TAKING THE PULSE: SERVICE DELIVERY FOR MIGRANT ENTREPRENEURS IN NORTH RHINE-WESTPHALIA

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This article examines how service delivery to migrant entrepreneurs in the State of North Rhine-Westphalia (NRW) can be enhanced to better meet the needs of migrant entrepreneurs.

At present, migrant entrepreneurs tend not to access government business counselling services as their first choice, but rather rely on the expertise of friends and family members, lawyers and bankers to guide their business decisions. Migrant entrepreneurs also argue that government does not provide an adequate vehicle to recognize the contribution that their business enterprises make to the State's economic performance.

A more collaborative working approach between government service providers, mainstream economic counselling organisations and the migrant community is needed to improve service delivery and to increase the visibilty of migrant entrepreneuship in NRW.

The content of this article represents the views of the author only and does not reflect the views of the Government of North Rhine-Westphalia.

Cet article examine comment la prestation de services aux entrepreneurs migrants dans le Land allemand de Rhénanie du Nord-Westphalie (NRW) peut être améliorée pour mieux répondre aux besoins des entrepreneurs migrants.

À l'heure actuelle, les entrepreneurs migrants ont tendance à ne pas avoir recours en priorité aux services de conseil aux entreprises du gouvernement, mais s'appuient plutôt sur l'expertise d'amis et de membres de leur famille, d'avocats et de banquiers pour guider leurs décisions commerciales. Les entrepreneurs migrants font également valoir que le gouvernement ne fournit pas un moyen adéquat de reconnaître la contribution de leurs entreprises commerciales aux performances économiques de l'État.

Une approche de travail plus collaborative entre les prestataires de services gouvernementaux, les organisations de conseil économique classiques et la communauté des migrants est nécessaire pour améliorer la prestation de services et accroître la visibilité de l'entreprenariat migrant en NRW.

Le contenu de cet article représente uniquement les opinions de l'auteur et ne reflète pas les opinions du gouvernement de Rhénanie du Nord-Westphalie.

INTRODUCTION

Shamsrizi (2018), a second-generation migrant entrepreneur, who manages the company Retrobrain Inc. in Hamburg, argues that the problems faced by start-ups are complex and do not neatly fall within the jurisdiction of a particular government ministry. Just as it takes *a whole village to raise a child*, effective business coaching for migrant entrepreneurs is dependent upon the cooperation between and among multiple service providers in what has been called the entrepreneurial ecoystem (RKW Kompetenzzentrum, 2019).

In North Rhine-Westphalia the entrepreneurial ecosystem is comprised of an intricate network of actors, such as the economic development agencies at the community level, the state government ministries, such as the Ministry of Econonmy, Innovation, Digitalization and Energy, and the Ministery of Labour, Health and Social Services, the chambers of industry and commerce, the craft councils, migrant business associations and the federally funded IQ-Network on Migrant Entrepreneurship and the NRW Bank to name but a few of the players[1]. Within this system, migrant entrepreneurs are provided with both standardized as well as migrant-specific business advisory services.

Despite this extensive network of service offerings, migrant entrepreneurs have voiced their dissatisfaction with the quality and effectiveness of business coaching for aspiring migrant entrepreneurs and established business owners with a migration history.

This article takes the pulse of the migrant entrepreneurship community in NRW: It provides a portrait of selected issues in the current political debate on migrant entrepreneuership. It develops this picture by drawing upon the discussions at the first NRW congress on migrant entrepreneurship in 2018 entitled – Migrant entrepreneurship: Capitalizing on diversity, successful coaching (Stephan, 2019) – as well as empirical research findings by eminent scholars and practitioners in this field (e.g., García- Schmidt & Niemann 2015; Bertelsmann, 2016 and Leicht et.al.,2017). After highlighting why it is important to recognize the economic contribution of migrant entrepreneurship to the State's economy, the article explores the tensions emanating from a standardized versus a customized model of service delivery to migrant entrepreneurs. It also makes the case for adopting a strategic approach to increasing the visibility of migrant entrepreneuship in the public eye. The disussion also demonstrates that it is important for government to proactively address the potential ramifications of culturally-held beliefs which may impede entrepreneurship in Germany. Possible solutions for enhancing service delivery to migrant entrepreneurs in the State of NRW are suggested at various junctures in the article.

WHY DOES MIGRANT ENTREPRENEURSHIP MATTER?

In NRW, with a population of 17,914,344 Million people (2018), there has been a downward trend in enterprise creation from 2008 to 2018, with 86,210 enterprises created in 2008 to 73,578 in 2012, to 60,148 in 2018 (Institut für Mittelstandsforschung, 2018).

In 2018, 44.7 percent of business start-ups in NRW (sole proprietor businesses) have been established by people who have migrated to Germany – this also represents a slight decrease of -1.8% compared to 2015 (Günterberg, Kay and Kranzusch, 2018). The largest share with 64.1% of these enterprises are in the service sector, 28.1% in commerce and 7.8% in the production sector (IHK NRW, 2019).

The hotspots of enterprise creation are the highly ethnoculturally diverse Metropolitan Ruhr Region, Düsseldorf and the surrounding area as well as the Cologne-Bonn region. Champions of entrepreneurial activity are also the Niederrhein region (Lower Rhine Valley Region) and the Bergisches Städtedreieck comprised of the cities of Wuppertal, Remscheid and Solingen.

NRW mirrors the overall trend of migrant entrepreneurship at the federal level: In 2018, 547,000 new businesses were etablished in Germany which is a slightly down by 10,000 enterprises, or 2% from 2017 (Metzger, 2019a). In 2018, 43.7% of all business start-ups in Germany were created by individuals without German citizenship. This remains largely unchanged in the first quarter of 2019, with 43.6% of businesses established by migrants (Günterberg, 2019).

At present, a total of 768,000 enterprises in Germany are run by enterpreneurs with a migration background (IQ, 2018); between 2005 and 2017, 202,000 new enterprises were created, which represents an increase of 35.7% (IQ-Network, 2018).

Migrant entrepreneurship is of vital importance for the economic well-being of a region due to three key factors: It creates job opportunities for people living in Germany, as migrant entrepreneurs provide more apprenticeship opportunities than German business owners. Migrant entrepre-

1 A good visual representation of the entrpreneurial ecosystem is provided by the RKW Kompetenzzentrum (2019) under www.gründerökosystem.de. It gives a high level overview of the various players involved in the ecosystem and shows how possible emerging barriers to migrant entrepreneurship, such as difficulty in accessing capital, lack of language capabilities, bureacratic red tape, difficulty in recruiting human resources for the start-up enterprise, may arise at the intersection between different players in the system.

neurs also earn more than other migrants working in salaried employment. I briefly discuss the issues below.

Entrepreneurs with a migration background create valuable job opportunities and thus stimulate the economy. The number of jobs which were created by migrant businesses increased between 2005 to 2014 from 947,000 to 1.3 million, which represents an overall increase of 36%. In North Rhine-Westphalia, the number of jobs created by entrepreneurs with a migration background were 300,000 in 2014 up from 296,000 in 2005 (Bertelsmann Stiftung, 2016). According to the IQ-Network, the overall estimated number of jobs created by migrant entrepreneurship in Germany in 2017 lies between 2.2 and 2.7 Million (IQ-Network, 2018).

Migrant entrepreneurs provide more apprenticeship opportunities for young people than their German counterparts (Leicht and Langhauser, 2014: Metzger, 2016). They are also much more open to hiring people from diverse ethnocultural backgrounds. Migrant entrepreneurs thus represent a vital player in integrating immigrants into the labour force, especially those from disadvantaged backrounds, and can thus serve as important role models for other enterprises (IQ, 2018).

Migrant enterpreneurs earn on average 40% more after-tax income when compared to people with a migration background who work in dependent salaried jobs (e.g., with a monthly income of 2,994 Euros compared to a monthly income of 1,537 Euros in 2014) (IQ, 2018).

MIGRANT ENTREPRENEURSHIP IN NRW – CURRENT POLITICAL DEBATE

The current political debate in NRW about migrant entrepeneurship centres around such issues as an effective interaction between mainstream and targeted business coaching services for migrant entrepreneurs, the need for increased visibility of migrant entrepreneurship, and the need to address cultural values that may hamper migrant entrepreneurship.

STRIKING THE RIGHT BALANCE: STANDARDIZED VERSUS TAILORED SUPPORT SERVICES TO MIGRANT ENTREPENEURS

The delivery of services to migrant entrepreneurs by the NRW Ministry of Economy, Innovation, Digitalization and Energy (MWIDE) is rooted in the philosophical approach of service standardization. In other words, the Ministry provides a standard set of business coaching services to all aspiring entrepreneurs in NRW, regardless of their ethnocultural background or migration history. Entrepreneurial counselling services are provided in 75 Startercenters across the State, complemented by special digital innovation centres in the cities of Aachen, Bonn, Düsseldorf, Essen, Köln and the Münsterland region. The Startercenters NRW (MWIDE, 2019b) are intended as one-stop shops for business coaching and have been sensitized to the service needs of migrants. For example, information brochures are issued in five different languages and the website is accessible in three different languages (English, French and German). The staff at the Startercenters NRW have also received intercultural competency training in order to coach migrant entrepreneurs.

This one-size-fits-all approach is reflected in strategic business documents. For example, the NRW Ministry of Economy, Innovation, Digitalization and Energy has recently released a new strategy for promoting entrepreneurship in the State entitled *Neue Gründerzeit Nordrhein-Westfalen, Für ein wettbewerbsfähiges und lebendiges Gründungsgeschehen in Nordrhein-Westfalen (2019a)*. The strategy establishes ten priorities coupled with concrete initiatives to strengthen entrepreneurship in the State (e.g., eliminating bureucratic hurdles in the process of establishing a business, promoting entrepeneuship in schools and institutions of higher learning, supporting entrepreneurs in the start-up phase through financial stipends, etc.) The strategy proposes to encourage entrepeneurship especially among women – this is the sole specific target group mentioned in the document. The Strategy includes neither specific mention of migrant entrepreneurs nor measures to foster migrant entrepreneurship in NRW.

Similarly, the same standardized approach is reflected in the 2019 report on business issued by the Chamber of Industry and Commerce NRW (IHK NRW, 2019). The report presents an overview of major trends in the area of entrepreneurship in NRW without separate data on migrant entrepreneurship. It merely points out different patterns in enteprise foundation between men and women.

Based on their survey of 532 entrepreneurs, Leicht and Volkert (2014) showed that migrant entrepreneurs preferred to seek advice primarily from lawyers, tax consultants as well as friends and family members. They also approached chambers of industry and commerce, jobcenters, banks, business associations and other business coaching services less frequently than did native-born entrepreneurs. Despite the one-stop service offerings by the Startercenter NRW, migrant entrepreneurs do not seek business advice from government as their first priority.

WHAT IS MISSING IN THE STANDARDIZED PROVISION OF GOVERNMENT SERVICES?

The reluctance of migrant enterpreneurs to seek advice from such one-stop shops such as the Startercenters NRW is due to multiple factors: Language barriers do not necessarily facilitate an effective transmission of information if coaching sessions are conducted only in German as the official language. Migrant entrepreneurs may also require coaching services that can deal with issues, such as immigration and legal status in

Germany, which go beyond mere start-up coaching.

These observations are also supported by the IQ-Network on Migrant Entrepreneurship which engages on a regular basis in a dialogue with experienced practitioners to strengthen business coaching services for migrant entrepreneurs. This dialogue revealed that some of the key ingredients to successful coaching is the development of trust between coach and client which requires time to learn about the unique needs of the client. Practitioners also indicated that it is important to provide information materials written in easily understandable language and to preferrably engage a native speaker as a translator at the first orientation session. The *non plus ultra* for effective business coaching is the coaches' ability to counsel migrant entrepreneurs in a holistic fashion, addressing the client's different information requests beyond the establishment of a business enterprise (Sänger and Förster, 2016).

In addition, coaching practitioners also pointed out that one of the reasons why migrant entrepreneurs are reluctant to seek advice from mainstream institutions lies in the fact that these institutions do not reflect the diversity of the population. They also argue that positions of power in mainstream business organizations are still to a large extent occupied by native-born individuals:

> [...] The reason for this reluctance to seek advice from mainstream institutions, such as chambers of commerce [...] lies in the fact that these information services do not appeal to migrants [...] furthermore, mainstream organizations do not reflect the diversity of society and this diversity is not reflected in their staff complement... It is important for more migrants to assume leadership positions on the various task forces of mainstream organisations (Sänger & Förster, 2016, pp.12-13).

The MWIDE is aware that more needs to be done to ensure a more inclusive service delivery. To this end, the Ministry has established an informal consultation body which is comprised, among others, of migrant enterpreneurs and their business associations, chambers of industry and commerce, craft councils, representatives from the Integration through Qualification Network (IQ-Network), the Startercenters NRW, representatives from the Ministry of Labour, Health and Social Affairs and the Ministry for Children, Family, Refugees and Integration and the NRW Bank. In a dialogue with Government the group champions innovative ideas for service improvements to migrant entrepreneurs.

In 2018, the Ministry of Econonmy, Innovation, Digitalization and Energy in cooperation with the Ministry for Children, Family, Refugees and Integration organized the first congress on migrant entrepeneurship in NRW which focused on enhancing coaching services for migrant start-ups and current migrant businesses. The event proved to be an important catalyst placing the need for effective business coaching for migrant entrepreneurs higher up on the political agenda.

WHAT IS AN EFFECTIVE WAY FORWARD?

The challenge for the MWIDE lies in striking the right balance between a standardized and a tailored approach to service delivery targeted at the specific needs of migrant entrepreneurs.

Scholars and practitioners in the field of migrant entrepreneurship have reflected upon this almost perennial question of government service delivery: Leicht and Volkert (2014) pointed out that a standardized model of service delivery reduces complexity, both in terms of the type of counselling services provided as well as the organizational structures of service delivery. At the same time, service standardization eliminates the danger of stigmatizing migrant entrepreneurs by viewing them as a "special needs" group and viewing them through the lense of cultural stereotypes. Solano, Wolffhardt and Xhani (2019) argue that migrant enterpreneurs can effectively enlarge their network of contacts (both in terms of mentors and potential customers) by participating in mainstream business coaching services and are thus in a better position to built contacts beyond their ethnocultural support networks.

Alternatively, business coaching programs tailored to migrant entrepreneurs are often able to address the unique challenges faced by this client group and are able to overcome possible social and economic disadvantages that this group has encountered as compared to native-born entrepreneurs:

> These programs represent a useful policy tool to promote equal opportunities for immigrants starting, running and expanding a business as they help offset the relative disadvantages that immigrant entrepreneurs – and the newly arrived in particular – face relative to their native-born peers (Solano, Wolffhardt and Xhani, 2019, p. 2)

A customized approach to business coaching for migrant entrepreneurs can in the long run be more effective: An up-front investment of time and energy in solid business planning may lead to a successful business entreprise and potentially prevent future business failure. In making business investment decisions it is of vital importance for migrant entrepreneurs to receive the best possible advice from qualified business coaching professionals from the outset.

Furthermore, it is important to point out that migrant entrepreneurs are a heterogeneuous group – thus, a migrant from another EU-country and a recently arrived refugee from Syria who wants to start an entreprise will have different concerns that will need to be addressed as a part of business coaching. A one-size-fits-all approach to counselling will not necessarily meet the unique information needs of these two very different clients. A study by the Bertelsmann

Stiftung – *Migrantenunternehmen in Deutschland zwischen 2005 and 2014, Ausmaß, ökonomische Bedeutung, Einflussfaktoren und Förderung auf Ebene der Bundesländer* – highlights that tailormade coaching is an essential pre-requisite for migrant entrepreneurs in establishing a successful business enterprise (Sachs et. al., 2016).

Within the entrepreneurship ecosystem of the State of North Rhine-Westphalia, both standardized as well as tailored-made business coaching services for migrant entrepreneurs have a role to play and make their specific contribution to strengthening entrepreneurship in general, and migrant entrepreneurship specifically. It is not a zero-sum game which favours one option (standardization) over the other (customization).

However, improvements to business coaching for migrant entrepreneurs in NRW can still be significantly enhanced, if mainstream and migrant-specific institutions work closer together, learn from each other and improve their respective practices based on this interaction. Mainstream business coaching organizations need to ensure that their service offerings are more relevant to the needs of this target group. They would benefit from a heterogeneous staff complement which reflected the composition of migrant communities in the State and which were trained in cross-cultural business counselling (Diversity management). Similarly, the leadership cadre of these organizations also needs to reflect the ethnocultural diversity. While some have already taken important steps to achieve these goals, there is still room for improvements.

Migrant-specific business coaching organizations in turn can further professionalize their services by being well-connected within the network of mainstream organizations, in order to ensure that they can provide their clients with up-to-date information and connect them with mentors and financiers.

> The research pointed out that the linkages between migrant-specific and mainstream services, for instance those services provided by chambers of commerce, are not functionning optimally and that ressources (both in terms of coaching capabilities and capital ressources) for migrant entrepreneurship are not utilized to the fullest extent -García-Schmidt & Niemann, 2015.

In order for this dialogue to succeed, it is necessary for the partners within the entrepreneurial ecosystem of the State to engage in this conversation as equal partners (Discussion "*Auf Augenhöhe*"):

> In most of the federal States, government and chambers of commerce are not able to meet the specific demands for services of migrant entrepreneurs [...] there is a failure to effectively link the business coaching services of the chambers, the public and the private sector [...] The state and the various players in the economic system have to work closer together to assist migrant entrepreneurs to launch their businesses -García-Schmidt & Niemann, 2015.

Comprehensive guidelines for professional coaching of migrants coupled with an outline of core competencies for coaches have been defined by the IQ-Network in their publication – *Migrationsspezifische beschäftigungsorientierte Beratung* (Nowak, 2010). The knowledge on what it takes to provide business coaching tailored to migrant entrepreneurs is available. It is now a matter of incorporating these quality standards into migrant entrepreneurship coaching and ensuring that the financial and human resources are made available to realize this vision.

NEED TO INCREASE THE VISIBILITY OF MIGRANT ENTREPRENEURSHIP

In 2018, the MKFFI started a public campaign entiteled #Ich,Du,WirNRW (#I,You,WeNRW) which showcases how migrants from different walks of life have successfully integrated into society (Ministry for Children, Family, Refugees and Intergration, 2019). Migrants from teachers to journalists, from physicians to football professionals talk about their opportunities and their challenges in the integration process. Within the framework of this media campaign, individuals with a migration background are given a recognizable public face.

Migrant entrepreneurs in NRW feel that they lack exactly this type of visibility and that their contribution to the State's economy is not adequately presented in the eyes of the public. Thus, migrant entrepreneurs are not given an independent profile in the marketing campaign of the MWIDE which is based upon the preference of a "standardized" approach to service delivery. The MWIDE runs its own media campaign which portrays the stories of successful entrepreneurs and their business enterprises (MWIDE, 2019c). However, migrant entrepreneurs do not have a separate profile, but tell their respective stories as part of the larger pool of innovative business start-ups in NRW.

WHY IS IT ESSENTIAL FOR MIGRANT ENTREPRENEURS TO BE VISIBLE?

In a recent interview, Giannakoudi (2018) who runs a successful HR consulting firm in Düsseldorf, explained the need for visibility as follows:

> We need to express our appreciation, especially for the first generation migrant entrepreneurs, who carved out a living in restaurants, kiosks, döner imbisses and seamstress stores. We owe it to them to better recognize the contribution that they made to the economic well-being of this State. We have neglected at times to tell their story and need to learn from that experience. Today let us not neglect to recognize the achievements of the next generation of highly qualified migrants

> who have established their business enterprises as doctors and engineers, etc.

Recognizing the contribution that migrant entrepreneurs make to the economy is one side of the coin. The other side of the coin is the fact that profiling success stories of migrant entrrepeneurs can act as a motivator for young people to embark on the path of enterpreneurship.

The Global Entrepreneurship Monitor (GEM) 2018/2019 for Germany (Sternberg et.al. 2019) highlights that successful entrepreneurs can serve as role models for people in their circle of acquaintances and may in fact motivate people in their network to pursue a business venture. However, only 23% of Germans who participated in the GEM survey indicated that they personally know a successful entrepreneur in their network who founded a business within the past 12 months. In contrast, the potential of being inspired towards entrepreneurship in Austria or Poland is much higher: in Austria 39% and in Poland 40.1% of the survey participants reported to be acquainted with an entrepreneur. According to GEM (2018/2019), knowing a successful entrepreneur also leads to a much more positive evaluation of one's own entrepreneurial competencies: 62.3% of the survey respondents in Germany who knew a successful entrepreneur had a positive image of their entrepreneurial capabilities, only 30.6% of the GEM survey respondents who did not know a successful entrepreneur had such a positive image of their competencies. Bijedić and Wolter (2018) highlight that role models can only motivate others if they are recognizable and are in "close mental proximity" to people:

> An important influential factor for an entrepreneurial culture are role models, who live and communicate the values of this culture. They transmit a positive predisposition to entrepreneurship across generations. However, role models must be "reachable" and potential entrepreneurs must be able to identify with them (p. 9-10).

These research findings underline the importance of giving migrant entrepreneurs a discernable image: as role models they can motivate young people from diverse ethnocultural backgrounds to enter the labour market through business creation.

It is also essential to portray the contribution of migrant entrepreneurs in the correct light – free from preconceived notions and stereotypes. Leicht (2016) points out that some journalists and theorists diminish the economic performance of migrant business enterprises relegating them to serving small niche markets with insignificant profit margins and few employees. Some people argue that migrants predominantly choose to establish a business, as they are unable to find suitable dependent employment in the labour market. Empirical studies of migrant entrepreneurship clearly contradict these stereotypical views (Leicht, 2017, Leifels and Metzger, 2019). An effective media campaign portraying real life success stories of migrant entrepreneurs can act as a catalyst challenging these preconceived notions.

Given these parameters, the Ministery of Economy, Innovation, Digitalization and Energy will be well-advised to provide more suitable platforms to allow migrant entrepreneurs to tell their success stories.

THE NEED TO STRENGHTEN ENTREPRENEURIAL EDUCATION

Empirical research shows that migrant entrepreneurs are much more prolific in establishing a business enterprise than native-born. However, migrant businesses also have a much higher failure rate than businesses owned by native-born (Metzger, 2016 and 2017). Migrants may become stigmatized in the eyes of native-born because of such failures, and may therefore refrain from re-starting a new business venture.

According to Metzger (2019a), 75% of people in the labour force are of the opinion, that people who have launched their businesses and have failed, deserve a second chance. 40% of the respondents were willing to invest in a business enterprise which was led by an entrepreneur who failed in the past. These findings contradict a pronounced stigmatization by the general public towards failed entrepreneurs. Nevertheless, Metzger (2019a) also showed that survey respondents had not much understanding for failed business owners if they lacked entrpreneurial competencies, a solid business concept and an effective marketing approach to gain customers.

Metzger (2019b) showed that 29% of the people in the labour force are of the opinion that failed business owners were stigmatized. 41% of the entrepreneurs themselves felt that failed business owners are stigmatized in Germany. There is a need to conduct further research to investigate whether or not stigmatization occurs more often when the failed business was owned by an entrepreneur with a migration history as compared to a native-born.

However, these findings support the notion that the best insurance against possible stigmatization of entrepreneurs, and perhaps especially migrant entrepreneurs, lies in providing aspiring entrepreneurs with access to a solid business education. GEM 2018/2019 (Sternberg et.al., 2019) supports the fact that entrepreneurial education is key to eliminating the German *Angst* of failure and to encouraging experimentation:

> Societal values and norms in Germany do not particularly encourage migrant entrepreneurship. In this context fear of failue and risk-aversion are often cited as barriers to enterprise foundation. The fear of failure is connected to the distress that emerges from having to bear the consequences of such failure. A further issue that strengthens this fear of failure and insecur-

> ity is the perceived lack of competencies to establish a business enterprise.
>
> Based upon this insight, the most logical step to improve the culture of entrepreneurship in Germany is to enable people to acquire enterpreneurial knowledge and entrepreneurial thinking in the elementary, secondary and higher education system (Sternberg et.al., 2019, p. 72).

In order to create an environment where start-ups can flourish, a shift in perspective is necessary: a business failure needs to be perceived as a learning opportunity that provides valuable feedback about what changes are needed for the re-start of a new venture. According to the EU-Action Plan on Entrepreneurship 2020, this shift in mindset can best be achieved through entrepreneurial education that fosters a culture of creative thinking and the willingness to experiment with new ideas.

In this context, the MWIDE has taken important measures to eliminate the potential for stigmatizing migrant entrepreneurs. It has decided to incorporate the discipline Economics as a compulsory teaching unit in the school curriculum starting in the school year 2020/2021. The fact that the recently created entrepeneurship stipend provided by the MWIDE is available for business re-starts sends an important signal. Business failure is just a step on the learning curve!

CONCLUSION

According to predictions made by Rohleder and Moran (2012), a structural shift in public service delivery would take place from standardized to personalized service provision. This would save costs and ensure a more effective public service. At the heart of the shift lies a collaborative partnership between government and citizens, as part of this partnership citizens and government would jointly design what services are being offered:

> The design of personalized public services puts the citizen in the center and radiates out from there, rather than starting from the historic structures or functions of public services (Rohleder and Moran, 2012, p.9).

According to this vision, governments would no longer function in a hierarchical fashion providing standardized services. Instead they would manage a multi-partner network of stakeholders from the private, the public and the non-profit sector in order to pursue policy outcomes and solve problems identified in partnership with citizens. Only the future will tell whether this type of democracy and public service delivery will remain a utopian vision: It would require a concerted dialogue among all stakeholders in the entrepreneurship ecosystem on what problems need to be resolved and how service offerings can best be re-designed and delivered.

The NRW Ministry for Children, Family, Refugees and Integration has implemented the pilot project *Einwanderung gestalten* (Shaping immigration and integration) over the past 2 years which places the service needs of migrants at the center of service provision. Government services, the private sector and the non-profit sector have been asked to collaborate with each other in order to address migrants' needs in a holistic and comprehensive fashion. This approach clearly moves away from a government that knows best and defines services a priori to a government that functions as a learning system. This government adjusts service delivery around what is truly required on the front line of service delivery. In this model, government is a major player in a network of service providers and promotes active collaboration among all network partners. It would be interesting for the MWIDE to explore in the future how it can effectively re-design its services to migrant entrepreneurs based upon this shift in mindset that is the hallmark of Einwanderung Gestalten.

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