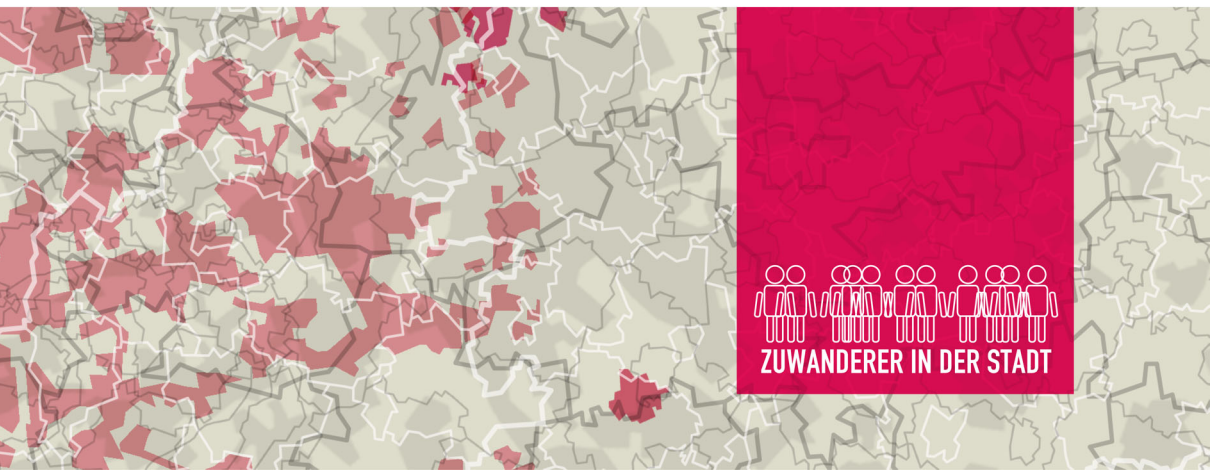Published by
the *Immigrants in the City* partner members

Immigrants in the City
Recommendations for urban integration policy

ZUWANDERER IN DER STADT

Immigrants in the City Recommendations for urban integration policy

Immigrants in the City – Recommendations for urban integration policy

I. Introduction

1. The project

Sociospatial integration of immigrants in Germany is at the centre of the *Immigrants in the City* project, which the Schader Foundation, the German Association of Cities (DST), the German Head Federation of Housing and Real Estate Associations (GdW), the German Institute of Urban Affairs (Difu) and the Institute for Housing, Real Estate, Urban and Regional Development at Ruhr-University Bochum (InWIS) are conducting in partnership between January 2004 and August 2006. The project is funded by the Federal Ministry of Education and Research (BMBF).

The project is based on two assumptions:

First, all countries with high levels of immigration have experienced a concentration of immigrants in specific neighbourhoods. This is equally the case in so-called classical immigration countries like the United States and Canada as in European states, which became lands of opportunity in the postwar years, often unintentionally.

Spatial concentration with its numerous **support mechanisms** for immigrants can lead to **segregation** from the host community. Many generations of immigrants are consequently **isolated** from social and economic activity. Such barricaded neighbourhoods foster **counter cultures** which challenge the model of an open society.

Integration of immigrants has only recently, under pressure from demographic trends in Germany, been generally recognized as a **key social issue** and an objective requiring government intervention. This awareness is mirrored in amendments to German citizenship law made in 2000 and in the Immigration Act, which recently came into effect.

Second: the capability of the **labour market** to act as an **integrating force** is continuously declining, due to structural and cyclical trends. Conversely, **neighbourhoods and the home** are becoming increasingly the principal places of daily encounter. *Immigrants in the City* focuses on the **integration space of the neighbourhood, habitat and the home.** The German Immigration Law does not sufficiently address this question.

The project is structured as follows:

The pillars are the **Expert Forum,** consisting of academics and practitioners, and a **Practice Network** made up of eight large cities. The Expert Forum's recommendations for urban integration policy, presented here, mark the conclusion of the first phase of *Immigrants in the City.*

Beginning in February 2005, the recommendations will be adopted and tested for applicability to specific local issues in the Practice Network municipalities.

The following municipalities are participating in the network (see appendix):

- Berlin-Mitte with Moabit-West
- Essen with Altendorf and Bergmannsfeld
- Frankfurt am Main with Nordweststadt
- Hamburg with Mümmelmannsberg and Schiffbeker Berg
- Hannover with Mittelfeld
- Mannheim with Neckarstadt-West and Durlacher Straße (Rheinau)
- Munich with Moosach
- Nuremberg with Langwasser and Südstadt
- München with Moosach and
- Nürnberg with Langwasser und Südstadt

The project partners Difu and InWIS are advising and documenting the second phase of the project. **Implementation** of recommendations in the Practice Network will be **evaluated** and publicized in mid-2006.

Immigrants in the City **bridges the gap between science and practice** on all project levels. The Expert Forum is a balanced mix of academics and practitioners, and Practice Network municipalities receive advice and support from both research institutes on a continual basis. Practice Network municipality case studies have already enriched the work in the Expert Forum, and its recommendations are being tested in the network.

Process orientation is a salient feature of the project. It focuses on **evaluation** of impact on local sociospatial integration three years after the implementation phase.

2. The Expert Forum

Immigrants in the City members appointed the following specialists to the **Expert Forum** at the end of 2003:

- Dierk Hausmann, Department Manager in the Town Planning Office, Frankfurt am Main
- Willi Hoppenstedt, Manager of *SAGA Siedlungs-Aktiengesellschaft und GWG Gesellschaft für Wohnen und Bauen mbH* (housing company), Hamburg
- Prof. Barbara John, former Government Commissioner for Immigrant Affairs, Berlin
- Manfred Krause, Board member of the Solingen Housing Association, Solingen
- Aydan Özoguz, member of Hamburg legislature, Spokeswoman for Migration, SPD parliamentary group, Hamburg

- Hans-Joachim Schlößl, Director of the Housing and Urban Renewal Office, Nuremberg
- Prof. Dr. Walter Siebel, urban sociologist, Carl von Ossietzky University, Oldenburg
- Prof. em. Dr. Erika Spiegel, urban sociologist, Heidelberg
- Bernhard Spiller, Managing Director of *Nassauische Heimstätte Wohnungs- und Entwicklungsgesellschaft mbH* (housing company), Frankfurt am Main
- Gerd-Reiner Voss, Director of the Housing Office, Hagen

The Expert Forum has based the recommendations presented here on **walking tours** of neighbourhoods with a high immigrant population, detailed **discussions** with local players, **interviews** with French and Dutch experts and a specialist from the Federal Office for the Protection of the Constitution and academic **expertises** dealing with district integration issues (see Appendix). The expertises are available in a separate publication.

The citation of individual **practices** in the recommendations does not mean that they were the best or indeed the only approaches to solving particular problems. Such examples serve to illustrate or clarify individual recommendations and to galvanize street-level debate.

3. Addressees

These recommendations are directed primarily at **municipal deci-sionmakers** and both institutional and private **housing providers.** These players determine housing prospects for urban immigrants. The recommendations also target federal and *Land* policymakers dealing with **immigration, social, education, labour market and housing policies.** They establish the bulk of the sociopolitical framework. The recommendations also advise **local players** like immigrant organiza-tions and neighbourhood associations, public institutions such as schools and nurseries, private social counselling and child and youth welfare organizations, and interest groups and companies.

Networking all these players, which is considered a prerequisite for success in the Federal-*Länder*-Programme Socially Integrated City, is crucial to the implementation of the Expert Forum's recommendations.

Beside promising to improve the quality of disadvantaged neigh-bourhoods, the recommendations emphasize **preventive measures.** In tune with this aim, some municipalities participating in the Practice Network will test the recommendations in neighbourhoods hosting a growing number of immigrants but not yet experiencing acute prob-lems or conflicts.

Finally, the recommendations and the expertises should provide empirical data for further **academic studies** on immigration and cities.

4. Definitions

"Immigrants"/*"Zuwanderer"*

The Expert Forum has defined immigrants *(Zuwanderer)* as those foreigners who desire to reside in Germany **permanently,** together with their descendants **(people of immigrant origin). (Recent) repatriates** (German Aussiedler), ethnic Germans from the former Eastern bloc who possess German citizenship *de jure* but face the same problems as other newcomers, are also covered by this definition.

The Expert Forum also considered migrants who do not intend to stay in Germany. The recommendations, however, concentrate on foreigners living permanently in the country, particularly those who have arrived since the *Gastarbeiter* (guest worker) days.

"Integration"

The Expert Forum builds its recommendations on the concept of **structural integration,** denoting **equal rights of participation** for immigrants in economic, social, political and cultural life and preservation of their cultural heritage.

The Expert Forum understands integration as "a permanent political and social undertaking that involves all the people living in the country" (*Report of the Independent Commission on Migration to Germany,* 2001, p. 18). The host country is obliged to provide opportunities for integration, while immigrants are entitled and indeed urged to take them. Readiness to acquire **knowledge of German** and acceptance of the **basic tenets of Germany's constitution** and the **legal system** it prescribes are necessary prerequisites for integration. Immigrants should also be able to maintain their own **cultural traditions and religious beliefs** within this constitutional and legal framework.

II. Background

1. More residents of immigrant origin

Immigration to Germany

In the coming years and decades Germany's demographics will be shaped by a **reduction** in the indigenous population, which will also **age** disproportionately. At the same time the share **of the population of immigrant origin** will grow considerably; this trend will very soon be particularly noticeable in many inner-city districts of large conurbations, where immigrant children and young people will be in the majority.

At the end of 2003, around 7.3 million legal aliens lived in Germany (9% of the population), of which around 2 million were Turkish. By including groups of recent repatriates numbering around 3 million people, approximately 2 million naturalized Germans and illegal immigrants (estimates range from 500 000 to over 1.5 million)[1] , the total number of **people of immigrant origin** stands today at around 13 million, approximately 16% of the population. Large cities and conurbations comfortably surpass the nationwide average: in Frankfurt am Main, for example, the proportion of people of immigrant origin is estimated at 35% to 37%.

Quantitatively, the most significant and stable form of legal immigration to Germany today is **family member immigration** *(Familiennachzug)* which accounts for 55,000 to 85,000 visas per year.[2]

---

1) http://www.joerg-alt.de/Publikationen/Materialanlagen/04Statistik.doc

2) The German Foreign Office visa statistics, dating from 1996, are the only reliable source for gauging the size of immigration of dependents joining breadwinners at a later date (family member immigration).

The number of **recent resettlers** is declining. Between 1988 and the end of 2000 a total of 2.7 million arrived in Germany. Today quotas for admitting repatriates are no longer exhausted; 73,000 applications were registered in 2003 (see Appendix: Federal Office for Migration and Refugees (BAMF) expertise).

Distribution across Germany

Immigrants tend to live in the **former West Germany.** Here the proportion of registered foreigners ranges from 6% to 15% of the population. On the other hand they make up only around 2% of the population in the former East Germany. **In Berlin, Bremen, Hamburg and conurbations in western German *Länder,*** the proportion of foreigners is far higher than in rural areas. Almost half the non-German citizens living in the country reside in **cities with more than 100,000 inhabitants;** only around 30% of the indigenous population are big city dwellers. Considerable shifts are not expected (see *Häußermann / Siebel,* 2004, p. 175).

There are two basic reasons for this: **labour migration** from the 1950s to the 1970s prompted guest workers to settle in industrial regions of the old Federal Republic. More recent forms of workforce mobility have extended this spectrum to include regions with strong service sectors.

The potent social factors known as **family-member immigration** and **network immigration** (immigrants prefer territories already inhabited by their compatriots) accent these patterns, irrespective of labour market trends.

Alongside these two determinants, **legal residency status** channels immigrants. Individual *Land* quotas assign some immigrant groups, such as recent repatriates, asylum seekers and refugees. However, residency status loses most of its influence after a period in which free-

dom of movement is restricted; then jobs, family and ethnic ties are paramount determinants of where immigrant groups choose to live. This tends to **reinforce spatial trends** toward a **concentration** of immigrants in west German conurbations.

Large cities and conurbations tempt newcomers because of their good job prospects and **cultural diversity** which allows inhabitants to follow alternative lifestyles.

Conurbations and metropolises in western Germany, in the past the main destination for new arrivals, will continue to accommodate an above-average number of future immigrants. Some cities expect the share of inhabitants of immigrant origin to exceed 40% by 2030.

As in the past west German **cities will continue to function as integration melting pots** for different cultures and lifestyles. **Integration policy is urban policy,** and deserves federal and *Land* political and financial support.

2. Growing integration requirements

... in the labour market

The structural economic change of the past two decades has sharply diminished the significance of employment in **trade and industry** as an integrator.

Structural unemployment now hits immigrants much harder than Germans. Ethnic unemployment rose between 1985 and 2002 in the territory of the former West Germany from 13.9% to 17.8%. Total unemployment there actually fell from 9.3% to 7.9%.[3]

The impact of the Immigration Act on the qualification structure of future immigrants is not yet apparent. It must be assumed, however, that a high proportion will remain **low skilled** or **entirely unskilled** and have to contend with **rising qualification requirements** on the German labour market. Immigrants who have grown up in Germany demonstrate considerable **educational deficits,** as do their children. Currently, immigrants only have **restricted access to the labour market,** and a growing number depends on **transfer payments.**

In spite of this and soaring arrival rates in the past decades, the process of **immigration** has so far been **free of conflict,** and the majority of immigrants have managed to achieve a **sufficient level of integration** into the host society. With the exception of isolated incidents, Germany has not yet been plagued by serious or, much less, violent clashes between ethnic groups, as witnessed in **neighbouring western European countries,** including those which have long been pursuing integration programmes and implementing projects for ethnic minorities.

3) www.integrationsbeauftragte.de/download/datentab28.pdf

Germany's capacity to absorb outsiders is evidently profiting from the **economic stability** which once attracted the *Gastarbeiter* generation. The **potential for conflict** in Germany will probably increase due to flagging economic growth and rising competition for jobs and social security benefits. Extreme right-wing tendencies are on the rise in Germany, as in many other societies.

Employment as a **stepping stone to integration** is in decline, so descendants of the *Gastarbeiter* and new immigrants require **special measures to encourage integration.**

... in the housing market

Now that integration is more difficult to achieve through the labour market, **urban space** and particularly **the neighbourhood** take on growing significance in the integration process as places where immigrants spend large amounts of their time. On the one hand, **home and habitat** form a sociospatial setting for supporting various integration processes such as language learning, schooling, training and career planning, socializing and participating in municipal and community life. Housing and residential areas also function as meaningful **forces of integration,** as spheres of interfaced activity.

Both the market and subjective reasons incline many immigrants to seek **accommodation in the lower price range,** with demand focusing on specific locations. This behaviour is especially conspicuous among immigrants with short-term residency prospects and/or in (financial) difficulties.

Immigrants in big-city districts often have **German neighbours** who face **loss of social status** or whose jobs and living arrangements are threatened. The collision between socially and economically **marginalized groups** from different ethnocultural backgrounds helps inflame **conflicts,** existing tensions and latent battles for scarce resources like affordable housing. **"Pecking order wars"** and confrontations on issues of lifestyle between natives and immigrants and between different ethnic groups may then break out.

Such constellations foster **"overextended neighbourhoods"** in which the **ethnicization** of social and economic problems blocks integration.

3. Diminishing possibilities to exercise control

Scarce financial resources considerably restrict the municipalities' steering options. In the coming years public expenditure is more likely to concentrate on maintaining long-neglected municipal infrastructure, than on introducing social measures. In addition, **local government reorientation** stresses complementing direct, unilateral steering measures with **cooperative procedures,** involving a greater number of players in decision and implementation processes. This is vital for the execution of integration programmes and measures, which are totally dependent on the support of a number of local operants.

The **Immigration Act** obliges the federal government to finance integration courses, which must be provided for newcomers and immigrants already living in Germany. However, the act does not satisfy the municipalities' wish to be free in the long term from the economic and social burdens of integrating immigrants.

Council housing, where the **municipality exercises occupancy rights,** is in ever shorter supply. During 2005 it is expected that 400,000 of the existing 1.9 million council homes will be released from the occupancy clause. Factoring in sparse new housing, only 1.5 million rent-subsidized units will be available (*GdW*, 2004, p. 24). The municipal say in leasing has hence lost most of its significance as an instrument for **distributing** beneficiaries of low-cost housing across city neighbourhoods. When demand for affordable housing rises, this change can distort the local **housing market.**

Länder, municipalities, German Post and Rail and other public institutions may consider **divesting their housing affiliates** to improve their financial situations; some have already taken this step. Of course, the municipalities lose key partners in their urban development policy when these housing companies are privatized.

The loss of possibilities and instruments in the municipalities for directly shaping social space and steering sociospatial developments prioritizes "soft" components of a neighbourhood's powers of integration. Education, language learning, local business and forms of self-organization are of central importance for creating an integrative basis for neighbourhoods with a high proportion of immigrants.

The Expert Forum is aware of the fact that the loss of urban policy options restrains its recommendations. In discussing and drafting its proposals, the panel gave special consideration to the cities' **chances of finding a consensus for reforms and their implementability** under present financial, employment and organizational conditions.

III. Recommendations

1. Integration despite segregation

Municipalities and the housing industry have so far pursued **ethnic "mixing"** of cities and neighbourhoods. The Federal Building Code requires land use plans to address "the population's housing needs and prevent population imbalances" when formulating land-use plans (Article 1 (5), p. 2). The Housing Support Law clearly embodies this philosophy; Article 6 states the obligation to "create and maintain socially stable inhabitant structures" in defining housing support.

This approach is based on the conviction that **immigrants dispersed among the native population** will integrate into society more easily. With this in mind, and also to prevent the projected formation of ghettos, some municipalities and housing companies have introduced moving-in bans and quotas for estates and devised other strategies to more equally distribute immigrants across the city.

Real life tells a different story: all large cities have neighbourhoods with an overproportional share of immigrants. The misconceived aim of achieving a mixed population of local citizens and aliens has not been achieved, and it has failed to guarantee standard living conditions and equal opportunities for the immigrant population.

Breaking with tradition, the Expert Forum assumes the following **fundamental premise:**

Spatial concentration of immigrants in cities is a fact of life and cannot be prevented. What's more, we shouldn't try to obstruct or prevent it. We must abandon the belief that a "mix" of immigrants and natives in city neighbourhoods is a useful instrument for inte-

grating newcomers and hosts. Voluntary ethnic segregation is neither avoidable nor does it necessarily thwart integration of immigrants.

This fundamental assumption is based on the following **observations:**

New migration from abroad is a cause of segregation, since people who are strangers in Germany seek proximity to their families and/or compatriots.

Immigrants benefit from living near their families and members of their ethnic group in a variety of ways:

- **Social and family networks** offer multifaceted support to recent immigrants. Close proximity facilitates formation of ethnic economies and infrastructure catering for immigrants' cultural and fundamental needs.

- **Ethnic networks** are important for recent immigrants who are unfamiliar with the local labour market, welfare state and civil society. Cultural and social homogenity and spatial proximity are conducive to the formation of such networks. Spatial concentration of immigrants also makes it easier for them to organize themselves effectively and make their voice heard in the community.

- Immigration in Germany today is predominantly **family immigration.** In a foreign environment, kinship offers crucial emotional support and practical assistance in daily life and prevents newcomers from feeling isolated and demoralized. Social stabilization in a familiar milieu enables new immigrants to adjust to their new social environment, while maintaining earlier lifestyles and pursuing habitual cultural activities.

Voluntary segregation resulting from the choice of where to live can jump-start the integration process and prevent agonizing conflicts between different cultures and lifestyles.

In **oversupplied housing markets,** which offer flat-hunters freedom of choice, segregation usually occurs on a **voluntary basis. In tight housing markets** the same preferences apply, but are eclipsed by the shortage. Immigrants have a very weak foothold in the housing market because of their minimal **purchasing power,** their tendency to **large households** and the **discriminatory practices** of some private land-lords and their agents. Immigrants' options are limited to housing in the lower and middle price range in neighbourhoods occupied by people equally powerless to assert themselves in the market due to a lack of disposable income.

Although we must accept segregation in cities, we must ensure that, whatever its cause, this spatial separation does not lead to the exclusion of immigrants from society. The local housing industry must do everything in its power to support this urban policy. Spatial segregation in disadvantaged or disadvantaging neighbourhoods must not be allowed to become a barrier to integration. Accepting segregation does not mean that the tendency of some immigrant groups to erect barricades should be tolerated.

2. Responsibilities and services

... in the municipality

Municipalities must accelerate efforts to establish integration as an **interdepartmental responsibility.**

Holistic and interagency **integration concepts** are required, if possible along with common action plans and annual reports documenting progress and results with specific measures. Interagency work teams are suitable to implement these tasks, provided they are granted sufficient leeway. Private organizations that exhibit long-term interest and commitment should also be involved in these concepts, measures and project teams.

Public institutions should employ more **people of immigrant origin as bicultural experts;** community outreach positions cry out for them. Such employees would also function as multipliers in their agencies, augmenting the **further training opportunities** which native personnel require.

Although cities offer immigrants a variety of **social services,** the schemes often partly or entirely **fail to reach their target group.** There are many explanations for this situation, but in any case local programmes need to be rethought and **altered to meet specific needs.** Continually adding new services is not the answer. A time-consuming but proven way to determine community needs is the **activating survey.**

Most federal and *Land* programmes to revitalize underprivileged neighbourhoods last just a **few years.** However, the main problems have deep-seated roots in processes which endure for very long periods of time and cannot be eradicated at short notice. A sense of disap-

pointment and frustration ensues when municipalities **abandon** potentially effective measures **prematurely.**

Programmes and **measures** to integrate immigrants must take a **long-term** and sustainable approach both in terms of vision and implementation.

In neighbourhoods hosting large numbers of immigrants, **socioeconomic deprivation** generally hits the **native population** equally hard. Both communities need integration, so projects and measures must include the German population.

The sheer **variety** of **individual services,** all clamouring for attention, can also reduce participation. To achieve **synergy effects,** we must devise **sensible combinations of resources,** for example by merging language courses for women with vocational training.

Example: Urban-District Support Network in Bamberg

"SUN, the Urban-District Support Network, has demonstrated how to breathe new life into a neighbourhood. The diocesan model project currently being tested in Bamberg-Southwest aims to create a Catholic social assistance and services grid. The City and Archdiocese of Bamberg Caritas Association and the Joseph Foundation [a church housing company – publ.] are sponsoring the SUN project. They are pooling assistance already provided by volunteers and relief workers in associations, parishes and other groupings and initiating new projects to offer a variety of services in close proximity to homes. Such services vary from personal and pastoral assistance (visiting residents of old people's homes, escorting people to government offices, helping with homework and providing unemployment, marital, addiction and debt counselling) to domestic help (child care, house cleaning, meals-on-

wheels) and material aid (second-hand clothes depots, furniture thrift shops)."

... in bodies implementing social measures

Bicultural or multilingual employees operating in bodies responsible for implementing social measures have had great success, providing a role-model for **local government administration.**

Services should match the **real-life experiences** of target groups. For example, offers aimed solely at women can more easily attract **female immigrants,** who live in comparative isolation.

Many immigrants are also accessible through their **children.** Come-anytime play sessions for youngsters can pave the way for contact with their parents.

Immigrants tend to be the object rather than the subject of integration measures and programmes. They are approached individually or as a family. This bypasses the **ethnic associations** operating in many neighbourhoods, whose purpose, activities and structure is little known. Organizations should use bicultural employees to make contact with representatives of ethnic associations and involve them in local measures and programmes.

... in housing companies

Integration may not be a core concern of housing companies. Nevertheless, any **self-initiated activities** which contribute to social stabilization in neighbourhoods with a large share of immigrants are in their **economic interest.**

To ensure that urban development policy options are not further curtailed, it is essential to refrain from selling municipal housing companies and to **maintain** the current **housing supply ownership structure.**

Housing companies with a large immigrant clientele, but **insufficient knowledge** and a lack of appropriate **sensitivity** to ethnic issues should **give staff intercultural training** or **employ more people of immigrant origin.** This is especially necessary for those who deal with customers directly, but also for tenant volunteers and neighbourhood patrollers. Companies hiring people of immigrant origin overwhelmingly report **positive feedback.**

To promote the coexistence of immigrants and natives, housing companies should focus their **in-house media** (tenant newspapers, Internet), exploring immigrant issues, spotlighting newcomers to the neighbourhood and stimulating debates. In this way housing companies can put a positive slant on the question of relations among tenants and with neighbours of immigrant origin.

Everywhere there is a scarcity of (informal) **meeting space,** particularly for youths, but also for other immigrant groups. Flats are too small and pubs and restaurants too expensive. Housing companies and municipalities should make rooms and areas available free of charge or at affordable rates. Of course, both immigrants and other population segments have such needs.

3. Education and language acquisition in the neighbourhood

Education

The **integration potential** of school education should not be underestimated. **Success in the education system** is increasingly the key factor in determining chances of integration in the labour market, but also in society generally. Today's young people have better chances to develop than older immigrants.

However, participation and success in education are in decline among third generation immigrants. The school population suffers more from sociospatial segregation than the housing population, resulting in far fewer instances of children of indigenous and of immigrant origin attending the same school. Easily accessible **neighbourhood education** is therefore essential. **Municipal school development planning** must focus on localization. Reports based on social structure atlases and similar investigations should be combined with **local study of educational affairs.** If there is no school in the neighbourhood which prepares pupils for university, then career-minded and education-conscious German parents and like-minded parents of immigrant origin are inclined to move to other parts of the city in search of better educational opportunities for their children. The neighbourhood loses models for educational and professional orientation and keeps the losers in the education system and tomorrow's socioeconomic dropouts.

The mere existence of **university preparatory schools** in the neighbourhood does not suffice. A good **school reputation** is just as important as the prestige of the neighbourhood as a whole. A school-leavers certificate should be a laurel, not a blemish.

The **lack of educational background** of many immigrant parents and low-income Germans can often be a hindrance to their children.

Here preschools and all-day schools in the neighbourhood can come to the rescue. Making contact with parents early enough can clarify particular needs. The obligation to participate in **nursery school language lessons** for children needing to catch up should be universal, targeting remedial preschoolers rather than just those of immigrant background. Schools should welcome and support any **voluntary involvement,** such as **help with homework** or other school activities, by making rooms and equipment available and providing organizational assistance.

Example: Fit for School, Lünen

The Glückauf Neighbourhood Help Association, part of the *Glückauf Gemeinnützige Wohnungsbaugesellschaft mbH* [housing company – publ.], Lünen-Brambauer, has extended its diverse social and cultural commitment to include a project preparing children of immigrant origin for their first day at school (see http://www.glueckauf.de/konradplatz1revag.htm).

"Since March 2004 immigrant children preparing for school have met at Konradplatz to participate in the project, which is running in cooperation with the neighbouring Wittekind Primary School. For two days a week the children learn the ropes of school routine, and they get the chance to climb them.

The Fit for School course prepares future Wittekind Primary School reception class pupils whose native language is not German and who are faced with language handicaps for their new challenge, enabling them to hit the ground running when they do enrol. Children from immigrant families often do not possess sufficient language skills to learn effectively at school. The project conveys German language ability before the children begin school, so they are in a better position to

follow lessons. The focus is primarily on 'talking through playing' and having fun with language and learning. The children are introduced to their future daily school routine by playing games in which they learn to sit still, put their hands up when asking questions and bring materials like exercise books, pens, etc. to lessons. The project promotes individual strengths while identifying and correcting weaknesses.

In the holidays directly before the first school year starts, the course steps up the tempo, with the children required to attend three days a week. The full programme continues after school has started. The project provides additional language courses and a homework club.

Twenty participants from the Alte Kolonie estate are in the current course. It is all free of charge. The Neighbourhood Work Group (REVAG) is responsible for project implementaion and has employed two coordinators. The Glückauf Neighbourhood Help Association acts as chief contact, coordinator and mediator between the school, parents, children and REVAG, and finances the project in its entirety.

The project underwent trials in summer 2003, and the intensive course received rave reviews from teachers and parents alike."

By profiling itself as a **district school** and **citizens' centre** for both parents and children, offering extracurricular activities outside lessons like information evenings and social services, a school can make an important grassroots contribution to integration. Local adults and their children can use the school as a centre for **community activities.** Adult education courses can also be held there.

This kind of neighbourhood school improves the dialogue between **teachers and parents** and reduces parents' **intimidation** by educational establishments. It can also address **educational and disciplinary aims** and methods, since there are often huge tacit differences between the philosophies of native and immigrant parents.

The **evolution of neighbourhood schools** into district institutions with an all-encompassing mandate to educate and become hubs of social activity for the whole area must continue to receive utmost attention.

Example: Intercultural district school in Hamm

"Karlschule campaigned for the instigation of a Preventive Group Hammer Norden to address problems the pupils brought into the school and to make sustainable changes to conditions in the district. The group's first achievement was town council approval for the establishment of a district bureau.

The work of the group and bureau also succeeded in securing a fully-fledged network of measures for children, youths and adults, including: recreational and learning aids, an infant nursery at Karlschule, mobile youth work, vocational counselling measures, a tenant café, repatriate counselling, a seniors club and decentralization in the child and youth care, social security and town planning offices.

Karlschule remains the initial contact point for interested citizens and specialists, since the preventive group and the public district conferences steer new projects in Hammer Norden. Consequently there is a wide range of possibilities for the district school to become active in supporting pupils in their extracurricular lives.

The school has many significant partners. For example:

- *Arbeiter Wohlfahrt* (AWO) [Worker Welfare Association – publ.] project managers provide career guidance.
- The district bureau arranges lunchtime help with homework.
- The Catholic charity *Caritas* runs the Karlschule after-school childcare.
- The municipal garden office assists in desealing the school yard and greening the roof.

Karlschule is transforming the district.
For example:

- Representatives participate in the preventive group.
- Pupils are refurbishing a playground.
- A project group is constructing benches for the Sensburger Straße homeless shelter.
- A school class is clearing the Op'n Spitol stream.

Karlschule helps out in the district community:

- The school participates in the parades celebrating the district's 750th anniversary.
- The Karlschule sports club arranges discos for local youths.
- Elderly residents and the Karlschule video club are filming a documentary on the district's history.

Karlschule is open for the local community.
Examples:

- Sewing courses for Turkish women in the school's home economics lab.
- A Christmas baking day for Sinti women in the school kitchen.
- A senior citizens' party in the sports hall."

Around a fifth of Muslim children spend their free time in the **Koran school,** where they receive religious instruction and can participate in a **social and leisure programme.** Mainstream German society has thus far neglected to pay sufficient attention to providing similar opportunities. Koran schools and mosque associations have slipped into this niche, which for decades was not filled. Such organizations do their best to satisfy the needs of Islamic families. Consequently, Muslim children spend their time predominantly in the cultural and linguistic setting of their parents' country of origin.

It is therefore paramount that municipalities, associations and private sponsors provide young residents of immigrant origin with opportunities to play **games,** practise **sports** and participate in other l**eisure activities.** Their significance as integration factors cannot be overestimated.

Language support

The Expert Forum assumes that **integration and German language courses** will exhaust comprehensive language support resources allocated by the Immigration Act and the Regulation on Integration Courses.

Municipalities should aim to furnish **immigrants already established in Germany** with opportunities for **language learning,** even if federal funds and programmes pursuant to the Immigration Act are insufficient to achieve this target. A key issue to consider is whether participants should pay part of the bill.

Example: Language courses in Stuttgart

"Since 2001 [...] new 'pupils' have been appearing in schools across virtually all city districts. Adult immigrants of all age groups are attending language courses. For example, unemployed people, some of whom came to Germany decades ago, are now getting the chance to learn the

local idiom as a prerequisite to receiving occupational retraining. Young repatriates take German courses so they can obtain their *Abitur* [school-leaving certificate], since Russian qualifications are not recognized. The course Mama Learns German is running in 10 schools in Stuttgart. [...] Stuttgart's language support model is tailored to immigrants who have lived in the city for five to ten years without picking up much German. 'Catch-up' is the motto here, too. The city, the *Land* foundation and 11 private sponsors are paying a total of around €1 million to fill a void caused by federal government withdrawal."

Source: *Die Vielvölker-Stadt,* 2004, pp. 138-140 (translated by publ.)

German language courses can also be **integrated into other projects** to benefit from existing participants' contacts.

Example: Language support in the *Bunte Gärten* Project, Leipzig

"Building on the garden project [see explanation below – publ.], support and further training measures as part of the *Bunte Gärten* concept should facilitate integration of immigrants in German society. Initial focus is on language support: basic skills, conversation and literacy courses are either already running or will begin shortly. Computers with Internet access and CD-ROM language courses are also available, and subscriptions to leading international newspapers will start soon. Thanks to donations of many German children's books, a small lending library has opened its doors and has ambitious expansion plans. Meanwhile, the *Brückenschlag* Association offers regular homework sessions for foreign primary and technical secondary school pupils in Mölkau, Leipzig."

Source: http://www.stadtteilarbeit.de/index.html?/Seiten/Projekte/leipzig/bunte_gaerten.htm

(Retrieved 3 August 2004, translated by publ.) and http://www.bunte-gaerten.de.

The *Bunte Gärten* Project in Leipzig is a **private initiative.** Supporting such **civic commitment** by **providing** project space and rooms without red tape and loosening the usual administrative monitoring procedures exempts municipalities from time-consuming and costly obligations and promotes contacts between the host and immigrant communities. Voluntary involvement helps stabilize districts and alleviate social conflicts.

Establishing a public **recognition climate** can also boost civic commitment, especially if municipalities and the **media** cooperate sensibly. Public recognition mobilizes further participation by arousing interest and raising awareness of achievement. The sustained fascination with the Socially Integrated City award bears witness to this.

Career orientation

A more effective integration of immigrants in the labour market would have to overcome **two specific thresholds.** Both the transition from school to further training and the next step into a chosen occupation constitute high hurdles for young immigrants.

Participation in **initial vocation training** among young people from immigrant families is far lower than levels for native Germans, although demand for company traineeships is rising among the former. Their **completion rate** in such programmes also lags far behind that of Germans.

The negative selection trend is reinforced at the **second threshold:** young people from immigrant families have more difficulties starting their careers after completing a period of training which qualifies them for particular occupations. Often the only option is to take insecure jobs or to work as an unskilled labourer, which is one of the surest roads to marginalization.

One cause of the problem is that immigrant parents often encourage their children to pursue work in **sectors** in which they themselves were once successful as **guest workers**. These sectors are, however, precisely the **labour market segment which is shrinking** most drastically today.

The purely **instrumental view** of paid employment and the tendency to take **whatever job happens to be available** hinder integration and career development. To stop children and grandchildren of the guest worker generation from going down a career *cul de sac,* it is essential to **inform and sensitize** parents about the indispensability of solid, labour-market-oriented vocational training, especially since forecasters warn of qualified labour shortages in many fields. Cooperation between schools and ethnic associations and mosques has proved an effective means of reaching parents and raising awareness of the role they must play. **Work experience placements and visits to firms** are also opportunities to convey career guidance to young people.

> **Example: Hands-on learning day for district pupils , Hamburg**
>
> "In the old metal works at the *Norddeutsche Affinerie AG,* a partnership agreement was signed today with Slomanstieg School. Europe's largest copper producer promised to open its doors once a week to 14 year-eight pupils every half year, introducing them to the world of work. [...]

'This partnership with Slomanstieg School far exceeds the idea of the hands-on learning day', says Werner Marnette. 'Our company is committed to the community, and particularly the young people from Veddel, a city district with a very high percentage of immigrants.'

'Encountering genuine working practices gives these secondary school students an impression of our daily routine and teaches them to evaluate their strengths and weaknesses better. As well as providing career guidance, the project demonstrates to pupils that good grades give them a head start and a perspective in their careers', says Hiltrud Kneuer, headmistress of Slomanstieg School.

The affinery has supported the school for a long time and is very dedicated to integrating pupils from immigrant families in the labour market: only 11% of the 466 pupils speak German as their mother tongue."

Source: Pressemitteilung der Norddeutschen Affinerie AG, Hamburg, 13. September 2004, http://www.na-ag.com/NA/specialTab/popup.html?TID=20040913100647
(Retrieved 12 October 2004, translated by publ.)

4. Ethnic economy

As stated earlier, unemployment is higher than average among immigrants. However, these people also display an elevated willingness to risk establishing their **own businesses.**

In Germany about 280,000 foreigners are self-employed (approximately 7% of all entrepreneurs). Italians and Turks have the largest shares. **Total turnover** of the ethnic economy in Germany is now estimated at € 44 billion, and this figure is growing. Turkish-owned businesses had sales totalling around € 26 billion in 2002. An estimated 600,000 **people** are **employed** in the ethnic economy.

The Expert Forum deems the **neighbourhood ethnic economy** to be particularly well suited to enable immigrants to find jobs, free them from dependence on government transfer payments and help them to become integrated. Another entrance route is acquiring occupational and language skills locally. Both avenues lead to recognition by the host society and strengthening of immigrants' self-esteem, fostering their assimilation.

Local ethnic entrepreneurship can upgrade neighbourhoods and **build** bridges between the newcomers and the indigenous population. The ethnic economy's role in **district retailing and services** and in creation of jobs and training opportunities is growing.

The **resources** of the migrant economy for the **municipal economy,** for the **local labour market** and **neighbourhood integration** should be systematically tapped. Local government is doing communities a favour if it looks more closely and benevolently on ethnic enterprise.

A good start is assigning metropolitan ethnic economies to **municipal business promotion departments** and not – as often happens – to

offices and agencies which are mainly dedicated to the integration of foreigners – so that economic **expertise** is shared with ethnic economies.

Frequently the economic viability of immigrants' **business ventures** is **marginal.** Therefore the ethnic economy urgently needs counselling and assistance. They should be oriented to the specifics of the immigrants, particularly the limited availability of startup capital and to overcoming any language barriers.

Example: *ATU, Arbeitsgemeinschaft türkischer Unternehmer und Existenzgründer e.V.* **[working group of Turkish business owners – publ.], Hamburg**

"ATU, this working group of existing and aspiring Turkish business owners was founded on 11 May 1998 as a non-profit organization with the goal of helping foreigners to found and establish companies, to guide their first steps as entrepreneurs and to encourage them to work as trainers in Germany's dual training system. It is not involved in politics and offers no platform for political debates.

The Hamburg Chamber of Commerce was instrumental in launching the forum. It was intended to give foreigners support in tapping the business founding resources of diverse institutions..

The ATU eco-future project supports foreign grocers and those who want to found a company in penetrating the organic food market.

Our newest project, the Service Centre for Self-Employed Migrants, helps SMEs to sustain their operations. We offer seminars and individual advice – on the business premises if appropriate."

Source: http://www.atu-ev.de/ueber.html

(Retrieved: 22 October 2004, translated by publ.)

Meaningful **institutional support measures** include the development of specific programmes which focus on the peculiarities of non-German companies to **foster business ownership** by immigrants. Good examples are ReTra Regional Transfer Point for New Foreign Entrepreneurs and Companies in North Rhine-Westphalia, KAUSA Coordination Centre for Training in Ethnic Enterprises of the German Chamber of Commerce and Industry, and the ProFi Firm Founding Project in Mannheim.

Firms run by immigrants are often too small to **provide traineeships.** This situation calls for encouragement of local **training alliances.**

Example: Training alliance, Nuremberg

"Nuremberg initiates numerous activities designed to establish contact with ethnic companies and to increase their willingness and ability to provide training. These steps to enhance training and career development are responses of the city govenrment, particularly its Business Promotion Agency, to the falling rate of training participation of second and third-generation immigrants.

The *Ausbildungsring Ausländischer Unternehmer e.V.* (AAU) [training alliance of foreign business owners – publ.] has been pursuing the same objectives in Nuremberg since 1999. AAU endeavours to promote training in foreign-owned firms in northern Bavaria and to create training places for both immigrant and German youngsters. Companies joining the AAU teach young foreigners skills in multi-enterprise ventures. The association recruits the young people, assumes overall responsibility for their training and acts as an interface for all parties. Currently the alliance supports travel agents, retailers and wholesalers, sales personnel, office communications experts, shipping clerks, media designers, IT system technicians and restaurant and hotel professionals.

Around 80 establishments employ about 120 trainees. AAU cooperates with the Nuremberg Chamber of Commerce, the Labour Agency and the city's ethnic council. 90% of the costs are defrayed by public grants from the *Land,* the Labour Agency and the European Social Fund. AAU members cover the remainder.

AAU was founded thanks to *Aktionskreis beruflicher Qualifizierung junger Ausländer* (ABA) [working group for young immigrants' vocational qualification – publ.], which aimed to get ethnic companies involved in the vocational training of immigrants. The launch was preceded by numerous briefings of foreign business people conducted by the Nuremberg Mid-Franconia Chamber of Commerce, *Aktionskreis ABA,* Nuremberg's ethnic council and two Turkish trade associations."

Source: *Schuleri-Hartje / Floeting / Reimann,* 2005, pp. 95-96 (translated by publ.)

So far only isolated commitment to integration of immigrants in local **German-owned companies** has been reported. An attempt should be made to gain the support of companies for specific projects, particularly in the area of initial vocational training.

Hamburg has so called **IntegrationCenters** (sponsors include the *AWO* [Worker Welfare Association]). Resident registration offices refer newcomers to these institutions. These centres welcome each new immigrant with an analysis of his or her **occupational skills** and elaborate and help implement customized **integration plans** in consultation with the newcomers. Ideally each and every new arrival should be personally contacted, coached and given a boost up the integration ladder.

Local networks and alliances, in which neighbourhood businesses jointly conduct **public relations to improve the image** of the locality should be fostered, or launched if they do not yet exist.

Wherever possible and whenever socially compatible, neighbourhood **sites** (vacant lots, abandoned plants and dwellings) should be provided to enable immigrants and natives to engage in **informal occupation. Do-it-yourselfing** can contribute to **maintaining one's livelihood** and refreshing and solidifying vocational **qualifications** and **practical skills.**

Housing companies are urged to participate in **flat modernization schemes** which enable low-income tenants to perform repairs themselves or to make payment in kind for landlord-funded improvements.

5. Involvement and participation opportunities

Participation and active lobbying promote integration. To date immigrants have rarely formed interest groups to influence municipal decision-making or gain seats on housing boards.

Participation opportunities, especially those offered to all groups on equal terms, **seldom reach** immigrants, particularly older adults. Many housing authorities experience this failure, and urban planning processes open to public participation have the same problem. The main causes are **language shortcomings,** as well as German middle-class-oriented **cultural arrangements** (traditional club structures, discussion forums, requirements for communications and transactions to be in writing).

... in the municipality

Municipalities should campaign for increased **utilization of immigrants' right to voice their opinions and sit on panels,** e. g. higher voter turnout in ethnic advisory board elections. These panels could use more clout and institutional prominence.

Good **cooperation** between municipalities and immigrant organizations should be an objective. Progress has been made in the form of contacts in existing urban development and civic projects.

... in housing companies

To recruit immigrants for neighbourhood participation projects, the concept **"immigrant"** in such invitations to join should be considered either by designing the participation exclusively for immigrants, for instance appointing ethnic representatives to advise companies or to have some say in certain decisions.

The housing industry has had positive experience with **tenant councils** and tenant initiatives and welcomes them. Although the desiderata of the residents frequently do not differ substantially from the objectives of the housing company, the simple fact of belonging to such a panel instils a **feeling of neighbourhood,** which has a positive effect on residential harmony.

The most important way to get immigrants involved in the inhabitant community is the spoken word and **personal contact.** Thus leaflets in the native tongues of the inhabitants are a good start, but do not suffice since in many cultures **oral communication** wins more hearts than faceless printed material. Certain districts have achieved success by approaching residents at **everyday communication spots** and informing them on site of **participation opportunities** or holding the events where immigrants are used to congregating and where they feel at home, such as cafés, groceries, childcare centres and mosques.

If immigrants are approached as **members of an ethnic group** rather than individuals, they are more likely to get involved. The social and cultural bond offers them more **decisiveness** and raises their **self-confidence** because they can discuss issues with peers and come to a consensus. This underscores the importance of providing immigrants with **options to aid self-organization.** (Turkish women's groups are a typical example) and intercultural encounters.

(Conflict) mediation should be available in the community so that social and cultural conflicts can be resolved. Neighbourhood management or a similar go-between provides an appropriate on-the-scene starting and referral point. It makes sense to recruit and train local residents to act as **mediators.** If employers or government workers assume this role, the results are usually inferior because these people are often seen as authoritarian meddlers.

Conflicts are often caused by immigrants' **ignorance** of local customs and legal technicalities of leases. Prevention therefore must include user-friendly information on **rights and obligations** of tenants and of **practices** in the housing area. The information should be conveyed in writing in the inhabitants' native languages and in personal encounters.

Public festivals and group activities have proved to be good opportunities to boost **community spirit** in neighbourhoods and to project a positive image of the district beyond its limits to disperse any existing stigma. If residents participate in organizing them, the events offer various ethnic groups a chance to showcase their heritage (e.g. cuisine, music) and to acquaint themselves with the customs of their neighbours.

An important element of neighbourhood stabilization is involving **surrounding neighbourhoods** and districts in the neighbourhood development process to curtail speculations and objections from outside and counter the appearance of favouring certain foreign enclaves when the situation of people in adjacent areas is also becoming tenuous. Thus integration may address people living in the environs of a foreign-dominated quarter.

Example: Parea tenant activation in large housing estates in Cologne's Chorweiler district

"Parea is a non-profit social service agency which operates in many communities, predominately in North Rhine-Westphalia. The model housing project is designed to foster civic involvement among tenants in suburban and highrise estates. The new company attempts to combine social responsibility, helping people to help themselves, child and youth welfare and integration of repatriates and other immigrants with the business interests of a housing firm. [...]

Parea has operated in Chorweiler since mid-2000. The company obtained the contract for tenant social work and housing-area services from *Sahle Wohnen GbR,* a medium-sized superregional housing developer. In Cologne Sahle manages about 3000 housing units. [...]

The cornerstone of the tenant social project was complete remediation and modernization of around 700 dwellings by *Sahle Wohnen GbR.* The rehabilitation included the overhaul of a 23-storey highrise. From the outset the renewal initiators determined that modifications and improvements would not be limited to reconstruction but would be sustained by a holistic approach, including restructuring of both the housing and the population. The first step in this effort – modernization of buildings – was not only important for commercial reasons. It was also necessary to signal the policy of radical change to the public and occupants.

To achieve a smooth, direct transition from architectural to social alterations, Parea launched its activities during the final remodelling stages in one of the housing complexes. The first Parea tenant group formed after two tenant meetings. Approaching more residents quickly yielded new interest groups. Following the Parea do-it-yourself policy, tenants lead and organize group activities, based on occupant needs and wishes. Presently a golden age club, a chorus of repatriates from Russia, a card club and a safety board give every resident a chance to participate.

Putting children to work and giving them responsibility is a Parea postulate. The youngest members of the board of Parea groups are 14. [...]

The Chorweiler Parea child centre opened in December 2001. The facility is located in a two-bedroom flat and is used as an educational and recreational base to head-start children from ethnic German fami-

lies who have recently come to Germany from the former Soviet Union. The objectives are cultivating Russian culture and traditions and helping Russian-raised repatriates to adapt to the German way of life and to appreciate German artistic achievements. The centre is also designed to promote encounters and exchange among youngsters from diverse ethnic groups. Approximately 170 children aged four to 15 participate in the courses and activities. The current programme focuses on language, chess and art. [...]"

Source: Praxisdatenbank "Soziale Stadt". http://www.sozialestadt.de/praxisdatenbank/suche/ausgabe.php?id=136
(Retrieved: 11 November 2004, translated by publ.)

6. Neighbourhood security rating

Impairment of residents' feeling of security slows neighbourhood **integration.** As a rule anxiety is projected onto "outlandish" individuals who look, talk and behave differently from the natives.

An initial corrective measure might be **reconstruction,** for instance improvement of lighting and removal of obstacles to vision (e.g. vegetation) in public spaces, structural barriers between private, semi-public and public zones (see below).

Example: Preventive Construction in Freiburg, Rieselfeld

"The project group incorporated many of these crime prevention ideas (publ. note: of the police) in the original development design. This approach produced an unusual urban configuration. No highrises mar the cityscape. Four stories are the utmost. The housing units are downscaled. The consistent perimeter block construction and street-side building entrances leave few blind angles or hidden corners. Ground-floor passageways and transparent entrance doors make it possible to see the courtyard from the street. There pink, yellow and blue proliferate and little benches abound. If there is no shop at the street level, each flat has its own allotment, separated from the plot next door by only a low hedge. The property remains in sight despite natural barriers, and burglars are deterred. Many blocks have a playground in the middle and in the line of vision of the buildings in the compound. At night Rieselfeld is a sea of light. Filigree fixtures on the central concourse and round bulbs on walkways illuminate every part of the site. That makes people in adjacent homes feel safer."

Source: Erdmann, 2004 (translated by publ.)

Youths are discouraged from loitering in public space by **providing them with suitable outdoor and indoor hangouts.** (Supervised) play and sporting activities in the neighbourhood are other ways to get kids off the streets.

With public funding assistance, the housing companies are employing more **concierges and custodians.** These "housekeepers" can serve as ports of call and arbitrators when residents get in each other's way and can also stop uninvited guests from entering the premises.

Example: Nassauische Heimstätte, Frankfurt am Main

Nassauische Heimstätte Wohnungs- und Entwicklungsgesellschaft, Frankfurt am Main, the most important housing company in Hesse, assigns building and estate counsellors to its developments. The measure also serves as a job creation scheme for the long-term unemployed.

Video surveillance in public sites and use of private patrols should not be the first security choice since all they usually accomplish is to move undesired congregations and groups which arouse unease to another location.

On the other hand, permanent assignment of **police officers** to the neighbourhood has worked wonders. They serve as a sounding board for residents and participate as advisers in grassroots task forces and discussion groups.

The most common sources of **resident friction** are still **cleanliness, orderliness and noise.** These issues are accurate yardsticks of whether living conditions and locations are rated positively. Residents of all eth-

nic groups agree on these points. Nevertheless these subjects continue to elicit strong prejudice against foreigners. Cleanliness and tidiness help people identify with their building and its surroundings.

Therefore these factors **loom large** on the agenda of those immigrants who want to climb the host community social ladder.

Dirt, rubbish and noise pollution can often be attributed to the **architecture.** Those planning repairs and modernizations should design forms, select materials and configure space in ways that avoid such sore spots.

Devices include:
- balcony and terrace arrangements which ensure desired privacy
- elimination of echoes in courtyards and entranceways
- avoidance of crannies where litter can be trapped
- ample rubbish disposal zones with frequent collections
- regular bulky refuse pickups

The broken-window effect should be prevented by **constant repairs and maintenance** of buildings and grounds.

7. Open spaces

Factors such as **design** of homes and neighbourhoods affect the social climate and the likelihood that immigrants will be integrated.

Public facilities and zones perform important functions in socially integrating residents. They are the places where people and peoples meet and greet. They give newcomers from abroad orientation in the host society and serve as **information hubs and job fairs.**

Large families, more common in immigrant circles, use public space as an **extension of their living rooms.** Housework and trade, play and communication go outside for a change, especially in the summer time.

In neighbourhoods where residents' mobility is often restricted and where contacts to other parts of town are limited and not compensated by employment, relations, design of public zones should accommodate **diverse needs** of diverse residents. These sites must have built-in **flexibility.** Rigid, monofunctional arrangements are far from ideal.

Communal spaces also offer opportunities for communications and neighbourly relations. Their utilization rates depend, among other things, on whether they are the "right" size, are readily accessible and have a convenient location in the housing estate. A "right" site facilitates **multipurpose use** and is a fair tradeoff between residents' rights to peace and quiet and the desire for capacity operation of the shared facilities. Event scheduling should be governed by the principle of **equal access for all parties.** It is a good idea to give users **responsibility** for the rooms.

Aside from the practical advantage, functionally designed, multipurpose public zones and common rooms also possess **symbolic value** for residents. These amenities help inhabitants identify with their neigh-

bourhood and increase commitment to preserve and enhance surroundings. To reinforce this effect, the sites should be kept clean and neat.

Municipalities and housing companies should do their best to furnish **indoor** and **outdoor leisure areas** for the common benefit of all residents. Space can be found in hard-to-rent apartments, abandoned commercial sites and the required space between buildings and courtyards.

Beautification and respectful treatment of public spaces can be promoted by **environmental art** if inhabitants, especially children, are involved in the creative process. Work on a joint project also has a positive influence on the social ties of all residents.

Example: Interim use of an abandoned facility. A playground, Frankfurt am Main.

Until planning for the former freight terminal in Frankfurt am Main is finalized, part of the rail station is being used as a play area for children in the Gallus Quarter. This downtown neighbourhood has very few sites where children and teenagers can spend free time. (Photo: Schader Foundation)

8. Mixed use of urban districts

Diversifying urban societies with a heavy demand for integration find that **mixed-use districts** are better solutions than purely residential areas. These environments provide more diverse **jobs,** more **contacts** that go beyond families and more distant relations. The mix fosters more viable **social networks.**

Multipurpose neighbourhoods are catalysts for various types of inter-group socializing. Different urban functions, lifestyles and cultures juxtapose and their interaction gets public exposure.

Particularly **neighbourhoods with vintage buildings** and dense settlement are seen as the archetype of mixed-use colonies where **newcomers** are **acclimatized** by compatriots and still find enough same-ethnicity security in terms of folkways and consumption habits. Many of these receiving stations have become

The function of such enclaves as "**bridges**" to the host society should be given all available means of support. **Municipalities** and **improvement organizations** should be **conspicuous** on the scene with standard public services, voluntary institutions and **vigorous** immigrant outreach programmes.

But inner-city neighbourhoods with older buildings often are characterized by **private ownership** of living space. Landlords naturally have varying commitments and their willingness and financial capacity to modernize or at least invest in upkeep is inconsistent. However, since the **collaboration of homeowners** is needed for the preservation of dwellings, milieu improvements and neighbourhood stabilization, they must be involved in neighbourhood **approaches to municipal development.** If required, their self-governed alliance to promote their interests in negotiations with local authorities should be supported.

To meet the demand for particularly **affordable rent,** private land-lords should be joined by **public housing companies** which also **offer reasonable flats with no frills.**

The possibility of making certain ethnic neighbourhoods attractive for **new population segments** (e.g. students, artists) should be explored. However, **gentrification** should be avoided.

such as a Spanish tapas bar at Brückenstraße 120 will have been established. The former police gymnasium in the courtyard of Am Zollhafen 5 will be reopened as an athletic and cultural centre in autumn 2005.

Established and start-up businesses will also be assisted. GWG is making 10 commercial sites available. The subsidized two-year lease can be had for a net rent of € 3 per square metre, no heating included."

Mixing functions with inoffensive trades can **increase the quality** of a predominately residential section. New enterprises and companies which improve job, retail and service availability in the neighbourhood should be supported.

9. Town planning, architecture and social fabric

The **vast housing estates** built since World War II pose growing problems for urban developers and fail to serve to integrate immigrants who live in them. These developments often foster concentrations of welfare recipients and other underprivileged classes, native and foreign alike.

The negative ratings that these estates often receive depress their residents and throw a spanner into the wheels of integration. Hence the first step is to overcome the **stigmatization** that certain buildings or addresses convey on their occupants.

Based solely on size, **major housing projects** in western and eastern Germany will remain **a significant segment** of the housing market. They will continue to play an important role in housing immigrants, no matter whether government renting stipulations apply or not. Any long-term urban development and redevelopment programmes must overcome current **deficits** (architecture, facade design, habitat, building density), and any supplementary new housing construction should feature smaller-scale, mixed-use neighbourhoods.

There are **no features of any immigrant-oriented home architecture** that would have to be taken into account. Undedicated layouts with a large combined living room and kitchen and functional surrounding space meet the needs of residents of all origins.

The decreasing number of municipal renting restrictions threatens to further **concentrate disadvantaged groups** in the remaining housing with rules favouring tenancy by the needy. If the exodus of better-off households and the loss of jobs among residents continues, these neighbourhoods will be isolated from trends in the rest of the city. The likelihood that ethnic unrest will superimpose on economic conflicts and scuffles for infrastructural and social resources is growing. The

Immigrants in the City | Recommendations for urban integration policy

avoidance of stigmatized pockets of poverty must be a primary aim of municipal policy. Municipalities and housing companies should use **cooperation or occupancy contracts** to facilitate indirect tenancy or practice this option themselves to neutralize the negative trends.

The problem of **pockets of poverty** and **"social hotspots"** in which migrants congregate has recently been tackled in France and the Netherlands by **demolition of large housing estates. New urban districts** with architectural diversity for various groups of residents are to replace them. One can well imagine that this measure will only contribute to long-term and better integration of immigrants if **accompanying economic, employment and social policies** have the desired impact.

Urban planning and architectural aspects of **housing complex design,** which have a positive influence on intercultural socialization and sociospatial integration of immigrants is a versatile toolkit. The set of recognized instruments should be used exhaustively and precisely.

An initially contradictory but substantial finding is that integration into society forces an individual to resort to spatial **segregation.**

For building design this primarily means **differentiation** between private, semi-public and public space.

The **spacious housing developments** in the 1960s and 1970s with their huge unused gaps between buildings, today seem to be "undesigned" because they lack all spatial differentiation. These voids have proved to be **obstacles to integration.** If residents themselves have trouble discerning the borders between their own and public space, if public and personal responsibility is blurred, no feeling of **personal anchoring** and **identification** can thrive. Behavioural insecurity ensues. The no-man's land nurtures indifferent behaviour.

Wherever possible a belated **distinction** between private, semi-public and private space should be made.

The **design of building access points** has recently become a focus of new construction, but it is also becoming a feature of remodelling. This "calling card" is not only a focus of **recognizability, individuality** and **identification.** Entrances are also the most common site of chance **encounters** and **communication** among residents. To bolster social harmony, building entrances should have their own attractions. Simple passageways do not incline people to linger. Locating **concierges** in entrance areas of large housing units gives residents a contact and increases their sense of security (more above).

The **living area,** including its grounds, should be structurally divided from public space. This **partition** should be obvious both to residents and outsiders.

Only the demarcation from public space makes it possible to enhance the grounds around the dwellings, i. e. the **semi-public space,** and to convince inhabitants that the area **belongs to "us".**

The semi-public space can serve various functions, for example, as **playgrounds and meeting points.**

Immigrants are demanding and getting more and more **allotments.** They serve two purposes. They offer outlets for **self-fulfilment** and **self-sufficiency.** In addition, they are often the scenes of chance meetings and intentional **exchanges.** If allotments are to fill the bill, they must genuinely be private. Tenant plots must be divisible from their neighbours'.

Example: Differentiation of private, semi-public and public space in Hamburg

"The highrises [...] in the Bergedorf-West district date back to 1969. They accommodate 406 households. By the 1970s and 1980s social problems and vacancies were increasing rapidly.

Refurbishing and repainting of the exposed aggregate facade began in the early 1990s. The building entrances were made more functional and appealing. ProQuartier Social Management Ltd, then a SAGA division, assumed the planning of surrounding area.

Between 1996 and 2002 municipal development authority financial assistance enabled the developer to erect four custodian offices with tenant common rooms and to revamp the entire complex. The measure was implemented by tenants, SteB, the borough of Bergedorf and the Lawaetz Foundation."

Source: http://www.proquartier.de/55_192.htm

(Retrieved: 13 October 2004, translated by publ.)

On the left you can see the redesigned building entrances. The pavilion on the right houses one of the custodian offices, tenant mailboxes and a club room. Since a leafy fence separates the estate from public space, tenants and visitors must pass through the "office building" to enter flats. The demarcation from public space was a prerequisite for grounds redesign. Residents applauded this improvement. (Photo: Schader Foundation)

In the lower right corner of the following picture you see the fence which separates public space (in this case the pavement and street) from the semi-public estate grounds. The centre of the photo shows part of the allotments. Each private plot has its own entrance, a wooden gate. Users can separate their lots with low hedges. (Photo: Schader Foundation)

The **demand for reasonably priced construction** does not exclude architectural quality. Use of mass-produced elements should not be allowed to deteriorate into stereotype uniformity of urban design and cityscapes, particularly in subsidized housing areas.

To increase **identification** with the building and neighbourhood in which people live, **individualized components** should be employed. If the architecture itself is not a distinguishing feature, **special touches** should be added to the grounds or on the buildings. Facades can be spruced up; light, paint, art and equipment can constitute trademarks which can strengthen residents' attachments to their apartment house.

Example: enhancements on buildings

This subsidized housing in Darmstadt has diversified staircase facades thanks to window and paint variation. (Photo: Schader Foundation)

10. Home ownership development

The age structure of the immigrant population in comparison to that of the native segment will increase the former's share of new households and **elevate the demand** for home ownership.

The place where immigrants buy a flat or house is primary a function of proximity to their family and other relatives. Immigrant households with longtime bonds to "their" flat and the neighbourhood where their family was raised may become a **growing market for privatized apartments they have long occupied.**

Privatization must always be a **fair deal,** i.e. tenants must have the right to acquire their rented quarters. Home improvements by the tenants may not be justification for hiking the price of real estate, and when larger holdings are being sold, the leaseholders must receive sufficient **information and guidance** on their rights and opportunities in acquiring properties. Such things as landmark preservation stipulations and deeds must be made perfectly clear.

If immigrants wish to buy a place to live in Germany, it suggests they intend to be a part of German society and are **aiming for upward mobility.** Housing companies are urged to encourage such aspirations.

IV. Summary

The **segregated concentration of immigrants** in certain neighbourhoods in our cities is the result of an inevitable decades-long process. There are several reasons why this **development** has been **so unavoidable.**

Cities' integration policies must therefore try to prevent the spatial **segregation** of immigrants leading to social **exclusion.** We must ensure that people in largely ethnic neighbourhoods have the **same opportunities and quality of life** as those in the rest of the city. The creation of poverty ghettos must be avoided at all costs. Furthermore, we must not allow individual groups of immigrants to monopolize ethnic neighbourhoods and cut them off from the rest of society, creating a **hermetically-sealed environment** where the principles underlying our constitutional system do not apply.

A. All urban policy measures must be applied **in the neighbourhoods** where the immigrants actually live. This is the best way to avoid isolating them from the rest of society.

1. School and other educational facilities

Integration measures are more likely to succeed with **young immigrants.** Giving the younger generation a chance for unrestricted participation in society is a matter of public interest. However, it is precisely here that we have identified shortcomings.

The starting point and focus of urban integration policy must therefore be the **formal and informal education** of children and teenagers in immigrant families. The parents of these youngsters are themselves often poorly educated and this can aggravate the situation.

Possible **neighbourhood** measures are:

- Compulsory preschool language classes.
- Further education options after completion of basic-level schooling.
- Neighbourhood schools can be used as integration sites and education venues for the district as a whole – adults included. The school's task is to persuade **immigrant parents** of the advantages of a good education for their children and to reduce intimidation by educational facilities.
- To help young people from immigrant families to choose a viable future career, the district schools should offer **practical classes** and organize **visits to companies.** This group should also have more access **to in-company work placement** schemes.
- Leisure time activities (for example, on school premises) promote young people's learning of German and of community rules.
- Municipal **school development planning** must be strengthened in order to achieve these goals. Reporting on social structure atlases and similar surveys must be linked to local **reporting on education.**

2. Language promotion pursuant to the German Immigration Act

The potential for promoting language skills contained within the German Immigration Act must be exploited. Additional language learning programmes should also be offered to immigrants who have lived in the country for a longer period of time.

3. Ethnic Economy

The neighbourhood immigrant economy is probably the best way to integrate immigrants under current labour market conditions. It allows immigrants to **participate in working life** and to be **independent** of state handouts. We must invest our energies in strengthening and tapping the potential of the immigrant economy for the sake of integration, business and jobs in the city.

4. Mixed use of urban districts

Mixed-use neighbourhoods have better integration conditions than large housing estates. These communities and new construction projects must be mixed-use solutions. The function of such mixed-use districts as "bridges" to the host society must be encouraged in every way.

5. Public spaces

The way living environments and public space are laid out affects community life and thus the integration climate. Squares and other public spaces are venues of interaction. They provide immigrants with orientation for life in their new home and they must be designed to fulfil the various needs of neighbourhood people.

6. Neighbourhood safety

The impairment of residents' feeling of security reduces neighbourhood integration. Anxiety can be overcome by construction measures and employment of personnel to improve security.

7. Neighbourhood image

The prejudices with which housing estates are often confronted have a negative impact on their residents and impede the integration process. We must counter the stigmatization of such neighbourhoods.

8. Participation

Special programmes should be developed and enhanced for persuading immigrants to participate at district and neighbourhood level and in housing companies.

9. Real estate ownership

Encouraging immigrants to purchase their own homes can make their lives in Germany more permanent and therefore contribute to their integration.

B. When implementing the Expert Forum's recommendations, municipalities and housing companies should adhere to the following basic principles:

1. Integration is an **ongoing process.** Integration measures must be **sustainable in the long term.**

2. Neighbourhood stabilization and integration must be implemented **early on** – also as a preventive measure.

3. Onsite integration is an **interdepartmental responsibility.** Integrated concepts applicable across the board are required at municipal level.

4. At neighbourhood level, special **networks** should be formed and supported between measure providers and other players. Moderation and coordination within such local networks, a kind of **neighbourhood management,** is of crucial importance.

5. City government and housing companies should employ more **people of immigrant origin** as part of their human resource development.

6. Social services for immigrants must target **specific requirements** moreso than in the past. We must aim to combine services.

7. **Self-organization** of immigrants must be fostered, as must close cooperation between municipalities, providers of social measures and ethnic associations.

8. An important precondition for the self-organization of immigrants and for community-building activities is the availability of suitable **premises** in the neighbourhood.

9. Turkish people represent the largest group of immigrants, along-side repatriates, but they make up an ever-decreasing proportion of the total number of immigrants. Given the increased **heterogeneity of immigrant groups,** it is essential to:

- disseminate knowledge about their cultures and social backgrounds,
- target more services at these groups,
- strive to foster harmony and defuse (potential) conflict situations between different groups of immigrants.

C. Concluding remarks

The Expert Forum is fully aware that the measures are easier said than done. Many of the proposals will require delicate balancing acts and detailed negotiation. The individual projects must also reflect specific local conditions.

Ultimately, everything also depends on the availability of financial and human resources.

The second stage of the *Immigrants in the City* project is the practical phase, particularly involving discussion among the cities in the Practice Network. Its organization will enable every participating city to benefit from the experiences of the others. When the project is over, a repertoire of realistic, viable, generally valid measures should exist, which municipalities can then put to the test themselves.

V. Appendix

1. Expert Forum *modus operandi*

The Expert Forum convened on 10 and 11 February 2004 in Hamburg, and in Frankfurt am Main on 26 April, 18 May, 28 June, 9 July, 27 August, 13 and 14 September and 9 November 2004.

During the meeting in Hamburg, the Expert Forum inspected housing areas with a large immigrant population (Schnelsen-Süd, Wilhelmsburg, Veddel, Bergedorf and New Allermöhe). At the Frankfurt conference on 26 April its members visited the city's Gallus Quarter. In all locations they conducted in-depth discussions with important local players.

The panel also took advantage of the opportunity provided by the project to commission expertises on specific issues. The following themes and authors were involved:

- *Räumliche Verteilung und Wohnsituation von Zuwanderern in Deutschland* (Spatial distribution and living conditions of immigrants in Germany), Susanne Worbs, Annette Sinn, Karsten Roesler, Hans-Jürgen Schmidt (Federal Office for Migration and Refugees), Nuremberg

- *Segregation und Integration. Entwicklungstendenzen der Wohn- und Lebenssituation von Türken und Aussiedlern in der Stadt Nürnberg* (Segregation and Integration. Living conditions of Turkish and former Eastern-bloc immigrants in Nuremberg), Simone Zdrojewski (University of Bamberg), Henning Schirner (Nuremberg Office of Urban Research and Statistics), Nuremberg

- *Objektive und subjektive Faktoren der Integration resp. der Ausgrenzung von Migranten im biographischen Verlauf* (Objective and

subjective factors of integration, or the exclusion of immigrants in the course of one's life), Walter Siebel, Oldenburg

- *Migranten in Wohnungsunternehmen. Wohnungsvergabepraxis und Partizipationsansätze* (Immigrants and housing companies. Housing allocation practices and participation methods), Arno Mersmann, Wuppertal

- *Best-Practice-Analyse zum Quartiermanagement mit dem Fokus "Integration von Migranten"* (Best-practice analysis on neighbourhood management, focusing on the integration of recent immigrants), Volker Seidel, Solingen

- *Immobilieneigentümer mit Migrationshintergrund als Akteure im Quartier* (Property owners from immigrant families as neighbourhood players), Andreas Kapphan, Barbara König, Berlin

- *Architektonische Gestaltung und soziales Zusammenleben* (Architecture and coexistence), Joachim Brech, Munich

- *Public Space and Social Integration,* Ali Madanipour, Newcastle upon Tyne

- *Großsiedlung und innerstädtisches Altbauquartier: Auswirkungen unterschiedlicher räumlicher Verhältnisse auf den Integrationsverlauf von Migranten* (Large housing estates and pre-WWI neighbourhoods: the effects of differing spatial conditions on the integration of immigrants), Walter Siebel, Oldenburg

- *Sozialräumliche Integration von Zuwanderern in Klein- und Mittelstädten des ländlichen Raums. Annäherung an ein neues Forschungsgebiet* (The sociospatial integration of immigrants in small and medium-sized towns. Approaches to a new research area), Annegret Boos-Krüger (HA Hessen Agentur GmbH), Kassel

The expertises are available as a separate volume alongside the recommendations.

The Difu study *Ethnische Ökonomie. Integrationsfaktor und Integrationsmaßstab* (Ethnic economy. An integration factor and an integration yardstick) commissioned by the Schader Foundation was also available to the Expert Forum for its work and further complements the recommendations made here.

On 18 May 2004 the panel met Dr. Tania Puschnerat from the Federal Office for the Protection of the Constitution to discuss the topic of Islam. In conversations with other guest speakers, Professor Maurice Blanc of the University of Strasbourg and the University of Rotterdam's Professor Godfried Engbersen, on 28 June 2004 the panel looked at the research status and practical experiences of sociospatial integration of immigrants in the Netherlands and France and assessed their relevance for its own task.

The panel meetings were chaired by the project's leader, Christoph Kulenkampff of the Schader Foundation.

The panel wishes to thank Dr. Krüger-Conrad and Ms. Münch of the Schader Foundation for preparing and assessing its meetings, organizing its work and editing this report.

2. Practice Network cities

Berlin-Mitte with Moabit-West

Moabit-West: An inner-city neighbourhood of pre-WWI buildings. The northern part is a densely-populated area which traditionally houses workers and immigrants. The southern part, called the Moabit parlour, is traditionally bourgeois.

Essen with Altendorf and Bergmannsfeld

Altendorf: A neighbourhood at the edge of the inner-city with a mix of primarily post-war buildings. A Socially Integrated City programme district.

Bergmannsfeld: Large estate built in the late 1960s with buildings of up to 10 storeys. Properties are mainly owned by LEG-NRW.

Frankfurt am Main with Nordweststadt

Nordweststadt: The biggest housing estate in Frankfurt, built as a model neighbourhood in the 1960s and 70s. The settlement on the city outskirts consists of council housing and owner-occupied homes. It has its own large shopping centre. The properties belong to state-controlled housing companies.

Hamburg with Mümmelmannsberg and Schiffbeker Berg

Mümmelmannsberg: A large housing estate on the edge of the city, built in the 1960s and 70s. High density of buildings including highrises in the centre. A subsidized housing area undergoing reconstruction.

Schiffbeker Berg: A neighbourhood of densely-built housing of various types from the 1960s and 70s. The borders of the area are not clearly defined.

Hannover with Mittelfeld

Mittelfeld: Housing estate near the city centre. Various types of building, mainly post-war. Socially Integrated City programme district.

Mannheim with Neckarstadt-West and Durlacher Straße

Neckarstadt-West: Mannheim's biggest Wilhelminian urban expansion estate (mixed use), in the immediate vicinty of the city centre. Part of it is a Socially Integrated City programme district.

Durlacher Straße (Rheinau): A 1970s highrise housing estate on the city outskirts. Subsidized housing. Socially Integrated City programme district.

Munich with Moosach

Moosach: Neighbourhood on the edge of the downtown area with a variety of buildings, primarily from the post-war years.

Nuremberg with Langwasser and Südstadt

Langwasser: Urban expansion estate built in the 1960s and 70s on the south-east outskirts of Nuremberg. Mainly council housing but also privately owned homes. More large housing companies than private owners.

Südstadt: Innercity neighbourhood of old buildings with various uses, many of which were rebuilt after World War II. Traditionally an area of workers and immigrants. Densely populated. Property mainly owned by individuals. Part of northern Südstadt is a Socially Integrated City programme district.

VI. Bibliography

- AiD / Ausländer in Deutschland 4/2002 (Schwerpunkt: Bildung), 18. Jg. URL: http://www.isoplan.de/aid/2002-4/beruf_bild.htm
- AiD / Integration in Deutschland 3/2004, 20. Jg., 7
- Alt, Jörg, 2003: Leben in der Schattenwelt. Problemkomplex „illegale" Migration. Karlsruhe: von Loeper Literaturverlag
- Asmuth, Tobias, 2004: Mama lernt Schwäbisch. In: Frankfurter Rundschau 23/06/04
- Bade, Klaus / Oltmer, Jochen, 2004: Normalfall Migration. Bonn: Bundeszentrale für Politische Bildung
- Baumert, J. / Artelt, C. / Klieme, E. / Neubrand, M. / Prenzel, M. / Schiefele, U. / Schneider, W. / Schümer, G. / Stanat, P. / Tillmann, K.J. / Weiß, M. (Hrsg.), 2002: Pisa 2000 – Die Länder der Bundesrepublik Deutschland im Vergleich: Zusammenfassung zentraler Befunde. Berlin: Max-Planck-Institut für Bildungsforschung. URL: http://www.mpib-berlin.mpg.de/pisa/PISA_E_Zusammenfassung2.pdf
- Bericht der Unabhängigen Kommission „Zuwanderung"/Report of the Independent Commission on Migration to Germany, 2001: Berlin. URL http://www.bmi.bund.de/
- Bielka, Frank, 2004: Kommunale Wohnungswirtschaft ist Stadtentwicklung. In: Die Wohnungswirtschaft 11/2004, 12-16
- Blok-Kommission, 2004: Summary, conclusions and recommendations (English Summary of the report of the Blok-Commission on integration of immigrants in the Netherlands). URL: http://www.tweedekamer.nl/organisatie/voorlichting/commissies/eindrapport_integratiebeleid.jsp
- Bucher, Hansjörg / Kocks, Martina / Schlömer, Claus, 2002: Künftige internationale Wanderungen und die räumliche Inzidenz von Integrationsaufgaben. In: Bundesamt für Bauwesen und Raumordnung (Hrsg.), Internationale Wanderungen und räumliche Integration, Heft 8/2002, 415-430

- Bude, Heinz, 1998: Die Überflüssigen als transversale Kategorie. In: Peter Berger / Michael Vester (Hrsg.), Alte Ungleichheiten – Neue Spaltungen. Opladen: Leske + Budrich, 363-382

- Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung, 2004: Vorschläge zur Verbesserung der Bildungsberatung für Personen mit Migrationshintergrund. Materialien zur Bildungsplanung und zur Forschungsförderung. Heft 118. Bonn

- Buschmann, Birgit, 2003: Ausländische Selbstständige und ihre soziale und wirtschaftliche Bedeutung, Vortrag beim DtA-Forum „Wirtschaftsdynamik durch Existenzgründungen von Migranten?" am 17 Juni 2003 (Institut für Mittelstandsforschung der Universität Mannheim)

- Commission of the European Communities, 2004: Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. First Annual Report on Migration and Integration. Brussels. URL: http://europa.eu.int/eur-lex/en/com/cnc/2004/com2004_0508en01.pdf

- Cyrus, Norbert, 2000: Mobile Migrationsmuster. Zuwanderung aus Polen in die Bundesrepublik. In: Berliner Debatte INITIAL 11, Nr. 5/6, 95-103

- Die Vielvölker-Stadt. In: GEO 5/2004, 132-140

- Dönitz, Ulrich / Farr-Rolf, Gabriele, 2002: Konfliktmanagement in Stadtteilen mit besonderem Erneuerungsbedarf. Hrsg. von: Stadt Dortmund, Stadtplanungsamt, Abteilung Stadterneuerung, Ministerium für Arbeit und Soziales, Qualifikation und Technologie des Landes Nordrhein-Westfalen u. Ministerium für Städtebau und Wohnen, Kultur und Sport des Landes Nordrhein-Westfalen. URL: http://www.ils.nrw.de/publik/pdf/konfliktmanagement.pdf

- Erdmann, Kathrin, 2004: Durchblick bis in den letzten Winkel. In: Frankfurter Allgemeine Zeitung 20/10/04, 9

- Esser, Hartmut, 2000: Soziologie. Spezielle Grundlagen. Bd. 2. Die Konstruktion der Gesellschaft. Frankfurt, New York: Campus

- EVALO, 2004: Eröffnung von Anpassungsfähigkeit für lebendige Orte. Endbericht Gesamtprojekt. Hrsg. von: Brandt, Heike / Holzapfel, Helmut / Hopmeier, Ilka. Kassel

- EVALO-Begleitdokumentation, 2004: „Die Mischung macht's"

- Fassmann, Heinz / Kohlbacher, Josef / Reeger, Ursula (Hrsg.), 2002: Zuwanderung und Segregation. Europäische Metropolen im Vergleich. Klagenfurt, Celovec: Drava Vlg.

- Firat, Serap, 2002: Die Bedeutung der Wohneigentumsbildung für den Eingliederungsprozess von Migranten. Das Beispiel der türkischen Bevölkerung in Köln.

- Firat, Serap / Laux, Hans Dieter, 2003: Wohneigentumsbildung von Migranten – ihre Bedeutung für die räumliche und individuelle Eingliederung am Beispiel der türkischen Bevölkerung in Köln. In: Bundesamt für Bauwesen und Raumordnung. Heft 6.2003, 389-400

- Floeting, Holger / Henckel, Dietrich, 2003: Jobnomaden, Schwarzarbeiter und arabische Pizzabäcker: „Zukünfte" städtischer Arbeitsmärkte? In: Deutsche Zeitschrift für Kommunalwissenschaften (DfK). Bd. II/2003, 59-84

- GdW, 1998: Überforderte Nachbarschaften. Zwei sozialwissenschaftliche Studien über Wohnquartiere in den alten und den neuen Bun-des-ländern. GdW Schriften 48 aus der Reihe GdW Schriften des GdW Bundesverband deutscher Woh-nungsunternehmen e.V. Köln und Berlin

- GdW, 2004: Mietwohnungen in Deutschland – ein attraktives und wertbeständiges Marktsegment. Entwicklung, Besonderheiten und aktuelle Trends im internationalen Vergleich. GdW-Branchenberichte August 2004

- Göschel, Albrecht, 2001: Integration und Stadt. In: Deutsche Zeitschrift für Kommunalwissenschaften (DfK). Bd. I/2001, 5-11

- Grandt, Brigitte / Hanhörster, Heike, 2003: Potenziale der Wohneigentumsbildung von Migrantinnen und Migranten in benachteiligten Stadtteilen. Institut für Landes- und Stadtteilentwicklungsforschung des Landes Nordrhein-Westfalen. Dortmund

- Hanhörster, Heike, 2004: Eigentumsbildung als Wohn- und Integrationskarriere? In: Plattform, Informationen aus dem Landesprogramm des Sozialministeriums NRW Wohnungslosigkeit vermeiden - dauerhaftes Wohnen sichern. 1/2004, 32-36

- Häußermann, Hartmut / Kronauer, Martin / Siebel, Walter (Hrsg.), 2004: An den Rändern der Städte. Frankfurt: edition suhrkamp

- Häußermann, Hartmut / Siebel, Walter, 2001: Soziale Integration und ethnische Schichtung - Zusammenhänge zwischen räumlicher und sozialer Integration. Gutachten im Auftrag der Unabhängigen Kommission „Zuwanderung"

- Häußermann, Hartmut / Siebel, Walter, 2004: Stadtsoziologie. Eine Einführung. Frankfurt, New York: Campus

- IfS Institut für Stadtforschung und Strukturpolitik GmbH, 2004: Zwischenevaluierung des Bund-Länder-Programms „Förderung von Stadtteilen mit besonderem Entwicklungsbedarf – die soziale Stadt". Berlin

- Idik, Ercan / Schnetger, Meike, 2004: Barrieren einer Migrantenökonomie und Bedingungen einer geeigneten Förderstruktur. In: Walter Hanesch / Kirsten Krüger-Conrad (Hrsg.): Lokale Beschäftigung und Ökonomie. Herausforderung für die soziale Stadt. Wiesbaden: VS Verlag für Sozialwissenschaften, 163-183

- Jaeckel, Monika / Erler, Wolfgang, 2003: „Eigentlich sind wir hier schon das Vereinte Europa". Integration vor Ort gestalten. Handlungsmodelle für die nachhaltige Integration von Familien mit Migrationshintergrund in Kommune und Stadtteil. München: Deutsches Jugendinstitut

- Kandel, Johannes, 2002: Islam und Muslime in Deutschland. Internationale Politik und Gesellschaft Online. In: International Politics and Society 1/2002. URL: http://fesportal.fes.de/pls/portal30/docs/FOLDER/IPG/IPG1_2002/ARTKANDEL.HTM

- Kandel, Johannes, 2003a: Lieber blauäugig als blind. Anmerkungen zum „Dialog" mit dem Islam. Friedrich-Ebert-Stiftung. In: Islam und Gesellschaft Nr.2. URL: http://www.fes-online-akademie.de/download/pdf/blauaeugig.pdf

- Kandel, Johannes, 2003b: Organisierte Muslime in Deutschland zwischen Integration und Abgrenzung. Vortrag beim Symposium der Senatsverwaltung für Inneres „Islamismus in Deutschland" am 30 Oktober 2003

- Kommunale Gemeinschaftsstelle für Verwaltungsvereinfachung, 2004: Integrationsarbeit effektiv organisiert. Ein Handbuch für Kommunen. URL: http://www.kgst.de/menu_links/produkte/downloads/weitere_beitraege_und_dokumentationen/integrationsarbeit_effektiv_organisiert/integrationsarbeit_handbuch.pdf

- Konzept der Landesregierung zur Integration von Migrantinnen und Migranten in Schleswig-Holstein. Juni 2002. URL: http://landesregierung.schleswig-holstein.de/coremedia/generator/Aktueller_20Bestand/IM/Bericht_20_2F_20Gutachten/PDF/Integrationskonzept,property=pdf.pdf

- Krämer-Badoni, Thomas, 2004: Integration: Ein Plädoyer für klare Linien. URL: http://www.politische-bildung-brandenburg.de/programm/vortraege/integration_kraemer_badoni.pdf

- Krummacher, Michael, 2004: Kommunale Integrationspolitik und interkulturelles Quartiersmanagement in multiethnischen Stadtteilen. In: A. Treichler / N. Cyrus (Hrsg.), Handbuch Soziale Arbeit in der Einwanderungsgesellschaft. Frankfurt am Main: Brandes & Apsel-Verlag, 269-291

- Maron, Thomas, 2002: Klassenzimmer mit Aussicht. Hannover-Vahrenheide ist kein Vorzeigestadtteil, doch die Gesamtschule kann Erfolge vorweisen – jenseits von Pisa. In: Frankfurter Rundschau 20/06/02

- Meier-Braun, Karl-Heinz, 2002: Deutschland, Einwanderungsland. Frankfurt am Main: Suhrkamp

- Migration und Bevölkerung, 06/2004: Frankreich: Bericht über Segregation und islamischen Extremismus in den Vorstädten. URL: http://www.migration-info.de/migration_und_bevoelkerung/archiv/ausgaben/ausgabe0406.pdf

- Ministerium für Städtebau und Wohnen, Kultur und Sport des Landes Nordrhein-Westfalen, 2003: Modellprojekt „Interkulturelle Stadtentwicklung", URL: http://www.stadtplanung-dr-jansen.de/fileadmin/user_upload/Dokumente/interkult-stadtent.pdf

- Mitreden am Modell, 2002: Dokumentation des Bewohner/-innenbeteiligungsverfahrens nach der Methode „Planning for Real" im Flüsseviertel-Süd von Oktober 2001 bis Januar 2002. Hrsg. v. STEG Hamburg mbH, Quartiersbüro Lurup. URL: http://www.unser-lurup.de/stadtteilentwicklung/download/Mitreden%20am%20Modell.pdf

- Müller, Christa, 2002: Wurzeln schlagen in der Fremde. Internationale Gärten und ihre Bedeutung für Integrationsprozesse. München: ökom Verlag

- Münz, Rainer / Ulrich, Ralf E., 2000: Migration und zukünftige Bevölkerungsentwicklung in Deutschland. In: Klaus J Bade / Rainer Münz (Hrsg.), Migrationsreport 2000. Frankfurt am Main: Campus, 23-57

- Nasemann, Andrea, 2001: Auf gute Nachbarschaft. Das Gesetz zur Reform des sozialen Wohnungsbaus soll Ghettobildungen vermeiden. In: Süddeutsche Zeitung 13/12/01

- Özcan, Veysel, 2004: Ausländische Selbstständige in Deutschland. In: Walter Hanesch / Kirsten Krüger-Conrad (Hrsg.), Lokale Beschäftigung und Ökonomie. Herausforderung für die soziale Stadt. Wiesbaden: VS Verlag für Sozialwissenschaften, 137-162

- PISA, 2001: URL für: „Lernen für das Leben. Erste Ergebnisse der internationalen Schulleistungsstudie PISA 2000" unter: http://www.pisa.oecd.org/Docs/Download/PISA2001(deutsch).pdf

- Planerladen e.V. (Hrsg.), 2004: Diskriminierung im Wohnbereich bekämpfen. Freizügigkeit von Zuwanderern sichern. Experten-Workshop. Eine Dokumentation. Dortmund

- Planning for Real beim Planwagen, 2003: Dokumentation des Beteiligungs- und Planungsverfahrens für den SAGA-Spielplatz Peene-/Trebelstraße im Flüsseviertel-Süd Hamburg-Lurup.

Schriftenreihe der SAGA-Geschäftsstelle Osdorf / Heft 3. URL: http://www.unser-lurup.de/stadtteilentwicklung/download/Doku-Spielplatz-Peenestr-Trebelstr.pdf

- Sachverständigenrat für Zuwanderung und Integration, 2004: Migration und Integration – Erfahrungen nutzen, Neues wagen. Jahresgutachten 2004. Nürnberg. URL: http://www.bafl.de/template/zuwanderungsrat/gutachten_2004/gutachten_2004_gesamt_000_480.pdf

- Salentin, Kurt, 2004: Ziehen sich Migranten in „ethnische Kolonien" zurück? In: Klaus Bade / Michael Bommes / Rainer Münz (Hrsg.), Migrationsreport 2004. Fakten, Analysen Perspektiven. Frankfurt / New York: Campus, 97-116

- Scherer, Herbert, 2003: Kulturelle Segregation – Zweisprachigkeit – Integration – Assimilation. Vortrag bei der Jahrestagung Stadtteilarbeit 2003 „MigrantInnen im Stadtteil". 19.-21/11/03 in Hannover. URL: http://www.stadtteilarbeit.de/index.html?/Seiten/Theorie/scherer/kontroversen_migration.htm

- Schmidt, Caroline, 2004: „Mir fehlen so lange Wörter." In: Spiegel special 03/2004. URL: http://www.spiegel.de/spiegelspecial/0,1518,317061,00.html

- Schuleri-Hartje, Ulla-Kristina / Floeting, Holger / Reimann, Bettina, 2005: Ethnische Ökonomie. Integrationsfaktor und Integrationsmaßstab. Darmstadt: Schader-Stiftung / Deutsches Institut für Urbanistik

- Simmel, Georg, 1992: Exkurs über den Fremden. In: Ders., Soziologie. Untersuchungen über die Formen der Vergesellschaftung. Gesamtausgabe Band II. Frankfurt am Main: Suhrkamp, 764-771

- Soldt, Rüdiger, 2004: Wir können alles außer Deutsch. „Nachholende Integration" heißt das Konzept zur Ausländereingliederung der Stadt Stuttgart. In: Frankfurter Allgemeine Zeitung 07/05/04

- Steins, Gisela / Nothbaum, Norbert / Kämper, Andreas / Mölder, Margit / Müller, Norbert, 2003: Zu den Bedingungen von Integra-

tion in unterschiedlichen Hausgemeinschaften bei türkischen und deutschen Mietern. In: Umweltpsychologie 1/2003, 7. Jg., 108-123

- Straßburger, Gaby, 2001: Evaluation von Integrationsprozessen in Frankfurt am Main. Hrsg. vom: Dezernat für Integration. Frankfurt am Main. URL: http://www.stadt-frankfurt.de/amka/deutsch/veroeffentlichungen/Ges_Vers_studie.pdf
- Terlinden, Ulla, 2003: Migration und „Transnationale Soziale Räume". In: RaumPlanung 111 Dez. 2003, 235-240
- „Veddel – die neue Schanze. Alternatives Wohnen am Wasser – für 178 Euro pro WG-Zimmer" In: Hamburger Morgenpost 17/07/04
- Zentrum für Türkeistudien, 2003: Die Wirtschaftskraft der türkischen Selbstständigen in Deutschland, NRW und der Europäischen Union. Essen
- Zwicklhuber, Maria (Hrsg.), 2003: Interkulturelles Zusammenleben und Integration als kommunalpolitische Herausforderung. Handbuch für die interkulturelle Gemeindearbeit. Interkulturelles Zentrum. URL: http://doku.cac.at/handbuchfuergemeinden.pdf

VII. Information source for good-practice models

- Bertelsmann Stiftung (Hrsg.), 2003: Auf Worte folgen Taten. Gesellschaftliche Initiativen zur Integration von Zuwanderern. Verlag Bertelsmann Stiftung.
  The volume records around 1000 integration projects, listed by Land.

- Fünfsinn, Helmut, 2001: Kommunale Kriminalprävention. Ausgewählte „best practices" und ihre Verbreitung. In: Schader-Stiftung (Hrsg.), wohn:wandel. Szenarien, Prognosen, Optionen zur Zukunft des Wohnens. Darmstadt, 351-362

- Good-Practice-Center (GPC). URL: http://www.good-practice.de/loesungen
  The aim of the Good Practice Center is to make competences, experiences, ideas and tried-and-tested solutions for supporting the job prospects of the disadvantaged available to everyone. It is a central documentation, information, communication and networking site.

- Handbook on Integration for policy-makers and practitioners, 2004. European Commission. Directorate-General Justice, Freedom and Security.URL: http://europa.eu.int/comm/justice_home/doc_centre/immigration/integration/doc/handbook_en.pdf

- Institut für Landes- und Stadtentwicklungsforschung und Bauwesen des Landes Nordrhein-Westfalen (ILS NRW), Fachbereich Stadtentwicklung und Gesellschaft (Hrsg.), 2004, Belegungsmanagement in der integrierten Stadt(teil)entwicklung. Dokumentation des Fachgesprächs am 11 December 2003 in Dortmund. Examples from Bielefeld, Siegen and Monheim. URL: http://www.ils.nrw.de/publik/pdf/belegungsmanagement.pdf

- IMINET. URL: http://www.lawaetz-stiftung.de/extern/iminet/iminet_projekt.html
  IMINET is the abbreviation for a transnational project, Networking for the Labour Market Insertion of Excluded Immigrants. It was sponsored by the European Commission programme Preparatory Measures to Combat Social Exclusion and ran for 14 months from February 2002 to March 2003.

- Innovative Projekte im Städtebau (IProS). URL: http://www.werkstatt-stadt.de/ipros/index.php

- Integrationskompass Hessen. URL: http://www.sozialnetz.de/integrationskompass
  A project database on the broad topic of integration.

- Jaeckel, Monika / Erler, Wolfgang, 2003: „Eigentlich sind wir hier schon das Vereinte Europa". Integration vor Ort gestalten. Handlungsmodelle für die nachhaltige Integration von Familien mit Migrationshintergrund in Kommune und Stadtteil. München: Deutsches Jugendinstitut

- Krummacher, Michael / Waltz, Viktoria, 2000: Ruhrgebiet: Migration und Stadtentwicklung in einer altindustrialisierten Region. Herausforderungen, Versäumnisse und ‚best-practice'-Beispiele. In: Klaus Schmals (Hrsg.), Migration und Stadt. Entwicklungen, Defizite, Potentiale. Opladen: Leske + Budrich, 215-237

- LEG-Magazin 3/2004. (NRW) Thema: Soziales Engagement. Mieterbedürfnisse im Mittelpunkt. URL: http://www.leg-nrw.de/service/maga0304/LEG-magazin-3-04.pdf

- Ministerium für Städtebau und Wohnen, Kultur und Sport des Landes Nordrhein-Westfalen, 2003: Modellprojekt „Interkulturelle Stadtentwicklung"

- Müller, Christa, 2002: Wurzeln schlagen in der Fremde. Internationale Gärten und ihre Bedeutung für Integrationsprozesse. München: ökom Verlag

- Oberste Baubehörde im Bayerischen Staatsministerium des Innern, 1999: Intakte Stadtquartiere. Maßnahmenkatalog zur Beseitigung und Vermeidung sozialer Fehlentwicklungen. Überblick mit Beispielen aus der Praxis.

- Oberste Baubehörde im Bayerischen Staatsministerium des Innern, 1999: Sozialarbeit von Wohnungsunternehmen. Neue Herausforderungen für die Wohnungsunternehmen im Zuge des sozialen und demographischen Wandels. Arbeitsblätter zum Wohnungsbau. URL: http://www.stmi.bayern.de/imperia/md/content/stmi/bauen/wohnungswesen/soz_manag/arb_blatt/arb_bl_sozialarbeit.pdf

- Praxisdatenbank Soziale Stadt. URL: http://www.soziale-stadt.de/praxisdatenbank/
The practical database has examples from strategic fields of activity and descriptions of district-oriented projects from integrative district development topic areas. It currently contains around 350 entries, many of which cover several fields of activity.

- Preis Soziale Stadt. URL: (2000) http://www.schader-stiftung.de/docs/preissozialestadt2000.pdf sowie (2002) http://www.schader-stiftung.de/docs/preis_soziale_stadt_dokumentation_2002.pdf
Competition for the Socially Integrated City Award, first awarded in 2000, has increased public appreciation for social projects in cities and neighbourhoods. The award publications document many projects.

- Sachverständigenrat für Zuwanderung und Integration, 2004: Migration und Integration – Erfahrungen nutzen, Neues wagen. Jahresgutachten 2004. Nürnberg. URL: http://www.bafl.de/template/zuwanderungsrat/gutachten_2004/gutachten_2004_gesamt_000_480.pdf

- Stadtteilarbeit.de. URL: http://www.stadtteilarbeit.de/
  The "projects" link directs visitors to a detailed presentation of various projects, often with specific relevance to immigrant issues.

- Städte-Netzwerk NRW. URL: http://www.netzwerk.nrw.de/rjp_2003_15.htm
  Under the "Abkupfern erwünscht" heading you will find a list of project links and contact addresses.

- Zentrale Geschäftsstelle Polizeiliche Kriminalprävention der Länder und des Bundes (Hrsg.), 2003: Städtebau und Kriminalprävention. Eine Broschüre für die planerische Praxis. Stuttgart. URL: http://www.polizei.propk.de/mediathek/fachpublikationen/pdf/staedtebau.pdf

- Zwicklhuber, Maria / Interkulturelles Zentrum Wien (Hrsg.), 2003: Interkulturelles Zusammenleben und Integration als kommunalpolitische Herausforderung. Handbuch für die interkulturelle Gemeindearbeit
  pp. 65-77: Examples of integration activities from Germany and elsewhere.