

20 YEARS'

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STUTTGART PACT FOR  
INTEGRATION

COHESION IN DIVERSITY



State Capital Stuttgart  
**Division of Social Affairs and Integration**  
Department for Integration Policies  
Eberhardstraße 61  
70173 Stuttgart  
E-mail: sip@stuttgart.de  
stuttgart.de/integrationspolitik

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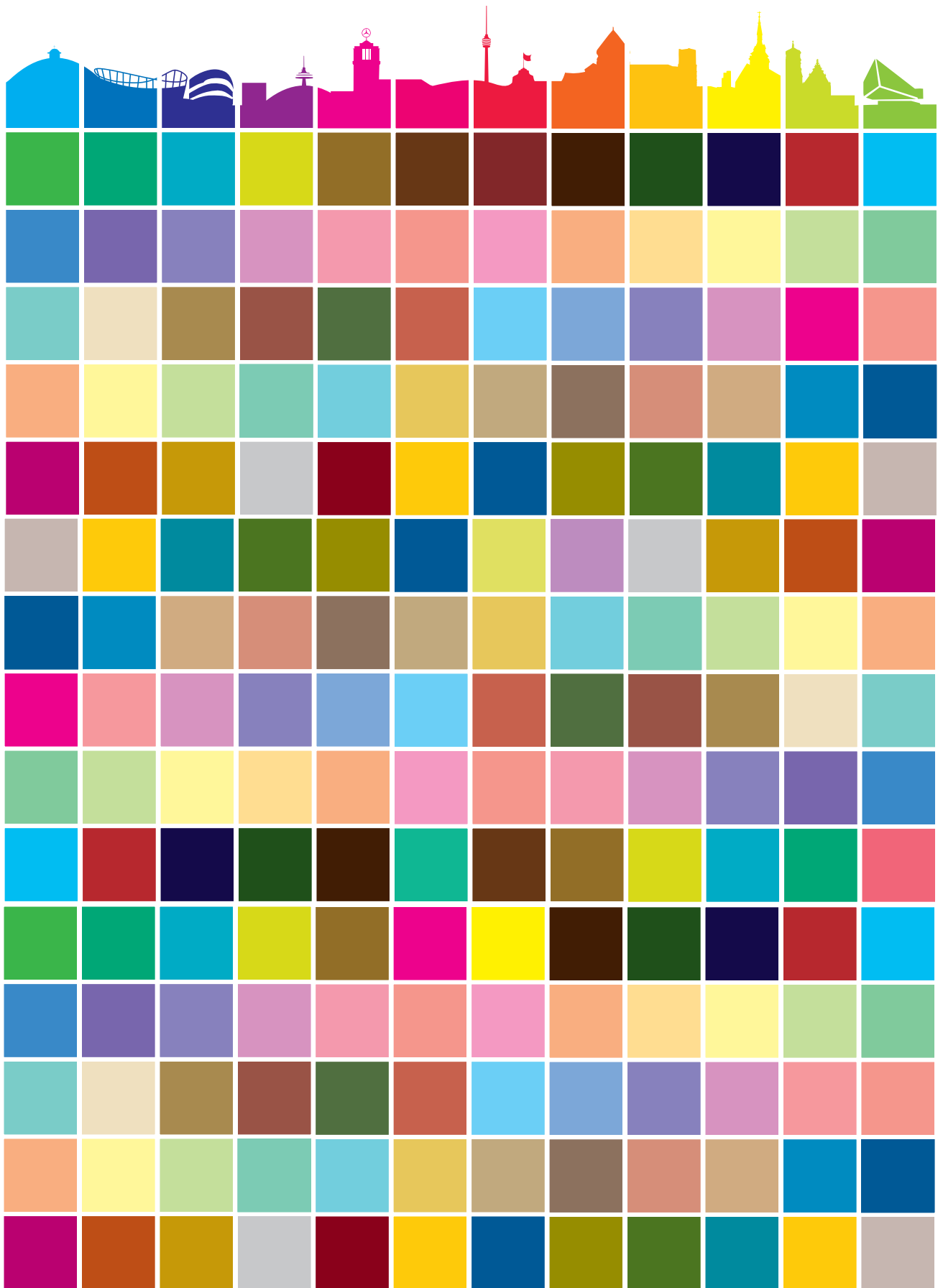
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## Table of contents

 Introduction	5
<hr/>	
 Guidelines of Stuttgart's integration policy	7
<hr/>	
 Conceptual development	15
<hr/>	
 Current work priorities	17
<hr/>	
 Recommendations of the Stuttgart Allies for Integration	25
<hr/>	
 Retrospect: Focus of Integration Work	
2001 to 2012	27
2013 to 2021	29
<hr/>	
 Outlook	33
<hr/>	
 Annex	35



*Television Tower, Stuttgart's landmark*



## Introduction

In 2001, the State Capital Stuttgart developed a concept for a municipal integration policy as an overall strategy called the Pact for Integration. The Stuttgart Municipal Council adopted this concept in autumn 2001 and, with further resolutions in the years to follow, enabled the implementation of necessary actions and projects. To date the Stuttgart Pact for Integration has been an important basis for the development of similar integration concepts in other cities.

With this publication, we want to give a brief review of the milestones of our integration work over the last 20 years. However, the focus is now on current and future challenges which we want to master together with regard to a sustainable city development.

In 2016, various integration policies were structured in a newly created pool: the Social Affairs and Integration Division. This included integration in health care and the creation of living spaces for senior citizens, dependants and the homeless (Social Welfare Office, Public Health Office, Public Undertaking Living and Housing), the occupational reintegration of the long-term unemployed (Job Centre), inclusion of people with disabilities and the integration of people of other nationalities.

The interdepartmental strategic planning for social integration is a prerequisite for a sustainable, social development in the city. With the social integration steering committee, we created a body where experts from youth welfare, the Stuttgart Partnership for Education, the State Education Authority, the Foreigners' Registration Office, the migration counselling services of the welfare organisations and representatives from various staff units are involved in this cross-departmental work. Stuttgart, as a socially inclusive and integrative city, has set itself the goal of being a child-friendly, educationally just and diverse city. Thus, the Stuttgart Pact for Integration is rooted in a broader social integration policy.

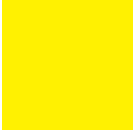
Under the 20-year leadership of Gari Pavković, the Department for Integration Policies has been an important driving force in the further development of integration policy strategies in the social and educational sector. The team of the Commissioner

for Integration stands for continuity and, at the same time, for the successful implementation of innovative integration projects involving many participants from civil society.

The Stuttgart Pact for Integration is the result of many joint efforts for a successful social integration and living together in a cultural diverse society. In the introduction to the brochure, "Ten years' Stuttgart Pact for Integration", Wolfgang Schuster, the former Mayor, wrote: "The City Council of the State Capital, the municipal departments, welfare organisations, state institutions and numerous people active in the civil society have made a significant contribution to making Stuttgart a cosmopolitan and liveable city – a place where Stuttgart residents from all over the world can feel at home and have made themselves at home." This is still true after 20 years.

How we live together in our city, is shaped by the environment in which we live, but major social developments also play a part. The COVID-19 pandemic with the restrictions it brings, digitalisation, changing demands and unequal opportunities in the labour market cause an uncertainty in large sections of the population. Other unsettling factors are the necessary restructuring of the economy towards climate-friendly products, securing skilled labour through inward migration from Germany and abroad, and at the same time, the increase in property and rental prices, and also the consequences of the demographic situation – an ageing population on social security systems – and new protest movements.

Some see the increasing diversity of lifestyles as a threat to the community, whereas others understand it as a potential for innovation. People have different and sometimes conflicting expectations of the city administration and politics. We need a common understanding of how we want to live together in our city. The goal of a forward-looking social integration policy is to offer all population groups fair opportunities to participate in public life. This is a joint task of politics, administration and the civil society. Within the administration, there should be a closer network across the departments in terms of strategic social and integration planning.



It is about equal opportunities and social cohesion in a diverse society. Therefore, together and by involving different social groups, we will continue to develop and extend the action programmes necessary. This also means a constructive approach in dealing with social diversity. Youth forums, dialogues with different population groups as to the future, programmes for democratic education, as well as systematic initiatives for the implementation of sustainability goals and the improvement of a harmonious coexistence in the city districts are all steps in the direction for shaping a constructive community.

When it comes to strengthening social cohesion and meeting future challenges, we want more involvement on the part of

our citizens who have a migration background. A cosmopolitan and solidly united urban society is in our shared interest. Diversity stands for new innovative ideas and creative solutions. Strengthening what unites us also means respecting different perspectives and lifestyles. However, differences should not bring about disadvantages for subgroups. Developing a common vision for a good coexistence is a process of negotiation that can also sometimes involve conflicts. The key objective uniting us is a liveable city for all.

I would like to thank everyone – whether on a salaried or voluntary basis – already making the effort in many ways to ensure that Stuttgart is and remains a liveable city in the future.



Dr. Alexandra Sußmann  
Deputy Mayor for Social Affairs and Integration



# Guidelines of Stuttgart's integration policy



46 percent of Stuttgart's population have a migration background.

Aims and fields of action of Stuttgart's integration policy have been presented in numerous municipal and external publications, in detail in the update of the Pact for Integration 2009 and in the book by the former Mayor, Dr. Wolfgang Schuster "Willkommen im Einwanderungsland!" (2012, "Welcome to the immigration country!"). A selected list of publications on Stuttgart's integration policy is attached in the annex.

The chapter "Retrospect" focuses on the developments of the last ten years. These were and still are characterised by the immigration of young skilled professionals from the European Union and third countries, as well as the strong influx of refugees since 2015. Stuttgart's integration concept is based on three key objectives and the implementation strategies associated with it:

- Facilitating arrival for new immigrants to find their feet
- Promoting participation and cohesion together
- Using and shaping diversity productively in the immigration city

## 1. Facilitating arrival

Worldwide migration is a permanent state of affairs. This includes internal migration within one country, as well as the transnational mobility, which means immigration from abroad and emigration to foreign countries. In contrast to traditional immigration countries overseas, Germany is a migration society. The majority of people from abroad come to us originally on a temporary basis and not as classic immigrants such as Germans and people from Southern Europe who emigrated to the USA in the 19th century. Many immigrants have close ties to several national spaces and cultures.

The German Residence Act recognises the following purposes of residence:

- Vocational Education (studies, on-the-job training, language courses)
- Employment
- Family reunion
- Humanitarian and political reasons

- Special rights of residence (seasonal workers, service providers in the context of cross-border service provision, etc.)

Not every residence permit comprises the same rights as regards gainful employment, social benefits and consolidation of residence. Immigration regulated by legal provisions at a federal level, and central integration measures for new immigrants are subject to the responsibility of the federal government. New immigrants from abroad (in short: migrants) are therefore a very heterogeneous group. The largest subgroup among them are labour migrants from other EU countries and third countries. As a key business location, which like other European cities is characterised by an ageing society, Stuttgart needs skilled workers from abroad, in particular in technical professions and in the health sector.

Since 2011, the population of Stuttgart has increased significantly, in particular due to immigration from abroad. On 30 September 2021, some 602,400 people were living in Stuttgart. More than a quarter are foreigners (26 percent), almost half of them with a migration background (46 percent). The city itself and the Stuttgart region are attractive to job seekers on a national and international level because the local economy offers them a wide range of job perspectives – in industry and commerce, in skilled trades and in the health sector, and increasingly in science and research. From the point of view of integration policy and economic development, we



Stuttgart attracts students from all over the world.

want to attract skilled workers from all over the world and hope they will stay here in the long term – and with their families.

### Incentives to stay

The integration policy triad “Arrive – Stay – Shape” also applies to international students as potential future professionals. Many young people study abroad for some years to pursue their career elsewhere (“study and go”). In line with the “study and stay” approach, we enable international students to make a successful transition from study to work with information events and various initiatives, if the young people want to decide on this option in the course of their studies. Outside working life Stuttgart also offers its new citizens many incentives to stay: a good educational and cultural offer, a wide range of sports and leisure activities, a family-friendly infrastructure, safety in public spaces and, last but not least, an efficient public administration. A bigger problem is the lack of affordable housing in the city.

Due to our many years of experience, we know that integration cannot be taken for granted despite the good framework conditions in Stuttgart. In the phase of initial integration, three factors are decisive for new immigrants to feel at home:

1. Newcomers to Stuttgart are welcome here;
2. Direct support for new immigrants from abroad with suitable integration measures: counselling, good German language support for children, adolescents and adults, further educational offers;
3. Encourage positive relationships with locals (with and without a migration background), if necessary with support of welcome buddies and other integration guides. Through the increased orientation of the districts as “welcome spaces” or “arrival districts” with attractive offers for multicultural Stuttgart’s residents, this means people who are at home in several cultures, languages and living environments.

Diverse offers to help newcomers to Stuttgart feel at home.



Stuttgart is considered a cosmopolitan city. A culture of welcome strived for by politics, administration, business and civil society is plausible if it includes all new citizens. It makes sense to gain "the best brains" from all over the world and keep them in the context of labour migration and business development.

This attitude of openness and acceptance also applies to people who have come to us as refugees. At federal and state level, asylum seekers were for a long time not a target group of integration policy.

### **Support of new immigrants**

Stuttgart became known nationwide through the inclusive guiding principle of the former Mayor, Dr. Wolfgang Schuster: "Stuttgart is a city of international immigration, and anyone living here is a citizen of Stuttgart" (Stuttgart Pact for Integration. Update 2009). This liberal basic stance was already shaped by his predecessor Manfred Rommel. According to

Rommel, the purpose of life is not only asserting and fulfilling oneself, but to do something meaningful for other people. We all are Stuttgart citizens and good Stuttgart citizens contribute to the public good.

A culture of welcome must also be anchored in municipal administrative structures. A milestone in this direction was the Stuttgart Welcome Center during the term of the Mayor Fritz Kuhn. This counselling centre for new immigrants, established in 2014 and jointly run by the State Capital Stuttgart and the Stuttgart Region Economic Development Corporation, works closely with many competence centres. The multilingual team of the Welcome Center is supported by involving staff from the migration counselling services.

The Migration Competence Center offers expert counselling to municipal offices and welfare organisations on the complex provisions of residence law.



*The Welcome Center Stuttgart advises and accompanies new immigrants.*

The Migration Competence Center and the Welcome Center are assigned to the Department for Integration Policies. Strategic planning and direct practical relevance in migration work complement each other. Since 2005, the Department for Integration Policies has been coordinating the cooperation networks for federal integration courses and the supplementary municipal German courses. The municipal "Mum learns German" language courses close to home have been offered at schools since 2002. Since 2015, these have been supplemented by German courses for migrants co-financed by the state pursuant to the German Administrative Regulation (VwV). Since 2016, the overall language programme has also included the courses for job-related German language promotion based on the integration courses. In addition to the language course providers, other relevant institutions are represented in the Stuttgart Cooperation Network for the overall language programme: regional coordinators of the Federal Office for Migration and Refugees (BAMF), Foreigners' Registration Office, Clearing Centre for Linguistic Integration and Citizens' Service for Social Benefits for Refugees (Social Welfare Office), Employment Agency and the Municipal Job Centre, Welcome Center, the Migration Services of the welfare organisations, as well as the Stuttgart Vocational Training Campus.



German courses



*In October 2019, the Welcome Center Stuttgart and the Service Region Stuttgart celebrated their „fifth anniversary“ with the Chairman of the Verband Region Stuttgart, Thomas S. Bopp, the former Mayor Fritz Kuhn, the Head of the Department for Integration Policies, Gari Pavkovic and the former Deputy Mayor Werner Wölfle (from the right).*

#### **Commitment of citizens as an important guarantor of success**

German courses, as well as other federal and municipal integration support, are important prerequisites for professional and social integration. An essential factor for the new citizens to feel at home is also the establishment of social contacts and friendships with neighbours and other people – at school, at work, in sports and cultural clubs. These persons of trust make the arrival process easier. This also involves volunteers in migrant organisations, in refugee friendship groups, as well as bridge builders to the German society, such as educational mentors. If necessary, the work of the Welcome Center is supported by volunteer welcome buddies for new immigrants.

An African saying goes: it takes a whole village to raise a child. Thanks to the varied commitment of our citizens, the Stuttgart Pact for Integration is a success story, since it needs the entire city society to provide the new Stuttgart citizens with equal participation opportunities and to give them the feeling they belong.

#### **Guiding principles of integration policy**

Municipal and federal authorities, as well as civil society initiatives support the integration and participation of the new immigrants (principle of support). The success depends to a great extent on the migrants' own willingness to integrate (principle of personal responsibility). People who claim social benefits are obliged to participate in German and integration courses (principle of demanding).

Our free democratic order (including the principle of equal treatment) is the basis for a joint framework of values. Individual rights and group interests must not impair the interests and welfare of the general public (focus on public interest).



Personal responsibility and motivation, equal treatment and focus on public interest, as well as the activating control of the welfare state according to the principle of incentives and demands, are guiding standards of social integration policy in Germany.

## 2. Promoting participation and cohesion

Social integration is a cross-sectional task of the city administration and its cooperation partners. The task of the city as a service provider is to provide all population groups with equal access to municipal public services. In welfare states like Germany, public services are open for all residents. Civil and social rights, formerly only a privilege of German nationals, also apply to foreign citizens with a permanent residence status. Despite extensive equal opportunities, there are barriers to standard care for certain population groups. This includes people affected by poverty and various impairments (chronic diseases, disability, etc.). Migration-related barriers include insufficient knowledge of the German language, lack of knowledge about responsibilities and structures of institutions, as well as experiencing discrimination.

It is the responsibility of municipal institutions to ensure accessibility to their services for all population groups. Equal partici-

pation opportunities for migrants should be enabled and guaranteed by measures of personnel and organisation development. In technical jargon, this is called intercultural opening of the administration. These measures include the intercultural training of staff (enhancement of competence when dealing with migration-related diversity), if necessary the deployment of qualified interpreters and the recruiting of multilingual skilled workers with a migration background who are familiar with the different everyday lives of the immigrants.

### More diversity at the city and in companies

Participation is not limited to the use of municipal and federal services geared to promoting independent living. It is also about equal access to positions in central institutions of public life. As an employer, the City wants to increase the proportion of people with a migration background as trainees and employees. The composition of the workforce should represent social diversity. The trust in federal institutions is strengthened when their staff members reflect all population groups. The democratic promise is: anyone, regardless of gender, origin and other characteristics can reach higher positions in public service, if he or she has the appropriate qualifications and motivation.



*Welcoming the trainees in the Liederhalle*

Here, it is once again the responsibility of the public administration to recognise and reduce conscious or unconscious exclusion mechanisms. The same applies to the private sector, politics and media. Public administration should be a role model when it comes to intercultural orientation.

### Empowerment programmes promote participation

The local government is not least an important shaper of social change. Citizens are involved in many planning processes. Civil society initiatives get support and they in turn, with their commitment, relieve the administration, as recently seen in refugee aid. Migrant organisations are active alliance partners for integration in Stuttgart. They are increasingly involved in the local Partnership for Democracy and other projects to strengthen social cohesion.

Political education is a prerequisite for political participation. Expert members of the International Committee advise the municipal council and the administration on various issues of migration and integration. With the naturalisation campaign and different empowerment programmes, the city promotes social and political participation of migrants. Stuttgart's motto in the context of participation is shaping society jointly and using the potential of all parties involved (empowerment). Integration means participation. Active participation in turn strengthens the bond with the city where one lives. The feeling of belonging shows what unites us despite our differ-



*PASS auf (eyes open for your "Pass"), become naturalised*

ences. About two thirds of the Stuttgart's population live in the outer city districts. When shaping neighbourhoods in district initiatives, citizens' forums and other local committees migrants are still under-represented.

### 3. Using and shaping diversity

The State Capital Stuttgart promotes cultural diversity and social cohesion in the sense of the European integration model. There is an interaction between the two. The acceptance of diversity strengthens social cohesion. Three key objectives are formulated in the Stuttgart Pact for Integration:

1. Promoting the participation and equal opportunities of people of different origin
2. Promoting peaceful coexistence of the different population groups
3. Using the cultural diversity to expand personal and professional competencies of all in the international urban society. In the 2006 publication on the fundamentals of integration policy in the State Capital Stuttgart, we wrote: "In an open society, cultural diversity means enrichment and, at the same time, the enhancement of the quality of life, but also a call for personal and social development. Dialogue with other cultures expands the range of possibilities for action and abilities for all population groups."

The term cultural diversity used so far refers to plurality characterised by immigration, i.e. migration-related diversity (from Latin *diversitas*). This term also means variety or differences. Diversity management in socio-political contexts and in organisations is therefore also the constructive handling of the diversity of people and social groups with their manifold perspectives, experiences and competences. Heterogeneity



*Basis of living together: the German Constitution*



tends to be seen as more of a problem in homogeneously oriented learning contexts.

### Stuttgart: a manifold urban society

Non-natives, immigrants and their children from more than 180 countries from all continents live in Stuttgart. People from Europe including Turkey form the largest group of migrants of the city's almost 156,000 foreign citizens (some 116,000, data as of 31 December 2020). Some 277,500 residents have a migration background. In addition to foreign citizens, these include German nationals born abroad, as well as their children under 18. Migration-related diversity includes among other things:

- Diversity of languages spoken in Stuttgart (multilingualism),
- Diversity of cultures in their traditional and contemporary forms from all over the world (multiculturalism), as well as new forms of cultural expression resulting from mutual interaction and the linking of cultures (interculturalism, transculturalism) and
- Diversity of religions, as well as new spiritual developments

In short, this means a variety of perspectives, experiences and competencies related to different areas of life and knowledge (a "world knowledge" of an immigration society). "Diversity is our strength." This motto of the Canadian city Toronto also applies to Stuttgart. Creative cities and regions worldwide are characterised by the fact that they use the manifold talents and potential of immigrants in developing innovative technologies, in cultural work and other fields of action.

### Migrants participating in integration work

The State Capital Stuttgart also makes targeted use of the manifold competencies of the international population when it comes to integration work. This includes projects and campaigns according to the approach "With migrants for migrants":

- Involvement of migrants in various municipal guide projects such as intercultural bridge builders, health guides, violence prevention in refugee accommodation,
- Promotion of comparable mentoring programmes with independent sponsors and in migrant organisations, such as the scholarship and mentoring programme "Agabey-Abla" (big brother – big sister) of the German-Turkish Forum, as well as
- Various integration projects by migrant organisations and refugee initiatives.

The expanded approach "With migrants (and non-migrants) for all" promotes the cultural work of migrant organisations and other intercultural interested parties on a project-related and institutional basis. Newer projects in political education



Cultural diversity in Stuttgart


(project "Hello Democracy") and in the link between integration and criminal prevention ("respect guides", peer mentoring at Deutsche Jugend aus Russland [initiative for young people from Russia] etc.) are supported.

Multilingual integration guides have good access to how the various migrant communities live. The city uses the potential of the multilingual population, also by employing qualified interpreters in various offices.

Migrants contribute their expertise and experience to various advisory boards. This includes municipal working groups and thematic working groups at the Forum of Cultures and other organisations. Political counselling on migration and integration by competent residents is provided in the district advisory councils, for the municipal council in the International Committee.

### Reducing discrimination

With the increasing social recognition and growing self-confidence of previously marginalised population groups, these subgroups expect increasingly equal representation in social institutions. In addition to migrants and people of colour, this also applies to members of non-Christian religious communities, people with disabilities and members of the LGBTTIQ community. It is all about legal and structural equality, with the women's movement as its predecessor. The claim for equal representation and co-determination is associated with new negotiation processes and distribution conflicts. Improved participation opportunities lead to much more protest and discussion about discrimination than before (integration paradox according to Aladin El-Mafaalani).



Many programmes under the heading “Shaping diversity” refer to the improvement of participation through the reduction of discrimination. Almost all cities, which claim to be a cosmopolitan municipality, have established local partnerships for democracy with federal funding, and many have also set up anti-discrimination offices. The Stuttgart Partnership for Democracy has existed since 2017 and has been co-financed to a greater extent from city funds since 2020. The new polarisation by right-wing populism and other anti-democratic movements, as well as social inequality, jeopardise the peaceful coexistence in plural democracy more than any other negative developments. Therefore, education in democracy and anti-discrimination measures are important pillars of social integration policy in Stuttgart.

#### **Creating meeting places in the city**

Promoting and using the creative potential in the international city (summarised above as “world knowledge”) focuses primarily on the cultural sector. The institutional promotion of the Forum of Cultures, the German-Turkish Forum and several other intercultural organisations has significantly enriched Stuttgart’s cultural life. The knowledge and interested parties are there to extend comparable intercultural and transcultural approaches into other fields: education, health promotion, new forms of living for the common good, socially inclusive district development and the further development of a city-wide sustainability strategy. This requires appropriate city spaces where innovative developments can be actually tested (real-world laboratories for transcultural learning in a cooperation between civil society and science).

With a House of Cultures, a place is to be created with a progressive push in the right direction: a joint shaping of social change with contributions from the international population of Stuttgart and experts from all over the world. We want to use the existing diversity competencies to develop a common vision for our city of tomorrow and how we can achieve this. The House of Cultures should also be a laboratory for contemporary transcultural art. Participative projects are a central element of the programme. Creating spaces for encounters is an essential component of any programme concept.



# Conceptual development

The Social Affairs and Integration Division (SI Division) was established in 2016 to bring the various strategies and measures against inequality and for equal participation “under one roof”.

## 1. A wider understanding of integration

The SI Division is based on a broader understanding of integration. Social politics and integration policy always consider all population groups. There is, however, still a need for specific migrant programmes. These, in turn, require measures adapted to meet the needs of refugees, skilled workers new to the city, children and young people from immigrant families, women and older people. Specific measures are also needed for people with disabilities and those affected by poverty, health issues and other problems.

At the same time, strategic planning must take into account the respective overlapping and interaction of the various influencing factors that lead to social inequalities (intersectional approach). To achieve good work processes in large municipal administrations it is necessary to differentiate between the business sectors: those with a legal mandate (compulsory tasks) and those with voluntary services. However, major social challenges like strengthening social cohesion can only be mastered with an integrated interdepartmental approach.

## 2. Intersectional cooperation structures

In the SI Division, coordination between the offices and departments takes place in regular meetings with the Deputy Mayor.

Interdepartmental cooperation is carried out in the social integration steering group chaired by the Deputy Mayor for Social Affairs and Integration. Various departments and staff units are represented in this committee at management level.

## 3. Terms for a broader understanding of integration

One suggestion from the hearings on “20 Years’ Pact for Integration” (May to September 2021) was to clarify the conceptual development of the Stuttgart Integration Concept using new terms and definitions. It was recommended to rename the basic paper “Stuttgart Pact for Inclusion”, extended: “Stuttgart Pact for Inclusion and Living Together in Diversity”. The term integration suggests a one-sided process of new immigrants adapting to an apparently homogeneous host society.

Social inclusion describes the equality of all people who, in all their diversity, are accepted by society. Social normality is diversity, the existence of differences. All people have the right to participate fully in all areas of life on an equal basis. It is the responsibility of politics and administration to make the different areas of life barrier-free. The term inclusion is used in the United Nations Sustainable Development Goals, as in goal 16: “Promote just, peaceful and inclusive societies”.

## Equal participation of all population groups

The discussion about the appropriate terminology in integration work has been going on in professional circles for a long time and without a clear consensus. In 2017, the Municipal



*The International Committee chaired by Dr. Alexandra Sußmann and Gari Pavkovic (centre front)*



*Shaping together*

Quality Circle on Integration Policy published a handout on the reflected use of terms for public administrations and their cooperation partners. In its 2020 report on the framework conditions of integration capacity, the expert commission of the Federal Government recommends decoupling the understanding of integration from migration and relating it to society as a whole. The issue of integration should be embedded in the context of social cohesion.

The increasing tendencies of social divide, political polarisation and cultural identity struggles require a new understanding of what social integration and belonging are all about and what forms of social interaction we want to strive for. The recommendations of the expert commission are in line with the broader understanding of integration of the Stuttgart Social Affairs and Integration Division. It is about equal participation of all population groups, regardless of their origin.

It is also discussed whether the term “migration background” still makes sense in a socially inclusive understanding of belonging. According to German law, all people with German citizenship, whether descendants of immigrants or not, are part of the German nation.

The present concept focusses on the integration of people with migration biographies. In this context, we will continue to use the term integration, because the term inclusion refers to the social participation of people with disabilities. At the same time, according to areas of responsibility (social affairs, health, employment promotion, youth welfare, education etc.) we are developing socio-political strategies of social integration with appropriate measures for population groups with fewer opportunities, regardless of their origin. The mi-

gration background is only one of many characteristics here. When planning measures it is only relevant if disadvantages are actually migration-related. With this all-encompassing and cooperative approach of social integration policy, we can improve social cohesion in our urban society more than by thinking and acting separately (departmental responsibilities).

#### **Discussion on definition of terms**

The imprecise term “with migration background” or “with migration biography” is used in the administration as a distinguishing feature for the statistic recording of inequality in living conditions and participation opportunities. The basic dilemma of anti-discrimination policy is that discrimination features have to be termed, so they can be statistically recorded, but this naming alone is again a kind of discrimination. A working group of the Conference of Integration Ministers is developing recommendations for more suitable concepts and definitions of terms, which will be available in 2022. Stuttgart is contributing municipal views and proposals to this discussion process.

The potential of migration-related diversity is still used less in public administration than in the private sector. In previous reports on the observation, description and analysis of integration processes by means of indicators (integration monitoring) only certain differences between population groups with and without migration background are recorded. Based on the understanding that integration means equal participation in all areas of society, the equalisation of the living conditions of people with and without migration background is considered progress in integration. Due to the lack of data, for instance on the proportion of migrants as employers or experts in research of innovative technologies, the potential of immigrants can only be recorded in more detail through scientific studies.

# Current work priorities

The years 2020 and 2021 were dominated by the Covid-19 pandemic and the restrictions to public life associated with it. Alongside Stuttgart's trademarks as a city of (car) mobility, of culture and as a model city for a good integration policy, the media's portrayal of the State Capital in 2020 brought us the unfortunate repute as a protest stronghold. After the protests against the construction of the new railway station (Stuttgart 21) since 2010, Stuttgart was once again in the national focus with the "Querdenken 711" movement and their demonstrations against the Corona measures and the violent clashes of young people in June 2020 in the city centre ("youth riots").

Many adolescents with migration background were involved in the violent clashes with the police and against shops. The media was quick to raise the question, had integration failed? Voices from politics also mainly attributed the youth-specific unruliness to "migration". On the other hand, young men obviously with a migration background complained about discrimination on the part of the police due to frequent identity checks in public spaces. These conflict situations called for quick intervention by the Department for Integration Policies in close cooperation with experts from the Youth Welfare and the Community Crime Prevention Offices.

In terms of social integration, we also had to counter the growing polarisation caused by protests against the infection control measures. Here, political education is needed. Conflicts can strengthen social cohesion, if the cause for them is recog-

nised, better arguments count in the search for solutions and the open society and basic values of liberal democracy are not up for discussion. Irrational conspiracy narratives and one-sided accusations make the divide even larger. Our attitude in dialogues on political education is respect for every person at an inter-personal level, democratically disputes conducted on a factual level and a clear position against discrimination and racism. Stuttgart can also be a model city for the constructive management of the current challenges democracy is facing.

The social developments outlined here determine the current focus of integration work in Stuttgart. Further below we will go into the actual measures, however, we will not list all programmes.

## 1. Migrant-specific Corona protection measures

The Corona pandemic also brought new challenges for integration work. At the same time, it questions the previous successful strategies at different levels. Contact restrictions meant programmes in the areas of language development, adult education, employment promotion, youth work, culture and sport had to be put on hold and rethought. In a crisis, the most important thing is to act quickly. When measures to contain the pandemic were being considered, the question was "How do we reach migrants?". An important instrument was and is a multilingual campaign informing about infection protection – from following the AHA hygiene rules to testing and vaccinating.



*The pandemic also posed new challenges for integration work.*





Young adults volunteering in the "Respect Guides" project

In line with the Stuttgart Pact for Integration, the administration worked hand in hand with the migrant organisations and other civic institutions to provide information and instructions in simple language or to reach everyone directly. It quickly became clear that the notice board information on hygiene and rules for conduct in the shared accommodation for refugees was not enough to make the people aware of the situation. So, within a few days, a group of refugees got together and had the idea to record multilingual explanatory videos via their smartphones; these were clicked on thousands of times on the municipal website and on YouTube.

[youtube.com/watch?v=fEephI4EM3s](https://youtube.com/watch?v=fEephI4EM3s)

This continued and as soon as enough vaccines were there, migrant associations and mosque congregations made their premises available for mobile vaccination teams and encouraged people to be vaccinated via social media. In May and June 2021, the Social Welfare Office, in cooperation with the mobile vaccination teams, also offered vaccination for the residents in the refugee shelters.

## 2. After the youth riots – overcoming conflicts

What has come to be known as the "youth riot night" was also a clear call for the municipal institutions and other persons responsible to rethink. According to the motto "Talk to the young people and not about them" a youth forum was set up with the deputy mayor in the context of the "Round Table International City" for an exchange with young people how their experience has been during the pandemic period and their needs. This dialogue is also about the joint development of measures for a youth-friendly city centre. This goal is also pursued by the interdisciplinary working group "Strategy Council for Integrated Youth Work in the City Centre" with experts from mobile youth work, crime prevention, integration work and other fields.

The actual measures in the second half of 2020 include the project "Show respect! Share respect!" of the Department for Integration Policies and the Community Crime Prevention staff unit. The Respect Guides project organised by voluntary campaigning young people was continued in 2021 and will be beyond. The campaign week #RESPEKT0711 with short films on the subject of respect in everyday cooperation was also a great success:

[stuttgart.de/leben/soziales/aktionswoche-respekt-0711.php](http://stuttgart.de/leben/soziales/aktionswoche-respekt-0711.php)



## 3. Expanding the diversity competence of the administration

The State Capital Stuttgart is increasingly pursuing an approach involving participation. We do not only develop measures for migrants (young people, long-term unemployed, people with disabilities etc.), but with them. This approach was successfully implemented at the Stuttgart Poverty Conference 2019. The aim is to involve the persons concerned as participants and involve them in the planning of new programmes. In the context of migration, the participative approach includes a closer cooperation between the departments with migrant organisations and other experts on integration issues (International Committee, Refugee Support Group etc.). The current crises have once again revealed that within the administration it is mainly the Department for Integration Policies that has diverse access to the various migrant groups.

Since integration is a cross-sectional task of the administration, action plans with the participation of migrants are being developed in some areas of responsibility, for instance in planning assistance for the elderly and in scouting polls of older people in Stuttgart-Wangen. The district leader of Stuttgart-Zuffenhausen has initiated a migration forum for his district.

The Urban Development Department of the Urban Planning and Housing Office together with the Department for Inte-



gration Policies wants to develop a participation programme for the districts to give them a venue for international and intercultural activities. More human resources will be needed for this and other innovative approaches to participation-oriented planning and implementation. What is needed is a city-wide strategy of administrative action with the focus on migration/integration and diversity, so that an intercultural opening and participation processes are not limited to single fields of action as before. This should become an integration-political focus of the years to come (see chapter Outlook). The Department for Integration Policies is developing single components in this respect together with other members of the Social Integration steering group.

#### 4. Diversity by intercultural human resources policy

Recruiting personnel remains a major challenge for the City of Stuttgart as an employer. Therefore, since 2018, our personnel marketing campaign "Stuttgart von Beruf" (Stuttgart – my job) has been illustrated with photos of employees obviously with non-German roots to attract more qualified workers from all population groups.

Secondly, the State Capital conducted an anonymous optional survey on the migration background of municipal employees in October 2019. This had been planned by the Department for Integration Policies for many years, but for various reasons was never realised. Taking into account the data protection regulations, a one-page questionnaire (seven questions) was drawn up together with all relevant units: Data Protection, the General Staff Council and the Local Staff Council, the Administrative Services and Human Resources Office and the Statistics Office. The questionnaire was sent to 15,000 employees with a cover letter from the Mayor along with their monthly salary statement. On the basis of these results, the administration will work on further measures for staff recruiting and development.

#### 5. Municipal anti-discrimination declaration

The city administration has set up a working group that has been developing in-house conceptual plans of action since 2020, which are based on the principles of the municipal anti-discrimination declaration of 17 October 2019. The concepts are to contribute to the State Capital Stuttgart being a role model for a lively, diverse and open society characterised by two-way appreciation in dealing with one another. The agenda of the anti-discrimination working group was signed in August 2020 by the Mayor, Dr. Frank Nopper and the Chairwoman of the General Staff Council. The working group is managed by the Administrative Services and Human Resources Office.

#### 6. Municipal Interpreting Service

Since 2018, the coordination of the municipal interpreting service has been the responsibility of the Department for Integration Policies. Five offices make use of the interpreting service on a regular basis: Youth Welfare Office, Schools Administration Office, Public Health Office, Social Welfare Office and Job Centre. From 2022, the fee rates for full-time and part-time interpreters will be standardised.

The existing budget of the offices for this qualified interpreting service is used to the full. In some cases, the demand cannot be covered by the tangible means available. The same applies to the use of interpreters in the integration management of welfare organisations (Pact for Integration).

Since 2019, the Department for Integration Policies has been offering further training for interpreters. By September 2021, almost 60 people had been trained in six groups. All training sessions were conducted in cooperation with the Bayerisches Zentrum für transkulturelle Medizin e.V.. A total of 170 interpreters work for the city.

#### 7. Low-threshold courses

##### German courses for adults

During the pandemic period (2020 to 2021), the conditions for German courses were adapted by the Federal Office, the State of Baden-Wuerttemberg, as well as the City of Stuttgart. The participants were able to participate in the German courses in various formats such as on-line lessons and hybrid lessons (presence and on-line). The implementation of digital teaching in particular was not 100 percent



Personnel marketing "Stuttgart – my job"

successful in all places; there is still a need for improvement. Interim solutions for the municipal low-threshold courses "Mum learns German" could be realised in the form of bridge talks so that contact to the participants, while the course was on hold, could be maintained. This likewise low-threshold form of maintaining contact led to the return of numerous participants to the German courses offered after the lockdown. In addition to the existing courses offered in the Landesförderprogramm VwV Deutsch [state support programme VwV German], new supplementary language support measures, such as low-threshold language cafés, women's language get-togethers and language course-accompanying coaching for participants without access to the federal courses have been offered in Stuttgart since 2021. Through these additional offers, learners shall be introduced to certified language courses or their existing German language competence maintained, improved and extended.

In addition to the aforementioned courses we, the City of Stuttgart, support specific measures tailored to people who are unable to keep pace with the regular courses on offer. With the measure "Women...we can do more!" female migrants, who are not accustomed to "studying", can participate in a German course combined with a domestic qualification. The goal is to introduce the participants to an occupational field combined with a linguistic advancement, specifically geared towards a respective occupational field.



*German courses for adults*

### **Supplementary language support**

The Partnership for Education Department coordinates supplementary German language support programmes for newly immigrated students in general and vocational schools with learning camps during school holidays. In addition to recognised programmes, such as "Simply German" by the Youth Migration Service of AWO Stuttgart, the model project "New Immigrants in Training" is of particular importance. Trainees with inadequate written skills in German can participate in customised job-related language courses. At present, this programme is offered at eight vocational schools in Stuttgart. Local training managers are the contacts for students, teachers and companies.

### **8. More solidarity through education in democracy**

In addition to social and integration policy, promotion of democracy is an essential component in the municipal measures to strengthen social and collective solidarity in the State Capital Stuttgart. Since autumn 2017, under the auspices of the Department for Integration Policies, the City has been the project sponsor of the local Partnership for Democracy Stuttgart, which is funded by the federal programme "Live Democracy!" and implemented in cooperation with the Stadtjugendring Stuttgart. In addition to the annual event series "International Weeks against Racism" and successful projects for political education by the partner organisations, new formats of a democratic debate culture are being increasingly developed within the framework of the Partnership for Democracy to deal constructively with current conflict issues.

The diverse projects and individual measures in anti-racism, anti-discrimination and education in democracy are implemented in cooperation with the Stuttgart civil society. Two democracy conferences take place on an annual basis to network all-important stakeholders. The aim is to form together a society in the city that is critical of discrimination and racism based on fundamental democratic values, with a focus on a solidarity-based commitment for structurally disadvantaged population groups.

Further sponsors of projects on democracy education are integrated in the Stuttgart Partnership for Democracy (PFD) via the "Democracy Education Network". The projects can be seen on the website:

[partnerschaft-fuer-demokratie-stuttgart.de/demokratiebildung/](https://partnerschaft-fuer-demokratie-stuttgart.de/demokratiebildung/)

### **City develops formats for political education**

Since 2019, the State Capital Stuttgart has been promoting the Büro für diskriminierungskritische Arbeit (anti-discrimina-





*The “Hello Democracy” project enhances school lessons.*

tion office) with the aim of establishing and stabilising professional structures. This includes counselling and fostering self-confidence for people affected by racism and discrimination, raising the awareness of the Stuttgart public, as well as the qualification and networking of professionals. The Department for Integration Policies develops dialogue formats of political education. In the programme “Hello Democracy”, children and young people new to the country and the city are introduced to important topics of democracy education. The basis of this programme is the common dialogue about experience with democracy and how we live democracy in Stuttgart – with the whole city as a place of learning. This way cultural institutions and memorial sites are, as important cooperation partners, opening up to new immigrants as an important target group for their work. With “In dialogue for my city – making Stuttgart better”, the Department for Integration Policies supports an open, dialogue-based project of the Citizens' Foundation Stuttgart. In dialogues relating to youths and the future, people discuss with local politicians aspects of living together that should be improved in the future.

Due to the pandemic restrictions in 2020 and 2021, many programmes for education in democracy had to be carried out in digital form.

### **9. Integration work for and with refugees**

Targeted casework in social support and counselling for refugees was established in 2017 by launching integration management as part of the state programme “Pact for Integration”. This included structured data collection with the digital

tool “Jobkraftwerk”. Target agreements with the refugees were resolved, dealing with, for example, language, labour market and housing. By the end of September 2021, some 142,000 counselling interviews and 5,790 target agreements had been documented. In addition, the integration management also makes an important contribution to the interdepartmental cooperation between experts from refugee social work, the Job Centre and other institutions.

In the review of the integration work since 2013, the diverse integration measures for refugees are described below. These include successful model projects, such as the Stuttgart Vocational Training Campus, welcome rooms, low-threshold support services for traumatised persons in shared accommodation (OMID project) and the funding programme “Empowerment – Projects BY Refugees FOR Refugees”. These and other programmes require municipal funding beyond 2021 to ensure successful integration processes despite the negative effects of the Corona pandemic. The cooperation structures and support services established are necessary to give new arrivals seeking refuge quick integration prospects, most recently local workers from Afghanistan.



*Celebration in the town hall: two years empowerment "By refugees for refugees"*

### 10. Corona crisis slows immigration of skilled workers

On 1 March 2020, the Skilled Workers Immigration Act (FEG) came into force that was to increase immigration of skilled workers from abroad. The FEG eased the legal regulations for the immigration of skilled workers from third countries. However, due to the Covid-19 pandemic, the entry restrictions for this group of people have significantly slowed down the hopes for development.

Entry into the country is also restricted by the closure or skeleton staffing of German diplomatic missions abroad. Furthermore, the economic instability and planning uncertainty in some sectors play a major role.

In October 2020, the Stuttgart Welcome Center and the Welcome Service Region Stuttgart launched a cooperation network to keep skilled workers in Stuttgart and the region. The cooperation between Foreigners' Registration Offices, stakeholders in the labour market and other relevant specialised agencies is to be ensured despite the pandemic-related decline in personal consultations with foreign skilled workers and enterprises willing to recruit them.

In order to meet the future demand for skilled workers, it is also important that students stay in Stuttgart as the professionals of tomorrow. There is a particular potential here among international students; three quarters leave the country again after graduating from university. With some 20 percent, Stuttgart is one of the cities nationwide with the highest number of international students with a Bachelor and Master degree. Due to their additional language skills and country-specific knowledge, they are skilled workers particularly valued by companies. However, the Covid-19 pandemic has made it much more difficult for this target group to enter the country and start their careers.

The International Students Network, under the guidance of the Department for Integration Policies, is counteracting this by networking local stakeholders and services more closely and helping to create a welcoming culture. Here we would highlight the events "Your start in Stuttgart and the region", which makes it easier for international "freshers" to feel at home, and "Your future in Stuttgart", which promotes a successful career start for graduates. This way, international students receive all the information and contacts they need for a long-term stay in Stuttgart.

### 11. Self-organisation of German-speaking Muslims

In recent years, an increasing number of independent organisations of young German-speaking Muslims of the second and third generation of immigrants have emerged, whose members often have different ethnic and religious backgrounds. In addition to their orientation towards Islamic values, they see themselves as participants in Stuttgart's civil society and represent the social interests of their members in the context of projects and initiatives on education, interreligious dialogue and initiatives to overcome discrimination and unequal treatment.

With their multifaceted keenness, young Muslims are voluntarily active in the integration work in Stuttgart and taking part in important social and political committees, such as in working groups of the State Capital Stuttgart and the International Committee of the Stuttgart Municipal Council. In September 2021, in cooperation with the Academy of the Diocese of Rottenburg-Stuttgart, a qualification conference for "Young Muslims in Youth Work" was organised to professionalise the voluntary work of young Muslims. The personal contacts of the Department for Integration Policies and the independent Islamic counselling of the diocese are the basis for the planned foundation of a "Forum of Young Muslims in Stuttgart", in addition to the existing working



group of Stuttgart Muslims, representing mainly members of the Islamic communities.

### Create a Muslim place for encounters

The prayer facilities for Muslims in the city centre are very limited. Therefore, a project group of young Muslim volunteers is currently working on a concept for a place of encounter and prayer space in Stuttgart-Mitte. The project group wants to create a cross-national Muslim place of encounter (German-speaking), which is open to anyone interested in Stuttgart to discuss topics of Islam and which also meets the requirements for Muslim prayer.

The project is coordinated by the Department for Integration Policies. The rooms for this development process are provided by Forum Hospitalviertel. With its Christian and Jewish places of worship and educational institutions, the Hospitalviertel (hospital district) would be an ideal location for a Muslim community and prayer centre that would unite different Islamic faiths, and also be an integrative centre for Muslim refugees.

## 12. For a diverse Stuttgart: House of Cultures

The Forum of Cultures and its member associations have been campaigning for a House of Cultures for a long time. As a cosmopolitan city of immigration, Stuttgart needs a representative place for various encounters, intercultural artistic productions and events. The International Committee has actively supported this project since 2017. In December 2019, the Department for Integration Policies was commissioned by the municipal council to draw up a content profile for a House of Cultures and the space requirements in a participation process by the end of 2021. The interim results on the profile were presented to the International Committee and the Committee for Culture and Media in spring 2021. On this basis, an external location-independent space planning study was prepared by August 2021.

The Forum of Cultures and other experts from cultural work, urban planning, adult education, science and civil society, initiators of other new houses are also involved in the development of the concept. These have a content overlap with a House of Cultures: the ethnological Linden Museum (here a new building is required), and the proposals for a House of Civic Engagement and a House of Youth. There are also discussions with those responsible for the future Film and Media House and the Villa Berg Cultural Centre, as well as with the initiative for a Rainbow House for the LGBTTIQ community.



*Shaping together: House of Cultures*



*Workshop on the spatial planning study "House of Cultures"*

### **Living together in an international city**

Due to Corona restrictions, planned on-site visits to Houses of Cultures in other cities were not possible. The developed profile of a House of Cultures with recommendations for programmatic implementation will be documented in a final report at the end of 2021. The House of Cultures will be a showcase for the diversity of Stuttgart's creative artists, alongside guest performances by renowned artists from all over the world. The focus will be on events related to different world cultures and on contemporary, transcultural pro-

ductions. In lectures, symposia and hands-on workshops, an understanding for ancient doctrines of wisdom and what's new in other cultures should be conveyed, something that is important both for personal development and good community relations. International conferences and local future dialogues as laboratories for a socially sustainable urban society are also conceivable.

The potential of diversity and combined intelligence should be used for the social and community innovations necessary. In addition to cultural and educational events, we are planning a variety of opportunities for people of different age groups, milieus and lifestyles to get together. Thus, the House of Cultures is intended to be more than just an intercultural venue. It is about shaping how we live together in the international city with creative impulses from art, transcultural education and research, as well as from dialogues among the people and other participation processes for a new "Us in Diversity". Mayor Dr. Frank Nopper campaigns for a central location for the future House of Cultures in the city centre.

The creative participation process is to be continued beyond 2021, just like with other long-term project planning.



*Stuttgart plans a "House of Cultures". The search for a site is underway.*



# Recommendations of the Stuttgart Allies for Integration

The Department for Integration Policies receives input from various groups as to the conceptual and content-related development of Stuttgart's integration work. These include:

- Renowned migration experts from academia, such as Naika Foroutan, Aladin El-Mafaalani and Petra Bendel, who lecture on various subjects in Stuttgart
- Integration commissioners from other cities and further experts who regularly exchange ideas and views on integration policy in the Municipal Quality Circle
- Local cooperation partners of the Stuttgart Pact for Integration

In the context of this update of the municipal integration concept, we have organised several hearings between May and September 2021 to get a feedback on our work to date, and also recommendations for the further development of strategies and areas of responsibility:

## 7. Mai 2021

Kick-off event for 20 years' Stuttgart Pact for Integration: Review – Insight – Outlook

## 5. Juli 2021

Conceptual development and management of migration and integration work

## 14. September 2021

Shaping diversity in the international city

We received further feedback from members of the International Committee. Selected results of these hearings: the inclusive guiding principle "We are all Stuttgart citizens regardless of our origin" is contested by some politicians in conflict situations, for instance when dealing with the "youth riots" in the summer of 2020. It must be thoroughly examined to what extent, if at all, the migration background of the suspects had anything to do with the delinquency of the young men. Social problems should not be a cultural issue. The city administration should involve the persons concerned in the development of solution strategies much more. This also applies to how to deal with discrimination and racism. The representation of people with migration biographies should be proactively supported in public service, cultural institutions and political committees.

The diversity of cultures, languages and perspectives is the potential of our immigration society that can be used more intensely for innovative developments at all levels. Such a diversity policy requires a closer internal cooperation between the Department for Integration Policies and other staff and planning offices. Migrant organisations are important partners when it comes to further development of integration and diversity policy in the city. The city's public relations work regarding integration and diversity should be strengthened.



Department for Integration Policies, State Capital Stuttgart





*View to the town hall*

# Retrospect: Focus of Integration Work

In this chapter, the most important milestones of the “Stuttgart Pact for Integration” are listed from 2001 to 2021.

## 2001 to 2012

### Language promotion and education

The most important focus during the term of Mayor Wolfgang Schuster (until January 2013) was integration through language promotion and education.

### 2002

- Implementation of municipal “Mum learns German” courses and integration courses in anticipation of corresponding plans of the Federal Government. In 2008, the municipal textbook “Mum learns German” was published by Ernst Klett Sprachen.
- Start of conversion of municipal nursery schools from child-care centres to early education institutions with “Einstein in the nursery school”. Similar approaches to early education and comprehensive language support are later extended to other nursery facilities.

### 2004

- Development of mentoring projects at secondary schools: “STARTklar”, “LERNaktiv” and from 2006 “Individual learning mentoring” by the Department for Integration Policies with voluntary education mentors which were followed by many other projects by other bodies.

### 2005

- Establishment of the cooperation network for integration courses, as well as an initial counselling and clearing centre at the Social Welfare Office in cooperation with the migration services of welfare organisations

### 2007

- Campaign “Migranten machen Schule” (Migrants not only shape school, but set a precedent) for more diversity in the staff room, development and publication of good practice examples for tuition and intercultural school development (2010), state-wide continuation of the 2010 approach from the Ministry of Education as “NikLAS” – Network for intercultural Learning and Working in Schools

- Recommendation of the Department for Integration Policies for intercultural school development with municipal funds on the basis of the approach in the Canton of Zurich “QUIMS – Quality Development in Multicultural Schools” with the groundwork done in the network for vocational qualification of young migrants BQN Stuttgart.
- Concept development for the Stuttgart Partnership for Education with pedagogical alliances of nursery and primary schools and a quality development fund for cooperative school development processes. In 2008, the municipal council passed a resolution on the establishment of a competence centre “Stuttgart Partnership for Education”, beginning in 2009 as a staff unit directly under the Mayor.

### 2009

- Publication by the Mayor “Stuttgart Partnership for Education”
- Intercultural model project on political education “Youth, Religion, Democracy – Political Education with Young People in the Immigration Society” funded by the Federal Agency for Political Education and the Robert Bosch Stiftung, continued by the Department for Integration Policies as “Dialogue in School”

### 2011

- Stuttgart becomes an education region in the state programme Education Regions with a focus on cooperation between schools and non-school education partners in selected city districts and also on parental participation. This leads to the project “Intercultural Bridge Builders” in Stuttgart-Untertürkheim in 2015, later extended to other city districts.

### Intercultural activities in the specialised offices

### 2002

- Involvement of the Public Health Office in the nationwide model project “Transfer of intercultural competence” (TiK)

### 2003

- Establishment of the “Health and Migration” working group

### 2004

- First survey of “migration background” by the Statistics Office as a basis for later publications on migration and integration
- Foundation of the “Migration Group of Experts” for the counselling centres of the Youth Welfare Office



## 2005

- Preparation of "Intercultural Guidelines for Integration and Intercultural Orientation of Child and Youth Welfare in Stuttgart"

## 2008

- Development of guidelines for child protection with a view to cultural awareness
- Regional management of school to work transition with measures directly aimed at young migrants

## 2009

- Foundation of the working group "Migration and Disability" and start of the project "Migrant parents support migrant parents" in cooperation with the Elternstiftung BW (parents foundation) and the State Education Authority Stuttgart
- Start of the naturalisation campaign "PASS auf – lass dich einbürgern!" (eyes open for your "Pass" – become naturalised)

## 2011

- Start of the campaign "Your city – Your future" under the auspices of the Administrative Services and Human Resources Office for more trainees with migration background in the municipal administration

In 2007, the State Capital Stuttgart signs the "Charter of Diversity" based on an initiative of four large companies and accompanied by the Federal Government Commissioner for Migration, Refugees and Integration. The objective of the Charter of Diversity is to create a working environment in which all employees are treated and supported as equals, regardless of ethnic origin, religion, age, disability, sexual orientation or identity.

### **Promotion of integration work of clubs and other organisations**

This includes integration through sport with low-threshold offers for adolescents (experiencing a sense of community through sport) and for women with migration background, cultural and educational work of migrant organisations, intercultural qualification of Islamic communities (as of 2008) and their inclusion in municipal integration work (Muslim working group as of 2010). Institutionally funded intercultural organisations such as the Forum of Cultures and the German-Turkish Forum are among the most important civil society partners in the Stuttgart Pact for Integration. The German Youth from Russia (Deutsche Jugend aus Russland) (DJR) is working on

new approaches to crime prevention in youth work in connection with sports ("Boxing in the East"), culture and political education.

### **International committee**

In 2004, the International Committee is reorganised as an advisory committee of the municipal council for integration. Rather than being elected directly, expert residents are appointed who stand out as experts in the various topics of integration work.

### **Nationwide and international cooperation of cities on integration**

## 2006

- Participation of the State Capital in the integration summit of the Federal Chancellor and the working groups on the National Integration Plan and the German Islam Conference.
- Foundation of the European city network "Cities for Local Integration Policies for Migrants" (CLIP) in cooperation with the Council of Europe and the European Eurofound Foundation to optimise their own integration work in an exchange with other European cities, committees and scientists. The Stuttgart office will be funded by the Robert Bosch Stiftung until 2010.

## 2009

- Supervision of the "Municipal Quality Circle on Integration Policy" by the State Capital Stuttgart. This nationwide working group comprises some 30 German cities and districts, federal authorities, the German Association of Cities and Towns, scientific research institutes and foundations.

## 2010

- Participation of Stuttgart in the first national plan of action on integration.

## 2011

- Initiative of the Mayor for a partnership of cities with institutions at both European and national level within the context of the EU strategy 2020 ("European Pact for Integration")

In addition, there is active public relations work with municipal publications, as well as books by the Mayor on various integration topics, plus regular interviews in local and national media and contributions by the Integration Commissioner and his colleagues in specialist journals and manuals on migration and integration.



## 2013 to 2021

During the term of office of Mayor Fritz Kuhn (2013 to January 2021), the focus was on new immigrants. This concerns needs-based integration services for international skilled workers, professionals and students and since 2015, in particular for refugees (facilitating arrival, promoting participation). As from 2016, interdepartmental and agency-wide cooperation structures on integration have been expanded in the new Social Affairs and Integration Division. In close cooperation with the Department for Integration Policies, the Partnership for Education Department managed the Integration by Education. Mayor Fritz Kuhn set important impulses against discrimination and racism giving rise to new cooperation networks for democracy promotion. Within the administration, working groups were established to realise the municipal anti-discrimination declaration.

### Welcome Center and offers for international students

At the Mayor's Council on Integration in July 2013, stakeholders in the labour market and migration services advocate a welcome centre and offer their cooperation in such a service for new citizens. The first impetus for this comes from the Welcome and Recognition Culture Working Group of the Stuttgart Region Alliance of Skilled Workers. The establishment of a municipal welcome centre for new citizens is resolved by the municipal council in September 2013. In May 2014, the State Capital decides to rent space at Charlottenplatz for the Welcome Center and the Welthaus Stuttgart association and the World Shop. At the same time, the Ministry of Finance and Economy Baden-Wuerttemberg enables the state-wide establishment of ten regional welcome centres for international skilled workers, including one for the Stuttgart region.

Following coordination discussions between the Mayor and the Stuttgart Region Economic Development (WRS) the Stuttgart Welcome Center is established in October 2014 under the joint sponsorship of the city and WRS. The quick realisation is possible thanks to the grants by the Robert Bosch Stiftung and the Ministry for Integration BW for municipal staffing in a three-year pilot phase. The deputy mayors of the divisions General Administration and Finances advocate the participation of the city in the conversion costs, which are also decided on in May 2014 by the municipal council. After the pilot phase, the Welcome Center is operated on a permanent basis, creating jobs and increasing the number of municipal employees by 2.5 staff positions. The interdisciplinary advisory team of the city and WRS is supplemented by the participation of the migration services with an extra 0.5 staff position.

The Department for Integration Policies develops further integration services for international students (e.g. Student Welcome Club) and initiates the individual support for new immigrants by voluntary welcome mentors.

On a national and international level, the Stuttgart Welcome Center is considered an exemplary institution and a role model for the establishment of comparable information centres in other German and European cities.

In the period between October 2014 and August 2021, some 22,000 inquiries were processed, many of them face-to-face during opening hours. Many of the people seeking advice are from southern European EU countries, but also India and Syria. The most frequent enquiries concern learning German, followed by questions as to residence rights, finding a job and the recognition of foreign qualifications.

### Refugee integration

As in all German municipalities, the largest challenge in terms of integration policy was the accommodation and integration of refugees, who since 2015 had come to Germany, mostly from Syria, Iraq and Afghanistan and the crisis regions in Africa via the Balkan route and the Mediterranean Sea. The regular Stuttgart Refugees Reports explained how refugees were integrated in Stuttgart. At the beginning of 2014, the Mayor set up the cross-department "Refugee Steering Group" to coordinate the reception and support of asylum seekers. Mayor Kuhn set a signal: the administration was thoroughly and early enough prepared to welcome refugees. The support measures for refugees developed to date by the federal government, the state, the municipality, the economy and civil society can only be presented in a very brief and incomplete form in this retrospect.

## 2014

- Due to the high influx of refugees accommodation of refugees was decentralised to smaller housing units, in residential homes ("system buildings") with a maximum of 250 places per shelter. Independent welfare organisations provided social support, care and house management from one source.
- Voluntarily organised refugee support groups are set up close to the refugee accommodations.

## 2015

- Municipal coordinator for the qualification and networking of refugee work volunteers at the Social Welfare Office.

- Establishment of a cross-departmental integration task force with a steering group and six thematic working groups: Work and education; Language and cultural values; Family, children and adolescents; Social integration in the district; Health integration, as well as communication/public relations. As an information portal for voluntary refugee supporters and refugees themselves, the Communication working group redesigned the Stuttgart website on refugee integration ([fluechtlinge.stuttgart.de](http://fluechtlinge.stuttgart.de)).
- Start of German and literacy courses for refugees with state funding (VwV Deutsch) to supplement municipal German courses for asylum seekers who are not eligible for an integration course

## 2016

- Foundation of the Stuttgart Vocational Training Campus with preliminary concept work by the “Refugees and Training” round table. The training campus is a place where young people with refugee or migration background requiring advice and support in terms of vocational integration, can come together and learn. The various cooperation partners at the Training Campus include the Job Centre, the Stuttgart Employment Agency, professional associations and enterprises, as well as the non-profit organisation ArrivalAid.
- Project of the Department for Integration Policies “Vocational Integration Guides for Asylum Seekers” (BILO) with funding from the programme “Integration through Qualification” (IQ). Volunteer guides support asylum seekers in their job hunting.
- Start of the Stuttgart Refugee Dialogues in refugee shelters, district centres and other public institutions, chaired by the Department for Integration Policies. The focus is on the personal experiences of the refugees in their first phase of arrival.
- Foundation of the new department “Migration and Participation” in the Stuttgart Job Centre. The department makes sure the refugees recognised in Stuttgart are safe and advises and accompanies them on their way to finding work and training. The guiding principle in this regard is an approach focused on the family and the impact-oriented networking of all relevant stakeholders. Innovative and target group-specific integration measures, as well as intensive coaching in the “ABC networks”, are supplementary services as required. The “Network for the Integration of Refugees into Work” (NIFA) is also integrated into the Migration and Participation Department.

## 2017

- Establishment of the Stuttgart Support Group Refugees (refugees support refugees network) based on the model of a similar support group in the Gothenburg region in Sweden, with which Stuttgart has close connections.
- Start of the project “MiMi – Violence Prevention with Migrants for Migrants” coordinated by the Department for Equal Opportunities and Diversity. From 2018, a men’s café will be set up in the multi-generation house Stuttgart-Heslach, organised by MiMi mentors.
- The Ministry of Social Affairs and Integration Baden-Wuerttemberg concludes the Pact for Integration with the Municipal State Associations. The core of this state programme is to ensure social counselling and support of refugees in municipal follow-up accommodation (municipal integration management).

In Stuttgart, the independent providers of refugee social work are funded as integration managers by the state budget. This enables the city to use the freed-up funds to initiate further integration measures and refugee relief projects as required. The Pact for Integration is coordinated locally by social planning for refugees with the steering group for the Pact for Integration, the working group Social Work and other working committees. For the time being, the state programme is planned until the end of 2022.

## 2018

- Start of the municipally funded empowerment programme “By refugees for refugees”: projects are funded which are planned by the refugees themselves and realised with various cooperation partners.
- The support service OMID by the Stuttgart Caritas association is among the municipally co-financed ventures. This low-threshold project to stabilise traumatised refugees in shared shelters is carried by all Stuttgart responsible bodies.
- In the context of the EU project “FIER” (“Fast-track Integration of refugees in European Regions”), concepts for in-service language support are being tried out in the hospitality industry. Knowledge gained from this project will be integrated into the planning of measures of the Job Centre.
- Establishment of five welcome rooms in four outer city districts and in Stuttgart-Mitte with the idea of creating a possibility for integration in the district by opening up regulatory structures. The welcome rooms make it easy for people to come together and get involved close to home.



- Other intercultural meeting places, such as Treff Mosaik [association for international youth work] in the Kerner district and the Welthaus Stuttgart Association also go along with this idea to reach refugees.

The variety of integration programmes includes specific offers for girls and women at the Association for International Youth Work (vij), at IN VIA Catholic Social Work for Girls and at other independent providers. The Regenbogen Refugium (rainbow retreat) of the Weissenburg Association, offers a contact and counselling centre for LGBTTIQ refugees. The psychological counselling centres for victims of political persecution and torture (refugio Stuttgart e.V., PBV Stuttgart) are important specialised services for traumatised refugees.

From the State special contingent, the State Capital is the first of 25 municipalities in Baden-Wuerttemberg to take in Yazidi women and children from northern Iraq in particular need of protection. This programme was initiated in 2015 to provide the necessary psychological and medical support for Yazidi women. An all-round approach to refugee assistance also includes counselling for returning "Second Chance – Going Home" provided by the Arbeitsgemeinschaft für die Eine Welt (AGDW). An overview of the refugee friendship groups, as well as the initiatives and projects in refugee work with a focus on civic engagement can be found in the 40th Stuttgart Refugee Report.

### **Stuttgart Comprehensive Language Programme**

In 2016, the federal government issues a new comprehensive language programme for adolescents and adults, who are no longer of school age. The aim is a homogeneous and consecutive systematic language support programme. The Federal Ministry of the Interior is responsible for the basic support in the context of integration courses up to language level B1 according to the European Framework of Reference for Languages, with the Federal Ministry of Labour responsible for the following vocational language support (vocational language courses pursuant to Article 45a Residence Act) up to language level C2. The courses are organised by the Federal Office for Migration and Refugees (BAMF).

In line with the changes at federal level, language support in Stuttgart is also reorganised in 2017 with the Stuttgart Steering Committee Comprehensive Language Programme in the Social Affairs and Integration Division. The steering group coordinated by the Department for Integration Policies is responsible for the coordination and optimisation of processes between all entities involved.

In May 2017, all course providers signed an agreement of binding cooperation with the State Capital Stuttgart. For this purpose, the State Capital established its own course database offering an up-to-date overview of all German courses in Stuttgart. Municipal German courses, integration courses, as well as vocational language courses are recorded by the Clearing Centre for Linguistic Integration of the Social Welfare Office and published on the Internet ([welcome.stuttgart.de/deutschkurse](http://welcome.stuttgart.de/deutschkurse)).

Since March 2019, the City of Stuttgart in cooperation with BAMF (Federal Office for Migration and Refugees) has been testing a procedure for an allocation of integration courses. The aim of the municipal test and registration office Stuttgart is a quicker allocation of participants to appropriate integration courses and accompany them during their course attendance.

The persons under obligation are registered for testing by the Foreigners' Registration Office, the service facility for asylum seekers of the Social Welfare Office and the Job Centre. Testing takes place on the premises of the Clearing Centre for Linguistic Integration. Afterwards, the representatives of the clearing centre and BAMF jointly advise the persons tested. Lastly, the BAMF is responsible for the allocation. The Department for Integration Policies coordinates the procedure.

### **Intercultural orientation of the administration**

## **2016**

- Establishment of the "Emin Eller" shared accommodation for senior citizens with services (in Turkish language) for care-dependent people of Turkish origin in Zuffenhausen-Rot.

## **2017**

- Establishment of the social integration steering group to deal with migrant-specific and socio-political topics (integration of groups with fewer opportunities, strengthening social cohesion, socially inclusive district development).

## **2018**

- The department takes over the coordination of the municipal interpreting service (previously with the Language Service in the Protocol, Functions and Ceremonies Department).
- Survey of older migrants in Islamic communities, migrant cultural associations and native-language senior citizen centres as the basis for the further development of care for old people with an understanding of cultural and religious aspects.

## 2019

- Survey on the migration background of the employees of the State Capital Stuttgart

### **Initiatives against racism and discrimination**

The Mayor repeatedly fights racism and advocates a cosmopolitan urban society. Compared to other large German cities and despite it being a stronghold of protests, there were no Pegida-like demonstrations against Muslims and refugees in Stuttgart.

### **Networks and structures against discrimination are expanded.**

## 2014

- The State Capital is a founding member of the International Weeks against Racism foundation.

## 2015

- A civil society cooperation network organises the International Weeks against Racism in Stuttgart for the first time.

## 2016

- The Department for Integration Policies participates in the dialogue event of the initiative "Open Society".

## 2017

- Stuttgart establishes the local Partnership for Democracy with federal grants from the "Live democracy!" programme.

## 2018

- Campaign weeks of the initiative "Diversity – 0711 for Human Rights" on the occasion of the adoption of the Universal Declaration of Human Rights by the United Nations 70 years ago. This joint project, in which more than 220 civil society groups and cultural institutions participated with various events, was launched by AnStifter and Geißstraße 7 Foundation.

## 2019

- The Anti-Discrimination Office (now: Büro für diskriminierungskritische Arbeit, based at the Stadtjugendring) is funded by the City after the state funding expired at the end of 2018. The subvention will be increased as of the 2020/21 double budget.
- The Mayor and the General Staff Council sign the municipal anti-discrimination declaration.

## 2020

- Expert workshops on education and democracy in the town hall

### **IQ Network Stuttgart: improvement of labour market opportunities for migrants**

In line with the state-wide network "Integration through Qualification" (IQ) Baden-Wuerttemberg, the regional IQ Network Stuttgart was established in 2011. Important impulses for intercultural orientation and qualification of stakeholders in the labour market are provided by the IQ Networks Baden-Wuerttemberg and Stuttgart. The information centre for the recognition of foreign vocational qualifications is established with AWO Stuttgart. The Stuttgart Youth Welfare Office provides re-training measures for nursery school teachers. The IQ Network Baden-Wuerttemberg supports the project "Vocational Integration Guides for Asylum Seekers", in addition to measures to strengthen the migrant economy in Stuttgart.

### **International exchange**

The existing professional exchange at state and national level is supplemented by new cooperations at international level:

## 2017

- Stuttgart becomes a member of EUROCITIES and is involved in particular in the Eurocities Social Affairs Forum.
- Stuttgart launches a productive exchange with Gothenburg in Sweden via the EU programme Erasmus+, which develops into the support group Network Refugees Stuttgart.

## 2018

- Stuttgart becomes a member of the city network Act Now to promote and strengthen social cohesion at a local level. The network includes mayors of cities from Jordan, Lebanon and Turkey, as well as from Southern Europe, all of which face major challenges in refugee work.
- Exchange with the Welcoming America initiative on the welcoming culture.

# Outlook

The Department for Integration Policies will further develop its strategic integration planning in cooperation with the municipal offices and staff units to ensure competent dealing with migration-related diversity in all fields of work in the administration. The intercultural orientation of the administration comprises:

- Development of measures appropriate for less fortunate immigrants in cooperation with the respective departments and offices
- Social space orientation: Appropriate consideration of integration policy aspects in the latest urban development concept and with programmes in the urban districts
- Intersectionality: Coordinated action with the departmental planning staff and various staff units in the intersection point between migration to gender, age, disability, LGBTI people (lesbians, gays, bisexuals, transgender and intersex people) and their social position
- Focus on migration when recruiting and developing human resources: Proactivity against the shortage of skilled workers through campaigns for more trainees and municipal employees with a migration background, further training and other measures to deal competently with diversity and against discrimination in the administration

A central task remains the strengthening of social cohesion between the municipality and the civil society. The Stuttgart Partnership for Democracy is to be extended as a cooperation network. Our aim is to pool the involvement we already have in our civil society in a dialogue-oriented structure, and these should become a permanent feature. The Department for Integration Policies is developing new participatory elements of cooperative democracy with the Citizens' Foundation Stuttgart and supports the plans for a "House of Citizen Commitment".

A new and broader understanding of integration involves more than just agreeing about the terms and definitions we use today in integration work. It is about a shared vision of how we want to shape the diverse society in our city and how we can cope with the vast challenges of today and tomorrow. Social change starts with a change in awareness. The vision of a good way of how we can live together in Stuttgart is a process of conciliation between politics, administration and civil society. The way there is a channel of communication with a view to the future, and a real pledge to a better way of living together.



*In discussion at the "Heimat Stuttgart" 2019 event in the town hall  
Prof. Dr. Aladin El-Mafaalani, Argyri Paraschaki, Susanne Babila, Gari Pavkovic and Kerim Arpad (from left to right)*





Integration publications

# Annex

## **Selected publications on Stuttgart's integration policy**

State Capital Stuttgart (2006): Stuttgart Pact for Integration. Foundations of Integration Policy in the State Capital Stuttgart.

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