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Country Report Germany

Halfway to Integration: Observations on Recognition, Participation, and Diversity Management Practices in the Region of Baden

by

Andreas P. Müller, Francisco Javier Montiel Alafont, Roman Lietz



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COUNTRY REPORT GERMANY

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Karlshochschule International University

UNIVERSITÀ CATTOLICA del Sacro Cuore

WWELL
Welfare, Work, Enterprise
Lifelong Learning

DIVERSE
Diversity Improvement as a
Viable Enrichment Resource
for Society and Economy



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The European approach to immigration is traditionally characterized by a sort of “schizophrenia”, generated by the attempt to keep together two contradictory philosophies: the “economicistic” philosophy on which the system of entry (and stay) is regulated and the philosophy of solidarity and equal opportunities. To overcome this paradox, three major changes are necessary: shifting from the perception of migrants as contingently instrumental resources to the conception of their human capital as a structural resource for the economic and social development of European societies by exploiting their skills, knowledges and competences (hereafter SKC); promoting a wider awareness, among different types of organizations (profit, non-profit and public), of the importance and potentialities of Diversity Management strategies; improving the social participation and the civic and voluntary engagement of Third Country Nationals (hereafter TCNs) in view of the construction of an inclusive European society and in order to change the common perception of immigrants as people needing to be helped and assisted.

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This volume presents the findings of the research activity carried out in Baden (Germany). The final report of the full project, including a synthesis of the ten national reports and of the transnational analysis, is published in the volume “The Diversity Value. How to Reinvent the European Approach to Immigration”, McGraw-Hill Education, Maidenhead, UK, 2015 (freely accessible at <http://www.ateneonline.it/zanfrini/>). A detailed presentation of the project, of its results and of the rich set of materials produced can be found in www.ismu.org/diverse. Both the present report and all the other texts produced reflect the view only of the Authors, and the European Commission cannot be held responsible for any use which may be made of the information contained therein.

Milan, March 2017

Abstract

The main aim of the project presented in this research report was an innovative model for integrating migrants from third countries (non-EU-citizens) in Germany. The first step towards this development was a revision of the process related to the assessment and validation of the potentials of these migrants, based on a multi-stakeholder approach. One particular priority is the recognition of third country nationals' non-formal and informal competencies. Second, the (local and regional) organizations' diversity management practices and approaches are scrutinized. And, finally and third, the frameworks and conditions for the voluntary engagement of migrants are taken into consideration, taking the view that this is a hallmark for their inclusion into the German society. The research led to conclusions that have one basic and common denominator: Without an improvement of both the validation of skills and the organizational diversity management practices, the situation will continue to be rather difficult. The voluntary engagement of migrants showed to be surprisingly high and active, although it uses different dissemination channels than some of the traditional initiatives. Organizations should include strategic diversity management measures; public institutions have to innovate the validation and supporting processes. A suggestion for a revised validation process is included.

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List of abbreviations

AiKo	Recognition of informal acquired competences (German: “Anerkennung informell erworbener Kompetenzen”)
AK	Working Team (German: “Arbeitskreis”)
ANKOM	Recognition of professional competences to higher education (German: “Anerkennung beruflicher Kompetenzen auf Hochschulstudiengänge”)
AO	General Tax Code (German: “Abgabenordnung”)
AsylbLG	Asylum Seekers Benefit Act (German: “Asylbewerberleistungsgesetz”)
AsylVfG	Asylum Procedure Act (German: “Asylverfahrensgesetz”)
AufenthG	Residence Act (German: “Aufenthaltsgesetz”)
AufenthV	Residence Edict (German: “Aufenthaltsverordnung”)
Cf.	compare (German: “vergleiche”)
BA	Federal Employment Agency (“Bundesagentur für Arbeit”)
BAMF	Federal Office of Migration and Refugees (German: “Bundesamt für Migration und Flüchtlinge”)
BBiG	Vocational Training Act (German: “Berufsbildungsgesetz”)
BeschV	Employment Edict (German: “Beschäftigungsverordnung”)
BiBB	Federal Institute for Vocational Education and Training (German: “Bundesinstitut für Berufsbildung”)
BDA	Confederation of German Employers (German: “Bundesvereinigung der Deutschen Arbeitgeberverbände”)
BGB	German Civil Code (German: “Bürgerliches Gesetzbuch”)
BFD	Federal Volunteer Service (German: “Bundesfreiwilligendienst”)
BLK	Federation-States-Commission for Educational Planning and Research Promotion (German: “Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung”)
BMAS	Federal Ministry of Labor and Social Affairs (German: “Bundesministerium für Arbeit und Soziales”)
BMBF	Federal Ministry of Education and Research (German: “Bundesministerium für Bildung und Forschung”)
BMFSFJ	Federal Ministry of Family, Elderly, Women and Youth (German: “Bundesministerium für Familien, Senioren, Frauen und Jugend”)
BMI	Federal Ministry of the Interior (German: “Bundesministerium des Inneren”)
BMJV	Federal Ministry of Justice and Consumerism (German: “Bundesministerium für Justiz und Verbraucherschutz”)
BMWI	Federal Ministry of Economic Affairs and Technology (German: “Bundesministerium für Wirtschaft und Technologie”)
BQFG	Act to improve the assessment and recognition of foreign professional qualifications (German: “Berufsqualifikationsfeststellungsgesetz”)
BRD	Federal Republic of Germany (German: “Bundesrepublik Deutschland”)
CEDEFOP	European Centre for the Development of Vocational Training (German: “Europäisches Zentrum für die Förderung der Berufsbildung”)
CEO	Chief Executive Officer (German: “Geschäftsführer”)
DDR	German Democratic Republic (German: “Deutsche Demokratische Republik”)

DGB	Confederation of German Trade-Unions (German: "Deutscher Gewerkschaftsbund")
DİB	Presidency of Religious Affairs (German: "Präsidium für Religionsangelegenheiten")
DIHK	German Association of Chambers of Commerce and Industry (German: "Deutscher Industrie- und Handelskammertag")
DİTİB	Turkish-Islamic Union for Religious Affairs (German: "Türkisch-Islamische Union der Anstalt für Religion")
DQR	German Qualifications Framework (German: "Deutscher Qualifikationsrahmen")
DRK	German Red Cross (German: "Deutsches Rotes Kreuz")
e.g.	for example
e.V.	registered society (German: "eingetragener Verein")
ECVET	European Credit System for Vocational Education and Training (German: "Europäisches Leistungspunktesystem für die Berufsbildung")
EQF	European Qualifications Frame (German: "Europäischer Qualifikationsrahmen")
et al.	and others (German: "und andere")
EU / EC	European Community / European Union (German: "Europäische Union")
FOSA	Foreign Skills Approval
FSJ	Voluntary Year (German: "Freiwilliges Soziales Jahr")
HDE	Central Association of German Retail (German: "Hauptverband des Deutschen Einzelhandels")
HRK	Conference of University Presidents (German: "Hochschulrektorenkonferenz")
HWK	Chamber of Crafts (German: "Handwerkskammer")
HWO	Handicrafts Regulation Act (German: "Handwerksordnung")
Ibid.	at the same place (German: "ebenda")
IHK	Chamber of Industry and Commerce (German: "Industrie- und Handelskammer")
ikubiz	Intercultural Education Center Mannheim (German: "Interkulturelles Bildungszentrum Mannheim gGmbH")
IntMk	Conference of Ministries of Integration (German: "Konferenz der für Integration zuständigen Ministerinnen und Minister")
IntV	Integration Course Edict (German: "Integrationskursverordnung")
IT	Information Technology (German: "Informationstechnik")
IW	Institute of German Economy Cologne (German: "Institut der Deutschen Wirtschaft Köln")
KMK	Standing Conference of the Ministers of Education and Cultural Affairs (German: "Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland")
KWB	Curatorship of German Economy and Professional Education (German: "Kuratorium der Deutschen Wirtschaft für Berufsbildung")
LAnGBW	Act for recognition of foreign professional qualifications in Baden-Württemberg (German: "Gesetz über die Anerkennung ausländischer Berufsqualifikationen in Baden-Württemberg")
MFW.BWL	Ministry of Finance and Economic Affairs in Baden-Württemberg (German: "Ministerium für Finanzen und Wirtschaft Baden-Württemberg")

Netzwerk IQ	Network Integration through Qualification (German: "Netzwerk Integration durch Qualifizierung")
NIP	National Integration Plan (German: "Nationaler Integrationsplan")
NQF	National Qualifications Frame (German: "Nationaler Qualifikationsrahmen")
SGB	Social Security Code (German: "Sozialgesetzbuch")
SKC	Skills, knowledge and competences (German: "Fertigkeiten, Wissen, Kompetenzen")
StaG	Nationality Act (German: "Staatsangehörigkeitsgesetz")
StBA	Federal Statistical Office (German: "Statistisches Bundesamt")
SVR	Council of Experts of German Foundations on Integration and Migration (German: "Sachverständigenrat deutscher Stiftungen für Migration und Integration")
TCN	Third Country National (German: "Drittstaatler")
TGBW	Turkish Community Baden-Württemberg e.V. (German: "Türkische Gemeinde in Baden-Württemberg")
US(A)	United States (of America)
UStG	Value Added Tax Act (German: "Umsatzsteuergesetz")
VereinsG	Associations Act (German: "Vereinsgesetz")
VHS	Adult Education Centres (German: "Volkshochschulen")
VIKZ	Association of Islamic Cultural Centres (German: "Verband Islamischer Kulturzentren")
ZAB	Central Office for Foreign Education (German: "Zentralstelle für ausländisches Bildungswesen")
ZfTI	Foundation Centre for Studies on Turkey (German: "Stiftung Zentrum für Türkeistudien")
ZDH	Central Association of German Crafts (German: "Zentralverband des Deutschen Handwerks")
ZuwG	Immigration Act (German: "Zuwanderungsgesetz")

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Introduction: A General Landscape of Third Country Nationals Migration

0.1 A brief history of TCNs migration in the country and in the region

The coverage of the investigation of migration in Germany is generally extensive. It is often misinterpreted that migration in Germany starts with the guest worker programs in 1955. In fact, the territory of today's Germany has experienced migration at any point in time. Surely, this is due to the fact that Germany is centered in Europe and experienced fast moving social and political changes throughout the course of history. Only in the last 100 years was Germany affected by three major territorial reforms.

To understand migration and its implication in Germany, the main migratory flows since the beginning of the modern age will be described in the following section. In doing so, attention will be continuously drawn exemplary to the region of Karlsruhe and the territory of the Federal State (German: "Bundesland") of Baden-Württemberg. However, this historical overview is not limited to Third Country Nationals (TCN), because migrational developments are far more complex and the concept of Third Country Nationality is a relative new one which does not resist a diachronic investigation.

17th and 18th century

From 1618 to 1648 the Thirty Years War (German: "Dreißigjähriger Krieg") strongly disarranged the order in Europe. In consequence, several religious groups were forced into migration in order to find new places where they were welcome. Several German territories opened their cities, amongst them the south-western part: Baden, Württemberg and Electoral Palatinate (German: "Kurpfalz"). Swiss, Austrians, Walloons, Huguenots and Waldensians settled down there.¹ For example, the Village of Nordhausen (70 kilometers away from Karlsruhe) was founded in 1700 on pillaged fields ceded to Waldensians from Piedmont (German: Piemont). Certainly the new neighbors were eyeballed suspiciously by the native population, but their skills, knowledge and competences were in demand and thus they adapted rapidly and could not be distinguished from the native population anymore.²

18th century until 1914

A tendency that had begun in the 18th century and reached its most notable impacts in the 19th century was the emigration from Germany to the rest of the world. Especially in Baden, Württemberg and Electoral Palatinate difficult economic circumstances and crop failures were even aggravated by enduring conflicts with neighboring France.³ These troubles motivated a huge number of people to leave Germany. In the 18th century up to 500,000 persons headed for Eastern Europe: Russia, Tsarist Poland and the Kingdom of Hungary.⁴ Many Germans from south-western parts emigrated. Well-known are the so called Danube Swabians (German: "Donauschwaben") for example in Hungary, Serbia and Romania.

¹ Cf. Maier (2004a: 4).

² Cf. Plieninger (2004: 6-7).

³ Cf. Maier (2004c: 18).

⁴ Cf. Maier (2004a: 4); Maier (2004b: 11).

During the 19th century the United States of America became more and more interesting for German emigrants continuing a large tradition which started already in 1673 with the settlement called “New Paltz” near the latter-day New York.⁵ Temporarily one third of the population of Pennsylvania (United States of America) was German, being called “the Palatines” due to their origin.⁶ The German emigration to America reached its climax between 1880 and 1893 with 1.8 million in 13 years.⁷ This emigration found an abrupt ending with the US-American commercial crisis of 1893.⁸

At the same time, i.e. from the middle of the 19th century until the start of the First World War in 1914, the German territory experienced a new boom of immigration incited by the industrialization.⁹ “They came from Austria, Hungary, Poland, Russia, Denmark, Switzerland, the Netherlands, Italy and were occupied in any handicraft profession, especially in railway construction [and coal mining¹⁰].”¹¹ Some of them settled down, others stayed only for a short period, mostly during the summer. In 1914 around 1.2 million migrant workers sojourned in Germany.¹²

1933 – 1945

The Second World War (1939 – 1945) and the persecutions by the Third Reich dictatorship (1933 – 1945) upset Germany’s population again. On the one hand, several hundred thousand escaped from fascism for political and ethnical reasons and dispersed all over the world. On the other hand, a total number of 12 million prisoners of war (mainly from Poland and Russia) were deported to Germany and forced to work.¹³

1945

After the German capitulation in 1945, Germany lost a huge part of its East territory. The core area was divided in four zones from which in 1949 the Federal Republic of Germany (German: “Bundesrepublik Deutschland” – FRG / BRD) and the German Democratic Republic (German: “Deutsche Demokratische Republik” – GDR / DDR) derived. The deprivation of the eastern part and the banishment of Germans in Eastern Europe caused the migration of up to 13 million Germans, who fled to what was left of Germany.¹⁴ Although there was abundance of work, this huge migrational flow caused considerable tensions in the receiving areas regardless of the recent history and of the fact that the immigrants were not foreigners but refuging Germans. In today’s Baden-Württemberg the population shifted by suddenly counting 15.6% of “expellees” (German: “Heimatvertriebene”).¹⁵ However, other German regions experienced a much higher influx of expellees. In Mecklenburg-Vorpommern, for example, they reached a share of 43.3% of the population.¹⁶

⁵ Cf. Maier (2004c: 18).

⁶ Ibid.

⁷ Cf. Bade (2002: 9).

⁸ Ibid.

⁹ Cf. Maier (2004a: 4); Bade (2002: 9).

¹⁰ The coal mining region Ruhr District (German: ‘Ruhrgebiet’) experienced an immense influx of Polish workers, which were called “Ruhr Polonians” (German: ‘Ruhrpolen’).

¹¹ Heilig / Kircher (2004: 40). Own translation.

¹² Cf. Bade (2002: 9).

¹³ Cf. Oltmer (2005).

¹⁴ Cf. Lienert / Lienert (2004: 34-35).

¹⁵ Cf. *ibid.*

¹⁶ Cf. Schwartz (n.y.: 1).

After the foundation of the Federal Republic of Germany and the German Democratic Republic in 1949 the situation improved and programs which helped the expellees to establish a business or to receive compensation for their losses were launched.¹⁷ Anyway LIENERT / LIENERT concede that most expellees worked beyond their qualification level.¹⁸ Of course, this is also due to the post-war difficulties. Nevertheless, the integration of this huge number of migrants is a success story of the German postwar period.¹⁹

1955 - 1973

The economy of the FRG (German: "BRD") recovered quickly. The resurged industry demanded urgently manpower, especially for inferior jobs. The solution came from southern Europe: In 1955 Germany and Italy signed the first *recruiting agreement* (German: "Anwerbeabkommen"), enabling a huge wave of immigration of guest workers into Germany. Later eight further agreements with Spain (1960), Greece (1960), Turkey (1961), Morocco (1963), South Korea (1963), Portugal (1964), Tunisia (1965) and Yugoslavia (1969) followed.²⁰ The subsequent immigration flow has never seen any parallel. By 1973 fourteen million guest workers had come to Germany, the majority of them from Turkey.²¹ Usually they were on temporary assignments for a maximum of two years. Eleven million of them then returned to their home countries.²²

In the 1970s the GDR (German: "DDR") signed similar agreements with Vietnam, Poland, Cuba and Mozambique.²³ However, these agreements had a significantly minor weight, reaching 94,000 guest workers.²⁴

Scholars agree nowadays that the integration of the guest workers in the FRG (BRD) was deficient. As the premise was to keep the foreigners working for a short period of a few years and send them back home later on, no efforts were made to enable their participation. The level of housing, payment, working conditions and healthcare situation were underneath what was provided to German workers.²⁵ Cross-cultural encounters with Germans, learning of the German language, representation through German associations or political participation was not intended by the authorities, neither by many immigrants.²⁶

However, more and more guest workers planned to stay in Germany, married or intended to bring their families. Simultaneously, more and more employers complained about the rotation of employees and looked for possibilities to maintain their workers.

1973 - 1990

In view of the increasing number of immigrants and the so called oil crisis of 1973, which for the first time in Germany's post war history caused a considerable rate of unemployment, the government implemented a ban on recruitment (German: "Anwerbestopp"). Nevertheless, this stop was followed by a newly increasing number of family unifications because, on

¹⁷ Cf. Lienert / Lienert (2004: 35); Schwartz (n.y.: 2-6).

¹⁸ Cf. Lienert / Lienert (2004: 36).

¹⁹ Cf. Maier (2004a: 4).

²⁰ Cf. Huneke (2013: 211-212).

²¹ The number of guest workers between 1955 and 1973 is still reflected in the current number of foreigners. Cf. chapter 0.3 for more information.

²² Cf. Deutsches Historisches Museum (2009).

²³ Cf. Brucks (2001: 42-43.)

²⁴ Cf. Deutsches Historisches Museum (2009).

²⁵ Cf. Hunn (2011: 27); Borde / David (2001: 33).

²⁶ Cf. Hunn (2011: 22; 42-43).

the one hand, the remaining workers were contracted for longer periods and, on the other hand, they feared not to be allowed to return to Germany if they went back home.²⁷

However, the atmosphere in society and politics became more and more tense and hostile towards foreigners, especially Turks. In 1983 an act to support the return of foreigners was approved and regulatory policy became more important.²⁸

Interestingly, at the same time the academic world started to identify *migration* as a subject of analysis. This scientific interest was fostered because migrational factors helped reframe the concepts of *population, migration and labor market*. They were not any longer linked to the terrible experiences of the Third Reich, and the scientific disciplines of social and cultural studies – and not merely the history – shaped the topic.²⁹

1990s

In 1990 Germany was reunified. However, the political atmosphere against foreigners went on. On the one hand the new Immigration Act of 1991 consolidated the restrictions³⁰, on the other hand it enabled the naturalization of foreigners with a minimum stay of eight years.³¹

In addition, after the fall of The Iron Curtain, Germany experienced on the one hand a rush of late repatriates from the former Soviet Union, Poland and Romania, and on the other hand Asylum seekers especially from former Yugoslavia. In 1991, 1992 and 1993 some terrifying riots against asylum seekers and other foreigners resulted in eight casualties.³² The deprecatory attitude was supported by considerable parts of the population allowing right-wing parties relative success.³³ In 1993, the governing parties agreed on the so called “Asylum Compromise” (German: “Asylkompromiss”), which was blamed for hindering the possibilities of getting the entitlement of asylum.³⁴

2000 – today

Although the Immigration Act (1991) and the Asylum Compromise (1993) were criticized, nowadays scientists agree that Germany started slowly in the 1990s to realize its role as a migratory country.³⁵ The next step was the reform of the Citizenship Act in 2000 which mixed the traditional *Jus sanguinis* (right of descent) with a more modern *Jus soli* (right of soil).³⁶ Afterwards, in 2005, the renewal of the Immigration Act drew attention to duties and responsibilities concerning immigration and integration. Accordingly, integration is taken as a public responsibility, migrants can claim for integrational support and a new office, the *Federal Office of Migration and Refugees* (German: “Bundesamt für Migration und Flüchtlinge” – BAMF), was created. Since 2005 the National Conferences of Integration (German: “Integrationsgipfel”) and the National Conferences of Islam (German: “Deutsche Islamkonferenz”) have been held, the National Integration Plan (German: “Nationaler Integrationsplan”

²⁷ Cf. Brucks (2001: 43).

²⁸ Cf. Heilig / Kircher (2004: 41).

²⁹ Cf. Bade (2002: 13).

³⁰ Cf. Heilig / Kircher (2004: 41).

³¹ Cf. Huneke (2013: 214); Straubhaar (2008: 17).

³² *Ibid.*: 214.

³³ Compared to other European countries, right-wing parties have been traditionally unpopular in Germany since the Third Reich. At the early 1990s they reached around 10% in regional elections, which is considered as alarmingly high and has almost never repeated since then.

³⁴ Cf. Heilig / Kircher (2004: 41).

³⁵ Cf. Bommes (2006: 17); Bade quoted by Schmolke (2010: 19); Maier (2004a: 4).

³⁶ Cf. Bade (2007: 36-37); Ohliger / Raiser (2005: 52). For contemporary legislative frameworks please note chapter 0.2.

- NIP) was ratified, the terminus *Person with migrational background* (German: “Person mit Migrationshintergrund”)³⁷ was created and, last but not least, the *Act to improve the assessment and recognition of foreign professional qualifications* (German: “Berufsqualifikationsfeststellungsgesetz” – BQFG)³⁸ was enacted; altogether providing a strong evidence of a paradigm shift.³⁹ Not surprisingly, Klaus Bade, one of the leading integration scientists, stated in 2012 that “in the last ten years Germany has achieved more than in the previous forty years in migrational and integrational politics. But many reforms are too late. We would have needed the Immigration Act from 2005 and the Recognition Act from 2012 already a quarter of a century earlier.”⁴⁰ This insight strikes Germany after having experienced the influx of nearly 36 million immigrants since 1955.⁴¹

0.2 A brief description of the legislative framework at national and regional level

The legislative framework concerning Third Country Nationals is mainly defined in the following laws and edicts:

- Residence Act (German: “Aufenthaltsgesetz” – AufenthaltG)
- Asylum Procedure Act (German: “Asylverfahrensgesetz” – AsylVfG)
- Nationality Act (German: “Staatsangehörigkeitsgesetz” – StaG)

The first two Acts are part of the *Immigration Act* (German: “Zuwanderungsgesetz” – ZuwG)⁴² which was released in 2005 and changed the legislative framework considerably.

Residence Act (German: “Aufenthaltsgesetz” – AufenthaltG)

The AufenthaltG has been in place since 2005 and replaced the *Foreigner Act* (German: “Ausländergesetz”). It basically regulates entry, departure and residence of foreigners. It is not valid for EU-citizens and for diplomats. According to the act, there are five different residence titles:⁴³

- Residence permit (German: “Aufenthaltserlaubnis”)
- Blue Card EC (German: “Blaue Karte EU”)
- Visa (German: “Visum”)
- Permission for permanent stay in the EC (German: “Erlaubnis zum Daueraufenthalt” – EU)
- Residence permit (German: “Niederlassungserlaubnis”)

³⁷ This terminus includes all foreigners (TCN and EU-citizens) living in Germany as well as all naturalized persons and all descendants of foreigners who immigrated to Germany after 1955. (Statistisches Bundesamt (2013: 26).

³⁸ This Act is deeply discussed in chapter 1, especially 1.2.

³⁹ Cf. Filsinger (2008: 6).

⁴⁰ Bade quoted by Popp (2012). Own translation.

⁴¹ Cf. IFD-Allensbach (2009: 1).

⁴² The complete ZuwG can be seen at the following website: Bundesministerium des Innern (2004): Gesetz zur Steuerung und Begrenzung der Zuwanderung und zur Regelung des Aufenthalts und der Integration von Unionsbürgern und Ausländern (Zuwanderungsgesetz) [online, <http://www.bmi.bund.de/SharedDocs/Gesetztexte/DE/Zuwanderungsgesetz.pdf?__blob=publicationFile> (12.09.2014).

⁴³ BMI (2014).

The latter two enable the permanent residence and the movement to another European Country. They are defined in §9 of the AufenthaltG. The first three titles are generally temporary and bonded to a purpose of immigration.⁴⁴ Purposes which allow for a temporary residence title are: taking up an educational pathway (§§ 16, 17), taking up an occupation (§§ 18-21)⁴⁵, humanitarian reasons (§§ 22-26)⁴⁶, familial reasons (§§ 27-36)⁴⁷, former German nationality (§ 37) or tourism. The temporary residence title does not automatically imply the *employment permit* (German: “Arbeitserlaubnis”). This has to be defined explicitly and is assigned to the job administration authority.⁴⁸ For high qualified immigrants immigration procedures are simplified by providing them with the so called *Blue Card EC* (German: “Blaue Karte” – EU). The requirements consist of a recognized academic degree and a job offer of at least 47.600 Euro annually (gross) or 37.128 Euro (gross) annually in shortage professions.⁴⁹ Regarding the further regulations of the Residence Act the implementation of *Integration Courses* (German: “Integrationskurse”) attracts attention. These courses are a special offer for German language acquisition and are mostly free of charge. They are compulsory for foreigners (and German migrants) without German knowledge and who receive social welfare. The management of the Integration Courses is defined in detail by the *Integration Course Edict* (German: “Integrationskursverordnung” – IntV).⁵⁰ Other particularities of the AufenthaltG are codified in the *Residence Edict* (German: “Aufenthaltsverordnung” – AufenthV).⁵¹

Asylum Procedure Act (German: Asylverfahrensgesetz- AsylVfG)

The AsylVfG bases on article 16a of the German Constitution. The responsible authority in Germany is the *Federal Office of Migration and Refugees* (German: “Bundesamt für Migration und Flüchtlinge” – BAMF). However, according to the European Regulation 2003/343/EC (vulgo: Dublin-II-Regulation; German: “Dublin-II-Verfahren”), German entities are only responsible for the application if the asylum seeker did not enter German territory crossing another EC-country. As Germany is surrounded by EC-countries and Switzerland as a so

⁴⁴ Ibid.

⁴⁵ The regulations of immigration for the purpose of taking up an educational pathway (vocational training) and taking up an employment are written down in the *Employment Edict* (Beschäftigungsverordnung). The employment edict is an addendum to the AufenthaltG and regulates the conditions according to which TCNs may immigrate to Germany in order to take up vocational training or employment. This edict regulates the conditions for temporary residence titles and employment permits for most professions. The full text of the edict can be seen at the website: Pro Asyl: Verordnung

über die Zulassung von neu einreisenden Ausländern zur Ausübung einer Beschäftigung (Beschäftigungsverordnung - BeschV) [online] <http://www.proasyl.de/fileadmin/proasyl/fm_redakteure/Gesetze/BeschVO_Ausland_221104.pdf>; (12.09.2014).

⁴⁶ The regulations of immigration due to humanitarian reasons are mainly described in the *Asylum Procedure Act* (“Asylverfahrensgesetz”). Please note the respective paragraph below.

⁴⁷ Family reasons are recognized if the inviting person has a residence title, sufficient living space, sufficient money to maintain the family without needing social welfare and is not nominated for expulsion. The immigrating family member has to prove basic German knowledge. Immigration for family reasons is generally permitted to spouses. The regulations for underaged children are less strict (BMI 2014).

⁴⁸ BMI (2014).

⁴⁹ Ibid.

⁵⁰ The *Integration Course Edict* (German: “Integrationskursverordnung”) can be read at this website: Bundesministerium der Justiz und für Verbraucherschutz / Gesetze im Internet: Verordnung über die Durchführung von Integrationskursen für Ausländer und Spätaussiedler (Integrationskursverordnung - IntV) [online] <<http://www.gesetze-im-internet.de/intv/BJNR337000004.html>> (12.09.2014).

⁵¹ The *Residence Edict* (German: “Aufenthaltsverordnung”) can be read at this website: Bundesministerium der Justiz und für Verbraucherschutz / Gesetze im Internet: Aufenthaltsverordnung [online] <<http://www.gesetze-im-internet.de/aufenthv/index.html>> (12.09.2014).

called “safe third country” (German: “sicherer Drittstaat”), an asylum procedure can theoretically only be initiated in an international airport. On average, the BAMF decides about the asylum application within nine months. There are five possible decisions:⁵²

- Negative decision I: The application is denied for being baseless.
- Negative decision II: The application is assigned to another European country, where the asylum seeker entered the European Community.
- Positive decision I: The asylum seeker is entitled to be granted asylum. Asylum is only granted if the persecution in his/her home country emanates from the public authority (state).
- Positive decision II: The asylum seeker is entitled to international protection under the *Geneva Convention* (German: “Genfer Konvention”) if he/she is in danger in his/her home country due to ethnicity, religion, nationality or belonging to a specific social group.
- Positive decision III: The asylum seeker is entitled to *subsidiary shelter* (German: “Subsidiärer Schutz”) if he/she cannot be sent back due to his/her freedom or life being endangered, e.g. in civil war countries.

The asylum entitlement (German: “Asylberechtigung”) and the protection under the Geneva Convention are valid for three years, the subsidiary shelter is granted for one year.⁵³

In case of denial, the asylum seeker has to leave the country voluntarily or will be expelled otherwise. If this is not possible, for example due to a severe illness or because his home country is unknown, the asylum seeker obtains the right of sojourn with toleration (German: “Duldung”).

The asylum seekers are distributed over Germany according to the *Königsteiner Key* (German: “Königsteiner Schlüssel”).⁵⁴ Through this, the German States (German: “Bundesländer”) are burdened equally. Corresponding to its share of population and budget Baden-Württemberg takes the third highest number of asylum seekers after North-Rhine-Westphalia and Bavaria. During the asylum procedure the asylum seeker is subject to the so called *mandatory residence* (German: “Residenzpflicht”)⁵⁵ which obligates refugees to remain in the designated municipality for him/her. However, this regulation is not always strictly applied.

All asylum seekers get the employment permit after nine months. Nevertheless, there is a proof of preference (German: “Vorrangprüfung”) which means that an asylum seeker can only be employed if no other unemployed person is available for this job. Once the asylum is granted, there are no restrictions regarding the employment permit.

Social Welfare

Third Country Nationals with a legal residence title have the right to receive social welfare, child allowance (German: “Kindergeld”) and health insurance.⁵⁶ However, it is necessary to remember that immigration is often conditioned on the premise that the immigrant is able to maintain himself independently in Germany.

⁵² Cf. Roth / Peters (2014).

⁵³ Ibid.

⁵⁴ § 45 AsylVfG.

⁵⁵ § 56 AsylVfG; § 61 AufenthG.

⁵⁶ § 23 SGB XII.

These regulations are not valid for asylum seekers.⁵⁷ They get benefits according to the *Asylum Seekers Benefit Act* (German: “Asylbewerberleistungsgesetz” – AsylbLG). Grants consist of the provision of a living quarter, vouchers, a small cash allowance and emergency healthcare. Altogether, the allotment to asylum seekers is slightly smaller than the regular social welfare in Germany. This fact has raised debates in the last years, because the social welfare is supposed to be the margin of subsistence in Germany.⁵⁸

Nationality Act (German: “Staatsangehörigkeitsgesetz” – StaG)

The German Nationality Right is basically a jus sanguinis (right of descent) since 2002 expanded by some references to jus soli (right of soil). Third Country Nationals have the right to receive German citizenship provided they fulfill the following requirements:⁵⁹

- Residence in Germany for eight years
- No criminal record
- Knowledge of the German language
- Successful pass of the citizenship test (about the social order and live in Germany)
- No receipt of social welfare
- Willingness to resign from the original citizenship

The above noted requirements are reduced for some applicants:

- In case of successful participation in an integration course the waiting period can be shortened to seven years.
- Spouses and life partners of Germans can apply for the German citizenship after having lived in Germany for three years and after having been married for two years.
- Stateless persons have the right to apply for the German citizenship after having lived in Germany for five years.
- EU-citizens do not have to resign from their original citizenship.

A special issue, which is contemporarily controversially discussed, is the so called “Option Model” (German: “Optionsmodell”). In simple words, this is relevant for all descendants of Third Country Nationals who were born in Germany after the 1st of January 2000 and whose parents have been living in Germany for eight years. They are automatically entitled to the German citizenship until the age of 23. Thus, they usually have two citizenships: their parents’ and the German one. At the age of 23 they have to choose one of the citizenships and resign from the other one.⁶⁰ As this would possibly mean the denaturalization after 23 years of entitlement, this concept is being discussed harshly.

Electoral franchise

Third Country Nationals do not have any electoral franchise. Thereby, they are at a disadvantage against EU-citizens who may participate in local elections and in the elections for the European Parliament.

⁵⁷ Ibid.

⁵⁸ Cf. Tagesschau.de (2012).

⁵⁹ § 10 StaG.

⁶⁰ Cf. Beauftragte der Bundesregierung für Integration (2012).

0.3 Statistical outline

Foreign and migrant population

Germany counts a number of 80.5 million inhabitants. The number of foreigners is 7.6 million (9.4%).⁶¹ 3.3 million (4.0%) are EC-citizens while 4.3 million (5.4%) are Third Country Nationals (TCN).⁶² Since 2005 there is a concept in Germany which considers the familiar background of the people: the migrational background (German: "Migrationshintergrund"). This terminus includes all foreigners (TCNs and EU-citizens) living in Germany as well as all naturalized persons and all descendants of foreigners who immigrated to Germany after 1955.⁶³ According to the latest data, 16.3 million persons (20.2%) in Germany have this so called migrational background.⁶⁴ For some of the following tables and figures there is no data about TCNs available, in which case the data about persons with migrational background is taken, or else it is more sensible to term the figures on the basis of the migrational background.

In Baden-Württemberg, taken as the State where the city of Karlsruhe lies (host city of the current research project), the share of foreigners reaches 12% (1.3 million inhabitants) while the share of persons with migrational background reaches 27% (2.8 million inhabitants).⁶⁵ This is the highest figure among all German territorial states.⁶⁶

The city of Karlsruhe hosts 41,000 foreigners (14.5%), respectively circa 75,000 persons (circa 25%) with migrational background.⁶⁷

Nationality

Figure 1 reveals that the majority of foreigners in Germany are Europeans:

⁶¹ Statistisches Bundesamt (2014b).

⁶² Ibid.

⁶³ Statistisches Bundesamt (2013: 26).

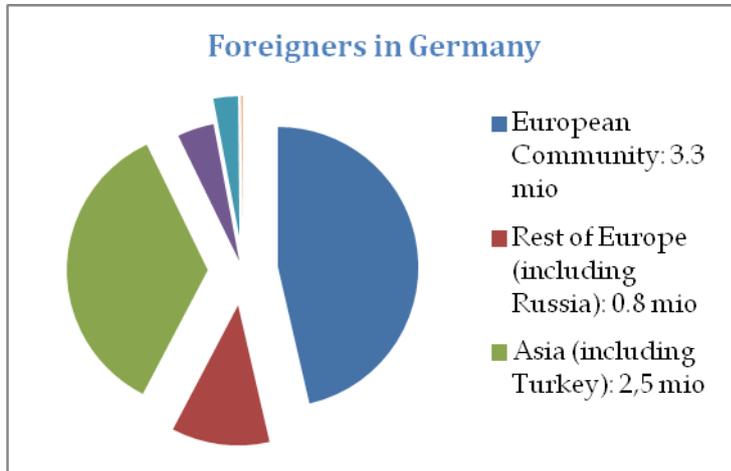
⁶⁴ Statistisches Bundesamt (2014a).

⁶⁵ Statistisches Bundesamt (2014c).

⁶⁶ The figure is only topped by the two district counties of Bremen and Hamburg.

⁶⁷ Stadt Karlsruhe (2012: 6).

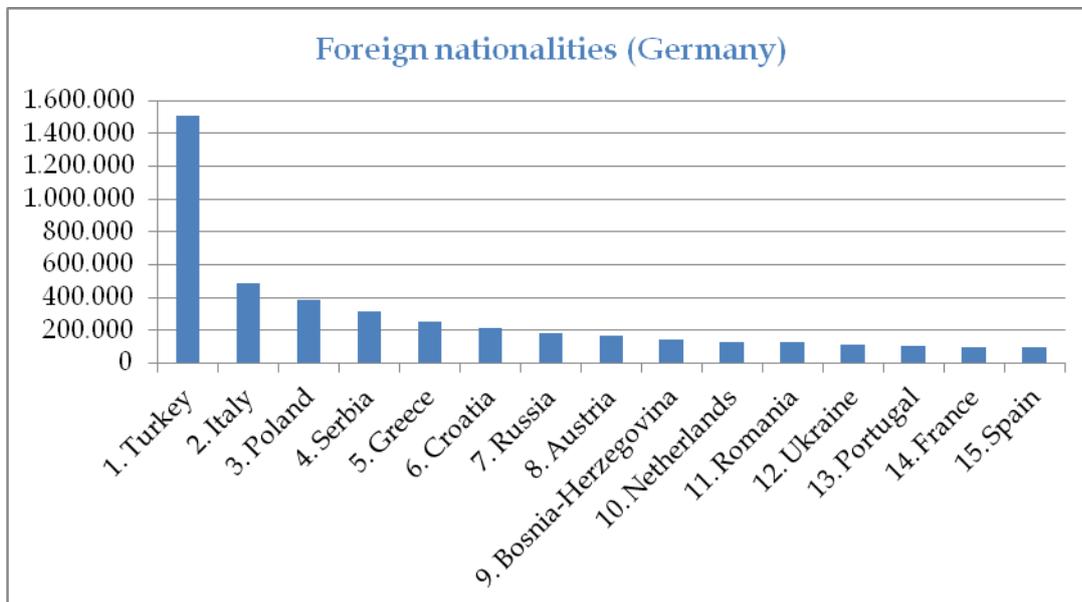
Figure 1: Foreigners in Germany



Source: Statistisches Bundesamt (2014b). Own calculation.

The fifteen most relevant nationalities in Germany can be reviewed in figure 2. Amongst them ten EC-countries and five third countries appear; by name and rank: Turkey (1st), Serbia (4th), Russia (7th), Bosnia-Herzegovina (9th) and Ukraine (12th).

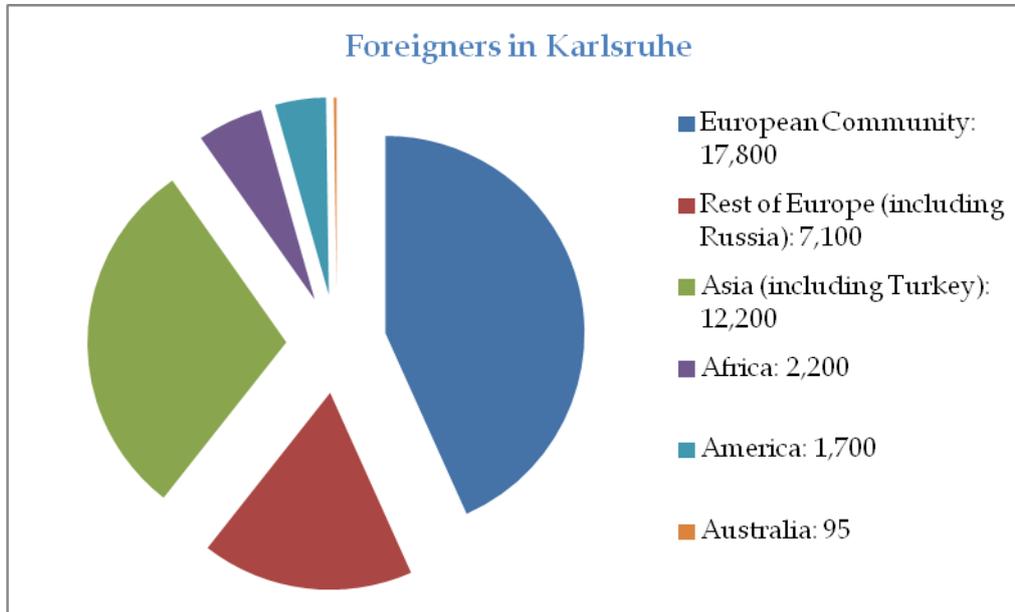
Figure 2: Foreign nationalities (Germany)



Source: Statistisches Bundesamt (2014d). Own calculation.

The majority of the 41,000 foreigners living in Karlsruhe are from the European Community as well. The percentage of non-EC Europeans is slightly higher in Karlsruhe than in the German average.

Figure 3: Foreigners in Karlsruhe



Source: Stadt Karlsruhe (2012: 7-8). Own calculation.

The main countries of origin can be reviewed in the following table. The place the nationality is ranked in the German average is given in brackets.

Table 1: Foreign Nationalities (Karlsruhe)

Foreign nationalities (Karlsruhe)

1. Turkey (1): 6,087
2. Italy (2): 4,214
3. Croatia (6): 2,262
4. Poland (3): 1,971
5. Serbia (4): 1,889
6. Romania (11): 1,768
7. Russia (7): 1,633
8. France (14): 1,611
9. PR of China (-): 1,268
10. Ukraine (12): 1,160
11. Bosnia-Herzegovina (9): 1,012
12. Spain (15): 1,008
13. Greece (5): 832
14. Bulgaria (19): 699
15. Austria (8): 655

Source: Stadt Karlsruhe (2014: 7-8). Own calculation.

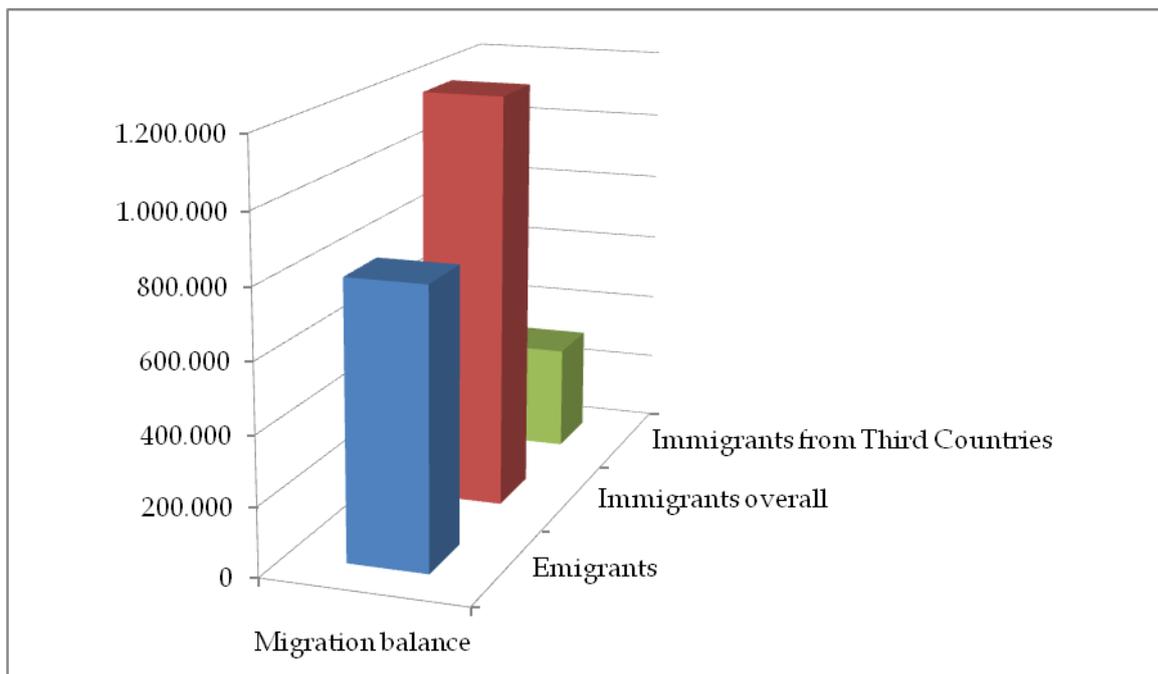
Amongst these, six third country nationalities are on the list (Turkey, Serbia, Russia, PR of China, Ukraine and Bosnia-Herzegovina). Furthermore, the case of Croatia illustrates the

limited reasonability of the usage of the concept of Third Country Nationality: With its joining the EC in 2013 the repartition of EC and non-EC-citizens changed considerably over night.

Migration balance

Counting the immigration and subtracting the emigration the German migration balance is positive. In 2012, 1.2 million people came to Germany, while 800,000 people left the country. 306,000 immigrants came from third countries.⁶⁸

Figure 4: Migration balance



Source: Statistisches Bundesamt (2014e) & SVR (2014: 50). Own calculation.

In Karlsruhe, the migration balance is positive as well. An influx of 30,600 persons stands in opposition to an outflow of 26,000 persons.⁶⁹

Residence titles / Purpose of immigration

The majority of foreigners hold a permanent residence permit. This applies to nearly all the European citizens (97%) and even to 50.4% of the TCNs. In Baden-Württemberg the share of TCNs with a permanent residence permit is with 61% even higher.⁷⁰

Gender

It is a worldwide ascertainment that migration is a primarily masculine phenomenon. It is often the young, male and working population which venture to migrate. Thus, it does not

⁶⁸ SVR (2014: 48).

⁶⁹ Cf. Städteigene Bevölkerungsstatistik Karlsruhe (2014a); Städteigene Bevölkerungsstatistik Karlsruhe (2014b).

⁷⁰ Cf. IntMk (2013: 25).

surprise that the majority of foreigners in Germany is masculine (52%)⁷¹; for Karlsruhe, the same rate can be stated (52%)⁷².

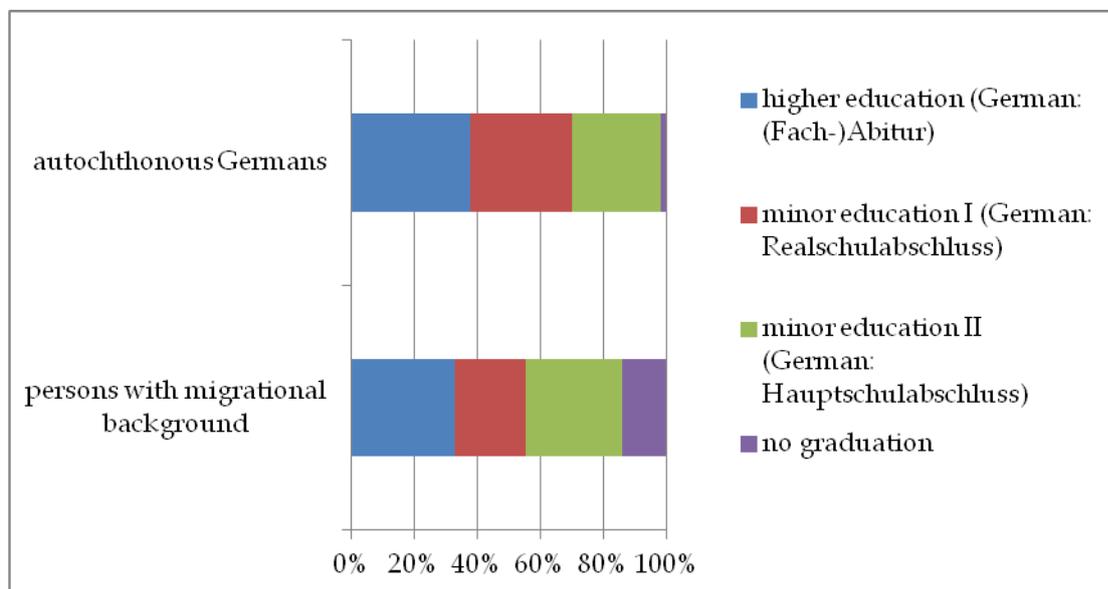
Age

There is no data available which reveals the age distribution of Third Country Nationals in comparison to the autochthonous population. Nevertheless, it can be stated that the overall population with migrational background in Germany is younger (35.5 years on average) than the autochthonous population (46.2 years on average).⁷³ More than one quarter of the population with migrational background is underage (under 18 years old), whereas this figure lies only at 13.6% in the autochthonous comparison group.⁷⁴ In contrast, only 9.5% of the persons with migrational background are older than 65, while this is the case for 23.7% of the autochthonous population.⁷⁵

Education

Again, there is no data available referring to Third Country Nationals; hence the data about persons with migrational background must be taken into consideration. The following figure shows the distribution of higher education entrance qualifications (German: "Hochschulzugangsberechtigungen/(Fach-)Abitur") as the highest school leaving certificate amongst autochthonous Germans and persons with migrational background. The higher education entrance qualification (German: "Hochschulzugangsberechtigung/(Fach-)Abitur") is usually achieved after 12 or 13 years of schooling while the minor education degrees (German: "Real-/Hauptschulabschluss") are achieved after 10 (Realschulabschluss) or 9 (Hauptschulabschluss) years of schooling.

Figure 5: School leaving degrees



Source: Statistisches Bundesamt (2014g).

⁷¹ Cf. Statistisches Bundesamt (2014d).

⁷² Cf. Stadt Karlsruhe (2012: 8).

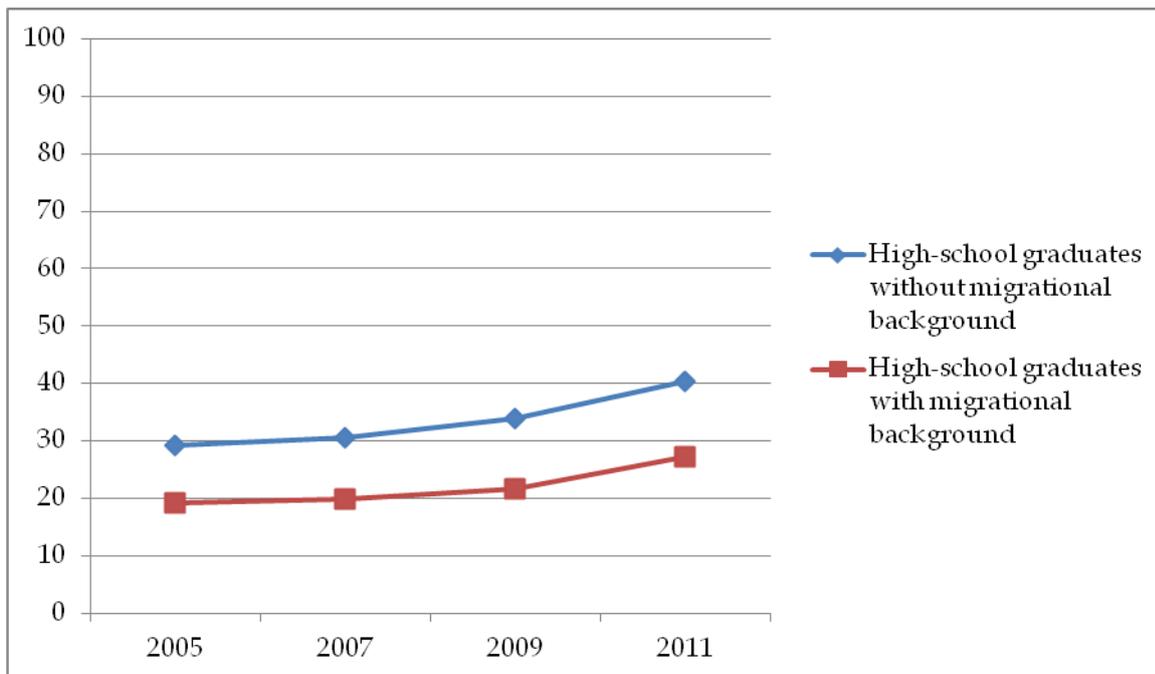
⁷³ Statistisches Bundesamt (2014f).

⁷⁴ Cf. IntMk (2013: 14).

⁷⁵ Ibid.

It is evident that migrants tend to have lower educational success than their autochthonous counterparts. Although the educational participation is improving at present, the difference is still significant, as the development of higher education leaving degrees in the figure below shows.

Figure 6: High-school-graduates with and without migrational background (in percentage of the total number of graduates)



Source: SVR (2014: 102).

Professional qualification

A particularity of the German professional qualification system is the dual vocational training. In other countries, several professions are instructed in a different way than in Germany, where they are taught theoretically in vocational schools (German: “Berufsschule”) and simultaneously in apprenticeship on the job. This is the dual vocational training (German: “Duale Berufsausbildung”), which is very popular amongst Germans. Of course, many immigrants have not participated in it⁷⁶, as they moved to Germany after having finished their professional formation in their home countries.⁷⁷

Vocational Training

As mentioned above, the vocational training is less popular amongst persons with migrational background. Anyway, if completing an apprenticeship at all, persons with migrational background tend to prefer vocational trainings in the areas of *handicrafts* and *free professions*. In comparison to their German counterparts they are relatively underrepresented in the vo-

⁷⁶ Cf. IntMk (2013: 53).

⁷⁷ Data about professionals with and without migrational background can be reviewed at this website. However, the data is not revealing due to the fact that a considerable number of professional qualifications are not recognized in Germany. Destatis: Bevölkerung nach Migrationshintergrund [online] <<https://www.destatis.de/DE/ZahlenFakten/GesellschaftStaat/Bevoelkerung/MigrationIntegration/Migrationshintergrund/Tabellen/MigrationshintergrundBeruflicherAbschluss.html>> (16.09.2014).

cational trainings in the areas *industry and commerce* and especially in *public service*.⁷⁸ Only 9.8% of the employees in public service are persons with migrational background. In Baden-Württemberg, this number is slightly higher (13.9%) but still significantly underneath their share of the population (20% in Germany; 26% in Baden-Württemberg).⁷⁹

Occupational status

The calculation of the number of persons according to their occupational status is difficult and results have to be regarded cautiously especially in an international comparison. This is due to the fact that there are different measuring concepts of employment and unemployment, which alter the database significantly.⁸⁰ For example, the German labor administration has two concepts of how to measure the number of unemployed people: “Arbeitslosigkeit” vs. “Erwerbslosigkeit”, whose explanation would go too far at this place.⁸¹ However, the rate of “Arbeitslose” with 6.7% of the labor force currently (August 2014) differs from the rate of “Erwerbslose” with 4.8%.⁸²

However, the overall unemployment rate in Germany (5.4%) was lower in 2012 than the unemployment rate of persons with migrational background (8.9%) and of foreigners (not specifying TCN and EU-citizens) (10.1%) as it can be reviewed in the following figure.

Figure 7: Unemployment rate in percent (2012)



Source: Statistisches Bundesamt (2014i).

⁷⁸ Cf. IntMk (2013: 55).

⁷⁹ Cf. IntMk (2014: 91).

⁸⁰ Cf. SVR (2013: 110).

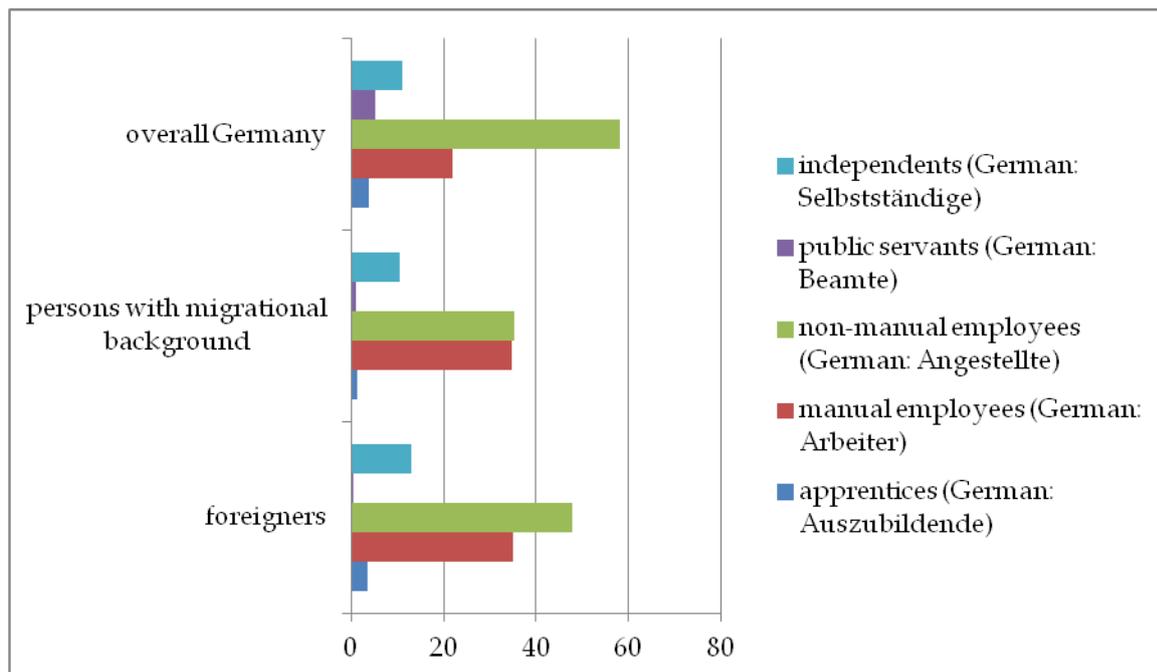
⁸¹ It is similar to the difference between unemployed and jobless person. For details: <https://statistik.arbeitsagentur.de/Navigation/Statistik/Grundlagen/Arbeitslosigkeit-Unterbeschaeftigung/Arbeitslosigkeit-Erwerbslosigkeit-Nav.html> ; 16.09.2014.

⁸² Statistisches Bundesamt (2014h).

The overall unemployment rate of Baden-Württemberg is the lowest of all sixteen German States. Only 4.1% of the labor force is jobless.⁸³ In the region of Karlsruhe the total unemployment rate amounts to 4.2%.⁸⁴ No data has been found which separately reveals the regional unemployment rate of foreigners.

The professional status of the working population can be reviewed in the following figure. It is outstanding that foreigners work more often as independent workers and as manual employees, while they are less likely to be public servants or non-manual employees.

Figure 8: Professional status (percentage of the total work force)



Source: Ibid.

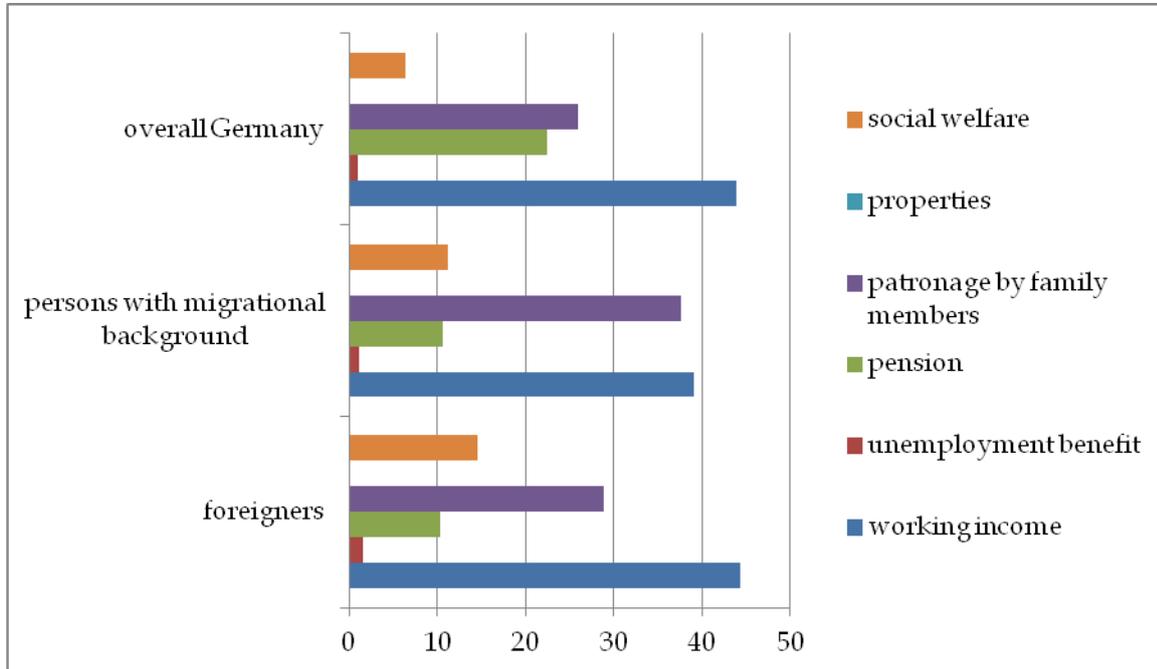
Means of subsistence

The following table shows the resources from which people make a living. Foreigners receive relatively more social welfare than the German average and have lower allowances granted by unemployment funds and by pensions. The latter does not surprise since their share in the group of elderly people is much smaller. While making a living from properties is not relevant in any group (only 0.6% of the foreigners and 0.7 of the overall population), patronage by family members is more important in migrant families. This probably occurs because children who naturally do not have an own income can be found more frequently in this population group.

⁸³ Cf. Statistisches Landesamt Baden-Württemberg (2014).

⁸⁴ Bundesagentur für Arbeit cited at IHK Karlsruhe (2014).

Figure 9: Means of subsistence (percentage of total number of population)



Source: Statistisches Bundesamt (2014j).

As the unemployment rate in Baden-Württemberg is the lowest in Germany, the number of persons who receive social welfare lies considerably below the German average: only 3.3% of the Germans in Baden-Württemberg (German average 6.3%) and 9% of the foreigners in Baden-Württemberg (German average 14%) benefit from social subsidies.⁸⁵

0.4 Conclusions and implications for the following parts

The previous introductory chapters have sketched a historical outline, the legislative framework and the recent statistics concerning the presence of Third Country Nationals in Germany and in the local region of Karlsruhe. It has been observed that the territory is experiencing the influx of Third Country Nationals within a considerable range. Thus, measures which facilitate the participation have been claimed for and still must be developed. To give an example, the labor market participation of TCNs is still underdeveloped: TCNs are more often unemployed than Germans, are underrepresented in public services and in academic and in non-manual professions. They work below their level of qualification and need the support of social welfare more often. The crux is that a considerable number of TCNs is after all quite well qualified, but their getting a job is often hindered due to the restrictions in the recognition of their foreign qualifications. Thus, a major challenge is the development and achievement of transparent and fair recognition procedures for formal, non- and informal skills, competences and knowledge. In the past, in the face of the need of manpower on the one hand and of the influx of migrants on the other hand, a too strict formalization of qualifications would have obstructed success histories like the realignment after the Thirty Years'

⁸⁵ Cf. IntMk (2013: 79).

War, the industrialization in the mid-nineteenth century and the reconstruction after the Second World War. Naturally, society and political frames changed and modernized: nowadays, not basic handicraft but specialized skills are needed. Thus, new solutions for the recognition and insertion of foreigners' skills are to be aspired. It is to explore to what extent Germany has already tackled this route and on which marks there is still potential for improvement. This topic is focused on in chapter 1.

The proposal of resolving levers is emerging since a continuous tension is to be expected due to a demographic change inside the European societies and a permanent influx of guest working migrants and asylum seekers from abroad. As it could be seen in the previous chapters, Germany is well experienced with the existence of migrants. History proves that integration is possible and often only a question of time, good will and supporting measures. This was for example the case with the Waldensians in Baden-Württemberg, the "Palatinates" in Pennsylvania and the German "expellees" from Eastern Europe after the Second World War. In spite of it, history also shows that unnecessary mistakes in the integration can be made. In Germany, after three generations we are still concerned about the errors of deficient integration of guest workers since the 1960s. During decades' diversity has only been seen as an awkward discomfort. Nevertheless, companies have benefitted from their foreign guest workers and have bit by bit implemented measures appreciating their cultural diversity. Upcoming, it is to be investigated how Diversity Management concepts have evolved in Germany, where there still are obstacles in the participation of migrants in enterprises and which highlights are to be conserved and strengthened. This topic will be focused on in the following chapter 2.

At least in Germany it certainly is an auspicious moment to think of better possibilities of participation for Third Country Nationals (and furthermore for all persons with migrational background). After having overslept integrational politics for many years, science, society and - foremost - politics are starting to be aware of the upcoming challenges. For example, it is to ascertain to what extent migrant organizations have become partners in the development of measures and under which conditions they work best. Throughout history migrant communities have always been an anchor for newcomers and bridge into the receiving society. They are the basis for commitment, networking and identification. Surely, migrant volunteering needs to be supported. This topic will be focused on in the following chapter 3.

The leading thought of the European Community is promising: There is a chance to shape a modern and diverse Europe pursuant to holistic and humanitarian ideals and at the same time apply the existing resources for the benefit of all.

First Part: Third Country Nationals' SKC Recognition

1.1 A brief description of the process of data collection

The process of data collection referring to Third Country Nationals' SKC recognition in Germany and in the region of Karlsruhe has three constituents:

1. Literature Research
2. 9 / 12 interviews to leading experts, local actors
3. Flanking colloquies as a component of the Stakeholder Dialogue meetings

1) Literature Research

The first major constituent of the task of "Filling the knowledge gap" is realized via a desktop analysis. In order to select the relevant literature, it is of crucial importance to consider that a certain paradigm shift has taken place in Germany in the last two years. This is due to a new legislation framework regarding the recognition of TCNs' qualifications and their recognition: the "Act to improve the assessment and recognition of foreign professional qualifications" (German: "Berufsqualifikationsfeststellungsgesetz") which is flanked by supplementing laws in the German states (German: "Länder"). Hence, it is necessary to focus on the most recent publications which basically are available via e-publishing channels, and it is to admit that even these recent publications are already subject to change.

Forty recent sources have been taken into consideration. They display the different aspects implied in the topic. A vast number of sources clarify the recognition of formal qualifications. Amongst them BOSSWICK (2013) and BMBF (2014) are to be pointed out, due to their vast information and detailed description of the current developments.

Nonetheless, assessment and recognition of non-formal and informal SKC are becoming more and more significant. This is noticeable in the literature, too. Among others, BRETSCHNEIDER (2003, 2006), OVERWIEN (2005) and SEIDEL et al. (2008) have excelled at this.

2) 9 / 12 interviews to leading experts, local actors

The desktop research has been flanked by twelve interview requests, which were carried out in the months of April through June of 2014. For the purpose of the interviews two guidelines/questionnaires were designed: one was directed towards leading experts from local authorities and the second towards local practitioners of recognition procedures. The selection of the interlocutors was made according to the interim research findings in combination with the so called "co-nomination": some experts nominated other experts for the follow-up interviews. The guidelines were sent to the interlocutors in advance in order to have the experts prepared for the particular questions. Basically, the questionnaire served as a guideline for a semi-structured expert interview and not always all the questions were likely to be answered. Afterwards, the interviews were conducted personally by phone, or the questionnaire was filled in by writing and then resent to us. Finally, the members of the project team made a layout of the answers. The first questionnaire was designed by disassembling the given Country Report. The process of the design of the questionnaire can be reviewed in ta-

ble 2 (see below and following page). This questionnaire was directed towards the following local authorities / experts. The rate of return was one of four (25%).

- 1) Meri Uhlig, Director of the Bureau of Integration for the City of Karlsruhe (Integration Commissioner)
- 2) Hedwig Schubert, Responsible Authority for Integration Affairs at the Rural District Office of Karlsruhe
- 3) Beate Scheuermann, Project Coordinator for OpenIT at Cyberforum Karlsruhe
- 4) Miriam Karl, Migration Counselor at Arbeiterwohlfahrt Karlsruhe.

Table 2: Questionnaire 1: Recognition of Third Country Nationals' SKC on the German labor market

Country Report Index	Questionnaire 1: Recognition of Third Country Nationals' SKC on the German labor market
<p>1.2.1 Recognition of formal qualifications acquired in Third Countries (institutions in charge; procedures required recent developments; links with the EQF, strengths and weaknesses)</p>	<p>1a) Do you yourself carry out recognition of formal qualification of TCN? 1b) Do you know any other organization which carries out recognition of formal qualification? If yes, which one? 1c) Do you know or do you apply any methods / instruments for the recognition of formal qualification? If yes, which ones? 1d) Which connections exist to the EQF and to the German Qualifications Frame? 1e) Do the organizations (1b) and the methods (1c) you have named address to Germans and EU-citizens, to TCN or to all of them? 1f) Which recent developments regarding the recognition of formal qualifications do you know? 1g) Where do you identify strength / opportunities rendered by the process of recognition of formal qualifications? 1h) Where do you identify weaknesses / threats rendered by the process of recognition of formal qualifications? Which possible solutions are there?</p>
<p>1.2.2 Assessment, recognition and validation of competences acquired through non-formal and informal learning (institutions in charge; procedures required recent developments links with the EQF strengths and weaknesses)</p>	<p>2a) Do you yourself carry out recognition of non- and informal SKC? 2b) Do you know any other organization which carries out recognition of non- and informal SKC? If yes, which one? 2c) Do you know or do you apply any methods / instruments for the recognition of non- and informal SKC? If yes, which ones? 2d) Which connections exist to the EQF and to the German Qualifications Frame? 2e) Do the organizations (1b) and the methods (1c) you have named address to Germans and EU-citizens, to TCN or to all of them? 2f) Which recent developments regarding the recognition of non- and informal SKC do you know? 2g) Where do you identify strength / opportunities rendered by the process of recognition of non- and informal SKC? 2h) Where do you identify weaknesses / threats rendered by the process of recognition of non- and informal SKC? Which possible solutions are there?</p>

1.2.3 Ad hoc bodies, procedures, instruments specifically envisaged for TCNs' SKC recognition (<i>institutions in charge</i> ; procedures required; recent developments; links with the EQF, strengths and weaknesses)	cf. 1a, 1b, 2a, 2b cf. 1c, 2c cf. 1f, 2f cf. 1d, 2d cf. 1g, 2g cf. 1h, 2h
1.3.1 Presentation of the existing statistics and studies about TCNs' SKC recognition at national and regional level	no questions
1.3.2 Potential benefits of TCNs' SKC recognition for the national and regional labor demand (focusing on sectors of activities and professional figures particularly involved)	3a) To what extent does the labor demand benefit or suffer damage due to the recognition of TCNs' SKC? 3b) In which sectors is the recognition of TCNs' SKC especially significant?
1.3.3 Outcomes of SKC recognition for TCN workers (impacts on employability, professional mobility, and retribution levels)	3c) In which areas do TCN workers benefit from the recognition of their SKC? (Employability, mobility, retribution levels, others)
1.3.4 Problematic issues and possible improvement strategies	cf. 1h, 2h
1.4.1 Regional and local stakeholders involved in the process	cf. 1a, 1b,
1.4.2 Initiatives implemented and results accomplished	cf. 1c, 1f,
1.4.3 Problematic aspects and actionable levers	cf. 1h,
1.5.1 Regional and local stakeholders involved in the process	cf. 2a, 2b
1.5.2 Initiatives implemented and results accomplished	cf. 2c, 2f
1.5.3 Problematic aspects and actionable levers	cf. 2h
	4a) Would you like to remark anything else concerning the recognition of foreign SKC, which has not been taken into consideration in the previous answers?

Source: Own.

The second questionnaire, concerning practitioners of SKC registration and validation, focused on ad-hoc procedures and instruments. Notice the questionnaire in table 3:

Table 3: Questionnaire 2: Practitioners of SKC registration and validation

1.	What does your tool measure in the context of the identification of TCNs' SKC? (e.g. skills, knowledge, competences; of a non-formal, informal or formal kind; key skills or professional skills?)
2.	Which conditions must the candidates fulfil? Are TCN specifically taken into consideration?
3.	Do your methods cover the registration of SKC as well as the validation of SKC? Respectively, is the instrument connectable to other procedures?
4.	How can anybody find out about your procedure? Are TCN especially taken into consideration?
5.	How are the registration and the validation of SKC conducted practically? Which methods are applied, how and when? The competences of which area of life are taken into consideration? Please describe in detail (e.g. with an example)!
6.	What is required from you (or your employees) as a registering or validating agent?
7.	To what extent is your instrument standardized or flexible? Is there any quality control management?
8.	Has your tool got any connections to the European or the German Framework of Qualifications?
9.	How large are the expenses for your instrument of recognition or validation of SKC? Who covers them?
10.	Which strengths and weaknesses do you see in your instrument? Do you have any ideas of improvement?
11.	Which recent developments concerning the recognition of formal, non- and informal SKC do you know? How would you evaluate them?

Source: Own.

Eight interviews on the basis of this questionnaire were conducted with the following local and trans-regional practitioners of SKC registration and / or recognition. The interviews were executed personally or on the telephone. The rate of return was eight of eight (100%).

Table 4: Interviewees: Practitioners of SKC registration and validation

1)	Anke Windsor, freelancing counselor of education, Karlsruhe
2)	Rainer Kettner, Assisting business unit manager, Chamber of Crafts Mannheim
3)	Hüseyin Ertunç, Coordinator of the IQ Network Baden-Württemberg, ikubiz Mannheim
4)	Hans-Joachim Hoos / Erhard Pusch, Manager of Agentur Q, Stuttgart
5)	Inga Paula, counselor of education, Tür an Tür Augsburg
6)	Andrea Agbo-Übelherr, Founder and Director of Innovision-Concepts, Augsburg
7)	Ulrike Richter, Research Assistant at Deutsches Jugendinstitut, Halle/Saale
8)	Susanne Haferburg, Task Assistant at the German Institute for Adult Education, Bonn

Source: Own.

Stakeholder-Workshop: The main purpose of the Stakeholder-Dialogues was the gathering of multi-perspectives of stakeholders from several areas in order to design an audit-scheme for the recognition of Third-Country-Nationals' SKC.⁸⁶ Accordingly, 17 experts were united to take part in the two Stakeholder-Workshops on 5th May and 2nd June of 2014 at Karlsruhochschule. The experts derived from the following fields: public authorities, professional chambers and unions, migrant lobbyists and organizations, educational and counseling facilities, relevant individuals. Representatives of consulates localized in the region unfortunately could not be won to take part in the meetings. The participants were chosen as and therefore logically pronounced experts in the topic of recognition practices, in the needs of Third Country Nationals or in the requirements of the labor market (or in two or all of these topics). Hence, the discussion results of the Stakeholder-Dialogue not only served to design the audit-scheme, which was the main reason for the meeting, but also served to fill the knowledge gap and gather more experience about the relevant country report chapters concerning the recognition of TCNs' SKC.

These are the participants of the two Stakeholder-Dialogues:

Table 5: Participants of the two stakeholder-dialogues

Nr	Name	Institution	Field	5 th May	2 nd June
1	Uhlig, Meri	Bureau of Integration for the City of Karlsruhe, Director (Integration Commissioner)	Public Authority	x	x
2	Schmid, Melis	EURegKA - Coordination Unit for European and regional relations Karlsruhe, Assistant	Public Authority	x	-
3	Dickgießer, Dirk	Federal Employment Agency Karlsruhe, Migration Commissioner	Public Authority	x	x
4	Drakul, Petar	Department of State of Integration, Head of the Division for Integration, Labor Market and recognition of foreign qualifications	Public Authority	x	x

⁸⁶ The audit-scheme designed by the project group at *Karlsruhochschule International University* is attached to this country report.

5	Runge, Ivo	Chamber of Industry and Commerce Karlsruhe, officer for continuing and vocational training	Professional chambers and unions	x	x
6	Kettner, Rainer	Chamber of Crafts Mannheim, Assisting business unit manager for vocational training and educational counseling	Professional chambers and unions	x	-
7	Grekova, Natalia	Chamber of Crafts Mannheim, Contact person for "alternative methods" of recognition	Professional chambers and unions	-	x
8	Ertunç, Hüseyin	Ikubiz Mannheim, Coordinator of the IQ Network Baden-Württemberg	educational and counseling facilities	x	-
9	Sommer, Benita	Internationaler Bund Karlsruhe, Division Manager for Integration	educational and counseling facilities	x	x
10	Kersten, Birgit	Internationaler Bund Karlsruhe, Supervisor for Youth Migration Service	educational and counseling facilities	x	x
11	Dr. Sardarabady, Iris	Internationales Begegnungszentrum Karlsruhe, Chairwoman	migrant lobbyists and organizations	x	x
12	Althen, Jörg	Adult Education Centre (Volks-hochschule) Karlsruhe, Division Manager for German and Integration Courses	educational and counseling facilities	x	-
13	Windsor, Anke	freelancing counselor of education, Karlsruhe	relevant individual	x	x
14	Dreutler, Udo	Freunde für Fremde e.V. Karlsruhe, vice chairman	migrant lobbyists and organizations	x	-
15	Kersting, Werner	Stoffwechsel e.V. Karlsruhe, chairman	migrant lobbyists and organizations	-	x
16	Maric, Danijela	mechanical engineer, Karlsruhe	relevant individual	-	x
17	Beltran, Eric	architect, Karlsruhe	relevant individual	-	x

Source: Own.

Academic quality criterion: As to the academic quality criteria, namely reliability, objectivity and validity, different aspects and measures are to be considered. The aim of the collection of information and the incorporation of the experts' perspective relied on a holistic approach in order to collect multi-perspectives and detailed information. To guarantee this holistic approach and therefore a certain reliability and validity the large number of experts and moreover their different specificities were important. Thus, in the interviews as well as in the stakeholder meetings not one single opinion or perspective attained predominance but was always relativized through opposite or amending points of view. The mixture of methods of expert interviews, dialogues and the desktop research also reinforced the reliability, the objectivity and the validity of the procedure. All the results from the three methodical constituents were conscientiously balanced by at least two members of the research team. Thus, rely-

ing on a kind of interrater-reliability on the one hand, and making use of a priori structured guideline for interviews and dialogues on the other hand, helped to support objectivity in the formulation of our findings.

1.2 Legislative and administrative framework at national and regional level

1.2.1 Recognition of formal qualifications acquired in Third Countries (institutions in charge; procedures required; recent developments; links with the EQF, strengths and weaknesses)

In the last years, a kind of paradigm-shift⁸⁷ referring to the perception of the recognition of formal qualifications acquired in Third Countries took place. It culminated in 2012 in the enacting of the new “Act to improve the assessment and recognition of foreign professional qualifications” (German: “Berufsqualifikationsfeststellungsgesetz”). This act was flanked by supplementing laws in – until now – fourteen of the sixteen German states (German: “Bundesländer”). In the missing two states, Schleswig-Holstein and Saxony-Anhalt, the laws are in preparation.⁸⁸ Beforehand, an intense debate about the waste of Third Country Nationals’ potentials on the one hand and skills shortage and demographic change on the other hand took place and is still ongoing. The key words of the debate centered on the “brain waste”⁸⁹ and the skills shortage (German: “Fachkräftemangel”).⁹⁰ Accordingly, in 2008 the ministers of education ratified the “Qualification Initiative for Germany” (German: “Qualifizierungsinitiative für Deutschland”), in order to benefit from domestic potential.⁹¹

This chapter mainly focuses on the new legislative framework. To understand this framework better, some particularities of the German educational system must be considered, namely: the (non-)regulation of professions, the federal or state competence of professions and the dual vocational training system. An insightful description of the German educational system and its implications for the BQFG in English can be found in BOSSWICK (2013).

(Non-)Regulation of professions

“Regulated professions are professions which can be exercised only upon formal admission based on legal or administrative rules related to specific professional qualifications”.⁹² In Germany, this is valid for 471 professions, mainly for medical and judiciary professions as well as for teachers at public schools and other public servants and for master craftsmen.⁹³ For Third Country Nationals who aspire to work in one of these professions formal acceptance is mandatory.⁹⁴ Besides the information centers later mentioned, the database *anabin*⁹⁵ assists in finding the competent authority for the acceptance process.

⁸⁷ BMBF (2014: 6).

⁸⁸ BiBB (n.y.a).

⁸⁹ Cf. Englmann / Müller (2007).

⁹⁰ Cf. BDA (2010).

⁹¹ Cf. BMBF (2008).

⁹² Bosswick (2013: 72).

⁹³ A complete list of the 471 regulated professions can be found on the website of the Federal Employment Agency: [online] <http://berufenet.arbeitsagentur.de/berufe/resultList.do?_pgnt_act=goToAnyPage&_pgnt_pn=0&_pgnt_id=resultList> (02.07.2014).

⁹⁴ Cf. Netzwerk IQ (2010b: 17).

⁹⁵ Anabin is only online available at: Anabin: Informationsportal zur Anerkennung ausländischer Bildungsabschlüsse [online] <<http://anabin.kmk.org/anabin-datenbank.html>> (02.07.2014).

If the aspired profession does not belong to the regulated professions (e.g. migrant handi-craft labor, philologists, natural scientists), the formal acceptance is not mandatory. This means that immediate job-application is possible. But even for these individuals, the Standing Conference of the Ministers of Education and Cultural Affairs (German: “Kultusministerkonferenz”) indicates that acceptance or validation of the certificates may be reasonable in order to help potential employers to assess the qualification.⁹⁶

Federal or State competence of professions

The political system of Germany is a Federal Republic. The responsibility to make decisions is incumbent upon authorities in the single states. Mostly the educational system⁹⁷ is touched by this; the Standing Conference of the Ministers of Education and Cultural Affairs takes care of a harmonization between the states. Nevertheless, the decision about the recognition of several professions and about the admission to them is in the domain of the states (e.g. child care workers, translators, architects, geriatric psychiatrists)⁹⁸. In consequence, there are cases in which the recognition of a foreign qualification is denied in one state and accepted in another one.⁹⁹

Dual vocational training system

The dual vocational training system as implemented in Germany (and a few other countries like Austria, Switzerland, Denmark, Norway, Luxembourg and the Netherlands) is especially remarkable.¹⁰⁰ “In the German dual vocational training system, practical vocational training is given at work, backed up by theoretical training and general education provided in vocational training schools, which are generally attended one or two days per week.”¹⁰¹ There are 329 qualifications that can be obtained through vocational training.¹⁰² Since this system is exceptional from an international perspective it implicates that the comparison and thus the recognition of a qualification that claims similarity to the German dual training is a huge challenge and subject to a negotiation process.

Recognition of foreign qualifications

As already pointed out, the recognition of formal qualification acquired abroad – and therefore in Third Countries – is subjected to two new Acts:

- 1) The “Act to improve the assessment and recognition of foreign professional qualifications” (German: “Berufsqualifikationsfeststellungsgesetz” – BQFG)¹⁰³

⁹⁶ Kultusministerkonferenz: Anerkennung im beruflichen Bereich, [online] <<http://www.kmk.org/zab/anerkennung-im-beruflichen-bereich.htm>> (02.07.2014).

⁹⁷ Bosswick (2013: 70).

⁹⁸ Cf. § 14 LAnGBW.

⁹⁹ BMBF (2012a: 14).

¹⁰⁰ Euler (2013: 11).

¹⁰¹ Bosswick (2013: 70).

¹⁰² A complete list of the 329 occupations requiring vocational training can be found on the website of the BiBB: Bundesinstitut für Berufsbildung: Bekanntmachung des Verzeichnisses der anerkannten Ausbildungsberufe und des Verzeichnisses der zuständigen Stellen, [online] <<http://www.bibb.de/veroeffentlichungen/de/publication/download/id/7408>>, (09.07.2014).

¹⁰³ The act can be read online: Bundesministerium der Justiz und für Verbraucherschutz: Gesetz über die Feststellung der Gleichwertigkeit von Berufsqualifikationen [online] <<http://www.gesetze-im-internet.de/bqfg/>>, (10.07.2014).

- 2) The “Act to recognize foreign professional qualifications in Baden-Württemberg” (German: “Gesetz über die Anerkennung ausländischer Berufsqualifikationen in Baden-Württemberg – LAnGBW”).¹⁰⁴

At this point, a short glance over the acts, the recognition procedure and some main features should be taken. Quite a few informative writings were published in the last years by responsible authorities and by independent investigators. They should be considered for a deeper insight. Especially the following publications are revealing: BMBF 2012a, BMBF 2014, BiBB, n.y.c.

The acts were ratified in 2012 (BQFG) and in 2014 (LAnGBW). Until then the possibilities to recognize foreign qualifications was restricted to the qualifications of European citizens¹⁰⁵, to the qualifications of ethnic Germans in the Eastern Bloc, the so called late repatriates (German: “Spätaussiedler”) and partially to refugees.¹⁰⁶ Stateless residents and Third Country Nationals were excluded from this possibility.¹⁰⁷ The new act has the character of an *omnibus bill* “with a long list of modifications of existing laws regarding the acquisition and recognition of formal qualifications. It is subsidiary to existing specific regulations for single professions.”¹⁰⁸

The general framework of how formal foreign qualifications are to be recognized according to the BQFG can be seen in figure 10. It is evident that non-regulated and regulated professions are integrated in the model as well as occupations in Federal and in State competence. The procedure of recognizing foreign qualifications is meant to be accelerated in comparison to former regulations and lasts around three months. Another particularity is the possibility of asking for recognition right before immigration, which means that a request and assessment from abroad are available. The procedure can be observed in the following figures 11, 12, and 13.

¹⁰⁴ The act can be read online: Bundesministerium Für Bildung und Forschung: Gesetz über die Anerkennung ausländischer Berufsqualifikationen in Baden-Württemberg (Landesanererkennungsgesetz Baden-Württemberg – LAnGBW), [online] <http://www.anerkennung-in-deutschland.de/media/landesanererkennungsgesetz_baden_wuerttemberg.pdf>, (10.07.2014).

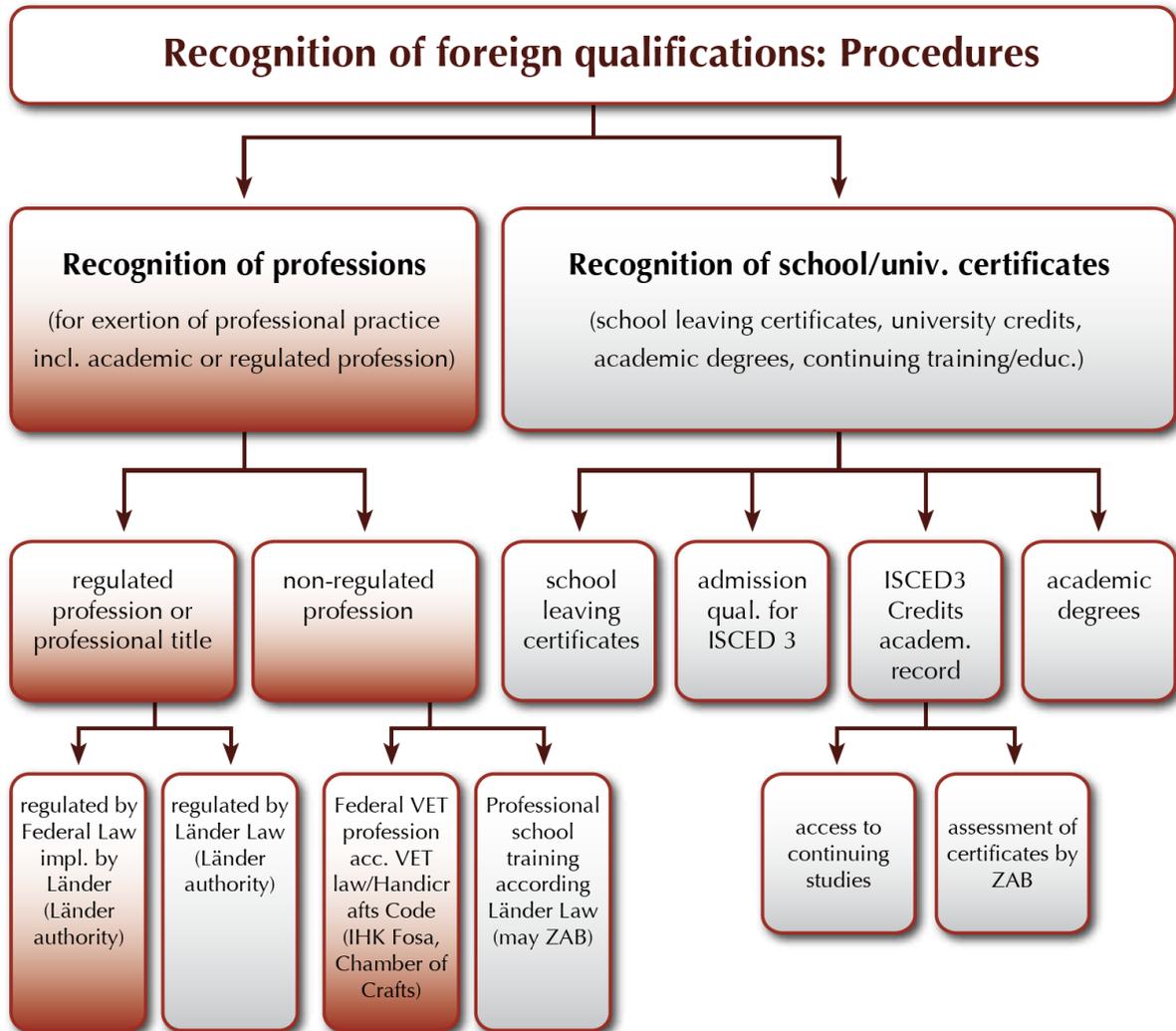
¹⁰⁵ BiBB (n.y.b).

¹⁰⁶ Cf. Bosswick (2013: 72).

¹⁰⁷ Ibid.

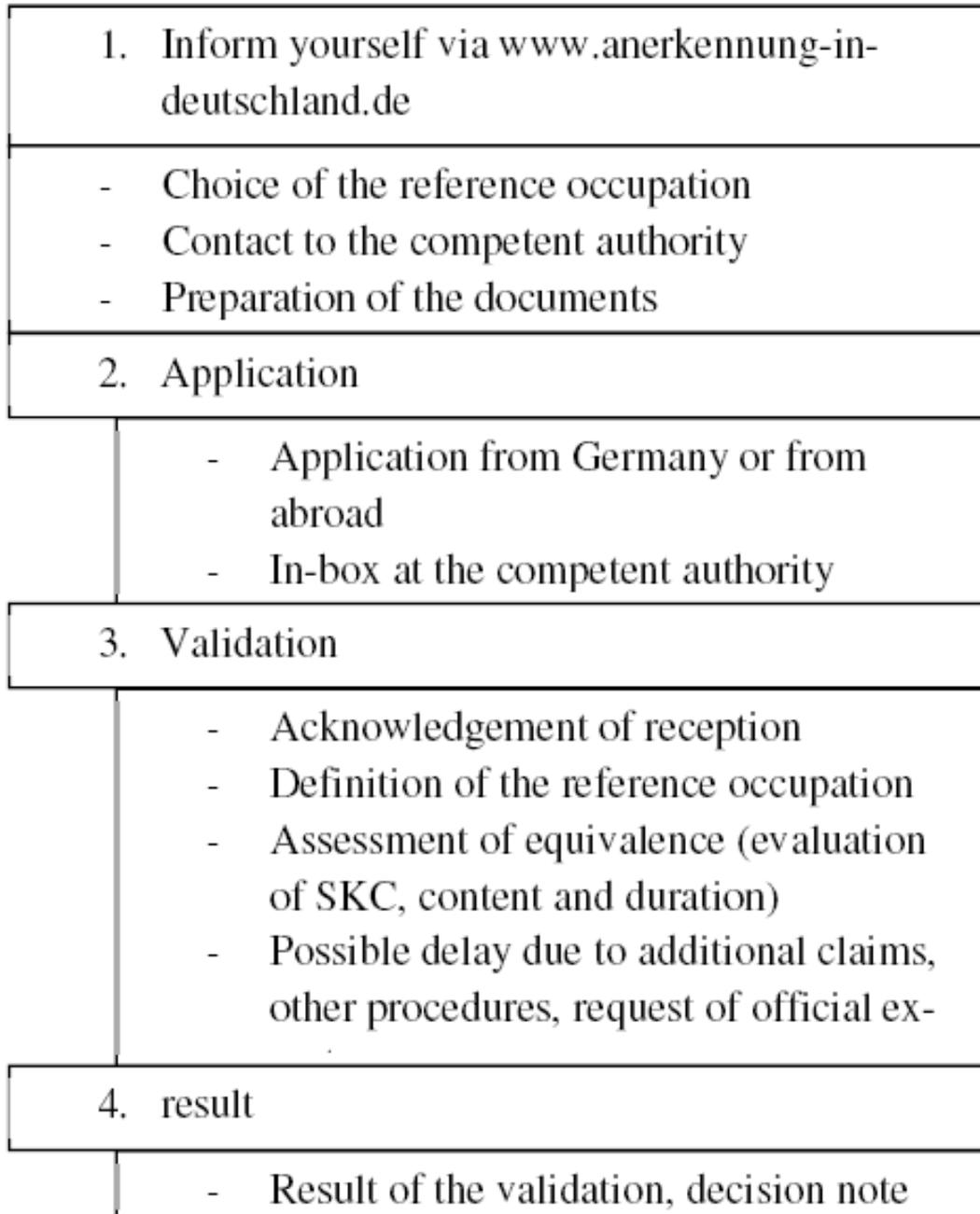
¹⁰⁸ Ibid.: 75.

Figure 10: Recognition of foreign qualifications: Procedures



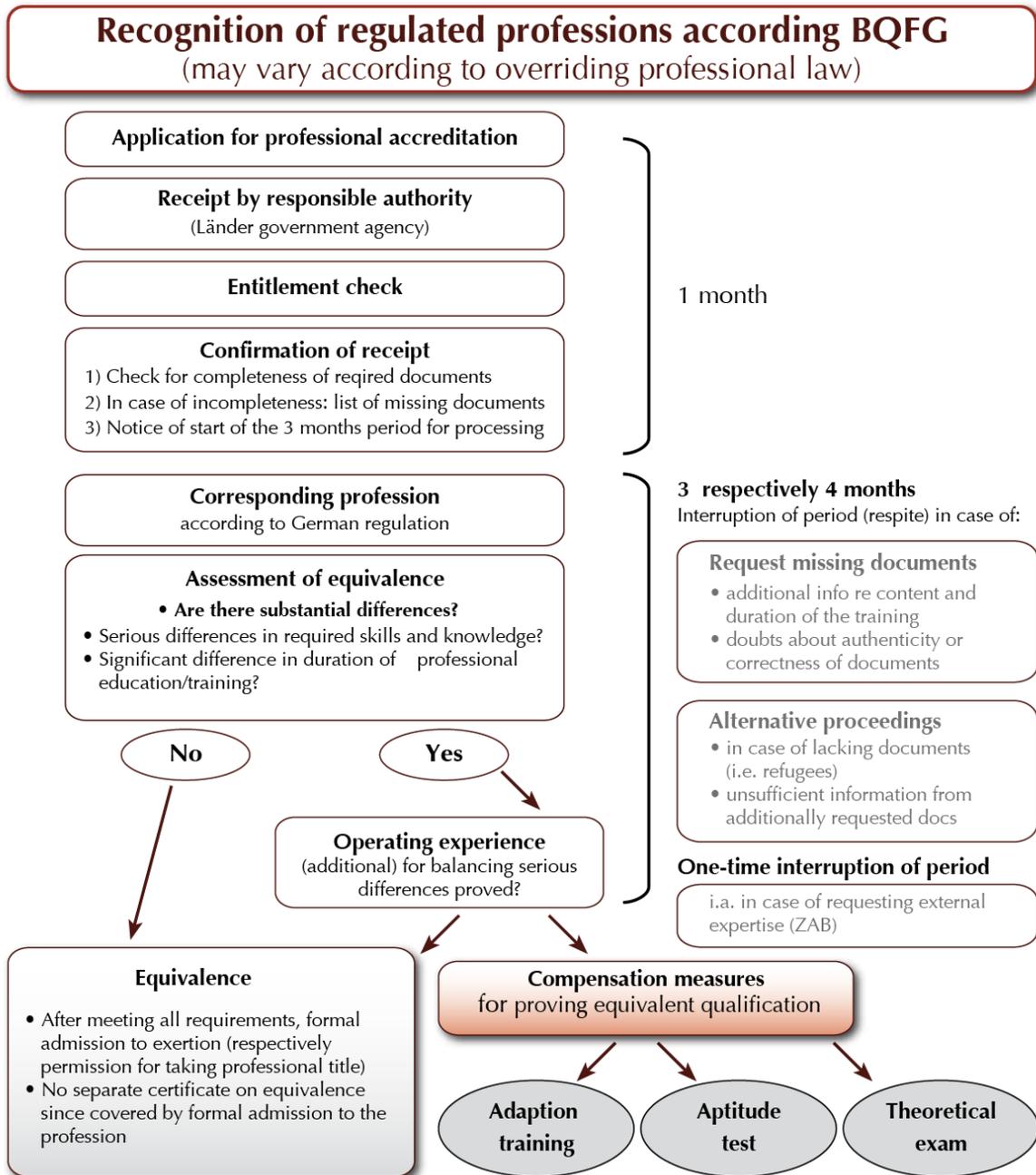
Source: BMBF (2014: 21).

Figure 11: Recognition procedure according to BQFG



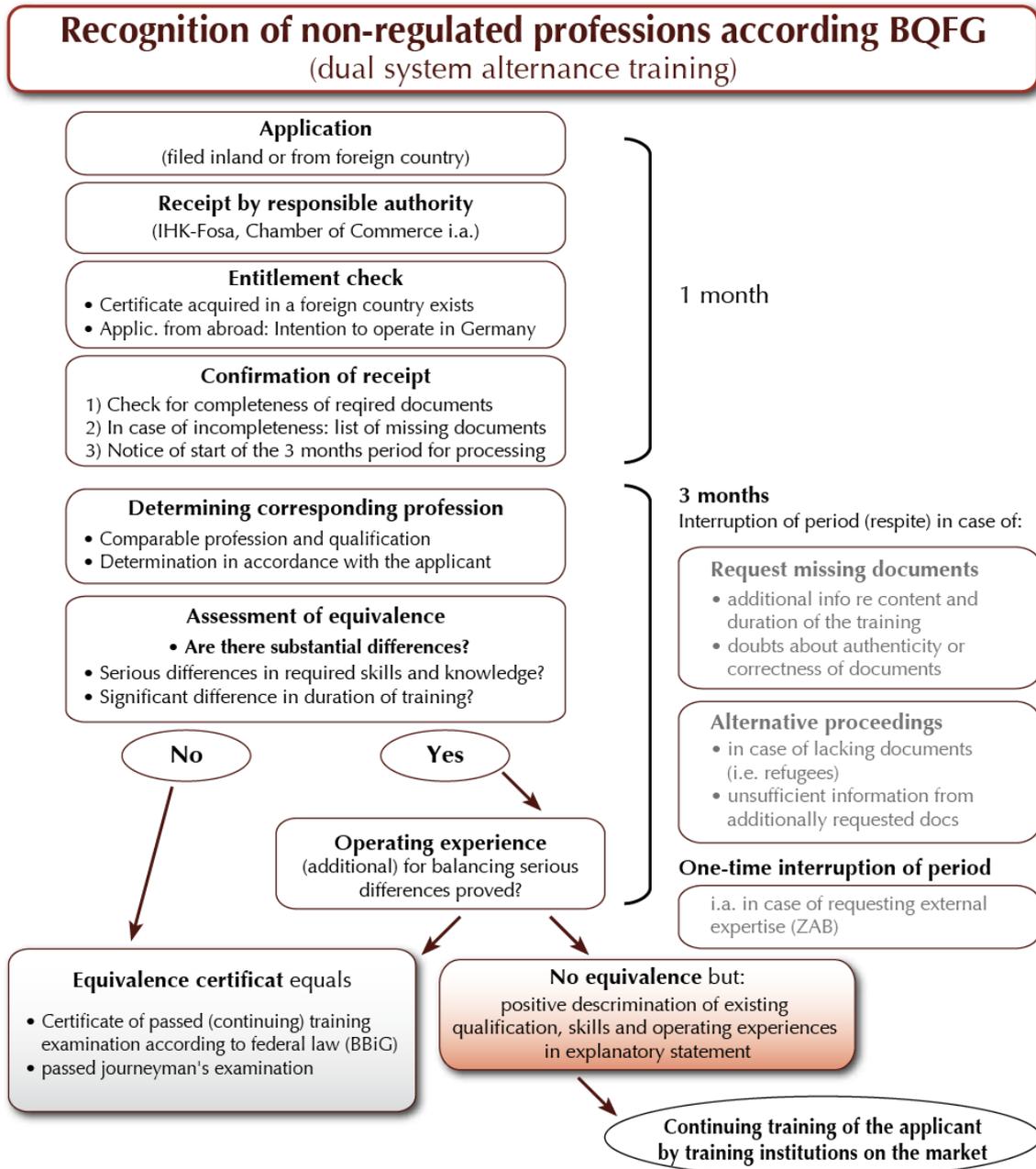
Source: Own, following BiBB (n.y.d).

Figure 12: Recognition of regulated professions according to BQFG



Source: Bosswick (2013: 77).

Figure 13: Recognition of non-regulated professions according to BQFG



Source: Ibid. (p. 78).

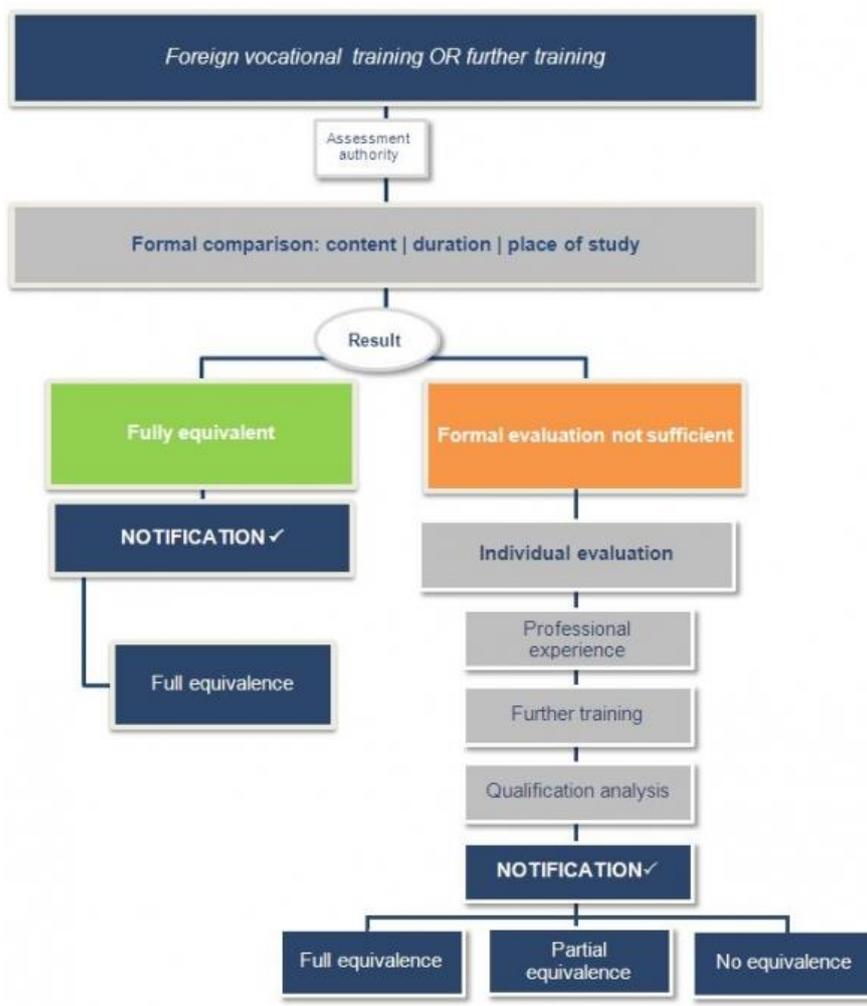
Figures 11, 12, and 13 do not reveal the language requirements which may hinder the procedure. Firstly, the documents must be handed in in German, which means a confirmed translation, secondly, there are minimum language requirements for the profession differing from state to state and from profession to profession, but usually ranging around the level of B-2.¹⁰⁹ Anyway, “command of the German language is mandatory only for certain controlled

¹⁰⁹ Cf. BMBF (2014: 101).

professions which require active German language skills as part of the profession (such as teachers, medical doctors, medical care providers). For non-regulated professions and handicraft professions, language skills are not formally required, but may be assessed if the recognizing authority considers it as necessary for the professional practice.”¹¹⁰

Moreover, a view on the following figure 14 illustrates that in the regular recognition procedure just the formal features of the foreign qualification (content, duration, location) are taken into consideration. An individual assessment, which considers, for example, practical experiences or allows a decided validation of specific SKC is – according to the experts in the stakeholder-dialogues – far from being a regular step. The below mentioned aspects of “further training”, “qualification analysis” and other procedures will be observed later.

Figure 14: The equivalency assessment process



Source: Institut der Deutschen Wirtschaft Köln (2012a).

Institutions in charge

Due to the particularities of the German formal recognition procedures and the educational system we find a vast number of institutions in charge. Some of them play a role in the phase

¹¹⁰ Bosswick (2013: 79).

of information, orientation and counseling while others play a role as validators and assessors of qualifications.

Institutions in charge of information, orientation and counseling:

Table 6: Institutions in charge of orientation, information and counseling

Employment Agency (German: "Bundesagentur für Arbeit")	Naturally, the Employment Agency is the first contact for Third Country Nationals in search of a job. The advisers of the Employment Agency have the task of assessing the probability of finding a job on the basis of the foreign qualification and of helping to orientate during the recognition procedure. ¹¹¹
Network Integration through Qualification (German: "Netzwerk Integration durch Qualifizierung (IQ)")	In 2005, the Federal Ministry of Labor and Social Affairs (German: "Bundesministerium für Arbeit und Soziales" - BMAS) founded the "Network Integration through Qualification" (German: "Netzwerk Integration durch Qualifizierung" - IQ). Meanwhile 70 contact points have been established in the whole Federal Republic of Germany. Their task is to counsel foreigners during the process of recognition. ¹¹² Most of the contact points are allocated to an association or a non-governmental organization and therefore are relatively independent from public authorities. The idea of networking and creating synergies is characteristic of the IQ-program. ¹¹³ An overview of the contact points can be gathered from the website of the program. ¹¹⁴ In the region of Karlsruhe the contact point is allocated to <i>ikubiz</i> (Intercultural Education Center Mannheim (German: "Interkulturelles Bildungszentrum Mannheim gGmbH")). ¹¹⁵
Internetportal "Anerkennung in Deutschland" (Federal Institute for Vocational Education and Training; German: "Bundesinstitut für Berufsbildung - BiBB")	In order to facilitate self-orientation, the Federal Institute for Vocational Education and Training (German: "Bundesinstitut für Berufsbildung" - BiBB) runs the website www.anerkennung-in-deutschland.de . This site guides applicants through the recognition procedure pointing to the reference occupations and the competent authorities. It is serviceable in German and in English. ¹¹⁶
Internetportal BQ-Portal	A similar website to the official one www.anerkennung-in-deutschland.de has been emitted by the private Institute of German Economy Cologne (German: "Institut der Deutschen Wirtschaft Köln"): https://www.bq-portal.de/de . It provides vast information in English and German about the recognition procedure addressing to chambers, enterprises, counseling desks and applicants. ¹¹⁷
Federal Office of Migration and Refugees (German: "Bundesamt für Migration und Flüchtlinge - BAMF")	Although the Federal Office of Migration and Refugees (German: "Bundesamt für Migration und Flüchtlinge - BAMF") mainly focuses on immigration and residence judicial questions, the topic of integration and therefore participation at the labor market matters as well. Thus, a hotline gives first information about the process of recognition of foreign qualification and refers to the competent authorities. ¹¹⁸

Source: Own.

¹¹¹ BMBF (2014: 28).

¹¹² Ibid.: 29)

¹¹³ Cf. Netzwerk IQ Baden-Württemberg (n.y.).

¹¹⁴ Netzwerk IQ (2013).

¹¹⁵ Netzwerk IQ Baden-Württemberg (n.y.).

¹¹⁶ BMBF (2014: 28).

¹¹⁷ Institut der Deutschen Wirtschaft Köln (2012b).

¹¹⁸ BAMF (2014); BMBF (2014: 28).

Institutions in charge of validation, assessment and recognition of foreign qualifications:

Table 7: Institutions in charge of validation, assessment and recognition of foreign qualifications

<p>Competent authorities</p>	<p>Due to the differentiated educational system in Germany, there are a vast number of authorities which are competent for the recognition of foreign qualifications (German: "Zuständige Stellen"). They are addressable directly by the applicants, given that they provide primal counseling. Nonetheless, assistance by one of the before mentioned contact points for orientation could be helpful. Basically, the Chamber of Crafts (German: "Handwerkskammer" – HWK) and Chamber of Industry and Commerce (German: "Industrie- und Handelskammer" – IHK) are competent for the recognition. They compare the content, location and duration of foreign qualification to the German standards. Whereas the Central Association of German Crafts (German: "Zentralverband des Deutschen Handwerks" – ZDH) delegates the responsibility to the regional Chambers of Crafts¹¹⁹, the Chamber of Commerce and Industry centralizes the proof of recognition at the ad-hoc installed Competence Center IHK-FOSA (Foreign Skills Approval) – with the exception of two regions.¹²⁰</p>
<p>Central Office for foreign education (German: "Zentralstelle für ausländisches Bildungswesen – ZAB")</p>	<p>The Central Office for foreign education (German: "Zentralstelle für ausländisches Bildungswesen" – ZAB) is implemented by the Standing Conference of the Ministers of Education and Cultural Affairs (KMK) and assists the competent authorities in any individual case of doubt during the evaluation of foreign qualification. Besides, the ZAB can be addressed to directly by the applicant in order to get an individual certificate valuation (German: "Zeugnisbewertung"). Especially, when no competent authority for the particular occupation exists, e.g. in exceptional professions, the applicants benefit from the ZAB.¹²¹</p>
<p>Internetportal Anabin (KMK)</p>	<p>The Standing Conference of the Ministers of Education and Cultural Affairs (KMK) established the online database http://anabin.kmk.org/ already in 1997. This database lists 22.000 leaving certificates and certificates achievable abroad in more than 25.000 institutions. It informs about content and duration of the qualifications and indicates the equivalency to the German educational system. Therefore, it is the database which gives framework for assessors in the procedure of recognizing Third Country National qualification. The data is of course at the disposal of applicants, too.¹²²</p>

Source: Own.

Links with the European Qualification Framework (EQF)

Although there meanwhile exists a National Qualification Framework in Germany ("Deutscher Qualifikationsrahmen" – DQR),¹²³ it has not yet been discharged in the regular processes of recognition of formal foreign qualifications. Furthermore, the new legislation

¹¹⁹ The contact to the regional Chambers of Crafts are registered on this website: Zentralverband des Deutschen Handwerks: Adressen, [online] <<http://www.zdh.de/handwerksorganisationen/handwerkskammern/adressen.html>>, (11.07.2014).

¹²⁰ BMBF (2014: 8); Bosswick (2013: 70).

¹²¹ KMK (2014a).

¹²² Bosswick (2013: 71); KMK (2014b).

¹²³ AK DQR (2011).

and recognition procedure in Germany does not at all link to the EQF. Most of the stakeholders have stated not having been in contact with the DQR so far and to a lesser extent having used it. This may result from the fact that the EQF is basically designed for educational pathways within the European Community but not for recognition of already finished qualifications from Third Countries.¹²⁴

Qualification analysis, retraining, external examination

As seen in figures 12 and 14, examining the foreign qualification does not automatically conclude in the full equivalency on the one hand or the complete denial of the qualification on the other hand. Several indefinite or ambiguous results may occur. In order to grant clarity and enable distinct ways to integrate the labor market other procedures have been established: the qualification analysis (German: “Qualifikationsanalyse”) and further training/retraining (German: “Weiterbildung/Umschulung”). This is especially valid for regulated professions.¹²⁵

The *qualification analysis*¹²⁶ is employed if, for any reason, the applicant’s qualification is not valid to proof formally, e.g. due to missing certificates or founded doubt on the authenticity of the documents.¹²⁷ The qualification analysis is carried out by an expert using alternative methods (German: “Sonstige Verfahren”), usually a skills demonstration which is based on the practical examination regulations for the aspired profession.¹²⁸ The purpose of this procedure is to uncover the candidate’s SKC in order to proof equivalence to the German qualification. Unfortunately, the application of the “Qualifikationsanalyse” is rather expensive and not yet familiar to the institutions in charge nor to the stakeholders participating in the process.¹²⁹

If equivalence can only be stated partially, e.g. because some important modules of the vocational education have not been covered, there is the possibility of taking part in a *further training* or *retraining* specified for the aspired job (e.g. the German “Anpassungsqualifizierung”, “Ergänzungsqualifizierung” or others).¹³⁰ The retraining is suitable for individuals with recognizable foreign qualifications that are not up-to-date any more or for professionals with a particular ignorance of specific German job requirements.¹³¹ In many cases the Employment Agency pays for the expenses arisen by the retraining.¹³²

Strengths and weaknesses

Without any doubt, the new legislation referring to the recognition of foreign qualification represents a paradigm shift in Germany.¹³³ It is for the first time that Third Country Nationals and not only European Citizens or late repatriates (German: “Spätaussiedler”) are given the right to claim recognition for third country professions in a German occupation that belongs to the referential frameworks.¹³⁴ Furthermore, it is remarkable that it “prescribes a written positive assessment of skills and qualifications in case a formal recognition of the

¹²⁴ Ibid.: 3.

¹²⁵ BMBF (2014: 13).

¹²⁶ Cf. Westdeutscher Handwerkskammertag (2013).

¹²⁷ Ibid.: 3.

¹²⁸ Bosswick (2013: 79).

¹²⁹ Cf. BMBF (2014: 11).

¹³⁰ Cf. Bosswick (2013: 79).

¹³¹ Buchem et al. (2014:7); Bosswick (2013: 80).

¹³² BA (2014a: 9-11).

¹³³ BMBF (2014: 6).

¹³⁴ Bosswick (2013: 68).

qualification is denied, and it provides for the consideration of non-formal qualifications (operating experience) in case requirements are not met sufficiently by the formal foreign qualification.”¹³⁵ Moreover, the BQFG does not only consider applicants for regulated but likewise for non-regulated professions as well. Even though they do not need official recognition to execute their occupations, formal recognition of their qualifications is helpful in order to find a job.¹³⁶ Petar Drakul, expert involved in the process, has underlined that the specific Act in the State of Baden-Württemberg (LAnGBW) provides the legal claim to advisory service. Although counseling by the contact points is common (usually provided by the Netzwerk IQ), the legal claim to it has only been guaranteed in six German States until now: Baden-Württemberg, Berlin, Bremen, Hamburg, Hessen and Saxony-Anhalt.

Despite the positive criticism the new legislation frame in Germany is earning nationally and internationally¹³⁷, literature reveals that there is still some unfinished business or at least weak points that urge for improvement. Mainly three aspects can be criticized: *bureaucratic reconciliation between the State and Federal authorities, complexity and incomprehensibility of the process* and, finally, *the expenses involved*.

The Federal Ministry of Education and Research itself admits that – although the abolition of *bureaucratic obstacles* was agreed amongst the leaders of the states¹³⁸ – the legislative framework is imperfect regarding concordance of the particular State Acts. This may lead to a kind of recognition application tourism between the states.¹³⁹

Difficulty due to *complexity and incomprehensibility of the process* can be found because of the need to compare and verify foreign qualifications and the foreign educational system as a whole to the German standards. Especially the proof of authenticity of foreign certificates is a big challenge.¹⁴⁰ Furthermore, the handling with the results of the recognition procedure, particularly if only a partial recognition can be stated, is not only fuzzy for the applicants but even for the counselling entities. Standards for the occupations, constraints or adjustment measures (e.g. language requirements) must be clarified more clearly and with more consistency.¹⁴¹ BOSSWICK¹⁴² mourns a “lack of overview on legal, organizational and institutional provisions [...] with serious information deficits”.

Finally, the recognition process accompanying *expenses* are to be considered and momentarily hinder an unclouded success story. There are not only the costs of proving the certification and educational biography of the applicant, but for example costs for retraining and other compensative measures are difficult to estimate in advance. Therefore, in many cases a cost-benefit-balance is difficult to compile.¹⁴³ Even more since the costs vary according to the regulations at state level.¹⁴⁴

Especially the *qualification analysis* is expensive and the costs are regularly charged to the applicant. Expenses can range from a double-digit amount (e. g. for office administrators) up to a four-digit amount (e.g. in the metal industry).¹⁴⁵ Laudably, the IHK-FOSA has limited

¹³⁵ Ibid.

¹³⁶ BMBF (2014: 6).

¹³⁷ Ibid.

¹³⁸ Ibid.: 10.

¹³⁹ Ibid.: 7.

¹⁴⁰ Ibid.: 11.

¹⁴¹ Ibid.: 11-12.

¹⁴² Bosswick (2013: 74).

¹⁴³ BMBF (2014: 6).

¹⁴⁴ Bosswick (2013: 80).

¹⁴⁵ BMBF (2014: 123); Bosswick (2013: 80).

the costs at 600 Euro¹⁴⁶ but anyway, this may be unaffordable for many applicants, even more, if expenses for procurement, translation and notarization of certificates are added.¹⁴⁷ In order to relieve the expenses a little bit, the IHK-FOSA recommends resigning some of the not compulsory certificates, e.g. translation of language proof or that the certificates are checked by bilingual personnel.¹⁴⁸

1.2.2 Assessment, recognition and validation of competences acquired through non-formal and informal learning (institutions in charge; procedures required; recent developments; links with the EQF, strengths and weaknesses)

In contrast to formal qualifications, competences acquired through non-formal and informal learning do not receive a high esteem. This affects both domestic learners and learners coming from abroad. Nonetheless, in the last decade more and more voices expressed themselves in favor of a higher appreciation of informal and non-formal learning achievements. Slowly but steadily the attention has been drawn to questions of how non- and informal learnings can be brought to light, appreciated and formalized.¹⁴⁹ It's not a surprise that the discussion is of high interest in both a social and an economical regard.¹⁵⁰ An overview on the evolution of informal learnings can be found in OVERWIEN.¹⁵¹

There can be stated a backlog demand in Germany referring to the recognition of non- and informal competencies.¹⁵² Countries like "Ireland, the Netherlands, Denmark, Norway [...] Australia, Canada, South Africa, UK [and] Belgium" are on higher stage of development in this regard.¹⁵³ In Germany, the certification of formal learning is nearly a condition sine qua non in order to get competencies documented and certified. Learnings that are achieved independently from a formal pathway – e.g. on the job or in non-formal settings like conferences or in informal settings such as at home or during the leisure time – are rarely documented or certified and therefore not appreciated. The few possibilities of documentation and evaluation are hardly ever exerted.¹⁵⁴

Institutions in charge: SEIDEL et al.¹⁵⁵ identify the most relevant stakeholders involved in the process of recognition of non-formal and informal qualifications. Due to the complex systems of vocational education and professional recognition existent in Germany, the list of stakeholders is large and the competencies are fuzzy.

¹⁴⁶ BMBF (2014: 123)

¹⁴⁷ Ibid.

¹⁴⁸ Ibid.: 127, for an overview see ibid.: 122.

¹⁴⁹ Cf. Bretschneider (2006: 7-8).

¹⁵⁰ Cf. Bretschneider / Preißer (2003: 4).

¹⁵¹ Overwien (2005).

¹⁵² Cf. Englmann (2009: 15-16).

¹⁵³ Cf. Werquin (2009: 20).

¹⁵⁴ Cf. Severing (2009: 35).

¹⁵⁵ Seidel et al. (2008: 109-129).

Table 8: Stakeholders for the recognition of non- and informal SKC

Political actors on Federal and State Level
<ul style="list-style-type: none"> - Federal Ministry of Education and Research (German: “Bundesministerium für Bildung und Forschung” – BMBF) - Standing Conference of the Ministers of Education and Cultural Affairs (German: “Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland” – KMK) - Federal Ministry of Labor and Social Affairs (German: “Bundesministerium für Arbeit und Soziales” – BMAS) - Federal Ministry of Economic Affairs and Technology (German: “Bundesministerium für Wirtschaft und Technologie” – BMWI)¹⁵⁶ - Federal Ministry of the Interior (German: “Bundesministerium des Inneren” – BMI) - Federal Ministry of Family, Elderly, Women and Youth (German: “Bundesministerium für Familien, Senioren, Frauen und Jugend” – BMFSFJ)
Actors of Unions
<ul style="list-style-type: none"> - Curatorship of German Economy and Professional Education (German: “Kuratorium der Deutschen Wirtschaft für Berufsbildung” – KWB)¹⁵⁷ - German Association of Chambers of Commerce and Industry (German: “Deutscher Industrie- und Handelskammertag” – DIHK) - Central Association of German Crafts (German: “Zentralverband des Deutschen Handwerks” – ZDH) - Central Association of German Retail (German: “Hauptverband des Deutschen Einzelhandels” – HDE) - Confederation of German Employers (German: „Bundesvereinigung der Deutschen Arbeitgeberverbände” – BDA) - Confederation of German Trade-Unions (German: “Deutscher Gewerkschaftsbund” – DGB)¹⁵⁸
Further Stakeholders
<ul style="list-style-type: none"> - Universities and Universities of Applied Sciences - Conference of University Presidents (German: “Hochschulrektorenkonferenz” – HRK) - Federation-States-Commission for Educational Planning and Research Promotion (German: “Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung” – BLK) - Federal Institute for Vocational Education and Training (German: “Bundesinstitut für Berufsbildung” – BiBB) - Federal Employment Agency (German: “Bundesagentur für Arbeit” – BA) - Adult Education Centres (German: “Volkshochschulen” – VHS) - Vocational Schools - Other educational institutes - Companies - Public Service - Chambers

Source: Own, following Seidel et al. (2008: 109-120).

A detailed description of the institutions will be set aside at this point and the main procedures of the *registration* and the *validation* of non- and informal SKC will be spotlighted instead.

Registration of SKC

The first step in order to validate and recognize non- and informal SKC is to uncover and register them systematically. As there is no universal method to register non- and informal

¹⁵⁶ Today: Federal Ministry for Economic Affairs and Energy.

¹⁵⁷ Uniting several employers and trade associations.

¹⁵⁸ Representing eight trade unions.

SKC, an immense number of instruments have emerged during the last two decades. The literature reviewed in the scope of this project refers to more than 50 different instruments.¹⁵⁹ It is by no means possible to describe all these instruments. Anyway, nearly all of them function the same way: as descriptors of activities and experiences.¹⁶⁰ The candidates work on themselves or are conducted by a counselor to map the SKC through a kind of biographical interview, questionnaire or workshop which focus on the learning stations in their lives.¹⁶¹ It is important that not only working experiences but also experiences gathered in other life worlds (e.g. family, leisure time, crucial life-events) should be considered. This mostly takes two or more working sessions. BRETSCHEIDER/PREIßER¹⁶² lament that the fewest instruments operate on the basis of a complex and science-based methodology.

Out of the multitude of recognition procedure this project focused on two of them through advanced desk research and expert interviews: The *ProfilPASS*¹⁶³ and the *Kompetenzbilanz für MigrantInnen*¹⁶⁴. They have been selected due to their scientific development, their long range, their tradition of use for more than ten years¹⁶⁵, their transparency and their suitability for migrants. Both seem to be appropriate for the purpose of registering the most relevant SKC. They consider different learning settings and both: key competences and professional competences. Besides, they check if the SKC are provable through regular or even uncommon attestation (like photographs, audio files or letters)¹⁶⁶ or they provide the candidate a scheme to self-assess the level of the SKC¹⁶⁷. The hereby mentioned methods have been remarked positively by WERQUIN¹⁶⁸ (*ProfilPASS*) and by BRETSCHEIDER¹⁶⁹ (*Kompetenzbilanz für MigrantInnen*).

Another tool for registration of SKC will be developed locally (in Baden-Württemberg) by the Agentur Q Project: *Recognition of informal acquired competences* (German: "Anerkennung informell erworbener Kompetenzen" – AiKo)¹⁷⁰. It has a different approach by functioning exclusively online and leaving the registration merely in the candidate's hands and by focusing – not only, but mainly – on professional SKC, in this particular case in the metalworking and electrical industry. Since the project is still in process and there have not been published any results yet, it cannot be taken into consideration so far and it is here only referred to for the sake of completeness.

Validation of SKC

Pursuant to the bibliography, the validation of registered SKC is an exception.¹⁷¹ According to the expert interviews this estimation has not changed since then. In the majority of the cases, evaluation of non- and informal SKC means a subjective self-assessment which may be

¹⁵⁹ Cf. Bretschneider (2006: 9-10); Netzwerk IQ (2008: 20-87); Bauer et al. (2009: 74-77); Knabe (2009: 20-64).

¹⁶⁰ Cf. Bretschneider / Preißer (2003: 4).

¹⁶¹ Ibid.: 6-7.

¹⁶² Ibid.:5.

¹⁶³ DIE (n.y.a.); Seidel et al. (2008: 45-47).

¹⁶⁴ Jaeckel / Erler (2003).

¹⁶⁵ By the way, one interview revealed that the expert who herself developed the *Kompetenzbilanz für MigrantInnen* does not make use of this method any more, but modified it to the *KompetenzenPanorama*. Since there is only little documentation about this method, it is left aside in this research project.

¹⁶⁶ Ibid.: 4.; DIE (n.y.b: 3).

¹⁶⁷ DIE (n.y.b: 15).

¹⁶⁸ Werquin (2009: 7).

¹⁶⁹ Cf. Bretschneider / Preißer (2003: 6/7).

¹⁷⁰ Agentur Q (2011).

¹⁷¹ Cf. Bretschneider (2006: 11); Netzwerk IQ (2010b: 9).

compared with a subjective outside-assessment.¹⁷² In other countries this may be different and a regular, standardized evaluation of non- and informal competencies would take place.¹⁷³ However, in Germany, this is the exception. There is one established procedure which facilitates at least experienced professionals without certification a feasible way to acquire the recognition of their professional qualification: the “external examination” (German: “Externenprüfung”).¹⁷⁴ § 45.2 BBiG and § 37.3 HWO allow professionals direct access to the final exam if they can prove to have worked at least one and a half times the duration of the vocational training. Periods of foreign occupation are explicitly to be considered.¹⁷⁵ Yet, the stakeholders who are involved in the process state that the participation at a retraining-course to prepare for the external examination (thus a formal learning environment) is strongly recommendable for foreigners due to the theoretical and the sociological components of the exam.¹⁷⁶

Apart from the external examination, only little regulation exists concerning the acknowledgement of non- and informal SKC. Now, the acquisition of SKC in low-level IT-technologies is rather common in non-formal learning settings or through learning-by-doing. With regard to this expertise, the reorganization of further education in the IT sector has started to develop.¹⁷⁷ The state Baden-Württemberg promotes these possibilities on their website, for example.¹⁷⁸

Regarding the access to universities and universities of applied sciences, the Federal Institute for Vocational Education and Training (BIBB) has launched a few pilot projects in order to make the access to higher education without formal degrees more flexible. These efforts have been implemented in the program “Recognition of professional competences to higher education” (German: “Anerkennung beruflicher Kompetenzen auf Hochschulstudiengänge” – ANKOM).¹⁷⁹

Learning Units

The new perception of appreciating non- and informal SKC besides the formal ones changes the perspective. The question should not be any longer *how, where* and for *how long* a candidate has gained his SKC, but “*what* a person knows and can do in a work situation”¹⁸⁰: “One needs to think of ‘outcomes’. It is outcomes that are assessed; it is outcomes that are valuable; it is outcomes that make it possible to find or keep a job and/or resume studies at an appropriate level.”¹⁸¹ But the question is how learning outcomes can be conceived and how they can be compared fairly on the one hand to formal qualifications and on the other hand amongst the European countries and their educational systems. These aspects are important in order to achieve general acceptance of a recognition scheme for non- and informal SKC. The crucial point is the design of *learning units*. “The process of validation and recognition of non-formal and informal learning is typically based on: The existence of a standard that describes the expected knowledge, skills and competence of a person. This can be [...] the

¹⁷² Cf. Bretschneider (2006: 11).

¹⁷³ Ibid.: 8.

¹⁷⁴ Schmeißer et al. (2012: 8); Seidel et al (2008: 21-24).

¹⁷⁵ BMJV (n.y.).

¹⁷⁶ Statistics about the divulgence of the external examination can be found in chapter 1.3.1.

¹⁷⁷ Cf. Bretschneider / Preißer (2003: 3-4).

¹⁷⁸ MFW.BWL (2013).

¹⁷⁹ Cf. Seidel et al. (2008: 41; 49).

¹⁸⁰ Cf. CEDEFOP (2009: 32).

¹⁸¹ Severing (2009: 16).

learning outcomes description of a unit.”¹⁸² A learning unit consists of different skills, knowledge and competences¹⁸³ which have to be exercisable in order to solve common tasks of the occupation.

The idea of identifying Learning Outcomes has been developed on a European Basis and has disembogued into the “European Credit System for Vocational Education and Training”, ECVET.¹⁸⁴ Several ECVET-Partners have designed a considerable number of Units of Learning Outcomes for various professions.¹⁸⁵ Although they have originally been designed mainly for cross-national learning-biographies (e.g. vocational trainings) they can be applied unaltered for the validation of non- and informal learning outcomes. “Validation of non-formal and informal learning [...] is based on the assessment of the individual’s learning outcomes and may result in a certificate or diploma.”¹⁸⁶ In order to adapt the system to the German context, the sub-program DECVET has been launched.¹⁸⁷

Methods of validation

Even though it is still a long way until the validation of non- and informal competences becomes a standard procedure, it is already worth thinking today about the possible methods of validation. As the learning units that are to be proven are closely linked to professional activities¹⁸⁸, the examination methods should concentrate on practical and precise professional questions. The established procedures from the standardized formal qualifications examination are combined and adapted in several pilot projects.¹⁸⁹ A synopsis of the literature and the reports about the practical experiences with several methods show the following methods:¹⁹⁰

- Skills demonstration / test piece
- Written multiple-choice tests or free-texts
- Oral exam
- Project work
- Assessment center
- Presentation
- Simulation
- Role-Play

- Monitored internship
- Combination of several methods

¹⁸² ECVET user’s group (2012: 20).

¹⁸³ BMBF (2010: 16).

¹⁸⁴ It is absolutely recommendable to visit the websites of the ECVET-program: Bundesministerium für Bildung und Forschung: Europäisches Leistungspunktesystem für die Berufsbildung, [online] <<http://www.ecvet-info.de/de/237.php>>, (24.07.2014).

¹⁸⁵ The professions and their belonging Units of Learning Outcomes designed in the ECVET Program can be found on the websites of the program: Bundesministerium für Bildung und Forschung: Tabelle mit Lernergebniseinheiten - Table of Units of learning outcomes, [online] <<http://www.ecvet-info.de/de/325.php>>, (24.07.2014).

¹⁸⁶ CEDEFOP (2009: 15).

¹⁸⁷ BMBF (2010); BMBF (2012b).

¹⁸⁸ BMBF (2010: 16).

¹⁸⁹ Ibid.: 18.

¹⁹⁰ Cf. Westdeutscher Handwerkskammertag (2013: 13); CEDEFOP (2009: 59-63); Netzwerk IQ (2008: 10).

Links to the EQF

In order to grant transparency, objectivity, reliability and especially validity on a European level a “clearly defined and agreed reference point” is indispensable.¹⁹¹ As the establishment of recognition procedures of non- and informal SKC is a recent development partially promoted by the European Union, there are more links to the European Qualification Framework. However, these links are - if at all existent - still vague.¹⁹² The EU-members have obliged themselves to develop their National Qualification Frameworks (NQF) considering informal and non-formal learning and establishing transparency as to the penetrability of educational levels. The NQF should not focus on educational pathways and certificates, but on learning processes and outcomes.¹⁹³

Strengths and weaknesses

The procedure of the recognition of SKC acquired through non- and informal learning has not been established yet. Thus, it is hard to talk of strengths. At least, there is the external examination mentioned above which serves as an example of consideration of informal SKC. But it is restricted to professional competences and it only allows the access to the official vocational education exam. Therefore, the external examination does not represent a validation of learning unit outcomes.

The struggle for non- and informal learning outcomes to gather the same reputation as formal ones in Germany is a hard one. BJÖRNAVOLD¹⁹⁴ argues that the German vocational education system and the German pride of it hinders flexibility and openness to new ideologies. SEIDEL et al. agree and add that although the wish to establish evaluation frames beyond formal degrees is noticeable, employers and institutions still adhere to conservative documentation and accreditation.¹⁹⁵ It is no wonder that not even well-proven processes of registration of non- and informal SKC like the ProfilPASS connect to the formal educational system.¹⁹⁶

The main obstacles which make public authorities, companies and private persons hesitate to promote recognition methods are the expenses. It is not clear to which extent the candidates are to be engaged in the costs. “There are complex issues here, especially with the lowly qualified and those returning to education and training. Many countries see charging individuals as unacceptable. For those countries that do charge fees, the following three options are possible: fees based on the time spent completing validation; a common basic fee, irrespective of time spent or the number of certifications awarded; a fee based on the volume and level of certifications applied for and awarded.”¹⁹⁷ A look at France reveals the cost-intensity of the process: In France a recognition procedure is already established, the *bilan de competence*. Already in 1994 125,000 persons benefitted from this program which caused expenses to the amount of converted 50 million Euro.¹⁹⁸

¹⁹¹ CEDEFOP (2009: 31).

¹⁹² Cf. Seidel et al. (2008: 104-105)

¹⁹³ Cf. Netzwerk IQ (2010b: 8).

¹⁹⁴ Quoted at Dohmen (2001: 77).

¹⁹⁵ Seidel et al. (2008: 103).

¹⁹⁶ Ibid.: 102.

¹⁹⁷ CEDEFOP (2009: 41).

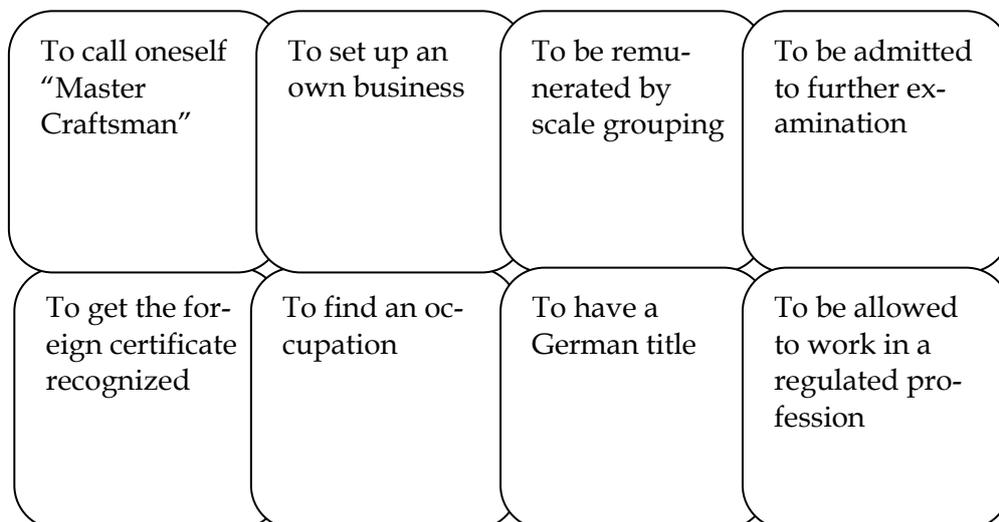
¹⁹⁸ Cf. Bjørnavold (n.y.) (2001: 22).

1.2.3 Ad hoc bodies, procedures, instruments specifically envisaged for TCNs' SKC recognition (institutions in charge; procedures required; recent developments; links with the EQF, strengths and weaknesses)

In the two previous chapters the current procedures for the recognition of qualifications acquired through formal, non-formal and informal learning, their status quo and the recent developments have been described. This included all of the ad hoc bodies, procedures, instruments and institutions. Especially the chapter about the formal recognition procedures¹⁹⁹ covers the specific situation of Third Country Nationals. At this point, some addenda concerning TCNs' SKC recognition will be given.

Prior to that, it might be sensible to recap the various specific objectives for TCNs to have their SKC recognized:

Figure 15: Objectives of the recognition procedure



Source: Own, following BMBF (2014: 72).

In most cases – but not in all – the profoundly described new “Act to improve the assessment and recognition of foreign professional qualifications” (BQFG) is designated to meet these objectives. The procedures of the BQFG, however, are mainly state of the art if a formal qualification is existent, even though non- and informal SKC are at stake: the BQFG “prescribes a written positive assessment of skills and qualifications [... that constitutes an advantage] in case a formal recognition of the qualification is denied and it provides for the consideration of non-formal qualifications (operating experience) in case requirements are not met sufficiently by the formal foreign qualification.”²⁰⁰

The hereby implied secondary regulation allows TCNs to have their non- and informal SKC at least considered. Competent authorities shall check whether relevant experiences can compensate the lack of formal qualifications.²⁰¹ Anyway, the possibilities of taking the expe-

¹⁹⁹ Chapter 1.2.1.

²⁰⁰ Bosswick (2013: 68).

²⁰¹ Cf. BMBF (2014: 107).

rience into account are not clearly defined and the whole procedure is allocated to the administrative discretion of the personnel of the competent authority.²⁰²

In case of non-consideration or in case of absence of a formal qualification, the only way remains in the possibilities of formalization of non- and informal SKC, which is not established in Germany yet.²⁰³ As seen in the previous chapter, it is even for Germans and EU-Citizens a nameable obstacle to have non- and informal SKC recognized, but at the current date for TCNs it seems to be almost impossible. As already seen, there are at least some approaches to make the non- and informal SKC of TCNs visible, if not evaluable. Amongst the plentitude of methods for SKC-registration referred to, not any addresses especially to TCNs but some are directed towards migrants and all of them should be applicable to TCNs if the particular framework requirements are complied. However, these methods only register SKC and in most cases they just focus on the key competences. They do not centralize in professional competences and they do not all evaluate them sufficiently. By this, SKC recognition for TCNs remains something theoretical.

1.3 Recognizing TCNs' SKC

1.3.1 Existing statistics and studies about TCNs' SKC recognition at national and regional level

Studies

The main studies about TCNs' SKC recognition and their recent developments have been named in the previous chapters and are here listed only for the sake of completeness. Detailed bibliographic information can be gathered from the bibliography attached:

- BMBF (2014): Bericht zum Anerkennungsgesetz.
- CEDEFOP (2009): European Guidelines for validating formal and informal learning.
- ENGLMANN, Bettina (2009): Die Anerkennung von ausländischen Abschlüssen im deutschen Qualifikationssystem.
- ENGLMANN, Bettina / MÜLLER, Martina (2007): Brain Waste – Die Anerkennung von ausländischen Qualifikationen in Deutschland.
- NETZWERK IQ (2008): Praxishandreichung – Qualitätsstandards und migrationspezifische Instrumente zur Kompetenzfeststellung und Profiling.
- SCHMEIßER, Claudia / KRETSCHMER, Susanne / REGLIN, Thomas / KESTNER, Sylvia (2012): Identifizierung und Anerkennung informellen und nicht-formalen Lernens in Europa - Eine vergleichende Studie zur Durchlässigkeit der Bildungssysteme in Deutschland, Finnland, Frankreich, den Niederlanden, Österreich und der Schweiz.
- SEIDEL, Sabine / BRETSCHNEIDER, Markus / KIMMIG, Thomas / NEß, Harry / NOERES, Dorothee (2008): Stand der Anerkennung non-formalen und informellen Lernens in Deutschland im Rahmen der OECD Aktivität „Recognition of non-formal and informal Learning“.

Statistics

Due to the wide study of ENGLMANN / MÜLLER²⁰⁴ for the first-time major attention was drawn to the so called phenomenon of “brain waste”, the neglect of unutilized potentials.

²⁰² Cf. *ibid.*: 108.

²⁰³ Cf. chapter 1.2.2.

²⁰⁴ Englmann / Müller (2007).

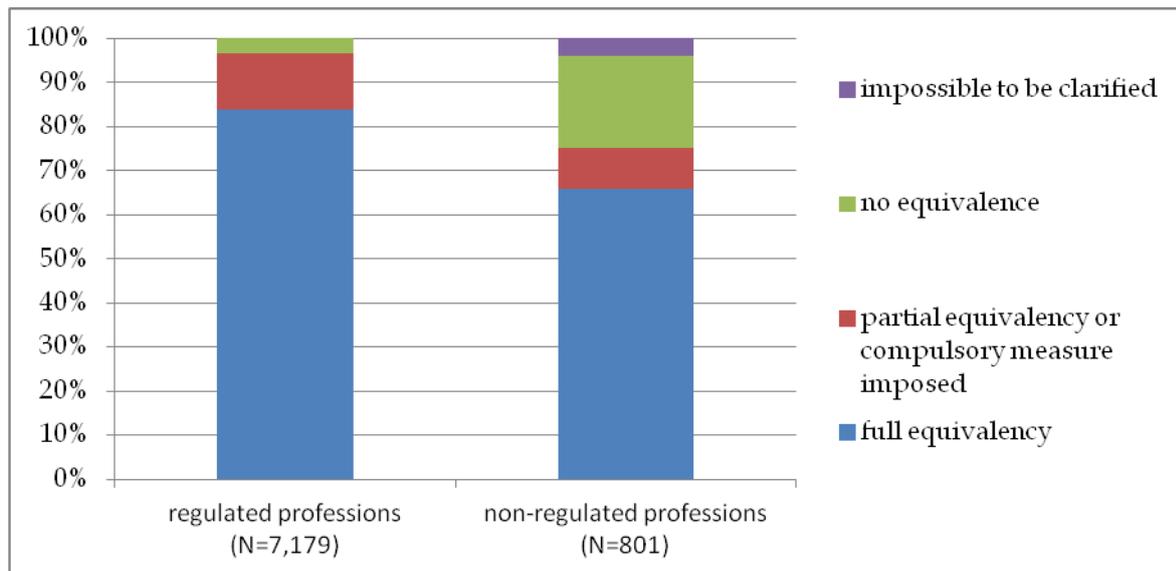
Following-up these findings, in 2008 basing on a Micro Census analysis the Netzwerk IQ reported that “2.9 million migrants in Germany have foreign qualifications not recognized in Germany.”²⁰⁵ It is estimated that for 285,000 foreigners the new recognition act could be a helpful innovation.²⁰⁶ The new BQFG addresses mainly to them.

Statistics referring to the recognition procedure

Before the statistics of usage of the BQFG are presented it must be indicated that the latest data set dates from April until December 2012. More recent data is not available yet. Furthermore, the BQFG does not only provide the possibility of recognition to TCNs but also to any other foreigner (EU-citizen). Therefore, in some statistics the provenience of the applicants is not differentiated and statements can only be given globally on all foreigners.

In 2012 there have been filed 10,989 applications on recognition of foreign qualification.²⁰⁷ 80% of the applications refer to regulated professions which may result from the fact that the equivalency is mandatory in order to execute these professions.²⁰⁸ 7,980 applications have been finished in the considered period. Nearly 84% of the applications in the regulated professions and 66% of the applications in the non-regulated professions have been totally approved. However, it is to mention that before the approval a compensatory measure may have been imposed.²⁰⁹ Figure 16 illustrates the results of the application procedure.

Figure 16: Results of the application procedure in 2012



Source: Bosswick (2013: 75).

The relative success and promptitude of decisions in regulated professions in comparison to non-regulated professions is explained due to the already existing experiences which were not preexistent in the non-regulated professions.²¹⁰

²⁰⁵ Bosswick (2013: 75).

²⁰⁶ Langenfeld (2013: 4).

²⁰⁷ The following statistics about the usage of the BQFG are from 2012 and taken from BMBF (2014: 44-51) if not indicated differently. The figures are based on the given data.

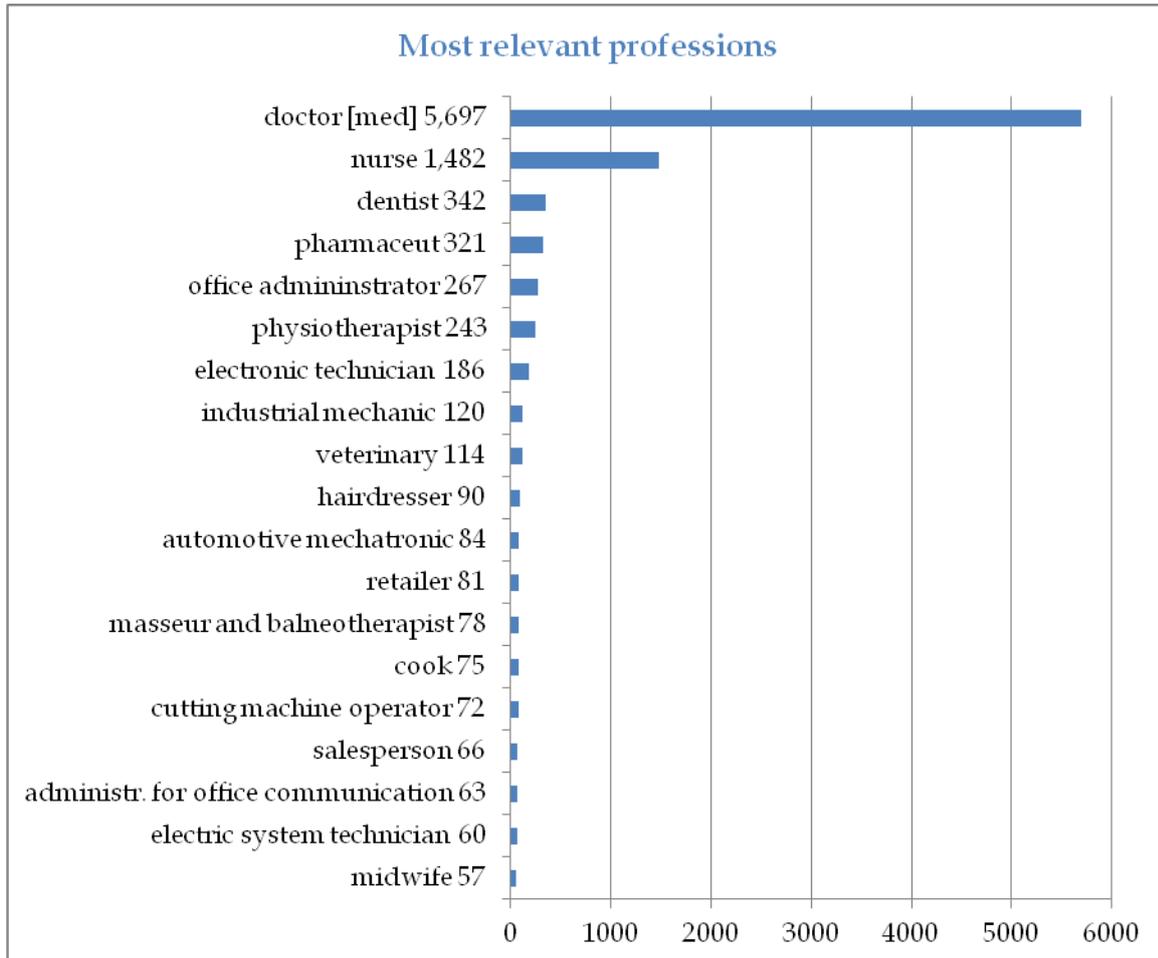
²⁰⁸ BMBF (2014: 44).

²⁰⁹ Ibid.: 45.

²¹⁰ Ibid.

The vast majority of professions in which recognition was demanded derived from the medical sector (78%). Most of them were from doctors [med.], followed by nurses, dentists, and pharmacists. As figure 17 reveals, the most relevant non-regulated profession was *office administrator* followed by *electronic technician* and *industrial mechanic*.

Figure 17: Most relevant professions (2012)



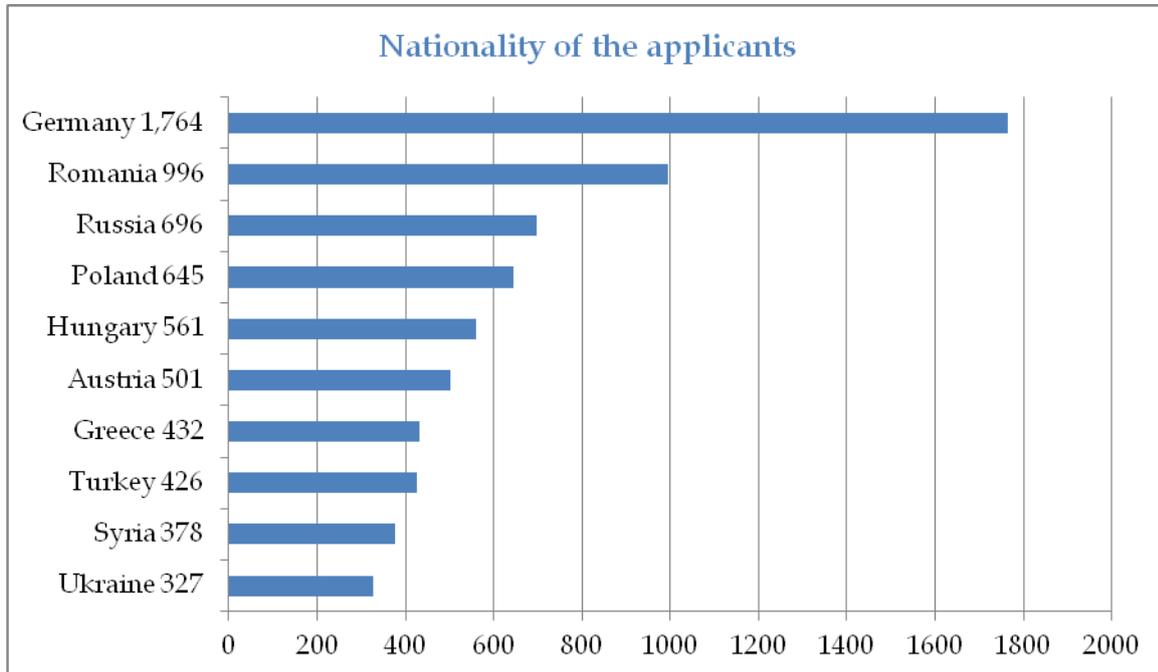
Source: BMBF (2014: 45).

The chances of success in the three leading professions are ambiguous: While 99% of all doctors [med.] and dentists receive the total approval, the prospects for nurses are reduced and only 59% get the complete equivalency. In many cases compensatory measures are imposed. The duration of the procedure is of special interest for the applicants. The act determined a general duration of three months. In 80% of the cases this objective was met.²¹¹

More than half of the applicants are EU-citizens; the majority of them are Germans, many of them naturalized. Amongst the ten most important countries figure the third-countries Russia, Turkey, Syria and the Ukraine (cf. figure 18).

²¹¹ Ibid.: 50.

Figure 18: Nationality of the applicants (2012)



Source: BMBF (2014: 50).

Statistics referring to information, orientation and counselling

A probable first contact point for potential candidates for the recognition procedure is the online information center “www.anerkennung-in-deutschland.de”. This portal counted more than 380,000 visitors between August 2012 and March 2013.²¹² 40% of the webpage views originated from abroad. Among them 22% were from third countries (especially Russia, Turkey and India).²¹³ The most viewed reference occupations were: medical and healthcare professions, engineers, teachers, educators, social workers, office administrators and technicians.²¹⁴ In the same time-lapse nearly 10,000 persons asked for counselling through the telephone hotline of the Federal Office of Migration and Refugees (BAMF).²¹⁵

The personal information and counselling services provided by the several Network IQ helpdesks have been attended by 7,000 potential candidates.²¹⁶ Recent data published by BiBB²¹⁷ (30th of June of 2014) reveals that during the two years of functioning of the Network IQ 27,636 individuals visited the organization’s helpdesks all over Germany. Since many applicants need more than only one conversation the total number of contacts has reached 40,000. Women make use of the consultation service nearly twice as often (63.8%) as men (37.2%). The majority of applicants range from the age of 25 to 44 (75.7%) and consists of persons already living in Germany (94.5%). The recognition procedure seems to be interesting for recent immigrants, as 47.5% of the applicants have immigrated to Germany less than two years ago. The applicants originate from 160 different countries whereas Russia (11.9%), Poland (11.3%), Ukraine (6.2%), Romania (5.0%) and Turkey (4.7%) lead this list. The most con-

²¹² Hoffmann (2013: 6).

²¹³ Elsässer (2013: 8).

²¹⁴ Ibid.

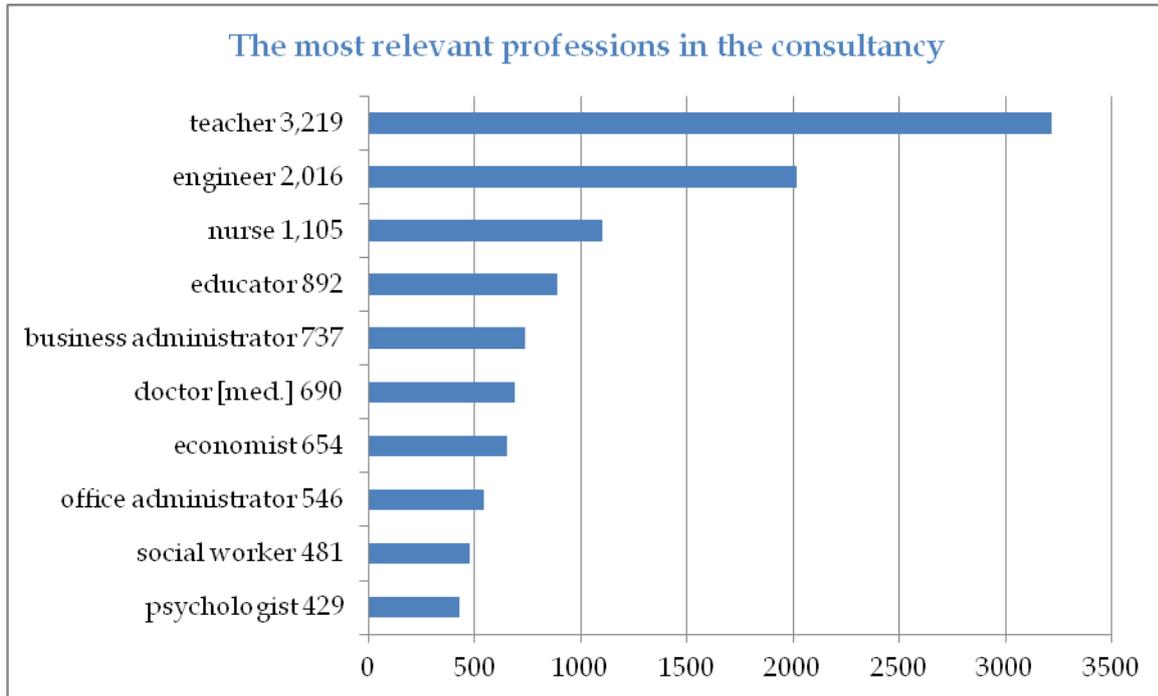
²¹⁵ Hoffmann (2013: 6).

²¹⁶ Ibid.

²¹⁷ The following data in this paragraph are taken from BiBB (n.y.e). The figures are based on the given data.

cerned professions in consultancy differ from the previously presented most concerned professions in recognition procedure: It is the teachers, followed by the engineers and only on third place the nurses and on sixth place the doctors [med.] who address to the IQ Network helpdesks (cf. figure 19):

Figure 19: The most relevant professions in the consultancy at Network IQ



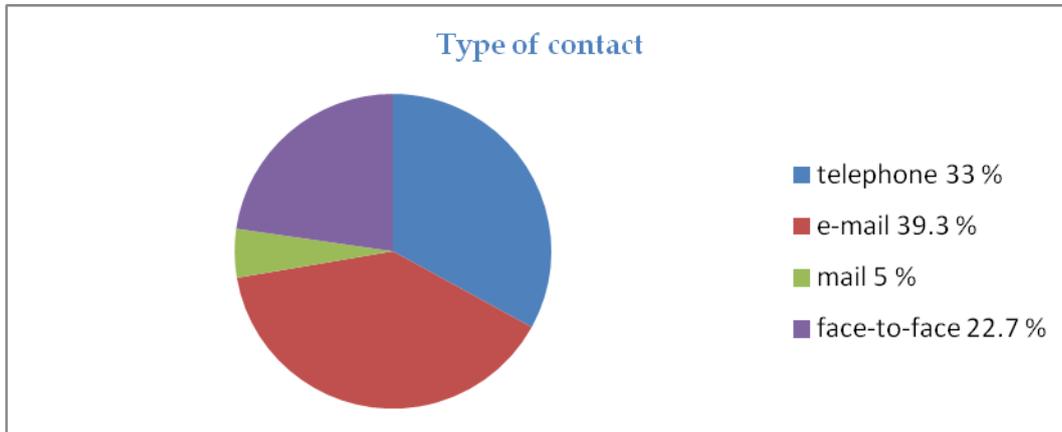
Source: Own, based on figures from BiBB (n.y.e).

In the state of Baden-Württemberg there are four contact points: In the cities of Stuttgart, Ulm, Freiburg and Mannheim. The latest is responsible for Karlsruhe, location of this research project. In the year 2013, 3,447 persons directed themselves to these four consultancies, 1,035 of them in Mannheim.²¹⁸ These 3,447 cases provoked 5,594 contacts. The following figures 20-24 itemize the data provided by Netzwerk IQ Baden-Württemberg by type of contact, provenience, gender, age and duration of stay.²¹⁹

²¹⁸ The following data is taken from Netzwerk IQ Baden-Württemberg (2013: 2-10) if not indicated differently.

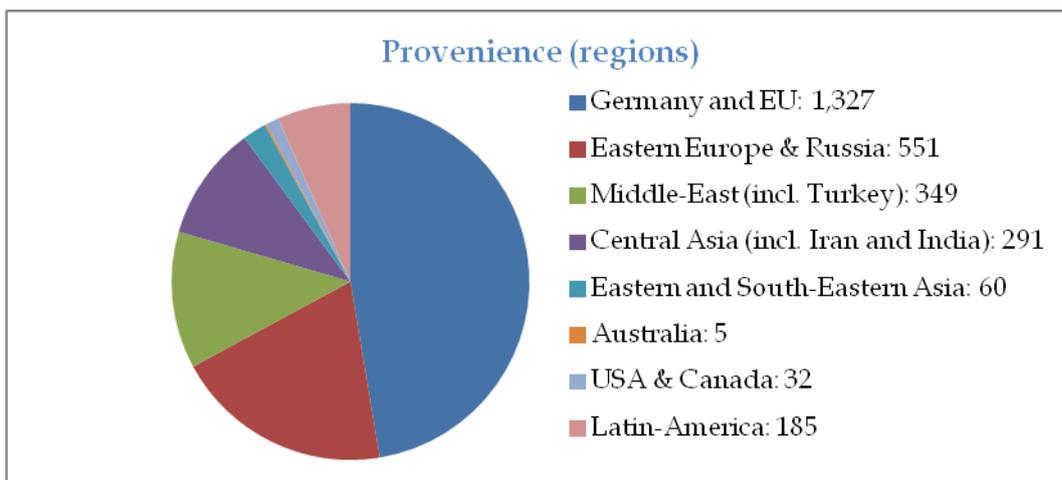
²¹⁹ The distribution by aspired professions is too complex and can be looked up at directly at the given source: Netzwerk IQ Baden-Württemberg (2013: 11-12).

Figure 20: Type of contacts at the Netzwerk IQ Baden-Württemberg 2013



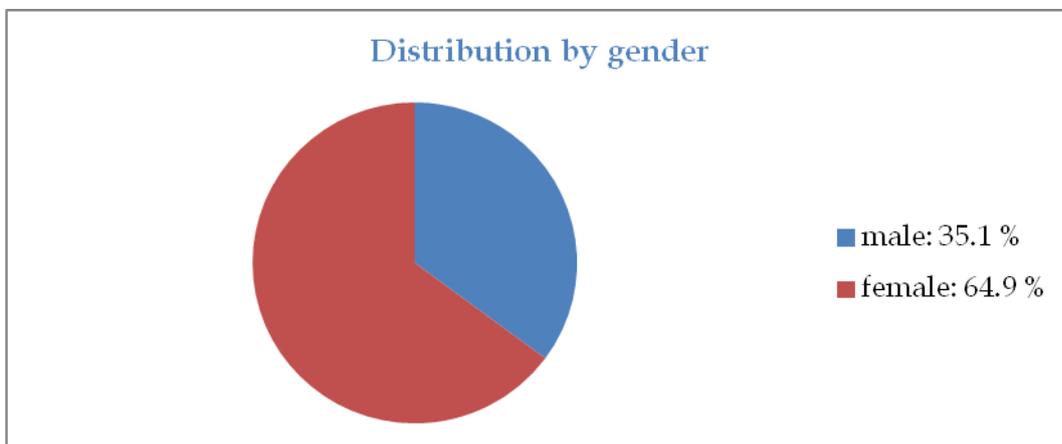
Source: Netzwerk IQ Baden-Württemberg (2013: 2-12).

Figure 21: Provenience of aspirants at the Netzwerk IQ Baden-Württemberg 2013



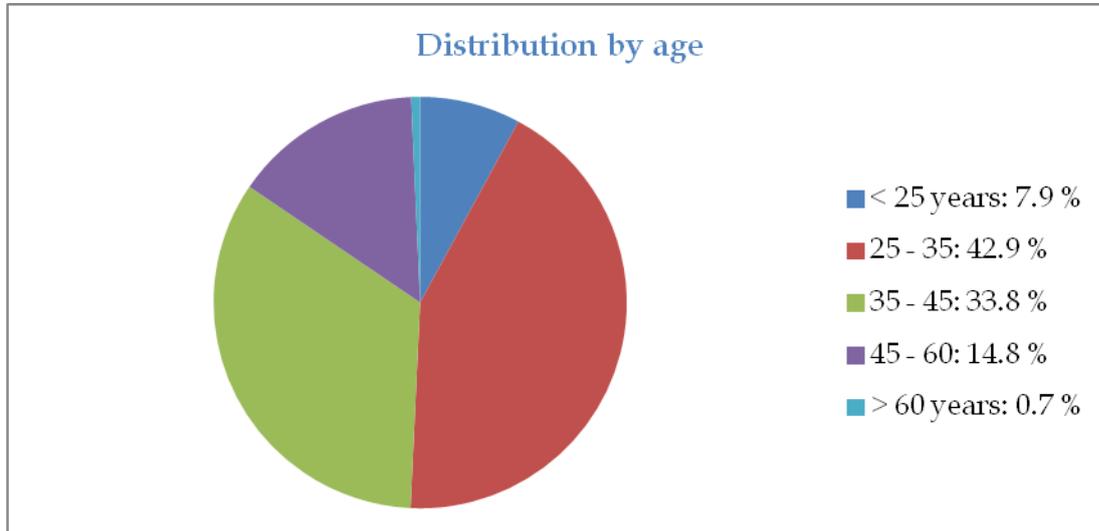
Source: Netzwerk IQ Baden-Württemberg (2013: 2-12).

Figure 22: Distribution by gender at the Netzwerk IQ Baden-Württemberg 2013



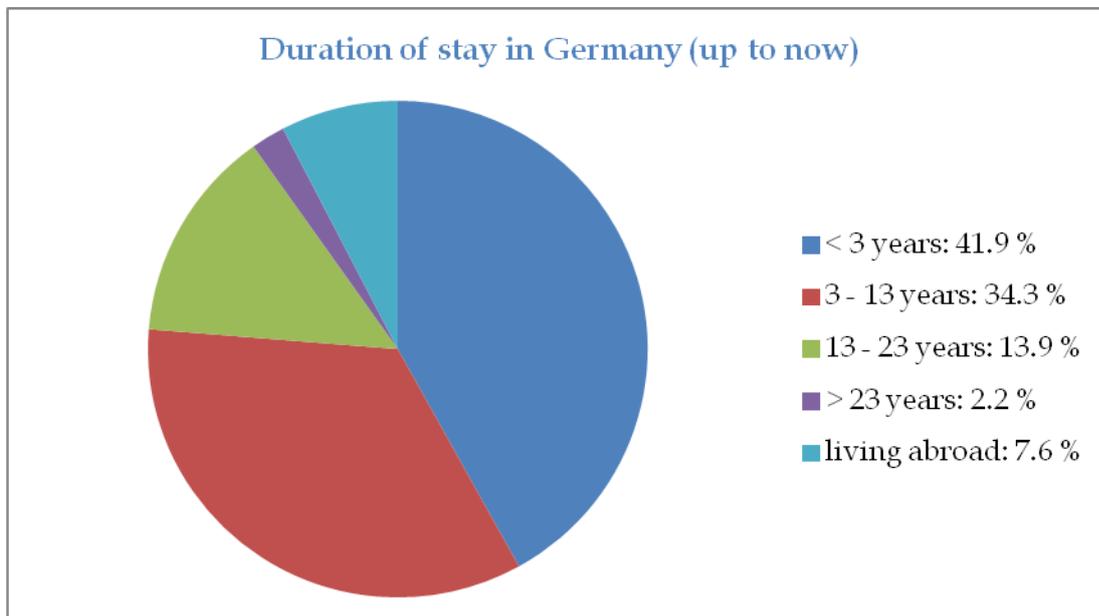
Source: Netzwerk IQ Baden-Württemberg (2013: 2-12).

Figure 23: Distribution by age of the aspirants at the Netzwerk IQ Baden-Württemberg 2013



Source: Netzwerk IQ Baden-Württemberg (2013: 2-12).

Figure 24: Duration of stay in Germany (up to know) of the aspirants at the Netzwerk IQ Baden-Württemberg 2013



Source: Netzwerk IQ Baden-Württemberg (2013: 2-12).

Statistics referring to the recognition of non- and informal SKC

Previously, the possibility to gather working experience and take an external examination in order to have a more immediate access to the labor market has been mentioned. Although this possibility sees rather great popularity (in 2010 36,000 applicants registered for the external examination; 3,500 of them in Baden-Württemberg)²²⁰ there is no information available whether it is used by TCNs or other migrants.

²²⁰ Cf. BiBB (2012).

Generally, database referring to non- and informal learning processes is little. However, it is known that in professional settings the SKC acquirement from non- and informal learning situations is more common than from formal learning situations.²²¹ Here again, the data does not distinguish between TCN professionals from EU-citizens or nationals.

1.3.2 Potential benefits of TCNs' SKC recognition for the national and regional labor demand (focusing on sectors of activities and professional figures particularly involved)

According to several sources and to the expert interviews incorporated in this project, the recognition of non-formal and informal learning achievements in general and the recognition of TCNs' SKC in particular are of major importance from a macroeconomic point of view. ENGLMANN / WERQUIN moan about the waste of existent potential.²²²

Ministries and institutes draw the attention to the threat of a skills shortage which may affect Germany in a couple of years. Referring to data of the Federal Statistical Office (German: "Statistisches Bundesamt" – StBA) SEIDEL et al. present a projection which calculates the decrease and at the same time the aging of the German population. Accordingly, the loss of population until 2050 could rise to 8.5 million people with a distinctly higher rate of retired persons.²²³ According to a study of the Federal Ministry of Economic Affairs and Technology (BMWi), the skills shortage costs the economy 20 billion Euro already today.²²⁴ To face this, the Federal Ministry of Labor and Social Affairs (BMAS) has suggested a better participation of migrants and an influx of qualified immigrants as one of several recommendations.²²⁵ This includes measures like: the development of indicators for integration and immigration, a better recognition of foreign qualification especially in medical and healthcare professions, the decrease of bureaucratic obstacles for qualified immigrants, the implementation of a "welcoming culture", the provision of information (e.g. by means of the web portal www.make-it-in-germany.de) and by a facilitation of European mobility.

On the other hand, some researchers argue that the skills shortage won't have such severe effects. SEIDEL et al. quote the Federal Government and the Institute for Labor Market and Occupational Research, conceding that there might be a skills shortage, but restricted to a manageable period and to particular – mainly academic and technical - professions.²²⁶

The Federal Employment Agency (German: "Bundesagentur für Arbeit" – BA) agrees to the diagnosis that there is not a general but a specific skills shortage. Their continuous publication "Labor Market Report" (German: "Arbeitsmarktbericht") issued in 2013²²⁷, registers all professions in which the period of vacancies is higher than 100 days on average and therefore a shortage can be diagnosed. The list is led by medical doctors (172 days of vacancy).²²⁸ Table 9 lists the twenty shortage occupations.

²²¹ Cf. Bretschneider (2006: 8); Severing (2009: 36).

²²² Cf. Englmann (2009: 15); Werquin (2009: 14).

²²³ Cf. Seidel et al. (2008: 64-65).

²²⁴ Bigalke (2007).

²²⁵ BMAS (2013: 62-72).

²²⁶ Seidel et al. (2008: 84).

²²⁷ BA (2013).

²²⁸ Ibid.: 6.

Table 9: Shortage occupations

Engineers for metal construction and welding technology
Engineers for engine and vehicle construction
Specialists in mechatronics and automation technology
Specialists in power engineering
Electrical engineers
Engineers for technical research and development
Engineers for construction and tool building
Specialist in plumbing, sanitary, heating and air-conditioning
Engineers for supply and disposal
High qualified specialists in informatics
High qualified specialists in software development
Specialists in the technical railway service
Specialists in the inspection and maintenance of railway infrastructure
Specialists in supervision of railway service
Train drivers
Specialists in medical and healthcare professions
Medical doctors (disregarding dentists)
Specialists in geriatric care
Orthopedics, rehabilitation technicians and hearing aid acousticians

Source: Own, following BA (2013: 5).

Meanwhile a shortage of specialists in technical engineering and in medical and healthcare professions can be reported from pretty all parts of Germany; some other shortages are bounded regionally. For example, North-Rhine-Westphalia records a lack of teachers in mathematics and physics.²²⁹ A description of the skills shortage in the particular States can be found in the cited publication of the Federal Employment Agency.²³⁰ In Baden-Württemberg – a State with much industry and low unemployment – particular shortages affect the following occupational sectors:

Table 10: Skills shortage in Baden-Württemberg

Design draughtsman and model building
Dry construction, isolation, carpentry, glaziery, rolling shutter construction
Structural engineering
Metalworking
Automotive, aerospace and naval engineering
IT-system-analysis, IT-user-support, IT-sales and -distribution
Pharmacy

Source: Own, following BA (2013: 16-20).

Last but not least, it is often neglected but important to mention that the recognition of TCNs' SKC is not only a macroeconomic advantage in face of a skills shortage; the employers themselves benefit from this recognition from a micro-economical point of view as well. The more transparent the TCNs' SKC are recognized, the better the

²²⁹ Cf. Kösterke (2013: 16).

²³⁰ BA (2013: 16-20).

employers in seek of potential employees can compare the individually acquired SKC. Thanks to equivalency assessment they can trust in the third-country-national applicant's quality.²³¹ This is not only helpful in the case of shortage but for any occupation.

1.3.3 Outcomes of SKC recognition for TCN workers (impacts on employability, professional mobility, and retribution levels)

The recognition of SKC naturally means a significant impact on the TCN workers. The ignorance of their SKC is mainly linked with the terms of *foreigners' unemployment* and *overqualification*, which relates to professional mobility.

Employability

Foreigners' participation in the labor market is a considerable issue. Although the overall unemployment rate in Germany is one of the lowest in Europe (6.8%)²³², latest data reveal that 14.9% of the foreigners in Germany are unemployed.²³³ Unemployment correlates with the educational level, both for foreigners and for Germans. In both cases, around 50% of the unemployed persons have no school leaving grade.²³⁴ The level of education has an unquestioned positive effect on employability. The overall unemployment rate for university graduates is with 2.4% nearly inexistent.²³⁵ Although according to a study of the Institute for German Economy in Cologne (Germany: "Institut der Deutschen Wirtschaft Köln" - IW) not only foreign graduates but also German graduates with a migrational background are unemployed more often ²³⁶; instead, the full recognition of their qualification implies in nearly all cases the participation in the labor market.²³⁷

Professional mobility

Many Third Country Nationals work in Germany but hold a qualification which is significantly beyond the requirements of their job profile: the so called *overqualification*.²³⁸ According to a Eurostat study of 2011, in Germany 31% of the workers born abroad were working in an occupation which did not reflect their qualification. Foreigners born in Germany still up to 20% showed the same characteristics.²³⁹ ENGLMANN²⁴⁰ ascertains even more dramatic figures: Pursuant to her survey among migrants (on a basis of 152 interviews), "a majority of 65.3% stat[ed] that they are not employed in a job which makes use of their qualification achieved abroad." Therefore, the recognition of TCNs' SKC should considerably improve the TCN workers' job mobility upward to occupations which require an appropriate level of qualification.²⁴¹ But the new possibilities to get foreign qualifications recognized will be tardy for some of the TCNs. They won't be able to catch up with the practical and theoretical job

²³¹ Cf. Englmann (2009: 17); Langenfeld (2013: 4).

²³² BA (2014b: 65).

²³³ Cf. *ibid.* but there is no data available which discriminates Third Country Nationals and European citizens.

²³⁴ Cf. Deutsche Presse Agentur (2014).

²³⁵ BA (2013b: 19).

²³⁶ Cf. Siemann (n.y.).

²³⁷ Hoffmann (2014: 15).

²³⁸ Bosswick 2013: 85.

²³⁹ Cf. Deutscher Presse Agentur (2011).

²⁴⁰ Cf. Bosswick (2013: 85).

²⁴¹ Cf. Langenfeld (2013: 4)

requirements after not having worked or after having exercised tasks outside their matters area for many years.²⁴²

Retribution level

Although there is no data available which proves or disproves that the recognition of foreign qualifications has an impact on the retribution level of the TCN, this still can be expected – at least according to the expert interviews. In general, the retribution level of migrants is lower in comparison with autochthonous Germans with the same qualification and on the same job level.²⁴³

1.3.4 Problematic issues and possible improvement strategies

In the previous chapters, both problems and improvement strategies for the recognition of formal, non-formal and informal SKC were shown and discussed. These thoughts were basically relying on the existing literature and in the expert interviews that we conducted.

Now, the following idea of handling the cost intensity of the recognition procedure is probably a new approach developed by our project team. We suggest to make use of the concept of *subsequent payment*. Subsequent payment means that an applicant could pay his contribution for the recognition procedure on a credit repayment basis ex post and in accordance with his achieved income after the recognition. In other words: He would initially pay a (small) basic amount and subsequently a (higher) flexible amount according to the benefit from the recognition process, which means: according to his income.

An overview and resume of the problematic issues and suggested improvement strategies is listed in the following table.

Table 11: Problematic issues and improvement strategies

Problematic issue	Improvement Strategy
I) Conservative rigor: A certain German pride of their sophisticated vocational education system cannot be neglected. Thus, traditionalists refuse to acknowledge SKC obtained abroad either through non- and informal learning settings.	Campaign: Due to the skills shortage appraisal for foreign and non- and informal SKC is necessary. The launch of a particular campaign could increase acceptance.
II) Complexity of the procedures: As already seen, the procedure of recognizing TCNs' qualifications is complex. The accumulation, the translation and the proof of various certificates is exhausting and the incomprehensibility of the process is evident not only for the applicants but even for the competent authorities.	Flexibility: Several competent authorities handle the procedure already flexible to a certain extent. For example, in the case that foreign documents cannot be submitted or translated a flexible handling should simplify the procedure.

²⁴² Ibid.

²⁴³ Siemann (n.y.).

<p>III) Lack of acceptance and dissemination of assessment procedures of non- and informal SKC: There are nearly no assessment procedures for non- and informal SKC. The majority of instruments limit to the registration of SKC. Scientifically based instruments are hardly to find.</p>	<p>Improvement of instruments: In order to achieve higher acceptance and applicability, the instruments for assessment of TCNs' SKC have to be improved. This implies more scientific AND practical grounding of instruments.</p>
<p>IV) Lack of European comparability: The few existing instruments for recognition of TCNs' SKC do not link to European Frameworks. Thus, European mobility is impeded.</p>	<p>Base on learning outcomes: The idea of basing assessment instruments on Europe-wide valid <i>learning outcomes</i> would solve the problem of hindrance of European mobility. By the way, learning outcomes focus on <i>results</i> of learning and not on <i>educational pathway</i>. This makes recognition results more transparent.</p>
<p>V) Lack of adequacy in the treatment of the target group (TCNs): Misunderstandings or inappropriate interactions during the process and thus its failure may occur due to a lack of adequacy in the treatment of the specific target group (TCNs).</p>	<p>Minimum standards for good consultancy: Minimum standards for good consultancy must concern the people involved (consultants, assessors) and the instruments themselves. This means a professional background, experience in consulting, knowledge about professional requirements and cultural conditions. The applied instruments have to be valid for the sake of measuring of learning outcomes and of fairness in terms of use (e.g. respect of language difficulties).²⁴⁴</p>
<p>VI) Expenses: A main obstacle is the cost intenseness of the procedure of recognition of formal, non-formal and informal SKC.</p>	<p>Split finance: Since recognition of TCNs' SKC is a general concern not only for the applicants but also for the enterprises and for the society, exposure should be split amongst all the stakeholders. This means the development of a fair system which involves individuals, enterprises and public sponsoring. A solution for non-liquid applicants could be a system of subsequent payment. This has been described previously and means that the applicant pays for the recognition procedure <i>ex post</i> and according to the newly achieved income level.</p>

Source: Own.

²⁴⁴ Cf. Netzwerk IQ (2010a: 11; 17; 19; 26; 34-60); IQ-Facharbeitskreises Kompetenzfeststellung (2008), IQ-Facharbeitskreises Kompetenzfeststellung (2010), Schiersmann (2010), Lachmayr-Früchtl (2010b). For more information about framework requirements for good consultancy please notice as well the audit-scheme in the annex proposed by the project team at Karlshochschule International University.

1.4 Experiences implemented at regional level for the recognition of formal qualifications

The recognition of foreign qualification is monitored by the Ministry for Integration of Baden-Württemberg. The most important consultancy help-desk for the region of Karlsruhe is located in the city of Mannheim and run by the Network IQ-partner “Intercultural Education Center Mannheim” (German: “Interkulturelles Bildungszentrum Mannheim gGmbH” – iku-biz). The local competent authorities are based at the local Chamber of Crafts and Chamber of Industry and Commerce.

As far as formal qualification is concerned the possibility of making use of the previously described “qualification analysis” (German: “Qualifikationsanalyse”)²⁴⁵ has to be highlighted. The measure is still not very common throughout Germany. But a German pilot project called “Prototyping” with the objective of developing the standards for the qualification analysis might be mentioned.²⁴⁶ The local Chamber of Crafts in Mannheim (“HWK Mannheim”) recently took part as one of seven chambers in Germany.

1.5 Experiences implemented at the regional level for the recognition of informal/non-formal competences

The experiences for the recognition of non- and informal competences, the corresponding statistics, possible obstacles and actionable levers have been presented in the previous chapters (1.2.2, 1.2.3, 1.3.1, 1.3.4). The earlier presented results are valid on the national as well as on the regional level. A mere repetition will be dispensed of at this point.

As a standardized recognition of non- and informal SKC is not existent, it is to point out that the stakeholder scene is vast and fuzzy. For example, not the public authorities but chambers, unions and private associations are promoting the process.

As already described and illustrated by the earlier given data, a breakthrough for the recognition of non- and informal learning outcomes is not in sight, neither locally, nor regionally, nor on the national level.

1.6 Discussion and conclusions about the first part

As already pointed out, the recognition of formal, non- and informal SKC of TCNs is a contemporary task, thoroughly discussed in Germany and shows some interesting and exemplary progress on the one hand, and unfinished businesses on the other hand.

The ratification of the new recognition acts on Federal level (BQFG) and on the State level (LAnGBW) has improved the situation for job-seeking and recognition pursuing Third Country Nationals. An alignment with EU-citizens and a simplification of the process of recognizing TCNs’ qualifications have been realized. However, as experiences with the new legislative framework are not very advanced, the implementation of the recognition procedures does not function like clockwork. The obstacles were revealed by desktop research and

²⁴⁵ Cf. chapter 1.2.1.

²⁴⁶ Cf. Westdeutscher Handwerkskammertag (2013).

the expert interviews conducted (cf. 1.4.3). Some suggestions for a potential innovation were formulated.

The main outcomes which are differentiated in the following for the summary discussion are the following:

- 1st) Re-Think the cost repartition
- 2nd) Retrench bureaucracy in favor of flexibility
- 3rd) Estimate non- and informal learning results in comparison with formal qualification.
- 4th) Improve the assessment procedures for non- and informal SKC
- 5th) Base assessment on European-wide learning units

1st) Re-Think the cost repartition

A serious obstacle for the use of the recognition procedure are the expenses that are caused by the procedure. Generally, the costs are to be acquitted by the aspirant him/herself. They are partially subsidized by public authorities. However, a considerable number of TCNs cannot pay this fee in advance.

We argue that it would be helpful to develop a system of split finance which involves the aspirants, public authorities and companies as the three beneficiaries of the recognition procedure. For the aspirants, a system of subsequent payment according to the achieved income level should be developed.

2nd) Retrench the bureaucracy in favor of flexibility

Standardized procedures are, of course, necessary to a certain extent, in order to have an applicable, objective and transparent recognition system. However, there are some bureaucratic elements in the recognition procedure which complicate the application not only for the Third Country Nationals but as well for the authorities in charge. As a consequence, they hinder the labor market entrance of potential and qualified workers.

One question is, for example, whether we need to consider a multitude of foreign documents that regularly must be submitted, translated and attested.

Another question concerns the teachers' formation: In Germany, a teacher generally covers two or more subjects. The only German state which allows recognition for teachers with just one subject is until now Hamburg.²⁴⁷ This could work as an example for the rest of the Federal Republic.

More possibilities to retrench bureaucracy for the sake of all participants could be elaborated in successive working groups.

3rd) Estimate non- and informal learning results better in comparison with formal qualification

The reserve of German authorities against the recognition of SKC obtained through non- and informal learning cannot be ignored. Thus, it is important to increase the respect for non- and informal learning achievements. This is a simple need due to an already described skills shortage we are confronted with in Germany in several professions and it does not necessarily lead to a loss of quality in the professions. The benefit would significantly increase, not only for the TCN workers who benefit from the recognition of non- and informal SKC, but for all the other work-seekers as well, and, last but not least, for the enterprises on hunt of

²⁴⁷ Cf. Langenfeld (2013: 5).

capable employees. What matters “is what one knows or can do, rather than where, when and how the learning took place”.²⁴⁸

4th) Improve the assessment procedures for non- and informal SKC

The disregard of non- and informal SKC also results from the limited possibilities of assessing them on a valid, objective and reliable way. Until now, most of the non- and informal assessment procedures confine themselves to the registration of SKC but do not make them measurable and formalized. Besides, experts and literature complain about a lack of scientifically based validation-tools. This is another desideratum.

5th) Base assessment on European-wide learning units

Model solutions for validating non- and informal SKC cannot rely uniquely on the exams approved for standardized formal learning settings. In order to make non- and informal SKC visible and comparable, the focus should lay on learning outcomes. Learning outcome units have been developed notably by the previously described ECVET-program. The cited sources BMBF (2010) and BMBF (2012) illustrate this approach appealingly. The attraction of the learning units lies in their fading out of educational pathways and especially their focus on practical working processes needed for a certain occupation and in their validness and usability for Pan-European contexts. A detailed elaborated suggestion for the use of Learning Units in order to assess and validate non- and informal SKC was published as a Policy Brief in 2014, and is attached to this Country Report (see Annex).

1.7 Summary of the first part

In the preceding chapters the framework, recent developments, institutions in charge, practices and results of recognition of formal, non-formal and informal SKC of TCN have been described and discussed. The data collection²⁴⁹ relies on three constituents: Desktop research, nine interviews with leading experts and flanking colloquies as a component of the stakeholder dialogue meetings. Due to the new legislative framework and the resultant remarkable dynamics the literature research focused on approximately 40 rather recent sources.

The interviews were carried out in the months from April through June 2014. Two different questionnaires were designed: One was directed towards leading experts from local authorities and the second one towards local practitioners of recognition procedures. Twelve interview requests had been launched from which nine were responded to (75%).

Finally, some of the 17 experts who took part in the two stakeholder meetings on 5th of May and 2nd of June of 2014 at Karlshochschule International University were interrogated and helped to fill the knowledge gap.

The recognition of formal qualifications acquired in Third Countries has experienced an improvement in the very last years.²⁵⁰ The new “Act to improve the assessment and recognition of foreign professional qualifications” (BQFG = “Berufsqualifikationsfeststellungsgesetz”) was ratified in 2012 and subsequently supplemented by Acts on the level of states for professions which belong to state competence. In Baden-Württemberg, the state where Karlsruhe is situated, it is called “Act to recognize foreign professional qualifications in Baden-Württemberg” (German: “Gesetz über die Anerkennung ausländischer Berufsqualifikationen

²⁴⁸ Werquin (2009: 14).

²⁴⁹ Cf. chapter 1.1.

²⁵⁰ Cf. chapter 1.2.

in Baden-Württemberg” – LAnGBW). The new legislation enables Third Country Nationals to have their formal qualification recognized. This is primarily important for regulated professions in which a full equivalence is mandatory, in order to have the right to practice the profession. However, non-regulated professionals may also pursue their qualification to be recognized or at least they aspire to get a partial equivalence, which is supposed to improve their labor market opportunities, even though recognition is not mandatory.

The new possibility to aspire to a recognition of formal qualification was used by slightly more than 10,000 applicants in the first year (2012).²⁵¹ This number is clearly underneath beforehand projections which estimated the number of beneficiaries of the new act by 285,000. The most attractive occupations are medical and healthcare professions covering almost 80% of the applications. In many cases the recognition ambitions can be complied: 84% of the applications in the regulated professions and 66% of the applications in the non-regulated professions received a full equivalence. The majority of applicants are EU-citizens, whereas the most important Third Countries are Russia (ranked 3rd), Turkey (8th), Syria (9th) and Ukraine (10th). The helpdesks run by the Network IQ which support applicants during the complex recognition procedure have been contacted nearly 30,000 times in the last two years.

In comparison to the somewhat success of the formal recognition regulations in Germany, the development of non- and informal learning is still a lot improvable.²⁵² As a matter of fact, there are nearly no approaches for a standardized and generally valid recognition of learning results obtained from non-formalized settings. However, there is a huge number of instruments which register and self-assess SKC; amongst them, the *ProfilPASS* and the *Kompetenzbilanz für MigrantInnen*. Even though, the contribution of these instruments to labor market participation is meagre. It lacks a standardized, science based and universally accepted instrument which goes beyond the registration of SKC and offers validation. One approach to focus more on working experiences than on educational pathways is the external examination (German: “Externenprüfung”), based on § 45.2 BBiG and § 37.3 HWO and which allows experienced professionals direct access to the final exam as long as they can prove to have worked at least one and a half times the vocational training duration. This possibility has lately (in 2010) been used by 36,000 applicants. Anyway, none of the measures exerted so far a link to the European framework like the EQF.

The desktop research and the expert interviews reveal that both, the receiving society (and economy) and the TCNs individually, benefit from the recognition of foreign SKC.²⁵³ In some professions, Germany faces a skills shortage which causes nowadays an estimated macroeconomic loss of 20 billion EUR per year. This mainly affects specialized engineering areas and specialists in medical and healthcare professions. In the project focus state Baden-Württemberg, furthermore specialists in different crafts (especially in construction) and IT-specialists are needed. An improvement of the existing recognition practices will, therefore, contribute to more transparency as far as the analysis of the potentials of the existing and the future workforce is concerned.

Although resilient data is not existent, we expect that the TCNs individually benefit from the recognition of their qualification by improving their employability and their professional mobility. At the moment, an above-average number of qualified TCNs is unemployed or works in an occupation below their educational level. Hence, their income level is reduced. During the research, several obstacles or problematic issues have been identified, which at present still hinder the potentials of recognition of foreign SKC (see chapter 1.3.4, table 10.

²⁵¹ For detailed statistics cf. chapter 1.3.1.

²⁵² Cf. chapter 1.2.2.

²⁵³ Cf. chapters 1.3.2; 1.3.3.

Second Part: Diversity Management Practices Implemented by Profit, Public and Non-profit Organizations

2.1 An overview of the existing studies and experiences at national and regional level

Diversity was a phenomenon that rose as a matter of attention during the civil rights movement in the USA. In this time, the attention was mainly focused on questions of socio-political developments in the society. The awareness grew in a way that the general dealing with diversity showed a lack of systematics in the understanding and comprehension of societal segregation and was accompanied and even dominated by discrimination instead. The first focus in the public discourse was directed at issues related to gender and the liberalization of women, the discrimination of colored people and the problems related to homophobia.

In the beginning, diversity was not so much identified as a matter that would have to be addressed by HR management measures. It wasn't until the late 80s that the management of diversity was interpreted as a resource for the development of organizations and for any issue related to diverse personnel in organizations. And it took a little bit less than a decade more until at least some of the related aspects received particular attention by European companies and labor markets as well. The new development picked up momentum because of the internationalization of business on the one hand and the increasing pluralization of the European societies on the other. The companies had to speed up their capacity of adaptation and their flexibility; resources had to become more efficient and the same was true for the workforce.

According to the study of KÖPPEL et al. which was financed by the Bertelsmann foundation in 2007, the following tendencies were in process:

- An increasing number of women are seeking to be more active in their professions.
- The variety of sexual orientations is no longer seen as a taboo. People with different sexual orientations appealed for more respect and acceptance.
- Muslims and the members of other religions are oriented towards own values and behavioral standards.
- The demographic change has significant effects on the structure of the society; the ageing workforce is a factor with growing importance.
- The traditional form of the family is abandoned in favor of new constellations and mixed up structures.

These factors – which represent only some of the most important tendencies that were in course in the society during the end of the 90s – can be felt in the labor market as well. Needless to say that one particular aspect, the “cultural” diversity, is lacking, or, it's maybe better to say, the cultural heterogeneity of the German society hadn't reached the surface of the public discourse. As a consequence, KÖPPEL et al. (2007) entitled the publication with the findings of their study with “Cultural Diversity Management in Germany is lagging behind” (“Cultural Diversity Management in Deutschland hinkt hinterher”).

The mentioned study can be called a milestone in the German development of cultural diversity management. Although there were precursors, it's only from this period that the attention is directed closer to specific aspects of the potentials of diversity management. The German branch of SIETAR ("Society for Intercultural Education, Training and Research"), for example, had already been founded in 1995. In the founding statutes, "diversity" is not mentioned, however. Starting from 2006, on the other hand, the German "International Society for Diversity Management" ("Internationale Gesellschaft für Diversity Management e.V."), which had just been founded, is publishing a series of Working Papers on the topic, e.g. "Intercultural Communication"²⁵⁴ (in German). In the same year, the "Diversity Charter" ("Charta der Vielfalt") was launched by Daimler, BP Europa SE (formerly Deutsche BP), Deutsche Bank and the German Telekom. Up to today, the "Diversity Charter" has been signed by more than 2.000 organizations and public entities. Similar to this manifestation of willingness, in March 2011 the 30 German companies which form part of the DAX ("German Share Index") signed a joint declaration entitled "Frauen in Führungspositionen" ("Women in leadership positions") that was intended to demonstrate their attempt to include more women in the executive boards and high management. This declaration is, of course, a late reaction to the public pressure in Germany, as well.

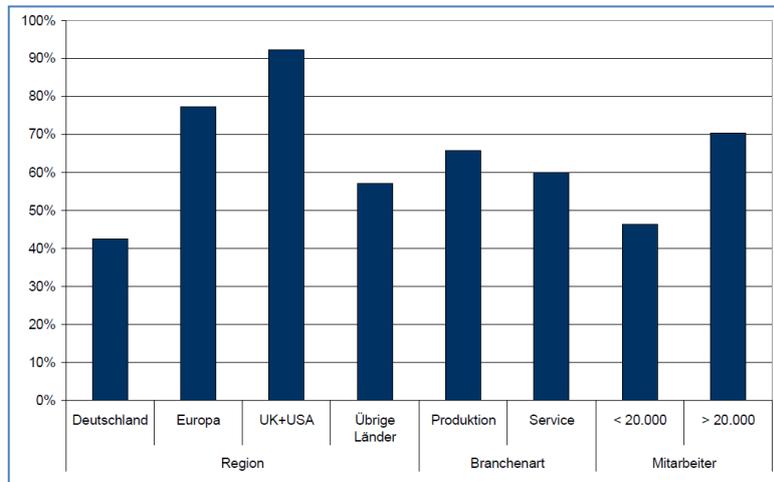
In the study of KÖPPEL et al.²⁵⁵, 600 German and 600 international companies were contacted respectively to gather information on the existing diversity management measures in the companies. Four main regional clusters have been constructed, Germany, Europe, UK/USA and Others. The results of the study can be summarized as follows:

- The diversity dimensions with the highest relevance in Germany are "age" and "gender". Gender, at the same time, is the most important diversity dimension in all the countries that have been observed. Cultural diversity ranks in the fourth position, behind the two mentioned plus "people with disabilities".
- Germany has shown to be the country or region with the lowest percentage of employees coming from abroad (Germany 11%, UK/USA 16%). (Unfortunately the study gives no hint whether there has been a distinction made between people with foreign nationalities and people who were nationalized after migrating to Germany.)
- As a consequence, only 44% of the German companies do practice cultural diversity management (Europe 75%, UK/USA 92%).

²⁵⁴ Matoba / Scheible (2007).

²⁵⁵ Köppel et al. (2007).

Figure 25: Use of cultural diversity management



Source: Köppel et al. (2007: 9).

- Being asked for the advantages and the problems of cultural diversity management most of all the companies in this study signal advantages in the area of international cooperation and business; in the case of Germany significantly more problems can be identified in the area of the acceptance and practical implementation of cultural diversity management. The authors draw the conclusion that in other European countries as well as in the Anglo-Saxon world, the diversity management measures and tools have been used more frequently, resulting in a more routinized way of dealing with it.
- Specific questions addressing the sort of measures that have been implemented in companies lead to the result, that German companies use a lower degree of structural and systematic measures. In the Anglo-Saxon countries, for example, there are more diversity officers, more systematic trainings and information events. The authors call the German type of management a “learning-by-doing”-activity vs. the “global mind-set” which is in tendency recognizable in the case of the UK/USA.

The conclusion that can be drawn from this first systematic study on the cultural diversity management in German companies is that Germany – in the time when the study was conducted – was behind in comparison with other countries in the European region and in comparison to the Anglo-Saxon region. This holds true both for the overall estimation of diversity as a segregational fact among the people in the workforce and for the implementation of structural measures in the management of cultural diversity (e.g. regulation, HR management, etc.).

In the years after the study, the awareness and the engagement towards diversity management, addressing different topics and taking into consideration different factors that rule in the context of this field has considerably grown in Germany (especially about “gender”, “age”, “sexual orientation”, and, to a lower degree, “ethnic varieties”). The above mentioned public and private societies, together with new founded associations, established a much more differentiated and more systematic work in this area of societal dynamics. The professional association “Circle of Völklingen” (“Berufsverband Völklinger Kreis e. V.”), for example, is particularly dedicated to the support and network building engagement for homosexual leadership personnel. Besides, researchers of some universities chairs, mainly in the faculties of business administration and sociology, are conducting systematic research on diver-

sity and diversity management (e.g., MPI Göttingen, Prof. Vertovec; Universität Duisburg-Essen, Post-colonial studies; Fernuniversität Hagen, Lehrstuhl für BWL und Organisation; Helmut-Schmidt-University Hamburg, Prof. Sieben, chair of HR; University of Graz, Prof. Ortlieb, chair of HR, etc.). Furthermore, some public institutions like ministries and municipalities foster research on diversity, mainly for integration (e.g., “Fachstelle Diversity im Netzwerk iQ”; city marketing of Frankfurt, Stuttgart, Mannheim, etc.). Finally, private institutions, partly stemming from the branch of consultancy, play a considerably important role when it comes to fill the gap with small or short-term studies on the topic (e.g., Nexus in Berlin, TNS Emnid in Bielefeld, Synergy Consult in Munich, the international EY-Organisation which entails member companies of Ernst & Young Global Limited, see below as well).

The following observations are based on newer studies which have been published by the aforementioned private institutions. First we might present some of the data that has been collected by Synergy Consult²⁵⁶, the same institution that we have mentioned above with reference to Köppel et al.²⁵⁷ Petra Köppel and colleagues have been conducting a couple of empirical research projects on diversity management practices in Germany throughout the years. Their most recent study was addressing the management activities in the 30 German companies that belong to the DAX (“Deutscher Aktien-Index”). All 30 companies of the German DAX were asked; 19 questionnaires were filled out and given back. The main topics were:

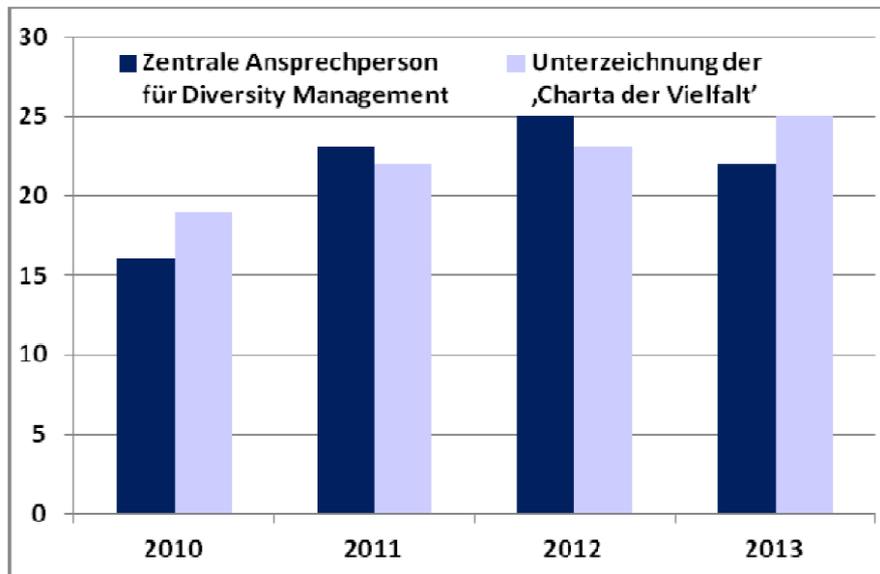
1. Since when and up to which degree has the diversity management been institutionalized?
2. Which dimensions are considered important?
3. Which stakeholders are touched by the diversity management of the company?
4. Which measures are important to reach the leadership with respect to diversity management?
5. Which sort of resistance against diversity management is shown by the leadership?

Ad 1. The authors argue that the two most important aspects that show a decisive interest in diversity management issues are i) the creation of the position of a diversity officer and ii) the signing of the “Charta der Vielfalt” (“Diversity Charter”). Concerning the former, from 2010 on there had been an upward trend, which now seems to have stopped. In 2012 the number of companies with a diversity officer decreased from 25 to 22 in 2013. Nevertheless, the interest in diversity management related activities has been consolidated. 25 out of 30 companies have signed the “Diversity Charter”.

²⁵⁶ Cf. Köppel (2013).

²⁵⁷ Cf. Köppel et al (2007).

Figure 26: Diversity officers and “Diversity Charter”



Source: Köppel (2013: 4).

Ad 2. One element of this overall consolidation process is an ongoing trend to differentiate the structural provision for managerial diversity activities. The authors of the study are speaking of councils, officers, commissions, established networks, working groups, ambassadors, and so on. However, the place where diversity management is situated in the company is still heterogeneous. It ranges from the level of the executive board to the sub-departments of HR. The higher the topic is positioned, the more strategic it is defined, obviously.

The dimensions elicited in the questionnaire were “gender”, “age”, “sexual orientation”, “ethnic varieties”, “religion”, “organizational culture”, “competencies”, and “work-life-balance”. The companies were asked to evaluate the importance of these dimensions. The results show an unbroken trend to rate “gender” as a first order variable in diversity management – along with the current German political and socio-cultural evaluations. The next position in the rank is “culture”, and then “age”. All the others lag far behind. The companies are engaged (as an average) in the work with four or five of these dimensions.

Ad 3. The stakeholder groups that are most touched by diversity management activities (target groups) are the leading personnel and selected segments of the workforce (e.g., women, older employees). One might be surprised that the leadership is the most important target group of the diversity management measures. The authors argue that the companies are in a phase of change, which, after having established the necessary structural provisions for diversity management during the last years, is now addressing the internal development of the organizations.²⁵⁸

Ad 4. The implementation of diversity management activities seems to be most successful when the leadership personnel have been convinced by rational arguments. Still, a role model in which the top manager sets a good example is as well considered crucial for success. The findings show that a diversity adequate behavior cannot be ruled by bureaucratic systems but rather by an ongoing implementation in the course of everyday training and change

²⁵⁸ Cf. Köppel (2013: 10).

activities. Five main bundles of measures for the implementation could be assorted in clusters because of overlaps in content:

- a) Communication, exchange, training, counseling
- b) Flexibilization of work, regulations and counseling
- c) Guidance and communication
- d) Integration in leadership tools and events
- e) Role model and qualitative goals

These bundles are ranked according to the estimated effect that the measures have on the successful implementation of diversity management in the company.

Ad 5. As far as the resistances in management are concerned, the authors do underline the fact that the discourse on diversity is more characterized by emotional influencing factors. They identified 29 sorts of resistance in the management reaching from the anxiety that diversity would cause more work and stress to the general doubt whether diversity management would have any effect at all. The most important reason for the resistance can be said to be a lack of identification with the “idea” of diversity.²⁵⁹ Diversity is judged to be a more ideological than a managerial topic, something that is addressed because of prestige more than because of a real need.

KÖPPEL (2013) draws a final conclusion by saying that diversity management obviously has entered some but not all companies. The process of identification with diversity issues has finished (or as well the no-identification). What is following now and is currently on the way is a phase of consolidation and long term establishing of diversity management measurements.

Complementary to this study, two more studies shall be mentioned. First, and shortly, one of the “Völklinger Kreis” (see above) which dealt specifically with the variable “sexual orientation”.²⁶⁰ 520 Organizations were asked for participation; 109 interviews were conducted. The major finding of this study is, similar to what KÖPPEL (2013) says, that the positive trend of diversity management implementations is obviously slowing down. Some areas of the diversity management showed satisfactory results, especially as far as the variety of instruments and tools is concerned. In other areas of observation, a regression could be observed, as regards, for example, the variety of diversity factors that are recognized and treated through the diversity management measures.

Another study, conducted by EY (counselling agency of Ernst & Young International) showed as well that the main variable that is treated by diversity management in German companies is the gender aspect. It is mentioned as well that the management is collecting data to measure the effects of diversity management.²⁶¹ According to the study 69% of the companies try to define performance indicators in order to measure the results from ongoing diversity management activities. But there are still not the necessary tools in financial management which would combine quantitative and qualitative approaches and which would allow a persistent target performance analysis. The conclusion of the authors is that there still is potential for the development of adequate tools in this area of management.

²⁵⁹ Cf. Köppel (2013: 17).

²⁶⁰ Cf. Völklinger Kreis (2013).

²⁶¹ These results have been taken from an online resource in 2013. The study itself has not been published.

2.2 A brief description of the sample and of the process of data collection

2.2.1 Selection of the organizations

The selection criteria of organizations for analyzing diversity management practices carried out by profit, public and non-profit organizations were developed in early April 2014. The starting point for defining them was already formulated by the founding documentation of the DIVERSE-Project. The “WP3: Check list for case histories on DM practices” stated the following conditions for the choice of organizations:

- Organizations active in profit, public or non-profit sectors;
- Organizations situated in the region chosen for each country;
- Organizations that have developed significant practices (successfully or not) in the management and valorization of TCN-personnel;
- Whenever possible, organizations that have engaged in diversity management also with regard to other types of difference (e.g.: gender, age, disability, sexual orientation, religion).

Following this guidance, a desktop research was started in order to generate a balanced list of possible interlocutors: existing index of companies (e.g. Technologie Region Karlsruhe²⁶²) as well as the Diversity Charter²⁶³ were consulted. Furthermore, conversations with project stakeholders (Mr. Ivo Runge of the Chamber of Industry and Commerce Karlsruhe and Ms. Beate Scheuermann of Cyberforum e.V.) and with stakeholders of the Karlshochschule (e.g. Prof. Schmitz-Kaiser of L-Bank Baden-Württemberg) as experts were conducted. As a result of these activities two aspects became clear:

- a) The identification of companies and organizations with explicit diversity practices for TCN-Personnel was a difficult undertaking due to the fact that companies and organization do not use the concept TCN as a characteristic when registering the specific diversity of their manpower.²⁶⁴
- b) For the majority of companies and organizations in the region of Karlsruhe that are committed with diversity, it is still a relatively new topic. Its level of implementation is not visible at first glance. Furthermore, the basic assumptions and underlying intentions that motivate an organization to implement diversity management practices are also an important perspective for the present project.

Accordingly, the selection criteria were adapted as follows:

1. Organizations active in profit, public or non-profit sectors,
2. situated in the region of Karlsruhe (Germany),
3. with TCNs among their manpower,
4. that are developing or have developed significant practices (successfully or not) in the management and valorization of diversity cultural/ethnic diversity,
5. and – whenever possible – also engaged in other aspects of diversity management (e.g. gender, age, disability, sexual orientation and religion).

²⁶² Technologieregion Karlsruhe [online] <<http://www.technologieregion-karlsruhe.de/index.php>> (25.09.2014).

²⁶³ Charta der Vielfalt [online] <<http://www.charta-der-vielfalt.de/startseite.html>> (25.09.2014).

²⁶⁴ This circumstance will be discussed with more detail later on in this chapter.

Even though the region of Karlsruhe is a highly industrialized one, with a vast number of international and global companies that are very likely to hold culturally diversified personnel, the squeezing criterion was number 4. In the end, 20 companies and organizations could be found that were committed with the management and valorization of diversity (the last two companies being umbrella organizations of small and medium-sized enterprises):

- Robert Bosch GmbH
- SAP AG
- EnBW AG
- KIT - Karlsruher Institut für Technologie
- Fraunhofer Gesellschaft (Institut für System- und Innovationstechnik)
- Michelin Reifenwerke AG & Co. KGaA
- John Deere GmbH & Co.KG
- Daimler AG
- dm-drogerie markt GmbH + Co. KG
- BGV / Badische Versicherungen AG
- Badisches Staatstheater
- Städtisches Klinikum Karlsruhe
- Diakonissenkrankenhaus Rüppurr, Karlsruhe
- DRK - Deutsches Rotes Kreuz (German Red Cross)
- Stadt Karlsruhe
- 1 & 1 Internet AG
- WWV Wärmeverwertung GmbH und Co. KG, Kandel
- Visteon Electronics Germany GmbH
- Cyberforum
- Industrie und Handelskammer Karlsruhe

After conducting every single organization in this list, several issues were identified. First, several companies or institutions were not willing to take part in the survey. Some of them simply did not reply to our request, in other cases they alleged lack of time to meet for a 45-minute interview. As this might be a polite way of rejecting participation, it is difficult to find out what could be real reasons for such a decision. Internal politics, publicity aspects, current level of implementation of diversity management plans, cuts in diversity management budget due to financial or staff related restrictions in the company are just some possibilities among many others.

In order to cope with the mentioned issue, the research team decided to add to the planned interviews for constructing the case histories an expert interview with a personality who had a deep and broad knowledge on the current development of diversity management praxis in Germany. The selected person was Dr. Petra Köppel, founder and owner of Synergy Consult, a consulting company specialized in the field of diversity management, as well as of "Synergie durch Vielfalt", the widest diversity management network in Germany. The information provided by Ms. Köppel, who immediately accepted our request, would cover possible deficits due to the fact that some important interlocutors were not in conditions to share their knowledge with us.

A second issue deals with the fact that several interlocutors agreed with an interview only under the condition that the results must be anonymized. The research team considered important to comply with this request in order to ensure honest answers. Therefore, this report

in the following will deliver a general outline of trends according to the characteristics of the different companies or organizations analyzed. This outline considers not only the information collected during the interviews but also the one provided by the expert Ms. Petra Köppel. Therefore, no statement can directly be applied to a single institution.

2.2.2 Description of the sample

At last eleven organizations were taken into account in the study. Three of them are private, profit oriented companies. SAP is a global company with more than 67,000 employees distributed in all continents with their Headquarters settled in Walldorf (approximately 40 km from Karlsruhe), engaged in the production and customization of software for business management. dm-drogerie markt is an international company with headquarters settled in Karlsruhe and operating in 12 European countries as a retailer of household products and toiletries. It runs more than 3,000 selling points across Europe and employs around 52,000 persons. WWV Wärmeverwertung is a company that is present in 11 countries offering industrial services in the area of plant production. It only has 500 permanent employees, but it does regularly recruit more personnel on a temporary basis for specific industrial assignments.²⁶⁵

Two of the selected organizations are for-profit companies with majority public ownership. EnBW's main shareholders are the State of Baden-Württemberg and the Oberschwäbischen Elektrizitätswerken (a municipal purpose oriented association in the same region). It can basically be defined as a German company, operating in the energy sector, focused on the market of Baden-Württemberg, with economic interests and facilities across the whole country and with an international dimension due to significant shares of similar companies in Switzerland, Austria, Hungary, Czech Republic and Turkey. Around 20,300 employees are working for EnBW. BGV Versicherungen AG is offering insurance services to private and commercial stakeholders mostly in the area of Karlsruhe and Badenia. The public limited company employs more than 700 persons and is one of the largest providers of liability, accident, etc. insurances in the region.

Three studied organizations are public and non-profit oriented. KIT – Karlsruher Institut für Technologie is the biggest and more important university in the region of Karlsruhe. It offers education and runs research mainly in the areas of engineering, physics, IT, renewable energy and nanotechnology, but also cultural science and languages, sport, law and economics, social sciences and arts. It has a total staff of 9,439 employees and 24,528 students are enrolled in its programs. Stadt Karlsruhe is the city administration of Karlsruhe, which em-

²⁶⁵ The information provided in this chapter was retrieved from the about-sites of the respective homepages: SAP [online] <<http://www.sap.com/germany/about.html>> (25.09.2014), dm drogerie markt [online] <http://www.dm.de/de_homepage/unternehmen/> (25.09.2014), WWV [online] <http://www.wvv.de/index_de.html> (25.09.2014), BGV [online] <<https://www.bgv.de>> (25.09.2014), EnBW [online] <<https://www.enbw.com/unternehmen/index.html>> (25.09.2014), KIT [online] <<http://www.kit.edu/kit/index.php>> (25.09.2014), Stadt Karlsruhe [online] <<http://www.karlsruhe.de/b4.de>> (25.09.2014), Badische Staatstheater Karlsruhe [online] <<http://www.staatstheater.karlsruhe.de/index.php>> and Ministerium für Wissenschaft, Forschung und Kunst Baden-Württemberg (2014): Bericht zum Staatshaushaltsplan für 2015 / 2016, [PDF online] <http://mwk.baden-wuerttemberg.de/fileadmin/redaktion/m-wk/intern/dateien/pdf/Organisation/GB_2015-2016_Gesamttext.pdf> (25.09.2014) p. 83-84, Fraunhofer-Institut für System- und Innovationsforschung ISI [online] <<http://www.isi.fraunhofer.de/isi-de/index.php>> (25.09.2014), DRK Karlsruhe e.V. [online] <<http://www.drk-karlsruhe.de/>> (25.09.2014), Diakonissenkrankenhaus Karlsruhe-Rüppurr [online] <<http://www.diak-ka.de/>> (25.09.2014), Synergy Consult [online] <<http://www.synergyconsult.de/index.php?language=de&category=050100>> (25.09.2014).

employs 5,703 people. The Stadt Karlsruhe provides its around 299,000 inhabitants with all typical services of a local administration in the areas of register, law, traffic, housing and building trade, job market, industry, social welfare, security, etc. The Badische Staatstheater Karlsruhe is a multi-genre theater in Karlsruhe, including opera, ballet and drama. It also runs the Young State Theater (Junge Staatstheater) founded in 2011. Attached to the theater are the Badische Staatskapelle (orchestra) and the Badische Staatsoperchor (opera chorus). The house is the main venue of the annual Händel Festival in Karlsruhe and co-organizer of the biannual European Cultural Days. The State of Baden-Württemberg is the responsible Institution of the Badisches Staatstheater and provides it with one half of its funding. The second half is granted by the Stadt Karlsruhe (city administration).

Further two institutions are also non-profit oriented and have an association status (“Verein”). The Fraunhofer Institut für System- und Innovationstechnik (ISI) in Karlsruhe belongs to the German Fraunhofer Gesellschaft which has its head office in Munich. Fraunhofer is the largest organization for applied research activities in Europe with 24,000 employees and 66 institutes. The institute ISI in Karlsruhe is concentrated on innovative techniques in energy and sustainability industries. It has about 280, mostly high qualified employees who are distributed in competence centers. The DRK is the German division of the international Red-Cross, an organization that indiscriminately provides aid to victims of conflicts and disasters and other vulnerable people according to the measure of their distress. Under the banner of humanity, it is committed to the life, health, welfare, protection, peaceful coexistence and dignity of all people. The Red Cross District Association of Karlsruhe was founded in 1947 and is one of the largest district associations in Germany with 4,549 volunteers and 240 full-time employees (152 working in rescue services, 20 in the ambulance and 68 in management and social services).

Finally, a further non-for-profit organization is owned by the German evangelic church, the Diakonissenkrankenhaus in Rüppurr, Karlsruhe. It’s a public corporation that offers the services of a public hospital and represents religious interests. The organization employs about 1,400 persons in 80 different professions.

In addition, it is worth mentioning the range of activities of the company led by Ms. Dr. Köppel: as her expertise is going to enhance the knowledge acquired, it makes sense to know what the scope of this expertise is and referred to which kind of organizations. Her consulting firm *Synergy Consult* offers consulting, training and networking in the area of diversity management for approximately eight years. The list of customers of the company includes: ABB, Allianz, Arcandor, Axel Springer, Bankamiz / Deutsche Bank, BTU Cottbus, Coca Cola, DB Logistics, Deutsche BP, Deutsche Post DHL, E.ON, EnBW, ERGO Versicherungsgruppe, Ernst & Young, IBM, IKEA, Infineon, Melitta Haushaltsprodukte, Microsoft, MTU Studienstiftung, Novartis, O2 Telefónica, Postbank Systems, Robert Bosch, SAP, Siemens and Western Union.

2.2.3 The process of data collection

A qualitative research method based on interviews was selected. All five organizations were invited to provide two interview partners: an officer in charge of diversity management activities as well as an employee with the status of a third country national. This way a one-sided vision of the diversity management praxis in the organization could be avoided. Nevertheless, in some cases the organization was not able to name a TCN as interview partner.

Together with the expert interview with Ms. Dr. Köppel, eighteen people were interviewed and eleven companies and organizations were analyzed.

The selected type of interview was the semi-structured interview. As the organizations were in different stages of diversity management implementation and taking into account that several interlocutors were not familiarized with the concept “third country national”, this modality of interview offered enough flexibility to steer the retrieving of data in the most productive way according to the situation.

For the purpose of the interviews two questionnaires were designed addressing respectively the diversity management officer and the TCN-employee. They were sent in advance to the interlocutors in order to generate confidence of the participants regarding every particular question. Basically, the questionnaire served as a guideline but, as it is normal in a semi-structured interview, not always all questions were posed as they were standardly formulated: frequently several questions were ad-hoc amended to meet the particular stage of the company regarding diversity management praxis, the individual position of the interview partner concerning the decision making on this topic as well as interlocutors’ biographic aspects. Afterwards, the interviews were carried out face-to-face or on the telephone between June 2014 and January 2015. Finally, the project team members analyzed the content and excerpted the main findings.

The discussion on the goals of this part of the project carried out during the first project partner meeting on January 2014, which is mirrored in the country report index, provided the base for the questionnaires’ design. Nevertheless, the information needs were rearranged around five central topics (culture and atmosphere of the organization, human resources, diversity and its perception in the company / organization, diversity management practice and strategy and consequences of diversity management practices) with the goal to foster a fluent conversation with the interviewees. As a consequence, there is no chronological accordance between country report index and questionnaires. In order to ease the understanding of their connection, the three questionnaires (officers, employees and expert) are reproduced in their English version as annex to this chapter and here in the following a table with the correspondence between chapters and questions is presented.

Table 12: Design of the questionnaires about DM practices

Country report index	Questionnaire officers	Questionnaire employees	Questionnaire Expert
2.3.1. Reasons for resorting to TCNs	Q5	No question	Q5
2.3.2. Characteristics of TCN personnel	Preliminary question 2 Q4	Q4.	Q4
2.3.3. Roles and functions assigned to TCN personnel	Preliminary question 2 Q6 Q7	Q5 Q6	Q6 Q7
2.3.4. Perceptions of personnel towards diversity and perceptions of coworkers/supervisors towards TCN personnel	Q4 Q5 Q6 Q7	Q4 Q5 Q6	Q4 Q5 Q6 Q7
2.3.5. Specific attitudes/competences possibly observed, and appreciated/not appreciated, in TCN personnel	Q5 Q6 Q7	Q5 Q6	Q5 Q6 Q7
2.4.1. Key values in organizational life and	Q1	Q1	Q1

their possible formalization			
2.4.2. Strategies for personnel motivation and involvement (in general and specifically towards TCNs)	Q1	Q1	Q1
2.4.3. Organizational attitudes towards innovation (degree of openness/closure towards new ideas and contributions)	Q1	Q1	Q1
2.4.4. Leadership styles	Q2	Q2	Q2
2.4.5. Communication strategies, styles and practices (internally and externally)	Q2	Q2	Q2
2.4.6. Criteria and methods for personnel recruitment and insertion (in general and specifically towards TCNs)	Q3	Q3	Q3
2.4.7. Personnel training and development practices (in general and specifically towards TCNs)	Q3	Q3	Q3
2.4.8. Performance assessment practices (in general and specifically towards TCNs)	Q3	Q3	Q3
2.4.9. Remuneration and other incentive mechanisms (in general and specifically towards TCNs)	Q3	Q3	Q3
2.5.1. The origin and evolution of diversity management practices	Analyzed via desk research	No question	Q3
2.5.2. Main actors in the starting and development of the process	Analyzed via desk research	No question	Q3
2.5.3. Formal statements on organizational commitment to diversity management	Analyzed via desk research	No question	No question
2.5.4. Practices aimed at recognizing and valorizing diversity with regard to gender, age, sexual orientation, disability, family status, religious background and other possible aspects	Q8	Q7	Q8
2.5.5. Practices aimed at recognizing and valorizing diversity with regard to TCN personnel and their combination with practices devoted to other types of diversity	Q9	Q7	Q9
2.5.6. Difficulties emerged in the design and implementation of diversity management practices addressed to TCN personnel	Q13	Q10	Q13
2.5.7. Reactions of internal stakeholders (e.g.: coworkers, supervisors, top executives, union representatives) and external stakeholders (e.g.: organizations in the same sector, suppliers, public authorities, civil society actors, customers)	Q10 Q11	Q8 Q9	Q10 Q11
2.6.1. Impacts on, and especially benefits for, the organization and their possible assessment	Q12 Q13	Q10	Q12 Q13
2.6.2. Impacts on, and especially benefits for, personnel and their possible assessment (in general and specifically for TCNs)	Q12 Q13	Q10	Q12 Q13

2.6.3. External economic and social impacts	Q13	Q10	Q13
2.6.4. Internal and external communication about the impacts of diversity management practices	Q13	No Question	Q13
2.6.5. Prospects of organizational commitment to diversity management in the near future	Q14	Q11 Q12	Q14 Q15

Source: Own.

2.2.4 Sketch of each organization included in the sample in a box

Table 13: SAP-SE (sketch)

Name and legal form:	SAP SE
Type of organization (profit, public, non-profit):	profit-oriented
Sector of activity:	Walldorf (Germany)
Typology of services/products:	- Software (applications, databanks, technology, analysis instruments, cloud and mobile computing) for all business processes, such as accounting, controlling, sales, purchasing, production, storage and personnel - Education and employee development
Total number of personnel:	Total: 67,651 - Europe, Middle East and Africa: 31,614 - Americas: 19,647 - Asia/ Pacific: 16,391
Number of TCN personnel:	Unknown
Key diversity management practices:	Gender intelligence Cross-generational intelligence Culture and identity Differently abled people

Source: Own, based on company's website and interviews.

Table 14: dm-drogerie markt GmbH + Co. KG (sketch)

Name and legal form:	dm-drogerie markt GmbH + Co. KG
Type of organization (profit, public, non-profit):	Profit-oriented
Sector of activity:	Retailer of household products and toiletries
Typology of services/products:	Cosmetics, a small choice of groceries and animal feed, household goods, medicine and basic photographic equipment
Total number of personnel:	52,062 - Out of them: 36,216 in Germany
Number of TCN personnel:	Unknown
Key diversity management practices:	Equal opportunity (gender)

	Occupational health
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Source: Own, based on company's website and interviews.

Table 15: WWM Wärmeverwertung GmbH & Co. (sketch)

Name and legal form:	WWV Wärmeverwertung GmbH & Co.
Type of organization (profit, public, non-profit):	Profit-oriented
Sector of activity:	Industrial services
Typology of services/products:	Trace heating, electrics and instrumentation, columns and reactors, pipelines construction, technic for energy plants, standstills.
Total number of personnel:	500
Number of TCN personnel:	< 5%
Key diversity management practices:	Support in case of administrative issues with authorities

Source: Own, based on company's website and interviews.

Table 16: EnBW Energie Baden-Württemberg AG (sketch)

Name and legal form:	EnBW Energie Baden-Württemberg AG
Type of organization (profit, public, non-profit):	Majority-public-owned profit oriented
Sector of activity:	Energy supply
Typology of services/products:	<ul style="list-style-type: none"> – Storing and distribution of energy – Extension of regional power supply system – Sales and stock exchange dealings
Total number of personnel:	Total: 20,300 <ul style="list-style-type: none"> – Germany: 18,700 – Abroad: 1,600
Number of TCN personnel:	Unknown
Key diversity management practices:	Gender Life-work-balance Occupational health

Source: Own, based on company's website and interviews.

Table 17: BGV-Versicherung AG (sketch)

Name and legal form:	BGV-Versicherung AG
Type of organization (profit, public, non-profit):	Public profit-oriented
Sector of activity:	Insurance
Typology of services/products:	Insurance coverage and legal protection insurance for city administrations, public employees and medium-sized companies

Total number of personnel:	752
Number of TCN personnel:	< 5%
Key diversity management practices:	No specific one

Source: Own, based on company's website and interviews.

Table 18: KIT - Karlsruher Institut für Technologie (sketch)

Name and legal form:	KIT - Karlsruher Institut für Technologie
Type of organization (profit, public, non-profit):	Public non-profit oriented
Sector of activity:	Education & Research
Typology of services/products:	<ul style="list-style-type: none"> - Engineering - Physics - IT - Renewable energy - Nanotechnology - Cultural sciences and languages - Sport - Law and economics - Social sciences - Arts
Total number of personnel:	9,439
Number of TCN personnel:	<ul style="list-style-type: none"> - Number of TCNs unknown - International personnel working in research: 938 - International personnel working in other areas: 157
Key diversity management practices:	Equal opportunities (gender) International (Welcome culture) People with disabilities Generation Management Work and family (life-work-balance)

Source: Own, based on company's website and interviews.

Table 19: Stadt Karlsruhe (sketch)

Name and legal form:	Stadt Karlsruhe
Type of organization (profit, public, non-profit):	public
Sector of activity:	Municipal administration
Typology of services/products:	<ul style="list-style-type: none"> - Social life - Education & health - Finance & economy - Tourism - Environment - Infrastructure

	– Real estate management
Total number of personnel:	5,703
Number of TCN personnel:	– Number of TCNs unknown – Number of “foreigners”: 286
Key diversity management practices:	– Equal opportunities (Gender, but also sexual orientation) – “Intercultural opening” – Work-life-balance – Disabled contingent

Source: Own, based on company’s website and interviews.

Table 20: Badisches Staatstheater Karlsruhe (sketch)

Name and legal form:	Badisches Staatstheater Karlsruhe
Type of organization (profit, public, non-profit):	Public non-profit-oriented
Sector of activity:	Arts, culture, spectacle
Typology of services/products:	Opera, ballet, drama
Total number of personnel:	Unknown (because of constant fluctuation)
Number of TCN personnel:	Ca. 146 employees from 40 different countries.
Key diversity management practices:	Equal opportunities /Gender Disabled contingent Further ad-hoc implemented by helpdesk

Source: Own, based on company’s website and interviews.

Table 21: Fraunhofer ISI (sketch)

Name and legal form:	Fraunhofer Institut für System- und Innovationstechnik (ISI) (dependent of the registered association Fraunhofer Society for the Promotion of Applied Research)
Type of organization (profit, public, non-profit):	Public non-profit-oriented
Sector of activity:	Research
Typology of services/products:	Energy policy an energy markets Energy technology and energy systems Foresight Industrial and service Innovations Sustainability and infrastructure systems Emerging technologies Policy and Regions
Total number of personnel:	Ca. 250
Number of TCN personnel:	Very low
Key diversity management practices:	No specific one (only “gender” in the headquarters in Munich)

Source: Own, based on company’s website and interviews.

Table 22: DRK Kreisverband Karlsruhe e. V. (sketch)

Name and legal form:	Deutsches Rotes Kreuz Kreisverband Karlsruhe e. V. (registered association)
Type of organization (profit, public, non-profit):	non-profit-oriented
Sector of activity:	Emergency services and humanitarian aid.
Typology of services/products:	Emergency services Social welfare Ambulance
Total number of personnel:	240
Number of TCN personnel:	Unknown
Key diversity management practices:	“Intercultural opening” Work-life-balance Disabled contingent

Source: Own, based on company’s website and interviews.

Table 23: Diakonissenkrankenhaus Karlsruhe-Rüppurr (sketch)

Name and legal form:	Diakonissenkrankenhaus Karlsruhe-Rüppurr (public corporation)
Type of organization (profit, public, non-profit):	Public non-profit-oriented (owned by the protestant church)
Sector of activity:	Health care
Typology of services/products:	– Medical care and rehabilitation – Education and training for doctors and nurses, as well as in administration. – Development of professional, scientific and technical standards under ethical responsibility
Total number of personnel:	Ca. 1250
Number of TCN personnel:	Unknown
Key diversity management practices:	No specific one

Source: Own, based on company’s website and interviews.

2.3. TCN personnel

2.3.1. Reasons for resorting to TCNs

First of all, one aspect needs a short reflection: every analyzed organization as well as the interviewed expert agreed in the fact that “Third Country National” is not a category they usually work with. One diversity manager put it in a nutshell saying that maybe such a status does have an importance from an administrative point of view, since it may influence the legal aspects of hiring international personnel, however no organization designs diversity management strategies on the basis of such a concept, but rather on the basis of ethnic or

cultural diversity. In that case the difference between third country nationals and EU-citizens is actually irrelevant.

Following this argumentation, it becomes clear that the topic might be reformulated in terms of “citizens from foreign countries”. Starting from this perspective, the case histories show clear differences between for-profit companies and non-profit-oriented public institutions on the one hand, and differences between large, i.e. multinational companies and SME on the other. Besides, there exist in both cases also subcategories.

Private-owned, profit-oriented companies engage international personnel mainly with a view to enhance competences in the organization.

- a. Some companies are looking for specific competences in specific cases or business contexts, for example language knowledge for dealing with a new market or partner overseas or selective engagement of foreign manpower (also in the context of apprenticeships) with a view to counteract the shortage of autochthonous workforce in certain sectors like the current nursing services in Germany.
- b. Other companies pursue a general strategy of staff internationalization. The most common instrument for this is the establishment of a “global mobility office”, which is in charge of supporting employees moving across national borders. With this strategy companies mainly aim to attract talent on a global scale and enhance the company’s overall performance. Though a mobility office fosters in the most cases the career of international workers with a relatively high and already international formal qualification who are in the moment of engagement living in a third country. Candidates with lower formal qualification and especially the ones who are already living in the country of destination are not in focus of a mobility office. For a company whose only diversity management instrument in regard of cultural or ethnic diversity consists of a mobility office, the in the firm and in the surrounding society existing cultural diversity will probably be invisible.

Besides, it has to be mentioned that many organizations do not see any reason to purposefully resort to TCNs either because they consider themselves already “international” (in case of global groups with a culture-free oriented management approach) or because they are locally or nationally focused and do not have any special awareness about the existing diversity among their customers and within the society they are inserted in. This holds especially true for companies of a smaller size, and for companies whose target groups are very local and narrowly defined.

Judging from the cases studied in this project, a very different range of reasons for engaging TCNs seems to prevail among public organizations. It has primarily to do with the ethic commitment to mirror the characteristics of the society they serve and to assist the citizens as closely as possible by adopting their point of view. The *Integration plan* of the city council of Karlsruhe states for example that “According to the National Integration Plan all population groups are to be adequately represented and in terms of their interests competently supported.”²⁶⁶ Doubtless, this commitment is rather a desideratum than reality. Due to the fact that for historical reasons public institutions still function under a remarkable ethnocentric management approach, their internal structures, management functions, communication forms and recruiting system are not always appropriate for such a purpose. An example is the re-

²⁶⁶ Stadt Karlsruhe (2012): Karlsruher integrationsplan, [online] <http://www.karlsruhe.de/b3/soziales/einrichtungen/bfi/HF_sections/content/ZZk34n4pUQohoC/1337948295779/Städt.Ämter_Integrationsplan.pdf>, (23.09.2014) p. 23.

cruitment of officers for the upper level of management exclusively among the graduates of the Colleges of Public Administration, which are applied universities that only enroll civil servants – and the condition of civil servants requires owning the German citizenship. This is the reason why in Germany a public discussion on how to push a so call “intercultural opening” runs since recent time.

This means that all concepts and product descriptions must make statements to an intercultural orientation and opening of the institution. Intercultural opening, understood as a cross-sectional task for the whole management, aims to set quality standards, to measure the offers and to check whether institutions and authorities are in accordance with the fact of the migration society.²⁶⁷

Special cases among public institutions are universities and research centers, as they seem to unify both perspectives: on the one side, as public institutions they also have the commitment to mirror the surrounding society; on the other side their position as competitors in the market of education and research explains their interest for attracting talent. Lately, an internationally staffed university becomes also attractive for international (foreign) students, what in turn provides the university with a higher range of possible students and an increased prestige. The service center for international affairs (German: “Dienstleistungseinheit Internationales”)²⁶⁸ at KIT, for example, comprises four business units: International Students Office, International Scholars & Welcome Office, Regional Strategy & Information and Administrative Office of the German-French Initiative. Besides, international junior scientists can join the Karlsruhe House of Young Scientists (KHYS)²⁶⁹. All the mentioned business units seem to have something in common with the above mentioned mobility centers of some global companies: they operate at a cross-country level. Since the diversity management section of the HR-Department at KIT apparently does not have further programs regarding cultural diversity, the risk persists that the organization doesn’t become aware of the existing diversity in the surrounding society, among the “local” students, the non-scientific personnel and the “local” researchers and lecturers. In this context, a topic of public discussion should be the reasons why “foreign diversity” becomes “visible” and positive evaluated in our current societies, whereas “local diversity” appears rather invisible or negative evaluated.

2.3.2. Characteristics of TCN personnel

If the findings of the case histories analyzed in the study have to be generalized, the conclusion is that companies and organizations in Germany do not have almost any knowledge of the TCN personnel working for them or their characteristics, because they do not collect (or at least not systematically or strategically) information on them. From an administrative point of view, a register of information regarding nationality must exist, since this factor heavily influences the possibility of formalizing contracts. It could be questioned the usefulness of these data, as nationality is not a secure, not even the most important criterion for the inference of cultural or ethnic belonging. However, almost every analyzed organization recognized that this information was not farther used. Some officers mentioned as a reason for this lack of information and register even legal constrictions like privacy protection regulations and the general anti-discrimination act.

²⁶⁷ Ibid.: 23.

²⁶⁸ KIT-International Affairs, [online] <<http://www.intl.kit.edu/ia/index.php>>, (23.09.2014),.

²⁶⁹ Karlsruhe House of Young Scientists (KHYS) [online] <<http://www.khys.kit.edu/index.php>>, (23.09.2014)

An exception to the mentioned overview is represented by SAP, which is by the way considered a front-runner in the implementation of diversity management in Germany. Their data could not be accessed for this study: due to company policy, they are not public but only for internal use. Nevertheless, this enterprise carries out indeed a relatively detailed analysis of their staff with regard to for them central categories of diversity (age structure, gender, place of origin, migration background) and classifies the results at different levels (local, regional, global). Upon this base, strategies of empowerment and integration can be designed. Some sort of an exception can as well be described by looking on some of the operational activities at the WVV. In case of international projects running for example in the Netherlands, the German headquarters regularly prepares for providing support to Turkish workers, who are settled in Germany but still haven't acquired the German nationality. For them a working permit has to be applied for at the Dutch authorities. The company normally does provide this service.

2.3.3. Roles and functions assigned to TCN personnel

As exposed in the former chapter, this study could not generate much information on this topic. According to the examples at hand, it has to be concluded that the majority of organizations observed do not collect and analyze data regarding functions assigned to culturally diverse personnel or, for example, their most frequent positions in the company's organization diagram. In general, the interviewed diversity managers were not able to mention remarkable differences when dealing with assignment of roles and functions to TCN personnel compared with nationals. Having said that, some statements pointed out indirectly that TCNs and in general employees with migration background could principally be found in the lower levels of the organization diagram. Several officers stressed that the ethnic diversity of the workforce became evident when visiting the production facilities or the warehouse of the company. An interviewed employee, who was himself a non-EU-citizen and worked at a managerial level, expressed his feeling of being an exception in his working context and explained that he had the opportunity to speak his mother tongue when he visited the factories for supervision activities. Another interviewed employee, pleading for affirmative action (positive discrimination), conveyed his impression that in Germany the higher the position in the organization diagram, the more improbable is that this position can be covered by a non-national. In his eyes, it seemed a utopia, for example, to imagine someday a TCN as CEO of a traditional German company or as a rector of a traditional German university.

2.3.4. Perceptions of personnel towards diversity and perceptions of coworkers/supervisors towards TCN personnel

As a constant along all studied organizations – and also confirmed in the expert interview – gender diversity turns out to be the most perceived diversity dimension. It exists as ever as an important issue in the public administration, where almost every institution engages an equality-opportunities-officer, who is mainly in charge of supporting women in their necessities and career. In the private sector, this dimension has reached higher relevance especially since the public debate upon the introduction of a women quota in 2013.²⁷⁰ Relatively far

²⁷⁰ In 2013 the governing conservative party CDU under the leadership of Angela Merkel tried to introduce a law for the regulation of a woman quote in the supervisory boards of private companies. The law proposal was re-

from gender and in second or third position is either age or cultural diversity. The relative importance in the perception of each of them is apparently not regular across the whole organization, but rather dependent of the specific department or activity area. For instance, the presence of different cultural backgrounds (and also women) in the nursing service of a public hospital depending of the municipality is much higher than in the civil engineering service department of the same municipality. Accordingly, cultural diversity is in the first one an issue, whereas in the second one employees and officers stress the importance of generation management. A further factor in this concern, as the case histories revealed, is the value conferred to individuality in the corporate culture. In one of our analyzed companies' corporate culture the value of individuality stands very high in the scale. Consequently, to raise specific diversity topics among employees and to discuss appropriate measures was a process carried out individually in every business unit or regional structure.

After all, it is necessary to insist on the fact that in the special case of TCNs (generalized in the concept of cultural or ethnic diversity), when referred to organizations of local or national scope, their perception remains with a very low profile. Even if the perception of social diversity does exist, this awareness leads only to basic measures like the introduction of a daily meal without pork by the company canteen. This example can also be categorized as reductionist, as cultural diversity perception is narrowed to religious customs. In fact, the same interviewee who mentioned this "diversity measure" reported also about the difficulties of non-native German speakers to deal with the local dialect of Baden, which is also used in business contexts. The fact that native personnel do not feel the need to switch to the standard language is just an indicator that non-German employees and therefore also TCNs still suffer (at least) under a form of discrimination based upon invisibility.

2.3.5. Specific attitudes/competences possibly observed, and appreciated/not appreciated, in TCN personnel

According to Ms. Köppel, diversity is generally seen as an advantage as far as positive experiences have already been made in the organization. Nevertheless, with respect to cultural diversity, the advantages perceived have primarily to do with the international orientation of the company. In contrast, Germany's internal diversity (e.g. immigration) is hardly recognized as such, and therefore its contribution to society and organization is seldom appreciated.

Basically, language knowledge and knowledge on foreign local markets are the most often mentioned competences in the analyzed case histories. Front-runner companies in the implementation of diversity management enhance the list of appreciated attitudes and competences: they can contribute with new perspectives, a broader viewing angle and higher diversified experiences to the organization's stock of knowledge and capabilities. Besides, their identity is grasped as a core contribution to the corporate identity's further development. Culturally different employees are therefore the motor for innovation.

fused by the parliament. See for example: Meiritz, Annett (2013): Frauenquote: Die scheinheiligste Debatte des Jahres, in: Spiegel Online [online] <<http://www.spiegel.de/politik/deutschland/kommentar-zur-frauenquote-die-scheinheiligste-debatte-des-jahres-a-895114.html>>, (18.02.2013). In December 2014 the current CDU-SPD coalition reached an agreement for the adoption of a law that will compel big corporations in Germany to a 30% woman quote in their supervisory boards starting 2016. Medium-sized companies will have to set own targets until 2017 regarding woman participation in advisory board, managing board and executive level. (Cf. e.g. Tagesschau.de (2014): Kabinett verabschiedet Frauenquote [online] <<http://www.tagesschau.de/inland/frauenquote-kabinett-101.html>>, (11.12.2014)

However, a clarification in this respect is necessary. According to Köppel's recent benchmark of DAX-30 companies, 12 out of 30 companies declare to develop diversity management praxis for ethical reasons. Only nine enterprises asserted to do it for economic reasons. In other words: the conviction that a diverse staff does have a synergetic effect upon the capacities and effectiveness of the company, rendering the organizational diversity a strategic goal, is only shared by a minority of corporations. It seems probable that the majority of companies, even the ones committed to diversity management practice, do not focus at all at the appreciation of specific attitudes and competences of their TCN personnel.

2.4 Organizational culture and HRM practices

2.4.1 Key values in organizational life and their possible formalization

The organizational life and the organizational culture in Germany's industries are very much influenced by two main factors in regard of the nature and the type of organizations. There are, on the one hand, the German multinational companies, especially the 30 enterprises that constitute the German DAX30, the most important national shareholder companies. Among them are Siemens, BASF, Allianz, BMW, Merck, Deutsche Bank, thus some representatives of the chemical, technical, automotive, pharmaceutical production industries and furthermore of the services (e.g. insurance) industries, which in sum would represent the biggest share of the German GDP. Besides these large companies, on the other hand, a large share of the existing industries in Germany belongs to the segment of SME, small and medium enterprises, the size of workforce ranging rather non-specifically from some dozens to some thousands of employees. (NB: The SME in Germany are relatively large when comparing them to the European average.) Interestingly enough, the latter are very often (independently of what their legal form is) family owned businesses.

These two categories of companies - with which we do not assume having done an analysis of business models in Germany, of course, - do still differ significantly in terms of organizational culture and value orientation. SME normally concentrate on specific products, technological know-how and uniqueness in market positioning, but less on the formalization of their processes beyond the necessities of an industrial norm, let us say, out of the ISO group of norms. Leaders in these companies rather enhance and focus on family-like characteristics of organizing, e.g. familiarity of relationships, emotion and closeness of relationships, retention of employees, high commitment and entrepreneurial spirit of the employees, and so on. The specialization of the employees' functions and roles is not as formalized as it is in the aforementioned multinational companies.

The case histories analysis concludes that traditional values like "status" can be considered as unfavorable for the valuation and institutionalization of diversity management. On the contrary, more "modern" and "fuzzy" developed corporate cultures are a promising basis for its establishment. Frequently mentioned values among the interviewees were: confidence, cooperation, transparency, personal development, recognition of uniqueness of every human being, together learning from each other, dialog, collective generation of power, collective experience of success (inclusion). However, a favorable corporate culture is not enough; according to a statement in the expert interview, "diversity management works only on behalf of the management level as a first step." This means that a certain grade of formalization of diversity as value is mandatory.

The same difference between large companies and SMEs holds true for the formalization of values. The first group of industries focuses on strategic goals; the prevailing values are creativity, openness, responsibility, entrepreneurship, sustainability and a few other (cf. the website of BASF). These values are normally broken down to the operational levels, e.g. the establishing of teams for specific purposes, the agenda setting for a determined planning sequence, the prioritization of goals, etc., by the leaders who oversee the decision-making processes. The acknowledgment of diversity as a management tool or a solution-demanding issue regularly takes a back-seat within these processes. The formalization of values, from the company's mission statement down to the operational level of work, moves into the background when it comes, for example, to the budgeting of projects or the allocation of human resources to a specific organizational task.

The orientation towards diversity is a value which only recently has gained importance in German companies. Only in few cases it has reached the level of a main strategic positioning of the company so far, as it is the case of the studied enterprise SAP SE or some other mentioned in the literature like Deutsche Bank.²⁷¹ In such examples, not only the corporate culture fosters diversity, but also diversity becomes a central driver of cultural development.

From a different perspective, not only diversity but also equality as a value can be a driving force of diversity management. Assuming that some companies use the existence of such a value in their organization as an argument to explain why they are "already diverse and respectful at a time", and therefore not needing any diversity management activities²⁷². It is also true that the common experienced value of equality and close solidarity may produce a very effective context of diversity awareness with different grades of formalization in the organization. This is the conclusion that can be drawn from the case history of DRK, whose commitment with values like humanity and impartiality lies in the ground of its early attention to the need of an "intercultural opening"²⁷³. In a similar way, the Badisches Staatstheater has developed an organizational culture emphasizing internal cohesion, solidarity, equality and diversity as normality. They are important for ensuring a good functioning of the whole structure, which is characterized by the highest grade of diversity²⁷⁴. On the basis of the concept equality of diversity the Badisches Staatstheater has reached a high level of diversity sensitiveness within the organization with only few instances of formalized diversity management. In such a solution, the lack of formalization can be seen as an obstacle for the establishment of diversity management as a constant function, since there are almost no possibilities of appraising its level of implementation and the reached effects. The attractive aspect of such an equality oriented philosophy of diversity management is that it much avoids one of the most controversially discussed aspects of diversity management: the reproach that diversity management makes visible differences invisible by highlighting the otherness of its

²⁷¹ Cf. Köppel / Sandner (2008).

²⁷² Apparently this is even the case of some signers of the Diversity Charter

²⁷³ In 2009 the presidential office decided that "The issue of integration, migration and intercultural opening must be displayed networked across all areas and with measurable goals for 2010 and the total next term of the office". Nevertheless the first approaches to this topic complex date back to the mid-nineteens (Cf. DRK: Interkulturelle Öffnung im Deutschen Roten Kreuz - Grundlagen [online] <<http://drk-ikoe.de/grundlagen/beschluesse-und-selbstverpflichtungen.html>> (14.02.2015)

²⁷⁴ The Badisches Staatstheater employs around 146 people from 40 different countries. Some of them are working in the background (technic and workshop) but the majority belongs to the artistic professions. Nowadays a theater like the Badisches Staatstheater can only hold its position in the cultural market through the engagement of international singers, actors and dancers.

“beneficiaries”, reducing them for example to their ethnicity or sexual orientation and reaching this way the contrary effect as the one desired.²⁷⁵

2.4.2 Strategies for personnel motivation and involvement (in general and specifically towards TCNs)

The capacity and the strengths of German industries in terms of technological innovation do often lead to the stereotypical assumption that innovativeness is the most important value among German leadership personnel. But the aforementioned values that stem from family-owned businesses do play a role which is just as significant, though. A recent study from the Value Commission²⁷⁶ – a private initiative and association that was founded by scientists and entrepreneurs to enhance value-driven management – showed, for example, that German managers do nowadays rely more on integrity than on responsibility and confidence, which were the values that were more dominant in the last years. Integrity has become steadily more important in the course of last years because of discloses of corruption. Thus, the personality of the leader and the degree of his or her individual commitment for (social) responsibility has become more important and has gained an ethical dimension in particular.

Regarding ethical responsibility, one of the interviewed TCN employees conveyed his opinion that diversity belongs to the essential values of leadership at the same level as human rights and freedom of speech. This is also related to the expert’s statement that the basis for the development of diversity awareness in an organization is participation. An overview on the analyzed cases delivers the outcome that participation is a natural and emergent dynamic in every organization; as an interviewed TCN employee puts it, “diverse” groups of employees lead to the consideration of diversity and distinctiveness within the company; this “culture” is passed by the staff itself. The function of the management for ensuring the involvement of personnel is basically to provide media and platforms to channel participation. Examples like dm-drogerie markt²⁷⁷ and SAP²⁷⁸ show that networks of employees are an effective instrument for generating such channels. Interestingly, both companies stay in very different stages of diversity management implementation, the former rather at the first steps and the later in a phase of maturity. Nonetheless, both apply successfully similar instruments of involvement, being the difference of course the level of specialization, since SAP employees already developed networks specifically working on cultural diversity, which is the closest that can be found to TCNs-involvement (due to the fact that as stated above the category “TCN” does not exist in the context of German companies and organizations). Lately, from a different point of view, the also above described trend of “intercultural opening” in the public administration can be considered as a first step towards cultural diversity participation.

²⁷⁵ Cfr. Çil (2011: 197-199).

²⁷⁶ Cf. Wertekommission.de 2014.

²⁷⁷ The story of the development of the network „dm-geist“ can be read at the homepage (in German) of the platform “Kulturwandel in Unternehmen und Organisationen” [online] <<http://www.kulturwandel.org/unternehmen-des-gelingens/dm-drogerie-markt/index.html>> (10.10.2014)

²⁷⁸ SAP lists in its homepage up to 15 networks with these characteristics. Their cover all usual dimensions of diversity. See SAP Life at work [online] <<http://www.sap.com/corporate-en/about/careers/diversity/life-at-work/details/networks.html>> (10.10.2014).

2.4.3 Organizational attitudes towards innovation (degree of openness/closure towards new ideas and contributions)

German industries participated intensely in the process of globalization that took place in the last decades. The internationalization of products and processes was implemented in many different ways, though, ranging from unilateral business relationships (simple export activities) to vast joint ventures that were established and supported with large investments. The relationships that were built throughout this period of globalization were merely business-like, basing on figures and facts. The worldwide subsidiaries of the German chamber of commerce, for example, hardly focused on cross-cultural specifics, communication, and other soft factors, but rather on the legal frameworks and risk minimization in the financial sense. Although these factors are of course still important, nowadays the picture has slightly changed. Whereas, for example, larger companies like BASF and Volkswagen have already mounted own assembly and production plants in China (thus applying a model that has once already worked very well for example in Central and in South America), many of the aforementioned German SMEs are still in a developing process. In many cases, the processes and the products are well prepared for a competitive positioning on the global platform, whereas the staff and the organizational culture (in terms of communicative and intercultural competence) are still in a rather domestic stage of development – a phenomenon that can be observed especially in the state of Baden-Württemberg.²⁷⁹

Whether because of the global pressure towards a transformation and innovation of business or because of a growing importance of European and global knowledge management, the ongoing cross-cultural experience, and the communication bandwidths, the openness towards new ideas has never been more present. Two factors might be considered: 1st) Twenty-five years after the reunification, which had caused an enormous expenditure of resources, the market leaders are strengthened and seek new opportunities. 2nd) A demographic change is slowly taking shape which means that the German society is not only getting older but that there is a significant lack for highly skilled workforce. Having these in mind, we can say that German companies more than ever depend on co-operation and new developments. Diversity is interpreted as one of the key factors for success in this regard – but not by every company.

The evidence provided by the case studies suggests that this perception of diversity as a key factor arises from the experience of internationalization. A comparison between dm-drogerie markt and EnBW makes it demonstrative. EnBW does have an international dimension due to its participation through shareholding in different enterprises in foreign countries. However, its daily business and marketing activities are focused on the market of the federal state of Baden-Württemberg. Main diversity dimensions for EnBW are currently gender and age. Due to the above discussed lack of visibility of citizens with different cultural background in the society, cultural diversity is not a priority for this company (although it could become more and more important depending of corporate cultural change and the further development of CSR-strategies). In the case of dm-drogerie markt, the decision to incorporate diversity management praxis into their set of organizational tools arose after a remarkable phase of growth that transformed dm-drogerie markt from a national medium sized firm to a large company operating in 12 European countries.

²⁷⁹ Cf. Adler / Gundersen (2008).

2.4.4 Leadership styles

The leadership styles in Germany, where a general tendency to flatter hierarchies can be stated, are more and more adapting co-operative forms of leadership, e.g. lateral leadership, participation oriented forms of work, team oriented shaping of projects, and so on. New concepts are addressing the need for a “flexibility of roles”, new “perspectives” in HR management and for a focus on the “potentials” of every employee.²⁸⁰

This topic could not be properly deepened in the interviews at hand. However, several interlocutors stated an increasing interest in their organizations for the implementation of a feedback culture and the advanced training of employees in the field of conflict resolution. In some cases, as for example in the church-owned hospital, the interviewees referred to the specific hierarchical distance between employees on the level of nursery and the medical personnel in the narrower sense (like medical doctors). People coming from other countries would regularly perceive this relationship as being a very distant one. The leadership style that is employed by medical personnel is accordingly direct and distant. This perception causes a loss of motivation and a barrier for integration.

Ms. Köppel on her part stressed in her expert interview the need of a leadership style that integrates diversity management as a driver of talent management, fosters competence analysis, conflict discussions, and feedback culture among the employees and facilitates staff training on diversity issues.

2.4.5 Communication strategies, styles and practices (internally and externally)

Communication is a tool that is used professionally, both in the internal and in the external directions. In both cases the stylistic and the rhetorical thoroughness has become more important. Like in the case of communicating corporate social activities, the informational and the persuasive function of the communication can regularly both be identified. Communication is subject to the strategic planning and is part of the managerial policy deployment.

On the shop-floor level, communication, just like the described tendency in leadership, is more likely to be integrated in project-wise organizational structures. Social or relational talk and other forms of non-strictly organization-related communication are rather seen as an indirect potential to subsume the activities of the workforce to an organizational task. Offering a sitting area with coffee for free, for example, is a way to benefit from informal encounters and the atmosphere of a semi-private context for communication. These areas simulate a zone with less bureaucracy and are therefore meant to foster innovation and, at the same time, retain the employee in a functional environment even if he feels like being in a familiar context. Such things are very often an imitation of US-American managerial practices (cf. at SAP's).

Communication strategies that would especially focus diversity management practices (or even TCN in particular) can be identified in a rather generic way. Part of the strategy is to make employees participate in the development of measures and activities. The diversity of the workforce and TCN are touched by this only as far as this participation-oriented communication strategy focuses on their concerns.

²⁸⁰ Cf. the results of “lab 2014”, conference of the German Association of HR Management, “Deutsche Gesellschaft für Personalführung”, press release, September 2014, 30.09.2014.

2.4.6 Criteria and methods for personnel recruitment and insertion (in general and specifically towards TCNs)

The usage of online tools for the recruiting of new employees has been established some years ago and is now one of the most common channels for recruiting. These processes are stable and haven't changed significantly in the last years. The most important tools are the corporate website, the use of social media, and business networks (cf. destatis.org). Some industries, e.g. the banking sector, make use of partners in an outsourcing environment; others, e.g. technologically focused industries, would rather rely on specialized channels (forums, professional online journals).

As regards TCN, the European Blue Card might be mentioned:

There is a great demand for highly qualified foreigners in the field of information technology in Germany as well as in the other states of the European Union. Computer programmers, IT-specialists and web designers are urgently needed. The same applies to the field of natural sciences. Doctors, physicists, mathematicians, research scientists or biologists can find many vacancies that cannot be covered by German applicants.

The network works together with many medium-sized and large companies offering jobs to highly qualified foreign workers. These potential employers have easy access to our database and thus can approach the applicants with their job openings.

Employers looking for highly qualified employees also have the opportunity to insert job vacancies into our database themselves.²⁸¹

Half a year after the implementation of this tool, in February 2013, more than 4,000 Blue Cards were given to TCN.²⁸² In June 2013, almost 9,000 Blue Cards had been handed over.²⁸³

Interviewed officers did not report about specific measures for TCN personnel recruiting with the exception of Stadt Karlsruhe. In the *Integration Plan* of the municipality of Karlsruhe the indication in job advertisements that people with migration background are welcome is suggested as possible measure for enforcing the intercultural opening of the administration. Besides the introduction of a model project "Anonymized application process" was discussed for the first time by the plenary meeting of the town council on July 2013.²⁸⁴

Some of the employers mention language problems being the biggest hindrance when dealing with the application of migrants. For some of them, e.g. the Diakonissenkrankenhaus and the BGV Insurances, a German level below B2 (according to the CEFR) is a KO criterion. In these cases, the application is excluded from any further attention.

2.4.7 Personnel training and development practices (in general and specifically towards TCNs)

²⁸¹ Network Leaving and Working in Germany and Europe: Jobs in Germany, [online], <<http://www.bluecard-eu.de/eu-blue-card-germany/jobs.html>>, (05.09.2014).

²⁸² Most of the Blue Cards were given to workers from India, China, Russia and the USA. Cf. press release from the German interior ministry: Bundesministerium des Innern: Bundesinnenminister Friedrich zieht nach sechs Monaten Blaue Karte eine positive Bilanz, [online] <http://www.bmi.bund.de/SharedDocs/Pressemitteilungen/DE/2013/02/blau_karte.html>, (18.02.2013).

²⁸³ Cf. Migazin: Nur 2.500 Fachkräfte lockte die Blaue Karte EU an, [online] <<http://www.migazin.de/2013/08/02/nur2-fachkraefte-blaue-karte/>>, (02.08.2013).

²⁸⁴ For more information on the recruitment topic, please see 2.5.5 as well.

According to the particular attention that is paid to the linguistic competencies of the employees stemming from a migrant background, we can say that language courses are the most common personal development practice in our sample of companies. Whereas in some cases the lack of language skills would exclude the candidate from the access to the company, in other environments, especially the companies that seek highly skilled personnel, e.g. the Fraunhofer Institute or SAP, language courses are offered to the non-German staff. In an organization like the Badisches Staatstheater, where the artistic performance of employees is in foreground, the lack of knowledge of the German language does not represent any barrier in principle. Nevertheless, language courses are offered with the support of the Gesellschaft der Freunde des Badischen Staatstheaters (Society of Friends of Badisches Staatstheater). The Stadt Karlsruhe through its office for equal opportunities and DRK via the Inclusion Project (P-INK - sensitization and capacity building for development and monitoring of projects for the design of an inclusive social space) offer continuous training to its employees with a view to enhance their intercultural openness.

Please see 2.5.5 as well.

2.4.8 Performance assessment practices (in general and specifically towards TCNs)

The assessment of the performances of employees with a migration history is prone to stereotyped evaluation and other effects like the Halo-effect and the Similar-to-me-effect. A perceived difference can infer social assumptions in deep-structural levels of social sense-making processes. Thus, even if diversity issues are addressed and tackled in a given management environment, existing systematic biases can build barriers that obstacle objective assessment practices. Recent studies propose to train the employees in HR environments to be aware of these kinds of unconscious biases.²⁸⁵

KÖPPEL (2014) lists the following tools for performance assessment related to diversity management practices:

- Introduction of a diversity reporting system
- Integration of diversity in target-related talks with employees or in other forms of incentives
- Report about progress to the executive board in pre-determined sequences of time
- Benchmarking processes in comparison with other companies
- Continuous adaptation of the activities along with managerial strategy and change

The existing practices are regularly steered in a top-down direction. The top management is involved; measures are formulated and systematically offered to the people in charge. Still, there is a lack of coherence and effectiveness in the implementation.²⁸⁶

In our study, no specific practices could be identified.

²⁸⁵ Cf. Anders et al. (2008); Köppel (2014); Kalev / Roscigno (2016).

²⁸⁶ Cf. Köppel (2014: 12).

2.4.9 Remuneration and other incentive mechanisms (in general and specifically towards TCNs)

Remuneration is widely following collective labor contracts and agreements. But, as a matter of fact, there is indeed a systematic overrepresentation of migrants in low paid jobs and an underrepresentation of them in higher hierarchy (cf. Anders 2008). Thus, we can detect a professional segregation of this group. Even if there is a collective treat on wages, the systematic is a symptom of the general treatment of the migrants' groups. Discrimination is therefore inherent to the social mechanisms on the labor market.

Even the collective contracts are not free from discrimination effects. According to ANDERS²⁸⁷ there is discrimination, when:

- Some groups of employees have no access to specific payments for their efforts (typically a low paid environment)
- The payment is not directly linked to the effort (equal distribution, without regard to the individual skills and results)
- The evaluation methods are not free from discrimination
- Paying and remuneration is not transparent

Remuneration must be checked systematically in terms of automatism that lead to exclusion and a lack of transparency. Interestingly transparency is a major value of dm-drogerie market corporate culture. This is brought to the point that every employee can speak freely about remuneration as salaries are publicly communicated and everyone knows the remuneration of the other employee. This model should be explored because of its anti-bias capacity.

2.5 Diversity management practices and initiatives

2.5.1 The origin and evolution of diversity management practices

Diversity management practices are historically rooted in the civil rights movement in the USA. As we have already shown in 2.1, the first political and societal moves towards the phenomenon that are related to diversity, did not particularly address topics from the world of economy and management. With the "Houston Report", which was published in 1987, the prediction became explicit that the high potential workforce of the future would easier be found among the people that belong to minority groups. This was a sort of a starting point for a systematic approach towards diversity and diversity management.

Diversity management was brought to the German speaking world in 1993, 1994 and 1996. KIECHL, JUNG et al., and KRELL respectively published a small series of articles, in which the basic terms of diversity management were first discussed and offered to the German research and public. During the first decade of the century, a bundle of activities led to the establishing of diversity management as a new topic. The university of Witten/Herdecke originated the first Master of Arts program in diversity management. Today, diversity can be found in several programs at the post-graduate level, e.g. in Kiel, Berlin, Essen, etc. German companies started to adapt HR practices to different aspects of diversity in the workforce, mainly addressing gender, but also age and ethnic differences.

²⁸⁷ Anders (2008: 100-102).

A view upon the studied organizations allows issuing the hypothesis that there are two different timings in the way how diversity management originates as a function in the specific companies. Pioneer enterprises introduced it at an early moment of the organizational life as a result of having developed first a corporate culture of participation. In a more recent stage, mainly among private profit-oriented organizations, diversity management became a necessity as a result of the emergent importance of the company's social perspective. Their evolving activities in the field of corporate social responsibility was in recent years an important factor for the growing awareness of diversity and consequently for the creation of diversity manager positions. Lately, as it is reflected in the expert interview, the origin of diversity management measures lays with the political and legislative pressure. Certainly, they are not enough to legitimate this function within the organizations: the later must develop a communication strategy that makes it plausible for the staff; however, the power of official regulation is still an important driver of diversity management application, after all the fulfilment of legal requirements is the main reason for implementation alleged by nine out of 30 DAX companies according to Köppel's benchmark 2014.²⁸⁸

A last source of origin – and indeed several times mentioned in the interviews – is of course the interrelation between the demographic change, the business environment, the education preferences of the population and the conditions of the labor market. Diversity management with the goal to offer appropriate job positions for women and men with familiar commitments, apprenticeships tailored to non-German young citizens or previous training (on German language, local working environment etc.) for immigrant workforce might be a question of pure survival of the company.

2.5.2 Main actors in the starting and development of the process

Apart from the research sector, diversity management quickly became one of the most interesting new topics in institutions that were tackling diversity phenomena in the society. Nevertheless, the interest has never been as high as it had been in the USA. Among the German institutions that started to work on the diversity-related issues appear the German "Association of HR Management" (German: "Deutsche Gesellschaft für Personalführung"), the German "International Society for Diversity Management" (German: "Internationale Gesellschaft für Diversity Management e.V."), and the German branch of SIETAR ("Society for Intercultural Education, Training and Research"). Several other actors became relevant, e.g. German Chancellor Angela Merkel who forced the signing of an agreement by German industrial associations to enhance equal opportunities for highly skilled female professionals in 2001.

The first companies that were dealing with diversity management practices had close contact to US-American firms. The German subsidiary of automotive manufacturer Ford started with the related management activities in 1996. Daimler started working on these aspects when the decision was taken to merge with Chrysler. Similarly, the Deutsche Bank became involved when the US banking company Bankers Trust was acquired. Here, the first management activities were reported to shareholders and stakeholder groups in the end of the 90s.²⁸⁹ Other companies, originally stemming from the USA, implemented diversity man-

²⁸⁸ Cf. Köppel (2014: 9).

²⁸⁹ Cf. Vedder (2006).

agement in the course of the following years, e.g. Shell, Kraft Foods, Microsoft Germany, etc.²⁹⁰

The first German company that implemented diversity management practices was German Lufthansa, beginning in 2000. Diversity management was meant to tackle existing cultural differences among the employees of German Lufthansa, the destinations that Lufthansa served, and the companies that formed part of the Star Alliance group.

After Lufthansa's first initiative, several companies quickly started to implement HR diversity management practices. The most innovative company with regard to these activities was the Deutsche Telekom AG, namely Thomas Sattelberger, a German manager who worked as the head of the HR department for Continental in Hannover from 1999 through 2007 and then changed to the Deutsche Telekom through 2012. During these years, he installed a widely differentiated bundle of management activities that addressed the different diversity topics. He initiated a quota of 30% of women in the chief executive board and in the managerial boards of the Deutsche Telekom, for example (announcement in 2010, to be completed in 2015).

An initiative that has been founded in 2005 is Genderdax, an internet platform that offers services, information, PR activities to interested best performing companies ("Top Unternehmen"). The initiative has been fostered and supported by the ministry of seniors, family, women and the youth (under the suspicion of Minister Ursula von der Leyen 2005-2006). Some particular observations that can be made on this website will be presented below.

In 2006 a new "Law of Equal Treatment" (German: "Allgemeines Gleichbehandlungsgesetz" – AGG) was adopted.

Quite recently, in October 2014, Angela Merkel announced the adopting of a law that would oblige all the companies that are publicly listed on a stock exchange to have a share of female managers on the top and the middle levels of about 30%. The announcement was formulated during the second conference on "Women in top leading positions" (German: "Frauen in Führungspositionen") in the chancellery in Berlin.

Indeed, the national and international policies (for example EU directives) as well as the inspiration of individual managers in the executive board or in a leading position at the HR-Department do play an important role in the starting and development of diversity management actions. However, from the internal viewpoint of the observed companies and organizations, it is necessary to stress the importance of collective actors. In the case of public institutions it is clear that the society they serve directly or indirectly puts an ethic requirement that the institution has to react to. In the case of private for-profit companies of course the surrounding society is also an important actor, but especially the collective identity of the employees and their reciprocity relationships that lead to a characteristic and emergent corporate culture seem to be –according to the description of most of the interviewed officers – the core motor of diversity management implementation.

²⁹⁰ For an overview with examples from Bertelsmann, Deutsche Telekom, Deutsche Bank, etc. see: European Commission. Directorate-General for Employment, Social Affairs and Equal Opportunities (2005): The Business Case for Diversity. Good Practices in the Workplace, [Online] <http://bookshop.europa.eu/en/the-business-case-for-diversity-pbKE7005617/downloads/KE-70-05-617-EN-C/KE7005617ENC_002.pdf;pgid=Iq1Ekni0.1ISR00OK4MycO9B0000vVKtCEBG;sid=DDe-qZl0AdG-oM2fOeogDvtRrvTC-Z6nCuQ=?FileName=KE7005617ENC_002.pdf&SKU=KE7005617ENC_PDF&CatalogueNumber=KE-70-05-617-EN-C> (09.09.2014).

2.5.3 Formal statements on organizational commitment to diversity management

The most prominent document that can be understood as a formal manifestation of the willingness of German companies to work with diversity management, is the “Diversity Charter” (German: “Charta der Vielfalt”) which we mentioned already.²⁹¹ Daimler, BP Europa SE (formerly Deutsche BP), Deutsche Bank and the German Telekom were the first to sign this Charter. Apart from this, formal statements can not only be found regularly on the corporate websites of the larger German companies, but as well on the sites of many SME, especially among the 2,000 companies and institutions that signed the Charter. The perspective adopted and the level of specification can considerably vary. Compare for example the cases of EnBW’s and SAP’s approaches: Surprisingly EnBW’s annual report of 2013 does not seem to contain any reference to diversity (other than biological diversity and protection of nature). Nevertheless, the annual report 2011 refers four times to diversity, always in concern of gender diversity:

With regard to appointments to management positions in the EnBW group, the Board of Management gives due consideration to diversity and most of all aims to appropriately consider women in its choice. IN practice, EnBW understand diversity to mean, among other things, the company respecting the different spheres and phases of our managers’ lives, and seeing and promoting each individual as an asset to the company. EnBW considers it wise and worthwhile to employ women at all levels of the hierarchy and has defined increasing the share of women in managerial positions as a strategic personnel objective of the group. In order to successively increase the share of women at all management levels, attention is paid that there is at least one female candidate among the final selection for management levels through to middle management.²⁹²

In comparison, SAP’s annual report 2013 contents specific information on diversity at 14 different parts of the report. On regard of female participation on directive boards it states:

The Executive Board follows the recommendation in section 4.1.5 of the Code that requires executive boards to have regard to diversity when appointing people to leadership positions, and in particular to employ appropriate numbers of women in such positions. In support of this, we maintain a diversity policy for company leadership appointments. In May 2011, we also set a target to increase the percentage of women in leadership positions from 18% at the beginning of 2011 to 25% in 2017.

We believe this is an ambitious target because there are still more men than women studying engineering subjects. It goes without saying that ability is still the primary selection criterion for any position at SAP. Globally, the percentage of women in leadership positions at the end of 2013 was 21.2%.²⁹³

Please see as well the aforementioned site “Genderdax.de” and the collection of examples by KÖPPEL / SANDNER (2008). WERKMEISTER (in press) shows that gender is the most important aspect of diversity management and reporting practices of German companies of the DAX30:

Diversity is an important issue in the public discussion about corporate and societal development, and this is reflected in the reports published by the DAX30 companies. (...) The

²⁹¹ See 2.1.

²⁹² EnBW: Annual report 2011, [online] <<https://www.enbw.com/media/downloadcenter/annual-reports/annual-report-of-enbw-ag-2011.pdf>> (05.10.2014), p. 208.

²⁹³ SAP: Annual Report 2013, [online] <http://www.sap.com/bin/sapcom/en_us/downloadasset.2014-04-apr-01-01.sap-2013-annual-report-pdf.html> (05.10.2014), p. 17.

standardized information enables comparisons among companies. If extended to previous and future periods, analyses of trends and developments are possible as well as a control of previous actions and their outcome.

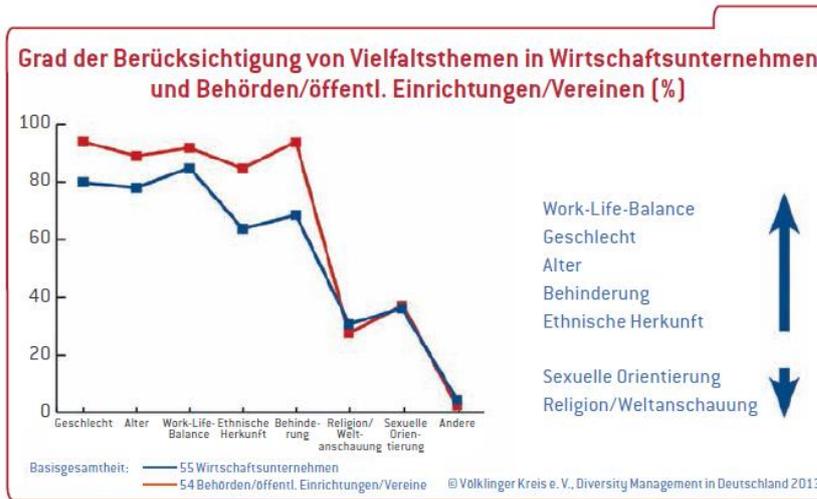
The material analyses revealed that diversity with respect to gender, age, international aspects still is quite low or lower than corresponding ratios for the German population or the corporate sales distribution. However, all DAX30 reports indicate the awareness of the top management with respect to gender diversity issues. The reports emphasize the intended increases in participation of women in hiring and apprenticeships, in women in career programs, and the related strategies and projects. In their reports the companies affirmed their commitment to ambitious targets for women in leadership positions (until 2015 to 2020 about twice as high as the current participation). Reporting these targets accentuates their relevance, reinforces the motivation for their achievement, and creates the basis for their control. In this way, reporting proves to be a key part of corporate communication.²⁹⁴

Werkmeister's observations are somewhat representative for the trends and the dynamics in German companies. The "gender" aspect is by far given highest attention, followed by "age", "disabilities" and "ethnic differences". This holds true as well (putting it in a pre-analytical way) for the German discourse in public. An intense discussion that was raised some years ago on the influence of Muslim segments onto German population (the so-called "Sarrazin" discussion, named after the author of a provocative book on the topic) has passed. Public attention has been drawn back to "gender".

Based on the study which was conducted by the so-called "Völklinger Kreis" (Circle of Völklingen, professional association, the study dates from 2013, published in 2014), which is particularly dedicated to the support and network building engagement in favor of homosexual leaders, we can show the same tendency.

²⁹⁴ Werkmeister (2016), p. 188.

Figure 27: Consideration of diversity dimensions in companies, public institutions and associations



Source: Behr (201, n.p.).²⁹⁵

The graph demonstrates that “gender” ranks higher than “age”, but “disabilities” even higher in the case of institutions that belong to public administration, for example.

2.5.4. Practices aimed at recognizing and valorizing diversity with regard to gender, age, sexual orientation, disability, family status, religious background and other possible aspects

Regarding the question what are the most frequently implemented diversity management practices among German companies, expert Petra Köppel answered with a short list of four points: mentoring, employee’s networks, information via diversity brochures and annual events like a “diversity day” (with presentations, short workshops, possibilities of exchange and similar). As she puts it, one could critically remark that all of these activities are at the top list because they are easy to implement and not especially expensive, but they are not particularly helpful to induce a fundamental change in the organization. Though, from a pragmatic point of view they can be still considered a good start, in order to develop more profound measures in a second stage.

A view upon the diversity management practices of our studied organizations produces a wide range of activities with different focal points according to their priorities and stages of development.

EnBW sets the accent on conciliation of family and work (work-life-balance). In this context they cooperate with day-care centers in the surroundings of their building in order to guarantee up to 80 places for the children of their employees. So called “children-offices” – arranged in a way that parents can go there to work accompanied by their children – can also be used as well as a service of “vacation care” for their kids during school holidays. The offer is rounded with information sessions for parents, flexible working hours, which can be combined with home office phases, and part-time jobs. Measures for gender, age and disability

²⁹⁵ Cf. Behr, René: Diversity Management in Deutschland 2013, in; Die Führungskräfte, [online] <<https://www.die-fuehrungskraefte.de/aktuelles/perspektiven-fachzeitschrift/inhaltsverzeichnis-05-062014/diversity-management-in-deutschland-2013/>> (01.09.2014).

exist also in a second level of diversity management, for example through the participation in the network initiative *Femtec*, an occupational health management and a register of disabled employees with the aim to offer them insertion measures if necessary.

SAP has developed in the last 15 years an all-around concept of diversity management with a view to avoid stigmatization and to make use of every potentials, including four focal areas of activity with equal value: gender intelligence (with networking activities, conferences and formal statements on quotas, as mentioned in the former chapter), (cross-) generational intelligence (including networks like “young talents” and “45+”, workshops on retirement and tandem-mentoring), culture and identity (having a broad understanding of culture that includes, for example, sexual orientation – cf. the queer network “Homo SAPIens”) and differently abled people (e.g. autism project, barrier-free access to buildings, barrier-free communication etc.)

In *dm-drogerie-markt*, which stays in an introductory stage of diversity management, are already employees’ networks and a mediators-pool available. Also several criteria regarding recruiting like the possibility to assess candidates’ skills through test-work and the acceptance of anonymized applications are well established.

The city council of Karlsruhe offers a wide range of services regarding diversity as well as diversity awareness for their workforce: disabled quota, equal opportunity office, childcare and children-offices, leadership tandems (addressing the employees’ different life stages), anti-discrimination office for equal treatment (especially oriented to fight against discrimination because of sexual orientation) and biannual conferences on current diversity topics (also including cultural issues). Indeed, the case of Stadt Karlsruhe is extremely interesting regarding its evolution from a classical equality office as it exists in every public institution to an “intersectional equality office” after a process of opening the scope to new topics and issues and understanding how these topics are interrelated.

KIT developed a diversity platform related to five fundamental areas (people with disability, occupation and family, female promotion, generations’ management and internationality) and based in the combination of ad-hoc services for diversity (e.g. equal opportunities office or dual career service) with existing offers within the university having a thematic relation to the topic diversity (e.g. Centre for applied cultural sciences and general studies).

Badisches Staatstheater has established a flexible procedure for finding out intervention needs and providing support for them ad-hoc. At the beginning of every season a greeting reunion on stage is used among other things for introducing new personnel for that season and collecting in an information sheet the special aspects where every single employee needs support. This can range from obtaining documentation from public administration (e.g. visa) to support in seeking, finding and hiring appropriate housing. On the base of this information sheet, the theater services become active and arrange individual measures. Further typically applied practices are: adaptation of working places according to age, legal counseling, health management, psychological counseling and all the common services of an equal opportunity office including disability issues.

DRK concentrates all its efforts on the topic of “intercultural opening”. Therefore, its main activity consists of training and qualification of managers, manpower and volunteers in regards to inclusion and participation of diverse employees and collaborators as well as towards the society. The already mentioned P-INK-Projekt functions as its main instrument. Besides, standard measures for supporting work-life-balance (flexible working times, part time jobs and home office) and gender equality are also well established.

The church owned hospital that forms part of our study sample (Diakonissenkrankenhaus) pays close attention to the question whether the (potential) employee shares the same or sim-

ilar religious values. The interviewees left no doubt that they would not grant employment to a Muslim person, for example.

The differences regarding range, scope and structure of activities among the analyzed organizations allow the inference that diversity management praxis is very commonly built on the basis of ad-hoc solutions to specific issues, highly depending on pragmatic aspects like financial feasibility and urgency of action according to the specific weight of involved stakeholders. Furthermore, its development and implementation seems to have very often a rather eclectic character, prone to make use of existing structures and practices, reorienting and expanding them.

2.5.5 Practices aimed at recognizing and valorizing diversity with regard to TCN personnel and their combination with practices devoted to other types of diversity

Renate Ortlieb and Barbara Sieben (FU Berlin, 2008) conducted a study among organizations in Berlin²⁹⁶, especially focusing on potential job candidates and employees with a migration background (non-autochthonous Germans). In 2007, when the data of the study was collected, 24% of the population belonging to a migrants' group in Berlin were Turkish. The organizations that participated in this study were hospitals, internet and media-related companies, production and assembly industries, and companies working in logistics and operations. The study was conducted with quantitative and qualitative methods. Even if the study is already some years old, the results can be considered relevant and representative. The reasons are that the dynamics of diversity management and the related management activities has slowed down during the past years in Germany, and that there aren't that many empirical studies that do actually document and analyze authentic real-life cases of diversity management practices in Germany. Therefore, we will rely on this study several times, in the next paragraphs.

For the result of our own study, please see the end of this sub-chapter.

Recruitment activities

ORTLIEB/SIEBEN²⁹⁷ showed that the reasons for choosing candidates from migrants' groups were (excerpts from the results):

- 1st) no specific motivation led to the decision (79%),
- 2nd) they were better qualified for the job (64%),
- 3rd) because of the specific origin of the candidate (29%),
- 4th) there hasn't been anyone else (24%).

Candidates from migrants' groups were preferred because of their linguistic competences (92%), because they are a signal of the company's international expertise (81%), they have a specific knowledge related to a culture and a country (70%), because there are customers stemming from the same origin (58%) or there are potential customers' groups that can be targeted with these employees (52%), and the stakeholders of the organization expect it to enhance an equal opportunities policy.

The study of ORTLIEB and SIEBEN further showed that

²⁹⁶ Published in Anders et al (2008).

²⁹⁷ Ibid.

- Migrants are excluded from recruitment at a very early stage of the process
- Invitation to the job interview is a social gate or social threshold
- Assessment centers demand excellent communication skills (foreign language)
- Cultural patterns of behavior (restraint, shyness) can be an obstacle in shaping the adequate impression (even if highly qualified, impression is negative)

They propose to tackle these issues by thoroughly analyzing the recruitment process in search of mechanisms that lead to discrimination and by developing the recruiters.

For the recruitment of candidates, every communication channel is used, although online communication is becoming more and more important. The Deutsche Bahn AG, German's largest railway company, does particularly mention recruiting activities in the international environment, e.g. in abroad countries, the possibility of receiving abroad students for internships, the establishing of working groups for trainees coming from abroad, as well as the providing of platforms or forums for international research groups.²⁹⁸

Genderdax.de is listing the following recruitment tools (this is referring to highly skilled women):

- Special contacts, events, e.g. at the university
- Particular ad campaigns
- Presentations, stands at job fairs
- Specified internet presentation
- Specified addressing of women in online recruiting processes
- Particular attention to women in assessment centers, seminars, etc.
- Particular attention to women's job application

Job integration is proposed to be done – in the case of women – with

- Integration events during the start
- Integration events throughout the first year
- Coaching activities
- Mentoring

Development of employees

According to ORTLIEB and SIEBEN²⁹⁹, both HR managers and the employees with a migrant background prefer to integrate the development of the staff within only one program. A specific offer to migrants is rather unrequested. Migrants wish to be fully recognized; specific seminars would separate them socially from the other employees in the workforce.

At the same time, some aid is evaluated necessary in the case of language. Migrants would consider it helpful to dispose of, for example, translations of the most typical terminology at their workplace.

A more general perspective is provided by the Deutsche Bahn AG. Employees within a diverse workforce:

²⁹⁸ This information is taken from a presentation by Birgit Reinhardt, diversity manager at the Deutsche Bahn AG, 2008 [online] < http://www.wiwiss.fu-berlin.de/fachbereich/bwl/management/sieben/diversity-projekt/tagung/programm/Diversity_bei_der_DB_AG.pdf> (01.09.2014)

²⁹⁹ Cf. Anders et al (2008).

- have equal opportunities according to collective labor agreements
- participate in health programs
- participate in Lifelong Learning programs
- are accompanied with a conflict management toolset
- can rely on a program in favor of the reconcilability of job and family

Again, the genderdax.de website lists the following criteria for the development of a diverse workforce:

- Trainee programs for highly skilled women
- Paying attention to women in the course of high potential analysis and evaluation
- Paying attention to highly skilled women for promotion
- Special offers in project-wise and particular career steps for highly skilled women
- Particular consideration of these women in the case of expat sending
- Mentoring programs

Integration of Diversity Management Activities

Petra KÖPPEL³⁰⁰ mentions the following instruments as far as the concept of diversity management is concerned:

- Analysis of benefit for the company on the market (Business Case)
- Deriving a diversity strategy from the mission statement or a HR strategy at disposition
- Establishing of a diversity strategy separately from the company's main strategies
- Formulation of a Diversity Policy
- Definition of the outcomes of the diversity management activities
- Clear and transparent delegation by the executive board
- Establishing of a long-term planning of activities and measurements
- Providing of resources (staff, budget)
- Giving the manager in charge power and the sufficient scope for his or her activities
- Giving responsibilities in this regard to everybody in top and middle management
- Fostering a change in the organizational culture

As an average, 6.4 out of these 11 tools for building a strategic concept of diversity management are used by the 30 companies that form part of the German DAX.

Another interesting aspect are the tools for the implementation of the strategy. KÖPPEL³⁰¹ lists the following:

- Consideration of change management, tackling the obstacles
- Diversity communication
- Involving of the executive board
- Involving the leadership personnel
- Involvement of the workforce

³⁰⁰ Cf. Köppel (2014)

³⁰¹ Ibid.

- Redaction of activity charts for every measurement that is planned
- Implementation of each of these measurements
- Installing pilots
- Global rollout
- Execution of every measurement is completely covered and fulfilled

Most of the DAX companies confirm the involvement of the different groups in the workforce (management and employees) and the completion of singular measurements. Only 2 out of 30 confirm the fulfillment of every measurement.³⁰²

In the companies that constitute our study sample, there might be many practices which involve TCN. No practice can be identified, though, that would be applied with special regard to TCN and would not be at the same time applicable to workforce stemming from European countries other than Germany as well. In many cases the accent is put just in the international dimension as in the case of the area of international with its welcome office at KIT, which is mainly in charge of the professional insertion of international researchers. In other cases, the concept of culture is very wide defined as in the case of SAP. They created for instance already in the year 2001 an intercultural network “cultures at SAP” that offers counselling and organizes events like movie nights. Nevertheless, their understanding of culture is not only restricted to national cultures, but also open to interpretations like “genders’ cultures”, so that in their spectrum of topics do fit for instance a workshop under the title of “Women and men leading together”.

Very general measures for the recognition of cultural diversity at dm-drogerie markt are the “multikulti-breakfast” (where cultural diversity is transmitted through culinary art) and the multilingual employee newsletter. In a company like EnBW cultural or ethnic diversity is not in focus of diversity management at all, whereas the city of Karlsruhe, along with the integration office (that is rather a service offered to citizens of Karlsruhe), can list a good number of personnel-oriented activities thought to support the staff when dealing with cultural diversity especially in the migration context: lectures, training courses (e.g. on intercultural communication), internal consulting services (mediation / conflict management), engagement of more young people with a migration background for their education system via events (e.g. in cooperation with the Centre for international encounters – “Internationales Begegnungszentrum IBZ”) and further education for apprentices.

In some other companies in our sample, the diversity management practices have been neglected voluntarily to a certain degree – in order to maintain a homogeneous workforce and to minimize segregation. This is the case for example in the BGV Insurance company and in the Diakonissenkrankenhaus, where the participation of a diverse workforce is rather low or limited to specific areas such as the canteen or the cleaning-services. In case of working environments where highly skilled personnel are needed, e.g. the Fraunhofer, the candidates are selected according to their professional and often academic skills. Here, homogeneity is defined in other terms.

The WVV, which regularly employs international workforce coming from Bulgaria, Romania, but as well from the German-Turkish population, the most important steering function for the related processes is a financial aspect. The mentioned workforce is normally low paid and these people are accustomed to it. The interviewee spoke of a shift from Poland to the new European states in the East as source countries because of this financial issue.

³⁰² Cf. Köppel (2014: 11-12).

It seems evident that the potential is not really exhausted so far. Along with a higher awareness of local cultural diversity (“diversity at home”) a much higher range of activities could be implemented in the future.

2.5.6 Difficulties emerged in the design and implementation of diversity management practices addressed to TCN personnel

Interviewees provided a wide range of experimented difficulties from different perspectives. As in other parts of these report stated: they are not exclusively but always applicable to TCN-cases.

The most often formulated difficulty is the lack of a coherently formulated strategic goal. This is probably related to the above mentioned form how diversity management was developed in many enterprises. This kind of ad-hoc genesis is probably responsible for a very frequent difficulty: diversity management activities are not very often bundled and evaluated by one and only organizational unit, what represents a big obstacle for strategic design and meaningful assessment from the base. The interviewed expert linked the fact of a lack of a strategic goal with a typical fear for cultural change. In her opinion serious diversity objectives can only be formulated as a result of a cultural change process, which can hardly happen, given that in a high number of cases managers are not integrated in it.

Another problem is a lack of documentation on existing diversity in the organization and its environment. It is on the one hand due to the above several times mentioned social “invisibility”, but also explainable by the fact that diversity – in regard of its high complexity – cannot be completely determined or “measured”.

A last problem, still in the area of process design, is related to the lack of resolution when coming to implementation. As one of our interviewees claimed, all good intentions are futile if the leaders of the organization and the political responsible people do not deal to establish diversity as an “affirmative action”.

A further pack of difficulties is connected with the inertia of traditional management values and forms of perceiving interpreting and acting. Among other aspect the following were mentioned under this category:

- A closed and monolithic organizational culture.
- A recruiting system, which is conceived for engaging German candidates, with an ethnocentric understanding of the “right” education path, of the mandatory documentation and with the use of a “German” pattern of assessment (not to mention the use of forms only in German language and the like).
- In many cases, the lack of international experience of HR-officers.
- Frequently, a “resistant” attitude in public services as for example in emigration offices.
- Unconscious (and therefore “naturalized”) bias.
- Traditional structures and values, e.g. standards, control, managerial intuitive decisions, lack of transparency.
- A one-sided understanding of internationality: the TCNs among the low qualified personnel are integrated without too much attention; the TCNs among the highly qualified personnel are integrated by paying attention to the fact that they represent the internationalization process of the company. In sum, difficulties are played down.

A last source of difficulties is generated by economic situation related factors. Some interviewees reported that recession has led to financial cuts in the diversity management budget, due to lack of institutionalization (for example a visible head of diversity management is missing, since the function is fulfilled by different staffers and on a part time basis)³⁰³ and to the loss of a strategic view on human capital.

2.5.7 Reactions of internal stakeholders (coworkers, executives) and external stakeholders (organizations in the same sector, public authorities, civil society actors, customers)

Only general information could be gathered on this topic. Summarizing the opinion of employees and officers, the reaction of internal stakeholders differs in function of the level of implementation of diversity management and of its grade of penetration into the corporate culture. Whenever diversity management is still perceived as something “added”, a positive reaction depends of the direct implication of the individual person. For example, a person who was able to use children-office, flexible working time and home-office after maternity leave expressed a high level of satisfaction and a reinforced commitment to the company as well as a personal willing of implication in the further develop of diversity activities, whereas employees who didn’t have the necessity of using these offers so far understood them as one more social benefit without further meaning or implication. In contrast, those organizations where diversity is already integrated in the organization culture and identity a general reciprocity and commitment towards diversity management practices could be observed.

In some cases, a country-of-origin aspect can be observed, when the workforce coming from different countries would sit together nation-wise, for example, to maintain social relationships during breaks. A tendency towards discrimination can be perceived at WVV, when autochthone German people tend to segregate from these groups.

The most important reaction from the external stakeholders is represented in competitions and contests in which the effort that is invested in the diversity management activities is evaluated. There is a price for education of the employer’s association, a price of the “Great place to work”-initiative, a price of the state of Baden-Württemberg for “equal opportunities”, and so on. The corresponding institutions and organizations do represent the polyphony of the ongoing societal discourse, in which, principally, the guarantee of equal opportunities is considered a high value, whereas “otherness” is still a trigger for discrimination.³⁰⁴

2.6 Actual and potential impacts of diversity management practices and initiatives

2.6.1 Impacts on, and especially benefits for, the organization and their possible assessment

In pre-analytical communication about diversity and its related topics in the society, at the workplace, in public institutions, and so on, the perspectives on the question whether diversity is beneficial for the referring domain or not are quite controversial and contradictory.

³⁰³ Of course the exception is represented by those companies that decided to consider diversity management a strategic instrument. In SAP, for instance, an own diversity management department exists since 2005 and its importance, budget and number of employees grows steadily since 2010.

³⁰⁴ See 2.4.8.

Moreover, in many discussions that are taking place in public arenas, ideological underpinnings are regularly influencing the discussion without being made explicit.

In the case of research, a certain fuzziness of results and findings seems to be common as well. As Renate ORTLIEB points out:

“I think that one of the fundamental aspects of the general approach towards this issue is the fact that many researchers deal with it in terms of input. You put diversity into your team and you get something out. This is a sort of mechanistic thinking, and this won’t work. This kind of research where we measure on the one side the degree of diversity and on the other side the outcomes in terms of patents or ratings by managers or external experts, this doesn’t work. In the area of management studies, it’s quite prominent to do this kind of research and you might get some results out of this, of course. But because such analyses often relegate the concrete processes of innovation to the black box, it is quite difficult or even impossible to interpret the conflicting research findings. Hence, research of this kind often fails to contribute to our understanding of the quite complex and long-lasting processes that go on in innovation teams or processes.”³⁰⁵

Thus, it is hard to draw a general conclusion as regards the question of the benefits. In fact, as there is a lack of skilled workforce in Germany, the recruiting of candidates that meet the needs and the requirements might be seen as such a benefit, especially noticeable among SMEs that have a high dependence of vocationally qualified and skilled personnel.

Significant changes are up to date hardly measurable, stresses expert Ms. Köppel in the interview. What we can so far register are non-quantifiable evidences as well as expectations awakened among committed companies and organizations. The most frequently quoted by interviewed employees and officers are:

- Increasing employees’ satisfaction and consequently performance.
- Employee retention and consequently preservation of corporate knowledge.
- Higher social justice for instance ensuring women access to executive boards.
- Further development of skill-pools within the organization.
- Increasing employer attractiveness.
- Employee loyalty and employee branding.
- Know-how development in the area of social services.
- Individual development opportunities in HR area.
- Especially in the creative and scientific fields: developmental edge through diversity of perspectives.
- Openness of the organization eases process of change management and provides better opportunities for its social embedment.
- Stronger internal cohesion enhances the organization’s chances of continuity and survival.
- Training and education support the process of awareness change and prevent from falling back in intolerant thinking.

³⁰⁵ Ortlieb (2016: 133-134).

2.6.2 Impacts on, and especially benefits for, personnel and their possible assessment (in general and specifically for TCNs)

TCN and the segregated groups in the workforce that belong to a minority which is subject to discrimination do suffer significantly from cognitive biases on the part of the leadership personnel. We have pointed out some of these effects in 2.4.8, e.g. a stereotyped evaluation, the Halo-effect and the Similar-to-me-effect.

Benefits can rise from an overcoming of these effects, by raising the awareness of personnel (through development measures like seminars or trainings), appointing prestige to TCN and members of similar underestimated groups (positive discrimination) and experiences in working groups.³⁰⁶

A positive correlation has been stated by KÖPPEL³⁰⁷ between 1) the commitment of the executive board towards diversity management, 2) the explicit formulation of diversity management among the main strategic goals of the company, and 3) the satisfaction of the managing person who is in charge of the implementation of the diversity management activities.

The most extended opinion among the interviewees was that benefits for the organization and benefits for personnel could not be observed separately since a clear interconnection is evident. As stated above, employees' satisfaction means for instance at the same time higher performance and individual development leads to a higher proficiency of the organization. In the end the personnel *are* the organization.

2.6.3 External economic and social impacts

We could not create enough data to make valid and reliable propositions on this point. Nevertheless, there are some singular effects of TCNs skills that are recognized and that have a remarkable effect. For instance, linguistic skills do serve as a market entry tool of some relevance. Deutsche Bank, as well as, for example, the mobile phone provider E-plus and some others offer Turkish spoken programs to their customers. In some cases, companies speak of the growth of a "bilingual organizational culture".³⁰⁸ Besides, one interviewed officer formulated the hypothesis that a generalized success of diversity management at a national scale could contribute on the long run to reduce the public expenditures on social protection.

From the social perspective, the enhancement of the organizations' social sensitiveness was stated by several of our informants. A good example of this is the collaboration of Badisches Staatstheater with the association Freunde für Fremde e. V. " , which provides opportunities for refugee children from the "Landeserstaufnahmestelle" (the refugees first reception point of Baden-Württemberg) to visit shows and performances of the Young State Theater, which are from a pedagogical point of view specifically arranged for children and don't require a high level of understanding of the German language. The cooperation will go further to the integration of refugees in the program offered by the Staatstheater, e.g. including a refugees' choir within an Opera.³⁰⁹

³⁰⁶ Cf. Anders et al (2008).

³⁰⁷ Cf. Köppel (2014)

³⁰⁸ Cf. Köppel / Sandner (2008).

³⁰⁹ Cf. Badisches Staatstheater: News: Flüchtlingskinder zu Besuch im Jungen Staatstheater, [online] <http://www.staatstheater.karlsruhe.de/aktuell/news_id/186/> (01.02.2015).

2.6.4 Internal and external communication about the impacts of diversity management practices

Besides information already entailed –as far as we had access– in former chapters, it is worth the trouble to mention here the three communicative areas that were addressed more frequently during the data collection for the case histories. First, almost every informant agreed that diversity management practices offer a high potential for the enrichment of public relation activities. Furthermore, some established a link between successful diversity management and an effective communication of achievements in the field of corporate social responsibility. Lately, a well performed diversity management was considered as a strong argument for communication at the level of employer branding. Especially the last-mentioned correlates with TCNs' diversity, because – as stated by one of our interlocutors – it opens the door for an internationally targeted employer branding policy (mainly implemented on virtual social networks) and even a global recruitment strategy.

2.6.5 Prospects of organizational commitment to diversity management in the near future

Here, we rely on the recent work of Petra KÖPPEL again. In her 2014 benchmark publication on diversity management issues, she sketches a rather skeptical picture of the ongoing diversity management activities, focusing the DAX30 companies.³¹⁰

Many companies, especially the larger ones, have taken diversity seriously into consideration. In this regard, we could say that there is a consolidated learning dynamics in this area of work. One of the most important next steps is the integration of companies that belong to the sector of the so-called SME.³¹¹ In large companies, the engagement that has developed throughout the last years leads to a positive forecast. Anyway, this engagement will have to be long-term and constant.

The Diversity Charter (German: “Charta der Vielfalt”) is of growing importance. The first years led to a significant attention on the side of companies and economical organizations. New stakeholders did just recently discover the Charter and signed in. Certainly, it will take more years until the implementation of diversity management activities will have reached a solid and constant scope among these stakeholders.

Diversity has been established as one part of strategic management or at least as one strategic option the management can choose from. The actual interest that is given to the topic oscillates though from an extreme engagement to a standpoint close to total ignorance. Some companies see diversity as a chance for modernization; others encounter barriers because of a lack of motivation. Mistakes are made in the course of the implementation; in many cases, there is no strategic background or no support from top management to deal with the related issues. Thus, the engagement, all in all, is still not strong enough.

The process, that has achieved more or less a certain dynamic in the last five years, now needs to be spread in qualitative analysis and continuity. The experiences with the implementation of diversity management practices made us learn that there are unconscious biases that hinder the implementation from being successful.

These statements can be confirmed and enhanced by the results of the case histories. In the public sector a bundling process of equal opportunities offices and human resources de-

³¹⁰ Cf. Köppel (2014).

³¹¹ See chapter 2.1.

partments (both in terms of concepts, as well as anti-discrimination) can be expected within the next five years. Furthermore, it seems probable (and desirable) that in the future less stigmatizing categories emerge as the existing ones (“gender”, “migration background”) and that some taboos around categories like “sexual orientation” are removed. Another possible evolution at the regional level could be a kind of elite immigration wave for example around technologic regions like Karlsruhe, which in some extent (but in an unpredictable direction) could boost social change.

In the profit-oriented sector, a further development and deepening of diversity management practices cannot be given for grant. Nevertheless, a positive scenario will be possible if the synergy effects with corporate social responsibility action become evident. Enterprises have the chance to contribute actively to social change. On the other hand, some interviewees predict a “glass roof” of the development possibilities of diversity management. These are connected to the experience that diversity oriented decisions are only taken under the condition of lower expenditures and efforts; under unfavorable conditions, ethnocentric decisions will be preferred, even if the overall result is a social loss of talent. A clear consequence of this, as stated by several interlocutors, is the necessity of reducing the complexity, inflexibility and ethnocentric orientation of current political and legal frame conditions at national and European level for the integration of cultural diverse citizens within a society that is anyway in an unstoppable process of change and diversification.

2.7 Conclusions and summary

This chapter reported some historical facts, recent developments and potentials within the area of diversity management practices.

- 2.1 is an overview on some recent studies and some research that has been conducted in Germany. In the following chapters, more aspects and more detailed research is introduced, the overview still a resume of the major trends.
- 2.2 and 2.3 resume the main findings of the empirical study that has been conducted in order to enrich, complete and, as well, critically scrutinize our basic assumptions. Some of the difficulties that hindered the empirical data-gathering process are explained and scrutinized for possible reasons.
- 2.4 and 2.5 introduce into the general framework of diversity management practices in German companies, first highlighting some of the main characteristics and then deepening into the details of several managerial functions and activities.
- 2.6 is about the impact of these activities.
- The present chapter 2.7 is about conclusions and the summary.

We have decided to present the conclusions and the summary in only one chapter for some generic reasons:

1st: Diversity management as a sort of separate management function or managerial department was difficult to identify in both the scant research studies that do contain empirical data or authentic business cases and our own case histories.

2nd: The pre-described category of Third Country Nationals (TCN), although being a crucial political term of a determined significance in nowadays European societies and politics, did hardly show empirical evidence on the observational level of the data.

3rd: The conclusions lead to proposals that do match with the main proposals of the DIVERSE project.

Ad 1) Diversity management has become one of the main topics in many discourses that deal with new managerial trends and challenges. One of the reasons for such a development and for the strengthening of the term is undoubtedly the political pressure that is established and maintained by the public and by politics. The pressure is more vividly present with reference to “gender” – as different movements towards equal opportunities for women have been very alive in the last decades.

Not just from public pressure, but as well because of a growing and demanding challenge related to the demographic change in Germany, “age”, “ethnic diversity” and, furthermore, “disabilities” became fruitful categories for introducing diversity management activities as well. One could say, therefore, that diversity management is much more than just a trend; it is almost becoming a core component of management activities that is kept and maintained continuously, in all sectors and in all types of organizations.

But only almost – because of two reasons: 1st) Diversity management is not systematically developed, implemented, and controlled except for relatively few companies (some of them for about decades now, they can be called best-practice). A large share of the German industries that is represented by the SME segment neither has a systematic approach towards diversity management nor is necessarily intending to implement it – even though there might be an awareness of its advantages and potentials. This might be slightly different in the case of some non-for-profit organizations such as church organizations or public services where an ethnical standpoint is more alive or even the basis for value driven management practices and styles. 2nd) Diversity management is still not a managerial function such as e.g. marketing or distribution and sales. It is often unclear where it belongs to in a functional perspective. It is sometimes a staff function of the executive board, an HR function, or a sub-function of one of these. Sometimes it’s represented by just one person, sometimes not even that. We said in 2.6.3 that there seems to be a positive correlation between 1) the commitment of the executive board towards diversity management, 2) the explicit formulation of diversity management among the main strategic goals of the company, and 3) the satisfaction of the managing person who is in charge of the implementation of the diversity management.³¹² In our own studies the companies were not matching this correlation regularly, we can even say not at all (except SAP).

As one of our informants put it “diversity is still not developed in the sense of an affirmative action”. Many companies are still not actively opening doors towards diversity, but would rather moderate diversity through a bundle of quite different managerial activities. The search and the fostering of a diverse workforce in Germany still are, obviously, arduous and tough, and not yet as targeted and pointed as it could be. As far as “gender” is concerned, many companies do hesitate to guarantee fix percentages of board positions for women. What refers to TCN or “ethnic differences”, not just one tendency can be identified or named.

Research has not been able to prove an immediate relation between diversity management and economic success. There are two aspects in this regard which might be taken into account. 1st) A move towards economic success rarely is done only by adopting the

³¹² Cf. Köppel 2014.

right managerial measurements towards only one specific stakeholders' group (such as TCN). Change must be accompanied by a more general move of the company's culture. Among the research results we had at hand, however, only little evidence was shown in empirical data that diversity management activities led to cultural change in organizations. It seems to be a rule of thumb: For an effective diversity management, strategy building comes first; cultural change may follow. 2nd) Managerial activities that are related to a diverse workforce do regularly (or even automatically) oversee the cognitive biases related to this dimension. We referred at this point to the studies of Renate Ortlieb (University of Graz, formerly FU Berlin), Vincent Roscigno (University of Ohio) and Alexandra Kalev (University of Tel Aviv). What can be shown is that the effort of diversity management activities vanishes because of the ideological patterns that are underlying the decision-making-processes. German management makes no difference with regard to this.

Last but not least, a crucial point with regard to the success of a sustainable establishing of diversity management measures is, in particular, the development of a strategic view on this dimension. Whether it is a strategy that forms part of the key directives of the companies, or a strategic option that is chosen from a bundle of alternatives, the explicit formulation of a pointed direction of the deployed activities towards a specific diversity management target is of decisive importance.

Ad 2) One of the major findings of the case histories (2.2 and 2.3) was that the "Third Country Nationals" were an unknown category in the companies. We would therefore make a distinction of a descriptive level of the case histories and an analytical level.

On a descriptive level, TCN are sort of "invisible" in the companies as far as their nationality is concerned. Many companies cannot even tell what the number of TCN among the members of the workforce is. The reasons for which they are recruited range from linguistic expertise, to knowledge about a specific region, up to a specific know-how about a certain subject (e.g. engineering and IT experts from India or China). A reason can be, as well and with growing importance, the mere availability of the person on the labor market.

From an analytical perspective, we can assume that the recruitment and integration of TCNs is following specific and particular pathways, as there are, for example: 1st) Significant parts of society that belong to a third country, let it be for birth or for generational heritage (like the Turks and the Turkish-German population in Berlin and in other big urban centers in Germany) do simply participate in everyday job recruiting activities. 2nd) The incentives that are grounding in political developments, that are advertised abroad, and that allow highly skilled TCNs to more easily access the German labor market, help bringing people in (e.g. via obtaining the Blue Card, an internationalization office in the company would help to identify potential candidates). 3rd) These two poles put aside, some of the skills of TCNs are helpful for the company, the person is recruited and developed, but without a specific attention to his or her nationality. It could be the case, that a German company runs a more specific program towards a group of TCN employees. This could only rarely be proved in our data, though.

Ad 3) The Recruitment and integration of TCNs – and of course of other dimensions of a diverse workforce – yields a potential. Many German companies have an awareness of this potential as regards their own staff and as well other stakeholder groups, like, for example, new customer groups.

In many cases, however, and as far as our German research has been able to show, the potential is not yet concrete enough. It is not totally transparent which measures would lead to progress, both in a systemic and in a cultural sense, and how these measures could successfully combine both the strategic positioning of the company on the market, and, at the same time, a full-scale diversity management strategy in and for the organization.

At this point, nevertheless, some proposals might be formulated.³¹³

- 1) It should be clearly defined which sort of resource “diversity” is. The closer this definition can be formulated along the value chain, the easier will be the future integration.
- 2) A synopsis and a comparison of the global strategic position and the potential of diversity management should clearly show what the state of the art is; the executive board should be involved from the scratch, e.g. in a workshop about the mega-trends.
- 3) Everybody who is involved in decision-making processes should be made aware of experiences and anxieties related to the topic – the “unconscious bias” must be overcome in order to gain results from the potentials of diversity. This must be done by a rational and by an emotional approach.
- 4) Step by step a model for cultural change must be developed. Low level measures, pilot projects, and continuous communication on the sense-making aspect will help to elaborate on a full-scale project. Arguments referring to nowadays challenges might help. The procurement of collective legitimation by using participative workshops will be of advantage.
- 5) First management activities that are built on these measures should be in line with clearly defined managerial functions, e.g. diversity in marketing, diversity in sales etc.
- 6) The measures should be flexible enough to meet the demands of different types of industry and different types of organizations.
- 7) Management activities should still be planned according to the needs of the company for each of these functions, especially in the case of SME.
- 8) Openness towards the overall process should be maintained. The process can only be finished on the long run. A reduction of the complexity, inflexibility and ethnocentric approach of the political and legal framework at national and European scale is the precondition.

³¹³ Cf. Köppel (2014), further developed on the base of our findings.

2.8. Annexes to the second part

Annex 1

Guideline for the interview: Perception of Diversity Management practice in companies and organization (Officers' questionnaire)

- Preliminary question 1: Personalalia (personal career, position and duration of current assignment in the company / organization, relation to topic diversity management, etc.)
- Preliminary question 2: Does your company / organization collect data about how many employees with migration background or migration experience are working there, which countries do they come from and which positions they have in the company? Do you register TCNs separately? Are there any statistics about that?

Culture and atmosphere of the organization

1. Please give me an insight into the culture of your company / organization. I am especially interested in:
 - Which values are important in the organization and how are they communicated and experienced?
 - Do values supporting diversity have an especial relevance? (e.g. positive perception of individual competences, innovation, open-mindedness towards new ideas, creativity, participation, cooperation, etc.)
 - Are employees involved in the definition of company values/organizational values? Are also TCNs actively participating in the process?
2. Please give me an insight into the atmosphere in the company / organization. I am especially interested in:
 - What's the role of teamwork, conflict, and mediation in the company/ organization?
 - Are TCNs involved in these processes (e.g. working in teams, providing mediation in conflicts, etc.)?
 - Which different styles of communicating, leading and giving feedback can be observed frequently in the company/ organization?
 - Do those styles influence the integration of TCNs in the organization? How?

Human Resources

3. What is the usual practice of the HR department regarding recruitment, insertion of new employees, training, evaluation, rewarding and career development?
 - Are these practices "diversity friendly" (independently of specific diversity management actions)?
 - Do special measures for meeting diversity issues in general (gender, age, etc.) exist?
 - Do special measures for employees with different cultural backgrounds exist?
 - Do special measures for TCN-employees exist?

Diversity and its perception in the company/ organization

4. How “diverse” is the staff at your company/organization and which consequences does this diversity have?
 - Which categories of diversity are more relevant in the context of your organization (e.g. gender, age, cultural belonging, religious belonging, level of education, etc.)?
 - Which role do those categories play in the organization? Are they considered as problems? Or are they seen as chances?
5. If TCNs are recruited what are the reasons for this?
 - Are there any requirements or regulations in this concern?
 - Is any kind of advantages perceived when engaging TCNs? If yes, which ones?
6. In which aspects or fields of activities is the integration of TCNs a challenge?
7. In which aspects or fields of activities is the integration of TCNs an advantage?

Diversity Management practice and strategies

8. Please give me an overview on which specific measures and practices for fostering acknowledgement, valuation and integration of „diverse employees” already exist in the organization.
9. Which Diversity Management initiatives are especially addressed to TCNs?
10. Which **external conditions** support the integration of TCNs into the company / organization?
11. Which **organizational conditions** support the integration of TCNs into the company / organization?

Consequences of Diversity Management practices

12. How are the results of diversity management practices measured and evaluated?
13. What is the impact of diversity management practice in your company / organization in particular with regard to TCNs? I am especially interested in:
 - Advantages for the company/ organization?
 - Advantages for the organization’s social-economical context? (e.g. country, city, society)?
 - Barriers you were confronted with during their implementation?
14. Which perspectives can you recognize in the near future regarding the integration of TCNs in your company / organization?

Annex 2

Guideline for the interview: Perception of Diversity Management practice in companies and organizations on the part of TCNs (Employees’ questionnaire)

Preliminary question: Personalia (personal career, position and duration of current assignment in the company / organization, relation to topic diversity management, etc.)

Culture and atmosphere of the organization

1. Please describe your personal understanding of the organizational culture of your company/organization. I am especially interested in:
 - Which values are important in the organization and how are they communicated and experienced?

- Do values supporting diversity have an especial relevance? (e.g. positive perception of individual competences, innovation, open-mindedness towards new ideas, creativity, participation, cooperation, etc.)
 - Are employees involved in the definition of company values/organizational values? Do you personally take part in the process of defining the values/the organizational culture of your company or organization?
2. Please describe your impression of the atmosphere in the company/ organization. I am especially interested in:
- What's the role of teamwork, conflict, and mediation in the company/ organization?
 - Are you personally involved in these processes (e.g. working in teams, providing mediation in conflicts etc.)?
 - Which different styles of communicating, leading and giving feedback can be observed frequently in the company/ organization?
 - Do those styles influence your involvement or integration in the organization?

Human resources

3. What's your opinion of the usual practices of the HR department regarding recruitment, insertion of new employees, training, evaluation, rewarding and career development?
- Are these practices "diversity friendly" (independently of specific diversity management actions)?
 - Did you hear about special diversity management actions in general (gender, age, etc.) in your organization?
 - Did you hear about any diversity management actions addressing employees with different cultural backgrounds?
 - Did you hear about specific ones for non EU citizens?

Diversity and its perception in the company/organization

4. How "diverse" is the staff at your company/organization and which consequences does this diversity have?
- Which forms of "being different" are in your opinion more present in the organization (e.g. gender, age, cultural belonging, religious belonging, level of education, etc.)
 - Which role do those categories play in the organization? Are they considered as problems? Are they seen as chances?
5. Which role did your non-EU citizenship play in your opinion at the time of your recruitment?
- Was it neutrally valuated, or it was considered as an advantage or as a small barrier?
 - Did the organization take any special measures to ensure your integration? If yes, which ones?
6. How did you perceive your process of integration in the company/ organization?
- In which aspects or fields of activities occurred special **challenges**?
 - In which aspects or fields of activities did you get the impression, that to be "different" was an **advantage**?

Diversity management practice and strategies

7. Please describe from which concrete measures/instruments of your company/organization for the recognition, valuation and integration of “diverse employees” did you benefit.
8. Do you think that certain **external conditions** (of the company/ organizational environment) supported your integration into the company/organization?
9. Do you think that certain **organizational conditions** supported your integration into the company/organization?

Consequences of diversity management practices

10. Do you think that the diversity management practices (especially the ones regarding non-EU citizens) in your company/organization do have positive effects? I am especially interested in:
 - Which advantages do you see for the company/organization?
 - Which advantages do you see for the company’s socio-economic environment? (e.g. country, city, society)?
 - Did you face any barriers? If yes, which ones?
11. How do you imagine your future in the company/organization? Will your role as a non-EU citizen change in a specific way?
12. Which perspectives can you recognize in the near future regarding the integration of non-EU citizens in your company/organization?

Annex 3

Guideline for the interview: Diversity Management practice in companies and organization (Expert’s questionnaire)

- Preliminary question 1: Give me an overview of your professional career in regard to the subject diversity management.
- Preliminary question 2: Give me an overview of the range of activities of Synergy Consult.

Culture and atmosphere of the organization

1. How (and to what extent) does the specific approach to diversity chosen by an organization depend on its corporate culture and communication? I am especially interested in:
 - What values and communication processes do support diversity in an organization?
 - Are these values that support diversity according to your experience in average very often, with some frequency or rarely present in German companies?
 - Generally, in which extent are employees involved in the implementation of such elements of their company’s corporate culture?
2. How (and to what extent) does the specific approach to diversity chosen by an organization depend on its management style? I am especially interested in:
 - Which characteristics of management, e.g. in terms of teamwork, conflict resolution and mediation, do support the recognition and integration of diversity and on what way?

- In your experience, how often can such style properties be observed in the German management?

Human resources

3. In regard of HR management (recruitment, insertion of new employees, training, evaluation, rewarding and career development)
 - a) What conditions do you consider essential in order to ensure "diversity-friendly" HR practice in a company / organization and, on your estimation, how often can they on average be found in German organizations / companies? (Here is meant "normal" HR practice, apart from special diversity management measures).
 - b) How does develop typically an area of diversity management in a company / organization and who are their main actors.
 - c) What specific diversity management measures are implemented by German companies / organizations most often?
 - d) What specific diversity management measures are implemented by German companies / organizations most rarely?
 - e) How often did you hear about specific diversity management measures specifically addressed to TCNs? (if applicable, what kind?)

Diversity and its perception in the company/organization

4. Which categories of diversity are more relevant in the context of the German companies / organizations (e.g. gender, age, cultural belonging, religious belonging, level of education, etc.)?
 - Are they more frequently seen as problems or as chances?
5. If TCNs are recruited what are the reasons for this?
 - Are there any requirements or regulations in this concern?
 - Is any kind of advantages perceived when engaging TCNs? If yes, which ones?
6. In which aspects or fields of activities is the integration of TCNs a challenge?
7. In which aspects or fields of activities is the integration of TCNs an advantage?

Diversity management practice and strategies

8. Please give me an overview on which specific diversity management strategies are more prevalent among the organizations you work with (e.g. equality of opportunities, positive action, equality of output, business case).
9. Which Diversity Management initiatives are especially addressed to TCNs?
10. Which **external conditions** support the integration of TCNs into those companies / organizations?
11. Which **organizational conditions** support the integration of TCNs into those companies / organizations?

Consequences of diversity management practices

12. How are the results of diversity management practices normally measured and evaluated?
13. What impact of diversity management practice (in particular with regard to TCNs) has so far been empirically determined? I am especially interested in:
 - Advantages for the company/ organization?

- Advantages for the organization's social-economical context? (e.g. country, city, society)?
 - Barriers that are confronted during their implementation?
14. How do you envision the future development of the implementation of diversity management in German companies and organizations?
15. What do you foresee in the near future regarding the integration of TCNs in the German companies and organizations?

Third Part: TCNs' Participation in Voluntary Organizations

3.1 A brief description of the methods and sources used for data collection (selection of TCNs associations leaders, leading experts, local actors at regional level, and process of data collection)

The data collection and the analysis of experiences of TCNs participation in voluntary organizations have been carried out in the months of June until August 2014. They consisted of two constituents:

- 1) Literature review
- 2) Expert interviews

Ad 1) Literature review

The first approach to fill in the gap of knowledge in this area of work was a study of corresponding literature. Fortunately, the topic of voluntary work is quite well and systematically examined in Germany. Of major usefulness is the *Voluntary Survey*³¹⁴ (German: "Freiwilligensurvey"), a large investigation which was carried out in 2009 by the opinion research institute TNS-Infratest by order of the Federal Ministry of Women, Elderly People, Families and Youths (German: "Bundesministerium für Frauen, Senioren, Familien und Jugend" – BMFSFJ). This survey provides substantial data of contemporary voluntary work in Germany. However, it does not focus on TCNs' participation in voluntary organizations. One reason can be that it is unusual to use the terminus of Third Country Nationals in the German debates referring to integration. In Germany, it is more conventional to focus on persons with migratory background which includes TCNs but which as well crosses the boundaries of this group. The private research institute INBAS-Sozialforschung, located in Frankfurt / Main and headed by Susanne Huth, has focused on this target group in matters of voluntary work during the last decade in several investigations.³¹⁵

Ad 2) Expert interviews

The suggestion had been given to the project group to consider interviewing experts who represented "traditional" voluntary organizations, migrant organizations and general experts for the topic of migrant voluntary work. Our first challenge was the selection of the most relevant experts. The Administration of Karlsruhe counted (in 2009) 153 active migrant

³¹⁴ TNS Infratest (2009).

³¹⁵ Huth (2006a); Huth (2006b); Huth (2012); INBAS (2003); INBAS (2011).

organizations just in the city area.³¹⁶ Thus, the choice of fifteen experts was discussed with the Director of the Bureau of Integration for the City of Karlsruhe. As a result, fifteen (mainly) local experts were identified as prospective interlocutors. Due to different reasons (time conflicts, illness or self-consideration as incompetent for responding), out of the fifteen interview requests, only eight interviews were conducted.

Finally, the following persons participated as interlocutors and responded to the request:

- 1) Kerim Arpad; Deutsch-Türkisches Forum Stuttgart; CEO
- 2) Evelyn Demendi; Voluntary Agency of the City of Karlsruhe; Professional Consultant
- 3) Udo Dreutler; Vice Chairman; Freunde für Fremde e.V.
- 4) Carmen Gilles; Arbeiterwohlfahrt Karlsruhe; Contact Person for Voluntary Work
- 5) Susanne Huth; INBAS-Sozialforschung GmbH; CEO
- 6) Werner Kersting; Stoffwechsel e.V. Karlsruhe; Chairman
- 7) Hans Kleebauer; Deutsches Rotes Kreuz Kreisverband Karlsruhe; Coordinator for Voluntary Work
- 8) Serhat Aksen; Turkish Consulat Karlsruhe; Consul

For the purpose of the interviews a questionnaire was designed. It was sent in advance to the interlocutors to give them an opportunity to prepare for the particular questions. Basically, the questionnaire served as a guideline for a semi-structured expert interview and not all the questions were always posed. Afterwards, the interviews were carried out face-to-face, on the telephone, or the questionnaire was filled in writing and re-sent. Finally, the members of the project team excerpted the main answers.

The questionnaire was based upon the Country Report Index as it can be seen in the following table.

Table 24: Questionnaire 3: Participation of migrants in volunteering organizations

Chapter of the Country Report		Leads to the question
3.2.1 A brief description of the policy frameworks of formal volunteering and of the existing measures to support voluntary organizations and to promote voluntary work at national and regional level	→	1.1 Which measures to support the voluntary work in general do you know or do you profit from?
3.2.2 A brief presentation of the existing statistics and studies about formal volunteering at national and regional level	no question	

³¹⁶ Stadt Karlsruhe (2009).

<p>3.3.1 Legislative framework concerning TCNs volunteering and civic participation at national, regional and local level (<i>with a particular attention to supporting and impeding/discriminatory factors</i>)</p>	<p>→ ↘</p>	<p>2.1) Which legal, social and individual conditions / requirements promote the participation of TCNs in voluntary work? 2.2) Which legal, social and individual conditions / requirements obstruct the participation of TCNs in voluntary posts?</p>
<p>3.3.2 Main features of TCNs civic participation and voluntary work</p>	<p>→</p>	<p>cf. 2.3)</p>
<p>3.3.3. Factors and conditions promoting or hindering TCNs volunteering and civic engagement</p>	<p>→</p>	<p>cf. 2.1); 2.2)</p>
<p>3.3.4 Forms and specificities of TCNs participation in voluntary and civic organizations/initiatives (with a particular attention to the possible role and specificities of second generations)</p>	<p>→ →</p>	<p>2.3) What kind of features can be observed in the voluntary commitment of TCNs (e.g. main tasks, age, ...)? 2.4) Are there any differences between third-country-immigrants (1st generation) and their descendants (2nd and 3rd generation) concerning their participation in the voluntary work?</p>
<p>3.3.5 Specific motivations underpinning TCNs involvement</p>	<p>→</p>	<p>cf. 2.1</p>
<p>3.3.6 Specific contributions offered by TCNs (positive and negative aspects)</p>	<p>→</p>	<p>cf. 2.3</p>
<p>3.3.7 Presentation of one or more relevant and successful experience/s implemented at regional level</p>	<p>→</p>	<p>2.5) Can you name one or two successful examples of the participation of TCNs in voluntary work (e.g. activities, initiatives, projects) in the region (Karlsruhe, Mannheim, Stuttgart...)?</p>
<p>3.3.8 Relation between national/local integration models and TCNs civic participation</p>	<p>no question</p>	
<p>3.4.1 Legislative framework concerning TCNs' associations at national, regional and local level (<i>with a particular attention to supporting and impeding/discriminatory factors</i>)</p>	<p>→ ↘</p>	<p>3.1) Which legal, social and individual conditions / requirements promote "ethnic organizations" of TCNs? 3.2) What kind of legal, social and individual conditions / requirements obstruct "ethnic organizations" of TCNs?</p>
<p>3.4.2 Main features of TCNs "ethnic" associations and their activities (with a particular attention to the possible role and specificities of</p>	<p>→ ↘</p>	<p>3.3 Which main features are to be observed among the "ethnic organizations" of TCNs? (e.g. activities, age, duration, remarkable contributions?) 3.4 Are there any differences between</p>

second generations)		third-country-immigrants (1 st generation) and their descendants (2 nd and 3 rd generation) concerning their participation in “ethnic organizations”?
3.4.3 Specific motivations underpinning TCNs’ associations	→	cf. 3.1
3.4.4 Factors and conditions facilitating or hindering TCNs’ associations	→	cf. 3.1 und 3.2
3.4.5 Role of the sending countries (e.g. through embassies, Ministries of emigration) in the promotion and functioning of TCNs’ associations	→	3.5 Which role do the institutions from sending countries (e.g. embassies, Ministries...) take in the promotion of the “ethnic organizations” in Germany?
3.4.6 Presentation of one or more relevant and successful experience/s implemented at regional level	→	3.7 Can you name one or two successful examples of “ethnic organizations of TCNs” in the region (Karlsruhe, Mannheim, Stuttgart, ...)?
3.4.7 Relation between national/local integration models and TCNs civic participation through “ethnic” associations	no question	
3.4.8 Transnational activities promoted by TCNs’ associations and their links with sending countries	→	3.6 Which transnational activities of “ethnic organizations” do you know and which role does the sending country take in them?
		4. Do you like to add anything what has not been mentioned yet?

Source: Own.

3.2 An overview of the phenomenon of formal volunteering at national and regional level

3.2.1 A brief description of the policy frameworks of formal volunteering and of the existing measures to support voluntary organizations and to promote voluntary work at national and regional level

Voluntary work enjoys a major importance in Germany. According to Susanne Huth, CEO of INBAS-Sozialforschung GmbH, it is to underline that the German public authorities allot the voluntary work a significant role within the framework of welfare and social cohesion. All experts agree that several supporting measures can be found on federal and on local level, which favor voluntary organizations and individuals who conduct a voluntary function. The judicial framework which regulates the formation of associations (German: “Vereine”) is sophisticatedly codified in the German Civil Code (German: “Bürgerliches Gesetzbuch” – BGB) §§ 21-79. It bases upon article 9.1 of the German Constitution: “All Germans have the

right to found associations and corporations". As shown later on, the scope of the legal right to found associations is expanded to foreigners with only few constraints. Voluntary organizations benefit, amongst other things, from several tax advantages and simplifications in their balance of accounts.³¹⁷

Besides the judicial framework support, several measures exist in order to promote the participation in voluntary organizations; these organizations are as well supported directly. On a political level the support is mainly allocated by the Federal Ministry of Family, Elderly, Women and Youth (German: "Bundesministerium für Familien, Senioren, Frauen und Jugend" – BMFSFJ).³¹⁸ In questions of endorsement of voluntary migrant organizations, the Federal Office of Migration and Refugees (German: "Bundesamt für Migration und Flüchtlinge" – BAMF) assumes responsibility for supporting this sort of programs.³¹⁹ The general promotion of voluntary work overall Germany implies:

- Direct financial subventions such as complete or – more usual – partial allowance for charitable projects (e.g. by terms of the campaign "Growing together" (German: "Miteinander wachsen"), by BAMF "Integration Projects for Migrants with stable right of residence" (German: "BAMF Integrationsprojekte für Migranten mit dauerhaftem Bleiberecht") or by several private-run foundations).
- Structural subvention for organizations, independently of current projects.³²⁰ However, this type of subvention is rather uncommon.
- Ideal, thematic or framework promotion via dissemination of know-how, professionalization and networking proposals to organizations. Nearly every community in Germany has a "Voluntary Agency" (German: "Freiwilligenagentur") which assists and qualifies members of voluntary organizations in general, promotes networking and helps to find linkages between prospective volunteers and the corresponding organizations.
- Recruitment of prospective volunteers by campaigning and canvassing, by fostering and by giving credit for voluntary merits. E.g. by the programs "Voluntary Year" (German: "Freiwilliges Soziales Jahr" – FSJ)³²¹, "Federal Volunteer Service" (German: "Bundesfreiwilligendienst" – BFD)³²², by "Voluntary allowance" (German: "Ehrenamtspauschale"), coupons and awards for volunteers.

Regional and local promotion measures for voluntary organizations and voluntary work are:

- Grants for selected projects and organizations in the city.

³¹⁷ Cf. § 52 AO; § 4 UStG; Ministerium der Finanzen Rheinland-Pfalz (2014).

³¹⁸ Please take notice of the webportal of the Ministry: Bundesministerium für Familie, Senioren, Frauen und Jugend: Bürgerschaftliches Engagement im Detail [online] <<http://www.bmfsfj.de/BMFSFJ/freiwilliges-engagement,did=172504.html>> (26.08.2014).

³¹⁹ Bundesamt für Migration und Flüchtlinge: Informationen für Projektträger. [online] <<http://www.bamf.de/DE/Infothek/Projekttraeger/projekttraeger-node.html>> (26.08.2014).

³²⁰ Bundesamt für Migration und Flüchtlinge: Strukturförderung von Migrantenorganisationen auf Bundesebene, [online] <<http://www.bamf.de/DE/Infothek/Projekttraeger/Strukturfoerderung-MO/strukturfoerderung-mo-node.html>> (26.08.2014).

³²¹ Bundesministerium für Familie, Senioren, Frauen und Jugend: Vielfalt für junge Menschen - Jugendfreiwilligendienste im In- und Ausland, [online] <<http://www.bmfsfj.de/BMFSFJ/Freiwilliges-Engagement/fsj-foej.html>> (26.08.2014).

³²² Bundesministerium für Familie, Senioren, Frauen und Jugend: Der Bundesfreiwilligendienst, [online] <<http://www.bmfsfj.de/BMFSFJ/Freiwilliges-Engagement/bundesfreiwilligendienst.html>> (26.08.2014).

- Voluntary agencies in the major communities financed by the city.³²³
- The program “Voluntary work is worth gold” (German: “Ehrenamt ist Gold wert”) gives grants for the qualification of associations.
- Rewards for merited volunteers by allowing them further trainings, excursions and events.
- Promotion of voluntary organizations during village fairs.

According to Evelyn Demendi, professional consultant at the “Voluntary Agency of Karlsruhe”, the entity desisted from implementing coupons or allowances for volunteers because it would have implied a certain logistic complexity.

3.2.2 A brief presentation of the existing statistics and studies about formal volunteering at national and regional level

The phenomenon of formal and non-formal volunteering³²⁴ has been gathering major attention through the last years. Its main features are revealed by the “Voluntary Survey” (German: “Freiwilligensurvey”) which was carried out by the opinion research institute TNS-Infratest in the year 2009 (earlier issues had been published in 1999 and in 2004). The “Voluntary Survey” is published by the Federal Ministry of Women, Elderly People, Families and Youths (German: “Bundesministerium für Frauen, Senioren, Familien und Jugend” – BMFSFJ) and provides substantial data of contemporary voluntary work in Germany.

However, the “Voluntary Survey” does not focus on migrants’ participation in voluntary organizations. Although several minor investigations have been carried out, the topic is still a fairly blind spot.³²⁵ It is to emphasize that the studies about migrants’ participation generally do not examine the group of Third Country Nationals, since the use of this terminus is not at all common in the contemporary integrational debates in Germany. Since 2005 the terminus of “person with migrational background” (German: “Person mit Migrationshintergrund”) has gathered a quite stable semantics. This includes all foreigners (TCN and EU-citizens) living in Germany as well as all naturalized persons and all descendants of foreigners who immigrated to Germany after 1955.³²⁶

Only one study which explicitly focuses on Third Country Nationals, strictly speaking on Turks, has reached expanded attention: “Freiwilliges Engagement von Türkinnen und Türken in Deutschland”. It was published by the BMFSFJ after it had been carried out by the “Foundation: Centre for Studies on Turkey” (German: “Stiftung Zentrum für Türkeistudien” – ZfTI).³²⁷ Beyond that, findings about Third Country Nationals are exceptional.

In 2009 the well-known German research institute of demographic studies, the “Allensbach Institut”³²⁸ conducted a representative study with 1,581 persons with migrational background coming from European and Third Countries (former Yugoslavia, Poland, former Soviet Un-

³²³ The Voluntary Agency of Karlsruhe and its activities are portrayed within the good-practice-examples; chapter 3.3.7.

³²⁴ *Formal volunteering* is the regular exercise of voluntary work at an association or similar. *Non-formal volunteering* is the spontaneous and short-term exercise of voluntary work e.g. in one activity or in form of neighbourly help. In the German debate this distinction is characterized by the terms “Ehrenamtliche Tätigkeit” (formal volunteering) and “Bürgerschaftliches Engagement” (non-formal volunteering) (INBAS 2003: 9).

³²⁵ Cf. INBAS (2003: 1).

³²⁶ Statistisches Bundesamt (2013: 26).

³²⁷ Cf. Huth (2006b: 28).

³²⁸ IFD-Allensbach (2009).

ion, Turkey, Greece, Italy and Spain); the study focused on several features, one of them being the voluntary work participation.

The private research institute INBAS-Sozialforschung, headed by Susanne Huth, has carried out or participated in several investigations about migrants' voluntary work, which are listed below:

- INBAS (2003): *Bürgerschaftliches Engagement von MigrantInnen – MEM-VOL Migrant and Ethnic Minority Volunteering.*
- INBAS-Sozialforschung (2011): *Migrantenorganisationen in Hessen – Motivationen und Hinderungsgründe für bürgerschaftliches Engagement.*
- Huth, Susanne (2006a): *Immigration and volunteering – a European panorama in 7 countries: Germany.* In: European Volunteer Centre (ed.) (2006): *INVOLVE - Involvement of third country nationals in volunteering as a means of better integration – Final project report.*
- Huth, Susanne (2006b): *INVOLVE – Beteiligung von Drittstaatenangehörigen an freiwilligem Engagement als Mittel zur Integrationsförderung. Projektabschlussbericht für Deutschland.*

Statistics concerning formal (and non-formal) volunteering in general

According to the “Voluntary Survey” issued in 2009, 71% of the German population state taking part in voluntary actions, at least sporadically.³²⁹ Half of them (36% of the total population) engage in formal volunteering by taking regular positions or developing tasks in voluntary organizations. Both numbers have increased slightly over the last decade.³³⁰ This reveals the vast importance and social currency of voluntary work in Germany.

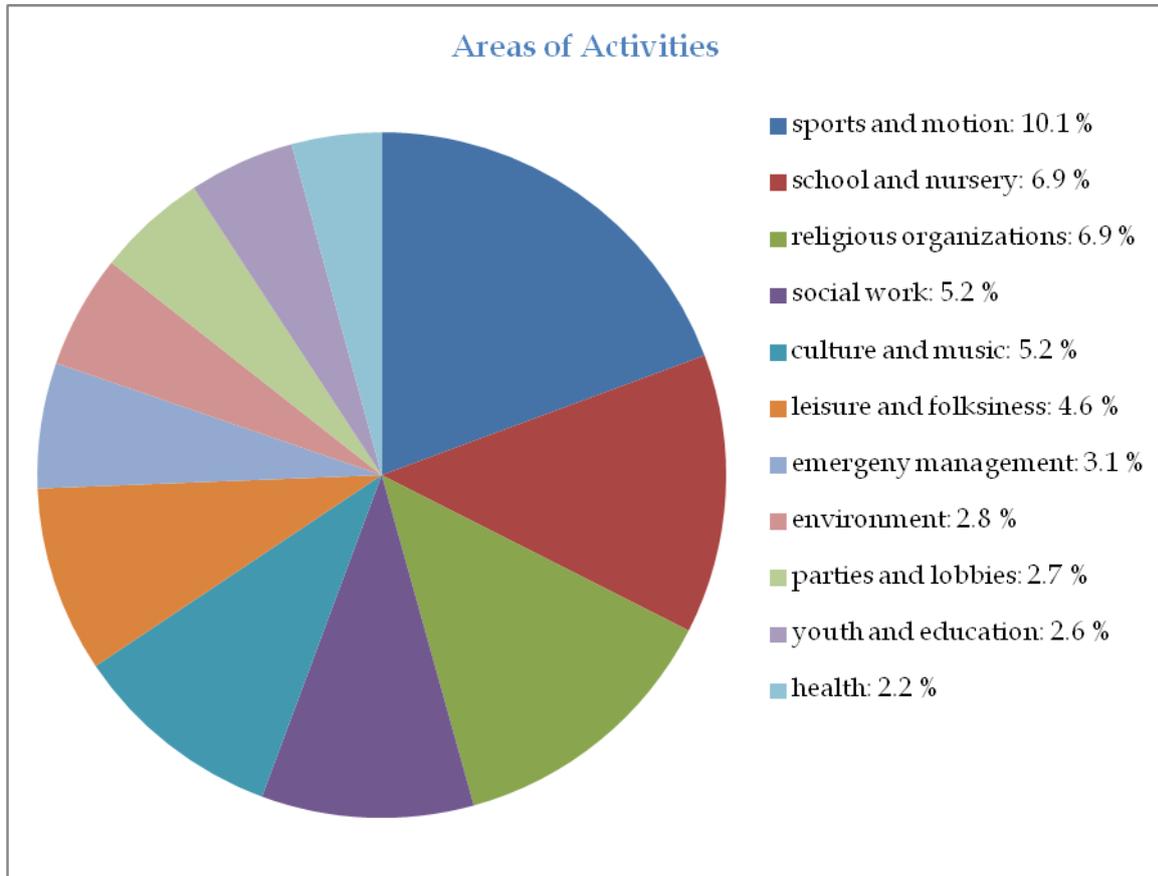
Areas of Activities

The areas of activity show a huge dispersion. The most common area is sports and motion activities, followed by the commitment in school and nursery and in religious organizations, as figure 28 reveals.

³²⁹ TNS-Infratest (2009: 5).

³³⁰ Ibid.

Figure 28: Areas of Activities



Source: Own, based on TNS-Infratest (2009: 7).

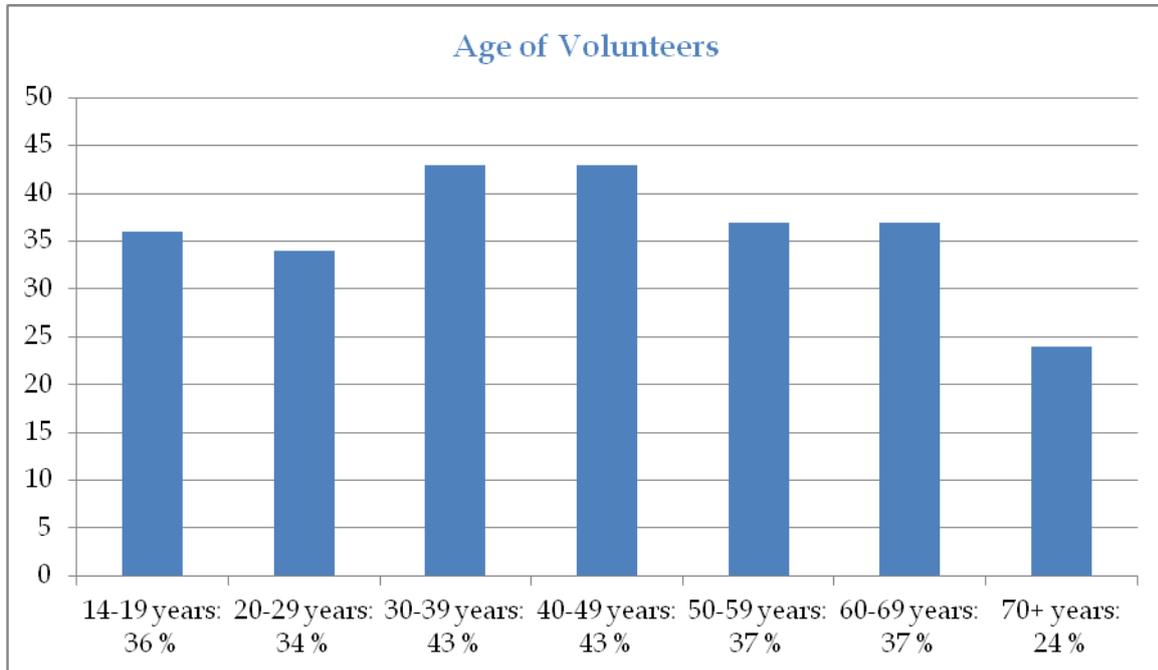
Gender and Age

The majority of volunteers are males. 40% of the German male population is active, while this can only be stated for 32% of the female population. The main reason for this difference is that the areas of politics, sports and emergency management are dominated by men.³³¹

The distribution of active volunteers through the generations is relatively consistent. The slightly highest commitment is shown by the persons aged 30 - 49 years. According to the *Voluntary Survey* the commitment of youngsters (under 25 years old) is decreasing, presumably due to mobility requirements, but it is anyway still relatively high. Due to physical limitation, the commitment of elderly people declines significantly.

³³¹ Ibid.: 19.

Figure 29: Age of Volunteers



Source: Own, based on TNS-Infratest (2009: 17).

Volume

According to the “Voluntary Survey”, one third of the volunteers invests up to two hours per week for their voluntary work. Another third invests three to five hours, while 17% of the volunteers are engaged for six to ten hours per week. Nearly 10% of the volunteers invest even more than ten hours to their voluntary work. We should mention, however, that many persons carry out more than one activity.³³²

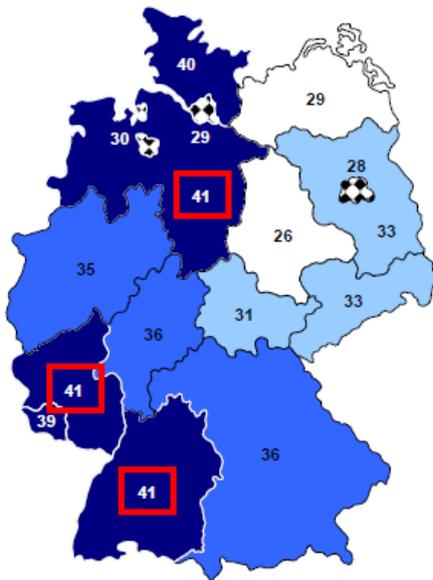
Regional distribution

Figure 30 shows that participation in formal volunteering is significantly lower in Eastern Germany (former German Democratic Republic) than in the rest of Germany. The states Lower-Saxony, Rhineland-Palatinate and Baden-Württemberg (where the current project is allocated at) lead the list with a rate of 41% of volunteers³³³, while Saxony-Anhalt closes the list with 26%.

³³² Cf. TNS-Infratest (2009: 31).

³³³ Marked with a red frame on the map.

Figure 30: Volunteer rate by regional distribution



Source: TNS-Infratest (2009: 25); cf. Integrationsbeauftragte des Landes BW (2008: 90).

Suggestions for improvement

Finally, the “Voluntary Survey” demanded the most active volunteers for suggestions to improve the most pertinent issues. The main wishes that were formulated by the most active volunteers were the following³³⁴:

- 1st: Better information about possibilities of voluntary work
- 2nd: Better tax deductibility of expenses and earnings
- 3rd: Better acknowledgement on the part of the media
- 4th: Better recognition of voluntary work as internships
- 5th: Better liability insurance and accident insurance
- 6th: Better appreciation e.g. through differentiations

Statistics concerning formal (and non-formal) volunteering of Third Country Nationals:

Firstly, we can state that data about the volunteering activities of Third Country Nationals hardly exist. Studies are rare and most organizations do not record the nationality of their volunteers. The data of the “Voluntary Survey” is not helpful at this point due to the fact that it is a representative study only for the German majority society. As the enquiry has been carried out in German, only foreigners with advanced German language skills have been covered.³³⁵ Anyway, the survey was not meant to determine the interlocutors’ nationality. The above mentioned investigation carried out by the Allensbach institute reveals that 38% of the immigrants are members of an association, an initiative, a party or another group of

³³⁴ Cf. TNS-Infratest (2009: 46).

³³⁵ Ibid.: 324.

voluntary commitment.³³⁶ According to the same study, 50% of the autochthonous Germans are members of such associations. In other words, we can assume that the participation of foreigners in voluntary work is a little bit less frequent than the participation of the population in general.

We might take into consideration at this point that – according to what the experts said in the interviews – the non-formal volunteering (which means e.g. neighborly help) is much more common amongst migrants. Unfortunately, this kind of volunteering is not recorded statistically anywhere.

The main features and specificities of volunteering of migrants – or TCNs if available – are presented later in sub-chapter 3.3.2.

3.3 TCNs civic participation and TCNs volunteering in non-ethnic voluntary organizations at national and specifically at regional level

3.3.1 Legislative framework concerning TCNs volunteering and civic participation at national, regional and local level

As already pointed out, the promotion of voluntary work is an important aspect of German policy and a basis for welfare and social cohesion. In the last years, this paradigm has become more and more important in the politics field of integration as well. Voluntary associations have become partners as social reference points and bridge builders. In this context, “the importance of promoting migrant volunteering – both in mainstream organizations and migrants’ organizations – as a means of better integration is recognized widely in Germany.”³³⁷ Thus, it is no surprise, that the leading integration concepts, the “National Integration Plan” (German: “Nationaler Integrationsplan” – NIP)³³⁸ developed in 2007, picks up the guideline of promoting politically migrant volunteering.³³⁹

Migrant volunteering is a considerable factor and legislative framework meets this – or at least should meet it. Generally, the legislative framework unrestrictedly enables all foreigners – EU-citizens *and* TCN – to be members of an association. Article 9 of the German Constitution: „All Germans have the right to found associations and corporations” is expanded to foreigners as well.

The expert interviews conducted in this project reveal that there are several aspects which obstruct the participation, especially for Third Country Nationals:

- **Residence permit status:** Primarily, a permanent residence permit status supports the possibilities and motivation for being engaged voluntarily. The residence permit status supports the loyalty towards the German society and – of course – enables the sustainability of the engagement. Last but not least, for some voluntary activities, e.g. assistance of children, a certificate of conduct is required. This is only obtainable for residents with a legal permit status.
- **Electoral franchise:** Although it has been claimed by left-winged parties in the last years, unlike EU-citizens Third Country Nationals do not have any electoral franchise in Germany; not even on a local level where they center their everyday lives. Accord-

³³⁶ Cf. IFD-Allensbach (2009: 55).

³³⁷ Huth (2006a: 16).

³³⁸ Beauftragte der Bundesregierung (2007).

³³⁹ Please notice chapters 3.3.8 und 3.4.7.

ing to the expert interviews, this denial obstructs participation and constrains the willingness of being voluntarily active.³⁴⁰ Some political parties (of the conservative and right spectrum) do not allow the membership of any foreigner or at least of TCNs. Other parties allow TCNs the membership. But anyway, they do not have the legal possibility to obtain certain posts.

The political and participatory exclusion is mitigated by the so called “Advisory Boards for immigrant population” (German: “Ausländer- oder Migrationsbeiräte”). They are existent in most municipalities; they are composed by elected foreign residents, where the residents themselves have the right to elect their representatives. The posts as advisors are taken up honorifically. Their task is to counsel the political actors in all questions of cohesion of migrants and autochthonous population on a local level.³⁴¹

- **Recognition of foreign qualification:** The absence of recognition of foreign qualification impacts on the participation in voluntary organizations as well. Especially, when a qualification is required to conduct an activity (e.g. in the areas of childcare and in emergency management).

The hypothesis that the denial of recognition of foreign qualification could lead to a higher commitment in voluntary work, because a professional practice is not possible, could not be testified so far.

- **Refugees:** The situation of refugees is specific; several legislative restrictions obstruct the participation in voluntary work. First, the prevention of having an income and receiving the delivery of vouchers instead hinders the possibility of an autonomous administration of money. Therefore, most refugees cannot afford the membership fee of an association or the adjunctive expenses. At least, subjected to some requirements, refugee children may profit from a subvention called “Educational Package” (German: “Bildungs- und Teilhabepaket”) which allows 10 Euro per month, for example for participation in sports or other leisure activities.³⁴²

Besides, the accommodation of refugees in isolated living quarters with highly limited contact to society obstructs social participation and engagement in voluntary work. The mandatory residence (§ 56 AsylVfG; § 61 AufenthG) which obliges refugees to remain in a designated municipality is – if applied – another discriminatory factor.

Despite these facts, several refugees manage to get engaged in a voluntary work (e.g. in religious organizations). In some cases, this volunteering is honored positively by the “Hardship Case Commission” (German: “Härtefallkommission”), which is an extralegal board in hardship cases of expulsion of refugees.

³⁴⁰ Cf. Huth (2006b: 41).

³⁴¹ Cf. INBAS (2003: 18)

³⁴² BMAS (2014).

3.3.2 Main features of TCNs civic participation and voluntary work

As already mentioned, researchers complain about the lack of revealing data on TCNs' civic participation and voluntary work.³⁴³ Likewise explained in previous chapters, if statements can be made at all, they refer to migrants in general and can only be theoretically extrapolated to TCNs.

Generally spoken, migrants seem to participate more rarely in voluntary activities than autochthonous Germans.³⁴⁴ But it is not clarified up to which extent this is due to other socio-demographic factors rather than to the migrational background (e.g. educational level, income and social status, duration of stay etc.), as it will be shown later.

Formal vs. non-formal volunteering

A main feature of migrants' civic participation is the relatively lower commitment in traditional voluntary work institutions. Despite this, it is repeatedly proven that migrants tend to be more active in migrant organizations; and informal self-help-structures like neighborly help or short-term activities are more developed amongst them.³⁴⁵ This kind of voluntary work is not recorded systematically anywhere; therefore, the consequences of TCNs' participation in terms of social cohesion within the civic society can hardly be stated clearly and with due analytical sharpness. Incidentally, taking formalized voluntary work, e.g. in sport associations, companionships and charity organizations, as a determined analytical category in this area of work, tends to be a pre-analytical and uncritical approach and does not serve the complexity of the phenomenon. We believe that this is part of a typical Western-European approach to voluntary work and thus a Eurocentric perspective. To descendants from other cultures this kind of clubbing may be embarrassing.³⁴⁶

Besides, if migrants are involved in formalized voluntary work organizations, they are unlikely to take up positions of responsibility.³⁴⁷

Areas of Activities

According to the survey of the institute of Allensbach (significant German institute for research on society and demographic change), the most popular areas of activities for migrants are sports associations, followed by religious organizations and cultural associations.³⁴⁸ The last two are commonly run by migrants themselves; they do therefore belong to migrant organizations.³⁴⁹ According to some experts, migrants are naturally active in areas where they see a deficit or in which they do not feel represented so far. This explains the considerable interest in religious, (homeland) cultural and integrational organizations. By trend, the migrants are underrepresented in the commitment for the environment, homosexuals and handicapped persons³⁵⁰, emergency management and in traditional charity associations.³⁵¹

³⁴³ Cf. Huth (2006: 26; 31).

³⁴⁴ Cf. TNS-Infratest (2009: 199); Huth (2006: 31).

³⁴⁵ Cf. INBAS (2003: 11); INBAS (2012: 1); Huth (2006a: 28); Huth (2006b: 25).

³⁴⁶ Cf. Huth (2006b: 25); INBAS (2012: 2).

³⁴⁷ Cf. TNS-Infratest (2009: 98).

³⁴⁸ Cf. IFD-Allensbach (2009: 57).

³⁴⁹ Main features and specificities of migrant organizations will be discussed in chapter 3.4.

³⁵⁰ Cf. INBAS (2003: 12).

³⁵¹ Cf. Huth (2006: 23).

In any case, it seems that there are no major differences between the most frequent areas of activities of migrants and autochthonous Germans. This finding has been confirmed by several experts during the expert interviews. Usually, someone is active in the area of his or her personal interest. This interest can be, but must not be culturally affected. One expert tried to correlate areas of activities to certain foreigners.³⁵² But this sort of assuming lacks evidence and cannot be shown statistically. As a matter of fact, other experts warn against “culturalizing” individual forms of conduct.

Education and Milieu

It is well-known that socio-cultural features are crucial for the participation in voluntary work. There is a proven correlation between educational achievement, income and social status on the one hand, and voluntary work participation on the other hand. Since migrants have statistically a lower social status, this aspect serves as an explanation for their lower voluntary work commitment.³⁵³ However, according to the Allensbach Survey, migrants with low income and low social status participate more often in voluntary organizations than their autochthonous German counterparts. This particularity can be explained due to the fact that migrant organizations and (homeland) cultural organizations offer important social backing and much-needed advice and support.³⁵⁴

Duration of stay

The correlation is simple and significant: the longer a foreigner is already living in Germany the higher his or her commitment in voluntary work. This has been proven by two studies and is supposed to be self-explanatory.³⁵⁵

Age and Gender

Regarding age and gender, migrants do not differ from the autochthonous population regarding their voluntary work participation. This has been confirmed by the expert interviews. Generally, elderly people tend to be less active³⁵⁶ and men tend to be slightly more active than women.³⁵⁷ They are usually more involved in sport activities and in areas of (socio-)political influence while women prefer the areas of education and nursery in their voluntary activities.

3.3.3. Factors and conditions promoting or hindering TCNs volunteering and civic engagement

Besides the previously described promoting and hindering factors for TCNs’ volunteering due to legislative framework, there are a great number of factors and conditions which arouse engagement or obstruct it. These factors are conditioned through personal or social presuppositions. They mainly represent external circumstances like social or personal living conditions. However, the transition to intrinsic motivations is fuzzy and thus the hereby dis-

³⁵² According to that hypothesis, women from India can be found engaged in second-hand-clothes shops. Philippine and African women tend to be engaged in healthcare voluntary work. Russian women prefer to care for children and elderly persons.

³⁵³ Cf. TNS-Infratest (2009: 6); INBAS (2012: 2); Huth (2006b: 27).

³⁵⁴ IFD-Allensbach (2009: 56).

³⁵⁵ Cf. Huth (2006: 27); TNS-Infratest (2009: 23).

³⁵⁶ Halm / Sauer quoted by Huth (2013).

³⁵⁷ Cf. Huth (2006: 27).

cussed factors must be linked to the motivating factors which will be discussed later in chapter 3.3.5.

Usually, the factors are both: promoting or – in case of absence – hindering. The factors are presented in the table below and have been deduced through literature research and backed up through the expert interviews.

Factors which influence the TCNs' volunteering participation	Description
Structural and social integration: employment, educational participation, social interdependence, language skills	The probability of assuming voluntary work increases the better the individuals already participate in other areas of society besides formal volunteering. This means that TCNs who have an employment, who assist educational institutions, who dispose of pronounced circles of friends, or TCNs with children at school or nursery are much more likely to establish contact with voluntary organizations. This is not surprising, given that the social interdependence is important for volunteering as well as the fact of creating and seizing opportunities. Participation is very often initiated when friends or family members are already active. Besides, structural and social integration goes almost always along with German language skills. This is an indispensable factor which promotes voluntary work participation. ³⁵⁸
Social recourse	Not surprisingly, if the administrated activity is conceived positively by the social environment, the willingness to be active and therefore the probability of doing it increase. Voluntary participation may give the important feeling of social affiliation.
Personal resources	The possibility of administrating a voluntary post is always connected to the personal resources. Besides all the positive effects of voluntary work, engagement always means an investment of time and often also of money. A lack of financial resources may impede the participation, e.g. if a membership fee is to be paid or if special equipment must be acquired. Therefore, a stable income often is a basic requirement for voluntary work. On the other hand, a stable income usually means a time-consuming occupation, which in turn hinders participation in voluntary work. Of course, familial commitments are not to be forgotten. According to an INBAS study ³⁵⁹ , time restrictions are the main obstacle which leads to abruption of a voluntary work. Incidentally, this dilemma of time restrictions is in no way exclusively specific to TCNs. ³⁶⁰
Factors objected to the associations	In order to gather new volunteers, organizations need to address prospective members. Recruitment may be carried out through personal addressing or through official public relations. Particularly, traditional organizations may forget (or not be able or willing) to address to migrants and therefore this group won't feel represented by these organizations and desist from participating in them. Organizations which are not interculturally open are perceived as closed shops. The more an organization is open and offensively promotes its vision of diversity, the more likely is the participation of any minorities. ³⁶¹ Given this, it is no surprise

³⁵⁸ INBAS (2012: 3); TNS-Infratest (2009: 5; 17).

³⁵⁹ INBAS (2011: 23).

³⁶⁰ TNS-Infratest (2009: 14); INBAS (2011: 23).

³⁶¹ Cf. Huth (2006b: 41); INBAS (2012: 3-4); Huth (2013).

	that especially traditional charity associations, emergency management organizations (e.g. fire brigades) and some cultural organizations (e.g. shooting clubs) state an absence of migrant volunteers. ³⁶²
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3.3.4 Forms and specificities of TCNs participation in voluntary and civic organizations/initiatives (with particular attention to the possible role and specificities of second generations)

Forms and specificities of TCNs' participation in voluntary and civic organizations have been described in detail in the previous chapter 3.3.2. The main features of TCNs' volunteering have been analyzed and several socio-cultural aspects have been introduced which characterize the specificities of their engagement:

- Formal vs. non-formal volunteering
- Areas of activities
- Education and milieu
- Duration of stay
- Age and gender

The following paragraph draws special attention to specificities regarding the second (and third) generation, which means children and grand-children of immigrants. The results of the expert interviews carried out in this project demonstrate the differentiated situation when comparing the first, second and the third generation. Generally speaking, the (grand-)children differ in their voluntary work from their (grand-)parents. This might not be surprising, since the younger generations act different from the elder generations. Anyway, in the case of migrants these intergenerational differences are boosted by acculturative factors: The number of descendants of migrants tends to be far more significant in "German" organizations, while members of the first generation often concentrate in migrant organizations.³⁶³ All experts agree that, as a tendency, there are no differences between the young people of the second and third generation in comparison to their autochthonous counterparts. Even though, of course, when young migrant volunteers' frequent associations which keep home-cultural customs, more and more issues like education, sports and environment will gather their attention. It is again a simple calculation: The longer an individual (and his or her family) is bound to Germany and the more he or she is integrated in other social scopes (school, work, circle of friends, neighborhood) the more he or she is voluntarily active, especially in a formalized form as a member of an association.

³⁶² For instance, exactly during the research phase for this project in July and August 2014, an incident drew major attention to a regional shooting association after depriving a shooting champion his title because he was a Muslim. The explanatory statement was that the traditional charter of the association demands "Christian belief". Westfälischer Anzeiger: Muss türkischer König seinen Titel zurückgeben?, [online] <<http://www.wa.de/nachrichten/nrw/muss-tuerkischer-koenig-seinen-titel-zurueckgeben-3751864.html>>, (03.08.2014).

³⁶³ Cf. INBAS (2003: 12).

3.3.5 Specific motivations underpinning TCNs involvement

As already mentioned, although it lacks data regarding TCNs' volunteering, it is supposed that motivation or discouragement underpinning TCNs' involvement does not differ from autochthonous Germans' involvement, despite maybe some social particularities.

Voluntary research identifies three basic patterns which describe the motivation for being voluntarily active. These are relatively independent from each other:³⁶⁴

- 1st Orientation to common welfare
- 2nd Orientation to sociability
- 3rd Orientation towards own concerns

These three patterns constitute the volunteering motivations for all individuals including migrants respectively Third Country Nationals.

1st) Orientation to common welfare: This pattern includes the wish to return something to others, to frame society or to help individuals with the one's own skills. Beyond this lies the altruistic impetus to improve the social cohabitation. Especially in the case of migrants it is important to take into consideration that they may want to reduce certain deficits for their compatriots, or that they have overcome difficult living situations with or without assistance during their acculturations and now try to simplify lives for others. This also implies the willingness to take responsibility.

2nd) Orientation to sociability: Having fun and sharing ideas, experiences and time with other likeminded people is the second big pattern which generally underpins the motivation of being voluntarily active. For many people the social cohesion is a significant impetus and therefore taking part in common activities, meeting friends and neighbors is of big importance. This can be especially true for migrants from cultures in which collectivism has a higher value than individualism.

3rd) Orientation towards own concerns: Of course, being voluntarily active does not necessarily solely mean another persons' favor, but a benefit for the volunteer himself or herself as well. This aspect can refer to a financial profit which some volunteers receive due to their engagement, especially if a volunteer allowance is being paid. Latest data reveal that 23% of the entirety of volunteers receive an allowance. Most of them work in the areas of emergency management, political organizations and youth and adult education.³⁶⁵ The average remuneration does on average barely reach 50 Euro per month.³⁶⁶

However, indirect monetary benefits are at least just as important: The volunteers may learn strategic skills or get in contact with enriching people. Thus, volunteering can be a door opener for professional success. Furthermore, non-monetary reasons are crucial, too. For example, the esteem from family members, friends or society for being voluntarily active is not to be underrated. This appraisal can be shown by informal feedback, by appearance in (social) media as well as by official distinctions.

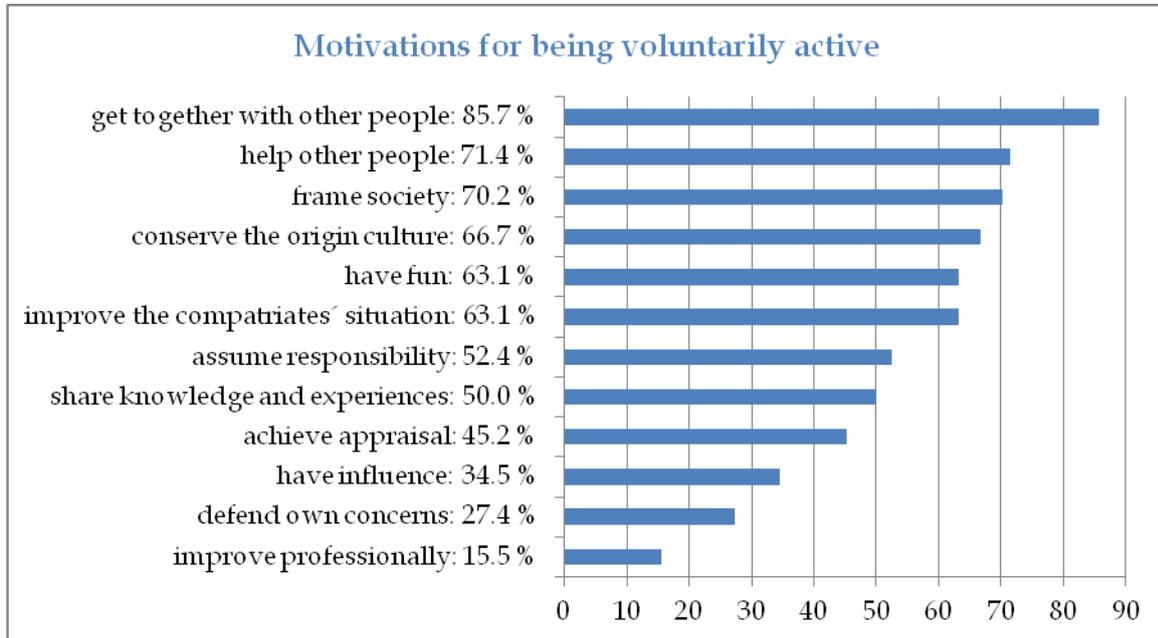
³⁶⁴ Cf. INBAS (2011: 21).

³⁶⁵ TNS-Infratest (2009: 41).

³⁶⁶ Ibid.

According to the latest study by INBAS-Sozialforschung, the orientation to common welfare and the orientation to sociability overtop the orientation to own concerns as the following figure shows:

Figure 31: Motivations for being voluntarily active(multiple responses were possible)

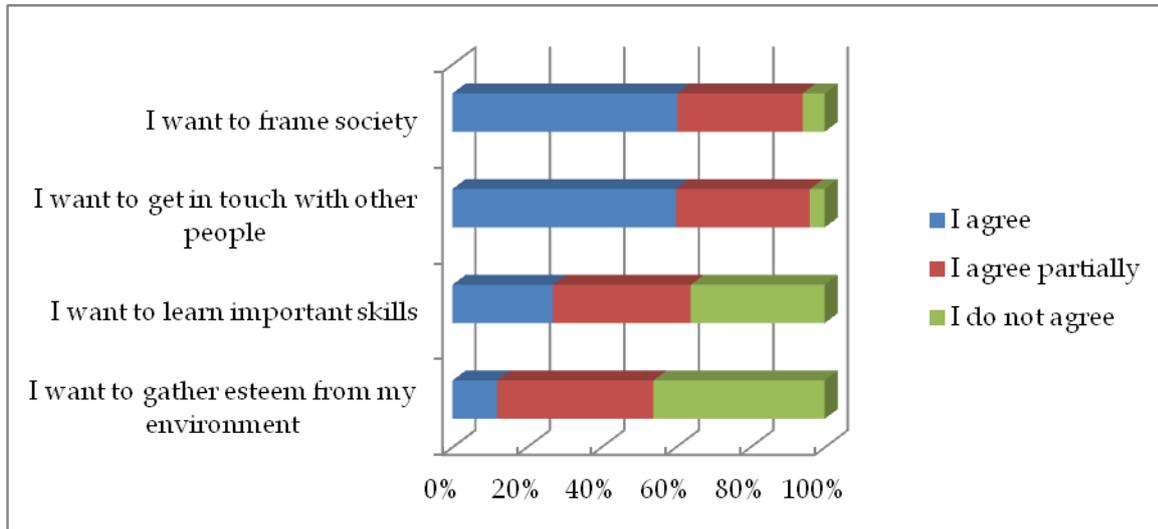


Source: INBAS (2011: 22).

The already repeatedly quoted *Voluntary Survey* provides similar data. However, it is to underline, that this data refers to all volunteers, not exclusively to TCNs. According to the expert interviews, these results can be cautiously extrapolated to TCNs.

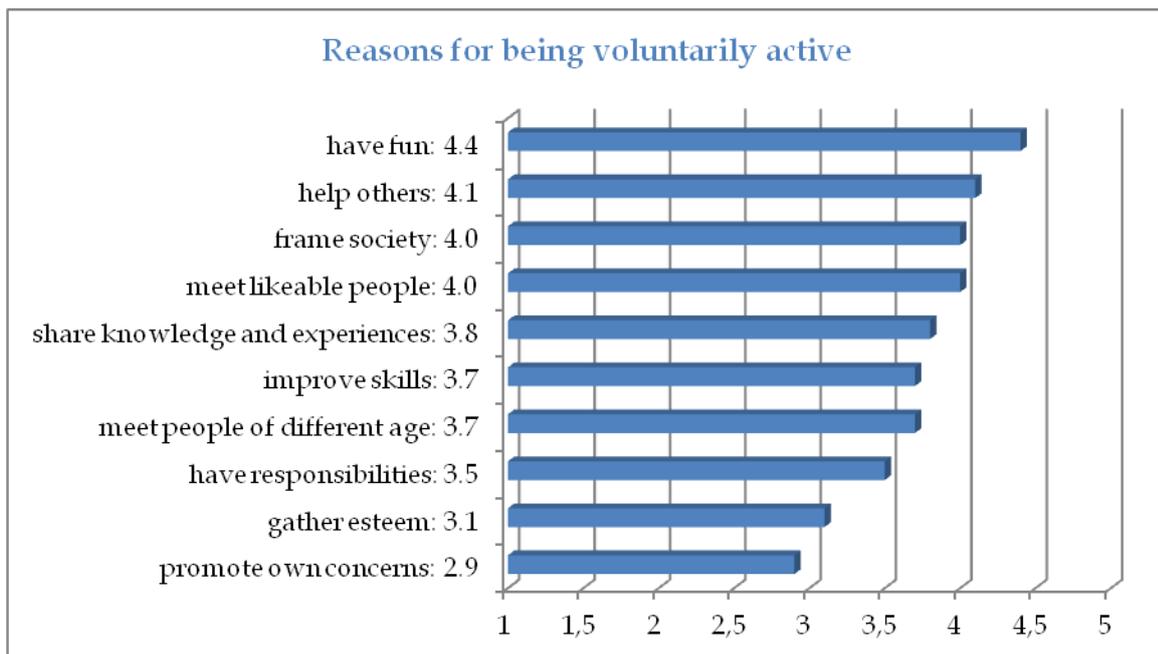
Volunteers have been asked why they are active in voluntary organizations. The results can be studied in the following figures.

Figure 32: Motivations for voluntary work



Source: Own, based on TNS-Infratest (2009: 12).

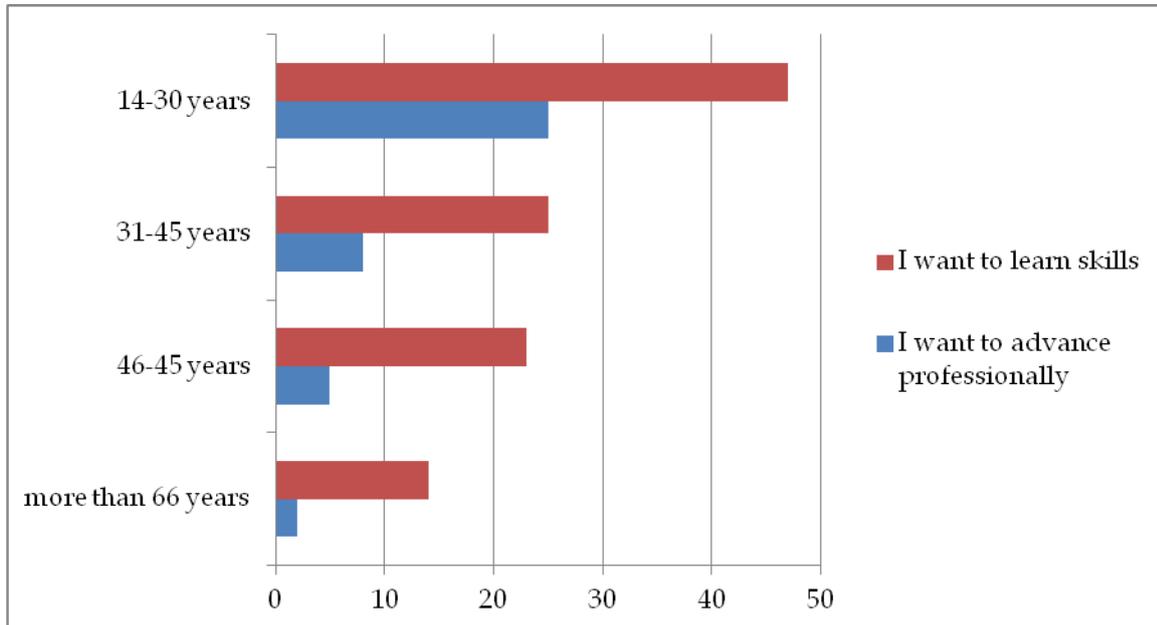
Figure 33: Reasons for being voluntarily active (1=not important; 5=very important)



Source: TNS-Infratest (2009: 13).

Finally, the last figure shows that the orientation towards individual concerns decreases significantly inversely to the age of the volunteers:

Figure 34: Own concerns as motivators for voluntary work (in %)



Source: TNS-Infratest (2009: 14).

3.3.6 Specific contributions offered by TCNs

Voluntary work has already been pointed out as an important factor for welfare and social cohesion in Germany and it is fostered by public authorities, not accidentally but for a very good reason. In practice, it does not matter if this volunteering is executed by autochthonous Germans, by migrants or by TCNs. Incidentally, TCNs' participation in voluntary associations has a positive effect in a double sense: on the one hand because of their voluntary activity and on the other hand because of their symbolic effect of being transcultural bridge builders. TCN (and migrant) engagement works as an opener for some so far mono-cultural organizations. Besides, special attention should be paid to engaged TCNs (and migrants), since they are role models appealing to migrational and autochthonous communities. Voluntary work raises the sense of mutuality and of belonging.

3.3.7 Presentation of relevant and successful experiences implemented at regional level

Third Country Nationals are voluntarily active in very diverse ways. Of course, this is true for Karlsruhe and the local region as well, although it is not common to detect TCNs by their nationality in the organizations. Certainly, positive and successful examples for migrant volunteering are numerous and could easily be named by every local expert involved in the current research project.

For reasons of complexity it was not possible to develop a system at *Karlsruhochschule* which proves, evaluates and ranks the good-practice-examples. Thus, the decision was taken to describe more than one or two relevant projects independently rather than to find out a small number of single best-practice-examples justifying their exclusivity.

The listed projects and activities do not comprise especially TCNs (or other migrants) in voluntary work but are supposed to represent experiences that stimulate intercultural spaces with barrier-free possibilities of participation for everyone.

The list is not complete and some deficits of the named examples have possibly been ignored or – much more probable – significant and valuable examples from the region have regrettably not been considered.

<p>Internationales Begegnungszentrum Karlsruhe (IBZ): The IBZ functions as a meeting center for diverse people and organizations in Karlsruhe. It was initiated in 1995 by the City of Karlsruhe and is nowadays supported by 14 organizations and public authorities. Besides regular cultural events, it offers space to numerous integrational and encounter projects which provide language support, contacts, orientation, advice and others. A highlight is the annual Festival of Intercultural Understanding, a joint effort of more than 30 organizations. Due to this, the IBZ is also considered as an estimated local actor in terms of networking.</p> <p>For more information: http://ibz-karlsruhe.de/; 30.08.2014.</p>	<p>Aktivbüro der Stadt Karlsruhe (Voluntary Agency of Karlsruhe)³⁶⁷: The Voluntary Agency of Karlsruhe is a section of the municipality. Three clerks advise, link and administer prospective volunteers and organize training courses to voluntary organizations (German and migrant organizations). Its database numbers 258 entries of voluntary organizations in Karlsruhe. Certainly, the network barely includes migrant organizations, but despite this, the agency is familiar with the advice of foreigners in search of a voluntary action. Since January 2014 60 persons have been advised. Amongst them 17 persons (28%) with migrational background and 7 TCNs (11%). Besides, from 2007 to 2010, the agency launched an initiative for the intercultural opening of civic engagement.³⁶⁸</p> <p>For more information: http://www.karlsruhe.de/b4buergerengagement/aktivbuero.de; 30.08.2014. http://www.karlsruhe.de/bme; 28.01.2015.</p>
<p>Mentoring Program “Ağabey-Abla” (Deutsch-Türkisches-Forum Stuttgart): “Ağabey-Abla” is Turkish for „Big brother and big sister“ and stands for one of the numerous projects of the Deutsch-Türkisches-Forum Stuttgart. This non-profit organization is principally active in the areas of promotion of culture, education and intercultural understanding. A main project, “Ağabey-Abla”, works since 2008 and addresses to young Turks or Germans of Turkish descent. These currently participating 80 youngsters from secondary schools and universities get on the one hand a scholarship of up to 100 Euro monthly, remunerated by two local foundations and by the City of Stuttgart. On the other hand, the stipendiaries coach school pupils from working-class families. They</p>	<p>Intercultural opening of Deutsches Rotes Kreuz Landesverband Baden-Württemberg (German Red Cross Regional Association in Baden-Württemberg): Previously, it was mentioned that traditional “German” organization lack to integrate migrant volunteers in their programs. This deficit has been picked up by the German Red Cross in Baden-Württemberg and several projects have been launched in order to open the organization in an intercultural sense.³⁶⁹ Besides, several projects with the objective of encounter at eye level in nearly every city section of the Red Cross and campaigns headlining “The German Red Cross – Not only for Germans”, and some projects of mutual cooperation between the Red Cross and migrant organizations deserve attention. For example, there are intentions to cooperate for First Aid Classes or Blood Donation Campaigns with Muslim communities.</p>

³⁶⁷ Update: Since January 2015, the Voluntary Agency merged with another public authority and is now denominated Büro für Mitwirkung und Engagement (Office for Participation and Civic Engagement).

³⁶⁸ Cf. Stadt Karlsruhe (2010).

³⁶⁹ The publication DRK Landesverband Baden-Württemberg (n.y.) portrays 29 projects of intercultural opening all over Baden-Württemberg.

<p>help with the homework, go on excursions with them or chat openly. At the same time, the stipendiaries receive qualification (e.g. in rhetoric or professional orientation).</p> <p>For more information: http://www.agabey-abla.de/; 31.08.2014.</p>	<p>Thus, every organization contributes with their own strengths and opportunities.</p> <p>For more information: http://www.drk-baden-wuerttemberg.de/angebote/migration-und-integration/interkulturelle-oeffnung.html; 31.08.2014.</p>
<p>Qualification of civic mentors (Bürgermentoren): “Bürgermentoren” is a programme launched by the Ministry of Work, Social Affairs, Family and Elderly People. Civic mentors are volunteers who are qualified especially to be able to run an own voluntary project. The areas of activities are independently eligible. In the City of Karlsruhe 80 civic mentors have been qualified. Although this program originally does not focus especially on migrants, in the last turn 16 migrants could be won for this activity. Their aim is to campaign for voluntary work amongst migrants.</p> <p>For more information: http://www.buergermentoren.de/home/_zur-Startseite.html ; 31.08.2014.</p>	<p>Bikes without borders: “Bikes without borders” is an exemplary project of the association “Freundeskreis Asyl” which targets helping refugees. The idea of the project is that volunteers and refugees repair bicycles together. These bicycles can later be borrowed by the refugees. Thus, on the one hand the otherwise isolated refugees are (voluntarily) active and get in touch with members of the receiving society. On the other hand, the refugees improve their possibilities to go shopping, go to their appointments with public authorities or participate in the society in other ways. Beyond this, it is a salutogenic, environmentally friendly and resource sustainable activity.</p> <p>For more information: http://bikeswithoutborders.blogspot.de/; 31.08.2014. http://www.kit.edu/kit/pi_2014_15148.php; 31.08.2014.</p>
<p>Modified framework for refugees in Ettlingen: According to one expert interview, the community of Ettlingen (located in the rural district of Karlsruhe) tries a different management of the frameworks for refugees. This implies firstly the abdication of the delivery of coupons and instead handing out cash to enable the refugees to administrate their assets independently. Secondly, the community offers refugees the possibility to assume little paid community work in the living quarters such as snow dozing, housekeeping and laundry service.</p> <p>More information on demand: http://www.ettlingen.de/,Lde/startseite/Bildung+_Soziales/Asyl.html; 31.08.2014.</p>	<p>Round tables asylum (Runder Tisch Asyl): According to one expert interview, some communities in the district of Karlsruhe have developed a kind of rapid deployment force whenever a new living quarter for asylum-seekers is to be installed. The idea is to counteract xenophobic developments and to assist to the new neighbors immediately. As many concerned public authorities and non-profit organizations as possible are invited to discuss the challenges and synergistically find mutual solutions.</p> <p>For more information (on the example of the village of Ittersbach): http://www.karlsbad.de/news?action=view_navigator&category_id=2560 ; 31.08.2014. http://www.karlsbad.de/news?action=view_one_article&article_id=53890 ; 31.08.2014.</p>

3.3.8 Relation between national/local integration models and TCNs civic participation

As voluntary work is a considerable constituent of common welfare and social cohesion in Germany, it is picked up in contemporary guidelines by national and local integration models.

The National Integration Plan (German: Nationaler Integrationsplan – NIP)³⁷⁰

The NIP was developed in 2007 after finally conceding that Germany is an immigration country. Roughly 400 experts, theoreticians and practitioners, from government, public authorities, federations and civic actors shaped the document which has converted in the last years into a kind of master guideline for German integration policy. The NIP consists of ten columns, amongst them column 6: *Fortification of integration through civic engagement and participation*.³⁷¹ The authors of the NIP point out that integration cannot be solely the task of the government, but needs as a *conditio sine qua non* a strong civic society and as many responsible persons as possible.³⁷² This refers especially to people with migrational background who need to be encouraged in order to take responsible positions in non-governmental organizations.³⁷³ The NIP also indicates that this objective has to be pursued in first instance on a local level. Regional and communal policy-makers are advised to ratify regulations accordingly.³⁷⁴

Agreements on a State level

Baden-Württemberg is the first and until now only German State with a specific Ministry for Integration. Hence, it is no surprise that the framework of the NIP has meanwhile been picked up. The current coalition agreement between the two governing parties frames the guideline of integration and serves as a contemporary integration model. The support of voluntary work for all population groups is one of the professed aims.³⁷⁵ This is reflected by several projects and initiatives which are promoted on the website of the Ministry.³⁷⁶ Of course, the integrational plan of the State of Baden-Württemberg dedicates a chapter a chapter to voluntary work in favor of migrants and by migrants themselves.³⁷⁷

Integration Plan for Karlsruhe (Karlsruher Integrationsplan)

Integration takes place on a local level. This is one of the most often quoted paradigms in German integration policy. In accepting this challenge, the City of Karlsruhe incorporates voluntary work in its Integration Plan issued in 2012.³⁷⁸ The city commits itself to involving persons with migrational background appropriately in all decision-making processes. This includes urban development, parent associations and civic organizations.³⁷⁹

³⁷⁰ Beauftragte der Bundesregierung (2007).

³⁷¹ Ibid.: 11.

³⁷² Ibid.: 14.

³⁷³ Ibid.: 20; 175.

³⁷⁴ Ibid.: 173; 176.

³⁷⁵ Bündnis 90/Die Grünen Baden-Württemberg / SPD Baden-Württemberg (2011: 44-45).

³⁷⁶ Ministerium für Integration, [online <] <http://www.integrationsministerium-bw.de/pb/Lde/Startseite>, (31.08.2014).

³⁷⁷ Cf. Integrationsbeauftragte des Landes Baden-Württemberg (2008: 90-92).

³⁷⁸ Stadt Karlsruhe (2012).

³⁷⁹ Ibid.: 12.

Seven indicators should measure the success³⁸⁰:

- 1st: Persons with migrational background should be represented in organizations and federations.
- 2nd: Organizations should be interculturally open.
- 3rd: Competent citizens with migrational background should be represented in political panels.
- 4th: Persons with migrational background should be considered in decision-making processes proportional their number of the total city population.
- 5th: A high voter turnout should be achieved at the election of the “Advisory Board for Immigrant Population”.
- 6th: Qualifications for volunteers should be assisted by persons with migrational background.
- 7th: Public relations should take place.

3.4 TCNs’ “ethnic” associations and civic participation through them

3.4.1 Legislative framework concerning TCNs’ associations at national, regional and local level (with a particular attention to supporting and impeding/discriminatory factors)

As we have already mentioned, the terminus of TCNs’ (ethnic) organization is not common in the German discussion about integrational topics and volunteering. Specifically, it is not clear what kind of organization could be defined as a TCNs’ organization. Should it depend on the founders’ nationality? Should it depend on the members’ nationality (and, in case, up to which percentage)? Or should it depend on the topics that the organization is addressing? However, since the TCN terminus is difficult to be administrated in social questions because of naturalizations, in Germany there are used other terms: “people with migrational background” (German: “Personen mit Migrationshintergrund”) and “migrant organizations” (German: “Migrantenorganisationen”). The findings in the following chapters mainly are based on the criteria related to these notions. The migrational background includes all foreigners (TCN and EU-citizens) living in Germany as well as all naturalized persons and all descendants of foreigners who immigrated to Germany after 1955.³⁸¹ The denomination as a “migrant organization” is not protected judicially, but usually refers to organizations which are founded by persons with a migrational background and / or with a majority of members with a migrational background.³⁸²

Volunteering in and therefore the promotion of migrant organizations is becoming more and more important. Political promotion guidelines are presented in sub-chapter 3.4.3.

³⁸⁰ Ibid.

³⁸¹ Statistisches Bundesamt (2013: 26).

³⁸² Cf. Weiss (2013: 22).

The legislative framework for migrant organizations does not significantly differ from the general framework for associations. Basically, the freedom of foundation of an association is codified in the Associations Act (German: “Vereinsgesetz” – VereinsG).³⁸³

The Act includes two special regulations (§§ 14, 15) for so called “foreigner associations” (German: “Ausländervereine”).³⁸⁴ To precisely describe it briefly, these imply that organizations with a majority of Third Country Nationals³⁸⁵ as chairmen or members can be prohibited if they counterstrike the peaceful coexistence in Germany, if they endanger the social order, if they run counter to the international commitments of the German state and if they promote aims which neglect the human dignity or which appeal for the use of violence in Germany or abroad.³⁸⁶

The special treatment of foreigner associations implies that they must inform the public authorities about any modification of their articles of association within two weeks after changing them. The data about the foreigner associations is registered at the Federal Office of Administration (German: “Bundesverwaltungsamt”).³⁸⁷ On request of the authority the associations are obligated to disclose their members’ names and addresses and the provenience and the usage of their financial resources.³⁸⁸

3.4.2 Main features of TCNs migrant associations and their activities (with particular attention to the possible role and specificities of second generations)

History

The first “migrant organizations” were established in Germany in the 1960s when a large number of guest workers settled in Germany. Right from the beginning, migrant organizations mainly took care of topics which were not represented by traditional organizations in the home country: home culture maintenance, language and religious services.³⁸⁹ The German state even encouraged the migrants to keep a bridge to their countries of origin, an incident which nowadays is criticized as the initial point of segregational tendencies.³⁹⁰ From the following decades on until now the perspectives of migrant organizations have been changing and by doing so the perception of them has changed as well. The migrant organizations experienced relevant developments in the recent time and are still doing it. These will be described in the following as their current main features:

Activities

For a long time, the migrant organizations had a social function, being bridge builders between the migrant communities and the receiving society. Besides the maintenance of customs, the new topics on their agenda are the general social assistance, education, healthcare,

³⁸³ The Act can be read online: Bundesministerium der Justiz und für Verbraucherschutz: Gesetz zur Regelung des öffentlichen Vereinsrechts (Vereinsgesetz), [online] <<http://www.gesetze-im-internet.de/vereinsg/BJNR005930964.html>>, (04.09.2014).

³⁸⁴ Cf. Jagusch (2008: 2).

³⁸⁵ Please note that the regulations for “foreigner associations” are not valid for EU-citizens.

³⁸⁶ However, these restrictions are valid for autochthonous associations, too. Jagusch (2008: 2) argues that the explicit naming of premises for the prohibition of TCNs’ associations can be interpreted as a signal that participation is unconditionally welcome.

³⁸⁷ Jagusch (2008: 3).

³⁸⁸ Ibid.

³⁸⁹ Cf. INBAS (2003: 3; 12).

³⁹⁰ Cf. Keser (2011: 5); Hunn (2011: 13).

occupational orientation, anti-racism-work and generally speaking the shaping of society.³⁹¹ Besides, migrant organizations have converted into political lobbyist and respected networking partners.³⁹² These trends not only concern the new founded migrant organizations but the established ones as well. These had to reinvent themselves by slightly turning away from the traditional objective of home country orientation.

However, especially the practice of religion is mainly in hands of migrant organizations. One of the experts pointed out that this does by no means only concerns the Muslim communities – as sometimes assumed – but different Christian currents (from Eastern-Europe, America, Africa and Eastern Asia), Jews, Bahá’i and others as well.

Not only the areas of activities have changed over the years, but the target groups, too. During the first years, migrant organizations regularly focused on one single migrant community, nowadays intercultural activities involving migrants from different communities as well as autochthonous Germans are becoming more and more usual.³⁹³

Professionalization and organizational structure

Although the main work carried out by migrant organizations is loaded onto volunteers³⁹⁴, literature and experts state that several migrant organizations are experiencing more and more a certain tendency of professionalization.³⁹⁵ This concerns most notably the areas of finances, administration of resources and public relations. Anyway, migrant organizations are still less professionalized, dispose of less developed structures and are less equipped than traditional German organizations.³⁹⁶ The deficit becomes significant, for example, in the moment of lobbying for the own interests.³⁹⁷

Networks

Despite the structural challenges of the organization, one can perceive the increase of networking amongst migrant organizations and with autochthonous partners. Bigger organizations have formed regional and umbrella organizations. These are powerful at the time of lobbying and have better chances to be fostered by support programs.³⁹⁸ However, smaller migrant organizations still suffer from not being part of networks and thus lack perception, resources and influence.³⁹⁹

Winning of new members

Very often, there is only a hard core of members managing every concern of the migrant organization and trying to involve sporadically the rest of the members.⁴⁰⁰ Thus, struggling for winning new members is crucial for the survival of the organizations. In doing so, migrant organizations focus more on personal and direct contacts than on public relations.⁴⁰¹ Furthermore, the acquisition of new members is hampered due to the fact that migrants from the second and third generation tend to participate in German organizations or even to

³⁹¹ Cf. Weiss (2013: 22); Huth (2006: 29-30); INBAS (2011: 4).

³⁹² Cf. INBAS (2011: 4).

³⁹³ Cf. INBAS (2011: 15).

³⁹⁴ Ibid.: 18.

³⁹⁵ Cf. Weiss (2013: 24).

³⁹⁶ Cf. INBAS (2012: 3).

³⁹⁷ Ibid.

³⁹⁸ Cf. Weiss (2013: 23); Keser (2012).

³⁹⁹ Cf. INBAS (2012: 3).

⁴⁰⁰ Cf. INBAS (2012: 3); Huth (2006: 38).

⁴⁰¹ Cf. INBAS (2011: 20).

found new organizations which meet their needs more appropriately and therefore, they are not very interested in participating in established migrant organizations.

3.4.3 Specific motivations underpinning TCNs' associations

The specific motivations underpinning TCNs' associations are mainly linked to the previously presented main features and to the following presented facilitating and hindering factors. As already described, the lack of offers oriented towards the migrants' needs (social advice, maintenance of language, culture and religion) has led to the foundation of migrant organizations. However, the INBAS-Sozialforschung investigation about migrant organizations in the State of Hessen has revealed the motivations for organizational voluntary engagement⁴⁰²:

- Maintenance and tradition of the own culture, identity and language
- Intercultural exchange, encounter and dialogue
- Creation of intra-cultural encounters
- Consulting and information of compatriots
- Religious services and spiritual guidance
- Integrational support
- Education and employment
- Support of independence and reduction of isolation
- Development cooperation
- Lobbying
- Soccer, music and theatre

3.4.4 Factors and conditions facilitating or hindering TCNs' associations

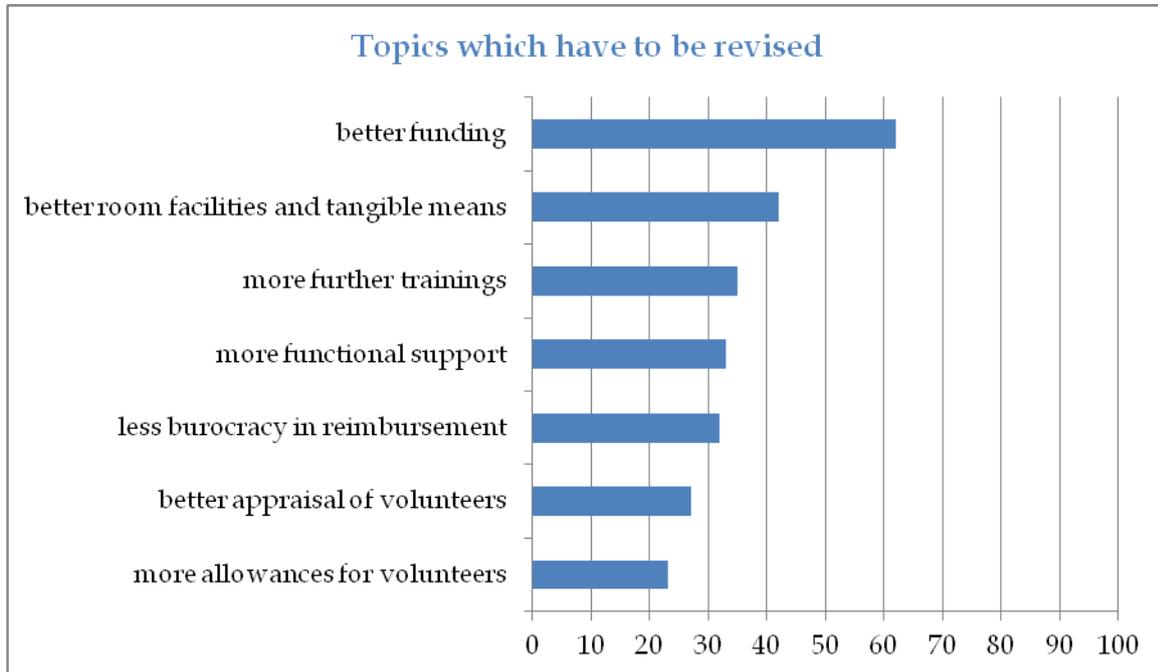
Hindering factors

Even though the important role of migrant volunteering and migrant organizations has been officially recognized⁴⁰³, the development of these organizations is still being structurally hindered. The "Voluntary Survey" revealed in general and not only for migrant organizations the most important obstacles from the perspective of the volunteers. These can be seen in the following table:

⁴⁰² Cf. *ibid.*: 26.

⁴⁰³ Cf. chapter 3.4.7.

Figure 35: Topics which have to be revised (in %; multiple responses were permitted)

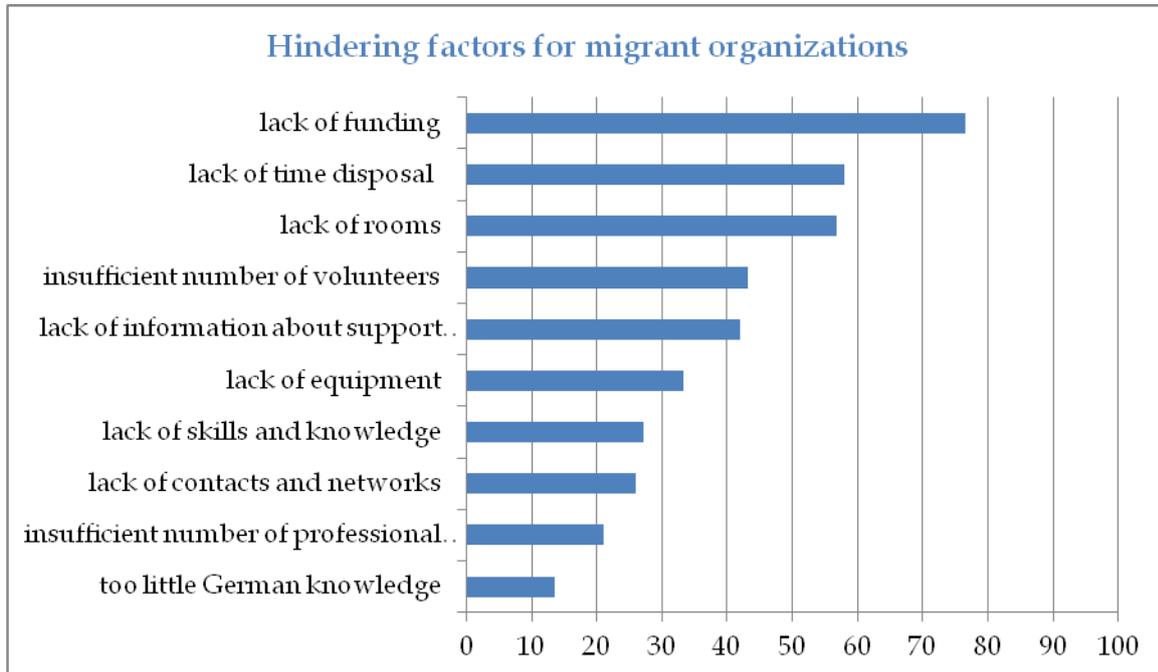


Source: Own, based on TNS-Infratest (2009: 45).

Although a high number of obstacles have been stated, it is to assume that these figures have decreased slightly in the last ten years.

A similar question about hindering factors was posed in the INBAS-Sozialforschung Study about migrant organizations in the State of Hessen. The results are not representative (N = 81), but nevertheless similar to the previously presented answers from the “Voluntary Survey”.

Figure 36: Hindering factors for migrant organizations (in %; multiple answers were permitted)



Source: Own, based on INBAS (2011: 28).

Between two-thirds and three-quarters of the organizations suffer from a lack of funding. With this burden the conducting of voluntary work is drastically hindered. The shortage impedes the implementation of activities and is furthermore embodied in the lack of adequate facilities, of equipment and of further training. Subsequently, difficulties in networking, in winning partners and in participating in proposals or applications for supporting programs will follow. This again causes a lack of funding, which completes the vicious circle. The obstacles can be found again and again throughout literature:

- “In most organizations the framework regarding finances, staff and facilities is insufficient. This obstructs learning processes”.⁴⁰⁴
- “Migrant organizations suffer from little resources of finance, personal and rooms. This obstructs the organizational work and the internal and external communication.”⁴⁰⁵
- “The lack of adequate facilities leads to the solution that one of the members archives the organizational documents at home. Thus, other members have only obstructed access to them.”⁴⁰⁶
- “The framework for migrant organizations in Germany can be resumed as follows: They are badly financed and rarely dispose of own rooms. [...] Many migrant organizations do not have professional personnel to staff an office. Thus, the accessibility is reduced and [...] the recruitment of new volunteers [is hindered].”⁴⁰⁷

⁴⁰⁴ Huth (2006b: 34). Own translation.

⁴⁰⁵ Ibid.: 36-37.

⁴⁰⁶ Ibid.: 38.

⁴⁰⁷ INBAS (2011: 26). Own translation.

- “There is no knowledge, time and competence for the application of supporting programs. There is no access to the decisive networks and sponsors; and there is no chance to co-finance the projects.”⁴⁰⁸

However, we must concede that autochthonous voluntary organizations do actually face the same challenges. The difference is that they are often well-bound in networks and profit from established cooperation relationships.⁴⁰⁹

Furthermore, the difficulty to get incorporated into established networks and to cooperate with external partners is not only due to organizational factors like the lack of knowledge or funding. Networking and participation is always a question of openness of the organization as well as of the receiving society. On the one hand, autochthonous organizations are often perceived as “closed shops” which hinder an intercultural exchange.⁴¹⁰ On the other hand, migrant organizations are often accused of being segregators and of developing parallel societies. “The question whether migrant organizations foster integration into society or whether the bonding social capital contributes to further segregation of migrants within their own community is fiercely discussed in Germany.”⁴¹¹ Meanwhile, prejudices and the lack of recognition are mutual factors in this arena of discourse.⁴¹²

Fostering factors

The described situation of hindering factors migrant organizations are confronted with has obviously been a cause for the decision to launch supporting programs. These are allocated on the federal, regional and local level. They are provided by ministries, administrative offices, integrational commissioners, (sports) associations, private foundations, parastatal organizations, unions and many more. They facilitate money, equipment, rooms, consulting, further trainings etc. Put in a nutshell, we can say that the support of migrant organizations is very diverse and cannot be described here satisfactorily. WEISS laments the non-holistic support practices and misses a systematic approach to the support of migrant organizations though. Questions of range, duration, requirements and objectives of support have not been defined yet.⁴¹³

3.4.5 Role of the sending countries (e.g. through embassies, ministries of emigration) in the promotion and functioning of TCNs’ associations

The role of the sending countries in the promotion of migrant organizations is generally marginal. Only two organizations with links to political actors abroad could be identified in Germany. Of course, many migrant organizations keep contact for example with the embassies, but this does not automatically imply a regular promotion and is rather sporadic and a sign of good will and interest on the side of the embassies.

The two organizations which are promoted more or less regularly and openly by foreign states or parties are the two umbrella organizations for (Turkish) Islamic communities: DİTİB and – to a somewhat more nebulous extent – Milli Görüş. However, the links to Turkey are

⁴⁰⁸ Cf. Weiss (2013: 26). Own translation.

⁴⁰⁹ Cf. INBAS (2011: 26).

⁴¹⁰ Cf. Huth (2006b: 31).

⁴¹¹ Cf. Huth (2006a: 26).

⁴¹² Ibid.: 29.

⁴¹³ Cf. Weiss (2013: 22-23).

rather complex and, on a first impression, not always transparent. The following presented findings base only on a small number of sources. Hence, to gain a broader understanding of the topic, a deeper study is recommendable.

To better understand the links between (Turkish) Islamic communities in Germany and Turkey, a brief insight into historic developments might be provided.

As already pointed out, the first migrant organizations focused on topics which were not covered by German organizations. The probable most important topic was the fulfilling of religious and spiritual needs. As this challenge overburdened the guest workers, principally because they did not receive assistance from a competent authority (neither from Germany nor from Turkey), “Muslim nationalists and [...] political extremist groups, [...] which were troubled in Turkey” infiltrated the mosques in Germany.⁴¹⁴ This influence was perceived more and more ungraciously by the Turkish government and in 1984 the DİTİB (“Diyamet İşleri Türk İslam Birliği” – English: “Turkish-Islamic Union for Religious Affairs” – German: “Türkisch-Islamische Union der Anstalt für Religion”) was founded as a spin-off of the DİB (“Diyamet İşleri Başkanlığı” – English: “Presidency of Religious Affairs” – German: “Präsidium für Religionsangelegenheiten”) in order to hold back this influence.⁴¹⁵ The DİB is the Office for Religious Affairs residing at the Turkish Prime Ministry. DİTİB is financed by membership fees as well as by a budget provided by the Turkish State.⁴¹⁶ All across Germany, 896 mosque associations are united under the DİTİB umbrella.⁴¹⁷ A special support conceded by the Turkish State is the deployment of “Religion Delegates” (German: “Religionsbeauftragte”), who act as prayer leader and spiritual guides in the mosque communities. In this sense, it is to mention that the academic qualification of imams by German entities is uncommon and has become a discussed and applied topic only in the last few years.⁴¹⁸

Furthermore, the relation between the Islamic Community “Milli Görüş” and the Turkish authorities is even more complicated. According to KÜCÜKHÜSEYİN and to the German Federal Protection of the Constitution (German: “Verfassungsschutz”) the Milli Görüş is associated with the Islamist SP-Party (Saadet-Partesi) in Turkey⁴¹⁹, while the community itself denies any ties to Turkish parties or entities.⁴²⁰ Of course, it is impossible to clear up this point in the range of the current research project.

3.4.6 Relevant and successful experience/s implemented at regional level

As already mentioned, the concept of Third-Country-Nationals’ organizations is not common in the German context of migrant organizations. The definite differentiation of organizations as migrant or autochthonous is complicated and often counterproductive when put into practice. The local good-practice examples presented previously in chapter 3.3.7 imply the engagement organized by Third Country Nationals. Other than these good-practice-examples have not been studied within the scope of this project.

⁴¹⁴ Kücükhüseyn (2002: 14). Own translation.

⁴¹⁵ Ibid.: 16.

⁴¹⁶ Ibid.: 16.

⁴¹⁷ Cf. DİTİB [online] < <http://www.ditib.de/default.php?id=5&lang=de>, (06.09.2014).

⁴¹⁸ Cf. SWR (2010).

⁴¹⁹ Cf. Kücükhüseyn (2002: 18); Landesamt für Verfassungsschutz Baden-Württemberg (2014).

⁴²⁰ Cf. Kücükhüseyn (2002: 18).

3.4.7 Relation between national/local integration models and TCNs civic participation through migrant associations

The special role of migrant volunteering regarding integrational success has already repeatedly been accentuated.⁴²¹ Of course, migrant volunteering can take place in autochthonous or in migrant organizations. In addition, the need of supporting measures for migrant organizations has been pointed out. This strategy is reflected in current integrational plans on Federal, State and local level. The fostering of migrant organizations, however, is not carried out as enthusiastically as the fostering of migrant volunteering in general.

National Integration Plan (German: “Nationaler Integrationsplan” – NIP):

The NIP, which has been introduced in chapter 3.3.8, states that the engagement of migrants in both autochthonous and migrant organization is enriching for society.⁴²² The special role of migrant organizations as dialogue partners and bridge builders in order to overcome educational obstacles is underlined.⁴²³ As a negotiated agreement the State promises to provide technical support for migrant organizations and to develop adjuvant networks.⁴²⁴ The objective is to allow migrant organizations to apply for funded measures.⁴²⁵

Agreements on a State level

In Baden-Württemberg, on a state level, the situation for migrant organizations is ambiguous. On the one hand, in the Integrational Plan for the State of Baden-Württemberg⁴²⁶ migrant organizations are repeatedly named as competent partners to achieve different goals on the integrational agenda. But notably, the support by supplying of personnel, training or funding is not incorporated. Hence, it seems to be nothing more than verbiage. Fortunately, on a practical and very local sphere, there is of course support in funding and technical advice for migrant organizations, for example provided by the Ministry of Integration or by the Voluntary Agencies.

Integration Plan for Karlsruhe (German: “Karlsruher Integrationsplan”)

In line with the local Integration Plan for Karlsruhe there is a chapter about voluntary work which aims at involving migrants in voluntary work. The indicators for this aim have already been quoted and will be repeated herewith:⁴²⁷

- 1st: Persons with migrational background should be represented in organizations and federations
- 2nd: Organizations should be interculturally open
- 3rd: Competent citizens with migrational background should be represented in political panels
- 4th: Persons with migrational background should be considered in decision-making processes proportional their number of the total city population

⁴²¹ Cf. chapters 3.2.1; 3.3.1; 3.3.8; 3.4.1.

⁴²² Cf. Beauftragte der Bundesregierung für Integration (2007: 20).

⁴²³ Ibid.: 65.

⁴²⁴ Ibid.: 21.

⁴²⁵ Ibid.: 175.

⁴²⁶ Cf. Integrationsbeauftragte des Landes BW (2008: 91).

⁴²⁷ Stadt Karlsruhe (2012: 22-23).

- 5th: A high voter turnout should be achieved at the election of the “Advisory Board for Immigrant Population”
- 6th: Qualifications for volunteers should be assisted by persons with migrational background
- 7th: Public relations should take place.

Interestingly, none of these indicators applies explicitly to migrant organizations. They are of course implicitly incorporated.⁴²⁸

3.4.8 Transnational activities promoted by TCNs’ associations and their links with sending countries

Many migrant organizations keep contact with people and organizations abroad. However, in the fewest cases these transnational activities are supported by the public authorities of the sending countries. Thanks to the expert interviews three fields of transnational activities could be counted:

- 1st: Development cooperation: Some organizations have the aim of supporting people in their home country. They raise funds by informing, campaigning and selling merchandise; they organize the money transfer and they finance, for example, educational, technical or sanitary projects abroad.⁴²⁹
- 2nd: Cultural exchange: Some organizations have the aim of organizing the cultural exchange. They invite foreigners to Germany or send local groups abroad. Beneficiaries are, for example artists, or scholars.⁴³⁰
- 3rd: Bilateral associations: There are several associations which have spin-offs in two or more countries. They are fundamentally bilateral or multilateral. Naturally, there are transnational interdependences and exchange of personal and ideas.⁴³¹

3.5 Summary of the third part

Within the scope of a conclusion, the main results of the research carried out at *Karlsruhochschule International University* and their implications are highlighted and discussed in the following. A combination of conclusion and summary is reasonable in order to not reproduce findings and results repeatedly and incoherently.

⁴²⁸ Ibid.

⁴²⁹ To name one example out of many, which has been named in the expert interviews: “Nuestros pequeños hermanos”. It is a children charity organization located in Karlsruhe. NPH-Deutschland [online] <<https://www.hilfuerwaisenkinder.de/>>, (07.09.2014).

⁴³⁰ For example, the „Deutsch-Türkisches Forum Stuttgart” invites Turkish artists to perform in Stuttgart. Deutsch-türkisches Forum Stuttgart: Kunst und Kultur [online] <<http://www.dtf-stuttgart.de/bereiche/kunst-kultur.html>>, (07.09.2014).

⁴³¹ For example, the Islamic umbrella organization VIKZ (Association of Islamic Cultural Centres – German: Verband Islamischer Kulturzentren) keeps sister organizations in Netherlands, Switzerland, the Czech Republic, the United States, Canada, Australia and Saudi Arabia. (Cf. Küçüküseyin 2002: 21).

Process of data collection

The data collection and analysis of experiences of TCNs participation in voluntary organizations were carried out between the months June and August 2014. It is composed by two constituents: 1st Literature review, 2nd Expert interviews.⁴³²

Termini *Third Country National* vs. *person with migrational background*

The topic of migrant volunteering has been discussed extensively and from various perspectives in the previous chapters. Firstly, it is to state that the handling of the terminus of Third Country Nationals in this context does not bring the findings forward. Preferably, the termini of persons with migrational background and migrant organization should be used, which is applied since 2005 and refers to all foreigners (TCNs and EU-citizens) living in Germany as well as all naturalized persons and all descendants of foreigners who immigrated in Germany after 1955.⁴³³

To illustrate, a member of the association *Turkish Community Baden-Württemberg e.V.* (German: Türkische Gemeinde in Baden-Württemberg – TGBW) responded an interview request with the indication that their organization is staffed mainly by German citizens (with Turkish migrational background) and their target group is the same.

State of research

Furthermore, it has become clear that data about migrants' volunteering is not exhausted yet. Especially, the incidence of non-formal volunteering should be considered stronger, as the concept of formal commitment in a voluntary organization is a rather Western-European approach and not necessarily common amongst migrants. They may prefer non-formal volunteering in form of ad-hoc engagement or neighborly aid.⁴³⁴

Main features of migrant voluntary work

The main result about migrant volunteering is that their commitment is similar to the allover German group tracing foremost activities in sports and motion, school and nursery and in religious organizations. An important finding is that voluntary work does correlate with age, social and educational milieu and gender, maybe even more than with migrational background.

However, two specificities are to be kept in mind. These are, on the one hand, the described scientific neglect of non-formal volunteering, and on the other hand, certain fields of activities which are considerably underrepresented amongst migrants: the commitment for the environment, for homosexuals and for handicapped persons and the commitment in emergency management and in traditional charity associations.⁴³⁵

Hindering factors for migrant volunteering

Participation in voluntary work is seen as an indicator for integration⁴³⁶ and is beneficial in two senses: On the hand, for the society as a beneficiary of the versatile projects and on the

⁴³² Cf. chapter 3.1.

⁴³³ Statistisches Bundesamt (2013: 26).

⁴³⁴ Cf. chapters 3.2.2; 3.3.2.

⁴³⁵ Cf. chapter 3.3.2.

⁴³⁶ Cf. IFD-Allensbach (2009: 55).

other hand, for the engaged individual due to newly acquired knowledge, networks and personal development.⁴³⁷ Thus, voluntary participation is a defined aim.

Nevertheless, there are severe hindering factors which obstruct the migrant participation in voluntary work. Some obstacles originate from the legislative framework and concern the following:⁴³⁸

- resident permit status,
- (missing) electoral franchise,
- (missing) recognition of foreign qualifications, and
- special situation of refugees.

Besides legislative obstacles, migrants face four further factors which are crucial for the possibilities and motivations of volunteering:⁴³⁹

- Structural and social integration: The probability of assuming voluntary work increases the more the individuals already participate in other areas of society besides formal volunteering.
- Social recourse: If the administrated activity is conceived positive by the social environment, the willingness to be active and therefore the probability of doing it increase.
- Personal resources: The possibility of administrating a voluntary post is always connected to the personal resources, which means disposal of money and time.
- Factors objected to the associations: Organizations which are not interculturally open are perceived as closed shops. The more an organization is open and offensively promotes its vision of diversity, the more likely the participation of any minorities is.

Having these features in mind strategies for a better commitment of migrants can be deduced. Certainly, the first factor "*structural integration*" and the third factor "*personal resources*" are only faceable by a holistic strategy and surely with a certain stamina. In contrast, the second factor "*social recourse*" and the fourth factor "*openness of associations*" could be improved by campaigning. In some traditional autochthonous associations, there is the vague cognition of having to open for cultural diversity. Hans Kleebauer, expert from the German Red Cross, who participated in the expert interviews conceded that it should be a major aim for his organization to gain more executives with migrational background.

Beside the factors which influence migrants as individuals regarding their voluntary work engagement, there are challenges obstructing migrant organization. These are not exclusive for migrant organization but especially inflict them difficulties:⁴⁴⁰

- problems in funding,
- problems in obtaining proper facilities and qualification in order to develop professionally,
- problems in taking part in vital networks, and
- problems in winning new members.

⁴³⁷ Cf. INBAS (2003: 1); TNS-Infratest (2009: 35).

⁴³⁸ Cf. chapter 3.3.1.

⁴³⁹ Cf. chapter 3.3.3.

⁴⁴⁰ Cf. chapters 3.4.2; 3.4.4.

Improvement levers

In order to face the main problems for migrant organizations Susanne HUTH proposed already in 2005 a mix of follow-up actions:⁴⁴¹

- 1st: Financing and knowledge transfer for migrant organizations.
- 2nd: Support of cooperation, networking and exchange between organizations.
- 3rd: Intercultural opening of traditional organizations.
- 4th: Compiling and dissemination of information about voluntary work.
- 5th: Improvement of appreciation (e.g. by allowances, appraisals or medial impact).
- 6th: Promotion of scientific research.

As already seen, it is especially important to support migrant organizations structurally in order to enable them to participate in proposals and applications. These are the basis for funds, facilities, qualifications, public relations and – last but not less important – recruitment of new volunteers. Again, HUTH suggests a different approach to direct to prospective volunteers.⁴⁴² This means, for example, to address in different languages and at the meeting places of the migrants' living areas.

To conclude, it is to state that migrant organizations play a relevant role in German society, which has already been far beyond the discussion of synergetic vs. effects of segregation for a long time. Integrational plans on federal level (NIP) as well as on local level accommodate to this demand. Certainly, to deploy their potential, support is imperatively required, where-at it must be noted that the influence of foreign authorities of foreign countries is negligible.

WEISS resumes the dilemma of expectation and compliance for migrant organizations:

“All integrational concepts [...] concede a prior place to migrant organizations. They are important partners who cannot be done without. They should engage in education, found parents' associations, carry out labour market projects, make political demands, be active in culture and in development politics and they should even combat terrorism. It seems that they are the 'fire department' of integrational politics.”⁴⁴³

Good-Practice-Examples

In the course of this project out of a multitude eight local good-practice examples have been presented:⁴⁴⁴

- Internationales Begegnungszentrum Karlsruhe
- Aktivbüro der Stadt Karlsruhe (Voluntary Agency of the City of Karlsruhe)
- Mentoring Programme “Ağabey-Abla” (Deutsch-Türkisches-Forum Stuttgart)
- Intercultural opening of Deutsches Rotes Kreuz Landesverband Baden-Württemberg (German Red Cross Regional Association in Baden-Württemberg)
- Qualification of *civic mentors* (Bürgermentoren)
- Bikes without borders
- Modified framework for refugees in Ettlingen
- Round tables asylum (Runder Tisch Asyl)

⁴⁴¹ Huth (2006b: 55-56).

⁴⁴² Cf. Huth (2006b: 40).

⁴⁴³ Weiss (2013: 24). Own translation.

⁴⁴⁴ Cf. chapter 3.3.7.

These examples should serve as role models and are recommended to be copied to the adapted contexts throughout Europe. They are assumed as exemplary because they

- meet the actual migrants' needs,
- involve migrants in an appreciative way,
- foster qualification and professionalization,
- open organizations and underrepresented areas of activity, and they
- consider the special situation of Third Country National refugees.

4. Final summary and outlook

During the research several aspects have emerged which interconnect the investigated topics: a) Perhaps the most salient interconnection is the refusal of usage of the term "TCNs" which has been described initially and was encountered by the research teams in all three topics, expressed by companies, voluntary organizations, helpdesks/information centers and not least by the referred people themselves; b) A transparent system which takes care of the recognition of foreign qualifications and – probably even more important – non- and informal skills, Competencies and Knowledge (SKC) should be a smart possibility for enterprises to face an upcoming shortage in highly skilled workforce. Thus, foreigners' SKC recognition could be a reasonable measure in the scope of entrepreneurial Diversity Management (DM). The recognition of non- or informal competences can be envisioned especially in the area of IT-professions. Firstly, because there is a vast labor force demand, and secondly, because it is already relatively common to develop IT-competences through non- or informal learning pathways; c) Furthermore, the missing company-specific SKC, which foreign and non-formal professionals are not familiar with, could be integrated on the job, best with the help of job-mentors. These job-mentors would, again, be a cross-over of recognition of non- and informal SKC and DM practices; d) It is not only companies (and politics) that should open and establish a welcoming culture executing tools of DM, voluntary organizations face similar challenges while applying for new members off their associations; especially the traditional charity associations can win people with migrational background, and they can learn from the DM practices of companies; e) As migrant organizations finally are considered as serious and competent partners, another field in which the areas of business and voluntary work could learn from each other and make use of their synergetic potential is the cooperation of autochthonous and migrant entities, e.g. public authorities or helpdesks can be assisted by migrant organizations due to their intercultural orientation and insights. Companies could as well make use of this potential. f) Voluntary work is interdependently linked to the recognition of formal, non- and informal SKC. First, because competences acquired through voluntary work (e.g. hobbies) usually are registered as non- or informal. An improvement of structural integration (e.g. by participation in the labor market) can lead to a higher voluntary commitment, as professional recognition, networks and income are beneficial to the individual possibilities of being voluntarily active.

The following proposals for improving the situation can be formulated; they are mainly based on local best-practice examples of migrants' volunteering work, which can serve as role models. I) The entities that are involved should meet the migrants' specific needs. II) They should involve migrants in an appreciative way. III) They should foster qualification and professionalization processes among the members of the migrants' groups. IV) They

should represent new organizations and initiate the work in underrepresented areas of activity. V) They should specifically take into consideration the situation of TCN refugees.

Of course, an increased engagement towards the improvement of the resources of the related entities would be extremely helpful. These are the basis for funds, facilities, qualifications, public relations and the recruitment of new volunteers⁴⁴⁵.

As far as the DM is concerned, specific proposals might be formulated⁴⁴⁶: a) It should be clearly defined which sort of resource “diversity” is. The closer this definition can be formulated along the value chain, the easier will be the future integration; b) A synopsis and a comparison of the global strategic position and the potential of DM should clearly show what the state of the art is; the executive board should be involved from the scratch, e.g. in a workshop about the mega-trends; c) Everybody who is involved in decision-making processes should be made aware of experiences and anxieties related to the topic – the “unconscious bias” has to be overcome in order to gain results from the potentials of diversity. This must be done by a rational and by an emotional approach; d) Step by step a model for cultural change must be developed. Low level measures, pilot projects, and continuous communication on the sense-making aspect will help to elaborate on a full-scale project. Arguments referring to nowadays challenges might help. The procurement of collective legitimation by using participative workshops will be of advantage; e) First management activities that are built on these measures should be in line with clearly defined managerial functions, e.g. diversity in marketing, diversity in sales etc. f) Openness towards the overall process should be maintained. The process can only be finished on the long run; g) The measures should be flexible enough to meet the demands of different types of industry and different types of organizations.

What might be mentioned, as an addition to these proposals, are hindrances stemming from the political framework of the treatment of people with migrational background. At some points, the political and legal framework on the national and the European scale show traces of an inflexible and ethnocentric approach towards the situation. The precondition to accomplish the tasks that are related to the complex situation that we are dealing with would therefore be a re-thinking of this approach. The cognitive biases that we have spoken about seem to be identifiable as well in the case of European politics at some point.

⁴⁴⁵ Cf. Huth, 2006b, p. 40.

⁴⁴⁶ Cf. Köppel, 2014.

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Annex A: Validation Process Overview

The validation of formal, non-formal and informal skills, knowledge and competences for third country nationals.

Proposal of the German research team in the range of the Project DIVERSE (Diversity Improvement as a Viable Enrichment Resource for Society and Economy).

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Validation Process Overview

The design of a validation-scheme for SKC (Skills, Knowledge and Competences) is a contemporary task which is more and more faced strategically (cf. CEDEFOP 2009:12). Different approaches and concepts for a validation scheme have been made and act as an inspiration for the hereby presented scheme (cf. *ibid.*:18; NETZWERK IQ 2010). The scheme is the proposal of the German research team in the range of the project DIVERSE (Diversity Improvement as a viable Enrichment Resource for Society and Economy). It was designed between March and June of 2015 at Karlsruhochschule International University (Karlsruhe, Germany) considering the expert's perspectives of local stakeholders (see Figure 1 on the next page).

Resume of the process

There is a framework requirement for the whole process which determines the criteria which must be considered or incorporated in order to apply the process reasonably. The validation process consists of four phases: Registration of SKC, Assessment, Validation, (Final) Consultancy.

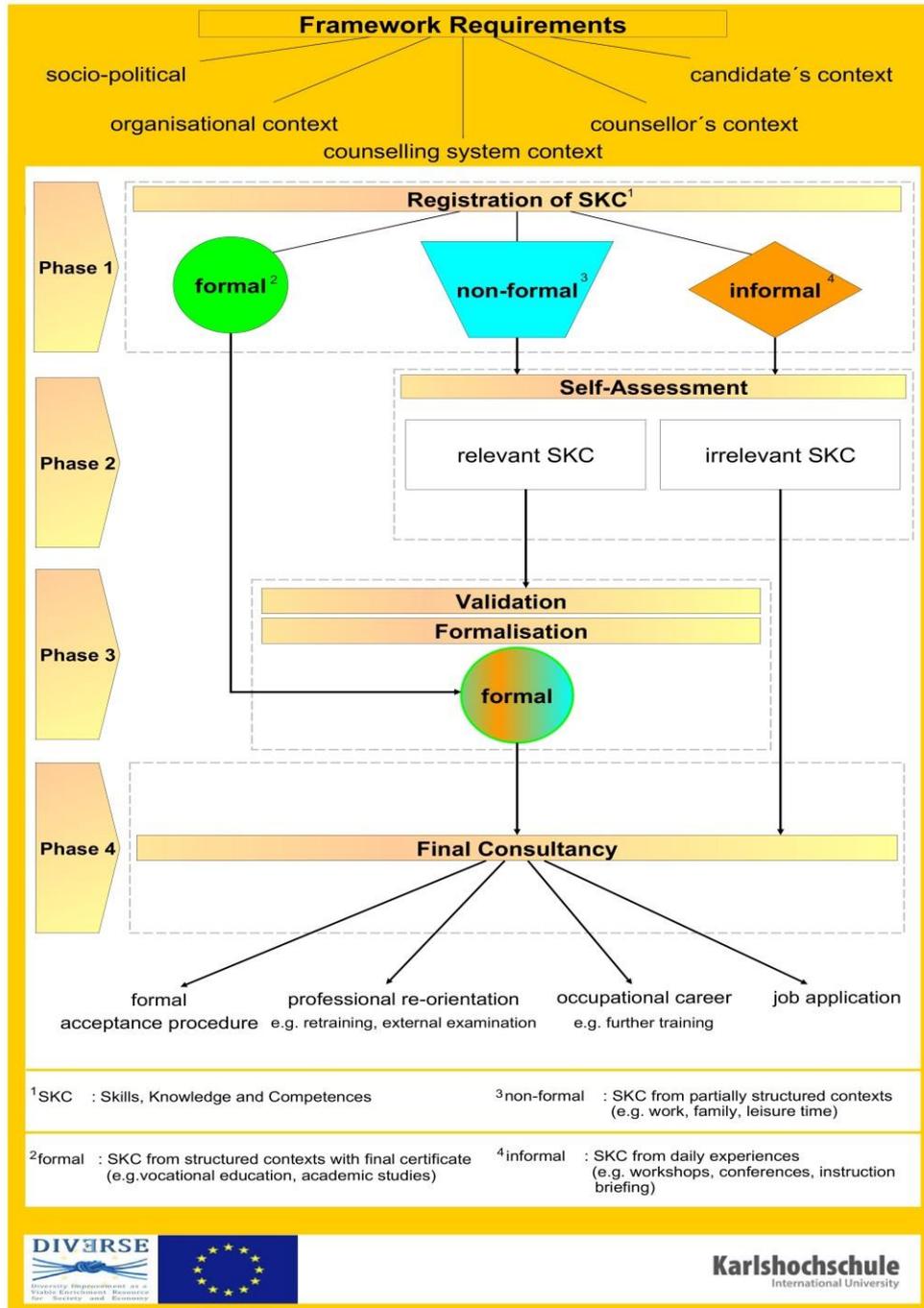
In a first step (phase 1), the candidate's SKC are registered by the candidate himself/herself in cooperation with a counselor. Afterwards the SKC are assessed by the candidate (phase 2) and reasonable SKC are identified to be subsequently validated by an expert for the aspired profession (phase 3). Finally, the candidate is certified for the result of the validation. In a final consultancy, the next steps in the candidate's occupational history are discussed. The candidate may use his/her certification/formalization of non- and informal SKC to complete his/her documents and continue pursuing his/her individual occupational history, which can mean the formal acceptance procedure, a professional re-orientation, occupational career or a job application.

Although the described process allows the registration, assessment and validation of both, on the one hand *formal* and on the other hand *non- and informal* SKC, it develops its main asset in registering *non- and informal* SKC, since the process of recognition of *formal* SKC has already been implemented to some extent successfully in Germany. Hence, the result of the process (certification/formalization of SKC) is meant to be a completion or extension of the candidate's so far existing formal documents or, in the case of not having any formal certificates, the exclusive proof of SKC.

Case Study

María is a 33 year old Argentinian living in Karlsruhe. She immigrated two years ago. When she was a 15-year old student, she already started helping her parents in the family-run bakery in Buenos Aires. There, she performed the following tasks: Baking bread and rolls, preparing traditional food, attending customers and cleaning the production-hall. Besides, she always loved photography and took part in a photography seminar offered by her school. She was even twice winner in a local youth photographers' contest. Hence, at the age of 19 she decided to study arts and photography in an Argentinian institute. To finance her study, she went on working in her family's bakery and took a weekend-job as a receptionist and cleaner in a hotel.

Figure 1: Validation of Skills, Knowledge, Competences



Source: Own.

Unfortunately, her father became severely ill two years later and the family could not afford to pay María's studies any longer. In addition, she had to leave the hotel-job and became more and more engaged in the bakery, now delivering the bakery products to hotels and restaurants

and organizing the purchases for the small enterprise. She also assisted in the care of her ill father until his death four years later.

At the age of 30 - after having worked in the bakery for 15 years - María emigrated to Germany. She took part in a German and Integration Course (Deutsch- und Integrationskurs). Her German language proficiency according to the Common European Framework of References for Languages (CEFR) is B-1. Furthermore, she is - of course - a native Spanish speaker. Now she aspires to get her SKC registered, validated and recognized.

Framework Requirement

These general conditions constitute the framework within which the process of registration, assessment, validation and consultancy can be conducted in a reliable and fair way. They are classified according to the systemic context model of counselling by SCHIERSMANN (2010: 106), who considers the following contexts: socio-political context, organisational context, counselling system context, the counsellor's context and the candidate's context. The conditions listed and explained below elaborate on IQ-FACHARBEITSKREISES KOMPETENZFESTSTELLUNG (2008), IQ-FACHARBEITSKREISES KOMPETENZ-FESTSTELLUNG (2010), WESTDEUTSCHER HANDWERKSKAMMERTAG (2013), SCHIERSMANN (2010) as well as on results of the dialogue with the stakeholder team.

1. Socio-political context

a) Public institutions

Public institutions or organisms at the national, regional or local level (e.g. federal government, provincial government, town hall) must develop a set of laws in order to promote the recognition praxis, guarantee its fairness, avoid and punish discrimination during the process and determine the source and amount of financial resources for the whole process. Generally speaking, the costs generated by the SKC validation process should mainly or totally be assumed by the public institution and not be charged to the applicant.

Furthermore, the implementation of systems of SKC validation should guarantee its accessibility for all inhabitants (independently of their national citizenship) through a proper communication of its existence as well as through the provision of enough resources. The hereby presented audit scheme is generally useful for all persons regardless of their citizenship.

b) Society

Public institutions should also foster a change in the social perception of the issue, reinforcing the awareness of the importance of informally acquired competences. The civil society should understand and appreciate the role of recognition for integration and therefore be committed to the process.

2. Organizational context

a) Contact and counselling center

The counselling center must set the candidate, his/her interest and his/her point of view at the center of the process. It also must deal with the information provided by the candidate with the highest level of confidentiality.

The quality and professionalism of the contact and counselling center must be warranted by the following features:

- Diversity management belongs to the company principles and it is especially applied when selecting methods for the assessment and for the consultancy.
- A quality management concept ensures the continuous improvement of the SKC assessment instrument through the reflection by all people concerned on the impact of its application, as well as the regular training of the personnel involved.

b) Companies and employers

They should increasingly be aware of the importance of informally acquired SKC and consequently reconsider their personnel and organizational development policies according to the expansion of methods of SKC validation.

Companies and employers must contribute to the process and also to be part of it. They should be integrated into a network of specialists. Their participation will increase their acceptance of the process.

3. The counselling system context

Main prerequisite of the counselling system is its orientation to one and only goal: to provide guidance in career planning through a scheme of documentation and certification of SKC that guarantees the connectivity to the labor market. For this goal an extensive initial interview for reaching a common level of understanding among the actors of the process is necessary.

General conditions regarding a correct functionality of a system of SKC validation and counselling are confidentiality, impartiality, fairness and transparency. Furthermore, no standardization is desirable but rather the opposite: every decision (for example on methods or instruments) should be taken under consideration of personal and circumstantial aspects. Therefore, gender-specific and cultural aspects as well as life circumstances must be considered when designing the process.

Several further conditions are related to the perception and communication during the validation process. A first point is the necessity to design the recognition process in a dialogical form so that the applicant can arrange it as a self-discovery process that leads to a strengthening of himself/herself. In attention to different possible abilities with languages as well as with the local language, the main written materials of the validation process should exist in as many languages as possible (multilingualism), but at least in all world languages and in the most extended languages in the territories from which statistically a higher number of migrants proceed. Furthermore, the same documents should exist in the normal local language and in a "plain language" version of the same (this corresponds to an A2 or B1 level) in order to ensure understanding and accessibility. In correlation to this, each SKC assessment method is to be classified according to CEFR (Common European Framework of Reference for Languages) in order that the candidate knows in advance the level of language skills which are required in the process. In general, it is to say that applied methods and instruments as well as committed tasks must be adapted to the language and the language level of the applicants or they must receive support services in this concern (i.e. interpreters, dictionaries or additional time).

4. The counsellor's context

The specific qualification of the personnel in charge of conducting the process of SKC recognition is of utmost importance for its success. Formal qualification of these personnel must include qualification and experience in the implementation of competence assessment procedures and knowledge on the national education and vocational training system, as well as pro-

fessional and further education pathways, knowledge of the labor market, several (at least 3 to 5) years of professional experience in consulting, besides pedagogic competence, experience with the target group and knowledge on biographic issues of immigrants.

The function of counsellor requires also personal abilities: proficiency in English and preferably more migrant languages, intercultural experience, reflexive intercultural competence and understanding and constructive dealing with uncertainty and confusing or strange situations of consulting.

At last, in the phase of validation a multicultural and interdisciplinary team working under the four-eyes principle can be most effective in order to consider technical or cultural misconception (e.g. if the candidate applies a method which is characteristic for his/her environment).

5. The candidate's context

Transparency dealing with the provided information is also a primordial condition regarding the context of the applicant. Furthermore, clear information about the candidate's motivation for taking part in the process can be very helpful for the counsellor. Likewise, it is important to consider the candidate's preconditions regarding if there is distance or openness to take part in the described process or if the process seems rather embarrassing to him/her for personal or cultural reasons.

Nevertheless, the capital condition regarding the candidate's context is the voluntariness of his or her application.

Phase 1: Registration of SKC

The candidate who wants his/her SKC to be registered, validated and formalized addresses himself/herself to a counselling center, which provides him/her with a counsellor for the entire process of registration, assessment, validation, formalization and final consultancy (cf. *frame for the process*). There have been spotted several methods for the listing of experiences and registration of SKC. None of them addresses especially to Third Country Nationals (TCN), but some are directed to migrants (cf. BAUER ET AL. 2009, KNABE 2009:20ff., NETZWERK IQ 2008). In nearly all of the SKC-registration-methods the candidate is conducted by a counsellor who maps the SKC through a kind of biographical interview, which mostly consists of two or more working sessions. It is important that not only working experiences but also experiences gathered in other life worlds (e.g. family, leisure time, crucial life-events) should be considered. Due to their scientific development, their long range and their transparency, at least two general instruments for registration of SKC can be considered as well-proven practice: the *ProfilPASS* (<http://www.profilpass.de/>) and the *Kompetenzbilanz für MigrantInnen* (JAECKEL / ERLER 2003). In both, the candidate describes rather openly all the tasks she/he has carried out so far in her/his life (*register of experiences*) (cf. BRETSCHNEIDER / PREIBER 2003:6/7). With the help of the counselor this unstructured list of experiences is transformed into a register of SKC. It is indicated explicitly that SKC means both: key competences (like time management, responsibility, communicative skills) and professional competences (like html-programming, baking or roofing). At the same time, the counselor asks the candidate for proof for the SKC like certificates, reference letters and others (Portfolio Method).

Another tool for registration of SKC will be developed by the local (Baden-Württemberg) project AiKo (<http://www.aiko.agenturq.de/start/>). It has a different approach by desisting from

a counsellor and leaving the registration merely in the candidate's hands and by focusing – not only, but mainly – on professional SKC, in this particular case in the metalworking- and electrical industry. Since the project is still in process and there have not been published any results yet, it can't be taken into consideration so far and it is here only referred to the sake of completeness.

Case Study

María and her counsellor analyze her biography considering experiences gained in several life worlds and life events. They spot the following experiences (column 1: List of Experiences) from which the SKC (column 2: Register of SKC) are deductible. The counsellor, who should be experienced in this method, has the important role of helping to deduce the SKC from the experiences. In a last step, the candidate and the counsellor gather proof (column 3) which prove the existence or even the quality of the SKC. Although approvals do not have to be just certificates from formalized learning settings but can also consist of photographs, letters etc., normally only a small number of the SKC are provable/certificated.

Figure 2: Registration of SKC

List of Experiences	Register of SKC	Proof (Certificates)
Baking of Bread and Rolls	Baking (Skill)	None
Preparing of traditional food	Baking (Skill)	None
Selling	Saleswoman's Skills	None
	Customer Service	None
	Resilience	None
Cleaning of the production-hall	Tidiness	None
Photography	Photographer's Skills	Award
	Creativeness	Photography, award
Study of arts	Artist Knowledge	Certificate of matriculation / no results
	Creativeness	None
	Self-organization	None
Attending to guests in a hotel	Receptionist's Skills	None
	Customer Service	None
Cleaning in a Hotel	Tidiness	None
	Resilience	None
Purchase	Purchaser's Skills	None
	Responsibility	None
Delivery	Deliverer's Skills	None
Caring of her father	Care-taker's Skills	None
	Responsibility	None
Life-Events	Responsibility	None

	Resilience	None
	Self-Organization	None
	Spanish	None
	German	B-1

Source: Own.

Phase 2: Assessment

The SKC in the register (phase 1) have not been ranked in any sense so far. This is executed in the second phase.

The candidate assesses himself the level of his/her competences with the assistance of the counsellor. The assessment is based on the DQR (German Qualifications Frame), deriving from the European Qualifications Frame (EQF). Originally the EQF and DQR were designed to compare *formal* national qualifications amongst European countries. The disadvantage of this ranking of formal qualification-levels is their negligence of *non-formal* and *informal* learning settings. However, the EQF furthermore describes the requirement of certain skills, knowledge and competences which must be achieved on the particular EQF-levels. The German Qualifications Frame (DQR) altered these descriptors slightly into the requirement of knowledge (Wissen), skills (Fertigkeiten), social competence (Sozialkompetenz) and independence (Selbständigkeit) to be obtained on the particular level (cf. AK DQR 2011:6-7). For example, level 5 looks like this:

Figure 3: DQR descriptors for Level 5. Source: AK DQR (2011:6).

Niveau 5
Über Kompetenzen zur selbständigen Planung und Bearbeitung umfassender fachlicher Aufgabenstellungen in einem komplexen, spezialisierten, sich verändernden Lernbereich oder beruflichen Tätigkeitsfeld verfügen.

Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über integriertes Fachwissen in einem Lernbereich oder über integriertes berufliches Wissen in einem Tätigkeitsfeld verfügen. Das schließt auch vertieftes fachtheoretisches Wissen ein. Umfang und Grenzen des Lernbereichs oder beruflichen Tätigkeitsfelds kennen.	Über ein sehr breites Spektrum spezialisierter kognitiver und praktischer Fertigkeiten verfügen. Arbeitsprozesse übergreifend planen und sie unter umfassender Einbeziehung von Handlungsalternativen und Wechselwirkungen mit benachbarten Bereichen beurteilen. Umfassende Transferleistungen erbringen.	Arbeitsprozesse kooperativ, auch in heterogenen Gruppen, planen und gestalten, andere anleiten und mit fundierter Lernberatung unterstützen. Auch fachübergreifend komplexe Sachverhalte strukturiert, zielgerichtet und adressatenbezogen darstellen. Interessen und Bedarf von Adressaten vorausschauend berücksichtigen.	Eigene und fremd gesetzte Lern- und Arbeitsziele reflektieren, bewerten, selbstgesteuert verfolgen und verantworten sowie Konsequenzen für die Arbeitsprozesse im Team ziehen.

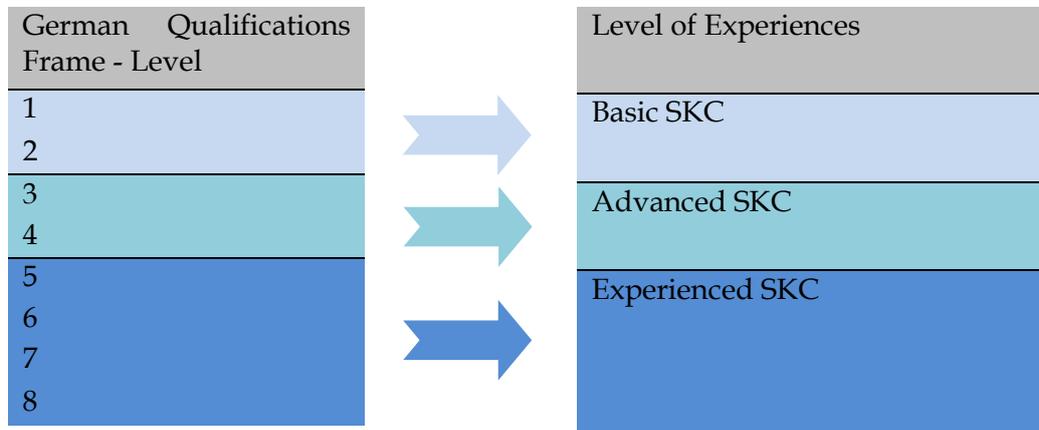
Source: AK DQR (2011: 6).

Assessing SKC according to these level-requirements would be quite complex and impracticable for inexperienced persons, all the more, as the accurate assessment should be carried out by the candidate, not by the counsellor (cf. *framework requirement*). Thus, we recommend translating the levels to three levels known from the assessment of candidates in the Federal Employment Office in Germany: *Basic SKC* (Grundkenntnisse), *Advanced SKC* (erweiterte Kenntnisse) and *Experienced SKC* (Expertenkenntnisse) (=> see tables below). Please note, that it is not the formal (!) qualification level which is assessed, but the requirement levels relating SKC which can be obtained by formal, non-formal or informal learning.

The counselor's role consists in questioning the candidate and helping him/her to reflect and understand the SKC-concepts. On the basis of the SKC-Assessment, the candidate and the counsellor decide which profession(s) is/are to be aspired and which SKC reasonably should be validated. By this, the procedure combines subject-oriented (formative) methods (which

focus on the individual's resources) with requirement-oriented (summative) methods (which focus on the labor market demands) (cf. NETZWERK IQ 2008:9/10; CEDEFOP 2009:29)

Figure 4: German Qualifications Frame (DQR) and translation to Level of Experiences



Source: Own.

SKC-Assessment Level 1 (Basic SKC)

Figure 5: DQR Descriptors for levels 1 & 2

Niveau 1			
Über Kompetenzen zur Erfüllung einfacher Anforderungen in einem überschaubar und stabil strukturierten Lern- oder Arbeitsbereich verfügen. Die Erfüllung der Aufgaben erfolgt unter Anleitung.			
Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über elementares allgemeines Wissen verfügen. Einen ersten Einblick in einen Lern- oder Arbeitsbereich haben.	Über kognitive und praktische Fertigkeiten verfügen, um einfache Aufgaben nach vorgegebenen Regeln auszuführen und deren Ergebnisse zu beurteilen. Elementare Zusammenhänge herstellen.	Mit anderen zusammen lernen oder arbeiten, sich mündlich und schriftlich informieren und austauschen.	Unter Anleitung lernen oder arbeiten. Das eigene und das Handeln anderer einschätzen und Lernberatung annehmen.
Niveau 2			
Über Kompetenzen zur fachgerechten Erfüllung grundlegender Anforderungen in einem überschaubar und stabil strukturierten Lern- oder Arbeitsbereich verfügen. Die Erfüllung der Aufgaben erfolgt weitgehend unter Anleitung.			
Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über elementares allgemeines Wissen verfügen. Über grundlegendes allgemeines Wissen und grundlegendes Fachwissen in einem Lern- oder Arbeitsbereich verfügen.	Über grundlegende kognitive und praktische Fertigkeiten zur Ausführung von Aufgaben in einem Lern- oder Arbeitsbereich verfügen und deren Ergebnisse nach vorgegebenen Maßstäben beurteilen sowie Zusammenhänge herstellen.	In einer Gruppe mitwirken. Allgemeine Anregungen und Kritik aufnehmen und äußern. In mündlicher und schriftlicher Kommunikation situationsgerecht agieren und reagieren.	In bekannten und stabilen Kontexten weitgehend unter Anleitung verantwortungsbewusst lernen oder arbeiten. Das eigene und das Handeln anderer einschätzen. Vorgegebene Lernhilfen nutzen und Lernberatung nachfragen.

Source: AK DQR (2011: 6).

Explanation: If the candidate's SKC correspond to the levels 1 and 2 of the German Qualification Frame (DQR) they should be assessed as "Basic SKC" (see Table above). According to the AK DQR (2014: 2) these levels correlate with the formal formation prior to the vocational education system:

Figure 6: Formal qualifications according to DQR I

1	<ul style="list-style-type: none"> ▪ Berufsausbildungsvorbereitung <ul style="list-style-type: none"> • Maßnahmen der Arbeitsagentur (BvB) • Berufsvorbereitungsjahr (BVJ)
2	<ul style="list-style-type: none"> ▪ Berufsausbildungsvorbereitung <ul style="list-style-type: none"> • Maßnahmen der Arbeitsagentur (BvB) • Berufsvorbereitungsjahr (BVJ) • Einstiegsqualifizierung (EQ) ▪ Berufsfachschule (Berufliche Grundbildung)

Source: AK DQR (2014: 2).

SKC-Assessment Level 2 (Advanced SKC)

Figure 7: DQR descriptors for levels 3 & 4

Niveau 3 Über Kompetenzen zur selbständigen Erfüllung fachlicher Anforderungen in einem noch überschaubaren und zum Teil offen strukturierten Lernbereich oder beruflichen Tätigkeitsfeld verfügen.			
Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über erweitertes allgemeines Wissen oder über erweitertes Fachwissen in einem Lernbereich oder beruflichen Tätigkeitsfeld verfügen.	Über ein Spektrum von kognitiven und praktischen Fertigkeiten zur Planung und Bearbeitung von fachlichen Aufgaben in einem Lernbereich oder beruflichen Tätigkeitsfeld verfügen. Ergebnisse nach weitgehend vorgegebenen Maßstäben beurteilen, einfache Transferleistungen erbringen.	In einer Gruppe mitwirken und punktuell Unterstützung anbieten. Die Lern- oder Arbeitsumgebung mitgestalten, Abläufe gestalten und Ergebnisse adressatenbezogen darstellen.	Auch in weniger bekannten Kontexten eigenständig und verantwortungsbewusst lernen oder arbeiten. Das eigene und das Handeln anderer einschätzen. Lernberatung nachfragen und verschiedene Lernhilfen auswählen.
Niveau 4 Über Kompetenzen zur selbständigen Planung und Bearbeitung fachlicher Aufgabenstellungen in einem umfassenden, sich verändernden Lernbereich oder beruflichen Tätigkeitsfeld verfügen.			
Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über vertieftes allgemeines Wissen oder über fachtheoretisches Wissen in einem Lernbereich oder beruflichen Tätigkeitsfeld verfügen.	Über ein breites Spektrum kognitiver und praktischer Fertigkeiten verfügen, die selbständige Aufgabenbearbeitung und Problemlösung sowie die Beurteilung von Arbeitsergebnissen und -prozessen unter Einbeziehung von Handlungsalternativen und Wechselwirkungen mit benachbarten Bereichen ermöglichen. Transferleistungen erbringen.	Die Arbeit in einer Gruppe und deren Lern- oder Arbeitsumgebung mitgestalten und kontinuierlich Unterstützung anbieten. Abläufe und Ergebnisse begründen. Über Sachverhalte umfassend kommunizieren.	Sich Lern- und Arbeitsziele setzen, sie reflektieren, realisieren und verantworten.

Source: AK DQR (2011: 6).

Explanation: If the candidate’s SKC correspond to the levels 3 or 4 of the German Qualification Frame (DQR) they should be assessed as “ADVANCED SKC” (see Table above). According to the AK DQR (2014: 2), these levels correlate with the formal formation of the formal vocational education system (German: “Berufsausbildungssystem”):

Figure 8: Formal qualifications according to DQR II

3	<ul style="list-style-type: none"> ▪ Duale Berufsausbildung (2-jährige Ausbildungen) ▪ Berufsfachschule (Mittlerer Schulabschluss)
4	<ul style="list-style-type: none"> ▪ Duale Berufsausbildung (3- und 3 ½-jährige Ausbildungen) ▪ Berufsfachschule (Assistentenberufe) ▪ Berufsfachschule (vollqualifizierende Berufsausbildung nach BBiG/HwO)

Source: AK DQR (2014: 2).

SKC-Assessment Level 3 (Experienced SKC)

Figure 9: DQR descriptors for levels 5-8

Niveau 5			
Über Kompetenzen zur selbständigen Planung und Bearbeitung umfassender fachlicher Aufgabenstellungen in einem komplexen, spezialisierten, sich verändernden Lernbereich oder beruflichen Tätigkeitsfeld verfügen.			
Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über integriertes Fachwissen in einem Lernbereich oder über integriertes berufliches Wissen in einem Tätigkeitsfeldverfügen. Das schließt auch vertieftes fachtheoretisches Wissen ein. Umfang und Grenzen des Lernbereichs oder beruflichen Tätigkeitsfelds kennen.	Über ein sehr breites Spektrum spezialisierter kognitiver und praktischer Fertigkeiten verfügen. Arbeitsprozesse übergreifend planen und sie unter umfassender Einbeziehung von Handlungsalternativen und Wechselwirkungen mit benachbarten Bereichen beurteilen. Umfassende Transferleistungen erbringen.	Arbeitsprozesse kooperativ, auch in heterogenen Gruppen, planen und gestalten, andere anleiten und mit fundierter Lernberatung unterstützen. Auch fachübergreifend komplexe Sachverhalte strukturiert, zielgerichtet und adressatenbezogen darstellen. Interessen und Bedarf von Adressaten vorausschauend berücksichtigen.	Eigene und fremd gesetzte Lern- und Arbeitsziele reflektieren, bewerten, selbstgesteuert verfolgen und verantworten sowie Konsequenzen für die Arbeitsprozesse im Team ziehen.
Niveau 6			
Über Kompetenzen zur Planung, Bearbeitung und Auswertung von umfassenden fachlichen Aufgaben- und Problemstellungen sowie zur eigenverantwortlichen Steuerung von Prozessen in Teilbereichen eines wissenschaftlichen Faches oder in einem beruflichen Tätigkeitsfeld verfügen. Die Anforderungsstruktur ist durch Komplexität und häufige Veränderungen gekennzeichnet.			
Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über breites und integriertes Wissen einschließlich der wissenschaftlichen Grundlagen, der praktischen Anwendung eines wissenschaftlichen Faches sowie eines kritischen Verständnisses der wichtigsten Theorien und Methoden (entsprechend der Stufe 1 [Bachelor-Ebene] des Qualifikationsrahmens für Deutsche Hochschulabschlüsse) oder über breites und integriertes berufliches Wissen einschließlich der aktuellen fachlichen Entwicklungen verfügen. Kenntnisse zur Weiterentwicklung eines wissenschaftlichen Faches oder eines beruflichen Tätigkeitsfeldes besitzen. Über einschlägiges Wissen an Schnittstellen zu anderen Bereichen verfügen.	Über ein sehr breites Spektrum an Methoden zur Bearbeitung komplexer Probleme in einem wissenschaftlichen Fach, (entsprechend der Stufe 1 [Bachelor-Ebene] des Qualifikationsrahmens für Deutsche Hochschulabschlüsse), weiteren Lernbereichen oder einem beruflichen Tätigkeitsfeld verfügen. Neue Lösungen erarbeiten und unter Berücksichtigung unterschiedlicher Maßstäbe beurteilen, auch bei sich häufig ändernden Anforderungen.	In Expertenteams verantwortlich arbeiten oder Gruppen oder Organisationen ⁴ verantwortlich leiten. Die fachliche Entwicklung anderer anleiten und vorausschauend mit Problemen im Team umgehen. Komplexe fachbezogene Probleme und Lösungen gegenüber Fachleuten argumentativ vertreten und mit ihnen weiterentwickeln.	Ziele für Lern- und Arbeitsprozesse definieren, reflektieren und bewerten und Lern- und Arbeitsprozesse eigenständig und nachhaltig gestalten.

Niveau 7
Über Kompetenzen zur Bearbeitung von neuen komplexen Aufgaben- und Problemstellungen sowie zur eigenverantwortlichen Steuerung von Prozessen in einem wissenschaftlichen Fach oder in einem strategierorientierten beruflichen Tätigkeitsfeld verfügen. Die Anforderungsstruktur ist durch häufige und unvorhersehbare Veränderungen gekennzeichnet.

Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über umfassendes, detailliertes und spezialisiertes Wissen auf dem neuesten Erkenntnisstand in einem wissenschaftlichen Fach (entsprechend der Stufe 2 [Master-Ebene] des Qualifikationsrahmens für Deutsche Hochschulabschlüsse) oder über umfassendes berufliches Wissen in einem strategierorientierten beruflichen Tätigkeitsfeld verfügen. Über erweitertes Wissen in angrenzenden Bereichen verfügen.	Über spezialisierte fachliche oder konzeptionelle Fertigkeiten zur Lösung auch strategischer Probleme in einem wissenschaftlichen Fach (entsprechend der Stufe 2 [Master-Ebene] des Qualifikationsrahmens für Deutsche Hochschulabschlüsse) oder in einem beruflichen Tätigkeitsfeld verfügen. Auch bei unvollständiger Information Alternativen abwägen. Neue Ideen oder Verfahren entwickeln, anwenden und unter Berücksichtigung unterschiedlicher Beurteilungsmaßstäbe bewerten.	Gruppen oder Organisationen im Rahmen komplexer Aufgabenstellungen verantwortlich leiten und ihre Arbeitsergebnisse vertreten. Die fachliche Entwicklung anderer gezielt fördern. Bereichsspezifische und -übergreifende Diskussionen führen.	Für neue anwendungs- oder forschungsorientierte Aufgaben Ziele unter Reflexion der möglichen gesellschaftlichen, wirtschaftlichen und kulturellen Auswirkungen definieren, geeignete Mittel einsetzen und hierfür Wissen eigenständig erschließen.

Niveau 8
Über Kompetenzen zur Gewinnung von Forschungserkenntnissen in einem wissenschaftlichen Fach oder zur Entwicklung innovativer Lösungen und Verfahren in einem beruflichen Tätigkeitsfeld verfügen. Die Anforderungsstruktur ist durch neuartige und unklare Problemlagen gekennzeichnet.

Fachkompetenz		Personale Kompetenz	
Wissen	Fertigkeiten	Sozialkompetenz	Selbständigkeit
Über umfassendes, spezialisiertes und systematisches Wissen in einer Forschungsdisziplin verfügen und zur Erweiterung des Wissens der Fachdisziplin beitragen (entsprechend der Stufe 3 [Doktorats-Ebene] des Qualifikationsrahmens für Deutsche Hochschulabschlüsse) oder über umfassendes berufliches Wissen in einem strategie- und innovationsorientierten beruflichen Tätigkeitsfeld verfügen. Über entsprechendes Wissen an den Schnittstellen zu angrenzenden Bereichen verfügen.	Über umfassend entwickelte Fertigkeiten zur Identifizierung und Lösung neuartiger Problemstellungen in den Bereichen Forschung, Entwicklung oder Innovation in einem spezialisierten wissenschaftlichen Fach (entsprechend der Stufe 3 [Doktorats-Ebene] des Qualifikationsrahmens für Deutsche Hochschulabschlüsse) oder in einem beruflichen Tätigkeitsfeld verfügen. Innovative Prozesse auch tätigkeitsfeldübergreifend konzipieren, durchführen, steuern, reflektieren und beurteilen. Neue Ideen und Verfahren beurteilen.	Organisationen oder Gruppen mit komplexen bzw. interdisziplinären Aufgabenstellungen verantwortlich leiten, dabei ihre Potenziale aktivieren. Die fachliche Entwicklung anderer nachhaltig gezielt fördern. Fachübergreifend Diskussionen führen und in fachspezifischen Diskussionen innovative Beiträge einbringen, auch in internationalen Kontexten.	Für neue komplexe anwendungs- oder forschungsorientierte Aufgaben Ziele unter Reflexion der möglichen gesellschaftlichen, wirtschaftlichen und kulturellen Auswirkungen definieren, geeignete Mittel wählen und neue Ideen und Prozesse entwickeln.

Source: AK DQR (2011: 6-7).

Explanation: If the candidate's SKC correspond to the levels 5-8 of the German Qualification Frame (DQR) they should be assessed as "Experienced SKC" (see Table above). According to the DQR (2014: 2) these levels correlate with experienced formal formation of the formal vocational education system (Berufsausbildungssystem: Spezialist, Meister, etc.) or with university degrees (Bachelor, Master, etc.):

Figure 10: Formal qualifications according to DQR III

5	<ul style="list-style-type: none"> ▪ IT-Spezialist (Zertifizierter)* ▪ Servicetechniker (Geprüfter)*
6	<ul style="list-style-type: none"> ▪ Bachelor ▪ Fachkaufmann (Geprüfter)* ▪ Fachschule (Staatlich Geprüfter ...) ▪ Fachwirt (Geprüfter)* ▪ Meister (Geprüfter)* ▪ Operativer Professional (IT) (Geprüfter)*
7	<ul style="list-style-type: none"> ▪ Master ▪ Strategischer Professional (IT) (Geprüfter)*
8	<ul style="list-style-type: none"> ▪ Promotion

Source: AK DQR (2014: 2).

Case Study

María's registered SKC (phase 1) are united so that repeatedly registered SKC (e.g. Baking, Responsibility etc.) are assessed once submitted. María self-assesses her SKC according the three levels basic, advances and experienced SKC which are deducible form the DQR-level-requirements. Please note that the most developed SKC may be the ones learned in informal settings and therefore not-provable instead of the approved and formalized ones.

Figure 11: Assessment of SKC

Register of SKC	Proof (Certificates)	Assessment
Baking	None	Experienced SKC
Saleswoman's Skills	None	Advanced SKC
Customer Service	None	Advanced SKC
Resilience	None	Experienced SKC
Tidiness	None	Advanced SKC
Photographer's Skills	award	Basic SKC
Creativeness	Photography, award	Basic SKC
Artist Knowledge	Certificate of matriculation / no results	Advanced SKC
Self-organization	None	Experienced Skills
Receptionist's Skills	None (Reference Letters are not usual in Argentina)	Basic SKC
Purchaser's Skills	None	Basic SKC
Responsibility	None	Experienced SKC
Deliverer's Skills	None	Basic SKC
Care-taker's Skills	None	Basic SKC
Spanish	None	Experienced SKC
German	B-1	Advanced SKC

Source: Own.

Based on this assessment María and her counsellor agree on aspiring primarily to the bakery profession and the corresponding SKC, due to the fact that she is most experienced in this topic, although "photograph" and "care-taker" could be taken into consideration as well.

Phase 3: Validation

The candidate's register and assessment are handed out to an expert in validation for the aspired profession. His/her task is to validate the candidates SKC in regarding the professional needs and requirements. The expert should preferably come from the particular institution which is likewise responsible for the formal acceptance procedure for foreign qualifications (cf. NETZWERK IQ 2010: 24). Thereby, friction loss and time waste due to ambiguous responsibilities will be prevented.

Pursuant to the bibliography, the validation of registered SKC is an exception so far (cf. BRETSCHNEIDER 2006: 11). The hereby presented phase of validation is inspired by the lately

originated “Qualifikationsanalyse” (WESTDEUTSCHER HANDWERKSKAMMERTAG 2013). Restricted to certain circumstances (ibid.: 3), the “Qualifikationsanalyse” allows foreign workers the validation of SKC which are not formally provable. The validation is carried out by an expert using “alternative methods” (sonstige Verfahren), usually a skills-demonstration. Unfortunately, the “Qualifikationsanalyse” is not yet familiar to all the stakeholders. Anyway, the hereby described scheme alters the “Qualifikationsanalyse” regarding a major point: The “Qualifikationsanalyse” is only applied when a formal qualification is existent. Besides, the “Qualifikationsanalyse” is not based on European agreements but uses validation-scales from the German context.

In order to grant transparency, objectivity, reliability and especially European validity a “clearly defined and agreed reference point” is indispensable (CEDEFOP 2009: 31). The hereby presented audit-scheme deeply recommends differentiating the professional needs and requirements according to the so called Learning Outcomes (cf. ibid.: 31/2). Learning Outcomes specify what a candidate for a certain job must prove in order to be able to exercise his/her tasks, no matter whether she/he learned them formally, non-formally or informally. The Learning Outcomes are thematically grouped in Units for Learning Outcomes.

The idea of identifying Learning Outcomes has been developed on a European Basis and has disembogued into the European Credit System for Vocational Education and Training, ECVET (cf. <http://www.ecvet-info.de/de/237.php>). Several ECVET-Partners have designed a considerable number of Units of Learning Outcomes for various professions (cf. <http://www.ecvet-info.de/de/325.php>). Although they have originally been designed mainly for cross-national learning-biographies (e.g. vocational trainings) they can be applied unaltered for the validation of non- and informal learning outcomes. “Validation of non-formal and informal learning [...] is based on the assessment of the individual’s learning outcomes and may result in a certificate or diploma.” (CEDEFOP 2009: 15).

The following table gives an example of the learning units for the occupation as a Master Baker Craftsperson. You see that all the Master Baker Craftsperson’s SKCs have been classified in 13 Units of Learning Outcomes (U1 – U13).

Figure 12: Units of learning outcomes for master baker craftsperson

Title of the Qualification	Master Baker Craftsperson				
Total ECVET Points					
EQF Level					
NQF Level					
Units of Learning outcomes	U1	Accounting and Controlling			
	U2	Budgeting, Calculation and Financing			
	U3	Entrepreneurship			
	U4	Human Resources Management			
	U5	Tutoring			
	U6	Marketing and Sales Management			
	U7	Production of bread, small breads and rolls			
	U8	Production of cakes, pastries and cookies			
	U9	Hygiene, Food-Safety and Food Quality			
	U10	Quality and Security Management			
	U11	Vocationally-specific Business Administration			
	U12	Production of snacks and sandwiches (<i>country specific unit</i>)			
	U13	Communication in an international context (<i>country specific unit</i>)			
Cross sectional Learning Outcomes	To acquire the learning outcomes properly the following competences are essential: <ul style="list-style-type: none"> ▪ s/he is able to act with social and ecological responsibility, ▪ s/he is able to adopt a quality management, ▪ s/he is able to use information and communication technology (ICT). 				

Source: ECVET (see: <http://www.ecvet-info.de/de/325.php>); s.v. Bäcker / Baker.

Having a detailed look at these 13 Units of Learning outcomes, it will be detected that they are sub classified in precisely described tasks. See here the examples for the Bakery Learning Units 2 (Budgeting, Calculation and Financing) and 7 (Production of bread, small breads and rolls):

Figure 13: Learning outcomes units 2 and 7 for a master baker craftsperson

Title of the Qualification	Master Baker Craftsperson			U2	
EQF Level					
Generic Title of the Unit	Budgeting, Calculation and Financing				
ECVET points / Relative Weight	AT	DE	FR	NO	SI
Learning outcomes					
S/he is able to draw up a cost estimate, calculate contribution margins and balance outcomes economically.	S/he is able to produce operational accounts.				
	S/he is able to calculate the costs of products and services and to analyse their profitability.				
	S/he is able to calculate the prices of products and services.				
	S/he is able to identify overall profit and losses.				
S/he is able to assess the company's investment needs and its financial resources.	S/he is able to select types of financing for corporate requirements, such as equity financing, self-financing and debt financing, leasing, factoring as well as types of public financing and subsidisation.				
S/he is able to calculate the company's performance ratios and take them into consideration.					
S/he is able to plan a budget by taking into account the relationship between operational accounts, calculations and results deviations.	S/he is able to draw up the bases for an investment budget, taking into account the company's liquidity and possible types of financing.		S/he is able to prepare a financial plan for the company, determine liquidity and identify the company's investment requirements.		
	S/he is able to conduct a cost control.				
Title of the Qualification	Master Baker Craftsperson			U7	
EQF Level					
Generic Title of the Unit	Production of bread, small breads and rolls				
ECVET points / Relative Weight	AT	DE	FR	NO	SI
Learning outcomes					
S/he is able to choose ingredients, production methods and techniques for various types of <ul style="list-style-type: none"> • white, brown and mixed bread, • traditional, specific, dietary and organic bread, • small breads and rolls. S/he is able to apply the recipes.	S/he is able to demonstrate mastery in the production of these various types of bread, small breads and rolls.			S/he is able to design, decorate and present these various types of bread, small breads and rolls according to customers' orders.	
				S/he is able to modify existing recipes and production methods of bread, small breads and rolls.	
				S/he is able to develop innovative recipes and production methods of bread, small breads and rolls.	

Source: ECVET (see: <http://www.ecvet-info.de/de/325.php>; s.v. Bäcker / Baker).

Based on these Learning Unit Outcomes it is the expert's task to validate the candidate's performance. Please note that the whole bunch of Learning Units doesn't necessarily have to be validated. From an angle of reasonability and depending on the candidate's specific occupational history it may be more appropriate to test just one or a few Learning Units.

Several methods of validation can be considered (cf. WESTDEUTSCHER HANDWERKSKAMMERTAG 2013: 13; CEDEFOP 2009: 59-61; NETZWERK IQ 2008: 10):

- Skills-Demonstration / test piece
- Written Tests Multiple-Choice or free-text

- Oral Exam
- Project-Work
- Assessment-Center
- Presentation
- Simulation
- Role-Play
- Monitored internship
- Combination of several methods

The expert has the responsibility to decide the proper examination method. Hereby, he is asked to consider the counselor’s advice (especially as to costs, language needs and cultural appropriateness of the examination method). Practical exams should usually be preferred to theoretical exams (ibid.: 14). Since the validation is a professions-SKC-validation and not a language test, it is required that weakness of language skills should not automatically mean a failure of the examination (e.g. if the questions are not understandable, or if the candidate needs more time to comprehend them). Of course, this language tolerance is not valid if the examination aims at a validation of SKC, which presuppose specific language skills (e.g. the presentation of a product, counselling of a customer or writing of a letter).

The ECVET system originally aims at evaluating the candidate’s performance according to a Credit Point System (cf. <http://www.ecvet-info.de/de/249.php>). Several approaches have been carried out for a fair and transparent scoring system for the validation of learning units. However, most of them base on a system which promotes the score according to the time spent in a (formal) formation setting as it is shown in the following example taken from the context of ECVET for tourism hospitality:

Figure 14: Credit Points Allocation. Example I

	Total duration of the entire reference training pathway In hours(*)	Total CPs That can be assigned	Duration of the specific part of the pathway In hours(*)	CPs that can be assigned
France	1000	60	500	30
Italy	660	40	400	25
Portugal	350	25	350	25
Slovenia	4800	240	1500	75

(*)Whit reference to the pathways showed in the WP3 and by approximate calculation

Source: N.E.T. WORK (2010: 11).

Since this way of scoring credits again focuses on educational pathways (location and duration of education) and not on learning outcomes (results) it is not suitable for the validation of non-formal and informal education (cf. SEVERING 2009: 35). Alternative scoring-systems which evaluate specific learning units are an exception and should be developed by experts for the specific professions. Assessment criteria for Learning Outcomes can be found exemplary in the unit descriptions for vehicle-maintenance (table 15) or for care operator (table 16).

Figure 15: Credit Points Allocation. Example II

Learning outcome:	Assessment criteria	Guidelines for assessors (including marks/grades):	
Identify with precision the symptoms of the malfunctioning	The malfunction is identified and validated. The documents and information used are adapted to : - the vehicle - the system that has the fault.	The malfunction was not validated and the correct documents were not selected	0
		The malfunction was validated but the correct documents were not selected or the malfunction was not validated but several of the correct documents were selected	1
		The malfunction was validated, the correct documents were identified but some of the information needed was not selected	2
		The malfunction was validated, the correct documents were identified and all of the information needed was selected	3

Source: GHK CONSULTING (2010: 11).

Figure 16: Credit Points Allocation. Example III

Care Operator (OSS) Matrix
Total ECVET Points: 120

ECVET Points	Unit of Learning Outcomes	Learning Outcome	ECVET Sub-Points	Knowledge	Skills/Attitude
25	<i>Carrying out the care operator role within the organisation structure and service and cooperate with the caring staff</i>	Working in team	7	<ul style="list-style-type: none"> He/she knows team-working: dynamics, roles, functions He/she knows structure and dynamics of the organization system in which he/she works. 	<ul style="list-style-type: none"> He/she can work in team He/she can recognize and respect different roles He/she can recognize the organisational context of services.
		Handling and understanding file, charts, and forms to record what is observed during the service	5	<ul style="list-style-type: none"> He/She knows the main instruments and communication tools in different operative contexts and their use. 	<ul style="list-style-type: none"> He/She can cooperate to define procedures and protocols related to his/her tasks of caregiving, housekeeping and health-hygienic interventions He/she can work according to his/her competencies and respecting the procedures and protocols defined by the working team
		Cooperating to verify the quality of the service	6	<ul style="list-style-type: none"> He/she knows the main tools for quality monitoring and evaluation 	<ul style="list-style-type: none"> He/she can cooperate to define care projects and to verify their results He/she can cooperate to verify the properness and quality of services
		Using common computer tools	1	<ul style="list-style-type: none"> He/she knows basics of information technology 	<ul style="list-style-type: none"> He/she can carry out basic computer operations He/she can use the software at a basic level under specific training

Source: ICARE PROJECT (n.y.: 10).

As long as a board of experts hasn't agreed on a generally accepted Credit Point System which considers learning outcomes instead of educational pathways, the expert entitled for the hereby presented validation should simply validate whether the candidate is capable to fulfil the

given task in the learning unit or not (“approved” or “failed”). This is – at least – the methodology the local model-project AiKo focuses on, as well as the exemplary method “Qualifikationsanalyse” (WESTDEUTSCHER HANDWERKSKAMMERTAG 2013: 12).

After having run the validation, the candidate and the counselor are given an explanation about the results and a written documentation of the validation process.

Case Study

An expert (e.g. from the Chamber of Crafts / Handwerkskammer) examines María’s Bakery-SKC according to the given Learning Unit Outcomes of the ECVET-program. He or she decides to test unit 2 by combining the methods of presentation and written test. Unit 7 will be proven by a skills demonstration. Since there is no Credit-Point-Allocation which bases on Learning Outcomes, it is simply tested whether María is capable to realize the tasks or not. María’s limited German knowledge is taken into consideration, in such a way that she is allowed to use the help of an interpreter, to use a dictionary or to fill in the written test in Spanish.

Figure 17: Validation of SKC

Learning Outcome Unit 2: Budgeting, Calculating and Financing	Test-Result
She is able to draw up a cost estimate, calculate contribution margins and balance outcomes economically	failed
She is able to assess the company’s investment needs and its financial resources	passed
She is able to calculate the company’s performance ratios and take them into consideration	failed
She is able to plan a budget by taking into account the relationship between operational accounts, calculation and results deviation	failed
Learning Outcome Unit 7: Production of breads, small breads and rolls	Test-Result
She is able to choose ingredients, production methods and techniques for various types of <ul style="list-style-type: none"> - White, brown and mixed bread - Traditional, specific, dietary and organic bread - Small breads and rolls She is able to apply the recipes	passed

Source: Own.

Phase 4: (Final) Consultancy

Finally, the expert explains the results to the candidate and hands the documentation of the validation over to the counsellor. The counsellor generates a certificate (in English and German) which confirms the results of the validation process. By this, the candidate obtains a formalized version of her/his non- and informal SKC. Thus, she/he can use this certification/formalization of non- and informal SKC to complete his/her documents and continue pursuing his/her individual occupational history, which can mean the formal acceptance procedure, a professional re-orientation, occupational career or job application. The formalization

of non- or informal SKC is meant to be a useful complement for the candidate's portfolio (cf. WERQUIN 2009: 13).

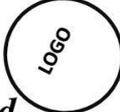
The counselor gives the candidate some advice for the following steps, especially if the result of the process is no or only limited certification.

Case Study

After having run through the process of registration, assessment and validation of her SKC María finally receives her certification (see following page).

María discusses the results and the consequential situation with her newly amplified portfolio together with her counsellor. She decides to choose an advanced training (Weiterbildung) in order to fill her SKC gap and to apply for jobs in some bakeries simultaneously. Employers can trust in her Skills, Knowledge and Competencies referring to bakery, thanks to their formalization proved by the Chamber of Crafts. Furthermore, the certification earns validity and transparency in other European Countries, too, which improves María's mobility.

Figure 18: SKC-Validation Certificate, example

Counselling Centre
model 

Validation Certificate of Skills Knowledge and Competences

Awarded to: **Mrs. María Quínez**

Date of Birth: 04.03.1981

Date of Test: 24.05.2014

Name of Institution: Chamber of Crafts Karlsruhe

Aspired Profession: **Master Baker Craftsperson**

This is to certify that Mrs. María Quínez has participated in the SKC Assessment for Master Baker Craftsperson Learning Outcomes in the following units:

Learning Outcome Unit 2: Budgeting, Calculating and Financing	Test-Result
<i>She is able to draw up a cost estimate, calculate contribution margins and balance outcomes economically</i>	<i>Failed</i>
<i>She is able to assess the company's investment needs and its financial resources</i>	<i>Passed</i>
<i>She is able to calculate the company's performance ratios and take them into consideration</i>	<i>Failed</i>
<i>She is able to plan a budget by taking into account the relationship between operational accounts, calculation and results deviation</i>	<i>Failed</i>

Validation methods: written test and presentation

Learning Outcome Unit 7: Production of breads, small breads and rolls	Test-Result
<i>She is able to choose ingredients, production methods and techniques for various types of</i> <ul style="list-style-type: none"> - <i>White, brown and mixed bread</i> - <i>Traditional, specific, dietary and organic bread</i> - <i>Small breads and rolls</i> 	<i>Passed</i>
<i>And is able to apply the recipes</i>	

Validation method: skill demonstration

According to the European ECVET-Programme the approved Learning Outcomes are to be ranked equivalent to Skills, Knowledge and Competences obtained through formal education and training.

Karlsruhe, 26.05.2014

(Signature: B. Rater; Counselling Centre model)

Source: Own.

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