actively participates in developing and implementing integration concepts, only then can success be assured. We have to recognize immigrants as subjects in this process.
3. Increasingly, the insight that integration issues have to become infused in a multitude of political areas is asserting itself. Integration cannot be an isolated matter of the foreigners authority but has to be a cross-functional and multi-departmental task.
4. Another aspect for the successful integration of immigrants in communities is the intercultural access of the local administration. Admittedly, this is a difficult area. Almost all local communities have to struggle with hiring freezes and difficult financial conditions. Nevertheless, numerous creative approaches have been found. They aim to make the administration more customer-friendly and to especially include the foreigners authority in its new main areas of focus. Measures aimed at improving intercultural access include offers that make employees more receptive towards intercultural issues as well as initiatives for a proactive human resource policy.

Integration demands a lot from all levels of the state, the host society, the economy and, above all, the immigrants. Integration can be very difficult to achieve. But we have to emphasize that with successful integration comes enormous advantages and gains for all involved. The competition has proven this point.

We would like to thank everyone who participated in the realization of this competition. Our gratitude goes to the members of the commission of experts and the jury, which consisted of scientists, representatives of local communities, central associations and practitioners, who with their enormous knowledge of the facts had already worked on the development of the competition criteria at an early stage. Special thanks go to the jury and its Chairwoman, Dr. Lale Akgün, for their commitment during the past two years.

But we want to especially thank and congratulate the communities that participated in the competition, and all of the local players. This brochure documents their work in order to serve as a model for a successful integration policy. Our hope is that many communities will be inspired by their efforts and that the strategies presented in this publication will find numerous imitators.



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Recommendations for a successful local community integration policy

Since World War II, Germany has been one of the most important immigration countries among the industrialized nations in the western world. After World War II, refugees and displaced foreigners were followed by an influx of guest workers. Contrary to the presumptions at the time, the latter settled down and moved their families to Germany. In the mid-1970s, the immigration of asylum seekers and refugees of civil war also increased. Since the late 1980s, concurrent with the dissolution of the communist states, the flow of Ethnic Germans into Germany turned into a mass migration. In the 1990s, restrictions were put in place and immigration of Ethnic Germans was legally and politically regulated in order to more precisely determine those who had the right to immigrate.

The effects of this immigration are felt in a specific way on the local level, and they require the appropriate local reactions. Although the constitutionally guaranteed independence of local communities may be at variance with decisions made at the federal and state level with regard to policy, these decisions at best only establish a general framework to which a local community policy has to conform. This, to a comprehensive degree, also applies to the integration of immigrants. It is left to the local communities to decide whether to develop a concept for an integration policy and a strategy to implement it, and if they do so, they are free to decide how and on what level it is carried out and precisely what actions are taken.

Immigration requires a reciprocal effort to successfully achieve integration. The reality within a community clearly reveals whether there is fertile ground for integration processes. Is there a positive social climate that signals receptiveness? Is there a rich cultural life that promotes open-mindedness and curiosity? Are there enough opportunities for education and participation within the community? What are the perspectives for disadvantaged youth with an immigrant background to circumvent frustration and aggression? How can self-help and personal responsibility be supported in especially troubled urban neighborhoods?

Many local communities have been facing these challenges for a long time with enormous commitment. In fact, the integration of immigrants has meanwhile become an

issue vital for future social stability. Not only is it an important factor for establishing social coherence, but it is also increasingly becoming an important economic factor in cities, districts, and municipalities. Given the background of demographic change and the foreseeable lack of skilled labor, the decisive question is whether the potential of young people with an immigration background can be promoted, developed and positively utilized instead of ignored or even forfeited.

The evaluation of the competition "Successful integration is no coincidence. Strategies of community integration policy" has made clear that during the past five or six years many cities and districts have begun to no longer consider integration as a social task of an individual department, but instead to approach it strategically as a multi-departmental civic task based on comprehensive models and concepts for action. How can this trend be explained? We have found three answers to this question:

First, integration policy is taking on a new significance due to the paradigmatic change outlined above: Germany understands itself as an country of immigrants, and citizenship is no longer determined exclusively by ethnicity but also by the principle of *ius soli*, by Germany as one's place of birth.

But if the former "guest workers" and their descendants are no longer considered guests but—with or without German passport—as German citizens, integration logically becomes an ongoing official task that local communities have to face. Second, since the last wave of Ethnic Germans arrived it has become clear that the integration of ethnic Germans of foreign origin does not occur on its own. And third, in the development of the new organizational models, a strategic, systematic, and customer-oriented approach has increasingly been established in local communities, and this is also applied in the area of integration policy.

The insight that participation is a key factor is also increasingly spreading through local communities. However, the competition's evaluation reveals that what is claimed often diverges from reality when it comes to this subject. Innovative approaches intended to motivate immigrants to participate without inhibition are the exception.

In the meantime, the political consensus is that language promotion has to be offered as early as possible, ideally at the preschool age; however, here, too, there is still a need for the practical application of specific measures.

In addition to many successful positive approaches and admirable achievements that local communities have realized regarding the integration of immigrants, there is one major weakness when it comes to evaluation and controlling, and with verifying success.

As hard as it may be to represent the effects of qualitative processes, in many local communities enormous efforts are still necessary to assure the efficacy of concepts and measures.

The communities participating in the competition had the opportunity to apply in two phases: 107 local communities submitted their applications by the end of September 2004, and the response clearly surpassed our expectations. From among these applicants, the jury selected 23 cities, counties, communities, and districts, which then had until January 2005 to complete an application in a second phase. In order to get an impression in person, the jury and the project team, which is comprised of members of the Ministry of the Interior and Bertelsmann Stiftung, visited fifteen local communities. This three-week long trip offered diverse and highly exciting insights into the integration measures in the cities and counties.

The following recommendations for action aim to present the building blocks with which to form the basis for a successful community integration policy. They represent content extracted from the entire competition process: the long-standing dialog and exchange which Bertelsmann Stiftung has been having with practitioners from the communities and with national and international representatives from the field of science, the competition criteria, which were developed in 2004 in cooperation with an expert workshop, the written application documentation from both phases of the competition, and, finally, the impressions gathered in practice.

The goal of the recommendations for action and especially the checklist of the factors for success is to offer local communities a quick overview of the status of their integration policy. They also serve to establish a coordinated position of the respective integration activities and to support communities in adjusting their policy to the requirements of the immigrant community. They are based on the experiences of those communities that have already made enormous progress along this path. The concepts, strategies, and measures ultimately developed depend on the local situation.

All measures must have the goal of providing the immigrants with an equal opportunity to participate in public life and to eliminate current grievances. This can only be achieved through determination and the willingness of both the immigrants and the host community to compromise.

1. Developing a strategy and concept

What are the goals of an integration policy in local communities? How should these goals be achieved? What is the focus of these goals? What measures should be adopted and implemented and over what period of time?

These questions form the framework for an integration concept, which serves as the strategic basis for a comprehensive community integration policy, which can be adjusted to the respective situation.

Community leaders and local administrations are responsible for its development. In order to make a comprehensive evaluation of tasks and approaches to measures, and in order to establish a consensus, it is recommended that the integration concept be prepared in a process that involves all players. This process can be a bottom-up approach, or it can be initiated through a top-down process, depending on the situation in each community.

For example, Stuttgart's integration concept "Alliance for Integration" was developed with scientific support in a top-down process within just ten weeks and was passed by the city council. In a second step, needs for action, agreements on goals and the need for further education in the various departments and administrative districts were clarified, and the required resources and established posts were defined. In a third step, key measures upon which to focus were developed with partners of the integration process.

Solingen took the reverse approach and developed its overall intercultural concept "Vision Coexistence 2010" in a participative process that included all players. Representatives from both public and private institutions and organizations met for two years in working groups to establish a survey through scientific methods. The realization group also follows the principle of the participation of network partners; this group is responsible for controlling the integration measures within the administration.

An integration concept covers both abstract and concise goals. Among them is, first of all, an intercultural model. The core of the model is a future-oriented strategy, which considers long-term developments such as the consequences of demographic change or the location's future with respect to global competition. The model's core statement is the obligation of the local authorities to guarantee equal participation to all citizens and to secure peaceful coexistence. A council's decision to pass an integration policy emphasizes strong political will and the importance of achieving successful integration. To identify strengths and weaknesses in the integration process, the individual depart-

ments should set goals for themselves that can be measured further along in the process. Continual analysis, recording and evaluation based on key indicators are necessary in order to be able to further develop the concept in a sustained way.

The "Concept for the Integration of Immigrants in the State of Bremen" offers especially admirable preconditions. The region's integration concept reads like an easily understandable sociological analysis of the entire integration issue. The concept forms a type of coordinate system in which the essential problems of the immigrant groups and their causes can be assigned to specific levels of action (individual, structural, compensational, intercultural, socio-political). Fifteen different fields of activity with a catalog of measures that includes almost one hundred concise tasks result from it. Their realization is evaluated in half-year reports.

2. Anchoring integration as a multi-departmental task

How can the goal of creating an integration policy that is not restricted to the responsibility of an individual or a few people but is instead anchored as an important task of the entire community be achieved?

The question of improved integration of immigrants arises in many areas, such as in schools, kindergartens, or hospitals. Integration therefore has to be treated as a municipal and interdisciplinary, multi-departmental task. The responsibility of planning and realization is up to the individual departments, while coordination has to be centrally anchored. Whether this happens in the form of a staff position with the head of the administration or a position for intercultural work in the social services department depends on the composition and size of the respective community. However, a clear assignment of responsibilities is important. It has to be recognizable for all participants and must bundle resources. By anchoring integration as a multi-departmental task, it becomes a factor to be considered in all planning.

In addition to Bremen, Solingen, and Stuttgart, the big cities of Essen, Frankfurt, and Munich have established integration as a multi-departmental task. The essential common ground is that all of the above-mentioned cities have a top-level administrative position that has the task and goal of pursuing integration as an overall strategy and pushing forward the associated processes regarding content and coordination. For this purpose, committees and working structures that assure the transfer of information

between top administration officials, departments, political figures, public and private institutions, and immigrant organizations have been established. The aforementioned cities emphasize the positive aspects of cultural diversity in their municipal models and integration concepts and oblige themselves to provide equal treatment of and social care for all citizens regardless of origin.

Similar to Solingen, Essen also integrates non-municipal network partners in control functions at the top administrative level. Carried by a consistent bipartisan community policy and legitimized by the participation of various departments and network partners, this control model not only contributes to efficiency and effectiveness but also encourages the community to identify with the integration goals.

The integration policy of the city of Frankfurt has the oldest historic roots. During the 1970s a broad network of collaborations and measures had already been created, and it is still in place today. As a large city with the highest share of foreigners (30 percent), Frankfurt was the first city in Germany to anchor the issue of integration within a department and to establish an office for multicultural affairs in 1989; this office has a multi-departmental function following the Toronto model, which was soon renamed the "Frankfurt Model." Integration as a multi-departmental issue and intercultural access to the administration has become self-evident today.

In Bremen, Essen, and Munich the positions in charge of integration are assigned to the department of social affairs. What's special in Munich is that the post for intercultural cooperation emerged from the commitment of citizens and the church. Munich underscores the scientific orientation of its integration policy. Currently, the office for intercultural cooperation is working on combining the strategy of gender mainstreaming with the strategy of intercultural orientation and access throughout the city. Another focus is the development of a concept for intercultural quality management.

3. Establishing political commitment

How can an integration policy gain the significance it deserves as an important issue with respect to the future of society?

Integration policy has to become a top-level priority. The basic precondition for this is that the local policy makers supply the political will to prepare an integration concept and to support it. A clear declaration by the head of the administration about the impor-

tance of integration and his or her strong personal commitment, expressed publicly, contribute to strengthening the significance of integration throughout the community. Successful integration concepts are supported by a broad political consensus and bipartisan cooperation, which should also be reflected in anchoring integration within the structure of committees. An advisory council for foreigners that has a consultative character does not do justice to the integration of immigrants into the political structure. It is appropriate to establish a committee with the competence to make decisions for its representatives. For example, this is the case in Dresden and Solingen, where the foreigners authorities are composed of members of the city council and representatives from the immigrant community and have far-reaching petitioning and co-determination rights as political committees.

Stuttgart, like no other community, succeeds in projecting a positive image of its integration policy to the public and administration, and in bringing its growth potentials to the forefront. The declared goal of Mayor Dr. Wolfgang Schuster is to provide immigrants and their descendents with the qualifications they need to thrive in the international business location that is Stuttgart, set against the background of demographic change.

The mayor describes the strategy concept "Alliance for Integration" as "our trademark." It clearly articulates the political mandate to the entire city to commit itself to Stuttgart as a socially just, international civil society. Allegiance and identification with the intercultural city form the foundation for participation, commitment, and proactive initiatives.

The mayor has declared integration policy to be a top-level priority and a focus of his work. He works internally by holding the chair in several integration policy committees, and externally by advocating a positive integration climate among the population. Two things are high on the list of priorities: the so-called culture of recognition, which publicly honors volunteer commitment, and personal encounters with immigrant associations and organizations.

In addition, the assignment of the integration commissioner and the integration department to the mayor's staff unit sends a positive signal.

4. Securing participation and activating citizen commitment

How can citizens with an immigrant background, but also citizens of the host community, be better addressed and included in the integration process?

Integration concepts only have a sustained effect if they are developed with the broad participation of all players (participative process). Part of that involves the systematic inclusion of immigrant organizations and an open dialog with the population. More than other political tasks, the involvement of ethnic minorities in the community's common welfare requires sustained consultation and co-determination of all relevant players. Numerous possibilities for integrating citizens of all origins and include them in decision-making processes exist especially on the district level. Moreover, the citizen commitment has to be promoted. Especially in smaller communities, this offers the opportunity to strengthen the social integration and intercultural competence of the host community. Alongside directly appealing to the citizens, especially those with an immigrant background, for a project-relevant commitment, the community should also clearly support the self-organization of immigrants. The training of citizens as integration conduits, who can establish direct contact and thus contribute to reduce inhibition thresholds, has proven to be an especially successful tool.

Solingen and Dresden give the promotion of participation processes in their integration concepts an especially high priority. In both cities, xenophobic crimes were an additional motivation to counteract the rejection of foreigners, which is especially prevalent among youth.

There are almost 40 immigrant associations in Dresden. Numerous volunteers—supported by individuals working in state-sponsored job creation programs—are helping to secure rights, going to public offices, and finding jobs; they organize language classes and interpreters, organize summer parties in the home for people seeking asylum, and they bring women out of isolation. Students of TU Dresden have been providing free German lessons for several years.

The foreigners authority is publicly present. It voices its opinion about political issues that concern the affairs of foreigners. It supports demonstrations and speaks out against right-wing violence, and it takes care of clear cases of discrimination. The council is organized as an association, and it runs the Center for International Encounters in an old villa. It serves as a place of cultural identification and intercultural encounters. It is the contact place for people seeking advice, and it offers room for education and qualification.

In Solingen, the first immigrant organizations and first foreigners authority were founded thirty years ago. For decades, the city has been working in schools and districts to establish a climate that fosters integration.

Immigrant families more strongly integrated in the district work with citizen and neighborhood associations through direct contact and native language information. The high level of willingness to participate in the social and cultural life proves that many immigrants see themselves as members of society in Solingen. They are highly committed and assume responsibility in associations and district initiatives. The city youth council, in which forty percent of the elected representatives come from immigrant families, is especially noteworthy.

Immigrants always participate—whether in working groups, workshops and open councils—in the preparation of concepts or projects of the “Social City.” In order to make this possible, interpreters are necessary. The mobile interpreters' service has forty employees, who are always available when there is a need to overcome language barriers.

5. Establishing networks

How can cooperation between initiatives, immigrant organizations, welfare associations, the city, educational institutions, the economy, the church, and others be improved? How can synergies be used and loss through attrition be reduced?

Local politicians and administrations are challenged to structure the conceptual and operative work in a way that enables consultation with and integration of all relevant players. Especially in the area of integration, it is important to reach agreement and coordinate the various measures between politicians, administration, immigrant groups, private institutions and other institutions of civil society. Scarce resources can thus be utilized in a much more efficient and sustained way. In addition, networks create valuable channels of communication, establish trust, and build bridges between the host community and immigrant groups. A working structure aimed at sustainability and going beyond purely project-relevant focus has to be developed for the network. These sustained networks are characterized, for example, by the passing of procedural rules or the introduction of conflict management mechanisms. The community is responsible for coordinating this network. Networking in big cities is usually anchored in an already established structure. Essen and Solingen are perfect examples for how the operators of these networks can be included at all levels of community design and decision making processes.

But how can networks be established by a central administration in a county of twenty local communities with 130,000 inhabitants? The county of Hersfeld-Rotenburg has successfully done this. The idea of bundling resources emerged within the

framework of a research project and disseminated through participation in the federal government's model project "Network for Integration for Resettled Ethnic Germans." The goal, on the one hand, was to make the people involved more accountable following the motto "encouragement and obligation" and, on the other, being able to offer them more efficient assistance. The result is the "Netzwerk Integration e.V." association, which coordinates the integration network in the county. A group of representatives from the welfare office's immigration service, youth welfare service planners, and representatives of welfare associations and private institutions control the association. Netzwerk Integration e.V. understands itself as an institution for structural development and planning, as a nexus of contact for the integration offers in the county, and as an information and contact address for migrants, social multipliers, and supporters. Other authorities and institutions as well as immigrant organizations are the network partners. The cooperation and responsibility assignments are regulated in cooperation agreements.

Darmstadt proves just how successful networking with immigrant communities can be. There, discussions are offered in schools and kindergartens, and parents and teachers can participate in them. A paid freelance interpreter hosts the meetings, which deal with general education issues, language promotion for parents and children, and information about other counseling centers.

The project propagates in many directions: the parents expand their educational competencies and are motivated to become more involved or to participate in language classes; the children's development is fostered and, at the same time, the educators strengthen their intercultural understanding.

Integration assistants also contribute to a deeper mutual understanding among the institutions of the host society and the socio-cultural networks of the immigrants. Immigrants with the appropriate qualifications were trained for two semesters within the framework of an EU project in cooperation with Darmstadt UAS. In the meantime, they serve as staff members in the social institutions. Their tasks are to activate social multipliers from the immigrant communities to increase volunteer participation and resources in the districts, and to serve as mediators between immigrant groups and institutions.

6. Planning and working at the district level

How can an integration policy be developed and realized as concisely as possible, proximate to the people it serves, and in a demand-oriented way?

In addition to the comprehensive concept for the community as a whole, district-specific and addressee-oriented programs have to be developed. The district relevant approach offers several advantages: it guarantees a precise stocktaking and analysis, and it allows for the demand-oriented design of measures. The employment of district managers reduces contact thresholds and has proven highly reasonable especially in social hotspots.

Lower access barriers through direct personal contact and the immediate addressing of concerns through proximity strengthen the will of all players to cooperate in the social realm. This motivation is reinforced by the experience of contributing to improvements and successes in the living environment through one's own work, which may include, for example, problem areas such as the design of the local community environment, youth welfare, and the prevention of violence.

Especially those cities that participate in the Federal Government and State program "Districts with special need for development – the social city," have become pioneers of district-relevant integration work. District managers are committed to strengthening the self-help potential and personal responsibility of the people on site, and to seeing that perspectives are provided to immigrant youths. The numerous initiatives, projects, and measures that were developed within the framework of the program serve as an idea pool for innovative and successful integration work on the district level.

Nuremberg has an institution on the district level that is worth emulating. So-called culture shops offer people of diverse origin and nationality space to assume self-responsibility in designing the cultural life in their district, and to open up to the outside through a cultural program. At the same time, the culture shops house municipal educational and consulting offers and the entire palette of classic social work. The culture shops serve as a meeting point for women, a prayer room, and a contact site for a broad spectrum of concerns. Personal contact and proximity reduce the fear of making use of professional help or qualification offers.

7. Working on fields of activity: education and language, employment and dialog

What measures and offers should the community provide in order to promote and improve the integration of immigrants?

Communities are promoting the integration of immigrants in numerous areas of activity. The goal is to not only promote individual fields, but—adjusted to the local re-

quirements—to develop and realize measures in a comprehensive way. The commitment of citizens, which has to be supported and encouraged by the communities in a partnership, forms an important pillar for attaining this goal.

Education and language

Numerous project models for language promotion especially at the preschool level invite imitation. In addition to the children, parents have to be more closely involved with language education, as is the case, for example, with the “Mom is learning German” programs. This parental involvement can be continued in schools. Alongside the obligatory integration and language classes, the community can strongly contribute to better integration with additional commitments to volunteer. Many communities are already taking this course.

The language concepts in Essen and Stuttgart have to be listed as models. They outline goals and requirements for action for a demand-oriented language promotion. Both concepts focus on language promotion in the elementary grades in combination with the education of parents.

In Essen, the employees at all day care institutions receive special training in language promotion. Additional experts support German as a second language in combination with the native tongue. And, finally, bilingual mothers are qualified to train groups of mothers (at times in their native tongue) to promote language practice with their small children through learning games and incentives and are encouraged to practice at home.

The evaluation of the model project showed that—beyond acquisition of the language—the innovative concept for language learning fulfills numerous integration tasks that have a positive effect on personal development and the social environment.

In Stuttgart, special “Mom is learning German” classes in schools pursue the goal—in addition to learning German—of making mothers more familiar with daily school life and their social environment. Simultaneously, teachers receive intercultural training. A team of speech therapists supports students with special needs. The project is also accompanied by an educational theater concept and scientifically sound observation and movement exercises in nature.

Due to their success, the concepts in Essen and in Stuttgart will be custom-tailored for other target groups as well.

In the county of Hersfeld-Rotenburg, the language-learning offer also goes far beyond the obligatory tasks. The target groups with language deficits who do not meet with the usual preconditions for state support are a special focus. For example, language classes

are offered for asylum seekers in temporary institutions. This measure is combined with an offer of homework assistance for their children. Since April 2003 the social services office in cooperation with several private institutions has been organizing language classes for immigrants who are not supported by the employment office. The fact that many of the participants can be placed in jobs proves that the investment is paying off. Further offers such as integration classes involving internships or job-related language training additionally increase the opportunities on the job market.

In order for mothers to be able to participate in qualification and language courses, the "Immigration Service" offers day care services.

Employment

In addition to language, employment is considered one of the most important means for promoting integration. The communities are challenged to actively counter economic discrimination as the suppliers of services. A community employment management in which all participants cooperate is especially suitable for this purpose. The inclusion of the immigrant's economy plays an important role. Moreover, teenage youth need to be enabled to make a smooth transition from school into professional training. Here, too, good cooperation between industry, the community, and the individuals concerned is important.

Osnabrück's model is the best example. The city is among the national pioneers of an active and successful social and employment policy. The cornerstones of the model are intensive individual consultation, and cross-organizational cooperation with business associations and institutions.

Local job market data, however, showed that immigrants with equally good qualifications and sufficient language knowledge have less chance for employment than native German applicants.

Therefore, in 2001 a network of regional partners was established on a local level with scientific support. It combats the discrimination of immigrants on the job market and strengthens the specific qualifications of immigrants. EU funds were acquired to finance the network. Regular top-level talks with representatives from economic and political circles are a top priority. Trade and service companies are sensitized toward recognizing the competitive advantages of having an intercultural staff. Public employers and training institutions also have to encourage immigrants to apply, to give an appropriate value to intercultural skills, and to define goals for the employment of immigrants in human resource development planning.

Dialog

Especially in these times, it is necessary for communities cultivate an open and proactive intercultural and interreligious dialog. By directly addressing the various religious organizations, especially Islamic, and promoting mutual dialogue, those in top-level administrative positions can send decisive signals for peaceful coexistence.

Bremen, Osnabrück, and Rheine are cultivating an especially intensive interreligious dialog. Reciprocal invitations to churches and mosques, joint services and festivities at community centers, schools and kindergartens, cultural events such as the "Islam Week" in Bremen, and talks between the representatives of various religions promote mutual knowledge and understanding about religious beliefs and rituals, and thus labor against fears, mistrust, and prejudice. In addition, the interreligious dialog serves to anchor openness and tolerance in public awareness.

The effects of new and innovative forms of public relations and communication with the citizens regard the integration climate should not be underestimated. Reporting about successes and open discussions about grievances is part of this effort. Events, publications, and good contact with the local media, as well as contact with representatives from immigrant organizations, contribute to emphasizing the importance of the issue of integration.

One good example for the use of modern marketing strategies for integration work is the city of Werdohl. People are encouraged to participate through advertising campaigns. In "District Rounds" they get the opportunity to participate in the design and realization of projects. A logo advertises participation in the process on information posters and flyers. Members of the integration council and multilingual multiplier teams support communication. And, finally, a newsletter, which is sent out via e-mail, supports the idea of multi-departmental efforts and networking as part of the marketing strategy. It is sent to institutions, associations, schools, educational institutions, companies, and interested citizens, who, of course, can get regularly updated information on the city's homepage.

In Stuttgart, communication with regard to integration policy is also more than just a dialog between groups of interest. The staff position for integration assigned to the mayor's office considers bringing the positive aspects of immigration into public forum and to successfully involve the media in this process one of its strengths. Success is confirmed by the fact that the local newspapers often provide information about the integration policy in reports, series, and portraits. An essential aspect of public relations in Stuttgart is the so-called culture of recognition. The public recognition of participation

and civil commitment, for example in the field of social affairs, health, and crime prevention, is also an example that serves as an incentive for others to do the same.

8. Communities as employers: pressing ahead with the administration's diversity management

How can the share of immigrants participating in the administration be increased, and how can intercultural competence be strengthened?

As employers, communities hold an important pioneering role in the field of diversity management. The necessary proactive human resource work comprises measures such as the targeted acquisition of immigrant youth for training. Also, the motivation of the employees and the creation of the appropriate offers of continuing education classes to strengthen their intercultural skills is part of this task. These measures should be accompanied by the passing of anti-discrimination regulations for the community.

Subtle forms of discrimination, misunderstandings in the intercultural communication, and a lack of self-confidence hinder the promotion of employees of foreign origin to leadership positions. The goals of the first, and rather unique, national "Mentoring Project for Immigrants of the City of Osnabrück – IQ (Intercultural Quality)" are equal opportunity and better professional development.

Within the framework of this internal administrative integration measure, which is scientifically accompanied by the University of Osnabrück, employees with an immigration background are assisted by a mentor, who accompanies them for one year. The mentor helps them to establish contacts, supports goal definition processes, and gives feedback with regard to the evaluation of themselves and others. In this way, participants learn many skills to prepare them for leadership positions.

Bremen is making special efforts to increase the share of applicants of non-German origin for public service positions. With information campaigns in schools and immigrant associations and a targeted human resource policy, the employment numbers of individuals with an immigration background can be multiplied. Currently, ten percent of the trainee positions for commissioner aspirants are filled by immigrants.

Experience, however, shows that providing information and encouragement is often not enough because many applicants already fail to clear the hurdle of the employment test. To balance the comparably bad entry opportunities, Bremen launched one year-long professional preparation measures, for example in the field of office communication.

9. Communities as service providers: dismantling access barriers

How can the administration become more customer-friendly with regard to immigrants?

The communities are challenged to make their offers accessible for all population groups, and to dismantle access barriers.

In addition to dismantling language barriers through a multilingual offer through flyers, translators and interpreter pools, direct contact in the immigrants' community proves helpful. Community consulting services have to be adjusted to the requirements of the immigrants. Low threshold offers in the district, the combination of a variety of services in one location, demand-oriented care for individual cases, interpreter services and native speakers as well as encouragement and instruction for proactivity and self-help are already part of the standard program of measures that promote integration in many places. A coordination of the offers of the city and associations is recommended in order to bundle all forces.

The foreigners authorities can especially contribute to a "perceived" integration within the framework of their news tasks through their self-image, which goes towards being a service-oriented authority. The establishment of central contact offices (one stop agencies), in which various fields of work have been combined, has proven useful especially in smaller communities.

The county of Hersfeld-Rotenburg demonstrates how an appropriate integration policy organizational structure can be established within a few years. A change from the pure guarantee of services in the asylum department towards comprehensive immigration social work in the sense of individual case management was realized in terms of organization and content. The employees were open-minded towards the associated learning process and paradigmatic change. The departments "Special Immigration Services" and "Special Social Services/Youth Welfare" have the central responsibility of realizing integration measures. Their offices have been established as central contact offices. The "Special Immigration Services" has set itself the superordinate goal to dismantle barriers and create trust. Part of the goal was the employment of people of non-German origin and the qualification of intercultural mediators.

In an interactive process between theory and practice, the Social Department of the Bavarian state capital of Munich has prepared a model for sociologically sound intercultural quality development. The strategic concept is based on the cornerstones of discourse about content, intercultural schooling, accretive planning participation, and the creation of communication and decision making structures.

Based on this strategic approach, the municipal Department of Youth and Family Affairs has developed the project entitled "Interculturally oriented quality management (IQS)," which was tested in two socially appropriate regions in Munich in a model project. In both model regions, Milbertshofen-Hart and Schwanthalerhöhe-Laim, more than thirty youth welfare institutions, senior citizen care and health care institutions participated in the project. Individual and realistic goals for the model's term of three years were agreed upon with the institutions.

Workshops about the principles and tools of quality management and seminars about intercultural understanding took place. The task of cross-institutional quality circles consisted of testing the intercultural access to social services in an exemplary way. Binational teams were formed to realize bilingual user surveys.

The entire project was evaluated in a participatory way. From the results, the office for intercultural work developed recommendations for a continuation of the project in other social regions of Munich.

Simultaneously, the project "Experts for Immigration Issues" was realized in two other regions. Its aim was to create a broader base for integration processes through motivational and mediating work. Due to their success, both projects were combined in a joint approach entitled "Intercultural quality development" and realized in other social regions.

In Stuttgart, the "Guidelines of Stuttgart's children's and youth welfare for integration and intercultural orientation" set a standard, which promotes interculturally aligned measures more strongly than other offers, and inspires competition among the private institutions in the area of integration in this way.

One good example for holistic and custom-tailored consultation in Stuttgart is the family education offers with multilingual supervision teams. They combine learning the language with consultation and information. The program offer comprises a broad spectrum of events, for example about dealing with institutions or about educational issues. The offers promote self-confident action by non-German parents and support them in finding solutions for daily issues of family life. As a message of belonging, the participants are encouraged to reciprocate by participating in public life.

Information deficits for foreign-language speakers also have to be offset in the public health sector. The Immigration Commissioner of the State of Bremen together with the Bremen Health Office has published several brochures, among them "Everything about birth" in seven languages, and "Information about nursing care insurance" in Turkish

and Russian. Another project is the medical interpreter service, which all institutions of the public health sector can make use of at any time.

10. Measuring success: evaluation and controlling

How can we control whether the planned measures have been realized and whether the integration policy is successful?

The ability to prove whether publicly financed measures lead to success also gains in importance with regard to integration policy. The development of comprehensive reporting based on key figures is especially recommended for larger communities. The development of indicators in the integration sector is generally viewed with skepticism: on the one hand, the argument that qualitative success cannot always be measured quantitatively is entirely legitimate. On the other, the long period of time between a measure being implemented (e.g., in kindergartens) and possible success (e.g., upon graduation from school) often presents a problem. Still, an indicator that can show a trend towards improvement or deterioration can almost always be determined. Key indicators are, for example, the percentage of individuals leaving school without a degree, differentiated by native Germans and immigrants, the appropriate quota for kindergarten attendance, the number of language class graduates, etc. Contrary to traditional reports, the issues surveyed should not so much be input (how much does an action cost) or output (e.g., how many classes took place), but instead by outcome (i.e., concise improvement). Moreover, generating comprehensible data that can be checked is also an important basis upon which local politicians can make decisions. Projects and measures should be subject to regular evaluation. An inclusion of the concerned population not only creates a higher level of acceptance of the results but also serves to encourage the further development of the offers based on demand. The data should be publicly accessible and communicated to the public on a regular basis.

Consulting with external advisors and scientists serve the sustainability and verification of the work.

Bremen, Essen, and Wiesbaden offer good examples of efficient controlling methods. In Bremen, the emphasis is on self-evaluation. All of the responsible departments and institutions are asked to set realistic tasks for themselves, to realize them by a deadline they set for themselves, and to use their own means and resources. They are oriented

towards the fields of practice that are defined in detail in the integration concept with the appropriate goals and individual measures. For example, "Development of information flyers for older migrants in the field of healthcare in different languages" is one issue in the health care department. The evaluation report clarifies that the Bremen health office plans to fulfill this task by 2007, and it published a Turkish flyer about nursing care insurance in June 2004. Another example is the education department: with regard to the issue of the transition from school to profession, it passed a measure preparing young people for professional life. The employees attend seminars to receive training in evaluation methods. A half-year evaluation emphasizes the highly binding nature of the performance and goal agreements between the senate departments in charge and the institutions involved with integration work.

Formalized reporting, which employs observation and survey methods, exists for the individual departments. The results based on key figures enter a final report, which is handed over to the Bremen parliament at the end of the legislative period.

Essen also has a highly differentiated system for measuring success. The target-oriented controlling of the intercultural work is based on several pillars.

For superordinate approaches, measures and strategic goals, a self-evaluation based on goals and measurement categories is realized in the individual departments and offices. The fields of activity named in the concept for intercultural work are differentiated into superordinate measures and made concise down to individual measures in several steps through a monitoring system. This also happens with the participation of non-municipal institutions. Selectively, groups and institutions, e.g., children's day care centers and network partners, are included in the evaluation. The requirements for the institutions realizing the measures have been gradually raised within the framework of reporting.

Reporting—in the form of annual reports—is prepared based on the individual reports of all participating institutions.

Some measures, among them elements of the program to promote language and parental education, are evaluated externally.

In addition to detailed controlling tools, the city of Wiesbaden provides a monitoring system, which was developed by the Office for Elections, Statistics, and Urban Research in Wiesbaden. It serves the situational observation of the integration process and aims to measure the status and progress of the integration process as objectively as possible, to recognize trends of development, and to draw conclusions for the controlling process of integration work.

The monitoring brought significant results, for example, with regard to the integration of immigrants into the educational system. Almost one third of the foreign vocational school students did not receive articles of apprenticeship (compared to eleven percent of the German students). The percentage of grammar school students among foreign children (23.7%) is only half as much as among German children (57.4%).

The examinations for school readiness of an age group in Wiesbaden showed that 56 percent of the immigrant boys were not ready for school due to their lack of language skills. Most of them did not attend kindergarten. The Department for Citizen's Affairs and Integration reacted with a large-scale information and advertising campaign for kindergartens, for which it was even able to win over the Imams in the mosques.

Success factors for a local community integration policy

1. Conjointly developing a concept
Local policy makers and administration develop a model and a comprehensive catalog of goals for an integration policy. All relevant players participate in this process.
2. Anchoring integration as a multi-departmental task
Local policy makers and administration anchor integration as a municipal and cross-departmental task. A central office, involving either the staff of the head of administration or a special department, guarantees coordination. Comprehensive measures to foster participation of civil society require processing on a broad basis.
3. Integration has to be a top-level priority
Local policy makers and administration guarantee clear political obligation and responsibility. "Top-level priority" is not restricted to the top level of the administration. The goal is a cross-factional consensus and bipartisan cooperation.
4. Integration with all and for all
Participation and its public recognition is one principle of any integration process. Local policy makers and administration assure that all relevant representatives of the immigrant and host communities participate in the development of measures. In addition, the strong promotion of civil commitment is self-evident. A level playing field for dialog is important for all activities.
5. Networking players
Local policy makers and administration have the task to include all relevant players (administration, politicians, immigrants, etc.) in the community network. In the field of integration, a regular dialogue and a building of trust establish the necessary foundation for creating a sustained policy.

6. **Planning and working for the district**
Local policy makers and administration consider the districts in their planning: direct contact with citizens and the adjustment of measures enable target-oriented and sustained work and planning.
7. **Creating a broad offer**
Local policy makers and administration realize integration-oriented measures in all fields of activity wherever possible. This applies especially to language training, employment, participation, and consulting. The point is to act reciprocally with the immigrants and not just for them.
8. **Communities as employers: sending signals**
Local policy makers and administration directly support the integration of immigrants on the job market as employers, thus sending a signal to local industry. In addition to increasing the percentage of immigrants in the administration, the existing staff has to receive further intercultural education.
9. **Making services accessible to all**
Local policy makers and administration implement comprehensive measures to dismantle access barriers for immigrants. The foreigners authorities have a special responsibility since they have to expand their role as integration authorities in compliance with the immigration act.
10. **Measuring success**
Local policy makers and administration continuously evaluate the effects of the adopted strategy and measures with regard to success and failure. Strengthening the monitoring also contributes to facilitating the planning process and leads to a more efficient employment of means. This process, however, should not serve merely as a means of controlling but instead should focus on transparency.

**Executive summary of the documentation submitted to the competition
"Successful integration is no coincidence – Strategies for a local community
policy:"**

Insights into the current integration policy and practice

The competition jointly initiated by the Federal Ministry of the Interior and Bertelsmann Stiftung entitled "Successful integration is no coincidence. Strategies of local community integration policy" was inspired by the insight that individual cities, counties, and municipalities are doing excellent work for integration "by developing new strategies for a local community integration policy and by putting them into practice." The competition's declared goal was to "emphasize these strategies and to compare and further improve them in order to make the best ideas accessible to all communities in the end" (cit. competition folder).

The quality criteria developed by Bertelsmann Stiftung and the Federal Ministry of the Interior in cooperation with renowned experts formed the basis for a questionnaire that enabled a structured evaluation of the communities participating in the competition. In addition to statistical data about the situation in each community, it asked about the community's own evaluation of the success of its integration policy and measures, and if and to what extent integration is understood as a multi-departmental and overall administrative task of the community. Moreover, information about the intercultural policy of the administration and evaluation and controlling was requested.

107 cities, counties, and municipalities participated in the competition. The supporting documents were as diverse as the communities and their integration activities. They ranged from a questionnaire with short, hand-written answers to detailed information enriched with numerous attachments including reports, project examples, and press reviews. The requested description of the community's integration work was not aimed at obtaining a scientific evaluation. However, the wealth of information allows a few substantial statements—at least in the form of trends—to be made.

But from some of the statistical information very precise statements can be made. The highest level of participation was from cities (81 percent) with an average population of 172,140, followed by rural regions represented by counties (10 percent) with an average

population of 233,950 inhabitants, and by municipalities and others (8 percent, 101,013 inhabitants), a relatively low level of participation. However, if this result is assembled according the stipulated size categories, the picture is a bit more balanced: 41 communities, or 38 percent, from category 1 (fewer than 50,000 inhabitants) were among the applicants. 34 communities, or 32 percent, were in category 2 (50,000 to 200,000 inhabitants), and the remaining 30 percent went to category 3 (more than 200,000 inhabitants). North-Rhine Westphalia occupied the top position among the German states with 22 communities; Mecklenburg-Vorpommern took up the rear with just one applicant.

With 81 percent, the majority of applicants came from the West German states. It is notable, however, that 10 of the 20 East German communities have the highest unemployment rates on a national level of all applicants.

A jury of 25 experts from industry, politics, and practice under the chairmanship of Dr. Lale Akgün, Member of the Bundestag, selected 23 successful communities from among the applicants for the next round: Arnsberg, Belm, the district of Berlin-Lichtenberg, Bremen, Darmstadt, Dresden, Erfurt, Essen, Frankfurt a.M., Hamm, the county of Hersfeld-Rotenburg, Kyritz, the district of Mettmann, Munich, Nuremberg, Osnabrück, Rheine, Saarbrücken, Solingen, Stuttgart, Viernheim, the district of Vogtland, and Werdohl. The jury visited 15 of the communities together with the project managers to get an impression of the situation in person. It found Stuttgart worthy of an award in the category big city, Solingen in the category medium-size city, and the county of Hersfeld-Rotenburg and the municipality of Belm in the rural region.

Below, the attempt will be made to shed some light on a few trends in local community integration policy. The comprehensive analysis is included in the publication Bertelsmann Stiftung, Federal Ministry of the Interior (ed.): "Successful integration is no coincidence – Strategies for a local community policy."

The documentation submitted for the competition clearly reveals that a paradigmatic change has occurred in integration efforts. The 'classic' foreigners authority as the decisive filter for everything considered worth discussing in the local community with regard to immigration and how problems are conceptualized, and as the central office in charge of 'problems with foreigners' that oversees all communication with immigrants in the community in a representative function, is disappearing slowly but surely. Because immigrants are increasingly recognized as an important target group for regulatory community services today, and an interdisciplinary, legally binding and sustained integration concept is emphasized as an important precondition for an integration policy. The approaches that are oriented towards negatives and unpleasant incidents are thus replaced by a strategic community integration policy, which understands integration as a challenge for the future of the community and is established as a top-level matter and a multi-departmental task. It is enabled by a stable community network. 56 percent of the communities clarified that they use the appropriate guidelines as an orientation, and 32 percent refer to an integration policy concept for measures. However, a concise yet comprehensive strategy based on a solid concept—borne by political will—that establishes goals in order to evaluate them later on exists only in a few communities.

But the examples also prove that the development of an intercultural model and concept for the realization of target-oriented integration is a long-term process. It is a process that begins by taking stock of the existing situation and making an evaluation. In the end, the result has to prove acceptable to a majority. In addition, the submitted documentation clearly shows that the development of official intercultural concepts and models cannot be seen as merely a reaction to the social effects immigration has on a community's organizations. Causality between a high number of foreigners and economic restrictions on the one hand, and a comprehensive and forward-looking political control on the other, cannot be established.

Generally, the community's reporting serves as the basis for making decisions with regard to a sustained strategy. The concepts should start right where a need for action has been determined. Thus far, only a few communities are working with a comprehensive reporting system that reflects the immigrants' situation in as many areas as possible or the effects of the integration measures. Still, 81 percent of all cities and local communities currently provide data that spans several fields of policy.

Without an integration policy concept, the measures and projects of a community run the danger of being implemented side by side without any coordination or connection between them. In order to manage such coordination, most applicant communities first

established a central contact office or contact partner for integration issues. 33 percent indicated that they have created such an organizational unit.

The smaller a community, the more likely it is to focus on individual problem areas, and associations and networks become more important. Contrary to an occasional exchange of information, networks allow the combination of financial, political and human resources through the merger of various organizations, initiatives, and individuals. And again, they open up new possibilities. 95 percent of all local communities are profiting from them. The support of the self-organization of immigrants (79 percent) plays a considerable role.

The development of a concept in the field of intercultural access and diversity management is still relatively new. The communities, however, recognize the need for action. Although almost all of the communities (95 percent) began with such measures, there is still a dearth of targeted strategies for implementing intercultural qualification and orientation in all administrative areas. The reason may also be that the tools for establishing intercultural access are only rarely included in community integration concepts.

Although approaches to internal evaluation – e.g., controlling and reporting – have been put into practice in 71 percent of the local community administrations, neither the requirements for the necessary integration measures nor the realized achievements can thus far be extracted in an appropriate and comprehensive way. A comparison between the goals of a concept or strategy and the results of implemented measures is still rather rare.

Many communities may already identify with the paradigmatic change away from traditional work for foreigners and towards intercultural orientation, and face the associated challenges in an exemplary way. But very few have managed to completely make the transition. At the same time, some of the applicant communities have developed a convincing, future-oriented overall concept that has especially established the goal of promoting participation and equal opportunity for immigrants.

Appendix

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