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Knowledge for INtegration Governance

Integration Policy in the State of Hessen, Germany: a Regional Case Study in a Federal System

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KING Project – Public Administration Unit
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KING - Knowledge for INtegration Governance

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The KING project’s objective is to elaborate a report on the **state of play** of migrant integration in Europe through an interdisciplinary approach and to provide decision- and policy-makers with **evidence-based recommendations** on the design of migrant integration-related policies and on the way they should be articulated between different policy-making levels of governance.

Migrant integration is a truly multi-faceted process. The contribution of the insights offered by different disciplines is thus essential in order better to grasp the various aspects of the presence of migrants in European societies. This is why **multidisciplinarity** is at the core of the KING research project, whose Advisory Board comprises experts of seven different disciplines:

EU Policy – Yves Pascouau

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The project consists in the conduct of preliminary **Desk Research** to be followed by an empirical in-depth analysis of specific key topics identified within the desk research. To carry out these two tasks, each Advisory Board member chose and coordinated a team of two to five researchers, who have been assigned a range of topics to cover.

The present paper belongs to the series of contributions produced by the researchers of the “Public Administration” team directed by Walter Kindermann:

EU Policy	ADVISORY BOARD MEMBER	DESK RESEARCH PAPERS
Political Science	WALTER KINDERMANN Overview Paper	<ul style="list-style-type: none"> • “Integration Policy in the State of Hessen, Germany. A Regional Case Study in a Federal System” by Walter Kindermann and Ingrid Wilkens • “The State of European Integration Governance: A Comparative Evaluation” by Dietrich Thränhardt • “Monitoring as a tool for Integration Governance” by Gabriela Fuhr-Becker, Florian Göttsche and Ingrid Wilkens
Public Administration		
Social Science		
Applied Social Studies		
Economics		
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The project is coordinated by the **ISMU Foundation**, based in Milan (Italy).

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Integration Policy in the State of Hessen, Germany: a Regional Case Study in a Federal System¹

1. FRAME CONDITIONS

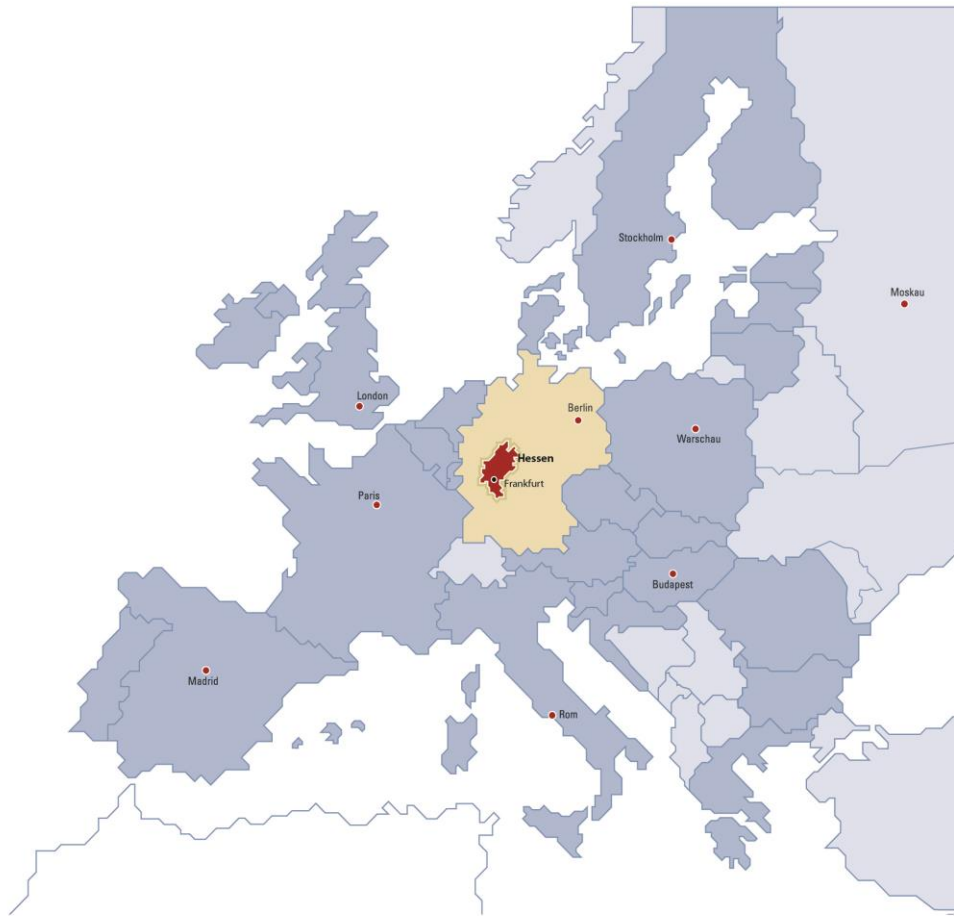
Regarding the ranking of European regions, in relation to their share of foreigners in the population², Luxemburg, Brussels or Cyprus and metropolitan areas as London and Berlin take a top position. However, these are special cases and do not represent “typical” European regions. Among those, the ranking shows Eastern Spain (Catalonia, Valencia, the Balearic Islands), Eastern Austria, Ireland and Hessen as well as Northrhine-Westphalia in Western Germany with a high share of foreign population. We pick out Hessen as a model to show how integration policies could be organized.

Hessen is a *Bundesland* of Western Germany, located in the heart of Europe (see figure 1), and has a population in excess of 6 million; in comparison with Ireland, Denmark, Norway or Finland, there is a higher population in Hessen.

¹ Germany is a federal state in which reserved powers lie with the federal government, while many responsibilities are assigned to the *Länder* (i.e. federal states).

² Analysis of NUTS 1 (Nomenclature of Territorial Units for Statistics)

Figure 1 - The position of Hessen in the European Union



Source: www.invest-in-hessen.de (adapted)

The north of Hessen is rural in character. The south is dominated by one of the most important agglomerations in Europe – the Rhine-Main metropolitan area. Here, many globally acting companies are located, e.g. Deutsche Lufthansa, Deutsche Bahn, Commerzbank, Volkswagen, Deutsche Bank, Merck, Siemens (HessenAgentur 2013). And, of course, the European Central Bank is headquartered in Frankfurt. Therefore, the *Land* is economically strong. In 2012, the volume of Gross Domestic Product was about EUR 230 billion (that is EUR 71,200 per employed person; Germany in comparison: EUR 63,500). More than three quarters are generated by the service sector, roughly 22% by the industry and the building sector and only 1% by agriculture and forestry. Over the past decades, the share of employees in the industry has been steadily decreased. This loss of jobs was absorbed by new jobs created in the service sector. This ongoing process resulted in modern economic structures. At present, unemployment is low (5,6%, December 2013); in some branches a shortage of skilled workers begins to show, e.g. in the so called MINT sector (mathematics, informatics, natural sciences and technology) and in domestic care.

(e.g. Schader-Stiftung 2011: 11, 19). However, this raises special challenges for the Hessen integration policy.

2. IMMIGRATION HISTORY

One great immigration wave in early modern history was made up of Huguenots who were religiously persecuted in 17th century France. A further immigration wave was released by flight and expulsion of German nationals from [former Eastern territories of Germany](#) (which later were transferred to [Poland](#) and the [Soviet Union](#)) as well as ethnic Germans from East European states after World War II. In the 1950s, a third of Hessen's population originated from Eastern regions. The local population regarded these waves as immigration. However, integration succeeded sooner or later.

Due to the different history of the Federal Republic of Germany and the German Democratic Republic still today the composition of immigrant population differs between West and East Germany. The immigration patterns in Hessen can be considered representative for the West German *Länder*. On the basis of the classification by the OECD (2006: 18f.), West Germany can be regarded as one of the "European states with post-war labour recruitment".

The ongoing immigration to West Germany can be divided into four phases (based on Bartelheimer 2005: 354f.):

The first phase was characterized by the recruitment of low-skilled foreign workers from Mediterranean countries. They were mostly employed in industrial mass production. The idea of the guest worker program was the defined return to their home countries after one year and to be replaced by newly arrived workers. (For more details see e.g. Oltmer et al. 2012.) Therefore, integration measures – e.g. language tuition or further vocational training – were not provided. However, incentives were different from program expectations: As recruitment process and training on the job caused costs and temporary workers wished to stay longer to increase their earnings the rotation principle was cancelled. More and more migrants settled in Germany. Particularly after the ban of recruitment in 1973⁴, when foreign workers who had left Germany where not allowed to take up work again, a subsequent influx of family members was observed.

In the second phase from 1973 until 1989 (opening of the inner German border), the share of foreign workers decreased while the share of *Aussiedler* (ethnic German resettlers) and their families⁵ and of asylum seekers rose.

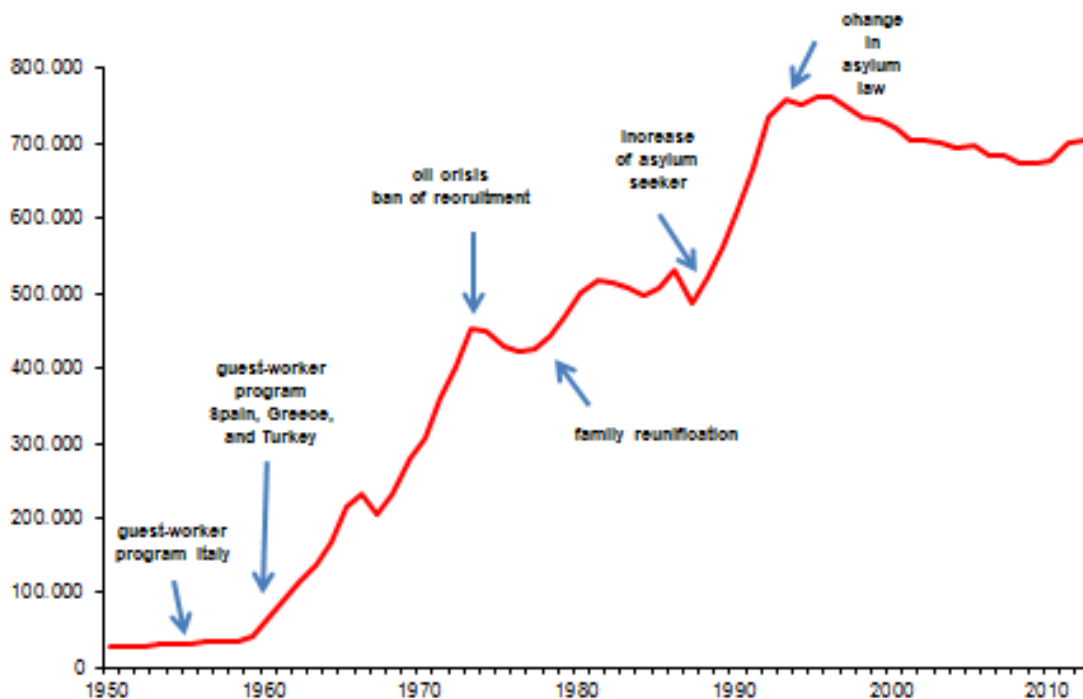
The third phase starting 1990, is at first characterized by a humanitarian immigration. The number of *Aussiedler* (and their family members) increased after the dissolution of the Warsaw Pact, coherently the number of asylum seekers in consequence of the wars in former Yugoslavia. Around the turn of the millenium immigration stagnated.

Since 2009, the influx of foreigners is rising significantly. The main reasons for immigration are marriage and family reunion. Also, humanitarian reasons play a growing role: In September 2013, the main countries of origin were Serbia, Syria and Macedonia. (Federal Office for Migration and Refugees 2013: 4) Additionally, immigration from new EU Member States (Romania, Bulgaria) increases.

⁴ The ban of recruitment was a result of the oil crisis and was conducted e.g. in the Netherlands and Belgium, too.

⁵ These groups had been living in Eastern European countries (e.g. Romania, Russia) for centuries. Due to their German roots, they easily obtain German citizenship.

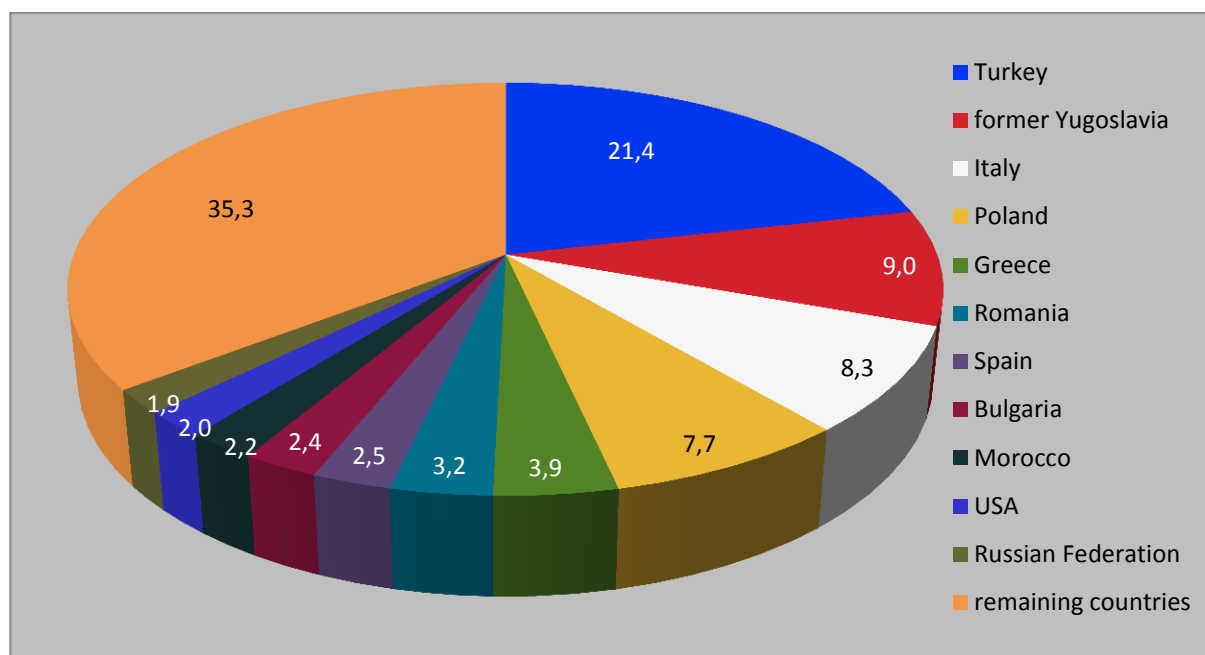
Figure 3 - Development of the numbers of foreigners in Hessen since 1950



Source: Ministry of Justice, for Integration and Europe of the State of Hessen 2013: 27

In 2012, the biggest share of foreigners had Turkish citizenship (21,4%), citizenship of former Yugoslavia (9,0%), Italy (8,3%), Poland (7,7%) or Greece (3,9%; see figure 4). This present structure still reflects the recruitment processes in the guestworker program.

Figure 4 -Foreign population in Hessen by nationality (share, in percent)



Source: Ministry of Justice, for Integration and Europe of the State of Hessen (data from Statistical Office of Hessen)

3. IMPLEMENTATION OF INTEGRATION POLICY IN HESSEN

With the beginning 21st century, it was officially stated that a large proportion of the population were immigrants. At the same time it was recognized that integration had not always been successful. Many migrants – particularly the guest workers and their children – had only low vocational qualifications that were not sufficient for the demands of a modern service economy. Unlike in traditional immigration countries like Australia or Canada, where immigrants with professional qualifications, work experience, proven business skills or substantial financial resources are attracted, in Germany an immigration policy had been implemented which increased the proportion of low-skilled in the population dramatically. Still today, the migrant population in Hessen has eight times as often no secondary school diploma as the population without this background. Migrant students attend *Gymnasium* (high school) less often and receive less often the highest-level diploma (*Abitur*).⁶ These gaps in educational achievement are reflected in the labour market outcomes: In 2011, migrant unemployment has been twice as high as non-migrant unemployment (ILO: 7,8% vs. 3,8%). (Ministry of Justice, for Integration and Europe of the State of Hessen 2013: 64, 87)

Against this background, integration policy in Hessen was not earlier developed than at the turn of the millennium. Within this process, a paradigm shift - a change from one way of thinking to another – occurred: Until 1999 *Ausländerpolitik* (policy on foreigners) was practiced, now *Integrationspolitik* (integration policy) for a diverse society had to be implemented. The policy guidelines included rewarding

⁶ The Abitur is an examination that students must take if they attend the highest level of secondary school in Germany (*Gymnasium*). Once they complete the Abitur, the students receive a secondary school diploma and have the capability to attend a university.

achievement, enabling advancement in society, and preventing exclusion. The Hessen Government founded an integration unit at the Ministry for Social Affairs, declared integration to be a cross-cutting issue, developed a catalogue of integration measures for all State Ministries and passed an integration concept which covered all areas of society by the beginning of the year 2000. An *Integrationsbeirat* (advisory council on integration) was appointed which consisted of representatives of various civil society groups. The meetings were always led by the Minister or the State Secretary himself.

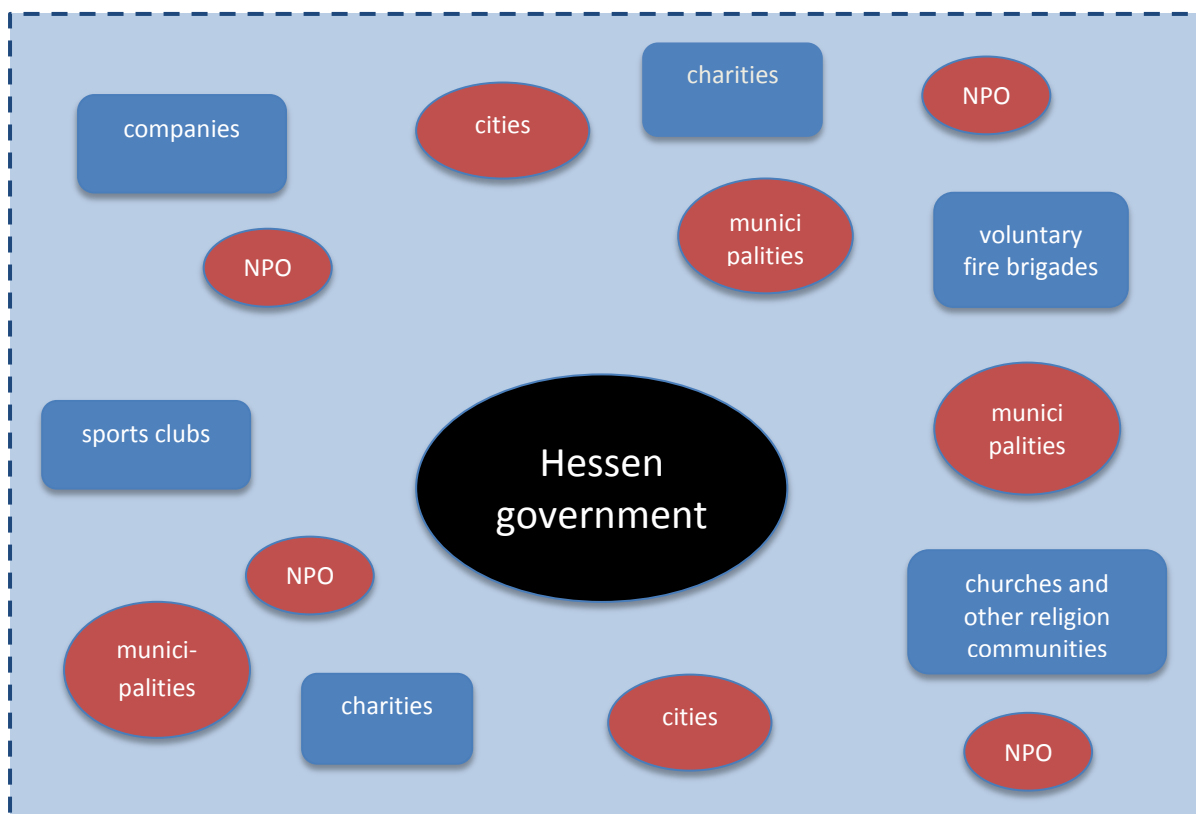
In 2001, a statewide public relations campaign (“Hessen grenzen-los”, this means “Hessen without borders”) was started. The goal was to inform the public about the importance of integration. At this time, in Hessen the integration policy measures ranged from extensive labour market programs to the finding of an agreement between animal welfare and the necessity of halal slaughtering due to religious rules. However, one field of action that was considered to be of the utmost importance was preschool language tuition. In *Kindergärten* (kindergartens) German language courses were established. In this way, 15,000 children were offered an extra training in German language every year. For those children, who did not succeed, a further year of intensive German teaching was offered. More than 1,000 teachers were teaching within this program, nearly all parents accepted it. The measures were effective: Between 2002 and 2012 the percentage of children with an immigration background, who were not ready for school, decreased from 35.7% to 12.4%.

These ideas were picked up by other *Bundesländer* as well as the federal government. In 2006, the Hessen Government proposed the idea of a *Nationaler Integrationsplan* (National integration plan) to the federal government. For the first time, all those dealing with integration in politics and in society worked hand in hand: Federal Government, the States, cities and municipalities, migrants, institutions and organizations from science, media, culture, sports, trade and industry, trade unions and religious groups (Federal Government 2007). Part of the implementation of the plan was the annually *Integrationsministerkonferenz* (Integration Ministers` Conference). The exchange and close cooperation has had positive effects on the Hessian integration policies.

4. INTEGRATION MAINSTREAMING IN HESSEN

With the new government`s formation in 2009, the Vice Prime Minister was appointed to Minister of Integration. This was to underline the importance of integration for Hessen`s politics. The integration approach adopted can be best described by the term “integration mainstreaming”.

Figure 5 - The three levels of Integration Mainstreaming



The first level of this integration mainstreaming affected the government itself: Each Ministry was obliged to fulfill the integration policy tasks which fell in its general responsibilities. The Ministry of Economic Affairs was in charge of the labour market programs, the Ministry of Social Affairs for early language tuition and measures in the health and care sector. The Ministry of Education was responsible for integration measures in schools, the Ministry of Science and Art for integration projects at Hessian universities. The State Chancellery had to act in media policy issues and the Ministry of the Interior was in charge of sports, prevention and safety. As far as the Ministry of Integration had previously done these tasks it had to leave responsibility with the other ministries. It had to focus on cross-cutting issues.

On the second level, it was a central task to increase the awareness for integration in all cities and municipalities. Therefore, Hessen's program *Modellregionen Integration* (Model Regions, 2009 to 2013) was established. The annual budget was EUR 1.3 million. The aim was to achieve and maintain a sustainable development of integration policies within local municipalities. Although only six regions were chosen to be supported financially, eleven additional municipalities participated voluntarily to share their experiences. The program fostered intensive cooperation between the State of Hessen and the town councils. This cooperation - for example through workshops, meetings, project visits by the ministry - set a new standard of multilevel governance for future integration programs – top down and bottom up. The program was evaluated by an independent research institute.⁷

⁷ As from 2014, all Hessian cities and municipalities will benefit from these experiences. By a new program called *WIR* ("we"), with an annual budget of EUR 3.1 million in 2014, the state of Hessen aims to further facilitate intercultural awareness. The 33 counties in Hessen can employ full-time coordinators to implement strategies.

The third level of integration mainstreaming affected the private economy and particularly the nonprofit sector: Intercultural awareness in sport clubs, the voluntary fire brigades, the many nonprofit organisations and big charities had to be facilitated. In modern society in Central Europe personal and organized volunteer work plays an important role not only for the realization of citizens` interests but also to fulfill tasks public budgets cannot afford any more. The argument is that nonprofit organisations need to open up for migrants who are not used to the structure and culture of the German nonprofit sector – to engage in the organisations or/and to benefit from their activities.

5. ADMINISTRATIVE TOOLS⁸

In addition to European and national rules the *Bundesländer* are allowed to make their own integration policies. The Hessen Government initiated a broad spectrum of measures to realize its integration goals on regional and local level.

Integrationsbeirat (Advisory Council on Integration)

This advisory council was founded in the year 2000. Its main task is to discuss integration issues and to give policy recommendations to the government. The members represent organisations working in the fields of immigration and refugee policies, in churches and other religious communities, in employers` associations and trade unions as well as in cities and municipalities. The members have a broad background of work experience and some of them have immigrated themselves. At the beginning of its work, the council defined fields of action and introduced proposals for the efficient implementation of integration measures.

Landesprogramm "Förderung von Integrationsmaßnahmen für Menschen mit Migrationshintergrund" (Hessen State program „Promotion of Integration Measures for People with Immigration Background“)

The Hessen Ministries run a number of programs for improving the socio-economic situation of migrants. The Ministry of Integration focuses on low-threshold language tuition (e.g. *“Mama lernt Deutsch, Papa auch”*, that means “Mum learns German, Dad too”) and fields where new ideas are to be developed or where new impulses are to be set.

The **Modellregionen Program** was shortly described in chapter 4. One main conclusion of this program was that sustainable integration needs long term commitment from all government levels. In the cities and municipalities the active participants developed a grass root movement on integration and found encouragement through a fully responsible leadership. From 2014, all Hessian counties will benefit from these experiences. By a new program called WIR (“we”), with an annual budget of EUR 3.1 million in 2014, the State of Hessen aims to further facilitate intercultural awareness. The 33 cities and municipalities in Hessen can employ full-time coordinators to implement strategies. Furthermore, the program will emphasize these six main focus areas of integration policy: the establishment of a welcoming and open culture; intercultural awareness and acceptance in administrations, associations, and organisations; active integration partnerships in the regions; reliable and accessible language assistance; training and implementation of integration volunteers and innovative projects. The State of Hessen will organise platforms for sharing local experiences on current issues. These platforms will showcase good ideas and promote successful integration policies.

⁸ See in more detail: Ministry of Justice, for Integration and Europe of the State of Hessen 2012d.

Förderung der Arbeitsgemeinschaft der Ausländerbeiräte (Promotion of the Association of Hessen Foreign Resident Advisory Boards)

Since 1983, foreign resident advisory boards have been established on a local level. It is their job to represent the interests of the foreign population in the cities and municipalities of Hessen. The association itself works to achieve the political, legal and social equality of foreigners, to foster integration and to counteract discrimination and racism. It is also a member of the Hessen Advisory Council on Integration. The State of Hessen promotes the personnel and material costs annually with EUR 357,000.

Integrationslotsennetzwerk (Hessian Network on Integration Volunteers)

The Hessian government promotes the training and deployment of volunteers working with migrants. The network conducts a broad spectrum of public relation activities and is an important element, both for the integration work done by the state government and for successful activities in cities and municipalities. Voluntary work needs cooperation between all parties involved and an open-minded attitude on all sides. Usually, integration volunteers have an immigration background themselves. They accompany migrants with public authorities, provide advice on school career decisions, or arrange contacts with institutions offering public services. Local projects ensure that integration volunteer activities are tailored to the needs of every region. The Ministry for Integration offers (in cooperation with local public administrations) further training in different matters, including, e.g., health, education, child rearing, and finance.

Stiftungsnetzwerk Integration (The Hessen Network of Foundations for Integration)

Integration can be successfully promoted if the public sector and the nonprofit sector act in unison. The work done by foundations is a prime example of such commitment to the common good. Indeed, foundations are more and more frequently serving to promote and initiate integration or act as key partners. Now, these foundations want to exchange their experience and best practices and expand their know-how by coming together with other nonprofit organisations. In Hessen, this is the traditional civic role played by foundations, which actively promote dialogue and help to overcome current challenges arising in the context of integration. In 2009, the Hessen Network of Foundations for Integration was set up to encourage such regular exchanges and unleash new synergies.

Integrationskonferenz (Integration Conference)

Another mean to lead a discourse on integration between different political and civil society actors was to establish a conference on integration. In 2009, the first conference was held. It focused on the most important fields of action: education and work. In connection to some expert conferences, a second conference on integration was organized in 2012.

Integrationsmonitoring (Monitoring Report on Integration)

Integration monitoring is used to measure the integration process and make it visible (see paper 8 „Monitoring as a tool for integration governance“). The government considers the ability to observe and measure the progress achieved in integration as necessary in order to ensure a long-term successful and sustainable integration policy. In 2010, the Hessian Monitoring Report on Integration was published for the first time. A second edition was released in 2013, showing integration trends since 2005.

Studien zur Integration in Hessen (Studies on Integration)

In addition to the Monitoring Report on Integration, the Hessen Government publishes studies on integration topics which go more into detail, e.g. on school education of migrant students, early childhood education, labour market participation of foreigners, migrant organisations or religious beliefs in Hessen (Ministry of Justice, for Integration and Europe of the State of Hessen 2011a, 2011b, 2012a, 2012b, 2013a, 2013 b; Ministry of Economics, Traffic and Development 2013). If possible, the Ministry conducts public opinion polls. Thus, the Hessen population was surveyed on immigration twice. To serve the local actors, a study on the state of integration policies in cities and municipalities had been conducted wherein most

municipalities had been involved (Ministry of Justice, for Integration and Europe of the State of Hessen 2013c).

Integrationskompass (Integration Compass)

This is the Government's homepage for integration matters (www.integrationskompass.de). Aim of the website is information, cooperation and integration. It provides information on the objectives and priorities of Hessian integration policy and offers more than 100 links to projects and services of public and non-public bodies at the local, state and federal level. Other focal points are information on integration policy, the State government programs, the different fields on activity, research on migration and integration, integration monitoring and literature on integration topics.

Integrationsbrief (Newsletter on Integration)

This newsletter is published by the Ministry for Integration three to four times a year. It generally informs the reader on integration policy in Hessen and reports on events, features projects, and includes interviews. Each issue contains a main topic, e.g. classes in Islam or the impact on immigration for securing skilled labour in Hessen.

Interkulturelle Öffnung der Landesverwaltung (Intercultural opening of the State Government Authority)

To ensure the equal participation of all groups in society, the Hessen Government strives for more intercultural openness of the State administration. The major aim is to increase the proportion of employees with a migrant background. In first position is the Hessen Police: 17% of new trainees show this background, while a share of 20% is set as the target. In addition, the government tries to increase the intercultural competence of its staff. Furthermore, it should be ensured that the ideas of intercultural openness are considered in planning, organisation and staffing decisions. Therefore, various measures are taken, e.g. the targeted recruitment of persons with a migration background or the cooperation with migrant organisations.

Islamischer Religionsunterricht (Classes in Islam)

It is estimated that the share of the Muslim population in Hessen is about 4 to 6 percent. Therefore, for the first time in Germany, public schools in Hessen offer classes in Islam to primary school students. To make sure that the values of the German Constitution are respected, the teachers are state-trained. The curriculum places Islamic instruction on equal footing with similarly state-approved training in the Protestant and Catholic faiths. The teaching language is German. The education should make sure that students with different backgrounds develop a common understanding of the principles of Islam irrespective of local customs and traditions in their or their parents' country of origin.

Charta der Vielfalt (Diversity Charter)

In 2011, the Hessen Government signed the German Diversity Charter. The signing of this charter is a voluntary commitment. The Charter helps companies develop diversity management practices that take into consideration both personnel and clientele and to utilize different backgrounds, competences and characters in order to create more innovative, productive and responsible working environment. With the signing the government is committed to apply the Charter to the staff of approx. 144.000 employed at the regional government authority.

Hessischer Integrationspreis (Hessian Integration Award)

In Hessen, a very large number of trend-setting projects and initiatives in the field of integration have been developed over the years. Since 2004, the Hessen Government once a year awards the integration prize, worth EUR 20,000, to persons or organisations that are committed to improving integration (e.g. that try to ease the settling of newly arrived migrants). Every citizen is entitled to propose candidates, the winner is chosen by an independent jury.

6. OUTLOOK

As shown, Hessen government uses a bunch of measures for fostering integration ranging from huge programs to symbolic acts. However, the determining elements of Hessian Integration Policy are information, building networks and providing incentives for the local authorities.

All the measures mentioned are not special, tailored for a German *Land*. In every region across Europe every single tool can be used. Moreover, measures can be picked out to be combined.

The Hessen government continually works to improve the tools. In order not to reinvent the wheel and to make integration policies more effective and efficient it is continuously observed how other *Bundesländer* and other countries organize their integration policies. It would be a good idea for the post-Stockholm program to encourage mutual learning.

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