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# City Migration Profile of Dortmund



DORTMUND



**ICMPD**

International Centre for  
Migration Policy Development



**UCLG**

United Cities  
and Local Governments



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# 1. BACKGROUND

# ABOUT MC2CM

Internal and international migratory movements in the wider Mediterranean region have a direct and long-term impact on the development of the region's urban areas, as these are often the departure, transit and destination points for migrants. As the first interlocutors of the inhabitants, local governments are also key actors in removing barriers for the economic, social and cultural inclusion of newcomers, as well as fostering their contribution and participation in the local life. In order to maximise this development potential, local governments need to be recognised as institutional partners in migration governance policies and endowed with the necessary and relative competences, resources and capacities, especially with regard to guaranteeing access to rights and services.

In this context, the **Mediterranean City to City Migration Project (MC2CM)**, launched in 2015, aims to contribute to improving the urban governance of migration, particularly within a network of cities in North Africa, the Middle East and Europe. The project's activities are grouped into a **Dialogue** component to facilitate the exchange of experiences and policy options between cities, a **Knowledge** component that assists partner cities in studying their migration situation and defining their profile, and an **Action** component that accompanies the transfer and implementation of cooperation actions.



## DIALOGUE

Nurturing dialogue between cities and relevant stakeholders through peer-to-peer learning and exchanges



## KNOWLEDGE

Supporting knowledge generation and development of evidence-based approaches




## ACTION

Providing sustainable solutions and testing tools to address migration-related challenges and opportunities

The project is implemented by a consortium led by the International Centre for Migration Policy Development (ICMPD), in partnership with the United Cities and Local Governments (UCLG) Network and the United Nations Human Settlements Programme (**UN-HABITAT**).

More information at:

 [icmpd.org/mc2cm](https://icmpd.org/mc2cm)

 [@urban\\_migration](https://twitter.com/urban_migration)

 [Mediterranean City-To-City Migration \(MC2CM\)](#)

 <https://www.facebook.com/mc2cm>

## 2. CITY SYNOPSIS



## GENERAL OVERVIEW

General Overview	
City Area (km <sup>2</sup> )	281 km <sup>2</sup>
Political and administrative context	City, located in German federal state North-Rhine Westphalia (NRW) Belongs to sub-state administrative level Regierungsbezirk Arnsberg Part of the poly-centric Ruhr agglomeration (population 5.1 mio.)
Total population	604,000 (2019)
Number of foreigners	113,000 (2019)
Share of foreigners of total population	19% (2019)
Share of Germans with migration background of total population	16% (2019)

## IMMIGRANTS' HUMAN RIGHTS AND ACCESS TO SERVICES

City of Dortmund			Data	Year	Source
Demographic Structure	Population of City		603.600	2019	Stadt Dortmund Dortmunderstatistik
	Proportion of the population aged 0-6 years		34.500		
	Proportion of the population aged 6-18 years		63.900		
	Proportion of the population aged 18-40 years		179.000		
	Proportion of the population aged 40-65 years		204.200		
	Proportion of the population aged 65+ years		122.000		
Migration	Immigrants	Foreigners Migration background Total	113.000 (19%) 102.000 (16%) 215.000 (35%)	2018	

Labour Market	Unemployment Rate		10,1%	2019	Agentur für Arbeit
	Population active: aged 18-65		73,4%	2019	Stadt Dortmund Dortmunderstatistik
	Main sectors of activity	Service Sector	85,6%	2017	
		Manufacturing, Construction	14,3%		
		Agriculture, Forestry	0,1%		
Living Conditions	Average annual rent for a dwelling per m²		7,25 € (excl. newly built)	2019	Stadt Dortmund Wohnungsmark tbericht 2020
	Average price to buy a housing unit		420.000 (existing units)		
	Average annual disposable income per household		19.000 €	2018	Stadt Dortmund Bericht zur sozialen Lage 2018
	Average housing space per person		39,4 m²/person	2019	Stadt Dortmund Dortmunderstatistik
	People at risk of poverty and social inclusion		~100.000 (welfare recipients)		
	Single-parent household for 100 households with children aged 0-17		14.000		
Education	Young people dropping out of school as part of education and training		3,2%	2018	Stadt Dortmund Bericht zur sozialen Lage 2018
	Students in higher education (19-24 years)		---		
	Proportion of working age population with a qualification level of upper secondary school		---		



# 3. BACKGROUND: NATIONAL CONTEXT

## BRIEF (RECENT) HISTORY OF MIGRATION IN GERMANY

<sup>1</sup> According to the German Federal Statistical Office the label 'migration background' comprises foreigners, migrants who have received German citizenship and persons born in Germany to migrant parents. The use of this term is debated. Supporters argue that it helps to enlarge the smaller group of "foreigners" to identify discrimination once 2nd or even 3rd generations of migrants are identified as well and not obscured. Opponents argue that it "re-migrantises" persons that may already be well integrated into society (Will 2018: 2). In contrast to the easily demarcated group of foreigners, persons with migration background are a more diverse and less clearly identified group. In addition to own migration experience it includes persons who have one or two migrant parents.

Among the OECD, Germany has become one of the main migrant-receiving nations. According to statistical data, 20.8 million of Germany's population of 82 million are statistically recognised as migrants. Statistically the migrant population is divided almost equally between **foreigners** (*Ausländer*, 9.9 million), who do not hold German citizenship and those with a so-called migration background (*Migrationshintergrund*, 10.9 million) (Statistisches Bundesamt 2019). Among the group of foreigners, about half are citizens of another EU country (EU-28). Still, the Turkish constitute the largest nationality among the group of foreigners (1.5 million) (Statistisches Bundesamt 2019). Migration to Germany has a relatively long history. Migrants in Germany are thus a diverse group, reflecting different phases of migration since the post-war period. The following provides an overview of the main phases and groups.

Still the most important phase of German migration history is related to **guest workers** (*Gastarbeiter*) to West Germany (BRD) through the so-called *Anwerbeabkommen* (recruitment treaty) between the BRD and countries such as Italy, Spain or Turkey between 1955 and 1968. The aim was to respond to labour shortages in low-paid and industrial sectors. 14 million 'guest workers' arrived until the scheme was stopped in 1973, when most industrial countries were hit by economic recession. Yet, migration from these countries did not stop because of mostly family migration since then. While most guest workers have since returned to their countries of origin, around 3 million stayed, mostly from Turkey, Italy and former Yugoslavia. It should be noted that former socialist East Germany (DDR) also engaged in such worker schemes with other socialist nations since the 1960s (i.e. Vietnam, Mozambique, Cuba). At the time of reunification around 100,000 of such "contract workers" were still residing in the DDR (Bade et al. 2010).

The *Spätaussiedler* form another important group of German migration history. The so-called *Aussiedler* (**resettlers**) comprises 'Germans' or descendants of Germans who were considered German and/or identified as Germans from former communist countries during the Cold War. After the fall of the Eastern Bloc, Germany continued to receive further resettlers (*Spätaussiedler*) from these countries. In total, more than 4.5 million *Aussiedler* arrived in Germany. In terms of legal rights, the group received preferential treatment (Panagiotidis 2018).

With German reunification and the fall of the Eastern Bloc, the number of **asylum seekers** to Germany increased substantially since around 1990. In 1992 alone, more than 430,000 people applied for asylum, mostly from Eastern and Southern Europe. In order to decrease this migration and in a context of rising right-wing problems, the so-called "asylum compromise" was built around stricter asylum law, resulting in a decrease arrival of asylum seekers, reaching a low point in 2008 with only 28,000 (BAMF 2014).

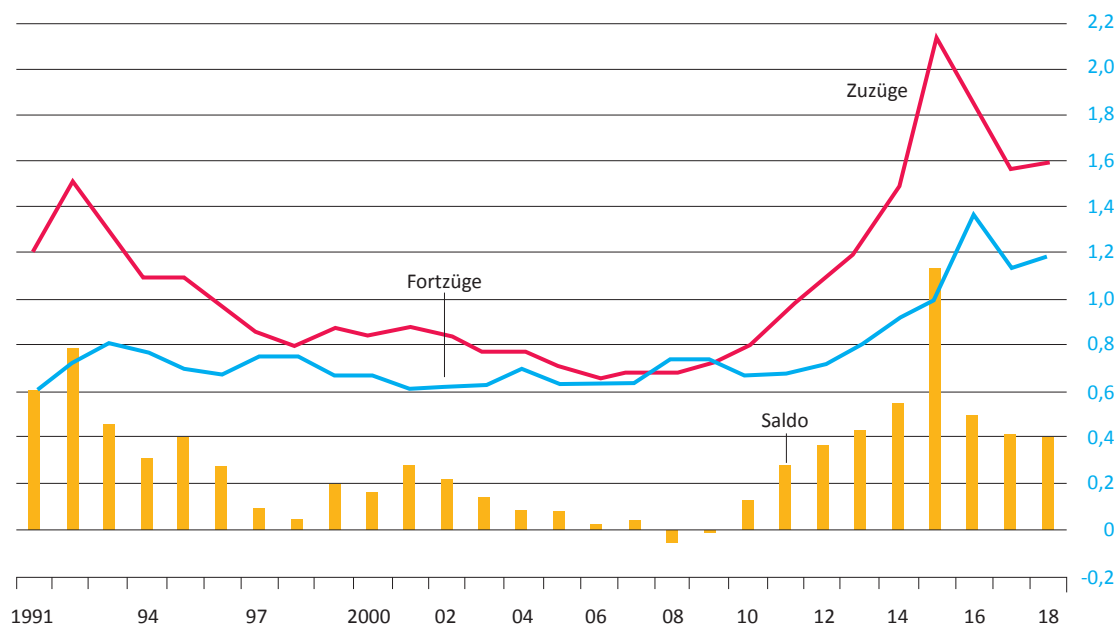
Migration from other EU countries has increased substantially since the 2000s, based on the freedom to move and work for all (or rather most) citizens of the EU (BAMF 2014).

Since 2010 the number of **refugees** seeking asylum in Germany saw an increase, culminating in the so-called "summer of migration" or "refugee crisis" in 2015 (Brücker et al., 2020). More than 1 million people seeking refuge from war and persecution, many from Syria, Iraq and Afghanistan. Between late 2014 and late 2016 the number of refugees increased from 750,000 to 1.6 million (BAMF 2018).

The overall development of migration to Germany (*Zuzüge*) and migration from Germany (*Fortzüge*) is illustrated by Fig. 1. Since 1991, Germany had a positive migration balance (*Saldo*) in almost all years. The graph shows the first peak around 1992 with the arrival of asylum seekers and the more recent peak during 2014-2016 related to the increase in refugee arrivals during that period (see also: Mediendienst Integration, 2019).

As a result of the COVID-19 pandemic, migration to Germany has slowed down considerably in 2020. In response to the pandemic, countries have severely restricted access. It will remain to be seen in how far migration will return to its former levels in the future.

Fig.1: Migration balance of Germany; 1991-2018, in million



Source: Statistisches Bundesamt (Destatis), 2019

### NATIONAL MIGRATION POLICY

Germany has received substantial flows of migrants since the 1950s, yet the integration of migrants only entered the policy-making debates in the early 2000s when a political shift resulted in a still contested official acknowledgement of Germany as a migrant receiving country. Initially, integration policies did not exist; both “guestworkers” and asylum seekers were not expected to stay but to eventually return to their countries of origin. Since the 1990s, integration debates were driven by negative discourses such as worries about the formation of “parallel societies” and “no-go areas” and directed – albeit not officially – towards the integration of lower social status groups.

Yet, the evolution of migration policies in Germany also needs to be seen in the context of overarching processes such as demographic change (ageing and shrinking of population) coupled with worries about economic competitiveness and maintaining social security systems. As a result, Germany has adopted its migration policies, particularly with regard to facilitating the entry of (high-) skilled workers and professions with labour shortages. Within an overall rationale of competition for talent, many industrialized countries have responded to a real or projected skills gap by introducing policies that facilitate the recruitment of skilled professionals from abroad (e.g. BBSR 2014). The gradual adjustment of Germany’s immigration policy has been driven by this ‘skills turn’, as reflected by the introduction of a Green Card for ICT professionals (2000), a new immigration law (2005) and the implementation of the EU Blue Card for highly qualified migrants (2012).

The legislation of the *Fachkräfteeinwanderungsgesetzes* (2020) is considered as a next main step in acknowledging Germany’s character as a migrant-receiving country after many – sometimes heated political, public and media debates. The most important changes with regard to migration policy are the following:

- Holders of all titles of residence are entitled to take up work
- Stop of the former regulation which allowed easy access only allowed for professions where labour shortages were identified (i.e. IT or care professions) and ending the regulation for favouring workers from within Germany for all other professions.
- Wider definition of skilled workers (Fachkräfte), which in addition to holders of a higher education degree now also comprises persons with a qualification through vocational training.
- Job seekers can now enter Germany with the purpose of finding a job or training.

It further turns the attention towards skilled workers. As a consequence, migration has become more polarized along educational levels and there is now a bias between policies directed towards low-skilled migrants in Germany and high-skilled migration to Germany. While high-skilled migration faces little public or political opposition, particularly in a climate of relatively robust economic development, low-skilled migrants (and refugees) are far less privileged.

Furthermore specific turning points at the European level and beyond need to be considered as well. Three such turning points had a significant impact in particular:

- a) The impact of the economic and financial crisis (since 2008), which increased intra-EU migration from harder-hit Southern European countries to more stable or less affected economies such as Germany.
- b) The significant increase in the number of refugee arrivals starting around 2012 and peaking in 2015/2016 with the subsequent political debates and policy responses.
- c) The impact of the COVID-19 pandemic on migration flows since early 2020, resulting for example in an overall decrease in work-related migration while and exposing the humanitarian crisis in relation to current refugee migration.

## INSTITUTIONAL FRAMEWORK

As a federal republic, Germany has devolved considerable legislative powers to the 16 federal states. With regard to migration and integration, which relates to the question of national sovereignty, the national/federal level is the principal level of policy- and decision-making (see 3.3.1). Federal states do however have the freedom to design for example integration policies to their needs (see 3.3.2). According to the German constitution, German municipalities have jurisdiction over several administrative fields. In particular this comprises authority over administrative organisation, employment of staff, budget, planning and implementation of local regulations (see 4.1).

## FEDERAL LEVEL

**BMI - Ministry of the Interior, Construction and Heimat** (Bundesministerium des Innern, für Bau und Heimat), is the main policy-making organisation in Germany. Two departments in particular are of relevance for the fields covered here: Department M (migration, refugees, return) is the central federal department for migration policy-making. It is the main policy-making body on the federal level, responsible for the main decisions around residence, implementing the common EU freedom of movement and asylum laws on European and German levels. It also develops strategies for foreigners who wish to return to their home countries. Department H (Heimat, home) is responsible for policy-making with regard to integration and civic engagement.

The Integration Act (*Integrationsgesetz*) was implemented in 2016 in response to the arrival of large numbers of refugees in Germany. It provides a system for distributing refugees more or less equally across regions. The act restricts the change of residence beyond the borders of federal states for three to six months for asylum seekers and one

to three years for recognized refugees, depending on the federal state (El-Kayed/Hamann, 2018). The act is criticised since it impedes labour market integration by limiting mobility, for example when allocating refugees to shrinking regions with sufficient housing supply yet without employment or educational opportunities (Brücker et al., 2020).

**BAMF** - the Federal Office for Migration and Refugees (Bundesamt für Migration und Flüchtlinge) is a large organisation of the BMI. It is the main migration administration organisation. It has a decentralised structure with field offices, reception centres and administrative offices across Germany. BAMF has the monopoly over deciding asylum processes as well as all matters concerning residence status (§ 5 AsylG). It is also responsible for all matters post-asylum, mostly related to the integration of migrants (§ 75 AufenthG) (Deutscher Bundestag, 2018; BAMF, 2016) including:

- Main integration-related tasks run by BAMF are organization of integration courses by private and public entities; managing the counselling of migrants through welfare and other organisations; conception and implementation of programmes aimed at integration (language, social, employment) in cooperation with a broad range of different actors; German-courses for the labour market.
- Coordination of efforts to prevent radicalisation of migrants, this includes the cooperation with Muslim organisations.
- Furthermore, BAMF also carries out own research about all kinds of matters related to migration, asylum and integration.
- It collect own data through managing the Ausländerzentralregister (Foreigner Registration), which is the central data body of federal and state-levels and for EUROSTAT.
- Its main international tasks are: cooperation with partners abroad and European institutions to implement legislation and policies; monitoring and analysis of policies/legislation in EU member states, support of BMI in international matters; and administration of the European Asylum, Migration and Integration Funds (AMIF, 208 mio. Euro between 2014-2020), which aims at establishing a joint European system of asylum, integration of Third Country Nationals (TNCs) and to facilitate legal migration and return.
- Responsible for resettlement procedures of TNCs seeking asylum in other EU countries.

**BMAS** – Federal Ministry of Labor and Social Affairs (Bundesministerium für Arbeit und Soziales) is responsible for the *Asylbewerberleistungsgesetz*, which manages financial welfare to asylum seekers. It also runs dedicated programmes aiming at facilitating labour market entry of asylum seekers. Germany's federal government highlights, both, labour market integration and education as core opportunity structures for migrants (BMAS, 2020). Participation on the labour market is seen as a prerequisite for social integration and education and training are seen as key facilitators for achieving this. In Germany, the labour market opportunities for migrants are related to their migration/legal status. Depending on their migration/legal status, the access to the labour market varies considerably. Building upon this status, migrants need approval from the Foreign Registration Office (*Ausländerbehörde*) and in some cases the Agency for Employment (*Agentur für Arbeit*). The following table gives an overview of access to labour market for different status groups.



Table 1: Overview of labour market access depending on migrant/legal status

Migrant/legal status	Legal paragraph	Access to labour market
Recognised refugees	§ 25, Paragraph 2, Sentence 1, Alt. 1 AufenthG	Unlimited; can take up any type of employment and any professional training
Persons entitled to asylum	§ 25, Paragraph 1, Sentence 1, AufenthG	
Persons entitled to subsidiary protection	§ 25, Paragraph 2, Sentence 1, Alt. 2, AufenthG	
Asylum seekers	§ 61 Paragraph 2 AsylG (not obliged to live in reception centres)	After three months of residence
	§ 47 Paragraph 1, Sentence 1 AsylG (with minor children)	After six months of residence
	(without minor children)	After nine months of residence
Tolerated persons (Geduldet)	§ 32 Abs. 1 BeschV; § 32 Abs. 2 Nr. 5 BeschV	Limited; but possible after three months or six if required to live in reception centre Unlimited after four years of residency
International students (non-EU)	§ 16, Abs.4	limited to 120 full days or 240 half days in any calendar year; have 18 months period to find employment after completion of studies

Source: BMAS, 2020

The **Federal Officer of the Federal Government on Migration, Refugees and Integration** (Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration) – which since 2005 is directly under Chancellor's office – supports and advises the federal government on developing its migration and integration policies. It coordinates the *Nationaler Aktionsplan Integration* (National Action Plan Integration) in cooperation with the federal states, municipalities, the business sector, civil society and migrant organisations. It has the task of informing about legal possibilities of receiving German citizenship (Einbürgerung) and of guaranteeing the rights associated with European free movement.

The **Federal Labour Agency** (Bundesagentur für Arbeit) also aims at facilitating the training and education of migrants as well as increasing their labour market participation.

The **Expert Committee of German Foundations on migration and integration matters** (Sachverständigenrat deutscher Stiftungen) is a non-governmental, high-profile, independent body of scientific policy advising. It publishes annual reports on migration and integration matters since 2010. It also runs the integration barometer (Integrationsbarometer), which measures the „integration climate“ in Germany.

## STATE-LEVEL (REGIONAL)

The task of “local” management of asylum seekers, including registration, housing and providing basic social services has been delegated from the federal to **state level** in Germany (*Bundesländer*). The states pass on these tasks and the necessary funding to the municipal level (*kommunale Ebene*). The states also have own remits of designing integration policies.

At the federal level, North Rhine-Westphalia (NRW), of which Dortmund is part, was the first state to establish an “integration ministry” in 2005 establishing the guidelines for local integration approaches (Reichwein/Vogel, 2004). **KOMM-IN-NRW** is the first project, initiated in 2005 and still is active and established by the aforementioned ministry. The aim of the program is to support cities and municipalities in opening up their administrations, creating transparency about integration offers, bringing about efficient networking and achieving a systematic control of integration processes and communal integration management (MAIS, 2011).

As part of the state bureaucracies, the **foreign registration offices** (*Ausländerbehörden*) of the states oversee their municipal counterparts, which are responsible for implementing residence and asylum laws. The state level may also take away decision-making powers from the municipal levels, for example in cases of gross mismanagement by local authorities.

In NRW, **the ministry of children, families, refugees and integration** (Ministerium für Kinder, Familie, Flüchtlinge und Integration), since 2012, is responsible for implementing the “law for facilitating social participation and integration” (Integrationsgesetz); providing policy guidance to foreign registration offices and the sub-state level authorities (Bezirksregierungen); reception and accommodation of refugees (*Bezirksregierung Arnsberg* for Dortmund); and the commission for hardship cases.

In NRW, the state government is advised by an **advisory committee** for participation and integration (Beirat der Landesregierung für Teilhabe und Integration), which consists of academics, representatives of the economy and society.

NRW runs a state-level coordination office **municipal integration centres** LaSI (Landesstelle für schulische Integration) and MKFFI (Ministerium für Kinder, Familie, Flüchtlinge und Integration NRW), which advises and accompanies integration centres at the local level through information and knowledge transfer.

Each federal state, mostly within the respective ministry, also has a representative for integration and migration matters (Integrations- und Ausländerbeauftragte).

## REGIONAL AND INTERNATIONAL COOPERATION

Germany is member of the **International Organisation of Migration** (IOM), established in 1951. In Germany the focus of activities lies on resettlement projects, family reunification and support of voluntary return and reintegration.

The City of Dortmund has a number of established partner cities. Based on a shared industrial history, several of these are established with other older-industrial and restructuring cities such as Leeds (UK), Buffalo (USA) or Rostov (Russia) or built around prominent historic links for example with France (Amiens) and Israel (Netanya). More recently this also includes an economic partnership with Xi'an (China) and with Trabzon (Turkey), the latter building on the strong migration of guestworkers between the two regions.



# 4. CITY GOVERNANCE. CONTEXT

With a population of 603,609 in 2019, Dortmund is the largest city in the Ruhr, West Germany's former industrial core, originally one of the largest industrial agglomerations in Europe. As part of the large poly-centric Rhine-Ruhr metropolitan region, which comprises several larger cities including Cologne, Düsseldorf, Essen and Bochum and has a population of almost 11 million, Dortmund is embedded in comprehensive regional commuting patterns.

While the city has medieval origins and developed as a trade centre due to its location on trade routes, rapid urbanisation only started in the late 19th century, when the whole region was undergoing a process of massive industrialisation. In Dortmund this was driven by the expansion of steel mills, coal mines and other industries, such as breweries. Formerly rural villages and smaller towns developed quickly around mines and industries. The settlement pattern was thus not necessarily attached to the city. As a result, Dortmund has a relatively small urban core for a city of its size.

After the post-war boom years, deindustrialisation resulted in the disappearance of a substantial part of the city's former economic base, causing a steep rise in unemployment and other social problems (Thieme/Laux 1996). The number of workers employed in manufacturing declined from 92,000 in 1970 to 26,000 in 2015 – from about one third to only about ten percent of the total workforce. From its peak in 1970, the city lost 77,761 inhabitants or 12.0 percent of its population by 2011.

Almost all larger German cities – even those characterised by industrial decline have increasing population. In Dortmund population decline was reversed in the 2000s, coinciding with an overall trend of reurbanisation in larger German cities (Herfert/Osterhage, 2012). Such an overall context of reurbanisation is a potential driver of gentrification processes as housing demands in urban areas are rising.

Unlike many other countries, most inhabitants in German cities are renters rather than owners of real estate. In Dortmund, 70 per cent rent and only 30 per cent own their homes (NRW Bank 2017) and in the more centrally located neighbourhoods the share of renters is even higher. In German cities such as Dortmund the demand for housing in gentrifying neighbourhoods is mostly for rental units. Vacancy rates are thus low even in disadvantaged neighbourhoods. Yet, in contrast with other larger cities, the housing stock in Dortmund – although rapidly rising – is still affordable in comparison with other large German cities.

The following sections elaborate on the specific remits, tasks, policies and measures with regard to integration and migration for the city of Dortmund.

## DECENTRALIZATION CONTEXT IN DORTMUND

Dortmund is a large city in the federal state (*Bundesland*) of North Rhine Westphalia (NRW). As the most populous German *Bundesland*, NRW has an additional layer of government between the federal state and the municipalities, the *Regierungsbezirk*. Dortmund is part of the *Regierungsbezirk* Arnsberg. The city of Dortmund along with 10 other cities of the Ruhr Area comprising a total of 5.1 million population, is also part of a metropolitan-level body, the *Regionalverband Ruhr* (RVR). The RVR is a regional planning body, aiming at improving cooperation within the region and to develop larger transport, infrastructure or other projects. Administratively, Dortmund is organised into 12 city districts and 170 statistical sub-districts.

According to the German constitution, German municipalities have **jurisdiction** over several administrative fields. In particular this comprises authority over administrative organisation, employment of staff, budget, planning and implementation of local regulations.

Among the **municipal tasks of local authorities** in Germany, we can generally distinguish three types.

**(1) Voluntary tasks** are tasks where the municipality has full remit of design and implementation. Typically these tasks include providing sports and cultural facilities (e.g. theatres, museums), maintaining public spaces (e.g. parks, leisure centres), providing funds for areas such as youth or sports, maintaining city partnerships and economic development.

With regard to migration and integration, voluntary tasks include implementation of integration concepts. Integration policies have gained momentum in Germany since the early 2000s when the integration of migrants rather than migration itself was a relevant topic of political, public and media debates. As implementation of such integration concepts lies with the remit of local authorities, we see early adaptation in several larger West German cities with a high share of migrants (including Dortmund) but also slow or no adaption in more peripheral areas. Such voluntary tasks can also include the provision of specific counselling services for migrants or involving the civil society in debates about topics around migration and integration such as how to fight racism.

**(2) Compulsory tasks with some freedom** with regard to implementation include provision of educational infrastructures (e.g. school buildings), child care facilities, adult education centres and urban land use planning.

With regard to migration and integration such more flexible compulsory tasks can include the provision of specific services with regard to child care or youth and social work.

**(3) Compulsory tasks as federal or state directives** are tasks, which municipalities are required to fulfil but have practically no influence over shaping them. These tasks include registration of citizens, administration of foreigners (migrants), civil defence issues, laws to maintain public safety and order, and building inspection.

Examples for such directive tasks with regard to migration and integration are allocating accommodation and providing basic services for refugees and asylum seekers.

Importantly several tasks that are of relevance with regard to the integration of migrants are not in the domain of local government but controlled by higher-up tiers of government (federal or state levels). The most prominent among those domains is educational policy, which in Germany is the responsibility of the federal states. As a result educational systems show considerable variation between states, often depending on the historic evolution of specific regional context as well as the constellation of relevant political parties.

## LOCAL MIGRATION POLICY

The city of Dortmund describes itself as cosmopolitan and diverse; and due to its long migration history, highlights the range of actors and agencies in the field of integration (Stadt Dortmund, 2013).

### Integration & Inclusion Policies & Initiatives

he city of Dortmund is engaging broadly with the topics of migration and integration. The prominence is evident when looking at the broad range of activities in this respect, which are voluntary tasks. The cross-departmental (intersectoral) task of integration was given prominence by placing it under direct supervision of the mayor. The city introduced a “Masterplan Migration/Integration” in 2005. This work had four periods so far:

- **First period** (2005—2010): definition of “integration” and mission statement; establishing networks. Dortmund already had a small integration office since 2006, which moved under direct supervision of the mayor in 2010.

- **Second period (2010—2013):** Identification of four key areas of action with regard to integration: (1) education (improving chances of children and young people; use and recognition of intercultural capital; (2) work and businesses (providing skilled workforce; support for ethnic businesses; 3Ts (based on Richard Florida's ideas): Technical, talents, tolerance); (3) supporting a 'social balance' across the city's districts (access to resources, local labour market, local cooperation of NGOs and other actors); (4) fostering a tolerant and international city (recognising skills and resources; feeling of belonging, participation, anti-discrimination, cosmopolitan urban society). Initiation of a broad dialogue between all relevant actors within and outside of city administration; establishment of an expert group to steer work of working groups on above four areas. Involvement of Integration Council as elected body to cooperate on implementation of masterplan.
- **Third period (2013—2017):** In 2012, NRW as the first German federal state ratified a state-level integration policy (Teilhabe- und Integrationsgesetz NRW). The policy provides the basis for municipalities to implement municipal integration centres bringing together the strategies "integration as interdisciplinary task" and "integration through education". In Dortmund in 2013, the Regional Center for the Promotion of Children and Youth of Immigrant Families (Regionale Arbeitsstelle zur Förderung von Kindern und Jugendlichen aus Zuwandererfamilien, RAA) and MIA-DO were merged to become the Municipal Integration Center Dortmund (Migrations- und Integrationsagentur, MIA-DO-KI). MIA-DO-KI's main tasks are to continue implementation of the masterplan integration/migration and to continue support of the networks and cooperation around these topics.
  - In this phase also new projects with state-level funding were taken over (i.e. KOMM-AN-NRW).
  - Integration congress in 2015 to reflect on work so far and to identify new areas.
- **Current phase (since 2018):** More recently a focus of the masterplan lies on supporting migrant organisations (through professionalization, training) and other NGOs (such as welfare organisations) and supporting civic engagement.

**Cross-departmental cooperation** is one of the key tasks. Integration is an interdisciplinary task, touching on aspects from different areas of municipal administration (e.g. education, social, housing, employment, etc.). MIA-DO-KI's objective is to provide the basis for constructive and cross-departmental cooperation between the key actors, including the main departments of the city administration, actors within civil society, migrant organisations and other NGOs as well as the city's integration council (Stadt Dortmund, 2018). MIA-DO-KI coordinates a broad range of thematic networks (further info, communication with City of Dortmund).

Since 2010, migrants in Dortmund are also represented through the city's Integration Council. The Integration Council is elected by all citizens of Dortmund with a migration background (last election 09/2020). It advises the city council on all matters of integration, and thus has some influence on decision-making by the city council, its different committees and the district councils. Its members participate in the working groups on "political participation", "education/language" and "transition school to work". Between 2010-2015, the Integration Council of the city of Dortmund (*Integrationsrat der Stadt Dortmund*) focused on education, fighting discrimination and right-wing extremism in relation to migrants (2011); other thematic foci such as migration and disabilities or political participation were added since 2016 (Stadt Dortmund Integrationsrat, 2015).

The city of Dortmund is member of the City Cooperation for Integration (*Städtekooperation Integration*), a body comprising municipalities within the Ruhr Area aiming at providing innovative approaches in the fields of integration and migration. It emphasises plurality in the contemporary urban communities and regards cultural diversity as, both, potential and challenge, while also viewing intercultural skills as essential for city administration workers (Städtekooperation Integration. Interkommunal, 2011: 5).

#### Activities within the field of integration:

- In response to challenges associated with migration from EU accession countries, Dortmund developed the Dortmunder Gesamtstrategie Neuzuwanderung (overall strategy new immigration), focusing on intra-European migration, especially from Bulgaria and Romania (albeit joining the EU in 2004, citizens from these two countries were only allowed to work legally in Germany since 2014), and refugees. The main task is to transfer knowledge into the departments and networks and to deal with complex challenges. The strategy is coordinated by the Social Department in close cooperation with the municipal integration centre (MIA-DO-KI) and the Youth Department.

The approach for finding solutions for specific problems (poverty, overcrowding in inadequate housing, lack of health insurance coverage, ...) associated with groups from Romania and Bulgaria were developed since around 2010.

- As part of the integration network, “lokal willkommen” city administration, welfare organisations and private agencies have set up offices for consultation and networking in city districts, providing low-threshold information and support for immigrants and the local population.

With the prominent position that migration and integration issues hold for the city of Dortmund, it is not surprising that other themes generally associated with these are used for different programs and projects:

- Welcoming approaches have received particular attention within the debates around securing a skilled workforce in Germany since the 2000s. All levels of government have programmes geared towards facilitating the entry, attracting and retaining such “international talents”. In Dortmund such approaches fall within the remit of the economic development department. For example also aligned with the Masterplan Science, all multi-actor governance strategy including main actors such as higher education institutions (particularly TU Dortmund), larger employers and departments of the city administration. Aim is to provide sufficiently skilled workforce for local employers.
- In 2007, the city council authorised the preparation of a local action plan for diversity, tolerance and democracy – and against right-wing extremism, xenophobia and anti-Semitism, which was accompanied by the establishment of a coordination post for these topics in direct liaison with the city mayor. This is directly related to the mayor’s office. Related to the attraction of skilled migrants the city is also positioning itself strongly against all kinds of racism as an open, welcoming and tolerant city. Dortmund has a history of right-wing activism, reflected in voting behaviour, demonstrations, racist crimes as well as localised problems with far right groups. A campaign initiated by the mayor, “Wir ALLE sind Dortmund” promotes Dortmund as a tolerant and open city. A project “Schule ohne Rassismus – Schule mit Courage” coordinated by Kommunales Integrationszentrum addresses these issues in the schools. MIA-DO-KI also offers counselling for intercultural education of teachers through programme BikUS.
- An initiative supporting multilingualism (Initiative Lebendige Mehrsprachigkeit) coordinated by MIA-DO-KI, runs offers courses in 16 languages for children speaking another language at home.

In addition to the overall strategy (see above), specific projects address the integration of “refugees” since 2015:

- The umbrella project KOMM-AN NRW (Arrive in NRW), funded by the federal state (2016—2022), aims at strengthening voluntary work in refugee aid in all cities in



NRW. The cities can benefit financially to implement further measures. The program has three parts: (1) strengthening the municipal integration centres; (2) demand oriented measures on site; (3) supporting independent welfare organisations. Dortmund was selected as project city for “municipalities as employers with a viable future” project, aiming at increasing employment of immigrant youth by the City of Dortmund.

- Refugee youth are in the focus of several projects, which Dortmund is involved in. An example is the State Initiative “gemeinsam klappt’s”, which provides support and consultation to young refugee adults aged 18-27.

A particular focus of projects lies on integration into the **labour market**:

- Joint dual study programme “Social Work with a focus on poverty and (refugee) migration” run by City of Dortmund and the University of Applied Sciences
- Employment Agency (Agentur für Arbeit) and Chambers (of Commerce, of Crafts) offer advisory services to promote the entry of migrants into the labour market.
- Dortmund was one of the first German cities to respond to worries about a projected shortage of skilled labour. Furthermore, the city’s business development department runs a long-established skills monitoring programme that surveys how employers evaluate their demand for and supply of skilled workers (Stadt Dortmund, 2016).

## MAINSTREAMING MIGRATION ACROSS SECTORS

The City of Dortmund has long acknowledged the significant role that migration had for its urban and social development. Migration and integration are mainstreamed through integration into policies in the fields of education in particular but also in other areas such as social work, labor market or diversity.

## CROSS-CUTTING ISSUES (GENDER, AGE, MIGRATORY STATUS, etc.)

Several programmes address particular groups of migrants such as women, LBGT, youth or the elderly. One example is the Youth Professional House (*Jugendberufshaus*), established by the job center in Dortmund, which assists the young migrants under the age of 25 in their labour market and educational orientation. It provides individual decision making assistance.

## INSTITUTIONAL FRAMEWORK

Network “immigration from EU” coordinated by Caritas (Catholic Church), Diakonie (Protestant Church) and Social Department, different working groups within the network (e.g. Children/Youth, Health, Voluntary Engagement, Labour Market, etc.), each coordinated by a team of a non-governmental actor and a representative of the administration, part of the overall strategy new immigration.

## GOVERNMENT STAKEHOLDERS AT THE LOCAL LEVEL

### Local NGOs & the private sector

Dortmund has a wide-ranging network of different actors providing services to migrants and engaging in integration tasks. With regard to non-governmental organisations there is a broad range of non-profit organisations, migrant and other associations, projects and institutions. These may be active on the national, regional, city or neighbourhood level. The stakeholder mapping (Table 2) comprises organisations that are rooted in Dortmund

and secondly smaller actors or temporary projects. Moreover, it includes stakeholders with different types of structures which operate under different purposes and may reach different target groups and involve the whole required range such as third party and faith based organisations. It also includes actors with the purpose to cover different work fields and have a wide overview from housing, health care, integration, etc. With regard to their target groups, some actors do not only address migrants but rather work with migrants or people searching for help in general; in addition, they may offer specific services to sub-groups such as refugees, migrant women, young migrants etc. During the peak of the refugee arrival in 2015 in particular large numbers of volunteers supported the arrival of refugees through work in the reception centres etc.

*Table 2: Stakeholder overview, Dortmund*

Within Dortmund City Administration	
Department	Area of work
Amt für Angelegenheiten des OBs und des Rates [Mayor's Office – International Affairs & Sustainable Development]	Coordination of Urban Diplomacy European Events, European project partnerships, External Relation
MIA-DO-Kommunales Integrationszentrum Dortmund [Municipal Integration Centre]	Mainstreaming integration in the municipal work Overseeing interpreters pool and Refugee Volunteer Map
Dezernat Soziales [Dept. of Social Services]	Coordination of "Municipal Integration Management" Coordination of "Lokal willkommen" Strategic social planning
Dienstleistungszentrum Bildung [Service Centre for Education]	Central contact point for parents and students on schools of the city of Dortmund
Bürgerdienste International (Ausländerbehörde) [International Citizens' Services]	In charge of registration of long-term residents, issuing residence permits and other administrative documents for foreigners who have been long-term residents in Dortmund and have a residence permit for family reasons or a settlement permit.
Wirtschaftsförderung [Economic Development Dept.]	Projekt perMenti für Frauen mit Fluchthintergrund aimed at refugee women with a higher educational qualification (Abitur/degree) and/or professional experience who want to continue their education and work in Germany. It provides intensive support to prepare participating women for a job that matches their qualifications. The program includes individual coaching, dialogue group meetings and additional training opportunities. The central element is the placement in of one or more internships in a field of work that builds on the professional experience of the women, as well as close cooperation with the companies involved.
Nordwärts Projekt	Broad-based dialogue and participation process aiming at the armonisation of the quality of life in the city as a whole As a result, over 200 projects are underway in Nordwärts (eg. Nordwärts Forum, walking tours, Nordwärts mobile, expert forums, citizens' cafés)
Nordstadtbüro	Part of Nordwärts Project, focusing on support to ethnic businesses
Jobcenter	Guidance and support in job seeking and to claim financial benefits. It provides specific services to newcomers, including support in different languages.

Other Governmental Organisations	
Department	Area of work
Agentur für Arbeit	Job Agency (Federal government)
Non-governmental organisations and other stakeholders	
Name	Area of work
AWO (Arbeiterwohlfahrt)	Large national level Different services targeting migrants: Consultancy, language help, neighbourhood projects, different groups, ...
Deutsches Rotes Kreuz (Red Cross)	AWO (Arbeiterwohlfahrt)
Caritasverband Dortmund e.V.	Large welfare organization of Catholic Church Broad range of services: i.e. operates a special service/office for migrants
Diakonie in Dortmund und Lünen	Welfare organisation connected to protestant church. It provides a broad range of support for disadvantaged groups, including migration and asylum procedure counselling and support for unaccompanied minors.
Der Paritätische Wohlfahrtsverband	National level Housing for the elderly, social services, child care, ...
Freiwilligenagentur (Verein zur Förderung der freiwilligen Tätigkeit in Dortmund e.V.)	Organising volunteer support for different providers of social services in Dortmund
GrünBau gGmbH	Fostering labour market integration
VMDO – Verbund der sozial-kulturellen Migrantenvereine in Dortmund e.V.	Umbrella organisation for many migrant organisations in Dortmund Also offers range of own services: e.g. refugee support, language courses, ...
Unternehmen. Bilden. Vielfalt e.V. (UBV)	e.g. Supporting migrant businesses
Rat der muslimischen Gemeinden	Muslim Council
Multikulturelles Forum e.V.	Long-established migrant organisation. Very established, professionalised now. Also runs „Haus der Vielfalt“
Train of Hope – Dortmund e.V.	Nordstadt. Refugees, particularly young migrants Fair chances of integration. Peer support group (personal development of children and youth), projects for young talents, Sprachcafé, ... and other activities.
Netzwerk Ehrenamtliche in der Flüchtlingshilfe	Provides information about procedure of refugee arrival in Germany
Verein „Projekt Ankommen e.V.“	Voluntary engagement for refugees
Planerladen e.V.	Supporting democratic urban planning and neighborhood-based social work. Neighborhood development, housing, integration. Nordstadt.
Volkshochschule Dortmund (VHS)	Language Courses
Africa Positive e.V.	African migrants. Promoting interculturality. Events.

African Tide	Different projects in Dortmund (and other cities): e.g. social integration, language, business start-up support. Also operates refugee centre Iggelhorst
Flüchtlingspaten Dortmund e.V.	Support for refugees (Flüchtlingshilfe): documents, housing, legal consultancy, occupation, family, general integration issues.
European Homecare GmbH (EHC)	Company providing social services, specializing in operating refugee housing centres Operates refugee centres in districts of Hörde, Hombruch, Lütgendortmund

### INTERNATIONAL COOPERATION

Dortmund has a broad range of activities with regard to international cooperation. In addition to the established city partnerships (see 3.4) this also includes engagement through several development projects in the Global South.

These activities are coordinated by Dortmund International (*Büro für internationale Beziehungen und nachhaltige Entwicklung*). Some of these are with municipalities in the Global South, thus engaging in municipal development policies. The overall aim is to implement the 17 Sustainable Goals. Each participating municipality puts own emphasis on projects. These initiatives are coordinated by Dortmund International and are run in cooperation with other departments within the city administration as well as other partners such as city-owned companies or NGOs. Projects are jointly managed to find mutual solutions. The following provides an overview of these projects:

- Cluj-Napoca (Romania): energy/water, technology, digitalisation, local innovative eco-systems
- Dura (Palestine): Focus on waste disposal (with EDG, city waste company), social work, IT equipment, medical supply through exchange with Klinikum Dortmund (the main municipal hospital). Further exchange through cultural projects.
- Kumasi (Ghana): Joint development of city-wide climate adaptation concept; exchange of experiences as university city (between Kwame Nkrumah University of Science and Technology and TU Dortmund); supporting start-up businesses. Ghana is also a partner country of the federal state of NRW, the Ghanaian honorary consul has his office in Dortmund.
- Dabola (Guinea): focus on waste disposal; environmental education.
- Bondo (Kenya): water systems (project „Jeder Tropfen zählt“ with Weltladen Aplerbek).
- Bolenge (Congo): Medical supply for peripheral villages (church cooperation).

Dortmund is involved in several international networks. The aim is to facilitate the exchange of experiences and comparing best practices examples as well as placing Dortmund within international networks. List of networks:

Council of European Municipalities and Regions (CEMR) Rat der Gemeinden und Regionen Europas – Deutsche Sektion (RGRE) United Cities and Local Governments (UCLG) EUROCITIES Connective Cities MC2CM PLATFORMA	Europäische Städtekoalition gegen Rassismus (ECCAR) Cities for a Nuclear Free Europe (CNFE) Mayors for Peace Klimabündnis Konvent der Bürgermeister für Klima und Energie European Cities for Fair and Ethical Trade iKEN – Ideas & Knowledge Exchange Network
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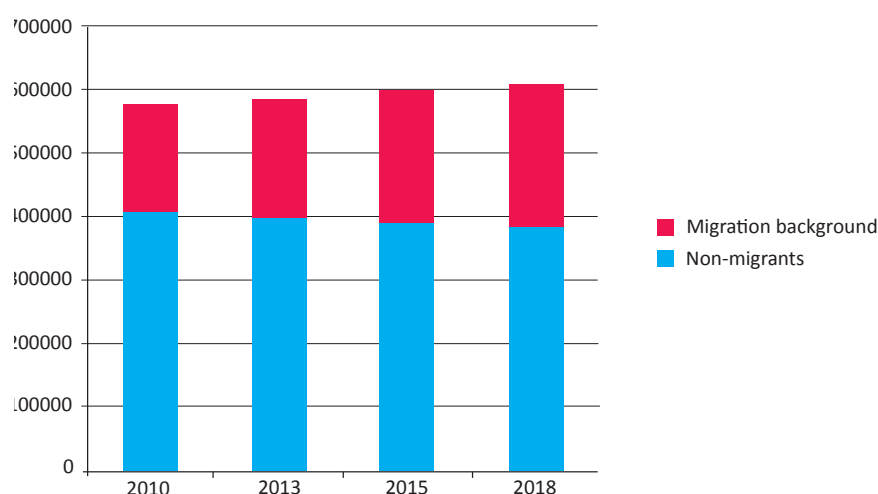


# 5. IMMIGRATION SITUATION IN DORTMUND

## OVERVIEW : MIGRATION TRENDS IN DORTMUND

The overall population of Dortmund has increased from 577,000 (2010) to 603,000 (2018). With 34%, around one third of the population has a so-called migration background. As illustrated by Fig. 2, the increase is a result of an increase in the number of persons with a migration background by almost 50,000, while the non-migrant population has decreased by around 20,000 during the period. This reflects larger demographic trends in Germany: Without immigration, the overall population would decline in the large majority of regions.

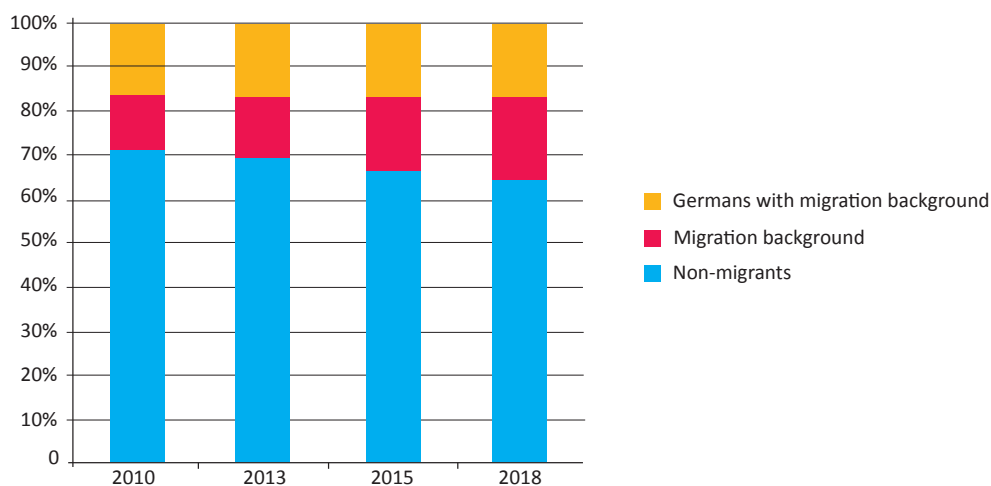
*Fig.2: Dortmund population by migration background, 2010-2018*



Source: dortmunderstatistik

The rise in the migrant population is reflected in its overall share of the population, which has increased from 29 to 36% between 2010 and 2018 (Fig. 3). Among those with a migration background, the number of Non-Germans has increased from 13 to 18%. This can be attributed to the recent rise in refugees during this period. The share of Germans with a migration background remained more or less stable at around 17%.

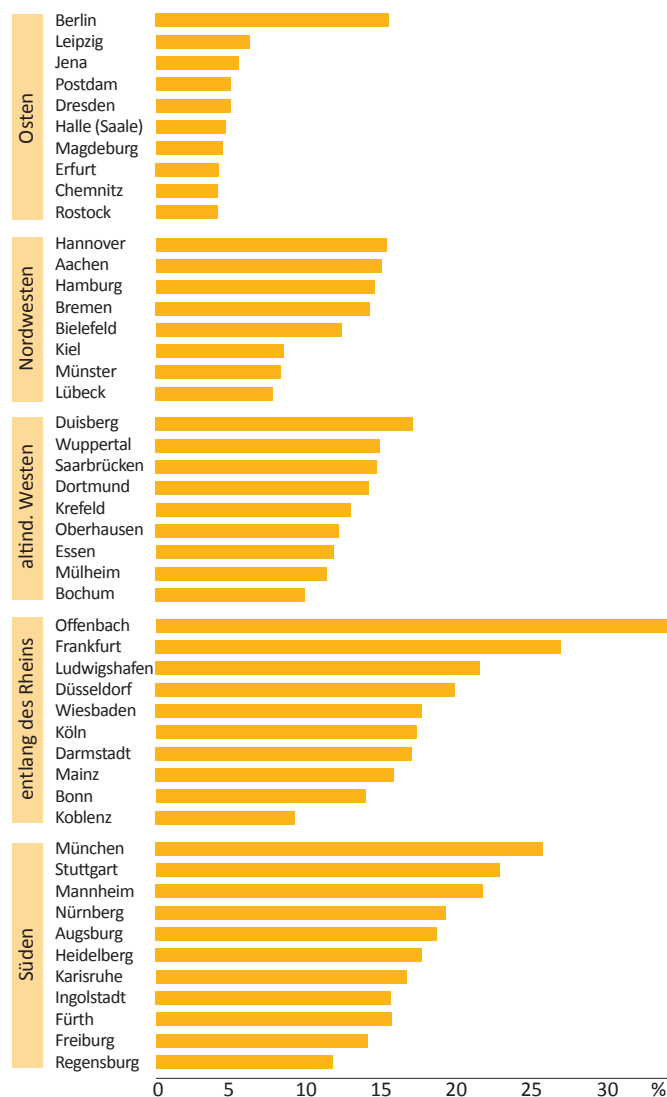
*Fig.3: Dortmund population, share of migrants and non-migrants, 2010-2018*



Source: dortmunderstatistik

Fig. 4 shows regional variation regarding the share of migrants/foreigners among population. West German cities have higher share than East German cities. More economically dynamic cities, particularly those in Southern Germany and along the Rhine River have larger shares. Among the group of cities associated with West Germany's old-industrial core (the third cluster of cities as seen from the top), Dortmund, ranges somewhere in the middle.

*Fig.4: Share of foreigners among population, largest German cities (2013)*



Source: BBSR, 2013

In Dortmund, as elsewhere, increasing transnational connections through manifold migration movements and multiple attachments to different places, result in the emergence of diverse and sometimes contested urban societies.

Nordstadt is the most prominent migrant neighbourhoods in Dortmund. Although located immediately north of the main train station, it is still largely left untouched from gentrification (Swanstrom/Plöger, 2020). It is cut off from the city centre and the



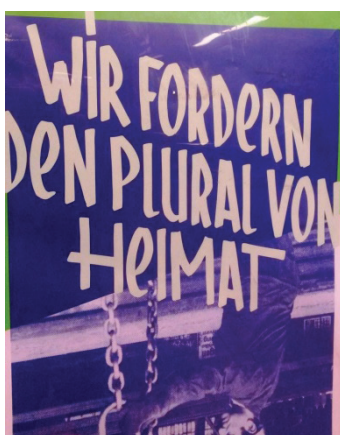
more middle-class neighbourhoods to the South through main train lines, the Dortmund harbour and former industrial sites. As a traditional working class area located in vicinity to heavy industries, the neighbourhood has a high share of population with a migration background. It shows characteristic signs of an arrival neighbourhood (Hanhörster et al., 2020).

*Fig.5: Nordstadt – Dortmund’s main arrival neighbourhood*



Source: ILS

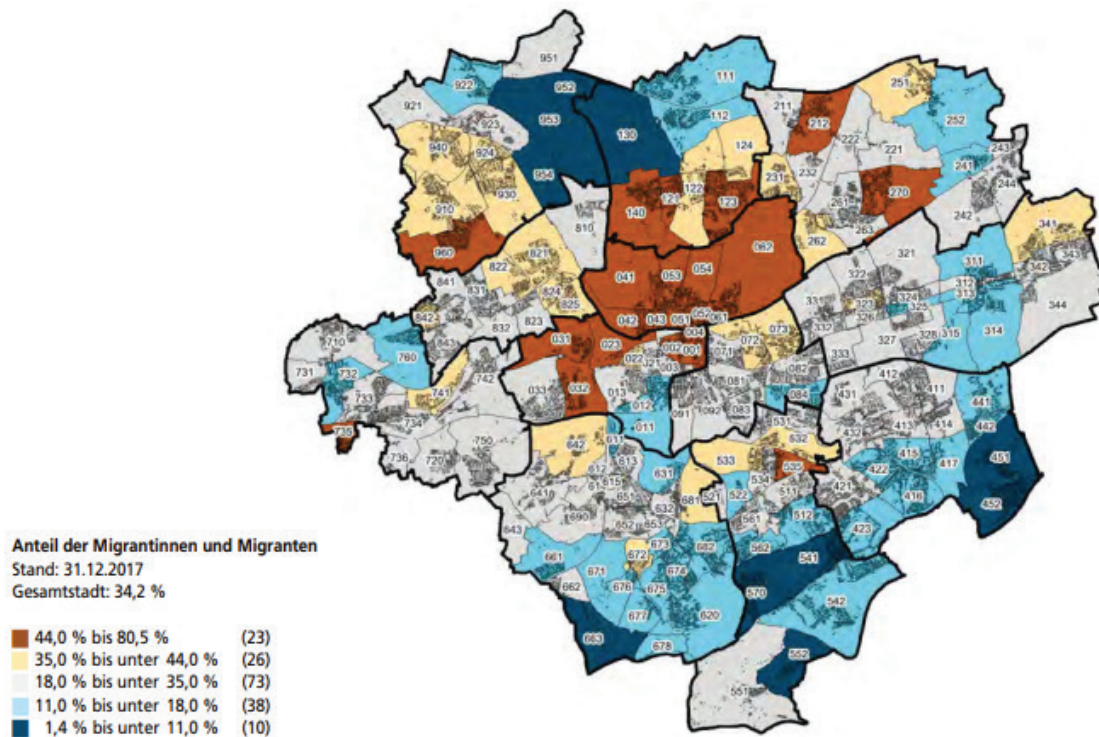
*Fig.6: The plural of home (exhibition poster in Dortmund)*



Source: J. Plöger

The map (Fig. 7) shows the share of migrants on the level of statistical sub-units for Dortmund. Brown-coloured neighbourhoods – coinciding with traditional working-class neighbourhoods of Dortmund (e.g. Nordstadt, Hörde, Dorstfeld) – have a share of over 44% migrants (foreigners and migration background). Dark and light blue areas are generally more wealthy and suburban and have lower shares. **OVERVIEW : MIGRATION TRENDS**

Fig. 7: Dortmund: neighbourhood share of migrants, 2017



Source: Stadt Dortmund – Amt für Wohnen 2019: 40

<sup>2</sup> Population data varies between the state level statistical Office (Land NRW) and the municipal records (City of Dortmund). While the overall trends and tendencies remain the same, actual numbers vary slightly. NRW data shows slightly lower population for Dortmund.

#### LOCAL MIGRATION DATA MIGRATION CHANNELS & LEGAL STATUS

The majority of those without a German citizenship holds permanent residence, which reflects on the long migration history as well as the fact that many migrants are from EU countries and thus entitled to the same rights as Germans. Nonetheless a share of almost one third of all non-Germans has a less stable legal status, mostly when holding only temporary residence permits but also when asylum processes are not decided upon yet for example.

Fig. 8: Legal status of Non-Germans, Dortmund, 2018<sup>2</sup>

Permanent residence	77.469
Temporary residence	23.040
Tolerated	1.817
Asylum seekers with residence permit	2.143
Others, unclear	9.593
Non-German Total	114.062

Source: Ministerium für Kinder, Familie, Flüchtlinge und Integration des Landes Nordrhein-Westfalen 2019: S.20

## MAIN COUNTRIES OF ORIGIN

While its migrant population is still dominated by migrants and their descendants associated with *guestworkers* and their families, the city has received more diverse migration flows since the 1990s.

With 13.3% and 30.1% respectively, the overall population shares of those not holding a German passport and those with a migration background are typical for West German cities.

Today, the population of Dortmund comprises one third of persons with a migration background (35.6%). This includes around 110,000 foreigners and 105,000 Germans with migration background. Within the group of those below 18 years of age, the share of those with a migration background is over 50% (Stadt Dortmund 2019c: 15). Fig. 10 provides an overview of the migrants in Dortmund.

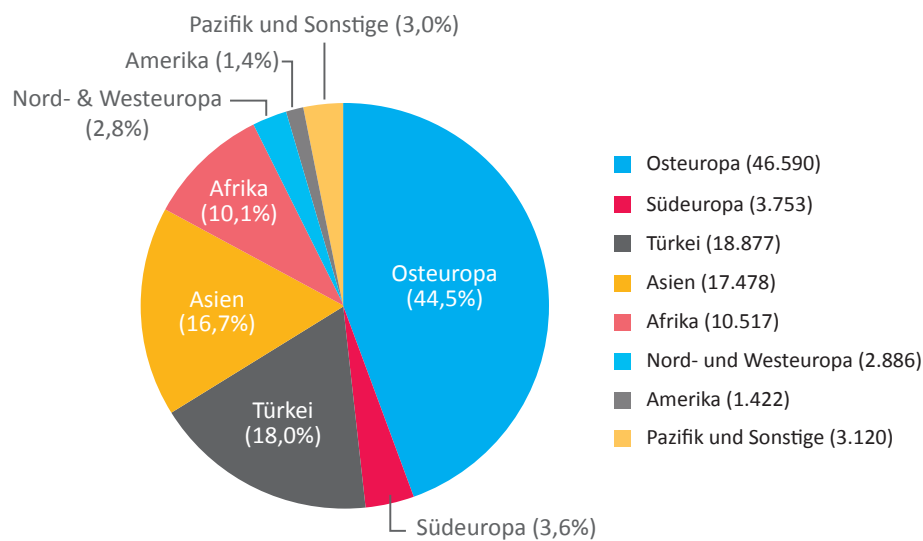
Poland is most important 'country of origin' for migrants in Dortmund due to the group of *Aussiedler* as well as labour migration since Poland's joining of the EU. The second place is held by Turkey, which also constitutes the largest group of foreigners in Dortmund. Since 2014, with the free movement of workers as part of EU membership for number of migrants from Romania and Bulgaria has also increased significantly (e.g. Kurtenbach, 2017). Currently, the largest group of migrants are from Syria (almost entirely arrived as refugees), its number has risen from 700 in 2013 to 10,000 in 2019 (Stadt Dortmund 2019c: 17).

Fig. 9: Top 10 countries of origin of Non-German population, Dortmund, 2018

Country of origin	Number
Turkey	22.845
Syria	10.295
Poland	10.110
Romania	5.040
Serbia and Montenegro (formerly)	4.620
Greece	4.505
Italy	3.950
Spain	3.835
Bulgaria	3.510
Morocco	3.465

Source: MKFFI NRW, 2019

Fig. 10: Regional origin of population with migration background, Dortmund, 2018



Source: Stadt Dortmund 2019c: 16; own elaboratio

For the year 2016, after the above average inflow of mostly refugee, Dortmund received migrants through the regional/national distribution system. The ten most important countries of origin were: Syria (882), Iraq (730), Afghanistan (664), Albania (232), Kosovo (205), Iran (182), Guinea (160), Serbia (159), Lebanon (155) and Nigeria (149). While people from war/conflict regions such as Syria or Iraq have a very high probability of receiving asylum or a residence permit, migrants from the Balkan region (Albania, Kosovo, Serbia) have a low probability (BAMF, 2021).

### GENDER DISTRIBUTION

Overall the gender distribution between migrants and non-migrants is relatively equal. While the German population has a higher number of female with 51.6% (mostly due to longer life expectancy in old age), the Non-German group has more male with 52.7%. The latter can be attributed to the higher proportion of male migrants particularly among the group of refugees. In contrast, for the Germans with a migration background females constitute 51.7% of the population, similar to the share within the German without migration background group (Land NRW, 2020).

### AGE STRUCTURE

Fig. 11 shows that the share of Non-Germans has increased in all age groups from 2013 to 2018. In the younger age groups, this rise has been particularly pronounced, reflecting an inflow of younger migrants as well as higher birth rates of migrants in general. This is also reflected by the fact that 47% of all children in childcare facilities in Dortmund have a migration background.

It must be noted furthermore that of the around 10,000 refugees in Dortmund, around 1,000 are unaccompanied minors (Stadt Dortmund, communication).

Fig. 11: Age groups for Germans/Non-Germans, Dortmund, 2013 and 2018

Age groups	2013		2018	
	Non-Germans (Share)	Germans	Non-Germans (Share)	Germans
0 – under 3	1.284 (9 %)	13.000	3.309 (19,1 %)	14.012
3 – under 6	1.311 (9%)	13.333	3.105 (18,7 %)	13.515
6 – under 18	7.396 (11,8 %)	55.131	10.735 (16,9 %)	52.953
18 – under 25	9.745 (19 %)	41.539	13.106 (25,2 %)	38.977
25 – under 35	17.307 (21,7 %)	62.477	22.968 (26,3%)	64.323
35 – under 50	24.041 (19,4 %)	99.871	30.119 (25,9 %)	86.033
50 – under 65	12.004 (10,1 %)	106.667	15.790 (12,3 %)	112.415
65 – under 80	7.569 (8,7 %)	79.149	8.754 (10,5 %)	74.736
80 or older	999 (3,1 %)	30.835	1.835 (4,9 %)	35.881

Source: MKFFI NRW, 2019

## LEVEL OF EDUCATION

<sup>3</sup> [http://www.integrationsmonitoring.nrw.de/integrationsberichterstattung\\_nrw/Integration\\_kommunal/index.php](http://www.integrationsmonitoring.nrw.de/integrationsberichterstattung_nrw/Integration_kommunal/index.php)

The number of pupils not holding German nationality has increased continuously over the last decades. During the school year 2019/2020, 23% of pupils at elementary schools in Dortmund did not hold German nationality, compared to 15% for the state of NRW (MKFFI Integration Monitoring, 2020)<sup>3</sup>. The educational outcomes vary considerably between Germans and Non-Germans still, which later also shapes their respective labour market outcomes.

For the segmented German public school system, educational inequalities are measured by the share of pupils transitioning from elementary schools to the different tiers of secondary schools. The share of Germans transitioning to Gymnasium – the highest category of secondary schools – is far higher than the respective share of foreigners, with 37% to 21% respectively in 2019 (ibid.). Interestingly for both groups the share of female students moving to Gymnasium is higher than for the male group.

Another critical indicator for measuring educational inequalities is the type of degree that students achieve during their schooling. Non-Germans (16%) are twice as likely as Germans (8%) to leave schools without any degree in Dortmund. For both groups, the share of male students that does not have any school degree is higher than for females. On the other hand, Germans (43%) are almost twice as likely as Non-Germans (23%) to achieve the secondary school degree that allows them to study at higher education institutions such as universities (ibid.).

## SECTORS OF ACTIVITY

Most of those employed in Dortmund work in the service sector (86%). Only 14% continue to work in manufacturing and construction. This share illustrates that the economic restructuring from an industrial to a diversified service sectors is quite advanced.

Employment indicators show that Non-Germans have a higher probability than Germans to be unemployed. During the period of overall economic growth from 2015 to 2019, the number of unemployed Germans declined significantly, while the number increased slightly for Non-Germans.

*Fig. 12: Social indicators for Germans and Non-Germans (rounded), Dortmund, 2015 and 2019*

	2015	2019
<b>Employment liable to social security at residence</b>		
Total	194,000	216,000
Germans	171,000	184,000
Non-Germans	23,000	32,000
<b>Unemployed</b>		
Total	37,000	32,000
Germans	26,000	20,000
Non-Germans	11,000	12,000
<b>Recipients of social welfare</b>		
Total		101,000
Germans		60,000
Non-Germans		41,000

**Source:** Bundesagentur für Arbeit 2019



# 6. IMMIGRANTS HUMAN RIGHTS & ACCESS TO SERVICES IN DORTMUND



## **FACILITATORS**

### **LANGUAGE & CULTURAL KNOWLEDGE**

In general, language skills increase the ability to participate in social life, to feel some sort of attachment to place and to find jobs. Language acquisition is thus a key requisite for facilitating the integration of migrants locally. Stakeholders remarked that the more migrants can interact with Germans, through education, jobs or civic participation, the more they have the opportunity to acquire sufficient language skills.

With the inflow of refugees since 2015, the provision of language courses and finding language teachers was a main challenge, also because teachers were initially not employed on longer-term basis. This caused long waiting lists for while at the beginning.

Also for social workers and other actors providing information to migrants in the field, it is easier to get access to those migrants who have at least some basic German language skills – although the capacity to speak further languages such as Arabic has also increased in many organisations. In general stakeholders also reported an age bias, with younger migrants in general picking up the language quicker and being more successful in adapting to their new surroundings and encountering persons outside of their ethnic community, for example through educational institutions. Younger migrants and children find it easier to and learning the German language.

A major problem pointed out by stakeholders is that poor migrants from South-East Europe due to their status as internal EU migrants are often excluded from such free of charge courses. The city together with a range of organisations working mostly in the Nordstadt neighbourhood are addressing this integration gap by providing language courses and further assistance to these particularly disadvantaged and vulnerable groups.

## **SAFETY & SECURITY**

In general personal safety is not endangered in Dortmund. There are however situations, in particular in one neighbourhood of the city, where there may be more open hostility from right-wing groups towards migrants. Led by the mayor, the city council, together with the police in Dortmund (the police is a state-level institution in Germany) has moved towards a stronger policing of right-wing activities, which has significantly decreased the number of right-wing incidents in the city. Furthermore a local initiative „Tag der Solidarität – Kein Schlussstrich“ which emerged under a Germany-wide umbrella also aims at continuing the debates around racism in Dortmund, at raising awareness and support victims.

## **HUMAN RIGHTS & ACCESS TO SERVICES**

### **HOUSING AND BASIC SERVICES**

While the housing market in Dortmund is less strained than in other larger German cities, migrants face a variety of challenges when trying to find appropriate housing. Discriminations on the housing market are experienced by all migrants non-regarding their social status. This applies to both corporate housing companies and individual home owner renting out apartments. Apart from discrimination for ethnic or religious reasons, migrants often lack information about the functioning of the housing market. For lower-income families finding housing is particularly challenging. For Nordstadt, the problem of over-crowded dilapidated slum-housing received some media attention in the past and is still being addressed by policy-makers.

Another point relating to the housing situation is that the residents of typical migrant neighbourhoods such as Nordstadt are much more exposed to the COVID-19 pandemic as those in less densely populated districts with larger housing units and more open

spaces. The incidence rates in Nordstadt during the different waves of the pandemic far exceeded the average incidence rates for the city as a whole.

### EDUCATION & VOCATIONAL TRAINING

Most migrants are allowed to enter the apprenticeship/vocational training system in Germany. This allows for the acquisition of recognised apprenticeship certificates. Several projects by the city council and project coordinators such as NGOs are supporting such acquisition of skills for the labour market. This includes support during the search for internships, vocational training positions and jobs, job application training, career orientation, trainings and qualification measures and job fairs. According to a city official, 1,500 young migrants have benefitted from these programmes so far since their establishment in 2015.

### EMPLOYMENT & ENTREPRENEURSHIP

Within the context of a generally quite strong overall economy (at least pre-COVID 19), the labour market is probably the strongest facilitator of integration across Germany. Dortmund has for example emerged as an important logistics hub in Western Germany and beyond. Large logistics companies have built warehouses and other facilities on brownfield sites of land formerly occupied by steel works and other industries. Companies such as Amazon, DHL or Decathlon have created substantial job opportunities in the low-paid segment of the service sector. In general, larger employers have started earlier and are more advanced with regard to having a more diverse workforce with regard to ethnic/migrant background.

Another important sector for migrant employment is the care sector, reflecting on Germany's ageing population as well as the employment in this sector often being less attractive for German workers due to heavy workloads and relatively low salaries.

Many employers have in fact started employing and sponsoring refugees. This was facilitated by the fact that – other than in previous times – refugees are allowed to take up work in Germany and by a general attitude of volunteerism and willingness to support at least in the initial stages of the large numbers of refugee arrivals in 2015 and 2016.

Recently, the COVID-19 pandemic has however restricted the opportunities for service sector work. Due to precarious or informal employment conditions, many of these migrant workers were not able to fall back on social security when unemployed or under-employed.

### HEALTH & WELL BEING

Among the refugees that arrived in Dortmund, a large proportion comes from areas with ongoing armed conflict such as Syria, Iraq or Afghanistan. Several welfare organisations as well as migrant organisations address these individual traumas by some refugees through involving social workers and psychologists. One interviewee of an NGO thus mentioned that psychological traumas and need for care have been underestimated. Of the 10,000 more recent refugees currently residing in Dortmund he estimated that around 40% were in need of psychological help. A social worker from a migrant organisation emphasised the importance of education for overcoming these traumas. Using the example of an Afghan male youth, who left while aged 14, separated from his family, had to work in Turkey to raise money, then “went through the hell of [the refugee camp in] Lesbos”, she showed the need for support, particularly at the beginning to enable these groups to actually “arrive”. Other interviewees stressed that vulnerability is also linked to health concerns. In addition to the hardships of fleeing their home countries, access to appropriate healthcare is sometimes obstructed by language barriers.

## SOCIAL & POLITICAL INCLUSION

### POLITICAL PARTICIPATION & INCLUSION IN LOCAL DECISION-MAKING PROCESSES

In Dortmund, all citizens eligible to vote and who have a migration background, have the possibility to elect the members of the integration council (Integrationsrat) for the city. This body represents the interests of all citizens with a migration background within the city administration.

Holders of EU passports who are registered in Germany have the right to vote in local elections. Rights of political participation are thus entitled to EU citizens but excluded from the Third Country Nationals (non-EU citizens).

Furthermore, many of the key positions for migration and integration issues in the city administration and with the most important NGOs are already held by representatives with a migration background.

### SOCIAL INCLUSION & COHESION

Access to resources is an important factor shaping the relationship between migrants and the local population. A real or perceived scarcity of resources such as housing, training, jobs or services is likely to produce more contested local interactions.

Overall, most stakeholders state that migrants and locals are living mostly in “peaceful coexistence” but not necessarily a “togetherness”. Yet, some criticised the lack of more meaningful social interactions outside of the realm of everyday encounters. In order to engage with such “negotiations of difference”, Meissner and Heil (2020) use the concept of “convivial disintegration”, which considers relational practices, power asymmetries and materialities.

Everyday encounters and interactions between migrants and the local population are important components of the integration process (where these are not negative). For migrants such interaction is expected to increase their sense of belonging and their level of participation. For the local population it is likely to decrease prejudices (or even hostility) against migrants, which are often related to lack of contact, cultural distance or fear of competitors. Several initiatives and organisations engage in increasing spaces for encounters across the city.

The COVID-19 pandemic and the imposed restrictions has of course caused a significant decrease in the possibilities to use such settings and for meeting people. Apart from being more likely to contract the virus, ethnic minorities and migrants often reside in more crowded housing and are thus more dependent on public spaces. During the pandemic-related lockdowns, the behaviour of young people in general became a topic of local discussions around the use of public space. Often these discussions carry a stigmatising connotation.

### PROTECTION AGAINST DISCRIMINATION

The city of Dortmund has made substantial efforts with regard to inter-cultural opening of public administration where migrants continue to be underrepresented. In inter-cultural opening is a key focus of the integration masterplan migration/integration. The city has since signed the “Diversity Charta” [Charta der Vielfalt] and increased its effort in this regard. This includes for example efforts to increase the number of employees and apprentices with a migration background and including intercultural elements during qualification measures to reduce barriers for clients with a migration background.

Yet, respondents reported many examples where migrants experienced discrimination, based on religion or skin tone for example. Often this occurred when dealing with public authorities such as the foreigners’ registration office or the police. Experiences at the

municipal foreigners' registration office where every non-German needs to register, were particularly negative – staff was perceived as uncaring for individual situations, impolite, and procedures as too bureaucratic.

## **MIGRATION & INTEGRATION NARRATIVES PUBLIC ATTITUDES TOWARDS IMMIGRANTS**

In general, the overall attitude towards migrants has not changed considerably after the refugee arrivals of 2015/2016. As elsewhere in Germany, also Dortmund experienced a moment of solidarity and a rise in volunteer work since 2015. Nonetheless, one interviewee while supporting migrant integration also argued for stronger migration control, placing the integration burden on the migrants: "The society should be open, but we also have a right to control who comes, and when they do an effort and behave accordingly, that they fit in the community, then we also have to accept them". Still, stakeholders also observed a successive change of public attitudes, with an increasing openness towards diversity in society. While open racism has decreasing other more subtle forms of discrimination are however still perceivable.

## **PUBLIC PERCEPTION ON MIGRATION & INTEGRATION POLICIES**

This point aligns to the overall situation in Germany. Migration was the most important item of political debates around the peak of the refugee arrivals and was then also exploited by right-wing populist political parties, most prominently the AfD, which was able to increase its voting share in national and regional elections afterwards. At least since the COVID-19 pandemic, which has also resulted in a decline in immigration to Germany, the topic is not in the spotlight anymore. At the local level, in Dortmund, integration continues to be an important topic.

## **IMMIGRANTS PERCEPTIONS**

Stakeholders reported that access to resources such as jobs, housing or services is sometimes contested between not only locals and recent migrants but also between more established migrants and recent migrants, particularly when both groups are of lower social status. The substantial arrival of poor families from South-East Europe, including many of Roma ethnic heritage, has resulted in local conflicts in the Nordstadt neighbourhood, which often materialise in public spaces. Another stakeholder from an NGO also commented on increasing resentment by the second or third generation of guestworker families towards refugees, who were perceived as receiving a lot of support. Another line of conflict arises around age, with older migrants sometimes fearing for their own status, with the increasingly mediated events such as the incidents around the Cologne New Year's riots.



# 7. CONCLUSIONS AND REFLECTIONS

Dortmund is an interesting city for the study of migration and integration. First of all it has a long migration history with a diversity of migrants arriving in different historic, economic and political contexts. As a result of this experience, the city has a thick and established governance landscape of different stakeholders engaged in the fields of migration and integration. It is for this reason that the policy approaches and specific programmes implemented in Dortmund can be insightful to cities elsewhere across Europe and beyond and for other cities involved in the MC2CM project.

In terms of current priorities, and based on the case study research in Dortmund, the following five fields appear to be the most prominent:

**Identifying target groups:** At least since 2015, refugees have of course become major target group of policies and projects. Yet, in Dortmund this group while substantial in numbers, was not regarded as the one most in need of support infrastructures by the majority of interviewees. Rather poor migrants from within the EU and South Eastern Europe in particular were regarded as the group most in need due to their precarious situation because of low socio-economic status and restricted access to social services. Vulnerability can thus be a characteristic of migrants who otherwise benefit from mobility rights.

**Strategic approach:** Already quite established and based on strong links between different stakeholders, the current network of actors needs to ensure that future challenges with regard to migrant vulnerabilities can be addressed. The overall rationale of migration and integration thus needs to ensure the right mix of more formal/mainstream and bottom-up initiatives. The latter allowing for designing approaches based on specific demands of different groups of migrants. This also includes the recognition of local knowledge by actors “in the field” such as NGOs.

**Focussing integration measures:** Education and employment are two key areas for ensuring the success of migrant integration. So far the economic stability in Germany and a relatively strong labour market has enabled access of migrants as well. But access to labour and education is still very much differentiated by social status, which often overlaps with migrant background, thus still channelling migrants disproportionately into lower-paid, less secure jobs.

**Inclusive urban societies:** With the rise of populist, right-wing political movements, some anti-immigrant sentiments are becoming more widely spread across European societies. In regions with weaker economies and higher unemployment such as those undergoing profound economic restructuring, access to resources such as work, education and services may thus be more contested. Thus finding ways of promoting diverse urban societies is an important challenge. Such inclusive approaches may for example comprise fostering inter-cultural dialogue, creating spaces facilitating encounters, opening-up institutions, and providing targeted communication channels.

**Arrival neighbourhood(s):** Urban development approaches in Germany tend to favour the ideal of social mixing, thus aiming at avoiding high levels of segregation of social groups. Such policies have their origin in worries of the emergence of what in previous times was referred to as migrant enclaves or even ghettos. Yet, stakeholders are also beginning to point out that such typical areas of migrant arrival as for example Nordstadt in Dortmund fulfil critical functions for the city as a whole through the thick network of actors and established infrastructures and services. Recognising not only the social problems but also the social potential of such areas and providing support for them may be a promising way forward.

**Gender bias:** Gender was also said to have an impact on the formation of local social networks. This is partly attributed to gendered divisions of labour and cultural values. Stakeholder pointed out that women are more likely to stay at home due to care work and domestic chores, which makes them less likely to interact with locals than men and children. Moreover, women are underrepresented in educational programmes, language courses, and integration services and often more difficult for organisations to reach.

## CITY PRIORITIES

In terms of priorities, the five fields of relevance for policy-makers and practitioners can be highlighted. Each of these fields explains why they are of relevance, which are the main challenges, and which approaches may help to overcome these challenges. Priorities (1) and (2) address strategic approaches; the remaining priorities (3) to (5) build on specific integration themes such as labour market, fostering inclusive urban societies and housing.

### (1) Identifying target groups

Across German municipalities, at least since 2015, refugees have become a major target group for policies and projects. Yet, most stakeholders mentioned that with time this group while substantial in numbers was superseded by poor migrants from within the EU and South Eastern Europe in particular. While the prior has access to welfare services and support infrastructures, the latter is often excluded from these. The livelihoods of such poor migrants are often characterised by precariousness resulting from low socio-economic status and exclusion from access to most social services. This highlights that vulnerability can be a characteristic of migrants who otherwise benefit from EU mobility rights.

The City of Dortmund has led a strategic and coordinated effort to respond to the challenges associated with this form of migration. It is built on a comprehensive network comprising city administration as well as several larger non-governmental organisations in the fields of social welfare and migrant integration.

The main takeaway is to find structures that allow for expert knowledge “in the field” to inform city-wide decision-making. This includes finding the right mix of formal/mainstream and bottom-up initiatives and to build networks between actors to coordinate efforts and approaches and to use synergies. In such way the work of local actors such as NGOs (i.e. welfare and migrant organisations) is being recognised. This facilitates the transfer of knowledge from practitioners to policy-makers and allows for identifying suitable approaches designed to address the specific demands of different groups of migrants.

### (2) Reconsidering migrant neighbourhoods

Urban development approaches in Germany tend to favour an ideal of social mixing, thus aiming at avoiding high levels of socio-spatial segregation between social status groups. Such policies have their origin in worries about the emergence of what previous debates referred to as parallel societies or even ghettos as well as an overburdening of social services in these areas. With more knowledge about integration processes and the functions of specific neighbourhoods in cities, this rationale is now being questioned.

Increasingly scholars as well as practitioners point out the city-wide functions that such areas of migrant arrival fulfil. In Dortmund, one district also shows the characteristics of such ‘arrival neighbourhoods’. It hosts an established network of organisations, infrastructures and services for migrants. Building on point (1), for approaches addressing challenges within a city it is always helpful to build on already existing networks and support infrastructures, especially organisations that work with migrants on daily basis and are thus close to their everyday needs and struggles. Such approaches recognise not only the existing socio-economic problems but also point out the potentially socially transformative character of such areas. First, it means to address the underlying discriminatory practices and structural barriers that explain the socio-spatial pattern of a particular city. Second, it requires moving away from stigmatising discourses about such neighbourhoods.

### (3) Access to education and labour market

Education and employment are two key areas for ensuring the success of migrant integration. So far the economic stability in Germany and a relatively strong labour market has facilitated the access of migrants as well. In Dortmund as elsewhere in Germany the ongoing demographic change means that for many economic sectors the demand for workers cannot be met. For many employers searching both for workers in low- and high-skilled professions have thus started to recruit and employ migrants. With more diverse



workforces, intercultural approaches have been adopted. With ongoing demographic change this process is likely to continue in the future.

Yet, several challenges remain. But access to labour and education is still very much differentiated by social status and lower-tier educational degrees, which often overlap with migrant background, thus still channelling migrants disproportionately into lower-paid, less secure jobs. Furthermore, studies show how migrant origin applicants to jobs are being discriminated during recruitment processes.

#### (4) Inclusive urban societies

With the rise of populist, right-wing political movements, some anti-immigrant sentiments are becoming more widely spread across European societies. In regions with weaker economies and higher unemployment such as those undergoing profound economic restructuring, access to resources such as work, education and services may thus be more contested. Thus finding ways of promoting diverse urban societies is an important challenge.

Cities can respond to such challenges by using a range of different inclusive approaches. In Dortmund, this includes fostering intercultural dialogue. The city itself has for example mainstreamed its effort to diversify its workforce and supports intercultural trainings. Furthermore, spaces (off/online) are needed that facilitate low threshold encounters between persons from different backgrounds. Currently this is of course a major challenge as such encounters have been affected by restrictions due to the COVID-19 pandemic. This also highlights the need for targeted communications channels in different languages to reach diverse communities. And of course, political leadership provides an important frame for such actions.

#### (5) Housing

Dortmund, as almost all larger German cities, has reversed prior population decline since the 2010s. As elsewhere adequate housing has become more difficult to find and rents as well as property prices have increased considerably. Vacancy rates are thus low even in disadvantaged neighbourhoods. The majority of inhabitants in German cities are still renters rather than owners of real estate. In Dortmund, 70 per cent rent and only 30 per cent own their homes, and in the denser populated, centrally located neighbourhoods the share of renters is even higher.

For migrants the scarcity of adequate housing is even more pronounced. They face a variety of challenges when trying to find appropriate housing. Discriminations on the housing market are experienced by all migrants non-regarding their social status. This applies to both corporate housing companies and individual home owners renting out apartments. Apart from discrimination for ethnic or religious reasons, migrants often lack information about the functioning of the housing market. For lower-income families finding housing is particularly challenging. Particularly migrants of lower social status sometimes only manage to overcome the challenge of finding accommodation through informal channels (e.g. unregistered subletting, overcrowding). For some inner-city neighbourhoods, the problem of over-crowded dilapidated slum-housing received some media attention in the past and is being identified as a task by policy-makers.

Another point relating to the housing situation is that the residents of typical migrant neighbourhoods are much more exposed to the COVID-19 pandemic as those in less densely populated districts with larger housing units and more open spaces. During the pandemic, the incidence rates in such areas far exceeded the average for the city as a whole.

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**In:** March 2021

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